



Citizens' Trust in Local Government Institutions in Bangladesh

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MPPG (6th Batch)

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Public Policy & Governance Program
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North South University

Dedicated to

My Parents for making me be who I am, and my wife and sons for supporting me all the way!

Declaration

I declare that the dissertation entitled “Citizens’ Trust in Local Government Institutions in Bangladesh” submitted to the PPG Program of North South University, Bangladesh for the Degree of Master in Public Policy and Governance (MPPG) is an original work of mine. No part of it, in any form, has been copied from other sources without acknowledgement or submitted to any other university or institute for any degree or diploma. Views and expressions of the thesis bear the responsibility of mine with the exclusion of PPG for any errors and omissions to it.

Signature with date

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It has been a wonderful journey for writing this dissertation in North South University (NSU). But this journey would not have been possible without the help of so many people in so many ways. With their support, guidance, and help, the time in NSU has been rewarding and a learning journey for me.

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Muhammad Khademul Basher

Abstract

This study endeavours to explore citizens' level of trust in LGIs in Bangladesh with a specific aim to determine the governance features that affect their level of trust. The researcher has also tested some socio-demographic features to measure its influence on trust. This research used both quantitative and qualitative methods. This study mainly used surveys conducted by Public Policy and Governance (PPG) Program of North South University in 2015. Besides, the researcher administered some key informant interviews and focus group discussions. Both primary and secondary sources of data have also been used for further analysis, validation, and inferences. Some hypotheses related to governance and socio-demographic variables have been tested.

The study aims to find out the dynamics of citizens' trust in LGIs in Bangladesh. It includes the pattern of trust within the LGIs. Moreover, governance features like accountability, transparency and citizens' participation have been considered as explanatory variables to measure its impact on trust. In addition to these, some other selected socio-demographic features like gender, age, religion, educational attainment, occupational status, and income have been examined to assess the overall institutional trust in LGIs.

In the final analysis, from empirical data, the study has observed a high level of trust in LGIs. But the key informants, on the other hand, are more or less skeptical regarding this finding. However, it appears from the empirical data, key informants observations and from the synopsis of the focus group discussions that people have higher trust on Union Parishad (UP) compared to Upazila Parishad (UzP). Moreover, governance variables such as accountability, transparency and citizens' participation have been found to be influential in determining the trust level in LGIs in Bangladesh. Among the socio-demographic variables age, religion and income in proximity (for UPs only) have significant influence in trust building. Women have shown a high level of trust in LGIs. But educational attainment and occupational status are found to have no significant relation to trust building in this research perspective.

On the contrary, from regression analysis it is found that among the governance variables, only accountability and transparency is found to have significant influence on citizens' trust in LGIs. Moreover, all the socio-demographic variables (except age) have an insignificant relationship in trust formation.

However, the contemporary trust literature does not fully match with the findings of the research. It appears from the empirical data that trust dimensions are generally country, culture, and context specific.

The researcher has used 3 (three) models to identify and to make a comparison between the relative contributions of the explanatory variables in explaining the dependent variables. Base model 1 incorporates 3 (three) governance variables, base model 2 incorporates 6 (six) socio-demographic variables and base model 3 (main model) incorporates both governance and socio-demographic variables. The study has revealed that the main model has the highest explanatory power and it can explain a maximum of 28.5% of the total variability among the dependent and independents variables. As this study incorporates only two sets of variables due to time limitations, further study can be done including other variables like anthropological, performance and political economic set of variables to see the level of citizens' trust in local government institutions.

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List of Abbreviations and Acronyms

ACA	Anti Corruption Agency
BBS	Bangladesh Bureau of Statistics
BDT	Bangladesh Taka
CC	Citizen Charter
FFS	Farmer Field School
FGD	Focus Group Discussion
7FYP	7 th Five Year Plan
IAP2	International Association for Public Participation
KII	Key Informant Interview
LGIs	Local Government Institutions
LGSP	Local Government Support Project
MP	Member of Parliament
MPPG	Master in Public Policy and Governance
NGOs	Non Government Organizations
NSU	North South University
PARC	Public Administration Reform Commission
PPG	Public Policy and Governance
RTI	Right to Information
SCs	Standing Committees
SDGs	Sustainable Development Goals
TOR	Term of Reference
UB	Union Board
UC	Union Committee
UHC	Upazila Health Complex
UK	United Kingdom
UNCDP	The United Nations Committee for Development Policy
UNO	Upazila Nirbari Officer
UP	Union Parishad
UPGP	Union Parishad Governance Project
UZGP	Upazila Governance Project

UzP	Upazila Parishad
WDF	Women Development Forum
WS	Ward Shava

Chapter 1

Introduction

This chapter introduces the general background of the study with a specific research problem. It explains the significance and objective of the study. It also highlights the research questions and hypotheses of this research. Furthermore, this chapter reviews the relevant empirically validated trust literature to trace the trends in trust research both in global and local context. It also reviews the literature on Local Government Institutions (LGIs) especially on Upazila Parishad (UzP) and Union Parishad (UP) to sketch its present scenario in Bangladesh. This chapter incorporates the scope as well as limitation and structure of the study.

1.1 Background

The topic of trust in government is a main area of concern across the world. Politicians and researcher community has shown their keen interest in this issue. The world is observing a declining trend in the levels of trust (2017 Edelman Trust Barometer). It is also true in almost all the advanced democratic countries. But not only the specific pattern but also the pace of the decrease varies from country to country (Blind 2007). It is an issue of discomfort among governments. Most of the government treated it as a potential threat which can create legitimacy crisis. Substantial amount of studies have been conducted on trust in government with a wide range of variations such as trust as a concept, its origin and also the consequences of declining trust. These explorations give a point of view to understand the phenomenon. It can be helpful to explore the dynamics of citizens' trust in LGIs in Bangladesh.

Bangladesh has a unitary system of government. Articles 9, 11, 59, and 60 of the Constitution of Bangladesh ensure a decentralized form of governance through LGIs. There are two types of LGIs in Bangladesh - rural and urban. In Bangladesh, there are 11 City Corporations and 313 Poursavas (municipality) in urban areas. In case of

rural areas, there are 61 Zila Parishads, 487 Upazila Parishads and 4,545 Union Parishads as elected LGIs (Aminuzzaman *et al.* 2017). Upazilas were formerly known as thana. The literary meaning of thana is a police station. Thanas have a wider range of administrative activities and geographic region than that of today's Upazila. In 1982 thanas were termed as Upazilas. The activities were backed up with provisions for semi-autonomous local governance. In 1992 it was again reverted to the thana system. Later in 1999 thanas were converted into Upazilas. There is one chairman, one vice-chairman and a woman vice-chairman in each Upazila Parishad. They are elected through a direct popular election. All of the Union Parishad chairman within the Upazila acts as the members of the Upazila Parishad. The post of a woman vice-chairman was created in each Upazila Parishad to ensure one-third woman representation in all the elected post. Union Parishads are the lowest tier of rural local government administration in Bangladesh. It is originated from British period in a different name with some modifications in its functions. In British era, 1870, British Government established Union Panchayats. Throughout several changes, it became Union Parishad in 1973. Article 59 and 60 of the Constitution, describes the formation, responsibilities, and functions of these LGIs. Over the years, a number of committees and commissions have been constituted and bring in the structural and functional areas of LGIs. However, no significant and visible changes have been noticed as yet. It faced several changes in its functions and responsibilities, but it always had its existence there.

There is no alternative to LGIs especially to ensure effective and responsive service delivery at the grass root level. For this reason, the general notion of the citizen regarding the trustworthiness of these institutions can play a significant role.

1.2 Statement of the Problem

There are so many research works on LGIs. In some of the previous research papers on local government, it has been studied that UzPs have to face several institutional challenges like lack of authority and power, authoritative central and local relationships, inadequate financial resources, lack of transparency and accountability (Panday 2011). Meanwhile UPs have to struggle with more or less similar kind of

institutional challenges while working at the root level to provide service delivery. UP members have shallow knowledge about their formal roles and responsibilities (Khan n.d.). A lack of vision, a lack of commitment as well as dishonesty of the leadership of UP are observed in some cases (Aminuzzaman 2011). Accountability of the elected leaders of UP are not visible practice (Aminuzzaman 2014). Financial insolvency and inadequate infrastructural capacity of UP hinders effective performance of the UP (Khan n.d.). All the LGIs have their own sources of revenue. But they hardly can generate sufficient amount of revenue to meet their actual demand. The problem arises due to their low capacities of revenue mobilization or unwillingness to mobilize revenues (Bhattacharya *et al.* 2013). The Chairman enjoys comparatively a powerful position and takes decision with consulting with a small circle of people, predominantly the elite people in most of the cases (Aminuzzaman 2013). Though there is a provision of the UzP Act 1998, 2011 and UP Act 2009 to be transparent and participatory but people have very low level of access in the project selection as well as in other decision making process. People's participation and involvement of civil society were found inadequate in UP (Aminuzzaman 2013).

Vision 2021, 7th Five Year Plan (7FYP) and several other initiatives have been taken by the government for overcoming these predominant challenges as well as for improving the conditions of LGIs in Bangladesh. The 7FYP also declared a commitment to work for creating stronger and effective LGIs (UNCDP 2015). Both LGSP (Local Governance Support Project) and UPGP2 (Union Parishad Governance Project) projects are actively cooperating government. These projects aim to assist government to mitigate the present challenges and to improve service delivery of LGIs.

In spite of having a tremendous effort by the government to strengthen the LGIs, such local government bodies are facing unprecedented challenges. There are existing policies, acts, reform initiatives, constitutional provisions and government initiatives to develop the LGIs as a significant entity. After having all these acts, policies, constitutional provisions there, the effectiveness of LGIs is not visible that

much. It may have an impact on the level of trust among the citizens (Aminuzzaman 2013).

In summary, the problem that emerges from the previous literature is that there is lack of transparency, low level of institutional visibility, weak participatory process and questionable image of LGIs. So, there is a likely chance that this may be a manifestation of the low level of citizens' trust in LGIs as a grass root level institution in Bangladesh.

1.3 Literature Review

1.3.1 Literature Review on Trust

There is plenty of research on trust in the western context. However, of late some of research on trust has emerged in South Asian perspective and context. Literature review highlights the contributions of scholars in trust research from the different trust perspective. It portrays the implication of trust and explores the potential factors that matter for trust in the different perspective. Moreover, it attempts to identify the literature gap to address in this study.

Fukuyama (1995) argued that trust can be treated as a pertinent factor to understand and assess the world economic system. He also mentioned that trust affects both organization and society.

Kim and Kim (2007) argued that several factors influence trust in government. Among them, they put more emphasis on "efficiency and effectiveness, integrity and accountability, openness, participation, and transparency."

Vineburgh (2010) focused on organizational trust. He mentioned potential linkage between organizational trust and other relevant variables such as empowerment, support for innovation, resistance to change, interpersonal conflict and demographic features. It was evident that the level of organizational performance and competitiveness has a link to organizational trust. It reveals that the higher level of

empowerment, the higher level of support for innovation and the lower level of interpersonal conflict positively influence organizational trust.

Pande (2010) explored some factors which affect citizens' level of trust in Nepal. The study identified that gender, and indigenous identity has influence in citizens' trust. Women and non-indigenous people had more trust than their counterpart. Socio-demographic variables like age, education, and income have insignificant relation with trust. However, community participation in decision making and transparency in the institutional arrangement are highly significant for trust.

Askvik (2011) discussed the trust concept in Bangladesh and the significant factors influencing trust. The study revealed a paradoxical situation in Bangladesh. The survey data of this study revealed that respondents do not agree that civil servants and politicians are reliable, trustworthy or competent. But they have high trust in Parliament, and Central Government compared to the other countries.

Jamil and Askvik (2013) analyzed the potential factors determining citizens' trust on the public official in Nepal and Bangladesh. They came up with a comparative study on trust variables between Nepal and Bangladesh. Citizen's perception regarding civil service is less negative in Bangladesh than in Nepal. In Bangladesh, predictability and reliability of civil servants have no implication on trust, but in case of friendliness, helpfulness and efficiency have a strong positive correlation with citizens' trust to civil servants. However, predictability and reliability have positive but a little bit weak relation to trust in the context of Nepal. In case of Bangladesh, corruption has a high influence to generate mistrust whereas, in Nepal, corruption does not imply on trust. In case of Nepal, friendliness, promptness, and efficiency of civil servants draw high trust.

Dan *et al.* (2013) revealed that variations in the generalized trust were correlated with public resources by using resource factor theory, i.e., variation in resourcefulness affect trust.

Haque (2015) analyzed potential factors of trust variation while conducting a study related to patient's trust on Upazila Health Complex (UHC) which is responsible for providing primary health care facilities at Upazila level in Bangladesh. The study showed that patients have a high level of trust on UHC. Socio-demographic variables like gender, monthly household income have no significance in trust formation. But age has an inverse and weak relationship with trust on UHC. Surprisingly, doctor's credible commitment to service shows no significant relationship in building trust in UHC. Patients' trust may be low even though doctor's commitment is demonstrated high. However, doctor's competence, patient's level of satisfaction and quality of nursing service is highly significant for building patients trust.

Jamil and Askvik (2015) assessed citizens' level of trust on public and political institutions in Nepal and Bangladesh. They identified some of the factors those affect citizens' perception of trust. It appeared that both in Bangladesh and Nepal factor such as quality of government i.e. performance and trustworthiness matter more than the citizens' social association in trust formation. In Nepal, generalized trust (trust towards strangers) was lower than in Bangladesh. The people of Bangladesh are more positive to public services than the Nepalese people. It revealed that list of the most trustworthy institutions varies significantly between these two countries. The most trustworthy institutions in Nepal are LGIs like Village Development Committee, District Development Committee whereas in Bangladesh by contrast Higher Judiciary, Army, Parliament, Office of the Deputy Commissioner generates high trust.

Goldsmith (2015) observed in his study that in America, despite having several problems like manipulation in procurement processes, an old-fashioned technique of service delivery, local government officials enjoy a great deal of citizens' trust due to their continuous effort, potentiality, and sincere commitment.

Liu (2015) explored that trust pattern is hierarchical in China. It means the highest level of government was associated with highest levels of public trust. Conversely, local government, i.e., the lowest tiers of government was associated with the lowest level of public trust.

Aminuzzaman (2016) observed that in case of disaster management the institutional image of the UP such as inclusiveness, responsiveness, extent of citizens' participation in the UP activities affect the level of trust of the UP residents. Moreover, accountability of the UP, corruption, and lack of integrity also affect the trust level.

Popy (2016) assessed citizens' level of trust on Union Parishads in Bangladesh. She explored that transparency, performance affect the level of trust on the UP. However, competency, accessibility, and fulfillment of commitment have no significant impact on trust. She also mentioned that gender and age have high influence in trust formation. But education is insignificant in trust generation.

In the recent study, Baniamin and Jamil (2017) mentioned that higher visibility of activities could affect trust significantly. Their study revealed that Nepalese Anti-Corruption Agencies (ACA) enjoyed a higher level of citizens' trust compared to Bangladesh and Sri Lanka due to their higher visibility of activities such as targeting lower level public officials regarding corruption issues.

Table 1.1: Summary Overview of Literature Review on Trust

Name of Authors	Major Findings
Fukuyama (1995)	Trust is a significant factor for organization, society, economic system
Kim and Kim (2007)	Efficiency and effectiveness, integrity and accountability, openness, participation and transparency affect trust significantly
Vineburgh (2010)	Organizational trust has a link to the level of organizational performance and competitiveness
Pande (2010)	Gender and indigenous identity influence citizen's trust Age, education, and income are indifferent to trust formation Transparency and participation in decision making are highly significant for trust.
Askvik (2011)	Trust and trust factors are paradoxical in Bangladesh, i.e., citizens' have higher trust in some institutions but not the people associated with it.
Jamil and Askvik (2013)	Friendliness, helpfulness, efficiency, corruption maintain significant correlations with trust Predictability and reliability have no implications on trust

Dan <i>et al.</i> (2013)	Resource factor theory, i.e., variation in resourcefulness affect trust
Haque (2015)	Age, competence, level of satisfaction, quality of service, and integrity influence trust
Jamil and Askvik (2015)	Quality of government (performance and trustworthiness) influences trust
Goldsmith (2015)	Continuous effort, potentiality, and sincere commitment affect trust
Liu (2015)	Hierarchical trust pattern, i.e., highest level of government was associated with highest levels of public trust and vice versa in the nondemocratic nation.
Aminuzzaman (2016)	Institutional image affects trust
Popy (2016)	Gender, age, transparency, and performance influence trust. Competency, accessibility, and fulfillment of commitment have no significant impact on trust.
Baniamin and Jamil (2017)	Higher visibility of activities can affect trust

In a nutshell, the studies suggest that the trust dimensions differ from country to country context, culture, and organization. The highly significant trust factors for one context may not imply in another context. In Bangladesh perspective, it appears to have a paradoxical relationship between overall institutional trust and the trust factors. The people of Bangladesh have less trust on the civil servants or the politicians as an individual but they have a high level of trust on the institutions like central government, higher judiciary, army, office of the Deputy Commissioner.

