Administrative Reforms for Good Governance

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Governance?

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

4 Pillars

- **Accountability**
- **Transparency**
- **Rule of Law**
- **Participation**

- ***WB**

Expectations!

- High quality of service;
- Simplify processes;
- Joined up government;
- Valid information on customers;
- Coordination & Integration

Why reforms?

- Government is pervasive
- Absence of political development
- Inefficiency of Public Sector
- Centralized decision making process
- Mistrust

Contd…

- Lack of accountability
- There is a culture of secrecy in public service; administrative actions are not transparent.
- The instruments of control and accountability are very weak.
- The administrative system is afflicted with an inefficient public employment system, inter-cadre rivalry, a lack of favorable conditions for women, and a lack of linkage between performance and reward.
- There are widespread corrupt practices by public officials and low self-motivation.
- Next slides on Admn reform committees>>>

Committees/Commissions/ Study Groups	Focus	Recommendations
Administrative and Services Reorganization Committee, 1972	Civil service structure	Unified civil service structure with a continuous grading system from top to bottom
Pay and Services Commission, 1977	Civil service structure and pay issues	28 services under 14 cadres created within the civil service; establishment of senior services pool (SSP)

Committees/Commissions/ Study Groups	Focus	Recommendations
Martial Committee on Examining Organizational Setup of Ministries, Divisions, Directorates and other Organizations, 1982	Reorganization and rationalization of manpower in public organizations	Reduction of the size of the government; reduction of layers for decision making; delegation of administrative and financial powers down the hierarchy

Committees/Commissions/ Study Groups	Focus	Recommendations
Committee for Administrative Reform and Reorganization, 1982	Reorganization of field administration	Upgrading of *thanas* into *upazilas* with *upazila parishad* as the focal point of local administration; empowerment of the local authority in relation to rural service delivery system

Committees/Commissions/ Study Groups	Focus	Recommendations
Martial Law Committee for Examining Organizational Setup of Public Statutory Corporations, 1983	Public enterprise	Delegation of more financial and administrative powers down the hierarchy; timely release of funds from ministries; rationalization of manpower; preparation of organization charts, manuals, annual activity reports; merit-based promotion

Committees/Commissions/ Study Groups	Focus	Recommendations
Special Committee to Review the Structure of SSP, 1985	SSP	Continuation of SSP as a cadre; entry into SSP at the level of deputy secretary only through examinations to be conducted by the Public Service Commission; promotion within SSP to be strictly on the basis of merit; fixed tenure for secretaries

Committees/Commissions/ Study Groups	Focus	Recommendations
Cabinet Subcommittee, 1987	SSP	Endorsement of the recommendations of the Special Committee except the fixed tenure of secretaries
Council Committee on Senior Appointments and Services Structure, 1987	SSP	Abolition of the SSP; filling up positions of deputy secretaries and joint secretaries by promotion on the basis of quota reservation for various cadres

Committees/Commissions/Study Groups	Focus	Recommendations
USAID-sponsored Public Administration Efficiency Study, 1989 Civil Service Structure	Secretariat system; relationship between ministries and departments and ministries and corporations	Reducing Secretariat's operational activities through delegation; reducing layers in decision making; enhancing organization and management capacity; modernization of office equipment; increasing incentives for higher performance; enforcement of merit principle in promotion; expanding practical, problem-solving training; providing appropriate compensation structure for public officials

Committees/Commissions/Study Groups	Focus	Recommendations
UNDP-sponsored Public Administration Sector Study, 1993	Civil service	Performance management system; rationalization of civil service structure; elimination of redundant government functions; merit-based selection and promotion; strengthening Public Service Commission

Committees/Commissions/Study Groups	Focus	Recommendations
Four secretaries' report, 1993, sponsored by Overseas Development Administration, UK	Civil service	Merit-based recruitment and promotion; improvement of financial management system; incentives for better performance; improvement of accountability and transparency; establishment of ombudsman; strengthening of the audit office; improvement of training programs

Committees/Commissions/Study Groups	Focus	Recommendations
Administrative Reorganization Committee, 1993	Structure and reorganization of manpower across ministries, departments, and directorates	Reduction of ministries, departments and agencies; elimination of unnecessary units; separation of accounts from audit; establishment of a secretariat for the supreme court; reduction of the size and role of the planning commission

Committees/Commissions/Study Groups	Focus	Recommendations
World Bank study: Bangladesh: Government That Works Reforming the Public Sector, 1996	Civil service, public enterprise, NGOs	Redefining frontiers of the public sector; enhancing level and nature of accountability and responsiveness of public organizations to different stakeholders; streamlining regulations, laws and processes; maintaining an efficient, committed and professional public service

Committees/Commissions/Study Groups	Focus	Recommendations
Public Administration Reform Commission, 2000	Administrative structure for improving the quality and standard of service, transparency, and efficiency	Determination of missions of public offices; improving the delivery of services; reforming the civil service; formation of the professional policy making group (senior management pool); reorganizing institutions and rationalizing manpower; restructuring field administration and decentralization; establishment of an independent commission against corruption; establishment of criminal justice commission; establishment of the Office of Ombudsman; reducing wastage and promoting value for money; strengthening parliamentary oversight; facilitating private investment

Problems

- Lack of political commitment
- Limited capacity of the Govt
- Resistance from within
- Ad hoc reforms
- Ineffective public service processes
- Corruption
- Politicization

Looking Ahead

- Civil Service Act
- Recruitment policy
- Training policy
- Placement policy
- PBES-not only clearing files! Policy, process..
- Promotion policy- why not promoted!!!
- Incentive/ action
- Innovation- basis of performance
- Process reengineering

Contd…

- Combat corruption
- Politics
- Institution building
- Incremental approach
- CSO/Media/CBO
- Consultations- building trust

Administrative Reform for Good Governance: An overview

Compiled and presented by:

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- … a deliberate action to improve the efficiency, effectiveness, professionalism, representativeness and democratic character of a civil service, with a view to promoting better delivery of public goods and services, with increased accountability.

