Problems of Implementing Citizen Charter: A Study of Upazila Land Office (A.C Land Office)

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Dedication

This thesis is dedicated to my loving son **Ahan** who is mostly deprived from my company during writing of the thesis.

Abstract

This study takes initiatives to investigate about the problems of implementing citizens charter in upazila land offices. To meet the need for a responsive and resilient public service that will meet citizens' specific needs, interests and demand, the government of Bangladesh has already taken some important steps towards strengthening and transforming the public service. Introduction of CC in government offices is a step forward in this regard. In 2007, the Cabinet division led CC initiatives and later on May 28, 2007 Ministry of Establishment communicated the decision in terms of a circular to most of the government ministries/division/departments and subordinate offices. Later on according to the direction of both Cabinet Division and Ministry of Establishment all D.C offices, UNO offices and AC (land) offices implement CC on February' 2008.Subsequently, it is included in Secretariat Instruction, 2008.

The main agenda of citizens charter was to make administration more accountable, responsive, transparent and people-friendly. The charter program initiatives in essence propose to make public service provision less bureaucratic-dominated and more citizen-led. It aims to empower citizens by mentioning their rights, privileges and duties. Further, the CC strives to develop partnership between citizens and upazila land office officials to promote joint decisions.

To observe the current situation of CC implementation and identify the problems in implementation of CC two upazila of one district was selected as research area. Primarily using a qualitative perspective, this research is attempting to discern the meaning of events to the participants. Both primary and secondary sources of data were used to get comprehensive picture of the reality. The researcher contacted with different participants – land office officials, staff and citizens to gather information. Besides, official records, documents and other secondary sources were utilized to some extent.

Data were collected between 16 March and 1 April 2010 using two interview schedules- one for the officers and staff of upazila land office and another one for citizens. Questions were formulated to explore the problems faced by the citizens as

well as the organization itself. The officers of AC Land office, staffs, A.D.C (Revenue), D.C and all the citizens taking services from A.C Land office were elected as population. The desired sample size was 50. The sample was selected by purposive sampling technique. Of the 50 sample size 40 was from service receiver, 08 from service provider and 2 high level officials of the district- ADC (Revenue) and Deputy Commissioner of that district. So,40 citizens and 10 officers and staff were interviewed for that purpose. The qualitative and quantitative analyses were followed to analyze the data synthetically and statistically.

According to the preliminary observation the extent CC implementation in upazila land offices is very low. All the services offered by the land office are not included in the citizens charter, people are not following CC and even they don't know about CC.

From the findings it is evident that even after two years of its existence CC has not made any substantial dent on old bureaucratic service delivery mechanism .The Bureaucratic machinery is still strongly mantled in old set-up, and hence, trying to revert the charter program. The power gap between officers and subordinates as well as between officers and citizens are acute in the existing setup. The political executives do not have much concern to further the CC movement. Such attitude on their part has weakened the effectiveness of the charter. On the other hand, the citizens are totally ignorant about the charter program initiatives. The complexity of land management system, citizens unawareness, lack of resources ,conflicting rules and regulations ,backdated system, lack of training ,lack of freedom of opinion, workload ,lack of logistic support ,corruption in land sector etc. are working as bar of CC implementation. Again many staff and officials are also not familiar with the CC measures. The officials hardly made any endeavor to take the charter program at their door-steps. Those factors, therefore, are constraining the successful implementation of the citizen's charter at the upazila land office.

The study findings also confirm that the officials at upazila land office lack commitment and seriousness to implement CC. In addition to this, most of the street level bureaucrats in upazila land office do not have sufficient knowledge about the charter program.

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USED ABBREVIATIONS

A.C Land	Assistant Commissioner Land.
A.D.C	Additional Deputy Commissioner
CC	Citizens charter
D.C	Deputy Commissioner
DCC	Dhaka City Corporation
GOB	Government of Bangladesh
NPM	New Public Management
U.N.O	Upazila Nirbahi Officer
JICA	Japan International Cooperation Agency
PARC	Public Administration Reform Commission
TV	Television

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Problems of Implementing Citizen Charter: A Study of Upazila Land Office (A.C Land Office)

Chapter- 1

1. Introduction

1.1 Background

The main challenge of traditional system of administration is delivering goods and services in an efficient and effective manner. The administrations of South Asian countries are often termed as traditional administrative system and various scholars claim that traditional administrative system is ineffective, insensitive and inefficient and often hostile to the very people they are supposed to serve (Osborne and Plastrik: 1997, Peters: 1996). Further it is argued that government as a whole has become increasingly divorced from the people. That is why administrative reform has become a very important issue for the last two decades. The period since the early 1980s has seen a major shift in public management reform in both developed and developing countries. However, the recent reforms are unprecedented in terms of their scale and intensity and comparing to past experience they have brought about far more profound changes. The target for the reform initiatives in our country mainly to enhance the administrative and managerial capacity of the services and improve service delivery at the cutting edge level and about all re-orient the civil services into a dynamic, efficient and accountable apparatus for public service delivery built on ethos and values of integrity, impartiality and neutrality.

Bangladesh embarked on the administrative reform initiative shortly after its independence in 1971. Since independence the government constituted 17 reform commissions or committees with a view to reorganizing and reforming civil service and public sector. In recent times, in public administration sector, a few and important reforms have been initiated, piloted and partially implemented by the government of Bangladesh. The Citizen Charter has been adopted as a device by the government to induce clients in the bureaucracy. As the impressive features of CC in UK has made this administrative tool popular across the globe, Bangladesh also wanted to get benefit from this. On May 2007 CC was adopted by the government of Bangladesh. It may

be mentioned here that The Public Administration Reform Commission (PARC) suggested the adoption of CC for a few ministries in 2000 (Jahan 2006). Later on, the importance of CC as a way of ensuring good governance was stressed in PRSP (II) (JICA, 2009)

The main agenda of CC was to make administration more accountable, responsive, and transparent and people friendly. The charter program initiative in essence propose to make public service provision less bureaucratic dominated and more citizen-led. It aims to empower citizen by mentioning their rights, privileges and duties. Further, the CC strives to develop partnership between citizen and officials in administration to promote joint decision. To meet the need for a responsive and resilient public service that will meet citizens' specific needs, interests and demand, the government of Bangladesh has already taken some important steps towards strengthening and transforming the public service. Introduction of CC in government offices is a step forward in this regard. In 2007, the Cabinet division led CC initiatives and later on May 28, 2007 Ministry of Establishment communicated the decision in terms of a circular to most of the government ministries/division/departments and subordinate offices. Later on according to the direction of both Cabinet division and Ministry of Establishment all D.C offices, UNO offices and AC (land) offices implement CC on February' 2008.Subsequently,it is included in Secretariat Instruction,2008.

The A.C (Land) offices introduced Citizen Charter containing the name of services, procedures involves in it, time limit and in case of failure, what is the solution or whom to go? So this study focuses on the implementation of CC in Bangladesh, especially in A.C (Land) offices in upazila level.

1.2 Statement of the problem:

In AC (Land) offices, mass people frequently go for various purposes. It is an office at upazila level which gives many services to citizen regarding land. Earlier, in many of the cases, it took long time to get services from land offices due to some very practical problems. First, a service receiver did not know where to go, to whom to talk with or who is the assigned officer or staff for the service. For e.g., Mutation of land is one of the important services which many people take from AC (Land) office. The specific time limit for mutation is 30 days. It means, if a person applies for a mutation, the service should be provided within 30 days. But in most of the cases, it

took more than 30 days and sometimes 2 or 3 months and even more. People were deprived of getting quick services. For the removal of such problems government spontaneously took the decision to implement CC in AC (Land) offices as well as all other government offices. It is expected that CC will improve the old bureaucratic service delivery mechanism. After passing about two years what is the status of implementation of CC in A.C (Land) offices, what is the extent of implementation of CC and what are the problems that the organization is facing in successful implementation of Citizen Charter- these are the main concern of this study. For answering this question, a study is yet to be made in upazila land offices of several upazila. The researcher will collect data which will result in this study.

1.3 Illustration of the problem:

At present about 80 percent of public offices display their CC as a condition set by the government (JICA, 2009). But there is no central coordinating body or monitoring system to monitor the implementation of Citizen Charter. Even the beneficiaries of CC do not know enough about how to get services according to CC. Again, in Bangladesh, CC is for people but not by people. It is not known to us whether people had an opportunity to provide their input into the CC formulation process. They cannot follow the instruction sometimes due to illiteracy and sometimes for ignorance. According to JICA report on Public Administration Sector Review there are some reasons why Citizen Charter is not successfully implemented and why people are not getting output of it. No ministerial government authority is formally or centrally looking after or coordinating the formulation and implementation of CC. It is not clear whether targets CC of are being properly achieved. At present approximately 70-80% government offices do have their CC displayed. The major implication of this study is that it will help us to know the position of CC in A.C (land) office. The study will also help to make citizen more cautious about their rights and privileges and also duties of bureaucrats. The CC aimed at raising standard of public services by making more responsive to the wishes and needs of the users (The Citizen Charter 1991). So it is the attempt to see to what extent does the CC implemented in AC land offices with the principles of CC. In short, the work done by the land offices in accordance to CC can have great implication to society.

Emergence of Citizens charter:

For the last three/four decades public sector in different countries began to realize that the satisfaction of the needs of the citizens is crucial and in following private sector practices initiated mechanisms which focus on the quality of the services to be delivered to the citizens (Jahangir,2008).This consideration led to grow the concept of citizens charter. The idea originated in U.K in the late 80 under the reform package known as 'Next Steps' and it became operational in 1992. Then it was taken up by the countries under various labels such as 'client's charter' in Malaysia, 'service charter' in Italy. In Bangladesh it is started in 2007 naming 'Citizens Charter' by a Cabinet decision.

Six elements of Citizen Charter:

Secretariat Instruction, 2008 of Bangladesh Government has given instruction to formulate and publish Citizen Charter (Instruction No. 173). In the instruction it has set six principles to be incorporated in the Citizen Charter. These are:

1. Setting measurable standard for service delivery.

2. Flashing service deliver's identity cost of service delivery and time frame

3. Giving opportunity to choose alternate services

4. Ensuring courtesy including offering apology for mistake and failure

5. Scope to complaint and provision for corrective measure

6. Value for money. All citizens will be given equal treatment and the value or service renders shall be more than the fees to be paid.

1.4 Review of existing literature:

The bureaucracy of Bangladesh is often accused for rigidity and people can hardly get easy access to information which puts impediments on their daily businesses and other necessary works. To reduce this burden and to open an opportunity to get easy access to information the Citizen Charter has been adopted as a device by the government of Bangladesh to induce citizen

in bureaucracy. CC aim to empower citizens by mentioning their rights, privileges and duties (Monem Mobassher 2009).

Chandler (1991) opined that the CC could be an effective tool to enhance the capacity of local government. CC requires a strong commitment to implement. Organization commitment is important to the customer about the quality of its services for effectiveness of CC. As citizens are the ultimate destination of service delivery- it is needed to assess the result or service delivery. A new initiative alone is therefore not a guarantee of success- its progress needs to be monitored and adjustments made where appropriate.

In Public Policy and Administration, Taylor concluded that charter system was inadequate to safeguard customers' and citizens' interest and that they would have to have a greater input to assure success.

The study of Vijender Singh serves the base of the present study. In his study on Haryana municipal council in India showed that a policy decision like citizen Charter needs to be in line with many actors and factors within the organization and outside the organization. If a government hurriedly involves in the policy process that policy might not be succeeded to achieve the desired changes (Dolwits and Marsh 2000).

According to Jahangir for Bangladesh introduction of CC is significant because at least customers have had a written commitment by virtue of which they can bargain with. The service providers are there by bound at least to some extent. His study shows that the compliance level of CC in DCC is so far encouraging.

In his study, he presented some facts like- DCC's citizens charter was prepared without the involvement of the citizens. The CC is not found displayed in conspicuous place of DCC. There is no system of monitoring the implementation of the charter. Associated with these DCC have some challenges in implementing CC effectively. According to the writer these are: resource constraints, manpower shortage, coordination problem, centralization, and lack of strong monitoring system. But with the passes of time the effective implementation of CC has also been

eroded. At this stage CC is nothing but a mere document that is lying on lockers and getting dust (Beniwal 2005).

1.5 Scope and objectives of the research:

1.5.1Scope:

As an effective technique or tool CC has been included in almost all sectors of public organizations. Service providers are now realizing that they have to be genuine service provider rather than to be mere administrators. This study can open an opportunity to understand the dimensions of the initiative. As AC Land offices are core unit for land related services for upazila, introduction and implementation is very much important for customer-focused governance. The study will be confined to implementation of CC in 02upazilla in Narayangonj District- Sadar Upazila and Aaraihazar Upazila.The reason behind selection of 2 upazila from one district that data gathered from two upazila will reflect the practical situation about the CC introduction of this specific District. Sadar upazila is more developed and people are educated and cautious. Araihazar is the remotest of the five upazilas and we have possibility to get information from mass people.

The study will also specifically look problems of CC implementation regarding five major services mostly taken by the citizens.

So, the specific objectives of the research are:

1.5.1 To observe the extent of implementation of CC in upazilla land office.

1.5.2 To unravel the factors that affects the implementation of CC in AC Land Offices.

1.5.3 To focus the customer response to the citizen charter

1.6Research Questions:

1.6.1 Is Citizen Charter contributing to get quick access to information regarding receiving service?

1.6.2 What are the problems citizens face in following Citizen Charter?

1.6.3 What are the major problems faced by A.C Land Offices to implement Citizen Charter?

1.7 Significance of the research:

In Bangladesh, people suffer a lot in getting services related to land. This consideration led to choose upazilla land offices which are pioneer organizations that have implemented the recent reform specially CC. The present study is an attempt to uncover the factors that affect successful implementation and its impact on service delivery. Furthermore charter area is by and large unexplored. A very little study has been conducted to investigate the CC in Bangladesh. None of these studies cover the effective implementation of CC in land offices. So, the present study therefore is an attempt to map the extent of CC implementation in upazilla land offices.

Recently, in Bangladesh, customer focused initiative has been introduced in public sector and introduction and implementation of citizen charter is a step taken in this regard. It is a document which represents a systematic effort to focus on the commitment of the organization towards its citizens in respect of standard of services, information, choice and consultation, non-discrimination and accessibility, grievance redress, courtesy and value for money. This also includes expectations of the organization from citizen for fulfilling the commitment of the organizations. In other words, citizen charter is a document that exhibits the commitment of the service provider towards the citizens through clearly specified benchmarks of quality and standards of services (Ghuman: 2002, Sharma & Sharma 2002, Triter 1998). CC with emphasis on standard of services, information, choice and consultation is a formal piece of information that represent systematic endeavor of the organization assurance towards citizens. So it's necessary to observe the implementation of such a tool devised for the sake of citizen.

On the other hand, the study may be useful to the academics, scholars and other researchers. The study may validate the existing literature on policy implementation and generate new insights in this field that many to supplement the knowledge of different stake-holders in general and policy researcher in particular. Again the upazilla land office of has direct interaction with citizen as it is engaged in providing services regarding land. Hence, it is important to study about implementation of current reform by government and find whether it has been done the way as intended and what are the factors that impede its effective implementation. Lastly, the findings

of this study may enhance the understandings of different actors involved in the policy implementation process. Policy makers may benefit from the findings by drawing a number of lessons. Further different actors may adopt some suggestions of finding to make implementation process more effective. For example, it is important to recognize the possible hurdles that affect the successful policy implementation. In short, this study may help in understanding policies and also in suggesting ways of improving policy implementation process.