1.3.2 Literature Review on LGIs

A substantial amount of research has been conducted on LGIs in Bangladesh. Literature review highlights the present features of local government in Bangladesh. It attempts to identify the literature gap to address in this study.

Haque (2009) analyzed the challenges of people's participation at UP in Bangladesh. He observed that local government suffers from inefficiency, resources constraints, poor coordination, political corruption, lack of sincerity of the chairmen, etc. Furthermore, he observed the activities of different Standing Committees (SCs) of UP and found a low level of citizen's participation in the local decision-making process.

Adhikary (2010) revealed in his study that the strong presence of patriarchy and the patron-client relationship cause failure to UP governance. Poor people's access to public resources is not ensured at the root level for this type of governance.

Aminuzzaman (2010) discussed the history and evolution of UP, policy context, reforms and present institutional arrangement of local government in Bangladesh. Moreover, he argued that political economy has a significant role in shaping the character of local government.

Panday (2011) argued that it is not possible to establish a strong and independent local government system due to the influence the political leadership. The structure of LGIs has frequently been changed by political leadership through different reforms initiatives to gain political benefit and to strengthen their political base at the grass root level.

Ahmed noted that there are more than 200 laws for governing local government in Bangladesh. Significant portions of it are practically obsolete, contradictory and lack enforceability (2012, cited in Khan 2016:5).

Rahman (2012) explored that democratically elected representatives of Upazila Parishads have largely failed to establish their rapport with the people. The independence of local government has weakened due to the interference of Member of Parliament (MP). Moreover, he identified that citizens' were more or less unaware of the roles and responsibilities of Upazila Parishad as well as the functions of elected representatives and bureaucrats.

Hossain (2015) observed that though the local government bodies are to integrate people's participation in the decision making at the local level, the reality is very different. Ensuring accountability and transparency is a core problem at the local level. Various factors are responsible for this mode of government, including lack of financial resources, centralized authority, the apathy of the people, etc.

Aminuzzaman (2011, 2014, 2016) underlined the present institutional features and challenges of the UPs in Bangladesh. He argued that the UPs are facing some

challenges while delivering services at union level. Among them, the limited understanding of functions by the community people, low level of awareness of the UP members, dominance of chairman in decision making, exclusion of the women members, lack of citizen's participation, centralized project design and implementation, weak relationship between the elected representatives and the local officials etc. are identified as major challenges for the UPs. Moreover, he mentioned that UPs regain some image during the disaster period.

Hassan and Mannan (2016) analyzed the linkage between Upazila Parishad and Union Parishad. They found that the linkage to be embedded in and shaped by national and local politics as well as bureaucratic culture.

Khan (2016) mentioned that political leadership manipulates LGIs for consolidating and legitimizing power is always visible in Bangladesh.

Monem (2016) in his research entitled, "An action research on the process and quality of budgeting and planning of Upazila Parishads" identified several limitations of Upazila budgets. Among them, traditional mindset of resource management, lack of inclusiveness, non-compliance with government guidelines, no linkage between the FYPs and annual plans, etc. are identified as major limitations.

Khan (n.d.) explored the legal and practical constraints behind the functioning of the UPs. He identified lack of public awareness, financial insolvency, inadequate training and knowledge of the UP officials, administrative complexities, gender discrimination, lack of coordination, obstruction from the powerful people of the locality and the politics of vote, etc. as the main constraints in performing the responsibilities of the UPs.

The literature review on trust and local government show that though Bangladesh emphasizes on local government, roles and functions of local government, there is no focused trust study as such on local government in Bangladesh.

Table 1.2: Summary Overview of Literature Review on LGIs

Name of Authors	Major Findings
Haque (2009)	Challenges of people's participation at UP
Adhikary (2010)	Strong presence of patriarchy and the patron-client relationship characterize UP governance
Aminuzzaman (2010)	Covers history and evolution of UP, policy context, reforms. Argues that political economy has significant role in shaping the character of local government
Panday (2011)	Political intention of reform of LGIs
Ahmed (2012)	Staggering number of laws governing local government
Rahman (2012)	Identified citizens' unawareness about the roles and responsibilities of UzP and functions of elected representatives and bureaucrats.
Hossain (2015)	Low level of accountability and transparency, lack of financial resources, the apathy of the people are some of the institutional features of UP.
Aminuzzaman (2011, 2014, 2016)	Governance challenges for the UPs include - weak service delivery system, low level of awareness of UP members, the dominance of chairman in decision making, exclusion of women members and mere symbolic and pseudo people's participation. UPs regain some image during the disaster period
Hassan and Mannan (2016)	Map and analyze institutional linkage between UzP and UP
Khan (2016)	Political leadership manipulates LGIs for consolidating and legitimizing power.
Monem (2016)	Limitations of Upazila budgets
Khan (n.d.)	Lack of public awareness, administrative complexities, gender discrimination is some of the constraining institutional factors of UP.

1.4 Significance

Literature shows that many research works have been conducted regarding the institutional challenges, financial management, budgeting and other issues of the LGIs in Bangladesh. Even there have been so many researches on trust issues but the previous works have hardly touched the issue of citizen's trust on LGIs as a whole. This study has tried to explore whether there is any trust gap among the citizens.

When trust collapses in society, the harmony of the whole society suffers (Bok 1979, cited in Haque 2015:1). Kim (2005) argued that higher citizens' trust in public institutions ensures good governance as trust is an ingredient of good governance.

As LGIs is the only elected body working for the rural people, it needs to be an effective one. To ensure good governance in LGIs, trust needs to be ensured as well. So assessing trust level is very important. If there is mistrust on local government, people may stay away from LGIs, and it may become dysfunctional, ineffective and unresponsive. Service delivery and service quality of LGIs may have an implication on the issue of trust.

UzPs and UPs are two government developmental body which works for development at the grass root level. Vision 2021, 7th Five-year plan enforces this institution to be a leading institution at the local level. Therefore, it needs to be more effective, more functional, more active, more trustworthy and more reliable. This study has significantly observed the citizens' pattern of trust on LGIs along with the factors influencing citizens' trust. The finding of the study is likely to add value to policy making to enhance trust on LGIs.

1.5 Objective

The overall objective of this study is to explore the dynamics of citizens' trust in LGIs in Bangladesh.

1.6 Research Questions

Keeping view with this objective this research raises the following questions:

1. Do citizens' trust vary between the different tiers of local government in Bangladesh?
2. Do the governance features affect citizens' trust on LGIs in Bangladesh?
3. Do the socio-demographic features affect citizens' trust on LGIs in Bangladesh?

1.7 Hypotheses

To address the above-mentioned objective and research questions the study attempts to focus on the following hypotheses.

1. The higher the level of accountability in LGIs, the more the level of trust of the community.

2. The higher the level of transparency in LGIs, the more the level of trust of the community.
3. The higher the level of citizens' participation in LGIs, the more the level of trust of the community.
4. Demographic features (gender, age, religion, educational attainment, occupational status, and income) affect the citizens' level of trust.

1.8 Methodological Overview

A mixed approach (combination of both qualitative and quantitative methods) has been used to minimize the weakness of single research method. This study mainly used surveys conducted by Public Policy and Governance (PPG) Program of North South University in 2015. The total number of respondents was 2748 on the data set. The samples were collected from 22 districts and covered both urban and rural respondents. But the researcher has been concentrated only on rural respondents. The number of rural respondents was 2259.

Table 1.3: Respondent's Demographic Profile

Demographic background		Frequency	Percent (%)
Gender	Male	1200	53.1
	Female	1059	46.9
Age	17-35 Years	983	43.8
	36-55 Years	882	39.8
	56 Years & Above	380	16.9
Education	Illiterate	625	27.7
	Literate to Primary Level	858	37.9
	Secondary to Higher Secondary Level	684	30.3
	Graduate and higher Degree	92	4.1

Moreover, several secondary sources like books, research papers, articles have been used to review the existing literature on citizen's trust in the context of different countries. Key informants' interview and focus group discussion have been administered to validate the empirical research findings. Further secondary sources will be analyzed to find out similar research findings to make it more viable.

The dependent variable of the study is *citizens' trust in LGIs*. The empirical data of the survey have been analyzed by using statistical software popularly known as SPSS.

Moreover, chart or graph has been used to give impact to a specific characteristic of the data, compare and contrast of shows links between pieces of information.

Univariate analysis by using simple frequency table has been done to get general information about the respondents. To assess the casual connection and to measure the relationships between two variables, cross tabulation and correlation have been conducted. Chi-square test has been done to assess the statistical significance of the findings. Last but not the least regression modeling has been tested to identify the relative contribution of explanatory variables to the dependent variable.

1.9 Scope of the Study

Understanding the image of the LGIs is necessary for the policy makers. Trust for that matter is a significant component of “institutional image.” If there is any trust deficit, it needs to be understood and addressed accordingly. As LGIs have several institutional challenges, it may likely create some implicit impact on institutional trust. And if the citizens are dissatisfied, they may lose confidence and may stay away from this type of grass root institutions. The study has been conducted in two tiers of rural local government institutions, i.e., Upazila Parishad and Union Parishad. It will not cover the whole gamut of local government.

1.10 Limitation

The main limitation of this study is old empirical data drawn from survey conducted by PPG program of North South University in 2015. To overcome this limitation and further validate the findings, Key Informants Interview (KII) and Focus Group Discussion (FGD) have been administered.

1.11 Structure of the Study

This thesis consists of five Chapters. 1st Chapter introduces the background of the study, states specific research problem, reviews literature, clarifies objective, significance, and hypotheses of the study. It also deals with research questions, scope, and limitation of the study. It further focuses on the methodology adopted for this study and organization of the study. The chapter ends up with concluding remarks.

2nd Chapter presents a conceptual discussion on trust. This chapter consists of two parts. 1st part deals with the theoretical aspect of trust. It defines trust as well as presents the discourses on the typology of trust, trust theory and the variables of trust. 2nd part presents the analytical framework of the study.

3rd Chapter outlines the institutional overview of LGIs (UP, UzP). It proceeds with describing the evolution, history and the present structural arrangement of LGIs. It discusses the roles and functions, new institutional processes and practices of LGIs as well as features and impeding factors affecting the performance of Standing Committees.

4th Chapter presents an empirical analysis of trust data as well as its analysis in the light of analytical framework.

5th Chapter attempts to conclude main objective in the light of theoretical framework and observation as well as revisiting research questions and hypotheses. It draws a conclusion based on chapter four and raising few issues for future research.

1.12 Conclusion

Since the very beginning of Bangladesh, there is a pursuit for an institutional strategy which has significant influence at the grass root level. It should be a strategy which is helpful to strengthen participatory development to ensure democracy and better service delivery at the local level. Citizens' trust towards LGIs can play an important role in that quest.

Chapter 2

Conceptual Overview of Trust

This chapter consists of two parts: theoretical and analytical. First part attempts to give a brief overview on trust which includes the different perspective of trust, its definition, characteristics, and categories of trust with relevant variables. It gives a deep insight regarding the theoretical foundation of trust. The second part presents the analytical framework of this study with the indicators of the explanatory variables. It extends our understanding of the relationship between citizens' level of trust and trust variables.

Trust is an emerging area of organizational theory and behavioral science. In spite of having considerable research on trust, it seems that there is a lacking of a commonly accepted definition of trust (Lewis & Weigert 1985; Möllering *et al.* 2004; Perry & Mankin 2004). As a result, the concept of trust is surrounded by conceptual vagueness (Luhmann 2000).

Trust can be viewed from different perspectives like psychological; economic; sociological and so on. It can be defined in several ways according to the context in which it is studied (Rousseau 1998; Kramer 1999 cited in Pande 2010:16). For illustration, from the point of view trust is seen as a highly affected state caused by an actor's ability or inability to reach certain goals (Lazarus 1991). To make it more understandable, it can be said that psychologists perceive trust as an internal cognitive process between two actors such as trustors and trustees (Rotter 1967 cited in Pande 2010:16). From the economic perspective, it can be said that one makes trust choices based on perceptual costs and benefits of products i.e. calculative or rational anticipation about outcomes (Williamson 1993). On the contrary, sociologists have different idea and broadly observe trust as a property of combined attributes among people or institutions (Lewis & Weigert 1985 cited in Pande 2010:16).

Table 2.1: Different Perspectives of Trust

Perspectives	Core idea
Psychological	Highly affected state caused by an actor's ability or inability (Lazarus 1991) Functions of internal mental process (Rotter 1967)
Economic	Based on perceptual costs and benefits i. e. calculative and rational choice (Williamson 1993)
Sociological	Collective attributes based on certain beliefs, values, ethical issues, norms (Lewis & Weigert 1985)

2.1 Definition of Trust

The topic of trust has received a great deal of attention in the academic literature since the late 1950s. Despite this, the topic is quite complex and elusive. Webster's dictionary lists more than a dozen definitions of trust. Most of the definitions are often dependent on the context or situation in which trust is being observed.

German word *Tröst* is the root of the English word trust. The word *Tröst* means comfort. Blomqvist argued that it is not possible to reach a universal definition of trust because it is always an idea which is situation specific (1997, cited in Akanda 2016:19). Trust "implies instinctive, unquestioning belief in and reliance upon something" (Hébert 2006 cited in Pande 2010:16). It refers to natural belief on others which generates reliance on others and gives a person the feeling of comfort and security.

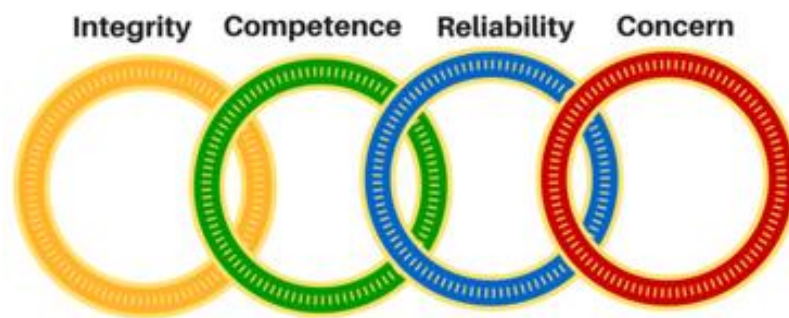
Baier (1986) argued that trust involves a kind of belief on others about their idealistic behaviour like harmlessness, non exploiting tendency and caring nature. Therefore, there is always a chance of personal vulnerability caused by uncertain or unpredictable future behaviour of others. So, trust is always closely related to risk.

Mayer *et al.* (1995) identified trust as dependence on other party based on one's belief and willingness to do so. It has two core ideas: first, trusting beliefs, which means keeping the beliefs that other people possesses some good character traits such as benevolence, competency, honesty or predictability in a particular situation (Mayer *et al.* 1995) and secondly, trusting intention which means willingness to depend on the other person (Currall & Judge 1995).

Coleman (1990) came up with the idea that trust is all about the calculation of expected gain and loss. Therefore, trust is always a conditional and contextual thing. Without having any expectation or uncertainty, there is no question of trust.

Mishra (1996) recognized four dimensions of trust such as openness, competence, reliability, and concern. But in some literature integrity is used as one dimension instead of openness (Stoner 2016; Robbins & Judge 2017).

Figure 2.1: Dimensions of trust



Source: Stoner (2016)

2.2 Characteristics of Trust

There are two main common characteristics of trust which can be listed from the existing literature. Among them, one is dependence on 'something future or contingent' (Rotter 1980; Kollock 1994; Mayer *et al.* 1995; Rousseau *et al.* 1998) and the other is 'confident anticipation' (Misztal 1996:18).

Sztompka (1996) argued that trust is an act of faith making by people which are directly related to the future contingent actions of others. Dependency on a future event handled by others is always an enormous source of risk and uncertainty (Hardin 2006).