- Examples of avenues of reform include data gathering and analysis, organizational restructuring, improving HRM, training and capacity dev., enhancing pay/ emoluments while assuring sustainability under overall fiscal constraints, strengthening measures for citizen participation, transparency, and combating corruption, etc.

A Snapshot on Civil Service Reform Efforts in Bangladesh (1971 to date)

The period could be characterized in the following way

- Different forms of Govt; democracy, one party system, Martial Law, caretaker govt.
- Assassination of two presidents in power including the father of the nation.
- Almost each govt. constituted Reform commissions to bring about changes in the administrative systems and services.
- The period is sequentially divided into:

  a) 1971-75, b) 1976-81, c) 1982-90, d) 1991-96, e) 1996-2001, f) 2001-06, g) One eleven, 2007 to date

Civil Service Reform

Mujib Era

Motto was to

- Reconstruct the war ravaged economy

- Establish civil service suited for Bangladesh

- To be based on nationalism, secularism, democracy and socialism.

Some important features

- Introduction of grading system

- Politicization of the entry-level recruitment.

- Interim recruitment policy with intense attention to the freedom fighters

- Introduction of laws to remove civil servants at will.

- Administrative reform started just after the war.
- Provincial govt. abolished and transformed into the central govt. .
- There was no parliament, no constitution, no legislature
- Provisional constitutional order in the absence of the constitution
- Constituent assembly was formed. Former elected members of central and provincial legislature.
- The main task of the constituent assembly was to frame a constitution.
- In Dec. 1971, a committee was set up in order to restructuring, reorganizing and restoration of the civil service in Bangladesh.

Civil Administration Restoration Committee (CARC)

- Remarkably good job done for the interim govt. and interim set-up.

- Govt. should have both Secretariat and Field administration.

- One of the main concerns just immediately after the liberation was to meet up the <u>daily business with the existing administrative capacity of the government</u>.

- The Committee analyzed the whole public personnel capacity, class, services and concluded it would perhaps be possible to carry out the day-to-day business with the current administrative staff.

- Still govt. faced problems in amalgamating the services and determining the seniority.

- Division between different services to be abolished
- Continuous grading system from top to bottom should be introduced.
- The reservation of posts for various groups should be discontinued
- Service should be a single class and unified grading system.
- Two broad categories of services namely Functional Posts and Area Group Posts.
- There should be some designated posts in top three grades: Policy and management and senior management posts

- Proposals recommended to implement Unified grading system and necessary administrative requirements to be set up

- The committee felt the need for <u>recruitment at the various grades depending on the performance in the competitive exams and the technical knowhow of a candidate.</u>

- Training is important to cope with the changing need. Creation of training wing at the personnel division, setting up a separate entity to facilitate post-entry training.

- Personnel mgnt. A Personnel division to be attached to the Prime Minister's office, to be responsible for staffing, job analysis, evaluation, training and career planning, establishing a personnel cell in each ministry, promotion based on merit, to be allowed to remain in a given job for at least two years.

- <u>Democratizing the governance and reduce the powers and functions of the central government</u> by:
  - Increasing devolution of power and authority to elected local governments at different levels: district, thana and union.
  - Subdivision to be upgraded to districts and divisions should be abolished.
  - Separation of judiciary from executive
  - The central level the role of the secretariat needed to be restricted to: policy formulation, planning and evaluation of the executed plans and program.

Civil Service Reform

Zia Era

Pay and Service Commission,1977

Major recommendations:

- 10 scales of pay in line with the recommendation of the ASRc
- Structure of services included a four tier hierarchical order-
- Administrative, top management and specialist group-(level A)
- Executive and middle management group(level B)
- Ministerial, inspectoral, technical and support group
- Massengerial and custodian group

Civil Service Reform

Ershad Era

Martial Law Committee,1982

- <u>Reduction</u> in the number of ministries, divisions, constitutional bodies, departments, corporations and the personnel
- <u>Delegation of administrative and financial powers</u> down the hierarchy
- <u>Reduction of layers</u> for deciding cases in the secretariat and fixing the supervisory ratio 1:3
- Formalizing and regularizing the recruitment process
- Emphasizing on the merit principles for promotion
- Arranging training for civil servants
- Finalizing seniority of cadre civil servants

- Committee for Administrative Reform and Reorganisation, 1982.

- National Pay Commission-i, 1984.

- National Pay Commission-ii, 1989.

- Secretaries Committee on Administrative Development, 1985.

- Cabinet Sub-committee, 1987.

Civil Service Reform

Khaleda era

Administrative Reorganization committee,1993

Major recommendations were:

- <u>Reduction of the number of ministries</u> from 35 to 22
- and the number of administrative organization 257 to 224
- Provisional structure for the office of ombudsman
- Creation of a secretariat for the Supreme Court

Civil Service Reform

Hasina era

Public Administration Reform Commission,1997 (ATM Shamsul Haque Commission 2000)

Major recommendations were:

- Formation of a professional policy making group "Senior Management Pool"
- Lateral entry into the civil service
- Reduction of the number of ministries from 36 to 25
- Establishment of the supreme court secretariat
- <u>establishment of the office of the ombudsman</u>

Others

- National Pay Commission,1996
- Administrative Reorganization committee,1996

- The National Pay Commission (the 8th: 2015) …

Challenges to Effective Administrative Reform in Bangladesh

Challenges

- Ensuring consistency and continuation of high level political commitment.

- Maintaining continuous efforts towards expanding the capacity of the government.

- Facing resistance to change.

- Political factionalism and politicization in the public sector.

- Combatting non-transparent and corrupt practices and mind-set.

- Developing a regular and robust institutional framework for reform management.

