Implementation of Right to Information Act in Bangladesh: Gray Gleams of a Glow

By
Zannatul Ferdous
MPPG 5th Batch

Supervisor
Dr. Shakil Ahmed

Thesis submitted to the
Public Policy and Governance (PPG) Program
in partial fulfillment for the award of

Master in Public Policy and Governance (MPPG)

December 2016

Public Policy & Governance Program
North South University

DEDICATION

To those who sacrificed their lives to ensure people's right to know.

DECLARATION

I declare that the dissertation entitled " Implementation of Right to Information in Bangladesh: Grey Gleams of a Glow." submitted to the PPG Program of North South University, Bangladesh for the Degree of Master in Public Policy and Governance (MPPG) is an original work of mine. No part of it, in any form, has been copied from other sources without acknowledgement or submitted to any other university or institute for any degree or diploma. Views and expressions of the thesis bear the responsibility of mine with the exclusion of PPG for any errors and omissions to it.

Signature with Date

Full Name: Zannatul Ferdous

ID No.1513365085

ACKNOWLEDGEMENT

ABSTRACT

In the realm of good governance- transparency, accountability, people's participation and empowerment are buzzwords, yet very relevant and vital as well. Ensuring right to information for every citizen can accumulate all these development demands. Bangladesh, as many countries of the globe have enacted the right to information act in 2009 as a tool to establish transparency and accountability both in the government and non-government institutions to ensure good governance in the country. However, seven years have been passed since the implementation of this act commenced. This study tries to find out how far the law been implemented in accordance to the objectives and goals permeated in the e law to reduce the gap of state-citizen interface. The study also attempts to find out the factors affecting the implementation process of the law to what extent, in which way and how.

In this effort, the researcher has undergone a questionnaire survey on 87 the service seekers of a Union Parishad and a Pourashova of Sirajganj District. The aim of was to find out the awareness level of the citizen and their perception on right to information. On the other hand, to realize the attitude and behavior of the supply side at the micro-level, the study has chosen Number 2 Bagbati Union Parishad and Sirajganj Pourashova as unit of analysis and used case study method to serve the purpose. However, the study also taken Information Commission of Bangladesh (ICB) as another unit of analysis to know the role and the process of quasi-judicial function. In addition, ICB is the key implementation structure to conduct awareness campaign to inform both the supply side, demand side and how it coordinates the awareness campaign with its stakeholders. Furthermore, the present study used another unit of analysis Bangladesh Betar, the state-owned radio station of Bangladesh, to understand the political will to disseminate the core message of right to information to persuade the citizen to execute the law since Bangladesh Betar is a representative of the government. Apart from these, the researcher experienced observation and participatory observation while conducting case study and other methods along with content analysis. Therefore, the researcher used both qualitative and quantitative research approaches to understand the research problems thoroughly.

However, the study explored that supply side is better informed than the demand side. The unfamiliarity of the demand side with is the vital factor that is hindering the implementation of this law is the outcome of biased, partial thereby confusing, misleading messages with absence of values underlies in right to information broadcasting in the inappropriate media. Consequently, it failed the to put pressure on the supply side, who are not, in fact, taken this law wholeheartedly due to a paradigm shift in the process of power practiced in the traditional organizational culture of Bangladesh characterized with high power distance, nepotism, patron-client relationship, aversion to change, centralization of power and so on. The values of RTI indicate that authorities are a just a trustee of official information, not the owner. The citizens are the real owners. Therefore, the accomplishment of this law will ensure the power transfer from the authority to citizen. In fact, the fear of losing power practice, absence of remuneration for the additional responsibility as a designated officer, the dilemma they face as a mediator between the authority and the citizens, lack of socialization with the RTI values etc. make them discouraged to be spontaneous to implement the law. In addition, the study also offers that as a key implementation structure, ICB is not capable enough to exert its awareness campaign, side by side its quasi-judicial role due to its lack of permanent, neutral, skilled, creative, and knowledgeable on RTI workforce. It also lacks due independence in terms of budget, decision making as well. However, the status of political will in the implementation of RTIA is present in black and white, not in the field. The government has already e promulgates several rules, regulations, directives, strategic plan, and different committees from national level to local level. However, the effectiveness of these attempts is absent in the field due to lack of coordination, monitoring and evaluation. Finally, the researcher concluded the study by recommending the awareness campaign more robust , multi-dimensional with appropriate media since without the participation of demand side the law may gradually, be faded out as a proverb states: out of sight, out of mind.

TABLE OF CONTENTS:

LIST OF TABLES:

LIST OF FIGURES:

LIST OF BOXES:

LIST OF USED ABBRIVIATIONS:

AA= Appellate Authority.

BB= Bangladesh Betar.

BTV= Bangladesh Television.

BSS= Bangladesh Sangbad Sanstha.

CTG = Caretaker Government.

CIC=Chief Information Commissioner.

DO= Designated Officer.

DC= Deputy Collector.

DAC=District Advisory Committee.

GOs= Government Organizations .

ICB = Information Commission of Bangladesh.

ICT= Information and Communication Technology.

LGSP= Local Government Support Projects.

 MJF=Manusher Jonno Foundation .

MoI= Ministry of Information.

MoF= Ministry of Finance.

NGOs= Non-government Organizations .

PD=Proactive Disclosure.

PIM= Public Informing Meeting.

RTI= Right to Information.

RTIA = Right to Information Act.

ULGI = Urban Local Government Institutions.

UP =Union Parishad.

Chapter One: Introductory Discussion

1.1 Introduction:

Human civilization is unimaginable without information. People need information all through their life for living and livelihood no matter in which part of the world they live. Whatever the magnitude and variety of the necessities are, it is classic that very few people get the right kind of information at the right time even in the age of information revolution since access to information is greatly uneven and information is frequently biased and therefore, unusable, ineffective.

Control over knowledge is a basis of power and information leads us to the realm of knowledge. Information makes man wise and competent to deal with the modern world. Those who have information are powerful and who have not, are powerless. Nevertheless, the transmission of knowledge 'is not based on simple communication channels, conduits or linkages, it involves human agency and occurs within socially and politically constituted networks of different actors, organizations and institutions' (Davies, 1994). Therefore, people are always in the dearth of optimum, objective, timely information. Free flow of information to everybody, everywhere is still a myth. It is applicable for most of the countries of the world whether it is democratic country or autocratic.

However, it is a positive aspect that many countries have come up with the right to information act to minimize the gap between 'Info rich'[1] and 'Info poor'[2]. The idea of good governance opens the door to institute people's access to information. Consequently, it will ensure people's right to know and create an information society[3] 'to achieve their full

---

[1] Information rich refers a country, an organization or an individual with the information which is needed to carry out the task in hand

[2] Information Poor refers to those who have not access to necessary information to explore their potential due to their socioeconomic and political condition. Opposite of the 'information rich' and often called digital divide.

[3] The information society is where everyone can create, access, utilize and share information and knowledge, enabling individuals, communities and peoples to achieve their full potential in promoting their sustainable development and improving their quality of life (Olorunda, 2004).

potential in promoting their sustainable development and improving their quality of life'
(Olorunda, 2004 cited in Hossain and Islam, 2012).

Bangladesh introduces the Right to Information Act (RTIA) 2009 to ensure free flow of
information and people's right to information. The ratification of the RTI Act in Bangladesh
is a bright sign to the universal society that it is dedicated to set up transparency and
accountability in public institutions. However, enacting a law is not enough to serve its
purpose unless it is successfully implemented. It is obvious that successful implementation
depends not only on the government, but also seek a close cooperation from the non-
government counterparts and most importantly, on the active participation of the demand
side. The stronger the demand factor, the more pressure on the supply side for its delivery.
Unless the demand pressure is there, the supply side capacity cannot be fully developed and
continual, and hence weakness at both ends will remain.

It is notable that Information Commission of Bangladesh, the key driving institution to
implement the law, is   working dynamically to make ready both the supply side and the
demand side since its inception. Still the demand side, the lifeline of this act, is not coming
forward to establish their right to know at a satisfactory level. Several studies showed that
both, the supply side and specially, the demand side are not well aware of the law and its
importance despite the awareness campaign of Information Commission of Bangladesh.
Therefore, this study is an attempt to find out the loopholes in the process of implementing
Right to Information act of Bangladesh.

1.2 Background of the study:

In Bangladesh, the demand for access to information was vocal and logical especially from
the civil society and donors since 1980s as it is a vehicle for strengthening democracy. The
Press Council of Bangladesh first uttered the demand for a law on freedom of Information in
the early 1980s. It was a response to protect the Press Freedom under a dictatorial regime.
(Iftekharuzzaman, 2009).

After that, a number of civil society organizations started to have discussions on the necessity of adopting a RTI rule in Bangladesh. The Law Commission prepared a working paper on RTI in 2002. The main motive that leads to the act is the culture of secrecy, which prevails in every sphere of the governance system of the state.

Then the civil society advocated for an act that intensified by 2004. As a part of their advocacy for an RTI Act, the civil society organizations ultimately formed the RTI Forum[4]. The forum was consists of nearly 80 organizations, which was led and supported by the Manusher Jonno Foundation (MJF)[5]. The group took a mission to facilitate the enactment of the RTI law by first commissioning a study to assess the existing perception about RTI in Bangladesh. (ibid)

After that, they formed three Core Groups. Such as: the Law Drafting Core Group, Policy Advocacy Core Group and Awareness/Capacity Building Core Group to widen the support base and move up demand for the law. The Law Core group comprised of renowned legal experts of the country provided inputs, feedback and reviewed the draft several times while Advocate Tanjibul Alam drafted the law. After a series of regional and national level consultation meetings, the draft was formally presented to the Law, Justice and Parliamentary Affairs and Information Advisor of caretaker government for its review and consideration in March 2007.

In December 2007, the Caretaker Government declared officially that RTI will be enacted as an Ordinance and instructed the Information Ministry to prepare the draft law with assistance from the draft submitted by the civil society. The Ministry of Information (MOI) formed a working group to draft and finalize the law and MJF representative was officially part of the working group. Before finalization, the MOI organized a national seminar in March 2008 to share the draft and put it up on the website for comments. This is one among very few initiatives of Bangladesh Government where it opened up its policy for

---

[4] A Right to Information (RTI) Forum consisting of 40 members was set up with the objective of creating demand for the enactment of the RTI Ordinance and monitoring its implementation. The Forum appeared through a press release on 24 July 2008 with an aim to advocate for formulation of an effective, useful, pro-people RTI Act with a provision of strong and neutral information commission.
[5] A renowned NGO of Bangladesh.

public comments. The Council of Advisors approved the ordinance on 20 September 2008. In 20 October, 2008, it was approved as an Ordinance by the President.

The Caretaker Government passed the RTI Ordinance 2008 leaving it for endorsement by the elected Government. In the meantime, the demand for the RTI Act occupied a central position in public discourse as reflected in the media and eventually in the election manifesto of the major political parties. Together with continued campaign by the RTI Forum, this resulted in the recognition of the RTI Act 2009 by the present Government (ibid).

Therefore, 'this law is a result of the pressure or conditionality from civil society, international donor' (ibid). It is not an act of automatic ratification of just another Ordinance passed by the caretaker government .Hence, implementation of RTI, as is much more difficult than adoption of the Act. It is a multi-stakeholder challenge and requires an inclusive approach. Complete and committed ownership by all stakeholders is vital for the implementation of RTIA, especially internalization of the merits of the concept of the right to information by the citizen as well as the authority – both by the information seeker and information provider. (ibid)

The Act was passed in response to both domestic and international demand for greater transparency within the various sectors. Over the last two decades, the issue of governance has been central to Bangladeshi politics, and the major political parties have given much emphasis to policy reform in their manifestoes. Among many initiatives, ensuring access to information for the citizen has found a prominent place in the agenda of both the two major political parties. In such context, the government enacted the RTIA-2009. However, enacting a law is one thing and its implementation is another thing. After seven years of the enactment of the law, still it is almost an unknown right to the citizen let alone its practice. Hence, the necessity to find out the grounds of slow implementation is logical to establish good governance in Bangladesh.

1.3 Statement of the problem:

Since the promulgation of the law, government along with the ICB, have taken many initiatives for the implementation of RTI Act. Information Commission has been commenced its operation on July 2009. It took nearly one and half years to solve the initial administrative and financial difficulties of the commission. Rules and regulations have been published on the issues on RTIA-2009 like: Right to information (preservation and management of information) regulation 2010, Right to information (lodge of complaint and disposal) regulation 2011. Additionally, a guideline focused on proactive disclosure has been formulated and disseminated with the help of Access to Information(A2i)[6] project of the prime minister's office.(Hossain, 2015;P :82) It is obligatory for ICB to lay down the guidelines that are to be followed by the authorities for managing and publishing information thus ensuring mass people's access to it.

To propagate the theme of RTI act among general people, information commission has published booklets on RTIA-2009, rules, regulations and manuals including application forms to assist the information seekers. Apart from these, the law has been incorporated into the syllabus of secondary, higher secondary, and university levels to inform future generations. Along with that, sensitization meeting, the information commission all over the country regularly by the information commission is organizing training sessions.

Despite all efforts undertaken by the ICB, it has been possible to appoint 20,136 Designated Officers including 16,387 Govt. and local govt. officials and 3.769 officials from 464 NGOs at different level by 2014. The appointment of Designated Officers in the public sector comes to almost 55%, remaining 44% office in the public sector have not yet appointed Designated Officers in their offices (Sarker, 2015).

---

[6] Access to Information (a2i) Program is an UNDP and USAID supported project (program)in Bangladesh, having its office at the Prime Ministers' Office. The overall objective of the project is to provide support in building a digital nation through delivering services at the citizen's doorsteps. The program aims to improve quality, widen access, and decentralize delivery of public services to ensure responsiveness and transparency.

Table1.1: Year-wise progress in the appointment DOs in the government and non-government offices.

Year	Government	Non-government	Total
2010	4,616	1,134	5,750
2011	3,222	1,338	4,560
2012	2,246	613	2,859
2013	4,529	538	5,112
2014	1,774	101	1,855
Total	**16,387**	**3,769**	**20,136**

Source: Annual report of information commission, 2014.

Out of the appointed 20,136 Designated Officers (government+ NGOs) 13,526 officials have been imparted training till December, 2014 on RTI Act by the information commission in corporation with the district administration which is about 67% of the appointed ones. (Sarker, 2015). Yet, awareness about the law is lacking among majority of government officials, many of whom refuse to accept RTI applications from people.

However, there are evidences, which expose that supply side is still not ready to perform according to the law. Recently, *the Daily Prothom Alo* published an editorial which shows that the daily applied for information to 12 government offices , but it received information only from one office in due time, other 11 offices gave no reply. Even, a Designated Officer of one office proposed to bribe in exchange of not providing information. The newspaper authority appealed to ICB, unfortunately, did not receive any response. (Prothom Alo, 8 June, 2016, P:10)

Beyond this, ICB has provided training to some 16,101 DPK and 789 Journalists and sub-editors up to December 2014 to inform them so that they propagate the act to general people. Information commission received 807 complaints up to December 2014, of which 803 have already been disposed of. (ibid)

As regards to voluntary disclosure of information, the government has initiated several efforts. For instance, almost all offices have websites and there is a positive initiative to update these sites. Since 2007, it is mandatory for all government offices to have citizen charters. RTI Act, 2009, has reinforced it.

In spite of such notable development in the implementation of the law by the information commission of Bangladesh, general people are still not participating to execute their right to information in a noteworthy digit. Even though the major two political parties committed to the promotion of RTI in their manifestoes, they are ineffective to draw up a realistic strategy enabling the mainstreaming of access to information policy. So far, the public has not benefited from the RTI Act largely.

The annual report of 2014 of ICB shows that up to 2014 the total number of request for information was submitted to different authorities all over the country is 69,862. It is also seen from the Annual report that the figure of the year contains oral requests, but the figures for other years do not contain such oral requests. As a result, the number of requests fell down in the year 2011. Out of all information requests, the Designated Officers (DO) rejected 2437 requests, which is approximately 3.49% of the total number of requests on average.

As it is observed, within the five periods of 5 years is very low compared to the huge population of about 160 million of the country which is very low approximately only 0.004% . Lack of awareness of the public is the main reason behind such a low level of people's right oriented law. (Sarker, 2015, P: 61). In 2014, the total number of application for to the various authorities was 8442. Of them 7,870 information seeker got information.

Table 1.2: Number of information requests in 2014.

Number of applicants	Government authority	NGO authority
8,442	8,315	127

Source: Annual Report of Information Commission-2014

In others words, RTI related activities have remained confined to a very small segment of Bangladeshi society, with very little involvement and interaction at the grassroots level. However, there is also several evidence of the successful use RTIA to by the grass root level due to NGO involvement in the periphery of the country. RTIA ensured many vulnerable people to establish their right in various social safety net programs of the government like Vulnerable Group Feeding (VGD), Vulnerable Group Feeding (VGF) etc. (Bari and Naz, 2016). Conversely, in spite of such power of RTI, it has been mainly worked with the marginalized and disadvantaged communities because of the NGOs and activists. The educated and middle class are neither coming forward to use the law, nor assisting the deprived to secure their rightful claims under different programs of the government due to their lack of knowledge over RTIA. (ibid)

Nevertheless, media professionals opined that media is not playing any visible role to increase public awareness as well as professionals. Media professionals think that ICB should take vigorous initiatives to make the people understand that it is a right of the citizen. (MRDI, 2012) The research problem has also been inspired with some findings of different literatures. For example, a survey in the different sectors of Dhaka city on good governance in Bangladesh perspectives found that the publicity of RTI Act is inadequate. (Ferdousi and Haque, 2015; P: 188)

In short, right to information is an unknown right to the general citizen, which is hampering the implementation of RTIA in a significant way. If the citizens in noteworthy digit do not use the law, there is possibility to the existence of the law like many other laws in the country. Therefore, the present study is concerned to find out the issues responsible for the slow implementation of Right to Information-2008 in Bangladesh.

1.4 Objectives:
    I.   To explore the communication gap between ICB and people regarding the awareness- building campaign on RTIA.

1.5 Research questions:

Broad Research question:

- What are the factors that affect the implementation of RTIA in Bangladesh, how and why?

Specific research question:

1) To what extent does the ICB create the scope for target group and implementers access to information on how to execute the policy as an implementation structure?

2) What is the perception of citizens about RTIA?

3) How does organizational and inter-organizational behavior of ICB affect the implementation performance of RTIA?

4) To what extent are the designated officers responsive and supported by their superior in exerting their duty?

5) How do the socio economic factors affect the implementation of RTIA?

6) What is the status of political will in the implementation of RTIA?

1.6 Significance of the study:

The Right to Information Act 2009 was a ground-breaking decision on the part of the Bangladesh government and paved the way for all citizens to get information from public authority as a right. It is expected that he right to information will ensure that transparency and accountability in all public, autonomous and statutory organizations and in private organizations run on government or foreign funding will increase, corruption will decrease and good governance will be established. It is expedient and necessary to make provisions for ensuring transparency and accountability.

An informed citizen knows how to access information or services and can understand how to use information in the process of realizing their political, civil, economical and legal rights, which in a way help citizens to become an asset and strength of the society. Informed people can participate in the development process and this participation makes state more people centric, which is the ultimate goal of democracy.

The core spirit of this act itself has recognized that this act will ensure good governance and promote human rights. Indeed, the whole system for protection of human rights cannot function properly without freedom of information. In that sense, it is a foundational human right, upon which other rights depend. (Article 19, 1999)

In Bangladesh, there are many schemes, which have been introduced targeting population in vulnerable situation, like widows, old age, and indigenous people among others. Recently the government has initiated program named the employment generation program for the hard-core poor. This program could integrate the RTI Act in its regular delivery process. Similarly, other safety net programs could incorporate the RTI Act to bring a qualitative change in delivery system. In doing so, targeted beneficiaries will be able to receive services offered by the government and non-government organizations.

Right to information Act empowers people to make authorities accountable for their deeds. If people get aware of their access to information and realize its effectiveness, authorities will have come out from the long lasting tradition of secrecy. Transparency and accountability will be enshrined in public activities (Hossain, 2015; P: 84).

Right to information, if it really prevails, make the citizens well informed, empowered as it helps them to attain other citizen rights and their due entitlements. Contrarily, the absence of right to information keeps citizens in the maze of ignorance, corruption which ultimately, lead the country to the poor service delivery as well as poor governance .Therefore, dissatisfaction and distrust towards govt. exist in that particular society and country.

However, ICB can only facilitate the implementation of this act. The people really can create pressure on the supply side for their necessary information without any hassle. It is only possible when the demand side well equipped of the knowledge of RTIA. In this sense, this study is an attempt to establish the importance of upgrading the awareness level of both the sides for the successful implementation of RTIA in Bangladesh.

1.7 Rationale of the study:

Since RTIA is a comparatively a new law in Bangladesh like a child which just has started to walk to reach its goal. So far a very few researches have been conducted by some NGOs which are working on RTIA, are not empirical. Some donors-driven researches have been executed to a limited scale, instant and on the citizen of the capital, Dhaka. Most of these researches use the method of oral interview, focus group discussion with purposive sampling.

In addition, no previous study has highlighted on the condition of the awareness level regarding RTI in Bangladesh solely and thoroughly. Sometimes, the issue has been mentioned as a bi-product of other study, which failed to explore core issue why the awareness level on RTI among people is very low. Therefore, to get into the abyss of the problem this study will be useful.

Furthermore, the present study tries to understand the quasi-judicial role of ICB. On this issue, study is not available in Bangladesh. This research is pioneer. Besides, this research attempts to realize the difficulties the ICB faces while implementing the RTI act-2009 along with the supply side and the demand side.

Finally, the researcher expect that the current study will add some value to the exiting literature on RTIA, which may be helpful for the latter researchers on related issues.

1.8 Methodological overview:

The study has undertaken a mixed approach (i.e. qualitative and quantitative method) combining of survey, case study and interview along with observation to accomplish the research journey. The reason behind choosing mixed method is that quantitative method often fails to capture information that can be generated from interviews, case studies, and observations while qualitative approach offers scope for conversation between the researcher and respondents, which creates opportunity to capture inner thoughts of the respondents. It also helps for direct understanding of participant's perspective. In other words, qualitative study allows in-depth analysis. On the other hand, quantitative method makes the data analysis easier and it helps to reduce the human errors. Therefore, the

mixed method overcomes the respective disadvantages of qualitative and quantitative methods, and allows taking the benefits of each. Primary data have been generated from interviews of key informants and case study of ICB and Bangladesh Betar, Designated officer. Similarly, survey was carried out to know the perceptions on RTIA of different of 80 people of different segment of people through a questionnaire. The unit of analysis of the study are: Sirajganj[7] Pourashova[8], Number 2 Bagbati Union Parishad[9], Information Commission of Bangladesh and Bangladesh Betar.[10] Details of the research methods used in the study have been described elaborately at the fourth chapter of the thesis.

1.9 Organization of the study:

The present thesis is consisting of six chapters. The first chapter includes an introduction, background of the study, statement of the problem, research objectives, significance, rationale, methodology and so on.

The second chapter reflects the reviewing of the existing literature at home and abroad, general discussion of policy, policy implementation approaches, literature on policy implementation in the context of developing countries including Bangladesh, which concluded an analytical framework to lead the study ahead.

The third chapter includes on the overview of right to information in international scenario and in Bangladesh. The fourth chapter has incorporated the discussion on the methodology of the research with sampling method and number, data collection tools and analyzing techniques and ethical considerations.

The fifth chapter reflects the gathered data by presenting it boxes, tables etc. findings drawn from the gathered data presentation and tried to analysis the findings with the theory and related literature.

---

[7] A Northern District of Bangladesh.
[8] Pourashova: Smallest urban administrative Unit in Bangladesh.
[9] Union Parishad: Smallest administrative rural geographic unit comprising of mauzas and villages and having union parishad institution.
[10] The state-owned radio station of Bangladesh.

The sixth and final chapter is conclusion, which presented a revisit of total research and its ultimate findings, theoretical implication and some recommendations followed by concluding remarks on the study.

Figure1.1: Organization of the thesis at glance.

Chapter One	• Introductory discussion
Chapter Two	• Literature Review and Theoretical Framework
Chapter Three	• An overview of right to information act in Bangladesh
Chapter Four	• Methodological Overview of the Thesis
Chapter Five	• Data Pesentation and Analysis
Chapter Six	• Conclusions and recommendations

Source: The Author

1.10 Conclusion:

This chapter tries to present an over view of the research problem and why it is important to investigate. In addition, it tries to provide the inquiries incurred in the researcher to identify. Finally, it tries to present the replica of the research methods used in the study and whole thesis organization. Next chapter will discuss on the related literature of the research topic and on the theory chosen by the researcher to analyze the research problem.

Second Chapter: Literature Review and Theoretical Discussion

2.1 Introduction:

The purpose of this chapter is to offer a review of related literature on right to information and its implementation status in Bangladesh. This chapter also talks about the theoretical text on implementation different approaches of implementation theory from which independent variables of the present study have been picked up to analyze the research problem thoroughly. After reviewing the related literature and theoretical models, an analytical framework has been developed to understand the factors and actors responsible for effective to implementation of RTIA.

2.2 **Literature review:**

The prime purpose of review of literature is to tap the findings of other researchers or studies that are closely related to the study being in process. It helps the researcher to assess whether the topic can or should be researched on or not (Aminuzzaman, 2011). The readers got the opportunity to know about others' study on a specific issue.

2.2.1 Studies on right to information act in international arena:

Kannan (2011), explored a number of problems in the implementation of the RTI act in India. He mentioned that flaws in the enforcement mechanisms, low public awareness on the existence of the act and its utility, constraints in filing applications like inconvenient submission channels, high levels of dissatisfaction with the responses to the appeals, failure to respond on time and other logistical constraints on the government's part to provide information.

Sharma(2012),in his study, 'The Right to Information Act in India: The Turbid World of Transparency Reforms' offers that Indian RTI Act is a result of the global explosion of freedom of information laws over the last two decades. It also shows how international

pressures, embedded within a reimagining of the role of the state vis-à-vis the market, had a direct and causal impact both, on its content as well as the timing of its enactment. Taking the production of the RTI Act as a lens, the thesis finally argues that while there is much to celebrate in the consolidation of procedural democracy in India over the last six decades, existing economic, social and political structures may limit the extent and forms of democratic deepening occurring in the near future. He used content analysis and discourse analysis methods to meet up his research inquest.

Borah (2012) of India, in his paper 'Right to Information Act: a key to good governance' mentioned that RTI makes people aware of administration and gives them an opportunity to take part in decision making process. It promoted democratic ideology by promoting openness and transparency in the administration. Since the act is prepared for people's interest, hence it success also depends on how they exercise the act. Moreover, there is need active participation from people, NGO's, civil society groups, coordination among RTI officials, integrity among government departments and political will from government and elected leaders.

Chouhan (2013) conducted a study in the Gwalior city of Madhya Pradesh in India on the implementation of RTI act and its uses. He used both qualitative and quantitative methods to understand the research problem. In his study, he found that socio-economic condition has an influence in the implementation of RTI act in the Gwalior city. He also mentioned that lack of record management, lack of awareness, lack of resources of the institutions etc. are hindering the implementation process of RTI act in the city. He added that RTI is an effective tool to reduce corruption.

Bhat (2015) noted that the RTI Act has given a historic opportunity to root out corruption and the culture of secrecy from the Indian government affairs and pave the way for governance reform, greater accountability and transparency in government affairs. Across the country, a growing number of people are using the RTI applications as a weapon to fight corruption and demand their rights. The RTI is enabling people to say 'no' to bribes.

2.2.2 Study on right to information act in national arena:

Mobassera (2009) suggested that readiness is necessary for necessary for both -the supply side and demand side for implementation of RTI Act-2009.

A research conducted by MRDI (Management and research Development Initiatives) (2012), an NGO in Bangladesh, explored that even though Information Commission and NGOs have taken initiative on awareness building ,it reaches only to a limited segment of population. Media analysis found that the events organized by IC and NGOs are mostly confined within divisional towns and the capital city. Yet, 80% of the country's total population lives in rural areas.

