

**EXPLORING THE REALITIES OF SERVICE DELIVERY IN THE  
OFFICES OF ASSISTANT COMMISSIONER (LAND) IN  
DHAKA CITY**

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*Dedicated to . . .*

*Spirit of knowledge*

## ABSTRACT

This is an exploratory study aimed to expose the realities of service delivery system of the AC (L)<sup>1</sup> offices in the capital city. AC (L) offices are vested with the authority and responsibility of land management and to dispense land related services to the people. With the rapidly increasing population the demand for land and its related services have become very intense in Dhaka city. In the contemporary literature and news items the AC (L) offices have become synonymous with ‘public suffering’, ‘harassment’, and ‘anomalies’. But most of the existing studies and literature skipped the realities of organizational capacity and other fundamental issues related to service delivery system of those offices. They also have not focused on the role of the customers in the system.

This study assumes that like the service-seekers, the service-providers themselves encounter challenges in delivering service. Consequently it raises two research questions about the challenges which the service-providers confront in delivering service and the role of the citizens in the system. There have not been many studies around on the dynamics of service delivery in the AC (L) offices. So the research is expected to reveal new facts, dimensions and open up new avenues to explore the realities from a totally different point of view.

Primary data of the study have been collected employing observation, case study and questionnaire-interview method. The study utilized mixed method approach to overcome the disadvantage of one and take advantage of the other. The research area covers five revenue circles of the capital city which are responsible for the ultimate land management of the entire metropolis. A total of 60 respondents (both the service providers and seekers) have been selected from different revenue circles for questionnaire-interview mostly on random basis. Before collecting data the study reviewed existing relevant literature which includes books, journals, news items and previous studies. The review indicates that the pressure on urban service delivery is mounting day by day; ‘*intermediaries*’ play a crucial role in service delivery; land still forms the basis of power structure in Bangladesh and citizens can play a crucial role in improving service delivery by raising their ‘voice’ and

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<sup>1</sup> Acronym for Assistant Commissioner (Land), a first class cadre post in the government vested with the authority of land management and revenue collection. Henceforth, be mentioned by its acronym AC (L).

putting pressure on the service providers. The theoretical dimension of the study has been drawn from Herzberg's Two Factor theory, Systems Approach theory and the Demand-side approach theory. The analytical framework of the study is basically drawn from these theories. The framework is composed of four supply side variables: staffing & workload, work environment & logistics, office management & procedure, attitude of the employees; and two demand side variables: customer awareness and civic practice. The analytical framework proposes that all these six variables affect the service delivery system of the AC (L) office.

The study reveals some interesting findings. From the data analysis it has been found that the existing number of officers and staff working in AC (L) offices is miserably inadequate for the population size they are serving. They have to take an enormous workload without any incentive. Their work environment is not suitable for producing desired output. The employees have to work with almost no or nominal logistics. They do not even get any operational budget for their routine functions. The research also finds that the management style of those offices is not modern and procedures for service are clumsy. The employees also have to face motivational challenges. Analysis of demand side data discloses that a significant portion of the citizens living in the capital, are not fully aware of their civic right. The customers have not yet inculcated the habit of protesting any mistreatment by the employees. They are mostly passive and not groomed in the way to put pressure on the supply side. They tend to circumvent the system and resort to the '*intermediaries*' which results in corruption.

The findings of the study lead to the conclusion that like the service seekers, the service providers also encounter various challenges in delivering service. On the other hand the study also reveals that the citizens are far from playing any role in making the service delivery system effective.

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## ACRONYMS

A C (L)	Assistant Commissioner (Land)
A D C	Additional Deputy Commissioner
C B D	Central Business District
C S	Cadastral Survey
D C	Deputy Commissioner
D G L R S	Director General of Land Records and Survey
I C T	Information Communication Technology
K G O	<i>Kanun-go</i>
L A	Land Acquisition
L A O	Land Assistant Officer
L A T C	Land Administration Training Centre
L R B	Land Reform Board
R S	Revisional Survey
S A	State Acquisition
V P	Vested Property

## GLOSSARY

Assistant Commissioner (Land)	Assistant Commissioner (Land) is a first class cadre post in the government vested with the authority of land management and revenue collection within a revenue circle comprised of a number of attached land offices or <i>Tahsils</i> .
Deputation	A provision of posting where a government employee can work in one station on specific purpose and draw salary from another station which is his or her substantive place of posting.
<i>Kanun-go</i>	A revenue position in land management junior to Assistant Commissioner (Land) responsible for supervision of Land Assistant Officers or <i>Tahsildars</i> in the field level.
<i>Khas Land</i>	<i>Khas</i> (a Bangla word) land means land owned by the government and which is recorded in the name of Deputy Commissioner on behalf of the government.
<i>Khatian</i>	Record of land prepared during survey with detail description of ownership. It is also known as Records of Right.
<i>Mouza</i>	A geographically defined unit of land in survey which is also used in land management. A Upazila is usually comprised of more than one <i>mouza</i> each having a serial number.
<i>Tahsil</i>	Land office at union (grass-root level) vested with the responsibility of revenue collection and land management. The official name of <i>Tahsil</i> is Union Land Office or Union <i>Bhumi</i> Office.
<i>Tahsildar</i>	Field level revenue officer in charge of <i>Tahsil</i> or Land Office vested with the responsibility of revenue collection and land management
Mutation	Process of updation of land records (Records of Right) done by the Assistant Commissioner (Land) under section 143 of the <i>State Acquisition and Tenancy Act 1950</i> usually when ownership of land is changed.
Vested Property	A category of land managed by the government as a custodian under the <i>Vested and Non-Resident Property Act 1974</i> of which government is not the owner.
Union	The lowest administrative unit of the country having a local government.

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# CHAPTER 1: INTRODUCTION

## 1.1 Background

From time immemorial land management has been a crucial issue in the history of mankind. Land related services are the earliest public services that state provides to its citizens. Land has been '*the locus of productive activities and a source of political power of men*' (PLCPD, 2004). The 1976 United Nations Conference on Human Settlements Declaration considers '*Land*' as the principal instrument for fostering '*social justice, development, provision of decent dwellings, health conditions...*' and therefore emphasizes '*(it) should be used in the interest of the society as a whole*'.

The history of land management and land related services goes back to the ancient when people started to settle permanently in a particular area and adopted agriculture for living shedding behind their nomadic life. Agricultural rent has always been the primary source of revenue to the Kings and Emperors. *Ala-ud-din Khilji*, who ruled India from 1296 to 1316, was the first among the rulers in the subcontinent to initiate reform in land management. He made an attempt to identify the sources of mismanagement in the revenue department. But it was *Sher Shah* (1486-1545) who took an integrated approach of land reform and revenue management. Some of the procedures introduced in his time are being followed even today (Kader Mia; 1997). At that time revenue activities and land related services were limited to leasing out of land, and preparation & updation of land records in small scale. But with the passage of time the nature and magnitude of these services grew significantly.

In Bangladesh, which depends heavily on agriculture, land still remains the central element for development imperative and bears tremendous importance in the society and economy. A country that harbors more than 160 million people within a geographical limit of 147,570 sq km, land is increasingly a valuable and scarce resource. In this context, more than 90 percent of all civil disputes and 80 percent of criminal activities stem out from land disputes, according to the Association for Land Reform and Development, an NGO (Siddiqui & Naveed, 2009). Thus in case of Bangladesh, one of the most densely populated countries in the world, land has become a burning issue.

In the existing setup three different departments are involved in land administration. The Director General of Land Records & Survey (DGLRS) is responsible for survey and preparation of land records, the Department of Registration is responsible for registration of land and a combination of various authorities including Land Reform Board (LRB), Land Appeal Board, Office of the Divisional and Deputy Commissioners (Collectors) look after the management of land. The function of land management and settlement (land survey & records) are under the Ministry of Land, whereas Ministry of Law, Justice & Parliamentary Affairs oversee the registration matters.

The management of land in the capital city of Dhaka falls under the jurisdiction of Deputy Commissioner (DC) or Collector of Dhaka. It is pertinent to mention that when acting as the chief of land or revenue management, by law Deputy Commissioner assumes a new designation known as ‘Collector’. There are five revenue circles in the capital each headed by an Assistant Commissioner (Land)<sup>1</sup>. These offices are responsible for the ultimate land management of the entire metropolis and thus play a very crucial role in the administration of land in the capital. In fact, with the exception of very few services all land-related services are provided by the AC (L)<sup>2</sup> and its attached land offices. The most common service these offices provide is mutation of land which is actually updation of land records. They also provide and authenticate information about land, collect Land Development (LD) tax, deal with land disputes in the form of miscellaneous case and investigates all land related matters.

## **1.2 Statement of the Problem**

AC (L) offices are the front-line outlets for land-related service delivery. They interact with the people directly. AC (L) offices provide most common land related services. But these services are not easily accessible to the mass population. The service delivery system of these offices is ridden with multifarious problems. Problems of different nature and magnitude torment both the service-seekers and the providers.

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<sup>1</sup> Assistant Commissioner (Land) is a first class cadre post in the government vested with the authority of land management and revenue collection within a revenue circle comprised of a number of attached land offices or *Tahsils*.

<sup>2</sup> Henceforth Assistant Commissioner (Land) will be mentioned by its acronym AC (L).

News of harassments and public sufferings in the land offices are abundant in the media. There has been a lot of hue and cry about corruption in AC (L) offices. Media reports claim that corruption has developed some unique features in the land offices. In a book titled '*Bangladesh: Dark Facets of Land Rights and Management with Directions to Agrarian Reform (2008)*' written by *Prosanta K. Roy*, showed that all the respondents of his research had experienced different types of corruption during mutation<sup>3</sup> at union and Upazila levels. Some 80 percent of the total 30 respondents opined that land officials like *Tahsilders* had been engaged in rent seeking activities. All the respondents spoke about non-cooperation of the staff of AC (L) and its attached land offices during mutation process.

The demand for land related services is enormous particularly in Dhaka. But its supply side is unable to keep pace with the rising demand. It might sound ridiculous but there are only 5 AC (L) offices in Dhaka city to serve a population size of about 14 million. The present scenario of AC (Land) offices in Dhaka city is appalling. There is a common perception that harassment and corruption are rampant in the AC (L) offices. In his book '*Bangladesh: Dark Facets of Land Rights and Management with Directions to Agrarian Reform*' Roy (2008) vents out his frustration saying that *zamindari* (feudal system) has been abolished but their descendants are still proactive in land administration. However, the study aims to identify the nature and types of problems that made land related services a much talked about issue.

The land management system in our country is somewhat primitive. Lack of clear rules and regulations on many critical issues, poor maintenance of record, lack of logistics etc. gave birth to many gray areas in land administration. The practice and procedures are very clumsy and usually require a lot of papers and documents. These papers and documents are also very difficult to collect and often involve other offices. All these features of land administration are congenial for rent-seeking activities of the office staff. The following diagram will help us to get an idea how confused and helpless a service seeker can get during the process of mutation, the most sought after service of AC (L) office:

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<sup>3</sup> Process of updatation of land records (Records of Right) done by the AC (L) under section 143 of the *State Acquisition and Tenancy Act 1950* usually when ownership of land is changed

