

**Impact of Citizen Charter on District Administration in  
Bangladesh: A Case Study of Narsingdi District.**

**A thesis submitted in fulfillment of the requirements for the  
award of the degree of Doctor of Philosophy in Public  
Administration of the University of Dhaka.**



**By:**

**Vanesa Rodrigues  
Ph.D. Student  
Registration No: 184  
Session: 2012-2013**

**Under the Supervision:**

**Prof. Dr. Nazmul Ahsan Kalimullah  
Department of Public Administration  
The University of Dhaka**

**March, 2019**

## **Declaration**

I hereby declare that the work presented in this thesis entitled '**Impact of Citizen Charter on District Administration in Bangladesh: A Case Study of Narsingdi District**' is the result of my own investigation. I further declare that this thesis has not been submitted in any previous application for the award of academic degree in any university. All sources of information have been specially acknowledged by referring to the author.

Vanesa Rodrigues

Registration No: 184

Session: 2012-2013

## Certificate

It is my pleasure to certify that the thesis entitled '**Impact of Citizen Charter on District Administration in Bangladesh: A Case Study of Narsingdi District**' is an original research work carried by Ms. Vanesa Rodrigues in partial fulfillment of the requirements for the degree of Doctor of Philosophy in Social Science. Ms. Vanesa Rodrigues has successfully completed her course and carried out field work as well as theoretical study meticulously during the session 2012-2013.

To the best of my knowledge, all the material part of it is original. In my opinion, Ms Vanesa Rodrigues has certainly made distinct contribution to evaluate the impact of Citizen Charter on service delivery of District Administration in Bangladesh through her original research work. The thesis or any part of it has not been submitted to any other university for any degree or diploma.

I also certify that it is a genuine research work of Ms Vanesa Rodrigues under my direct supervision and close monitoring. The thesis is worthy of consideration for the reward of PhD. Degree.

---

Professor Dr. Nazmul Ahsan Kalimullah

Department of Public Administration

The University of Dhaka

## **Acknowledgement**

I would like to take this opportunity to express my gratitude and heartfelt thanks to my respected supervisor Professor Dr. Nazmul Ahsan Kalimullah for his all instructions, guidance and advice for my thesis work. Without his help and motivation, it would be very difficult for me to complete this study. I feel pleased and honoured to be one of his students.

I express my sincere thanks to the Department of Public Administration of the University of Dhaka to provide me the opportunity to conduct a research on Impact of Citizen Charter on District Administration in Bangladesh. I have received all assistance from the department during my research period. So I am very grateful to the honourable Chairman, teachers, official and staffs of this entire department.

I am also indebted to many people for their assistance and cooperation during my research. I want to acknowledge all my friends and senior colleagues for their endless support to me. I am thankful to all the respondents of my research for giving their time and comments. Especially I remember the contributions of officials and staffs of District Administration, Narsingdi. I have taken consent of few government staffs to mention their names in this thesis. So I express my sincere thanks and gratitude towards them to assist me in my endeavors.

Finally I express my thanks and appreciation to my family members for encouraging me to successfully conduct this research work. I would never become able to complete my journey without their utmost care and admiration.

## **Abstract**

Service delivery improvement is a challenge in developing countries. Government strives to act in a better way to meet the citizens' need by enhancing the service quality. It adopts policies and implements those by new legislation, guidelines, instructions and provisions. Citizen Charter is recognized as an administrative tool introduced and used by the government policy makers in many countries for enhancing better service for the citizens. Citizen Charter is a declaration of commitments by a service providing agency. It is an agreement between citizens and service providers that presents the standards of service and expectations of the service users. Though the concept is first introduced by UK Government in 1991, it becomes popular in a wide range of countries including United States, Australia, France, Canada, Malaysia, Kenya, Jamaica, Philippines, India and Bangladesh.

Effective Citizen Charter consists of a number of key elements including clear and simple language, realistic and measurable standards, and choice of alternate service, Grievance Redress System, courtesy to the service users, equality for all and value for money. If implemented properly, Citizen Charter has the potential to foster greater public satisfaction in terms of public service delivery and to reduce risk of corruption in public sector. For ensuring good governance Citizen Charter is a useful way to enhance accountability, efficiency and transparency.

In District Administration, Citizen Charter is introduced and implemented with greater expectation to serve better for the public. Citizen Charter compliance provides commitments with service standards that build trust between the service providers and the service receivers. It is not only a mere declaration of available service but it is an agreement of trust between District Administration and its

stakeholders. After eleven years practice, Citizen Charter has produced some impacts on District Administration in Bangladesh. Case study reveals that implementation of Citizen Charter has brought changes in service delivery system, information disclosure and administrative practice of District Administration.

Citizen Charter compliance ensures good governance and reduces corruption in the public sector. But to achieve greater effects of successful implementation of Citizen Charter, participation of all stakeholders needs to be ensured in the whole process. As improvement of public service delivery is a continuous process, Citizen Charter therefore provides scope for endless efforts to become perfect. This indicates the importance of Citizen Charter in District Administration as well as in other public sectors serving to the citizens.

## Table of Contents

<b>Chapter One: Introduction</b>		
<b>Serial</b>	<b>Title</b>	<b>Page</b>
1.1	Background of the Problem	1
1.2	Statement of the Problem	2
1.3	Illustration of the Problem	3
1.4	Review of Existing Literature	5
1.5	Rationale of the study	13
1.6	Objectives of the study	15
1.7	Research Questions	15
1.8	Scope of research	16
1.9	Methodology of the study	17
1.9.1	Sources of Data	18
1.9.2	Sample Design	19
1.9.3	Data Analysis	19
1.9.4	Variables	19
1.9.5	Profile of Respondents	20
1.10	Limitations and challenges	21
1.10.1	Problems in collecting information	22
1.10.2	Limitation of time and money	22
1.10.3	Personnel limitation	22
1.11	Chapter outline	23
<b>Chapter Two: Conceptual Framework</b>		
<b>Serial</b>	<b>Title</b>	<b>Page</b>
2.1	Introduction	26
2.2	Citizen Charter: Concepts	27
2.3	Benefits of Citizen Charter	31
2.4	Shortcomings of Citizen Charter	32
2.5	Designing and Implementing Citizen Charter	33
2.6	Barriers to Citizen Charter Implementation	36
2.7	A Model Citizen Charter in India	37
2.8	Another Definitions	37
2.9	Citizen Charter in Bangladesh	38
2.10	Conceptual Framework for District Administration: Bangladesh context	39
2.11	Model of Citizen Charter for District Administration of Bangladesh	44
2.12	Secretariat Instruction	45
2.13	Right to Information (Preservation & Management of Information) Rules, 2010	45
2.14	Discussion on Analytical Framework and Independent	46

	Variables	
2.15	Conclusion	49
<b>Chapter Three: History of Citizen Charter: International and National Contexts</b>		
<b>Serial</b>	<b>Title</b>	<b>Page</b>
3.1	Introduction	50
3.2	Global context	51
3.3	Asian Experience	52
3.4	Citizen Charter in Malaysia	53
3.5	Citizen Charter in Nepal	54
3.6	Citizen Charter in Thailand	56
3.7	Indian Experience	57
3.8	Experience of Sri Lanka	59
3.9	Citizen Charter in Afghanistan	60
3.10	Experience of Australia	61
3.11	Citizen Charter in New Zealand	63
3.12	Citizen Charter in Italy	63
3.13	Citizen Charter in Canada	64
3.14	Citizen Charter in Spain	66
3.15	Experience of OECD Countries	66
3.16	Citizen Charter in Netherlands	67
3.17	Citizen Charter in Nordic Countries	68
3.18	Citizen Charter in Anglo American Countries	71
3.19	Bangladesh Scenario	73
3.19.1	Recommendations of PARC	73
3.19.2	Order of Cabinet Division	74
3.19.3	Second Generation Citizen Charter	75
3.19.4	Initiative by Access to Information (A2I)	76
3.19.5	Governance Innovation Unit (GIU)	76
3.19.6	Forming Innovation Team	77
3.19.7	Secretariat Instructions 2014	77
3.19.8	Annual Performance Agreement (APA)	78
3.19.9	Grievance Redress System (GRS)	79
3.19.10	Right to Information Act, 2009	80
3.19.11	National Integrity Strategy (NIS)	80
3.19.12	Training on Citizen Charter Concept	82
3.19.13	Comparison between Previous and Present Practice	82
3.19.14	Central Monitoring Unit	84
3.20	Conclusion	87



## **Chapter Four: District Administration in Narsingdi**

<b>Serial</b>	<b>Title</b>	<b>Page</b>
4.1	Introduction	88
4.2	General Information	88
4.3	Different Sections of DC Office	90
4.4	Description of Organogram	92
4.5	Category II District	93
4.6	Importance of District Administration	94
4.7	Coordination with Other Departments	95
4.8	Online Disclosure of Citizen Charter in Bangladesh	98
4.9	Conclusion	100

## **Chapter Five: Administrative Impact of Citizen Charter**

<b>Serial</b>	<b>Title</b>	<b>Page</b>
5.1	Introduction	102
5.2	Transparency is Increased	103
5.3	Making administration accountable	104
5.4	Reduction of Corruption	105
5.5	Complain Register System is Developed	106
5.6	Access to Information	106
5.7	Skill Development through Training	108
5.8	Strong political will of government to implement	110
5.9	Improved Performance of Government Staffs	111
5.10	Scope of Public Opinion for improving service	113
5.11	Conclusion	113

## **Chapter Six: Economic Impact of Citizen Charter**

<b>Serial</b>	<b>Title</b>	<b>Page</b>
6.1	Introduction	116
6.2	Service Process Simplification	117
6.3	Low cost service	118
6.4	Choice of service	119
6.5	Value for money	120
6.6	Information is free	121
6.7	Quality of service	121
6.8	Supporting Factors	123
6.9	Quantity of service is increased	124
6.10	Conclusion	124

<b>Chapter Seven: Impact of Citizen Charter on Human Behaviour</b>		
<b>Serial</b>	<b>Title</b>	<b>Page</b>
7.1	Introduction	127
7.2	Awareness of service providers and users	128
7.3	Participation of Citizens	129
7.4	Behavioral change of service providers	130
7.5	Direct communication and satisfaction	131
7.6	Provision of Equality for All	132
7.7	Satisfaction of Citizen	133
7.8	Courtesy to the Service Users	134
7.9	Conclusion	134
<b>Chapter Eight: Conclusion and Recommendation</b>		
<b>Serial</b>	<b>Title</b>	<b>Page</b>
8.1	Introduction	136
8.2	Service Delivery before Citizen Charter	136
8.3	Reduction of Corruption	138
8.4	Suggested Approach for Successful Compliance	139
8.5	Conclusion	141
Reference		143
Annexure – 1: List of the stakeholders of different sections of DC Office Narsingdi		150
Annexure 2: Responsibilities of Deputy Commissioner		151
Annexure 3: Research Questionnaires		157

## List of Tables

Serial	Caption	Page
Table 1	Number of Respondents	21
Table 2	Variable and Influencing Factors	47
Table 3	Similar Initiative (like Citizen Charter) in other Countries	71
Table 4	Comparison between FGCC and SGCC	81
Table 5	Narsingdi District at a Glance	87
Table 6	Human Resource Information	91
Table 7	List of Other Departments	94
Table 8	Citizen Charters in the Website of District Administrations	96
Table 9	Information Disclosure by Service Provider	102
Table 10	Knowledge of Service Receiver (Public) about Citizen Charter	102
Table 11	Display of Citizen Charter by Service Provider	102
Table 12	Seeing Citizen Charter by Service Receiver	103
Table 13	Elimination of Corruption	104
Table 14	Complain about service of District Administration	105
Table 15	Trainings Information	107
Table 16	Training of officials about Citizen Charter	108
Table 17	Training of Staffs	108
Table 18	Satisfaction of Service Receiver	110
Table 19	Change in DC Office Work	110
Table 20	Scope of Public Opinion to improve service quality	111
Table 21	Visiting by Public	116
Table 22	Public Ignorance about Choice of Service	117
Table 23	Receiving Expected Service	118
Table 24	Service Quality Development in Record Room	119
Table 25	Innovations to improve Service Delivery	120
Table 26	ROR or Land Record Delivery from Record Room	122
Table 27	Public Opinion for formulating Citizen Charter	126
Table 28	Opinion for Service Quality Improvement	127
Table 29	Behaviour of Service Providers	128
Table 30	Scope of Direct Communication	128
Table 31	Service of Government Officials according to Citizen Charter	129
Table 32	Service of Government Staffs According to Citizen Charter	129
Table 33	Expected Service	130
Table 34	Satisfaction of Service Receiver	130

## List of Figures

<b>Serial</b>	<b>Caption</b>	<b>Page</b>
Figure 1	Six Step Process for Designing and Implementing Citizen Charter	32
Figure 2	Components of Citizen Charter in Bangladesh	43
Figure 3	Analytical Framework	46
Figure 4	Monitoring Framework for NIS	79
Figure 5	Citizen Charter Journey in Public Sector of Bangladesh	84
Figure 6	Organogram of DC Office	90
Figure 7	Service Delivery in Public Sector before Introducing Citizen Charter	138
Figure 8	Relationship between Citizen Charter and Corruption	139

## Abbreviation

A2I	Access to Information
AC (Land)	Assistant commissioner (Land)
ADB	Asian Development Bank
ADC (Gen)	Additional District Commissioner (General)
ADC (Rev)	Additional District Commissioner (Revenue)
ADM	Additional District Magistrate
AO	Administrative Officer
APA	Annual Performance Agreement
BCS	Bangladesh Civil Service
BIDS	Bangladesh Institute of Development Studies
CC	Citizen Charter
CPT	Career Planning & Training
CS	Cadastral Survey
CSCMP	Civil Service Change Management Project
DC	Deputy Commissioner
DDLG	Deputy Director of Local Government
DRRO	District Relief and Rehabilitation Officer
FGCC	First Generation Citizen Charter
GCO	General Certificate Officer
GDP	Gross Domestic Product
GIU	Governance Innovation Unit
GPF	General Provident Fund
GRM	Grievance Redress Mechanism
GRS	Grievance Redress System
ICT	Information and Communication
JICA	Japan International Cooperation Agency
JM	Judicial Munshikhana
LAO	Land Acquisition Officer
MOPA	Ministry of Public Administration
NDC	Nezarat Deputy Collector
NPM	New Public Management
NGO	Non Government Organization
NIS	National Integrity Strategy
NOC	No Objection Certificate
OC (JM)	Officer in Charge (Judicial Munshikhana)

PARC	Public Administration Reform Commission
PATP	Public Administration Training Policy
CSCMP	Civil Service Change Management Project
PIO	Project Implementation Officer
PMO	Prime Minister's Office
PMS	Performance Management System
PRL	Post Retirement Leave
RM	Revenue Munshikhana
ROR	Record of Right
RS	Revisional Settlement
SA	State Acquisition
SGCC	Second Generation Citizen Charter
SOP	Standard Operational Procedures
SPS	Services Process Simplification
TQM	Total Quality Management
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Program
UNO	Upazila Nirbahi Officer
UP	Union Parishod
VP	Vested Property

# Chapter One

## Introduction

### 1.1 Background of the Problem

Administrative reform has become an important issue for the last three decades. The period since the early 1980s has witnessed a major shift in public management reform in both developed and developing countries. The reform initiative also has been implemented in Bangladesh mainly with the aim to ensure accountability in administration and quality in public service delivery. Since independence the government constituted 17 (seventeen) Reform Commissions or Committees with a view to reorganizing and reforming civil service and public sector within 1971 to 1997 ( PARC Report, 2000). In public administration, a few and important reforms have been initiated, piloted and partially implemented by the government of Bangladesh. Citizen Charter (CC) has been adopted as an administrative reform by the government to provide a responsive and resilient public service to the people. United Kingdom (UK) has made this administrative tool popular across the world and Bangladesh aimed to achieve benefit from this. On May 2007, the then Caretaker Government of Bangladesh first introduced CC concept for the government offices. Before that the Public Administration Reform Commission (PARC) recommended the adoption of Citizen Charter for few ministries in 2000. Later on, the importance of Citizen Charter to ensure good governance is discussed also in “Bangladesh: Poverty Reduction Strategy Papers” (IMF Country Report no 13/63, March 2013).

The main objective of Citizen Charter is to make administration more accountable, responsive, transparent and people friendly. The charter program initiative in essence proposes to make public service provision less bureaucratic dominated and more citizen-led. It empowers citizens by mentioning their rights, privileges and duties. Further, Citizen Charter strives to develop partnership between citizen and public servants to promote joint decision. To meet the need for a responsive public service that can meet

citizens' specific needs and demands, the government of Bangladesh has taken some important steps. Introduction of Citizen Charter in government offices is one of them.

In 2007, the Cabinet Division led CC initiative and communicated the decision in terms of a circular to most of the government ministries/divisions/departments and subordinate offices. Later on according to the direction of both Cabinet Division and Ministry of Establishment all offices of the Deputy Commissioner (DC) in sixty four districts of Bangladesh have implemented Citizen Charter on February 2008. Subsequently, importance of formulating and publishing Citizen Charter in government office has been included in Secretariat Instructions 2008 and in Secretariat Instructions 2014.

## **1.2 Statement of the Problem**

District Administration or office of the Deputy Commissioner (DC) of a district in Bangladesh plays a very significant role in field level to implement Government decisions and to send reports of all development projects to the central government through Divisional Commissioner. It is the centre point of the Field Administration. The Deputy Commissioner works as the chief executive and the highest-ranked officer in the district. Mass people frequently go to Deputy Commissioner's Office (DC Office) for various purposes. In district level, DC Office provides many government services to the citizens. Earlier people faced problems to receive services from DC Offices. They did not have right information about the services they want from the DC Office. They did not know where to go, to whom to talk with or who is the assigned officer or staff for providing a specific service. Also the price and time required for getting a service from DC Office is not known to all. For removal of such problems and to provide good services to the people, government of Bangladesh decided to implement Citizen Charter concept by the District Administration.

It is expected that by the set standard of Citizen Charter, District Administration (DC Office) of Bangladesh as a service providing entity will provide better services to its clients. After 11 (eleven) years of its implementation, the impact of Citizen Charter on



District Administration of Bangladesh is the major concern of this study. The changes in service delivery of DC Offices, the attitude of people about Citizen Charter, the economic benefits of Citizen Charter can be described by the comparison between the service delivery system before adopting Citizen Charter and after implementing it. Though not enforceable by practice of law, Citizen Charter is proved to be an important device to empower the citizens or clients so that they can demand committed service by paying for that. By using the context of DC Office, Narsingdi the impact of Citizen Charter is tried to be depicted from different point of view. Three types impact: administrative, economic and human behavioral are identified in this study. Experience of DC Office, Narsingdi is used as a case study to represent the scenario of Bangladesh context in terms of using Citizen Charter to ensure good governance and better service.

### **1.3 Illustration of the Problem**

District Administration has been started to practice the service delivery following Citizen Charter from 2007. From then government has tried to circulate Citizen Charter to inform all about it. At present, District Administration (DC Office) of Bangladesh displays its Citizen Charter and it is a condition set by the government (JICA 2009). It has been published in the official website of District Administration also after 2009 when all the district web portals have been inaugurated. Moreover that DC Office, Narsingdi has published a book which includes Citizen Charter of all the government offices in Narsingdi district (Citizen Charter, 2009).

With the supervision of Prime Minister's Office, Governance Innovation Unit (GIU) has been established in 2012 with a view to activate CC in different government offices and successfully implement it. The motto of GIU is "Putting Citizens First". Under the guidance of Cabinet Division, GIU has arranged training for government officers in district and divisional level. It provided training with guidelines to employees of District Administration to implement Citizen Charter successfully (GIU, 2015). But no training has been designed for the service receivers of District Administration to inform them how

they can get the benefits of Citizen Charter or how they can use Citizen Charter to get desired service.

US Admiral Hyman G. Rickover once said that, “good ideas are not adopted automatically. They must be driven into practice with courageous patience.” Idea of Citizen Charter implementation in District Administration by the government of Bangladesh indicates strong political will and commitments to provide services in government offices. The present government has taken many steps to make the government officials and staffs well oriented with Citizen Charter. Cabinet Division has opened a different unit named Coordination and Reforms in 2014 to deal with the progress of Citizen Charter implementation in government offices. District Administration is very important tier of the government to implement central decision in field level. So implementation of Citizen Charter has been taken seriously in DC Offices of Bangladesh from the very beginning.

In Bangladesh Citizen Charter idea is adopted for the people but not by the people. It is not obvious whether people of district level have got an opportunity to provide their opinion into the Citizen Charter formulation process by the District Administration. According to JICA Report on Public Administration Sector Review, there are some reasons why Citizen Charter is not successfully implemented and why people are not getting output of it. In 2010 Manual of Establishment Ministry accepts this statement that participation of people is ignored in formulation process of Citizen Charter. This is why First Generation Citizen Charter (which is made in 2007 following government order) failed to provide benefits to the people. This creates the need of formulating Citizen Charter with the participation of all stakeholders. This can be called Second Generation Citizen Charter of government offices in Bangladesh. DC Offices also follow the instructions and set standards of GIU to formulate new Citizen Charter with all necessary information.

The major implication of this study is that it will help us to know the implementation status of Citizen Charter in the DC Offices of Bangladesh from the practical experience

of DC Office, Narsingdi. It will help us to find the general effects of Citizen Charter on regular activity of DC Offices in Bangladesh. From the findings of this study necessary suggestions are placed to the government to get all the benefits of Citizen Charter for the people. District Administrations can be benefitted from the study to know about their strength and weakness while providing service according to Citizen Charter commitments. The study will help the citizens to become conscious and concerned about their rights. It will also make aware the government personnel about their duties. Citizen Charter in government offices of Bangladesh is aimed at raising standard of public services by making more responsive to the wishes and needs of the users (Citizen Charter Manual, 2010). This study is an attempt to see the impact of Citizen Charter on District Administration of Bangladesh by using experience of District Administration, Narsingdi. In short, this research work is done to see the effects of Citizen Charter on District Administration or DC Office which is an important service delivery unit of government in field level administration.

#### **1.4 Review of Existing Literature**

Citizen Charter idea has been evolved as a tool of New Public Service (NPS) which aims to include participation of both public servants and citizens. In this connection, scholars found that Government shouldn't be run like a business; it should be run like a democracy (Denhardt and Denhardt, 2007). Literature review shows that public servants are acting on this principle and expressing renewed commitment to such ideals as Citizen Charter practice for governance process and expanding democratic citizenship. As a result, they are learning new skills in policy development and implementation, recognizing and accepting the complexity of the challenges they face, and treating their fellow public servants and citizens with renewed dignity and respect. In the whole process, public servants are also reconnecting with citizens. Now administrators are realizing that they have much to gain by "listening" to the public rather than "telling," and by "serving" rather than "steering" (Denhardt and Denhardt, 2007).

In 1994, a report of World Bank entitled “Governance: The World Bank’s Experience”, the four elements of good governance are identified: Public-sector management, Accountability, Legal framework for development, Transparency and information. On the other hand, the Asian Development Bank (1995) has identified: Accountability, Participation, Predictability and Transparency as basic elements of good governance. In addition, the policy document entitled “Governance for Sustainable Human Development” of UNDP (1997) suggests essential characteristics of good governance as Participation, Rule of law, Transparency, Consensus orientation, Equity, Effectiveness and efficiency, Accountability and Strategic vision. All these reports reveal that accountability, transparency, legal framework or rule of law and participation are common elements that constitute good governance. According to Torres (2003), the major driving force for different countries to formulate Citizen Charter is citizens’ pursuit for transparency, accountability and responsiveness.

Charters have existed for a long time (James, Murphy and Reinhart 2005) and it has become popular as democracy is progressed and the expectations of citizens’ rights to obtain information are recognized. In the contemporary world, however, it gained prominence with British Prime Minister John Major's initiative that expected the charter program to find better ways of converting money into improved services (Pollitt 1994). Soon afterwards, the number of charters proliferated in the United Kingdom, and the United Nations proposed model guidelines for designing Citizen's Charters. This prompted a number of initiatives in many countries to ensure the rights of clients of public services and address their demands and grievances (Drewry2003; Torres 2003). Like UK Citizen's Charters have been introduced in Canada, Australia, Belgium, France, Argentina, Italy and India (Sharma and Agnihotri, 2001).

To identify the impact of Citizen Charter on District Administration of Bangladesh, study of implementation history is important. Few scholars’ research and related data are found available in this regard (Nayeem 2010; Razzak 2012; Rahman 2012). The improvement of service delivery after introducing Citizen Charter in District Administration of Bangladesh is not that much identified or explored by any previous researcher. Most of

the research in Bangladesh was conducted about the impact of e governance on public service delivery (Salam and Islam, 2013 and Karim, 2015) and key performance indicators in the public sector (Karim, 2015). This realization helps in identifying the gaps in previous research in this connection. The literature review on Citizen Charter states that many scholars have shown their interest in measuring importance of implementing Citizen Charter concept to ensure effective and efficient public service. But role of Citizen Charter in District Administration of Bangladesh is not analyzed systematically by some field based research. So this study tends to find the impact of Citizen Charter on District Administration by using reference of Narsingdi District Administration. Reviewing the relevant literature the author conducted field study by interviewing both the service providers and service recipients found in DC Office Narsingdi.

Many scholars accepted Citizen Charter as a significant tool to improve service delivery by the public sector and bring a cultural change in the attitudes of public servants. Among them Wilson (1996) thinks Citizen Charter is not a single document nor it is based on any notion of citizenship. It is in fact an evolving program of measures. James (2005) supports this by suggesting also to incorporating stakeholders views in Citizen Charter to make it more effective. According to his view Citizen Charter provides basic principles of sound administration that cannot be ensured by anything else.

Citizen Charter is considered as one of the strategies of New Public Management (NPM) that provides quality services to public (Jamil, 2011). The successful implementation of NPM theories is notoriously unreliable (James, Murphy and Reinhart 2005). But Citizen Charter is proved to be efficient, appropriate and relevant mode of delivering quality services on the basis of citizens' needs, interests and aspirations. It encourages citizens' active participation in the formulation and implementation policies that are essential to their daily life (Jamil, 2011). Citizen Charter is a technique that facilitates participation of people and empowers people with a voice to demand pro-people governance.

The existence of Citizen Charter can be traced back for centuries. The most famous one is the Magna Charta in 1215 and other notable ones include the People's Charter in 1838. The modern Citizen Charter was introduced in the UK by the White Paper called "The Citizen's Charter: Raising the Standard" by Prime Minister John Major in 1991. It sets out how the Government intended 'to achieve better quality and more responsive public services' (Morley, 1992). But a later analysis concluded that Citizen Charter remained as an 'unwieldy package' too complex for the average citizen and 'in a number of important respects its conceptual basis is confused and many of its proclaimed standards lack either legal standing or clear penalties for failure, or both' (Pollitt, 1994).

The United Nations Development Program (2002) reviewed the development of Citizen Charters and gave ten model guidelines for their design. These guidelines included the requirement that the charter must be simple to be useful. It should be developed by senior experts in collaboration with front-line staff and users. Furthermore to be successful the conditions should be created for a responsive climate - simply announcing a charter is not enough. The charter should contain a statement of the services offered, and for each service there should be a statement of the entitlement of the user, service standards and the remedies available when these standards are not met. There should also be a framework for obtaining feedback, information on performance and for reviewing the charter.

Literature review on use of Citizen Charter identifies some common benefits. It depicts that many countries tried to make their public service delivery accountable, transparent and effective by utilizing Citizen Charter (Ohemeng, 2010). Citizen Charter ensures service delivery based on quality, promptness, transparency and customer choice (Haque, 2005). Another study illustrates that it should be responsive to the service users. It should set out six principles namely standards, information and openness, choice and consultation, courtesy and helpfulness, putting things right and value for money (Keeble, 1996). These six principles have similarity with the six elements of Citizen Charter of Bangladesh as described in the Secretariat Instructions, 2014.

In Bangladesh Citizen Charter is used as a non-conventional tool for improvement of service delivery in public sector (Iftekharuzzaman, 2012). It can be expressed as a legally non binding social contract that involves a participatory approach of government and non government stakeholders rather than considering only beneficiaries or service recipients to make the implementation of Citizen Charter more effective. 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. Citizen Charter can be proved as a built-in process of application, monitoring, grievance redress and evaluation if it is implemented properly.

The literature review of Citizen Charter implementation in developing countries shows some common challenges. Before Bangladesh, Kenya started to accept Citizen Charter as a nation-wide program both to enhance the delivery of government services and to tap its potential as a tool for good governance in 2003. But implementation of charter faced challenges in terms of service delivery by the public health sector of Kenya (Mang'era and Bichanga, 2013). An organization's failure to setting standard of the service and realistic time frame can create problem in implementation of Citizen Charter successfully. This could be applied to our case also if government organization failed to set specific standards according to their ability. But in terms of setting realistic standards, District Administration of Bangladesh has successfully overcome the limitations.

Public service related research suggests the need of Citizen's Charter complaints Taskforce (Blackmore, 1997) to make it successful attempt. It argues that citizens need to be empowered to complaints against the public service and those complaints should be dealt by those who deliver services. In June 1993 a Task Force within the Citizen Charter unit of the Cabinet Office of UK was established to review the complaints procedures of public sector organizations. This concept of Task Force advocates that effective complaints system need to be accessible, investigative, responsive and informative to all. It is worth pointing out that in Bangladesh also a complaint system is suggested by the

Government (Secretariat Instruction 2014, section 259.5) in case of failure to provide public service in time.

In another service related research, Jamil and Dhakal (2010) examined the implementation of Citizen's Charter in Municipalities of Nepal. They found that citizens do not have much knowledge of the charter, and this indicates fewer efforts to inform the public about the charter. Although officials are accessible easily or with some difficulty, citizens need to be persuaded to participate for implementing the charter effectively. They go on to report that the introduction of citizen's charter has enhanced the trust of the public in municipal government, and also confirmed the belief that these institutions are more appropriate for delivering public services than private and voluntary organizations. Therefore, the introduction of citizen's charter in Nepal has offered scope for improvement in municipal services which, in turn, has enhanced satisfaction among the public towards the quality of services provided by Municipalities. Acharay (2010) examined the implementation of Citizen's Charter and improving municipal services in Nepal and explored the linkages among socio-economic background, institutional performance and institutional trust. The results did not expose a significant relationship between the citizen's level of satisfaction with municipal services in Nepal and their socio-economic background. However, there was a significant correlation between institutional performance and institutional trust in determining citizen's level of satisfaction with municipal services. This study, too, argued that implementation of Citizen Charter has contributed to the improvements in the quality of municipal services and the level of satisfaction among residents.

The Citizen Charter has been in effect in Bangladesh for eleven years, but only handful of studies has been conducted on it. Razzaque (2012) examined the effectiveness of Citizen Charter program in the Department of Immigration and Passport in Bangladesh. The study used organizational culture, and political factors and their role in the implementation of the charter and identified a number of factors that influenced its implementation. They include the mindset of implementers, lack of competence and training of personnel, insufficient financial support, unfavorable organizational culture,



uneven distribution of power, the tendency of risk avoidance among officials, lack of awareness of residents, and an absence of political will as the main impediments to successful implementation. Consequently, the study found that there was no improvement in service quality that could lead to customer satisfaction with public service quality.

Before Citizen Charter publication there were in many cases no public statements of what standards of service the users had a right to expect (Goldsworthy, 1994). Grievance Redress System is the most important principle of Citizen Charter when things go wrong. Too often this is because the procedures are more concerned with the managerial question of whether the rule book has been applied than with the consumer's concern with whether the right thing has been done so far as they are concerned. To tackle this Bangladesh government also instructed to keep a complaint register system which is known as Grievance Redress System (GRS).

Citizen Charter initiatives can be more effective by incorporating the views and expertise of a wide range of stakeholders before being introduced and practiced (James, Murphy and Reinhart, 2005). Absence of stakeholders' involvement in formulation process of Citizen Charter can be proved to be as a cause of failure of a good attempt. In Bangladesh, CSCMP provides suggestions to ensure the involvement and participation of stakeholders in constructing Citizen Charter (Citizen Charter Manual, 2010). This guideline has been followed after few years of First Generation Citizen Charter. For reassembling of Second Generation Citizen Charter after 2014 public opinion is taken under consideration (Citizen Charter of District Administration, Narsingdi, 2016).

Effective Citizen Charter incorporates citizens' priorities, expectations, and needs. Consequently, it is important to obtain input from stakeholders such as users and civil society organizations (CSOs) before drafting Citizen Charter. While management and the project team can devise a rough draft of a proposal in advance of the consultations, the final draft of the Citizen Charter should be based on input obtained using participatory processes. The effectiveness of Citizen Charter interventions ultimately depends on engaging stakeholders and establishing a clear commitment to making them a part of it.

Some scholars criticized Indian Citizen Charter initiative which is launched in 1997 for some limitations (Haque, 2007 and Paul, 2008). Indian Citizen Charter is less likely to ensure participation of citizens from all social groups in the formulating process (Haque, 2007). It works rather as administrative means to provide information about service standards and complaint mechanisms to those who are users of it (not the poor people of low caste). The problem is not that much visible in our country as Citizen Charter of District Administration of Bangladesh does not offer any discrimination of service in terms of caste, religion or gender. In fact any citizen of Bangladesh can expect a specific service delivery from District Administration after paying necessary fee for that.

Citizen Charter inspires public officials to deliver services according to preset standards and it facilitates customer satisfaction. McEldowney (1996) thinks that the charter is an attempt to empower citizens through rights. The principal focus of Citizen Charter is to improve public services through courtesy and helpfulness; timely delivered service and complaint mechanism; openness and information; and choice and consultation that make users or customers of public service satisfied with the quality of the public service. Therefore, successful implementation of Citizen Charter enhances the quality of services provided by the organizations concerned, which in turn leads to customer satisfaction. The basic idea is that charters set quality standards against which performance can be measured, and standards will rise as a result of the pressure that users can put on the service providers (Torres, 2006, p.159).

Study on publicity of Citizen Charter reveals that introduction of Citizen Charter in Bangladesh had minimal impact due to poor publicity campaign that resulted in low awareness among the citizens. A top-down approach adopted in formulating the charter further contributed to the ineffectiveness of the charter (Haque and Ahsan, 2016). The problems of service failure as per Citizen Charter are attributed to the performance of public officials which make the initiative ineffective. In their paper, Haque and Ahsan conclude that poor implementation strategies and practices in developing countries impede empowerment of citizens and do not allow local councils to perform effectively.

