



KHAN FOUNDATION

In Special Consultative Status with the Economic & Social Council of the United Nations

PROJECT REPORT

ON

PROGATI

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CONTEXT AND RATIONAL

Bangladesh faces a severe problem with regard to promoting Governance, Accountability, Transparency and Integrity. An important component of efforts by Governments to achieve MDG goals are the participation of and partnership with the private sector and civil society organizations. It is observed that some structural inadequacies exist which creates a space that allows corruption to be committed in the public sector and weakens our social accountability to promote democracy. Some of the lacking include ineffective and unsustainable public expenditures; lack of ownership, poor maintenance of facilities and no cost recovery, lack of capacity in local governments and communities to efficiently plan, implement and operate new investments; absence of effective monitoring and evaluation capacity, limited access to information.

As a corollary to KF's holistic ideas of an accountable and democratic society, KF is consistently working to ensure good governance & a consequent corruption free society. Promoting principles of integrity, accountability, transparency and responsiveness to decrease the level of corruption is one of the key objectives. KF has been working to expand the civic engagement in ensuring good governance by reducing corruption. KF argues that for such a 'hybrid' form of citizen led accountability to be effective, it is important that citizens be given legal standing within institutions of public sector oversight, a continuous presence within the oversight agency's work, structured access to official documentary information, including spending records, and the right to issue dissenting perspectives directly to legislative bodies.

GOAL: To combat corruption, strengthen democracy and promote decentralization by ensuring the proper functioning of public service sectors

ACTIVITIES:

Capacity building of CSOs/Citizen Forums: Training on Community Scorecard: Use and Applications

The objectives are

- To educate about the Community Scorecard and its implementation
- To improve the skills of the CSO representatives and Citizen Forum Members
- To improved their strength in planning and managing citizen-led monitoring of government services at the grassroots level

Anti-Corruption Awareness Campaigns

The objectives of these campaigns were:

- To build social awareness through anti-corruption campaign.
- To build an anti-corruption sentiment amongst rural people and various professions
- To reduce corruption from grassroots level.

Citizen-led Exercises to Monitor Public Service

The objectives of the campaign are:

- To facilitate dialogue between citizens & government officials to promote accountable, transparent & responsive services provisions at the local level
- To raise awareness of the importance of transparent & accountable government action & highlight the impact of corruption on local economic, social & environmental systems.

Budget Dialogues

The objectives of the campaign are:

- To ensure effective participation of the people in national budget making process.
- To strengthen skills and ability to manage similar activities in the future.
- To raise awareness among people of the budget, its role & implications.
- To generate an expectation among the public for a higher level of consultation in the public budgeting process and create an alliance of civil society members

District Level Entry-Point Mapping and Advocacy Task

At the district level, citizen participation in the oversight of policy making and implementation is minimal. Through the organizing of district level meetings, the CSOs aim to strengthen the district-level decision-making structures for the sectors of health, education and VGD to bring about an improvement in the quality of the public services.

Citizen Charter's Adaptation for Local Use Task

Citizens are unaware of the various public services that the government is obliged to provide. By organizing meetings and formulating Citizen Charters at the Upazila and Union Parishad level, the aim is to inform citizens of the services and to improve government performance.

Meetings with Government Officials and Local Administration (Under District Level Entry-Point Mapping and Advocacy Task and Citizen Charter's Adaptation for Local use Task)

The objectives of the meeting are:

- To ensure CSOs, Citizen Forum members, government officials as well as representatives from government oversight bodies come together and discuss ways to strengthen the decision-making structures and promote citizen involvement for improvement in services.

Meetings with Citizen Forums (Under District Level Entry-Point Mapping and Advocacy Task and Citizen Charter's Adaptation for Local use Task)

The objectives of the meeting are:

- To ensure that the concerns of the community and its citizens are raised and given attention
- To build the capacities of the Citizen Forum members to act as a pressure group and important agents of change in their communities

BENEFICIARIES

The public in general and especially at the grassroots level has benefited because they have receive improved public services, they have become more aware about corruption issues and national and local budgets. They have increased their participation in the various committees and are able to more effectively communicate about the concerns they face in their communities to the public administration and government officials.

This project has targeted the CSOs and the Citizen Forums since they are the most important element of project implementation. CSO representatives and Citizen Forum members have received training on the use and applications of the community scorecard. The CSO representatives were also responsible for organizing the anti awareness campaigns, the budget dialogues and the meetings between government officials and citizens to discuss the findings of the citizen monitoring of public services. They have also set up meetings with the

government officials and the Citizen Forums to strengthen the district level committees and to formulate citizen charters for the different public services.