1.8Theoretical framework:

CC is a formal document of proclamation which spells out users' entitlement and indicates the service provider's obligations. To map the extent or level of Citizen Charter implementation by AC Land office of Narayangonj Sadar and Aaraihajar Upazilla, it can be operationalised into many areas. But this study will remain confined to the extent of implementation, like inclusion of services in written CC, citizens' understanding of CC, officers comprehension of CC and some other factors. All the features of AC Land offices Citizen Charter can be clubbed under the above mentioned yard stick. Further it is essential for policy makers to infuse these values in citizen administration interface. The intention of this study is to analyze the factors that affect the effective implementation of CC in A.C Land office.

1.8.1 Implementation: Conceptual issues

To explore the barriers of implementation and capture the essence of implementation given by various scholars we can find a list. As CC is a newly launched reform initiative many factors may affect its effective implementation. To observe these factors different implementation theories are reviewed. These are Interactive model of policy implementation by Thomas and Grindle (1990), a model of Policy Implementation Process by Van Horns and Van Meter (1975), Skeletal flow of the variables involved in implementation process by Sabatier Mazmanian (1990).

Michael Howlett and Mr. Ramesh in their Policy Cycles and Policy Subsystems identified policy implementation as an important stage of policy cycle. On the logic of problems solving Ramesh and Howlett (2003) identified 5 stages in the policy cycle. In this model, decision making is the third stage and the process by which government adopt a particular course of action or non-

action. Policy implementation is the fourth stage which relates to how government put policies into effect (Howlett and Ramesh 2003).

To identify the problems of implementing CC in Upazila Land office, 'Policy Implementation Process' by Van Meter & van Horn is most suitable. Meter and Horn described policy implementation as 'encompassing those actions by public and private individuals (groups) that are directed at the achievement of objectives set forth in prior policy decision. The study of implementation examines those factors that contribute to the realization or non realization of policy objectives. The model of Van Meter & Van Horn involves actors and factors of implementation within a single organization. Organizational change, resource limitations, sunk cost, the collective benefits of stability, organizational control, leadership authority, managerial control, co- ordination, hierarchy, human relation, incentive and compliance are some important factors for policy implementation. Meter and Horn also expressed their expectation that, goal consensus have a greater affect on policy implementation process. In this model they identified six variables which shape linkages between policy and performance. Many other interlinking variables are shown within six variables. So, like this model the present research problem can be discussed and the dependent and independent variables can be identified within the implementation process of citizen charter in A.C land offices of Upazila level .

In their model of policy implementation Van Meter and Van Horn identified six variables which shape linkages between policy and performance. These are:

1)Standard and objectives of policy 2)Resources 3)Characteristics of the implementing agency 4)Economic, social and political formation 5)Inter-organizational communication and enforcement activities 5)The disposition of the implementers.

Many other interlinking variables are shown within these six variables. For example: policy resources may include funds and other incentives in the program that might encourage or facilitate the administration. Inter-organizational communication and enforcement activity include: Institutional mechanism, procedure, technical advice and assistant etc. Characteristics of the implementing agency may include: competence and size of organization's staff, the vitality of the organization, the degree hierarchical control of sub-unit decisions, the degree of open communication, political resources etc. It is also hypothesized that economic, social and political

environment of the implementing jurisdiction or organization will affect most of the six variables. So, like this model the present research problem can be discussed and the dependent and independent variables can be identified within the implementation process of citizen charter in AC Land Offices of upazila level.

Taking this into account the present study is asking some theoretical questions like- Does A.C. (Land) office has adequate administrative capacity to implement citizen charter? What is the contribution of citizens in preparation and implementation of CC? Does leadership matter in the implementation of CC? To what extent, do administrators at the top and bottom level of AC Land office accept and approve CC? Is the implementation of the CC backed by adequate financial resources and knowledge? Does a strong political will exist its implementation? Do the people feel a part of the process of the CC Implementation?

1.8.2 Independent Variables:

To unravel the factors that mostly affects the implementation of CC in AC Land Offices. We can make assumption that many kind of factors are responsible:

1)Organizational problem/ factors II) Cultural & Behavioral factors III) Economic & Political factor.

I Organizational factors/problem:

Some organizational factors may contribute a lot in policy implementation. Organizational setup, capacity of the organization, disposition of the implementers etc. can intrude effectiveness of policy implementation. So these factors affect how individual perceive CC at the organizational level. Some of the organizational factors that may affect successful implementation of CC s are discussed below:

i)The disposition of implementers
ii)The competence and size of the organization staff
iii)Training of the staffs of the organizations
iv)Response to citizen or degree of open communication (network of communication)

II. Cultural / behavioral factors :

Some cultural and behavioral pattern of both citizens and officials of the organization determined the level of policy implementation. In a power distant society like Bangladesh, high gap is existing between citizen i.e. service receiver and service provider. So, some behavioral factors can be traced out as affecting implementation of CC:

i) Power distance ii) Uncertainty avoidance

III)Economic and Political factors:

The way in which public servants responds to the political environment and how the environment influence public organization is one of the great importance as far as public sector reforms are concerned. So some political factors may also affect successful implementation of CC:

i)Symbolism vs political will ii) Citizens awareness iii)Resource allocation

1.9 Methodology

Research design provides a framework to the researcher to navigate the journey in the field and finally execute the study. The nature of the problem to be studied and research question to be answered are the guiding pillars to decide what approach and strategy would be employed to pursue a research. According to Creswell 2003 research design fall into 3 categories- i)Quantitative ii) Qualitative and iii) Mixed method. The present study utilizes a mixed method approach. The qualitative approach is used as a predominant method because the research is conducted in its natural setting where the quantitative method will be used to analyze the data. The mixed method overcomes the disadvantages of qualitative and quantitative methods and benefits from the advantages of each. According to Creswell (2003) one of the chief reason for conducting a qualitative study is that the study is exploratory and the researcher seeks to listen to participants and build a picture based on their experiences and perceptions. In other words qualitative study allows for in-depth analysis of comments and perceptions that individual's viz. different stake-holders- bureaucrats, citizens and politicians hold about the CC. Further

qualitative approach provides room for discussions between the researcher and participants which allows capturing insights and direct understandings from participant's perspective.

The present case is more amenable to use mixed method as the researcher intends to map the realities through participant's lenses. This study is more concerned with how citizen look at C.C, In what ways their perception vary among different actors such as bureaucrats, citizens and local politicians. Does it have coherent meaning within bureaucracy- mid level and frontline stuffs? In a way, the study strives to highlight how different actors form their meaning and reality about what constitutes CC and what it is meant for?

The study on implementation of CC in Bangladesh is a contemporary, ongoing process. The present study is exploratory as the implementation of CC is a present phenomenon. This study seeks to uncover the factors that affect the successful implementation of CC in AC (Land) offices. In this study the researcher will take 2 upazilla from Narayangonj District to find out the problems of C.C Implementation.

Population and Sample size with sampling technique:

The officers of AC Land office, staffs, A.D.C (Revenue), D.C and all the citizens taking services from A.C Land office will be elected as population. The desired sample size is 50. The sample will be selected by purposive sampling technique. Of the 50 sample size 40 will be from service receiver, 08 from service provider and 2 high level officials of the district, ADC (Revenue) and Deputy Commissioner of that district.

Table: Demographic Composition

Composition	Number in two Upazilas	Total
For Mutation	**12x2**	**= 24**
For other 4 services	**8x2**	**=16**
Officer of D.C office	**2x1**	**= 02**
	Total	**= 50**

Data Collection Tool:

To collect the data of the study interview of the citizens was held and questionnaire was developed to hold the interview. The questionnaire for citizens was being developed mainly to investigate their problem in following CC. The interview of the officials included questions about organizational problems, skills of the service providers etc.

Data Analysis Technique:

The qualitative and quantitative analysis have been followed to analyze data. The open ended questions has been analyzed synthetically and the close ended question has been analyzed statistically.

Sources of Data:

The data for the study are obtained from various sources including documents, interviews etc. So data will be collected from:

1)Primary source 2)Secondary source

1.10 Limitations and challenges:

This research will only concentrate on implementation of CC in upazila land office. For this reason some problems I will suppose to face can be:

i)Problems in having access to Bureaucracy:

Generally**, a**ccess to bureaucracy is a major challenge in the field. One may face serious problem in accessing especially high profile bureaucrats. But as a researcher I was a bit lucky. Only problem I faced is that the Deputy Commissioner was very busy in some special kind of duty at that time. So I had to contact with his staff officer frequently to talk with him. Second, I may find that many officials are not serious. There was a tendency among them to defer interview schedule due to political and social activities which indicates their low priority towards research.

Moreover, at times in the middle of an interview they got involved in other activities. Therefore, I took help from the officials' kith and kin and friends to get reliable data informally.

ii) Non-availability of Documents:

Another challenge may be the difficulty in gathering documented information from officials. In some cases documents may not be found readily available and considered confidential. For example, I may get insight interview and necessary information from A.C Land of the land office but the staffs may keep details of the recent meeting s or other information as they perceive most of documents as the "confidential", and he was not in a position to provide any documents. In fact, very few documents were available.

iii) Limited time:

Time is another constraint in the field work. The time given for the data collection was too short. At times key officials were on long holidays. Further, for doing qualitative studies researcher requires more time to analyze data while gathering information. As at times he may need extra time to restructure his design in the light of new developments and insights. In brief, I personally feel that if I had more time then it would have helped to obtain more reliable data.

1.11 Tentative chapter outline:

1) Introduction -Chapter one is the introductory chapter which explains the background of the study, states the research problem, and highlights the conceptual and theoretical framework. It specifies research objectives and research questions. Further, it also sheds light on the methodology, rationale and significance of the study.

2) Theoretical discussion -Chapter two surveys literature that concerns policy implementation, the interaction of various different actors during the implementation process and the theoretical framework used for the study.

3) Methodology - chpter three conveys the data analysis tool and plan.

4) General findings -Chapter four consists of data collected from the two upazila land offices of Narayangonj District

5)Analysis on how cultural factors affect implementation of CC. It is first chapter on the analysis. Two cultural variables i)Power Distance), and ii) Uncertainty avoidance are analyzed in relation to indicators of these variables.

6) How organizational factors affect implementation of CC.

the second chapter on analysis spotlights on analyzing four organizational variables of ; i) Disposition of implementers', ii) Competence and size of the organization staff iii)Training of staff and iv)Degree of open communication.

7) How economic and political factors affect implementation of CC. Final chapter on analysis mainly documents discussion on two political variables of; i) Political will, and ii) People's awareness and iii) Resource allocation. This chapter gives a general idea on how these three actors affect the effective implementation of CC.

8) Summary and conclusion.

The final chapter winds up the study by giving the general summary of this study. It provides a brief discussion on to what extent the CC is implemented in upazila land office; a terse outline of the different factors that hinder the effective implementation of CC in Bangladesh.

Chapter -2

Theoretical Framework

2.1 Introduction: Of late, in Bangladesh customer focused initiative has been introduced in public sector. The present study provide a scope to visualize the emergent state of the venture. For this purpose, a framework is needed to be developed for analysis. The central objective of this chapter is to develop that framework. The major topics of the chapter are discussion on important concepts of implementation, major theories and models of implementation and lastly, a framework for analyzing implementation process of Citizen Charter in upazila land office.

2.2 Theoretical Considerations: With the advent of New Public Management principles and mode of thinking in organizing efficient and effective service delivery, a number of methods are in use today . Citizens Charter is one of such techniques, which puts citizens in the forefront to decide about the nature, form and type of services. Furthermore, it also presupposes that people have confidence in the mechanism established to sanction the behavior of office holders, so that when the later deviate from what is prescrived they will be held accountable (Dhakal& Ghimire 2009).In other words,CC is a document that outlines the commitment of the service provider towards the citizen through clearly specified benchmarks of quality and standards of service (Ghuman , 2002, Sharma and Sharma, 2002, Tritter, 1998, in Beniwal, 2005) The citizen's charter is a new device under the umbrella of good governance to foster effectiveness in public service delivery system(Vijender Beniwal 2005). In a nutshell, it is a formal piece of information that represents systematic endeavors of the organization assurance towards citizens with emphasis on standard of services, information, choice and consultation among other things.

The last quarter of 20th century has witnessed a fundamental change in administrative values and the pattern of governing system. Traditionally, the government-citizen relationship has been veered in a donor-recipient mould, in which citizen were eclipsed in decision making and marked by provider domination. But the New Public Management doctrine came to replace the rigidity in the performance of government. Under the umbrella of good governance , the CC

tends to move the conventionally top-centric government bureau into one that is bottom-up and citizen driven.

2.3 Implementation: conceptual issues:

CC is a formal document of proclamation which spells out users entitlement and indicates the service providers obligations. To study the actual working of the newly launched citizen charter and to explore the barriers of implementation of CC in upazila land office we can discuss the concepts of implementation as such. The discussion in the following paragraph will try to capture the essence of implementation given by various scholars. As CC is a newly launched reform initiative in Bangladesh many factors may affect its implementation. To observe these factors different implementation theories are reviewed. Of them, interactive model of policy implementation by Thomas and Grindle (1990), a model of policy implementation process by Van Meter and Van Horn (1975), Skeletal Flow of the variables involved in implementation process by Sabatier Mazmanian(1990) are important. Michael Hewlett and Mr. Ramesh in their Policy Cycles and Policy Subsystems identified policy implementation as an important stage of policy cycle. On the logic of problem solving Ramesh and Hewlett (2003) identified 5 stages in the policy cycle. In this model, policy implementation is the 4th stage which relates to how government put policies into effect.

In an attempt to relating the present research problem with theory, it is found that 'Policy Implementation Process' by Van Meter& Van Horn is more suited for the purpose. They have described policy implementation as `encompassing those actions by public and private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions. This includes both onetime efforts to transform decision into operational terms, as well as continuing efforts to achieve the large and small changes mandated by policy decisions. 'Lack of implementation should not refer to failure to get going but to inability to follow through." Therefore, the study of implementation examines those factors that contribute to the realization or non-realization of policy objectives. So, the model of Van Meter and Van Horn involves actors and factors of implementation within a single organization. In their policy implementation process they highlighted that regarding organization (which is the key actor of implementation) change is a factor which is important for organization to work. Some other

factors like – resource limitations, sunk cost, the collective benefits of stability are examined by Kaufman (1971) which give organizations many advantages in change are also addressed by Van Meter and Van Horn.

Organizational control is another important factor for implementation process. According to Willenskny, control is "The problem of getting work done and securing compliance with organizational rules". So, we find in this model numerous headings have been used to explore the aspect towards organizational life.

For understanding implementation of a policy decision in an organization many issues are important- leadership authority, managerial control, coordination, hierarchy, human relation, democracy, incentive and compliance. According to Meter and Horn "Compliance may be the special case in the study of implementation- usually related to the specific obedience or lack thereof to a law or directives" and different types of organization may require different kinds of compliance system. How participants are behaving- whether they have negative, positive or intense orientation towards the organization- that is important for implementation process. With reference to Kaufman 1973, it is presented in the model that increased compliance also depends on superiors' role. So theoretical perspective of Van Meter and Van Horn's implementation process is that consensus over policy goals and policy objectives are important for implementation. To what extent do implementing officials agree on the goals of the program that is important for effective implementation. Gross and associates in 1971 identified several factors that affect goal consensus- and thus implementation. One of these factors is the extent to which subordinates or implementers have participated in the policy decision- "Participation leads to higher staff morals and high staff morale is necessary for successful implementation." Meter and Horn expressed their expectation that, goal consensus have a greater affect on policy implementation process. In their model of policy implementation they identified six variables which shape linkages between policy and performance. These are:

1)Standard and objectives of policy 2)Resources 3)Characteristics of the implementing agency 4)Economic, social and political formation 5)Inter-organizational communication and enforcement activities 5)The disposition of the implementers.