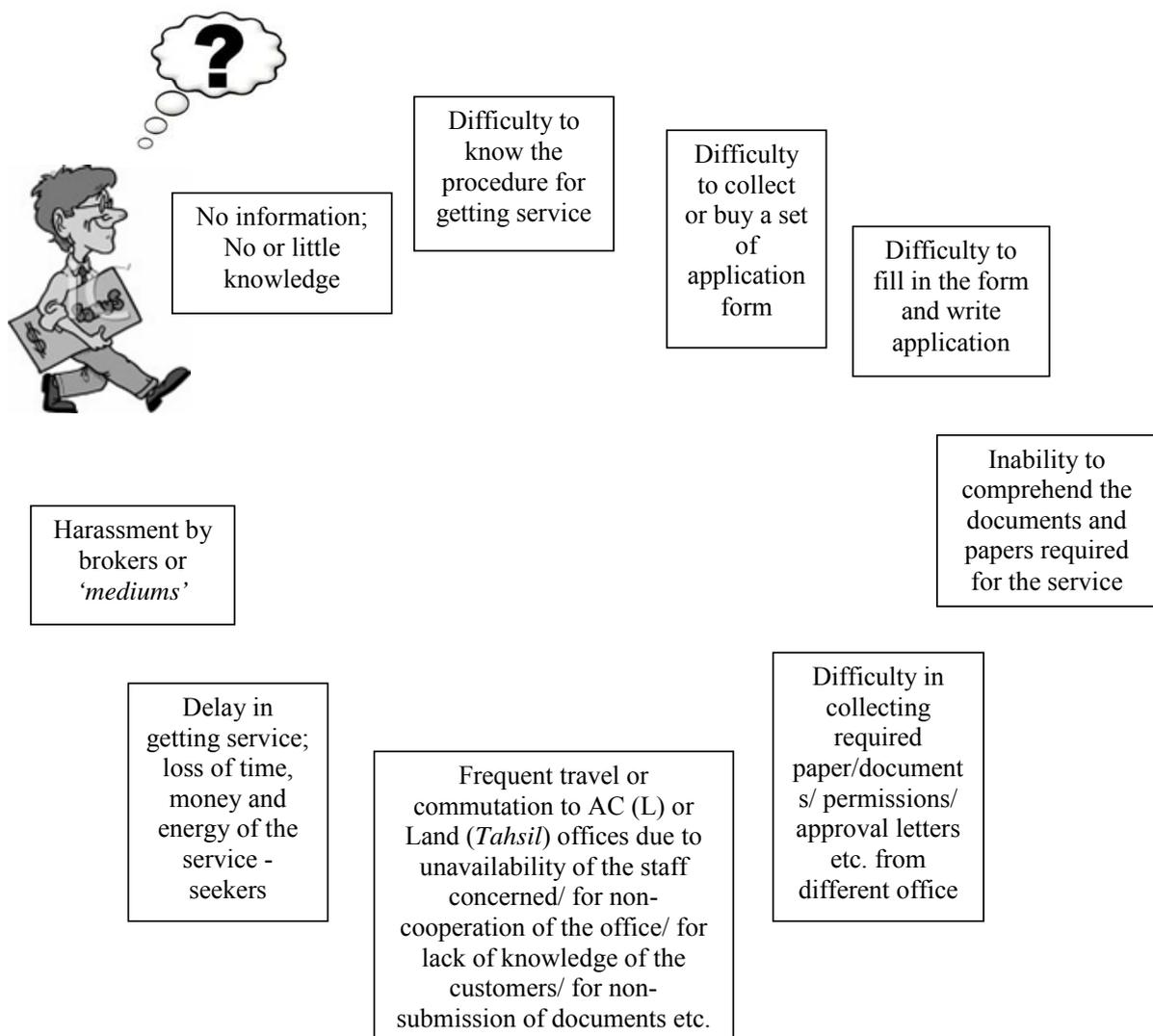


Figure 1: A world full of confusion

As people’s knowledge about land is very obscure even among the educated people nobody dares to question the *modus operandi* of land offices. As a result people suffer from fear and anxiety whether they will ever get their expected service or not. So they often opt for the ‘unholy network’. They give the total service package to a ‘intermediaries’ or ‘mediums<sup>4</sup>’, in exchange of money or future return of favor.

On the other hand the employees of the land offices blame poor working environment, inadequate staffing, scanty logistics, workload and lack of budget for poorly functioning service delivery system. Thus we can see that the land-related public service delivery,

<sup>4</sup> Professional lobbyists/ brokers/ person having some sort of connection or affiliation in the land office.

particularly the service delivery system in the AC (L) office is riddled with myriads of problems. The study aims to explore the realities of service delivery system in depth.

### **1.3 Hypothesis**

The challenges of delivering service in the AC (Land) offices stem from challenges faced by both the service-seekers and the service-providers.

### **1.4 Research Questions**

The study is primarily designed to explore the realities of service delivery system of the AC (L) offices and identify the role of the citizens in the system. In that perspective the key research questions for this study are:

1. What are the challenges the service-providers confront in delivering service in the AC (L) offices of Dhaka city?
2. Do the service-seekers play any role in making the service delivery system effective?

### **1.5 Objectives**

The main objective of this study is to explore the realities and identify the challenges of service delivery system of the AC (L) offices in the capital. The study concentrates on the constraints of the service providers and the role of the service-seekers in the service delivery system. A successful identification and examination of problems in the existing system is likely to provide valuable policy inputs and will help formulating an efficient operational guideline.

### **1.6 Scope**

This study is primarily focused to explore the realities and identify the challenges faced by the stakeholders in the AC (L) offices of Dhaka. It will look into the practical limitations of the service providers and the role of the customers in the service delivery system. So the study has the unique scope to look into the problems from both the demand and supply

side<sup>5</sup> angles. It is to be noted that though AC (L) office render various services for the purpose and convenience of the research service delivery will mean ‘mutation of land’ and henceforth these two terms will be used interchangeably. Here ‘mutation’ will be the operational meaning of ‘service’. The main reason for considering ‘mutation’ as the scale of service delivery is that it can easily be quantifiable by the number of mutation cases.

### **1.7 Justification of the Study**

The public service in Bangladesh is mostly criticized for its poor, inefficient service delivery. AC (L) office is one of the frontline offices for land-related service delivery. These offices are responsible for delivering service even at the grass root level. But these offices are infamous for ill-management and opaque ‘*modus operandi*’. Especially in the capital city only five such offices are vested with the huge responsibility of managing 304 sq. km. of invaluable land and serve a population size of about 14 million. But interestingly the AC (L) offices in Dhaka are the most poorly staffed and most poorly equipped in comparison to most of the similar offices outside Dhaka though they serve a much bigger population and an area of enormous importance. There has been much ado about the rampant corruption, intolerable public suffering, agonizing delay in getting service and many other notorious activities in these offices. But there has not been much study to identify the problems and reveal the ground realities of the service delivery system. So it is justified to explore the realities and identify the challenges encountered by the stakeholders and evaluate the role of the citizens in the service delivery system.

### **1.8 Significance of the Study**

It is already mentioned that there has not been many studies conducted to pin point the practical problems prevailing in the service delivery system of AC (L) offices. There has always been hue and cry about the corruption in land offices and much of the surveys and studies were directed on that area. But surprisingly the mechanisms of corruption, the hurdles faced by the citizens, the limitations of the service providers and the inefficiency

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<sup>5</sup> Demand-side refers to the citizens, the ultimate consumer of public service and the supply-side simply refers to the providers of public service.

of the system in totality have not been properly investigated. Whether the problems prevailing in the system are the creation of the AC (L) office alone or the office itself has practical limitations and suffering from incapacity to serve people have never been looked into. It is expected that this study will provide valuable policy input and help designing operational guidelines for an efficient service delivery system. This study is exclusively designed to identify the constraints faced by the service-providers in its routine activities and examine the role of the service-seekers in the service delivery system. The special feature of the study is that it will try to listen to the other half of the story which so far remained unheard. To be precise it will look into the realities from a completely different angle and try to see the obstacles through the eyes of both the service seekers and the providers. The quality of service delivery will never improve if the practical problems are ignored. In that perspective the research would contribute significantly to develop and design an efficient service delivery system.

### **1.9 Limitations**

One of the major limitations of the study is the accuracy of data. As a significant portion of the study population is government employee they might tend to hide facts to cover up their insincerity and indifference to the citizens in respect of service delivery. They also might not be interested to share real information with the researcher to avoid future complications in their service career. On the other hand, the service receivers might hesitate to disclose their sufferings and problems lest it would endanger their possibility to receive service. Access to the study population, particularly the government officers and staff might be another obstacle. As they remain extremely busy it might become difficult to be in touch with them. Collecting relevant secondary materials might become another problem as it has already been mentioned that little research has been carried out on the issue.

## **1.10 Structure of the Study**

**Chapter 1: Introduction** provides the necessary background of the study. It states the problem, proposes a hypothesis and raises the research questions. It also describes the objectives, scope, significance and limitations of the study.

**Chapter 2: Research methodology** will deal with research design, methodology, sample size and sampling techniques. It will also describe the tools for data analysis and sources of data.

**Chapter 3: Theoretical dimensions** will form the core of the study. It will review existing literature on service delivery and land related issues to extract useful and relevant information and concepts. It will form the theoretical foundation and construct an analytical framework drawn from the theoretical concepts.

**Chapter 4: Findings and Data Analysis** has been designed to present the data collected through different methods and analyze them in line with the research questions. To reveal the ground realities of both service-seeking and providing, this chapter will attempt to analyze the data collected from the field.

**Chapter 5: Looking through the Lenses of Analytical Framework** will look into the findings discussed in the previous chapter through the lenses of analytical framework. Basically, it will summarize the findings in line with the analytical framework and describe in nutshell what analysis of data reveals.

**Chapter 6: Conclusion & Implications** will attempt to find the answers of the research questions. It will also try to evaluate how far it has been successful in finding the answers of the research questions. At the end it will discuss briefly the implications of the findings.

## **CHAPTER 2: RESEARCH METHODOLOGY**

### **2.1 Introduction**

In the context of Bangladesh, a land hungry country, land-related services bear tremendous importance. This consideration led to explore the realities of service delivery system of AC (L) offices in Dhaka city. A very little study has been conducted to investigate the '*modus operandi*' of AC (L) offices. In this context, the main aim of the present study is to explore the factors that impede the effective service delivery. This chapter presents the methodology applied for collecting and processing data. It will elaborate research strategy, research design, research methods and techniques used for data collection and analysis.

### **2.2 Research Design**

Research design provides a framework to the researcher to navigate the journey in the process of collecting data at field and finally to execute the study. The nature of the problem to be studied and research questions to be answered are the guiding stars to decide what approach and strategy would be employed to pursue a research. According to Creswell (2003) research design falls into three categories: (a) Quantitative (b) Qualitative and (c) Mixed method. The present study intends to use a mixed method approach. The qualitative approach is to be used as a predominant method because the research is conducted in its natural setting whereas the quantitative method is to be used to analyze data. The mixed method overcomes the disadvantages of qualitative and quantitative methods and benefits from the advantages of each. According to Creswell (2003) one of the chief reason for conducting a qualitative study is that the study is exploratory and the researcher seeks to listen to participants and build a picture based on their experiences and perceptions. In other words qualitative study allows for in-depth analysis of comments and perceptions that individual's viz. different stake-holders hold about the service delivery of AC (L) office. Further qualitative approach provides room for discussions between the researcher and participants which allows capturing insights and direct understandings from participant's perspective. The present case is more amenable to use mixed method as the

study intends to map the realities through participant's lenses. This study is more concerned with how people (service seekers) see the service delivery system of AC (L) office.

### **2.3 Research Area**

The research area of the study covers one of the largest cities in the world in terms of population. There are five revenue circles in Dhaka commonly known as AC (L) office. They are *Kotwali*, *Tejgaon*, *Demra*, *Dhanmondi* and *Mirpur* revenue circles. These offices are responsible for ultimate land management of the entire metropolitan area and its adjacent 17 unions. In this study respondents are randomly picked from various parts of the metropolis.

### **2.4 Methodology**

A combination of observation, case study and questionnaire-interview method is intended to be used for this research to take advantage of their respective strengths and overcome the limitations of others. It also helps to reduce bias of any single method. Combination of these three methods is expected to be a reliable tool for the study. Combined method enables us to explore, unravel and understand problems, issues and relationships (Aminuzzaman, 1991). The case study helps to examine the complex situations and combination of factors involved in that situation so as to identify the causal factors operating (Gopal, 1964). The use of case study method provides an opportunity for relating facts and concepts, reality and hypothesis (Wieviorka, 1992). Another reason for choosing it is that "it is a holistic approach" in which cases are studied as wholes (Ragin, 1987). As all the respondents are not likely to be literate the interview method is the only means to get the best possible response out of them. The observation method gives the researcher the freedom to see things in its face value. It enables the study to get an idea what is really going on the surface.

### **2.5 Sample Size and Techniques**

A total of 60 respondents (both the service providers and the seekers) will be chosen from different revenue circle of the capital city. The composition of the respondents of different

revenue circles will vary in number according to the relative size of their respective jurisdiction. The sample will be selected by purposive sampling technique. The service-seekers will be chosen on random basis while the employees will be selected as per his/her degree of involvement in the service delivery process. Service-receivers and service-providers will be interviewed separately with two different sets of questionnaire. The composition of the respondents will be as follows:

**Table-1: Composition of the Respondents**

Circle Offices	Employees	Customers	Total
Tejgaon	10	10	20
Demra	10	10	20
Dhanmondi	-	8	8
Mirpur	-	6	6
Kotwali	-	6	6
	<b>20</b>	<b>40</b>	<b>60</b>

Respondents from the service-providers side will be chosen only from *Tejgaon* and *Demra* AC (L) land office as they are the largest revenue circles both in terms of its jurisdiction and number of mutation cases dealt in a year. It is assumed that the busiest offices will give more realistic picture of the system. For the same reason more respondents are chosen from these circles.

## 2.6 Tools for Data Analysis

Data will be presented through computer generated graphs, charts and tables using Microsoft Office tools.