Acknowledgements

- The use of selected literature and images is gratefully acknowledged. The full list of reference materials is available on request.

Thank You for not falling asleep!

Empowering Citizens to Fight Corruption

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Monday, 8th February 2016

Corruption

- Lies at the core of bad governance
- Critical obstacle to overcoming poverty
- US$6 trillion lost in poor countries 2001-10
- Turning the tables on corruption?
- Concerned Citizens of Abra – Philippines – monitor the construction of a highway being build , suspected corruption, counted bags of cement, complained, investigated, forced to re-build at own expense, project engineer - resigned

Concerned Citizens of Abra, Philippines

Concerned Citizens of Abra, Philippines

TIB

Supply v Demand

- Supply side approaches largely failed
- Obstruction from those in power
- Poachers are reluctant gamekeepers
- Resist reforms
- Donors are re-thinking?
- Problem is not technical but political
- Demand side approach – citizens' empowerment to monitor, audit & report

Empowering Citizens

- How campaigns have empowered and mobilized citizens to counter corruption in their communities?

- Citizens working together are gaining powerful results.

- Over the past 15 years there has been a grass-roots, bottom-up "eruption against corruption" - Fifth Pillar movement in India.

Non-violent Actions

- They are organizing and strategically using non-violent actions such as:
  - civil disobedience
  - petitions
  - vigils
  - Marches
  - sit-ins
  - Right to Information laws
  - monitoring/auditing of authorities, budgets, spending and services

More Examples

- social networking and blogging
- coordinated low-risk mass actions
- creation of parallel or independent institutions
- social and economic empowerment initiatives
- street theatre
- Songs
- Humour
- public pledges

Approaches

- There are two main approaches to fighting corruption: the top-down approach and the bottom-up approach.

- The top-down approach has to do with developing and naturalizing new rules, institutions, and norms that target the "public administrative graft."

Weakness

- The primary weakness of this approach, however, is that the very institutions accused of corruption are responsible for enacting change. Those benefiting from corruption are much less likely to end it than those suffering from corruption.

Bottom-up

- That is why it is important to focus on bottom-up, or grassroots, approach, which requires the mobilization of ordinary citizens.
- A large, united public outcry provides the force of change that reformed infrastructure alone can't.

Education is key

- A key part of the process of empowerment is education. More better informed, more capable of fighting corruption
- Educate people about their rights, especially those who have limited access to such information, such as those living in remoteness and poverty.
- These groups are common targets of corruption.

Youth

- It is very important to educate and mobilize youth in the fight against corruption. They are more likely to become actively involved and have the most at stake.
- Youth - originators & leaders of innovative campaigns & movements
- Youth Engagement and Support (YES) groups organised by TIB

Youth Engagement and Support (YES) group

Tools

- Non-violent tactics
  - citizen report cards
  - information booths
  - information gathering, etc.

  are important because they can mobilize the dynamics of civil resistance by strengthening citizen participation, disrupting systems of corruption, weakening sources of support and control for corrupt office holders, and winning people over to the civic campaign.

Challenges and risks faced by civic initiatives?

- While people tend to think of corruption as starting at the top and trickling down through the system, they must be aware that it really all starts with the small bribe they pay to a government employee.
- The key reasons that citizens opt not to participate in anti-corruption movements are fear of reprisal and uncertainty of how to engage.

Challenges & Risks

- International solidarity and public support are crucial in protecting those who take a stand against corruption.
- Oppressors have strategic goals in using repression, however repression can also backfire on the oppressors and provide fuel to strengthen an anti-corruption campaign.

Challenges & Risks

- Many people express feelings of hopelessness, especially since many NGOs that are supposed to help suffer from internal corruption themselves. These feelings of skepticism and helplessness are the anti-corruption movement's greatest obstacles.

Thanks

- **Discussion Session**
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Bottom-up Approach to Corruption Prevention

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February 2016

1

Outline of Presentation

1. Approaches to Corruption Prevention
2. Social Accountability Framework
3. Social Accountability Tools
   3.1 Citizen Charter
   3.2 Public Hearing
   3.3 Citizen Report Cards
   3.4 Community Score Cards
   3.5 Social Audit
4. Some Examples of Public Hearing
5. Concluding Remarks

2

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1. Approaches to Corruption Prevention

Three approaches to corruption prevention:

1. Bottom-up initiatives from citizens and civil society organizations
2. Top-down initiatives from governments
3. Win-win initiatives from both citizens and governments

The objective of bottom-up win-win approach to corruption prevention is to make service providers accountable to citizens through citizen engagement.

3

Citizen Engagement in Corruption Prevention

- Raising awareness of citizens
- Sharing information with citizens
- Citizen engagement in consultation
- Citizen engagement in decision-making
- Citizen engagement in implementation and monitoring of policies and programs

Social Accountability Framework is used for citizen engagement in corruption prevention

4

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2. Social Accountability Framework

Figure 1: WDR Social Accountability Framework
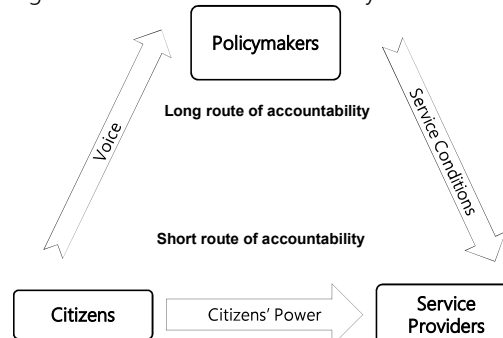
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- Figure 1 shows the framework of relationship among citizens, service providers and policymakers.
- Through the long route of accountability, citizens influence policymakers, and policymakers influence service providers.
- When the relationship along the long route breaks down, because of weaknesses in the electoral system, service delivery fails.
- Service delivery can be improved by strengthening the short route by increasing the citizens' power over service providers through social accountability mechanism.
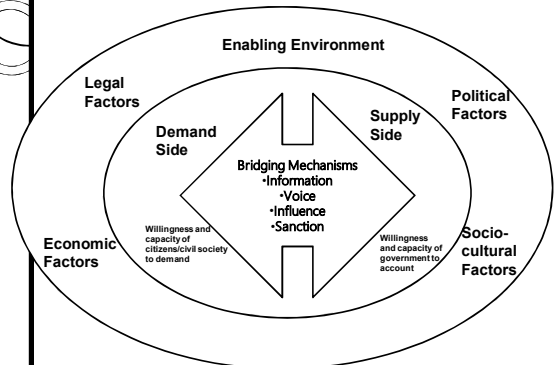
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Figure 2: Benefits of Social Accountability