Many other interlinking variables are shown within these six variables. For example: policy resources may include funds and other incentives in the program that might encourage or facilitate the administration. Inter-organizational communication and enforcement activity include: Institutional mechanism, procedure, technical advice and assistant etc. Characteristics of the implementing agency may include: competence and size of organization's staff, the vitality of the organization, the degree hierarchical control of sub-unit decisions, the degree of open communication, political resources etc. It is also hypothesized that economic, social and political environment of the implementing jurisdiction or organization will affect most of the six variables. So, like this model the present research problem can be discussed and the dependent and independent variables can be identified within the implementation process of citizen charter in AC Land Offices of upazila level.

So, taking this into account the present study is asking some theoretical questions like- Does A.C. (Land) office has adequate administrative capacity to implement citizen charter? What is the contribution of citizens in preparation and implementation of CC? Does leadership matter in the implementation of CC? To what extent, do administrators at the top and bottom level of AC Land office accept and approve CC? Is the implementation of the CC backed by adequate financial resources and knowledge? Does a strong political will exist for its implementation? Do the people feel a part of the process of the CC implementation in A.C Land office of that district?

2.4 Discussion on independent variables:

The present section is devoted to the independent variables used in this study. The main assumption is that there are a number of cultural and behavioral, organizational, economic and political factors that may have been affecting and arguably encumbering to some extent the effective implementation of CC in upazila land office of Narayangonj district. These three major factors may be subdivided into a number of variables . The rest of the discussions will follow focusing on the three major variables in a theoretical perspective with regard to the context of Bangladesh.

2.4.1 Organizational Variables:

Several studies have shown that organizational factors impinge effective policy implementation (Thomas and grindle:1990,Van Horn and Van Meter:1976).So, several factors affect how individuals perceive the CC at organizational levels. Some of the organizational factors that may affect the success of the implementation of CC are discussed below.

The disposition of the implementers: Consensus over policy goals and objectives by the implementers is essential for effective implementation. Policy makers assume that policy goals and objectives are shared by implementers, but many studies show that policies often carry vague, unresolved or conflicting meanings to them (Brodkin 1990, Calista:1986,Yanow1996). Again , policies often contain only hazy guidelines and practices for the implementers. The implementers often work under incomplete, inaccurate, or simply idiosyncratic understandings of what policy means to them or their everyday work pratice (Pressman and Wilddavasky 1973 ,Van Horn and Van Meter 1976).

In 'The Policy Implementation Process- A Conceptual Framework" Van Metre and Van Horn accomplished that the disposition of implementers is one of the most important component in the policy implementation process. In this respect 'three elements of the implementers' response may affect their ability and willingness to carryout the policy:1) their cognition(comprehension and understanding) of the policy, 11)direction of response towards it(acceptance, neutrality and rejection) and 111) the intensity of that response.

i)**Cognition:** Van meter and Van Horn observe that, the implementers understanding of the general intent as well as specific provisions of the policy is very crucial. So, general cognition of implementers towards new change has a bearable mark on its success or failure. An implementer might know what policy means or consists of in broad terms but he may lack knowledge for carrying out the duties required. Without proper cognition implementers may comprehend the policy through their lenses. The meaning of policy is created in context(Lin:2000, Yanow:1996), not only from the actual words of legislation but also from the knowledge and values implementers bring to their jobs. Successful implementation may be frustrated when officials don't have clarity about what they are supposed to do. The chances of realizing principles and

doctrine of CC hampers if officials are not able to comprehend the policy itself. Further, the officials may screen out some of the provisions of CC if they feel that these are in contradiction with their own beliefs, values, assumption and identities.

ii) Response or Reaction: The direction of implementers disposition towards the standard and objectives of policy is also important. Implementers may fail to execute policies faithfully because they reject the goals contained in them and the opposite case i-e wide spread acceptance will enhance greatly the potential for successful execution (Kaufman,1960). Thomas and Grindle argued that new reform may initiate reaction or response in two areas :1)public arena 2)bureaucratic arena. In the present case, reaction may likely take place in the bureaucracy. The citizen charter initiatives have tendencies to inculcate certain new values, habits and practices in bureaucracy . As the argument is that it concentrate costs on the bureaucracy and creates benefits and advantages for public. Due to response engender in bureaucracy, implementers may fails to execute policies faithfully because they reject the goals contained in them. If some elements of CC offend the value system of the official or stuffs of the organization, they may reject some of the goals of CC. Patrick (as quoted in Van meter & Van Horn ; 1976) has succinctly written that it arises from the fact that human groups find it difficult to carry out effectively acts for which they have no underlying beliefs. The development may lead to open defiance or outright rejection of CC provisions. In contrast, acceptance of the policy standards & objectives by implementors may enhance greatly potential for successful execution.

iii) Intensity of response : The intensity of implementors, disposition may affect the performance of the policy (Van mater & VanHarn; 1975). Intense negative performances may lead to outright and open defiance of the policy's objectives. On the other hand, if the responsible functionaries favour the particular issue, then the likelihood of successful realization of the goals may be high. Less intense attitude among implementers may cause deviation and evation to policy goals

Competence and size of the organization's staff:. The competence level and size of the organization staff is one of the characteristics of administrative agency that affect policy performance. The trained staffs are more capable of doing duties promptly. Again over staffing

or less staffing both hamper the actual performance of the organization. For the present case i-e upazila land office, the working experience of the staff in specific area contribute to enhancing the competence level of organization staff. For this Meter and Horn identified this characteristic of implementing organization as one of the vital factors.

Training of staffs:

Skilled and competent manpower is also one of the pre requisites for successful implementation of new program and policies (Hill : 2003). As citizens charter aims to bring certain changes in the existing systems , therefore, the stuff of Upazila land office must have a wide range of skill, resources, and knowledge to implement it effectively. For effective implementation of CC the organization may utilize planned strategy like training , refresher course and orientation program for the office stuff. Training may update expertise and cognition of employee which in turn will lead to capacity building. If the organization capacity is adequate, there are greater opportunities for effective implementation. Ingraham observed that capacity building through training and the provision of information can shape policy outcomes. Through training officials of Upazila land office can articulate new techniques to do particular task of that organization according to CC. Therefore, if the officials are not well trained and are not taught new values and culture of CC then they may overlook those provisions.

Response to citizen or degree of open communication:

It means networks of communication with free horizontal and vertical communication and a relatively high degree of freedom in communication with persons outside the organization. More interaction between the organization and citizen as well as between interrogational communication can provide the implementing agencies with added vitality and expertise-improving their capacity to execute the program. Easy access to the organization for information play vital role in smooth working of CC. In context of Bangladesh, many people are ignorant and don't know where to go for specific work .For gathering information they pay much in terms of time and money. Open communication can provide easy access for them . Again inter-organizational communication is also needed to observe policy fully and completely. Otherwise, problems may arise as subordinates fail to comprehend fully what is expected of them.

2.4.2 Cultural Variables: Schein(1992:12) described culture as 'a pattern of basic shared assumptions that the group learned as it solved its problems of external adaptation and internal integration, that has worked well enough to be considered valid and therefore, to be taught to new numbers as the correct way to perceive, think and feel in relation to those problems''. Culture as perceived by Hofstede is "the collective programming of the mind that distinguishes the members of one group or category of people from others". Culture is learned but not innate .The following discussion is focused on the specific variables that are used in this study in respect of culture.

Uncertainty Avoidance: Uncertainty Avoidance as defined by Hofstede (1997) is "the extent to which the members of a culture feel threatened by uncertain or unknown situation." It is a subjective feeling on experience expressed through nervous, stress and a need for predictability by having written and unwritten rules and regulations. In this type of culture more and more rules are created to regularize the behaviour of subordinates. Most things are standardized and codified in such kind of culture. The detailed rules and regulations hardly provide any room for flexibility and new ideas, experiments, new concepts and habits to accomplish work. The organization having such work culture, the official, has strong preferences to follow the rules. Such a situation often leads to rule-oriented behavior among workers that breeds rigidity and ultimately leads to red-tapism.

In this type of arrangement, bureaucracy is more process oriented rather than result-oriented. Process oriented work culture follows certain rituals to conduct any work irrespective of its necessity to the present context. Such officials have strong tendencies to maintain status-quo. Rules and regulations make the system closed and that leave little room for participation of the outsiders. In brief uncertainty avoidance makes work more rigid , complex and promotes slow decision making. As Bangladesh has a strong uncertainty avoidance culture, decision making is very slow here and that's why it is assumed for the purpose of the study that it (uncertainty avoidance) acts as a bar for effective implementation CC .

But in contrast to it , in weak uncertainty avoidance culture , organizational members try to make working procedure more easier , flexible , simple and transparent and less time consuming Such an organization aims at achieving pre-determined goals and objectives . Existence of fewer

rules make the system open that permits citizens to communicate and participate in various activities with ease. The argument is that, the stronger the uncertainty avoidance, the more is the likelihood that, there may be many rules and regulations. These rules may bring rigidity and inflexibility. It may resist change and innovation. This means such type of configuration, which enhances that the system may opt to behave in closed manner, may affect implementation of CC adversely.

Power Distance : According to Hofstede there are four dimensions of culture and power distance is one of them . Hofstede termed power distance as '-the extent to which the less powerful member(s) of the institutions and organizations within a country expect and accept that power is distributed unequally .'' The relationship between superiors and subordinates in the organization is basically determined by this dimension of national culture . The higher the power distance, the more is the nature of authoritarian work culture in an organization. Subordinates are expected to obey the orders of the supervisors .Centralization of power is the main characteristics of this type of culture. Direction from the top initiate most of the works rather than subordinates take any initiative for work. In the high power distance organization, superiors and sub-ordinates consider each other existentially unequal and also the citizen consider themselves as inferior/ unequal to the officials,. This lead to pyramidical structure resulting in tall hierarchies of people reporting to each other.

2.4.3 Political and Economic variables: Public sector reform in developing countries is greatly associated with economic and political environment. The way in which public servants responds to the political environment and how that environment influence public organization is of great importance . Hence, several factors within the environment(Thomas and Grindle 1990, Sabatier and Mazmanian 1989) may directly or indirectly affect the implementation of public policies.

Political will: Along with the implementers, political leaders or public representatives or policy makers support is very much needed for policy implementation .But at times politicians persue specific reforms or changes for symbolic value. Sometimes , policy become substitute for an action, policy is taken to demonstrate that something is being done without actually tackling the real problem. (Fudge and Barret). In other words, not only implementers may resist change or

approach both objectives and programmes in term of their own interpretation, but-also that the policy – makers may find if necessary or advantageous to neglect policy execution. (Lane:1997) In the case of CC in upazila land office, the issue is whether there is the presence of real political will by the state to execute the valued mentioned in CC. Though land office is such an organization where every work is done by the bureaucrats and other govt. officials the consciousness of local political leaders, their communication with the bureaucreats and above all if the policy makers conceptualized the benefits of CC for the purpose of citizen- these are the indicators of their political will(Balch1980:44-40) has identified 4 strategies to enforce policies, which govt. may use :1)Information strategies 2)Facilitation strategies 3)Regulative strategies 4)Incentive strategies . Therefore, the degree of the success in implementing the citizen charter will rest on what strategies the govt. utilizes along with the extent of political will applied.

Awareness of citizens

Without public involvement and their support, there are low chances to put into effect policies especially the CC that need wider public participation. Thomas and Grindle (1990: 1171) argued that the outcome of some reforms is largely determined by societal response. In other words, public involvement is also indispensable to implement new program. They further pointed out that public support may be mobilized only if they have knowledge about the new program or policy. In this case it is the citizen's charter.

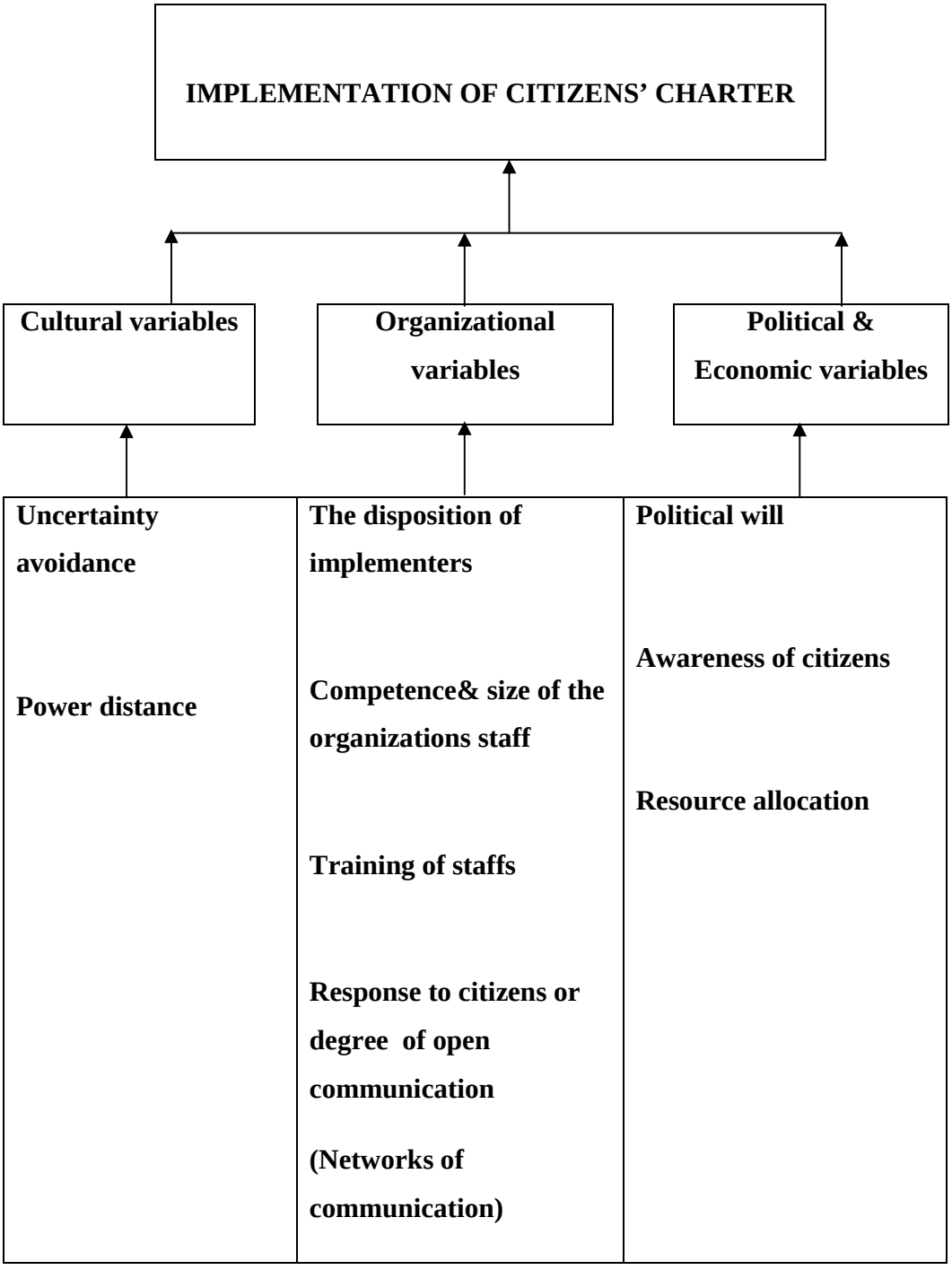
Without information about the CC, the citizens may not form their opinions, and hence may not lend their support for it. Further, the extent of public support to proposed change (s) depends on the costs and benefits (ibid: 1171) offered by the particular reform. The more the benefits to public, the greater may be the public participation, and eventually the higher may be the support for the reform. It is evident that the CC offers more benefits and least costs to the public. Therefore, the citizens may have high participation and support for it. Policies in which the public or a wide range of participants are not involved, then these may not have the advantage of generating social acceptance and legitimacy to sustain the reform (ibid. 1170). In other words, citizens provide legitimacy to the output of any system. All organizations and institutions are part of a larger system of society and their outputs are consumed in it. Rothstein (1998: 69) observed, "it is scarcely possible to carry out a program successfully – however ingeniously

designed it may be, and however well organized its implementation – if it does not enjoy the confidence of the group toward which it is directed, or of the citizen at large." Public participation and support basically depends on the level of awareness among masses about new changes [citizen's charter]. If there is a higher level of awareness among citizenry, they may shape their ideas better for the support/or rejection of the proposed programme. In addition to costs and benefits, the nature of new policy affects their knowledge base and level of participation. If a proposed program has high technical content, less are the chances that citizens may understand its details. Eventually, they may have low awareness. Low awareness means less involvement of the public which in turn may affect the outcome of the policy.