## **1.5 Rationale of the study**

District Administration in Bangladesh is a very important entity in the public sector of Bangladesh as it provides different services to the people every day. This consideration led to chose District Administration which is a pioneer organization to implement Citizen Charter as recent administrative reform. The present study attempts to find the impact and effects of implementing Citizen Charter by District Administration with reference of Narsingdi District Administration. Furthermore this area is unexplored as very little study has been persuaded to see the implementation status of Citizen Charter in public sector of Bangladesh. None of these studies has dealt with the effects or changes happened in the service delivery of District Administration after they adopted Citizen Charter concept. So the study of finding the impact of Citizen Charter on District Administration is very significant for the stakeholders of it.

Over the past 200 years, District Administration has been the hub for government services for the mass residing in rural and urban areas. A wide range of useful services to citizens are provided from the DC offices regarding control and supervision of revenue, maintenance of public order and security, license and certificates, land acquisitions, census, relief and rehabilitation, social welfare, pension matters, education and public examinations, public complaints and enquiries. By providing these services, the DC office represents the National Government at the district.

The conventional system of office management and service delivery at the DC offices is paper-based, which is time consuming and labour intensive for both the service provider and receiver. Moreover, as it is inflexible so it causes delay in the service delivery process and is prone to abuse or corruption and can hinder access to the poor, marginalized and vulnerable. Due to shortage of manpower and infrastructure, DC offices are also unable to meet the high demand for services from the growing population. Therefore, it has become imperative to put in place an innovative solution combining back-end automation with efficient services points to improve the quality and speed of services at the DC offices.

Customer focused service delivery has been introduced in public sector of Bangladesh in recent time. Implementing Citizen Charter is a step towards this initiative. Citizen Charter is considered now as an understanding between citizens and the provider of public service with respect to the quantity and quality of services the former receive in exchange for their money or taxes. It is essentially about the rights of the public and the obligations of the public servants. As public services are funded by citizens, either directly or indirectly through taxes, they have the right to expect a particular quality of service that is responsive to their needs and is provided efficiently at a reasonable cost. Citizen Charter is a written, voluntary declaration by service providers about service standards, choice, accessibility, non-discrimination, transparency and accountability. It should be in accordance with the expectations of citizens. Therefore, it is useful way of defining for the customers the nature of service provision and explicit standards of service delivery.

On the other hand the findings of this study can proved to be useful to the government policy makers, government service providers, academicians, scholars, researchers and students of related discipline. The study may add the existing literature on policy implementation and generate new ideas in this field to supplement the knowledge of different stakeholders in general and policy researcher in particular. District Administration can improve its service delivery system in future by knowing the weakness of its Citizen Charter from this study. District Administration or DC Office has direct contact with the citizens or local people in terms of service delivery. Hence information about the impact of Citizen Charter is important to successfully implement it by the District Administration of Bangladesh. This study may help in suggesting ways to District Administration for future development in terms of providing service according to Citizen Charter.

Further rationale for the impact of Citizen Charter on District Administration is to help change the mindset of the public official and the public. Through it official with power may understand the right sense of duty in spending the public money collected by taxes and in providing citizens with necessary services. Citizens need to be careful about their

rights to get services from the government office especially from District Administration and their duties towards the nation. Further different actors may adopt suggestions from the findings of this study to ensure the successful implementation of Citizen Charter for its users.

## **1.6 Objectives of the study**

The general objective of the study is to analyze the impact of Citizen Charter on District Administration in Bangladesh: with special reference to the District Administration of Narsingdi.

The specific objectives of the study are:

- 1.6.1 To find the change in service quality of District Administration after introduction of Citizen Charter.
- 1.6.2 To analyze the disclosure of service information to the citizens by Citizen Charter of District Administration in Bangladesh.
- 1.6.3 To suggest recommendations for the improvement of existing Citizen Charter practice to ensure successful implementation of the concept.

## **1.7 Research Questions**

1. Has Citizen Charter brought any administrative change in District Administration after implementation?
2. What are the economic benefits of Citizen Charter in District Administration of Bangladesh?
3. Is there any change on human behavior by Citizen Charter compliance in District Administration?

## **1.8 Scope of research**

Eleven years have been passed after introducing Citizen Charter in public sector of Bangladesh. District Administration also passed eleven years to deal with the adaptation of Citizen Charter as a means to ensure good governance and better service to the people. The study provides an opportunity to understand the experience of District Administration after implementing Citizen Charter. As District Administration or DC Office is an important unit of government service delivery in district level, observing result of implementing Citizen Charter can be proved to be helpful to know the usefulness and problems of it for the public and service providers. This study will deal with the impact of Citizen Charter on District Administration of Bangladesh by collecting data from Narsingdi District Administration or DC Office Narsingdi. DC Office Narsingdi is selected as representative of other sixty four districts. The experience of Narsingdi will help to interpret the impression of Citizen Charter on District Administration of Bangladesh.

The main focus of this study will be on the status of service delivery of District Administration Narsingdi after implementing Citizen Charter by this government office. This will help in measuring various effects of Citizen Charter on daily activities or operation of District Administration Narsingdi. The expectation from and the reality of Citizen Charter implementation in a district level government office will be shown also by this study. The change in the service delivery of District Administration will be found from data of Narsingdi. The position of Narsingdi District is very close to Dhaka. So the communication facility to gather public opinion and others primary data provides a good scope to do the study.

The researcher's personal work experience has created another good scope to deal with the research problem. As the researcher has experience of working as an official for District Administration Narsingdi, it provides a familiar environment to interview people,

collect data and use other research techniques. Easy access to information in Narsingdi DC office is also noteworthy to conduct the research.

### **1.9 Methodology of the study**

Research design or a plan in advance of data collection and analysis is important for the smooth sailing of research operation thereby making research as efficient as possible yielding maximal information with minimal expenditure of effort, time and money. Then research questions to be answered guide the researcher to decide what approach or strategy would be used to conduct the research topic. According to Creswell 2003 research design falls into 3 categories: i) Quantitative ii) Qualitative and iii) Mixed method. The present study adopts a mixed method approach. The qualitative approach is followed to conduct the research operation in a natural environment and qualitative approach is used to analyze the data. Qualitative approach is taken to discover the underlying motives of human behavior, analyze the factors which motivate people to behave in a particular manner and to find reason that leads people like or dislike a particular idea. In other words qualitative approach allows analysis of comments and perceptions of different people about Citizen Charter of District Administration.

The methodology of the study includes the following steps:

1. Quantitative and Qualitative Data collection (both primary and secondary)
2. Data analysis
3. Interpretation

The population of the study contains the Offices of the Deputy Commissioners present in 64 (sixty four) districts of Bangladesh. The impact of Citizen Charter on the management of an Office of the Deputy Commissioner is the concern of the study. So focus is given on Citizen Charter practice in daily activities of DC Office, Narsingdi to generalize the situation in 64 (sixty four) districts of Bangladesh. In fact, District Administration (DC Office) of Narsingdi is considered as a case study to collect and interpret data. Both primary and secondary data have been collected from District Administration, Narsingdi.

### **1.9.1 Sources of Data**

Both primary and secondary data are used for conducting the study. Government orders, circulars, performance reports of the Deputy Commissioner's Office, Citizen Charter prepared in various government offices under District Administration in Bangladesh and other countries, Government websites and search engines through internet have been used for gathering secondary data. Data have been collected from the published sources of GIU (Governance Innovation Unit) and Cabinet Division.

Primary data have been collected from the different stakeholders of District Administration, Narsingdi. Three different questionnaires have been prepared to get the required information. Two questionnaires have been used for the respondents who are related with the service providing activity of District Administration, Narsingdi. A questionnaire is used also to get the information from the service users of District Administration, Narsingdi. Three questionnaires are prepared in Bengali for better understanding of the respondents. English translation of the three questionnaires is done also for reporting purpose. Personnel interview is taken from the employees (officers and staffs) of DC Office, Narsingdi.

Besides collecting data through interview, some focus group discussions are also arranged to review the scenario and get a real picture of it. Unstructured interview is taken also from the officials of GIU and Cabinet Division. Discussion is done with the staffs and government officers of other District Administration also. The outcome of the interview and discussion proved useful to enter into the depth of the research topic. The comments of the local public and service users of DC offices are found helpful to analyze the research problem. The suggestions of researcher's teacher, senior colleagues and administrators facilitate to comprehend the different segments of research problem. Some junior colleagues and friends also help in idea generation by giving time to discuss with them on relevant issues of the research.



### **1.9.2 Sample Design**

For conducting the study, convenient sampling method is followed. There are 64 (sixty four) districts in Bangladesh. In every district there is an office of the Deputy Commissioner (DC) which is known as District Administration. Narsingdi is a district under Dhaka Division. District Administration, Narsingdi is selected for the study. So most of the data have been collected from DC Office, Narsingdi and interpreted to understand the impact of Citizen Charter. As Narsingdi is the old work place of the researcher, the information has been collected at low cost and less labour. Personal work experience of the researcher helped in collecting and interpreting the primary data.

### **1.9.3 Data Analysis**

After collecting all primary and secondary data, compilation is done according to structure of formal report. Both quantitative and qualitative data have been found. Secondary data have been interpreted impartially. Researcher's personal experience and observation method are used also to interpret the findings of primary raw data. Responses received from the questionnaires and interviews are used to find the intensity of the research problem.

### **1.9.4 Variables**

For getting answers of three research questions, three types of variables are identified: administrative, economic and human behavioral. These three variables help out in identifying the impact of Citizen Charter on District Administration in Bangladesh. There are some influencing factors which are related to these three variables. There are nine factors which can influence the administrative variable. Those are: increased transparency, ensured accountability, reduced corruption, complain system, access to information, skill development, political will, performance of staffs and scope of public

opinion. To measure the administrative impact of Citizen Charter on District Administration some indicators are also identified like responses of service provider and receiver, display of Citizen Charter, training of government staffs, government orders, instructions, circulars etc.

This study finds that economic variable is dependent on some influencing factors: Service Process Simplification (SPS), low cost service, value for money, quick service delivery, flow of free information and awareness of service providers as well as service users. To measure economic impact of Citizen Charter on District Administration some indicators are determined. Those are service delivery data, response of service receivers, response of service providers and information of regular service delivery from Record Room in a DC Office.

The last type is human variable that helps in depicting the behavioral impact of Citizen Charter in district level administration. Seven influencing indicators are found for studying human variable. Those are: awareness of service providers and users, participation of citizens, behavioral change of service providers, direct communication and satisfaction, provision of equality, satisfaction of citizen and courtesy to the service users. To measure the human behavioral impact, seven indicators are used in this research. All the influencing factors and indicators are displayed in tabular format in Chapter Two (table 2) of the thesis.

### **1.9.5 Profile of Respondents**

Data have been collected from three groups of people using three different questionnaires. First questionnaire is used to collect information from 20 (twenty) service receivers. It appears that the respondents have come from a diverse group in terms of their education, profession, gender and age. So differences are found in terms of their knowledge, perception and understanding a concept. The respondents are initially selected on the basis of their willingness to answer the questionnaire.

Second questionnaire is made for collecting answers from the staffs of DC Office, Narsingdi. Responses have been taken from 20 (twenty) staffs working in different sections. Then responses are taken using third questionnaire from 10 (ten) government officers who worked in DC Office, Narsingdi. Personnel interview is taken from two employees of DC Office, Narsingdi.

In table-1 the number of male and female respondents for three questionnaires and personal interview is shown. Among fifty two respondents, fourteen female respondents are found. In fourteen respondents there are four female service users of DC Office, five female staffs and five female officers. This indicates female service users are less than male in DC Office. Female staffs are also few in numbers. But number of female officers is equal to male officers in DC Office, Narsingdi.

**Table 1: Number of Respondents**

<b>Subject</b>	<b>Number of respondents</b>	<b>Male</b>	<b>Female</b>
Questionnaire-1	20	16	4
Questionnaire- 2	20	15	5
Questionnaire- 3	10	5	5
Personal interview	2	2	0
<b>Total</b>	<b>52</b>	<b>38</b>	<b>14</b>

### **1.10 Limitations and Challenges**

Citizen Charter concept has been already implemented by the District Administration of Bangladesh. After the implementation, this research attempts to see the impact of Citizen Charter on District Administration. So the study deals with the specific period and operating areas of a DC Office. Impact of Citizen Charter on other government offices is not main concern of this research and so it is not studied. The study remains limited to see specific changes in service delivery of district administration after implementing

Citizen Charter by collecting service delivery related data from Narsingdi district. Using experience and data from Narsingdi, the research result or the findings have been interpreted with utmost care. Data from all District Administrations of Bangladesh are not collected in a same manner like that of District Administration, Narsingdi and it is a limitation of this study.

### **1.10.1 Problems in Collecting Information**

Access to information of District Administration is a major challenge for this research. One may face problems in getting right information about the service delivery of a DC Office. But as the researcher is familiar with the employees of District Administration in Narsingdi, it helps in getting important information from DC Office, Narsingdi. Sometimes employees have no free time to give their responses for the research. Some of them are not serious about the research. So some employees feel no interest to provide data or interview. As there are seventeen sections in DC Office, Narsingdi, data collection from all the sections becomes difficult for the research. Beside these some other limitations are identified during the research work.

### **1.10.2 Limitation of Time and Money**

Time is an important constraint for any research work. The time given for field work and data collection is not enough to get all important information. On the other hand, for doing qualitative analysis researcher requires more time to concentrate on study topic while gathering data. Personal limitation of the researcher is another problem for not collecting data by using experienced field worker as it requires money investment. With the passing of time things are changing and new developments are found. The research design may need extra time in the light of new development and insights.

### **1.10.3 Personnel Limitation**

Some government personnel and public are found not familiar with Citizen Charter concept which created problem in collecting data. Public or citizens are not interested sometime to talk about the topic. They are not conscious sometimes about the impact of CC. They think as the research does not provide any direct benefitsto them they should not respond to the questionnaire.

### **1.11 Chapter Outline**

There are eight chapters to present the research study with all collected data and interpretation. The organization of the thesis requires these chapters to represent the facts and findings of the research. Each chapter individually deals with certain issues to fulfill the objectives and get the answer of research questions. Chapter-Two deals with the concepts and standards of Citizen Charter. Chapter-Three reveals the journey of Citizen Charter in global and national context. Chapter-Four describes the position and importance of District Administration in Bangladesh. In Chapter-Five to Chapter-Seven, findings of the research are presented and interpreted. Then Chapter-Eight is the last chapter to express the conclusion and recommendations of the dissertation. Total eight chapters of the thesis are arranged like the following way:

Chapter-One is the first and very important Chapter of the thesis that depicts the research design. It explains background and statement of the research problem. It presents the review of existing literature, objectives of the research and three research questions. It focuses on the scopes and methodology of the research. The introductory chapter also highlights the sources of data and sample design for the research. The data analysis techniques, limitation of the study and chapter outline plan are also subjects of the first chapter.

The second chapter covers the concepts of Citizen Charter. It provides different scholars views, definitions, components and model of Citizen Charter. The concept of Citizen Charter in Bangladesh context is also portrayed in the second chapter. It refers the model

Citizen Charter for District Administration of Bangladesh. It discusses with analytical framework and independent variables of the research. It shows three variable and the influencing factors with their indicators.

The third chapter offers a brief overview of the history of Citizen Charter in terms of both global and national contexts. It contains the practice of Citizen Charter in different countries. The scenario of Bangladesh is also referred to provide information on the Citizen Charter initiative by different government units in Bangladesh. Comparison between situation before introducing Citizen Charter and after following Citizen Charter is analyzed. Then year wise Citizen Charter journey or development in Bangladesh is shown in a flowchart.

Chapter Four depicts the general information of Narsingdi District. It explains the importance of District Administration and shows the coordination of District Administration with other departments.

Chapter Five shows the administrative impact of Citizen Charter on District Administration in Bangladesh. It presents data analysis to prove how transparency is increased and service provider becomes accountable after implementing Citizen Charter practice in Government office. Also it shows reduction of corruption, development of complain register system and more access to information after practicing Citizen Charter by District Administration, Narsingdi. Other impacts like skill development of the service providers, improved performance or service quality of government staffs and scope for the public opinion are also shown in the fifth chapter.

Chapter Six deals with the economic benefits of implementing Citizen Charter by District Administration. It shows cost of service in Government office decreases and choice of service for public increases after implementing Citizen Charter. Also the value for money, more access to information and improving quality of service delivery are shown

as the impact of Citizen Charter. Some innovations for improving service in District Administration are also mentioned in that chapter.

Chapter Seven contains the impact of Citizen Charter on human behavior by showing the awareness of service providers and service users. The chapter highlights the participation of Citizens in the process of Citizen Charter formulation and behavioral change of service providers after following Citizen Charter. It also shows how Citizen Charter ensures direct communication and satisfaction of service users in District Administration. Courtesy to the service users and provision of equality for all are also discussion points of Chapter seven.

Chapter Eight is the last chapter of the thesis. It is dedicated to conclude the thesis by briefly showing the findings of the research and to recommend some approaches for successful compliance of Citizen Charter. It also focuses on the status of service delivery in public sector before introducing Citizen Charter.

## **Chapter Two**

### **Conceptual Framework**

#### **2.1 Introduction**

Recently the world has recognized that Citizen Charter is an important tool for improving public service delivery. In Bangladesh, the recommendation of introducing Citizen Charter in public offices was first made by Public Administration Reform Commission (PARC) in 2000. Then after seven years Caretaker Government of Bangladesh introduced Citizen Charter in government offices in 2007. District Administration also formed Citizen Charter in the same year. The impact of Citizen Charter on District Administration after ten years practice can be operationalised from different perspectives. But this study will remain confined to see the impacts of Citizen Charter from three perspectives. The main objective of this chapter is to discuss the concepts and definition of Citizen Charter as found around the world. Lastly an analytical framework is suggested to determine the impact of Citizen Charter on District Administration.

Reviewing the initiatives taken by many countries around the world, a basic framework of applying Citizen Charter is identified. Some public sectors has successfully applied the idea with care and improved their services to the clients. But at implementation level, Bangladesh experienced different types of challenges regarding the size of the organization, limited number of human resource, barrier of cultural tradition, rate of general education, lack of training and geographical position and some others. This study will strive to analyze the impact or effect of Citizen Charter by finding the reasons of the changes happened in the service of District Administration after introducing it. For this



study experience of Narsingdi District Administration is analyzed to find the impact for Citizen Charter on the District Administration of Bangladesh.

## **2.2 Citizen Charter: Concepts**

To understand the concept of Citizen Charter the different scholars' idea is reviewed from the beginning. Study reveals that since the introduction of Citizen Charter idea in UK, scholars have defined it from different points of view and from diverse perspectives. The different definitions and explanations are significant to know importance of Citizen Charter to improve service delivery in both public and private organizations. For this study, ideal definitions and basic concepts of Citizen Charter practice in public sector are explored. Then various concepts of Citizen Charter are analyzed to compare with the position of Bangladesh in terms of implementing it in District Administration level.

According to H.P. Shiva Shankar (2016), Faculty of (Public Administration-II), Administrative Training Institute (ATI) Mysore, India "Citizen Charter is a written, voluntary declaration by service providers that highlights the standards of service delivery that they must subscribe to, availability of choice for consumers, avenues for grievance redressal and other related information". Citizen Charter is a tool to improve the quality of services, address the needs of citizens' rights and set clear standards of performance. Citizen Charter is a document through which an organization makes a commitment to its clients regarding standard of services, information, choice and consultation, non-discrimination and accessibility, grievances redress, courtesy and value for money. This also includes expectations of the organization from the citizens/clients for fulfilling the commitment of the organization.

In essence, Citizen's Charter is an instrument of an organization through which the organization can provide and improve its product or service on the basis of its clients' demands and expectations (Farhana Razzak, 2012). In other words, Citizen Charter is an effort made by public organizations to inform its clients or users of their service types,

standards, time frame of receiving particular service and introduce a complain system to let the users complain if service is not provided according to the stipulated time without any real explanation (Ohemeng 2010, p.118). Basically, charter is an instrument of organization through which it can provide and improve its product or service on the basis of its clients' demand and expectation. A Citizen Charter essentially consists of the 3 Cs:

- i. **Customer-driven service standards:** Means service is provided according to the need of customers.
- ii. **Communication:** Provides easy accessibility of customers to their service centers, especially the location where service receivers meet the service providers (e.g., reception desks, information booth, one stop service center website, etc.).
- iii. **Control:** Shows control over activities, process, rules and regulations to produce better output.

According to Guidelines for Citizen Charter published by the Indian Government, “the Citizen Charter is a written declaration by a Government department that highlights the standards of service delivery that it subscribes to, availability of choice for consumers, avenues for grievance redress and other related information. In other words, it is a set of commitments made by a department regarding the standards of service which it delivers (2009).” Though not enforceable in a court of law, the Citizens' Charter is intended to empower citizens and clients so that they can demand committed standards of service and avail remedies in case of non-compliance by service provider. The basic thrust of the Citizens' Charter is to render public services citizen centric by making them demand driven rather than supply driven.

For a Citizen Charter, 'Citizens' mean individuals, groups of individuals (companies, associations unions etc) and the common public at large. They are outside the government and are generally referred to as external clients. Being outside the government machinery, the general presumption is that they do not have proper knowledge about the government's internal procedures and mechanism for providing service. Therefore it is the responsibility of service provider i.e. the government agency

to ensure that citizens are well aware of the service standards and the expectations from service recipients. Because it cannot be presumed that all citizens are literate or understand the official language, and it may be necessary to communicate with them in national language or in easy terms for understanding.

Defining Citizen Charter is actually far from being “blindingly simple”. In fact it’s really difficult to suggest an ideal form of Citizen Charter for ever as it changes with time. After eighteen months of John Major’s introduction of Citizen Charter in UK (in 1991) the ‘First Report’ came out. Major reaffirmed that he will envisaged the Charter as a ten years program of radical reform. In the Citizen Charter’s First Report in UK, six principles of public service are offered. They are discussed in the following manner:

**a. Setting, monitoring and publication of explicit standard**

A Citizen’s Charter contains clear and unambiguous terms, conditions, deliverables, payables, and turn-around-times of specific services which are supposed to be delivered to the customers when they need. The service standards are published as public documents to which the customers are entitled (Haque & Ahsan 2016).

**b. Information for and openness to the service users**

The Charters should contain full and accurate information in easy language. It should also inform the clients or citizens the extent to which the services are available, who is responsible for the delivery of a particular piece of service, the opening hours for the specific service, and the procedures of complaining if promised service standards are not met. Handbooks, guides, posters, websites, etc. can used to provide information to citizens.

**c. Choice and consultation with the users**

In Citizen Charter practice, scope needs to be remained for choice wherever practicable, plus systematic and regular consultation with the users. It provides a written document

that introduces and facilitates regular and systematic consultation to the users of the service to fix service standards and to ascertain quality of service delivery. This helps correct the past mistakes and improves the future quality of the service.

#### **d. Courtesy and helpfulness**

Citizen Charter defines the behavioral pattern of public servants to their clients. It challenges public servants to behave more sensibly and sensitively towards building clients' confidence. The Citizen Charter may then become a guideline for public servants to deal with their customers when it comes to information supply and service delivery. This generates mutual respect between the service providers and receivers.

#### **e. Grievance redressal and complaint handling**

Citizen Charter provides the rights and obligations of the citizens or the customers in relation with public officials. There should be a well publicized and easy grievance redress system. The responsible officials need to be careful also while dealing with the public complaints. On the other hands public should get well access to use complaints procedure.

#### **f. Value for money**

Citizen's Charter advocates ensuring actual value to taxpayers' money through delivery of effective and efficient public services to the citizens. In fact, payers of service fees should get much more in return than the money paid because a public service seeker is, in most cases, also a tax payer. All citizens will be given equal treatment and the value or service rendered shall be more than the fees to be paid for that service.

All these principles of Citizen's Charter can help public organizations to deliver desired service within specific time, make the service process transparent and hold public servants accountable to their customers, and hence facilitate efficiency and effectiveness

within public organizations and subsequently improve the quality of public service delivery. In Bangladesh, the government followed those six principles for all government offices and departments to produce and publish own Citizen Charter. (Section 259 of Secretariat Instruction 2014).

Other concept regarding Citizen Charter principles is found in UK environment. Tony Blair's Labor government relaunched CC under the new label 'Service First' program in 1998 and elaborated the six principles into nine (Beale and Pollitt, 1994; Toress, 2003; Center for Good Governance, 2008). Those nine principles are as follows:

- i. Set standards of service;
- ii. Be open and provide full information;
- iii. Consult and involve;
- iv. Encourage access and the promotion of choice;
- v. Treat all fairly;
- vi. Put things right when they go wrong;
- vii. Use resources effectively;
- viii. Innovate and improve;
- ix. Work with other providers.

### **2.3 Benefits of Citizen Charter**

Tony Blair, the Ex Prime Minister of UK said in his speech on Public Service Reform in June 2006 that "the truth is we have a common desire to improve the public services we offer. But that's not really the issue. The issue is how we do it." Experience of implementing Citizen Charter by public sector to improve the public service suggests some common benefits which are shown below:

- ) Citizens come to know about organizational activities and procedures and performance
- ) Reduces corruption in public service
- ) Promotes good governance

- ) Ensures accountability
- ) Leads to citizen friendliness and convenience
- ) Increases morality in public administration
- ) Raises efficiency and effectiveness in public service delivery
- ) Reduces cost
- ) Increases participation
- ) Prevents delay and red tapism
- ) Develops skill of the service provider
- ) Increases access to information
- ) Ensures transparency
- ) Provides scope for taking measure to improve public service
- ) Saves time of both citizen and public service provider
- ) Treats all citizen equally

#### **2.4 Shortcomings of Citizen Charter**

Study of Citizen Charter practice by different neighboring countries highlighted following shortcomings:

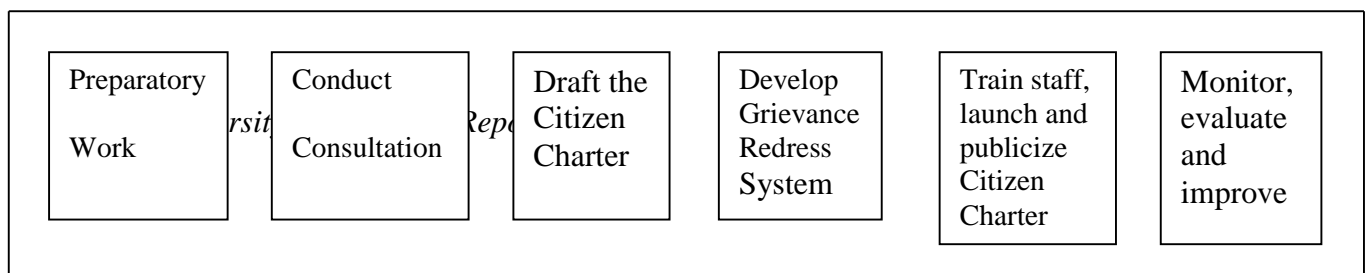
- In a majority of cases, the Charters are not formulated through a consultative process. By and large, service providers are not familiar with the philosophy, goals and main features of the Charter.
- Adequate publicity to the idea of Citizen Charters is not given. In most Departments, the Charters are not popular among the citizen for implementation.
- Adequate funds have not been earmarked for awareness generation of Citizen Charter concept or for orientation of the staff or service provider on various components of Citizen Charter.

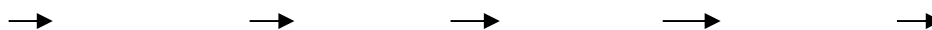
- Sometimes monitoring system is weak to ensure the implementation of Citizen Charter by taking feedback or report.
- Citizens are not aware about their rights to get service according to Citizen Charter. Sometimes they are ignorant about the existence of Citizen Charter.
- Organizations enjoy monopoly. Citizens have to accept/purchase services because there are no alternatives.
- There is no pressure on and incentive for the service providers to improve their services.

## 2.5 Designing and Implementing Citizen Charter

Citizen Charter strengthens both the supply of (e.g. more customer-focused service delivery, clearly outlined performance standards) and demand for (e.g. increase citizens' awareness about their rights, provide citizens with the information they need to hold service providers accountable) good governance. The tool has the potential to improve performance of public sector. Citizen Charter is well suited for a wide range of sectors in which the World Bank supports investment and development policy operations: health, education, water and sanitation, energy, and public sector management (Post and Agarwal, 2008). But there should be strong management support for the CC initiative, especially during the start-up phase. Citizen Charter needs to be developed with input from both internal and external stakeholders through participatory processes. Employees and citizens have to be aware of the Citizen Charter initiative, and civil society must be involved in holding service providers accountable. Progress can be tracked through a monitoring plus evaluation system and linked to other social accountability interventions to verify that service delivery improvements have been achieved. Six steps process of designing and implementing Citizen Charter is illustrated in Figure – 1.

**Figure: 1 Six-Step Process for Designing and Implementing Citizen Charter**





---

**Source : World Bank (2016)**

Figure – 1 shows the steps of developing Citizen Charter. Preparatory work or step one identifies services and sectors that the Citizen Charter can potentially cover. Assess of workflow patterns, existing organizational strengths and weaknesses in relation to Citizen Charter implementation is also done here. Then responsibilities and relevant timelines for the implementation process, including establishing an internal evaluation mechanism to track progress and adapting internal procedures and work flows to enable staff to deliver on the Citizen Charter commitments are done. To ensure that the Citizen Charter is responsive to users’ needs, identifying the different customer groups is important (with a particular focus on vulnerable groups) and the barriers these groups face in accessing services. Then organization has to assess the resources (both human and financial) that are needed to draft and implement the charter. Management should allocate dedicated funds and staff time in advance for training, publicizing the Citizen Charter, and implementing the internal organizational changes necessary to prepare for the new service delivery standards. Staff should be consulted during all phases of Citizen Charter development and implementation. Getting input from staff is important because doing so not only gives staff a sense of ownership over the Citizen Charter and increases the likelihood that it will be successful, but also signals management’s commitment to the initiative.

Conducting consultation is second step of implementing Citizen Charter (shown in Figure – 1). Effective Citizen Charter incorporates citizens’ priorities, expectations, and needs. Consequently, it is important to obtain input from stakeholders such as users and civil society organizations (CSOs) before drafting the Citizen Charter. Consultations should target a wide range of users, including members of vulnerable groups, and focus on identifying the services and issues that are most important to the public. It is useful to



involve CSOs in the drafting process, as they can point out potential flaws with the proposed Citizen Charter, solicit input from citizens, increase public awareness about the Citizen Charter, and help monitor the commitments made by service delivery providers as the implementation process moves forward.

Draft of Citizen Charter is likely to undergo multiple interactions before they are actually finalized. Stakeholders should be consulted throughout the drafting process, and their feedback should be reflected in the final draft. For drafting Citizen Charter, service provider should use simple and clear terminology that stakeholders can easily understand. Service delivery standards need to be concrete enough so that users can monitor them and verify when they are being met. For example, it is better to write that “we will respond to your request within four days” than “requests are responded to in an average of four days.” Vague terms like ‘average’, ‘in most cases’, ‘always’ can be avoided.

Step four shows importance of establishing Grievance Redress System. Given that Citizen Charter aims to enhance accountability and improve service delivery, setting up a dedicated Grievance Redress System (GRS) is necessary so that users can provide service providers with feedback and input about performance. From a management standpoint, this feedback is important for identifying trouble spots and altering internal processes accordingly. Designing a grievance redress mechanism means users can log grievances. So potential channels include a website, text messaging, collection of customer survey form at the point of service delivery, complaints boxes, mail, and phone. Since service providers are likely to receive a wide range of grievances—ranging from allegations of corruption to simple suggestions and queries—it is important to establish internal processes for addressing each grievance subcategory.

The process of implementing Citizen Charter should not be a top-down initiative: staff should be consulted regularly and be involved in all phases of the implementation process. Authority should educate staff about Citizen Charter and provide them with the training to implement Citizen Charter. For example training on providing better customer service, providing information, using new technology can be arranged. Citizen Charter

should be officially launched only when staffs are ready to perform up to the service delivery standards.

Designing and implementing the Citizen Charter is only the first step in improving service delivery. Citizen Charter needs to be consistently assessed and refined to reflect the organization's performance and the feedback it receives. Setting up an internal monitoring and evaluation system to monitor whether the organization is attaining the performance benchmarks outlined in Citizen Charter can be proved useful. Internal audit by third parties can be done for assessing service delivery performance. Organization can continue to allocate funds for training and discuss the activities associated with Citizen Charter at regular management and staff meetings.

## **2.6 Barriers to Citizen Charter Implementation**

Citizen Charter implementation may face some potential barriers. So the service providers need to be aware while trying for successful implementation. This helps them to identify mitigating measures before initiating Citizen Charter process. Employees may resist Citizen Charter initiatives because they represent a new way of doing service delivery or because they may threaten extra income through corrupt practices. Lack of stakeholders' knowledge about Citizen Charter leads the process to failure. If stakeholders are not aware of the Citizen Charter and its purpose, they cannot hold service providers accountable. So service providers must ensure that Citizen Charters are placed prominently in service delivery locations, and train employees to refer to Citizen Charter in interactions with customers.

In Citizen Charter, although there is provision of grievance handling system, there is no practice and provision of compensation to citizens in failure to provide services on time. Moreover, political instability and uncertainty always hinders the effective execution of policies at the local level. Due to the lack of skilled human resources and limited financial resources, there has been less dissemination of information of Citizen Charter to

people at the local level (Acharya, 2010). So it can be said that the main challenge in effective implementation of Citizen Charter in public institution is illiteracy and unawareness of citizens which gives fertile ground for middle man who takes unnecessary benefits from service users or general people.

## **2.7 A Model Citizen Charter in India**

Pande and Pande (2007) suggest a Model Citizen Charter for Disaster Management Department in Uttaranchal (Northern part) of India. They offer an interesting Model of Citizen Charter by which Disaster Management department will not create any new legal rights, but it certainly helps in enforcing existing rights. According to their Model, Citizen Charter represents the commitments of the State Government towards their citizen in terms of standard, quality and time of service delivery. It provides scope for a grievance redress mechanism, transparency and accountability. It also includes vision and mission statement, details of service, information about the clients and expectations of the clients or citizens. They also suggest for a performance monitoring system and review of Citizen Charter in timely basis. In Bangladesh, Ministry of Establishment (presently it is Ministry of Public Administration) also suggested incorporating vision and mission statement in Citizen Charter (Citizen's Charter Manual, 2010). Now among the government offices in Bangladesh, ministries are following the suggestion of incorporating mission and vision statement in their Citizen Charter. But expression of mission or vision statement is not found in Citizen Charter of District Administration of Bangladesh after searching their official websites (for example website of Narsingdi DC Office can be seen: [www.dcnarsingdi.gov.bd](http://www.dcnarsingdi.gov.bd)).