Social Accountability Can contribute to

- Improved Governance
- Improved Public Policies and Services
- Empowerment

7

Figure 3: Critical Factors of Social Accountability

Enabling Environment

Legal Factors

Political Factors

Demand Side

Supply Side

Bridging Mechanisms
- Information
- Voice
- Influence
- Sanction

Economic Factors

Willingness and capacity of citizens/civil society to demand

Willingness and capacity of government to account

Socio-cultural Factors

8

3. Social Accountability Tools

Government Function	Social Accountability Process	Social Accountability Tools
Delivery of Goods and Services	Social Accountability in the Monitoring and Evaluation of Public Goods and Services	• Citizen's Charter • Public Hearings • Citizen Report Card • Social Audit • Community Scorecards

9

3.1 Citizen's Charter

A Citizen's charter is a document that informs citizens about:

- The service entitlements they have as users of a public service
- The standards they can expect for a service (time frame and quality)
- Remedies available for non-adherence to standards, and
- The procedures, costs and charges of a service

10

3.2 Public Hearing

- Public hearings are formal meetings at the community level where officials and citizens exchange information and opinions on community affairs.
- Public hearings aim at promoting transparency and accountability of the public authorities in addressing the needs of the citizens
- Article 21(2) of Constitution mentions about public servants to strive at all times to serve the people
- UNCAC stipulates participation of society in decision making process(Article 13)
- National Integrity Strategy (NIS) underscores the need for providing corruption-free service to citizens

11

Criteria used in selecting public services for public hearing

- Monopolistic nature of public services
- Large involvement of citizens and high frequency of availing of the services is high
- Dependence on the services directly affecting day-to-day life of common people
- Essentiality of the service to larger segments of households

12

3.3 Citizen Report Cards
Participatory surveys that solicit user feedback on the performance of public services

3.4 Community Score Cards
Community based monitoring tools that is a hybrid of the techniques of social audit and citizen report cards.

3.5 Social Audit
A process that collects information on the resources of an organization.

13

4. Some Examples of Public Hearing

- Mazdoor Kishan Shakti Sangstha (MKSS) in Rajasthan organized public hearing to address corruption in the use of local government funds.
- By holding public hearing Citizens took the initiative to solve the mutation of land rights in Bihar
- Nepal introduced the concept through a TV program "Ek Aapas" (Together) and enacting Good Governance Act
- In Bangladesh, we held 7 public hearings through out the country

14

- As a prelude to holding public hearing the ACC organizes workshops on corruption prevention with the financial support of the World Bank
- ACC organizes public hearings in collaboration with Corruption Prevention Committees at district and upazila levels
- The focus of public hearing is on land related issues like land registration and mutation
- Public hearings draw huge response from citizens

15

5. Concluding Remarks
- Raising awareness of citizens regarding access to information and whistle blower protection laws
- Developing capacity of both government officials and citizens/CSOs and enhancing their connectivity
- Supporting evidence-based advocacy, networks of social accountability and the empowerment of marginalized segments of society
- Recognizing the 'champions' of accountability in civil service through due compensation and publicity

16

Leadership for Good Governance

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Tuesday, 16th February 2016

How Do We Tackle This?

Leadership, Governance and Accountability
Three Interconnected Principles

Accountability

Leadership   Governance

Leadership

- Ability to inspire others to achieve more

- Characteristics of good leadership
  - Integrity
  - Clear vision
  - Effective communicator
  - Leads by example

- Sets the moral culture of the organization

Leadership - context

- Current context of different crises effective leadership is critical
- Increased institutional complexity
- Intensive economic globalisation
- Proliferation of cross-national network
- Revolutionary changes in technology/information
- Reconfiguration of social & cultural identities
- New desires & demands of the globalised citizens

Leadership - Bangladesh

- Unprecedented socio-economic developments & policy reforms/technological advancements
- Improvement living standards & education
- Little change in nature & composition of leadership
- Require a new genre of leadership at different levels & major domains

Governance (also numerous concepts)

- Determines who has what power
- Establishes how decisions will be made
- What checks and balances will exist
- Sets out the institutions, rules and procedures
- Determines accountability requirements

- Reinforced by strong performance management system

Governance

- The concept of "governance" is not new. It is as old as human civilization

- "governance" means: the process of decision-making and the process by which decisions are implemented

- The challenge facing all societies is to create a system of governance that promotes, supports and sustains human development

Definition

The United Nations Economic and Social

Commission for Asia and the Pacific defines

good governance as a process which is:

participatory, consensus oriented, accountable, transparent, responsive, effective and follows the rule of law to assure that corruption is minimized. The decision-making process is also responsive to the present and future needs of society

Aspects of Good Governance

Consensus Oriented		Accountable
Participatory	■ Aspects of Good Governance	Transparent
Rule of law		Responsive
Effective & Efficient		Equitable and inclusive
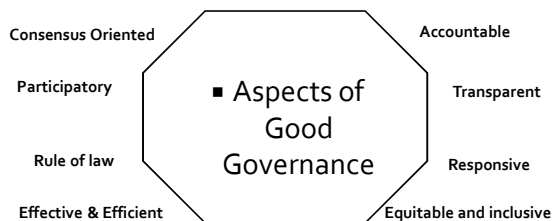
Definition