Resource Allocation: Resource is another important factor for policy implementation. Van Meter and Van Horn identified that availability of resources help to achieve vigorous enforcement . When vast sum of money or other resources are perceived to be available, implementers may view the program with added favor and compliance may be encouraged by the prospect of receiving a nshare of these resources. Conversely, support for a program will not be encouraged if implementers perceive that few benefits will be realized by active participation. Availability of fiscal and other resources may create a demand – by private citizens and organized groups- for participation in a successful implementation of the program (Van horn and Van Mater-1975). As observed by Sabatier and Mazmanian (1989), the need for adequate funding is critical in the implementation of any programme. In the words of Howlett and Ramesh (2003: 185), for effective policy implementation, "funding must be allocated, personnel assigned, and rules and procedures developed." Any new change requires funds to execute it. If sufficient funds are not available for different activities then implementation may suffer unfavorably. If Upazila land office does not posses the required funds for marketing the CC, to organize training, refresher and orientation courses and various other related activities, then the charter programme may be affected adversely. Grindle and Thomas (1990) rightly pointed out, in addition to funds; other resources like managerial and technical that are required for the successful implementation of public policies. They further acknowledge that access to these resources depends much on the ability of implementers to identify the type of resources required, and where, and how they could be acquired (Vijender Singh Beniwal-2005).

From the above discussion we may design the analytical framework in this way:

2.5 ANALYTICAL FRAMEWORK:



Variables	Indicators	Assessing scale
Organizational Variables	**Implementers understanding and comprehension of the policy decision**	**Awareness and ownership of CC**
	Implementers acceptance neutrality or rejection of policy decision	**Use of CC by the implementers**
	Sufficient competent staff allocation	**Number of staff**
	Proper training (once, twice or thrice) on specific issue	**Number of training session on CC**
	Access of citizens to organization Staffs	**Talking opportunity**
Cultural Variables	**Fear of law, rules, and regulations**	**Importance given to rules and regulations**
	Degree of interaction between citizen and staffs / officer of the organization	**Frequency of getting ideas from citizen .**
	Interaction between officers and staffs.	**Frequency of getting ideas from subordinate**
	Style of leadership – consultative or autocratic	**Level of hierarchy**
Economic and political variables	**Will of the Govt. to implement CC**	**Providing rules /regulations**
	Extent of knowing about CC	**Heard the name or know at least something about CC**
	Any additional fund for CC implementation	**Allocation of money**

2.7 Conclusion : In this chapter discussion is mainly focused on the theoretical framework devised for the study. It has been argued that several factors stand between designing a reform and securing execution of it. The government has introduced the citizen's charter in upazila land offices to empower citizens. To explore factors that affect the CC implementation the researcher has reviewed literature and derived major factors that determine implementation process. The researcher have chosen a mixed approach to analyze the main factors that affect effective implementation of citizen's charter. The data have been collected mainly through open-ended interviews, questionnaires and documents. Carrying out research in land sector is a demanding task. It requires a number of strategies and tactics to overcome challenges in the field .

Chapter - 3

Methodology

3.1 Introduction:

In Bangladesh, people suffer a lot in getting services related to land. This consideration led to choose upazila land offices which are pioneer organizations that have implemented the recent reform specially CC. The present study is an attempt to uncover the factors that affect successful implementation and its impact on service delivery. Furthermore charter area is by and large unexplored. A very little study has been conducted to investigate the CC in Bangladesh. None of these studies cover the effective implementation and impact of CC in land offices. So, the present study therefore is an attempt to map the extent of CC implementation in upazila land offices.

The main aim of the present study is to explore the factors that impede the implementation of CC in particular and to understand the policy implementation in general. This chapter presents the methodology applied for the purpose. It deals with the elaborate discussions on research strategy, research design, research methods and techniques used for data collection and data analysis.

3.2 Research Design:

Research design provides a framework to the researcher to navigate the journey in the field and finally execute the study. The nature of the problem to be studied and research question to be answered are the guiding pillars to decide what approach and strategy would be employed to pursue a research. According to Creswell 2003 research design fall into 3 categories- i)Quantitative ii) Qualitative and iii) Mixed method. The present study utilizes a mixed method approach. The qualitative approach is used as a predominant method because the research is conducted in its natural setting where the quantitative method will be used to analyze the data. The mixed method overcomes the disadvantages of qualitative and quantitative methods and benefits from the advantages of each. According to Creswell (2003) one of the chief reason for conducting a qualitative study is that the study is exploratory and the researcher seeks to listen to participants and build a picture based on their experiences and perceptions. In other words

qualitative study allows for in-depth analysis of comments and perceptions that individual's viz. different stake-holders- bureaucrats, citizens and politicians hold about the CC. Further qualitative approach provides room for discussions between the researcher and participants which allows capturing insights and direct understandings from participant's perspective.

The present case is more amenable to use mixed method as the researcher intends to map the realities through participant's lenses. This study is more concerned with how citizen look at C.C, In what ways their perception vary among different actors such as bureaucrats, citizens and local politicians.. Does it have coherent meaning within bureaucracy- mid level and frontline stuff? In a way, the study strives to highlight how different actors form their meaning and reality about what constitutes CC and what it is meant for?

3.3 Research Area:

The study on implementation of CC in Bangladesh is a contemporary, ongoing process. The present study is exploratory as the implementation of CC is a present phenomenon. This study seeks to uncover the factors that affect the successful implementation of CC in AC (Land) offices. In this study the researcher will take 2 upazila from Narayangonj District to find out the problems of C.C Implementation.

3.4 Population and Sample size with sampling technique:

The officers of AC Land office, staffs, A.D.C (Revenue), D.C and all the citizens taking services from A.C Land office will be elected as population. The desired sample size is 50. The sample will be selected by purposive sampling technique. Of the 50 sample size 40 will be from service receiver, 08 from service provider and 2 high level officials of the district, ADC (Revenue) and Deputy Commissioner of that district .Service receivers and service providers will be interviewed separately with different questionnaire.

Demographic Composition:

Composition	Number in two Upazilas	Total
For Mutation	**12x2**	**= 24**
For other 4 services	**8x2**	**=16**
Officer of D.C office	**2x1**	**= 02**
	Total	**= 50**

The five major services: The study will a specifically look problems of CC implementation regarding five major services mostly taken by the citizens. Those five services are**:**

Mutation

One year Lease

Demarcation of land

Kash land distribution

Miscase

3.5 Data Collection Tool:

To collect the data of the study interview of the citizens will be held and questionnaire is being developed to hold the interview. The questionnaire for citizens is developed mainly to investigate their problem in following CC. The interview of the officials will include questions about organizational problems, skills of the service providers etc.

3.6 Data Analysis Technique:

The qualitative and quantitative analysis will be followed to analyze data. The open ended questions will be analyzed synthetically and the close ended question will be analyzed statistically.

3.7 Sources of Data: The data for the study will be obtained from various sources including documents, interviews etc. So data will be collected from :

1) Primary source.

2) Secondary source.

Primary data: Primary data for this study will be gathered by interview of the citizens, service providers and the tow specific higher officers of the district who are to look after the implementation of any government policy in the district. The interviews will be conducted from March 15, to April 01, 2010. Semi structured and open ended questionnaire is being developed for the citizens who are unable to give formal interview. This strategy is designed to get information from actors in their own words. Again some observations will be made to understand different independent variables of CC implementation in upazila land offices.

Secondary data:

For secondary data I mainly relied on review of pervious studies on policy implementation in general and specific studies on citizen's charter in the South Asian context. Secondary resources are mainly used to understand the concept of policy implementation by analyzing definitions offered by various scholars. Moreover, the literatures review facilitated in chalking out the theoretical framework for this study. Besides this, to comprehend and develop the existing norms and values, the belief system and practices of Bangladeshi society in general and administrative system in particular, different books and articles were referred as main sources of information. Lack of proper documentation is a common feature in the case of government office that I think will cause difficulties in getting accurate and detailed information for the research. Basically I used previous studies, reports, websites and a few official publications to gathering background and general information about various aspects of the citizen's charter.

Chapter- 4

General Findings

Problems of Implementing Citizens Charter- A Study of Upazila Land Office – this study was conducted by the researcher to know the current status of implementation of Citizens Charter in Upazila Land offices. Two (2) Upazila Land Offices from one district of Bangladesh was selected to gather data. The specific objectives of the research was to observe the extent of implementation of CC, to explore the factors that affects the implementation of CC in upazila land office ,to explore the problems of CC implementation – both from citizens side and from organization side . For that purpose data is gathered from two upazila of Narayangonj district. The researcher took the opportunity to meet the officers and office staff of two offices as well as also meet the citizens who came to take services from that office.

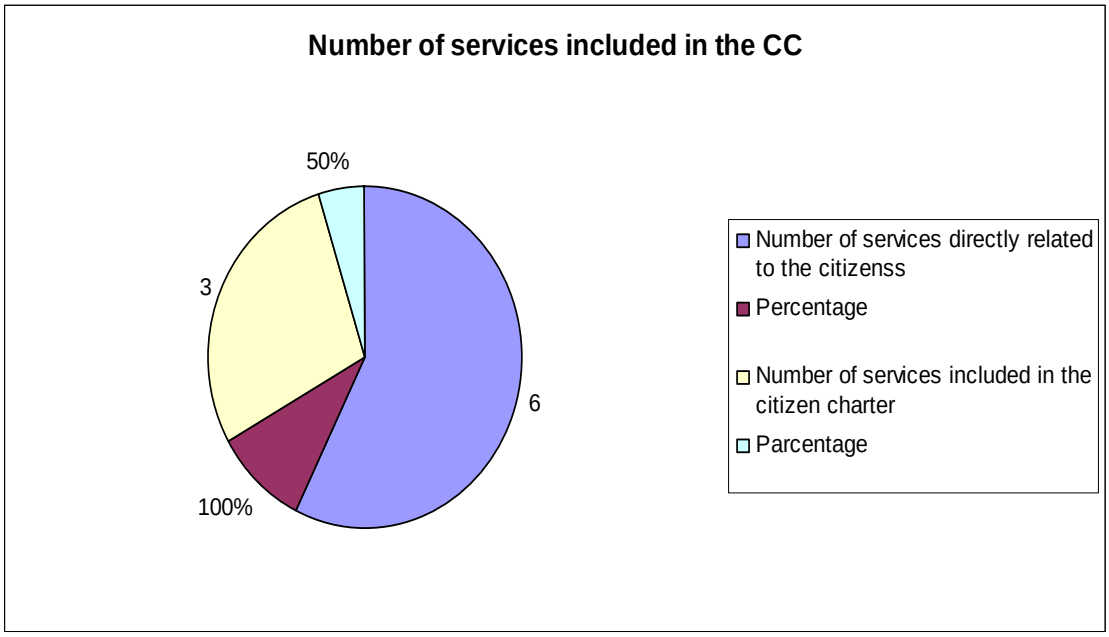
The study on implementation of CC in Bangladesh is a contemporary, ongoing process. The present study is exploratory as the implementation of CC is a present phenomenon. This study seeks to uncover the factors that affect the successful implementation of CC in AC (Land) offices. In this study the researcher took 2 upazilla from Narayangonj District to find out the problems of C.C Implementation.

The officers of AC Land office, staff, A.D.C (Revenue), D.C and all the citizens taking services from A.C Land office was elected as population. The sample size was 50 and sample was selected by purposive sampling technique. Of the 50 sample size 40 were from service receiver, 08 from service provider and 2 high level officials of the district, ADC (Revenue) and Deputy Commissioner of that district. The service receivers and service providers were interviewd separately by two separate interview schedule.

4.1 Some findings from preliminary observation:

At the very outset, it was found that all the services that are taken by citizens are not included in the Citizens Charter of both offices. Only three (3) major services are included leaving all other

services excluded from the citizens charter. When the researcher asked the officer and office staff why only three services are included in the cc – their argument was that these three services are major services that are mostly taken by the people. In answering the question of if is it possible for them to include all other services in CC, they replied that some services can be included and some other can't be because there are some conflicting issues like time frame which are not clear in the rules and regulations of these works. Again the officers and staff informed the researcher that there are only few services which are directly given to the citizens. This is another reason why they did not include some other services in CC.



The chart above shows that only three (3) major services are included leaving all other services excluded from the citizens charter. When the researcher asked the officer and office staff why only three services are included in the cc – their argument is that these three services are major services that are mostly taken by the people.

As only 3 services are included in CC the demographic composition of this study has been changed. Out of 40 sample size of service receivers, the researcher took all of them from the respective 3 services.

By observing the physical structure and facilities of the CC in two land offices and analyzing citizens' responses, the researcher found that-

- **The writing style, font size, structure, color and placement of the CC were nicely displayed.**
- **The language of CC was understandable and easy enough for getting the required information for the citizens.**

Citizen charter in upazila land offices contributes positively in getting information related to services of that office. In Sadar land office , out of total 20 respondents 4 respondents said that they are aware about CC and all of them agreed that CC serves the necessary information. In Araihazar land office out of 20 citizens 3 know about CC and all 3 agreed that CC serves the necessary information.

Apart from that, the researcher found some other relevant facts regarding CC implementation. Most of the citizens interviewed by the researcher don't know what cc is. They even didn't heard the name. Some did notice the CC but don't know that this is the thing which is called CC and it is introduced for them to get better access to information and services. Table below shows the number of citizens familiar and unfamiliar with CC.

Table 1: Citizen knowing about CC

Name of the office	Number Of Respondents	Know about CC	Percent	Don't know about CC	Percent
Sadar Land office	**20**	**04**	**20%**	**16**	**80%**
Araihazar Land office	**20**	**03**	**15%**	**17**	**83%**

The table represents that only 20% respondents of Sadar Upazila and 17% respondents of Araihazar Upazila know about CC. The respondents are those who take services from the respective Upazila Land Office.