## 2.7 Sources of Data

The data for this study will be collected both from primary and secondary sources. Primary data will be collected through questionnaire survey. The respondents will include the employees working at the AC (L) offices and its attached land offices of the Capital. It will also include the service-seekers of these offices. Secondary data will be drawn from the existing literatures like official documents, books, newspaper reports, previous research works, seminar papers, reports etc. The secondary data collected from official sources will be used mainly to validate the information given by the service-providers.

## CHAPTER 3: THEORETICAL DIMENSIONS

### 3.1 Introduction

This is a very important chapter as it will form the very core of the entire study. It will take the liberty to review the existing literature on service delivery and land related issues in Bangladesh to extract useful and relevant information, ideas and concepts. Next it will attempt to form the theoretical foundation which will help identifying the factors that affect the service delivery system of the AC (L) office. Finally, in this chapter, an analytical framework will be drawn up from the theoretical concepts to examine the situation in AC (L) offices of Dhaka city.

### 3.2 Review of Relevant Literature

Before delving deep into the study it is worth analyzing the relevant literature on service delivery and land related issues. The existing literature pertaining to the service delivery of the AC (L) office largely revolves round corruption of the staff and harassment of the people in receiving service. Interestingly none of them looked into the '*modus operandi*' (the way it operates) of AC (L) office; the civic practice of service receivers; attitude and behavior pattern of both the service provider and the seeker; the organizational capacity of those offices; its logistics and human resource; the legal framework within which it operates; the management and procedures; the work environment and workload or the level of customer awareness. Why the anomalies are so pervasive in this sector? Is it only because of the rent-seeking tendency of the officer and staff? Or is it some practical constraints lurking beneath the surface responsible for the poorly functional service delivery system? To find some clue for the study the paper consults some valuable pieces of literature related to service delivery (mainly focusing urban service delivery), the state of land sector in Bangladesh and 'the demand side aspects' of service delivery like people's voice and customer awareness.

Delivering essential services efficiently to meet the needs of the citizens<sup>6</sup> is a major challenge throughout the developing world. Bangladesh is no exception. Access to a

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<sup>6</sup> In this study the terms 'citizen', 'customer', 'service-seeker' and 'service-receiver' have been used interchangeably.

minimum package of essential services such as health, education, power, water supply, land-related service and sanitation, is critical for reducing poverty and improving welfare. Cross-country evidence suggests that investments in improving the delivery of services can have high payoffs in terms of raising productivity and accelerating the pace of economic growth (World Bank, 2002).

Although Bangladesh is predominantly rural, a defining trend for its economy and society is its rapidly growing urban population. Urbanization is increasing by 5 to 6 percent annually, and it is expected that more than 50 percent of the population in Bangladesh will live in urban areas by the year 2025. The growing urban population has increased the burden on service delivery in cities, whose resource and management capacities are already over-extended. The service delivery of AC (L) offices (which is basically land-related) in Dhaka city can be a classical example of such kind. A key challenge for government, therefore, is how to reform service delivery systems that meet public policy goals and provide value for money to the citizens.

Interaction between service providers and recipients is not always direct and the latter often go through intermediaries to facilitate access. These intermediaries are usually very influential and are able to accelerate access to services by circumventing the system, in return for a fee. Grievance redressing mechanisms do not work well and consumers generally feel that there will be little or no follow-up to their complaint, unless an influential intermediary is used (World Bank, 2002). However, only a few bother to lodge formal complaints.

In past few decades governments around the world have come to recognize the need to provide better, more efficient services to its citizens. They recognize the need to improve their relationship with the citizens and to put the citizens' need at the centre of all government thinking. Citizens can be defined as the ultimate consumer of public goods and services (Nowlan, 2001). The broad exposure people have had to private sector products and services has caused its expectations of government products and services to rise. Now people expect a much greater level of convenience, availability and reliability of government products and services.

New Public Management (NPM) is the first wave of reforms in the public sector that recognized citizens as customer of public goods and services and attached importance on efficient public service delivery. NPM sees activities of government, including the services it delivers, as contracts between ‘principals’ and ‘agents’, and basically seeks to make the operations more like those of the private sector (DSF & Hickling, 2004). New Public Management focuses on customer orientation by providing greater customer choice and ensuring quality of service based on user charge. It also promotes use of market and competition in the provision of public service (Sarker, 2006).

Land is the most scarce resource in Bangladesh. Naturally competition for land has always been acute here. In many respects, land still forms the basis of power structure. Professor Abul Barkat (2004) in his book *‘Political Economy of Land Litigation in Bangladesh: A Case of Colossal National Wastage’* mentioned that the total expenditure involving the land related cases amounts to Tk 248.60 billion a year in Bangladesh. This amount is 10 percent of the country's national income or more than that of government allocation to the Annual Development Programme (ADP). The book also revealed that some 120 million people of the country are involved in land related cases directly or indirectly. Currently there are 2.5 million land-related operating cases and the number is 77 percent of all the current operating cases. This simple statistics gives an idea how important the land offices and its services are to the people. The studies done by *Prosanta K. Roy* reveal corruption and irregularities in land administration leading to huge sufferings to the people (Roy, 2008).

The public offices of most importance to the people are those which deliver services directly to them. But a World Bank (2001) study *‘Consultation with the Poor’* found that people in developing countries perceive public institutions as distant, unaccountable and corrupt. People’s dissatisfaction with public service institutions relate largely to issues of voice and accountability. According to Commonwealth Foundation report (1999) it is *the absence of connection to or participation by ordinary citizens* that cause the problem. So it is important to study the supply side of responsiveness together with citizen voice initiatives. The effective use of ‘voice<sup>7</sup>’ by service users may help to generate better service outcomes (Goetz & Gaventa, 2000). The term ‘voice’, drawn by Goetz and

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<sup>7</sup> In this study ‘voice’ means and refers to ‘complaint, organized protest or lobbying, and participation in decision making process and service delivery at least in limited scale’.

Gaventa, was originally referred by Albert O. Hirschman (1970) in his famous book '*Exit, Voice and Loyalty: Responses to Decline in Firms, Organizations and States*'.

While financial resources are important for basic services, the main barriers to improved services are institutional ones (Joshi, 2006). Insufficient resources, ill-motivated staff, and the absence of standards have led to a state where the people receive low-quality inadequate services. There has been a growing recognition of the need to generate and align incentives for service-providers to improve the outcomes of service delivery. This can be done through both supply-side approaches (better equipment, staffing, improvements in quality, and the introduction of user charges) as well as demand-side approaches (Goetz & Gaventa, 2000).

Disinterested behavior is an important characteristic of civil services (Vandenabeele, 2005). In academic public administration, public service motivation and similar concepts are becoming increasingly important in explaining this kind of behavior. Perry defines public service motivation as 'an individual's predisposition to respond to motives grounded primarily or uniquely in public institutions'. Brewer and Selden (2000) describe public service motivation as the motivational force that induces individuals to perform meaningful public service. Rainey and Steinbauer (1999) defined it as 'a general altruistic motivation to serve the interests of a community of people, a state, a nation or humankind', contrasted to task-motivation and mission motivation.

However the above discussed literature can be summarized in the following manner for its better use in the research:

- Land still forms the basis of power structure in Bangladesh and huge amount of money and valuable time is being wasted due to poor land management;
- Pressure on service delivery (particularly urban service delivery) is mounting day by day;
- Number of AC (L) offices (point of service delivery) in Dhaka is miserably inadequate for its population;
- Resource and management capacities of public institutions like AC (L) office are already over-extended;
- 'Intermediaries' play a crucial role in service delivery sector which widens the gap between the service provider and the receiver;

- Absence of connection to or participation by ordinary citizens in the service delivery system aggravates the situation;
- Customers can put pressure on the service providers by changing their civic practice and behavior;
- Citizens can play a crucial role in improving service delivery by raising their ‘voice’.

It is evident from the above discussion that land-related service delivery bears tremendous importance in the socio-economic context of Bangladesh. But there has not been any comprehensive study around on the dynamics of service delivery in the AC (L) offices. So the research is expected to reveal new facts, dimensions and open up new avenues to look into the problem from a totally different point of view.

### **3.3 Conceptual Dimensions**

The study borrowed concepts from some existing theories like Systems approach theory, Herzberg’s Two-Factor motivation theory and Demand-Side approach theory for its theoretical foundation and also for devising an analytical framework. This chapter will attempt to elucidate those theories elaborately in order to establish a link among the theories and the variables of the research: staffing & workload, work environment & logistics, management & procedure, employee attitude, customer awareness and civic practice.

### **3.4 Herzberg’s Two-Factor Theory**

Each motivation theory attempts to discuss what human beings are and what human beings can become. Theories of motivation today offer a wide array of choices to apply them as per their suitability and relevance to a particular organization. Motivation is, in fact, a dynamic phenomenon. Factors of motivation changes with time; changes with every social, cultural, economic, political and technological change. It varies depending on the nature of the job and also the nature of the organization. What motivates an individual today might fail to do so tomorrow.

However, after reviewing motivation theories like Maslow’s Need Hierarchy Theory, Alderfer’s ERG theory, Herzberg’s Two Factor Theory, Vroom’s Expectancy theory, Adam’s Equity theory and Elton Mayo’s Human Relations model the study adopted Herzberg’s Two-Factor Theory of Motivation as it is more useful for the present case. It deals with need-based basic components of motivation which fits more with the condition of a public office. The Two-Factor theory of motivation by Frederick Irving Herzberg (1959) argues that work dissatisfaction and satisfaction arise from two different sets of factors. According to Herzberg, individuals are not content with the satisfaction of lower-order needs at work, for example, those associated with minimum salary levels or safe and pleasant working conditions. Rather, individuals look for the gratification of higher-level psychological needs having to do with achievement, recognition, responsibility, advancement, and the nature of the work itself. Herzberg’s two-factor model of motivation, based on the notion that the presence of one set of job characteristics or incentives lead to worker *satisfaction* at work, while another separate set of job characteristics lead to *dissatisfaction* at work. Thus, satisfaction and dissatisfaction are not on a continuum with one increasing as the other diminishes, but are independent phenomena. This theory suggests that to improve job attitudes and productivity, administrators must recognize and attend to both sets of characteristics.

Herzberg found that job characteristics related to what an individual *does* - that is, to the nature of the work he performs - apparently have the capacity to gratify such needs as achievement, competency, status, personal worth, and self-realization, thus making him happy and satisfied. However, the *absence* of such gratifying job characteristics does not appear to lead to unhappiness and dissatisfaction. Instead, dissatisfaction results from unfavorable assessments of such job-related factors as company policies, supervision, technical problems, salary, interpersonal relations on the job, and work conditions.



Figure-2: Schematic presentation of Herzberg’s theory

Two-factor theory distinguishes between dissatisfiers (hygiene factors) and satisfiers (motivating factors). Dissatisfiers (which Herzberg called 'hygiene' factors) include salary, working conditions, company policy, job security and fringe benefit. They do not give positive satisfaction, but their absence results in dissatisfaction (Stoner et al, 2000). Satisfiers (motivating factors) include achievement, recognition, responsibility and advancement- all related to job content and the rewards of work performance. It gives positive satisfaction, arising from intrinsic conditions of the job itself. Essentially, hygiene factors are needed to ensure that an employee is not dissatisfied and can carry on the regular work. Motivation factors are needed to motivate an employee to higher performance.

The study proposes that suitable work condition, optimum workload, logistics, financial resources (operational budget) are hygiene factors. Though they do not motivate people their absence creates dissatisfaction. On the other hand the attitude of the officers and staff depends on the satisfiers or motivating factors like recognition, advancement and other incentives.

### **3.5 The Systems Approach Theory**

Service delivery, be it in a private or in a public organization, largely depends on the organizational environment within which it operates. Service delivery system can be explained by modern management theories. Management is the key factor that makes difference in how well organizations serve people. How successfully an organization achieves its objectives and satisfies social responsibilities as well depends on a large extent on its management. The systems approach theory can help us to understand the service delivery system from the point of organizational environment (Stoner, 2000).

From the point of organizational environment variables like staffing, logistics, management & procedure etc. can be explained by this theory. The systems approach in modern management has powerful influence. Rather than dealing separately with various segments of organizations, the systems approach to management views the organization as a unified, purposeful system composed of interrelated parts (Stoner, 2000). It is an approach to look at the organization as a whole and as part of the larger, external environment. All organizations interact with their environment but the extent to which

they do varies. Flow is an important concept of this theory. A system has flows of information, materials and energy (including human energy). These enter the system from the environment as inputs (raw materials for example), undergo transformation processes within the system (operations that alter inputs), and exit the system as outputs (goods and services).