## **2.8 Other Definitions**

James, Murphy and Reinhart define Citizen Charter in their working paper No 65 in May 2005 for Australian National University like following:

“The charter should contain a statement of the services offered, and for each service there should be a statement of the entitlement of the user, service standards and the remedies available when these standards are not met. There should also be a framework for obtaining feedback, information on performance and for reviewing the charter”.

Department of Administrative Reforms and Public Grievance under Ministry of Personnel, Public Grievances and Pensions of India published a definition of Citizen Charter in their website which states that “Citizen's/Client's Charter is a document which represents a systematic effort to focus on the commitment of the organization towards its Citizens in respect of Standard of Services, Information, Choice and Consultation, Non-discrimination and Accessibility, Grievances Redress, Courtesy and Value for Money”. Bangladesh experience is quite similar to this definition. According to Government of Bangladesh Citizen Charter is considered as an efficient, appropriate and relevant mode of delivering quality services on the basis of citizen’s interests, needs and aspiration as well as encouraging their participation in the formulation and implementation of policies that are essential to their daily life. In this regard attention is given in keeping the cost of producing services low, timely delivery of services, efficient functioning of complaint system and establishing close proximity between service producer and citizens (Jamil, 2011). This definition of Citizen Charter used by Bangladesh government is considered as standard for this study.

## **2.9 Citizen Charter in Bangladesh**

In Bangladesh environment, the term ‘Citizen’ in a Citizen Charter indicates the client or customer whose interest and values are addressed by the Citizen Charter and therefore, includes not only the citizens but also all the stakeholders i.e. citizens, customers, clients, users, beneficiaries, others ministries, departments, wings, divisions, field offices, District Administrations etc. Though this Citizen Charter is not legally enforceable but it is justified by the government order. However, it is a tool for facilitating the delivery of services as per specified standard, quality and time frame with commitments from the

organization to the citizens or its clients (Citizen Charter Manual, 2010). As per the Citizen Charter Manual a good Citizen Charter should have the following components:

- ) Mission and vision statement of the organization.
- ) Details of business transacted or list of services provided by the organization.
- ) Description of the clients or citizens of the organization.
- ) Statement of services including standards, quality, time frame, value of the services provided to each citizen or client group separately and how or where to get the service.
- ) Details of Grievance Redress Mechanism (GRM) and how to access it.
- ) Expectations from the 'Citizens' or 'Clients'.
- ) Additional commitments such as compensation in the event of failure of service delivery.

## **2.10 Conceptual Framework for District Administration: Bangladesh context**

After the adaptation of Citizen Charter for public sector in 2007, Government of Bangladesh provides instruction and guidelines to formulate Citizen Charter in the government offices. At present the Ministries have a standard format for their Citizen Charter which has been approved by the Cabinet Division. District Administration is following a standard format of Citizen Charter provided by the GIU of Prime Minister's Office. Cabinet Division has not been approved this format officially yet. It is under process because Cabinet Division has requested Ministry of Public Administration to provide their opinion about the stated format of Citizen Charter. But the standard format is being used by the District Administration under the supervision of GIU of Prime Minister's Office. According to GIU (Annual Report of GIU 2015-16) the objectives of present Citizen Charter of District Administration are as follows:

- To make service delivery easier

- To provide service at low cost
- To ensure transparency in the process of service delivery
- To enhance the skill and accountability of service providing agency.

Citizen's Charter Manual of CSCMP (2010) defines Citizen Charter stating that it is a written commitment where description of service, process of getting service, service related information, alternate service, indiscrimination in terms of service, scope of grievance redress, courtesy and price of service need to be found. In Bangladesh stress is given on written commitment while First Generation Citizen Charter is introduced by the government offices. But gradually importance is given to simplify the process or service delivery mechanism while Second Generation Citizen Charter is started to be practiced from 2015. The common elements or features of Citizen Charter as found in Narsingdi District Administration in 2017 are shown in following ways:

1. Name of services
2. Timeline of service delivery
3. Information on cost of service or required fees
4. Information on necessary documents required with information where they are available
5. Contact information of responsible officer with name and phone number
6. Details of grievance redress mechanism and how to access them

According to Governance Innovation Unit (GIU) under the Prime Minister's Office of Bangladesh the characteristics of an ideal Citizen Charter includes the following features:

- Specificity
- Clarity
- Credibility
- Practicality
- Openness

- Continuous improvement

Besides suggesting the common features, some key principles of Citizen Charter are also found by the research of GIU. Those are:

1. Setting standards of services to meet the need and expectations of the citizens
2. Focusing on the needs of the citizens and the capacity of the providers
3. Engaging local citizens and service providers in the formulation process
4. Promoting transparency through information and monitoring
5. Establishing 'open' mechanisms for citizen's complaints and redress

By analyzing the key principles of Citizen Charter stated above the following points are found:

**A. Setting standards of services to meet the need and expectations of the citizens:**

Description of service standard is very important in a Citizen Charter. While developing a Citizen Charter, the standards need to be determined with care and caution. Standards must show citizens or people's expectation (in terms of time and quality of service from government agency). Setting standards must be appropriate (in terms of time and quality) and it should guide people when standards are not met. People or citizens need to know what to do when standards are now met. Standards must be defined properly or in other words it can be SMART (means Specific, Measurable, Achievable, Realistic and Time-bound).

**B. Focusing on the needs of the citizens and the capacity of the providers:**

Citizen Charter describes the service that citizens need. Citizen Charter can be relevant by focusing on the demands or needs of the citizens based on the capacity of service providers. If a Citizen Charter does not reflect the real needs of the citizen, it is irrelevant

and inaccurate. Also it is true that citizen's needs vary according to his position and living standards. It can be changed over time. Citizen Charter should reflect this diversity too. Cause one size does not fit all. At the same time, Citizen Charter must express the capacity of service providers. Then it becomes realistic. Citizen Charter needs to be based on service providers' capacity. It means, at any given time, what service providers can deliver, not what they ideally should deliver. If a Citizen Charter sets service standards which service providers are not able to deliver, then it is not realistic. It is a charter of promises that cannot be delivered. So possible promises or service declaration need to be included in a good Citizen Charter.

### **C. Engaging local citizens and service providers in the formulation process:**

To formulate need based Citizen Charter, participation of all citizen groups including seniors, youths, men, women, physically or mentally challenged people is important. Citizens should get an opportunity to be a part of the decision making process that may have a great impact on their lives. Too often, decisions are made "for the people", instead of "by the people". Active participation of the citizens makes the whole process of formulation and implementation of a Charter much easier and successful. Service providers' participation is also important to formulate good Citizen Charter. Cause field officers and staffs have ideas as well as practical experience on service delivery. They know better what is possible and what is impossible in the service providing process. Sometimes they know more about the real situation than the top level management of senior officials who operate from the central level. On the other hand, field level staffs gain experience through their daily interaction with the service demanding citizens or general public. This indicates the success of improving service delivery in general and the Citizen Charter initiative in particular, depends to a large degree upon the active collaboration between service providers and citizens.

### **D. Promoting transparency through information and monitoring:**



Citizen Charter delivers necessary information about their available services to the people. This information can include the names of responsible officers, route descriptions to relevant offices, listing of documents needed etc. Citizen Charter helps to clarify the necessary rules and procedures. If, for whatever reason, the service provider is (temporarily) unable to deliver certain services, or if there is a delay in delivery, prompt information should be supplied to the citizens. This system will establish mutual trust between the service providers and service takers.

On the other hand, monitoring the implementation of Citizen Charter can be done both by service providers and service receivers i.e. citizens. But it should be perceived of as a beneficial process to both parties. Monitoring by the people will give service providers valuable feedback on what works well and what needs to be improved, while evaluation by the service providers will generate information for the central government on how to support the capacity and performance of the field administration.

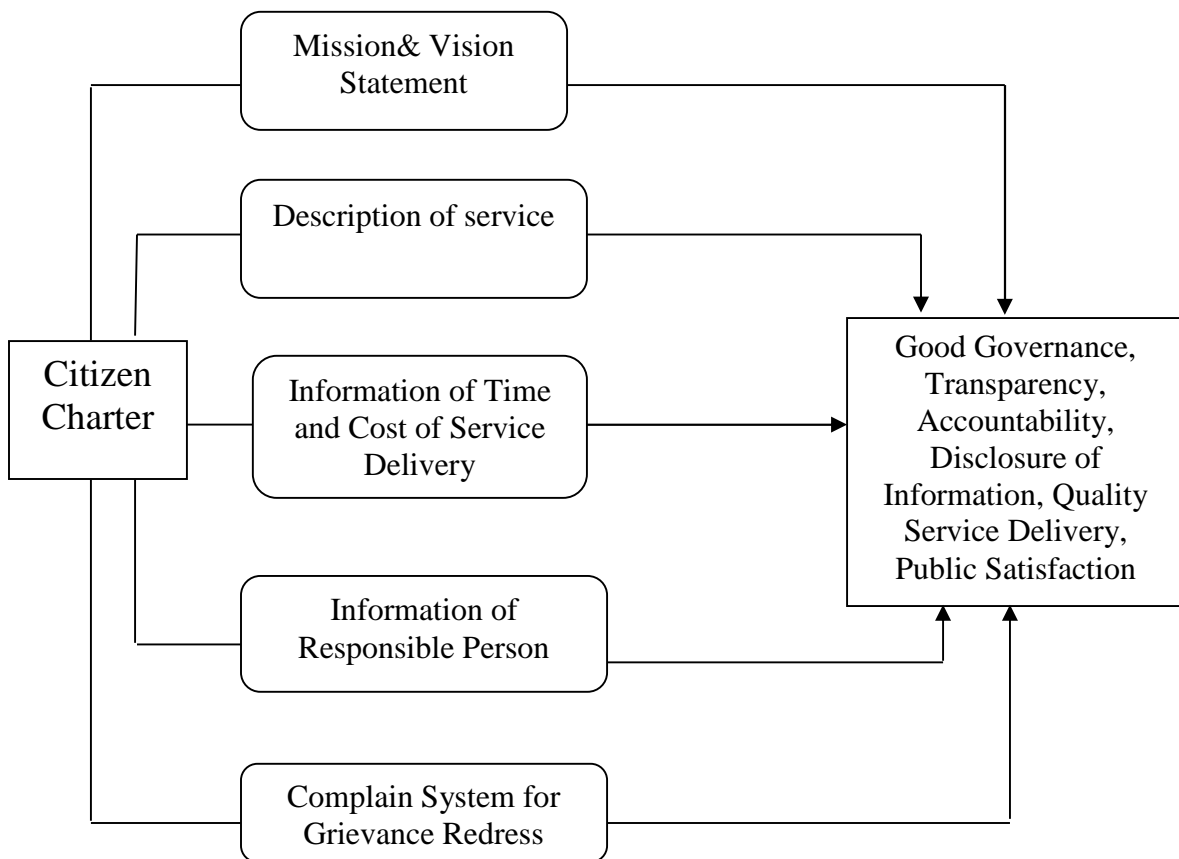
#### **E. Establishing ‘open’ mechanisms for citizen’s complaints and redress:**

Citizen Charter specifies what actions will be taken when a service is not delivered as it should. Citizens should be encouraged to give their feedback through the establishment of complaints mechanisms to all. The complaints system is open, accessible and approachable for all. Examples of such systems are the nomination of Grievance Redress Manager, Complaint Box, and Information Desk to register a complaint etc. It is essential that the service providers take these complaints seriously and take prompt and proper action in a timely fashion. Ideally, a time frame for dealing with these public grievances should be set. A more systematic review of the grievances should be shared by the service providers with the citizens.

After studying the key principles of Citizen Charter as suggested by GIU in Bangladesh, we get the following model of Citizen Charter shown in Figure-1. The elements or components of Citizen Charter lead to good governance, transparency, accountability,

disclosure of information and customer satisfaction for service quality development in public sector.

**Figure 2: Components of Citizen Charter in Bangladesh**



Source: Compiled by the researcher.

## **2.11 Model of Citizen Charter for District Administration of Bangladesh**

After analysing the guidelines of Cabinet Division and GIU a Model Citizen Charter can be suggested for District Administration of Bangladesh. In the Model shown in the Figure 1, indicates that the components of Citizen Charter i.e. mission and vision statement, description of service, information of service delivery time with cost or fees, information of responsible person or service provider and a complain system in case of failure to get desired service can ensure Good governance in the public sector by ensuring transparency, accountability, access to information and better service delivery with public satisfaction. In other words, Citizen Charter can be a comprehensive tool to ensure good governance at the organization level from citizen's perspective.

## **2.12 Secretariat Instruction**

Chapter Eight of Secretariat Instruction 2014 deals with the service delivery to citizens. It instructs every Ministry or Division, attached departments and organization to construct Citizen Charter or service delivery commitments for ensuring more improved service to general people and for ensuring transparency of the government. This Citizen Charter commitment will be published in the official website. Also it will be displayed in open space for informing the public. Electronic methods can be used also to inform all.

## **2.13 Right to Information (Preservation & Management of Information) Rules, 2010**

Rule No 13(1) of Right to Information (Preservation & Management of Information) Rules, 2010 expresses that every authority and the organization under that authority will formulate Citizen Charter to ensure transparency in giving information to all general public and will publish the Citizen Charter in website as well as in open space to inform the concerned service receivers. Rule No 13(2) describes the six same essential elements of Citizen Charter as found in Secretariat Instruction 2014. Information Management Rules, 2010 gives short description of the six elements for understanding. Firstly it says

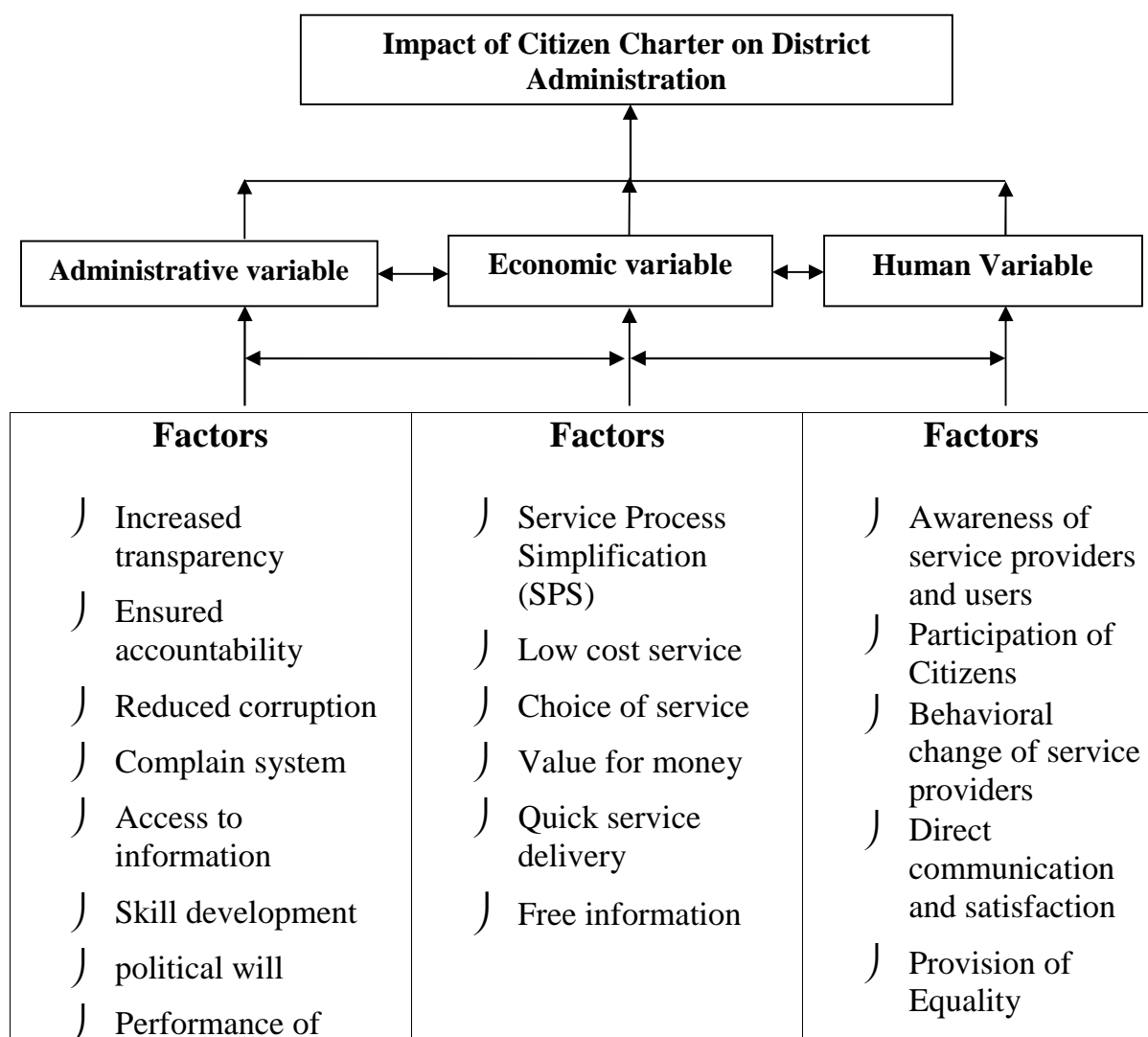
about fixing standard or benchmark for providing and receiving service in specific time. Secondly it says to transparently inform all public about the identity of service provider, price of service and time of service delivery. Thirdly it says to give options to service receiver as far as possible in terms of selecting service. Fourthly it says to show courtesy to the service receivers and provide service as “first come first served” basis. Also service providers must be sorry for mistakes and for being unable to provide any service. Fifthly the complaint and correction system will be there so that people can inform the higher authority to take action in case of mistake to provide a service. At last sixth element of showing same respect to all is mentioned. It said all citizens will be provided service with same honour.

## **2.14 Discussion on Analytical Framework and Variables**

To see the impact of Citizen Charter on District Administration of Bangladesh, three variables are determined in this study. Under these three major variables existence of a number of factors are found. These factors will be discussed in next few chapters where findings of the research will be explained with data presentation. Based on the various factors and three variables, an analytical framework is designed for this research. The argument is based on three variables: administrative variable, economic variable and human variable which are responsible to create the whole impact of Citizen Charter on District Administration. There are many influencing factors that determine the whole impact of Citizen Charter on District Administration in Bangladesh. Those factors are divided into three categories to differentiate from one other.

Analytical Framework of the study is displayed in Figure-2 with three variables and different factors. Then in Table-2 variable are shown with their determining indicators. By the indicators, different factors can be measured or assessed to see the impact of Citizen Charter on District Administration in Bangladesh. These factors indicate the administrative impact, economic impact and human behavioral impact of Citizen Charter implementation by District Administration or DC Offices.

**Figure: 3 Analytical Framework**





		receiver
	Value for money	Response of service receiver
	Quick service delivery	Information of Record Room service
	Flow of free information	Response of service receiver
	Awareness of service providers and users	Response of service provider and receiver
<b>Human Variable</b>	Awareness of service providers and users	Response of service provider and receiver
	Participation of Citizens	Response of service provider and receiver
	Behavioral change of service providers	Response of service users collected through questionnaire
	Direct communication and satisfaction	Response collected from officials through questionnaire
	Provision of Equality	Response collected from officials through questionnaire
	Satisfaction of Citizen	Response collected from service users through questionnaire
	Courtesy to the service users	Response collected from service users through questionnaire

Source: Compiled by the researcher.

## 2.15 Conclusion

The main discussion of this chapter is based on conceptual framework of the research topic. Different concepts and definitions of Citizen Charter have been mentioned in this chapter. The principles of Citizen Charter and features of model Citizen Charter are analyzed to focus the significance of the study. Common elements of Citizen Charter of District Administration in Bangladesh are discussed also to make the concept comprehensible.

It has been agreed that Citizen Charter is implemented by District Administration of Bangladesh since 2007. After the implementation, impact study is conducted by this research. To analyze the impact of Citizen Charter on District Administration some influencing factors have been identified and these are divided into three categories. These factors create the overall impact of Citizen Charter which is classified by three variables.

In Table-2 the variable and factors are shown in different columns. The indicators are also mentioned in Table-2 to show how the factors will be measured or assessed. The data have been collected through open-ended interviews, close-ended questionnaires, focused group discussion, information from DC Office Narsingdi, documents of GIU and Cabinet Division.

## **Chapter Three**

### **History of Citizen Charter: International and National Contexts**

#### **3.1 Introduction**

A global surge of interest in Citizen Charter concept since 1990s is vivid and several studies are available in the context of western liberal democratic countries. Since Citizen Charter aims to deliver services through a transparent process, in a timely manner and holds public servants accountable to their customers, it is logical to argue that successful implementation of it improves the quality of service delivery as well as the level of customer's satisfaction. In other words, global experience of Citizen Charter revealed that



clear, well-defined, and specific standards of service delivery, choice and consultation with the users help clients to obtain quality services (McEldowney, 1996, p.77).

The experience of Citizen Charter in Bangladesh is worthy for considering in present time. Before Citizen Charter the country does not have a particularly notable record of success in implementing reforms and innovations for improving public service delivery. Governments in Bangladesh have remained extremely conservative in introducing reforms, and seem to have been forced by circumstances to announce reform programs. Sometimes political considerations and sometimes resource limitation prevented them from implementing most of the recommendations formulated by the reform bodies. But surprisingly the concept of Citizen Charter is considered important by present political party-led government though the initiative came from an unelected and temporary caretaker government in 2007. The government has carried away the implementation progress and kept up the idea to improve public service delivery. The trend of Citizen Charter implementation in public sector shows positive impact on service delivery especially in district level administration.

### **3.2 Global Context**

The concept of Citizen Charter was first officially launched in UK by Conservative Government of John Major in July 1991 as a National Program (Pollitt, 1994; Drewry, 2005). He felt that government organization failed to meet the growing and changing need of public. In a press conference on 22 July 1991 launching the Charter, John Major stated that the 'charter program will find better ways of converting money into better services'. After that the initial zeal for charters in the UK was remarkable. By March 1994 there were officially 38 different individual government charter documents in the UK (Deakin, 1994, p. 50). By 1997 there were 40 main charters and over 10,000 local charters that were not centrally controlled (Hansard, 1997). The enthusiastic but ad hoc nature of the spread of charters in the UK was confirmed by the fact that some of the new

charters were established in some parts of the UK but not in the whole country. It has been estimated that the number of national charters in the UK grew to 200 (Milakovich, 2003). The first report of the Citizen Charter (Cabinet Office, 1992) confirmed that the government was committed to a 'long-term program of improvement and change to raise the standard of public services and make them more responsive to their users'. The program established certain principles of public service relating to standards, complaint procedures and providers of public services were asked to produce their own charters.

The charter program was relaunched in 1998 by the Labour Government of Tony Blair which rephrased it as "Service First". Then UK's Citizen Charter initiative has raised interest around the world and several countries have implemented similar programs e.g. France (the French Charter des Services Publics, 1992), Australia (Service Charter, 1997), Belgium (Public Service Users' Charter 1992), Canada (Service Standards Initiative, 1995), Jamaica (Citizens' Charter 1994), Malaysia (Client's Charter, 1993), Portugal (The Quality Charter in Public Services, 1993), Spain (The Quality Observatory, 1992), India (Citizens' Charter, 1997), OECD Countries (Citizen Charter, 1996), Bangladesh (Citizen Charter, 2007), Philippines (Citizen's Charter, 2009).

The list of countries who implemented Citizen Charter depicts that the content and objectives of charter differ from one country to another. In some countries Citizen Charter is introduced to improve the public service, but in some cases the driving force is the pressure from donors. So it can be said that the socio-economic situation, development stage of the country, political stability, awareness of the citizen and predominant administrative culture were considered while contents of Citizen Charter were determined. The main objective of Citizen Charter is to make public service transparent, accountable and responsive by giving priority to its customer. However there are differences in terms of approaches and motivation behind introducing Citizen Charter by developed countries. Some followed top-down approach (France, Belgium and UK) while others (Australia, Italy, Spain and USA) accepted bottom-up approach is better.

### **3.3 Asian Experience**

There are only a few studies that report on the implementation of Citizen Charter in Asia. These studies have sought to ascertain the level of customer's satisfaction towards service quality after the introduction of the charter, explore challenges and success after its introduction, and assess the impact of Citizen Charter on the quality of public services. Study also reveals that a number of common challenges require the public sector to re-assess its role in public service delivery. They are:

- ) Changing demographic profiles and increasing customer expectations of the public sector;
- ) Citizens and users of public services are now more aware of their rights;
- ) For the active media and developed information technology, people demand more transparency and accountability from the public sector;
- ) Public sector is also facing budgetary or resource constraints to reduce cost of service delivery;
- ) Increasing global competition among various economies – developed and developing – to attract investment imposes most of the governments to prioritize public sector reform;
- ) Public sector organizations seek to provide enhanced services in return for taxpayers' 'investments';
- ) People prefer an automatic or quick service whereas some customers need more personal, relationship based approach.

### **3.4 Citizen Charter in Malaysia**

The Government of Malaysia issued Guidelines on the Client's Charter in 1993 to assist government agencies to prepare and implement Client's Charter. The Administrative Development Circular (DAC) No. 3, 1993 issued by the Chief Secretary called for the development of Client's Charter in all government agencies of the federal government in

Malaysia. As customary, the federal directive is also adopted by the state and local governments. The circular defined the Client's Charter as "a written commitment by the government agencies to the clients about the service provided. It is an assurance by the agencies to provide the services subject to a measurable standard. Customarily, the standards of service are those that meet "the clients' needs and preferences". Though the Client's Charters do not generally confer legal rights to citizens, they merely underscore the commitment and obligation of the agency to provide services at the specified level or quality.

Prior to this, there was a general expectation, though not always fulfilled, of service, fast, fair and transparent. There was no yardstick offered by the agencies by which the services can be measured. The public display of standards of service brought symbolically an amazing change in the mindset of public servants. It represented an important recognition to expose the agency to specific public expectations (Abdullah, 2007). Between 1993 and 1997 some 390 odd client charters were created and approved for public display. The original Client's Charters have undergone several rounds of adjustments to reflect the changes in the management of the organization. All agencies from the federal to the local level have developed Client's Charters of varying levels of specificity and value. However, accountability and efficiency issues continue to dominate the national debate. Now, almost all agencies and their units have a Client's Charter with the key elements incorporated as required by the 1993 DAC circular. As result of information technology, quality certifications, public-private partnerships and privatization, the essential elements of the Client's Charter have undergone revisions. Then idea of E-government services offered scope for online payment schemes and dramatically altered processing time associated with over the counter services. Demand for e charters for e-government services focused on security and integrity of systems unlike the conventional Client's Charter which focused more on over the counter services.

### **3.5 Citizen Charter in Nepal**

As an Asian country Nepal has also adopted a model of Citizen Charter similar in format and context to the British model, and informed the public about it nationally through its Ministry of Home Affairs. Citizen Charter is introduced in Nepal in 2005 with the aim of making people aware about their rights to get services; ensuring their voice heard by public service providers; improving public service delivery and increasing accountability as well as transparency to the people (Tamrakar, 2010). The major objectives of the Citizen Charter are as follows:

- 1) Arranging public a list of services and also a list of responsible focal personnel to contact service seekers;
- 2) Making public procedures, time, cost and other essential conditions to be followed by service seekers while applying for services;
- 3) Giving reasons to service seekers, if not delivered any expected services;
- 4) Managing a few provisions about compensation against cases failed to meet promises made.

Though the Citizen Charter was established in UK in 1991 but the history of Citizen Charter in Nepal has not been that long. In fact, the country paved the way on to Citizen Charter only since 1998 (Dhakal and Ghimire, 2008). Initially the charters remained limited with a few guidelines of the government (Directives for Making the Government Services Effective, 2000). Then many statutory instruments were developed for localization and institutionalization of the charters to the country's context. Because of these legal provisions, Citizen Charter became the reform initiative of the country for improvement in public service delivery.

As per the government decision to put the Citizen Charter in all public offices, the official portal of Nepal government shows the Citizen Charter of Ministries and Departments. But the Citizen Charter is written in Nepali language. The Grievance Redress System of Nepal is interesting for introducing idea of "Hello Sarkar". The following points are found to highlight the need of "Hello Sarkar" in Nepal:

1. To give information about event / accident.

2. To seek rescue help in event / accident.
3. To give information on women violence.
4. To complain or suggest with regard to public service.
5. To complain in irregularities while delivering in government service.

In Nepal men are more aware than women regarding Citizen Charter. Illiterate service users have less knowledge of Citizen Charter comparing to those who are literate. Also there are some difference of perception among people according to ethnic group and occupation (Derrett, Gurung, Gauld and Hill, 2017). Empirical study shows that particular focus is required to increase the level of awareness among citizens and service providers with respect to Citizen Charter. Orientation and proper training of service providers are important also to improve the implementation status of Citizen Charter in rural areas. The practice of strict follow up and integrated monitoring system for ensuring proper implementation of Citizen Charter is found absent in Nepal.

### **3.6 Citizen Charter in Thailand**

In Thailand the implementation status of Citizen Charter practice is noteworthy to improve the service delivery for all. Thai government used the idea of Citizen Charter basically to improve public services by:

- Making civil servants more accountable and “citizen-friendly”;
- Ensuring transparency and the people’s right to information;
- Enforcing measures to motivate bureaucrats to genuinely “serve the people”;
- Reducing or eliminate corruption in bureaucracy.

After prolonged efforts by the private sector of Thailand, a law finally came into effect on July 21 requiring all government agencies to produce individual “people’s handbooks” that specify the procedures, rules and regulations, conditions (if any) and, most importantly, clearly laid-down deadlines for the finalization of each application from a citizen. Each government agency is also required to set up one-stop services (officially

known as “the joint service centre”) where all activities related to citizens’ applications for permits or licenses can be centralized. The legal buzzword for this process is, “Providing convenience to citizens.” In the past, offering “convenience” was never a priority in the normal working pattern of bureaucrats. In fact, the reverse was true. Government officials were there to flaunt their authority rather than to “serve”. Hence the general perception among the general public that getting into contact with government agencies was almost always a horrendous experience and best avoided if possible.

The new law directs that the “people’s handbooks” – which must be displayed both visibly at prominent locations as well as digitally, online – must lay down specific information on how many days a particular kind of application will take before a decision is made by the authorities. The duration of the application consideration process must also be judged “appropriate” in length by the Bureaucratic Development Commission (BDC), which is authorized to recommend corrective action to the Cabinet if it considers any handbook rules to be unacceptably restrictive to the public. The interior and foreign ministries have proved, despite the absence of citizen’s charter legislation, they can process the issuance of ID cards and passports with admirable efficiency, once the decision to be “citizen-friendly” is vigorously implemented – and the people have access to information and the right to lodge complaints against inefficiency and corruption. The test for the new, comprehensive “people’s charter” will be in how rigorously the clauses of the law are implemented, particularly those that demand a dramatic change in civil servants’ attitude towards their daily work – from being the “boss” to being the “servant” of the public.

### **3.7 Indian Experience**

In India, a consensus began to evolve since 1996 on effective and responsive administration. At a Conference of Chief Ministers of various States and Union Territories held on 24 May, 1997 in New Delhi, presided over by the Prime Minister of India, an “Action Plan for Effective and Responsive Government”

at the Centre and State levels was adopted. One of the major decisions at that Conference was that the Central and State Governments would formulate Citizen's Charters, starting with those sectors that have a large public interface (e.g., Railways, Telecom, Posts, Public Distribution Systems and the like). These Charters were to include first, standards of service as well as the time limits that the public can reasonably expect for service delivery, avenues of grievance redressal and a provision for independent scrutiny through the involvement of citizen and consumer groups.

The Department of Administrative Reforms and Public Grievances in Government of India (DARPG) initiated the task of coordinating, formulating and operating Citizen's Charter. The guidelines for formulating the Charters as well as a list of do's and don'ts were communicated to various government departments/organizations to enable them to bring out focused and effective charters. For the formulation of the Charters, the government agencies at the Centre and State levels were advised to constitute a task force with representation from users, senior management and the cutting edge staff. Primarily an adaptation of the UK model, the Indian Citizen's Charter has an additional component of 'expectations from the clients' or in other words 'obligations of the users'. Involvement of consumer organizations, citizen groups, and other stakeholders in the formulation of the Citizen's Charter is emphasized to ensure that the Citizen's Charter meets the needs of the users. Regular monitoring, review and evaluation of the Charters, both internally and through external agencies have been enjoined.

When Government of India introduced the idea of Citizen's Charter way back in 1997, the record of implementation in the beginning was not satisfactory. In spite of strong endorsement by the Second Administrative Reforms Commission, only a handful of departments in State and Central government drafted their Citizen's Charter. The quality of Citizen's Charters was also considered very uneven and most of them were drafted as a mere formality without any rigorous quality control over the Citizen's Charter drafts. As a result, these Citizen's Charters drafts were not very useful for either measuring



performance nor was there any consequence for ignoring the commitments listed in Citizen's Charters.

The then Cabinet Secretary to Indian Government in the year 2009, asked the Performance Management Division (PMD) to look into ways of improving the implementation record with respect to Citizen's Charters of various departments. It was discovered that departments were not taking the Citizen's Charter exercise as there were no consequence for non-compliance. In view of the above findings, it was decided by the High Power Committee (HPC) on Government Performance to include development and implementation of Citizen's Charter and Grievance Redress Mechanism (GRM) as mandatory indicators in the RFDs (Results-Framework Documents) for 2010-2011 of all 62 departments of governments.

Since the HPC decision, the Performance Management Division (PMD), Cabinet Secretariat, has worked closely with the DARPG to develop a set of user-friendly Guidelines for implementing Citizen's Charter and Grievance Redress Mechanism. These Guidelines have been further refined after getting stakeholders feedback. PMD also collaborated with DARPG to organize series workshops of designing and implementing Citizen's Charter and Grievance Redress Mechanism in Government departments. PMD in collaboration with National Informatics Centre (NIC) also designed software to enable departments covered by the RFD policy to create online their respective Citizen's Charter. This software has greatly improved the quality of designing Citizen's Charter and accountability for implementing them.