In addition, the study also shows that both, the government and NGO authorities are interested in giving information on policies, approved projects etc. However, they are reluctant to give information on budget allocation, fund management, budget expenditure etc. For proactive disclosure of information, the official websites of different authorities provide roughly generalized information and do not offer information on budget distribution or expenditure. (ibid)

The research also found that insufficient manpower of the information commission is upsetting its performance. The research also explored that the Bangladeshi media is playing a role of creating public awareness by criticizing the law and its challenges; the media is ignoring the aspect of encouraging the people to use and practice the law. However, the media has ignored news on positive changes due to use of the RTI Act. (ibid)

Nevertheless, the NGOs do not use the law directly; however, they are helping their beneficiaries to file information applications. They are involved in training, publicity and research on RTI Act. Some experiences of using information from secondary sources by NGOs were also found. (ibid)

RTI Forum (2012) conducted a citizen survey on 1,019 people participated from six districts including 216 government and private institutions. The study argued that demand for information by the citizen is preconditioned by the awareness of their own right to

information and the legislative framework upholding this right .It also added that about half the citizens are unaware of the RTIA. At the same time, the survey on institutions revealed that half the institutions are lacking information officers and an absence of awareness within institutions regarding their legal obligations is evident. According to majority of the information providers, information commission is not strong enough to intervene.

The study noted that building awareness among the citizens of the right, of the importance of conscious practice of this right and of the existing legal framework that protects this right appears to be the next challenge for effective implementation of the Right to Information Act.

Karim (2013) conducted a study in four upazillas of Mymensingh district through a set of questionnaire and non-formal discussion. He found that respondents are dissatisfied at the performance of RTIA and noted that Information Commission cannot initiate any programs to sensitize the people alone. Therefore, it is another challenge to implement of RTI. He also suggested setting up Information Clinic at each ward in rural Bangladesh with the connectivity of internet, to use folk theater and other forms of cultural communication to sensitize the people.

Baroi (2013) carried out a study in two Union Parishads on the implementation of RTIA in Bangladesh. His study explored that that better understanding of policy objectives and standards, appropriate implementation structure in terms of cooperation and high level of commitment among policy implementers and from different stakeholders, adequate and appropriate resources, favorable economic, social and political conditions, and most importantly positive behavior of target group had profound influence on implementation success of RTI Act. Lack of proper understanding crates the negative result. The study also found that there was lack of initiatives to make RTI Act popular among common people.

A survey conducted in 2013 among 150 participants in the different sectors of Dhaka city found that the publicity of RTI Act is inadequate by 83% participants. About Most of the respondents think, that reason behind the less publicity is less political importance and others think that it is due to weak information commission. The participants believed that RTIA was enacted due to escape liabilities. (Ferdousi and Haque, 2015; P: 188)

JATRI (Journalism Training and Research Initiative) conducted a survey in 2014 among 75 journalists from daily newspapers, television channels and radio channels of Bangladesh. The study reveals that the rate of receiving information is moderately satisfactory (43 among 75 journalists).

The office took more time in giving information. The authorities who did not deliver information of present such cause: they have not the right to deliver, busy, official secrecy act, have to take approval from the top officials, information is not ready and the like. It further added that the respondent thought bureaucratic procedure and mindset are the main obstacles in implementing the law. (Islam, 2015; P: 203-214)

Baroi and Punday (2015) conducted a study on the Union Digital Centre of Bangladesh and found that there is a positive correlation between access to information and empowerment. They noted that people actively participated in seeking different kinds of Information from the Union Digital Centers, which made the program successful and brought service to the doorstep of the people. The study also showed that clear understanding of the role and responsibilities by the service providers helps them to better performance and better service delivery.

2.3 Theoretical discussion:

Theories take a vital position in social science research. Theories provide directions in studying a particular phenomenon and help a researcher to understand, analyze and describe problem to be investigated. According to Kerlinger theory is "a set of interrelated constructs (variables), definitions and propositions that presents a systematic view of phenomena by specifying relations among variables, with the purpose of explaining natural phenomena" (Kerlinger 1979: 64). For this reason, some theories have been discussed below:

2.3.1 Public policy:

Thomas Dye defined public policy as- whatever governments choose to do or not to do. Policies are generally developed by governmental bodies and officials (Nongovernmental actors and factors may of course influence public-policy development; usually affect substantial numbers of people as well. (Anderson, 2003)

Policies are purposive or goal-oriented action rather than to random behavior or chance occurrences. Public policies in modern political systems do not just happen. They are, instead designed to accomplish specified goals or produce definite results; although these are not always achieved.

Policies consist of courses or patterns of action taken over time by governmental officials rather than their separate, discrete decisions. A policy includes not only the decision to adopt a law or make a rule on some topic but also the subsequent decisions intended to enforce or implement the law or rule. (ibid)

2.3.2 Policy implementation:

Policy implementation is regarded as the accomplishment of policy objectives through the planning and programming of operations and projects so that agreed upon outcomes and desired impacts are achieved. According to Van Meter and Van Horn (1975),"Policy implementation encompasses those actions by public or private individuals (or groups) that is directed at the achievement of objectives set forth in prior policy decisions."

Pressman and Wildavsky (1973: xiii-xvii) perceived implementation in two ways: As a noun, implementation is the state of having achieved the goals of the policy. As a verb it is a process everything that happens in trying to achieve that policy objective. Thus, just because implementation (noun) is not achieved does not mean that implementation (verb) does not happen.

According to Mazmanian and Sabatier (1983, 20-21): Implementation is the carrying out of a basic policy decision, usually incorporated in a statute but which can also take the form of important executive orders or court decisions. Ideally, that decision identifies the

problem(s) to be addressed, stipulates the objective(s) to be pursued, and, in a variety of ways, "structures" the implementation process. The process normally runs through a number of stages beginning with passage of the basic statute, followed by the policy outputs (decisions) of the implementing agencies.

Warwick (1982: 190) defines "Implementation means transaction. To carry out a program, implementers must continually deal with tasks, environments, clients, and each other. The formalities of organization and the mechanics of administration are important as background, but the key to success is continual coping with contexts, personalities, alliances, and events. In addition, crucial to such adaptation is the willingness to acknowledge and correct mistakes, to shift directions, and to learn from doing. Nothing is more vital to implementation than self-correction; nothing more lethal than blind perseveration" Therefore, policy implementation is regarded as the achievement of policy objectives through the planning and programming of operations and projects so that agreed upon outcomes and desired impacts are achieved.

2.3.3 Approaches to policy implementation:

In the literature on policy implementation, several obstacles were identified in the way of successful policy implementation. However, there is also a surprising number of common findings as well as suggestions between scholars of implementation literature. As implementation research evolved, two schools of thought developed as to the most effective method for studying and describing implementation: top-down and bottom-up.

Top-down supporters see policy designers as the central actors and concentrate their attention on factors that can be manipulated at the national level. Bottom-up supporters emphasize target groups and service deliverers.

Table 2.1: Differences between top-down and bottom-up implementation perspectives.

Variables	Top-down perspective	Bottom-up perspective
Policy decision-maker	Policymakers	Street level bureaucrats
Starting Point	Statutory language	Social Problems
Structure	Formal	Both formal and informal
Process	Purely Administrative	Networking, including administrative
Authority	Centralization	Decentralization
Output/Outcomes	Prescriptive	Descriptive
Discretion	Top-level Bureaucrats	Bottom-level Bureaucrats

<div align="right">

Source: (Paudel, 2009)

</div>

Synthesis of both perspectives:

The proponents of this perspective took variables from both top-down and bottom –up theories. Elmore (1982 and 1985) argued that policy designers should choose policy instruments based on the incentive structure of target groups. Forward mapping consists of stating precise policy objectives, elaborating detailed means–ends schemes, and specifying explicit outcome criteria by which to judge policy at each stage (Elmore, 1980, p602). Backward mapping consists of stating precisely the behavior to be changed at lowest level, describing a set of operations that can ensure the change, and repeating the procedure upwards by steps until the central level is reached. By using backward mapping, policy designers may find more appropriate tools than those initially chosen. This process ensures consideration of micro implementers' and target groups' interpretations of policy problems and possible solutions. Presently most theorists agree that some convergence of the two perspectives exists. This is exactly why there is a close relationship between policy implementation and service delivery. This means that the macro-level variables of the top-down model are tied with the micro-level bottom-uppers (Matland cited in paudel, 2009).

2.3.4 Policy implementation in developing country:

The policy implementation process in developing countries shares a great deal with the process in more developed countries (Lazin, 1999, p151) and more challenging. Poverty, political uncertainty, people's participation as well as the unique character of each developing country must be considered in the policy implementation process.

Poverty influence on the policy implementation process by creating lack of control, ownership access to resources to sustain minimal standard of living .Thus the intended results cannot be achieved due to poverty in a developing country. Jan Erik Lane (1999), in an article entitled 'Policy Implementation in Poor Countries' argues that the problems connected with policy implementation in developing or Third World countries are intertwined with basic economic and political conditions. On the one hand, low level of economic development leads to political instability and, on the other hand, political instability worsens poverty.

In addition, participation in policy processes is not so prominent, and the channels for participation are not available in developing countries. Again, the interface between state and society is constantly changing.

A study by Ishtiaq Jamil,(2002) on administrative culture in Bangladesh presents that its administrative culture is characterized by relatively high degree of power distance between authority and common citizens, low tolerance for ambiguities, dependence on traditional sources of information, more positive towards NGOs, and prefers employees with traditional qualities.

Other factors like people's trust of public institutions, public awareness, accessibility and availability of services, and so on should be taken into consideration for the sake of successful policy implementation in a developing country. Besides, interdependence between developed and developing countries arising from globalization is growing up. It has direct impact on the design and implementation of policy of the country. Usually, aid conditionality as per the interest of donor country determines whether a policy is translated into practice or not in a development country (Paudel, 2009).

Aminuzzaman (2013) in his research article, 'Determinants of policy making and implementing in Bangladesh' unveiled that political will is a significant factor that influence and shape the policy formulation and implementation in Bangladesh. Other dominating factors are: Donors' technical assistance, donor's conditionality, managerial preparation

22

and technical competence etc. However, there are some factors, which affects only in the policy implementation are: Regime change, community and stakeholders' participation, absence of long-term perspective and visions, supportive and supplementary rules and legal framework and the synergy between and among such rules.

2.4 Chosen theory: Winter's integrated model of policy implementation:

This study applied the integrated model of policy implementation by Winter C. Sorren, which is consisting of the variables from both the top-down approach and bottom-up approach. It analyzes the policy in the eye of the top-down approach of a certain policy or program implementation in accordance with policy goals and objectives. Winter's model also deals with the interest of policy implementation actors (bottom-up approach) that affect policy outcomes. This model evaluated policy implementation in terms of both output and outcome (Winter 1990: 27 cited in Kipo,2011). Winter's model in strict sense is not a causal model, but rather a framework of analysis that presents key clusters of factors and mechanisms, which affect implementation outputs and outcomes (Winter 2003). This model indicated a connection between policy performance or output (by implementers) and outcome or impact felt by the policy beneficiaries. The four factors identified in Winter Integrated Model are as follows:

(i)   The character of the policy formation process and policy design to be implemented;

(ii)   Organizational and inter-organizational implementation behavior;

(iii)   Street-level bureaucratic behavior and Response by target groups and

(iv)   Socio-economic context/ conditions (Winter 2003).

Figure 2.1: Winter's integrated model of policy implementation.

INTRODUCTION

SOCIO-ECONOMIC CONTEXT
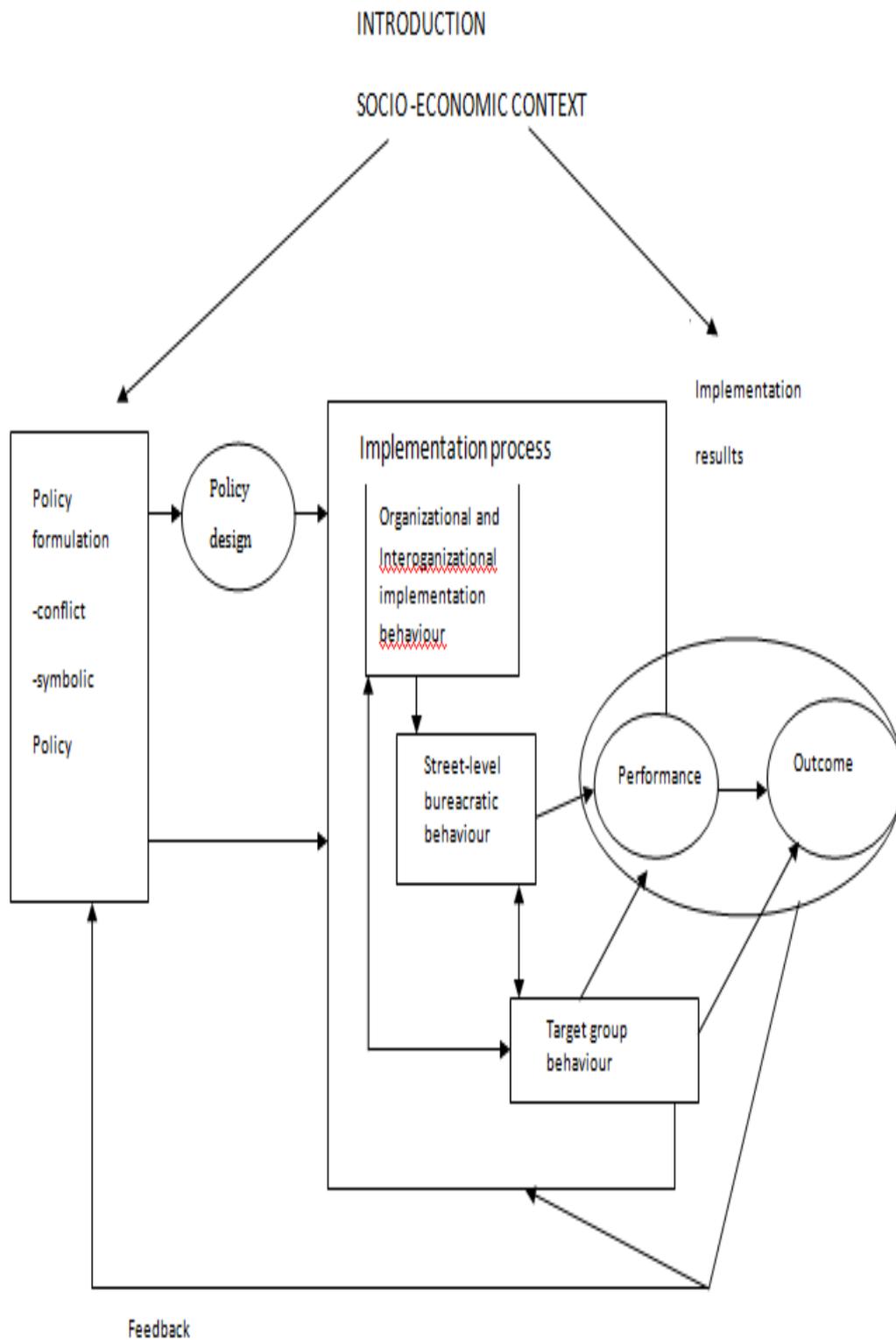
Source: Adopted from Winter (1990, 1994) in Winter 2003: 207.

Policy formulation and policy design:

The first set of factors, which affects implementation results, is the policy formulation process and the policy design. The roots of implementation problems can often be originated in the prior policy formulation process. For instance, conflicts may occur in a policy design where lack of connection between policy goals and means prevails. Sometimes even symbolic policies are adopted to address a problem without actually offering the means that could achieve the stated objectives. And the conflicts in policy making often continue in the later implementation process (Bardach,1977) . Not only conflict, but also lack of attention among the coalition partners in passing a law can lead to implementation failures (Winter, 1986b).

Policy design consists of goals and instruments outlined in the policy document for achieving goals and objectives. Policy design refers to the content of public policies; include policy instruments-resources, implementation structure as well as target population (Schneider and Sidney 2009). It is argued that the more beneficial a policy is in its design, the more its acceptance. Also the extent to which a policy encourages participation of larger population or target groups the better its chances of being implemented (Grindle and Thomas 1991). Winter mentioned (2003) three components that constitute well design policies, they include: setting right goals and values, mixes of policy instruments and target group and implementers access to information on how to execute policies. Policy implementers have to be knowledgeable on policy goals and the means of achieving them. For successful implementation of a policy, the clarity of the goals and objectives are prerequisite (Pressman and Wildavsky 1984; Van Meter and Van Horn 1975).

Policy design affects the implementation process and results in various ways. Different mixes of instruments are not equally effective in obtaining a given policy objective. Policy design is important in affecting the incentives of intermediaries to carry out their requisite tasks, particularly through affecting their commitment and capacity and by signaling desired actions (May, 2003). One reason is that effects of instruments implementation are often determined by the context, including the political context. Consequently, designing good

policies is not a simple, technocratic process like selecting the best types of materials for building a bridge (ibid). In addition, the chosen instruments may affect the overall implementation structure and process, as certain instruments tend to favor the formation of particular implementation structures (Winter, 2006).

It is important to understand that ineffective policy designs are not always due to lack of knowledge on the part of the policy designers. Policy design of instruments and organizational structure is first of all a political process, in which political actors – both policy proponents and opponents – try to maximize their interests, including selecting an organizational structure, which will allow themselves to maximize long-term control of the implementation process (Moe, 1989 cited in Winter, 2006).

Organizational and inter-organizational behaviors:

Implementation processes are characterized by organizational and inter-organizational behaviors representing different degrees of commitment and coordination. Successful implementation results can be stimulated by an early agreement on basic understandings, which can promote 'bandwagon effects' in later decisions (winter, 2006). O'Toole (2003) and May (2003) show how inter-organizational coordination problems can be reduced by using policy design to increase commitment, build and use a common interest, and facilitate cooperation via exchange.

These variables focus on reaction of organizations and inter-organizational relationships to policy directives. Degree of consistency and compatibility between policy goals and organizations interests and co-operation among institutional interests is emphasized. Organizational power, institutional relationships and "resource dependency" among implementing organizations are considered (Peters and Pierre, 2003).

Target group behavior:

According to Winter, policies and programs should take into account the nature of target groups. For instance, target groups with different socio-economic and/or educational backgrounds require different implementation strategies in order to enhance policy implementation. As it is stated: "Target groups are more likely to co-operate with programs when prescriptions are in accordance with existing behaviors and norms" (Ibid). Target group of policies may be citizens of a country or firms. According to Winter, in his integrated model, target group "play an important role not only on the effects of the policy, but also in affecting the performance by street-level bureaucrats through positive and negative actions in co-producing public services" (Winter 2003: 209). This suggests target groups can influence policy implementation process. They can influence implementers like street-level bureaucrats in achieving policy goals and objectives or failed to achieve such goals through their actions. Where target groups tend to be in favor of a policy, it is most likely for the policy to be successful and where they are in not in favor, implementation may be unsuccessful.

According to the Integrated Implementation Model, target groups of public policies, that is, citizens or firms, play important roles, not only on the effects of the policy, but also in affecting the performance by street-level bureaucrats through positive or negative actions in co-producing public services and regulation (Hill and Hupe, 2002). Most policy implementation studies tend to neglect target groups views and responses, and their neglect tend to create some implementation difficulties. Target groups actions may bring positive or negative results on implementation.

We do not have a complete understanding of the policy process unless we know how target groups respond to public policies. Despite the fact that 'the authoritative allocation of values for a society' (Easton, 1953) and 'who gets what when and how' (Lasswell, 1936) are among the most famous definitions of politics, very few political science studies focus on how citizens respond to public policies (Winter, 2006; P:161)

Street level bureaucratic behavior:

The variable, street level bureaucracy emphasizes individual organizational actors rather than organizations and institutions. The behaviors of street-level bureaucrats (Lipsky, 1980) are also crucial for the implementation of most policies. Street-level bureaucrats are making important discretionary decisions in their direct contact with citizens and firms. Because such bureaucrats work in situations characterized by many demands and limited resources, they respond by resorting to coping behaviors. However, coping focuses on dysfunctional behaviors (Winter, 2006) .While their abstract and general support for the focal policy does not have much effect, their attitudes on the policy instruments, target population, and their workload have strong impacts. (ibid) However, coping is also strongly affected by the number of staff that politicians allocated for implementation (Winter, 2002).

Winter argues that "street-level bureaucrats have the capacity to systematically distort the implementation of programs" (Ryan 1996). There is link between behavior of street-level bureaucrats and organizational culture, to change the behavior of street-level bureaucrats, implies a change in organizational culture (Ibid).

Policies require street-level bureaucrats to perform output tasks; their organizations provide them with resources to do so; clients/citizens want them to take their situation into account; and professional peers establish good practices (Hupe and Hill, 2007, cited in Carausan, 2015). In addition, the professional, ethical values also shape how the street-level bureaucrats conceive of their own role. Professional values are an important basis upon which street-level bureaucrats decide how to manage their work (Lipsky 1980:147).

According to Lipsky, lower-level bureaucrats effectively "make" policy when formal statutes are ambiguous or internally contradictory, policy implementation requires discretionary decision-making at the point of delivery, and the routine activities of front-line workers can be neither fully monitored nor controlled(Brodkin, 2008 cited in Carausan,2015). He reveals that lower-level service providers "do not do just what they want or just what they are told to want. They do what they can". However, now a days, street-level bureaucrats are directly in get in touch with clients/citizens, these contact always run through or in the presence of new technologies (Inbar, 1979 cited in Carausan, 2015). The worker handling the case no

longer makes knowledge management systems and digital decision on the street-level: rather, they have been programmed into the computer in the design of the software. Thus, street-level bureaucracy has changed into screen level bureaucracy. (Bovens and Zouridis, 2002:177) .

Socio-economic context or environment:

Socio-economic conditions are considered essential for policy implementation and that forms part of Winter's integrated model. Winter (2003) indicated that socio-economic context or environment forms important conditions for policy implementation. Socio-economic context involve identifying societal or environmental factors that influence policy output and outcome (Van Meter and Van Horn 1975). The question asked is that to what extent social and economic factors affect implementation of any policy. Implementing policies at the local level would mean local social and economic conditions that affect the implementation process. Sabatier and Mazmanian(1981) agreed that changes in socio-economic conditions could have repercussions on a program; changes due to political or social pressure may promote or hinder program or policy implementation.

2.4.1 Relevance of this model to this study:

The research problem of this study is the outcome of the implementation of right to information act, that is, low awareness level of demand side regarding RTIA implementation. In addition, the negative attitude and behavior from the supply side towards the accomplishment of the RTI policy. The present study tries to explore why do these outcome is taking place and how? It is already mentioned that the policy implementation model of Winter C. Sorren also deals with the policy output and outcome: policy performance by implementers and outcome felt by the policy beneficiaries. Therefore, this model is very effective to answer and analyze the research questions of the study. Moreover, the model divulges the factors like policy design, organizational behavior, street-level bureaucratic behavior, target group behavior that is very much relevant to my research objectives and research questions. Finally, it appears to the researcher that variables of both top-down and bottom-up approaches will help to understand the research problems thoroughly, from micro level to macro level.

2.5 Analytical framework:

An analytical framework is a structure or sketch of some social phenomena, which guide the researcher to choose data generation techniques and its analysis. It also helps the reader by providing a quick understanding of the research problem and relevant influencing issues.

However, for the analytical framework of this study, five variables, that is- 'policy design', 'organizational and inter-organizational behavior', 'target group behavior', 'street level bureaucratic behavior', and 'socio-economic context' are taken from the model of Winter, C. Sorren. Only the sixth variable, 'political will', has been picked up from the existing literature as this variable has an enormous influence on all other variables of this analytical framework.

Figure 2.2: Analytical framework of the study.

Independent Variables
Policy Design: - ICB as an implementation structure .
Organization and inter-organizational behavior: -Quasi-judicial role of ICB. -Coordination with awareness building stakeholders of ICB.
Street level bureaucratic behavior: -- Responsiveness in providing information. --Influence from the superior authority.
Target group behavior: -Information seeking behavior. -Awareness on RTIA act. - Citizen's willingness to use RTIA.
Socio-economic context: -Influence of socio-economic condition in the target group.
Political will: -Support from the local politician. -Directives from ministry. -Comparison of broadcasting items on between digital Bangladesh and RTIA.

Dependent Variable
Implementation status of RTIA in Bangladesh: -Number of written information request and its disposal. -Status of proactive disclosure by the authority.

Source: Framed by the author.

2.5.1 Operational definition of the variables:

The process of translating concepts and variables into measure is generally termed operationalization of variables. Variables are often quite vague and difficult to measure. Systematic study of variables is not possible unless the concepts involved in the variables are operationally defined. In order to study a variable empirically, defining of the variable is necessary (Aminuzzaman, 2011).

2.5.1.1 Operationalization of independent variables:

Independent variable is a variable whose effects upon the dependent variable the researcher attempts to understand and explain. In other words, the independent variable causes change in the dependent variable. (ibid). The independent variables of this study are: policy design, organizational and inter-organizational behavior of ICB, target group behavior, street- level bureaucratic behavior, socio-economic context and the political will.

Policy design:

A policy design typically contains a set of goals, a mix of instruments for obtaining these goals, a designation of governmental and non-governmental entities, charged with carrying out a goals and an allocation of resources for the requisite task (May,2003). As per Winter (2003), there are three components that constitute well design policies. They are: setting the right goals and values, mixes of policy instruments and target group and implementers access to information on how to execute policies. This study operationalizes the policy design as the role of ICB in building awareness on RTIA among the supply side and the demand side as per the law.

Organization and inter-organizational behavior of ICB:

Organizational behavior focuses on the behavior of people in organization and their behavior (both as individuals and groups) affects performance in this organization. It also examines the effects of structure on the members and groups, and on the organization, as a whole.

It helps the members of organization to realize better understanding among themselves and those with whom they interact, which will lead the organization more effective and successful. (Robins, 1989). However, present study operationalizes organizational behavior in terms of the quasi-judicial role of ICB. That is, addressing of the grievances of the citizen against any authority.

Inter-organizational behavior includes the organizational dependence, coordination mechanisms and the factors affect its establishment (technical, structural and organizational task types. It is the process in that two or more organizations design and perform the plans and policies to achieve a shared goal (Kilgor & Ellefson, 1982 cited in Aghajani and Abasgholipour (2013). The present study operationalizes inter-organizational behavior of ICB in terms of its coordination mechanism with its implementation stakeholders in its awareness building campaign.

Street level bureaucratic behavior:
According to Lipsky (1980), street-level bureaucrats are those who interact directly with citizens and make decisions about services for clients in the regular course of his job. In the present study, the designated officer and the influence will mean the behavior of street-level bureaucracy as their responsiveness in providing information from the superior on his job in providing the service.

Target group behavior:
According to Cambridge English Dictionary, target group is a particular group of people, identified as the intending recipient of an advertisement or message. Target group behavior means the general practice or response to that particular stimulus. The present study operationalizes target group behavior in terms of information seeking behavior of demand side, their willingness to use RTIA and the awareness level of the citizen regarding RTI act along with its implementation.

Socio-economic context:
Socioeconomic characteristics of a population expressed statistically, such as age, sex, education level, income level, marital status, occupation, religion, birth rate, death rate,

average size of a family, average age at marriage. Socio-economic conditions have a major influence on policy implementation (Meter & Horn 1975). Implementing policies at the local level would mean local social and economic conditions that affect the implementation process.

This study operationalizes socio-economic context with some demographic factors of the respondents. These are: age, gender, living location, education level, family income and occupation. From the survey, it is revealed that the respondents come from different socio-economic backgrounds and offers diverse feedback on RTIA related awareness.

Political will:

Political will is defined as "the extent of committed support among key decision makers for a particular policy solution to a particular problem. It consists of the following components: A sufficient set of decision-makers; 2. with a common understanding of a particular problem on the common agenda; 3. is committed to supporting; 4. A commonly perceived, potentially effective policy solution. " (Lori et al, 2008, P: 659).

It may also be defined as the combination of three factors: opinion, intensity and salience. Opinion means having positive attitude towards a particular issue. It is shaped by how issues are framed. The considerations that frame public opinion decide which way political will is pointing. Intensity is the second factor in political will means strong opinion. On many issues, people have opinions, if there is not much intensity; there is not much political will. Strong opinions should be salient to public choice. There is no political will, if they have no connection to public affairs. Political will is weak if the issue is public, but has not been politicized (Charney, 2009). However, the study operationalizes 'political will' as support from the local politician and directives, rules, regulations from the government to boost up the implementation of RTI.

2.5.1.2 Operational definition of the dependent variable:

The variable that is supposed to depend on or be caused is called dependent variable. It is the quantity and aspect of nature whose change or different aspects the researcher wants

to understand, explain, or predict (Aminuzzaman, 2011). In the present study, the dependent variable is implementation of Right to Information Act in Bangladesh.