In organizations, a system consists of people, structure and processes that work together to produce good or service. The basic assumption of systems theory is that organizations are not self-contained. Organizations take inputs (raw materials, money, labor and energy) from the external environment and transform them into goods or services. This means staffing, work environment, budget, logistics, office management and procedure are essentially important factors for service delivery.

Independent variables like staffing, logistics (including operational budget) correspond to inputs and office management & procedure correspond to conversion process of the systems approach where service is the output. The following diagram of system approach can help us to understand the entire service delivery flow of an AC (L) office:

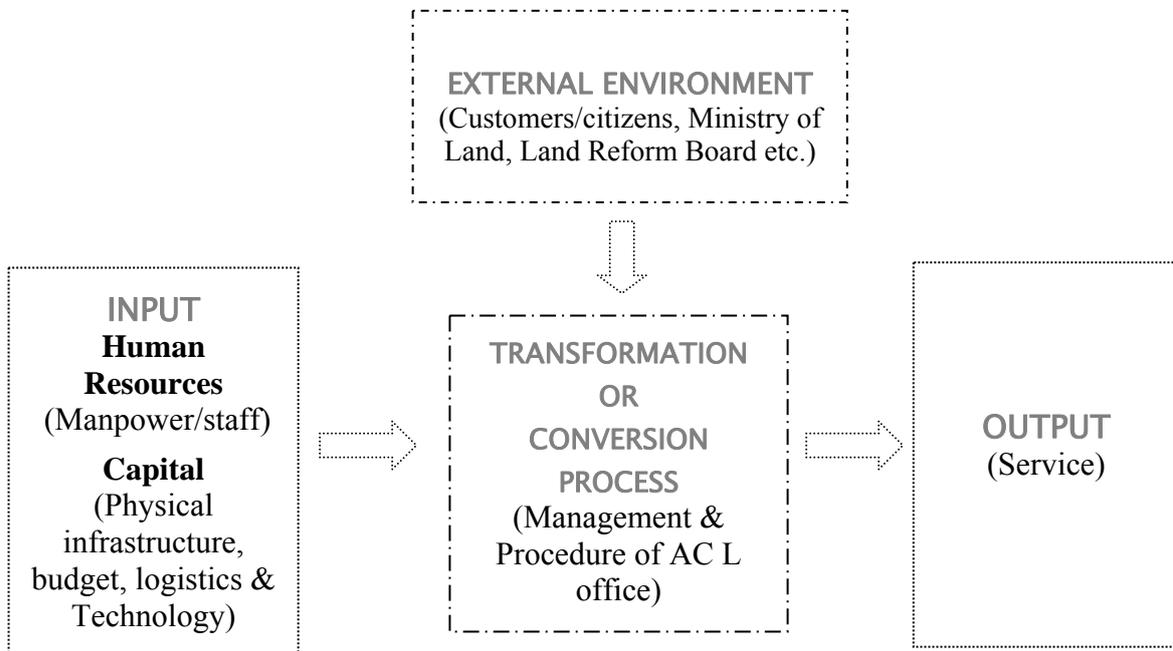


Figure-3: Systems Approach<sup>8</sup> at work in AC (L) office

<sup>8</sup> Stoner et al, 2000

### **3.6 The Demand Side Approach**

The ‘Demand Side Approach’ can help us to understand the significance of the factors like customer awareness and civic practice. ‘Demand-side’ refers to the behavior and inputs of the recipients or intended recipients of these efforts (Standing, 2004). This theory implies that the demand side or the customer has a role to play in service delivery. It argues that ‘informed customers’ are the best customers. If customers are aware of their rights and if they are informed about the service then they can exert pressure on the ‘supply-side’ and ultimately help the system to function properly and effectively.

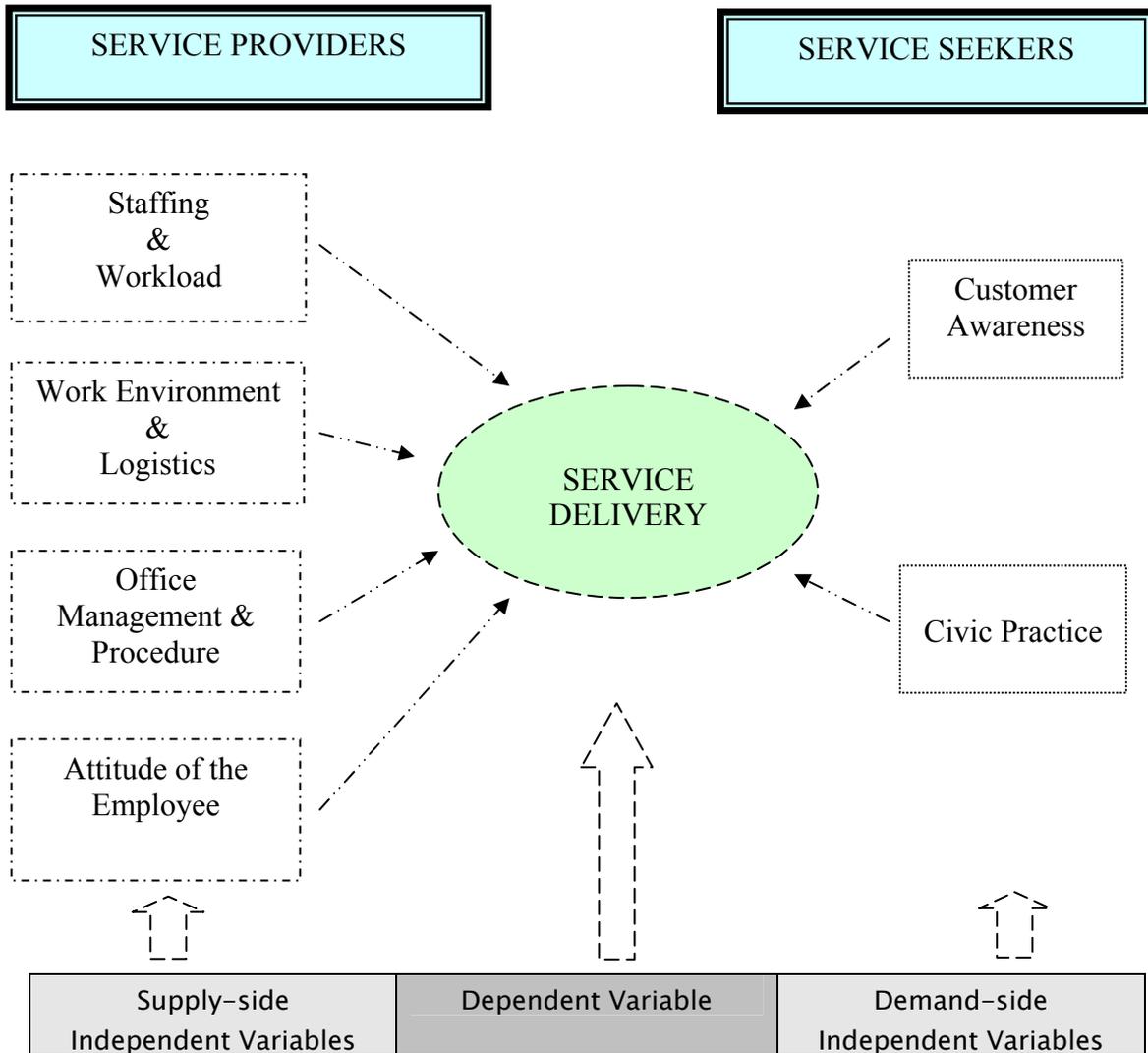
The main theme of this approach is to stimulate the demand side in order to provoke changes in provider/supplier behavior (Goetz & Gaventa, 2000). One of the main demand side concerns is to understand the behavior pattern and practice of the ‘service-seekers’ with a view to either changing them or improving them. The other is to find ways of harnessing the demand side energy to press for change and improving the responsiveness of the supply side. The *World Development Report* (2004) on improving service delivery to poor people particularly captures the emerging demand side language of empowerment, voice and accountability. Demand side approaches like stimulating the recipients to provoke changes in provider/supplier and changing user behavior to improve outcomes corresponds to the factors like customer awareness and civic practice.

### **3.7 Analytical Framework**

To explain the variables of the research in a better way and to understand their causal-effect relation, the study resorts to few theories which provide a solid foundation to the analytical framework. The analytical framework of the research has been developed based on the theories discussed earlier. It proposes that service delivery in the AC (L) offices (dependant variable) is affected by the independent variables like staffing & workload, work environment & logistics, office management & procedure, employee attitude, customer awareness and civic practice. Among the variables Employee Attitude is related to satisfiers (motivating factors) whereas Staffing & Workload and Work Environment & Logistics (which also includes operational budget) are related to dissatisfiers (hygiene factors) of Herzberg’s Two-Factor Theory. Again staffing (human resource), logistics

(which also includes financial resource) can be regarded as systems input and office management & procedure as conversion or transformation process of the systems approach theory. On the other hand, variables like customer awareness and civic practice are drawn from the Demand-side Approach Theory.

**FACTORS AFFECTING SERVICE DELIVERY SYSTEM IN AC (L) OFFICE**



*Figure 4: Analytical Framework*

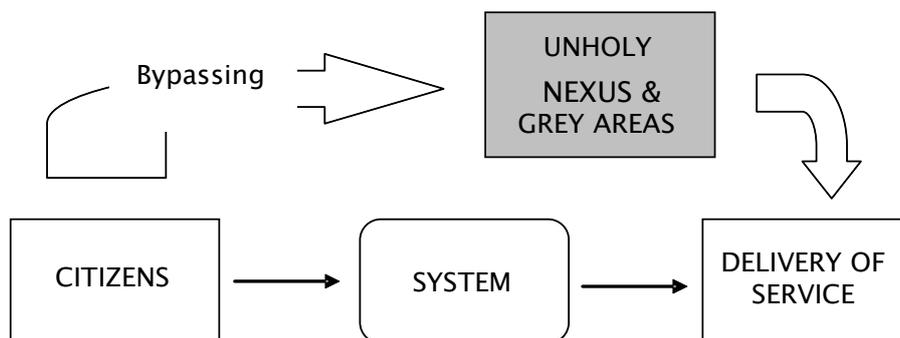
The following table will help to understand the linkages among various theoretical concepts and variables of the analytical framework.

**Table-2: Theory-Variable Linkage**

Theory	Linking Concepts	Independent Variables	
Herzberg’s Two-Factor Theory	Satisfiers (motivating factors)	Employee attitude	SERVICE PROVIDER
	Dissatisfiers (hygiene factors)	Work environment, logistics, basic amenities	
Systems approach	Inputs (human resources, raw materials)	Logistics, staffing, operational budget	
	Transformation or conversion process	Office management & procedure	
The Demand-side Approach	Stimulating the demand side ‘voice’ to provoke changes	Customer Awareness	SERVICE SEEKER
	changing user behavior	Civic practice	

It is expected that this framework will help to carry the research towards its desired goal and find out new facts and dimensions of service delivery system of the AC (L) offices in Dhaka.

The study also proposes that if citizens or service-seekers do not interact with the system it creates a vacuum which is immediately filled by an ‘unholy network’ of intermediaries. These unholy networks replaces the original service delivery agents and functions as a substitute system. Thus many grey areas are created which becomes the breeding house of corruption. A World Bank study (2002) has already been mentioned earlier which found that interaction between service providers and recipients is not always direct and the latter are often tend to go through intermediaries to facilitate access. These intermediaries broker the service by circumventing the system, in return for a fee. The following diagram will help us to understand the concept:



*Figure 5: Circumvention of the System*

The following table of some indicators and indicative questions will help us to go deeper into the study and help designing questionnaires (Annexure-1).