Keeping with their motto "what gets measured gets done", PMD organized several meetings with departments to review progress in implementing the Citizen's Charter. These meetings were organized for all 62 departments and they were also requested to present their progress to the members of the Ad-Hoc Task Force (ATF) dealing with their departments. ATF members represent a body of non-government experts consisting of distinguished academicians from leading management institutes, former Secretaries to Government of India, Chief Secretaries, private sector management experts and former

chiefs of public enterprises. In addition to reviews by PMD and ATF, the Citizen's Charters were also reviewed by a team from the Indian Institute of Management Bangalore (IIMB). The feedback on each Citizen's Charter was conveyed to respective departments and revised Citizen's Charters have been received.

### **3.8 Experience of Sri Lanka**

Sri Lanka launched Citizen Charter in 1st of August 2007 with an aim of achieving the government objective of ensuring a people friendly and efficient public service. The Citizen's Charters recognize that all citizens or clients who make requests for services to a government office have a right to know precisely how long they have to wait to receive each service. A citizen therefore, will not wait without knowing when the particular service would be delivered. Similarly, since the citizen can know from the declared charter, the requirements to be met on his part, and the laws and rules governing the provision of the service, he will not need the help of an intermediary.

In Sri Lanka Citizen Charter as a demand side approach has received priority over the other reform approaches for a number of reasons. The citizens of the country and people in the most part of the world today are more empowered and enlightened owing to increased literacy, relatively better living conditions and wider access to knowledge through media. They not only want a greater say in the public services that should be available to them, but also the manner in which these should be made available to them. This has led to a situation where the old-fashioned notions of power, authority and control executed based upon statutes, regulations, rules and governmental circulars have to be shed and a new mindset of public officers developed. Citizen Charter ensures a change capable of effectively responding to the quest for better governance, that includes transparency, accountability, responsiveness, effectiveness, consensus orientation etc, in delivering public services. According to Sri Lankan Government, Citizen Charters are not one time or static documents. The whole package described above is subject to continuous improvements. There will be shorter time periods, lesser information

requirements, more relaxed laws, regulations etc, and more effective grievance handling systems.

### **3.9 Citizen Charter in Afghanistan**

The Government of the Islamic Republic of Afghanistan formally launched Citizen Charter Program on September 25, 2016 to sustain the uninterrupted development and reconstruction in Afghanistan. According to the Government Citizen Charter is a foundation for realizing the government's development vision as well as a promise of partnership between the government and communities. It is a commitment to provide every village in Afghanistan with basic services, based on community prioritization. Citizens, therefore, expect this national program to construct public infrastructure, and to provide them with essential health services, quality education, safe drinking water, access to electricity, and other civic amenities seen as essential to basic human needs. In Afghanistan, Community Development Councils (CDCs) and National Solidarity Program (NSP) have been established in rural communities to provide development services to the people. Haji Nik Muhammad, the CDC Chairperson in Panjwai district in Kandahar Province said in an occasion that, "We have progressed very well with the NSP. We hope that with the launch of Citizen Charter, we can work with the government to address more of our development challenges." This statement expressed interest of community leader to implement Citizen Charter concept for the people.

In Afghanistan, Citizen Charter has been designed to ensure community development, economic growth, and social welfare on a much broader scale across the country. The Citizen Charter aims to reduce the gap between villages and cities. It empowers both rural and urban citizens equally to identify their own development priorities and encourage them to actively participate in the implementation of the development projects they have prioritized. The Charter is underlined by principles of balanced development and equitable access. The role and participation of women is one of the most prominent working principles of the Charter. The Charter strengthens the partnership between government and communities. CDCs have been developed as the means by which

citizens can demand services, hold line agencies accountable, and ensure that the poorest and most vulnerable can access services. The transition from NSP activities to those under the Charter means that there will be increased emphasis on linking CDCs with local government institutions and ministries following a systems-based rather than project-based approach. CDCs will focus much more in the future on monitoring and leveraging services from the various line ministry programs and other national priority programs (Shahriar, 2017). It indicates that the primary objective of Citizen Charter in Afghanistan is to generate citizen momentum for sustainable development of the country. In other words, the program is determined to develop the country by making people actively involved in the implementation process of their own development projects.

### **3.10 Experience of Australia**

Some empirical study shows that for improving service quality government of different countries have used Citizen Charter by their own way. The Commonwealth Government of Australia launched its Service Charter initiative in 1997 as part of its on-going commitment to improve the quality of service provided by agencies to the Australian community by moving the government organisation away from bureaucratic processes to customer-focused service delivery. In that country, Service Charters are considered a powerful tool for fostering change and require the organisation to focus on services delivery, to measure and assess performance, and to initiate performance improvement. Centre link is a good example in Australia which is a one-stop shop that provides access to Australian government services for over six million customers. Centre link has adopted one-to-one service as an innovative and personalised approach to service delivery. It provides one-to-one service that treats customers with respect and consistency and takes the complexity out of dealing with government.

As in other democracies, Australian government has aimed to make the public sector less costly and better tailored to public needs while providing higher quality services to citizens. On the other hand, citizens have higher expectations of government and the

public sector, and demand of more effective, efficient and economical levels of service. Australian public sector managers respond to their client service demands on their particular operating environments by:

- developing tailored approaches to specific needs;
- decentralizing administration by going closer to the client;
- streamlining and adapting traditional ways of providing services, particularly through technological advances; and
- taking advantage of partnerships and similar alliances that encourage cooperation within, and across, levels of government and blend the public and private sectors.

The introduction of Service Charter detailing the levels of services to be provided by Australian Public Sector agencies to the public is an important element of accountability for performance. Citizens are entitled to know whether public resources are being properly used, and what is being achieved with them. The introduction of Service Charter is a significant development towards ensuring more complete accountability to citizens on the operations of the public sector, particularly those that impact on them personally. The initiative also provided for government agencies to apply for a 'Charter Mark,' reviewable after three years, which accredited them as having achieved a level of performance set by the Charter. The charter policy and program was implemented and managed through a Citizens' Charter Unit in the Cabinet Office of Australian government. Within five years this Office was able to report that the Charter applied to all central government service areas, ranging from benefits offices and job centers to the police forces (and law and order agencies more generally). Some 42 charters were in place in central government and more than 10,000 at the local authority level. Subsequent reports indicate that the introduction of the Charter has resulted in improved performance by a number of agencies, increased client satisfaction and, in particular, much more openness in the public release of performance information by the Government (Barrett, 2003).

### **3.11 Citizen Charter in New-Zealand**

In New-Zealand reform process started with privatization and transformation of many government enterprises into private ownership. At the same time principles of private sector organization, efficiency and market competition were applied in public sector. A new financial system was put in place. Ministers were required to enter into contracts with departmental chief executives, specifying the desired output and the price that had to be paid. Chief executives are taken on a five year contract. They in turn have full power to hire and fire their staff and fix their salaries in relation to their performance.

### **3.12 Citizen Charter in Italy**

In Italy, the Carta dei servizi was launched in 1993. Under the law, the first public sector to introduce Carta dei servizi was the national healthcare system, the second was the educational system. Carta dei servizi has been a basis for experimenting with the evaluation of quality standards and polices, sometimes with the participation of consumer associations. Nonetheless, the Carta dei servizi evaluation experience has been sporadic and generally restricted to certain sectors (Schiavo, Luca Lo, 2000).

In Italy, the framework of the Charter contained five principles which provide for continuity and regularity in the 26 provision of services, the right of choice of the user of public services whenever possible, participation, efficiency and effectiveness. The Cabinet Unit had to check the suitability of standards and complaint procedures that each provider defined in its own Charter. The Italian Service Charters include a system of compensation, which is not regulated by law and could vary for different services. There is a common policy of compensation set by the basic principles included in the Prime Minister's directive, in which essential elements are complaint procedures, reimbursement - mostly in gas, electricity and mail services and remedial action if standards are not met. In effect, however, as some surveys suggest, the existence of the Carta dei servizi is ignored by most citizens.

### 3.13 Citizen Charter in Canada

Another example of service quality development through Citizen Charter is found in Canada. The Treasury Board of Canada Secretariat has started a Service Standard Initiative in 1995 which took its indication from the Citizens' Charters of the United Kingdom, but enlarged the scope considerably. This Service Standard Initiative in Canada is started against the backdrop of citizen expectations relating to friendly, respectful and courteous service, faster response, extended hours at government offices and "one-stop-shopping". Thus government of Canada improved its service and the citizens got better service from the government.

'Citizens First' initiative of Canada illustrates how demand based service can be practiced for variety of clients or citizens. In April 1998, the President of the Treasury Board presented to Parliament the government's new 'outside-in' citizen-centered approach of service delivery. The Canadian Centre for Management Development's Citizen-Centered Service Network, composed of 220 senior service delivery officials from the three orders of government in Canada, produced the 'Citizens First' report. This documented Canadians' expectations of, satisfaction with and priorities for service improvement. Through 'Citizens First', Canadians indicated that they want:

- i) Improved access to government services; and
- ii) Improved service delivery performance

In the Autumn of 1998, they created the Assistant Deputy Minister Advisory Committee on Service and Innovation (ACSI) to help develop a citizen-centered service strategy for the Government of Canada that would respond to citizen needs. Using research into good practices in the public sector, the sub-committee developed its approach to the continuous improvement of Government of Canada's service quality. Currently, departments and agencies have implemented client surveys to measure client satisfaction and much work has been undertaken to develop service standards. The Service Improvement Initiative facilitates this work by establishing an overall strategy for the Government of Canada,

including individual departmental Service Improvement plans, to respond to citizen priorities for improving service delivery. (Government of Canada: A policy framework for service improvement). In August 2005, the Institute for Citizen-Centered Services (ICCS) was incorporated as a non-profit organization in Canada. It is made up of leaders in service delivery and information technology from municipal, provincial and federal public sectors across Canada. ICCS is mandated to serve as a centre of expertise and a champion for citizen-centered service quality throughout the public sector.

A comparison of two major Citizen Charter initiatives of Australia and Canada shows that the approach of service quality improvement is embedded in them in different degrees. Once a decision is taken to make public services citizen-centric, the customer focus of the Total Quality Management (TQM) variety cannot be far behind. In fact, the Citizens' Charter approach has several things in common with TQM. Both begin by focusing on meeting customers' or citizens' demands. In a TQM effort, all members of an organization participate in improving processes, products, services, and the culture in which they work. Like TQM, Citizen Charter has some common elements which are conformance to standards, stakeholder involvement and process of continuous improvement.

### **3.14 Citizen Charter in Spain**

In Spain, the Citizen's Charters have been used extensively across the Public Sector at the Central, Regional and Local levels since 1999. Then a new regulation based upon the previous experience is introduced from July 2005. The main improvement is the compensation system in case of non-compliance and the Certification of the Charter on a voluntary basis. The 'inter-administrative' Charters regulating a service delivered by different administrative levels- Central, Regional or Local are the other important innovations introduced to the second generation Charters. The Charters are one of the six programs included in this new regulation with the aim of structuring a quality framework in public administration. The other five are: demand analysis and users satisfaction assessment, complaints and suggestions, quality assessment, quality and best practices



awards and quality observatory. The service charters in Spain reflect a shift from legal tradition to one that meets citizen's needs and makes government more accessible, transparent and open to the public. Spain has also adopted a 'Citizen First' program, establishing and linking service charters, best practice prize and quality awards.

### **3.15 Experience of OECD Countries**

OECD (Organizations for Economic Cooperation and Development) adopted Citizen Charter in 1996 with a growing consensus that public bodies need to become more responsive to the users and consumers of public service. Many countries have taken initiatives to empower their citizens by raising their awareness of the quality of services and at the same time to encourage the service providers to improve their standard of performance. Other important reason underlying the consensus has been the desire to get better value for taxpayers' money in the provision of public services.

In some countries Citizen Charter initiatives have included the publication of their Charters. Examples from Western European countries include UK, Belgium, France, Italy, Portugal and Netherlands. In October 1997, the South African Government joined the charter family, with the publication of its white paper, "People First". All these charters vary in content and purpose, but most of them aim to ensure transparency, quality service, simplification of administrative process, cutting red tape, establishing performance indicators and developing means for the redress of citizens' grievances.

### **3.16 Citizen Charter in Netherlands**

Dutch Government started e Citizen Charter with an aim of e-Government policy to improve information exchange, service delivery, create partnership between citizen and government. It is found that most of the charters of some Dutch municipalities confine themselves to service delivery by describing quality service standards and waiting period for them (Poelmans, 2006). Also they do not pay much attention to other aspects of

Government like politics, regulation, law enforcement and the progress of public service. So such general expressions of Citizen Charter are not suitable for the particular opportunities and difficulties of online service delivery. This leads Dutch e Government policy to develop idea of e Citizen Charter. The e Citizen Charter Program has been adopted as a standard by the Dutch Government in a national convention to stimulate e Government, signed by representatives of all tiers of Government. The e Citizen Charter is used also for awarding good practices and empowering citizens by creating awareness.

In 2006, Matt Poelmans (vice chairman of the Dutch Web Accessibility Foundation) created e Citizen Charter for the national level in Netherlands and he has presented this to governments all over the world. Ten points of his Charter are:

1. Choice of Channel
2. Transparent Public Sector
3. Overview of Rights and Duties
4. Personalized Information
5. Convenient Services
6. Comprehensive Procedures
7. Trust and Reliability
8. Considerate Administration
9. Accountability and Benchmarking
10. Involvement and Empowerment

The UN e Government Report 2012 ranks the Netherlands second worldwide (and first in e participation). This indicates the country has done a good job in e government and e participation. The Dutch e-Citizen's Charter was developed by Burger@Overheid (e-Citizen Program), an independent platform which stimulates the development of e-Government from the Citizen's point of view. Burger@Overheid is an initiative of the Ministry of Interior. The e-Citizen's Charter consists of quality standards that define the digital relation between citizen and government, both in the field of information

exchange, service delivery and political participation. These standards are formulated as the rights which citizens are entitled to, and matching obligations by government bodies. This e Citizen Charter is an innovative instrument to involve citizens in improving service delivery and public policy renewal. By providing “rules of engagement”, it bridges the gap between top down and bottom up incentives and matches different intentions for change that otherwise would fail. But it appears to be most rewarding when it is applied in the area of fighting corruption, the single most important cause for human inequality and poverty

### **3.17 Citizen Charter in Nordic Countries**

Citizen Charter practice in Nordic countries is interesting and different in nature. In Finland, government resolution of 1998 contains recommendations to guarantee that citizens receive the service they need effectively and in a customer oriented way. The key ideas which underline the quality strategy of public services accepted by the central and local governments are: promises to the service users to produce quality services, flexible and customer-centered approach to service provision, customer feedback and the correction of errors, description of the service in a service specification, and producing the best possible service efficiently. In most Finnish Charters, the main focus is on clear quality standards, communication and fast correction of mistakes rather than on compensation mechanisms. Service charters are both ethically and morally binding on public authorities but these are not legally binding decisions.

In Denmark, there is no central service standard initiative although many agencies and municipalities have established service standards on a voluntary basis. A number of agencies have sought certifications of their quality management systems, some in relation to requirements in performance contracts. Study shows that customer surveys have been widely used covering a wide number of services and at the level of specific services. Denmark has stipulated that municipalities will inform their citizens about their service objectives at least every other year.

In Sweden, the 1998 Citizen's Service Act ushered in Service Charters, known as Public Service Guarantees, at national and local level. Based on this, the government started a program to improve quality of service by government agencies. Swedish legislation sets well-established standards of services, security and accessibility and opens channels for citizen complaint. This provides basis for local charters with an emphasis on commitment, quality, choice, standards and measurement, value for money and competition. The Charters emphasize the need to raise general standard and quality of services, to find locally sensitive and responsive solutions to citizen problems, increase transparency and enhance the overall effectiveness of public program. There is no system of economic compensation. These Charters are more widespread at the municipality level although Sweden also had a pilot project during 2001-03 involving 21 Central Government agencies.

In recent years there have been other initiatives to create a culture for achieving customer satisfaction and actual results called Commitment Quality Management in Sweden. The main elements of such efforts include leadership based on clear specifications of performance, quality standards, the results achieved for the citizens, performance commitments based on the participation of every employee in the process, measurement and evaluation of performance and a program for continuous improvement. The local government provides relevant examples of these across a range of different public services, such as, childcare, education, and social security and care of elderly people. In view of the fact that various types of services require various Service Charters, the Swedish Local Authorities League has listed four different categories of public services or areas where citizens get in touch with public services in a more concrete or specified way.

**(a) General and technical services:** This group includes services in respect of which the citizen/ public service customer has virtually no physical contact with representatives of the municipality. Instances are waste collection and street maintenance. The Service Charters used in this type of services will focus on regularity and dependability of supply,

preparedness, costs, etc. The contents of the public service guarantees will be based on actual legislation, for instance, sanitary demands within public sanitation.

**(b) Short-term contacts:** Services in this group will be characterized by their short duration, as, for instance, the provision of application forms or library services. The Service Charters used for this type of services will relate to the contents and extent of the services offered, the costs, opening and closing hours, accessibility etc.

**(c) Permissions and approvals:** Services in this group would result in contacts between municipality and citizens for a more prolonged period of time. The Service Charters used in these cases primarily deal with legal rights of the individual in respect of the correct handling of a matter, the expeditiousness of the handling, the right to informational access in the matter etc.

**(d) 'Soft' sector services:** This group includes services, such as, education, child and geriatric care, services in which the contact is both for a prolonged period of time and based on 'intimate' contact between municipality and citizen. To the extent that these services amount to an exercise of public authority, the same type of public service guarantees as in the third category would be present, whilst in respect of the 'service' part it would be necessary to look at the particular circumstances and terms of each activity.

In Norway, Citizen Charters are being practiced both at local and central level. In 1998, the initiative was launched in the State Administration. All Central Government agencies have since 2000 produced 'Service Declarations'.

### **3.18 Citizen Charter in Anglo American Countries**

Among the Anglo-American countries, which have pursued the Charter program with zeal and determination - Mexico, Argentina and Jamaica are significant. The names are different in various countries. One finds the adoption of Service Standards in Canada, Service Charters in Australia and Customer Service Plans in the USA. The Charter

program in Mexico got a boost in the year 2000 when President Vincent Fox came to power. In November 2002, the government announced the Agenda for Good Governance. Mexico then claimed to use Citizen Charter to put the needs of citizens at the centre of government services and as a vehicle to improve transparency. The Government of Mexico had set a goal of developing Charters for over 240 high impact services and regulatory transactions, by the end of 2005. More than 80 Citizen's Charters have been signed so far. Importantly enough, the Citizen's Charters in Mexico are signed documents having some legal force behind the commitments made therein. The Government plans to implement additional Citizen's Charters and to put in place a digital system for instantaneously measuring the customer satisfaction rate among those who receive the services covered by Citizen's Charters.

In Jamaica, Citizen's Charter was introduced in 1994 and Charters have since been in use. During 2000-01, 14 new entities (departments) were covered under the program. It is not a static program in Jamaica. The Government is introducing new measures frequently. The public sector entities in the island nation are showing innovativeness, initiative, creativity and ingenuity in their responses to the needs of the customers. For example: the Ministry of Health established a Client's Complaints Mechanism, One stop revenue services were set up in Montegue Bay and Twickenham Park and the National Housing Trust started offering on-line services to their customers.

In the USA, the implementation of Service Charter initiatives was carried out within the framework of the National Performance Review (NPR) undertaken by the Clinton-Gore Administration to reform the way the Federal Government worked, make government more responsible and improve its public image. In 1993, President Clinton mandated that all Federal agencies develop Customer Service Plans, establishing the 'Putting Customers First' program, thus making commitment to improve the service that customers received from government. This program shared some of the fundamental principles on which the UK Charter Program was founded. NPR took an initiative in 1994 to help agencies create their first sets of Customer Service Standards and thereby make them more responsive to customers. Agencies were required to identify and survey their customers, and to report

back to the President. These surveys provided information about customer satisfaction levels. Agencies developed customer service standard, which customers could expect from government departments or agencies. The customer service plans of agencies were published in September 1994, and this survey information became the benchmark against which agencies were able to measure the success of their performance.

**Table 3: Initiatives like Citizen Charter in countries around the world**

<b>Name of Country</b>	<b>Initiative</b>	<b>Year</b>
Belgium	Public Service User Charter	1992
France	Service Charter	1993
Hong Kong	Performance Pledge	1992
Malaysia	Clients Charter	1993
Spain	The Quality Observations	1993
Portugal	The Quality Charter in Public Services	1993
USA	Customer Service Plan	1993
Jamaica	Clients Charter	1994
Canada	Service Standards Initiative	1995
India	Citizen's Charter	1997
Australia	Service Charter	1997
South Africa	People's First	1997
Namibia	Public Service Charter	1999
Argentina	Cartas Compromiso	2000
Norway	Service Declarations	2000
Sweden	Service dialogue	2001

Source: Centre for Good Governance (2003) and Drewry (2005)

The study of international practice revealed that some countries have got the legal support for enforcing Citizen Charter standards while some adopted it as voluntary declaration of service providers to the service receiver. For instance, an act called “The Rajasthan Guaranteed Delivery of Public Service Act, 2011” is found in Rajasthan of India. But in most of the countries case legal base is absent. Another observation is the lack of monitoring the compliance of Citizen Charter commitments in South Asian countries.

### **3.19 Bangladesh scenario**

The Constitution of Bangladesh depicts the duty of public servants as “every person in the service of the Republic has a duty to strive at all times to serve the people”. This indicates public servants of Bangladesh are constitutionally obliged to serve the people. To ensure better service to the people, government of Bangladesh adopted Citizen Charter concept in public sector. The observation of Citizen Charter implementation in Bangladesh is noteworthy in terms of the initiatives taken by the government in different times to make the attempt successful. Though the objective of Citizen Charter is to ensure effective and efficient service to the public, initially the adaptation was not implemented in a structured and planned way. There was no preparation or training for the stakeholders to understand the true meaning of Citizen Charter.

#### **3.19.1 Recommendations of PARC**

Public Administration Reform Commission (PARC) was established in January, 1997 to search recommendations for building skilled, active and fast serving public sector by ensuring transparency and accountability in all layers of public administration as well as other government offices. In June, 2000 PARC submitted their report to the honourable Prime Minister (Ekush Shatoker Janoprashashon, 2000). In that report PARC presented 137 recommendations to the government. There were three types of recommendations: interim recommendations, short term recommendations and long term recommendations. Among 30 interim period recommendations, recommendation no 23 was about using Citizen Charter in government offices. In their report, the Commission suggested that for providing better public service delivery, government offices should be responsive to the need and demand of public. So public sector needs to develop its service quality in exchange of the money public pay to them. Behind this action the main objectives will be speeding up the national progress, ensuring sustainable development and improving service delivery as per public demand. PARC analyzed the reports of different committees and commissions formed by government for doing public administration



reforms in previous ten years (1971-1997) and found that government organizations are described there as static, irresponsive, unskilled, inactive, process oriented rather than end result or output oriented and directed by age old laws or rules. According the findings of those reports, public servants did not act as service providers to the public rather they acted as master or owner. Most of the time influenced by political forces, they stayed away from the real practice of transparency, accountability and integrity. PARC showed that as general public do not know how and where they can get specific service they become victim of corruption and middleman (dalal). To protect right of the public Citizen Charter needs to be formulated which will be a document showing list of services promised by a government agency to the public. PARC recommends that Citizen Charter introduction will create a culture of better public service delivery.

### **3.19.2 Order of Cabinet Division**

After seven years of the recommendations of PARC report, Caretaker Government of Bangladesh adopted Citizen Charter concept for public administration in 2007. Through an official order circulation on 21 May, 2007 Cabinet Division directed all the government offices including District Administration to formulate and publish Citizen Charter on official premises and websites as a tool for enhancing public service quality and ensuring good governance. But it is implemented in central to field level government offices without the participation of the staffs or service providers in field level administration and this is marked as First Generation Citizen Charter later (Iftekharuzzaman, 2012). Following the government order, District Administration or Office of the Deputy Commissioner made its own Citizen Charter and displayed it for the public in 2007. But initially there were no standard format for making Citizen Charter in government offices and monitoring system for the whole process was absent too.

### **3.19.3 Second Generation Citizen Charter**

After first time introduction, through Secretariat Instruction 2008 government of Bangladesh directed again different ministries and departments to formulate and publish

own Citizen Charter. In 2010, idea of developing Second Generation Citizen Charter with more appropriateness started by Ministry of Establishment (at present Ministry of Public Administration) by involving all stake holders. Civil Service Change Management Project (CSCMP) under Ministry of Establishment (presently Ministry of Public Administration) worked for the period of 2009 to 2014 with the help of foreign aid (from UNDP and ADB) to find the limitations and weaknesses of existing Citizen Charter. CSCMP arranged workshops to share ideas with field level government officers and civil society representatives in 2009. In those district and division level workshops by CSCMP, participants commented and suggested ideas for making Citizen Charter more effective and responsive (Citizen's Charter Manual by CSCMP, 2010). Then the government of Bangladesh has reviewed the implementation status of First Generation Citizen Charter. The findings suggest that it requires longtime commitment, dedication and patience to make Citizen Charter a successful attempt. Also there should be proper guidelines to prepare Citizen Charter of a service providing agency like Office of the Deputy Commissioner which emerges need of Second Generation Citizen Charter with more appropriateness and perfections.

#### **3.19.4 Initiative by Access to Information (A2I)**

Access to Information (A2I) program under Prime Minister's Office also has put a lot of effort to make the public service process simple which is a basic theme of Citizen Charter. Beside Cabinet Division and Ministry of Establishment (at present Ministry of Public Administration) A2I worked to communicate information about First Generation Citizen Charter to the public. This project established web portal network for the District Administration or all the DC Offices, Upazilla Parishod Offices and Union Parishod Offices in 2009. Those web portals have created a platform to publicize the Citizen Charter for the public use. This was a landmark by disclosing information of government offices to the public which ensured easy public access to government information.

### **3.19.5 Governance Innovation Unit (GIU)**

In 2012 Governance Innovation Unit (GIU) has been established as a separate department under Prime Minister's Office with the mission of "Putting Citizens First" by implementing good governance related reforms and innovative programs. To deal with the impact of globalization, technological advancements, growing demand for good governance and needs of citizens GIU started to work under the supervision of Prime Minister's Office. It concentrated its activity to build administrative capability to confront the innovations and reforms in public sector of Bangladesh. This unit started to guide seriously all government units to formulate Citizen Charter with necessary and service related information. To make the Citizen Charter of public sector more specific and standard in practice, GIU arranged training for total 700 officials from all ministries, 101 government offices, 10 City Corporations and all utility service providing agencies in 2015-2016 financial year (GIU, June 2016). GIU also arranged workshops on implementing Citizen Charter in seven divisions and forty four districts within March, 2014 to May, 2016. By this way practical trainings have been given to 7000 government employees approximately to formulate Citizen Charter and implement it within the period of March 2014 to May 2016 (as per GIU website).

According to GIU the four objectives of introducing Citizen Charter are: to make public service easier, to provide public service at low cost, to ensure transparency in service delivery system and to ensure accountability of service providing agency. As Governance Innovation Unit (GIU) took the responsibility to improve the Citizen Charter practice by the government offices, Citizen Charter of District Administration got very importance and attention from GIU. Upon the completion of CSCMP in June 2014, GIU has continued its effort to streamline the Citizen Charter in Deputy Commissioner's Office of various districts in Bangladesh. As a part of its venture to make public services more easily accessible to citizens GIU has taken Tangail as a model district to pilot some initiative. The focus of this initiative is to ensure effective use of Citizen Charter along with Services Process Simplification (SPS) at the DC Office. The driving force behind this initiative is the new culture of "Putting Citizen First".

### **3.19.6 Forming Innovation Team**

In 8 April, 2013 a gazette of Cabinet Division has been published regarding the formation of Innovation Team. This concept of Innovation Team is prescribed for central level to field level administration to make service process simplification as well as proper implementation of Citizen Charter. The responsibility of Innovation Team as suggested is finding ways to make public service delivery easier and if necessary existing process can be changed to make it simple. Also proper implementation of Citizen Charter needs to be focused by the Innovation Team (Bangladesh Gazette no 04.00.0000.232.35.006.13-18, dated 8/4/13).

### **3.19.7 Secretariat Instructions 2014**

Then Secretariat Instructions 2014 offered some salient features of Citizen Charter in a whole chapter. Also it pointed out some essential conditions to ensure efficient and effective public service delivery. It said about the Service Process Simplification (SPS), establishing Service Desk and Public Feedback Management. According to Instruction 260, to facilitate the service to the citizen, process of service should be easy as per the standard of Citizen Charter. Instruction 261, mentioned about the Service Desk with modern equipments and devices of information technology in visible place.

### **3.19.8 Annual Performance Agreement (APA)**

In 2014, government of Bangladesh has identified that an effective, efficient and dynamic administrative system is absolutely essential to ascertain better governance. Keeping this in mind, with a view to ensuring institutional transparency, accountability, proper utilization of resources and above all enhancing institutional efficiency the Government has taken an initiative to introduce a Performance Management System (PMS) in public sector organizations. The Prime Minister's Office (PMO) has pioneered this process by signing Performance Contracts (in the form of a Memorandum of Understanding) with

each of the organizations working under the purview of the PMO. With the objective of introducing PMS across the Government it has been decided to have the Annual Performance Agreements (APAs) between the Cabinet Division as the 1<sup>st</sup> party and all other ministries/divisions as the 2<sup>nd</sup> parties. Annual Performance Agreement is essentially a record of understanding between a Minister representing the people's mandate, and the Secretary of a Ministry/Division responsible for implementing this mandate. A Performance Agreement provides a summary of the most important results that a ministry/division expects to achieve during the financial year. This document contains not only the agreed objectives, but also performance indicators and targets to measure progress in implementing them (Cabinet Division, 2014).

Besides incorporating Citizen Charter in the Annual Performance Agreement (APA) Government also decides conducting evaluation and research by the University of Dhaka to identify the problems of Citizen Charter implementation in government offices. All these measures indicate government's strong political will to simplify process of public service delivery, to improve service quality and to ensure participation of service providers in service delivery system for ensuring good service to the public. To implement Vision 2021 government of Bangladesh adopted the idea of Annual Performance Agreement (APA) from year 2014-2015. By this APA the performance based evaluation system has been established for the government offices. According to APA, each ministry will make its own annual action plan and achieve the target as per annual plan. After a fiscal year evaluation will be done to see the implementation status of each ministry. Government believes for achieving sustainable development goals of SDG, government offices can better perform following framework of APA. In 2015-2016 GIU provided training on APA to more than four hundred government officials of 100 government offices (GIU, June 2016). Citizen Charter implementation is kept in the objectives of APA. This shows APA is used as a tool for implementing Citizen Charter concept in government offices.

### **3.19.9 Grievance Redress System (GRS)**

Instruction no 262 of Secretariat Instructions 2014, provides direction to take public opinion and complaints into consideration. Also it should be recorded and addressed with importance. This ensured Grievance Redress Mechanism which is an essential element of Citizen Charter. Because accountable, transparent and responsive public administration is absurd in the absence of effective Grievance Redress System (GRS). In other way, strong and institutionalized GRS could be treated as one of the important icons of good governance. Like public, demand for effective grievance system is increasingly underpinned by investor policies as well such as those of the World Bank's International Finance Corporation and international initiatives such as the United Nations Human Rights Council.

Grievance redress system is nothing but an institutionalized and organized method consisting of specified roles, rules, and procedures for systematically resolving complaints, grievances, disputes, or conflicts. Grievance redress system provide a way to reduce risk for public service delivery, provide an effective avenue for expressing concerns and achieving remedies for public, and promote a mutually constructive relationship. The aim of this is to develop a range of procedures to facilitate airing, and resolution of grievances in a non-threatening, supportive environment. A transparent grievance receipt and registration system to provide ways for aggrieved public to register complaints and confirm they have been received.

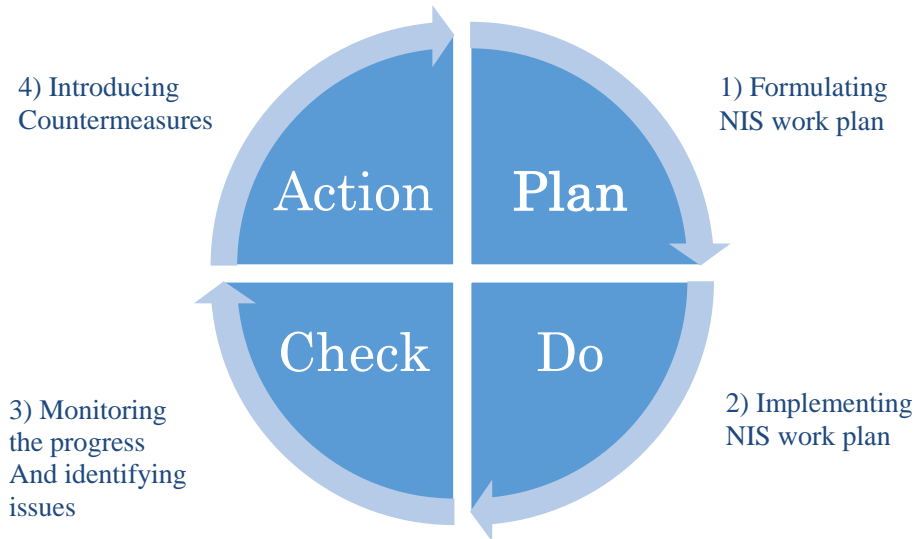
#### **3.19.10 Right to Information (RTI) Act, 2009**

Then Instruction no 263 of Secretariat Instructions 2014, advocated ensuring citizen's right of getting information according to Right to Information Act, 2009 (RTI). Citizen's Charter practice has created a way of getting necessary service related information of a government agency or service providing office like District Administration. According to Right to Information Act, 2009 every government office has a concerned officer who is responsible for providing information to public. Following RTI public can demand for information from concerned information providing officer by written application or by sending email. This has ensured transparency of public service delivery system.

### **3.19.11 National Integrity Strategy (NIS)**

Concept of National Integrity Strategy (NIS) started in October, 2012 by the Cabinet Division to promote the integrity, prevent corruption in civil service, increase accountability of state and non state organization, ensure effective implementation of laws and rules, establish good governance and quality service delivery, follow good practices around the world. Ethics Committees have been constituted in every Ministry/Division and selected institutions in accordance with the implementation arrangement of the NIS. Ethics Committees are assigned with the responsibilities of implementing the recommendations and action-plans of the NIS and thereby promote integrity and good governance in their respective Ministry/Division and institutions. One of the members of Ethics Committee is appointed as Integrity Focal Point to coordinate the NIS-related matters in his or her organization. As Standard Operational Procedures (SOPs) of Ethics Committee, formulated by Cabinet Division in January 2015, indicates an implementation cycle of NIS is expected to be established consisting of the steps such as: adequate planning, proper implementation of the plan, regular monitoring of the progress, effective countermeasures to the issues identified by monitoring and revision of the plan.