Implementation of RTIA in Bangladesh:

According to Warwick (1982), implementation means transaction. To carry out a program, implementers must continually deal with tasks, environments, clients, and each other. The formalities of organization and the mechanics of administration are important as background, but the key to success is continual coping with contexts, personalities, alliances, and events. Moreover, crucial to such adaptation is the willingness to acknowledge and correct mistakes, to shift directions, and to learn from doing. Nothing is more vital to implementation than self-correction. Therefore, implementation is a process. In this study, implementation of RTIA means the number of written information requests from the citizens to the authority and its disposal along with the state of proactive disclosure by the authority[11].

2.6 Conclusion:

This chapter tries to provide the readers the review of RTI related study along with the related theories of policy implementation in the policy literature. Finally, it attempts to develop an analytical framework evaluating the theories and related literature with six independent variables to find out their influence and role in the implementation of RTIA in Bangladesh. The next chapter will offer the readers a general idea on right to information and its implications in international and local level.

---

[11] According to RTIA law,article(2)   "**Authority"** means– (i) any organization constituted in accordance with the Constitution of the People's Republic of Bangladesh; (ii) and ministry, division or office established under the Rules of Business made under article 55(6) of the Constitution of the People's Republic of Bangladesh; (iii) any statutory body or institution established by or under any Act;(iv) any private organization or institution run by government financing or with aid in grant from the government fund; (v) any private organization or institution run by foreign aid in grant; (vi) any organization or institution that undertakes public functions in accordance with any contract made on behalf of the Government or made with any public organization or institution; or (vii) any organization or institution as may be notified in the official Gazette from time to time by the Government;

Chapter Three: An overview of Right to Information in international and national arena

3.1 Introduction:

This chapter tries to offer the readers preliminary concepts of right to information and its necessity in society, state. It also provides the brief history of right to information. In addition, it tries to provide a glimpse on the status of implementation of right to information act in different countries along with Bangladesh. Finally, it attempts to present the uniqueness of the RTIA of Bangladesh and its benefits to the people.

3.2 Right:

Right is a certain kind of justified demand, which is needed to flourish human existence. 'It is the inborn and universal demand of a human which is deeply related with his /her birth and successful living.'(Ferdous, 2008). A right is the sovereignty to act without the permission of others. The concept of a right carries with it an implicit, unstated footnote: you may exercise your rights as long as you do not violate the same rights of another—within this context, rights are an absolute.

A right must be exercised through one's own initiative and action. It is not a claim on others. A right is not actualized and implemented by the actions of others. This means one does not have the right to the time in another person's life. As a substantive right (my right, his right), designates the object of justice. When a person declares he has a right to a thing, he means he has a kind of dominion over such thing, which others are obliged to recognize. Right may, therefore, be defined as a moral or legal authority to possess, claim, and a thing as one's own.

It is thus essentially distinct from obligation; in virtue of an obligation we should, in virtue of a right, we may do or omit something. Again, right is a moral or legal authority, and, as such, is distinct from merely physical superiority or pre-eminence; the thief who steals something without being detected enjoys the physical control of the object, but no right to it; on the contrary, his act is an injustice:, a violation of right, and he is bound to return the stolen

object to its owner. Right is called a moral or legal authority, because it emanates from a law, which assigns to one the dominion over the thing and imposes on others the obligation to respect this dominion. To the right of one person corresponds an obligation on the part of others, so that right and obligation condition each other. If I have the right to demand one hundred dollars from a person, he is under the obligation to give them to me; without this obligation, right would be illusory. One may even say that the right of one person consists in the fact that, on his account, others are bound to perform or omit something.

3.3 Information:

Information refers to processed data, which is integral part of our life and living. Information is the central element of human communications .Information is new or details. However, in terminologically the meaning of information is diverse and it is not limited in the in the lexical and materialistic ideas. In general, information means every news, incidents, details, reports, books, document set. However, collectively, information is those materials or ideas, which enrich our knowledge and experience and help us towards newer knowledge eradicating all types of uncertainty. (Rahman, 2015)

As legal term, Information is related to the descriptions of all open and secret activities related to public interests, works of government, and to socio-economic and political rights of citizens instate scenario. From applied perspective, various activities and meeting records of government, copies of different decision, orders and circulars, information and calculations in various types of government documents, descriptions of work strategy, provisions and measurements and maps of worksites- all are included in information.(BLAST,1999)

The news, ideas, incidents opinions, pictures, evidences, comments, feelings, streams of knowledge etc. which increases the speed of works and work-related steps or put forward the works, are information(Ferdous and Rahman, 2008). Information also can be conceptualized 'as a political tool, both reflecting existing hierarchies and playing a critical role in the allocation of resources between competing interest groups. As such, it is a means of exercising power' (Davies, 1994)

According to the Right to Information Act of Bangladesh, 'information' includes any memo, book, design, map, contract, data, log book, order, notification, document, sample, letter, report, accounts, project proposal, photograph, audio, video, drawing, painting, film, any instrument done through electronic process, machine readable record, and any other documentary material regardless of its physical form or characteristics, and any copy thereof in relation to the constitution, structure and official activities of any authority.

According to the Right to Information Act-2005 of India, Information is any material in any form. It includes records, documents, memos, e-mails, opinions, advices, press releases, circulars, orders, logbooks, contracts, reports, papers, samples, models, data material held in any electronic form. It also includes information relating to any private body, which can be accessed by the public authority under any law for the time being in force.

3. 4 Right to information:

Right to information means the right to get Information helpful for the citizens to achieve political, economic and social rights. In the light of universal philosophy of human rights, right to information is the right to communicate, to produce information, and to become a part in the produced information. In detail, this right is the right to know, right to extract knowledge, right to discuss and exchange ideas openly, right to search for any information related to public interest. In such cases, they should not wait for a request, for information from the citizens. (Ferdous and Rahman, 2008)

According to the RTIA 2009, Right to information.—Subject to the provisions of this Act, every citizen shall have the right to information from the authority, and the authority shall, on demand from a citizen, be bound to provide him with the information (RTI act-2009, Article, 4).

3.5 Historical background of Right to information:

The passion to get information, to express opinion freely and to communicate with others are prevalent among people from the very beginning of human civilization .This natural characteristics has become a part of their rights in course of time.

Right to information got its formal recognition in 449 B.C. when senate of observatories in Rome started to preserve official records. At that time people were authorized to collect information from these records .And in 60-27 B.C, Julius Caesar brought Acta Diruna (Daily Acticities), Acta Populi (Law for people), Acta Urbana (Municipal Law) and Acta Publica (Government law). These laws were put in the public places in different cities so that people could be aware about these rights. (Rahman, 2015; P: 105)

In the recent past, Sweden played specific role in recognizing the legal basis of right to information in 1766. The Swedish ensure the faster and cost-free access in information with little obstacles. In the meantime, the first recognition of right to information as a part of human rights to every citizen came in France in 1789. (ibid)

3.6 The Need for the right to information:

Harsh Mander, a government official of India and advocate of the right to information, has described the importance of this right as follows:

> Information is the currency that every citizen requires to participate in the life and governance of society. The greater the access of the citizen to information, the greater would be the responsiveness of government to community needs. Alternatively, the greater the restrictions that are placed on access, the greater the feelings of 'powerlessness' and 'alienation'. Without information, people cannot adequately exercise their rights and responsibilities as citizens or make informed choices. Government information is a national resource. Neither the particular government of the day nor public officials create information for their own benefit. This information is generated for purposes related to the legitimate discharge of their duties of office, and for the service of the public for whose benefit the institutions of government exist, and who ultimately (through one kind of import or another) fund the institutions of government and the salaries of officials. It follows that government and officials are 'trustees' of this information for the people. (Article19, 2001)

Information is beautiful:

Information is the cardinal source of power. Those who possess information are powerful. Those who do not have access to information are powerless. By enforcing people's right to information the powerful can be brought closer to powerless, through sharing and disclosing information. It can turn out to be the most effective catalyst for institutionalization of democracy, promotion of good governance and control of corruption. It is about empowerment of citizens and about building responsiveness of the state and its organs, the political parties and leaderships, administration and other institutions to the citizens.

Research has shown a strong correlation of transparency indicated by existence of Freedom of Information laws and frequent publication of government economic data with quality of governance. Transparency is also associated with lower levels of corruption, better socioeconomic and human development indicators, and greater economic competitiveness. On a more specific level, there are growing evidences that transparency in budget is associated with better governance standards and improved economic and social outcomes. Opening budget processes to civil society engagement can promote improvements in budget accountability and the effectiveness of pro-poor expenditures.

A recent study of budget-focused organizations in six countries - Brazil, Croatia, India, Mexico, South Africa, and Uganda – has shown that civil society engagement in the budget process had a direct impact on improving the quality of the budget system, pro-poor allocations, and the quality of expenditures (Iftekharuzzaman, 2009).

3.7 Scenario of right to information in international arena :

At present, 120 countries of the world enacted the right to information Act. (Sarker, 2015, P: 11-Newsletter). Among the countries that successfully implemented the RTI Act are India, Mexico and South Africa .There is also anecdotal evidence on the broader impact of such laws with regard to more sustainable changes. There have been cases where public officials and Ministers have been expelled from government due to information disclosed through

RTI requests, and instances where RTI findings have triggered reforms and created broader civil society mobilization against corruption, such as in India, among others.

In the UK, NGOs and investigative journalists have used freedom of information requests to investigate the expenses of members of parliament. The information was leaked prior to the official response. Nevertheless, it helped to identify wrongdoings and led to the conviction and suspension of several members of parliament (Dokeniya, 2013).

In Brazil, as required by the Access to Public Information and Transparency Law, the government proactively publishes a series of budgetary information online. Media outlets have used the information to enhance supervision of governmental programs, spot inconsistencies and expose corruption and wrongdoings. Such exposure led to investigations on several politicians and the resignation of several ministers in the last years (Alves & Heller 2011 cited in Dokeniya, 2013).

In Mexico, a local NGO used freedom of information requests to investigate the beneficiaries of the largest federal farm subsidy program. The information disclosed helped to review corruption and mismanagement of the program. The list showed that the main beneficiaries of the programs were not Mexico's poorest and smallest farmers, but rather rich and productive farmers. The Minister of Agriculture was removed from office and after subsequent denounces the government established ceilings on the eligibility for subsidies (Dokeniya, 2013).

India enacted RTI act in 2005.In the education sector, the disclosure of information relating to attendance of staff in schools has helped to assess teachers' absenteeism and students' dropout rates, leading to effective reforms in the schools involved (Ansari, 2008 cited in Dokeniya, 2013). Furthermore, the RTI law local NGOs use the act to support poor families to gain access to public schools by enquiring about the availability of seats for the poor and the criteria for eligibility (ibid).

Nepal recognized 'Right to Information' as a fundamental right of the citizen and passed the act on July 18, 2007. According to the Act, requested agency should provide information immediately and if not immediately, then within 15 days of the application (Baroi, 2013).

3.8 Right to information in Bangladesh:

Bangladesh enacted RTIA in 2009. It is not something that fell from the heaven abruptly. The Constitution of Bangladesh is the root of the inception of this law along with the pressure of domestic and international civil society, donor agency, which has already been discussed in the first chapter of the thesis. Rules and regulations of international laws and aid conditionality of international agency, also paved the way to the enactment of this law.

3.8.1 Legal basis of RTI in Bangladesh:

Political commitment and legal framework also facilitated the citizens' access to information in Bangladesh. The law recognizes right to information as a citizen's fundamental right and the right to information has a legal and constitutional basis. The constitution of the People's Republic of Bangladesh guarantees the freedom of thought, conscience and expression as one of the fundamental rights of Bangladeshi citizens. (Sarker, 2015, P:11-Newsletter)

3.8.1.1 Constitution of Bangladesh and RTI:

- Article 7 (1) : All powers in the Republic belong to the people …
- Article 11: Democracy and human rights and "effective participation by the people through their elected representatives in administration at all level shall be ensured."
- Article 39: Freedom of thought and conscience is guaranteed.
- The right of every citizen to freedom of speech and expression and the freedom of press are guaranteed.

3.8.2 International legal framework and RTI in Bangladesh:

The International Covenant on Civil and Political Rights (ICCPR), which Bangladesh has ratified, also provides a corresponding provision in its Article 19. Article 19 (2) states: Everyone shall have the right to freedom of expression; this right shall include freedom to seek, receive and impart information and ideas of all kinds, regardless of frontiers, either orally, in writing or in print, in the form of art, or through any other media of his choice. However, recognition of the right to information as a human right was formalized with its inclusion in the Universal Declaration on Human Rights (Article 19) in 1948.

Bangladesh has also ratified the UNCAC. The country is also a member of the ADB/OECD Anti-Corruption Initiative for Asia-Pacific and OECD-Busan Partnership for Effective Development Cooperation. Bangladesh has also endorsed the International Aid Transparency Initiative (IATI) in 2011 and has been elected Vice Chair of the IATI Steering Committee in 2013.

3.8.3 Right to information act in Bangladesh:

There are four preconditions to free flow of information and right to information (RTI): (1). information preservation, (2) enthusiastic information receivers and providers, (3) legal structure for RTI, and (4) administrative and operational ability for implementing RTI. In legal structure of RTI has been established through the introduction of Right to Information Act (RTIA) in 2009. Among the countries with RTI law, Bangladesh stands 20th position regarding the quality of RTI issues like access to information, time limit, process of application, exception in supplying the authority, opportunity to appeal (Sarker,2015).

In fact, the Right to Information Act, 2009 was promulgated in 2009 considering the right to information as a precondition to this fundamental right. The main purpose of this law is to ensure transparency and accountability of government/NGO authorities run by peoples' money, reduce corruption and establish good governance. Subject to the provisions of this law, any citizen of the country has the right to obtain information (with a few exceptions) from the authority under the purview of the law; and the authority is bound to maintain provide such information request.

The access to information is not limited by any law that prevents information disclosure and the RTI Act overrides such laws, i.e. the Official secrets Act 1923, section-5, rules of business, rule 19 that stood in the way of giving information and these helped the bureaucracy from refusing the people to give information for many decades.

As per the RTI Act (Section 3), the rules for giving information under any other law will not be undermined by the rules of this law; if any law conflicts with the provisions of this law on giving information—the RTI Act will reign supreme.

The RTI Act gives the citizen the right to ask for information from the government, non-government and other institutions, while it also creates the opportunity for those in positions of power to devolve it through sharing of information. The application for information is the main spirit and strength of the law. Thus, this act can be a key legal instrument to support, protect and facilitate democracy in Bangladesh. However, since the enactment of RTIA and inception of ICB, the number of application from the demand side, the citizen is not remarkable. From 2010 to 2015, the total number of application from the demand is 76043 (table 3.1), which is decreasing per-annum. On the other hand, the number of complaints to ICB is 1143, which is increasing per-annum (table 3.2). This indicates that the supply side does not possess positive attitude and their behavior to the implementation of RTIA in Bangladesh is not improving.

Table 3.1: Year wise number of information request up to 2015.

Year	Number of application to authority(GO+ NGO)
2010	25410
2011	7808
2012	16475
2013	11727
2014	8442
2015	6181
Total	**76043**

Source: Information Commission, 1016[12].

---

[12] Researcher got the information by applying to the ICB under RTIA-2009.see annexure.

Table 3.2: Year- wise number of information complaints to the ICB up to 2015.

Year	Number of complaints to information commission
2010-2011	104
2012	202
2013	207
2014	294
2015	336
Total	**1143**

Source: Information Commission, 1016

3.8.4 Uniqueness of the RTIA of Bangladesh:

The RTI Act of Bangladesh characterizes with some unique features, which are not available in similar legislations of many other countries. Such as: keeping non-governmental organizations using government or foreign funds within the purview of the law, provision of penalty for non-disclosure, providing information relating to life and liberty within 24 hours, and extending assistance to handicapped persons seeking information. (Strategic Plan, 2015-2021).

3.8.5 RTI, SDG and 7th five year plan of Bangladesh:

Seventh five-year plan (2016-2020) has been articulated in the spirit of achieving Sustainable Development Goals-2030 and in the light of Vision 2021. Among the 17 goals of SDG, the 16th goal is: Promoting peaceful and inclusive societies for sustainable development provide access to justice for all and building effective, accountable and inclusive institutions at all levels.

It is to be noted that this goal has 16 sub-goals. One of the sub-goals (16.10) is: ensuring public access to information and protecting fundamental freedoms in accordance with national legislation and international agreements- which directly denotes the urge to implement RTIA in respective countries. Other sub-goals like promoting the rule of law and ensuring justice for all; reducing corruptions and briberies in all their forms; developing effective ,accountable and transparent institutions in all levels; ensuring responsive, inclusive, participatory and representatives decision making at all level and so on actually

stand upon the implementation of right to information. However, the issue of implementing RTIA to empower people is almost invisible in the seventh five-year plan. It came as a bi-product of ICT development issue[13].

3.9 Conclusion:

This chapter is an attempt to provide the readers a general idea on the right to information and its practice in the national and international arena. In addition, it highlighted the uniqueness of the RTA act of Bangladesh and the participation of demand side so far. Finally, it tries to show the benefits people can get from RTI act by executing it upon the authority. The next chapter will discuss the methodological outlines of the present study.

---

[13] '**Establishing Transparency and Accountability:** Transparency and Accountability are indispensable for efficient urban management. Transparency is widely recognized as a core principle of good governance. There are quite a good number of tools which can be used to enhance transparency and accountability as shown below which is proposed to be pursued: Disclosure law (7th YP, page: 532)

Chapter Four: Methodological Overview of the Study

4.1 Introduction:

The present study is an attempt to uncover how the factors or actors have an effect on the implementation of RTIA-2009 in Bangladesh. This is chapter tries to present the research methods or techniques used in the study for data collection and data processing to bring out projected objectives of the study. It includes research area, research methods, data sources, data collection, analyzing techniques and finally ethical standard followed in the study.

4.2 Study area:

The empirical research has been conducted at the Sirajganj Pourashova and Number 2 Bagbati Union Parishad of Sirajganj upazilla[14] in the district of Sirajganj.

Table 4.1: Sirajganj District at a glance	
Area:	2498km^2
Population:	2707011
Density:	1084Km^2
Literacy:	68%
No. of Upazila:	9
No. of Union:	82
No. of Pourashava:	6
http://www.lged.gov.bd/DistrictHome.aspx?districtID=52 ,accessed on 15.10.16 at 12.	

The study area was selected purposively considering easy access, availability of local representatives and some other conveniences into consideration. In addition, ICB has already covered the district through its public informing and sensitization meeting since the study has tried cast an insight what effects of awareness is building program of ICB. Nevertheless, Sirajganj takes the 8th position among the best 10 districts regarding application for information under RTIA. Therefore, present study endeavors to understand the level of better implementation status of RTIA in Bangladesh.

---

[14] 'sub-district' pronounced: upojela), is a geographical region in Bangladesh used for administrative or other purposes. The upazilas are the second lowest tier of regional administration in Bangladesh. Currently, there are 583 *Upazilas in Bangladesh* .

4.3 Unit of analysis:

Unit of analysis is one of the vital criteria for research. It is the major entity for a study, which one researcher analyzes to achieve one's research objectives. In other words, it is used in order to make summary descriptions of them and clarifies differences among them. Unit of analysis can be individuals, groups, artifacts (like books, photos, film, and website), geographical units (city, village etc.), organizations and social interactions (dyadic relations, divorce, facebook communication etc.)

The present study used mainly two formal institutions as the unit of analysis. These are: Sirajganj Pourashova and Number 2 Bagbati Union Parishad to realize their implementation status of RTIA. Another two institutions: Information Commission of Bangladesh and Bangladesh Betar were taken as unit of analysis to their respective role in the implementation of RTIA in Bangladesh.

It is to be noted that Bangladesh has a long history in developing rural local government institutions to foster people's participation as a strategy for effective development. Nonetheless, local people have also been participating in some sort of pattern in these rural government bodies for a long time. Several reform programs also have been undertaken by local governance bodies in Bangladesh to ensure good governance through people's participation in different local government programs in the country. Establishing RTI is also a good governance issue which is dependent if the inclusive participation of rural and urban people and on the transparency and accountability of rural and urban local government institutions. Hence, the study has selected one urban local government and one rural government institution for case study.

4.3.1 Sirajganj Pourashova:

City corporations and municipalities constitute urban local governance in Bangladesh. Urban local government institutions (ULGI) take a vital position into overall governance in the country. They were established to function as key local government bodies that deliver vital services and infrastructure to urban population. Sirajganj Pourashova is such an institution, which is serving the urban people of Sirajganj Sadar upazila since its inception. It has prescribed functions determines by law –(local government (municipality) ordinance, 2009)

like   infrastructural development, implementation and issuing urban development plan including building control to provide municipal service to the citizen of municipal area; maintaining security and discipline of citizen, ensuring various utility service   like water supply, sanitation etc.

4.3.2. Number 2 Bagbati Union Parishad:

Union Parishad (UP) is the frontline local government organization closest to rural people. The citizens under the jurisdiction of this local organization unit are mainly the grass root people mostly live in poverty or without optimum communications and communication facility due to lack of proper infrastructure. An effective and good governed Union Parishad can accelerate the grass root level development by ensuring participation of local people, establishing transparency and accountability in the process and function of its prescribed business. To reach this goal, RTIA is a vehicle. Therefore, for this study, to understand the implementation of RTIA, the selection of Union Parishad as a unit of analysis is relevant.

4.3.3 Information commission of Bangladesh:

ICB has been established according to the RTIA-2009. It is a quasi-judicial institution involved in receiving complaints by the citizen for not providing information and it handles the disposal of such complaints. Most importantly, ICB is responsible for informing, executing, and monitoring RTIA implementation in Bangladesh. Therefore, the present study has chosen this unit of analysis to understand the role of Information commission in the implementation process of Bangladesh.

4.3.4 Bangladesh Betar:

It is the only state-owned radio station of Bangladesh. It has been working as the spokesperson of the government. Every day it broadcasts different programs on development initiatives taken and prioritized by the government .RTIA is one of them. It is working to inform and educate people about RTIA. Therefore, these developmental programs are the reflection of political will of the government. In this regard, the study has chosen it as another unit of analysis to understand the political will of the government. In this attempt, the study observed and executes content analysis technique of the awareness-

building program broadcast on the Bangladesh Betar, Dhaka Station in various format like music, phone-in-program, discussion program etc.

4.4 Approaches of inquiry:

There is no hard and fast rule for choosing a research method from a variety of research methods and approaches. It depends on the nature of the problem being studied, research goals, and researcher's area of interest or specialization, level of accuracy the researcher wants (Aminuzzaman, 2011; p: 53). However, this study has taken both qualitative and quantitative approach. Use of both approaches works as complementary to each approach and overcomes the shortcomings of qualitative and quantitative methods. In other words, qualitative methods make available room for the exploration and understanding of subjective information on the issue in wide and deeper senses while quantitative approaches facilitate the unearthing of quantifiable information. They are the most appropriate processes for considering people's perceptions and beliefs.

Contrary to quantitative studies, these methods offer an insight into human action and interaction, how people make sense of the world. Robinson *et al*. (2004) explain that qualitative studies allow an "understanding of life in ways that consider the perspectives and experiences of people who live it" (p.4). This thesis seeks to understand the interactions among different actors and factors; also tried to realize how their ideas and beliefs, as well as practices and participation may influence the implementation of RTIA.

4.5 Sources of data:

The data collected for study from both sources: primary and secondary. Primary data have been collected through   questionnaire survey, in-depth interview (of stakeholders), case study, observation, participatory –observation. In addition, secondary, information has been accumulated through content analysis of relevant and reliable contents (of print, audio and video content on RTIA).

4.6 Data collection techniques:

Data are scattered all around. The mode of data collection is also in the realm of research. However, the success of study depends on the right selection and right use of different data collection techniques. The present study uses the following data collection techniques:

4.6.1 Survey:

To understand the familiarity level and perceptions regarding RTIA, the researcher conducted a questionnaire survey. The researcher, herself conducted the survey on the service seeker of the Sirajganj Pourashova and Number 2 Bagbati Union Parishad.

4.6.2 Case study:

The case study approach is suitable for research that seeks to have an in-depth understanding of processes. It allows for exploratory and explanatory analysis. The nature of the main research question and the issues it seeks to address call for a case study analysis. As Robert K. Yin (2009, P:2) argues, 'the case is a preferred method when (a) 'how' and 'why' questions are posed, (b) the investigator has little control over the issues, (c) the focus is on a contemporary issue within a real life context.' The method allows investigators to retain the holistic and meaningful characteristics of real-life events –such as individual life cycles, small group behavior, organizational and managerial processes and so on. This research, though, has adopted other qualitative methods, namely: interviewing, content analysis, observation and participatory observation to explore all research questions.

In this study, Sirajganj Pourashova, Number 2 Bagbati Union Parishad, three DOs, Bangladesh Betar and ICB, petitioner and so forth were the components of case study. While conducting case study, observation comes to use automatically.

4.6.3 In-depth interview:

Face to face interviews with DOs, key informants interview, local public representatives, bureaucrats, NGOs and media personalities were conducted for detailed understanding of the stakeholder's participation and level of engagement on the RTIA implementation. A semi-structured questionnaire was used to conduct interviews. Face to face interview is very

communicative to observe as it is characterized with speech along with non-verbal communications like facial expression, body language, paralanguage etc.

4.6.4 Questionnaire:

Questions were designed according to interviewee category. For survey and for interview different sorts of questionnaire were prepared based on the different role and level of engagement of the interviewees.

4.6.5 Content analysis:

The researcher has to go through a lot reading like printed and online articles , annual report of information commission ,news reporting of renowned newspaper of Bangladesh, other relevant studies in printed and online format; also listened to radio program, watching documentaries on RTIA .Finally the researcher used these information by analyzing the content according to their relevant points.

4.7 Sample size:

For questionnaire survey, a total 87 service seekers of Sirajganj Pourashova and Number 2 Bagbati Union Parishad were chosen purposively.

Table 4.2: Sample distribution of questionnaire survey.

Area	No. of respondent
Service seekers of Sirajganj Pourashova	47
Service seekers of Number 2 Bagbati Union Parishad	40
Total(N=87)	87

Source: Survey of the study.

4.7.1 Demographic features of the respondents:

Demographic aspects are personal characteristics are used to collect and evaluate data on people in a given population. Age, gender, marital status, race, education, income and occupation etc. factors are considered as demographic features generally. This study has used age, gender, religion, income and occupation to evaluate the respondents' responses. .

Table 4.3: Gender ratio among total respondents.

Gender	Percentage
Male	69.0
Female	31.0
Total(N=87)	100.0

The above table shows that the 31% respondents were female whereas 69% were male.

Table 4.4: Age ratio of the total respondents.

Age	Percentage
15-24	29.89%
25-34	21.84%
35-44	14.94%
45-54	16.09%
55-64	2.30%
65-74	10.34%
75-84	4.60%
Total (N=87)	**100.00%**

From the table 4.4, it can be mentioned that young people, (age 15-34) are the majority service seekers.

Table 4.5: Religion-based distribution of total respondents.

Religion	Percentage
Islam	94.3
Hindu	5.7
Total(N=87)	100.0

In terms of religion, the majority people of Bangladesh are Muslim. The above table (table 4.5) shows the same tendencies among the respondents of the survey.

Table 4.6: Education-based ratio of total respondents.

Education	Percentage
Illiterate	14.9
Primary level (Class one – Class five)	13.8
Secondary Level (Class six– Class ten)	27.5
Higher Secondary Level (Class eleven – Class twelve)	23.0
Bachelor Degree or Higher (Above Class twelve)	20.7
Total (N=87)	**100.00**

Table 4.6 shows that the maximum respondents have the secondary and higher secondary level of education which is also reflecting the majority age ratio, that is, 15-24 age group (from the table 4.4).

Table 4.7 : Occupations of the respondents.

Occupation of the respondents	Percentage
Student	23.5
Businessman	20.7
Housewife	18.4
Service	11.2
Day labor	6.8
Driver	5.7
Retired	5.7
Teacher	4.6
Agriculture	2.3
Teacher	1.1
Total (N=87)	100.0

Source: Survey conducted by the researcher.

The above graph shows the diverse occupation of the respondents dominated by the students which reflects the domination of age group (15-24) and the education level (secondary and higher secondary level) of the respondents in two previous tables (table 4.3 and table 4.5).

Table 4.8: Family income (monthly) of total respondents.