**Table 3: Indicators and Indicative Questions**

<b>Variables</b>	<b>Indicators</b>	<b>Indicative questions and queries</b>
Staffing & Workload	Adequacy of manpower	<ul style="list-style-type: none"> <li>Is the existing human resource adequate to deliver prompt service to the citizens?</li> </ul>
	Staffing pattern	<ul style="list-style-type: none"> <li>What is the customer: employee ratio?</li> </ul>
	Workload	<ul style="list-style-type: none"> <li>How many customers an individual employee has to deal on an average each day?</li> </ul>
Work Environment & Logistics	Location & physical infrastructure	<ul style="list-style-type: none"> <li>Is the office located in a conspicuous/convenient place for easy access of the public?</li> <li>What is the infrastructural condition of the office?</li> </ul>
	Office space	<ul style="list-style-type: none"> <li>Does the office have enough space for both the staff and the customers to work and interact?</li> </ul>
	Logistic support	<ul style="list-style-type: none"> <li>Does the office get regular supply of government forms and stationeries?</li> <li>Does the office get supply of all the necessary accessories/furniture?</li> </ul>
	Basic facilities	<ul style="list-style-type: none"> <li>Does the office have basic facilities like washroom, toilet, electricity and telephone connection?</li> </ul>
	Operational Budget	<ul style="list-style-type: none"> <li>Is the budget for the office adequate to meet its expenses?</li> </ul>
Office Management & Procedure	Number of steps	<ul style="list-style-type: none"> <li>How many steps to go for delivery of a service?</li> </ul>
	Congeniality of rules	<ul style="list-style-type: none"> <li>Are the rules &amp; regulations congenial for prompt delivery of a service like mutation?</li> </ul>
	Management Style	<ul style="list-style-type: none"> <li>Does the office follow modern concepts of management and use tools like ICT?</li> </ul>
	Supervision	<ul style="list-style-type: none"> <li>What is the frequency of inspection by the superior officers?</li> </ul>
	Monitoring	<ul style="list-style-type: none"> <li>Is there any effective monitoring mechanism to ensure smooth service delivery?</li> </ul>
Employee Attitude	Accessibility	<ul style="list-style-type: none"> <li>Do the citizens/ customers have easy access to the officers &amp; staff?</li> <li>How many times the customer has to visit the office to receive service?</li> </ul>
	Treatment	<ul style="list-style-type: none"> <li>How the officers &amp; staff treat the citizens?</li> </ul>
	Cooperation	<ul style="list-style-type: none"> <li>Do the staffs help/ advise the customers effectively?</li> </ul>
Customer Awareness	Awareness about right	<ul style="list-style-type: none"> <li>Do the customers/ citizens aware of the fact that public service is a right; not a favor of the office/staff?</li> </ul>
	Knowledge	<ul style="list-style-type: none"> <li>Do the citizens/ customers have any idea/information about the service they are seeking?</li> </ul>
	Orientation	<ul style="list-style-type: none"> <li>Are citizens/ customers familiar with various terms and documents related to the service?</li> </ul>
Civic Practice	Civic approach	<ul style="list-style-type: none"> <li>Do the customers directly interact with the office and approach formally for service?</li> </ul>
	Reaction	<ul style="list-style-type: none"> <li>Do the citizens protest mistreatment by the employees or lodge formal complaint against them when aggrieved?</li> </ul>
	Practice	<ul style="list-style-type: none"> <li>Do the customers contact any 'medium'/'network'/other alternative 'means' to get service?</li> </ul>

## CHAPTER 4: DATA ANALYSIS AND FINDINGS

### 4.1 Introduction

The culmination of any study is to discover the truth hiding within the stack of raw data. This chapter is mainly designed to present the data culled through different methods and analyze them in line with the research questions. Obviously the ultimate aim of the study is to find out the answers to the research questions. In that sense it is undoubtedly a very crucial chapter. To find out citizens' perception about service delivery in AC (L) offices, to reveal the ground realities of both service-seeking and providing, to understand the 'civic practice' of the citizen and their level of 'customer awareness', this chapter will strive to analyze the data collected from the field.

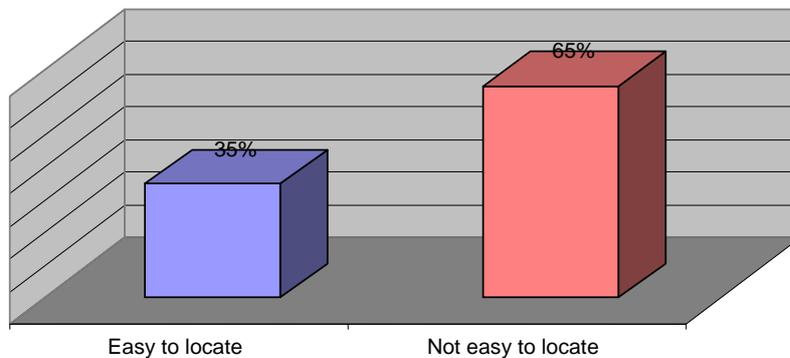
It has already been discussed in the previous chapter that the study has employed three different tools to look into those issues. One of those tools, observation Method, has revealed some bare facts existing on the surface. It will be convenient to start with a brief account of facts and events observed in various research areas, i.e. AC (L) and its attached land offices.

### 4.2 General Findings from Preliminary Observations

Some interesting facts have been surfaced during observation regarding the location of some AC (L) offices. *Tejgaon* revenue circle has the largest jurisdiction in the capital in terms of area. The office is located at *Topkhana* road which is within the central business district. Interestingly it is located outside its jurisdiction and actually falls within the area of *Kotwali* circle. Similarly the office of the *Demra* revenue circle is situated outside its jurisdiction. The AC (L) office of *Mirpur* is another example of such phenomenon. The researcher came to know from the official sources that it is not mandatory for the offices to be located within its own jurisdiction. But if they were located within the respective jurisdictions it would be easier for the service seekers to commute to that office. For example, now the people of *Uttar Khan* and *Dakshin Khan* (hinterland of the Capital) have to come all the way from the remote corners Dhaka to the central business district for service.

The location of an office is expected to be in a conspicuous place which people can find easily. As far as the location is concerned both *Tejgaon* and *Demra* circle office is located in the central business district (CBD) of the Capital and they are easily reachable. But the way to the office of the *Kotwali* revenue circle is no less than a labyrinth. It is lodged on the first floor of an old building which is actually the backyard of the Office of the Deputy Commissioner, Dhaka. It is very difficult for a service-seeker to reach there without any guidance. 65 percent of the respondents complained about the difficulty of finding these offices.

**Figure-6: Location of the AC (L) Offices**



(n=40; yes=14; no=26; Table-1: Annexure-2)<sup>9</sup>

The office of the *Dhanmondi* and *Mirpur* circle are housed in the ground floor of the Land Administration Training Centre (LATC) building. These two revenue offices are crammed together. It is very easy for a customer to get confused to find the right office. It has been observed that even the AC (L)s of the two circles sit in the same room partitioned by a glass wall and share the same telephone line.

The office of the *Tejgaon* revenue circle is lodged on the second floor of an old building known as '*Ansari Bhaban*'. The floor is rented. Though this office is more spacious than other AC (L) offices it is nonetheless suffering from lack of space. The office does not have any waiting room/space for the visitors. The customers mostly loiter in the corridor. There is hardly any room for storing any more record or case files. One of its attached land

<sup>9</sup> Corresponding data have been furnished in the mentioned table (e.g. Table-1) in Annexure-2

office is Tejgaon land office (*Tahsil*). It is just a single oblong tin-shed room with no water or electricity connection of its own. It does not have any toilet or washroom. The employees use the toilet of a nearby mosque<sup>10</sup>. The constant noise of various machines (drill, lathe machines etc.) of nearby industries has made the life of the employees all the more difficult.

The office of the *Demra* revenue circle is housed inside a two-storey building on *Toyenbi Circular Road*. The place is popularly known as '*Joykali Mondir*'. Though this is an independent house the office is not the owner of the building. It is a very old abandoned building with lime-chip roof supported by iron-bars. The roof is on the verge of collapse. Big chunks of plasters had fallen off the roof of the corridor and some rooms. People are seen loitering about all over the place and many of them are not service-seekers. *Demra* land office (*Tahsil*) is situated in *Jatrabari* which is popularly known as '*Dholaipar*'. It is also a tin-roofed semi *pucca* building. Though the office has electricity connection it does not have any water connection. Some cautionary notices for the citizens are hung outside the office. All these observations produce a shabby image of land offices in one of the largest cities in the world.

#### **4.3 Snapshot of an AC (L) Office: A Case Study**

Case study method has been employed to study a particular case closely in detail. The subject of the study has been selected through convenience sampling. The real name of the subject has been replaced by a fictitious name to protect his real identity. This case study is expected to portray a vivid image of the real life scenario of the service delivery system in AC (L) and its attached land offices.

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<sup>10</sup> Muslim prayer house.

Mr. Jamaluddin (not the real name) was a small trader in *Dakshin Khan*, a hinterland of the capital city Dhaka. He used to run his small shop all by himself. His wife had been suffering from a kidney malfunction. A lot of money was needed for her treatment. Finding no other alternative he decided to sell off a piece of land which he had inherited from his father. But as per the existing law he required to update the record of land ownership in his name (commonly known as ‘mutation’) before sale. When he discussed the matter with his acquaintances he got a very daunting picture. Since he is educated and confident he decided to do it all by himself. So one fine day he went to the AC (Land) office with all the documents. Commuting from *Dakshin Khan* to AC (L) office which is on *Topkhana* road near CBD, was no less than a torture. It cost him hard-earned money, vital energy and valuable business hour. When he reached the office he found a crowd of people moving in and around the office. He got confused. He did not know where to start from. It took him some time to get a set of application form and to know the mutation procedure. Actually he had to buy a set of form from a nearby photocopy shop for TK 25.00 whose actual price would be no more than TK 5. However, he submitted the form and got a case number from the office. He was told to see the Land Assistant Officer (LAO) (commonly known as *Tahsilder*) of the attached land office on the following week. The attached land office or *Tahsil* is situated in another place on the edge of the city. But when he went to see the *Tahsilder* he was told to come on the following day as he was already preoccupied with other visitors and cases. Seeing the crowd and stack of case files he could not press for his turn. Before starting for home he observed the office for few moments. It was a shabby, poorly furnished *semi-pucca* structure. He found only three staff at work in the whole office. He went again on the following day only to find that the *Tahsilder* was out of the office for an urgent government work. However, on the next visit he was lucky enough to find the *Tahsilder*. But after checking his documents and papers the *Tahsilder* told him that he had to produce some additional papers. Mr. Jamaluddin could not suppress his frustration. He mumbled out that had he informed him earlier about those additional documents then he could have collected it and brought those with him that day. ‘How could I inform you earlier as I haven’t checked your documents before?’ replied the *Tahsilder*. And the officer was dead right. So he had to make another trip to the land office. This was not the end of his ordeal. He had to get his case file approved from the surveyor, mutation clerk, kanun-go and finally appear before the AC (L) for a hearing. Getting tired of all these formalities at one stage he requested one of his acquaintances to take care of his case and authorized him in writing. Of course, it cost him some cash. Now finally he got his certified copies of mutation. Still he considered himself lucky as he met people who had come from different corners of the country. Those unfortunate souls had land in Dhaka but working in different places. Mr. Jamaluddin met a government officer posted outside Dhaka, who had come all the way only to find that the AC (Land) went to attend a day long revenue meeting in the DC office. Mr. Jamaluddin wondered why the number of AC (L) office and its staff are not increased.

#### *Case Study: The Story of an Ordinary Man*

The above case-study reveals the problem of very limited outlets viz AC (L) and its attached land office, huge demand-supply gap, inadequate staffing, strict & clumsy procedure and acute crisis of printed materials (Application Forms) in AC (L) Office.

#### 4.4 Findings from the Questionnaire-interview

To delve deeper below the surface the study used questionnaire interview method. To collect information 40 service-seekers and 20 service-providers were interviewed with a pre-designed questionnaire. Two different sets of questionnaire had been used for this purpose. The respondents from the customer-side were randomly chosen whereas the staff and officers were hand-picked (convenience sampling) including some former AC (L)s.

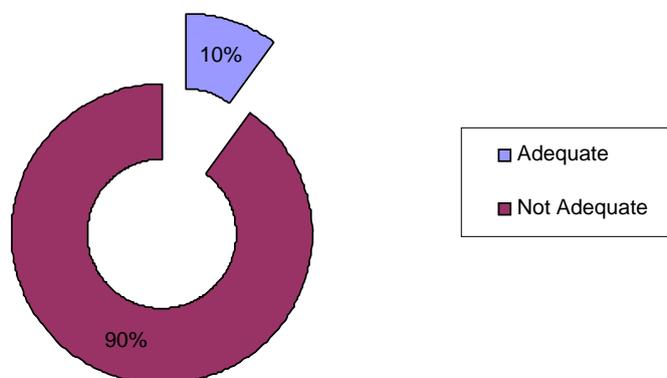
#### 4.5 Analysis of Supply-side Variables

A custom designed questionnaire has been used to collect information about various components of service delivery like manpower, workload, work environment, logistics, office management, congeniality and clarity of rules and regulations etc. This information is expected to reveal whether the service providers really face challenges or encounter practical problems that hinder their normal functioning.

#### 4.6 Adequacy of Human Resource

To explore the realities of service delivery system the study starts with the issue of human resource in the AC (L) offices. When it comes to the question of serving a population size of about 14 million the adequacy of human resource becomes crucial. When asked whether the existing human resource is adequate for providing the citizens prompt service an overwhelming 90 percent of the employees responded negatively. They informed that AC (L) offices are very poorly staffed. Only 10 percent think otherwise.