WORKING AREAS:

Sl. No.	Districts	Type of Activity
1	Munshiganj	Citizen Monitoring Training and Exercises, Anti Corruption Awareness Campaigns, Budget Dialogues
2	Manikganj	
3	Cox's Bazar	
4	Chittagong	
5	Noakhali	
6	Laxmipur	
7	Chandpur	
8	Comilla	
9	Brahmanbaria	
10	Dinajpur	
11	Thakurgaon	
12	Chapainawabganj	
13	Rajshahi	
14	Bagerhat	
15	Kustia	
16	Natore	
17	Naogaon	
18	Barguna	
19	Satkhira	
20	Jhenaidah	Citizen Charter
21	Meherpur	
22	Khulna	Entry-Point Mapping and Advocacy

KEY OUTPUTS

MAIN ACTIVITY: CITIZEN MONITORING TRAINING

Type of Activity	Number of Batches	Number of Participants		
		Male	Female	Total
Citizen Monitoring Training	7	140	63	203
TOT on Citizen Monitoring	2	27	11	38
Refresher Training	1	8	8	16
Citizen Monitoring Training - Entry Level	8	112	96	208
Citizen Monitoring Training - Intermediate Level	3	48	29	77
Total		335	207	542

**MAIN ACTIVITY: ANTI-CORRUPTION CAMPAIGN, BUDGET DIALOGUE,
CITIZEN MONITORING CAMPAIGN AND EXERCISES**

Type of Activity	Number of Events	Number of Government Official Present	Number of Public Representatives Present	Number of Participants		
				Male	Female	Total
Budget Awareness Campaign	58	123	103	7343	4353	11,696
Anti-corruption Campaign	56	89	86	30,526	10,964	41,490
Citizen Monitoring Campaign	66	153	127	12,691	13,198	25,889
IACD Campaign	41	106	39	5274	2807	8081
Divisional Orientation on Community Scorecard Methodology	4	251		380	45	425
Citizen Watchdog Network Lesson Learned Conference	1			63	11	74
Civil Society and Government Officials Network Meeting	1	59		69	15	84
District Work Plan Meeting in 3 District (January 2010)	3			136	23	159
District Work Plan Meeting in 7 District (December 2010)	7			292	67	359
Total	237	781	355	56,774	31,483	88,257

MAIN ACTIVITY: CITIZEN CHARTER'S ADAPTATION FOR LOCAL USE

Type of Activity	Number of Events	Number of Participants		
		Male	Female	Total
ToT on Citizen Charter	1	11	11	22
District Level Co-ordination Meeting	15	131	20	151
Workshop for Formulating Citizen Charters	6	99	51	150
CSO-Citizen Forum Meeting	18	193	92	285
Working Group Meeting (CF-GOB)	18	174	77	251
Joint Monitoring Meeting (CF-GOB)	6	130	57	187

MAIN ACTIVITY: DISTRICT LEVEL ENTRY-POINT MAPPING AND ADVOCACY

Type of Activity	Number of Events	Number of Participants		
		Male	Female	Total
ToT on District Level Entry Point Mapping and Advocacy	2			
District Level Co-ordination Meeting	4			
Orientation on District Level Entry Points	2	31	13	44
CSO-Citizen Forum Sharing Meeting	18	258	91	349
District Level Meeting	8	283	64	347
Follow-up Meeting	3	103	15	118

KEY ACHIEVEMENTS

Khan Foundation has been engaging in activities to increase citizen participation in the process of democracy such as engaging in citizen monitoring of public services, participating in district level committees for the various public services, taking part in budget dialogues among others. Khan Foundation has been working with several social accountability tools for the past few years. One of KF's new and innovative tools to fight corruption is the **Citizen Monitoring of Local Public Services, Publicity and Campaign Training Manual** to monitor public services at the grassroots level. This has been developed under the USAID PROGATI program. The module was prepared through 63 days of discussion between Khan Foundation and representatives of PROGATI. Field test was also carried out for the formulation of the seven stages in Munshiganj district, Gozaria Upazila and Bhoberchor Union at a primary school. KF has also prepared a **Practical Guideline for Developing Citizen's Charter**, which is a document that will enable citizen charters to be formulated, which will improve access to and quality of public services. The citizen charter is a document that provides important information about the services provided by the respective public agency such as the types of services, contact information of relevant persons, procedure for complaints etc. KF also prepared **Implementing Guideline for Strengthening District Level Service Sector Legal Decision-Making Structures**, which is a guideline, aimed to strengthen the decision-making structures in order to promote citizen involvement for improvement in services. For carrying out these activities and ensuring their success, KF formed Citizen Forums, which are citizen groups comprised of groups of people from different professions, age groups, social class and interest who have the common goal of helping their communities to become developed. These Citizen Forums engage with the local CSO representatives and conduct the citizen monitoring activities.