Participation:
- It is a key cornerstone of good governance.
- Participation of people can be ensured either direct or through legitimate intermediate institutions or representatives

Rule of law:
   Rule of law refers to the impartial enforcement of a law

Transparency and accountability:
- Rules and regulations need to be followed in an open and traceable manner
   Decision-makers and implementers need to be accountable to those who are affected by their decisions and actions

Definition

Responsiveness:
- All institutions and processes should serve all stakeholders within a reasonable timeframe

Consensus oriented:
- Good governance need to consider several actors and their view points in a given society
- Good governance requires mediation of the different interests in
- society to reach a broad consensus in society

Equity and inclusiveness:
- Ensuring a society that make its members' belief that they have a stake in it and do not feel excluded from the mainstream of society

Definition

Efficiency and effectiveness:

Good governance must involve meeting the needs of society through making best use of the resources available

Accountability

"Accountability…a broad concept that requires government to answer to elected officials and the public they represent to justify the raising of public resources and to explain the purposes for which they are used." *(From the CICA Handbook)*

"There are four major approaches to addressing an accountability problem: rules, oversight, structure and leadership…" Peter Aucoin, *"After the Federal Accountability Act"*, Winter 2007 FMI Journal

Rules

- Financial Administration Act, Financial Administration Manual
- Stronger internal controls
- Criminal record check policy

- Emphasis:
  - not so much on new rules but on training and applying existing rules
  - Ensuring competent people

Oversight

- Internal or external scrutiny
  - Provincial Auditor
  - Public Accounts Committee
  - Freedom of Information
  - Various other officers of the Legislature
- Expanding internal audit functions
- Quarterly Losses Report

- Emphasis: Effective supervision

Structure

- "Balance / allocation of power"
- "Freedom from influence / negative consequences for doing the right thing"

- New fraud policies being drafted
  - Focus on ethical, positive environment
  - Expectations of individuals
  - Mechanism to safely report

Leadership

- PSC
  - Statement of Organizational Culture
  - Code of Conduct
- Improved Accountability
  - Enhance Accountability Framework
- Accepting Responsibility

- Emphasis: Culture of walk the talk

Thanks

- **Discussion Session**
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CITIZEN'S CHARTER

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WHAT IS A CITIZEN'S CHARTER?

Citizen's Charter is a document which represents a systematic effort to focus on the commitment of the Organisation towards its Citizens in respects 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 Organisation from the Citizen for fulfilling the commitment of the Organisation.

BASIC CONCEPT, ORIGIN AND PRINCIPLES

Concept & Origin

It has been recognised the world over that good governance is essential for sustainable development, both economic and social. The three essential aspects emphasised in good governance are transparency, accountability and responsiveness of the administration. The "Citizen's Charters initiative" is a response to the quest for solving the problems which a citizen encounters, day in and day out, while dealing with organisations providing public services.

Mahatma Gandhi's quote on public service

"A customer is the most important visitor in our premises. He is not dependent on us; we are dependent on him. He is not interruption in our work ; he is the purpose of it. He is not an outsider to our business; he is part of it. We are not doing favor by serving him; he is doing us a favor by giving us an opportunity to do so".

- Mahatma Gandhi

সরকারি কর্মচারীদের প্রতি
জাতির পিতা বঙ্গবন্ধু শেখ মুজিবুর রহমান

(১৯৭২ সালের ১ ফেব্রুয়ারি প্রধানমন্ত্রীর সরকারি বাসভবনে সরকারি কর্মচারীদের সমাবেশে প্রদত্ত ভাষণ থেকে উদ্ধৃত)

"সরকারি কর্মচারী ভাইয়েরা, আপনাদের জনগণের সেবায় নিজেদের উৎসর্গ করতে হবে এবং জাতীয় স্বার্থকে সবকিছুর উর্ধ্বে স্থান দিতে হবে। এখন থেকে অতীতের আমলাতান্ত্রিক মনোভাব পরিবর্তন করে নিজেদের জনগণের খাদেম বলে বিবেচনা করতে হবো"

সরকারি কর্মচারীদের প্রতি
জাতির পিতা বঙ্গবন্ধু শেখ মুজিবুর রহমান

■ "আপনাদের মনে রাখতে হবে যে, আপনারা এদেশেরই সন্তান। ...আপনারা হয়ত বাবা-ভাইয়ের গ্রামে, মা-বোনের গ্রামে চাকরি করেননা। আপনাদের কর্মস্থল হয়ত অন্য জেলায়। কিন্তু আপনারা ভাবা করে লক্ষ্য করে দেখবেন, সেখানেও হয়ত আপনার বাবার মত চেহারার মানুষ আছে, আপনার মা-বোনের মত চেহারার মহিলা আছে। আপনারা তাদের সেবক হবেন। শাসনকর্তা হবেন না। স্বাধীন দেশে তা কখনও হওয়া চলেনা"

(১৯৭২ সালের ৮ মে সারদা পুলিশ একাডেমিতে প্রদত্ত ভাষণ থেকে উদ্ধৃত)

BASIC CONCEPT, ORIGIN AND PRINCIPLES
Concept & Origin

The concept of Citizen's Charter enshrines the trust between the service provider and its users. The concept was first articulated and implemented in the United Kingdom by the Conservative Government of John Major in 1991 as a national programme with a simple aim: to continuously improve the quality of public services for the people of the country so that these services respond to the needs and wishes of the users. The programme was re-launched in 1998 by the Labour Government of Tony Blair which renamed it "Services First".