2.3 Typology of Trust

Trust is categorized by different scholars in different ways. The categorization is not based on one basis rather than the typology of trust depends on more than one basis. Some theorists combine all of these dimensions. From all of these categories, the researcher only uses the categories relevant to the context of this study.

2.3.1 Institution Based Trust

The idea of institution-based trust was used by several researchers like Schutz (1932), Garfinkel (1963), Zucker (1986), David (1989), North (1990), Jepperson (1991), Bachmann (2001) in last few decades (cited in Haque 2015:111). The Institution is the main source of trust in case of institutional-based trust. It is neither dependent on interpersonal familiarity nor on personal characteristics. Rather this type of trust relies on the formal and legitimate structures of an institution (Zucker 1986). Moreover, institutional performance has direct effects on the institution based trust (Mishler & Rose 2001 cited in Pande 2010:21). It means that if the people are highly satisfied, there is a likely chance of higher institution-based trust. Trust arises from individual's perceptions about the institutional arrangement such as the structure of the institution, regulations, and performance of the institution. When people are quite aware of the actual conditions of the institution they felt safe and secured by reducing the level of risk (Lane 2000 cited in Haque 2015:116). For example, one person (e.g., a member of UP) may not be trustworthy individually but when that particular person represents an institution may enjoy citizens' trust as a part of the institution (e.g., UP). Proper compliance of procedural aspects results into procedural trust. Appropriate conformity with roles, regulations and procedures produces trust (Jamil *et al.* 2010 cited in Popy 2016:17).

Trust on local government falls into this category. LGIs work out through certain legal structures and framework at the grass root level. This regulatory framework is likely to generate trust on LGIs. Citizens' trust in LGIs implies that people have positive expectation from the LGIs assuming that the officials will work for their wellbeing and follow the institutional procedures.

2.3.2 System Trust

The idea of system trust was first developed by Simmel (1950). Later on, it was gradually developed by Luhmann (1979) and Giddens (1990). A system is designed to give certain kind of service. System trust is related to the reliability of certain systems while offering impersonal services for all (Lane 1998). So, the service of the system is not given on the basis of personal familiarity (Lane 1998). System trust

develops through continual affirmative experiences, i.e., a kind of positive notions prevailing for a longer period regarding the interfaces and services of a particular system (Lane 1998).

The synopsis regarding the typology of trust is shown below.

Table 2.2: Typology of Trust

Category	Core idea
Institution based	Based on institutional arrangements such as structure, regulatory framework; Institutional performance
System based	Based on reliability of certain system through long-term experience

2.4 Patterns of Trust in Government

Liu (2015) identified from the existing literature that trust in government could be broadly categorized into three patterns.

Pattern one: a trend of declining in trust in government

In recent decades public trust in government is declining almost all over the world. It was evident from existing literature that this trend continued across the world since the mid-1960s (e.g., Citrin 1974; Miller 1974; Lipset & Schneider 1987; Craig 1996). Even it was also true for nations like the Swedes and the Norwegians. It was not far ago that their government enjoyed high level of citizens' trust, now gradually facing the other side of the coin (e.g., Christensen & Laegrid 2003; Miller & Listhaug 1990). Blind (2007) argued that the precise patterns and pace of declining trust varies from country to country.

Pattern two: Higher levels of trust in lower tiers of government

The second pattern found from several research indicates that citizens' have lower trust in higher level of government (e.g., national/central government) than of government at local levels- indicating that distance and disconnectivity of national government from their everyday lives tends to this situation (Cole & Kincaid 2000; Schario & Konisky 2008). Frederickson and Frederickson argued that people are in general, skeptic about the activities of the government which eventually guided them to show distrustfulness in government. As a result, people tend to be

suspicious regarding the public bureaucracy in general. But their attitude might differ towards them in government whom they come into contact due to their day to day affairs (1995, cited in Liu 2015:33).

Pattern three: Higher levels of trust in higher tiers of government

The third pattern is quite the opposite of the second pattern. But it is not a very common pattern. The pattern of trust in China falls into this category. From several studies, it was found that in China levels of trust in central government have generally been relatively strong than at the local level (Shi 2001; Chen 2004). Li (2012) identified it as a pattern of hierarchical nature referring that the highest level of government was associated with highest levels of public trust and vice versa. Frederickson and Frederickson termed it as a ‘paradox of distance, which indicates more distant levels of government enjoys more citizens’ trust (1995, cited in Liu 2015:33).

2.5 Variables of Trust

By reviewing some of the trust concepts and theories, the following table presents the summary overview of trust variables:

Table 2.3: Variables of Trust

Authors	Trust Variables
Loomis (1959)	Cooperation, communication.
Gamson (1968)	Credible commitment, efficiency
Kass (1990)	Integrity (ethical behavior)
Butler (1991)	Fairness, availability, consistency
Curral and Judge (1995)	Trusting intention
Barns and Prior (1996)	Acceptance, confidence, respect
Daunton (1998)	Equal treatment, accountability, transparency
Butler (1999)	Receptivity, discreetness.
Mishler and Rose (2001)	Performance
Hinnat and Welch (2003)	Interactivity
Hebert (2006)	Unquestionable belief, Reliance on others
Jamil and Askvik (2013)	Corruption
Aminuzzaman (2016)	Institutional image
Baniamin and Jamil (2017)	Visibility of activity

2.6 Theoretical Framework

Numbers of trust theories have been reviewed from the existing trust literature. Butler (1991) identified ten multidimensional preconditions such as “availability, competency, consistency, discreetness, fairness, integrity, loyalty, openness, promise fulfillment, and receptivity” that can stimulate trust. It reflects the individualistic characteristics of a trustee that lead to trust. It is not suitable to analyze institutional trust. Rational Choice Theory argued that trust is based on the calculative judgment of gains or advantages (Kramer 2006). It may the other way round, i.e., calculative judgment of loss or risks. This theory ignores that ‘without calculation’, people may have trust.

Jan Delhey and Kenneth Newton (2003) they identifies culture related six theories of social trust, and its determinant to assess their influence in trust formation.

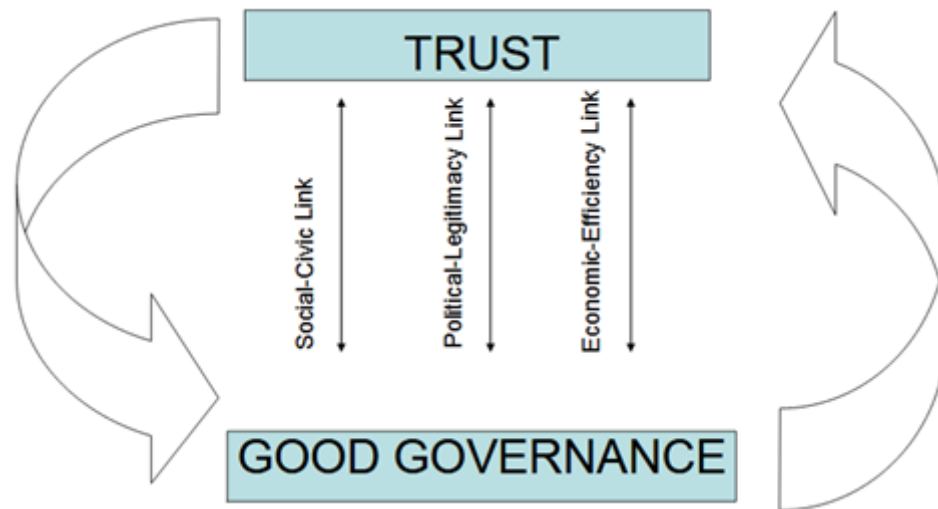
Table 2.4: Culture Related Six Theories of Trust

Theory	Core idea
Societal Theory	Trust is seen as a property from societal point of view rather than from individual level.
Individual Personality Theory	Trust is seen as a trait of individuals own personality.
Success and wellbeing Theory	Social trust and its relationship with a set of individual variables such as income, education, social status, satisfaction with life, work-life satisfaction, happiness, and anxiety.
Social Voluntary Organization Theory	Analyze individual’s membership and involvement in voluntary association and its influence in social trust.
Social Network Theory	Analyze individual’s involvement in informal social networks (network friends) and its influence in social trust formation.
Community Theory	Living jurisdiction i.e. city size, perception regarding safety mechanism and satisfaction level of the community affects trust.

2.6.1 Choice of Theory

Based on the above theoretical discussion, it can be argued that institution based trust theory is relevant to assess generalized institutional trust. Good governance and citizens’ trust are closely interlinked. Kim (2005) argued that higher citizens’ trust in public institutions ensures good governance as trust is an ingredient of good governance.

Figure 2.2: Links between Trust and Good Governance



Source: Blind (2007)

There are at least three links between trust and good governance. This study mainly entrusted the economic-efficiency link, i.e., the performance aspect of the government. Park and Blenkinsopp (2011) noted that by practicing accountability, transparency and citizens' participation, the government could improve the citizens' trust scenario. Such enablers for influencing trust are theoretically derived from the institutional trust theory. Moreover, trust is indeed a reflection of government performance. Coleman (1990) argued that government institutional performance is closely linked with trust in government. It can be easily said that trust and distrust in government are heavily influenced by the rational responses of individuals based on the performance of the government institutions. So this study has opted for institution-based trust theory used by several researchers like Schutz (1932), Garfinkel (1963), Zucker (1986), David (1989), North (1990), Jepperson (1991), Bachmann (2001) as the theoretical framework of their study.

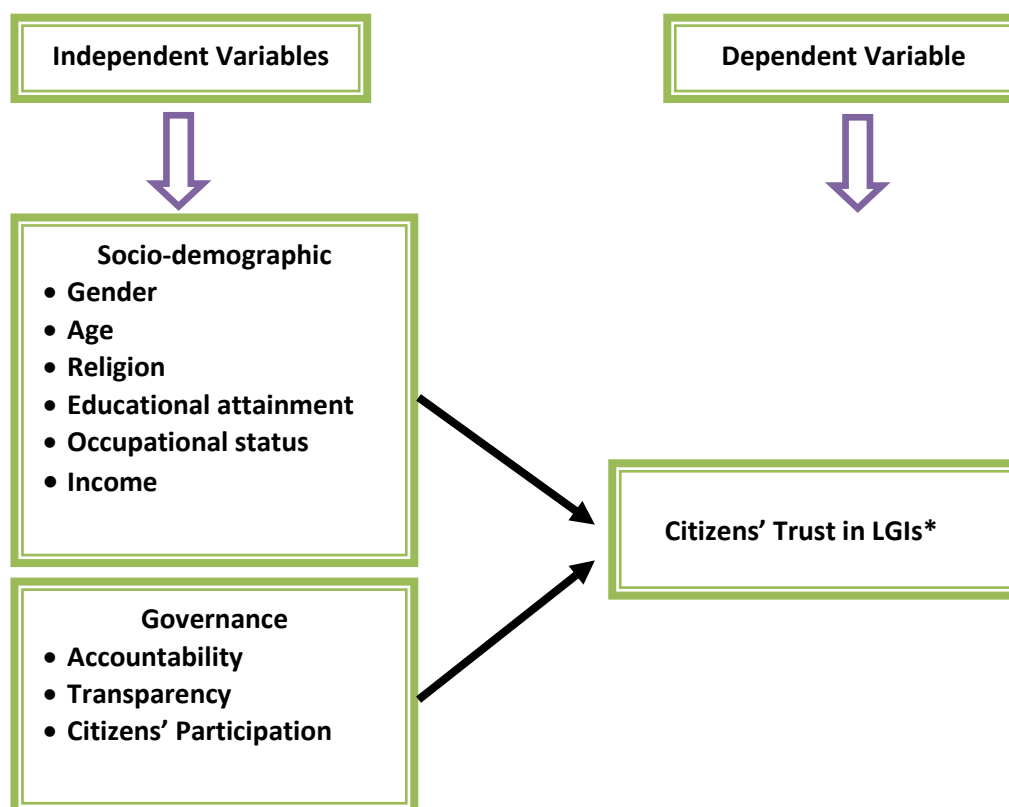
Moreover, a cultural theory like 'Success and wellbeing theory' is more relevant to explain socio-demographic features influencing generalized institutional trust. Success and wellbeing theory focuses on social trust and its relationship with a set of socio-demographic variables. Therefore, generalized trust in institutions is expected to be influenced by the prevailing social behavior.

2.7 Analytical Framework

By reviewing the trust literature extensively dependent and independent variables for this study have been derived. The dependent variable is 'Citizens' Trust in LGIs'. Independent variables are broadly classified as socio-economic variables and governance variables. Socioeconomic variables include gender; age; religion; educational attainment; Occupational status; Income and governance variables include accountability; transparency; citizens' participation.

Figure 2.3: Analytical Framework

Citizens' Trust in Local Government Institutions in Bangladesh



Source: Depicted by Researcher

* Operational definition of citizens' trust in LGIs includes Q17c and Q17d of the PPG Survey. Question 17c. Confidence in: Upazila Parishad; Question 17d. Confidence in: Union Parishad [on a measurement scale scoring from 1 (lowest level of trust) to 4 (high level of trust)]

This study has looked into these explanatory variables because accountability, transparency and citizens' participation are components of good governance. The government of Bangladesh is also emphasizing to ensure accountability, transparency and citizens' participation through some provisions of local

government Act such as Ward Shava, Citizen Charter, access to information, open budget meeting in the UP Act, 2009 (Aminuzzaman 2011).

2.8 Operational Definition of Trust

From all the definitions and discussions, the definition of trust for this study is as follows: Trust is respondent's belief on institutions based on the modalities, processes, and practices of accountability, transparency and citizens' participation mechanism. In this study, governance factors are operationalized as accountability, transparency and citizens' participation.

And the dependent variable 'Citizen's trust in LGIs' has been measured by a questionnaire with a series of questions on a measurement scale scoring from 1 (lowest level of trust) to 5 (high level of trust). The answer "don't know" have been omitted during the processing of data.

2.9 Measurement Indicators of Variables

- a) Accountability refers to the obligation to account for its activities at the individual level or institution level and accept responsibility for them.
- b) Transparency refers to the extent how much people have access to information in local government affairs,
- c) Citizens' participation refers to citizens' involvement in local government affairs

Table 2.5: Variables with indicators

Variables	Indicators
Accountability	Level and quality of participation, Implementation of citizens' charter, Charter of duties
Transparency	Access to information, Citizens' charter
Citizens' participation	No of meeting, Bottom-up Planning process, awareness program

Chapter 3

Institutional Overview of Local Government (UP, UzP)

This chapter begins with the historical inception of local government in Bangladesh over the years. It proceeds further with a brief overview of present organogram of LGIs, constitutional and policy framework along with its roles and responsibilities. The chapter also illustrates some new institutional processes and practices of ensuring citizen's participation, accountability and transparency mechanism of LGIs.

3.1 Growth and Evolution of LGIs

The growth and evolution of LGIs in Bangladesh have a long history. The history shows that there was a huge dependency on village institutions in ancient and medieval Bengal. It may be treated as the root of the local government. The local government system was originated in the nineteenth century under British regime (Aminuzzaman 2013). It was initially started with the urban local government and gradually followed by rural local governments.

As a LGI, Union Parishad has a long history. The term Union was introduced in the British reign, 1870 (Aminuzzaman 2013). It evolved from time to time to reach the present set up. The oldest form of the LGI in this region was the Panchayat system (Haque 2009). It consisted of five or more people. One of the prime functions of Panchayat was to collect revenue to maintain Chowkidars who were responsible for ensuring law and order situation. Moreover, it was also entrusted to the overall management of the administration of the village and organizes socio-cultural events (Haque 2009). The trends continued for quite a long period. During Mughal period Union Panchayat was replaced by Sarker/Chakla. Later in 1885 with the introduction of Local Self-government Act, it was known as Union Committee (UC). In 1919 union committee was replaced by Union Board (UB) with the enactment of Village Self-government Act. This UB continued in Pakistan period till 1959 (Siddiqui 2005). Then it was termed as Union Council. After the inception of Bangladesh, in 1971, the name

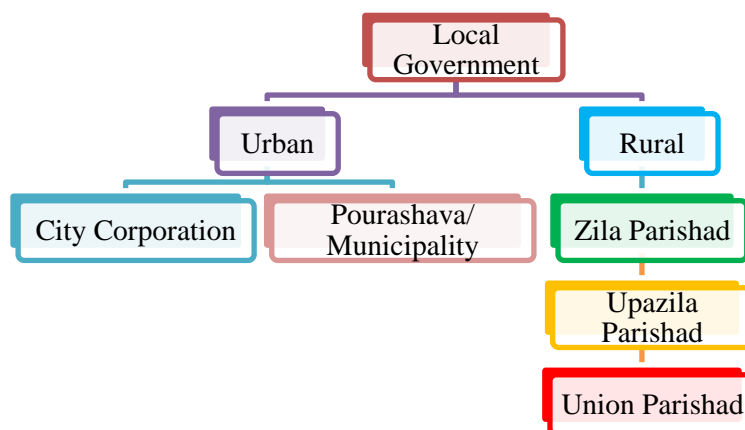
of the Union Council was reverted to Union Panchayat, and in 1973 it was again changed to Union Parishad (UP). To make the UP more effective government enacted several Acts and its amendment but the name of UP remain the same till to date.