Family income (Monthly)	Percent
Up to 5000	12.8
5000-10000	44.92
10000-15000	14.9
15000-20000	16.00
20000-30000	4.5
More than 30000	6.88
Total	100.0

Source: survey of the study

Table 4.8 gives an overview of the monthly family income of the respondents .

4.7.2 Interviewee:

For quality information, interview is effective research technique. This research tried to accumulate information from different types of stakeholders of RTI implementation. For this research, purposive sampling method has been adopted for interview. Purposive sampling indicates selection by choice, not by chance. In purposive sampling, a sample is chosen which is thought to be typical of the population with regard to the characteristic under the study. It has many advantages viz. it is very simple to draw; it is less costly and involves less fieldwork; there is no need to determine sampling errors because purposive sampling does not meet the basic requirement of randomness.

While carrying out purposive sampling for selecting interviewee for the study, some criteria were adopted: efforts were made to select interviewee from government authority (both central and local), NGO (national and local), media person, political authority, media audience, complainer to ICB and last but not least the citizen.

Table 4.9: Types and number of interviewee.

Segment	No. of interviewee
Designated Officers	3
Councilor	3
Key informants interview	1(Information commissioner)
Journalist	1
NGO Person (National + local)	3=1 (MRDI) + 2(NDP + DORP)
Complainer to ICB	1
Media person	1
Member of District Advisory Committee	1
Listeners of Bangladesh Betar	2 (Male + female)
Applicant for information under RTIA at the UP	1
Total	18

4.8 Data Analysis tools and techniques:

The collected data was processed with SPSS (statistical package for the social sciences) software in the form table, graph, chart etc. After presenting the primary data, the findings were analyzed and compared in light of secondary data like data from interview and related theories and existing literature.

4.9 Limitations of the data:

One of the precincts of the research is sample size and sampling method for questionnaire survey. Only 87 respondents were chosen randomly. If it would be more in number, or if the sample were chosen by following specific sampling method like quota system through picking them up from each ward of union parishad and pourashova, then they result may be more diverse and more representative. In addition, equal number of respondents from urban and rural area would be better. However, in science research, this difference is negligible, as it does not any significant difference in result.

Another important limitation of this study is the unfamiliarity with RTIA by the respondents. As the majority of the respondents were unaware of RTIA, all the questions of survey were not answered fully which hampered to get the quality findings from the survey. Understanding this limitations, the researcher tried to make up it by explaining findings not only with primary data of survey, but also with the data got from other methods like in-depth interview, case study even from the secondary sources through content analysis.

Among other limitations, the unavailability of official documents, non-cooperation from the officials to provide official documents; reluctance to deliver interview by some key informant interviewee; misleading information by the interviewee. However, the researcher tried to minimize this limitation by crosschecking information from other sources.

4.10 Ethical consideration:

Ethics is a certain type of philosophy dealing with what is morally right and morally wrong. It is codes or rules based on some principles, which govern those practices in a particular profession. Like life, in each stage of research, the researchers need to keep in mind certain types of ethical concerns. According to Aminuzamman (2011), there are at least two approaches through which the ethical standards of research can be maintained. One, giving the participants the clear idea about the research and second, preventing the misuse of research findings.

There are a number of reasons, why ethical norms are essential for research. To begin with, norms uphold the basic aspiration of research like knowledge, truth and redemption or reduction from error. Next, as research frequently requires a great deal of cooperation and coordination among different people in different disciplines and institutions, the ethical principles promotes the values that are essential to collaborative work, for instance: trust, accountability, mutual respect, fairness. Finally, many of the norms of research persuade a variety of other significant moral and social values like: social responsibility, human rights, compliance with the law, and public health and safety.

Arenas of ethical consideration in research are manifold. Firstly, the researcher should maintain the objectivity in every aspect of it. One should refrain from any kind of biasness while designing research, interviewing, data analyzing and interpreting and presenting testimony. Second, one is the intellectual property rights: The researcher should give credit to the real authorship and to the publisher. Even though, use of interesting manuscript, new ideas taken from other's discussion without their concern is also unethical. If the writing is not published, the reference taken from it must be taken the consent of the author. The researcher should also follow the informed- consent rules. That is, he or she always inform the participants the objectives and the use of the research and take consent or approval of that person or institution before taking any in interview or any other papers during the period of research. Respecting one's' rights to confidentiality and privacy is another prime principle research. During Data collection, the privacy and confidentiality of the respondents was strongly maintained. No photo, audio data were not taken without the approval of them. The issue of confidentiality was informed before the survey and interview. Last but least, there was always an earnest attempt all through the study so that the data and findings are not been manipulated and misrepresented and to offer credit to the author or source information has been used.

4.11 Conclusion: This chapter tried to provide a glimpse of the whole image data collection, presentation and its interpretation of the research journey. It also tells about the unit of analysis used in the study, limitations the study faced and ethical considerations the study followed. The next chapter will provide the processed data in a meaningful way along with findings and analysis.

Fifth Chapter: Data Presentation, Findings and Analysis

5.1 Introduction:

This chapter tried to present the data gathered from different methodology of data collection by using tables, figures along with the analysis of each findings under the respective variable. In analysis part, it endeavors to use relevant literature as examples and to make relationships with the allied theories to make it meaningful to the audience. In addition, it arranged the data in the light of research objectives, dependent and independent variables of analytical framework so that it becomes comprehensible of what was expected expedition and what is lastly obtained. Moreover, some case studies have been added to offer a pictorial staging of the real scenario of the present implementation status of RTIA in Bangladesh. Finally, it uncovered the findings of the study.

5.2 Factors affecting the implementation of right to information in Bangladesh:

In the analytical framework of this thesis, it has been mentioned that some factors and actors are influencing the implementation process of right to information act of Bangladesh. The following discussion will tell the readers how and why these issues are influencing the materialization of the law in this country.

5.2.1 Influence of policy design:

A policy design typically contains a set of goals, a mix of instruments for obtaining these goals, a designation of governmental or nongovernmental entities charged with carrying out the goals, and an allocation of resources for the requisite tasks (May, 2003). It may refer to the content of public policies; include policy instruments-resources, implementation structure as well as target population (Schneider and Sidney 2009). It is argued that the more beneficial a policy is in its design, the more its acceptance. The more the participation of larger population or target groups the better its chances of being implemented.

As per Winter (2003), there are three components that constitute well design policies. They are: setting the right goals and values, mixes of policy instruments, scope for target group and implementers access to information on how to execute policies.Therefore, policy design is a vast and complex component of a policy issue having influence all through the policy cycle. However, present study is indicating policy design as the role of ICB in building awareness on RTIA among the supply side and the demand side as per the law.

5.2.1.1 Mandate of ICB:

The Information Commission of Bangladesh has been given a clear mandate to implement the RTI Act 2009.

Table5.1: Mandate of information commission of Bangladesh.

Obligatory powers of information commission of Bangladesh
- Information Commission shall be established for carrying out the purpose of this Act and in accordance with its provisions.
-The Information Commission shall be an independent body corporate having perpetual succession and a common seal
To issue directives for the preservation, management, publication, publicity of and access to information;
-To lay down procedures for application for information;
-To implement the right to information;
-To identify and remove impediments for effective implementation;
-To undertake research and solicit recommendation for effective implementation;
- To follow international best practices;
-To undertake awareness activities;
-To formulate rules and regulations;
-To assist other organizations or institutions to implement the right to information;
-To provide technical assistance to authorities; and
-To oversee the actions of others under other laws for implementation of right to information.

Source: RTIA-2009

Thus according to the law, ICB is bestowed with the liability of building awareness in supply side and demand side along with other implementation responsibility. It is to be noted that 'policy implementers have to be knowledgeable on policy goals and the means of achieving them. For successful implementation of a policy, the clarity of the goals and objectives are prerequisite.' (Pressman and Wildavsky, 1984; Van Meter and Van Horn 1975).

However, ICB is trying to reach the values and objectives of RTI to the supply side and demand side. The study found that ICB is in a better position in terms of informing the supply side in one hand. Both the institutions taken as case study in the research, have appointed designated officer. One of them has already formal training on RTIA. However, they do not possess positive attitude due to ambiguity in policy design in terms of job specification, division of labor, incentives and resources required to perform the attributed charge smoothly. They are to perform more than one duty at a time with limited logistic support. Since according to the policy content of RTIA, the recruitment of DOs Are not mentioned, the responsibility of a DO is an additional duty other than any kind of incentives. Therefore, there is deriving intra-personal conflict among the supply side 'and the conflicts in policy making often continue in the later implementation process (Bardach, 1977). This mismatch between the policy instruments (extra charge, but no incentive) ultimately impeding the accomplishment of the policy.

On the other hand, the study found that demand side is not aware enough to use the law. One reason behind low consciousness level regarding RTIA is: As an implementation structure, ICB (according to the RTIA-2009) is the sole organization for creating awareness to 160+ million people of Bangladesh. With its small manpower in comparison to its huge target group it is difficult to create awareness within such short time (6+ years).However, one of the information commissioners did not agreed with this view point. She said:

> ICB has already taken different steps to inform people about the law. For instance, sensitization meeting has already been conducted in 64 districts where the community leaders, political leaders, journalists and other social elites were present. It is expected that they carry will the message of RTIA to the people in their areas. They are actually working as ambassadors of ICB. Therefore, it is clear that ICB has been decentralizing its responsibility to the different areas.ICB is not working alone.

However, what is happening in the field? The District Advisory Committee is not working as an ambassador due to their lack of knowledge on RTIA, workload and logistic support. It is limited just in monthly meeting.

5.2.1.2 Manpower of ICB:

Work force is an important policy instrument, which may accelerate the implementation of a certain policy or vice versa. According to Winter (2006), mandates intending to regulate the behavior of target groups and implementers, on the whole, necessitate a staff for inspecting and enforcing the mandate and a set of sanctions. Therefore, essential number of skilled manpower is a vital policy instrument for successful policy implementation.

5.2.1.2.1 Size of manpower to achieve the vision:

At present, the total work force of ICB is 50. According to T.O & E. of ICB and its organogram, total manpower is 76. Among them 17 are of officer level including information commissioners. That is, except the information commissioners, 14 are officers. Again, 8 of the 14 are on deputation, mostly from administration cadre.

Table 5.2: Present manpower of information commission.

Designation	Number
Information commissioners	3
Officer(own)	6
Officer on deputation	8
Staff	33
Total	**50**

Source: Annual Report of information Commission, 2014.

5.2.1.2.2 Mindset of the work force and the leadership of ICB:

Most of the officers on deputation are from BCS cadre, who are maximum are higher post, representing the traditional bureaucracy of Bangladesh. Those who have originally been recruited for ICB are learning the existing bureaucratic behavior from these bureaucrats. For example, when the researcher asked details of budget of ICB with every code of 2015-16 fiscal years, they refused it by saying that *question is not clear.* Even, the designated officer was very much annoyed as the researcher wanted some of the information of the research

through written application following the rules of RTIA-2009. He said: **I have already helped you a lot. Then why are you submitting the written application for information?** However, ultimately he provided the information except the portion of budget spent for sensitizing and training, as it is not maintained separately as a distinguish code or sub-code in the budget .

It is noteworthy that as an implementation structure as well as an authority, ICB is to be a model authority to implement RTIA for other authorities of the country. Again, people will learn from its inside and outside environment. The transparency, accountability along with the visibility of ICB will ameliorate the awareness of RTI, RTIA among people. The information commissioners are very busy with awareness building program and handling hearing as the complaints to ICB is increasing per year, the work load will be more for them and if they are busy with day-to-day work, who will think about the mission, vision of this institution?

Regarding, the Information Commission, Dr. Iftekharuzzaman said : A person who has the highest degree of credibility, public trust, professional excellence and capacity, leadership quality, and dynamism should head ICB. The Commission must be proactive and independent and should have sufficient financial, human, and technical resources. However, what happened in reality? So far, all the information commissioners have been recruited with the political consent of the government. Moreover, as per law, there is a selection committee[15] to recruit the information commissioners; it is ironical that the members of the selection also chosen based on their political affiliation.

---

[15] According to the RTIA-2009 , (1) A selection committee shall consist of the following 5 (five) members with a view to providing recommendation for the appointment of the Chief Information Commissioner and Information Commissioners, namely :–
(a) a judge of the Appellate Division, nominated by the Chief Justice, who shall also be its Chairman;
(b) the Cabinet Secretary of the Government of the People's Republic of Bangladesh;
(c) one member from the ruling party and one from the opposition, nominated by the Speaker while the Parliament is in session;
(d) one representative nominated by the Government from among the persons involved in the profession of journalism holding a post equivalent to the editor or a prominent member of the society related to mass communication.
(2) The Ministry of Information shall provide necessary secretarial assistance to constitute the selection committee under sub-section (1) and to carry out the functions of such selection committee.
(3) The presence of at least 3 (three) members shall constitute the quorum of the selection committee.

5.2.1.2.3 Knowledge and skill of workforce to reach people:

For awareness building ICB need skilled manpower, of course in, ICT. He or she (not for all, but of course some officers) have to be expert in communication strategy as the commission need to reach people of all walks to aware them. However, they do not have such work force yet. For example: when the researcher went to meet the chief information commissioner, he was very busy with laptop and say with annoying voice:

> See, two days later, we will observe the international right to information day. We
> need leaflet; my X officer does not know how to add a photo in MS Word file.
> Therefore, I am preparing it.

For observing international RTI day, communication strategy is one. For housewives, communication approach is different. Therefore, different communication strategy is needed to reach diverse segment of people. ICB has not such manpower to develop such communication strategy. However, MRDI prepared a communication strategy for ICB. They were about to use it, yet another problems occurred. One of the senior level has been transferred, the newly come officer is not using it. To him, all things done before his arrival at the ICB are wrong. Hence, ICB has to wait for new communication plan.

5.2.1.3 Financial capability of ICB:

For successful policy implementation, financial capability is a vital policy instrument since the success of other policy instrument like skilled workforce, mechanism to reach people, monitoring, evaluation- all are dependent on availability of optimum finance. Lack of funds and untimely fund release lead to the poor quality of policy implementation as the deadlines of policy implementation cannot meet timely.

5.2.1.3.1 Budget of ICB:

For 2015-16 fiscal year, total budget of ICB was TK[16]=59,163,000/-, of which TK= 9,000,000/-(approximately) has been spent in diverse awareness building program through training and sensitization meeting, which is approximately 15.21% of total budget. Yet ICB cannot afford to increase publicity in private television channels due to its budget constraint to this code. Therefore, during budget preparation emphasis is needed on this code or

---

[16] TK=Taka, the currency of People's Republic of Bangladesh.

creating a new code. However, as per RTIA 2009, Article 21(1) ICB need not to take permission to spend the money allocated against the approved and prescribed heads once the budget is approved by the government.

It is notable that television medium, especially private television channels are very popular in our country. Yet, for lack of budget, ICB is not capable to broadcast programs on RTIA to inform the mass people via private television channels.

Budget Process of ICB:

Figure 5.1: Budgeting process of Information Commission of Bangladesh.
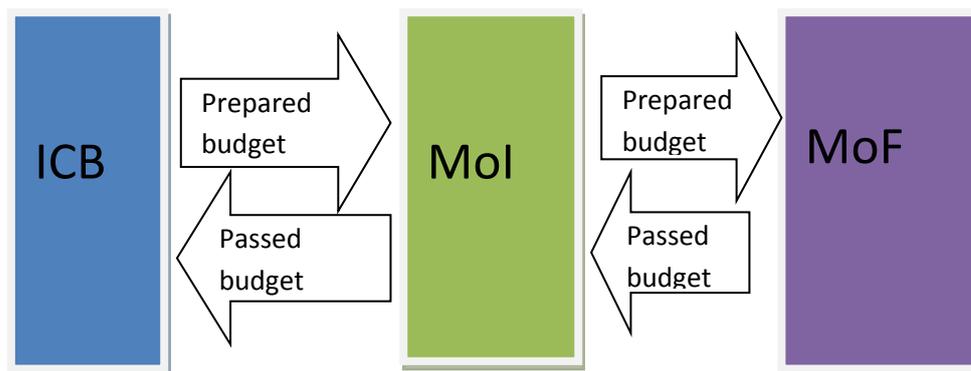
Source: Framed by the author from the collected data.

It is not likely that ICB is been allocated what it prepares. As ICB has to pass through one more system (MoI) to reach Finance Ministry, there may be the possibility of vetting, system loss. Therefore, it cannot be said that it enjoys full freedom regarding its budget. In this respect, one key informant said: '**When you have to take money from others' pocket to live your live, then where does your freedom place.'** Still it needs to take approval of the finance and public administration ministries on financial and administrative matters (MRDI, 2013).

However, it is true that ICB already has covered all the districts of Bangladesh with its public informing meeting in collaboration with DC office of every district. Nevertheless, most of the participants of these meetings belong to the upper echelon of the society, and they are not working to inform the lower stratum of the society, which is almost unaware about the law.

ICB has also managed to form a district advising committee (DAC) in every district with the direction of Cabinet Division. It was expected that the committee will act as an ambassador of ICB, but in reality, it did not take place. The committee is not active. The function of the committee is limited only a routine meeting, once in a month. Therefore, what was expected with the innovation of RTIA to establish people's right to know- is not diffusing up to the grass root level. Consequently, people are not coming to apply the law in huge number for their required information of their life and living. Therefore, heavy workload with weak infrastructure and less skilled work force and due financial freedom are not allowing the single implementation structure, ICB to aware the large demand side of Bangladesh.

5.2.2 Influence of target group behavior:

Target group is a particular group of people, identified as the intending recipient of an advertisement. project, program or a message. Target group behavior means the general practice or response to that particular people or any kind of stimuli .For any policy implementation, the behavior of the target groups especially their participation and opinion towards that specific policy is crucial. In case of RTIA, the information seeking behavior of the citizen and their outlook towards RTIA is essential for its effective implementation. The present study operationalizes target group behavior in terms of information seeking behavior of demand side and the awareness level of them on RTIA along with their willingness to us RTIA.

5.2.2.1 Information seeking behavior of the respondents:

Information-seeking behavior includes "those activities a person may engage in when identifying their own needs for information, searching for such information in any way, and using or transferring that information." (Wilson, 2000 cited in Patrick and Ferdina, 2016).

Table 5.3: Visiting tendency to the institutions by respondents.

Visiting frequency	Percent
First time	18.4
Seldom	13.8
Sometimes	51.7
Quite often	13.8
Very Often	2.3
N=87	100.00

Source: From the survey conducted by the researchers.

Table 5.3 offers that 51.8 % people visit the institutions sometimes, that is, whenever they need the services. Since these institutions provide the services, which are not necessary for everyday life, they need not to visit frequently. Major reasons behind visiting such institutions are:

Box 5.1 : Grounds for visiting the institutions by the respondents.

Major reasons for visiting the institutions:

• Birth Certificate
• Citizenship Certificate
• Tax Payment
• Trade License
• Child Nutrition Card
• Health Service
• Character Certificate
• Utility bill.
• Old age allowance.
• Vaccine

Source: From field data

Therefore, the feedback of the respondents indicates that the information-seeking tendency is usual. People visited the relevant institutions whenever they need to go and if they are informed where the service is available to them.

5.2.2.2 Awareness on RTIA among target group and their willingness to use RTIA:

If the target people are well informed and conscious regarding a policy, the possibility of implementing the respective law is ameliorated. Opposite result may come if they are not informed. However, a survey was conducted to understand the awareness level among the service seekers of Sirajganj Pourashova and Number 2 Bagbati Union Parishad. The survey conducted by the researcher has showed that only 26 % respondents are familiar with the law, the rest of 74% of the respondents have no idea of RTIA.

Table 5.4:   Awareness on RTIA among the respondents.

Heard about the law- Right to Information 2009	Frequency	Percent (%)
No	62	74
Yes	22	26
Total	87	100.00

Source: From the survey of the study

However, awareness level is different in urban respondent and rural respondents. Among the respondent of Sirajganj Pourashova, 30% respondents know about the law whereas 70% respondents have not heard the name of RTIA. Moreover, in Number 2 Bagbati Union Parishad, only 20% respondents are informed about RTIA, the rest 80% are not. Even those who said 'yes', that is, those who know about the law on RTI, only have heard the name of the law. They perceive the law as:

Box 5.2: Perceptions of the respondents on RTIA.

"Just heard the name."
"Citizen should got all type of information. "
"It ensure citizens' right "
"Every Citizen has the right to get the information."
"It is for the betterment of People."
" This law against misstatement."
"It is a solution to the problem. "
"Information is accessible in a specific platform

Source: Survey of the study.

The above statement shows that the respondents who are known to the law are not cognitively well resourced with the spirit of the law that they have the right to know about governments' activities concerned to their life and living.

This unfamiliarity with law creating misconception among people on it .Some are afraid of it,. As one key informant said:

Tatthya Odhikar Ain'-Right to information act. There is a problem with the word **Ain(law)**.People of Bangladesh are afraid of the **ain**. They are anxious that if they go to use the law, they will be involved with some sorts of harassment.

In Bangladesh, people fear of law. They involvement with an ***ain*** (law) is more complicated and fearful than facing a tiger. Therefore, while communicating with the law, the use of the word, ***ain,*** mislead people and refrain them from using the law.

Another problem is, there is less or no trust in working out of the law which has been seen in an interview:

> My brother in law is not getting his pension for a long time. The officials are bothering him showing different excuses. I told him to use RTIA law. He made fun of me, and said that he does not believe that the law will bring a positive result for him in reality.

In addition, those who know about RTIA, heard the name only. Since, they are not imbibed with the spirit of law, they are not using it. In this regard, one of the information commissioner's of ICB, Professor Dr. Khurshida Begum said in her interview:

> When they will know about RTIA and understand their personal and community interest, they will automatically feel encouraged to use the law. It needs people to know that they are empowered to supervise of all the projects and programs of government and non-government institutions. Because they should realize that this act will help the democratization process of Bangladesh.

Similar attitude has been reflected from the experience of a NGO worker of NDP[17]:

> When we have started to inform on RTIA in our yard –meeting, they laughed at us. They do not believe that if they seek information to a institution using the law, it will not get the information. In fact, they do not understand that information is a source of power. However, after explaining and providing example how people can get information through written application, they are excited and encouraged now to use the law. Already three of our beneficiaries applied to the Union Parishad and got information. Therefore, it is vital to make people aware that right to know is their right and they need to use this right to establish their other right.

Baroi and Panday (2015), found in a study conducted on Union Digital Centre of Bangladesh which revealed that 67% respondents feels that it is important to seek information from public authorities which indicates that most service seekers have the willingness to seek information and want better access to information. In addition, the study

---

[17] National Development Program, a local NGO of Bangladesh, working in Sirajganj District.

explored that access to services and information has created a sense of ownership among people and they are more willing to take part in various activities of UP which is one of the expected outcomes of the implementation of RTIA in Bangladesh.

Another reason behind the less use of RTIA is lack of knowledge and having vague idea about RTIA .As one journalist of Sirajganj said:

> People have not clear idea about RTIA. The do not understand that they themselves can use it. Some people come to us and ask us to bring out information necessary for them by using RTIA. They think that only journalists can use it.

However, there are people who do not want to use RTIA due to its official procedure as one respondent stated:

> I live in Dhaka. I have come at the village taking three days leave from my office. I asked my information at X office orally, they refused to provide that. If I apply it through written procedure and if they provide it (I am not sure whether he will provide or not), it will take several days (maximum 20 working days); but I need the information by tomorrow. Therefore, it is useless to apply. Therefore, I am trying to meet the UP Chairman if he can manage the information provider officers in other ways.

In fact, for lack knowledge, people do not understand that use of RTIA can change their life by reducing corruption, delivering responsive service in the institutions and empowering them by awakening the sense of executing their respective right and self-esteem. They are not socialized to use any law upon the authority.

5.2.3 Influence of organizational and inter-organizational behavior of ICB:

According to Winter (2006), implementation processes are characterized by organizational and inter-organizational behaviors representing different degrees of commitment and coordination.

5.2.3.1 Organizational behavior of ICB in terms of its quasi –judicial role:

Organizational behavior focuses on the behavior of people in organization and their behavior (as both individuals and groups) affects performance in this organization. It also examines the effects of structure on the members and groups, and on the organization, as a whole. It helps the members of organization to realize better understanding among themselves and those with whom they interact, which will lead the organization more effective and successful. (Robins, 1989).However, present study operationalizes organizational behavior in terms of the quasi-judicial role of ICB. That is, addressing of the grievances of the citizen against any authority.

Box 5.3: Quasi-judicial role of ICB.

-If any person files a complaint regarding any one of the following reasons, the information Commission shall, subject to the provision of this Act, receive, inquire into and dispose of such complaint.

-The Information Commission may, on its own accord or upon a complaint, conduct an inquiry regarding the complaint raised under this Act.

-The Information Commission, or as the case may be, the Chief Information Commissioner or Information Commissioners, may exercise such powers as a civil court may exercise under the Code of Civil Procedure, 1908 (Act V of 1908).

Source: RTI act-2009.

5.2.3.1.1 Process of filing complaints and hearing:

Any person who has been is refused to provide information by the DO and AA of any organization, he or she can submit his/her complaint to ICB whether in written or in online to the Chief Information commissioner (CIC). After a certain number of

complaints are gathered, the ICB fixes a date for hearing and summons the petitioner and the alleged authority keeping in mind the time limit of 75 days to resolve the complaints determined by the law. (RTIA-2009).

On the day of hearing, both the party: the complainer and the accused –are to be present at the office of ICB in Dhaka. The three information commissioners listen to the both party and give their decision based on the evidence provided by both the party. If it proves that the complainer has been deprived illogically for the asked information, then the accused authority is bound to provide him or her demanded information within the time limit determined by the ICB.

5.2.3.1.2 Number of complaints against authority to the ICB:

Up to 2015, approximately 1,143 complaints have been lodged to the ICB against government and non-government authority (Source: ICB, 2016).Every month 50-60 hearing of different cases are being taken place at the information commission in Dhaka. It is noteworthy that the number of complaints against authority is increasing per annum.

5.2.3.1.3 Shortcomings of the quasi-judicial role of ICB:

The quasi-judicial role of information commission is a sign hope for the citizen that they will establish their right to know if the authority denies to provide necessary and accurate information involved with their life and living. Neutral and timely maneuver of this responsibility of ICB not only boost up the implementation of RTIA, but also create a positive image of ICB, thereby encourage the demand side to use the law. However, the information commission is exerting this role as best it can with its small workforce. Still there are some problems, which can create wipe out the image of ICB gradually and finally, destroy its credibility. These problems are as follows:

5.2.3.1.3.1 Slow official procedure:

As mentioned before, the workforce of ICB is not enough, which is also affecting the quasi-judicial role of ICB. For example, the result or the decision of hearing is to reach to both- the petitioner and the defendant within 7 working days. However, hearings of two cases the researcher observed, the decision of the ICB regarding each first hearing was not send to the respective parties due to workload of the dealing officer. This situation resulted in managing second hearing, as the contention was still alive among the rival parties. Thus, lack of work force hampering the quasi-judicial function of ICB.

5.2.3.1.3.2 Centralization of ICB:

As Information Commission is situated in Dhaka, people of periphery have to spend money for traveling. It is time and energy consuming as well. As a result, poor people who are always deprived from basic needs like food, education etc. and information, remains in the same deprivation before the law was enacted. Therefore, it would be better if the ICB were in every district.

5.2.3.1.3.3 Bureaucratic self-preservation, nepotism:

Not only the time-money cost, the question of neutrality also raises about information commission as one complainer mentioned:

> Most of the grievances lodged at the ICB are against bureaucrats. Consequently, while these bureaucrats are summoned up for hearing as at the ICB, very often they go to the room of their batch mate or training mate, the complainer get embarrassed and some are not well- treated during hearing as if he or she did a mistake or mess by lodging complain to the ICB authority. This makes them nervous and destroys their morale. Consequently, the complainer is returning home from Dhaka being more discouraged to use the law. Therefore, I think, non-bureaucrat, judiciary people are necessary here.

It is notable that many of the officers of ICB are bureaucrats working here on deputation and they possess traditional Bangladeshi bureaucratic values

characterized with sycophancy, nepotism etc. These bureaucrats imbibed those values already during their previous posting and experience. However, developing countries like Bangladesh nourishes 'prismatic society'[18] where the sala officer (Riggs, 1964) gives priority to personal increase in power and wealth rather than social welfare.