#### **Figure 4: Monitoring Framework for NIS**



Source: Cabinet Division, Bangladesh

This monitoring framework explains how monitoring of NIS work plan should be conducted effectively by Ethics Committee. This guides the Integrity Focal Point in undertaking necessary initiatives for effective monitoring of the NIS work-plan as well as their recording and reporting. Implementation of the NIS work-plan has been included as a mandatory activity for the Ministries/Divisions in Annual Performance Agreement (APA). Monitoring of the progress of the NIS work plans is, therefore, critical for the Ministries/Divisions to achieve their APA target. Monitoring is a continuous process. NIS monitoring by using this framework may be conducted in every three month. For example: the NIS work plan of year June 2016 – June 2017, monitoring would be conducted in September 2016, December 2016, March 2017 and June 2017. Integrity Focal Point officer fills out the monitoring sheet designed by Cabinet Division. Then, he or she submits the monitoring sheet to Ethics Committee. At present every ministry is following NIS practice and sending quarterly implementation report to the Cabinet Division. This practice helps in implementing Citizen Charter by creating a sense of integrity, honesty and responsibility among the government employees.

### **3.19.12 Training on Citizen Charter Concept**



Interestingly Citizen Charter concept is included in the Annual Training Manual for the public servants in 2016 by Career Planning and Training (CPT) Wing of Ministry of Public Administration. The government employees of different ministries are getting training now on Citizen Charter concept which is helpful to shape their attitudes and acquire new knowledge. This reflects the positive intention of the government for capacity development of the government service providers to ensure better service delivery and to prepare them face increasing challenges in respective workplace. According to the Public Administration Training Policy (PATP) 2003, it is mandatory for all the government officials to undertake at least sixty hours training in a year to refresh and update knowledge and skills. This is praiseworthy that CPT Wing of Ministry of Public Administration has prepared a manual that would offer specific guidelines on Citizen Charter for government officers and public sector training institutions.

### **3.19.13 Comparison between Previous and Present Practices**

Presently the government offices as well as the District Administration are following Second Generation Citizen Charter (SGCC). The study of Citizen Charter practice in Bangladesh from 2007 to 2017 shows that ten years experience has improved the Citizen Charter of District Administration in terms of disclosure of information and participation of the stakeholders. The present Citizen Charter of Narsingdi DC Office shows some basic differences with its First Generation Citizen Charter (FGCC). In First Generation Citizen Charter Top-down approach is used with a theory that “same size fits all”. Citizens’ participation is ignored in the formulation process which leads to make that an unsuccessful attempt. All the service related information is not shown in that Charter. Only some list of services and processes are covered in the first attempt of formulating Citizen Charter that failed to meet the citizens’ expectation. The main points of difference are shown in the table-4.

**Table 4: Comparison between FGCC and SGCC**

Aspects	First Generation CC (2007)	Second Generation CC (2017)
---------	----------------------------	-----------------------------

Names of service	Only names of services are shown.	Names of services, cost, time and contact information are given.
Process	Process is not described well.	Process of getting service is described well.
Grievance Redress	No complaint system is kept.	Provision of grievance redress is there. In case of failure to get a service complain can be done.
Publication	Displayed in office premise.	Published in website and displayed in office premise.
Training	No training is given to implement the CC.	Training of officials and staffs by central Government is arranged.
Monitoring authority	Cabinet Division has given instruction to formulate CC. But there is no monitoring to oversee the implementation and compliance to the commitments.	Cabinet Division and Governance Innovation Unit (GIU) of Prime Minister's Office are monitoring the development of implementation.
Standard	There was no standard model to follow in formulation process.	Standard format is suggested by the central government.
Participation	Only government officials were involved in formulation process.	Participation of all stakeholders is ensured.
Design	Only descriptive.	Informative in real terms.
Transparency	Lack of sufficient information and transparency.	Ensure transparency of service delivery by revealing service commitments.
Accountability	It did not make Government employee accountable.	As all necessary information of service delivery is described, government staffs are more accountable now.
Choice of option	Choice of options is absent.	Many options have been created to receive service.
Value for money	Poor service delivery to ensure value for money.	Ensures more and better service at low cost. So value for money is ensured for the citizens.

Source: Compiled by the researcher.

After the practical analysis, it can be claimed that Second Generation Citizen Charter is an attempt to cover the weakness of the first Charter. It provides more scope to the service users and service providers to come closer to each other's. It is accepted as a continuous process to ensure better service delivery to the public by the government employees. According to Citizen Charter Manual of Establishment Ministry, 2010 there is no magical element to make a standard Citizen Charter or it may not eradicate the weak points of service delivery over night, but it can be used effectively with specific service standard and participation of citizens from all the spheres of society. The present Charter

is more effective to ensure better service delivery, transparency of information, value for money and grievance redress.

### **3.19.14 Central Monitoring Unit**

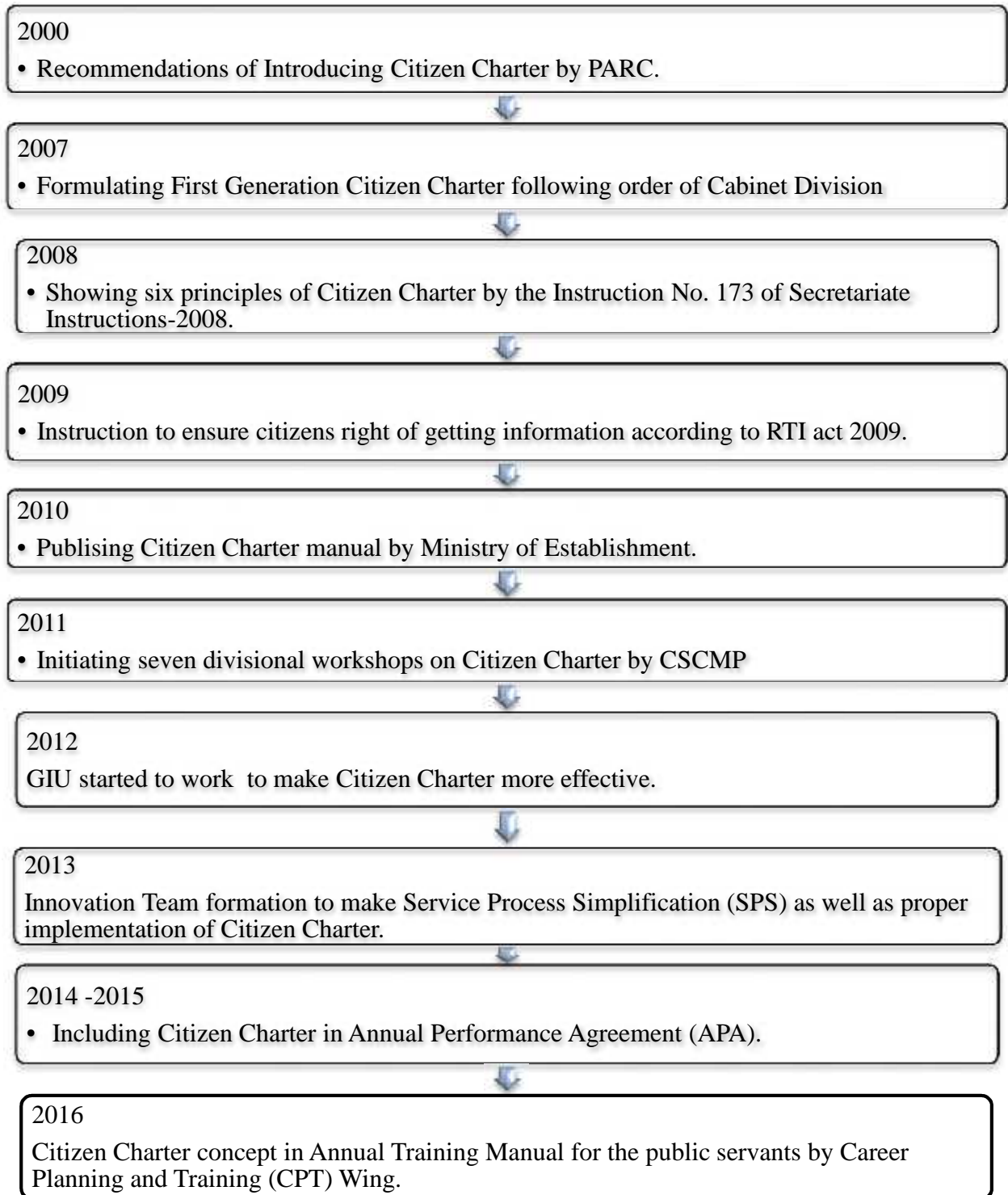
After sixteen years of UK initiative, Bangladesh adopted the idea of Citizen Charter and got the benefits of starting late. From the world experience, Bangladesh got some standards of best practice, weakness of implementation and suggestions for improvements. Under Cabinet Division separate unit, branches and sections are formed to improve public service delivery and capacity development of the public sector in 2014. The name of the new unit of Cabinet division is Coordination and Reforms Unit headed by a secretary. Under this unit the following branches and sections are formed:

- ) Good Governance and Grievance Redress Branch
- ) Administrative Development and Coordination Branch
- ) Administrative Reforms and Performance Management Branch
- ) Integrity and Administrative Reforms Section
- ) Good Governance and Grievance Redress Section

The sections under Coordination and Reforms unit of Cabinet Division deal with the administrative reforms like Citizen Charter practice and Grievance Redress Management of ministries, divisional commissioner's offices and District Administration Offices. In 2014 an official delegation of Coordination and Reforms Unit of Cabinet Division visited India to see Citizen Charter practice and Grievance Redress System (GRS). Again in 2016 the delegation including official from field level or District Administration visited South Korea to get the practical idea of Citizen Charter implementation. From the experience of India and South Korea visit, Cabinet Division has given instructions to divisional and district level administration to follow GRS. According to Cabinet Division in 2017, the status of GRS implementation is satisfactory in the sense that all the Divisional Commissioner's Office and DC Offices have made an official as GRS Focal

Point in their office to deal with the complaint of public. Before 2014, there is no such practice to redress the grievance of service users in case of failure to provide desired service in time. Not only the field administration, but also the all ministries are now practicing the GRS as per the instructions of Cabinet Division. This has increased the accountability and transparency of people working in the public sector.

**Figure 5: Citizen Charter Journey in Public Sector of Bangladesh**



Source: Compiled by the researcher (2017)

### 3.20 Conclusion

History of Citizen Charter in different countries indicates a significant change in the approach of the public sector in relation to the citizens. The growth and integration of the Citizen Charter into the strategic management of the public agency is limited but positive signs are emerging. To institutionalize agency responsiveness and accountability, Citizen Charter must be located in the heart of agency management. To achieve this, organizational and legal strategies must be aligned to create fundamental and collective shifts in administrative mindset to value and serve the customers. For the development of information technology, quality certifications, public-private partnerships and privatization, the constituent elements of the Citizen Charter have undergone revisions and changes. E-government services especially those with online payment system, have dramatically altered processing time associated with over the counter services.

Citizen Charter practice has created a scope to develop quality of public service which is essential to ensure good governance. It attempts to reduce corruption, increase output by putting less inputs, disclose information for public use and ensure accountability. In South Asia, people are less concerned about the proper implementation of Citizen Charter. In Bangladesh it has been implemented with greater expectation. But participation of all and awareness of people is important to get the benefits of Citizen Charter. As per Mr Arif H. Khan (who is the program manager of a Bangladeshi non-government organization 'Manusher Jonno Foundation') making Citizen Charter initiative successful in Bangladesh is really a hard nut to crack. The bureaucracy in Bangladesh, with its colonial legacy, is often considered to be a closed system. It tends to resist change and rejects innovations. Despite that, the government's proactive initiative to introduce Citizen Charter is an expression of its commitment to improve public service delivery (Khan, 2008).

## **Chapter Four**

### **District Administration in Narsingdi**

#### **4.1 Introduction**

District Administration in Narsingdi plays an important role to provide public service delivery to the people. By the term ‘District Administration’, Office of the Deputy Commissioner, Narsingdi is discussed in the study. Generally it is known as DC Office to the people. It is a government office in District level where every day 150 to 200 visitors come to take services or for other reasons. DC Office, Narsingdi is located in DC Road. It is a multi storied building established in 1988. The District Judge Court of Narsingdi is very closer to DC Office, Narsingdi. There are some other government offices, bank and mosque in the same premise.

#### **4.2 General Information**

From Mahkuma (small administrative unit) Narsingdi becomes district in 1984 with six upazillas (administrative units in local government). There are seventy one union parishods (small units in local government) in Narsingdi. This district is surrounded by four other districts: Brahmanbaria, Gazipur, Kishorganj and Narayanganj. Narsingdi district is renowned for its glorious history and heritage. It is only 57 kilometer from the capital city Dhaka. It has railway communications with Dhaka and other districts. It is 55 kilometer away from Dhaka by railway. The map of Bangladesh shows the location of Narsingdi district in central Bangladesh. It is a district under Dhaka Division. The district is famous for its agricultural productions and textile industry. Many famous personalities have born here. Among them poet Shamsur Rahman, Dr Alauddin Al Azad, Girish Chandra Sen (translator of Holy Quran) are mentionable.

**Table 5: Narsingdi District at a Glance**

<b>Sl No</b>	<b>Subject</b>	<b>Description</b>
1.	Area	3,360.69 square kilometer
2.	Population	22,24,944 (as per government survey in 2011)
3.	Density	1658 per square kilometer
4.	Upazilla	6
5.	Pourashava	6
6.	Union	71
7.	Village	1095
8.	Mouza	624 (as per RS)
9.	Hat bajar	104
10.	Total land	2,75,333 acre
11.	Voter number	13,47,023 (up to 2014) 6,65,790 (Male) 6,81,233 (Female)
12.	Vote Centre	381
13.	Member of the Parliament	5
14.	Primary school	746
15.	Higher Secondary School	136
16.	Secondary School	39
17.	Primary Training Institute	1
18.	Vocational School	16
19.	College	36
20.	Rate of education	45%
21.	Birth Rate	1.27%
22.	Death Rate	0.38%
23.	Hospitals	7
24.	Road	2425 kilometer
25.	Railway	57 kilometer
26.	NGO	30

Source: DC Office, Narsingdi (2016)





### 4.3 Different Sections of DC Office

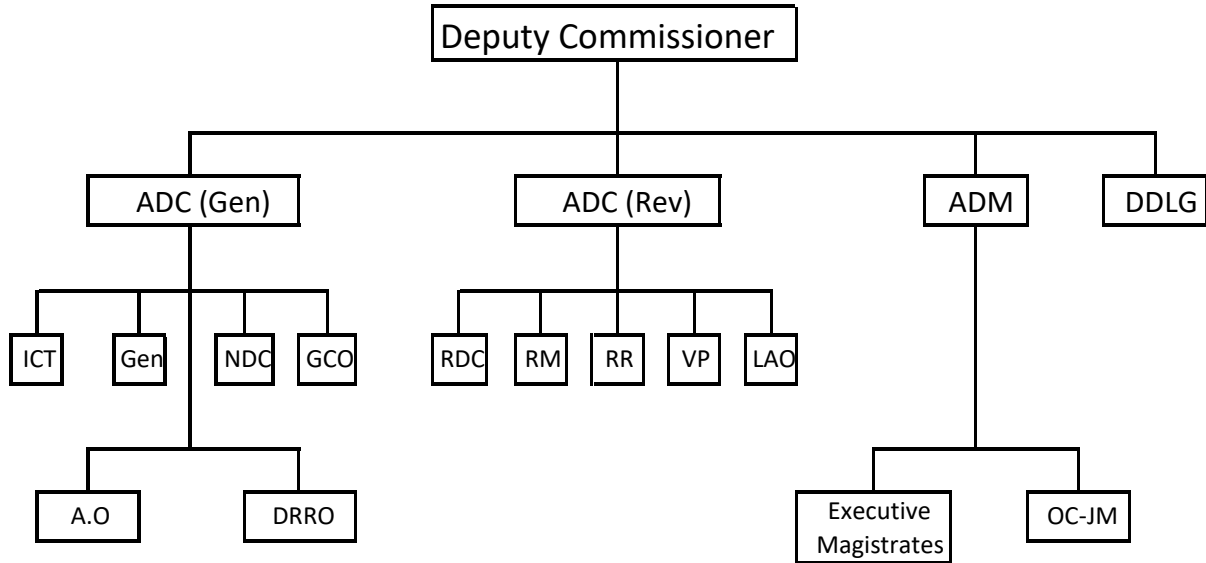
District administration in Narsingdi performs its functions through the leadership of the Deputy Commissioner (DC). Under the Deputy Commissioner there are other government officers and staffs. There are seventeen different sections to perform daily activities in Narsingdi Deputy Commissioner's Office. These are as follows:

1. General Section
2. Nezarat Section
3. Treasury Section
4. Establishment and Library Section
5. General Certificate Section
6. Local Government Section

7. Relief and Rehabilitation Section
8. Education Section
9. Information and Communication (ICT) Section
10. Expatriate Welfare Section
11. Revenue Section
12. Land Acquisition Section
13. Record Room Section
14. Revenue Munshikhana (RM)
15. Judicial Munshikhana (JM)
16. Vested Property (VP) Section
17. Confidential Section

Stakeholders are different in each section of District Administration (Annexure-1). But the stakeholders' comments or advises are not taken into consideration for making the First Generation Citizen Charter of District Administration in 2007. So this was a shortcoming in case of First Generation Citizen Charter. Then in 2014 Citizen Charter of District administration in Narsingdi is redesigned according to the guidelines of Governance Innovation Unit (GIU) of Prime Minister's Office. On 23 March, 2014 District E Service Centre is established in Narsingdi which has created a way for providing better service to the public according to Citizen Charter. On 26 June, 2014 District Web Portal of Narsingdi has been launched with other districts of Bangladesh. In that website, Citizen Charter of District Administration in Narsingdi is published for the public. This website also provides scope for e service application to District Administration as well as central e service system of Government. Thirty three government offices are listed there for online application to get general services. Beside service of these listed offices, people can easily apply for getting passport, police clearance, National Identity Card, Birth Registration Certificate, tax payment certificate, visa check and other services by using website of District Administration.

**Figure 6: Organogram of DC Office**



Source: Cabinet Division Order on 28.12.1983

#### 4.4 Description of Organogram

As per the Organogram, Deputy Commissioner (DC) is the Chief Operating Officer in a District Administration. Central government appoints him through Ministry of Public Administration. He or she comes as a dynamic and competent officer from Bangladesh Civil Service (BCS) Administration Cadre. Role of a DC is very challenging in district level as he or she represents central government in field level and implement the policy decisions of the government. GIU identifies 208 responsibilities or activities of DC in Bangladesh context. As Narsingdi is a 'B' category district, it has three posts of Additional Deputy Commissioner (ADC). They are ADC (General), ADC (Revenue) and ADM (Additional District Magistrate). There is another senior official's post of DDLG (Deputy Director of Local Government). It is upgraded post for Deputy Secretary level officer. Under ADC and ADM, assistant commissioners (BCS Administration

Cadre officers) work in the DC Office for running different sections. Executive Magistrates work under the supervision of ADM. There are two non-cadre posts of DRRO (District Relief and Rehabilitation Officer) and AO (Administrative Officer).

#### 4.5 Category II District

Narsingdi is Category II district according to Cabinet Division Order of 1983. Because the district having 5 (five) to 7 (seven) upazillas or administrative units is called Category II district and Narsingdi has six upazillas. According to Cabinet Division Order, the human resource allocation for DC Office, Narsingdi and the existing manpower are shown in following table:

**Table 6: Human Resource Information**

Description of Posts	Number of Allocated Post	Total Number of existing Post	Number of Females
BCS Cadre Officer	20	18	5
Non Cadre Class-1 Officer	1	1	0
Class - 2 Officer	3	2	0
Class - 3 Staff	63	50	10
Class - 4 Staff	40	53	5
Total	127	125	20

Source: Establishment Section, DC Office Narsingdi (as on May, 2017)

From the data presented in Table - 6 we find that most of the posts of DC Office Narsingdi are filled up. It means there is no shortage of human resource to serve the people. But the number of female employee is very few. In class four staffs of total 53, we find only 5 females. In the Organogram of Cabinet Division, Expatriate Welfare Section is not included. It is a new section started just before few years back. Staffs of General Section work for the Expatriate Welfare Section in DC Office, Narsingdi. Another finding is that staffs of RM Section works also for VP Section in Narsingdi. There is a post of Programmer to solve the IT related problems of DC Office. But as the

post of Programmer is vacant now, Assistant Programmer of Narsingdi Sadar Upazilla is working in DC Office, Narsingdi by deputation order. Ministry of ICT recruits Programmer and Assistant Programmer for working in DC Office and UNO Office. The government is planning to recruit a computer operator to assist the Programmer in DC Office. This addition will help in future to provide computer based service efficiently.

#### **4.6 Importance of District Administration**

District Administration is the core institution of the government in a district. On behalf of central government District Administration works for the welfare of general public in district level. It is responsible to implement government decision in field level and to provide necessary information to the central government for taking policy decision. DC Office does not work for earning profit like private enterprise. So it should be more responsive to the need of common people. Citizen Charter initiative helps in making services of DC Offices more timely and need based.

Some steps of DC Office Narsingdi are commendable to implement Citizen Charter after 2007. A complain box is kept in the DC Office for the public to drop written complain inside it. There are 44 rooms in DC Office Narsingdi. Among them one room is used as E Service Centre. The application of any service and letters are received here. Service delivery of Record Room is also done from this room. It is established in 2014 to provide One Stop Service to the public. It works like Front Desk Service or Reception of a Corporate Office or Private Enterprise. Another praiseworthy initiative is the weekly public hearing of the Deputy Commissioner, Narsingdi on every Wednesday. Any citizen can personally meet DC Narsingdi on Wednesday morning for any issue or discussion. On Wednesday DC Narsingdi generally remains in office to meet the people and does not involve himself in any meeting or outside visit. There is a focal point officer for Citizen Charter and Grievance Redress management.

GIU has made a list of 208 responsibilities or charter of duties of Deputy Commissioner (Annexure 2). It indicates the dynamic nature of the post of Deputy Commissioner. Every

day he or she needs to pass a very busy schedule. General people have lot of expectation from him or her. So playing the role of DC is very challenging in present socio economic context of the country. DC has three caps on his or her head. One as Deputy Commissioner, one as District Magistrate and the other as Land Revenue Collector on behalf of central government. Citizen Charter is proved as an effective tool for performing the duties of DC. It is a commitment of service standards by DC Office. It builds trust between service providers and the public who are the source of all power. It is not only a mere declaration of a service provider but it is an agreement of trust between DC Office and its stakeholders.

#### **4.7 Coordination with Other Departments**

Deputy Commissioner (DC) coordinates with all departments or offices in district level to ensure successful implementation of government policy. In every month DC Office arranges a coordination meeting for all departments (shown in Table-6) to collect the information or progress report from all departments. Then DC communicates the information to the central government with or without recommendations and suggestion. In district level, DC maintains horizontal type communications with the heads of other government departments like Civil Surgeon, Superintendent of Police (SP), Executive Engineer of PWD, Deputy Director (DD) of Family Planning Departments and others. DC follows vertical communications with the subordinate offices in district levels such as UNO Office, Office of Assistant Commissioner (AC) Land, Office of District Cultural Officer and so on.

DC can visit the development project of government and non government agencies under his or her jurisdiction. As District Magistrate he or she is responsible to keep law and order in control. Executive Magistrates perform their day to day activity for public interest by the order and instruction of District Magistrate. As Collector, DC plays vital role to look after government land and collect land development tax from all land owners.

In Table - 7 the representative list of different offices in District level is shown. DC is responsible to keep coordination with those various departments.

**Table 7: Names of Departments in District Level**

<b>Serial No</b>	<b>Name of the offices</b>
01	Zila Porishad, Narsingdi
02	Office of the Superintendent of Police
03	Office of the Civil Surgeon
04	Narsingdi Pourashava
05	Upzila Porishad, Narsingdi Sadar
06	Upzila Porishad, Shibpur
07	Upzila Porishad, Raipura
08	Upzila Porishad, Belabo
09	Upzila Porishad, Monohordi
10	Upzila Porishad, Palash
11	Office of Upazila Nirbahi Officer (UNO), Narsingdi Sadar
12	Office of Upazila Nirbahi Officer (UNO), Shibpur
13	Office of Upazila Nirbahi Officer (UNO), Raipura
14	Office of Upazila Nirbahi Officer (UNO), Belabo
15	Office of Upazila Nirbahi Officer (UNO), Monohordi
16	Office of Upazila Nirbahi Officer (UNO), Palash
17	Raipura Pourashava
18	Madhabdi Pourashava
19	Monohordi Pourashava
20	Ghorashal Pourashava
21	Shibpur Pourashava
22	District Agriculture Extension office
23	Jubo Unnoyan Audhidoptor (Department of Youth development)
24	District Social Welfare Office
25	National Security Intelligence (NSI)
26	Bangladesh Rural Development Board
27	Islamic Foundation Office
28	Family Planning Department
29	Polli Daridro Bimochon Foundation
30	District Freedom Fighters' Office
31	Local Government Engineering Division
32	Public Works Division (PWD)
33	Office of Power Division
34	Office of District Public Health Engineer
35	Roads and Highways Division
36	Bangladesh Agriculture Development Corporation (BADC)
37	Passport Office in Narsingdi
38	Bangladesh Road Transport Authority, Narsingdi

39	Directorate of National Consumers' Right Protection
40	District Manpower Office
41	Office of District Informal Education Bureau
42	Department of National Saving
43	Bangladesh Telecommunication Limited
44	District Marketing Office
45	Health Engineering Department
46	District Office of Woman Affairs
47	District Education Office
48	District Primary Education office
49	Chamber of Commerce and Industry
50	District Fishery office
51	Bangladesh Small & Cottage Industries Corporation (BSCIC)
52	District Election Office
53	District Office of Titas Gas Transmission and Distribution Company
54	District Office of Directorate of Jute
55	Office of Jail Super, Narsingdi
56	Regional Co-Operative Training Institute
57	District Child Affairs Related Office
58	District Relief and Rehabilitation Office
59	District Environment Office
60	Office for Disable Service and Help Center
61	Office of District Cultural officer
62	District Information Office
63	District Income Tax Office
64	District Custom Office
65	District Co-Operative Office
66	Office of Deputy Chief Inspector of Mill-factory and Organization
67	Office of District Food Controller
68	Office of District Public Library
69	Office of District sports officer
70	Office of Hindu Religious Welfare Trust
71	District Statistics Office
72	District Ansar and VDP (Village Defense Party)
73	District Forest Division
74	District Livestock Office
75	Fire Service Office
76	District Survey & Settlement Office
77	Bangladesh Jute Mills Limited
78	Narsingdi Polytechnic Institute
79	Narsingdi technical Education Center
80	Bangladesh Railway
81	Office of Drug Superintendent
82	Office of District Registrar
83	District Office of Narcotics Control
84	Bangladesh Shongbad Shangstha (BSS)
85	Press Club, Narsingdi
86	District Sports Organization



87	Bangladesh Betar (Radio)
88	Bangladesh Television

#### 4.8 Online Disclosure of Citizen Charter in Bangladesh

The study of all the official websites of District Administrations in Bangladesh depicts that most of them have published their Citizen Charter as per government instruction. Table-8 expressed online disclosure status of Citizen Charter by all District Administrations of Bangladesh. The website addresses of the District Administrations are given in the table also. Some observations are noted in the context of studying sixty four districts' websites which have been reviewed for their Citizen Charter content. The study shows Citizen Charter information is missing only in two districts' website (Rajbari and Gaibandha). Mission, vision statement and objectives of district administration are found in some websites of District Administrations (Pabna, Dinajpur and Netrokona). Some websites of District Administrations or DC Offices have problems also when they use wrong format of presenting Citizen Charter information to the public. Some of them can't be read or easily understandable for using small fonts. On the other hand most of them are written in Bengali only. English version is absent in most of the cases. Information is not updated in some districts' websites. For example the government officer or service provider's name and contact number are not updated even after his or her transfer from that desk. One district's website offers Citizen Charter Opinion Survey which is commendable (website of Chapainawabganj). The websites of DC Offices keep scope to lodge complaint by the public also (example of Grievance Redress System).

**Table: 8 Citizen Charters in the Website of District Administrations**

Disclosure of Citizen Charter in District Administration Website			
Division	District	Whether Citizen Charter appears in website?	Website address
Dhaka	1. Dhaka	Yes.	<a href="http://www.dhaka.gov.bd/">http://www.dhaka.gov.bd/</a>
	2. Faridpur	Yes.	<a href="http://www.faridpur.gov.bd/">http://www.faridpur.gov.bd/</a>
	3. Gazipur	Yes	<a href="http://www.gazipur.gov.bd/">http://www.gazipur.gov.bd/</a>
	4. Gopalganj	Yes.	<a href="http://www.gopalganj.gov.bd/">http://www.gopalganj.gov.bd/</a>
	5. Madaripur	Yes.	<a href="http://www.madaripur.gov.bd/">http://www.madaripur.gov.bd/</a>
	6. Manikganj	Yes.	<a href="http://www.manikganj.gov.bd/">http://www.manikganj.gov.bd/</a>
	7. Munshiganj	Yes. But not according to	<a href="http://www.munshiganj.gov.bd/">http://www.munshiganj.gov.bd/</a>

		government's format.	
	8. Narayanganj	Yes.	<a href="http://www.narayanganj.gov.bd/">http://www.narayanganj.gov.bd/</a>
	9.Narsingdi	Yes.	<a href="http://www.narsingdi.gov.bd/">http://www.narsingdi.gov.bd/</a>
	10.Rajbari	No	<a href="http://www.rajbari.gov.bd/">http://www.rajbari.gov.bd/</a>
	11.Shariatpur	Yes	<a href="http://www.shariatpur.gov.bd/">http://www.shariatpur.gov.bd/</a>
	12. Kishoreganj	Yes	<a href="http://www.kishoreganj.gov.bd/">http://www.kishoreganj.gov.bd/</a>
	13.Tangail	Yes	<a href="http://www.tangail.gov.bd/">http://www.tangail.gov.bd/</a>
Chittagong	14.Chittagong	Yes	<a href="http://www.chittagong.gov.bd/">http://www.chittagong.gov.bd/</a>
	15.Chandpur	Yes	<a href="http://www.chandpur.gov.bd/">http://www.chandpur.gov.bd/</a>
	16.Rangamati	Yes	<a href="http://www.rangamati.gov.bd/">http://www.rangamati.gov.bd/</a>
	17.Bandarban	Yes	<a href="http://www.bandarban.gov.bd/">http://www.bandarban.gov.bd/</a>
	18.Khagrachari	Yes	<a href="http://www.khagrachhari.gov.bd/">http://www.khagrachhari.gov.bd/</a>
	19.Feni	Yes	<a href="http://www.feni.gov.bd/">http://www.feni.gov.bd/</a>
	20.Comilla	Yes	<a href="http://www.comilla.gov.bd/">http://www.comilla.gov.bd/</a>
	21. Noakhali	Yes	<a href="http://www.noakhali.gov.bd/">http://www.noakhali.gov.bd/</a>
	22.Lakshmipur	Yes	<a href="http://www.lakshmipur.gov.bd/">http://www.lakshmipur.gov.bd/</a>
	23.Brahmanbaria	Yes	<a href="http://brahmanbaria.gov.bd/">http://brahmanbaria.gov.bd/</a>
	24. Cox's Bazar	Yes	<a href="http://www.coxsbazar.gov.bd/">http://www.coxsbazar.gov.bd/</a>
Rajshahi	25. Rajshahi	Yes	<a href="http://www.rajshahi.gov.bd/">http://www.rajshahi.gov.bd/</a>
	26.Naogaon	Yes	<a href="http://www.naogaon.gov.bd/">http://www.naogaon.gov.bd/</a>
	27. Chapainawabganj	Yes	<a href="http://www.chapainawabganj.gov.bd/">http://www.chapainawabganj.gov.bd/</a>
	28.Sirajganj	Yes	<a href="http://www.sirajganj.gov.bd/">http://www.sirajganj.gov.bd/</a>
	29.Bogra	Yes	<a href="http://bogra.gov.bd/">http://bogra.gov.bd/</a>
	30. Natore	Yes	<a href="http://www.natore.gov.bd/">http://www.natore.gov.bd/</a>
	31. Pabna	Yes. Mission, vision and strategic objectives are given also.	<a href="http://www.pabna.gov.bd/">http://www.pabna.gov.bd/</a>
	32.Joypurhat	Yes	<a href="http://www.joypurhat.gov.bd/">http://www.joypurhat.gov.bd/</a>
Rangpur	33. Rangpur	Yes	<a href="http://www.rangpur.gov.bd/">http://www.rangpur.gov.bd/</a>
	34. Gaibandha	No	<a href="http://www.gaibandha.gov.bd/">http://www.gaibandha.gov.bd/</a>
	35. Kurigram	Yes	<a href="http://www.kurigram.gov.bd/">http://www.kurigram.gov.bd/</a>
	36. Nilphamari	Yes	<a href="http://www.nilphamari.gov.bd/">http://www.nilphamari.gov.bd/</a>
	37. Dinajpur	Yes. Vision and objectives are given.	<a href="http://www.dinajpur.gov.bd/">http://www.dinajpur.gov.bd/</a>
	38. Panchagarh	Yes	<a href="http://www.panchagarh.gov.bd/">http://www.panchagarh.gov.bd/</a>
	39. Lalmonirhat	Yes	<a href="http://www.lalmonirhat.gov.bd/">http://www.lalmonirhat.gov.bd/</a>
	40. Thakurgaon	Yes	<a href="http://www.thakurgaon.gov.bd/">http://www.thakurgaon.gov.bd/</a>
Mymensing	41. Mymensing	Yes	
	42. Jamalpur	Yes	<a href="http://www.jamalpur.gov.bd/">http://www.jamalpur.gov.bd/</a>
	43. Sherpur	Yes	<a href="http://www.sherpur.gov.bd/">http://www.sherpur.gov.bd/</a>
	44. Netrokona	Yes. Mission and vision are given.	<a href="http://www.netrokona.gov.bd/">http://www.netrokona.gov.bd/</a>
Sylhet	45. Sylhet	Yes	<a href="http://www.sylhet.gov.bd/">http://www.sylhet.gov.bd/</a>
	46. Habiganj	Yes	<a href="http://www.habiganj.gov.bd/">http://www.habiganj.gov.bd/</a>
	47. Moulvibazar	Yes	<a href="http://www.moulvibazar.gov.bd/">http://www.moulvibazar.gov.bd/</a>
	48. Sunamganj	Yes	<a href="http://www.sunamganj.gov.bd/">http://www.sunamganj.gov.bd/</a>
Khulna	49. Khulna	Yes	<a href="http://www.khulna.gov.bd/">http://www.khulna.gov.bd/</a>
	50. Bagerhat	Yes. But not according to	<a href="http://www.bagerhat.gov.bd/">http://www.bagerhat.gov.bd/</a>

		government's format.	
	51. Chuadanga	Yes	<a href="http://www.chuadanga.gov.bd/">http://www.chuadanga.gov.bd/</a>
	52. Jashore	Yes	
	53. Jhenaidah	Yes	<a href="http://www.jhenaidah.gov.bd/">http://www.jhenaidah.gov.bd/</a>
	54. Kushtia	Yes. But it's incomplete.	<a href="http://www.kushtia.gov.bd/">http://www.kushtia.gov.bd/</a>
	55. Meherpur	Yes	<a href="http://www.meherpur.gov.bd/">http://www.meherpur.gov.bd/</a>
	56. Narail	Yes	<a href="http://www.narail.gov.bd/">http://www.narail.gov.bd/</a>
	57. Magura	Yes	<a href="http://www.magura.gov.bd/">http://www.magura.gov.bd/</a>
	58. Satkhira	Yes	<a href="http://www.satkhira.gov.bd/">http://www.satkhira.gov.bd/</a>
Barisal	59. Barisal	Yes	<a href="http://www.barisal.gov.bd/">http://www.barisal.gov.bd/</a>
	60. Barguna	Yes	<a href="http://barguna.gov.bd/">http://barguna.gov.bd/</a>
	61. Bhola	Yes	<a href="http://bhola.gov.bd/">http://bhola.gov.bd/</a>
	62. Jhalakathi	Yes. But can't be read (font problem).	<a href="http://www.jhalakathi.gov.bd/">http://www.jhalakathi.gov.bd/</a>
	63. Patuakhali	Yes	<a href="http://www.patuakhali.gov.bd/">http://www.patuakhali.gov.bd/</a>
	64. Pirojpur	Yes	<a href="http://www.pirojpur.gov.bd/">http://www.pirojpur.gov.bd/</a>

Source: Official websites of all DC Offices in Bangladesh ( June, 2018)

#### 4.9 Conclusion

New Public Management (NPM) Concept of citizenship says that Government must serve citizens as its customers to achieve the customer satisfaction. It suggests public administration associated with democratic citizenship, community and civic society. Citizen Charter as a tool of New Public Management attracts the interest of the government of many countries to bring change in the service delivery by public sectors. Introduction of Citizen Charter in public administration of Bangladesh suggests an administrative reform to bring a positive change in the public service delivery culture of the country. By the introduction of Citizen Charter, general people's access to service related information of a District Administration is increased. Now people can know about the name of place (where to get), process (how to get) and price (what to pay) of desired service from a Citizen Charter. For this availability of information, corruption in district administration has been decreased.