On the other hand, the history of Upazila Parishad (UzP) is relatively new as compared to UP. In Bangladesh, UzPs were created through the promulgation of an Ordinance in 1982 as a part of decentralization process of government’s administrative and developmental activities at local level. The election of the first tenure of UzP was held in 1985 and completed its term. The second tenure of UzP election took place in 1990. Later the system was abolished in 1991. With the abolition of the Upazilas, the government established a Local Government Commission. Again it was revived in 1998 through the enactment of Upazila Parishad Act 1998. But no election was held till 2009. To make the UzP more effective government enacted UzP (Reintroduction of the Repealed Act and Amendment) Act 2009. One more enactment was done by the government through UzP (Amendment) Act 2011.

3.2 Present Structural Arrangement of Local Government

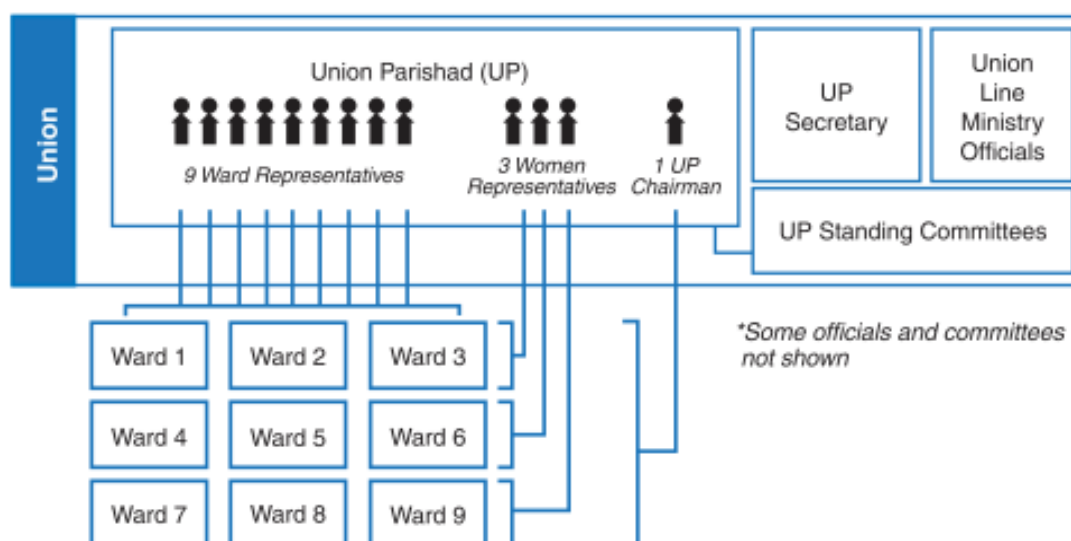
The LGIs in Bangladesh are divided into two categories- urban and rural. The urban local government institutions comprise of City Corporation and Pourashava/municipality. The rural local government system has evolved within a three-tier framework - Union, Upazila (sub-district) and District. The overall organogram of local government at a glance is given below:

Figure 3.1: Organogram of Local Government



According to the provision of section 3 of UP Act 2009, a union is divided into 9 (nine) wards. The total member of Union Parishad is 13 (thirteen) which include one representative elected from each of the nine wards; three women representatives elected from the reserved seat (one from each of the three wards) and the chairman elected by the total voters of the UP. The UP is staffed by a secretary and an accounts assistant cum computer operator, appointed by the government or government assigned designated authority as per the provision of section 62 and local police (1 Dafadar and 9 -12 Village Police). The UP secretary is responsible record keeping and accounting along with all kinds of registration activities such as birth, death, etc.

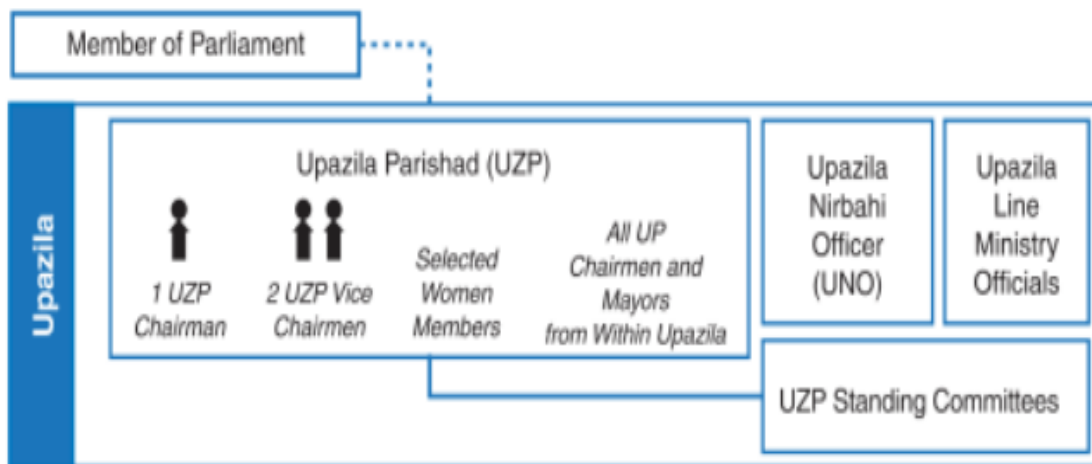
Figure 3.2: Organogram of Union Parishad (UP)



Source: Aminuzzaman (2014)

According to the provision of section 6 of UzP Act 1998, “UzP must be formed by the democratically elected chairperson and a male and a female vice-chairperson, through a direct voting procedure. The Parishad must be comprised of members, which include the UP chairpersons and the mayor of the Pourashava (municipality), if any. Other members of the Parishad include one-third women from the reserved women seats at the UP and the councilors of the Pourashava, if any.” The MP of the related Upazila is treated as an advisor of the UzP and encouraged to play an advisory role to the Parishad. Upazila Nirbahi Officer (UNO) is the chief executive officer of the Parishad.

Figure 3.3: Organogram of Upazila Parishad (UZP)

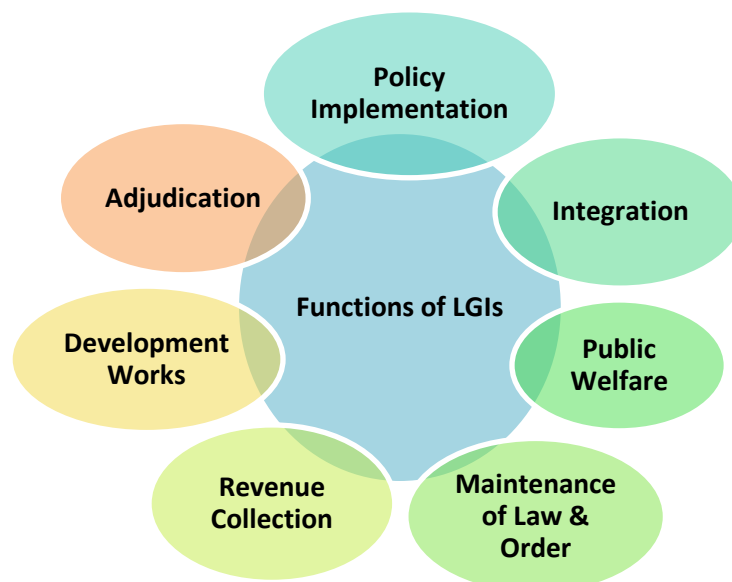


Source: Aminuzzaman et al. (2017)

3.3 Roles and Functions of LGIs

LGIs are not only responsible for economic development but also responsible for social and community development. The following diagram presents the overall functions of LGIs at a glance.

Figure 3.4: Functions of LGIs



Source: UP Act 2009, UzP (Amendment) Act 2011

Section 47 of the UP Act, 2009 describes the core functions of UPs such as administrative and establishment affairs, public order management, public welfare related service and preparation and implementation of local economic and social

development affairs. Moreover, schedule 2 of UP Act, 2009 mentioned 39 optional functions which have been added in Annex II. According to section 45 of UP Act, there are 13 SCs in a UP to perform the overall functions as: “(a) Finance and establishment (b) Audit and accounts (c) Tax assessment and collection (d) Education, health and family planning (e) Agriculture, Fisheries and livestock & other economic development works (f) Rural infrastructure development, protection and maintenance (g) Maintenance of law and order (h) Birth and death registration (i) Sanitation, water supply and drainage (j) Social welfare and disaster management (k) Environmental development, environmental conservation and tree plantation (l) Family dispute resolution, women and child welfare m. culture and sports.”

Section 23 of the UzP Act, 1998 illustrates the roles and responsibilities of UzPs. Schedule 2 of UzP Act, 1998 mentioned 18 (eighteen) functions of UzP which have been added in the Annex I. According to section 29 of UzP Act there are 17 Standing Committees of different affairs such as “(a) Law and order (b) Communication and physical infrastructure development (c) Agriculture and irrigation (d) Secondary and madrasa education (e) Primary and mass education (f) Health and family welfare (g) Youth and sports development (h) Women and child development (i) Social welfare (j) Freedom fighters (k) Fisheries and livestock (l) Rural development and cooperatives (m) Culture (n) Environment and forest (o) Commodity price observation, monitoring and control of market price (p) Finance, budget, planning and local resources mobilization (q) Public health, sanitation and supply of pure drinking water” in a UzP to perform its overall functions.

3.4 New Institutional Processes and Practices of LGIs

The Constitution of Bangladesh depicts the local government system, and the Article 59(2) narrates the overall functions of LGIs as “(a) administration and the work of public officers; (b) the maintenance of public order and (c) the preparation and implementation of plans relating to public services and economic development.”

Along with this constitutional commitment, there are some Acts, Rules and Government Orders for regulating the local government system in Bangladesh. The

Local Government Act has introduced some new institutional process and practices to make LGIs more responsive, pro-people, inclusive and participative.

The UzP Act of 1998, UzP (Reintroduction of the Repealed Act and Amendment) Act 2009 and UzP (Amendment) Act 2011 focuses on good governance issues like accountability, transparency, the rule of law, etc. Section 68(a) of the Act declares obligation of having citizen charter in each UzP and Section 68(c) ensures people's right to information. Section 68(b) emphasized on using advanced information technologies to ensure the rule of law.

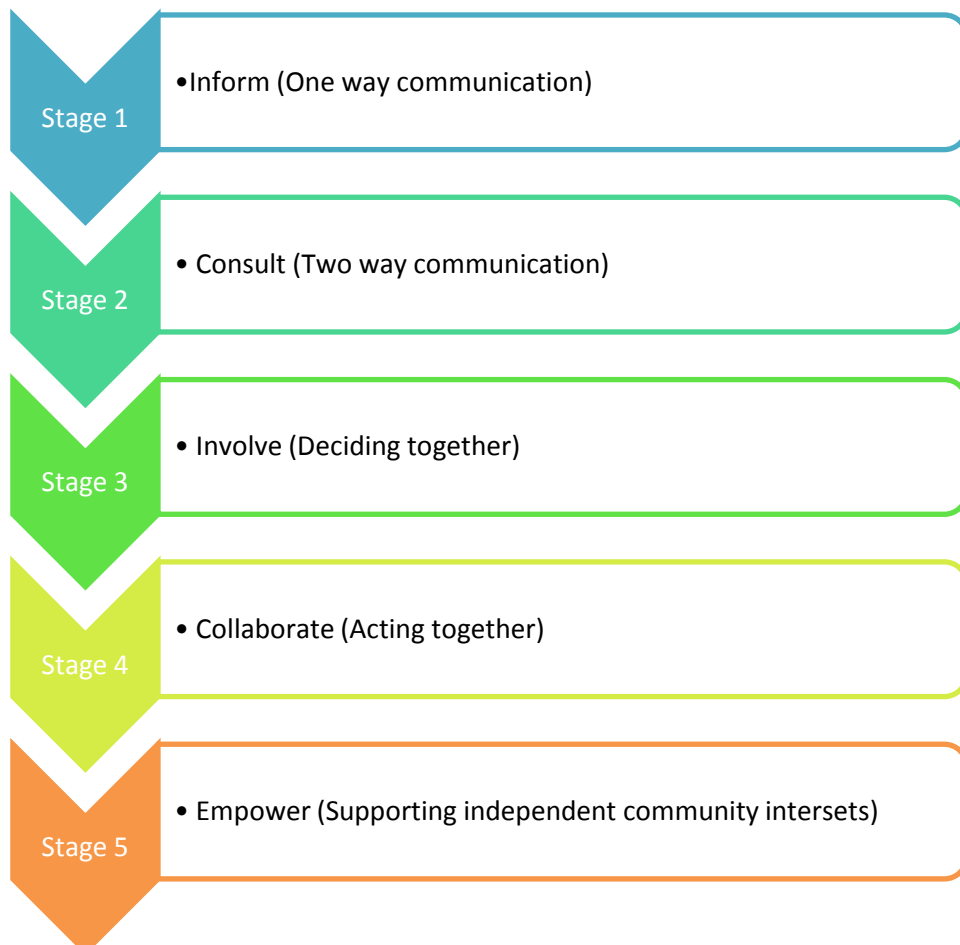
The UP Act of 2009 has given due emphasis on accountability, transparency and citizen's participation to address good governance issues. Section 6, 7 ensures participatory planning process through Ward Shava; section 45 incorporates list and functions of Standing Committees and section 49 declares an obligation to publish a citizen charter regarding the service given by UP along with necessary conditions and tentative time frame of getting those service. Section 57 of the Act provides a basis of transparency through finalization of UPs yearly budget in open meeting; section 78 ensures citizen's right to information and section 80 declares an obligation of providing information by the UP officials.

The new institutional process and practices of LGIs are briefly discussed below:

Citizens' Participation

Active engagement of individuals in governance is the prime condition to build democratic citizenship. Denhardt and Denhardt (2000) note; "Citizens look beyond self-interest to the larger public interest adopting a longer-term perspective that requires knowledge of public affairs, a sense of belonging, a concern for the whole, and a moral bond with the community." The International Association for Public Participation (IAP2) Federation has developed a Spectrum to focus public's role in any public participation process. The spectrum of citizens' participation is shown in the following diagram:

Figure 3.5: Spectrum of Citizens' Participation



Source: International Association for Public Participation (IAP2 2014)

IAP2 mentions “Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.”

With this spirit of democratic citizenship, LGIs adopted several measures such as ward shava; open budget meeting; inclusion of the ordinary citizen in the Standing Committees and creation of women development forum for encouraging active engagement of the citizen in the process of local governance.

Ward Shava (WS)

Ward Shava is one of the means of ensuring civic engagement in local government activities and making the institution accountable. Stakeholder participation in planning and implementation of projects is vital for ensuring transparency and accountability. WS provides a platform where stakeholders set their priorities to be incorporated into the development plan (Panday 2015).

WS has been able to promote inclusive decision making at the local level. It gives the community members a sense of empowerment. The selection process of a project and also the planning process are becoming more responsive to the needs of the poor and marginalized through the involvement of the community people. This practice has created more or less a demand side of accountability.

The WS has gained popularity among the community people as it has been able to create a platform for them to raise their voice in decisions that affect their lives at least, up to a certain extent. It appears that due to the influence of WS, a sense of political empowerment has created among those who have traditionally been denied any political space. In addition to creating an opportunity for community participation in decision making and direct face-to-face interaction between UP functionaries and the community people, the provision for WS has also created a culture of accountability and transparency among UP functionaries.

The required quorum for each WS is 5% voters of that ward. WSs are created to act as a platform for ensuring active citizen engagement with the UP. However, during focus group discussion it is found that citizens' seems to be unclear about their expected role in the WS.