**Figure-7: Adequacy of Human Resource in the opinion of the Employees**



*(n=20; Yes=18; No=02; Table-2: Annexure-2)*

When studied closely it has been found that those who responded in affirmative actually worked in *Tahsils*<sup>11</sup> (attached land offices) where the manpower is moderately adequate. *Tejgaon* and *Demra* circle offices deal with more than fifty six thousand cases a year with a desk-level manpower of only 19 including the AC (L)s themselves. It is known from the interview that a single mutation case requires the approval of all layers of desk level officials ie approval of surveyor, mutation clerk, kanun-go and AC (L). It implies that a layer of staff (e.g. Kanun-go) has to check and put his remarks on all the cases disposed off by the office. The ratio of mutation cases and number of staff actually validates the responses received during the interview. The table below may reveal the scenario better:

**Table-4: A Glimpse of Human Resource in the Two Largest Revenue Circles in respect of number of Mutation cases handled in the Year 2010**

Designation of Different Layers of Officers and Staff	Tejgaon Circle	Mutation cases dealt in 2010	Demra Circle	Mutation cases dealt in 2010
Assistant Commissioner (Land)	01	<b>30,605</b>	01	<b>25,735</b>
Kanun-go	01		01	
Mutation/Certificate Assistant	03		05	
Surveyors	04		03	
Chainman	-		02	
MLSS	02		01	
Process Server	-		01	

*NB- Staff mentioned in the shaded area do not work at the desk level.*

As far as the customer: employee ratio is concerned it is worth mentioning a comment of a former AC (L) of *Tejgaon* revenue circle. He made a point that there are roughly 3 million people live in his jurisdiction. So here the customer: employee ratio for AC (L) is 30,00,000: 1 (three-million to one).

Data presented above from both the primary and secondary source gives a clear indication that the AC (L) offices suffer from acute shortage of human resource. The numbers of officers and staff are miserably inadequate to serve its population.

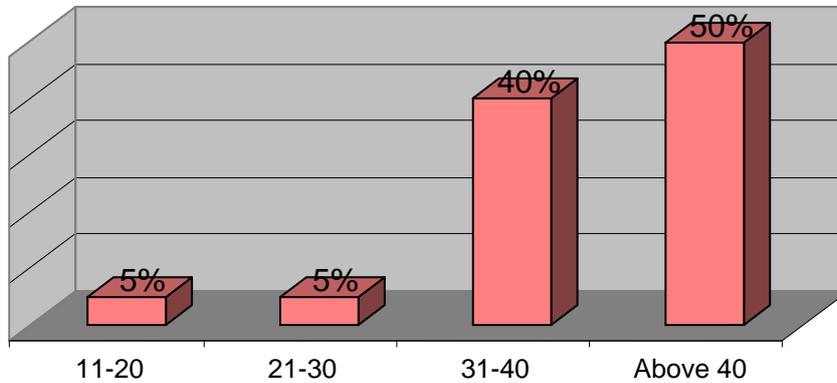
#### **4.7 Too Much to Handle?**

Excessive workload can be a hurdle for smooth delivery of services. Therefore, it is quite important for the study to focus on the issue. Data reveals that fifty percent of the

<sup>11</sup>Land office at the field or grass-root level vested with the responsibility of revenue collection and land management. The official name of *Tahsil* (তহসিল) is Union Land Office or Union Bhumi (ভূমি) Office or only land office in Dhaka.

respondents attend more than 40 service-seekers a day on an average and almost the rest (40 percent) has to deal with 31-40 people a day.

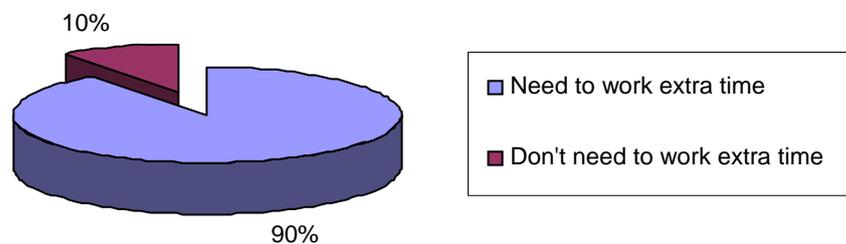
**Figure-8: Number of Customers attended by the Officers/Staff each day on an average**



*(n=20; Table-3: Annexure-2)<sup>12</sup>*

It is to be noted that mutation is a quasi-judicial process involving thorough investigation, minute checking of the documents, papers, records, maps and requires hearing of the parties concerned. Now considering the nature of the job dealing with 40 or more cases a day is a stressful task indeed. Ninety percent of the respondents claimed that they have to work extra hours every day to complete the business of the day and to keep the records updated.

**Figure-9: Working time required to keep the business of the day updated**



*(n=20; yes=18; no=02; Table-4: Annexure-2)*

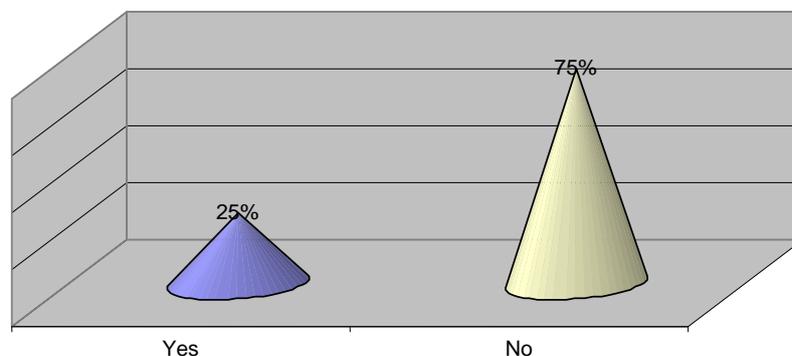
<sup>12</sup> Corresponding data have been furnished in the mentioned table in Annexure-2.

These claims have been validated by the number of cases dealt and disposed off in those circles in the year 2010. Official sources informed that a total of 56,340 mutation cases were filed and 40,757 cases were disposed off in those circles last year where the percentage of disposal is just above seventy-two. Even we take 265 working days a year excluding weekends, government and public holidays, meetings, field investigations then 7 surveyors of those two circles have to take care of more than 30 cases a day ( $calculations=56340/265/7$ ). If we consider it on *Kanun-go* level then the number will be more than 100 cases a day. An AC (L) or KGO has to deal with more than 100 cases a day which undoubtedly puts immense pressure on them and on the entire office as well. Both the primary and secondary data give a conclusive proof that the workload is enormous in the AC (L) offices.

#### 4.8 Work Environment and Logistics

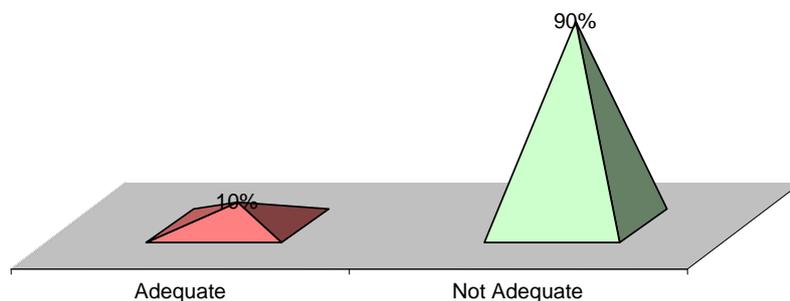
When it comes to the question of service delivery, the first thing to look into is whether the organization has the capacity in terms of human and financial resource, logistics, infrastructure and work environment to function properly. The main focus of this research is to look into these areas of AC (L) and its attached land offices. After analysis of data it has been found that about 75 percent of the respondents complained about the insufficiency of working space for their assignments and attending people.

**Figure-10: Do the Employees have enough space to work and attend people?**



Their claims can easily be validated by the earlier account of AC (L) office presented from preliminary observation in the beginning of the chapter. The insufficiency of space is the main reason behind the crowded atmosphere those offices. From preliminary observations it was found that they do not have enough room to carry on with their regular activities. Case records, files, volumes etc. are crammed in various places. Sometimes they have to store case records in places which are not safe at all. While observing the *Demra* circle office it was found that piles of case records were stacked on the second floor of the building (which is actually the roof top of the first floor). The dilapidated corrugated tin-roof, probably installed as make shift protection long time ago, could not prevent rain water from turning those records into paper slurry. These claims can also be validate by the responses got from the service-seekers. 90 percent of the customers told that the land offices are overcrowded and lack space.

**Figure-11: Space for Visitors/Customers**



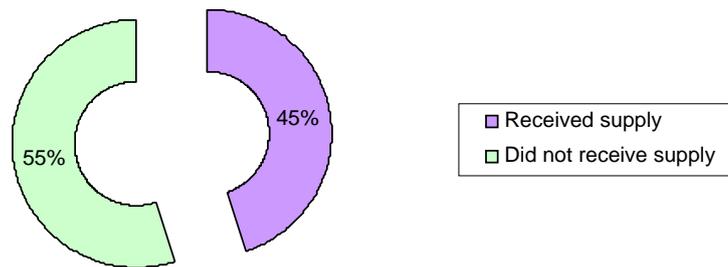
In an office where people do not receive service instantly and have to wait for their turn which usually comes after a long wait, people naturally expects a waiting room or at least a waiting area in that office. But from the answers, unfortunately, it turned out that none of those offices have such a minor facility. Though 5 percent said there was a waiting room actually they did not understand the concept of a waiting room or lounge. They took the corridor of the office for a waiting space.

The most shocking revelation came when they were asked about the supply of office stationeries. Unbelievably the offices never receive any supply of paper, pen, rubber-stamp, printer-ink and other essential stationeries nor they get any budget for these items.

The study got an overwhelming 100 percent response in negative during interview of the employees (*Annexure-2: Table-5*).

One can also be surprised to know that such important public offices do not get supply of printed materials like application forms for mutation. As a result the office could not provide its customers with a simple application form. They have to purchase it from nearby photocopy-shops paying 4 to 5 times the real value. Other printed materials for the use of office like forms for notice, mutation proposal etc. are also not supplied officially. The interview also revealed that the offices are always short of required office furniture. During interview it has been observed that records, case files are piled on the floor. Few shelves and tables are crammed with case records and documents.

**Figure-12: Supply of Office Furniture**



(*n=20; yes=09; no=11; Table-6: Annexure-2*)

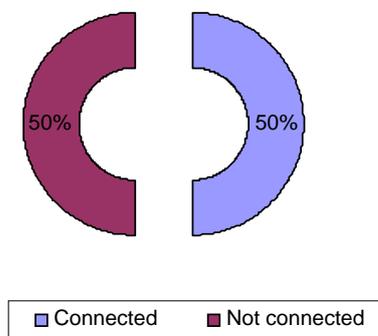
About 55 percent of the respondents shyly admitted that they hardly get any supply of office furniture. The problem sometimes gets so acute that the employees have to manage office furniture at their own initiatives.

The most crucial component for proper functioning of an organization is its financial resource or budget. When asked whether the budget they get is adequate for its purpose the respondents flatly replied that they do not get any operational budget at all for regular expenses of the office (*Table-7: Annexure-2*). So when a light bulb goes out it is up to the staff to change it. If the printer ink runs out it becomes a big burden on the employees.

The study also revealed that the offices do not receive any regular budget even for payment of their utility bills. One of the respondents told that once the electricity line was disconnected for not paying bills. It was interesting to hear that only *Kotwali* and *Tejgaon* circles have both administrative and financial approval. But the other three revenue circles do not have any financial approval from the government. They are functioning only on the basis of the administrative approval. It implies that these offices will not receive any budget even for salary of the staff. Some of the attached land offices or *Tahsils* are also functioning without financial approval. For instance, *Sabujbag* and *Motijheel* land offices of *Demra* revenue circle do not get any budget. The staff work here on deputation<sup>13</sup> and draw salary from other stations or offices.

50 percent of the respondents informed that their office do not have any telephone connection. It is a shocking revelation that such important offices in the capital do not have a simple telephone connection.

**Figure-13: Telephone Connectivity**

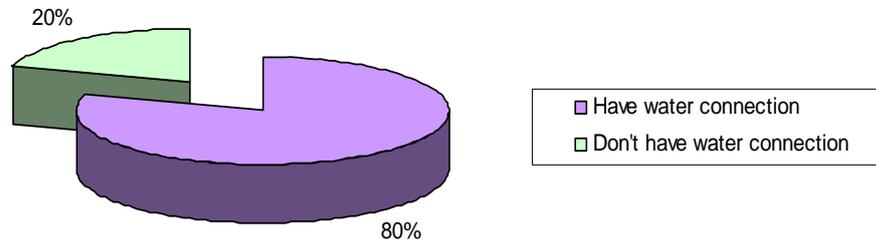


(n=20; yes=10; no=10; Table-8: Annexure-2)

The study went down a little further to inquire about the basic facilities like water connection, washroom/toilet facility etc. 40 percent respondents told that their office do not have water connection in the washrooms. They have to fetch water from nearby water sources.