As the price and time limit of a service is described in Citizen Charter, government employees cannot misguide public or charge extra amount from public now. So implementation of Citizen Charter ensures accountability of the government service

providers. Now in every District Administration, people find Citizen Charter is displayed with all necessary information. The innovation of Front Desk service in District Administration has enhanced the service quality of the office. Now people feel good to see government staffs in a Front Desk to help them to find the desired section or department in District Administration. There is also e service centre in District Administration which is also a new addition to the service delivery of District Administration. It provides One Stop Service. It acts like a reception desk of corporate office culture. A person can submit his application of getting a service or a letter to this centre. Staffs of the E Service Centre make a scan copy of the application and send it to the central receiver using modern device. Then the applicant gets a receipt copy or token with a reference number. He also gets a message on his mobile phone instantly. People can do this from his home or abroad by using internet facility.

Beside the display of Citizen Charter signboard in the office premise, District Administration has shown it in the official website. This District Web Portal or website is another new addition to reach public service at the door steps of the citizens. Every District Administration now has a District Web Portal. There Citizen Charter of District Administration is published for all. This ensures transparency of District Administration and decreases the communication gap between public servants and public. District Administration, Narsingdi has published a book also with description of own Citizen Charter as well as Citizen Charter of other government offices in Narsingdi (Citizen Charter, 2009).

In spite of the top-down approach adopted in Bangladesh, Citizen Charter provided an important framework for local level administration and service delivery. Therefore, it is important that the Citizen Charter is effectively implemented to ensure improved service delivery, poverty alleviation and an accountable and transparent public administration (Huque, 2016). It is necessary to review the strategies adopted to introduce and integrate the Citizen Charter to disseminate information and empower citizens. An examination of the current state of implementation of Citizen Charter at the District level will help

ascertain the extent of citizen's access to public services and the level of quality and equity in delivery of public services.

## **Chapter Five**

### **Administrative Impact of Citizen Charter**

#### **5.1 Introduction**

According to the research of Bangladesh Institute of Development Studies (BIDS) economic growth of Bangladesh is stable in last three decades. But without good governance this growth will not sustain for long time. In past time good governance was not so much important as our economy was of small size. But in present time ensuring good governance is very important to increase the economic growth. On 23 April, 2017 BIDS arranged a two days conference named Bangladesh Journey: Accelerating Transformation in Dhaka where experts give their opinion that good governance is essential for our economic development (Prothom Alo, 24 April 2017). To ensure good governance, public sector administration should be more transparent, accountable and corruption free. Citizen Charter implementation contributes to the administrative development in public sector which is evident in District Administration. In last few years, administrative impact of Citizen Charter has brought some positive changes in the service delivery of District Administration which is discussed in this chapter.

For identifying administrative impact of Citizen Charter, questions have been asked to three groups of people. Three close ended questionnaires have been used to collect answers from three groups: service receivers, service providers and officials. Questionnaire-1 (Annexure-3) is used for collecting data from the service receivers i.e. citizens. Questionnaire-2 (Annexure-3) is used for collecting responses from service providers or staffs of DC Office, Narsingdi. Questionnaire-3 (Annexure-3) is used for collecting responses from government officials working in DC Office, Narsingdi. There

are twenty seven questions in Questionnaire-1, twenty four questions in Questionnaire-2 and twenty seven questions in Questionnaire-3. Among three questionnaires, there are some questions to find the presence of indicating factors relevant to administrative impact of Citizen Charter. Responses received for those questions are discussed and analyzed in this chapter. It also aims to fulfill the objectives of the research to find the change in service quality, to analyze the disclosure of service information to the citizens and to suggest recommendations for improving present Citizen Charter of District Administration in Bangladesh.

## **5.2 Transparency is increased**

After implementation of Citizen Charter in District Administration of Bangladesh, transparency in terms of service delivery has been increased gradually as the information about the list and price of services are displayed in Citizen Charter. The disclosure of information has ensured transparency of service delivery for the public. The study shows public is concerned about the service they need from District Administration. Now most of them know where to go and how to apply for getting a service. In Narsingdi, Citizen Charter has provided all necessary information of services available from different sections of District Administration. It is like all in a single charter. The responses taken from the staffs of DC Office, Narsingdi through Questionnaire: 2 prove this fact.

A question is asked to twenty staff or service providers of District Administration Narsingdi that “have you mentioned all information about the available services of your section in the Citizen Charter?” (Question no 4 in Questionnaire-2). Then all of them said “Yes” (shown in Table 9). It means government staffs have mentioned all information about the services of their sections in the Citizen Charter. This flow of information through Citizen Charter is good for the public to know about the available services of DC Office. But the response taken from service receivers or public using Questionnaire - 1 shows some public is not aware about the Citizen Charter disclosure. When a question “do you know about Citizen Charter?” is asked to twenty people, 80% of them replied that they know about Citizen Charter. 20% people said they have heard

about Citizen Charter but they have no idea (Table 10). This indicates maximum people now at least know about Citizen Charter and no one said that he does not know about Citizen Charter.

**Table 9: Information Disclosure by Service Provider**

Answers	Number of Respondents	Percentage
Yes	20	100%
No	0	0
Do not know	0	0

Source: Field survey (March, 2014)

**Table 10: Knowledge of Service Receiver (Public) about Citizen Charter**

Answers	Number of Respondents	Percentage
Heard but have no idea	4	20%
Know and have idea	16	80%
Do not know and have no Idea	0	0

Source: Field survey (March, 2014)

### 5.3 Making Administration Accountable

By question no 10 in questionnaire-2 government staffs have been asked “have you displayed Citizen Charter of your section to the public?” Then all of them replied “yes”. By this display of Citizen Charter, information about the list of service, time of service delivery and complain system is delivered to public. So the service provider cannot delay in providing service to public now. As public can see the Citizen Charter of DC Office when they come to get any service, there is no unknown fact. Government staffs work with the mindset that as Citizen Charter provides scope for complaining, any failure to deliver a genuine service can compel public to register a complaint. So they should provide service in time. In this way Citizen Charter ensures accountability of government service providers.

**Table 11: Display of Citizen Charter by Service Provider**

Answers	Number of Respondents	Percentage
Yes	20	100%
No	0	
It is kept in the file.	0	

Source: Field survey (January, 2014)

In questionnaire-1 (for the service receivers) there is a question: “have you seen any Citizen Charter in DC office?”(Question no 5 in Questionnaire-1). To respond this, eighteen people out of twenty said they have seen the Citizen Charter. But two of them said they have not seen the Citizen Charter. This indicates 90% people or service receivers have seen the information disclosed in Citizen Charter of DC Office, Narsingdi and 10% have not seen that. In table 12 the percentage of observing Citizen Charter is shown. In Table 11 we see 100% staffs said that they have displayed information of available service in their Citizen Charter. But in table12 we can see still 10% of the citizens have not noticed the information disclosed in Citizen Charter of District Administration. So steps should be taken by the authority of DC Office to inform all citizens about Citizen Charter. Also it can display the Citizen Charter in a visible place of DC Office so that no visitors miss to see it. In table 12 the rate of service receivers who have seen and who have not seen the Citizen Charter of DC Office, Narsingdi is exhibited.

**Table 12: Seeing Citizen Charter by Service Receiver**

Answers	Number of Respondents	Percentage
Have seen	18	90%
Have not seen	2	10%

Source: Field survey (March, 2014)

#### **5.4 Reduction of Corruption**

United Nations Convention Against Corruption (UNCAC) shows provisions on corruption prevention. In Article 8 of that Convention we find code of conduct for public officials and in Article 13 we learn about the participation of society to prevent corruption. Bangladesh acceded to UNCAC in February 2007. So we must build a culture



of corruption free public service delivery. Citizen Charter can be a best way to lead us to that goal. As the price of the service of a government organization i.e. DC Office is given in Citizen Charter, demanding extra or more money now from the public is not easy for the government employees. So it can be assumed that Citizen Charter is a good tool to ensure a corruption free service delivery system. Responses of public for question no 16 in Questionnaire 1 are shown in Table 13. The question was “do you think Citizen Charter can eliminate the corruption of DC Office?” Twenty respondents from the public said “yes” to answer the question. This shows all respondents or citizens believe that Citizen Charter can eliminate corruption in DC Office.

**Table 13: Elimination of Corruption**

Answers	Number of Respondents	Percentage
Yes	20	100%
No	0	0
Do not know		

Source: Field survey (March, 2014)

### **5.5 Complain Register System is developed**

In present Citizen Charter of District Administration, the system of complaint register in case of failure or unnecessary delay to get a genuine service is established. This complaint system is a core component of Citizen Charter in Bangladesh (Secretariat Instruction, 2014). In Narsingdi a focal person officer is responsible to compile all the complaints and produce them before the Deputy Commissioner for taking necessary action. There is order from Cabinet Division also to run Grievance Redress System (GRS). This system helps a citizen or public to ask for the compensation or legal action in case of failure to get a service from government office. So people are more empowered now as they have the shelter of GRS. Now people can complain if they do not get desired service in time.

Md Ibrahim Khalil, Assistant Nazir, Nezarat Section of DC Office, Narsingdi said in his interview, “There is a complain box in front of the reception or Front Desk of DC Office Narsingdi. Anybody can write a complaint and drop that inside that box if he does not get desired service in time. So the staffs of DC Office are very alert now and they try to serve in time” (Detail shown in Box-1). This indicates the awareness of staffs of DC Office, Narsingdi about the existence of complain system. This awareness leads them to serve in time. This is happened for the provision of complain system within Citizen Charter.

Questionnaire -3 is used for taking responses from the officials of DC Office, Narsingdi. In Questionnaire -3, there is a question “have you ever received any complain from public regarding any service of DC Office?” Ten officials responded to that question. All of them said that they have received complaints from public and action has been taken to solve the problem. So it can be said that a complain system has been developed after implementing Citizen Charter. In table 14 the responses of officials are shown in percentage term.

**Table 14: Complain about service of District Administration**

<b>Answers</b>	<b>Number of Respondents</b>	<b>Percentage</b>
Yes and the matter is settled or action is taken	10	100%
Yes, but action has not been taken about the complain	0	
No, did not get any complain	0	

Source: Field survey (March, 2014)

## **5.6 Access to Information**

People’s access to information is increased after introducing Citizen Charter in district administration. Every District Administration of Bangladesh has own Citizen Charter now. This research shows that the format of the Charter is common in all District Administration. It is displayed in the office premise and published in the website after introducing district portal in year 2009. So online version of Citizen Charter of every

District Administration is available now. The address of official website of DC Office, Narsingdi is <http://www.narsingdi.gov.bd>. Like other districts, Narsingdi also formulated Citizen Charter for every section of the office. Then every government office or department in Narsingdi introduced own Citizen Charter also. In 2009 a book was published by the District Administration to combine Citizen Charters of all departments. Now the educated people of Digital Bangladesh are very conscious to use Information Technology in their daily life. They know how to get their desired service related information by help the of internet facility. Using smart phone or computer they can know about services of District Administration. This access to information has been empowered them.

### **5.7 Skill Development through Training**

Skilled and competent manpower is one of the pre requisites for successful implementation of new program and policies (Hill, 2003). The conventional definition of management is getting work done through people, but real management is developing people through work. Citizen Charter concept is taken as a new administrative reform program to ensure better service. Government employees need to be well oriented with it. After introducing Citizen Charter, government employees of district administration have given trainings to develop their skill. This creates a positive impact on service delivery. For the capacity development of public servants to discharge their duties efficiently and effectively Ministry of Public Administration (MOPA) published a standard training module. It helped District Administration staffs in achieving skills, shaping attitudes and acquiring new concepts and knowledge to contribute in the accomplishment of organizational and national goals. It is a way to reduce the gap between expected and actual performance level. Training has been treated as a continuous process through which employees can be groomed to respond to the changing needs of organization to serve the citizens. It acts as a motivational factor to increase competence of the staffs and officers of District Administration who are the service providers to the citizens or public in district level.

According to the Public Administration Training Policy (PATP) 2003, it is mandatory for all government officials to undertake at least, sixty hours training in a year to refresh and update knowledge and skills irrespective of their levels. This is commendable that Career Planning & Training (CPT) Wing of Ministry of Public Administration (MOPA) has prepared a Training Manual with specific guidelines for Government Offices and public sector training institutions. In this Manual there is provision of training for the officers, for the third class and for the fourth class employees of District Administration. In the syllabus of training or subjects of training in CPT Manual, Citizen Charter concept is included.

The officers of DC Office, Narsingdi have received both internal and external training about service delivery and Citizen Charter. In last few years the officers got several trainings in Dhaka. After receiving training, officers shared the knowledge gained with the staffs and other officers in internal meeting and training session of DC Office. For this internal training arrangement there is separate budget from the government. The information of trainings in last few years is shown in table-15 below:

**Table 15: Training Information**

<b>Subject of Training</b>	<b>Period</b>	<b>Participants from DC Office, Narsingdi</b>	<b>Venue</b>
Training of E Filing	November 2014	Assistant Commissioners	Divisional Commissioner's Office, Dhaka
Orientation Training of "E-service and Innovation in Public Service"	May 2015	Upazilla Nirbahi Officer (UNO) and Additional Deputy Commissioner (ADC)	Prime Minister's Office, Dhaka
Training on Innovation in Public Service	September 2015	Additional Deputy Commissioner (ADC)	Prime Minister's Office, Dhaka
Training on Citizen Charter	May 2016	Additional Deputy Commissioner (ADC)	Prime Minister's Office, Dhaka
Training of Trainers (TOT) for Implementing E File System	August 2016	Assistant Commissioners	Prime Minister's Office, Dhaka

Source: Establishment Section of DC Office, Narsingdi

In questionnaire 3, there is a question for the officials: “have you got any training on Citizen Charter”? Among ten officials or respondents of questionnaire 3, five officials replied “yes” and five replied “no”. The officials having five to ten years work experience said that they have got training. On the other hand, junior officials who have work experience of less than five years said that they have not got training on Citizen Charter. It means new officials need to be trained on Citizen Charter to serve according to the standard. The percentage of responses of officials is shown in table 16.

**Table 16: Training of officials about Citizen Charter**

<b>Answers</b>	<b>Number of Respondents</b>	<b>Percentage</b>
Yes	5	50%
No	5	50%

Source: Field survey (March, 2014)

Responses have been taken also from the staffs working in different sections of DC Office, Narsingdi to collect information about their training. In questionnaire 2 there is a question: “have you got any training on Citizen Charter”? Twenty staffs have given responses to this question. Among them eighteen replied “yes” while two replied “no”. This indicates that 90% staffs of DC Office have got training on Citizen Charter. But 10% of the respondents said they have not got training. The rate of responses is shown in percentage term in table 17. So it can be suggested that all staffs of DC Office, Narsingdi need to be trained to work effectively and efficiently.

**Table 17: Training of Staffs**

<b>Answers</b>	<b>Number of Respondents</b>	<b>Percentage</b>
Yes	18	90%
No	2	10%

Source: Field survey (March, 2014)

## **5.8 Strong Political Will of Government to Implement**

Political will, public support and citizen awareness are important factors behind implementation of a national policy. Successful implementation of Citizen Charter in District Administration received strong support from present political government to ensure better service for the public. For the government decision to implement Citizen Charter in public sector, District Administration took initiatives to provide quality service to the public following Citizen Charter commitments. Following government decision, District Administration rephrased its First Generation Citizen Charter and displayed the Citizen Charter using new format of GIU. This new format provides more specific and detail information to the public. Without government concern for improving public service, it could not be possible for District Administration to provide better service to the citizen according to spirit of Citizen Charter. Government budget for giving training to officers of DC Office also is an example of political government's will to implement Citizen Charter more effectively. In April, 2016 GIU has given training to officers of District Administration on new format of Citizen Charter. From then District Administrations of Bangladesh start to develop new format of Citizen Charter following guidelines of GIU. On May 2007 Cabinet Division of Bangladesh Government first gave order to introduce Citizen Charter in government offices. In June 2011, Implementing and Monitoring Section of Cabinet Division again gave a letter to all ministries to circular all Citizen Charter in websites. That letter requested also to update Citizen Charter and display in front of all government offices or in visible places. The Chief Information Commissioner of Information Commission of Bangladesh wrote a letter to Cabinet Secretary of Bangladesh on 2 August, 2016 to instruct all government offices to give importance to follow Citizen Charter standard. Then on 14 August, 2016 Cabinet Division sent the copy of letter written by Chief Information Commissioner of Information Commission to all the ministries with a request to provide service according to Citizen Charter Commitments. All these instances provide evidence on the government's will to implement Citizen Charter in public sector.

## **5.9 Improved Performance of Government Staff**

In questionnaire 1, there is a question to collect information about the satisfaction of service receivers of DC Office. By question number 21 (twenty one) people are asked, “Are you satisfied after receiving service of DC Office?”. Twenty respondents replied “yes” to answer the question. It means all the service receivers expressed their satisfaction after getting service from DC Office, Narsingdi. This 100% satisfaction of the citizens or service receivers is shown in table 18.

**Table 18: Satisfaction of Service Receiver**

Answers	Number of Respondents	Percentage
Yes	20	100%
No	0	

Source: Field survey (March, 2014)

The responses taken from the officers of DC Office, Narsingdi for the question no 14 of questionnaire-3 stated that after Citizen Charter implementation service delivery is changed. The question “is there any change in your office work after implementation of Citizen Charter” placed for the officers in questionnaire-3. Ten officers replied to the question. Among them nine chose the option “yes, it is changed. Now services are provided within specific time”. One respondent chose the option “Yes, it is changed. Now services are provided in less time than before”. Thus we find 90% respondents agreed that services have been changed after Citizen Charter implementation. Most of them also agreed that services are available now within specific time. Only one said that services are given in less time. So it can be concluded to say that Citizen Charter is a change maker itself. It has positively changed the culture of service delivery in government office which is evident in DC Office, Narsingdi. In table 19 we see the percentage of responses.

**Table 19: Change in DC Office Work**

Answers	Number of Responds	Percentage
Yes, it is changed. Now services are provided within specific time.	9	90%

Yes, it is changed. Now services are provided in less time than before	1	10%
No. nothing is changed	0	

Source: Field survey (January, 2014)

### 5.10 Scope of Public Opinion for Improving Service

The present system of DC Office should allow anyone to opine regarding the improvement of service delivery. But study through questionnaire-1 shows that most of the general people do not know about it. They think that there is no opportunity to give opinion regarding the improvement of service quality of DC Office, Narsingdi. Question no 20 asks like “Is there any scope to give your opinion regarding the improvement of service quality of DC Office?” From twenty respondents, only four public said that “yes”. Six people replied “no” and ten people said “do not know”. It means 50% respondents do not even know that they can give opinion regarding the service of DC Office. Only 20% people said that they know about the scope of giving opinion to improve the service. The frequency of responses is shown in Table 20. It suggests public awareness should be increased so that they can provide better opinion to DC Office. Then participation of public will be ensured and Citizen Charter practice will be successfully implemented.

**Table 20: Scope of Public Opinion to improve service quality**

Answers	Number of Respondents	Percentage
Yes	4	20%
No	6	30%
Do not know	10	50%

Source: Field survey (March, 2014)

### 5.11 Conclusion

According to George Bernard Shaw “Democracy is a device that ensures we shall be governed on better than we deserve”. In a democratic society citizens deserve better service from the government. From the findings of this chapter it is evident that



administration is trying to provide better service to the citizen. Positive development is found by the impact of Citizen Charter on District Administration in Bangladesh. Reference of DC Office, Narsingdi proves the fact that Citizen Charter implementation has build a citizen friendly environment that offers better service delivery, efficient workforce, responsive service provider, transparency and accountability. All these administrative developments are also can be described as combination of good governance. But still the practice of Citizen Charter by District Administration requires care and efforts to ensure perfection. Because policies and programs can be effectively and responsibly achieved through collective efforts of all (Denhardt and Denhardt, 2007). It should be more consensus oriented and participatory for all stake holders. Public opinion needs to be taken into consideration for future improvements in service delivery.

The administrative impact of Citizen Charter on District Administration is illustrated in Chapter-Five with the reference of influencing factors as determined in Analytical Framework of this research (Figure:3, Chapter-2). The influencing factors are measured by the indicators fixed for this research. The responses found from the questionnaires, personal observation of Citizen Charter display in DC Office premise and information collected from government circulars worked as the indicators for influencing factors. The Administrative variable (dependant variable) depends on the change of influencing factors. When influencing factors are improved, administrative impact is positively improved.

Despite the ongoing developments of Citizen Charter practice in public sector, some limitations and weaknesses can be illustrated. Most of the Districts' Citizen Charters missed to develop any system of systematic review of the public grievances or any system of analyzing the outcome of such a review to improve the service of the organization. None of the Charters reviewed gave any indication regarding the periodicity for a review of the Charter. The commitment to review itself is found rare. Most Charters in existence have been framed several months ago and have not reflected even the contemporary state of the organization, not to mention its commitments to citizens/ clients/ stakeholders in the rapidly changing organizational environment. The

review of Charter content of District Administration in Bangladesh indicates that a substantive review of the Charters is very important. The present Citizen Charter needs to be made more explicit and forthcoming in specifying commitments and offering simple mechanisms or processes to make it more citizen-centric.

**Box-1 : Service Delivery from Nezarat Section of DC Office, Narsingdi**

Nezarat Section is one of the important sections of DC Office. Circuit House management, recruitment, transfer and promotion of fourth class employees, protocol of VIP, arrangement of national program, supplying logistics are the main works in Nezarat Section. Beside these internal works, licenses of brick field, hotel and restaurant are given from Nezarat Section after receiving government fees. For giving license to hotel and restaurant some documents need to be submitted according to Citizen Charter. Those required documents are trade license, registration and VAT certificate, photo of the applicant, health certificate of the staff, rent agreement or land ownership papers, Tax certificate etc. Within 30 (thirty) days of receiving government fee and all supporting papers, license is issued in favour of the owner of hotel or restaurant (applicant).

Before Citizen Charter formulation, it was not possible to provide license to hotel or restaurant within specific time. Because public did not know about the documents that they needed to submit with application. Now public are conscious and they know about Citizen Charter. On the other hand Citizen Charter is displayed outside of DC Office. The time of service delivery is written there which creates an obligation for us to abide by the commitments. So we cannot delay to provide service to people now. There is a complain box in front of the reception or Front Desk of DC Office Narsingdi. Anybody can write a complaint and drop that inside that box if he does not get desired service in time. So the staffs of DC Office are very alert now and they try to serve in time.

Giving license to brick field is another service for the public from Nezarat Section. Now public know well about the terms and conditions of getting license for building a brick field. By Citizen Charter disclosure people know about the papers that need to be submitted for license of brick field. Even people need not to come to DC Office now for collecting information. People can know about us from home if they know internet browsing. People who are living far from district headquarter or who are living in union or village area can know about our service and conditions to apply for that. As a result people can save their time and money. They don't need to visit us for asking about price, delivery time or conditions of a service from Nezarat Section. So it can be said that Citizen Charter has made us accountable to the public.

**Source:**

Personal Interview of Md Ibrahim Khalil

Assistant Nazir, Nezarat Section  
DC Office, Narsingdi  
June, 2015

## **Chapter Six**

### **Economic Impact of Citizen Charter**

#### **6.1 Introduction**

To measure the economic impact of Citizen Charter on District Administration, change in service delivery needs to be considered. The quantity and quality of service provided by District Administration after introducing Citizen Charter is noteworthy to measure the effects in financial terms. The economic impact of Citizen Charter is found from the responses collected through questionnaire and from the service delivery record of DC Office, Narsingdi in last few years. The study reveals that the provisions of Citizen Charter have influenced the quality and quantity of service delivery of DC Office, Narsingdi. In this chapter the change in service delivery is interpreted to explore the economic impact of Citizen Charter.

Once Cabinet Secretary of India Mr. Ajit Seth said, “the quality of systems is a major challenge confronting all governments around the world and that is why most of them are trying to find solutions to re-engineer and re-invent their systems of management in governments” (Performance Matters, March, 2014). Like this Government of Bangladesh took the challenge of introducing concept of Citizen Charter to ensure quality of public service delivery. This step has brought changes in old service delivery system and resulted in some economic benefits mostly for the service receivers of District Administration. Because of Citizen Charter, now people have specific information about service of District Administration. This guides them to purchase service at low cost and in less time. They have options or choices of service in case of getting service delivery

from DC Offices in Bangladesh. Value for money is ensured to some extent by the introduction of Citizen Charter. Flow of information, quality of service and quantity of service are increased after implementing Citizen Charter.

The factors which influence the economic variable of this study are illustrated in this chapter. To measure the factors, some indicators are determined in the analytical framework of the research (shown in table-2, Chapter 2). The indicators are service related data, responses of service receivers, responses of service providers and information of Record Room of DC Office, Narsingdi. The first objective of this research to find the change in service quality of District Administration after implementing Citizen Charter is achieved in Chapter Six. From the collected data of District Administration service delivery, cause and effect of Citizen Charter implementation is found in economic terms.

## **6.2 Service Process Simplification**

Chapter eight of Secretariat Instruction 2014 deals with the service delivery to citizens. It provides guidelines for fulfilling Citizen Charter commitments and improving service delivery system. According to Section 260 of Secretariat Instruction 2014 to facilitate the citizens or service receivers all the service delivery processes or steps need to be made easier. To make service delivery simpler, standard process should be determined. Governance Innovation Unit (GIU) of Prime Minister's Office also suggests to follow Service Process Simplification (SPS). GIU depicts 'simplification' of service delivery in government offices. It says 'Simplification' includes:

- Reduction of steps
- Reduction of time required
- Reduction of visits required
- Reduction of required documents & unnecessary conditions

Standardization of service in Citizen Charter of District Administration should ensure “Service Process Simplification” for giving benefits to public. This chapter analyzes the collected evidences to show the extent of simplification of the service delivery process after introducing Citizen Charter in Narsingdi. In questionnaire 1 a question is asked to twenty respondents or citizens: “did you go to DC Office more than once to get any service from there?” But seventeen of them replied “yes” which means service users need to visit DC Office several times to get desired service. Only three persons said “no” to respond the question. From this it can be said that service process is not made simpler for the public. People have to visit DC Office more than once to get some service which involves cost of money and time. In table 20 the rate of public responses is shown. Table 20 shows 85% people said they have to go DC Office more than once to get service from there. It means according to instruction of SPS by Secretariat Instruction 2014 reduction of time and reduction of visit are not followed in DC Office, Narsingdi. General citizens are not getting services at reduced steps and reduced time there. So authority of DC Office should take care in solving these problems and ensure easy service for the citizens.

**Table 21: Visiting by Public**

<b>Answers</b>	<b>Number of Respondents</b>	<b>Percentage</b>
Yes	17	85%
No	3	15%

Source: Field survey (March, 2014)

### **6.3 Low Cost Service**

Study reveals that after implementing Citizen Charter some changes have taken place in DC Office, Narsingdi. Though in table 20 we find 85% service receivers said that they have to visit DC Office more than once to get service, in Record Room we see different picture. Personal Interview of an office assistant of Record Room depicts the fact that service delivery has been improved there. After Citizen Charter implementation people are getting services of Record Room at low cost and in less time than before. Before few years people needed to come several times to get Record of Right (ROR) or ‘Khatian’ and land sketch map from Record Room of DC Office, Narsingdi. Now people get

delivery of Record of Right (ROR) or 'Khatian' within two to four days. But earlier people have to wait seven to fourteen days to get same service from Record Room (detail shown in Box-1). This indicates time of service providers and service receiver is saved now in case of service delivery of Record Room.

#### **6.4 Choice of Service**

One of the six essential elements of Citizen Charter is choice of service for people (Secretariat Instructions, 2014). Study of Citizen Charter of District Administration shows that there are options for getting a service. Record Room is a busy section of DC Office for dealing public every day. So services of Record Room are examined to explore the real situation of service delivery. From Record Room, it is informed that people can demand for a service from Record Room without personally visiting the service provider or staff working there. Because any application or demand of service, can be sent by using the official website of DC Office now. This saves time and money of the service users. Also it saves time of service providers who receives the application from online. Avoiding personal visit of service users or citizens offers him time saving and money. In other words it provides choice of service or available options of purchasing government service. Also it creates an economic impact. Mr Hitlu Baul, working as an Office Assistant of Record Room in DC Office Narsingdi says about the service receipt of Record Room that "now they can submit any application directly to us or by post or through internet access"(detail shown Box-2). This comment indicates that options or choice of service are available for the citizens who want to seek any service of Record Room in DC Office, Narsingdi.

Twenty seven questions have been asked to twenty service users of DC Office, Narsingdi through Questionnaire 1. The last question of the questionnaire is "are there various options to get any service of DC Office?" Three people answered "yes" and seventeen answered "do not know" for responding the question. It shows most of the people or service users do not have knowledge about the availability of options or choice of service for them. The rate of ignorance of public about the choice of service is shown in

table-22. It suggests existence of a gap between the service providers and service receivers. To ensure economic benefit for all, information about the choice of services needs to be transmitted to all citizens. Otherwise the economic impact of Citizen Charter will remain very little on District Administration.

**Table 22: Public Ignorance about Choice of Service**

<b>Answers</b>	<b>Number of Respondents</b>	<b>Percentage</b>
Yes	3	15%
No	0	0%
Do not know	17	85%

Source: Field survey (March, 2014)

### **6.5 Value for Money**

For getting some service people pay to the Government. So it is the duty of government employees or service providers to ensure value for the public money. Then Government service users can be satisfied. The service delivery should be done in such way that people feel they are receiving more by paying less. Better government is not only about digitization of existing products and processes, but about designing new ways in which to serve the customer and to create public value (Poelmans, 2006). Citizen Charter has created the scope for getting better service delivery at low cost. Because now people can get the information of a service from Citizen Charter and can apply for it by paying fixed amount. They do not need to pay extra amount to submit their application. According to the general statement of staffs of DC Office, Narsingdi scope of corruption is quite decreased after the disclosure of information in Citizen Charter. They as service providers think that people are getting value for money now. The questionnaire response of service receivers in DC Office, Narsingdi supports this fact.

Question No. eight of questionnaire-1 asks twenty people “have you got your expected service from DC Office?” Then nineteen people said “I have got” and one person said

“have not got”. This shows most of the service users admitted that they have got desired service.

**Table 23: Receiving Expected Service**

Answers	Number of Respondents	Percentage
I have got	19	95%
Have not got	1	5%

Source: Field survey (March, 2014)

Responses recorded for question no 25 and 26 in questionnaire-1 are in favour of DC Office. “Have you got expected service from DC office within fixed time?” is used as question no 25 for getting answers of twenty respondents. To answer the question twenty respondents said “yes”. Next question is “have you received quick service from service providing officers and staffs of DC office?” as stated in question no 26. To respond this question twenty people or all said “yes”. So answers of two questions lead us to state that people are getting quick service in specified time. It indicates efficiency and effectiveness of service providers or employees of DC Office. This ensures economic benefits for the service receivers as it saves time by quick service delivery.