IMPACT

Anti-Corruption Campaigns

These campaigns were successful in having positive impacts both at the individual and organization level. It was observed that previously people did not have any courage to talk about corruption in the communities. As a result of these campaigns, they become aware on and worked as a collective force to reduce corruption from the society. Some CSOs were also inspired by these campaigns and influenced other organizations to raise their voice against any corruption. They also merged anti-corruption issue with other existing programs. Some organization incorporated Good Governance and Transparency issues in their organization's objectives.

Budget Dialogues

Previously general people believed that budget is the most critical and complex issues and this process are entirely controlled by the Ministers, Member of parliaments and bureaucrats. There is limited opportunity for people's participation in the budget formulation process. Now, as a result of budget dialogues they believe that budget is an important issue ensuring transparency accountability and responsive government. They became skilled and committed to organize these types of campaigns in regular basis with support of Citizen Forum and CSOs. These dialogues also encouraged the local government representatives to prepare an open budget for the union Parishad. Members of Parliament and representatives from C&AG office were present in some of these dialogues as observer under a cross component activity visit of PROGATI Program. They agreed that this type of campaigns helped to establish local demand in national budget and made the budget process transparent.

Citizen Monitoring Exercises

Through this process community people were encouraged to become involved through existing CSOs to monitor the public services ensuring transparency, accountability and responsive government. These exercise empowered the communities and make the government official more accountable to fulfill their duties according to their stated service rules. Community members especially the vulnerable groups are now able to understand more fully their entitlements by right, law or regulation. Now these People can discuss how to approach service providers and what their objectives will be in any dialogue. This implies a change in the service providers approach to service delivery towards increased efficiency, transparency, accountability etc. Through this process a positive relationship developed between service provider and receiver and they sit together regularly to reduce corruption from the society. Communities can start negotiation with those responsible people for providing services or who are responsible for developing policy.

Citizen Charter Adaptation for Local Use

An immediate impact of our work that was observed is the awareness about Citizen Charters. Although 1st Generation CCs have existed for a while and UNDP with the Government of Bangladesh has taken measures to formulate more effective 2nd Generation CCs, at the Upazila and UP level, there is inadequate knowledge about CCs, why they are needed and how they aim to strengthen and improve the quality of basic services. With this activity, we were able to explain the concept and usefulness of the CC to various households at the grassroots level. Even government officials, like community members did not have a clear understanding of CCs and what their roles are in regards to this.

Another positive outcome of the Citizen Charter activities include the level of interaction between the CSOs, CFs and government officials. Citizens who are part of the CFs usually do not have opportunities to meet with government officials, discuss concerns and figure out solutions. Through the working group meetings, citizens were able to come together and act as a pressure group. In these meetings and in their own professions/work, the CF members became more influential. It was found that the CC activities had a direct and positive impact on the local citizens and the community. We found that the hanging of the CCs drew large crowds and was a memorable occasion. Local citizens expressed their gratitude for the 2nd Generation CCs.

District Level Entry-Point Mapping and Advocacy

In Meherpur, CSOs have shown extensive collaboration and cohesiveness. They have met several times to discuss approaches to holding the district-level meetings. The local CSOs met among themselves and they also met with some CF members. They have had consultations with the government officials including the Civil Surgeon and Deputy Director, Family Planning Department and have shown effort. The CSOs also met with representatives of the three government oversight bodies, and representatives from the district level offices attended the meetings. Some CF members effectively highlighted the problems in the sector and the concerns of its community members to the government officials

CHALLENGES

Another challenge was involving the government officials in the process of Citizen Charter Adaptation for Local Use and the District Level Meetings to Strengthen Decision making Structures. In the meetings, it was found that the government officials did not give enough time. Government officials would turn off their phones and come up with excuses not to show up. Additionally, although many government officials do end up attending these

meetings, they do not engage in active participation. To overcome this, KF encouraged the CSOs to carry out one-to-one consultation. They needed to act as a pressure group, with the help of the CF to convince the government officials that it is in their best interest to come to these meetings.