4.2 Findings on effects of culture on implementation of Citizens Charter

Introduction: The decision to introduce Citizens Charter initiative was made in 2007 in Bangladesh. Before that in Public Administration Reform Commission (PARC) suggested to introduce Citizens Charter in several Ministries in 2002. However, government took decision to introduce CC in public sector and in 2007, the Cabinet division led CC initiatives and later on May 28, 2007 Ministry of Establishment communicated the decision in terms of a circular to most of the government ministries/division/departments and subordinate offices. Later on according to the direction of both Cabinet division and Ministry of Establishment all D.C offices, UNO offices and AC (land) offices implement CC on February' 2008.Subsequently,it is included in Secretariat Instruction,2008. The A.C (Land) offices introduced Citizen Charter containing the name of services, procedures involves in it, time limit and in case of failure, what is the solution or whom to go? So this study focuses on the implementation of CC in Bangladesh, especially in A.C (Land) offices in upazila level.

This is the first out the three chapters that present research findings related to independent variables.. In other words, the preceding chapters analyze the factors (discussed in chapter two) that affect the effective implementation of the citizen's charter. This chapter explains how the two cultural dimensions i) Power distance and ii) Uncertainty avoidance affect the implementation of the citizen's charter in Upazila Land offices of Narayongonj District.

These findings explains how the two cultural dimensions i) Power distance and ii) Uncertainty avoidance affect the implementation of the citizen's charter in Upazila Land offices of N.gonj.

Power Distance The assumption is that the greater the power distance within and with outsiders, the greater is the likelihood of an authoritarian culture which in turn affects implementation of the CC adversely.

To understand the existence of power distance, this dimension of culture is analyzed under these sub-sections; (a) the decision-making process. (b) relationship between seniors and subordinates, (b) relationship between officials and citizens. Though there are some other organizational culture by which power distance can be measured, these three factors can help more specifically to map the existence of power distance in upazila Land office.

Decision Making:

Existence of power distance can be measured by examining the decision making process of an organization. In high power distant situation, there is a pattern of dependence on seniors and so, superiors are having the power of decision making.(Hofstede)..

Decision making in upazila land office of Sadar and Araihazar is wholly based on the top officer i-e A.C land .The sub-ordinates have little to say in decision making . A.C land is the top officer of the office and has to pass 01 level for decision making in two cases. But other officers and staff have to pass many levels for decision making.

Table 2: Levels of hierarchy in decision making

Designation	How many levels to pass
Kanungo	01
Chief Assistant/ Assistant	02
Surveyar/Chainman	03

Question: How many levels do you have to pass to act?

Relationship between superior and subordinates

The organization configuration is hierarchic. Authority and power is mainly vested at the top echelons, and little is left to the lower rungs of the hierarchy. In other words, upazila land office has strong centralizing tendency.

Table 3: How frequently sub ordinates refer to boss for routine decision

	Number of respondents	Percentage
Always	**07**	**90**
Sometimes	**01**	**10**
Rarely	**00**	**00**

Question: How frequently you refer to your boss for routine decision?

Relationship between Officials and Citizens

Citizens do not have easy access to many officials. The table below demonstrate that 28 out of 40 citizens replied that they don't feel free to talk with them. In fact, the top officials are most of

Name of the office	Number of respondents	Can talk with officer easily	Percentage	Can't talk with officer easily	Percentage
Sadar	**20**	**05**	**25%**	**15**	**75%**
Araihazar	**20**	**07**	**35%**	**13**	**65%**

Question: If officers and staff are available can you talk with them easily?

This question was framed to measure citizens access to bureaucracy.

the time unreachable and inaccessible to them. One citizen informed, "*To meet officials we have to wait for a couple of hours***".**

Another table below portrays the extent of citizens' participation in the upazila land offices activities. There is a consensus among all the respondents that there are no provisions for their direct participation. All of them highlighted that there is no room for their participation in activities of the land office**.**

Table 5: Obtaining feedback from citizens

	Number of respondents	**Percentage**
Often	**00**	**0%**
Sometimes	**00**	**0%**
Rarely	**02**	**20%**

- **Question: Does A.C Land office obtain feedback from you on the quality and effectiveness of service delivery through CC?**

This question was administered to measure the level of citizens' participation in upazila land office**.**

Citizens revealed that the officials at the reception are not so co operative. Such instances highlight the prevailing power gap between the governed and the government. This evidently points that the officials consider citizens outsiders and therefore, treat them in a cold manner.

Uncertainty Avoidance

Uncertainty avoidance, according to Hofstede can be defined as *the extent to which the members of a culture feel threatened by ambiguous or unknown situations.* This feeling is, among other

things, expressed through nervous stress and in a need for predictability: a need for written and unwritten rules.

As Bangladesh is a strong uncertainty avoidance country, it was assumed for the purpose of the study that, uncertainty avoidance acts as a bar for implementation of CC . The major argument for this cultural dimension is that the weaker the uncertainty avoidance, the greater the likelihood that there will be less rules and regulations, and eventually there will be successful implementation of the CC. In contrast, the stronger the uncertainty avoidance, the greater are the chances that there will be more rules and regulations which in turn affect the effective implementation of the CC unfavorably. . Two major issues are discussed under this cultural dimension. These are: *(i) rigidity vs. flexibility ii)closed system.*

Rigidity

Bureaucrats at upazila land offices have strong predilections to follow rules of the game. In other words, they are not flexible even in the case of urgency. They treat two different situations in similar fashion though one is routine and the other novel.

Table-6: Officials orientation towards rules and regulations

	Number of respondents	**Percentage**
Very important	**9**	**90%**
Quite important	**1**	**10%**
Less important	**0**	**0%**
Not important	**0**	**0%**

Question: How important are rules for you?

This question was administered to officials to determine extent of uncertainty avoidance. In other words, importance officials attach to rules and regulations in daily routine.

Table 7: How frequently the officials use their discretionary power

	Number of respondents	Percentage
Never	**9**	**90**
Rarely	**01**	**10**
Sometimes	**00**	**00**
Often	**00**	**00**

Question: How frequently you use your discretionary power?

Upazila land office officials were contacted on this issue. The intention was to measure the extent of flexibility in dealing with citizens.

The table above demonstrates the phenomenon of rigidity existing in upazila land office. Nine out of ten opined that they rarely dare to break, bend and or by pass rules. The investigation of the researcher was to know how the officers and staff try to help citizens by using their discretion.

Closed System

Due to uncertainty avoidance there exists a rigid system and the rigid system fosters the closed system in which people or citizens can have rare access to information in bureaucracy. So the officials at upazila land office are lacking trust and faith in both subordinates and citizens. Centralization is the underline doctrine in every walk of life that stops the frontline staff to use discretion in delivering services

Table 8: How officers and staff treat citizens

	Number of respondents	Percentage
As customer	**5**	**50%**
As client	**4**	**40%**
As beneficiaries	**1**	**10%**

Question: How do you treat citizens?

When the citizens are treated as client there is a chance that officers and staff build a flexible relationship with them But from the above table it is understood that citizens are still considered as outsiders. But the positive thing is that half of the officers and staff consider citizens as clients

Concluding Remark on Cultural Variable

In conclusion, the data suggests that upazila land has a work culture that contains elements of high power distance and strong uncertainty avoidance. These two dimensions in turn distinct attributes in working pattern of the bureaucracy. The former leads to authoritarian leadership while the later fosters rigidity, process-orientation and closed system. These traits of the bureaucracy affect the successful implementation of the CC in more than one ways. For example authoritarian leadership supports centralization that in turn promotes limited delegation, low participation, and unresponsiveness. In other words, this halts successful implementation of the CC.

4.3Findings of how organizational factors affect the implementation of CC

Introduction Some organizational factors play vital role for implementing new reform initiative. The main focus of this section is analysis on how organizational dimensions i) disposition of implementers and ii) competence and size of organization staff iii)training of staff and iv)open communication affect the implementation of the citizen's charter in upazila land offices.

1.Disposition of Implementers Each of the component of implementation process must be filtered through the perception of the implementers for successful implementation of specific reform in bureaucracy. So disposition of the implementers determine fate of many reforms and new programmes especially which entails changes in an existing set-up, to a large extent . To map disposition of the implementers in upazila land office, the following discussion is organized into three sub sections viz. (i) Cognition and understanding of the upazila land office officials (ii) Response/reaction of the officials towards the CC and (iii) Intensity of the officials' response .

(i) Cognition and understanding of Implementers Any new change is subject to the implementers' comprehension and understanding. From the field it is found that the frontline staff in upazila land office is not well familiar with CC.

Table: 9 Awareness of CC among upazila land office officials

	Number of Respondents	**Percentage**
Fully aware about CC	**02**	**20 %**
Somewhat aware about CC	**06**	**60%**
Marginally aware	**02**	**20%**
Not aware at all	**00**	**00%**

The table above shows that twenty percent of officials are marginally aware about the existence of the CC. Similarly, only sixty percent of them are somewhat aware about CC and only twenty percent are fully aware about CC.

(ii) Response/reaction of Implementers The extent to which the officials accept and take responsibility in implementing the CC effectively, that is the main point for assessing implementer responses. The findings show that currently the level of ownership is very low.The table below shows the level of ownership of the officers and staff:

Table 10: Ownership of CC among upazila land office Official

	Number of Respondents	**Percent of total Respondents**
Often	**02**	**20%**
Sometimes	**07**	**70%**
Rarely	**01**	**10%**

Question: Do you use CC in your daily routine?

The findings show that currently the level of ownership is low

(iii) Intensity of Implementer's response

It is obvious that the charter program is creating many costs for the bureaucracy. For example, its implementation demands more funds through fresh provision or redirecting from other activities(Beniwal 2005). When the researcher asked the staff about their perception of how citizens are following CC, they replied that most of the citizens don't follow CC and they don't rely on CC. That's why they have to serve the necessary information to citizens.

2. Training and size of the organization staff

The size and competence level of organization staff is one of the prerequisites for effective implementation of CC in an organization. Rothstein (1998:69) observed that to ensure effective program implementation, available resources should be placed in the hands of skillful and motivated organizational actors. Similarly, upazila land office also requires specific resources like skilled and trained manpower, adequate funds, infrastructure etc. to implement citizen's charter successfully. The table below portrays the dismal state of affairs of the training efforts have been taken by the upazila land office or the higher authority.

Table11: Training programs for officials/ staff of upazila land office

	Yes	**No**
Training program	**00**	**10**
Orientation courses	**00**	**10**
Refresher courses	**00**	**10**
Introductory lectures	**02**	**00**

Source: Data from the field study.

3. Size of the organization's staff

To implement a policy decision the basic prerequisite for any organization is adequate and skilled staff. And the working system of upazila land office is so that very competent and well trained staff are needed for smooth work. Before commenting on the upazila land office we can explore the scenario of the district and the country as a whole. The personal experience of the researcher is that many of the districts of our country lack adequate staff in district administration and land office. Upazila land offices of Narayanganj districts are nothing exceptions .The table below shows the fact clearly.

Table 12: Size of organization staff

Organization	Allocated post	Existing staff	Vacant post
Sadar land office	**15**	**11**	**4**
Araihazar land office	**15**	**7**	**8**

4. Degree of open communication:

Network of communication plays a vital role in implementing CC. If the citizens or service receivers can give their feedback for improvement of service delivery system, if they can easily talk or contact with the officers- all these were considered important for open communication. Again the relationship between superiors and sub-ordinates is another important thing for assessing degree of open communication.

The tables below show the degree of open communication both between citizens and officials and between officials and staff:

Table 13: Obtaining feedback from citizens

	Number of respondents	Percentage
Often	**00**	**00%**
Sometimes	**00**	**00%**
Rarely	**02**	**20%**

Question: Does A.C land office obtain feed back from you on the quality and effectiveness of service delivery through CC ?

Table 14: Reflections of feedback in follow up action

Number of respondents	Yes	Percentage	No	Percentage
20	02	10%	18	90%
20	01	05%	19	95%

Question: Do you think that your suggestions / feed back have been reflected in follow up action ?

Data and the table above shows the communication gap between A.C land office and citizens. Citizens have rare chance to give any suggestions or feedback regarding service delivery.

The relationship between superiors and sub-ordinates is another important thing for assessing degree of open communication.

Table 15: Getting ideas from subordinates

	Number of respondents	Percentage
Often	00	00
Sometimes	02	25%
Rarely	06	75%

Question: How frequently superiors get or seek ideas from you?

Concluding Remarks on Organizational Variable:

In Upazila land office, the officials do not have adequate knowledge of the details of citizen's charter. Most of them are not involved in its formulation. That has generated a low level of acceptance and ownership among them. Further, they are holding intense negative attitude towards it due to countervailing advocacy contained in its many provisions. The charter programme aims at empowering the citizens by divesting power from the bureaucracy. But citizens as well as officials are not so much aware about the charter program.

Upazila land office is also lacking well trained and skilled staff to carry new changes. No training has been organized especially for the frontline staff to revamp and update them. In other words, upazila land office lacks the capacity to execute citizen's charter successfully. Proper training and counseling are needed to change their attitude, knowledge and skills to implement citizen's charter effectively.

The next chapter of analysis focuses on the political and economic factors that is also a prerequisite for successful implementation of the citizen's charter

4.4 FINDINGS ON HOW POLITICAL AND ECONOMIC FACTORS AFFECT THE IMPLEMENTATION OF CC

Introduction

Some political factors like political will, public support and citizens awareness play important role in implementation of a policy. So this chapter highlights the role the environment plays in the successful implementation of public policy. More specifically this study focuses on how politics economy affect the effective implementation of the citizen's charter. In other words, this chapter explains how the three political variables (a) Political will and (b) Citizens awareness and (c) Resource allocation affect the implementation of citizen's charter in Upazila land office of Sadar upazila and Araihazar upazila of Narayanganj district.

(a) Symbolism vs. Political Will

This variable is used to map the role political symbolism and political will play in the implementation of citizen's charter. The focus is to provide a succinct overview on whether this device is only a political symbol that is employed to legitimize the government's efforts to improve public services, or whether the government has required will to enforce the successful implementation to its limits. For the purpose of the study, it was stated in the theoretical part that, if government has any regulative or incentive strategy for implementing CC that can be considered as political will of the government. To map that political will the investigation was whether government provide any regulative or incentive strategy to implement CC?

The table below shows the findings related to this :

Table 16: Political will of the government to implement CC

	Number of respondents	Percentage
Yes	00	00%
No	10	100%

Question: Does government provide any regulative or incentive strategy to implement CC? (This question was asked to 10 stuff and officials of both land office and the Deputy Commissioner and ADC Revenue of the district)

Citizens awareness

Public support or citizens awareness is also very crucial for new changes and reforms to be implemented successfully. In the case of the charter program, importance of citizen support increased further because it was launched to consolidate their position vis-à-vis bureaucracy.