Citizens' Charter (CC)

Citizens' Charter was first introduced in the UK in 1991. In 2000, the Public Administration Reform Commission (PARC) came up with the recommendation of introducing CC in Bangladesh. As a consequence of this, the government of Bangladesh circulated an office order to prepare CC in public service delivery organization. The Local Government Act has made it mandatory for LGIs to display a Citizen Charter that contains the list of services available, conditions, and waiting period for receiving such services. CC was prepared and installed with the objective of making local government activities transparent and accountable to the community. But it is not fully useful for several reasons such as due to illiteracy people might not be fully aware of the CC, and local government initiative for developing community awareness regarding the CC is poor.

Open Budget Meeting of LGIs

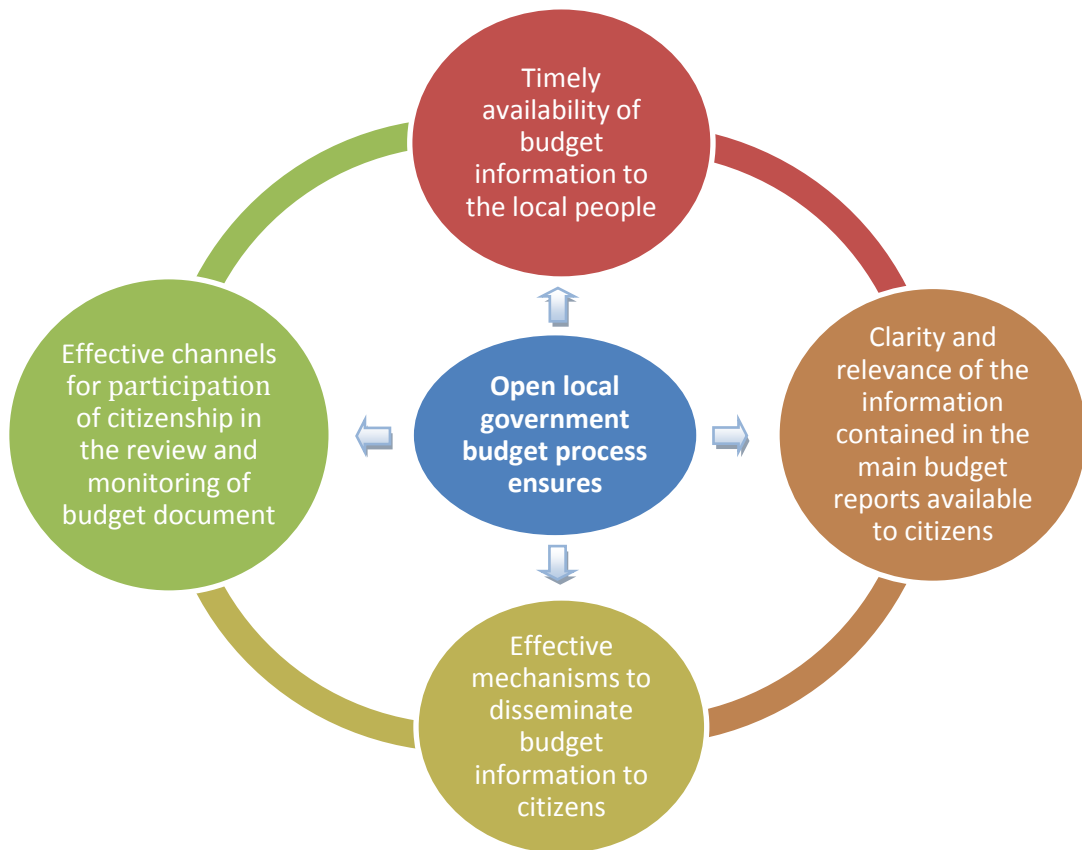
A local government's budget is a financial plan. It incorporates the revenue (income) and expenditure for one fiscal year. The LGIs especially the Upazila have been preparing budget systematically since 2012, and they are required to follow the budget related rules. But in most of the cases, the budget is prepared without consulting the government guidelines. As a result, it seemed to have lacked the consistency, coherence and logical sequence (Monem 2016). Therefore, there is an urgency to emphasize on the importance on the participatory local planning and budgeting as it is enormously and directly contributes to the participatory local governance.

A transparent and accountable local budget process is a significant element of an effective local government system. The traditional approach to planning and budgeting has failed to reduce the gap between 'aspiration' and 'achievement'. To overcome this situation, bottom-up local budget process is necessary. Therefore, there is urgency for participatory planning and budgeting as it directly contributes to participatory local governance.

The UP Act (2009) under Section 57 (1 & 2) mentions the open budget and the role of Ward Shavas in the process of preparing the budget. Open budget meeting shares the budget and other financial information of LGIs directly with the citizen and thereby promote accountability and transparency in its activities. Open budget meetings serve as an engagement which empowers local people to better understand their rights and duties as well as responsibilities of the LGIs.

The introduction of an open budget meeting has certain advantages which are shown in the following diagram.

Figure 3.6: Advantages of Open Local Government Budget



Source: Depicted by Researcher

The system of open budget has its limitations. At the UP level, it is often found that very few eligible people take part in open budget meetings. Getting people to attend open budget meetings remains a difficult proposition, for many reasons. These include general inertia, time and cost involvement of attending meetings, lack of motivation, lack of awareness, the notion of partisanship within the process, etc. Despite having some limitations, “the process is, however, more transparent than it was in the past when budgeting was mostly considered to be a ‘private’ function of the UP. This certainly represents an improvement over the past.” (Ahmed 2015 cited in Aminuzzaman *et al.* 2017:63).

Right to Information (RTI)

The Right to Information Act can be effective tool if it is utilized properly especially at the Union Parishad level since this local government body is involved in distributing

so many social safety net programmes through which a large number of people are getting redistributed national income in the form of cash and kind.

Displaying information on the notice board is one of the means through which information can be disseminated, and people can be aware of the facts. Apart from the notice board, there are some other means such as leaflets, web portal, local newspapers, billboards, etc. through which people are informed about different issues and notices by the LGIs.

Women Development Forum (WDF)

The WDF has been playing an effective role in improving political empowerment of women which in the long run promoting inclusiveness in local governance. The WDF facilitates the creation of community leaders. Its member has been functioning as effective “change agents” for community women. Women from ordinary families without any previous orientation or experience of leadership learn to organize and act in providing leadership to actions to improve the condition of villages, particularly that of women. WDF actively works for raising community awareness regarding the curse of child marriage, need for female education and women rights.

3.5 Features of Standing Committees of LGIs

The roles of Standing Committees are very noteworthy to develop the decision-making process of the LGIs. It is widely recognized that maximum and effective use of committees is an important way of strengthening democratic institutions without weakening the executive.

It can be argued that keeping the provisions of committees at all levels of governance has become an integral part of law making process since committees nowadays are considered as an important mechanism of ensuring transparency and accountability of the governing system. Of course, one may wonder, to what extent the system of Committee will be able to ensure transparency and accountability of the activities of the UzP when the committees are to be constituted with volunteer having no financial and executive authority. In spite of having some limitations, it can be said that the exercise of committees in Upazila Parishad will ensure coordination

of activities of different departments that would ultimately help the process of service delivery to the poor (Panday & Islam 2016).

However, the community survey reveals that the overall performance and reflectivity of LGIs especially UP is very poor because the members of SCs are not fully aware of their roles and responsibilities (Aminuzzaman 2016). Some of the impeding factors affecting the performance of SCs of LGIs are given below:

Figure 3.7: Impeding Factors Affecting Performance of SCs



Source: *Aminuzzaman 2016; **Panday & Islam 2016

Chapter 4

Data Presentation, Analysis and Interpretation

This chapter introduces distribution of the respondents, demographic profile of the respondents as well as presents scaling method of the study. This chapter attempts to present empirical data of the study. It aims to analyze the empirical observations in line with the hypotheses and analytical framework. The following research questions were raised in this study:

1. Do citizens' trust vary between the different tiers of local government in Bangladesh?
2. Do the governance features affect citizens' trust on LGIs in Bangladesh?
3. Do the socio-demographic features affect citizens' trust on LGIs in Bangladesh?

4.1 Distribution of the Respondents

Respondents from the rural parts of twenty-two (22) districts of Bangladesh were chosen as sample. The total sample size was 2259. The distribution of the respondents is presented in the table below:

Table 4.1: Distribution of the Respondents, n = 2259

Serial No	Name of the District	Percent
01	Bandarban	3.9
02	Bhola	3.9
03	Bogra	4.0
04	Chandpur	6.0
05	Chuadanga	2.0
06	Cox's Bazar	3.4
07	Dhaka	5.9
08	Gaibandha	6.0
09	Gopalganj	4.0
10	Khulna	4.0
11	Madaripur	4.0
12	Meherpur	2.0
13	Moulvibazar	3.9
14	Mymensingh	12.1
15	Natore	4.0

16	Netrakona	3.0
17	Nilphamari	4.0
18	Pirojpur	4.0
19	Rajshahi	6.0
20	Sherpur	4.0
21	Sunamganj	6.0
22	Thakurgaon	4.0
	Total	100.0

4.2 Data Scaling and Analysis Method

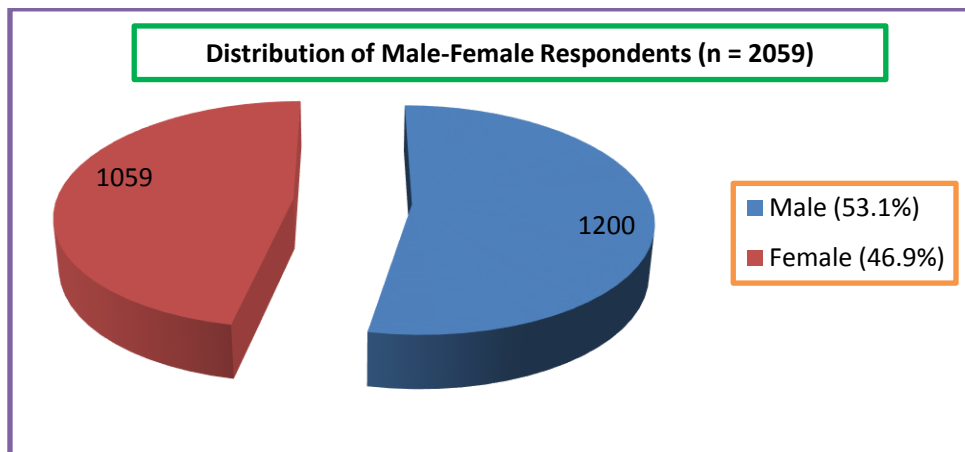
The empirical data of the survey have been analyzed by SPSS. The data have been obtained through nominal and ordinal scale. In nominal scale, the numbers assigned to the variables have no mathematical value. On the other hand, ordinal scale indicates rank order. Originally trust level has been measured in Likert scale ranging 1-4 scale, and during processing of the data the scale has been lumped to 1-2 low, 3-4 as high and governance level has been measured in Likert scale ranging 1-5 scale and during processing of the data the scale has been lumped to 1-2 low, 3 neutral, 4-5 as high.

In presenting data, firstly univariate analysis has been done with the construction of frequency distribution to show how the respondents are distributed. Secondly, to measure the relationships between two variables, cross tabulations and correlations has been done to assess causal connection. Lastly, three empirical models are presented to identify the relative contribution of the explanatory variables which may affect citizens' trust in LGIs.

4.3 Demographic Profile of the Respondents

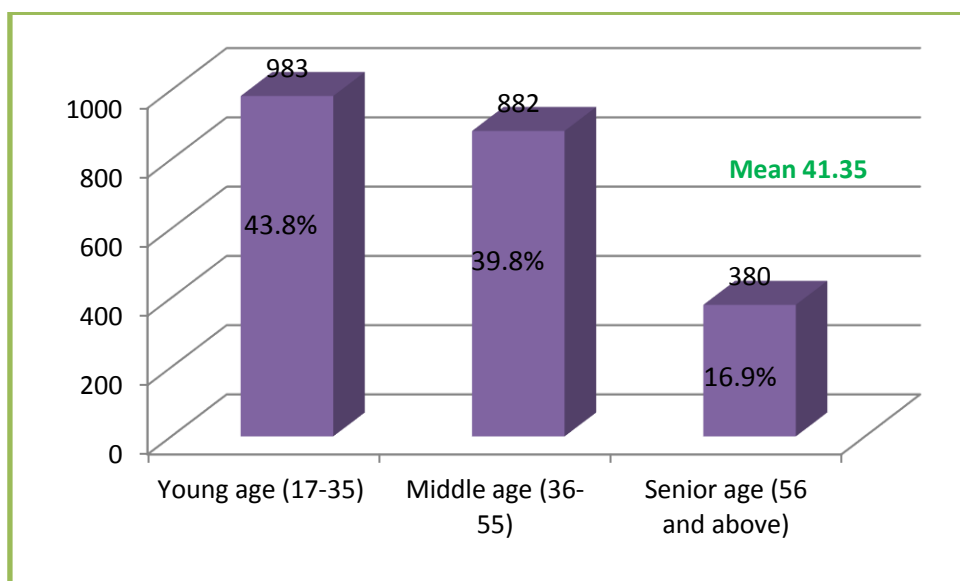
The demographic profile such as gender, age group, religion, educational attainment, occupational status and income of the respondents is presented below.

Chart 4.1: Gender Distribution of the Respondents



The above chart presents the distribution of male and female respondents. In Bangladesh man to woman ratio is 101.86:100 (World Data Atlas 2015). The survey data covered more or less identical number of male and female.

Chart 4.2: Age Distribution of the Respondents (n = 2245)



It identifies from the chart that most of the populations (43.8%) belong to the age group of 17 to 35. The mean age of the respondents is 41.35 which reflect that a matured section of respondents was covered by the survey. In the context of Bangladesh, age, maturity is considered important and necessary to have a better level of knowledge, wisdom, experience, and awareness. So it appears that the findings may reflect relatively authentic, experienced and evidence-based understanding of the quite adult population under survey.

Table 4.2: Religion of the Respondents, n = 2252

Categories	Percent
Muslim	87.6
Hindu	8.9
Buddhist, Christians & others	3.5
Total	100.0

Islam is the largest religion in Bangladesh. According to the census of 2011, the percentage of Muslim population in the country was 90.4. However, the survey data covered respondents from all common religion of Bangladesh.

Table 4.3: Educational Attainment of the Respondents, n = 2259

Categories	Percent
Illiterate	27.7
Literate to Primary Level	37.9
Lower Secondary to Higher Secondary Level	30.3
Graduate and Higher Degree	4.1
Total	100.0

The adult literacy rate in Bangladesh rises to 61.5% (World Data Atlas 2015). The survey data covered more or less both literate and illiterate people. It is widely believed in rural Bangladesh that the educated people tend to have more access to local government facilities and they are well oriented with the institutional arrangement. Even they probably receive more services from the LGIs than the illiterate people. So it appears that the findings may reflect an inclusive viewpoint.

Table 4.4: Occupational Status of the Respondents, n = 2259

Categories	Occupation	Percent
Working group (1038) 45.9%	Working	30.4
	Self-employed	15.5
Non-working Group (1221) 54.1%	Unemployed	4.4
	Retired	1.7
	Student	3.3
	House wife	43.2
	Others	1.5
Total		100.0

The respondents were divided into 2 (two) broad categories namely the working group which comprises working and self-employed people and the non-working group which comprises unemployed, retired, student, housewife and others. Out of 2259 respondents, 45.9% belong to the working group and the rest 54.1% belong to the non-working group. It appears that the working group might have a better

orientation with the local government functionaries which can influence their trust in either way.

Table 4.5: Income Distribution of the Respondents, n = 1714

Income Range (BDT)	Percent
0 – 5000	54.3
5001 – 10000	29.8
10001-25000	13.1
25001 – 50000	2.3
50001 +	0.5
Total	100.0

** Mean income of the respondents are 6832 BDT*

Out of 2259 respondents, only 1714 respondents disclose their income. The respondents were categorized into 5 (five) groups based on their income. It appears that most of the populations (54.3%) belong to 0-5000 income range and the average income of the respondents was 6832. It is widely believed in rural Bangladesh that the rich people tend to have more access to local government facilities. Even they probably receive more and prompt services from the LGIs compared to the poor people. The survey data covered various income range respondents.

4.4 Impact of Governance Features on Trust

The analytical framework of this study proposed several governance features such as accountability, transparency and citizens' participation in government activities to see their influence on citizens' level of trust in LGIs. The researcher also examines whether the socio-demographic features affect the overall level of trust in LGIs. There may be other factors, but this study only considers these independent variables and set specific hypotheses for this study which have been addressed accordingly.