## **6.6 Information is Free**

Citizen Charter of DC Office, Narsingdi is displayed beside the Front Desk. It is visible for all the visitors and service users. Study finds that people need not to pay to collect information from Citizen Charter. Disclosure of information through Citizen Charter provides a wider scope to the citizens to know about services of District Administration of Bangladesh. Now from the display board of Citizen Charter people can know about the cost and process of a service. The time requirement for getting a service delivery after application is also given in Citizen Charter. The necessary papers or documents requirement for getting specific service are also written in the Citizen Charter. The responsible person’s contact number and location of his office are also given in Citizen Charter. As we know information is power in today’s world, Citizen Charter empowers citizens by providing them important and necessary information at free of cost.



## 6.7 Quality of Service

The British experience suggests that Citizen Charter has probably beneficial effects on quality of service (Drewry, 2005). This research study finds that the quality of service in DC Office, Narsingdi has been increased after using Citizen Charter idea. There are six essential elements of Citizen Charter according to Secretariat Instruction 2014 and Information Management Rules, 2010. Based on those elements evaluation has been done by the researcher to find the change in service delivery of Record Room. In table 23 six indicators are used to evaluate the present service delivery from Record Room in DC Office, Narsingdi. Then study result of six success indicators shows that quality of service delivery in Record Room is increased after Citizen Charter implementation.

**Table 24: Service Quality Development in Record Room**

<b>Success Indicators</b>	<b>Service Delivery of Record Room</b>
1. Measurable standard	People get the land record (Khatian) within two to four days from Record Room after submitting specific government fee. People do not need to come more than two times to get a service now.
2. Transparency	Citizen Charter of Record Room displays service related information to people. So government employees cannot misguide public or charge extra amount for a service. By the disclosure of information in Citizen Charter, transparency has been increased.
3. Choice of alternative	People can apply to get a service from Record Room by post or using internet facility instead of coming personally to DC Office premise.
4. Courtesy to the service users	Now there is a room in DC Office Narsingdi for receiving application of specific service and giving delivery of service of Record Room. The staffs of Record Room now provide service to the public showing courtesy and expressing thanks.
5. Scope of complaints	The Citizen Charter of Record Room shows where and to whom people can register a complaint if he or she does not get desired service from Record Room in time.
6. Equality and	There is no special facility to any group or people for getting

value for money	Record Room service. Anyone can submit an application to get service of Record Room from Sunday to Wednesday in a week. Before introducing Citizen Charter eight staffs (office assistant) used to write Khatian or land record copy to provide service to the public. Now six people work to give copy of Khatian or land record. But the application has been increased now (daily 600-700 approximately). This means few people are working more than before.
-----------------	--

Source: Record Room, DC Office, Narsingdi (June, 2016)

## 6.8 Supporting Factors

To make the economic impact of Citizen Charter greater, some innovations of government worked as driving force behind. In case of DC Office, Narsingdi government instructions have helped in service delivery improvement as well as in implementation of Citizen Charter. This can be well understood from table - 25.

**Table 25: Innovations to Improve Service Delivery**

Innovations	Effects in service delivery
1. Front Desk service	The innovation of Front Desk in District Administration has enhanced the service quality of the office. Now people feel good to see government staffs in a Front Desk to help him to find the desired section or department in District Administration.
2. E Service Centre	District E Service Centre is established in District Administration Narsingdi with a scope to provide various services from same desk or to ensure "One Stop Service". It acts like a reception desk of corporate office culture. A person can submit his application of getting a service or a letter to this centre. Staffs of the E Service Centre make a scan copy of the application and send it to the central receiver using modern device. Then the applicant gets a receipt copy or token with a reference number instantly in his mobile or cell phone. People can submit his application from his home or abroad by using internet facility.
3. District Web Portal	District Web Portal is another new addition to reach public service at the door steps of the citizens. Every District Administration now has a website that is called District Web Portal. Citizen Charter of District Administration is published there for all to ensure transparency and to decrease the communication gap between public servants and public.
4. Setting up of a Complain Box	A complain Box is kept in front of the Front Desk of DC Office Narsingdi. Anyone can drop a written complaint there. A concerned officer opens it and registers the complaints regularly. Then every

	complaint is addressed as per the instructions of Deputy Commissioner.
5. Public Hearing	There is a fixed day in a week (Wednesday). In that day Deputy Commissioner of Narsingdi does not leave office and he gives personal hearing to all public complaints. Public can give opinion also that day by meeting him.
6. Use of IT	As all the land records are stored digitally in computers of Record Room in DC Office, Narsingdi it becomes easier to find a Land Record in short time. So it becomes easier for the government staffs to serve efficiently.

Source: DC Office, Narsingdi (June, 2016)

### 6.9 Quantity of Service is Increased

Increase of service quantity in less time using less manpower by District Administration than before is another success of Citizen Charter as a tool of NPM (New Public Management). Because NPM gives emphasize on performance, outputs and customer orientation (Larbi, 1999). Record Room data of Narsingdi District (from 2005 to 2011) shows trend of increasing service delivery in last few years. Only in 2009 it is decreased. From 2007 it shows increasing trend. In table - 25 land record delivery data is shown year wise. From data presented in table - 26, it can be said that Citizen Charter implementation, has affected the quantity of service delivery.

**Table 26: Record of Right (ROR) or Khatian Delivery from Record Room**

Year	Application by public	Distribution from Record Room
2007	31326	31255
2008	41206	41141
2009	39434	39361
2010	45814	45729
2011	54816	54714

Source: Record Room in DC Office, Narsingdi (2015)

### 6.10 Conclusion

From the findings in this chapter, it is evident that economic impact of Citizen Charter is present. But the general citizens do not enjoy the economic benefits from Citizen Charter always for several reasons. Firstly people do not know well about the information displayed in Citizen Charter. Only the educated visitors of DC Office and internet users can get the scope of reading Citizen Charter of District Administration. Secondly service process of DC Office is still not simplified enough as per the government direction. 85% of the public or respondents said that they have to visit DC Office more than once to get a desired service. This increases cost of service in terms of time and money involved. From Record Room data, it is evident that quantity and quality of service delivery is improved after Citizen Charter practice. But it may not be true for the service delivery of other sections of DC Office. So considering public opinion, it cannot be concluded that the cost of all services is decreased in DC Office after implementation of Citizen Charter.

In some cases people are found not aware about the choice of service or availability of service (table - 22). 85% Service users stated that they do not know about the various options of service delivery from DC Office. For this lack of knowledge, public cannot choose a better option. Rather public use same option to get a service from DC Office, though it is inconvenient or involves more cost to them. 95% Respondents expressed their satisfaction to receive desired service from DC Office (table - 23). So it is evident that still there is need to ensure value for money for the citizens or service users.

## **Box – 2: Record Room Service**

Source: Personal Interview of Mr. Hitlu Baul, Record Keeper, DC Office, Narsingdi (May, 2016).

Public receives different services from Record Room. Every day we receive 600 to 700 applications for getting Record of Right (ROR) or 'Khatian' from public. Before Citizen Charter introduction in 2007, we used to receive 200 to 300 applications daily for Record of Right. For this reason, we can say demand of service is increased than earlier as now people know much information from Citizen Charter. Now land related service are delivered within four days from the day of submitting an application. Earlier it took seven to fourteen days to deliver Record of Right (Porcha/Khatian). In few years back application was received through the small window of Record Room in Narsingdi DC Office. Then we could not tell the exact time of delivering Record of Right (Porcha/Khatian) to the applicant or public. Applicant was told to come later by the employee or office assistant of Record Room. Thus public or applicant used to come several times to get service from Record Room. Sometimes applicant was told that required ledger book (Registrar of Khatian) is not available or the page of ledger book is damaged or torn.

At present list of Record Room service is displayed with cost and other information in the Citizen Charter and has been displayed on the entering way of our office. According to Citizen Charter Record of Right (Porcha/Khatian) is being delivering in two days in case of urgent application or in four days for general application. Now Record of Right (Porcha/Khatian) can be delivered quickly because most of the ledgers are stored in computer. So we can find land record easily and provide service quickly. As a result quality of our service delivery is improved and we can deliver more services now within less time. Also we provide printed Record of Right (Porcha/Khatian) now, instead of hand written like before. Excepting these, certified copy of case verdict, copy of summary trial (mobile court done by executive magistrate) and verdict files are delivered to public as per their requirement within seven days. Now map of land is delivered within four days after paying government service fee. A separate room has been made for receiving application and delivering Record of Right, land sketch map, verdict copy etc. So public are getting good services now from Record Room than before. Now they can submit any application directly to us or by post or through internet access.

## **Chapter Seven**

### **Impact of Citizen Charter on Human Behaviour**

#### **7.1 Introduction**

There is a possible way of impact analysis of Citizen Charter by measuring the extent to which the various promises embodied in the charter are being fulfilled and the extent to which citizens themselves have noticed or cared about any gaps between promise and implementation (Pollitt, 1994). In this chapter the perception of citizens regarding the service offered according to Citizen Charter is examined. The citizen's feeling of satisfaction in terms of public service and information disclosed by Citizen Charter of District Administration in Narsingdi is also the concern of this chapter. The effects of Citizen Charter on the behavior of both the service receivers (citizens) and the service providers (government employee) are mentioned too to analyze the impact. The influence of Citizen Charter on the mindset of the citizen and government employee is the major discussion here.

In this study three questionnaires have been used to collect data from government employees and public. In three questionnaires, there are some questions to find the presence of indicating factors relevant to human behavioral impact of Citizen Charter. Responses received for those questions are illustrated in this chapter. This chapter also attempts to fulfill the first and third objectives of the research to find the change in service quality after Citizen Charter implementation by District Administration in Bangladesh and suggest recommendations for the improvement of existing practice.

In Analytical Framework of this research three variables are determined to show impact of Citizen Charter on District Administration (Figure : 3, Chapter-2). Human variable is one of them and seven factors are fixed there to determine the human behavioral impact

of Citizen Charter. To measure the influencing factors, responses of service providers and receivers from questionnaires are used in this study.

## **7.2 Awareness of Service Providers and Users**

By questionnaire -3 two questions (“is there Citizen Charter in your office?” and “do you know about Citizen Charter?”) have been asked to 10 (ten) officers. These ten officers have joined in government service in different time. Three of them are most junior who have work experience not more than two years. Three of them have worked more than two but less than five years. Four of them worked for more than five but less than ten years. But all ten officers replied that they have Citizen Charter in their office and they know about Citizen Charter. They also replied same answer while asked about whether they have seen Citizen Charter in other government offices. They agreed that they have seen Citizen Charter in other Government offices other than District Administration. Also the ten officers said that they are satisfied regarding the quality of service they deliver to the public from their office. This indicates that the officers are well aware about the existing Citizen Charter and they are satisfied regarding their service delivery to the people.

By questionnaire-2 interview has been taken from twenty staffs of DC Office, Narsingdi. Among them two staffs are found new as they have work experience of less than five years. Three staffs are found having work experience of more than five but less than ten years. Fifteen staffs are found who have been working for more than fifteen years in DC Office, Narsingdi. These twenty staffs have been asked about Citizen Charter and eighteen of them replied that they know about Citizen Charter. But two of them said they have heard about Citizen Charter but do not have idea on that. This means 90% staffs have knowledge and 10% staffs have not good idea about Citizen Charter.

Questionnaire-1 is used to collect information from the service users of DC Office. In Narsingdi, responses have been recorded from twenty citizens who came to DC Office for taking service. Among them, four have said that they have heard about Citizen

Charter. But they do not have idea about Citizen Charter. On the other hand, sixteen citizens have said that they know and have idea about Citizen Charter. It means 80% people know about Citizen Charter and 20% of them do not know well about Citizen Charter. This finding leads us to note that though Citizen Charter has been implemented by District Administration, there is some lack of awareness among the citizens as well as among the government staffs.

### 7.3 Participation of Citizens

The opinion of Citizens supposed to be taken while Citizen Charter is made. In Narsingdi the situation shows public opinion is ignored while First Generation Citizen Charter implemented in 2007. After that government has realized the importance of public response in formulation process of Citizen Charter. So when Second Generation Citizen Charter is come to the scene, Government instructed to ensure public involvement in the whole process. But the responses taken from the public through questionnaire – 1 reveal that 80% public did not give opinion for formulating Citizen Charter. District Administration avoided them while it drafted latest or Second Generation Citizen Charter. This research finds that public opinion is ignored in making present Citizen Charter. While asked “has your opinion been taken during formulating Citizen Charter of DC office” sixteen people said “No” while four people said “Yes”. It means 80% people said that their opinion is not taken and 20% people said that their opinion is taken. This finding is shown in table – 27.

**Table 27: Public Opinion for formulating Citizen Charter**

Answers	Number of Respondents	Percentage
Yes	4	20%
No	16	80%

Source: Field Survey (March, 2014)



Another interesting finding from questionnaire-1 is given in table-28. “Do you have any opportunity to give opinion regarding the improvement of service quality of DC Office?” is a question asked to the service receivers. Then four persons said that they have opportunity to give opinion regarding the improvement of service quality of DC Office. Six persons said “No” and ten said they “Do not know”. This can be interpreted by commenting that fifty percent people do not know that they can give valuable opinion and suggestions for improving the service of DC Office.

**Table 28: Opinion for Service Quality Improvement**

<b>Answers</b>	<b>Number of Respondents</b>	<b>Percentage</b>
Yes	4	20%
No	6	30%
Do not know	10	50%

Source: Field Survey (March, 2014)

#### **7.4 Behavioral Change of Service Providers**

Falconer and Ross (2001) studied the success of Citizen Charter and found a number of agencies commented on the role of the charters as a means of changing the behavior of public servants. Another achievement of charters is that they can improve the external image of the organization. After Citizen Charter implementation, change in behavior of government staffs is significant in DC Office, Narsingdi. The people who come to DC Office can feel the change now. Now people need not roam here and there to get desired service. From E Service Centre of DC Office people can apply for required service now within a short time. They don't have to wait in a long queue. The service delivery system of DC Office is very people oriented now as it is evident in Narsingdi. Staffs of DC Office, Narsingdi got instruction from their authority to behave well with the people who come to them every day for getting a service or other reason. To change the mindset of the staffs internal trainings have been conducted by the trainers or officers. It is mentionable that for yearly training arrangement every DC Office in Bangladesh gets

regular government budget. Twenty respondents said they receive good behavior from DC Office, staff when a question “What type of behavior you receive from DC office staffs” is asked. In the table below we find all the respondents or service receiver said that they always get good behavior from staffs of DC Office, Narsingdi.

**Table 29: Behaviour of Service Providers**

Answers	Number of Respondents	Percentage
Always get good behaviour	20	100%
Sometimes get good behaviour	0	
Never get good behaviour	0	

Source: Field Survey (March, 2014)

### 7.5 Direct communication and satisfaction

Public can meet the officers and staffs of DC Office now easily without any formalities. They have easy access and entrance facility to DC Office in everyday. This satisfies the common people when they directly can communicate with the government employees. This ensures a relationship of trust and dependence. Both the government employees and public can benefitted from the direct communication as it reduces gap. As Citizen Charter shows the information of the person who is responsible for providing certain service of DC Office, public can easily meet or talk to him or her if they want or face any problem. This proves that Citizen Charter opens a wide range of communication scope and satisfaction from them (service providers) for the citizen. 100% officers said that people can meet or see them while they have been asked “Can public meet with you when they come for receiving any service in your office? It ensures direct communication between the service providers and recipients. Also it creates feeling of satisfaction among the service providers. In Table 30 the responses of government officials are shown.

**Table 30: Scope of Direct Communication**

Answers	Number of Responds	Percentage
Yes	10	100%
No	0	

Source: Field Survey (January, 2014)

## 7.6 Provision of Equality for All

According to Secretariat Instruction 2014 Citizen Charter should treat all equally. In Bangladesh, Citizen Charter practice is free of any biasness or gender discrimination. There is neither gender sensitiveness nor any special treatment for people of high or low cast, rich or poor as found in Narsingdi district. Also we remember that the Constitution of Bangladesh does not allow treating any group of people of the society or individual person differently. It ensures equality for all. This equal treatment of all citizens is a principle of Citizen Charter. 100% respondents (government officers) replied that they provide services to people according to Citizen Charter. It is shown in table 31. Then 80% of same respondents said that their section staffs are very sincere and willing to do their duty while 20% said staffs are almost interested to do their duty (in response of question number 17, Questionnaire-3). The rate of service of government staffs according to Citizen Charter is shown in table 32. This data indicate that staffs need to be motivated to perform their standard duties with interest and willingness.

**Table 31: Service of Government Officials According to Citizen Charter**

Answers	Number of Respondents	Percentage
Yes	10	100%
No		
Occasionally		

Source: Field Survey (January, 2014)

**Table 32: Service of Government Staffs According to Citizen Charter**

Answers	Number of Responds	Percentage
Very sincere and willing to do their duty.	8	80%
Almost interested to do their duty	2	20%
Have seen no interest in this regard.		

Source: Field Survey (January, 2014)

### 7.7 Satisfaction of Citizen

Proper implementation of Citizen Charter may bring the ultimate satisfaction of the citizen. When people get desired service from public office without any problem it is assumed that they will feel satisfied and honored. Successful compliance of Citizen Charter may provide that government cares for its people or citizen. In general sense it makes citizen believe that they deserve better and so they get better service from the government agency i.e. District Administration. The satisfaction of citizen regarding service of DC Office, Narsingdi can be measured from their response to a question “have you got your expected services from DC office?” While asked this question, nineteen respondents said “I have got” and one respondent said “have not got”. It shows maximum (95%) citizens have received desired service delivery from DC Office, Narsingdi.

Table - 33 presents this finding.

**Table 33: Getting Expected Service from DC Office**

Answers	Number of Respondents	Percentage
I have got	19	95%
Have not got	1	5%

Source: Field Survey (March, 2014)

Again respondents have been asked “are you satisfied after receiving service of DC Office?” Then all respondents replied “Yes”. It indicates all the service receivers are satisfied about government service delivery from DC Office. It is presented in table 34.

**Table 34: Satisfaction of Service Receiver**

Answers	Number of Respondents	Percentage
Yes	20	100%
No	0	

Source: Field Survey (March, 2014)

## **7.8 Courtesy to the Service Users**

Clarence Thomas, Associate Justice of the Supreme Court of United States said “Good manners will open doors that the best education cannot”. One of the six principles of Citizen Charter is showing courtesy or good manners to the service users. This research finds that Officers and staffs of DC Office, Narsingdi show courtesy to the citizens while providing service to them. From the response of questionnaire for the public or service receivers of DC Office, Narsingdi it is evident that service delivery is mixed with manners and politeness. Government employees deal with courtesy and respect most of the time, while they are giving service to people or citizens. On the other hand citizens feel honoured while government officers and staffs show respect to them. The citizen is also a taxpayer so public services must give ‘value’ for money to all citizens. Thus value for money is ensured which is another basic principle of Citizen Charter.

## **7.9 Conclusion**

Responses found from the questionnaires used in this research lead to state that after implementing Citizen Charter service delivery is improved, internal procedures of service delivery have been modernized; customer satisfaction and positive behavior of staff have been detected. But for getting better result, service providers need to be trained more. Service receivers need to be careful also while asking for some service from DC Office. According to Citizen Charter, both the service providers and receivers are expected to behave well. Both the parties should play their role as per set standards to get the real benefit. Then there will be win-win situation. Both employees of DC Office and the citizens or public must have mutual respect to each other. Then desired service with satisfaction can be achieved. In case of failure to provide any service, government employee must explain the reason to the applicant if possible to satisfy his quarry. Also government employee can say “sorry” in case of any mistake or failure to provide service in time, if that unintentional mistake is not awful. In this connection a famous quote from

writings of English author James Anthony Froude can be remembered: “Experience teaches slowly and at the cost of mistakes”.

According to Spanish Ministry of Public Administration (2005), the service charter has allowed the transformation of the organizational culture at three levels: for politicians it strengthens the democratic commitments to citizens; for citizens it means better adaptation of services to their needs with the consequence increase in citizen satisfaction; and for the employees it is an opportunity for professional realization. In this way, service charters have been grown in local administration as an extension of central government tool. They are generally understood as managerial tool designed to render public services more responsive to the direct users of those services, transforming the culture of service delivery and offering customers a guarantee of quality public services.

Citizen Charter of District Administration in Narsingdi provides detail information which facilitates communication between the agency and its customers. It sets out the agency’s customer service standards, customer rights and responsibilities. If a customer or public does not submit necessary papers and fee to get a desired service in time, staff or service provider of DC Office, Narsingdi can’t respond to him. It means both the parties have duties and responsibilities to get and provide quality service.

## **Chapter Eight**

### **Conclusion and Recommendation**

#### **8.1 Introduction**

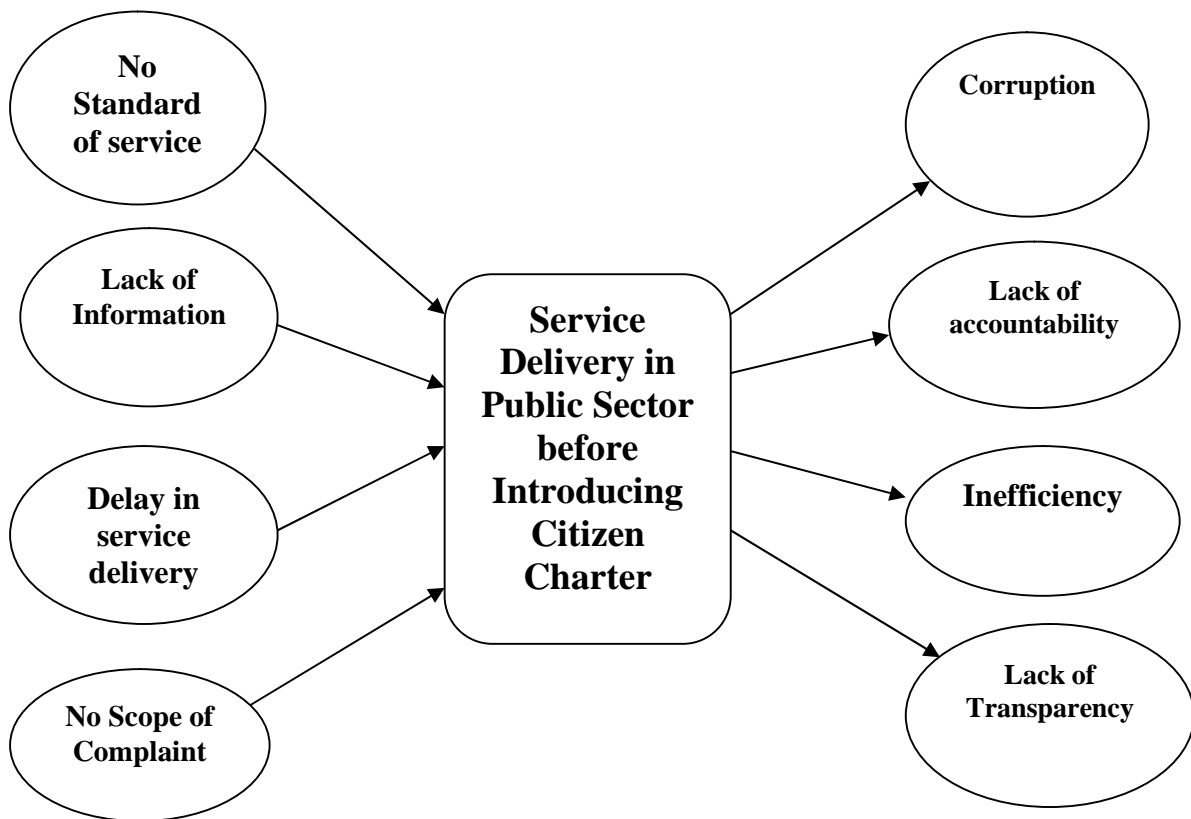
Citizen Charter is introduced and implemented with greater expectation to provide better service delivery to the citizens of the country. But to get the benefits of Citizen Charter both the service providers and the service receivers need to be concerned about their duties and rights. Article 21 (1, 2) describes the duties of both citizen and government employees. It is written in our Constitution that “it is the duty of every citizen to observe the Constitution and the laws, to maintain discipline, to perform duties and to protect public property”. Then we find “every person in the service of the Republic has a duty to strive at all times to serve the people”. This implies the duty of both the citizen and the government service providers to serve as per law. Improvements in public service delivery do not happen overnight. However, if designed and implemented correctly, Citizen Charters have the potential to generate a number of benefits for both stakeholders and service providers, including improving the quality of service delivery, enhancing accountability, minimizing corruption, and tracking service delivery performance. The extent to which Citizen Charters are effective is based on a number of interrelated factors: they must reflect citizens’ expectations, have the support of senior management and staff, and include a well-functioning grievance redress mechanism. By following the steps outlined by the government and maintaining a commitment to continuous improvement, service providers can implement Citizen Charter that promotes better development outcomes.

#### **8.2 Service Delivery before Citizen Charter**

At initial stage the six elements of Citizen Charter have been neglected in service delivery of the District Administration (which are measurable standard, transparency,

Choice of alternative service, courtesy to the service users, scope of complaints and provision of equality and ensuring value for money). The service delivery of District Administration was like supply driven rather than demand driven. As there is lack of information, the service delivery system was dominated by government employees. There were many instances where people got the services after great hassles and harassment. To get a service from DC Office, people need to go there several times as there was no alternate choice. Then people could not apply for a service through internet or email. So they did not get quality service in time or we can say value for money was not ensured for the citizens.

**Figure 7: Service Delivery in Public Sector before Introducing Citizen Charter**



Source: Compiled by the author (2015)

Figure - 7 depicts the service delivery system in public sector of Bangladesh before implementing Citizen Charter. There were no standard of service or benchmark for

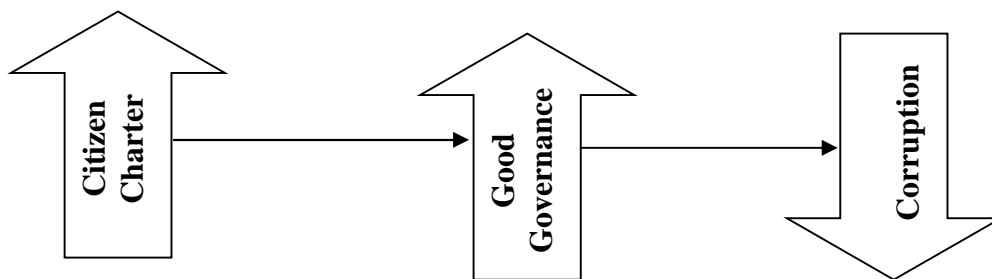


providing quality service to the public. There were no specific service information to meet the public expectations and scope of complaint in case of service delivery failure. For all these reasons corruption, lack of accountability, inefficiency and lack of transparency were dominant in the whole system.

### 8.3 Reduction of Corruption

Kofi A. Annan, Secretary-General of UN commented on corruption like “Corruption is an insidious plague that has a wide range of corrosive effects on societies. It undermines democracy and the rule of law, leads to violations of human rights, distorts markets, erodes the quality of life and allows organized crime, terrorism and other threats to human security to flourish. This evil phenomenon is found in all countries—big and small, rich and poor—but it is in the developing world that its effects are most destructive”(United Nations, New York, 2004). It is agreed that corruption reduces efficiency and increases inequality. An estimate of World Economic Forum shows that the cost of corruption equals more than 5% of global GDP (OECD, 2014). In Bangladesh government used Citizen Charter as an administrative tool to increase good governance and to reduce corruption in public service. Because Citizen Charter, good governance and corruption are inter related to one another. Once Citizen Charter compliance is increased, good governance is increased. As a result corruption level is decreased.

**Figure 8: Relationship between Citizen Charter and Corruption**



Source: Compiled by the author (2015)

#### **8.4 Suggested Approach for Successful Compliance**

After analyzing data found from Citizen Charter practice by District Administration it can be said that still there are some weak points that need to be addressed properly to get good result. At present Citizen Charter of DC Office, Narsingdi is displayed beside the front desk. It shows list of services and contact number of the responsible section officer for specific service is given or written. But the existing Citizen Charter is not displayed in open space. It is fixed on a wall beside the front desk in the ground floor which is not visible from outside. People or visitors can see it when they come inside the DC Office. It could be more effective if it was exposed in outside of DC Office or beside the main gate.

At present regular update of Citizen Charter in DC Office, Narsingdi is not taking place. So there should be regular monitoring and self assessment. Service information should be updated in Citizen Charter according to the change of time. Taking public opinion is also important for improving service delivery of District Administration in Bangladesh. Citizens' feedback should be taken who have interacted with District Administration for different services. It will help in self assessment by taking feedback of citizens' about their experience in dealing with District Administration. Response rate of phone calls made to contact person should be monitored to ensure quick service.

In Bangladesh we find no central audit or monitoring of District Administration performance in terms of Citizen Charter. So the probability of government employees' disregard to serve in time increases. They get enough scope to ignore their responsibility for the weak monitoring and evaluation by central government. They can easily fail to provide service in time following all procedures as they know no serious penalty will be imposed for non performance or non compliance of Citizen Charter. On the other hand there is no award for the best practitioners. So there can be some stimulating award or incentive for the best service providers. Without any biasness central government can select the best one to encourage others.

For lack of proper publicity good concept cannot be popularized among the general people. Citizen Charter can be a best example of it. In our country the concept should be discussed and exposed more to make people familiar with this. The positive intentions of Government behind introducing Citizen Charter concept need to be publicized. We must admit that for successful implementation of a new concept public awareness and participation of all need to be ensured. In Bangladesh only eleven years have been passed after introducing Citizen Charter in public sector. So we have to give more time and efforts to make the concept popular.

In Bangladesh there is no legal basis for Citizen Charter framework. Legal enforcement should be established to ensure payback to the public in case of failure to provide service in time. Then all government employees will be more cautious to serve the people as they will not like to take burden of personal liability by failing to provide expected service in time. Citizens' right will be protected and justified also by presence of legal provision. Recently Cabinet Division of Bangladesh government is trying to make a law called "Service Delivery Guarantee Act". Study shows that still it is in drafting process. Hopefully it will be approved within short time.

Training should be conducted regularly for officers and staffs of all levels in District Administration. This can bring positive change in the perception and behavior pattern of them. Also orientation program or awareness program can be arranged for general public to inform them about Citizen Charter. In public gathering concepts of Citizen Charter can be discussed for creating public opinion. Elements of Citizen Charter can be popularized through print and electronic media.

Illiteracy is a problem for transmission of Citizen Charter concept to the general people. As many citizens of Bangladesh are illiterate, they cannot understand the information provided in the official websites of District Administrations. Access to information given in a Citizen Charter is really difficult for them to some extent. But in spite of such problems District Administrations are playing a vital role to implement the concept of Citizen Charter with greater success in last ten years (2007-2017).

## **8.5 Conclusion**

Citizen Charter practice will turn out an effective way to good governance in Bangladesh if it is implemented effectively in all District Administration. The finding of the study is a mixed experience in terms of service delivery after implementing Citizen Charter in District Administration. Both qualitative and quantitative data collected from Narsingdi District Administration show that service delivery has been improved there after implementation of Citizen Charter under the guidance of central government. The administration is more people oriented now than before. Disclosure of service information, positive change of human behavior, better treatment of service recipients by the service providers, service quality development and efficiency of District Administration in Bangladesh are the consequences of Citizen Charter implementation.

Chapter - Five, Chapter - Six and Chapter - Seven of this thesis presented the answers to three research questions as stated in first Chapter - One. Changes of administrative practice by District Administration after Citizen Charter implementation is shown by data analysis in chapter five. Answer to second research question about economic benefits of Citizen Charter compliance is specified in chapter six. By using questionnaire survey and collecting primary data, answer to the second research question is established. The last research question about the change on human behaviour by Citizen Charter is discussed in Chapter – Seven.

Eleven years journey of Citizen Charter in Bangladesh is interesting for its dimensions. The trend shows that at first it was started with great enthusiasm by the then Caretaker Government (2007). But the field to central level government offices failed to grasp the inner meaning of the Citizen Charter concept. Then present government accepted the importance of the idea and owned it. Present government has taken steps like establishing different unit (GIU), arranging various training programs in district levels and including it in Annual Performance Agreement (APA) as an essential tool to implement Citizen Charter in real terms. Cabinet Division is also trying to streamline the Citizen Charter

practice by District Administration to ensure better service delivery and good governance.

There is no strong report system or performance indicator to the central government following the Citizen Charter. Citizen Charter commitments are not justified by law or legal implication: If citizen's right is violated under the charter, citizen cannot take legal action. District Administration does not keep any written record or maintain any register to track the complaints of the citizens in terms of failure to provide timely service. Another important staff group of DC Office is the fourth class employees who are not that much aware about the need of implementing Citizen Charter. The fourth class employees of District Administration are not trained enough to properly follow the instructions of Citizen Charter program.

Awareness of the citizens is also important to get the benefits of Citizen Charter. Not only the service providers, but also the service users have some responsibilities to ensure effective service delivery by the public sectors. Then with the cooperation of all citizens, public sector of Bangladesh can successfully implement and enjoy the real benefits of Citizen Charter. Also we must remember that it is a continuous process. If fully enforced, this new instrument can make a real difference to the quality of life of millions of people in Bangladesh.

Perfection in service delivery does not happen overnight. However, if designed and implemented correctly, Citizen Charters have the potential to generate a number of benefits for stakeholders and service providers alike, including improving the quality of service delivery, enhancing accountability, minimizing corruption, and tracking service delivery performance. The effectiveness of Citizen Charter is based on a number of interrelated factors: it must reflect citizen's priorities, has the support of political leaders, senior management and staff are interested to implement it, and a well-functioning Grievance Redress System should be active there.

## References

Acharya, Sushmita (2010). *Implementation of Citizen's Charter and Improving Municipal Services in Nepal: Myth or Reality?* University of Bergen, Norway.

Abdullah, Hazman Shah and Mustapha, Raja Munirah Raja (2009). "The Creation, Development and Integration of Client Charters in the Malaysian Public Sector: A Progress Report", *Australian and New Zealand Academy of Management (ANZAM)*.

Barrett, Par (2003). *Government Sector Accountability – The Impact of Service Charters in the Australian Public Service*, Australian National Audit Office.

Blackmore, Martin (1997). "Complaints within Constraints: A Critical Review and Analysis of the Citizen's Charter Complaints Taskforce" *Public Policy and Administration Vol 12. No 3*

Brochure of Governance Innovation Unit (2014) by Government of Bangladesh

Centre for Good Governance (2003). *A Guide to Developing and Implementing a Citizen's Charter*, Hyderabad, India.