Again, RTI characterizes such values (transparency, accountability, aversive to change etc.) that oppose the traditional bureaucratic practice in Bangladesh. It is noteworthy that all the reform initiatives have been taken so far, are in administrative deep fridge of Bangladesh due to the rivalry of bureaucrats. Riggs(1966) further added :

> In a prismatic society, the sala officials play a more dominant role in decision-making. Since the performance of the government depends on the level of output of the sala officials, there is a close link between bureaucratic behavior and administrative output. The powerful the bureaucracy is the less effective he is an administrator.

5.2.3.1.3.4 Complexity and ambiguity about the law:

RTIA is new in Bangladesh, so is it to administration and people. Both are still in ambiguity about its appropriate use. Complexity occurs for the fuzzy conception they (supply side and demand side) hold about RTIA. The ICB is also learning by trial and error. To understand the complexity, an experience of a complainer to ICB has been added below:

---

[18] According to FW Riggs (1964), in a prismatic society, family welfare, nepotism, favoritism, play significant role in making appointments to various administrative positions and in the performance of certain administrative functions.

Box 5.4 : A case of a complaint lodged to the ICB.

The Information Maze!

I am Ferdous Hasan, a journalist. I work as district correspondent of ATN Bangla News in Sirajganj. Once I need information regarding my reporting. My query was to know the transcript of the written and viva examination of the recruitment of government primary school teacher. I applied for it to the authority of DPEO (District Primary Education Office).The respective authority replied that they are not the exact authority of the issue. DC office of Sirajganj is the accurate authority. Therefore, they cannot provide the information. Hence I need the information deadly; I lodged a complaint to the ICB against DPEO. ICB summoned the authority of DPEO and me to the ICB for hearing right away. I went to Dhaka with hope that I should get my necessary information.

However, on the respective day of hearing, the authority of DPEO replied the same as they answered me previously. The ICB arranged another hearing where one authority of DC (deputy collector) office was summoned as the DC is the head of the recruitment committee in the district. The authority of DC office retorted that BUET is the owner of the transcript, they are not. That is why; they would not be able to provide the information.

Nevertheless, both, ICB and me did not get frustrated.ICB arranged another hearing where the BUET authority was summoned. It answered that they were working as a contracting out partner in this issue; the sole authority is Department of Primary and Mass Education.

When the authority of Department of Primary and Mass Education (DPME) was summoned in another hearing on another day, it said that as it did not face such sorts of issues previously, it did not preserve the transcript. Therefore, it needed time to ready the demanded information.

Meanwhile the DPME authority tried to manage me to withdraw my complaint and offer me several benefits like: if I need a transfer or recruitment any of my relatives or any acquaintance. Yet, t I was adamant on my demand to get the information. I told them: if necessary, I shall go to the High Court, the upper judiciary of Bangladesh. Finally, I got my information from Department of Primary and Mass Education. Yet I have to spend lots of money and time for which I was not been compensated. The ICB said that if I would demand the compensation earlier, they could have managed it. However, for now, it is over. Nevertheless, I am glad that I have the information!

This is an illustration of complexities involved with law. Owing to go through such harassment, cost of money and time, a complainer cannot demand for compensations. The RTI Act of the country does not have any provision to pay any complainer compensation for harassment and refusal of information. Accordingly, the commission did not pay anyone any compensation, 'however, the commission feels that it should have the power to compensate the complainer in case of illegal activities of the authorized officer ' (MRDI, 2013). This problem with law design also discouraging people to use the law. However, the commission cannot take any effective measures to compel a person to attend a hearing, is also refusing to attend.

5.2.3.2 Inter-organizational behavior of ICB in awareness-building:

In today's world, some problems are so multipart that organizations cannot solve it in isolation. The limitations of sources, personnel, facilities and especially multi-dimensional characteristics of issues like RTI, poverty, etc. make it required for the organizations to be collaborated and coordinated. Hence, inter-organizational coordination is vital for its successful outcome.

Inter-organizational coordination is the process in that two or more organizations design and perform the plans and policies to achieve a shared goal (Kilgor & Ellefson, 1982 cited in Aghajani and Abasgholipour (2013).The present study operationalizes inter-organizational behavior of ICB in terms of its coordination mechanism with its implementation stakeholders regarding awareness building campaign.

5.2.3.2.1 Coordination process of ICB with its stakeholders:

5.2.3.2.1.1 Coordination with Cabinet Division:

To boost the implementation of RTIA in Bangladesh, the Cabinet Division has formed a working group. The constitution and functions of the working group are as follows:

Table 5 .5: Working Group of Cabinet Division on RTIA

Members of the working group:
1.Secretary (Coordination and Reforms), Cabinet Division - Convener
2.Additional Secretary, Ministry of Information - Member
3. Secretary, Information Commission - Member
4. Joint Secretary (Reforms), Cabinet Division - Member
5. Representative of the World Bank - Member
6. Deputy Secretary (Administrative Reforms), Cabinet Division - Member Secretary
The terms of reference of the working group: Prioritizing issues relating to the implementation of Right to Information;   -Formulation of Action-Plan for implementation of the priorities;   -Coordination with the concerned organizations involved in implementation of Right to Information;   -Formulation of necessary recommendations for strengthening the implementation of Rights to Information and proactive disclosure initiatives.

Source : Circular of Cabinet Division; memo no. 04.00.0000.221.14.043.14.715, Dated: 08 Poush 1421/22 December 2014

The working group of cabinet has published a circular, which led to form an advising committee called District Advisory Committee (DAC) in every district of Bangladesh. The committee is supposed to hold a meeting once in every month. It has also developed a strategic plan (2015-2021) in corporation with ICB and World Bank. According to this plan, the expected awareness level in 2021 is 70% what was 23% in the baseline survey of 2012. (Source: RTIA strategy plan 2015-2021).

5.2.3.2.1.2 Coordination with information ministry:

ICB is disseminating contents on RTIA with the collaboration of MoI through its attached departments like BTV, BB, BSS, DFP, NIMC etc. under the APA annual Performance Agreement. It has already taken the issue of RTIA as the first prioritized issue in the medium term strategy of the ministry.

Table5.6: Medium Term Strategic Objectives and Key Activities of information ministry.

Medium Term Strategic Objectives and Key Activities	Key Activities	Implementing Agencies
1. To ensure people's right to information.	Mass awareness building campaign to implement the Right to Information Act.	• Department of Films and Publications (DFP) • Bangladesh Betar • Bangladesh Sangbad Shangstha (BSS) •National Institute of Mass Communication (NIMC) • Press Information Department (PID) • Press Institute of Bangladesh (PIB) • Information Commission

Source: Website of Information Ministry.

5.2.3.2.1.3 Coordination with Access to Information (a2i) Project[19]:

The project is helping by providing training to the DOs under the A2i Project, website development. In the policy intervention of A2i project, it has already incorporated RTIA in it along with other policies of Bangladesh. 'Recently, ICB signed a memorandum of understanding with the A2i project to construct a RTI compliant web portal. It will also enable a RTIA window with access to all websites of government departments, which will list all officer responsible for RTIA in that department.' (Farooq, 2015)

5.2.3.2.1.4 Coordination with DC Office:

ICB is coordinating with DC office in two ways: one, by assisting in arranging public informing meeting, another is with the DAC.

Public informing meeting in 68 Districts:

 Information commission of Bangladesh has already covered the 68 districts of Bangladesh with public informing meeting to propagate the message of RTIA to both supply side and demand side. ICB issues official letter to DC to arrange sensitization meeting. Approximately,250 to 300 people took participation in such meeting chosen by the DC in accordance with the demand of Information Commission like: chief of the all offices in the

---

[19] A project to boost the digitization process in Bangladesh under the direct supervision of Prime Minister of Bangladesh.

districts, all elected representatives in the districts, all Union Parishad secretary, head of all educational institution, head of all educational institutions, local journalists, freedom fighter and so on. Therefore, these meetings are mainly to make aware the supply side. However, this is expected that these will take steps to aware the citizen in their respective jurisdiction.

District Advisory Committee:

The District Advisory Committee (DAC) is consists of 15 members. The Deputy Commissioner (DC) of the respective district is the president of the meeting. Police super, Civil Surgeon, Upazila chairman (Nominated by the D.C.),2NGO representatives, ADC, a professor, a executive, one female member; Chief of Bar council, chamber of commerce and press club; representatives from civil society, designated officer for DC office. The functions of the committee are: building awareness on RTI, protection of whistle blower, observing national and international days of RTI, arranging training session and providing necessary help to the ICB in the implementation of RTIA well.

Nevertheless, what happens in the field is not optimistic as one member of Sirajganj DAC mentioned:

> It is true that we meet every month. The age of committee is two and half years. In fact, we did not understand the exact role of our committee earlier. Now, we understand that we need to disseminate the values and process of RTIA to every citizen to every ward of Pourashova or other areas. We told the Mayor of the Pourashova to arrange a meeting to inform public. However, it did not take place yet. In fact, those who comes from the politics, are mostly less educated and muscleman. They are not aware or do not want to be aware of development initiatives for the people, similarly dot not execute it.

He further added:

> Once I offered all the authorities present at the meeting to publish a quarterly magazine incorporating the budget, expenditure, latest development of different projects on their respective organization under the management of this committee. The president of the committee gave his consent to my proposal other than take any initiative. In fact, it seems to me the administration of Bangladesh is still live in the age of feudalism mentally. They think that people will go to them; they will not go to the citizen. This attitude is a reverse of the spirit of RTIA. However, there is also no funding for it. At least one cup of tea is necessary to make the meeting livable.

5.2.3.2.1.5 Coordination with NGOs:

NGOs are involved with RTIA in two ways. One, as it occurs as an authority determined by the law, another is as facilitator in implementation of RTIA.Recently ICB has made a Memorandum of Understanding with a NGO named FnF (Freidrich Naumann Stiftung Fur die Freiheit), funded by Germany to boost the awareness building program. The NGO is helping ICB by funding to provide training to the supply side and sensitize the demand side. Other NGOs, which are working to implement RTIA-2009, taken the responsibility spontaneously like MRDI, TIB, BRAC, Manusher Jonno, Democracy Watch, Nijera Kori and so on.

It is noteworthy that in Bangladesh, NGOs are biggest development partner especially for the socioeconomic development of the poor. However, in case of RTIA they are not as vibrant as they were during the enactment of the law. One is that NGOs are also included as authority .Therefore, if they teach their beneficiaries; in return, they will use it on their authority to be transparent and accountable. That is, this initiative has a Boomerang effect[20] for which most of the NGOs o Bangladesh is not ready yet. Another, problem is lack of fund from the donor agencies on which NGO management is dependent.

5.2.3.2.1.6 Coordination with media:

Mass media can, and often do, play a critical role in policymaking and implementation. Media matter, not just at the beginning but also throughout the policy process. They can change the discourse around a policy debate by framing or defining an issue using dialogue or rhetoric to persuade or dissuade the public. Media can establish the nature, sources, and consequences of policy issues in ways that fundamentally change not just the attention paid to those issues, but the different types of policy solutions sought. In fact, media matter not just at the beginning, but also throughout the policy process. The fact is that ICB has not maintaining any official procedure to coordinate with popular private media because of the absence budget allocation to this code. Media is only covering the general event on RTIA.

---

[20] A weapon, which come back to its origin, from where it was thrown.

In fact, policy issues moves cyclically in and out of the public consciousness. The life cycle of an issue moves incrementally from periods of low to high salience, ultimately retreating to the back ground after the public has moved on to other issues. It also points that the role of media in affecting changes in issue salience. (Anthony Downs,1972 cited in Soroka et al, 2013).This is what just happened during the enactment of the law. Media was strongly vocal while formulating the law. However, implementation, they are almost silent, only vocal when the journalists are getting information from the public authority as their performance is related to it, not for the people's right to know.

Another problem by the policy implementation coverage by the media is the very long-term nature policy domains works, which is against the traditional newsroom norms of timeliness and novelty. However, government media, BTV[21] and BB is simultaneously to make people aware about the law with the help of ICB. The ICB officials are performing as resource person in various programs of these two institutions including BSS[22]. Department of film and Publications .But in private media, sponsorship is needed to run the publicity and at present, there is no budget to this.

5.2.3.2.1.3 .6 Coordination with Other public authorities:

Apart from these, sensitization meeting are being held with the collaboration of other public authorities. Such as: Bangladesh Public Administration Training Centre, Public Universities and so on.

However, policy implementation involves effective coordination. The quality of coordination becomes a key factor determining policy effectiveness. If coordination becomes an important determinant of effective policy then policy makers may choose to tackle coordination problems first before expecting effective policy to occur. However, the study finds that the coordination of ICB with its awareness-building stakeholders is inconsistent, also one-way; just a routine. There is no monitoring and evaluation initiative of the coordination process except the annual report of ICB. Still there is no research conducted by the ICB on the outcome of the awareness campaign.

---

[21] Bangladesh Television,the state-owned television of Bangladesh.
[22] Bangladesh Sangbad Sangstha, the state-owned news agency of Bangladesh.

Therefore, the coordination process of ICB with its awareness-building stakeholders is not effective in informing the demand side. However, in case of supply side, the awareness campaign of ICB got some positive result than that of demand side. In case of DAC, the ICB is not monitoring what their ambassador is doing to aware the people. There is no feedback mechanism to know what the result of coordination with stakeholders. In this regard, Ahsan(2010) rightly mentioned in his study:

> Coordination has not been a philosopher's stone of public administration in Bangladesh; what has become important to civil servants in the completion of assigned functions perfunctorily. As a result, policy implementation is delayed, time and resources are wasted, and quality is compromised.

Effective coordination, in a setting, is the result of multiple interconnected actors that lead to changes in governance structures and processes as well as to the need for cultural change. Are public managers, educated and socialized in a command and control setting, prepared to take a step back and sit on the table with other actors on which they previously had hierarchical control over? If the coordination between ICB and Cabinet Division is analyzed, it will be clear that the working group regarding implementation of RTIA is consisting of senior bureaucrats only except one member of World Bank. That is, information commission is doing what Cabinet Division is saying .Even there is no place of information commissioner give input in the planning process although they are to take the responsibility of the failure and success of ICB let alone representative other implementation partners like NGOs, media. Therefore, it is evident that hierarchy is present in this coordination process. Then the question may occur: is the information commissioner a symbolic leader?

However, coordination may not be the end goal of a policy, but it is an intermediate goal on which policy outcomes heavily depend. Therefore, there should be cast an attentive look to improve this component of policy implementation.

5.2.4 Influence of Street –level Bureaucratic Behavior:

Street-level bureaucrats are those, who are constantly called upon to interact with citizens in the regular course of their jobs; have significant independence in job decision-making Lipsky (1969, 1980). In fact, they are the real implementer of any law and work in situations characterized by many demands with very limited resources. Very often, they cope themselves with the occurred situation by their own style (winter, 2006) .For successful policy implementation, implementers have to take responsibility. Therefore, they have intensive impact on the lives of their clients or citizens in policy implementation.

The present study has indicated designated officers as the street-level bureaucrat. The study operationalizes street-level bureaucratic behavior in terms of the responsiveness of DOs in service discharge and the influence of AAs in maintaining the responsibility bestowed upon the designated officer.

5.2.4.1 Responsiveness of the DOs:

Responsiveness defined as the willingness or readiness of employees to provide service. It involves timeliness of services (Parasuraman et al., 1985). It is a subset of responsibility. It is also involves understanding the needs and wants of the customers, convenient operating hours, individual attention given by the staff, attention to problems and customers' safety in their transaction (Kumar et al.2009 cited in Saghier and Demyana ,2013).

To understand the attitude, role, involvement of the DOs in implementing the RTIA, this study conducted case study on the three DOs of Sirajganj Pourashova, Number 2 Bagbati Union Parishad and Information Commission of Bangladesh respectively. The three DOs are to perform their duties as DO along with other charges, like: The DO of ICB is also the personal assistant of an information commissioner, the designated officer of Union Parishad is also the secretary of the Union Parishad and so on. This extra workload makes them exhausted that hinder their normal flow of work.

Perceptions about their duty:

The three DOs have different perceptions about their duty. DO of Siajganj Pourashova perceives his duty as:

> I like the duty. It makes me feel that I am doing something Punno (heavenly).It made me more committed to my job. Because of RTI, we are becoming more systematic in delivering the services. For example, now we have our own website, digitized information system etc, which is making our task easier than that of previous time.

On the other hand, a little bit of different view has been depicted by the DO of Number 2 Bagbati Union Parishad as he said:

> I am a government serviceman. The responsibility of being a designated officer made me more committed to perform my duty. But as it is an extra responsibility beyond my regular duty as a secretary of the Union Parishad, sometimes it made me feel overfull with work.

The DO of the Union Parishad received training on RTI very recently. yet does not know clearly about information commission, its quasi-judicial role. He just knows that if any application comes to him, he needs to provide information. He added,

> We do not want to provide information generally. Again, sometimes we have to provide information instantly if the chairman of the UP or other powerful people asked for it without any written application.

This statement is an evidence of the general scenario of control over information flow by the authority and inequitable distribution of information flow.

However, the DO of Information Commission expressed his views about his duty as: "Sometimes I like the duty, sometimes not as it is an extra work-load. " He just takes his responsibility as an official obligation. There is lack of commitment regarding discharging his duty.

Communication with people:

Though both the authority: Sirajganj Pourashova and Number 2 Bagbati Union Parishad have appointed the designated officer, yet people are not getting the benefit from them as

they are unaware of the role, responsibility of the designated officer and their (people's) right to know. The survey of the study shows (table 5.7) that majority people still meet other people other than designated officer while visit the institutions (Sirajganj Pourashova and Number 2 Bagbati Union Parishad).

Table 5.7 : Contacting person by the respondents in seeking information .

With whom people meet for information	Percentage
Designated Officer	46.9
People they know	40.8
Others	12.2
Total	100.0
N=87	

Source: Survey conducted by the researchers.

That is, still mediator is present to seek information, which indicates that people are not aware and empowered about their right to know. Again, it also signifies that people believe that their familiar people (even member of Union Parishad, councilors of Purashova, sometimes NGO workers) will help them than the designated officer. The power-distance[23] prevails in the bureaucrat- citizen relationship in Bangladesh accompanied by their ignorance about the law hampering the implementation of the law.

Challenges to perform duty of Designated Officer:

Public service gap (Do more with less):

The DOs has to work a lot while their necessary logistic support (photocopy machine, internet service with optimum speed, skilled work force as an assistant etc.) is absent. The authority wants them to be a handy man. This extra workload makes them half-hearted to perform the duty as a designated officer. As one of the DOs put it:

> In case of inheritance certificate, I have to go to the field by myself. Apart from this, 150-200 people come to me for service or for information every day. If I go to field for investigation, other people have wait at my desk for daily basis job. Ultimately, it reflects me as irresponsive to the waiting people.

---

[23] The degree of inequality among people, which the population of a country considers normal, or to the extent a society accepts the unequal distribution of power.(Hofstede, 2010)

<u>Confusing Questions:</u>

Sometimes people want ask confusing questions, which is difficult to answer directly. One designated officer exemplified this in the following way: **"**Why have I not been selected in the post of X in your office? We can give him the number of his examination only, not the whole explanation."

<u>Many questions at a time:</u>

Many people give application for too many questions at a time, which may make delayed result.

> I am not a machine. All information they asked for, are not always ready and preserved. I have to collect it and make it prepared understandable to them, which will take time. For one question, I have 20 days and for five questions I have the same time. Therefore, sometimes it crosses the time limit.

<u>Local Politician:</u>

Local politician also affects the performance of DOs. Very often, they interfere in discharging their duty like: *'breaking the serials of applications.'*

5.2.4.2 Influence from the Appellate Authority:

The Appellate Authority[24] has significant influence in the performance of DOs.

Designated officer of Sirajganj Pourashova : The appellate authority got no training. Besides, the appellate authority, the mayor, is enough helpful to the designated officer in dealing his duty, according to the DO of Sirajganj Pourashova.

---

[24] According to RTIA-2009, article (2), (a) "Appellate Authority" means–

(i) In case of and information providing unit, the administrative head of its immediate superior office; or (ii) if there is no superior office of such unit, the administrative head of that unit;

Designated officer of Number 2 Bagbati Union Parishad: The appellate authority, the Chairman and the councilors got no training on RTIA. The superior authority is inflexible in exercising my duty as a designated officer. '*I cannot provide any information to the citizen without his concern.,*" said the DO of Number 2. Bagbati Union.

Designated Officer of ICB: The appellate authority [Director (Administration)] is very knowledgeable on RTIA, professional in service delivery and helpful, according to DO of ICB.

Table 5.8: Data collected from the interview of DOs at a glance.

Issues influence the responsiveness of Designated officer	Sirajganj Pourashova	Number 2 Bagbati Union Parishad	Information Commission of Bangladesh
Understanding the values related to policy	Delivering service quickly	Government's order	It is my duty
Willingness or level of support to the policy	I like my responsibility.	I am bound to obey.	I am bound to obey.
Readiness to provide service (Digital information management ,logistic support, manpower)	i)Digitization is ongoing, ii) Lack of Manpower	i)Not digitized ii) lack of logistic support iii) Huge lack of manpower with skill.	i)Almost digitized ii) Lack of manpower.
Technical expertise of DOs (Computer literacy + training)	Have computer literacy and formal training.	Not have computer literacy and training.	Have computer literacy and on job training.
Behavior of AAs (Trained on RTIA + support)to discharge DOs duty	Not trained and interfere .	Neither trained, nor supportive	On job training and supportive

Source :Based on field data.

From case study on three designated officers of three different institutions, it has been unearthed that designated officers do not possess positive attitude towards RTIA. One ground for such response is ambiguousness policy design is in terms of job specification, resource allocation (incentives) regarding the responsibility of DOs as Lipsky(1980) said:

> Street-level' bureaucrats often face an impossible task. Policy ambiguity, limited resources, and time pressures make it impossible to implement policies as it is intended (imbibing the values of the law and practice it in daily affairs) and to fulfill the sense of public service with which most of them began their careers.

Similarly, in the RTIA, the recruitment of DOs is not mentioned. Therefore, the duty of a designated officer has been imposed as an extra responsibility. The policy also has not incorporated any provision to provide any incentives for the extra responsibility, which the DOs often called "extra-workload". In addition, they take the task is a secondary one, like the AA does. However, one key informant disagreed with this view of DOs about their duty as extra- workload, as he mentioned:

> It is not a workload for a designated officer. If you analyze the total number of application of last six years in comparison to total amount of time spent by the designated officer, it will show that they have spent very little time on it as the the number of application is still very low. If he/she had to take 50 applications per day, need to attend four times in a month to the ICB in Dhaka, then it would be a problem. In fact, 'lack of manpower' is a buzzword in our government organization. Again, demand side pressure is still absent. Therefore, it is not a high time to recruit in the post of DOs.

If it is not really a workload, then why they are negative to their responsibility? In response to this question, he added: "In government job, incumbents are being paid for extra responsibility. In case of DOs, they are not." Whatever the reason is, these sorts of attitude towards his or her responsibility affects the responsiveness of DOs.

However, it is to be understood that responsiveness is not only a result of an employee's mindset, but also an outcome of his /her organizational culture, familiarity with the issue explicitly and finally socialized with its related values implicitly. In case of RTI A, a new values: transparency, accountability, people's empowerment have been added to the service delivery process within the existing bureaucratic culture of Bangladesh. Therefore, change management, both in software (mindset) and in hardware (organizational information management system, logistic support to deliver services) is needed. However, according to the Hofstede's Uncertainty Avoidance[25] Index, Bangladesh is 'fairly high

---

[25] Uncertainty avoidance is the cultural tendency to feel uncomfortable with uncertainty and risk in everyday life. From an organizational perspective, it reflects the degree to which people are likely to prefer structured or unstructured organizational situation. The degree of uncertainty avoidance will impact on management and employees.(Hofstede, 2010)

position' (Haque and Mohammad, 2013) in terms of uncertainty avoidance indicator. In high uncertainty avoidance culture, people have more resistance to change. Therefore, the supply side is discouraged to implement the RTIA, as they have to be more pro-citizen in service delivery than that of previous time.

Moreover, the implementation of RTIA has put the bureaucracy of Bangladesh to transfer power from to them to citizens as Chouhan (2013) rightly mentioned:

> The bureaucracy is to position itself as a genuine `public servant' dispensing favors and justice. The bureaucrat is now to consider himself not merely a powerful custodian of vital information, but a trustee. In a government committed to transparency, the civil servant becomes accountable for what he writes and how he performs his duties. He is required to be more responsive to the needs of his masters, the members of the public.

Therefore, for such mental, organizational, social and political development expected from the implementation of RTIA will take time to nourish among all stakeholders of RTIA, including DOs as exemplified by information seeker:

> I am a regular information seeker at Sirajganj Pourashova. When I first applied for information in this institution, the authority would get annoyed, sometimes got angry and they would not provide information easily. Therefore, I had to lodge complain to the appellate authority. Apart from this, such situation has changed now. The authority is more helpful now. Since, they are more familiar with RTIA, trained; possess better knowledge than that of previous level. I think, over time the sickness of bureaucracy culture of maintaining secrecy will be reduced.

Another finding involved with this variable is Appellate Authority, who is apathetic about RTI. As AAs cannot be punished in accordance with the law, he or she does not show any responsibility regarding exercising the duty of DOs. However, very often, they interfere in providing service as reflected in the speech of the Designated Officer of Number 2 Bagbati Union Parishad: *I cannot provide any information to the citizen without his concern.*" which is also reproducing the other findings under this variable. Rural DOs are being faced more problems in discharging the duty than the urban DOs.

Union Parishad secretary is the DO of a UP. In Bangladesh, 'the UP authorities are not capable enough to implement functions determined by the UPs. Even a significant number of UP elected officials are not fully aware of such functional responsibilities of the elected body.' (Aminuzzaman, 2010). In addition to that, patron-client relationship[26] hinders successful implementation of policy. Here, the UP chairman acts as a patron who has power and resources gives protection and benefits to the client who reciprocates with any services demanded by the patron as Aminuzamman(2010) mentioned:

> Community people noted that influential local political elite especially of the ruling party in coalition with UP Chairman, members tend to manipulate the service delivery process of the UP. Thus in some cases UP services are delivered on "political" criteria than "objective" assessment. This is especially true for safety net programs. Lack of Integrity and dishonesty of the leadership is also one of the critical factors.

Consequently, the full-fledged implementation of RTIA will make the people aware about their rights, which will be detrimental for UP Chairman. That is why; the designated officer Union Parishad faced more problem than urban area. Therefore, the accomplishment of this law will ensure the power transfer from the authority to citizen. In fact, the fear of losing power practice, absence of remuneration for the additional responsibility as a designated officer, the dilemma they face as a mediator between the authority and the citizens, lack of socialization with the RTI values etc. make them discouraged to be spontaneous to implement the law.

---

[26] According to Kaufman (1974: 285), it always manifests the following characteristics:
(a) The relationship occurs between actors of unequal power and status;
(b) It is based on the principle of reciprocity; that is, it is a self- regulating form of interpersonal exchange, the maintenance of which depends on the return that each actor expects to obtain by rendering goods and services to each other and which ceases once the expected rewards fail to materialize;
(c) The relationship is particularistic and private, anchored only loosely in public law or community norms.

5.2.5 Influence of socio –economic context:

Socioeconomic characteristics of a population expressed statistically, such as age, sex, education level, income level, marital status, occupation, religion, birth rate, death rate, average size of a family, average age at marriage. Socio-economic conditions have a major influence on policy implementation (Meter & Horn 1975). Implementing policies at the local level would mean local social and economic conditions that affect the implementation process. This study operationalizes socio-economic context with some demographic factors of the respondents. These are: age, gender, living location, education level, family income and occupation. From the survey, it is revealed that the respondents come from different socio-economic backgrounds and offers diverse feedback on RTIA related awareness.

5.2.5.1 Influence of living location:

Though Bangladesh is almost a homogenous country, yet its socio-economic context varies from location to location: region-based, district-based even urbanization- based.

Table 5.9 : Living location and awareness on RTIA.

Location	Total Respondents	Percent of Know RTIA (Frequency)	Don't Know RTIA (Frequency)
Urban	47	30%(14)	70%(33)
Rural	40	20%(8)	80%(32)

Source: Survey conducted by the author.

The above table offers that in urban area 30% people know about RTIA whereas in rural areas, 20 % people know on RTIA. This indicates that rural people are away from the awareness campaign on RTIA.

As rural people are in less contact with the channels of information like media especially print media. Again, the rate of literacy and income status level are lower than the urban people .Those who are known to RTIA, mainly learnt from local NGOs and some students from the text book of higher secondary level.