CC First Generation in Bangladesh : Historical Background

- In 2007, the Cabinet division led CC initiatives and later on May 28, 2007 Ministry of Establishment communicated the decision by 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 six principles of the Citizen's Charter

The basic objective of the Citizen's Charter is to empower the citizen in relation to public service delivery. The six principles of the Citizen's Charter movement as originally framed were:

1. Quality: Improving the quality of services;
2. Choice: Wherever possible;
3. Standards: Specifying what to expect and how to act if standards are not met;
4. Value : For the taxpayers' money;
5. Accountability: Individuals and Organisations; and
6. Transparency: Rules/Procedures/Schemes/Grievances.

The nine principles of Service Delivery

These were later elaborated by the Labour Government as the nine principles of Service Delivery (1998), which are as follows:-

1. Set standards of service;
2. Be open and provide full information;
3. Consult and involve;
4. Encourage access and the promotion of choice;
5. Treat all fairly;
6. Put things right when they go wrong;
7. Use resources effectively;
8. Innovate and improve;
9. Work with other providers.

Who is a 'Citizen' with reference to Citizen's Charter?

- All The Stakeholders
- Citizens
- Customers
- Clients
- Users
- Beneficiaries
- Other Ministries/ Departments/ Organisations, Governments
- Administrations etc.

FORMULATION OF CITIZEN'S CHARTERS
Rationale of a Citizen's Charter

- A Citizen's Charter is the expression of an understanding between citizens and the provider of a public service with respect to the quantity and quality of services the former receive in exchange for their taxes. It is essentially about the rights of the public and the obligations of the public servants.

Components of a Citizen's Charter

A good Citizen's Charter should have the following components:-

1. Vision and Mission Statement of the Organisation
2. Details of Business transacted by the Organisation
3. Details of 'Citizens' or 'Clients'
4. Statement of services including standards, quality, time frame etc. provided to each Citizen/ Client group separately and how/ where to get the services
5. Details of Grievance Redress Mechanism and how to access it
6. Expectations from the 'Citizens' or 'Clients'
7. Additional commitments such as compensation in the event of failure of service delivery.
8. Expectations from the clients

Citizens' Charter Formulation Road Map

1. Formation of Task Force;
2. Identification of all Stakeholders and major services to be provided by Organisation;
3. Consultation with Clients/Stakeholders/Staff and their representative associations;
4. Preparation of Draft Charter
5. Circulation for comments/suggestions;
6. Modification of Charter to include suggestions;
7. Consideration of the Charter by Core Group;

Model Guidelines

The following guidelines should therefore be useful:

- To be useful, the Charter must be simple;
- The Charter must be framed not only by senior experts, but by interaction with the cutting edge staff who will finally implement it and with the users (individual organisations);
- Merely announcing the Charter will not change the way we function. It is important to create conditions through interaction and training for generating a responsive climate;
- Begin with a statement of the service(s) being offered;

Model Guidelines

- A mention be made against each service the entitlement of the user, service standards and remedies available to the user in case of the non-adherence to standards;
- Procedures/cost/charges should be made available on line/display boards/ booklets inquiry counters etc at places specified in the Charter;
- Frame a structure for obtaining feedback and performance audit and fix a schedule for reviewing the Charter every six months at least;
- Separate Charters can be framed for distinct services and for organisations/ agencies attached or subordinate to a Ministry/Department.

General Structure Guidelines

These can be stated as follows:

- A brief statement regarding the services concerned;
- Public Interface of the service concerned to be addressed (e.g., Reservation, Passenger amenities by Railways, Mail Delivery etc);
- Commitment to Standards (Time frame, Quality of service);
- The Staff: What to except from them?
  : Where are they located?

General Structure Guidelines

- Keeping citizens informed: What information do they need?
- If things go wrong (remedial measures);
- What could go wrong;
- Whom to contact;
- What to expect to set it right.
- How citizens can help the organisation?

What Makes a Good Charter?

The elements of a good charter can be said to be:
1. Focus on Customer Requirements;
2. Simple Language;
3. Service standards;
4. Effective Remedies;
5. Training;
6. Delegation;
7. Feedback Mechanism;
8. Close Monitoring;
9. Periodic Review.

Things to Remember

What Citizens Expect From Government Departments/Service Providers
1. Reliability, i.e., consistency in performance;
2. Responsiveness, i.e., timely service;
3. Credibility i.e., having customer interest at heart;
4. Empathy, i.e., attention to customer's needs;
5. Courtesy and care, i.e., physical evidence of willingness to serve.

The six important areas to be covered in every Citizen's Charter

1. Published Standards;
2. Openness and Information;
3. Choice and Consultation;
4. Courtesy and Helpfulness;
5. Redress when things go wrong;
6. Value for money;

Why Second Generation Citizen Charter?

- The 1st generation CC created awareness about the availability of government service;
- Created an opportunity for demanding and getting service;
- But there were couple of fundamental problems that did not let the 1st generation CC implemented properly and it remained without any visible or substantial impact upon the implementers or the beneficiaries.

Problems and weakness of CC implementation:

- It was a 'one-size-fits all' approach;
- published hurriedly by the central administration without considering the lack of capacity and logistic facilities of the field officers;
- Lack of proper orientation/training;
- There was no assessment of public need;
- CC was confined within a notice board or poster hanging on the wall of DC office or AC(Land) office;
- Bureaucratic bottlenecks and negative mindset;

Problems and weakness of CC implementation:

- Incorrect public service classification in the charters;
- Service related Information Remains Unclear and Inadequate;
- Service Timelines are vague and incalculable;
- Absence of functioning complaints and/or grievance redress mechanisms;
- Bureaucratic bottlenecks and negative mindset of the field officers;

Why Second Generation CC?