4.4.1 Accountability and Trust

Accountability is considered as an important factor in trust formation. Theoretical constructs reveal that accountability in the managerial and operational process significantly affect overall institutional trust (Daunton, 1998). It was assumed that if local government as an institution is accountable enough in their operations like

decision-making process, financial matters, service delivery method, etc., the people would feel safe. They would feel that LGIs are working for the development of rural people. It would eventually help them to have more trust in LGIs.

The study proposes the following hypotheses:

Null Hypothesis: There is no significant relationship between citizens' level of trust in LGIs and the institutional accountability of LGIs.

Alternative Hypothesis: There is a significant relationship between citizens' level of trust in LGIs and the institutional accountability of LGIs.

Table 4.6: Level of Citizens' Trust and Accountability of LGIs (%), n = 935

		Overall Trust Level in LGIs		Total
		Low trust (233)	High trust (702)	
Level of Accountability	Low	43.7	5.6	50.7
	High	56.3	94.4	49.3
Chi-square = 180.664, P<0.001				

The data presented in the table suggests that accountability and overall citizens' trust is closely interlinked. The result of chi-square test also finds the variation of trust and accountability to be significant at 0.000 level of confidence. Thus the alternative hypothesis is accepted.

It resembles the finding of Alaaraj and Ibrahim (2014); Aminuzzaman (2016). It can be inferred from the findings that the accountability mechanism has been enhanced by different program intervention like Local Government Support Project (LGSP), Upazila Governance Project (UZGP), Union Parishad Governance Project (UPGP), etc. and also by government interventions. Initiatives taken by the LGIs like open budget meeting, participatory planning, downward accountability (introduced by UPGP), ward-based planning (UP Act 2009), and citizens' charter (UP Act 2009, UzP Amendment Act 2011) have notable contribution towards accountability mechanism which in the long run influence the level of citizens' trust.

4.4.2 Transparency and Trust

Theoretical constructs reveal that transparency in the managerial and functional process significantly affect overall institutional trust (Butler, 1991). It was assumed that if LGIs are transparent enough in their decision-making process, financial matters, and day to day affairs, the people would possess a positive notion regarding these institutions. It would eventually help them to have more trust in LGIs.

The study proposes the following hypotheses:

Null Hypothesis: There is no significant relationship between citizens' level of trust in LGIs and the institutional transparency of LGIs.

Alternative Hypothesis: There is a significant relationship between citizens' level of trust in LGIs and the institutional transparency of LGIs.

Table 4.7: Level of Citizens' Trust and Transparency of LGIs (%), n = 902

		Overall Trust Level in LGIs		Total
		Low trust (238)	High trust (664)	
Level of Transparency	Low	44.4	5.3	53.9
	High	55.6	94.7	46.1
Chi-square = 176.924, P<0.001				

The data presented in the table suggests that there is an interlinked between transparency and overall citizens' trust. The result of chi-square test also finds the variation of trust and transparency to be significant at 0.000 level of confidence. Thus the alternative hypothesis is accepted.

The study conducted by Alaaraj and Ibrahim (2014) and Popy (2016) have similar findings. It can be inferred from the findings that the transparency mechanism in LGIs has been increased by the introduction of citizens' charter, right to information, demonstration of budget and list of projects (UP Act 2009, UzP Amendment Act 2011) and also social audit conducted by Non Government Organization (NGOs). Moreover, it appears that LGIs are more transparent than it was in the past due to the pressure from the demand side and also from the supply side.

4.4.3 Citizens' Participation and Trust

A linkage between the citizenry and the government regarding representativeness is considered as a significant factor. Theoretical constructs reveal that citizens' representativeness can significantly affect overall institutional trust (Jennings, 1998). Citizens' participation especially at the grass root level to assess their actual needs and priority and also to involve them in project selection and planning process might significantly influence their notion regarding LGIs. It was assumed that if local government as an institution welcomes citizens' participation in government activities it might have an implication in their trust formation.

The study proposes the following hypotheses:

Null Hypothesis: There is no significant relationship between citizens' level of trust in LGIs and their participation in government activities.

Alternative Hypothesis: There is a significant relationship between citizens' level of trust in LGIs and their participation in government activities.

Table 4.8: Level of Trust and Citizens' Participation in LGIs Activities (%), n = 915

		Overall Trust Level in LGIs		Total
		Low trust (211)	High trust (704)	
Level of Citizens' Participation	Low	38.7	7.6	49.7
	High	61.3	92.4	50.3
Chi-square = 124.478, P<0.001				

The data presented in the table suggests that there is a significant relationship between citizens' participation in government activities and overall citizens' trust. The result of chi-square test also finds the variation of trust and citizens' participation to be significant at 0.000 level of confidence. Thus the alternative hypothesis is accepted.

Thus we may infer from the findings some measures taken by the LGIs like regular ward meeting, open budget meeting and participatory planning has a notable contribution towards citizens' trust. The finding of this study resembles the findings of Aminuzzaman (2016). He observed that in case of disaster management extent of citizens' participation affect the level of trust of the UP residents.

4.5 Impact of Demographic Features on Trust

The analytical framework of this study proposed socio-demographic variables such as gender, age, religion, educational attainment, occupational status and income influence citizens' level of trust in LGIs.

4.5.1 Gender and Trust

The study focuses on gender which is one of the demographic features likely to have some degree of influence on the overall level of citizens' trust. Based on the assumptions that male and female have fundamentally different personality traits, the following hypotheses have been tested:

Null Hypothesis: There is no significant relationship between citizens' level of trust in LGIs and gender of the respondents.

Alternative Hypothesis: There is a significant relationship between citizens' level of trust in LGIs and gender of the respondents.

53.1% of the respondents surveyed were male, and 46.9% were female. Differences in trust can be observed based on gender differences across culture.

Table 4.9: Gender and Level of Trust in LGIs (%), n = 1883

		Gender		Total
		Male (1040)	Female (843)	
Overall Trust Level in LGIs	Low	20.1	16.3	18.4
	High	79.9	83.7	81.6
Chi-square = 4.589, P<0.032				

Empirical data reveal that female have higher trust in LGIs than that of the male. Chi-square test between gender and *citizens' trust in LGIs* reveals the significant relationship. Thus the alternative hypothesis is accepted.

It resembles the findings of Lægreid (1993); Blind (2007); Jamil & Dhakal (2010); Pande (2010) and Akanda (2016). It may be a manifestation that males are likely to have more interface with LGIs as they get involved in transactions compared to women. Therefore males may be more informed and aware of and critical to institutional norms and standards as compared to females.

4.5.2 Age and Trust

Age is considered as one of the significant variables by which trust level likely to differ. The education, knowledge, experience, need, the scope for access to information may vary from young, adult to elderly people. Consequently, it was assumed that age level might cause a remarkable difference in trust generation.

Keeping view of this idea the following hypotheses have been tested:

Null Hypothesis: There is no significant relationship between citizens' level of trust in LGIs and the age of the respondents.

Alternative Hypothesis: There is a significant relationship between citizens' level of trust in LGIs and the age of the respondents.

Table 4.10: Age and Level of Trust in LGIs (%), n = 1869

		Age			Total
		Young Age (17-35) (824)	Middle Age (36-55) (739)	Senior Age (56+) (306)	
Overall Trust Level in LGIs	Low	18.1	17.3	22.5	18.5
	High	81.9	82.7	77.5	81.5
Chi-square = 4.102, P<0.129					

When age is correlated with the dependent variable '*citizens' trust in LGIs*', the correlation coefficient ($r = -.030$) which suggests an inverse relationship but the relationship is not significant. Moreover, Chi-square test between age and *citizens' trust in LGIs* is not statistically significant. The null hypothesis is accepted.

The study conducted by Pande (2010); Mahmud (2017) have similar findings. It can be inferred from the findings that not the age but the ground reality and personal experience might influence their trust formation.

4.5.3 Religion and Trust

The study focuses on religion which is one of the demographic factors likely to have some degree of influence on the overall level of trust. Based on the assumptions that the major group regarding religion might have different notions and experiences relating to LGIs compared to the minor group, the following hypotheses have been tested:

Null Hypothesis: There is no significant relationship between citizens' level of trust in LGIs and religion of the respondents.

Alternative Hypothesis: There is a significant relationship between citizens' level of trust in LGIs and religion of the respondents.

Table 4.11: Religion and Level of Trust in LGIs (%), n = 1878

		Religion		Total
		Muslim (1648)	others (230)	
Overall Trust Level in LGIs	Low	19.3	12.2	18.4
	High	80.7	87.8	81.6
Chi-square = 6.812, P<0.009				

Empirical data reveal that Muslim respondents have lower trust in LGIs than other religions. Chi-square test between religion and *citizens' trust in LGIs* reveals significant relationships. Thus the alternative hypothesis is accepted.

Thus it can be inferred from the result that Muslim respondents in rural Bangladesh relied heavily on their community than the institutions which in the long run affect their trust level regarding government institutions. On the other hand, due to their lesser number, respondents of other religions treated government institutions as a last resort of hope and heavily relied on it which ultimately affected their trust level positively.

Though religiosity is not included as an independent variable in the analytical framework of the study but the researcher is interested to see its influence in citizens' trust formation. Chi-square test between religiosity and citizens' trust in LGIs is not statistically significant (Chi-square = 1.103, P<0.576). It implies that religiosity is found to be not a substantive factor that affects citizens' trust in LGIs.

4.5.4 Educational Attainment and Trust

The trust level may be affected by the educational attainment of the respondents. An educated person better understand how local government functions work compared to less educated or illiterate person. Therefore, the attitude of an educated person towards LGIs may be likely to be more tolerant, objective, and fair-minded which ultimately produce higher trust (Bouckaert & Van de Walle 2001; Christensen & Laegreid 2003). On the contrary, other researchers (Agger *et al.* 1961;

Li 2008) argued that higher educated people have more critical and skeptic mindset that ultimately means less trust in government.

The following hypotheses have been tested:

Null Hypothesis: There is no significant relationship between citizens' level of trust in LGIs and the educational attainment of the respondents.

Alternative Hypothesis: There is a significant relationship between citizens' level of trust in LGIs and the educational attainment of the respondents.

Table 4.12: Educational Attainment and Level of Trust in LGIs (%), n = 1883

		Educational Attainment				Total
		Illiterate (471)	Literate to Primary Level (721)	Lower Secondary to Higher Secondary Level (607)	Graduate and higher Degree (84)	
Overall Trust Level in LGIs	Low	21.9	17.1	17.8	14.3	18.4
	High	78.1	82.9	82.2	85.7	81.6
Chi-square = 5.738, P<0.125						

The Chi-square test between educational attainment and *citizens' trust in LGIs* is not statistically significant. It indicates that education does not have any significant impact. So the null hypothesis is accepted.

It resembles the findings of Pande (2010), Popy (2016) and Mahmud (2017). Thus it can be inferred that one does not need to be educated to assess the role, quality of service and overall institutional behavior of the LGIs. The citizen can use their personal experience and surroundings reality which may influence their level of trust.

4.5.5 Occupational Status and Trust

The trust level may be affected by the occupational status of the respondents. It is assumed that working people likely to have more ideas about the institutional arrangements, operational procedures and internal dynamics of LGIs. On the other hand, non-working people may have less understanding of the official procedures and other institutional arrangements. Assuming these the following hypotheses have been proposed and tested:

Null Hypothesis: There is no significant relationship between citizens' level of trust in LGIs and the occupational status of the respondents.

Alternative Hypothesis: There is a significant relationship between citizens' level of trust in LGIs and the occupational status of the respondents.

Table 4.13: Occupational Status and Level of Trust in LGIs (%), n = 1858

		Occupational Status		Total
		Working (906)	Non-working (952)	
Overall Trust Level in LGIs	Low	18.5	17.3	17.9
	High	81.5	82.7	82.1
Chi-square = .463, P<0.496				

The analysis reveals that the null hypothesis stands out to be valid. The Chi-square test between occupational status and trust in LGIs is not statistically significant.

It can be interpreted in a way that one does not need to be engaged in some occupation to assess the role, quality of service and overall institutional behavior of the LGIs. The citizen can use their personal experience and surroundings reality which may influence their level of trust.

4.5.6 Income and Trust

The trust level may be affected by the income level of the respondents. The citizen having higher income in rural areas usually get quality and prompt services which in the long run affect their level of trust. On the other hand, people having lower income may have less access to the facilities of LGIs which can affect their level of trust. Assuming these the following hypotheses have been proposed and tested:

Null Hypothesis: There is no significant relationship between citizens' level of trust in LGIs and the level of income of the respondents.

Alternative Hypothesis: There is a significant relationship between citizens' level of trust in LGIs and the level of income of the respondents.

Table 4.14: Income and Level of Trust in LGIs (%), n = 1457

		Level of Income					Total
		0-5000 (767)	5001-10000 (441)	10001-25000 (206)	25001-50000 (34)	50000+ (9)	
Overall Trust Level in LGIs	Low	22.3	16.8	24.3	20.6	0.00	20.7
	High	77.7	83.2	75.7	79.4	100.0	73.9
Chi-square = 9.257, P<0.055							

From the chi-square test, the result is found to be significant at 0.055 level. Thus the alternative hypothesis cannot be accepted. It marginally crossed the significance level of 0.05 which is widely accepted as the acceptable significance level for such sample. To test it further, chi-square between income and trust in UzP and UP has been tested. It revealed a mixed result. It is not statistically significant ($P<.091$) in case of Upazilla Parishad but it is highly significant ($P<.011$) in case of Union Parishad.

It can be interpreted as perhaps income matters in close proximity. Data broadly hint that extremely rich people in the rural area have high trust in the LGIs. Moreover, the findings indicate that citizen of higher income in the rural area usually get quality and prompt services which in the long run affect their level of trust.

The following table represents to what extents the proposed hypotheses were proved to be valid after the empirical data analysis in the context of LGIs in Bangladesh.

Table 4.15: Summary of Hypothesis

Hypotheses	Chi-square	Hypotheses Accepted/ Rejected
The higher the level of accountability in LGIs, the more the level of trust of the community.	$\chi^2 = 180.664, P<0.001$	Accepted
The higher the level of transparency in LGIs, the more the level of trust of the community.	$\chi^2 = 176.924, P<0.001$	Accepted
The higher the level of citizens' participation in LGIs, the more the level of trust of the community.	$\chi^2 = 124.478, P<0.001$	Accepted

Socio-demographic features (gender, age, religion, educational attainment, occupational status, income) affect the citizens' level of trust.	Gender $\chi^2 = 4.589, P < 0.032$	Accepted
	Age $\chi^2 = 4.102, P < 0.129$	Rejected
	Religion $\chi^2 = 6.812, P < 0.009$	Accepted
	Educational attainment $\chi^2 = 5.738, P < 0.125$	Rejected
	Occupational status $\chi^2 = .463, P < 0.496$	Rejected
	Income $\chi^2 = 9.257, P < 0.055$	Rejected

4.6 Pattern of Trust within Local Government in Bangladesh

One of the research questions of this study was “Do citizens’ trust vary between the different tiers of local government in Bangladesh?”

From empirical data (Table 4.16) it reveals that public trust varies between the different tiers of local government.