5.2.5.2 Gender as an affecting factor:

Almost half of the population of Bangladesh is female. Therefore, if they are not educated on RTIA, the implementation of RTIA will be half-done. The survey in the study found

Table 5.10: Gender and awareness on RTIA.

Gender	Percentage (%)
Male	63.64%
Female	36.36%
Total(N=22)	100%

Source: Survey conducted by the researcher.

(table 5.10) that those who knows about RTIA, of them 63.64% are male and 36.36% are female which indicates that male respondents are more aware about the law than the female respondents are.

There are many reasons behind this outcome. Bangladesh is a moderately masculine society[27] where female's mobility outside home is restricted than male due to social customs, norms, security unaccompanied .Besides, family responsibilities like: and availability of transport discourages women to visit various service providing institutions. Moreover, the less income in comparison to men and lack of scope for decision-making in the family and society do not lead them to travel for service seeking*.* In this respect, the ratio of the service seekers in terms of gender to these two institutions is rationale.

 In rural areas women more than men have to balance the complexities of surviving in extreme poverty, yet these women are excluded from discussion because they are often illiterate, they lack confidence and they lack mobility. It is general scenario in the socio-economic context of Bangladesh that they are less in touch with mass media especially rural women media access is low in number as they are to remain busy with household work. In this regard, research shows that women use less time in information seeking than men, which is creating gender digital divide.

---

[27] Accoding to Hostede (2010), masculine societies place more emphasis on the segregation of gender roles like: gender-based occupational segregation, belief in inequality of women.

Again, generally the males possess and control the resources in Bangladesh. Females are mostly dependent on males in outside affairs. All these factors lead to lower level of awareness of laws in females than males.

5.2.5.3 Influence of Education:

The aim of education is bringing positive change in attitude and behavior. Therefore, an educated man can understand what can change his or her life in positive way better than an uneducated man can.

Table 5.11: Educational level and awareness on RTIA.

Education level	Percentage (%)
Illiterate	4.55%
Primary level (Class one – Class five)	4.55%
Secondary Level (Class six– Class ten)	22.73%
Higher Secondary Level (Class eleven – Class twelve)	36.36%
Bachelor Degree or Higher (Above Class twelve)	31.82%
Total (N=22)	**100.00%**

Source: Survey conducted by the researcher

Table 5.11 offers that those who has knowledge on RTIA, among them, 36.36% respondents belongs to higher secondary level education , 31.82% respondents belongs to bachelor degree or above, 22.73% respondents are of having secondary school certificate, 4.5% respondents belongs to primary level education and 4.5% respondents are illiterate. This is indicating that higher the education level, higher the awareness level on RTIA. In addition, it shows that maximum respondents who has knowledge on RTIA have the level of education from secondary level to higher which interprets that incorporating RTIA in the text book of secondary and higher secondary level has brought a positive output in the implementation of RTIA.

It is significant that education provides ability to read and write. Generally, all laws are in written form. If a person is unable to read and write, he cannot become aware of law due to his inability to read and write. As the level of education increases, the capacity of understanding, analyzing and utilizing the things to individual's welfare increases correspondingly.

Moreover, education is a tool of empowerment and development. Knowledge and awareness of laws which are beneficial to people and society empower the people. Increase in education level drives people to become aware of those public interest legislations, which empower them and give them some right for their welfare and welfare of society. Right to Information Act is a public interest legislation, which promotes transparency, good governance and fight against graft and corruption; hence, it attracts educated people to become aware of its provisions in order to secure their rights guaranteed under this Act. As the level of education increases, the awareness of laws, rules and regulations also increases. This is the reason for increase in awareness of Right to Information Act with increase in level of education.

5.2.5.4 Influence of Age:

The population statistics of Bangladesh shows that the country has more young people who are enthusiastic to know and work. The survey of the study also found the same scenario in terms of its age distribution. Table:5.12 suggests that 45% respondents are of (15-24) age group ,13.64 % are of 25-34 age group have the awareness on RTIA .

Table 5.12 : Age ratio and awareness on RTI.

Age Group	Percentage (%)
15-24	45.45%
25-34	13.64%
35-44	9.09%
45-54	18.18%
55-64	0.00%
65-74	4.55%
75-84	9.09%
Total(N=22)	100.00%

Source: Survey conducted by the researcher

 That is, young people have better knowledge on RTIA. This is a common scenario in Bangladesh or elsewhere in the world. The services provided by the institutions like birth registration certificate, citizenship certificate mainly needed for a variety of job or other employment opportunities like: migration. Moreover, young generations are the main user of such services. Another reason behind this outcome is that young people are more enthusiastic to new information, ICT and have more access to media. Curiosity in a man haunt to know new things and issues even an uneducated person. A curious uneducated will

not remain uneducated forever and will explore his capabilities and resources to become educated as soon as possible Inclination towards knowledge, empowerment and development normally occurs at the age of attaining maturity i.e. around 18 to 20 years, subject to very few exceptions.

5.2.5.5 Influence of family income:

Economic status of a person may influence his or her level knowledge as economically solvent family members can afford education. It also increases their mobility, larger exposure to media, that is, they can live in a better socioeconomic environment.

Table 5.13: Income status and awareness on RTI.

Family income (Monthly)	Percentage (%)
Up to 5000	9.09%
5000-10000	27.27%
10000-15000	27.27%
15000-20000	27.27%
20000-30000	4.55%
More than 30000	4.55%
Total (N=22)	100.00%

Source: Survey conducted by the researcher

Table 5.13 offers that respondents of (5000-20000) Tk. monthly income are more familiar with RTIA, which is in middle of the income level range. The upper and lower end of the income range is less familiar with RTIA. In case of lower income group, the reason may be lack of education, less excess to media. However, in case of upper income group, the ground is- as they belong to the high status, they do not face the hassle to get services from institutions like people of poor, lower middle economic status. Upper economic class is busy with enjoying life, lower economic class busy with struggle for livelihood. It is the middle-income group, who has to fight for both: for a higher livelihood to live a better life. Therefore, they always have to keep eyes open what new is coming to change their life. RTIA is such a tool, which they can use.

Therefore, it can be said that males of young age with better education level of upper poverty line are more aware on RTIA. That is, people of better socioeconomic conditions are aware on their rights provided by the government.

5.2.6 The state of political will in the implementation of RTIA:

In regards to implementation of a policy, many factors come into play, however, the most important factor is political will as it influence the other factors in implementation of a policy like policy design, behavior of the implementer, implementation structure etc. Political will means the extent of committed support among key decision makers for a particular policy solution to a particular problem. Aminuzzaman(2013), expressed that in Bangladesh political will and regime change are vital factors for policy implementation.

Political will is defined as "the extent of committed support among key decision makers for a particular policy solution to a particular problem. It consists of the following components: A sufficient set of decision-makers; with a common understanding of a particular problem on the common agenda; is committed to supporting; a commonly perceived, potentially effective policy solution." Lori et al, 2008; P: 659).

It can also be defined as the combination of three factors: opinion, intensity and salience. Opinion means having positive attitude towards a particular issue. It is shaped by how issues are framed. The considerations that frame public opinion decide which way political will is pointing. Intensity is the second factor in political will means strong opinion. On many issues, people have opinions, if there is not much intensity; there is not much political will. Strong opinions should be salient to public choice. There is no political will, if they have no connection to public affairs. Political will is weak if the issue is public, but has not been politicized (Charney, 2009). However, the study operationalizes political will as support from the local politician and the directives, rules, regulations the government initiated to boost up the implementation of RTI.

5.2.6 .1 Support from local politicians:

From the case study on Siarganj Pourashova and Number 2 Bagbati Union Parishad, the researcher tried to find out to what extent the local politicians are supportive to the implementation of RTIA in their respective area.

Sirajganj Pourashova:

The mayor of the Pourashova know the name of RTIA as s a chief of the institution, he was present in the awareness building campaign of ICB. Yet he does not know the details the values involved with RTIA. He did not receive any formal training or attend any workshop on the use of the law. However, the mayor of the Pourashova let the designated officer to undergo on RTIA training for two times. In addition, he encourages his subordinates to show positive behavior towards the policy. Though he did not arrange any meeting to inform the citizen of his jurisdiction, however, he is trying to inform the citizen about the law by uploading it on the website of Sirajganj Pourashova.

Therefore, in case of Sirajganj Pourashova, the political authority has positive opinion towards RTIA; he is trying to disperse the issue officially (through internet) though the intensity of the will is not strong. Hence, it can be assumed that political will is symbolically present here.

Number 2 Bagbati Union Parishad:

The Chairman of Number 2 Bagbati Union Parishad is familiar with RTIA only by name. He also did not receive any training on RTIA still. Like the mayor of Sirajganj Pourashova, the chairman of the union is not flexible about the law. He interferes with the designated officer while he provides information to the citizens. No information can be provided without his concern. Moreover, most of the councilors of these institutions are not aware of this law let alone any kind of formal training. In addition, they did not get any direction from their respective political party to boost its implementation.

Therefore, it can be said that on the issue of RTI local political authority of Number 2 Bagbati Union Parishad are not enough acquainted with RTIA, do not possess positive attitude, have no effort to inform the public on the issue. In other words, there is lack of political will among the political authority of Number 2 Bagbati Union Parishad.

5.2.6 .2 Political will of the government:

The study tried to understand the state of political will of central political executive of Bangladesh through several methods and unit of analysis, like: case study of Bangladesh Betar, content analysis of RTIA and, related documents of government, also key informant's interview.

5.2.6 .2.1 RTIA and Cabinet Division:

To accelerate the implementation of RTIA, an RTI Sub-Committee has been set up under the framework of National Integrity Strategy (NIS) and a Working Group on RTI is in operation at the Cabinet Division since 2014. Undertaking necessary initiatives for implementation of the law has been incorporated in the charter of duties of the newly created positions in the Coordination and Reforms Unit of this Division. In this process, a Strategic Plan for implementing RTI has been formulated. This strategic plan 2015-2021 represents a joint undertaking of the government and the ICB to ensure the sustainability of the efforts have already been taken to implement the RTI Act.

However, it is to be noted that any sort of policy implementation needs significant managerial and political skills of implementing agency and political leaders respectively (Sabatier and Mazmanian, 1979). Otherwise, expected goals cannot be achieved. For instance, the strategic plan on RTIA(2015-2021) formulated by the cabinet division, incorporated only goals ant targets have been incorporated in the plan, means to reach goals have not been identified. In other words, this strategic plan does not explore details of the responsibility: how and which institutions will execute the plan.

5.2.6 .2.2 Bangladesh Betar and RTIA:

Bangladesh Betar (State-owned audio media), as a spokesperson of the government, it has been working to implement the RTIA-2009 by informing people about its necessity, procedure frequently hand in hand Information Commission of Bangladesh. Bangladesh Betar, Dhaka Station is now broadcasting different forms of awareness building program on RTIA.

At present, Bangladesh Betar, Dhaka station is broadcasting program on RTIA 38 hours per annum. Nevertheless, the newly signed annual performance agreement (APA) with Information Ministry has regulated the broadcasting duration for 52 hours for the year 2016 -2017, which is 14 hours more than the previous time.

Table5.14 : RTIA in Bangladesh Betar in the light of Annual performance Agreement.

Publicity themes	Proposed broadcasting hour(Per annum)	Present Broadcasting hour (Per annum)
Publicity on Right to information act.	52	38
*Everyday a song for 5 minutes and a phone-in program for 40 minutes once in a month.		

Source: Annual performance agreement (APA) document of Bangladesh Betar.

Digital Bangladesh versus RTIA:

Bangladesh Betar broadcasts on development agenda according to the prioritized issues determined by the government. From March/2016 to August/2016 the numbers of Program on Digital Bangladesh and RTIA have been broadcast are as follows:

Table5.15 : Comparison between programs on Digital Bangladesh and RTIA.

Name of the month	Number of programs on Digital Bangladesh and Vision 2021	Number of programs on Right To Information Act-2009
March/2016	32	26
April/2016	31	41
May/2016	28	26
June/2016	23	29
July/2016	17	26
August/2016	17	31
Total	**148**	**179**

Source: Program statement of Bangladesh Betar, Dhaka Station.

The above table shows that the number of programs on RTIA is greater than Digital Bangladesh. There is a strong political will with the issue of Digital Bangladesh and Vision 2021. Therefore, it can be said that political will also present for RTIA.

5.2.6 .2.3 Ministry of information and RTIA:

The ministry has taken initiatives to implement the RTIA-2000 by attaching the law as the prioritized component in its medium term key strategic activities to ensure people's right to information through its various attached departments. Essentially MoI is acting as a administrative mediator to disseminate the message on RTIA with its stakeholders with various tools and techniques like audio, video public service announcement, documentary, contents in training materials and even through annual performance agreement.

5.2.6 .2.4 RTIA and ICB:

The core authority to implement RTIA is ICB. They are closely working with elected government. Therefore, they are familiar with their views and opinion regarding the implementation of RTIA and the intensity of their outlook. According to Dr. Khurshida Begum, one of the information commissioners of ICB, the political will of the government is strong about RTIA she as she mentioned:

> Political will is very strong for the implementation of the law. As we see, the government is spending huge amount of money for sensitization of the people of Bangladesh. The 9th session of Jatiya Sangsad passed the bill unanimously on 28th March 2009 for the empowerment of the people of Bangladesh. This is enough to indicate that the political will of present government run by 14 party alliances under the leadership of Prime Minister Sheikh Hasina. Besides, there was a demand for information of relief and rehabilitation expenditure of the prime minister's office. As per verdict of ICB, that information was delivered to the applicant.

Therefore, it can be said that political will to implement RTIA is present in pens and papers of the government, but weak in action. In other words, there is half away political will in the political arena in case of implementation of RTIA.

Nevertheless, from the field data, the study found that at grass root level, political will is absent because of negative attitude towards RTIA and unfamiliarity with the law. There are many reasons behind this situation local politician. Firstly, in the origin of RTIA, the local politicians had no contribution, positive and negative. In fact, they did not and do not know

the spirit of RTIA. It is an obligation, which has been imposed to them from the central political executive. They neither believe in the values (accountability, transparency, participation, people's empowerment) of RTIA nor possess it as Aminuzzaman(2007) explored "there is hardly any scope for the members of the community to lodge any complaint to appropriate authority when there is any service delivery forgery or corruption. Most of the UPs tend to practice a 'pseudo participatory' planning system where only handpicked persons are involved and even that is done without the knowledge of the community members at large."

Secondly, local politicians are characterized with patron-client relationship, which is based on the culture of secrecy, power-distance, and alienation from the citizen. Hence, implementation of RTIA will affect the benefit gained from this patron-client relationship. Not only, the local politicians; higher political authorities are also encircled with corruption which rightly picked up by Das(2013) as:

> Although Bangladesh has two decades experience of democratic practices in national and local levels, the governance system is still clientelistic. The major political parties rarely practice internal party democracy, let alone are there transparency and accountability of political finance and political parties, political leaders in power are less accountable to the voters, and they maintain networks for gaining money and giving unethical/illegal favors for retaining their popularity. The 'win-win game' culture prevails everywhere, so the power holders always try to keep their influence intact and maintain the channels for their own benefits. Therefore, the common citizens outside of the webs of clientelism are losing their rights and entitlements.

Moreover, criminalization of politics derived from this patron-client culture is frequently visible in our recent UP elections and the political violence at the beginning of 2015. Massive financial forgery (in Sonali Bank, Bangladesh bank) is occurring; probe body is investigating, yet people are not being informed. They are behind the scene even if the people, media, ask them. This is the portrait of proactive information disclosure in the big political canvas of Bangladesh, let alone the thousands secret forgery of small canvas.

Therefore, for political authority, the implementation of RTIA creates a dilemma. It is a great challenge for them as they themselves are sometimes related to patron-client relationship between elite bureaucrat and politicians, culture of secrecy, corruption in the public and private institution etc. since criminalization of politics is a common phenomenon in South Asian countries and in Bangladesh as well. Conversely, it is really an opportunity for the political executives as the implementation of the law is the pathway to good governance

> Greater transparency in official work places a higher level of responsibility on political executive. Since all decision-making processes are to be open to public scrutiny, the elected leaders such as: ministers would have to display greater independence in relation to the bureaucracy. For elected governments, the Act is both a challenge and an opportunity. (Chouhan ,2013)

However, elected higher political executives are showing weak political will for to take forward the law in action. Why are they not active in the implementation of the law? To search out the answer, it needs to assess the context of origin of the law. RTIA of Bangladesh is neither a home grown product fully, nor derived from the brain of politicians. It was inspired by the international donor organizations like: World Bank and to some extent and pushed by the national NGOs, media and civil society. The law was enacted` to fulfill the electoral commitment' (Iftekharuzzaman, 2009). Not only the electoral commitment, the fashion of holding the tag of good governance, but also the 'aspirations to become the part of the so called developed nations' (Sharma, 2013) persuade them to provide recognition of the law. Thus, it was a mostly coercive, to some extent voluntary policy transfer. Therefore, real ownership of the law is absent at the top echelons of the government and the parliament and the absence of ownership becoming visible at the stage of implementation of RTIA. Similar situation is being faced by the Anti-Corruption Commission of Bangladesh, as stated by Ehsan(2006):

> Since the establishment of ACC is not a result of 'home grown' decision and the government did not have any positive political will, the decision failed at the implementation stage.

On the contrary, one key informant, Hasibur Rahman, Executive Director of MRDI[28], disagreed with the view that there was a lack of political will at RTIA enactment in Bangladesh in 2009 as it was a pushed by the civil society, development agency and it was only a political commitment. He said:

> I have a different view on this. There were hundreds of ordinances during the Caretaker government. Have all of it been enacted as an act? It is true that those policy actors were active, but if Awami League had not any political will, it could use RTIA only in their political addresses, they would need not to add it in their political manifesto what others party did not, even the government has enacted the law at the very first session of ninth Jatiya Sangsad. It is remarkable that as a continuity of RTIA, the government enacted the law on protection of whistle blower in 2011. In addition, RTI has been incorporated in vision 2021 and in national integrity strategy which are signs of strong political will since these step will boost the implementation of the law.

It is noteworthy that policy transfer sometimes leads to policy failures if the policy transfer is: uninformed transfer, incomplete transfer and inappropriate transfer (Dolowitz and Marsh, 2000). In case of RTIA, it can be said that it is a perfect cocktail of these three processes as both the supply side and demand side were uninformed and still not ready to accept and use values, spirit, resources, skill involved with it and necessary as well.

Moreover, the law also has been in the text curriculum, only in the **civics and good-governance** book at H.S.C. level from 2013-2014 academic years on other format like booklet, mostly in text format. However, in such context, Iftekharuzzaman (2010) logically presented his argument:

> Though government is well-aware of the fact that most of its population is unable to read still the publicity to make people aware on the knowledge and use of RTIA, is in written formats like booklets, mobile sms. Similarly, computer literacy in the state is very low. Moreover, only a small portion of the population has access to the

---

[28] Management and Resource Development initiatives, a renowned NGO of Bangladesh, working on RTI since the RTI movement in Bangladesh)

103

internet. So the approach to inform people with necessary information through proactive self-disclosure is less effective undoubtedly. These examples clearly point that the government has adopted the RTIA as a decorative piece instead of having true intentions to make it substantial tool for the mass empowerment. The vow to establish RTI is merely a symbol rather than an actual device to curb down bureaucratic maladies, and enforce citizen-friendly flavor in administration. It is a debatable issue whether the government acquires the required political will to implement RTI in Bangladesh successfully.

Consequently, citizen, people of periphery, poorest of the poor are still almost blank about the law who are being deprived from the benefit of upgraded economy (from developing country to lower middle class country) due to unequal distribution of wealth. Government is busier with preparing the supply side than that of the demand side.

However, for the proper execution of the law, demand side need to be ready. Since it is the only law, by which the citizen will execute over the authority. Thus, accomplishment of RTIA will transfer the power from political authority to people, which are not naturally desirable to them, though they always preach that people are the source of all power, until the political party ascends to the power. The constitution of Bangladesh is also saying so.

However, the politicians forget the people voted for them when they are in power. They do not practice what they preach. RTIA creates the opportunity for the citizen to exert their power upon the elected authority even when they are in power. They can raise questions to them for the broken promises. Nonetheless, 'power exists only when it is put into action, even if, it is integrated into a disparate field of possibilities brought to bear upon permanent structures. This also means that power is not a function of consent.' (Foucault, 1982) which indicates that enacting a law is not enough to institute right to information in the country unless the citizen, especially the grass root people uses it. Therefore, it does not prove that strong political will is present in the regime. People will get the benefit of policy only when it will be implemented according to its goals and objectives. In cases of implementation of RTIA, political will is present only in the forming different committees, strategic plan; executing, monitoring and evaluating intervention is absent largely.

5.3 Dependent Variable: Implementation of right to information act in Bangladesh:

To provide the advantage of the policy, policy implementation is vital. Hence, policy implementation is the most complex part of the policy cycle. Policy researchers offers different point of view regarding policy implementation. It is a process whereby programs or policies are carried out, the translation of plans into practice. (Howlett and Ramesh, 2003; P: 185) However, in the study, implementation of RTIA means the number of information requests from the citizens to the authority and its disposal along with the state of proactive disclosure by the authority.

5.3.1 Request for information[29] under RTIA and its disposal:

The RTI act gives the right to the citizen of Bangladesh to ask questions to the authority what services they can achieve from them and how they can use it to enrich their lives. Essentially, it is the foundation of the law on which the other rights of the people are stood. In other words, they can establish their other rights by using this law. However, the reality is, still citizens are not applying this right due to their unfamiliarity with the law. The study finds the following result in the Number 2 Bagbati Union Parishad and in the Sirajganj Pourashova.

Table 5.16: Number of information request under RTIA and its disposal.

	Sirajganj Pourashova	Number 2 Bagbati Union Parishad
No. of Application Under RTI	No written application under RTIA, only oral.	5
Disposal of complaints	All solved orally.	5

Source: Field Data.

---

[29] According to the RTIA , article (8.) titled **Request for Information**, said: (1) Under this Act a person may apply to the officer-in-charge requesting for information either in writing or through electronic means or through e-mail which shall include the following information, namely :(i)name, address of the person making request, in applicable cases, his fax number and email address; (ii) correct and clear description of the information sought for; (iii) other related information so that the location of the information sought for may be easily found out; (iv) description of the modes how he wants to have the information, that is making inspection, having copy, taking note or any other approved method.

Table 5.16 shows that the authority of Sirajganj Pourashova does not receive written information request under RTIA as he mentioned:

> Sometimes written applications come to us for information. We did not receive it as the AA directed us this way. However, we managed it in our own way, sometimes orally. Still there is no complaint against us.

On the contrary, a little different scenario prevails in the implementation of RTIA at the Number 2 Bagbati Union Parishad. The designated officer of the UP showed the researcher a register containing the list of information requests from five citizens. According to the designated officer, all the information asked by the citizen was provided in due time. He also showed the signatures of the beneficiaries who received the information. In fact, the authority maintains a registrar with a title of RTIA as it is mandatory by the authority of an ongoing project under Local Government Support Project (LGSP). In the manual of LGSP, it is mentioned that every authority should maintained a register to provide information under RTIA. Because of this parameter, the authority maintains a register symbolically. The researcher used the word symbolically as the she found that the applicant (Md. Hashem is a middleman at the UP who is always available at the Number 2 Bagbati UP). Another interesting finding is the handwriting in describing the types of required information section of the application is same (see annexure), which indicates that such applications are just for eye-washing implementation of right to information at the UP.

5.3.2 State of proactive disclosure by the authority:

According to the law RTIA,2009, article (6) every authority should publish information willingly, on behalf of the authority: Every authority shall publish and publicize all information pertaining to any decision taken, proceeding or activity executed or proposed by indexing them in such a manner as may easily be accessible to the citizens. In addition, it said: (3) every authority shall publish a report every year, which shall contain some issues[30]

---

[30] (a) Particulars of its organizational structure, activities, responsibility of the officers and employees, or description and process of decision making; (b) lists of all laws, Acts, Ordinance, rules, regulations, notifications, directives, manuals, etc. of the authority including the classification of all information lying with the authority; (c) description of the terms and conditions under which a citizen may get services from the authorities in obtaining any license, permit, grant, consent, approval or other benefits and of such conditions that require the authority to make transactions or enter into agreements with him; (d) particulars of the

Proactive disclosure of Sirajganj Pourashova:

Sirajganj Pourashova disclosed some of the information mainly through its citizen charter and website.

Information incorporated in the citizen charter:

The citizen charter of Sirajganj is placed beside the front gate so that it will attract any person entering the Pourashova. It is very bright yet modest presenting necessary data very articulately. In the citizen charter, the necessary information relate to available services have been incorporated like: What are the services? To whom does a citizen can contact? The amount of fee (including which services are free of cost[31]) and the time limit of providing the services. However, it has not included the name, designation and the contact number to whom complaints are to be lodged if the services are not provided timely and any kind of harassment is there. Therefore, the content

Website of Information incorporated in citizen charter:

The recently developed website of Sirajganj Pourashova is a sign of effort to disclose some information according to the RTIA. It has included information concerned with trade license, birth-death-inheritance certificate, health, sanitation, water supply(pipeline...km),slum, infrastructure development, waste management, education and entertainment ,budget of present financial(whole budget has been uploaded) year, development project expenditure etc. List and members of different permanent committees like: Women and children, tax collection, accounts and audit and so are available in the website. It also included the name and contact number of designated officer of Sirajganj Pourashova. Even, the whole law – Right to Information Act-2009 in Bengali has been uploaded there .In this respect, the DO of Sirajganj Pourashova said: "Any person interested in RTIA can download it and if any citizen comes to us for it ,we provided him the printed copy''. Consequently, it is visible that the authority is

---

facilities ensuring right to information of the citizens, and the full name, designation, address, and, in cases where applicable, fax number and e-mail address of the assigned officer. However, both the institution published some necessary information proactively which are being reflected below:

[31] According to the RTIA-2009 article,8(6) :Every authority shall prepare and publicize a list of information to be supplied free of cost upon an instruction of the Information Commission.

active in presenting proactive disclosure of information; even it is trying to create awareness on RTIA by uploading. However, censorship occurs in disclosing information. Not all the

Proactive disclosure of Number 2 Bagbati Union Parishad:

Wall budget:

There is a wall budget of Number 2 Bagbati Union Parishad, which includes information like the budget of previous, present financial year. However, the wall budget was financed and executed by a local NGO, Development Organization of Rural Poor (DORP) as their one of the project component called, 'Budget Tracking'. The aim of this activity is to capacity building of the Union Parishad in participatory and effective budget preparation. The wall budget includes information on income and expenditure of different sectors like: tender on properties, rent of rooms, selling fruits and trees, collateral, death certificate, birth certificate etc.fee, land transfer fee, ADP(annual development program), budget of social safety net program; remuneration of social safety net program and so on. Essentially, it is also the outcome of Union Parishad Act 2009 and Union Development Coordination Committee, which have given emphasis on providing information and participatory budget preparation respectively.   However, it does not matter under which act it has been implemented, "it is serving as the proactive disclosure of information by the authority. Moreover, according to an employee of DORP", It has increased the participation of community people in the budget preparation to some extent'. He also added, "The UP Chairman had neither strong intention nor reluctance to develop the wall budget. However, we encourage him saying that this kind activity will provide him extra point in his performance, by which he can get extra budget allocation." Therefore, it indicates NGO involvement may accelerate the RTIA implementation, as they are effective in persuasion.

Citizen charter of Union Parishad:

There is a citizen charter in Union Parishad, which is rightly placed at the office premises of the Union Parishad building. However, it is almost torn, most of the text of it are blurred; people will not understand what it is trying to communicate. However, there is another citizen charter of union heath and family planning centre, wall writing on the function of public health engineering department. However, the citizens do not understand what the

citizen charter stand for, especially, the illiterate and less educated people as on service seeker mentioned:

> I do not know what it is. I can only write my name .I cannot read. However,
> it is almost unreadable now even for a educated person as it is torn and faded.

Union Digital Centre:

The Union Parishad also included a union digital centre which has actually improve the information preservation system of the institutsion .According to the RTIA-2009, article(5); every authority should preserve of information in order to ensure right to information .in this regard, every authority shall prepare catalogue and index of all information and preserve it in an appropriate manner.

However, the proactive disclosure is seemingly present in these two institutions. In addition, qualitatively it is not satisfactory, for instance: budget of social safety net program is there, but the list of total beneficiary is not present through which people could see the clear picture whether the criteria of selecting the beneficiary have rightly been followed or been manipulated by the authority. Another point is that its wall budget, other wall written is sponsored and managed by NGOs. Therefore, willingness of proactive disclosure is more visible on behalf of the development partners than the Union Paishad authority.