One of the major challenges that kept coming up through the program period was the lack in effective co-ordination among the local CSOs. These local CSOs need some capacity building focusing on team building and forming partnerships. Another related problem is the lack in effective co-ordination within the CSOs. These CSOs at the local level handle various projects of different types and scales and hence are not able to balance their tasks efficiently. This was found in both districts. To tackle both these problems, KF provided technical assistance and continuous support and guided these CSOs throughout the process.

One challenge was that after the Citizen Charters were formulated and ready to be hung, CSOs and CF members had difficulty getting approvals from the local administrations. As mentioned in the previous report, it was a challenge at the primary stage before any of the groundwork started since local administrations questioned the legitimacy of PROGATI and required government approval from the national level. Again, after all those were sorted, problems arose with regards to hanging as UNOs were stretching the process. In order to combat this challenge, in several cases, permission was received from the different line ministries. In other cases, CSOs and CF members approached the district level government officials who gave permission to hang these Citizen Charters.

RECOMMENDATIONS

When forming the CFs, it is important to have representation by gender, profession and age groups as well as geographic representation. However, it is also important to ensure the dedication and commitment of these people. We need to form a CF with citizens who are willing to take initiative and put their time into the activities. While planning activities, local environment must be considered and some strategies must also be developed. For instance, when holding CF meetings, the venue must be on a rotation basis so that the same people do not have to commute long distances every week.

It is recommended that such sensitive activities involving government officials, local administration, Citizen Forums and CSOs, if implemented in future involve longer duration with enough time to conduct monitoring, follow-up and evaluation. Without follow up and evaluation, it is difficult to assess the feasibility and effectiveness of the program. Longer time duration will also enable the CFs to get more trained and develop their capacities to become important players in their communities as well as sustainable channels for implementing development activities.

SUCCESS STORIES

Citizen Monitoring Corrects Wrongdoing in the Construction of the Infrastructure at 23No Kufadanga Primary School

This occurred during the formulation of the Citizen Charter for the 23 No Kulfadanga Government Primary School in the Moharajpur Upazila of the Jhenaidah district. On the event of the preparation of the draft Citizen Charter with the help of Khan Foundation, a working group meeting with the Citizen Charter Formulation Committee was taking place. The school's primary teacher, teacher representatives, school management committee, guardians, local CF representatives formed the working group for the preparation of the draft charter through discussion and presentation.

While discussing the draft Citizen Charter, the topic of discussion moved to the facilities of the school and it was found that restoration work of the school infrastructure (toilet) had been taking place. It was discussed what supplies would be required for this construction/restoration work and it included bricks, sand, cement. It should be noted that, three toilets were being constructed with the development aid allocated to this region. At this point, the CF members present in the working group meeting immediately agreed to monitor the construction work using citizen monitoring. They decided to speak to the contractor to obtain information. They carry out side observation and monitor the use of supplies and the level of progress. In this manner, the next day they interviewed the contractor and found out more details regarding the construction of the toilet and decided to attend the worksite the next working day to find out about tender papers, the types of supplies needed, the number of working days allocated, and the amounts of supplies used etc.

The CF members also interview and had discussions with the CF members of the village next door to the school site to find out their opinion or concerns regarding the construction work. After hearing some negative feedback and suspicious of wrongdoing, the construction work was halted immediately with the request of the local citizens.

Following this, a meeting was organized with the school administration, school management committee, local CF, and contractor. The main agenda was to discuss the differences of the allocated supplies for the work and the amount of supplies actually used. The contractor admitted this claim and with sorrow asked for apology. He agreed to use the allocated supplies for the construction. According to this discussion, all the unused supplies were sent back to the construction site and the construction work started all over again with the proper use of supplies. In June 7, 2012, while the meeting for Citizen Charter Implementation and Monitoring was taking place, CF members monitored the progress of the construction. They expressed satisfaction at the rate of progress. At this point, the construction is ongoing with the CF and school management committee governing the work.

ENSURING TRANSPARENCY AND ACCOUNTABILITY IN FOOD AID PROGRAM

In Gabindapur Union of Faridganj Upazila, Chandpur district, as in many communities of rural Bangladesh, the extremely poor are eligible for government food assistance through the Vulnerable Group Development (VGD) and Vulnerable Group Feeding (VGF) Program. This program is rife with corruption, with officials siphoning off food and selling it at the local markets or distributing it to friends and relatives rather than the extremely poor.