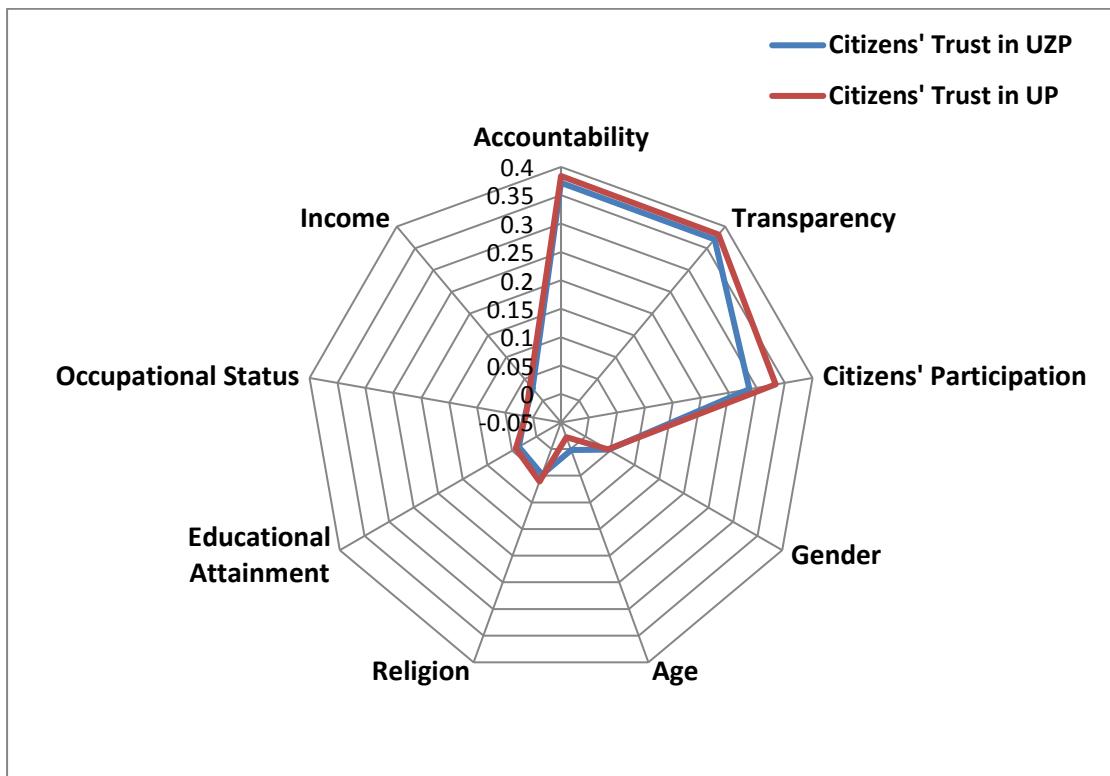
Table 4.16: Pattern of Trust within Local Government in Bangladesh

	Upazilla Parishad High Trust (%)	Union Parishad High Trust (%)
Gender	78.8	80.8
Age	78.6	80.7
Religion	78.7	80.8
Educational Attainment	78.8	80.8
Occupational Status	79.1	81.3
Income	76.3	78.6
Accountability	72.9	75.0
Transparency	71.9	73.6
Citizens’ Participation	75.2	75.7
Mean	76.70	78.59

Data broadly hint that citizens’ have relatively higher trust on Union Parishad compared to Upazila Parishad. The average percentage of respondents reported to have high trust on Union Parishad is 78.59 compared to 76.70 on Upazila Parishad.

Based on the correlation matrix, the Sphere of trust in UP and UzP is shown in the following figure:

Chart 4.3: Sphere of Trust in LGIs



The above chart depicted that the domain of citizens' trust in UP is marginally bigger than UzP. Moreover, similar findings have been extracted from the output of the focus group discussion and the key informants' interviews.

There might be several reasons why citizens have higher trust on UP. One probable reason may be proximity matters, i.e., citizen likely to show more respect and deference towards those institutions that they come into contact due to their day to day affairs. Moreover, several departments working in rural Bangladesh have a noteworthy influence on this scenario. Especially agricultural assistance was brought close to the community by the agriculture departments through Farmer Field School (FFS). The Sub-Assistant Agriculture Officers (UP level agriculture extension officer) provided agriculture-related necessary advice to the farmers. Often they provided with some additional information about the functions and responsibilities of different government service providing departments. Even the family planning officers in some cases provided this type of additional information along with their regular charter of duties. As a result, the local people are well aware of their rights

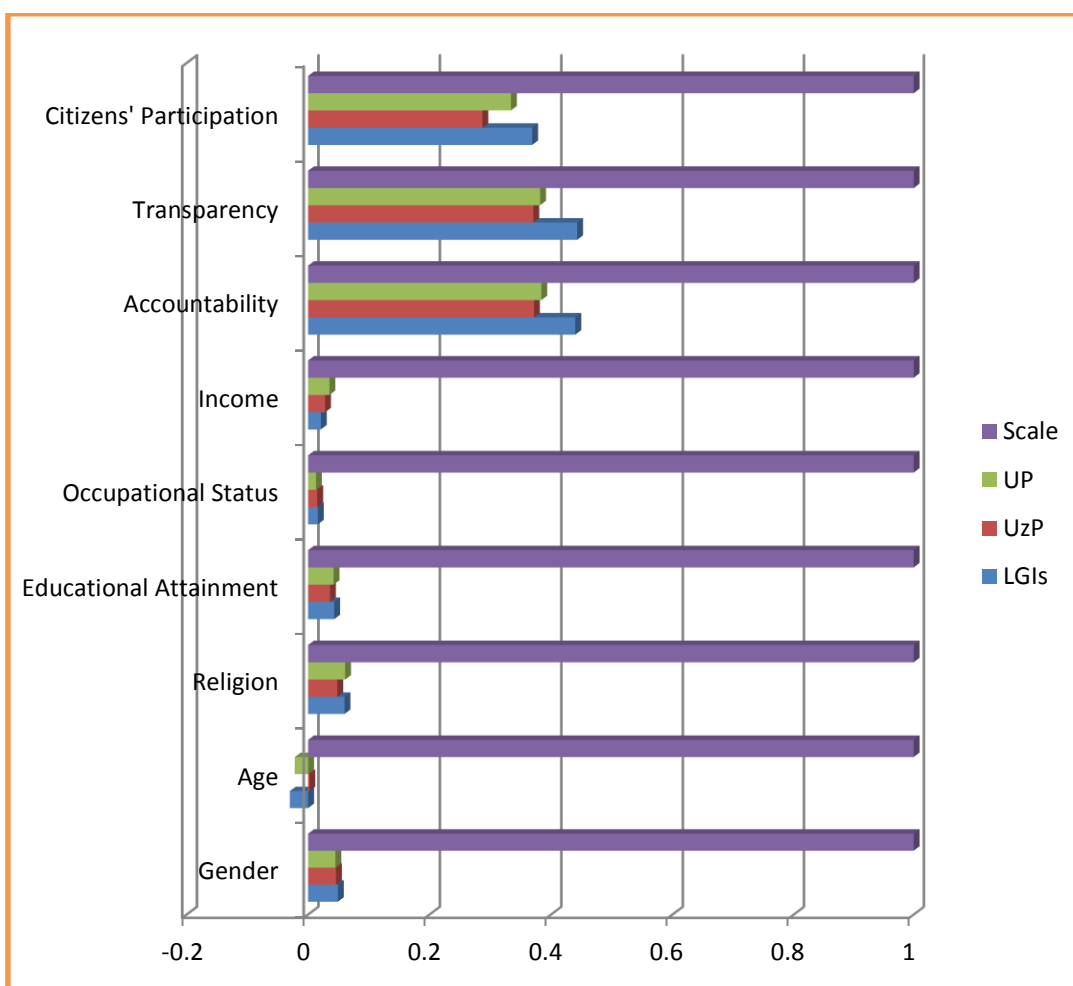
and the functions and responsibilities of the government service providers. This kind of development pack may be a key driver for producing higher trust on UP.

One of the key informants put special emphasis on a particular point, i.e., an uninterrupted democratic electoral process has an influence on trust formation. Especially UP has a long history of uninterrupted democratic electoral process since the early 1970s. The long-term existence might give UP a better institutional arrangement than UzP regarding service delivery and governance mechanism.

Some FGD participants claimed, *“We noticed remarkable changes in the operation of UP, the functionaries are much more organized, friendly and welcoming now”*. One of the FGD participants said, *“vala bura sob somoy UP’r dorja amagor lai khola”* (the door of UP remains open for us whatever may be the situation either good or bad). It means that the UP functionaries are socially accessible. But whether they are accessible only for social reasons or for any tangible benefits and or services is remain the moot question. A local tea stall owner Ananta Jalil (pseudo name) said with a smile, *“UP amader dhekke, amra o UP ke dekhi”* (UP stand beside us and vice versa). Probably he has indicated the reciprocity of the UP and the UP functionaries. Some female FGD participants said, *“UP functionaries now treat us well and also invite us to attend meetings and address our problems.”* All these opinions testify to the overall reason why UP is more trustworthy than UzP.

Based on the correlation matrix of the selected explanatory variables used in the analytical framework of this study, the researcher compared the value against the standard scale for UP, UzP, and LGIs.

Chart 4.4: Comparison of Citizens' Trust at a glance



* Bases on Correlation matrix of selected explanatory variables

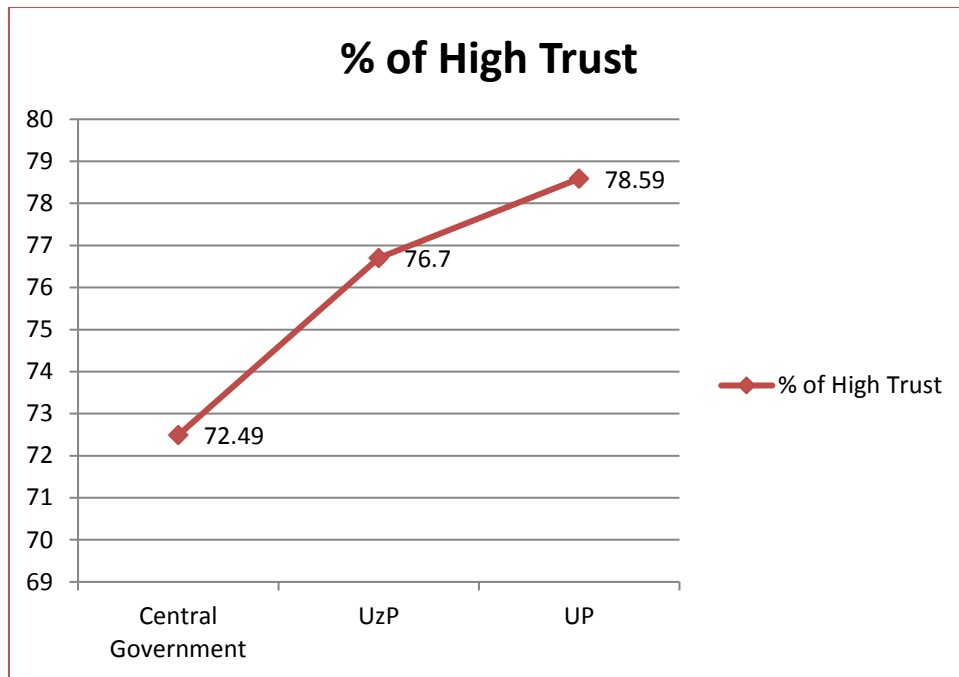
Though it is not directly under the purview of study but the researcher had the interest to see the overall pattern of trust on the government in Bangladesh.

Table 4.17: Pattern of Trust in Central Government

	Central Government High Trust (%)
Gender	74.3
Age	74.2
Religion	74.3
Educational Attainment	74.3
Occupational Status	74.4
Monthly Income	72.4
Accountability	68.5
Transparency	68.7
Citizens' Participation	71.3
Mean	72.49

Empirical data reveal that on an average 72.49% of the respondents has high trust in central government. It is relatively low compared to UzP (76.70) and UP (78.59).

Chart 4.5: Patterns of Citizens' Trust



Liu (2015) identified from the existing literature that the pattern of trust in government could be broadly categorized into three.

- Pattern one: a trend of declining in trust in government*
- Pattern two: Higher levels of trust in lower tiers of government*
- Pattern three: Higher levels of trust in higher tiers of government*

Empirical data broadly hint that pattern two, i.e., higher levels of trust in lower tiers of government perhaps the pattern of trust in Bangladesh. Therefore, there is a likely chance that proximity matters. However, the respondents have been taken from rural Bangladesh. They might not have firsthand experience regarding central government which may have an implication on their trust level regarding central government.

4.7 Regression Analysis:

The study first explains the two models separately involving two groups of independent variables (governance; socio-demographic) of the study. Finally, regression analysis incorporating all independent variables is presented to establish

the causality between the explanatory variables and the dependent variable, i.e., citizens' trust in LGIs.

4.7.1 Governance Variables Affecting Institutional Trust (Model 1)

Table 4.18: Regression Analysis of Governance Variables Affecting Citizens' Trust in LGIs

Governance Variables	Institutional Trust (Standardized Coefficient Beta, β)
	Model 1
Accountability	.234**
Transparency	.250**
Citizens' Participation	.046
R-square (Adj.)	.263

Notes: ** $P < .05$

In the table 4.18, two governance factors, i.e. accountability and transparency have a significant effect on institutional trust. However, citizens' participation and its impact on institutional trust have been found statistically insignificant. Accountability (.234) and transparency (.250) shows a moderately strong relation with the beta coefficient, β , value showing significant positive effect, $p < .05$, on the level of trust in LGIs. The model explains a variance of **26.3 percent** (Adjusted R square value of 0.263).

4.7.2 Socio-Demographic Variables Affecting Institutional Trust (Model 2)

Table 4.19: Regression Analysis of Socio-Demographic Variables Affecting Citizens' Trust in LGIs

Socio-Demographic Variables	Institutional Trust (Standardized Coefficient Beta, β)
	Model 2
Gender	.053
Age	-.011
Religion	.083***
Educational Attainment	.061**
Occupational Status	-.090**
Income	-.016
R-square (Adj.)	.011

Notes: ** $P < .05$, *** $P < .01$

The second model (table 4.19), presents findings of socio-demographic variables and its impact on institutional trust formation. Socio-demographic variables such as religion, educational attainment, and occupational status have statistical significance

in trust formation, but their beta coefficient, β , value is not that strong. Variable such as gender, age, and income is found statistically insignificant. The model only explains **1.1 percent** of the total variation in the institutional trust index.

4.7.3 All Independent Variables Affecting Institutional Trust (Main Model)

Table 4.20: Regression Analysis of All Independent Variables Affecting Citizens' Trust in LGIs

Governance Variables	Institutional Trust (Standardized Coefficient Beta, β)
Model 3	
Governance Variables	
Accountability	.258**
Transparency	.226*
Citizens' Participation	.065
Socio-Demographic Variables	
Gender	-.002
Age	-.079*
Religion	.036
Educational Attainment	.030
Occupational Status	.002
Income	.028
R-square (Adj.)	.285

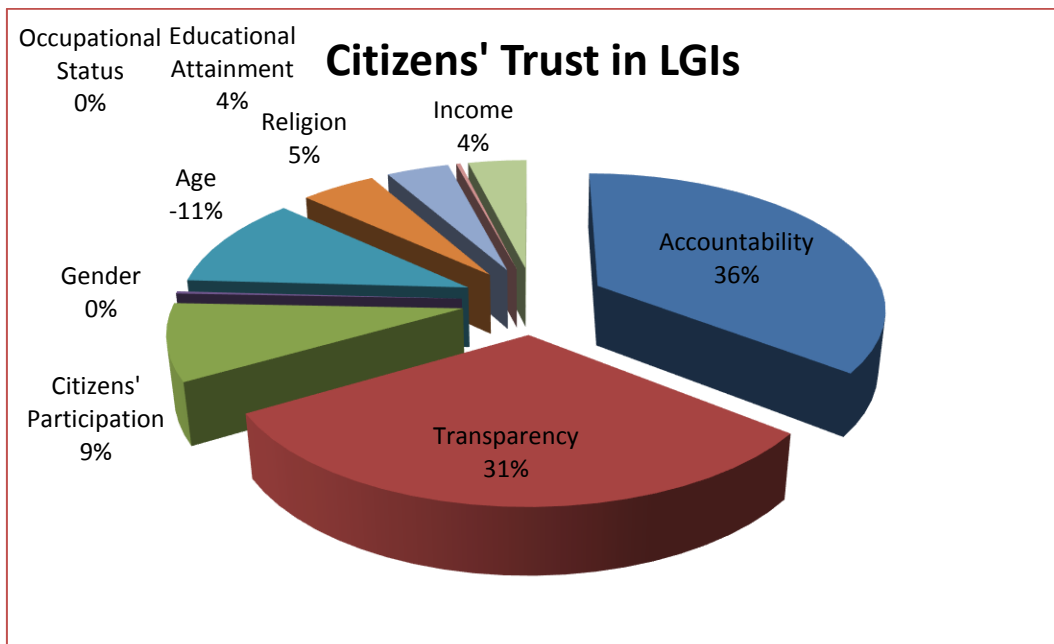
Notes: * $P < .10$, ** $P < .05$

The main model (table 4.20), includes all the explanatory variables used in the analytical framework of this study. The combined model explains 28.5 percent (Adjusted R square of 0.285) of the total variations in institutional trust in LGIs.

The regression table shows that accountability and transparency variables have a significant and positive influence on citizens' trust in LGIs in Bangladesh. Moreover, age variable is also found statistically significant.