In the very beginning it was shown that 80% people in Sadar upazila and 83% people in Araihazar upazila are totally ignorant about CC. The rest know about CC but not fully aware about it. Alternatively, merely less than one fifth of the citizens are aware that the government has introduced CC

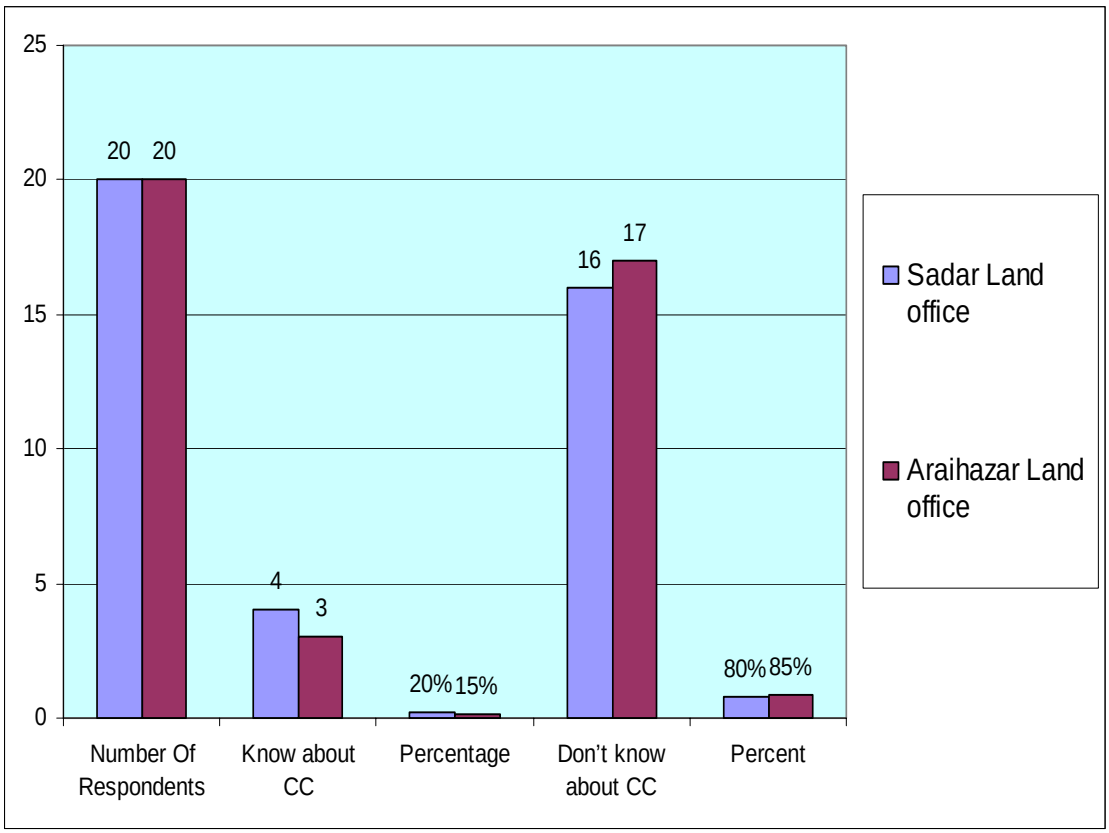


Table- below demonstrates a comparative perspective on the issues of publicity measures. No publicity measures were taken to inform citizens about CC. The citizens unanimously emphasized the fact that they are not satisfied with the efforts taken by the officials to publicize CC. The officials have put minimum efforts to popularize it.

Table 17: Publicity measures regarding CC

	Number of respondents	**Percentage**
Yes	**00**	**0%**
No	**40**	**100%**

Question: In your opinion, is the publicity given to the CC adequate? (This question was asked to citizens to understand the publicity measures regarding CC)

Resource allocation:

Resources may include manpower, funds, technology etc required in the particular program to facilitate effective implementation and vice-versa.Upazila land office requires specific resources like skilled and trained manpower, adequate funds, infrastructure etc. to implement citizen's charter successfully. This study mainly focuses on (i) manpower and (ii) economic capacity of the land office. The following section provides a data on these two factors.

Table 18 : Manpower Allocation

Organization	**Allocated post**	**Existing staff**	**Vacant post**
Sadar land office	**15**	**11**	**4**
Araihazar land office	**15**	**7**	**8**

According to the officers and stuff of both the office even the allocated posts are not adequate for proper working. To sum up, upazila land offices are lacking trained and skilled manpower capacity for successful implementation of the CC.

Table19 Economic and Human resources

	Number of respondents	**Percentage**
Sufficient	**00**	**0%**
Less than sufficient	**00**	**0%**
Not sufficient	**10**	**100%**

The specific question framed for the purpose was: In your opinion, to what extent your organization has sufficient funds and stuffs to implement CC successfully?

Concluding remarks on Political and Economic variables:

To conclude, upazila land offices lack adequate resources especially limited and scarce funds and untrained and unskilled human capital. Limited budget is permitting to acquire certain accessories and utilities besides, hiring more staff. The workforce of the land offices is also not well trained and skilled enough to handle the new challenges of the CC. In other words, they are untrained and unskilled to execute the CC. Therefore, lack of these resources is impeding the implementation of CC.

4.5 Findings from qualitative data

Major findings on employees' view about problems of CC implementation:

To unravel the factors that work as bar for the implementation of citizens charter, the study aimed one specific question to the employees of the organization. The answers came from the officers and stuff displays the major problems of CC implementation:

1. **Citizens unawareness & attitude**
2. **Lack of resources**
3. **Conflicting rules and regulations**
4. **Backdated system**
5. **Lack of training**
6. **Freedom of opinion**
7. **Workload**
8. **Complexity of land management system**
9. **Logistic support**
10. **Corruption in land sector**

Most of the employees emphasized on citizens awareness .Because they found that citizens don't rely on CC and so they don't follow it-not even they rely on it for simple instructions and information. Another thing they emphasized is lack of resources both economic and human resources. Both the land offices are in a crises of manpower. Again, all of the rules and regulations of A.C land office are not in line with CC And there is no way to train the organization staff to comprehend CC and execute it. So all these things are playing vital role in CCimplementation.

Other Findings

- **Service receivers i-e citizens emphasized on publicity measures to make them able to know about CC in details. Most of them told to publicize CC in electronic media like television and radio. Some wanted publicity in print media and some opined for miking.**

- **Of the three services that are included in CC only one service namely the mutation has been found to displayed in CC with all the necessary information. Other services**

are displayed just as a service which can citizens take from that office. That means these services are only included in CC without any details information.

- **Two unstructured Informal interview with A.D.C Revenue and Deputy Commissioner were held.**

- **Both the Deputy Commissioner and A.D.C Revenue opined that all the services can be included in CC though there are some provisions of some rules are not in line with the CC provision.**

Chapter- 5

Cultural factors' effects on the implementation of CC

5.1 Introduction:

Culture, according to Hofstede is the software of mind and determine the behavioral pattern of the social groups, contributes in work culture, so it is normal that this culture plays an important rule in working system of any organization of a country.

5.2Power Distance

Power distance is one of the dimensions of culture which influence a policy decision to be fully accepted and implemented. Many things of the bureaucracy in our country -the working system, behavior pattern of the organization, the relationship between seniors and juniors- are influenced and determined by this trait of culture. We can understand this cultural dimension by analyzing the relationship within (between superiors and subordinates) and with outsiders (among citizens and the officials). In other words, the dimension can be applied to measure the extent to which insiders (street level bureaucrats) and outsiders (citizens) expect and accept that superiors are more powerful(Beniwal,2005). The argument is that the lower the power distance within and with outsiders, the greater the likelihood of a participatory culture, and eventually there will be successful implementation of the CC. In contrast, in the case of high power distance the organization retains an authoritarian culture. The assumption is that the lower the power distance within and with outsiders, the greater is the likelihood of an authoritarian culture which in turn affects effective implementation of the CC adversely in a typical organization.

To understand the existence of power distance, this dimension of culture is analyzed under these sub-sections; (a) the decision-making process. (b)relationship between seniors and subordinates, (b) relationship between officials and citizens. Though there are some other organizational culture by which power distance can be measured, these three factors can help more specifically to map the existence of power distance in upazila Land office.

5.2.1 Decision Making

By analyzing the findings related to decision making it is revealed that to a large extent, decision-making in the upazila land office is based on the top level. This means that decision-making is more authoritarian than participatory. Except the A.C Land other have to pass at least 2 or 3 levels for making decisions.

One of the major trait of high power distant society is existence of authoritarian value in almost all phases of life– even in work place. In light of that, data from the finding part show that decision making is more authoritarian than participatory in upazila land office. Sub ordinates usually refer to the boss before deciding on any matter irrespective of how trivial it is. In this regard, one subordinate revealed that, ‘ the system is so that we can’t take any initiative by ourselves.’ In other words, incase of both usual and unusual matter subordinates depend on super ordinates for taking decision. On the matter of how often subordinates decide themselves, how frequent they take initiatives, how frequent they refer to bosses for routine decision- their answers reflect the centralization of decision making. In the present system of working , the sub ordinates can only put up the matter on file. They posses no power or authority to give decision. For very simple thing like giving copy of order of a mis-case – the office have to maintain the normal procedure maintaining the hierarchy and so it takes long time for such a simple work which could be provided within 12 hours. The seniors usually do not consult and discuss different issues with their subordinates before making decision (s), rather they make decision unilaterally and single handedly without any inputs from down. This means that in upazila land office of Sadar and Araihazar frontline staff is not involved in decision- making process. This leads to alienation among them and engender a sense of lack of ownership. Further, subordinates usually do not argue and debate with seniors but accept and follow whatever asked by the boss. Seniors issue orders and instructions to their assistants and subordinates. The juniors send reports and proceedings to boss for their approval. In brief, the centralized power of the superiors in decision making is hampering successful implementation of CC.

5.2.2 Relationship between superior and subordinates

As Bangladesh is having a system of hierarchical governance, by observing the relationship between superiors and subordinates we can understand the working pattern of the organization as it determine many aspects of the organizational culture. In upazila land offices, the organization structure is like a pyramid. This means that the organization configuration is hierarchic. Authority and power is mainly vested at the top echelons, and little is left to the lower rungs of the hierarchy. In other words, upazila land office has a strong centralizing tendency. This power difference engenders inequality between seniors and juniors. This is further confirmed by the fact that the higher level officials enjoy more status, prestige and resources in the organization than lower level. Again in our bureaucratic culture boss is always right and so juniors or subordinates hardly disagree with the superior on any matter.

Findings and data portray the present structure of the upazila land office. This clearly points that the structure is like a pyramid. It has many levels of hierarchy that one has to pass before a decision is taken. On the issue of authority, the staff stressed that it is vested in the hands of top officials. Seven respondents out of a total of ten highlighted the fact that always they seek permission from the boss before final results while only one said this happens sometime. This indicates a hierarchical structure where the street level bureaucrats lack authority to expedite service delivery system. One of the main objectives of the CC to make system responsive is affected by such this arrangement (Beniwal 2005) . Therefore, lack of power to frontline staff stall speedy disposal of cases and hence, affect successful implementation of the citizen's charter. The subordinates are so systematized that they can't even think of opposing the seniors decision and they can't take decision by themselves. So due to power distance, superiors and sub ordinates maintain a guardian-dependants type relationship which is not permitting the implementation of CC.

5.2.3 Relationship between Officials and Citizens

Understanding the way of behavior of the officers and staff with the citizens i-e the service receivers can be a useful tool to learn about the relationship between officials and citizens.

Citizens have a perception that the officials are quite powerful. This is reflected in the way the officials deal with them in catering services. When asked a citizen replied that some times they can talk with the officer but most of the times he remain busy .Even the staff are not so caring as they need. The officials treat citizens as merely recipients of services. They allocate them a passive role in citizen interface with the office. In other words, the officials do not consider the citizens as equal partners in the decision-making process. The citizens emphasized, to many officials we are outsiders, and, therefore, they try to keep us out of decision-making arena. Further, citizens do not have easy access to many officials. Table 4 demonstrates that 28 out of 40 citizens replied that officers are powerful and so they don't feel free to talk with them. In fact, the top officials are most of the time unreachable and inaccessible to them. One citizen informed, "*To meet officials we have to wait for a couple of hours"*.

For example, citizens revealed that the officials at the reception are not so co operative. Such instances highlight the prevailing power gap between the governed and the government. This evidently points that the officials consider citizens as outsiders and, therefore, treat them in a cold manner . They treat us crudely and hardly show any respect. In other words, the officials are quite arrogant and high headed. Further, citizens emphasized that at many times citizens sit for long time to get a response. In the absence of avenues for the citizens' participation, it is quite impossible to incorporate their preferences and choices in decision-making. In other words, lack of citizens' perspective makes officials unresponsive. This situation is further exacerbated due to limited accessibility of the officials. All this affects effective implementation of the citizen's charter. Further, practically the citizens feel that they are not a part and parcel of decision-making process. Rarely do officials get feedback from citizens. In a nutshell, the officials' authoritarian approach is not facilitating the effective implementation of the CC rather to large extent this is hampering its successful implementation.

Table below summarizes the main findings of the study on the power distance in upazila land offices.

Table18: criterion for evaluation of power distance

SN	Indicators	Low Power Distance	High Power Distance	Upazila land office
1	Power distribution	Equal	Unequal	Unequal
2	Structure	Flat	Pyramid	Pyramid
3	Decision-making	Based on participation, discussion, and consultation	Unilateral	Low participation And consultation
4	Authority	Decentralization	Centralization	Centralized
5	Accessibility to Seniors	High accessibility to subordinates and outsiders	Low accessibility to subordinates and outsiders	Low accessibility to juniors and citizens

Source : Thesis paper of Beniwal on CC in India.

From the above table it can be said that upazila land offices are having all the characteristics of power distance which in turn affecting the CC implementation.

5.3 Uncertainty Avoidance

As Bangladesh is a strong uncertainty avoidance country, it was assumed for the purpose of the study that, uncertainty avoidance acts as a bar for implementation of CC . The major argument for this cultural dimension is that the weaker the uncertainty avoidance, the greater the likelihood

that there will be less rules and regulations, and eventually there will be successful implementation of the CC. In contrast, the stronger the uncertainty avoidance, the greater are the chances that there will be more rules and regulations which in turn affect the effective implementation of the CC unfavorably. Two major issues are discussed under this cultural dimension. These are: *(i) rigidity vs. flexibility* – in the former, bureaucrats attached more importance to rules and regulations. They rarely prefer to break and or by pass specified rules of the game regardless of the urgency of the situation. The later is concerned with whether bureaucrats are ready to bend some rules and regulations to meet certain exigencies. *(ii) .Closed vs. open system* - whether bureaucrats trust outsiders and consider them as part and parcel of their organization or they lack trust in them and do not allow them to participate in the organizational activities. This dimension of culture is analyzed under these sub-sections; (i) rigidity, (ii) closed system to understand the influence of uncertainty avoidance in implementation of CC in upazila land office.

5.3.1 Rigidity

In a country which possessed high power distance and strong uncertainty avoidance, the bureaucratic system is supposed to be very rigid. *Such societies try to prevent uncertainties of the behavior of people by the ways of laws, rules and regulations. People-employers and employees, civil servants and members of governments- have been programmed since their early childhood to feel comfortable in structured environment.*(Hofstede 2005).This rule oriented behavior of the bureaucrats are merely rituals, inconsistent and so, sometimes dysfunctional.

Through analysis it is revealed that bureaucrats at upazila land offices have strong predilections to follow rules of the game. In other words, they are not flexible even in the case of urgency .They treat two different situations in similar fashion though one is routine and the other novel. To some extent, for them means are ends rather than means to realize goals and objectives. The data related to this substantiates this fact that there is a strong penchant among officials of upazila land office to go by rules and regulations. Nine out of ten officials accentuated that rules are very important for them while one said these are quite important.