Community scorecard exercise, a social accountability tool introduced to identify corruption in public services and promote dialogue between citizens and government officials, aims to reduce misuse of VGD and VGF. The scorecard exercise identified specific areas of corruption in the VGD and VGF program at Gabindapur Union of Faridganj Upazila, including nepotism in VGD and VGF cards distribution, selling rice/wheat at the local markets or distributing it to friends and relatives rather than the extremely poor by the authority, distributing wheat instead of rice, distributing 18-21 kg rice instead of 30 kg in VGD program, distributing 7-8kg rice instead of 10 kg in VGF program.

Local CSO representatives and Citizen Forum of this union organized a dialogue with government officials and local government representative to review the findings where about 600 people participated (both male – female) and made the service provider accountable to establish people rights. In this dialogue the Upazila Nirbahi Officer (UNO), responsible for overseeing government programs at the local level, expressed his strong personal commitment to tackle corruption in the VGD and VGF program.

Through community scorecard exercises, local CSO and citizen groups of Gabindapur Union of Chandpur district have brought transparency in the VGD and VGF programs and achieved the following:

- Participatory selection process
- All criterions of selecting card receivers being followed
- VGD card holders now getting 29 kg rice (actual 30 kg); previously they used to receive 18-21 kg;
- VGF card holders now getting 10 kg, previously they used to receive 7-8 kg;
- After the Citizen Monitoring dialogues, local administration and citizen forum meet once every two months to oversee the VGF and VGD program

ENSURING IMPROVEMENT IN EDUCATION THROUGH CITIZEN MONITORING

Upon receiving training on Citizen Monitoring using Community Scorecard from Khan Foundation, two local CSOs in Comilla district, Drapan Shamaj Unnayan Kendro and Dustho Maa O Shishu Kallyan selected a target area and formed a coordinating committee to monitor the education services at Gulbagicha Model Primary School with a view to aware the community of their rights to receive high quality of services, the damages done by corruption and the need to actively participate in the Community Monitoring exercise. The coordinating committee visited the school and gathered information from the school authorities, including the teachers. Following these activities, the Coordination Committee arranged a group discussion where a large number of participants (105) were representing students' guardians were present. Members of the local community were also present. In this group discussion, the students, guardians and local community expressed concerns of the education system as well as the lacking of the government. They were very eager and keen to raise issues and make their concerns known. After compiling the information from the services providers and service receivers and carrying out the steps of the community score card, Khan Foundation arranged an "Interactive Meeting" with the association of

DARPAN and Dustho Maa O shishu Kallyan Kendro, Comilla. It was a gathering of 200-250 people where the citizens had the opportunity to meet the government officials and demand from them better services. Citizens expressed that the government can ensure public rights by developing transparency and accountability. Although it may seem quite challenging to bring together service providers and receivers in the same room, both parties were co-operative. The higher government officials made a few commitments and soon after the following changes were observed:

- Year plans and budgets including income and expenditure have been formulated
- Proper allocation and expending of contingency fund
- Collection of additional tuition or coaching fees have been stopped
- Regular management committee meetings have been taking place
- Alternative arrangements for drinking water have been made including steps taken to set up a tube well
- First Aid Supplies and other necessary emergency supplies have been ensured

Khulna District Taskforce Committee Becomes Functional

Education is the backbone of a nation. Ensuring education to all and skilful is the basis of Primary Education. A country's most important resource is human capital and therefore education is crucial. The State will ensure free and compulsory education according to the Constitution. The District Taskforce Committee was formed under the circular signed by Khalid Parvez Khan, Senior Additional Secretary, Education Ministry on March 3, 2011. From the documents of the Ministerial Level Meeting on January 19, 2012, it was found that the District Taskforce Committee would be functioning according to the 2011 circular. However, the District Taskforce Committee was not in effect. After communicating with the District Primary Education Office, no list of this committee was found. The truth was the circular that had been issued in 2011 was not taken into effect and the District Primary Education Office did not take the necessary steps. Additionally, they were not even aware that this committee had been granted a stronger footing in 2012. As a result of these district level meetings, these issues came into the light and people were made aware of it. KF staff then did some research and collected all the circulars and related resources that are associated with the forming of this Committee and gave it to the District Primary Education Office. On April 5, 2012, the District Taskforce Committee was formed and the circular was associated with the 2nd district level meeting in Khulna. Without the support from PROGATI, these meetings would not have been organized and the importance of the District Taskforces Committee acting as a tool to delivery proper education services would not have been realized. Through these meetings, the CF members, CSO representatives and other stakeholders were able to come together and act as a pressure group to make the Committee active.