Table 5 17: Proactive disclosure of by the two local government institutions.

Format of proactive disclosure	Sirajganj Pourashova	Number 2 Bagbati Union Parishad
Website	moderately resourceful with budget statement, RTIA-2009	not well-resourced
Citizen Charter	Well-presented	Torn, meaningless presentation
Wall Budget		Well presented, made by NGO
Union Digital Center		Actively working

Source: Field Data.

 Therefore, despite the effort of the ICB in raising the level of knowledge among citizens, the awareness of RTI remains low. In the rural areas, the awareness level is low. Service delivery agencies are typically not accountable to citizens locally and are generally less resourceful to do so. Even in urban areas, the written application of RTI is absent. Moreover, several groups such as journalists, professional and civil society organizations, who are traditionally

the major exponents of RTI Act, are also not properly aware of the Act. (Strategic plan 2015-2021)

From the implementation scenario of the two institutions, it is evident that in spite of some remarkable success like: appointing designated officer, development website for proactive disclosure etc the heart of the law, the information request from the citizen is almost missing. In other words, supply side is better known to the RTIA than the demand side. The core message of the law of ensuring accountability, transparency, participation, empowerment through the practice of written application of undisclosed, yet necessary information for the citizens is still unheard to the citizen.

However, ICB has taken lot of initiatives to inform people about the law, then, why is the awareness level so low? The question was asked to one information commissioner of ICB. She answered:

> It is to be taken into consideration that demand side is consists of millions (160 million +) people and ICB passed only six years since the enactment of the law. Nevertheless, it is found in some limited survey that people of young age and educated institutionally are more aware than the others are. Programs, which have been carrying out by ICB, will help building awareness in them in future.

Is it short time really a big hindrance to inform people? The researcher does not agree with that view. After the militant attack at Holy Artizan restaurant at Gulshan, Dhaka, the anti-militancy publicity was so frequent in all media (print, audio, video) that even a child 5 years child know the word *Jongi (*Militant) whereas after the enactment of the law, seven years have gone. Still many educated, grown up man have not heard the name of RTIA (experience of the researcher while conducting survey).

However, to get the answer the researcher tried to analyze the communication strategy maintaining the ICB to inform people. According to ICB, with help of government, District Advisory Committees (DAC) has been established in all districts of Bangladesh. The 16 member DAC constitutes by department heads from the district administration, civil society

and representatives from professionals' associations. DACs are expected to work as ambassador of ICB to inform their respective area. These committees is responsible to organize monthly meeting to aware the peoples about the RTI Act and rules; provide necessary suggestions; observe national and international days related with the RTI Act and coordinate with different government and non-government organizations to arrange awareness campaign on this issue. However, function of the committee is still limited to organize a monthly meeting. There are some challenges before the committee. Such as: lack of budgetary allocations, lack of technical knowledge on RTIA, lack of coordination between all DACs, absence of resource person on RTIA, information storage and management system is absent. Therefore, the awareness message on RTIA is stagnant DAC level.

Another awareness building initiative is public informing meeting. The ICB already covered public informing meeting in 68 districts to propagate the message of RTIA to both supply side and demand side. Generally total participants of this meeting chosen by the DC in accordance with the demand of ICB like: chief of the all offices in the districts, all elected representatives in the districts, all Union Parishad Secretaries, head of all educational institutions, local journalists, freedom fighter and so on. Therefore, grass-root people are absent here. These two tools and techniques are supply side oriented communication.

From survey (table 5.18 it is found that those who know about RTIA, most of them have known from media 41%, 18% from text book, 14 % NGOs ,4.5% from local administration, 4.5% from local political leader.

Table 5.18: Sources of information about RTIA.

Learnt about RTI from	Percent(%)
Mass media	41%
Text book	18%
Local political leader	4.5%
Teacher	9%
NGOs	14%
Local administration	4.5%
Others	9%
Total (N=22)	100.0

Source: survey of the study.

Therefore, it is apparent that DAC and public informing meeting are not so fruitful in informing people. Media and NGOs are more successful in informing people. Nevertheless, ICB has not given more emphasis in coordinating with these two stakeholders. These are more effective than DAC, PIM tools to inform people. If these tools would be more demand side oriented communication. However, now question may occur why is there less cooperation and coordination between ICB and media? One reason may be – media is now a corporate body (except government organization). Its aim is to tell and sell, however, in today's world; media try to sell more than to tell. As RTIA still has not become an issue of public interest, it is not paying much attention on it. Media are just covering the events on RTIA like celebrating international RTI day. Therefore, to boost the publicity in the media is more cost effective as ICB cannot afford as one key informant said:

> Media publish or broadcast those issues which have public interest.RTI is not yet a public interest .People of Bangladesh are still not socialized that information can change their life. That is why, to make it issue of public interest, success stories are need to publicize by the ICB. We have intervention on RTIA in Chougasa upazilla of Jessore district where RTIA now a public interest. There newspapers are sold more if RTIA content is there.

Missing Humayun Ahmed[32] - need a magic bullet message:

Good messaging helps to engage the target audience in the issue. It makes the audience, motivated, inspired and energized to go for action. Good message should be simple and memorable, that is sticky to the audience. Bad messaging confused people and made people to ignore the issue or sometimes made the audience working against it. In Bangladesh, in 1980s decade, there was a popular announcement regarding making of oral saline (a liquid to cure Diarrhoea) which was scripted by Humayun Ahmed. It was so easy, short and attractive that even an uneducated person could understand it. Such message is needed to make popular the RTIA issue. At present, it is absent in content of RTIA television and audio public service announcement.

---

[32] The renowned and very popular writer, filmmaker, lyricist of Bnagladesh.

Moreover, Bangladesh Betar, and Bangladesh Television, very recently, has started frequent publicity on RTIA with help of ICB through short drama, jingle (song), phone- in program and so on. What is the result of existing cooperation with public media? In observing some of the programs, the researcher found that it not the core message of RTIA that information can change your life and you have the right to get and use information for your empowerment. No one can stop you from getting information, the law is for you; you are not for the law. That is, people will execute the law on the authority, not the authority on you. In addition, it is said the not all the resource persons of information commission are not resource full. In a phone –in program the researcher found that in answer of an audience question: What is RTIA? The discussant said: "It is a law, which tells us where you can get information, who will give you information, how much it will cost etc."Essentially, it is the subject matter of citizen charter. It may be small part of RTIA as proactive disclosure. But the main part of RTIA: the written application to get information is missing here which is a hindrance to real message to audience and not encouraging people to use the law .In such context, the researcher talks one of the radio listener, Shikder Ishak Ali of Ashuganj, Brahmanbaria, who active listener of Bangladesh Betar. He expressed his understanding from the program as:

> This program is very helpful for us. It made me conscious to take birth certificate timely. I also collect the Primary School Certificate from the Union Digital Centre through internet.

However, he did not understand from the program that this act gives him the right to ask information in written format. He took it as a publicity of using digitized information, digital Bangladesh. Another, listener of Bangladesh Betar, Sajia Sultana Shama of Keraniganj, Dhaka stated her understanding from the radio program as:" I understand it is something that will help. However, I cannot understand how it will help me." In fact, this is the general scenario of the outcome of awareness campaign of ICB. The core message of the RTIA is not communicating to the average educated people for lack of precise, attracting, and persuading content.

Now what is about NGOs' role in awareness building on RTIA? As we see in the field data NGOs are sponsoring in developing wall budget and their initiatives are bringing positive effect even if very small scale. Therefore, their participation is necessary to reach the

affirmative result of RTI act. However, the survey found that in awareness building role, NGOs are in second position. Nevertheless, why are they not vibrant in taking RTIA as their development component? One reason is, NGOs, themselves are authority. If they teach it to their beneficiary, they will apply on them. In this respect, Hasibur Rahman, executive director, MRDI expresses his experience:

> Once, MRDI had a workshop with some NGOs beneficiary on RTIA. At the end of the program each of the participants were asked to write a question they want to know. One participant wrote: To organize the program, how much it cost and what was the source? However, I was ready and I provided him the information. Nevertheless, it is the reality that maximum NGOs have not the same transparency and accountability in Bangladesh.

Another reason is that lack of funding. There are very few NGOs, which are solely working on RTIA. As Hasibur Rahman said:

> There is lack of funding. MRDI also has finding problem. It is the time for me to be on the field. However, I am here, waiting for project. The World Bank and DFID[33] are funding us. The budget is of only 30 million TK. for 3 years; per annum 10 million TK.

However, it is not possible to inform 160 million+ people without NGOs. If each   includes it as part of a component of different sector program, it can be disseminated all over the country. In this respect, one key informant said:

> At least, 5000 yard meeting is being taken place every day in the entire country. If every meeting is consist of 20 people and they told on RTIA for 5 minutes, one lakh (10 million) people would be covered every day. In fact, without NGOs, government alone cannot inform people in hurry. (Hasiubur Rahman, 2016)

It is noteworthy that many people have been informed on RTIA from the textbook (from the survey) especially the students. It is the success of ICB as it was their attempt to incorporate the law in some textbooks of SSC[34] and HSC[35] level. Nevertheless, to achieve inclusive result

---

[33] An international donor NGO of England.
[34] Secondary School Certificate.

strong monitoring mechanism is needed for the communication initiative taken by information commission to boost and sustain the awareness level on RTIA.

5.4 Conclusion:

This chapter was an attempt to present the factors and actors affecting the implementation outcome of RTIA in Bangladesh to what extent, in which way. Not only find out the factors, but also bringing into light the root causes which lead the factors to behave in such a way. The researcher also tried to draw some examples from the surrounding literature and issues related the theme during analysis. However, the next and final chapter will offer the entire review of the research journey, from research objective to core findings of the study.

---

[35] Higher Secondary Certificate.

Chapter Six: Conclusion

6.1 Introductions:

This closing chapter of the study tries to revisit the whole thesis to offer a glimpse of the whole research journey along with the ultimate findings. It also revisits the theory through which the study tried to analyze the implementation of RTIA in Bangladesh. In addition, it attempts to understand whether there is any the congruency between the research objectives and findings. Finally, it tries to make some recommendations based on the experience of the researcher throughout the study and attempts to offer some thoughts for the latter researchers on RTIA.

6.2 Objectives, research questions and major findings:

The objective of the study is to explore the communication gap between ICB and people regarding the awareness-building program on RTIA. To meet the objective, the researcher made some specific questions and tried to find out the answers through some qualitative (observation, participatory observation, case study, content analysis, in-depth interview etc.) and quantitative (survey) research strategies. After that, the researcher collected data by using those research methods and analyzed it through different tables with the help of Statistical Packages for Social Science (SPSS) software (for quantitative data analysis) and different codification, theoretical terms(for qualitative data analysis).

However, the main research question of this study is: **What are the factors that affecting the implementation of RTIA in Bangladesh, how and why?** Moreover, to find the answers of the main research question, six specific research questions were posed by the researcher in the light of independent variables chosen from the Winter's integrated model of policy implementation and dependent variable of the study. The independent variables of this study are: 'policy design', 'organization and inter-organizational behavior', 'street level bureaucratic behavior', 'target group behavior', 'socio-economic context', 'political will' and the dependent variable is 'implementation of right to information'.

Nevertheless, the first research question is: **To what extent does the ICB create the scope for target group and implementers access to information on how to execute the policy as an implementation structure?** In search of this question, the study found out that ICB is over burdened with functions in comparison to its capability, as it is a vital implementation structure of the RTIA in Bangladesh. However, awareness-building role of ICB, among supply side and demand side, is one of the most important functions as it is the most important prerequisite issue for the implementation of RTIA. It is noteworthy that ICB is successful in informing the supply side to some extent, they made the authority (both government and non-government) to appoint designated officer and some proactive disclosure and at least, they know the name of right to information act. However, ICB is not successful in informing the demand side about the law despite its huge awareness building efforts because of it insufficient and unskilled labor, lack of budget for awareness building, inappropriate communication strategy (supply side centric awareness campaign, print media-based message dissemination).

Second research question is: **What is the perception of citizens about RTIA?** To find the answer, a survey was conducted. The survey has brought out that 26% respondents only heard the name of RTIA, the rest did not heard the name of the law let alone details of it. Those who heard about the law, do not know how to use it; what benefit may come from it, rather they think that it will involve them hazardous situation as it is a *ain* (law).Again, some people think that the law will not be fruitful in achieving information, then it will be a total wastage of money and time. In other words, they have no trust on the law and the authority. In addition, they do not understand that they have the right to know about government activities and a right of every citizen and they themselves can apply upon the authority.

The next research question is*: **How does organizational and inter-organizational behavior of ICB affect the implementation performance of RTIA?** In this regard, the study found that the quasi-judicial role of ICB is vital function of ICB and it is becoming huger for ICB as the number of complaints increasing every year whereas the number of applications to the authority is decreasing. That is, the authorities are not responding positively towards the

implementation of RTIA. Again, it is found from the interviews with few complainers that ICB is not always neutral in dealing with the complaints because of nepotism, bureaucratic alliance of the incumbent of ICB. Another finding is the lack of knowledge of ICB officers on the RTIA which leading ICB as an institution with less trust and thereby discouraging the demand side to use the law. In case of inter-organizational behavior of ICB regarding awareness building, the study found that the coordination between ICB and its awareness-building stakeholders is one way, hierarchical, unplanned, inconsistent, without monitoring and sometimes there is absence of effective coordination. The reasons behind such situation are lack of complete independence, lack of budget in awareness building, traditional bureaucratic culture within and beyond ICB, unskilled manpower of ICB etc.

The fourth specific research question is: **To what extent are the designated officers responsive and supported by their superior in exerting their duty?** From the case study on the designated officer, it is found that the designated officers are not responsive, they have taken it as an official obligation, not enlightened with the values the RTI holds like: transparency, accountability, participation and people's empowerment. In addition, AAs are less supportive in exerting their duty of a designated officer as they are not punishable according the law. Other motives behind such behavior are lack of skill, lack of logistic support from the authority, additional task as depicted by the law without any incentives, also the bureaucratic culture they are socialized with. Again, Implementation of RTIA means power transfer from bureaucracy to the citizen, what is not welcome by the DO, as it will reduce the discretion in their dealings with the citizen. The law made them feels that they are simply a trusty of information, not the owner; the citizens are the real owner.

The fifth research question was: **How do the socio economic factors affect the implementation of RTIA?** From the survey conducted in the study found that gender matters in the implementation of RTIA because of socio-cultural factors in Bangladesh like restriction in mobility, security, less media exposure etc. It is also found that urban people are more aware than the rural people are as urban people relatively belong to better socio economic conditions than the rural people do. The study also found that the higher the education level, the better the knowledge on RTIA. Again, it is found that people of young age are more aware than the older people. It is to be noted that ICB has incorporated this

law at the SSC level and HSC level. In the survey, there were many students who were informed about the law from the textbook. The study further found that people with middle income range is more aware on RTIA than the lower and upper income range.

The last specific research question is: **What is the status of political will in the implementation of RTIA?** In this regard, the study found that political will is symbolically present in the implementation of RTIA as the cabinet division, information ministry and its attached department, ICB have already taken steps like strategic plan, medium term strategic objectives etc. The law has been incorporated in the textbook of secondary and higher secondary level education; some of the part of this law also mentioned in the Union Parishad Act-2009. In addition, the Mayor of Sirajganj Pourashova has already incorporated the law in website of Sirajganj Pourashova. However, there are also some examples, which show that there is lack in political will to implement the law. For instance, in the strategic plan 2015-2021, there is no clear reference of how and by whom it will be implemented; the 7th Five year Plan is almost silent on RTIA thought it has been planned in the light of SDG 2030, where RTI is one of the 17 goals. Weak ICB with namely independence is also a sign of fragile political will regarding RTIA implementation. However, at the local level, the authority of the Pourashova does not allow written information request. The UP of the study is maintaining a symbolic register of information request as it is an official obligation. Therefore, political will is present in black and white other than in the implementation field. Finally, it is to be noted that local politicians have almost unfamiliar with RTIA and less supportive to implement the law as it will break the patron-client relationship they are being benefitted.

Finally yet importantly, the researcher tries to conclude the findings of the main research question in this way: for lack of strong political will and the attitude of bureaucratic self-preservation, the ICB is performing as a weak institution that is unable to inform the huge demand side and demotivated supply side. Consequently, the unaware and confused demand side is not putting supply side in pressure to implement the law in full swing, not for only eye washing. Therefore, half-hearted implementation of the law, thereby lack of transparency and accountability in the institutions of the country.

6.3 Revisiting Winter's integrated model of policy implementation:

The study followed the framework of Winter's integrated model. The purpose of this model is to integrate a number of the most fruitful theoretical elements from various pieces of implementation research. The model focuses on performance as well as outcome in relation to the official policy objectives. (Winter, 2006). It presents key factors and mechanisms that affect the implementation outputs and outcomes, which are very relevant to analyze the implementation of RTIA in Bangladesh.

Winter's model mentioned that policy formulation and policy design have great influence all through the policy process by the chosen instruments: like implementation structure, resource, mandates of organization and so on. Mandates are needed to regulate the behavior of target groups and implementers. It requires staff for inspecting and enforcing the mandate. Therefore, necessary number of and skilled work force is a vital policy instrument for successful policy implementation. The study also found that ICB as an implementation structure is not capable enough to play the role bestowed on it by the RTIA due to its lack of workforce, mandates. For example, not all the authorities follow its all rules and regulations unless cabinet division, other ministries do not circulate it.

The second variable of Winter's integrated model is organizational and inter-organizational behavior. Winter mentioned that organizational and inter-organizational behavior affect the implementation processes in terms of commitment, communication and coordination within and beyond the organization. Present study uses this variable in terms of the quasi-judicial role of ICB (as organizational behavior) and the coordination process ICB with its awareness-building stakeholders on RTIA (as inter-organizational behavior).

In this regard, the study clearly established that the ICB is a highly centralized, hierarchical, unprepared organization with traditional bureaucratic and organizational culture of Bangladesh, which possesses nepotism, favoritism, also formalism. Precise and reciprocal communication, effective coordination, earnest commitment to disperse the spirit of values are absent in the organizational and inter-organizational behavior of ICB. Absence of key spirit of the law in the message is creating superficial commitment among the implementation stakeholders and confusing client of the law. Consequently, both supply

side and demand side are not committed to implement the law from their perspectives, as both the parties are not clear about the values and objectives of the law.

Another variable of this model is the response of the target group, that is, target group behavior. Integrated Implementation Model states that target groups of public policies, the citizens or firms, play important roles, not only on the effects of the policy, but also in affecting the performance by street-level bureaucrats through their positive or negative response towards the certain policy. Present study explored that the unfamiliarity and confusion of the target group about the law leading less participation in execution of the law. As demand side is not creating pressure on the supply side, the implementation of this policy is becoming slow, partial and symbolic which is essentially representing the common scenario of policy implementation of Bangladesh. Supply side is executing the law for the demand side. Demand side is not executing their right upon the supply side provided by this law.

Fourth variable of this framework is the street level bureaucratic behavior. In other words, it indicates the behavior of those officials who has a direct and continuous contact with their clients and service receiver. The study refers the behavior of designated officer as the street-level bureaucratic behavior. Winter's framework mentioned that such bureaucrats work in situations characterized by many demands and limited resources, Therefore, they respond to the citizen or firms by discovering alternatives way of service delivery and cope themselves with the altered situation. These short-cuts way systematically bias the delivery behavior and finally, distort the goals and objectives involved in policy formulation and implementation. The study clearly found the similar reflection in the performance of DOs investigated in the research. The DO of Sirajganj Pourashova does not receive any written information request under RTIA. They take oral request and manage it in his way. Consequently, he is violating the right of the citizen conferred by the law to him and to the client simultaneously. He is also distorting the values of RTIA: transparency, accountability and others.

The last variable of this model is socio-economic contexts that form important framework circumstances for policy implementation. It has huge impact in the policy implementation. The present study finds that people of higher education, young age are more aware than the illiterate or lower education level. In addition, people of less income group, rural areas

are less aware than the urban people, middle-income group. Even from the supply side, urban local government institution, Sirajganj Pourashova is more advance in the implementation of the law than the rural local government institution, Number 2 Bagbati Union Parishad as socio-economically urban areas of Bangladesh are more developed than the rural areas.

This model is obviously not a simple causal model. It is, rather a framework of analysis, presenting key factors and mechanisms that affect implementation outputs and outcomes of a certain policy (Winter, 2003). However, the present study finds this model becomes effective to analyze the implementation process of RTIA in Bangladesh.

6.4 Recommendations:

From the experience of the field and analyzing primary and secondary information, the researcher tries to suggest some recommendations as follows:

Strengthening information commission:

As ICB is the vital implementation structure to implement RTIA in Bangladesh it should be strengthened to work independently. Otherwise, several institutions will interfere in the responsibility of ICB in the name of providing assistance. To achieve this, up gradation of the post of chief information commissioner (CIC) is vital. At present, the post of chief information commissioner is equivalent to secretary. There is also a post of secretary (for administrative work) in the ICB. Therefore, CIC cannot perform independently though in organ gram of ICB, the CIC is at the top. Hence, the post of CIC needs to be up graded. Again, ICB possess lack of manpower. Therefore, additional workforce is necessary. As the number of complaints is increasing per year, the workload for information commissioner is also increasing. If they remain busy with the quasi-judicial role only, other responsibility of ICB the awareness campaign,   the implementation of strategic plan will be hampered.

Compensation to the victims:

There should be a provision in the law to compensate the information seeker on how much he/she cost or has to spend if information is not provided with due reason. It will

encourage the information seeker to use the act and thereby establishing transparency and accountability in the in the institution.

Incorporation of RTIA in citizen charter:

As lack of awareness is the main factor that is affecting the implementation of RTIA, the communication strategy to reach the people should be boost up. One way of this attempt is incorporation of the gist of RTIA in citizen charter at is almost visible at every institution now.

Decentralization o f ICB:

For 160 million+ people, only one information commission at Dhaka. Therefore, for the people of periphery it is difficult to come here and lodging complaints as it is not time and cost effective. Hence, it is necessary to decentralize ICB at least in divisional level, if possible at the district level. It will help both the demand side and supply side.

Appointment of brand ambassador at the ICB:

Like RTIA, ICB and its functions are unfamiliar with the people. It is also a lacking in the awareness building campaign of ICB .Therefore, cricketer, film star, star singer, actor may be appointed on ad.hoc basis to increase the visibility of ICB in the media. As name makes the news and media's motto is to tell and sell, it will cover on it. Thus without sponsorship, both RTIA and ICB can be visible in the media which will ultimately increase the awareness level of RTIA.

Incentives to DOs:

As the job of DOs is an additional duty, payment can be provided to encourage them to exert their responsibilities; at least a telephone facility is needed for them so that people can communicate with them directly for their information-seeking attempt.

Recruitment of fresh officer of with creativity and communication skill:

The role of ICB is different from other institution for its mission and values. Generally, laws are applied upon the citizen by the authority. It is the only law, which the citizen can use upon the authority. Traditional bureaucratic mindset is an obstacle to implement the law fully. Hence, ICB is still in the childhood stage, new values can be infiltrated in it so that in future better and open-minded organization can be achieved.

Emphasis on comprehensive awareness campaign and quality messaging:

The awareness building message must be compact, to the point, small, catchy suitable for all types of media like: audio, video, print, online so that people of all walks of life with different background can understand it and feel the values in the law.

Training for the appellate authority is as well as DO:

Government already appointed 22,000 DOs. Since government job is transferable. Concerned organization should manage training both for the AA and DOs as the AA has deep influence on the performance of DOs. Therefore, both should be knowledgeable on the issue.

Non-appointment of bureaucrat:

As already question raised about the neutrality of the quasi-judicial role of ICB, there should not be any bureaucrat (on job or retired).Persons accepted as neutral to the citizen may be recruited as information commissioners to create a positive image of ICB.

6.5 Conclusion:

Implementation is a process; it has a start, no ending. RTIA is a new law in Bangladesh with new philosophy for both the authority and the people. Authority need to transfer power practice to the citizen willingly and citizen need to execute the transferred power upon the authority willingly. Since power is ineffective without practice, the sweet fruit of RTIA still not visible in the society as the citizen are not still well known to the law. Those who knows about RTI, are frequently are being confused by the message targeted to them as it is unclear, incomplete, ineffective as well. However, only six has gone, the ICB is at thee childhood stage, if it is earnestly and taken care of, the citizen of Bangladesh will get the benefit of responsible and empathetic institution by establishing people's right to know and thereby instituting transparency, accountability and finally rule of law in the society. However, for achieving this goal huge awareness campaign with 'magic bullet message'[36] is necessary so that the values of RTIA become an epitaph in the heart and brain of the citizen.

---

[36] The message that causes the instant reaction from the audience mind without any hesitation.

6.6 Thought for the further research:

In fact, this study is a small attempt to understand the implementation status of RTIA in Bangladesh. To the researcher, every single variable of the independent variables can be a topic to be investigated as each has great influence in the implementation process of RTIA. However, the researcher suggests to for profound and more analytical study on the Information commission singly as it is the most crucial institution to implement this law. If it can work independently and effectively, the barriers to implement the law will fade away very in a little while.

Bibliography:

Aghajani, H., Amin, F. and Abasgholipour, M., 2013. Empirical Study on Interorganizational Coordination (Evidence Case: Organizations of Job and Employment in Iran). *Iranian Journal of Management Studies (IJMS)* ,Vol. 7, No. 2, July 2014,pp: 285-304

Ahsan, A.H.M.K., 2012. *Local Administration in Bangladesh: Problems of Coordination*. Dhaka. A.H. Development Publishing House. Page:128.

Aminuzaman, S.M., 2010. *Local Government and development in Bangladesh:Lessons learned and challenges for improving service delivery of Union Parishad*. Local Governance Support Project-Learning and Innovation component (LGSP-LIC),Local Government Division, Ministry of Local Government, Rural Development and Co-operatives, Government of People's Republic of Bangladesh (GoB)

Aminuzzaman, S. M., 2011. *Essentials of Social Research*. Dhaka . Osder publications.

Aminuzzaman, S. M., 2013. Determinants of policy making and Implementing in Bangladesh. *Public organization review*. Springer. 13, pp443-458.

Anderson, J. E., 2003. *Public policymaking: An introduction.* Boston: Houghton Mifflin Company, pp. 1 – 34..

ARTICLE 19,1999. Online at www.article19.org/docimages/512.htm)

Article19 ,2001. *Global trends of the right to information: A survey of South Asia.* available   at: https://www.article19.org/data/files/pdfs/publications/south-asia-foi-survey.pdf.

Management and Resources Development Initiative (MRDI) , 2012. *A Research Study 'Citizens' access to information in South Asia: Diagnostic analysis* - Bangladesh Chapter.avalable at:

Bardach, E.,1977. *The Implementation Game*. Cambridge, Mass.MIT Press.

Bari,S. and Naz, R,.2016. RTI Act 2000: A Powerful Tool against Poverty. *The Daily Star*. June 15, 2016.P:7

Baroi, H. S., 2013. *Implementation of Right to Information Act, 2009 in Bangladesh: A study on Union Parishad* .University of Bergen, Norway.

Baroi,H. S. and Panday,P. K., 2015. Does Access to Information Facilitate Empowerment of Citizens? Answer lies within-a recent example of Bangladesh. *in South Asian Journal of Policy and Governance*. Volume 37, Number 2 ,December 2015, Nepal.

Bhat , R. A., 2015. Right to Information Act: A great step to tackle corruption . *Research on Humanities and Social Sciences.* Vol.5, No.7, 2015 31 (Research Scholar School of Studies in Political science Vikram University ,Ujjain-M.P (India) . available at :www.iiste.org

Borah, S. K., 2013. Right to Information Act: a key to good governance. *International Journal of Humanities and Social Scienc*e *Invention* ISSN (Online): 2319 – 7722 Volume 2 Issue 2 ‖ March. 2013‖ PP.11-22

Bovens, M. and Zouridis, S., 2002. From Street-level to System-level Bureaucracies: how information and communication technology is transforming administrative discretion and constitutional control. *Public Administration Review*, 62, 2, pp. 174-84.