Nine out of ten opined that they rarely dare to bend or by pass rules and use their discretion in delivering services. While one told that it is possible only sometimes. On the question of using

discretionary power even they disclosed that is it quite unimaginable thinking to circumvent some rules. This suggested that such a strong passion to maintain rules regulations lead to rigidity. Rules are become so sacrosanct to them, to certain extent, citizens' needs are bent to suit rules rather than the unsuitable rules (Sharma ad Sharma: 2002: 50). This in turn affects efficient and effective delivery of services. In other words, the officials are not flexible enough to deal cases on contextual basis. Such an attitude undermines flexibility and eventually stalls implementation of CC.

The information gathered from the field divulges that many officials at upazila land office maintain more traditional values which foster the status quo orientation. Though some officials have flavour for change but to a large extent, A.C land office upholds old beliefs, norms and values. The officials have least tendencies to venture in experiments, change, and innovation. Further, seniors hardly encourage both subordinates as well as citizens to bring new ideas, schemes, plans and suggestions. Therefore, the officials' resistance to change is a big hurdle in switching to new values and norms contained in the CC.

For example, recently a lot of modernization, in the shape of computerization, was carried out in most organizations. The upazila land office also invested a lot of funds to revamp its old system through introducing computers and e-governance initiatives. But ultimately little has been improved in both employees' expertise as well as working procedures. Rarely officials are using computers, but use these as typewriters to process officials' letters and documents. Machines are not used for months. In other words, they are under-utilized. Even working procedures are not yet computerized. In fact, computers are used as their status quo attitude also reflected by the fact, it has been thinking of designing its official websites from more than one year. But only very limited officers are eager to do it .

5.3.2 Closed System

The closed system is backed by the rigid system in which people or citizens can have rare access to information in bureaucracy. So the officials at upazila land office are lacking trust and faith in both subordinates and citizens. Consequently, only limited delegation and decentralization

occur. Further, a lot of information is also kept out of the preview of the frontline staff. One official emphasized, *"Due to lack of trust, the seniors are reluctant to delegate and share power and information with us"*. In other words, centralization is the underline doctrine in every walk of life that stops the frontline staff to use discretion in delivering services. There is a lack opportunities and ange for street bureaucracy to use expertise and information to respond directly and speedily to the citizens concerns. Therefore, neither efficient and effective services nor responsiveness can be delivered to the public". The officials treat citizen as an outsider. Due to this the officials are reluctant to share information and other issues with citizens. The closed nature of upazila land office engenders secrecy. In other words, the officials have strong tendencies to hide information. The attitude of non-sharing information with citizens makes officials unaccountable and unresponsive. This makes them less transparent. In some cases, if information is available at all then the process is quite cumbersome and dilatory. In other words, information is delivered to the needful when it becomes irrelevant and outdated.

Most of the employees treat citizens as customer not as client. When the citizens are treated as client there is a chance that officers and staff build a flexible relationship with them But from the above table it is understood that citizens are still considered as outsiders. But the positive thing is that half of the officers and staff consider citizens as clients

Criterion for Evaluation of Uncertainty Avoidance

SN	Indicators	Weak uncertainty avoidance	Strong uncertainty avoidance	Upazila land office
1	Rules and regulations	Maximum enforcement of rules	Maximum enforcement of rules	Too many rules and regulations
2s	Flexibility	High	Low	Rigid and inflexible
3	Importance of Rules	Less important	Very important	Very important
4	Working procedure	Easy, simple and less time consuming	Complex, difficult and time consuming	Complex and time consuming
5	Nature of organization	Open system Transparent	Closed system Non-transparent	Closed system& Less transparent

Source: Thesis paper of Beniwal on citizens charter in India.

5.4 Conclusion

In conclusion, the data suggests that upazila land has a work culture that contains elements of high power distance and strong uncertainty avoidance. These two dimensions in turn distinct attributes in working pattern of the bureaucracy. The former leads to authoritarian leadership

while the later fosters rigidity, process-orientation and status quo outlook in. Rigidity and process-orientation displace goals and objectives. These traits of the bureaucracy affect the successful implementation of the CC in more than one ways. For example authoritarian leadership supports centralization that in turn promotes limited delegation, low participation, and unresponsiveness. In other words, this halts successful implementation of the CC.

Chapter- 6

Organizational factors' effects on the implementation of CC.

6.1 Introduction

If most of the organizational factors or conditions go favorable with new strategy adopted by the organization, there is more chance for that organization to work well. So it is needed to find out how individuals at organizational level perceive the CC and how their perception and understanding in turn affect the implementation of CC in upazila land offices. By taking this into consideration, the main focus of this chapter is confined to analysis on how organizational dimensions i) disposition of implementers and ii) competence and size of the organizations staff iii) training of staff and iv) degree of open communication affect the implementation of the citizen's charter in upazila land offices.

6.2 Disposition of Implementers

Policy becomes performance of the policy objectives and this happens through the implementers. So implementers understanding and response to the policy to a large extent determines successful implementation of a policy decision. Thomas and Grindle observed, "The outcome of some reforms is largely determined by how bureaucratic agencies, public officials and administrative routines respond to changes"(Thomas and Grindle: 1990: 1172). The implementers are likely to oppose those measures which are contrary to their interests. They can either reject or modify to fit these existing preferences. To map disposition of the implementers in upazila land office, the following discussion is organized into three sub sections viz. (i) Cognition and understanding of the upazila land office officials – the way they comprehend and understand the details of the charter program. Whether there are competent enough to get essence and underlying philosophy of the CC? (ii)Response/reaction of the officials towards the CC – how they perceive the CC? What role they are allocating to them? In other words whether they are ready to accept or reject it (iii) Intensity of the officials' response – the extent to which they are ready to take forward or push back the charter program.

6.2.1 Cognition and understanding of Implementers

Any new change is subject to the implementers' comprehension and understanding. So this plays an important role in furthering a new initiative like the citizens charter.

The officials' cognition and understanding is evaluated by the extent to which they are familiar with and have detailed knowledge about the CC. For that purpose some questions were framed for the officers and staff. From their answers their cognition can be assessed.

From the field it is found that the frontline staff in upazila land office is not well familiar with CC. The data shows that twenty percent of officials are marginally aware about the existence of the CC. Similarly, only sixty percent of them are somewhat aware about CC and only twenty percent are fully aware about CC.

6.2.2 Response/reaction of Implementers

The extent to which the officials accept and take responsibility in implementing the CC effectively, that is the main point for assessing implementer responses. The findings show that currently the level of ownership is very low. Many officials have not been involved in designing the CC. Further, there is a lack of important role for them in new changes. This issue is supported by the fact that though many officials have the copy of CC but they have not tried to read it thoroughly. Even some of the staff didn't heard the name of CC. For the purpose of understanding officers response some questions were framed for the officers and staff. How frequently they use CC, what is their opinion regarding CC in dealing with citizens- through these their response can be assessed.

6.2.3 Intensity of Implementer's response

It is obvious that the charter program is creating many costs for the bureaucracy. For example, its implementation demands more funds through fresh provision or redirecting from other activities(Beniwal 2005). To many, the CC contains technical content which are not easily comprehensible and also some provisions of CC are very tough to maintain. Therefore, these issues are affecting their support for this. In other words, they are strong inclined to push it back. This issue will be more evident from the following examples.

When the researcher asked the staff about their perception of how citizens are following CC, the reply was that most of the citizens don't follow CC and they don't rely on CC. That's why they have to serve the necessary information to citizens. But one thing is noticeable here that they didn't take any initiative to make the citizens aware about the CC. Even they are careless about including all the services in CC. Many officials opined that the CC is not helpful in dealing with citizens. Rather it creates a lot of hassles between the officials and the citizens. This even affects smooth functioning of the daily work. All these suggests the intense negative response of the implementers i-e the officers and staff of A.C land office.

Table21: Evaluation of disposition of officials of upazila land office

SN	Indicators	Leads to successful implementation	Leads to unsuccessful implementation	Upazila land office
1	Level of awareness	High	Low	Insufficient
2	Cognition and understanding	High	Low	Considerably low
3	Perception ofimplementers towardsthe CC	Positive/high acceptance	Negative Rejection and or neutral	Negative and resistant due to no rewards/benefits

Source: Thesis paper of Beniwal on CC in India

The table shows that twenty percent of officials are marginally aware about the existence of the CC. Similarly, only sixty percent of them are somewhat aware about CC and only twenty percent are fully aware about CC. So we can say that the level of awareness among employees of Land office is insufficient or low. The officials' cognition and understanding is evaluated by the extent to which they are familiar with and have detailed knowledge about the CC. Many officials opined that the CC is not helpful in dealing with citizens. Rather it creates a lot of hassles between the officials and the citizens. So this indicates their negative reaction towards CC.

6.3 Competence and training of the organization staff

The size and competence level of organization staff is one of the prerequisites for effective implementation of CC in an organization. Rothstein (1998:69) observed that to ensure effective programme implementation, available resources should be placed in the hands of skillful and motivated organizational actors. Similarly, upazila land office also requires specific resources like skilled and trained manpower, adequate funds, infrastructure etc. to implement citizen's charter successfully. The table regarding training portrays the dismal state of affairs of the training efforts have been taken by the upazila land office or the higher authority. Out of ten respondents, only two who have attended any training, refresher ,orientation and introductory courses and according to them it was a one day program and a very brief orientation was given about service delivery through CC. Rest all them have not undergone any training programme since the introduction of the citizen's charter. In other words, the officials confirmed that upazila land office does not posses adequate capacity to implement the CC effectively.

6.4 Size of the organization's staff

To implement a policy decision the basic prerequisite for any organization is adequate and skilled staff. And the working system of upazila land office is so that very competent and well trained staff are needed for smooth work. Before commenting on the upazila land office we can explore the scenario of the district and the country as a whole. The personal experience of the researcher is that many of the districts of our country lack adequate staff in district administration and land office. Upazila land offices of Narayanganj districts are nothing

exceptions .Data collected in this regard shows the fact clearly. Manpower Allocation - in both land office allocated post is 15. In Sadar Land office vacant post is 4 and in Araihazar vacant post is 7.This is a bar for giving services to the citizens according to the CC. But the most important issue in this regard is that this allocation was done in more than 30 years back which is not sufficient for today.

6.5 Degree of open communication:

Network of communication plays a vital role in implementing CC. If the citizens or service receivers can give their feedback for improvement of service delivery system, if they can easily talk or contact with the officers- all these were considered important for open communication. Again the relationship between superiors and sub-ordinates is another important thing for assessing degree of open communication.

Findings from the field show the communication gap between A.C land office and citizens. Citizens have rare chance to give any suggestions or feedback regarding service delivery.

Access to information enhances bargaining capacity of citizens. Based on access, citizens may form their opinions and evaluate the performance of the government. Sharing information means to share power. And sharing of power can happen through consultation. Free flow of information may enhance accountability towards public. Further, it may lead to creating trust and affinity between public officials and the citizenry. It may legitimize the whole governance process in the eyes of the governed. “Organizations require more than material resources and technical information if they are to survive and thrive in their social environments. They also need social acceptability and creditability” (cite in Scott 2001). Further, transparency or publicity of actions is “one of the purifying elements in politics” (Woodrow Wilson cited in Rourk:1979). Here the argument is that transparency may serve both as a legitimizer as well as a check on abuses and or misuse of power.

In Upazila land office, the officials do not have adequate knowledge of the details of citizen’s charter. Most of them are not involved in its formulation. That has generated a low level of

acceptance and ownership among them. Further, their tendency of non inclusion of all services in CC indicate the fact that they are avoiding sharing of information and this is hindering the open communication . The charter programme aims at empowering the citizens by divesting power from the bureaucracy. But citizens as well as officials are not so much aware about the charter program. Upazila land office is also lacking well trained and skilled staff to carry new changes. No training has been organized especially for the frontline staff to revamp and update them. In other words, upazila land office lacks the capacity to execute citizen's charter successfully. Proper training and counseling are sine quo not to change their attitude, knowledge and skills to implement citizen's charter effectively. According to Van meter and Van Horn the degree of hierarchical control and the style of leadership can influence the individuals identification with the organization's goals and objectives. Either facilitating or hindering effective implementation.

The next chapter of analysis focuses on the political and economic factors that is also a prerequisite for successful implementation of the citizen's charter

Chapter -7

Political and Economic factors' effect on the implementation of CC

7.1 Introduction

Some political factors like political will, public support and citizens awareness play important role in implementation of a policy. So this chapter highlights the role the environment plays in the successful implementation of public policy. More specifically this study focuses on how politics economy affect the effective implementation of the citizen's charter. In other words, this chapter explains how the three political variables (a) Political will and (b) Citizens awareness and (c) Resource allocation affect the implementation of citizen's charter in Upazila land office of Sadar upazila and Araihazar upazila of Narayanganj district.

7.4 Symbolism vs. Political Will

This variable is used to map the role political symbolism and political will play in the implementation of citizen's charter. The focus is to provide a succinct overview on whether this device is only a political symbol that is employed to legitimize the government's efforts to improve public services, or whether the government has required will to enforce the successful implementation to its limits. For example, though the government is well aware about the fact that more than half of its population is illiterate and they can't even read standard Bengali, still the CC is available only in this language and only in written form. These examples clearly point that the government has launched the citizen's charter as a decorative piece instead of having true intentions to make it substantial tool for the mass empowerment. The CC is mere a symbol rather than an actual device to curb down bureaucratic maladies, and enforce citizen-friendly flavour in administration.

For the purpose of the study, it was stated in the theoretical part that, if government has any regulative or incentive strategy for implementing CC that can be considered as political will of

the government. To map that political will the investigation was whether government provide any regulative or incentive strategy to implement CC?

As we find our bureaucracy very much sticked to rules and regulations, without any regulative measures they will not pay heed to follow CC in delivering services. So it is a debatable issue whether the government acquires the required political will to implement the CC successfully.
The major argument behind this is government's inability to understand the major problems related to CC implementation.

7.3 Citizens awareness

Public support or citizens awareness is also very crucial for new changes and reforms to be implemented successfully. In the case of the charter programme, importance of citizen support increased further because it was launched to consolidate their position vis-à-vis bureaucracy. The CC strives to empower citizens by entitling them some rights and privileges so that they can enforce concerned organization for efficient and effective services. In Narayanganj district , citizen is not aware at all of the charter programme.

They confirmed that the officials never contacted them in drafting the CC. No feedback was solicited from them at any stage of the charter programme. The data in findings chapter indicates that around seventy percent of population is not aware of the charter initiatives. Alternatively, merely one fourth of the citizens are aware that the government has introduced CC. In the very beginning it was shown that 80% people in Sadar upazila and 85% people in Araihazar upazila are totally ignorant about CC. The rest know about CC but not fully aware about it. Alternatively, merely less than one fifth of the citizens are aware that the government has introduced CC.

No publicity measures were taken to inform citizens about CC. The citizens unanimously emphasized the fact that they are not satisfied with the efforts taken by the officials to publicize CC. The officials have put minimum efforts to popularize it.The citizens unanimously emphasized the fact that they are not satisfied with the efforts taken by the officials to publicize CC. The officials have put minimum efforts to popularize it. The citizens mentioned that the officials should publicize the charter initiatives through popular mass media channels such as TV, radio, news papers, miking, display on notice boards at public places, door to door

campaigns, and public seminars, etc. The findings points out that majority of citizens were not involved in the charter formulation. Further, the citizen accepted that they never came across the term CC from any official and/or their councilors. Moreover, they did not hear this from any other sources and mass media. Therefore, lack of awareness and prevailing passivity hamper the required public support.