<sup>13</sup> Deputation is a provision of posting by the government in which an employee can work in one office/station and receive salary from another office/station.

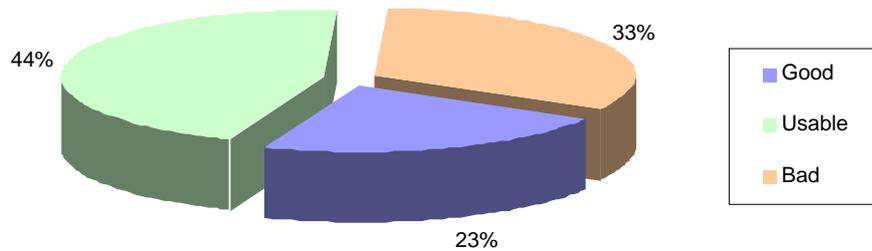
**Figure-14: Water Supply**



*(n=20; yes=16; no=04; Table-9: Annexure-2)*

20 percent of the service-providers informed that they do not have a washroom/toilet. The also complained that 33 percent of these toilets are in pretty bad shape.

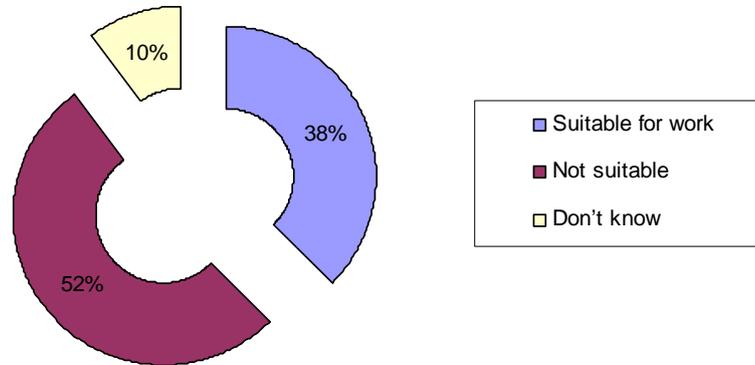
**Figure-15: Condition of Washrooms**



*(n=16; good=07; usable=05; bad=04; Table-10: Annexure-2)*

To get a neutral view of the overall office environment the service-seekers were asked what they thought about it. The response mostly validated the claims of the service-providers. About 52 percent of the respondents are of the opinion that the office environment is not conducive for the employees to work with full concentration. Though 38 percent thinks the environment suitable for the employees the rest of them refrained from passing any comment.

**Figure-16: Suitability of Office Environment: Citizens' Opinion**



*(n=40; suitable=15; not suitable=21; don't know=4; Table-11: Annexure-2)*

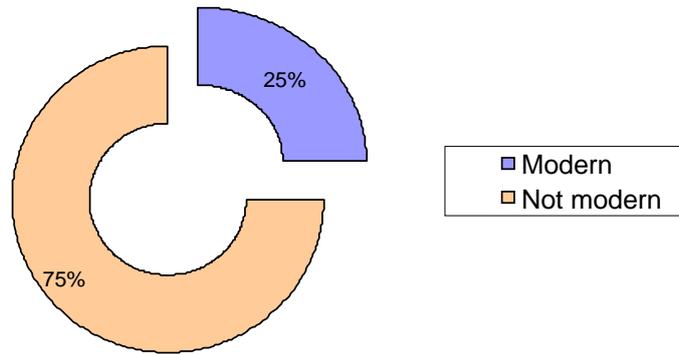
Analysis of data in this section clearly indicates that like human resource the condition of financial resource of the land offices is also miserable. It is incredible that many land offices do not have any sanctioned operational budget. The work environment is not suitable for the employees to work up to their full potential. The logistics of the AC (L) and its attached land offices are almost non-existent and its condition beggars description.

#### **4.9 Office Management and Procedure**

Management style and procedures are important components of an office which determine how it would function. The state of service delivery of an office depends a lot on the management style. On the other hand office procedures are bound by laws, rules and regulations which are beyond the control of the management.

Questions were put forward to the employees to get their opinions and self-assessment about the management style of the offices where they work. Of course, it ran the risk of getting biased opinions. But interestingly three quarter of the respondents opined that the management style of their offices is not modern.

**Figure-17: Management Style of AC (L) Offices**

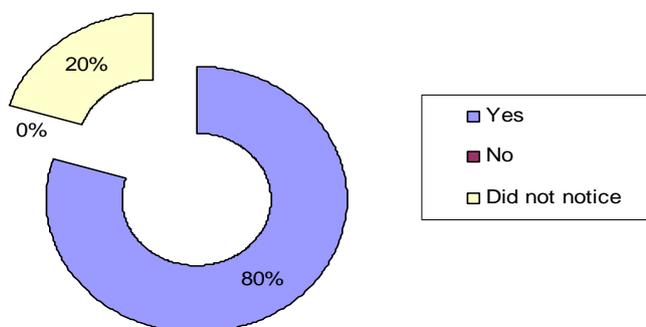


(n=20; modern=05; not modern=15; Table-12: Annexure-2)

All the respondents also admitted that none of the offices use Information Communication Technology (ICT) or any form of automated system to facilitate and expedite the service delivery (Table-13; Annexure-2). It is easily understandable how difficult it is for 19 people to handle more than fifty six thousand cases a year without the help of technology.

Public offices are expected to provide information to the citizens in form of directives, charters, instructions, cautions, notice etc. so that they at least get a guideline to approach the desired service. When asked whether land offices display any form of citizen charter/cautionary signs/chart of government fees/directives/instructions for the customers 80 percent responded affirmatively. To get a neutral view this question was asked to the customers.

**Figure-18: Display of Information**

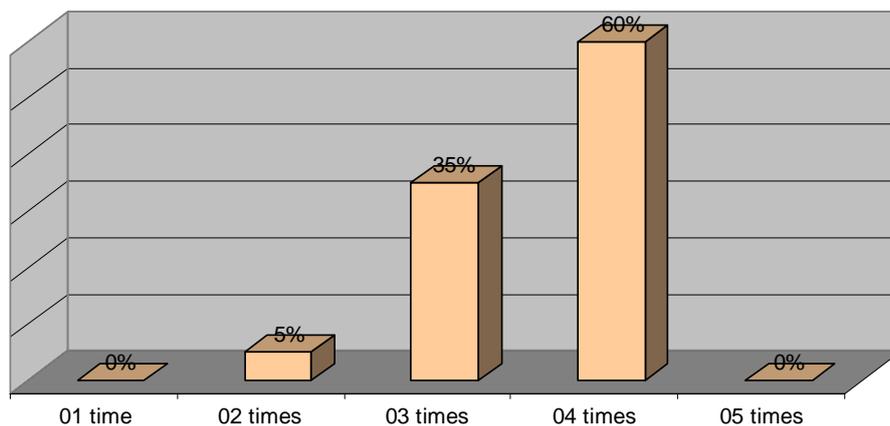


(n=40; yes=32; no=0; did not notice=8; Table-14: Annexure-2)

Interestingly 20 percent of the visitors informed that there might be some notice or display board but they did not notice it. However, nobody claimed that there was none.

Supervision is an important component of management. Without proper supervision any system is prone to go rusty. To get a picture of the state of monitoring and supervision in the land offices data have been collected on the frequency of inspection by the superior officers. It shows that in 60 percent cases the frequency of inspection is 4-times a year. In the rest 40 percent cases the frequency of inspection is 3-times or less in a year. It is doubtful how far 3-4 times a year inspection can ensure good supervision and monitoring of the offices vested with such huge responsibility.

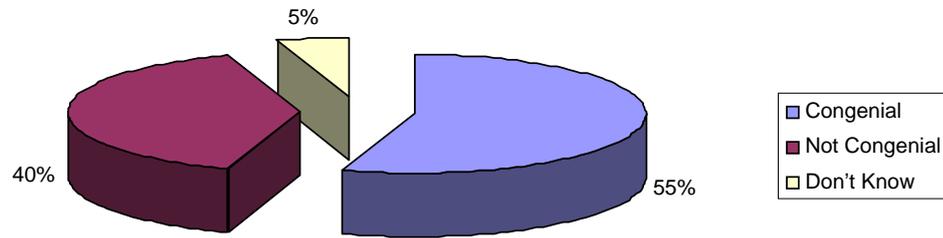
**Figure-19: Monitoring & Supervision in AC (L) Office**



*(n=20; Table-15: Annexure-2)*

Congeniality of rules and regulations is very important in delivering any sorts of service. If rules are complicated and not clearly laid out then it is very difficult for any organization to deliver prompt service. When asked about the congeniality of rules and regulations in prompt delivery of service mixed responses had been received. About 55 percent of the service providers said that the rules are congenial for prompt delivery of service whereas 40 percent rejected this opinion. A small percentage (5%) said they did not know.

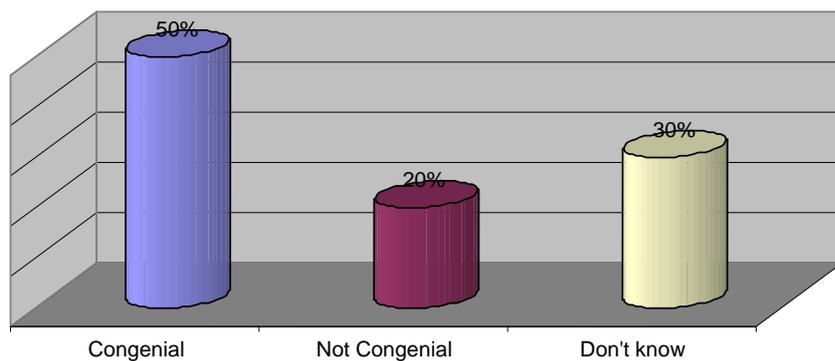
**Figure-20: Employees' View on the Congeniality of Rules/Regulations**



*(n=20; yes=11; no=08; don't know=01; Table-16: Annexure-2)*

As the applicants have to produce various types of documents, deeds, permissions, government orders depending on the merit of the case the service-seekers also develop some idea about the laws involved in such cases. So the same question was put forward to the service seekers to get their view on the congeniality of rules and regulations in prompt delivery of service. On the demand-side about 50 percent of the customers said the rules were congenial, 20 percent said those were not and the rest (30 percent) said they did not know. So at least response wise the rules seem to be congenial. But the fact might be otherwise.

**Figure-21: Citizens' View on the Congeniality of Rules and Regulations**

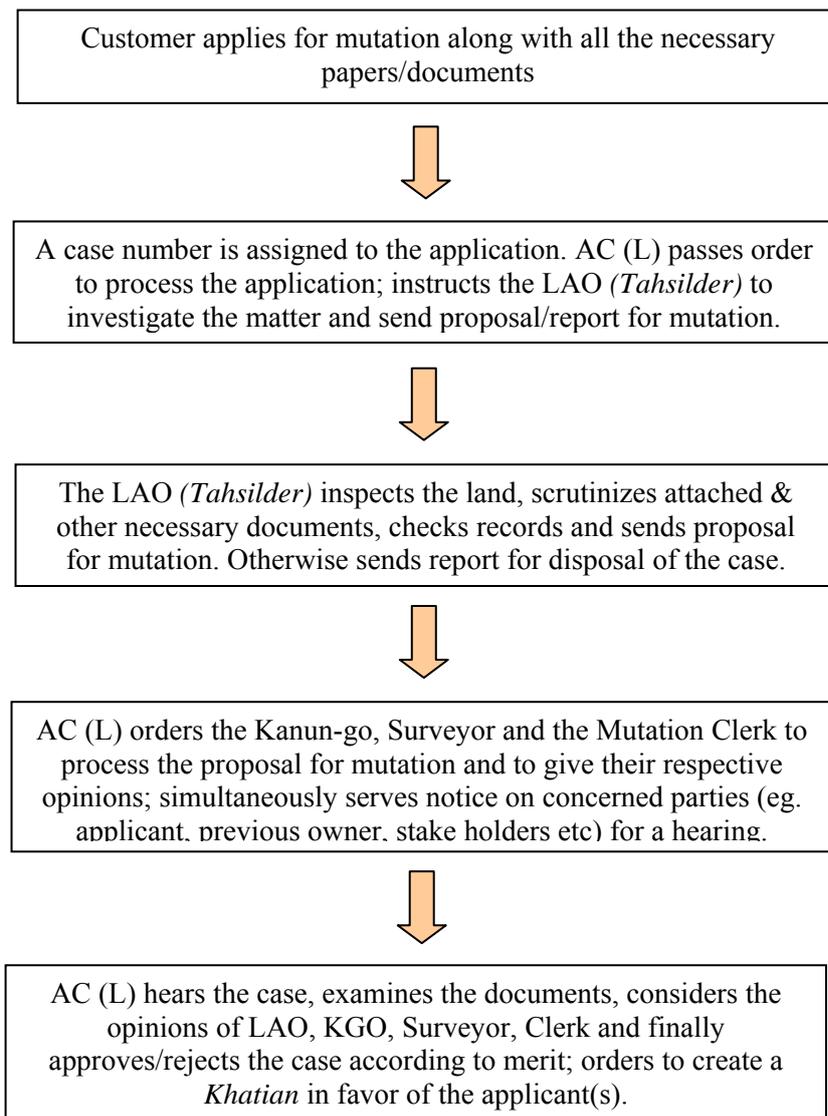


*(n=20; yes=10; no=04; don't know=06; Table-17: Annexure-2)*

Though more than 50 percent of both sides think that the laws relevant to mutation are congenial for prompt delivery of service in reality it is not the case. Respondents' view on rules and regulations is, in fact, contradictory to the existing process. A minute analysis of the data discloses that the service-seekers had either been very casual in giving answers or