Carausan,M.V.,2015.Street-level bureaucrats: Theoretical Framework. *Discourse is a form of multiculturalism in literature and communication: Social Science*. Arhipelag xxi press, p.574-590.
Country Report: *The Right to Information in Bangladesh* . Article 19 ;01 Oct 2015

Charney ,C., 2009. Newsletter Clip, Charney Research Center, New York .available at :
http://www.charneyresearch.com/resources/political-will-what-is-it-how-is-it-measured/

Chouhan,D.S., 2013. *An Analytical Study of Use and Implementation of Right to Information(With Reference to Gwalior City)*. Available at:
http://shodhganga.inflibnet.ac.in/bitstream/10603/51360/2/final%20ph.d.%20thesis%20in%20pdf%20format.pdf

Das, S.K., 2013. *Anti-corruption Commission of Bangladesh: diagnosis of a fading hope*.
International Institute of Social Science. Hague, Netherland.

Davies,S., 1994. *Introduction :Information, Knowledge and Power.* Institute of Development Studies.

Dokeniya, A., 2013. *Implementing Right to information:Lessons from Experience* . World Bank, New York.

Dolowitz, P. D. and Marsh, D.,2000 .Learning from Abroad: The Role of Policy Transfer in Contemporary Policy Making. *Governance: An international journal of Policy and Administration*. Volume13, No.1, January 2000,P5-24.

Easton, D*.,* 1953. *The Political System*. New York: Alfred A. Knopf.

Ehsan, M., 2006 . When Implementation Fails:The case of Anti-corruption Commission(ACC and) and Corruption control in Bangladesh. *Asian Affairs*, Vol. 28, No. 3, 40-63, July - September 2006,CDRB Publications.Available at :
http://www.cdrb.org/journal/current/_3/3.pdf

Farooq, M. ,2015. RTI Practices in Bangladesh. In the book, *Bangladesh : Reflection on the right to information act,2009.* edited by Khurshida begum. Dhaka.Information commission Bangladesh Publication.

Foucault,M.,1982,.The subject and Power.*Chicago Journals*, university of Chicago Press. Vol.8. N.4. pp-777-795. Available at :
http://www.unisa.edu.au/Global/EASS/HRI/foucault_-_the_subject_and_power.pdf

Ferdous, R. and Rahman, A., 2008. *Tathye Adhikarer Shorup Sandhane(search the nature of Right to Information) .* Dhaka. Mass-Line Media Centre.

Ferdousi, D.H. and Haque,T.,2015. *RTI* Act and Role of Media in Increasing Public Awareness .In the book, *Bangladesh : Reflection on the right to information act,2009* .edited by Khurshida begum. Dhaka. Information commission Bangladesh Publication..

 Goulding, A.and Spacey, R.,2002. *Women and the information society: Barriers and participation.* Paper Presented at the 68th IFLA Council and General Conference. Retrieved April 10, 2011 from http://archive.ifla.org/IV/ifla68/papers/013-096e.pdf

Grindle, M. S. and Thomas, J. W. ,1991. *Public Choice and Policy Change: The Political Economy of Reform in Developing Countries*. Baltimore and London: The Johns Hopkins University Press.

Hill, M. and Hupe, P., 2002. *Implementing Public Policy: Governance in Theory and Practice.* London. Sage Publications.

Hossain, M.F., 2015. Right to Information Law in Bangladesh. In the book, *Bangladesh : Relection on the right to information act,2009* edt.by Khurshida begum. Dhaka. Information commission Bangladesh Publication.

Howlett, M., Ramesh M. and Perl, A., 2009. *Studying Public Policy: Policy Cycles & Policy Subsystems*. Oxford: Oxford University Press.

Hupe, P.L. and Hill, M., 2007. Street-level bureaucracy and public accountability. *Public Administration* .85(2), pp. 279-299.

Hupe, P.L. and Buffat A., 2014. *A public service gap: capturing contexts in a comparative approach of street-level bureaucracy*, Public Management Review, 16, 4, pp. 548– 69

Iftekharuzzaman, 2009. *Implementation of Right to Information Act in Bangladesh: Opportunities and Challenges*. TIB.

Iftekharuzzaman , 2010. *Towards People's Right to Information in Bangladesh: High Expectations, Tentative Progress, the Way Forward*. TIB.

Information Commission,2015. *Annual Report,2014.* Dhaka. Information Commission publication

Islam, M. J., 2015. RTI Act 2009:Impact on Journalism. In the book, *Bangladesh : Relection on the right to information act,2009* edt.by Khurshida begum. Dhaka. Information commission Bangladesh Publication.

Jamil, I., 2002. Administrative culture in Bangladesh: Tensions between Traditions and Modernity.*International review of Sociology-Revve International de Socologi*e,Volume12,No1.

Kannan ,P. 2011; *Adopting the RTI Act as a mechanism to fight corruption to promote effective aid delivery in India*. Available at: https://ses.library.usyd.edu.au/bitstream/2123/7113/3/preeti.pdf .

Kerlinger, *F. N.* 1979. *Behavioral Research: A Conceptual Approach.* New York: Holt, Rinehart & Winston.

Karim, M.F., 2013; *Implementation of the Right to inform act in Bangladesh in the selected upazills of Mymensing District*. Dhaka .BRAC University.

Kipo,D.D., 2011. Implementation of Public Policy at the Local level in Ghana: The case of national health insurance scheme in Sawla-Tuna-Kalba District. Department of Administration and Organization Theories. University of Bargen . Norway.

V Kumar, M., Kee, F. and Manshor, A., 2009*, Determining the relative importance of critical factors in delivering service quality of banks: An application of dominance analysis in SERVQUAL model*, Managing Service Quality, Vol. 19 Issue: 2, pp.211 – 228.

Lane,J.,1999. Policy Implementation in poor countries*; in The Policy Implementation Process in Developing Nations*, ed. Stuart S. Nagel,Volume6. Satamford :Joi Press Inc..11-22 pp.
Laizen, F.1999. Methodological and substantive issues in the policy Implementation Process*.* in *The Policy Implementation Process in Developing Nations*. ed. Stuart S. Nagel.Volume6. Satamford . Joi Press Inc.149-162pp.

Lasswell, H.D. ,1936. *Politics: Who Gets What, When, How*. New York. McGraw Hill.

Lipsky, M., 1980. *Street-Level Bureaucracy: dilemmas of the individual in public services*. New York : Russell Sage Foundation.

May, P. J. , 2003. Policy Design and Implementation in B. Guy Peters and Jon Pierre (eds.), *Handbook of Public Administration*. London. Sage Publications. pp. 223–33.

Meter, D.S. V.and Horn,C.,E.V.,1975. The Implementation Process: A conceptual Framework. *Administrationand society*, 1975, 6:445.

Mobassera, K.,2009. *Right to information act in Bangladesh: An Analysis* . Dhaka. BRAC University,

Olorunda, O., 2004. *World library and information congress: Women's information needs for economic development*. Paper presented at the 70th IFLA General Conference and Council. Retrieved April 10, 2011 from http://archive.ifla.org/IV/ifla70/papers/011e-Olorunda.pdf

Bangladesh Legal Aid and Services Trust(BLAST), 1999. *Our Right to Know*. Dhaka . P:4.

O'Toole, L. J. Jr., 2003. Interorganizational Relations in Implementation. in B. Guy Peters and Jon Pierre (eds.). *Handbook of Public Administration*. London. Sage Publications, pp. 234–44.

Patrick,O. I.and Ferdina A. O., 2016. *Rural Women and their Information Seeking Behavior; Library Philosophy and Practice* (e-journal) Libraries at University of Nebraska-Lincoln. USA.
available   at   :
http://digitalcommons.unl.edu/cgi/viewcontent.cgi?article=3830&context=libphilprac

Paudel, N.R., 2009. A critical account of policy implementation theories: Status and recondition. *Nepalese Journal of Public Policy and Governance*, Vol. xxv, No.2.

Post, L. A., Charles T.S. and Amber N. W. R., 2008. Using Public Will to Secure Political Will.*Governance Reform under Real-World Conditions: Citizens, Stakeholders, and Voice*, Sina.Odugbemi and Thomas L. Jacobson. Washington DC. World Bank.

Parasuraman, A., Zeithaml, V. and Berry, L., 1985. A conceptual model of service quality and its implications for future research*. Journal of Marketing*, Vol. 49 No.4, pp. 41-50.

Pressman, J. L. and Aron W., 1973. *Implementation*. Berkeley: University of California Press.

Rahman,D. M. A., 2015 .*Right to Information Act in Bangladesh: National and Global Scenario.* In the book,``*Bangladesh : Relection on the right  to information act,20*09`` edited by Khurshida begum. Dhaka. Information commission Bangladesh Publication.

Riggs, F.W., 1964. *Administration in developing countries: the theory of prismatic sosciety*. Boston.Houghton Mifflin.

Right to information forum, 2012. Right *to information act (RTIA) in Bangladesh: challenges of implementation.*

Right to Information Act-2009 of Bangladesh.

Robbins, S.P.,1989. *Oraganizational Behavior*. 9th edi. San Diego State University. Prentice Hall International Inc.

Ryan, N.,1996. *Some advantages of an integrated approach to implementation analysis: a study of Australian industry policy*. Public Administration, 74 (4): 737-753).

Saghier,E.N. and Nathan ,D., 2013. *Service Quality Dimensions and Customers' Satisfactions of Banks in Egypt* .(Proceedings of 20th International Business Research Conference. Dubai, UAE, ISBN: 978-1-922069-22-1

Sarker , N.C., 2015.Right to Information regime in Bangladesh. In the book, *Bangladesh : Relection on the right to information act,2009* edt.by Khurshida begum. Dhaka. Information commission Bangladesh Publication.

Sharma,P.,2012*. The Right to Information Act in India:The Turbid World of Transparency Reforms.*The London School of Economics and Political Science .London. available at: http://etheses.lse.ac.uk/579/1/Sharma_Right_Information_India_2012.pdf

Schneider, A. and Sidney, M.,2009. *What is Next for Policy Design and Social Construction Theory?* The Policy Studies Journal, 37 (1): 103-119.

Soroka ,S. et al, 2013. Mass media and policy making. in *Routledge handbook of public policy.* edited by Araral Jr, Eduardo et al. Routledge; London.

Strategic Plan of RTIA , 2015-2021. *Connecting Government To Citizens'Implementing Right To Information Act, 2009 in Bangladesh*. Available at :

The Daily Prothom Alo(8 June,2016). *Refusal of Government office to provide information(Tatthya Dite Sarkari Officer Oniha)*;P:10 .

Winter, S.C. , 2006. Implementation. In the book *"Handbook of Public Policy"*. edited by Peters, B.Guy and Pierre, J. edt.(2006).London. Sage Publications, P .151-166

Winter, C. S., 2002. *Explaining Street-Level Bureaucratic Behavior in Social and Regulatory Policies.* Paper prepared for the Annual Meeting of the American Political Science Association in Boston, 29 August–1 September 2002. Danish National Institute of Social Research Copenhagan.

Winter, C.S. ,2003. *Political Control, Street- Level Bureaucrats and Information Asymmetry in Regulatory and Social Policies*. Paper prepared for the Annual Meeting of the Association for Policy Analysis and Management held in Washington D.C. 6–8 November 2003. Danish National Institute of Social Research, Copenhagen.

Winter,C.S. and May, P. J. , *2001*. Motivations for Compliance with Environmental Regulation. *Journal of Policy Analysis and Management*, 20(4): 675–98.

Winter,C.S. and May, P. J ., 2002. Information, Interests, and Environmental Regulation. *Journal of Comparative Policy Analysis*, 4(2):115–42.

Yin,R.K., 2009. *Case Study Research : design and methods*. London. Sage Publication.

Annexure I: Questionnaire of survey in English.

Masters in Public Policy and Governance Program

North South University,Dhaka

A Survey on Implementaion of Right to Information in Bangladesh

(A questionnaire for Service Receiver)

[**N.B: The answers of this questionnaire will be used for academic purpose only.**

Your sincere cooperation will add a lot of value to the research]

Researcher: Zannatul Ferdous   **Mobile No:** 01553295404

Q1. Gender: 1) Male   2) Female

Q2.Age (years) :

Q3.Religion:... …….

Q 4. Education :

   1) Illiterate

   2) Primary level (Class one – Class five)

   3) Secondary Level (Class six– Class ten)

   4) Higher Secondary Level (Class eleven – Class twelve)

   5) Bachelor Degree or Higher (Above Class twelve)

Q 5. Occupation:...

Q 6. Family income (Monthly):

Q7. Living Location : 1) Rural   2)Urban:

Q8.What type of services you generally seek from this institution?

Ans:..

Q 9.How often do you visit this institution?

   1) First time   2)Seldom   3) Sometimes   4) Quite often   5) Very Often.

Q10.Whom do you meet to get any information regarding any kind of service?

   1) Designated Officer   2) Broker (Dalal)   3) People you know   4)Others……….

Q11. Have you heard about the law- Right to Information 2009?

   1) Yes   2) No

Q12 .If 'yes', from where have you learned it?

    1) Mass media   2) Text book   3)   Local political leader   4) Teacher   5) Religious

    leader   6) NGOs   7) Local administration. 8) Others……………

Q13. What do you know about the law- Right to Information 2009?

    Ans:……………………………………………………………………………………….

Q14.According to the law, every govt. office should have a designated officer who is responsible to provide your necessary information if you ask or apply for it?   Have you ever met him or her?

    1) Yes   2) No

Q15. If   you met, are you satisfied with the services provided by the Designated Officer or hospital authority?

    1) Very dissatisfied   2) Dissatisfied   3) Moderate   4) Satisfied   5) Very Satisfied

Q16. If   you did not meet with him or her , why?

    1)Not helpful at all   2) Not helpful 3) Not skillful at all 4) Not skillful 5) Lack of

    digitized information 5) Poor Information preservation   6) Others .

Q17. Do you know that if the Designated Officer does not provide your seeking information   in due time (maximum 30 days), you can appeal for it to higher authority, or complain to the information commission.?

    1) Yes   2) No

18. If the answer is 'yes' what is your opinion about the following statement:

SL No	Statement	Completely Disagree (1)	Disagree (2)	Not Sur (3)	Agree (4)	Strongly Agree (5)
18a.	The application process to seek information under the law is complex.	1	2	3	4	5
18b.	The complaining process	1	2	3	4	5

	under the law is complex, money consuming and time consuming.					
18c.	The complaining process would be easier if information commission were up to the district level.	1	2	3	4	5
18d.	People don't use RTI act ,as they don't know about the law clearly.	1	2	3	4	5

Q19.Was there any Public Informing Meeting on RTI act -2009 in area ?

   1) Yes   2) No .

Q20. If 'yes', was it helpful to understand the RTI act-2009 and its uses?

   1)Not helpful at all. 2) Not helpful 3) Moderate 4) Helpful 5) Very helpful

   6) Others…..

Q21.If the answer is 'No', what were the problems in the public informing meeting?

   Ans:…………………….

Q 22. Who has organized the public informing meeting?

   1) Local government   2) Local Political leader   3) Information commission

   4)Local NGOs   5) Others……………………

Q23.Have your local political leader encouraged you to use the law for seeking information ?

   1) Yes   2) No .

Q23. If 'yes' , what is your opinion about it ?

   1) Very elaborate 2) Not elaborate 3) moderate 4) Very earnest 5) Not earnest.

Q24. If the answer is 'No', what are the reasons behind it you think?

Ans:………………………………………………………………..

Q 25. Do you think that RTI act -2009 is helpful to receive service delivery better?

1)Not helpful at all. 2) Not helpful   3) Moderate 4) Helpful   5) Very helpful

6) Others…..

Q 26.Give suggestions, what can be done more to make popular use of the law :

1)

2)

3)

Thank you very much.

Annexure II: Question Guide line for Designated Officer and Public Autorities.

Masters in Public Policy and Governance Program

North South University,Dhaka

A Study on Implementaion of Right to Information in Bangladesh

(A questionnaire Guideline for the interview of Designated officer)

[N.B. The answers of this questionnaire will be used for academic purpose only.

Your sincere cooperation will add a lot of value to the research]

1. Gender: a) Male   b) Female

3 .Age (years) :

4.Religion:...

......

5. Education :

1) Secondary Level

 2) Higher Secondary Level

3) Bachelor Degree or Higher

6. Address:

....

7.What type of services you generally provide from this institution to the people?

8. Do you know there is a law which ensure right to know named Right to Information 2009?

a) Yes   b) No

9.If yes, from where you have learned it?

10. How does your institution use the RTIA law?

11.How many person generally come to you for information monthly?

Ans:..

12. How many of them use RTI act (written application)to receieve information?

Ans:...

13.Generally how long it takes to provide information?

Ans:...

14 .How long have you been performing as Designated officer.

Ans:...

15. Have you got formal training on the RTI act?

a) Yes   b) No

16.If the answer is ' Yes' , let us know about your training?

Ans:.............................

17. Have the Appellate Authority of this institution got training on RTI act?

a) Yes   b) No

18. How does he /she assist in your service delivery?

19. How do you perceive your responsibility?

1) As usual job   2) More responsibility   3)More commitment 4) Extra load of

work.

5) Other

comment:..

20. Do you think that you have enough logistic support (digital information system , computer, printer, photocopy machine and others) and   abstract support (support from the superior officer, organizational values , behavior etc.) to perform this duty smoothly?

1) Yes   2)No

3)Other Comments

.:...

.

21.What types of problems you face as Designated Officer while service delivery ?

Ans:...

....

.

22. Do you think that this law is helpful to provide service delivery better?

1) Yes   1) No   3) Other comments: 18.Give suggestions, what can be added to this law that will be helpful to implement the law successfully.

a)

Thank you, very much.

Annexure III : Questionnaire for Selected Public Authorities :

1. How many officials have taken training on RTI?

2 How many applications you have received till now? Provide, the month-wise statistics for the last one year?

3.How many applications have you disposed on time?

4. How many applications involve delay?

5. How many complaints or appeals have been filed against your office?

6. How many complaints and appeals have been finalized by the Commission and how many are pending?

7. How many penalties have been imposed on your office?

8. What is your perception about the applicants? Genuine/ Vindictive/Malicious.

9. Your recommendations for improvement in the RTI regime.

10. Your recommendations for the Information Commission to be more effective.

Annexure IV: Question format of some key interview

Questionnaire for Information Commissioner:

1. As an implementing structure of RTI act, is ICB alone well-equipped and capable to implement the law?

2. Has the Commission developed any strategic plan to effectivize its functions? If so, what is it?

3. What can be added more to strengthen ICB?

4. Could you please tell about the average number of hearings & disposals in a month?

5. How does the Commission ensure compliance with its orders?

6. Process adopted by the Commission to reach out to the grass root people in general.

7. Steps taken by the commission to make the public aware about its activities.

8. Despite awareness campaign by the ICB, why people are less aware on RTI? Is it less frequency of publicity or absence of message that they have the right to know in publicity?

9. Mechanism & frequency of consultation with public authorities in building awareness both in demand side and supply side.

10. Is there any contract with media and NGOs to inform mass people on RTI?

11. Does the commission undertake periodic assessment of its performance? If yes, what are the process & procedures?

12. As per its own assessment, what are the major issues that lie with the commission and steps taken by the Commission to resolve those issues?

13. Does ICB enjoy freedom regarding its decision making and budget management?

Questionnaire for Designated Officer of Information Commission

1. Flow Chart of registration of complaint-hearing-judgment-order.

2. How do you rate the ICB as a Public Authority under RTI Act? How does it fulfill its responsibility under RTI Act?

3. Mechanism developed for consultation among various stakeholders of the Commission

4. Process adopted by the Commission to reach out to the people in general.

5. Steps taken by the commission to make the public aware about its activities (For example; publication of Annual Report etc.)

6. Does the Commission encourage and invite public opinion on its activities? If yes, what are the systems & mechanisms developed by the commission?

7. Process adopted by the Commission to reach out to the Public Authorities.

Interview for the Complainant :

1. How many Hearings have taken place in your case?

2. Do you feel that so many Hearings are necessary or were required?

3. Does the Commission give scope to put your side of story?

4. Do you feel the Commissioner is partial?

5. Did you get intimation for the Hearing in time?

6. After how many days of appeal/complain you received the intimation for Hearing?

7. Give any suggestion if you have for the improvement of the Commission.

Key Informants' Interview:

1. How do you evaluate coordination mechanism of ICB with linked ministry, media, NGOs regarding awareness building of RTI to supply side and demand side?

2. How does the Commission apprise the Government of its issues? Does ICB enjoy freedom regarding its decision making, and budget management

3. What is your experience about the socio-political condition of the country in implementing the law?

4. What reaction did you find while conducting training session of Designation Officer, whether they welcome it or not?

5. Very often, it is assumed that the people of Bangladesh do not tend to ask question—one reason of the low implementation of RTI act in Bangladesh. What is your view in the regard?

6. Do you think, there could be some clauses more that would be helpful to implement the law?

7. Why India is more successful than Bangladesh in implementing the law ?

8. Despite awareness campaign by the ICB, why people are less aware on RTI? Is it less frequency of publicity or absence of message that they have the right to know in publicity?

9. Does the Commission encourage and invite public opinion on its activities? If yes, what are the systems & mechanisms developed by the commission?

10. Mechanism & frequency of consultation with public authorities in building awareness both in demand side and supply side.

11. Does the commission undertake periodic assessment of its performance? If yes, what are the process & procedures?

12. As per its own assessment, what are the major issues that lie with the commission and steps taken by the Commission to resolve those issues?

13. What is your opinion about ICB --- Is it capable enough to implement the awareness campaign successfully with its present logistic support and manpower? If not, what else are needed to make people aware about their right to know ?

14. Finally, what can be added more to strengthen ICB?

Annexure V : Map of Bangladesh indicating Sirajganj.
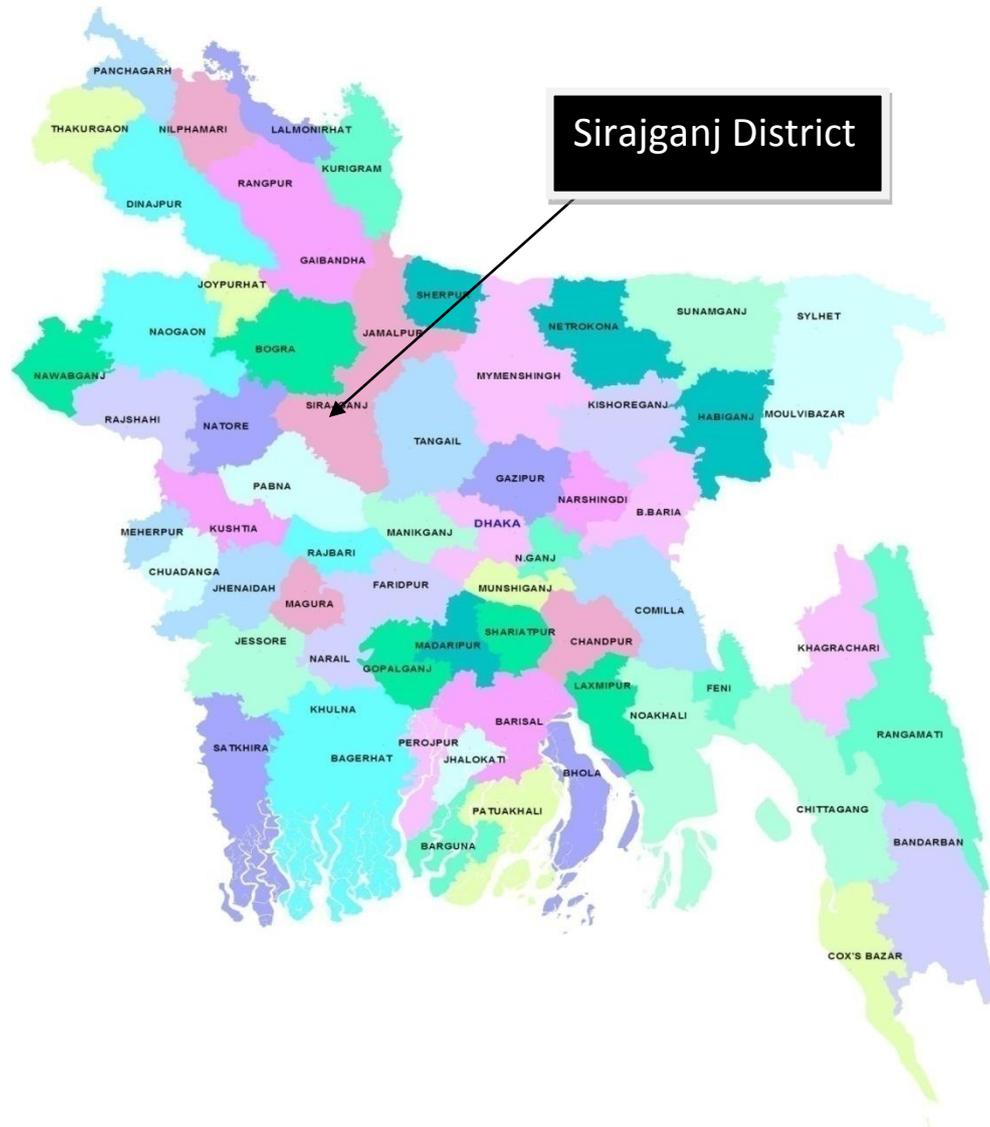
Annexure VI: Information request application and its register of Number 2 Bagbati

বরাবর
ইউনিয়ন পরিষদ সচিব
এবং
দায়িত্বপ্রাপ্ত কর্মকর্তা,
তথ্য অধিকার আইন, ২০০৯
২নং বাগবাটী ইউনিয়ন পরিষদ
সিরাজগঞ্জ সদর, সিরাজগঞ্জ ।

বিষয় ঃ তথ্য প্রাপ্তির জন্য অনুরোধ সহকারে আবেদন ।

জনাব,

সবিনয় নিবেদন এই যে, আমি নিম্নস্বাক্ষরকারী "তথ্য অধিকার আইন, ২০০৯" মোতাবেক নিম্নের তথ্যটি পাওয়ার জন্য আপনার বরাবরে আবেদন করছি এবং উক্ত তথ্য প্রাপ্তির শর্তানুযায়ী উহার যুক্তিসংগত মূল্য পরিশোধ করব ।

যে তথ্যের জন্য অনুরোধ করা হলো উহার নির্ভুল ও স্পষ্ট বর্ণনা ঃ ২০১৯/২০ র্অথ বছর -২০২০ র্অ বি...
প্রকাশ (সোলার) �‌ - বরাদ্দ...
— বু্ড়িপাড়া হ‌ কলেজ ।

কোন পদ্ধতিতে তথ্য পেতে আগ্রহী ঃ ফটোকপি ।

বিধায়, প্রার্থনা এই যে, আমাকে যথাসময়ে তথ্য প্রদান করতে মর্জি হয় ।

অনুরোধকারীর নাম ঃ মোঃ হেলাল
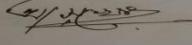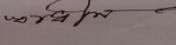
অনুরোধকারীর স্বাক্ষর ঃ

মোবাইল নম্বর ঃ ০১৭৫১৬৬৬৭৬৩

ই-মেইল (যদি থাকে) ঃ

২নং বাগবাটী ইউনিয়ন পরিষদ কার্যালয়
সিরাজগঞ্জ সদর, সিরাজগঞ্জ ।

তথ্য প্রদান রেজিষ্টার
(তথ্য অধিকার আইন, ২০০৯ মোতাবেক)

রেজিষ্টার খোলার তারিখ   ঃ
রেজিষ্টার নম্বর   ঃ

(মোঃ জাহাঙ্গীর আলম)
চেয়ারম্যান
ও আপীল কর্তৃপক্ষ
২নং বাগবাটী ইউনিয়ন পরিষদ
সিরাজগঞ্জ সদর, সিরাজগঞ্জ ।

145

তথ্য প্রদান রেজিস্টার
(তথ্য অধিকার আইন, ২০০৯ মোতাবেক)
২নং বাগবাটী ইউনিয়ন পরিষদ কার্যালয়
সিরাজগঞ্জ সদর, সিরাজগঞ্জ।

RIGHT TO INFORMATION (RTI)

Annexure VII: Proactive Disclosure of Sirajganj Pourashova.

Photo: Citizen charter of Sirajganj Pourashova.

Photo: Bill board of Sirajganj Pourashova with its development projects.

Photo: Bill board of Sirajhanj Pourashova with its development projects.

Annexure VIII: Proactive Disclosure of Number 2 Bagbati Union Parishad.

Photo: Citizen charter of Number 2 Bagbati Union Parishad. Photo

Photo : Union Digital Centre of Number 2 Bagbati Union Parishad

Photo: Wall Budget of Number 2 Bagbati Union Parishad