The following table summarizes the indicators and a discussion on the role of public support in successful implementation of the CC

Table 22: Criterion to Evaluate Citizens awareness

SN	Indicators	Leads to Successful implementation	Leads to ineffective implementation	Upazila land office
1	**Education level**	**High**	**Low**	**Low**
2	**Awareness level**	**High**	**Low**	**Very low**
3	**Knowledge**	**Adequate**	**Inadequate**	**Inadequate**
4	**Publicity measures**	**Adequate**	**Inadequate**	**Inadequate**

Source: Thesis paper of Beniwal on CC in India

Among the 20 respondents in Narayanganj Sadar upazila only 2 persons having education up to H.S.C level and rest are up to S.S.C and below S.S.C. So it is evident that education level of citizens are low. Data associated with awareness level and publicity measures also show the same pictures as shown in the above table.

Significant public support is very important to execute new reform and the same is true in the case of CC. In the case of upazila land office, citizens are totally ignorant about the charter programme. They do not have any knowledge about it. The bureaucrats and the politicians have made little efforts to take the CC at their doorsteps. To a large extent much needed public support is missing. In the absence of the two main ingredients viz. strong political will and public support, the CC would remain a myth.

7.4 Resource allocation:

Resources may include manpower, funds, technology etc required in the particular programme to facilitate effective implementation and vice-versa. Upazila land office requires specific resources like skilled and trained manpower, adequate funds, infrastructure etc. to implement citizen's charter successfully. This study mainly focuses on (i) manpower and (ii) economic capacity of the land office. The following section provides an analysis on these two factors.

According to the officers and stuff of both the office even the allocated posts are not adequate for proper working. To sum up, upazila land offices are lacking trained and skilled manpower capacity for successful implementation of the CC.

The top level officers of that district confirms that the upazila land office of Sadar and Araihazar do not have sufficient funds to acquire necessary inventories as well as hire staff. Further, he acknowledged that the organization is short of staff to cater services according to the CC standards. The office is having same staff strength as earlier even though the demands for service standards have increased

To conclude, upazila land offices lack adequate resources especially limited and scarce funds and untrained and unskilled human capital. Limited budget is permitting to acquire certain accessories and utilities besides, hiring more staff. The workforce of the land offices is also not well trained and skilled enough to handle the new challenges of the CC. In other words, they are untrained and unskilled to execute the CC. Therefore, lack of these resources is impeding the implementation of CC.

Chapter-8

SUMMARY AND DISCUSSION

8.1 Introduction

This is the concluding chapter of the research that is mainly devoted to summaries of the study. In the beginning part main issues of this study is highlighted. Second, an overview of the extent to which the independent variables affect successful implementation of the CC is presented. It also underlines which are most essential in successful implementation of CC. The chapter is concluded with some recommendation to make CC implementation a fruitful exercise.

If we recapitulate the major issues we find that it was stated in chapter one, the major issue behind this study was "to uncover the factors that affect effective implementation of citizen's charter". For that purpose the study sought to address the following questions. What is the extent of the implementation of the CC? What are the factors that affect its effective implementation? More specifically by looking at the present condition of two upazila land offices of Narayangonj District , the study tried to find a) Does leadership matter in the implementation of CC? b) Does the land office have adequate administrative capacity to implement CC? c) To what extent, do administrators at top and bottom levels accept and approve CC? d) Is the implementation backed by adequate financial resources and knowledge? e) Does a strong political will exist for its implementation? f) Do people feel a part of the process of the CC implementation? In an attempt to searching answer of those questions the study was carried out through a mixed methods approach. The data were collected through open-ended interviews and non-participatory observation. Besides, secondary resources were utilized to ensure reliability and validity. Results are presented through descriptive and narrative text, simple computations and logical reasoning.

The three specific objectives of this study were ;

To observe the extent of implementation of CC in upazilla land office.

To unravel the factors that affects the implementation of CC in AC Land Offices.

To Focus the customer response to the charter program.

Research Questions:

Is Citizen Charter contributing to get quick access to information regarding receiving service?

What are the problems citizen's faces in following Citizen Charter?

What are the major problems faced by A.C Land Offices to implement Citizen Charter?

Data were gathered in the light of these objectives and research questions. As citizens charter is a new thing or reform introduced by the then Care Taker Government and the introduction of CC has passed only two years in Bangladesh, so the first objective of my research was to observe the extent of CC implementation. From the findings it is revealed that the CC is still not embedded in the cognition of the officials. All the services are not included in CC. The officials lack seriousness to implement CC. So from the analysis it is found that CC implementation is partial and people are not aware about it and so can't follow it. Upazila land office has failed to circulate the charter among street level bureaucrats. Field studies have clearly shown that most of the officials of the public organizations are not aware about the Charter program. The study findings also confirm that the officials at upazila land office lack commitment and seriousness to implement CC. In addition to this, most of the street level bureaucrats in upazila land office do not have sufficient knowledge about the charter program. Access to full and accurate information about services is one of the most important and cornerstone of the charter program. The CC of upazila land offices is not containing all the information of all of the services and so people are deprived of information.

In the absence of free and accurate information, lack of wide publicity of CC, and no room for the participation of the citizens, the officials are not accountable. The officials of land office do not get feedback from citizens about their needs, demands and preferences. They hardly offer

what the citizens are looking for. The citizens explained that the concerned officer usually does not pay heed to their requirement

8.2 Successful Implementation of the Citizen's Charter -which factors are more influential?

This study has focused mainly on nine independent variables which were perceived to have affected, to different extents, the successful implementation of the CC in upazila land office.Most of the theoretical questions pertaining to this study are based on determining and analyzing the factors that affect the effective implementation of the CC. A detail discussion of the different factors and how they affect the CC implementation have been presented in chapter five to chapter seven. Mainly the six independent variables have affected the successful implementation of the CC in varying degree. The following section gives a brief overview of those factors that determine the successful implementation of the CC in upazila land offices..

Power Distance: The study revealed that there exists a large power distance in the Bangladeshi society in general and upazila land offices in particular. The power distance engenders authoritarian tendencies in officials. This leads to concentration of authority at the top and paucity at the bottom. In the absence of mandate, the frontline staff cannot initiate and decide nothing but look upwards for seniors' approval. Moreover, such attitude leads to limited participation by both subordinates as well as citizens. In a nutshell, the higher echelons lack a stance that treats both subordinates and citizens as equal partners in the governing the affairs, thereby, making the implementation of the CC a productive experience.

Uncertainty avoidance*:* the findings suggest that upazila land office has a strong uncertainty avoidance propensity. This in turn breeds many maladies in the functioning of the upazila land office. For example, Strong uncertainty avoidance fosters a predisposition for rules and regulations. The officials avoid bending and or breaking the rules. In other words, such an approach breeds inflexibility that make the system handicap to meet exigencies efficient and effectively. Further, officials usually are averse to experiments, changes and new ideas. Alternatively, they do oppose everything but status quo. They do not promote any type of

innovations. Furthermore, this type of culture makes the system closed and thereby tries to minimizing the sharing of resources such as information with citizen. Therefore, affect the effective implementation of the CC.

Disposition of Implementers: The upazila land office has a limited capacity to implement the CC successfully. This means proper orientations and training programmes are the need of the hour to realign the old bureaucratic norms and habits otherwise those are hampering the cultivation of new values and practices to make administration citizen-friendly. Without proper training the ownership factor among the bureaucracy are currently quite low. In the long run without desired ownership no reform how good it is can make much headway. Lack of comprehension is another factor that is creating hurdle for effective implementation of the CC. therefore, without proper training and orientation the reform of CC is destined for failure.

Inadequate Human and capital resources: Upazila land office is lacking adequate resources. Especially its staff have not been updated and modernized through proper training. Therefore, by and large, the officials are untrained and unskilled. In other words, they are not competent to handle the changes entail in the citizen's charter. To upgrade their knowledge bases and skills, organized training is the needed of hour. In the absence of the adequate capacity the CC cannot make any deep impact on service delivery mechanism. Similarly, upazila land offices do not posses sufficient funds to purchase many accessories to cater services efficiently and effectively. To implement the CC with full strength and vigor it needs more budgets for hiring new employees, training programs and infrastructure. Without these the fate of CC will meet non but failure.

Political Will: Notwithstanding the noble intentions of the government for improving the public services, there are serious misgivings that the government lacks the required political will to implement the CC successfully. To force the bureaucracy to take the reform agenda of the CC seriously, the strong political will is very much needed. Alternatively, there needs political determination backed by proper compliance mechanism to control the behaviour of bureaucrats. Without the required political will, government endeavours to implement the CC are simply deemed as a political ritual that is intended only to gain legitimacy for its policies.

Citizens' awareness: Public support is also a necessary prerequisite to make the CC a fruitful exercise. Despite the officials claim for wide publicity, the public at large is in dark about the charter program. The citizens are totally ignorant about the government measures to empower them through the CC. They revealed that the officials have not utilized the popular mass media channels for making the CC initiatives. In other words, there is a lack of adequate populace supports to further the CC. The popular support is quite essential for public policies generally and specifically in the case of the CC. As the charter programme mainly aim at empowering the citizens through some specified rights and privileges. But in the absence of sufficient awareness and knowledge these rights and privileges are meaningless. In other words, in such as grim the CC will exist but merely in papers.

To harvest good results from the charter program, India needs to draw upon some lessons from the international experience in general and from the UK experience in particular. Through the following measures the CC may make headway: a) to listen and care for citizens is very crucial for the success of the charter programme. The citizens' voice can be sought through various mechanisms such as citizens' survey, citizen panels, customer feedback cells or cards, consultations, focus groups, walking in citizens' shoes, etc.

8.3 Specific suggestions are:

1.Measures should be taken to include all the services in the CC with time frame as the required time for any service is not unlimited.

2.Proper publicity is required to make the citizens aware of CC, NGO, GO, all types of media can play important role from this perspective .A special focus should be on illiterate citizens to make them understand about CC.

3.As CC has been implementing for the welfare of the citizens, participation of citizens in the implementation process should be assured including citizens problems in getting services from the land office.

4.The official-citizens relationship should be modified in such a manner where officials as well as staff would be easily accessible to the citizens.

5.Orientation program should be conducted to make the officers and staff well aware about CC.

6.GOB should provide at least some funding in order to implement CC properly.

7. Staff should be employed in the vacant post as well as new posts should be created to reduce work load enhance proper implementation of CC.

8. GOB should provide strong regulative or incentive strategy to implement CC.

9. The land system of Bangladesh is typical as well as complex and for this reason the working system of land offices are also distinct type. CC for land offices should be prepared considering these facts.

10. Land management system should be updated according to the need of the situation and time.

11. The government should use more and more mass media channels such as TV, newspapers, public notice broads, and door to door campaigns for the wide publicity of the charter program.

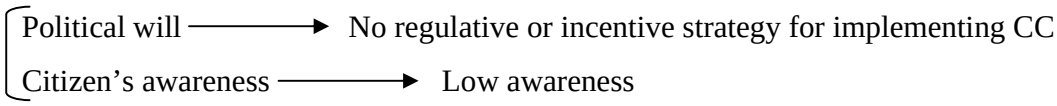
12. Evolve a mechanism of rewards and penalty depending upon extent, to which employees are using the CC.

8.4 Conclusion

This study aimed to explore the factors that affect the successful implementation to understand the implementation process of the citizen's charter in upazila land offices.
We can see the major findings and results of the study in the following way:

Power Distance ⟶ Centralized decision making and hierarchic structure
Uncertainty avoidance ⟶ Rigid and closed system

Disposition of implementers ⟶ Low awareness and low ownership of CC
Training of staff ⟶ No training course about CC
Size of the organization's staff ⟶ Very much insufficient staff
Degree of open communication ⟶ No room for citizens and subordinates participations



This study has focused specifically on the problems of CC implementation. It would be beneficial if future research is done to investigate to more cases studies for larger generalization. This would lead to the development of a comprehensive model for the understanding policy implementation especially in the context of Bangladesh.

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Interview schedule for service receiver: citizens

Personal information:

Name : ---------- Sex : ----------

Education: ---------- Age: ----------

Monthly income ---------- Occupation: ----------

Questions to be asked:

1.Do you know that upazila land office (A.C Land Office) has introduced a document called the **citizen charter** ?

☐ Yes

☐ No

a) If yes how much aware you are?

☐ Fully aware

☐ Somewhat aware

☐ Marginally aware

b) If no, what is the reason ----------

c) In your opinion, which procedure would be helpful for you to know about CC?

☐ Publicity in print media

☐ Publicity in electronic media

☐ Knowing from officials

☐ Other----------

2. How did you become aware of the charter program of land office?

---.

3. In your opinion, is the publicity given to the CC adequate?

---

4 Do you think that CC helps you to get access to information needed by you?

☐ Yes ☐ No

5. Is the location of CC easily noticeable?

Yes ☐ No ☐

6.Do you find language used in the CC easy and simple to read and understand?

☐ Yes ☐ No

3. Can you please mention about the availability of stuffs or officials responsible for delivering services ?

---.

If they are available can you talk with them easily ?

☐ Yes ☐ No

If no, why?

7.Do you think officials of A.C land office adhere to time mentioned in CC to fix your grievances?

☐ Yes ☐ No

8.Do you know how to lodge a complain?

☐ Yes ☐ No

9.Could you please estimate the duration involved in follow up of the complain lodged by you?

a. Immediately
b. Quite long time
c. Very long time

d. No action at all.

10.Do you feel satisfied with solution offered for your grievances ?

e. often
f. Sometime
g. Rarely

11.Does A.C land office obtain feed back from you on the quality and effectiveness

Of service delivery through CC ?

☐ Yes ☐ No

12.Do you think that your suggestions / feed back have been reflected in follow up

action ?

☐ Yes ☐ No

13..Could you please mention reasons for low awareness of CC ?

a) Publicity is not enough.
b)Officials or stuffs don't communicate about CC properly.
c) Others.

14.In your opinion what steps should be taken to build up awareness about CC ?

---.

Questionnaire (for service provider: employees)

1. Do you know that your organization has introduced a document called citizen charter?

a) Yes ☐
b) No ☐

a) If yes, how much aware you are?

Fully aware ☐

Somewhat aware ☐

Marginally aware ☐

Not aware at all ☐

2. Why did CC introduce in your office?

---

3. What kind of assistance do people ask for understanding CC?

---

4. Do you think rules are very important for A.C Land Office?

a) Very important ☐

b) Quite Important ☐

c) Less important ☐

d) Not important ☐

5.Does CC go with the existing rules & regulations of your organization?

Yes ☐ No ☐

6. Mention how frequently you use your discretionary power for working?

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7. How many levels you have to pass to act ?

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8. How frequently you refer to boss for routine decision ?

---

9. Do you think that you can take initiative ?

---

10. Do you feel free to discuss things about your jobs with your super ordinate?

---

11. How frequently super ordinates seek or get ideas and opinions from

you and try to make constructive use of them?

Often

Sometimes

Rare

12. How do you attend citizens?

☐ As customer

☐ As clients

☐ As beneficiary

13. In your opinion, to what extent CC provisions help to facilitate in dealing with

citizen?

a) Fully
b) Partially
c) Rarely

. If partially or rarely, what are the reasons?

---.

14. To what extent your organization has sufficient funds and stuffs to implement CC successfully?

---

15. How frequently the refresher courses, orientation programs, training are

Organized for staff to follow CC efficiently?

Often

Sometimes

Rare

Never

15 Do you use CC in daily routine?

Yes,

often

Sometimes

No, rare

16. Does government provide any regulative or incentive strategy to implement CC?

Yes No

17. In your opinion, what are the major problems of simplementing CC in upazila land

Office ----------