Based on the value of the regression analysis of the main model the researcher depicted a chart which is given below:

Chart 4.6: Citizens' Trust in LGIs



*Based on result of the regression analysis (Main Model)

The study expects that all governance variables (accountability, transparency and citizens' participation) have a significant impact on citizens' trust in LGIs. The argument given by Kim and Kim (2007) was also in line with the expectation. They argued that trust in government is influenced by several factors such as integrity and accountability, participation, and transparency. But it has been found from the main model that only accountability and transparency have a positive and significant impact on citizens' trust in LGIs. But the impact of citizens' participation in institutional trust formation is statistically insignificant.

Moreover, the study expects a significant impact of socio-demographic variables in influencing citizens' trust in LGIs which however is not found (except age). Substantial studies conducted on industrialized democracies have found a non-existent or weak impact of demographic variables on institutional trust (Espinal, Hartlyn & Kelly 2006:209). Newton and Norris (2000) argued that performance of government and trust in public institutions affects citizen randomly regardless of education, gender, and tribe.

4.8 Synopsis of the Key Informants Interview

To validate the findings drawn from the empirical data, the researcher conducted six key informant interviews. Among them one local government expert, one former Upazila Chairman, one Union Parishad Chairman, one senior bureaucrat, one Upazila Nirbari Officer (UNO) and one Headmaster. The synopsis of the interview is shown below.

Box 4.1: Synopsis of the Key Informants Interview

- Citizens' trust in LGIs is low;
- Citizens' in general have negative notions regarding LGIs functionaries;
- UP is institutionally more trustworthy than UzP;
- Several reasons are identified why UP is more trustworthy such as proximity, easily accessible, familiarity, higher visibility, scope of participation, responsiveness, reciprocity, democratic electoral process, etc.;
- Modalities, processes, and practices of accountability, transparency and citizens' participation mechanism can contribute significantly towards citizens' trust.
- Citizens' participation in Local government activities remains ornamental;
- People have less idea about the services that LGIs are mandated to deliver;
- Community engagement supports better public service delivery and governance in LGIs;
- Regular monitoring and visit to LGIs by the controlling authorities promotes financial transparency, accountability, and compliance with the rules and regulations;
- Scope of democratic space and downward accountability has been accelerated through the induction of Ward Shava, Open Budget meeting, and disclosure of information;
- Role of standing committees can reinforce public accountability of local governments and compliance of citizens;
- The vertical and horizontal integration of the UP and UzP are non-existent;
- LGIs, over the years, have been able to gradually deepen its institution-base and it is in a process to develop their institutional trust.

4.9 Synopsis of the Focus Group Discussion

The researcher organized two focus group discussions. The core ideas drawn from the focus group discussion is given below:

Box 4.2: Synopsis of Focus Group Discussion

- A mixed conclusion has been drawn regarding the level of citizens' trust in LGIs; the level seems neither high nor low (fair enough to say moderate);
- Citizens' have some negative experiences related to LGIs functionaries and vice versa (the ratio is not even);
- UP enjoyed more trust compared to UzP;
- Several reasons are identified why UP is more trustworthy than UzP. Among them accessibility, familiarity, responsiveness, reciprocity, due care, etc. got maximum attention;
- Not familiar with the term accountability and transparency. Given some clue, they mostly identified the modalities, processes, and practices of accountability, transparency and citizens' participation mechanism.
- Visibility of the modalities and practices of accountability and transparency influence their notion regarding LGIs;
- Participation was shallow and simply used to legitimize policies and action that have already been decided;
- Issues related to planning and taxation were hardly included in the agenda of WS meetings;
- As of today, a significant number of people used to come to LGIs and seek services in a manner as if they were asking for the kindness/blessings of LGIs.
- A sense of discrimination based on social class, wealth, political connection regarding getting services.

Reviewing the global trust literature the researcher proposed three governance variables along with some other socio-demographic variables which may affect the status of citizens' trust in LGIs in the context of Bangladesh.

Three research questions were raised to observe citizens' contemporary level of trust and to examine the effect of governance and socio-demographic variables on trust.

The overall analysis of the empirical data reveals that people showed high trust in LGIs. On the other hand, it appears from the key informant interview and focus group discussion that the level of trust is not that high. But it reveals from the three sources that UP is more trustworthy compared to UzP.

Based on the chi-square test it reveals that some of the dimensions like accountability, transparency, citizens' participation, gender, religion and income (for UPs only) are significantly related to trust in case of Bangladesh. On the contrary, regression analysis incorporating all explanatory variables used in the analytical framework of the study, i.e., the main model (Model 3) has the highest explanatory power, **28.5 percent**. It reveals that within this cluster only accountability; transparency and age have significant influence on citizens' trust formation. It reconfirms institutional trust theory as the dimensions of good governance like accountability; transparency is theoretically derived from the institutional trust theory. But citizens' participation is not found significant from the regression model. In Bangladesh, it appears, as of today the process of citizens' participation in LGIs activities are ornamental. So it might have an implication on their trust formation.

Institutional trust is produced through institutions that have become accepted in society and trust is never absolute. However, it appears from the empirical findings of this study that trust dimensions are generally country, culture and context specific and therefore need to be tested with anthropological and political economic set of variable, in addition to a standard set of trust variables.

Chapter 5

Findings and Conclusion

This chapter summarizes the overall study and analyses the research hypotheses and findings in the light of the analytical framework. It focuses the answers to the research questions. Furthermore, based on the analysis and observations, the chapter concludes by raising few issues for future research.

The study was carried out through mixed method (predominantly quantitative) approach to analyze the relationship between citizen's level of trust and the governance variables of LGIs. It also analyzes the implication of socio-demographic variables in trust formation. This study mainly used survey conducted by Public Policy and Governance (PPG) Program of North South University in 2015. The data obtained from questionnaire survey were validated through key informant interviews and Focus Group Discussion (FGD) to ensure reliability and validity of the study. Besides, secondary resources were reviewed to examine the findings in light of contemporary trust literature. Three empirical models have been used to identify the relative contribution of the explanatory variables which may affect citizens' trust in LGIs.

5.1 Summary of the Key Findings of the Study

The dependent variable of the study was *citizens' trust in LGIs*. The objective of the study was to explore the dynamics of citizens' trust in LGIs in Bangladesh. The empirical data reveal that people showed high trust in LGIs. But the key informants, on the other hand, are more or less skeptical regarding this finding. Regarding the citizens' trust level, a mixed conclusion is drawn from the FGD. The findings reveal that citizens' have relatively high trust in UP compared to UzP.

It has been observed from the chi-square analysis that governance related trust dimensions like accountability; transparency and citizens' participation have significantly affect trust. Some socio-demographic factors like gender, religion as

well as income (for UPs only) of the respondents influence overall trust level. The other dimensions such as age, educational attainment, and occupational status are not found significant in the context of Bangladesh.

From regression analysis, it is found that among all the explanatory variables only accountability, transparency and age have significant influence on trust formation.

5.2 Answers to the Research Questions (RQs)

As identified in chapter one, the foremost objective of this study was to explore the dynamics of citizens' trust in LGIs in Bangladesh. Three research questions were raised in this study.

RQ1: Do citizens' trust vary between the different tiers of local government in Bangladesh?

It appears from the empirical data, extraction of the FGD and interview of the key informants that citizens' trust varies between the different tiers of local government in Bangladesh. The findings reveal that the Union Parishad enjoys relatively high trust compared to Upazila Parishad. On an average, 78.59% of the respondents have high trust on UP which is 76.70% for UzP. Based on the correlation value it is seen that the trust sphere of UP is bigger than UzP. It can be inferred that there is a likely chance that proximity matters i. e. citizen likely to show more respect and deference towards those institutions that they come into contact due to their day to day affairs. Apart from this, the key informants identified several reasons such as accessibility, familiarity, higher visibility, responsiveness, democratic electoral process etc. to explain why UP is more trustworthy than UzP. Especially Union Parishad has a long history of an uninterrupted democratic electoral process since the early 1970s. From focus group discussion two more reasons like reciprocity and due care can be added.

RQ2: Do the governance factors affect citizen's trust on LGIs in Bangladesh?

Several governance factors such as accountability, transparency and citizens' participation have been examined to measure its effect on trust in LGIs. Chi-square

test reveals that all these dimensions of governance affect the level of trust in LGIs significantly.

However, regression analysis of governance variables affecting citizens' trust in LGIs indicates that only accountability and transparency have a significant influence on citizens' trust formation.

There is a difference between the findings derives from chi-square test and regression analysis. Chi-square test mainly deals with one to one relationship, whereas regression analysis is a complex and interactive process and the variables subsequently affect each other.

The findings are also supported by the key informants based on the notion that the practices, modalities, and processes of accountability and transparency have an influence in the mind of local people which in the long run affect their level of trust. It appears from the key informant interview and the synopsis of focus group discussion that citizens' participation in local government activities remains more or less ornamental and used to legitimize policies and action that have been already decided. So, this type of notion of the citizens' might have an implication on their trust formation.

RQ3: Do the socio-demographic factors affect citizen's trust on LGIs in Bangladesh?

Several socio-demographic factors have been examined to measure its effect on trust in LGIs. This study has identified from chi-square test that some socio-demographic factors like gender, religion, and income (for UPs only) affect the level of trust in LGIs. But educational attainment and occupational status are not at all significant for trust generation. However, regression analysis of socio-demographic variables affecting citizens' trust in LGIs (Model 2) indicates that religion, educational attainment, and occupational status have an influence on citizens' trust formation. But the model only explains 1.1 percent of the total variation in the institutional trust index.

So it can be inferred that the influence of socio-demographic variables in the trust formation of rural people in Bangladesh is non-significant. In case of one to one relationship it might have an impact, but in the large socio-political context, it has a nominal impact.

5.3 Theoretical Implications

This study used institutional trust theory to explain several dimensions of good governance and their implication in citizens' trust on LGIs. The same theory was used by several researchers like as Schutz (1932), Garfinkel (1963), Zucker (1986), David (1989), North (1990), Jepperson (1991), Bachmann (2001), Smith (2011), Park & Blenkinsopp (2011), Alaaraj & Ibrahim (2014) as the theoretical framework of their study. Moreover, a cultural theory like 'Success and Wellbeing theory' is used to explain the influence of socio-demographic variables in trust formation. The empirical model proposed by the researcher which includes all independent variables can only explain a variance of around 28.5 percent.

Factors extracted from the literature reviews indicated that citizens' trust in LGIs of Bangladesh seems to have a higher degree of dependence on local political economic behaviour, patron client relationship, nature of authoritarian culture, interpersonal family relation, socio-anthropological factors (*gosthi*, clan, *para*), and political affiliation, etc. The observations are drawn from this study thus indicate that social science theories are not always universal but in many cases "culture and context-bound." Therefore, studies or model building on trust should take into account such "culture and context-bound" variables to examine and explain the institutional trust on LGIs of Bangladesh.

5.4 Policy Implications

The GoB for the last decade or so introduced various approaches and operational modalities to improve the service delivery mechanism and quality, participation and accountability system at LGIs of Bangladesh with a particular focus on rural areas. Findings of the study noted that citizens' trust regarding accountability, transparency and citizens' participation mechanism of LGIs are quite low. It is a reflection that governance mechanisms are not up to the mark or well planned at the grass root

level of Bangladesh. Policy developed for LGIs are not well synchronized, or there is lack of policy coherence.

In view of the context, the policy framework on LGIs may be revisited in line with the national and international policy documents like 7th Five Year Plan, SDGs, etc. and emphasized to enhance the modalities, processes, and practices of accountability, accessibility, transparency and Citizens' participation mechanism to ensure good and responsive governance at grass root level.

5.5 Implication for Future Research

The study tested the implication of socio-demographic and governance variables in trust formation and result seem to have fostered new arena of study of trust especially in the context of Bangladesh. It is found that governance variables have relatively higher influence in trust formation than socio-demographic variables. The study observed that the citizen have high trust in LGIs in Bangladesh. It can be argued that due to the nature of authoritarian culture the country still bears a society involving unquestioning obedience to the government institutions. Moreover, raising questions about authority is quite unconventional in Bangladesh. As a result a fuzzy picture of citizens' trust in LGIs is prevailing in Bangladesh. However, the findings differed from the findings of the contemporary work of the leading scholars in this field like Aminuzzaman (2011; 2014; 2016; 2017), and Monem (2016) observed quite a low level of trust in LGIs in Bangladesh. This leads to further scope of study as taking into account the recent trends and phenomenon of LGIs in Bangladesh. The model used by the researcher can explain only around 28.5% of the total variability. So, other dimensions like quality of government, political economic dimensions and their relative contribution in influencing citizens' trust in LGIs can be addressed in further research as well.

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Annex - I

According to the Upazila Parishad Act 1998, the main functions of the Upazila Parishad (UzP) are as follows:

1. Prepare Upazila five-year plan and other development plans of different tenure;
2. Implement program of various government department which was handed over to the UzP and supervised and coordinate the activities of these departments;
3. Construct, repair and maintain inter-union connecting roads;
4. Follow government directives to ensure effective use of surface water through planning and implementing small irrigation project;
5. Ensure public health, nutrition-related and family planning services;
6. Improvement of sanitation and sewerage system and ensure pure drinking water supply;
- 7a. Motivate people about extension of education at the Upazila level and assist with the same;
- 7b. Supervise and monitor secondary and madrasa education;
8. Take steps for the establishment and development of cottage and small industries;
9. Encourage the activities of cooperative societies and NGOs and coordinate the same;
10. Cooperate with relevant authorities and implement programmes for the development of children and women, and promote sports and cultural activities;
11. Undertake programmes for the development of agriculture, livestock, fisheries and forest resources;
12. Review the law and order situation and activities of the police at the local level and submit reports to the concerned higher authorities;
13. Promote self-employment activities, assist poverty alleviation programmes and coordinate on-going activities;
14. Provide necessary help to the UP and coordinate its activities;
15. Create public awareness and take preventive measures against cruelty to women and children;
16. Create public awareness and take preventive steps against terrorism, theft, robbery, smuggling, etc.;

17. Manage the environment and take up social forestry and other development activities of a similar nature;
18. Perform any other work specified by the government from time to time.

Annex- II

Auxiliary Functions of UP

1. Prepare five-year plan and other development plans of different tenure;
2. Development and maintenance of rural infrastructure;
3. Activities regarding education, primary and mass education;
4. Implementation of activities regarding health and family planning;
5. Taking necessary steps regarding agriculture, fisheries, livestock and other economic development;
6. To take initiatives for controlling epidemic and management of disaster;
7. Fixation and collection of taxes, fees, tolls, etc.;
8. Resolution of family disputes, execution of activities regarding welfare of women and children;
9. To take the initiatives and provide cooperation for sports, social and cultural development;
10. To take initiatives for development and conservation of environment;
11. Accomplishment of vested responsibilities given by government for maintenance of law and order;
12. Birth and death registration;
13. To reserve public space, open space, parks and fields;
14. Ensure lightening on roads and public space of UP;
15. To ensure tree plantation and preservation, to prevent theft and destruction of forests;
16. Maintenance and administration of graveyard, crematory, public meeting place and other government property;
17. Prevention of unauthorized access and depredation to public, highway and public space;
18. Prevention of damage and destruction of public roads and highway;
19. To ensure collection, removal, and management of dung and street trash;
20. Controlling criminal and harmful business;
21. Removal of dead bodies of animals, regulation of slaughtering animals;

22. Ensuring control on construction of houses and re-construction of new houses, risky buildings in UP;
23. Maintenance and preservation of wells, tube wells, tanks, ponds and other sources for water supply;
24. Prevention of drinking water supply sources from pollution and to restrict use of water from wells, ponds and other sources of water harmful to public health;
25. To restrict or control of taking a shower, washing clothes, bathing animals nearby reserved well, pond and other sources for drinking water supply;
26. To restrict or control moisture with hemp, jute and other plants nearby pond or other sources for water supply;
27. To restrict or control from dyeing and preparing leather in residential areas;
28. To restrict or control lifting up stones or other materials excavating soil in residential areas;
29. To ban or control brick kiln in residential areas;
30. To take necessary steps for fighting with fire, flood, hailstorm, earthquake or other natural disasters as well as to assist government;
31. To enlist and help the widow, orphan, poor and distressed people;
32. To develop and encourage cooperative movement and rural industry;
33. To ensure increased food production;
34. Control or maintenance of cattle farm;
35. Providing first aid center;
36. Ensure necessary arrangement for security, comfort, and amenities of UP residents;
37. Introducing and encouraging e-governance;
38. Extension of cooperation to other organizations similar to UP;
39. Other responsibilities vested by government from time to time.