Citizen's Charters: A Handbook (2008). Centre for Good Governance, Hyderabad, India

Citizen Charter Manual (2010). By CSCMP, Dhaka

Citizen Charter (2009), District Administration, Narsingdi

Citizens'/Clients' Charter At A Glance (December, 2012), By Performance Management Division, Cabinet Secretariat, Government of India

Citizen Charter of District Administration, Narsingdi (2016). DC Office, Narsingdi

CSCMP (Civil Service Change Management Program) (2009). *District Consultation and Workshop Report on Citizen's Charter and Business Process*, Dhaka: UNDP

Denhardt, Janet Vinzant and Denhardt, Robert B. (2007). *The New Public Service: Serving not Steering*, illustrated edition published by M. E. Sharpe Armonk, New York.

Derrett, S, Hill PC, Gauld, R and Gurung G (2017), “Citizen’s Charter in a Primary Health Care Setting of Nepal: An Accountability Tool or a “Mere Wall Poster?” *Published by John Wiley & Sons Ltd.*

Diana, Goldsworthy. (1994). “The Citizen’s Charter”, *Public Policy and Administration, Vol 9, No 1.*

Drewry, G. (2005). *Citizens as Customers Charters and the Contractualisation of Quality in Public Services*, EGPA Conference Bern, Switzerland.

Falconer P.K. and Ross K. (2001) *Public and Private Sector Partnership: The Enterprise Governance*, Sheffield Hallam University Press

Gazette of Cabinet Division.(8 May, 2013), Ministry of Public Administration, Dhaka

Geleta, Fekadu (2013). “Cross Country Experiences of Citizens’ Charter Implementation” *The Global Gernal, Geneva & New York.*

Haque, M. S. (2007). *Limits of the Citizen's Charter in India.* Public Management Review. 7(3), pp. 391-416.

Hansard, (1997). House of Commons, Written Answers, 25 November 1997

Huque. A. Shafiqul and Ahsan.A.H.M. Kamrul. (2016). “Citizen's Charter and Implementation Failure: Performance of Local Councils in Bangladesh” *AAP 19.1:06-22McMaster University and University of Rajshahi.*

Hill, H.C. (2003). “Understanding Implementation: Street-Level Bureaucrats’ Resources for Reform” *Journal of Public Administration Research and Theory, Vol. 13, No.3, pp. 265-282.*

Huque, Ahmed Shafiqul and Ahsan, A.H.M. Kamrul (2016).“Citizen's Charter and Implementation Failure: Performance of Local Councils in Bangladesh” by *Public Administration and Policy.*

Iftekharuzzaman. (2012). *Citizens Charter as a Social Accountability Tool: The Role of Non Governmental Organizations*, by Transparency International, Bangladesh.

Jamil, I. (2011). “Understanding Governance and Public Policy in Bangladesh” *Published by MPPG, North South University, Dhaka, Bangladesh.*

Jamil, I. (2011). “Citizens’ Trust in Public and Political Institutions in Nepal” *International Political Science Review.*

Jamil, I. (2002). “Administrative culture in Bangladesh: Tensions between tradition and modernity” *International Review of Sociology, 12(1): 93–125.*

Japan International Cooperation Agency (JICA) 2009. *Report on Public Administration Sector Review*, Bangladesh: Dhaka.

Jamil., S. M. Aminuzzaman, S. Askvik and S. T. M. Haque, “Understanding Governance and Public Policy in Bangladesh” *MPPG Program, North South University, Dhaka, Bangladesh. Ch. 09.*

Jamil, I. and Dhakal, T.N. (2010). “Status of the Implementation of Citizen Charter in Municipalities in Nepal” *Report on the Research Project Governance Matters: Assessing, Diagnosing, and Addressing Challenges of Governance in Nepal*

John Major’s speech made to The Economist Conference on the Streamlining of the Public Sector on 27th January 1992

Keeble, Paul (1996). “The Concept and Operation of the Citizen’s Charter. Management Services” *May 1996; 40,5; Pro Quest Central*

Khan, Arif H. (2008). *Citizen’s Charter*, Published in Daily Star, 16 September, 2008.

Larbi, G.A., (1999). *The New Public Management Approach and Crisis States*, UNRISD Discussion Paper No 112.

Lewis, Norman (1993). *The Citizen’s Charter and Next Steps: A New Way of Governing?* The Political Quarterly Publishing Co. Ltd.

Madell, Tom (2005). “From the Citizen’s Charter to Public Service Guarantees - Swedish Model” *European Public Law, Volume 11, Issue 2.*



Methodology for Independent Audit of Citizens'/Clients' Charters (2014). By Cabinet Secretariat, India.

Mang'era, J.Obegi and Bichanga,W.Okibo (2013). "Challenges Facing the Implementation of Citizen's Charter a Case Study of Kisii Level 5 Hospital – Kenya" by *Institute of Interdisciplinary Business Research 242 April 2013 Vol 4, No 12.*

Mark Robinson (2015). *From Old Public Administration to the New Public Service: Implications for Public Sector Reform in Developing Countries*, UNDP Global Centre for Public Service Excellence, Singapore.

Milakovich, Michael E. (2012). *Digital Governance: New Technology for Improving Public Service and Participation*, Published by Routledge in New York and London.

Murphy James.and Reinhart. (2005). *The Citizen's Charter: How such Initiatives might be more effective*, Working paper No 65 for Australian National University.

McEldowney, J.F. Willett (1996). *Contract Compliance and Public Audit as Regulatory Strategies in the Public Sector*. London: Blackstone Press.

Morley, D. (1992), 'The citizen's charter and a 21st century vision', *Public Money and Management*” Vol 12, No 1, pp.6-7.

Ohemeng. Frank Louis kwaku, (2010) “The New Charter System in Ghana: The Holy Grail of Public Service Delivery” Vol 76, Issue 1, Pg 118

Oosterom, Wim (2007). *The Road Ahead for Public Service Delivery : Delivering on the Customer Promise*, by Price Water House Coopers.

Pande, Ravindra K. and Pande,Rajnish (2007) “A Model Citizen's Charter for Disaster Management in Uttaranchal in India” *Disaster Prevention and Management: An International Journal*, Vol 16, Issue 5, Pg 755-760

Post. David and Agarwal.Sanjoy (2016). *Dealing with Governance and corruption Risks in Project Dealing: Citizen Charters Enhancing Service Delivery Through Accountability*, GAC in Projects by World Bank.

Poelmans, Matt (2006). *The E Citizen Charter as an Instrument to Boost E Government*,

Exploiting the Knowledge Economy: Issues, Applications and Case Studies, IOS Press

Poelmans, Matt (2006) “The E Citizen Charter as a tool for Public Sector Innovation through Citizen Engagement and Social Accountability”, *KBD Newsletter*

Pollitt, C. (1994). “The Citizen's Charter: A Preliminary Analysis” *Journal Public Money and Management, Vol 14, No 2, pp.9-14.*

Public Sector Reform (July 2017). UNDP Global Centre for Public Service Excellence, Singapore

Rab, Abdur. And Rahman, Md. Mahbubur. (2017)*Challenges and Prospects of Implementing Citizen Charter: A Study of Union Parishad in Bangladesh.* ISSN.Vol 7. No 3.

Rahman, Dilara. (2013). *Citizen's Charter in Practice: the Cultural Challenge towards Administrative Systems in Bangladesh*, Department of Government and Politics, Jahangirnagar University

Razzaque, Farhana (2016). *The Citizen's Charter and Public Service Delivery in Bangladesh.* Pro Quest E Book Central Web.

Razzaque, Farhana (2012). *Citizen's Charter and Its Effectiveness: A Case Study of Department of Immigration and Passports of Bangladesh*, Published by BRAC University, Dhaka

Secretariat Instruction (2014). Published by Government of Bangladesh

Shankar, H.P. Shiva (2016). *Citizen's Charter: An Empirical Study.* Public Administration-II. ATI, Mysore

Shankar, H.P. Shiva (2016). *Quality Management Services: A Means to Achieve Sevottam*

Saguin. K. Ian C. (2012). *Implementing the Citizens Charter in Philipines: Insights from Selected LGUs*

Schiavo, Luca Lo. (2000) Quality Standards in the Public Sector: Differences between Italy and the UK in the Citizens Charter Initiative in Public Administration Vol.78. No. 3, pp.679-98

Sharma, A. and Agnihotri, V.K. (2001). *The Citizen's Charter: The Indian Experience*. International Review of Administrative Sciences, pp. 733-739.

Shahriar, Ahmad Shaheer (2017) “*The Citizens’ Charter—a Commitment toward Service Delivery across Afghanistan*”

Tamrakar, Rojina. (2010). *Impact of Citizen Charter in Service Delivery: A Case of District Administration Office, Kathmandu*. North South University, Dhaka

*The Rational for Fighting Corruption*. (2014). CleanGovBiz Integrity in Practice, OECD

Torres, L. (2003). *Service Charters: Reshaping the Government-Citizen relationship, the Case of Spain*. Paper presented at International Conference on Policy and Politics in a Globalizing World, Bristol, United Kingdom, 24-26 July.

Trivedi, Prajapoti (2018). “Performance Management in Government: A Primer for Leaders” Division, *published by Commonwealth Secretariat*.

IMF Country Report No.-13/63, 2013.

United Nations Convention Against Corruption (2004), New York

Secretariat Instructions (2008) Published by Government of Bangladesh

Nayem, Zannatun. (2010). *Problems of Implementing Citizen Charter: A Study of Upazila Land Office (A.C Land Office)*. North South University, Dhaka

Wilson, John. (1996). “Citizen Major? The Rational and Impact of the Citizen’s Charter” *Public Policy and Administration Volume II No. 1 Spring 1996*.

# Annex

---

**Annexure – 1: List of the stakeholders of different sections of DC Office Narsingdi**

<b>Sl.</b>	<b>Name of section</b>	<b>Stakeholders</b>
1	General Section	General public, NGO, media worker, private service holder, government official, teachers, students etc
2	Nezarat Section	Applicants of license for using acid, applicants of trade license, hotel businessman, Fuel and CNG station owners, fourth class employees
3	Treasury Section	stamp vendors, public exam committee members, teachers, colleges, head of educational institutes
4	Establishment and Library Section	Staffs and officers
5	General Certificate Section	Different government organizations, public, bankers, utility service providers
6	Local Government Section	Union Parishod (UP) Chairman, UP Secretaries, public
7	Relief and Rehabilitation Section	UP Chairmen, Project Implementation Officer (PIO), poor people who need relief or grants from government
8	Education Section	Schools, colleges, or educational institutes, teachers, guardians
9	Information and Communication (ICT) Section	Assistant programmer, staffs and employee of DC Office and others
10	Expatriate Welfare Section	people who are living abroad and their family members, recruiting agents who are sending people abroad, related NGOs, media workers, people of manpower department etc
11	Revenue Section	UNO, AC (Land), Union Land Development Officer, Assistant Union Land Development Officer, land owner
12	Land Acquisition Section	UNO, AC (Land), Union Land Development Officer, Assistant Union Land Development Officer, land owner
13	Record Room Section	Land owners, petitioners of various case, lawyers, AC (Land) Office, District Judge Courts
14	Revenue Munshikhana (RM) Section	UNO, AC (Land), Union Land Development Officer, Assistant Union Land Development Officer, land owner
15	Judicial Munshikhana (JM) Section	UNO, AC (Land), Union Land Development Officer, Assistant Union Land Development Officer, land owner
16	Vested Property (VP) Section	UNO, AC (Land), Union Land Development Officer, Assistant Union Land Development Officer, land owner

## Annexure 2: Responsibilities of Deputy Commissioner

Sl. No.	List of responsibilities
1	Lease approval of Khas (government owned) agricultural land to public
2	Lease approval of Khas (government owned) non-agricultural land to Government office
3	Lease approval of Khas (government owned) non-agricultural land to government educational institution
4	Lease approval of Khas (government owned) non-agricultural land to non-government educational institution
5	Lease approval of Khas (government owned) non-agricultural land to renowned writer, poet or special person who got national award for their contribution
6	Lease approval of Khas (government owned) non-agricultural land to natural disaster affected family
7	Lease approval of Khas (government owned) non-agricultural land to the cooperative society of Bangladeshi people living in abroad for the construction of multistoried building
8	Lease approval of Khas (government owned) non-agricultural land for construction of dairy farming or livestock farming or poultry industry
9	Lease approval of Khas (government owned) non-agricultural land to individual person
10	Lease approval of Khas (government owned) non-agricultural land to construct virtuous or religious institution
11	Lease approval of Khas (government owned) non-agricultural land to construct mill or industry
12	Lease approval of jalmohal (water body)
13	Renewal of lease approval of jalmohal (water body)
14	Lease approval of Balumohal (for dredging sand)
15	Renewal of lease approval of Balumohal (for dredging sand)
16	Renewal of lease of vested property (VP land)
17	Approval name change of lessee or leaseholder of VP land
18	Giving lease to heir or heiress in perspective of lessee died or passed away.
19	Giving permission for repairing of lease property
20	Giving license for Chandina Viti of Hat-bazaar
21	Renewal license for Chandina Viti of Hat-bazaar
22	Release of Vested Property
23	Land acquisition in favour of government, semi government organization and autonomous organization
24	Giving compensation to land owner as per old record for his land acquisition by government
25	Giving compensation to new land owner as per purchase record for his land acquisition by government
26	Giving compensation to land owner as per inheritance record for his land acquisition by government

27	Giving compensation to land owner as per Power of Attorney for his land acquisition by government
28	Giving compensation to land owner as per Court Order for his land acquisition by government
29	Giving legitimacy to Power of attorney
30	Giving No Objection Certificate (NOC) for construction of new Filling Station
31	Giving dealing/trade license for selling iron/metal goods
32	Giving renewal of dealing/trade license for selling iron/metal goods
33	Giving duplicate license for selling iron/metal goods
34	Giving dealing license for selling cement
35	Giving renewal of dealing license for selling cement
36	Giving duplicate license for selling cement
37	Giving dealing license for selling milk food
38	Renewal of dealing license for selling milk food
39	Giving duplicate license for selling milk food
40	Giving dealing license for selling gold jewelry
41	Renewal of dealing license for selling gold jewelry
42	Giving duplicate dealing license for selling gold jewelry
43	Giving dealing license for goldsmith work
44	Renewal of dealing license for goldsmith work
45	Giving duplicate dealing license for goldsmith work
46	Giving trade license for selling wholesale thread
47	Giving renewal of trade license for selling wholesale thread
48	Giving duplicate trade licenses for selling wholesale thread
49	Giving dealing license to retail seller of thread
50	Giving renewal of dealing license to retail seller of thread
51	Giving duplicate dealing license to retail seller of thread
52	Giving dealing license to retail and wholesaler of cloth
53	Giving renewal of dealing license to retail and wholesaler of cloth
54	Giving duplicate dealing license to retail and wholesaler of cloth
55	Giving dealing license to wholesaler of Cigarette
56	Giving renewal of dealing license to wholesaler of Cigarette
57	Approving registration of residential hotel
58	Approving registration of restaurant
59	Giving license to residential hotel
60	Giving license to restaurant
61	Giving renewal of license to residential hotel
62	Giving renewal of license for restaurant
63	Giving duplicate license to residential hotel
64	Giving license to restaurant
65	Giving license to cinema hall
66	Giving renewal of license to cinema hall
67	Giving license to cinema operator
68	Giving renewal of license to cinema operator

69	Giving duplicate license to cinema hall
70	Giving duplicate license to cinema operator
71	Giving licenses for burning brick ( for brick field)
72	Giving renewal of license for burning brick ( for brick field)
73	Giving duplicate license for burning brick ( for brick field)
74	Giving license to educational/research institute for using acid
75	Giving license for using acid commercially
76	Giving renewal of license to educational/research institute for using acid
77	Giving renewal of trade license for using acid commercially
78	Giving duplicate license to educational/research institute for using acid
79	Giving duplicate trade license for using acid commercially
80	Giving dealing license for selling acid
81	Giving renewal of dealing license for selling acid
82	Giving duplicate license for selling acid
83	Giving license for carrying acid
84	Giving renewal of license for carrying acid
85	Giving duplicate license for carrying acid
86	Giving license or gun or rifle to general citizen
87	Giving renewal of license of gun or rifle to general citizen
88	Giving license of pistol or revolver to general citizen
89	Giving renewal of license of pistol or revolver to general citizen
90	Giving license of gun or rifle to government officer (from military)
91	Giving renewal of license of gun or rifle to government officer (from military)
92	Giving license of pistol or revolver to government officer (from military)
93	Giving renewal of license of pistol or revolver to government officer (from military)
94	Giving license of gun or rifle to government officer (civil)
95	Giving renewal of license of gun or rifle to government officer (civil)
96	Giving license of pistol or revolver to government officer (civil)
97	Giving renewal of license of pistol or revolver to government officer(civil)
98	Giving license of fire-arms to successor/heir/descendant due to/because of father's old age
99	Giving license of fire-arms to successor/heir/descendant due to/because of father's death
100	Giving duplicate license of fire-arms
101	Transferring license of gun or rifle
102	Transferring license of pistol or revolver
103	Giving license of fire-arms to freedom fighter
104	Giving license of fire-arms to financial institution
105	Giving license of stamp vendor/dealer
106	Renewal license of stamp vendor
107	Giving No Objection Certificate (NOC) for petroleum storage
108	Giving No Objection Certificate (NOC) for explosive storage
109	Giving No Objection Certificate (NOC) for using boiler/reservoir
110	Giving approval for declaration of printing press/printing house



111	Giving clearance for publishing daily newspaper
112	Settling complaints of expatriates (Bangladeshis who are living abroad)
113	Giving information as per Right To Information (RTI) Act 2009
114	Giving performance certificate to Non Government Organization (NGO)
115	Giving un-married certificate
116	Giving grant for the burial or funeral program of dead freedom fighter
117	Correcting name in the list of freedom fighters
118	Application proceeding at ministry for the certificate/grant of heroic freedom fighter
119	Forwarding application for freedom fighter certificate to the ministry
120	Giving opinion regarding change of place for giving allowance to freedom fighter
121	Giving counter-signature for correcting birth certificate after ninety days of giving it
122	Giving counter-signature for correcting death certificate after ninety days of giving it
123	Giving permission to Union Parishod Chairman, Member and Counselor of Pourashava (local government unit) for going abroad
124	Giving clearance to secretary of Union Parishod for issuing/renewing passport
125	Giving permission for setting up temporary hat-bazar (market) at special occasion or circumstance
126	Giving permission for arranging local fair or opera show or exhibition
127	Giving certificate to small ethnic group member or tribe people
128	Giving permission for selling land of ethnic group or tribe people
129	Giving or distributing grant of Ministry of Education
130	Distributing grant cheque of Prime Minister's relief and welfare fund
131	Distributing grant of Ministry of Religious Affairs to mosque/temple
132	Giving cheque of Honorable President's own fund to organization
133	Giving cheque of Honorable President's own fund to specific person
134	Distributing grant cheque of Ministry of Religious Affairs or Honorable Prime Minister's own fund to mosque/temple
135	Giving cheque of Ministry of Education to educational institute
136	Giving cheque of Ministry of Education to individual
137	Forwarding grant application to Ministry of Cultural Affairs
138	Forwarding application to Ministry of Youth and Sports
139	Approving Order of giving pension to non-gazette employees (in case of self-retirement)
140	Giving family pension (if the pensioner died before grant of pension)
141	Giving family pension (if the pensioner died during retirement period)
142	Giving financial aid to family of employee who died in service
143	Giving grant to disable employee from welfare fund
144	Giving permission for combined/joint insurance to incapable staff
145	Giving grant for dead employee from welfare fund
146	Giving first and second loan from general provident fund (GPF) to third and fourth class employees

147	Giving third loan from general provident fund (GPF) to third and fourth class employees
148	Granting Post Retirement Leave (PRL) of third and fourth class employees
149	Granting earned leave of third and fourth class employees
150	Forwarding application of study leave of third and fourth class employees
151	Granting Rest and Recreation leave of third and fourth class employees
152	Giving permission to third and fourth class employees for higher education
153	Granting maternity leave to female employee
154	Confirming service of employees
155	Granting house loan of employees
156	Granting loan for repairing house
157	Providing urgent certified copy of criminal case
158	Providing general certified copy of criminal case
159	Giving urgent duplicate copy of case under executive magistrate court
160	Giving general duplicate copy of case under executive magistrate court
161	Giving urgent duplicate copy of case and appeal case under the court of additional district magistrate
162	Giving general duplicate copy of case and appeal case under the court of additional district magistrate
163	Giving urgent certified copy of revenue case
164	Giving general certified copy of revenue case
165	Giving general certified copy of CS (Cadastral Survey) record, SA (State Acquisition Survey) record and RS (Revisional Settlement Survey) record
166	Giving urgent certified copy of CS (Cadastral Survey) record, SA (State Acquisition Survey) record and RS (Revisional Settlement Survey) record
167	Giving urgent duplicate copy of different survey record with demarcation
168	Giving general duplicate copy of different survey record with demarcation
169	Urgent searching/ investigation
170	General searching/investigation
171	Giving delivery of mouza (small unit of land) map
172	Giving honorarium to Government Pleader or Assistant Government Pleader

### **Some area based service**

173	Giving lease approval of khas (government owned) non-agricultural land for making new tea garden (Moulvibazar)
174	Approving ownership transfer of tea garden (Moulvibazar)
175	Approving removal of forest from tea garden (Moulvibazar)
176	Giving lease renewal for tea garden (Moulvibazar)
177	Giving permission for selling land Khagrachari
178	Giving certificate to successor or heir at Khagrachari
179	Giving no objection certificate for land mortgage
180	Giving petition writer license at Khagrachari
181	Giving renewal of petition writer license at Khagrachari
182	Giving permission for land registration or buying and selling deed at

	Khagrachari
183	Giving permission for land partition or power of attorney registration at Khagrachari
184	Giving certificate to permanent resident at Khagrachari
185	Forwarding applications to forest division for taking permission of farm at Khagrachari
186	Changing name in ration card at Khagrachari
187	Appointing chairman of village cluster group of non tribal people to distribute food grain in Khagrachari
188	Settling complaint against chairman of village cluster group of non tribal people in Khagrachari
189	Transferring ration card for returned ethnic group from India
190	Transferring ration card for JSS member in Khagrachari
191	Giving permission to general foreigner for travelling in Khagrachari
192	Giving permission to diplomats, UN agency and foreign organizations for travelling in Khagrachari
193	Giving permission to foreigner who are working in industry or mill of Khagrachari for travelling in Khagrachari
194	Giving permission to traveler for travelling Khagrachari for research and other purpose
195	Giving permission to individual land owner for keeping land mortgage in Rangamati
196	Giving permission for shifting furniture due to transfer of officer or staff in Rangamati
197	Forwarding received application to concerned forest division for taking permission to make farm in Rangamati
198	Doing registration of office, house rent, shop rent through agreement in Rangamati
199	Doing registration of mortgage deed of different bank or financial organization in Rangamati
200	Appointing commissioner for deed registration due to sickness in Rangamati
201	Doing registration of will for land transferring in Rangamati
202	Doing registration of agreement for taking advance money to sell land in Rangamati
203	Doing registration of deed of land transfer (for giving land as gift) in Rangamati
204	Doing registration of deed of land transfer (in case of sale) in Rangamati
205	Giving lease (ijara) of water source for fish farming (shrimp farm)
206	Giving renewal of lease (ijara) of water source for fish farming (shrimp farm)
207	Giving lease (ijara) of water source for collecting salt
208	Giving renewal of lease (ijara) of water source for collecting salt

Source: GIU, Dhaka (2016)

### **Annexure 3: Research Questionnaires**

#### **Research Title: Impact of Citizen Charter on District Administration in Bangladesh: A case study of Narsingdi District**

##### **Questionnaire-1: For Service Receivers in DC Office, Narsingdi**

Name of Respondent:

Sex: Male/Female

Age:

Profession:

- 1 Have you come to DC office to get any service?
  - A. Yes
  - B. No.
  
- 2 Have you taken any service from DC office before?
  - A. Yes
  - B. No.
  
- 3 How long ago you have taken service from DC office?
  - A. Before 2007
  - B. In between 2007 to 2011
  - C. After 2011
  
- 4 Do you know about Citizen Charter?
  - A. Heard but have no idea
  - B. Know and have Idea
  - C. Do not know and have no Idea
  
- 5 Have you seen any Citizen Charter in DC office?
  - A. Have seen
  - B. Have not seen
  
- 6 Do you know where you have to apply to get services of DC Office?
  - A. I know
  - B. Do not know
  - C. Need to be known.

- 7 Do you know how many services are provided by DC office?  
A. I know  
B. Do not know
- 8 Have you got your expected services from DC office?  
A. I have got  
B. Have not got
- 9 How many times you have received services from DC office?  
A. Not more than two times  
B. Two to five times  
C. More than five times
- 10 Do you think services of DC Office will be improved if the concept of the Citizen Charter is implemented properly?  
A. Yes  
B. No.  
C. Do not know
- 11 What do you think about implementing Citizen Charter?  
A. Implementation is possible  
B. Implementation is not possible  
C. Time is required for implementation  
D. Have no opinion.
- 12 Do government staffs perform their duty properly according to Citizen Charter?  
A. Yes  
B. No.  
C. Do not know
- 13 Have you ever complained to the authority against any staff of DC office?  
A. Yes and action is taken regarding the complaint  
B. Yes but did not get any favorable results  
C. Did not complain.
- 14 Do you know that there is a Web Portal or Web Site of DC office?  
A. Know and I have seen it  
B. Do not know  
C. Heard but never seen

- 15 Is implementation of Citizen Charter is required to improve service quality of DC Office ?
- A. Yes
  - B. No.
  - C. Do not know
- 16 Do you think Citizen Charter can eliminate the corruption of DC office?
- A. Yes
  - B. No.
  - C. Do not know
- 17 What type of behavior you receive from DC office staffs?
- A. Always get good behaviour
  - B. Sometimes get good behaviour
  - C. Never get good behaviour
- 18 Has the Citizen Charter of DC Office reflected your expectations from them?
- A. Yes
  - B. No.
  - C. Do not know
- 19 Has your opinion been taken during formulating Citizen Charter of DC office?
- A. Yes
  - B. No.
- 20 Is there any scope to give your opinion regarding the improvement of service quality of DC Office?
- A. Yes
  - B. No.
  - C. Do not know
- 21 Are you satisfied after receiving service of DC office?
- A. Yes
  - B. No.

- 22 Have you paid fixed fee or extra money to get DC office service?  
A. Paid only fixed fee  
B. Paid extra money  
C. Never required to pay additional money.
- 23 Have you ever heard that other person received or got services from DC Office by paying extra money?  
A. No.  
B. Yes, heard
- 24 Did you go to DC Office more than once to get any service from there?  
A. Yes  
B. No.
- 25 Have you got expected service from DC office within fixed time?  
A. Yes  
B. No.
- 26 Have you received quick service from service providing officers and staffs of DC office?  
A. Yes  
B. No.
- 27 Are there various options to get any service of DC office?  
A. Yes  
B. No.  
C. Do not know

**Research Title: Impact of Citizen Charter on District Administration in  
Bangladesh: A case study of Narsingdi District**

**Questionnaire-2: For Service Providing Staffs of DC Office, Narsingdi**

Name of Respondent:

Sex: Male/Female

Age:

Name of Post:

Section :

- 1 How long you have been doing Government Job?
  - A. Not more than five years
  - B. 5 to 10 years
  - C. 10 to 15 years
  - D. More than 15 years
  
- 2 Do you know about Citizen Charter?
  - A. Heard but no idea
  - B. I know and have idea
  - C. Do not know
  
- 3 Do you have Citizen Charter in your office?
  - A. Yes
  - B. No.
  
- 4 Have you mentioned all information about the available services of your section in the Citizen?  
(if the answer of question no. 3 is option 'A')
  - A. Yes
  - B. No.
  - C. Do not know
  
- 5 Have you seen Citizen Charter in any Government office other than your's?
  - A. Yes
  - B. No.
  - C. Did not notice
  
- 6 Do you provide services to the public according to Citizen Charter?
  - A. Yes
  - B. No.



- 7 Do you think services of DC Office will be improved if the concept of Citizen Charter is implemented properly?
- A. Yes
  - B. No.
  - C. Do not know
- 8 What do you think about implementing Citizen Charter?
- A. Implementation is possible
  - B. Implementation is impossible
  - C. Time is required for implementation
- 9 Have you got any training on Citizen Charter?
- A. Yes
  - B. No.
- 10 Have you displayed Citizen Charter of your section to the public?
- A. Yes
  - B. No.
  - C. It is kept in the file.
- 11 How Citizen Charter of your section is displayed? (if answer of question no. 10 is yes)
- A. Signboard is displayed in front of the office.
  - B. Displayed in the Web Portal.
  - C. Displayed in the office notice board.
- 12 Have you ever received any complain from public regarding any service of DC Office?
- A. Yes and the matter is settled or action is taken
  - B. Yes, but action has not been taken about the complain
  - C. No. did not get any complain
- 13 What is the role of your higher authority in terms of implementing Citizen Charter?
- A. Is cordial and looks the Implementation status regularly.
  - B. It is only written on paper, in reality there is no monitoring.
  - C. Never saw to play a role in this matter/topic.
- 14 Do you update Citizen Charter of your section regularly?
- A. Yes, it is done regularly or as per requirement.
  - B. It is done sometimes.
  - C. Never do it though it is essential.

- 15 Is there any change in your office work after implementation of Citizen Charter?
- A. Yes, it is changed. Now services are provided within specific time.
  - B. Yes, it is changed. Now services are provided in less time than before.
  - C. No. nothing is changed
- 16 Is there any complain system for failure of getting service?
- A. There is a complaint box to drop written complain without meeting with the responsible officer.
  - B. Verbal or written complain can be given after meeting with the responsible section officer.
  - C. There is no system like this.
- 17 Is there any discussion/or meeting in your office regarding the implementation status of Citizen Charter?
- A. Yes, there is meeting.
  - B. No, there is no meeting.
  - C. Do not know
- 18 What is the role your section officer in terms of performing duty according to Citizen Charter?
- A. Very sincere and willing to perform duty.
  - B. Quite interested to perform duty
  - C. Have seen no interest in this regard.
- 19 What happens when you fail to perform duty according to Citizen Charter?
- A. Divisional action is taken against the liable person.
  - B. No action is taken against the liable person.
  - C. Do not know in this regard.
- 20 Is there any waiting room in your office for the public who come to receive services?
- A. Yes
  - B. No.
- 21 Is there separate waiting room and toilet in your office for female who comes to receive service?
- A. Yes
  - B. No.

- 22 Does the Citizen Charter of DC Office reflect expectations of public?
- A. Yes
  - B. No.
  - C. Do not know
- 23 Has your opinion been taken during formulating Citizen Charter of DC office?
- A. Yes
  - B. No.
- 24 Are public getting better services than before for implementing Citizen Charter in DC office?
- A. Yes
  - B. No.
  - C. Do not know

**Research Title: Impact of Citizen Charter on District Administration in  
Bangladesh: A Case Study of Narsingdi District**

**Questionnaire 3: For Service Providing Officers of DC Office, Narsingdi**

Sex: Male/Female

Age:

Name of Post:

Phone Number:

Date:

**Questions**

- 1 How long you have been doing Government Job?
  - A. Not more than two years
  - B. 2 to 5 years
  - C. 5 to 10 years
  - D. More than 10 years
  
- 2 Do you know about Citizen Charter?
  - A. Yes
  - B. No
  
- 3 Do you have Citizen Charter in your office?
  - A. Yes
  - B. No.
  
- 4 Have you mentioned all information about the available services of your section in the Citizen Charter?

(If the answer of question no. 3 is option 'A')

  - A. Yes
  - B. No.
  - C. Do not know
  
- 5 Have you seen Citizen Charter in any Government office other than yours?
  - A. Yes
  - B. No.
  - C. Did not notice
  
- 6 Do you provide services to the public according to Citizen Charter?
  - A. Yes
  - B. No.

- 7 Do you think services of DC Office will be improved if the concept of Citizen Charter is implemented properly?
- A. Yes
  - B. No.
- 8 What do you think about implementing Citizen Charter?
- A. Implementation is possible
  - B. Implementation is not possible
  - C. Time is required for implementation
- 9 Have you got any training on Citizen Charter?
- A. Yes
  - B. No.
- 10 Have you displayed Citizen Charter of your section to the public?
- A. Yes
  - B. No.
  - C. It is kept in the file.
- 11 Have you ever received any complain from public regarding any service of DC Office?
- A. Yes and the matter is settled or action is taken
  - B. Yes, but action has not been taken about the complain
  - C. No. did not get any complain
- 12 What is the role of your higher authority in terms of implementing Citizen Charter?
- A. Is cordial and looks the Implementation status regularly.
  - B. It is written on paper, in reality there is no monitoring.
- 13 Do you update Citizen Charter of your section regularly?
- A. Yes
  - B. No
- 14 Is there any change in your office work after implementation of Citizen Charter?
- A. Yes, it is changed. Now services are provided within specific time.
  - B. Yes, it is changed. Now services are provided in less time than before.
  - C. No. nothing is changed

- 15 Is there any complain system for failure of getting service?
- A. There is a complaint box to drop written complain without meeting with the responsible officer.
  - B. Verbal or written complain can be given to responsible section officer after meeting with him.
  - C. There is no system like this.
- 16 Is there any discussion or meeting in your office regarding the implementation status of Citizen Charter?
- A. Yes, there is meeting.
  - B. No, there is no meeting.
- 17 What is the role your section staffs in terms of performing duty according to Citizen Charter?
- A. Very sincere and willing to perform duty.
  - B. Quite interested to perform duty
  - C. Have seen no interest in this regard.
- 18 What happens when your section staffs fail to perform duty according to Citizen Charter?
- A. Divisional action is taken against the liable person.
  - B. No action is taken against the liable person.
- 19 Is there any waiting room in your office for the public who come to receive services?
- A. Yes
  - B. No.
- 20 Is there separate waiting room and toilet in your office for female who comes to receive service?
- A. Yes
  - B. No.
- 21 Does the Citizen Charter of DC Office reflect expectations of public?
- A. Yes
  - B. No.
- 22 Can public meet with you when they come to receive service in your office?
- A. Yes
  - B. No.

- 23 Are you satisfied about the service quality of your office?  
A. Yes  
B. No.
- 24 Is the public service providing place of your office clean?  
A. Yes  
B. No.
- 25 Is the cost of service is decreased for implementing Citizen Charter in your office?  
A. Yes  
B. No.
- 26 Is there any monitoring system to check the receiving of service fee from public in your office?  
A. Yes  
B. No.
- 27 Has Citizen Charter ensured quick service delivery to public in your office?  
A. Yes  
B. No.