- Considering the revealed weakness of the 1st generation CC, the Government began to work on 2nd Generation Citizen's Charter in 2010;
- The 2nd generation CCs were initiated by the MoPA through the "Civil Service Change Management Program (CSCMP)";

The CSCMP

- Aims at providing technical assistance to the government of Bangladesh in initiating strategic interventions in the area of civil service of Bangladesh that facilitates the implementation of program for generating improvements and gradual transformation in the civil service comprising 3 components: (a) Managing change in the civil service; (b) Capacity development of training institutions; and (c) Ethics and integrity in civil service.

Project Snapshot: CSCMP

- Implementation Period:
  - January 1, 2008 to June 30, 2014

- Foreign fund (cash only)
  - UNDP : 5.5 **(US $ Million)**
  - GOB: 81.66 (Lakh taka)

(Component 1): Change Management and Human Resources

Summary result

- **Innovation institutionalized through GIU;**

- **The Citizen's Charter Initiative piloted and up-scaled;**

Output (Component 2): Institutional capacity development

- BPSC examination application process automated
- MoPA Roadmap approved and Public Service Act drafted
- Training on Quality Management Completed
- Gender guidelines drafted and BCSWN formalized

Output (Component 3): Ethics Integrity and Values

- aimed to provide support in designing comprehensive communication and advocacy activities including the production of knowledge products and communication materials;

- A number of public officials attended the International Anti-Corruption Conferences in 2010 and 2012.

Formatting 2nd generation CC by CSCMP

- To remedy the shortcomings of the 1st one, CSCMP took initiative to **design the 2nd generation CC**, it **piloted and up-scaled the 2nd generation CC;** (incorporated in the first component of CSCMP entitled **Change Management and Human Resources);**

- Following a comprehensive implementation strategy it approached the Charter preparation and execution **in a more systematic and holistic way, allowing for the effective involvement of civil society**;

Methodology

- It approached the Charter preparation and execution **in a more systematic and holistic way, allowing for the effective involvement of civil society**;

- Adopted a "bottom-up" approach incorporating consultations with major stakeholders;

- Accounted for local interests and needs, and constraints of service recipients and service providers respectively;

Contd.

- The 2nd generation citizen charter designed a comprehensive implementation strategy with a completed three-tiered monitoring (central, local and citizens) and evaluation system which ensures a level of transparency and accountability and may be used as an organizational management tool to standardize the delivery of public services at the local offices.

Existing Scenario of piloting

- 2nd Generation Citizen's Charters Initiative was piloted in 56 public service providers (PSPs) under 13 ministries in 16 districts of the country;

- A small scale customer satisfaction survey was conducted;

Selected Districts and Public Service Providers

Sl.	District	Selected Public Service Providers
01.	Moulvibazar	Moulvibazar Municipality, Sadar Upazila Primary Education Office , DC Office
02.	Sunamganj	General Hospital, Sadar Upazila Land Office, DC Office
03.	Kustia	Sadar Upazila Primary Education Officer, District Agriculture Extension Officer, DC office
04.	Jhenidah	Sadar Hospital, District Social Welfare Office, DC Office
05.	Dinajpur	Sadar Upazila Primary Education Officer, District Social Welfare Office, DC Office
06.	Kurigram	Sadar Hospital, District Agriculture Extension Officer DC Office
07.	Rajshahi	District Livestock Office, District Youth Development Office District Agriculture Extension Officer , DC Office
08.	Joypurhat	Joypurhat Municipality, Sadar Hospital, District Women Affairs Office, DC Office

Selected Districts and Public Service Providers

Sl.	District	Selected Public Service Providers
09.	Chapia Nawabganj	Chapia Nawabganj Municipality, Sadar Hospital, DC Offce
10.	Rangamati	Sadar Hospital, Sadar Upazila primary Education Office, DC Office
11.	Noakhali	Sadar Upazila Land Settlement Officer, Sadar Hospital, Sadar Upazila primary Education Office, DC Office
12.	Barishal	Sadar Hospital, District Upazila Primary Education Office, DC Office
13.	Jhalokati	Sadar Upazila Registration Officer, Sadar Upazila Agriculture office, DC Office
14.	Gopalganj	Tongipara Upazila Parishad, Sadar Hospital, District Agriculture Extension Office, Sadar Upazila Primary Education Office, DC Office
15.	Kishoreganj	Sadar upazila Parishad, Municipality, District Secondary education office, DC Office
16.	Jessore	Sadar Upazila AC Land Office, District Women Affairs Office, Sadar Upazila Social Welfare office, DC Office

List of Ministries Involved in the Process

Sl.no.	Name of ministries
1.	Cabinet Division
2.	Ministry of health and family welfare
3.	Ministry of primary and mass education
4.	Local government division
5.	Ministry of agriculture
6.	Ministry of social welfare
7.	Ministry of land
8.	Ministry of women and children affairs
9.	Ministry of education
10	Law and justice division
11.	Ministry of home affairs
12.	Ministry of youth and sports
13.	Ministry of fisheries and livestock

CC Lesson Learned

- a. CC needs to be formulated based on stakeholder consultation;
- b. CC needs to be supported by a legal instrument;
- c. Uniform standard needs to be established for a particular service;
- d. The capacity of the service provider needs to be taken into account;
- e. Clear guidelines needs to be disseminated for the formulation of the CC;
- f. Service Process Simplification exercise needs to be conducted before finalization a service standard;

CC Lesson Learned:

- Should pay much more attention to the ideas behind it;
- Can best be formulated locally, i.e. at the district and upazila level, through a continuous, ineractive process between public officers and citizens to effectively reflect the local needs, demands, circumstances etc. that determine what services are actually needed;

The key principles of the Second Generation CC

- Set standards of services to meet the needs and expectations of the citizens;

- Focus on the needs of the citizens and the capacity of the provider;

- Engage local citizens and service providers in the formulation process;

- Encourage citizen-civil servant collaboration;

The key principles of the Second Generation CC

- Promote transparency through information and monitoring;
- Establish 'open' mechanisms for citizen's complaints and redress (*Standards will be displayed at important places, annual report etc will be publicized*);
- Reflect value of money through efficiency and cost-effectiveness (satisfaction should be at least equal or more than the money spent);
- Require patience, dedication and commitment.

Building on Available Resources

- As Civil Service Change Management Programme (CSCMP) of the Ministry of Public Administration has piloted the 2nd generation Citizen's Charter (CC) in 56 public service providers of 13 ministries across 16 districts, the current initiative can be built on the achievement made so far;

- On the other hand some initiatives regarding the service process simplification in the public sector has been taken by the Access to Information (A2i) project of the Prime Minister's office. The relevant achievements of the project can also be useful available resources for the initiative

Implementation strategy

- MoPA in collaboration with GIU and Cabinet Division should form an internal resources team for implementing and coordination this initiatives;

- This initiative needs technical expertise and requires financial backup which might be difficult to arrange from the government budgets. Therefore for smooth and effective implementation GIU may need to make partnership with potential development partners.

2nd gen. CC and Right to Information Act

- As in CC the central and local administration publicly announces the services, it is a major element of the further implementation of the RTI act;

- The 2nd gen. CC enables civil servants and citizens alike to come up with follow up action that puts some meat to the bones of the RTI Act and permeates with its principles.

Monitoring Framework of Citizen's Charter

- **Monitoring by the Central Administration**: an Inter-Ministerial Focal Points (IMFP) group has been formed with officers from all 14 Ministries;

- **Monitoring at the Service Provider's level:** the Citizen's Charter Formulation Working Group (CCFWG) has been formed. It ensures participation from the members of the civil society. It will also monitor the CC implementation through systematically registering and monitoring service delivery timeline;

Contd.

- **Monitoring by the Local Administration:** The local administrator, particularly the DC, is in charge of ensuring that the PSPs deliver a monthly report on the progress of CC;
- **Citizen Feedback:** The citizen's satisfaction card to collect citizen responses at the PSPs to verify citizen's satisfaction and provided service;

Follow-Up Actions

- Revisions of Charters;
- Restructuring of the CCFWG to CCWG (Citizen's Charter Working Group);
- Complaints & Citizen Satisfaction Cards Boxes;
- Advocacy for a Citizen's Charter Unit;
- Evaluating field level performance on CC centrally connecting it with APA;
- Important questions to be addressed during Evaluation Phase- (this can be done by arranging Public Hearing—গণ শুনানি) :

Recommendations for CC's Roll-Out

- Improve coordination & cooperation for effective citizen's charter implementations;

- Intensify monitoring for continuous improvement;
- Increase Internal and external awareness on the Citizen's Charter;

- Emphasize **'Innovation'**

Why INNOVATION?

- The 2nd generation CC is a manifestation of the commitment of Government offices to deliver services to the citizens in a transparent, accountable, responsive and timely manner;
- Similarly, 'innovation' in governance encourage many new forms of citizen engagement, transparency and accountability.
- Innovation is congruous with the 2nd generation CC. And the transformations in service delivery possible through innovation;

Innovation at MoPA

উদ্যোগের নাম	বাস্তবায়নকারী অনুবিভাগের নাম	বাস্তবায়ন অগ্রগতি
শৃঙ্খলামূলক মামলায় সমন্বিত তথ্য ব্যবস্থাপনা	শৃঙ্খলা ও আইন	এ সংক্রান্ত সফটওয়্যার প্রস্তুত হয়ে গেছে।
অভিযোগ ব্যবস্থাপনা পদ্ধতি ডিজিটালাইজড করা (অভিযোগ সংক্রান্ত কার্যক্রম/নিষ্পত্তি বিষয়ক তথ্য অনলাইনে অভিযোগকারীকে অবহিত করার উদ্যোগ গ্রহণ করা হয়েছে) ।	শৃঙ্খলা ও আইন	এটি চালু করা হয়েছে।
মামলাসমূহের ডাটাবেজ তৈরি	শৃঙ্খলা ও আইন	এটি চালু করা হয়েছে।
কর্মকর্তাদের পিডিএস-এ মোবাইল নং ও ই-মেইল আইডি সংরক্ষণ	এপিডি অনুবিভাগ	এটি চালু করা হয়েছে। তবে ওএসডি অফিসারদের তথ্যাদি সংগ্রহে বেশ সমস্যা হচ্ছে।
পিইএমএস বাস্তবায়ন	সিপিটি	এটি চালু করা হয়েছে।
সকল ক্যাডারে পিএমআইএস বাস্তবায়ন	সিপিটি	সরকারি অর্থায়নে একটি 'কর্মসূচি'র অধীনে বাস্তবায়নের কাজ চলমান আছে।
ই-লার্নিং প্ল্যাটফর্মের মাধ্যমে অনলাইন কোর্স পরিচালনা	সিপিটি	৩১,০০০ এর অধিক কর্মকর্তা নিবন্ধন গ্রহণ করেছেন; ১৯,০০০ এর অধিক কর্মকর্তাকে 'আইডি' প্রদান করা হয়েছে, কাজ চলমান আছে।
NESS বাস্তবায়ন	সিপিটি	অনলাইন 'ভ্রাম্যমান আদালত পরিচালনা' শীর্ষক প্রশিক্ষণ কোর্স কারিকুলাম-এর উপর বৈকবন কর্মশালা সম্পাদিত হয়েছে। প্রশিক্ষণ উপকরণাদি সরকারের নিমিত্ত ফার্ম নিয়োগের জন্য EOI আহ্বান করে বিজ্ঞপ্তি প্রকাশের নিমিত্ত পত্রিকা অফিসে প্রেরণ করা হয়েছে।

Role of DC's in implementing CC

- Ownership and oneness with the people;
- Public hearing;
- Strengthen Evaluation system;
- Capacity Development;
- Ensuring congenial working environment in the office;
- Encourage innovation

THANK YOU ALL