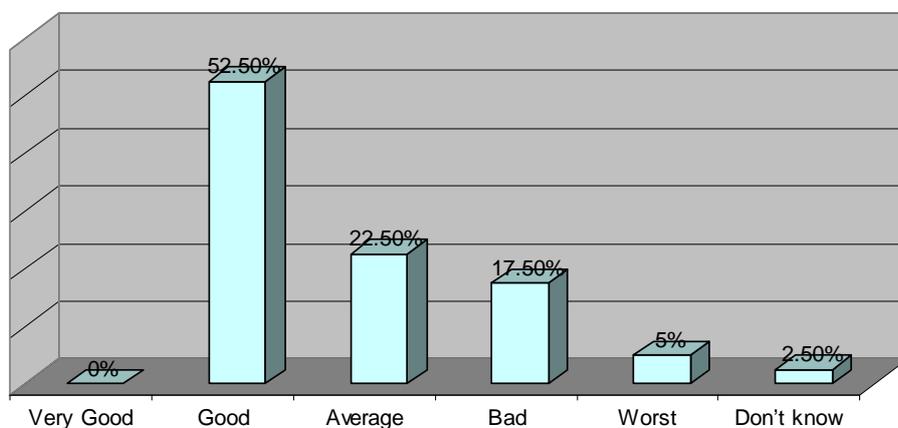
had not carefully followed the mutation procedure. On the other hand the service-providers had rather been defensive while answering and somewhat afraid of making critical comments on official rules and regulations. To find out whether the laws are congenial to deliver prompt service to the people or not the employees have been asked how many steps they have to follow to complete a process of mutation. The unanimous answer is five (05) steps. As a quasi-judicial process it also requires serving notice on the concerned parties and also requires public hearing. These are all very time consuming process. When a service requires going through so many time consuming process then the laws, rules and regulations can hardly be called congenial for prompt delivery of service. Though mutation is done under section 143 of the *State Acquisition and Tenancy Act 1950* the procedure is neither clearly laid out in neither that section nor anywhere else.

**Figure-22: Existing process for Mutation**



Finally one question was put forward to the service-seekers to get a view of the overall condition of the offices through neutral eyes. A wide array of responses had been received in this regard. The answers range from ‘good’ to ‘very bad’. Despite the horrible tales of sufferings the majority (52.50 percent) is generous enough to consider the overall management of AC (L) office as ‘good’. About 22 percent thinks it was average, 17 percent bad, 5 percent worst and 2.50 percent replied that they did not know. But nobody voted for the ‘very good’ option.

**Figure-23: Overall environment of the AC (L) Offices in Customer’s eye**



*(n=40; Table-18: Annexure-2)*

These opinions are, in fact, in line with the cooperation factor<sup>14</sup>. But the respondents might not be totally honest in their opinions. Because near about a quarter of them are aggrieved and condemns the management as ‘bad’ and ‘worst’. May be at least some of them were afraid to pass any adverse comment about the office. They thought that it might endanger their chance of getting service.

While analyzing the responses on various indicators it has been found that the management style of the AC (L) offices is not modern, they have not adopted modern technology to make the service delivery faster, the monitoring and supervision is not encouraging, the rules are not congenial for prompt delivery of service and the overall management and procedure is clumsy.

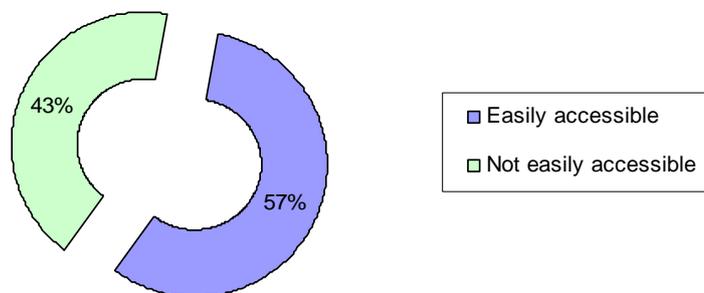
<sup>14</sup> Later in this chapter data reveals that 55 percent respondents received cooperation from the employees.

#### 4.10 Attitude of the Employees

Employee attitude plays a significant role in service delivery. Positive attitude can make up for many deficiencies in resource and skills. The first and foremost thing expected of a public servant is customer-oriented, citizen-centric positive attitude. There are some indicators like ease of accessibility, cooperation, treatment of the customers and promptness of service delivery which can help assess the attitude of the employees.

Few questions were designed for the service-seekers to get the pulse of the employee attitude. The very first question put forward to them was about accessibility. Could customers reach them without much difficulty? To this question 57 percent of the respondents answered positively whereas the remaining 43 percent responded negatively.

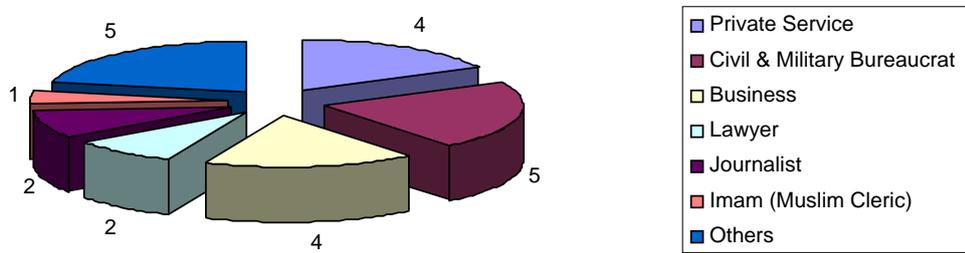
**Figure-24: Accessibility of Officers and Staff**



*(n=40; easily accessible=23; not easily accessible=17; Table-19: Annexure-2)*

But the number does not tell the full story. When closely analyzed it was found that most of the people who responded affirmatively belong to the higher strata of the society. They either have higher social status or engaged in professions of much influence. They are people like former civil or military bureaucrats, lawyers, journalists, elites, businessmen etc. The following pie-chart gives an idea about the social and professional status of the people who got easy access to the officials and receive cooperation from the office.

**Figure-25: Social & Professional Status of the Respondents who got Cooperation**

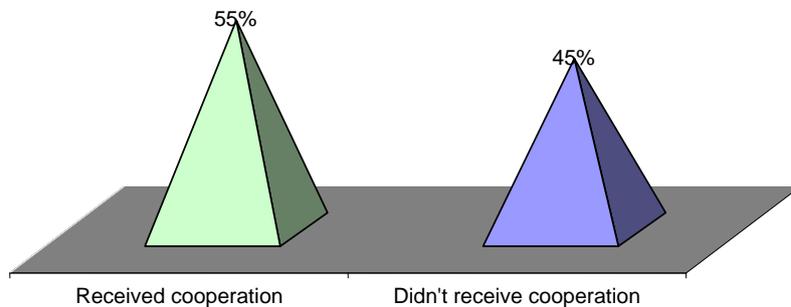


*(n=23; values= number of respondents)*

It is more likely that officers and staff of the AC (L) office and its attached land offices consider the influence of the people while granting access or extending their cooperation. They know it very well that if they do not attend those people right away it might turn out to be hazardous for their job and privileged posting.

About 55 percent respondents confirmed that they received cooperation from the officers and staff of the AC (L) office whereas the rest complained about non-cooperation. These responses have a very close link with the previous question.

**Figure-26: Cooperation of the Officers and Staff**

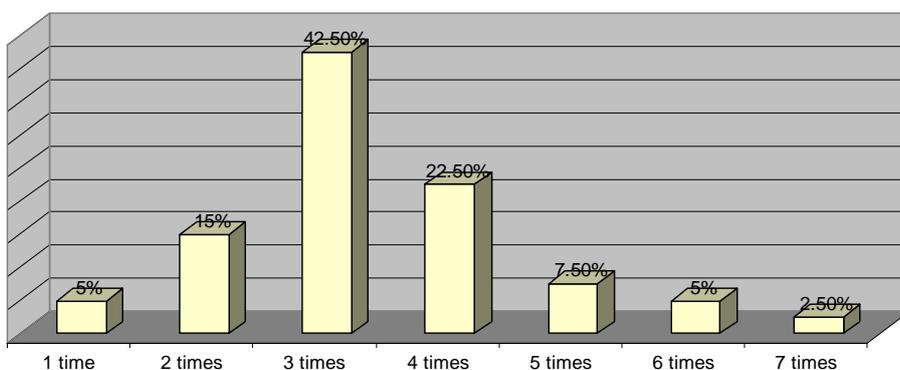


*(n=40; yes=22; no=18; Table-20: Annexure-2)*

But again the percentiles may not portray the true picture. The cooperation factor can also be linked with the social and professional status of the service-seekers. It has been found that those who answered positively enjoyed higher social position or engaged in professions of much influence.

Let us find out whether responses to the next crucial question maintain any logical chain with the previous responses. Promptness<sup>15</sup> is a crucial element as far as the service delivery is concerned. The following bar-graph gives us a picture of how many times a customer has to commute to the land office for service:

**Figure-27: Number of Trips made to AC (L) office for mutation/service**



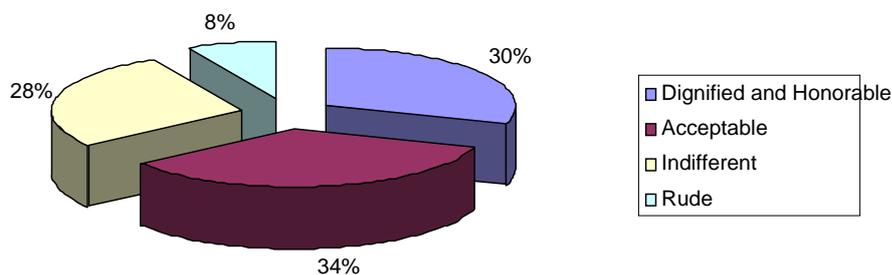
(n=40; Table-21: Annexure-2)

Data reveals that about 60 percent of the respondents got their service within 3 visits. But the rest 40 percent had to make 4 or more trips to the land offices. When asked why they had to make more than 4 trips the answers varied widely. Those answers range from admissions to complaints. Some straightway admitted that they could not produce papers or documents required for the purpose or the land concerned had connection to government land (like *Khas, VP, LA etc.*). On the other hand some of them complained that it was nothing but intentional harassment by the office staff for rent seeking. The claims could not be verified as the information was collected only from the aggrieved customers.

<sup>15</sup> Considering the quasi-judicial nature of the service (here mutation) and involvement of public hearing the promptness of service delivery, in this research, has been attempted to be measured in terms of 'Number of Trips' made to the AC (L) office for this purpose.

In the treatment of the citizens the officers and staff of the AC (L) office and its attached offices are found on the positive side at least in percentage-wise. About 65 percent informed that they had been treated in a dignified or acceptable manner by the employees. At the same time it is to be taken into cognizance that 35 percent complained about the indifferent and rude behavior of the office staff.

**Figure-28: Treatment of the Customers**



*(n=40; Table-22: Annexure-2)*

Again the treatment of the citizens by the employees can be explained by the social or professional status of the customers. The elite got the good treatment. But those who belonged to the humble class might be afraid of revealing the true fact that they had been mistreated. The case might also be like that an indifferent behavior or attitude was like a very ‘acceptable’ behavior to them. It is a socio-cultural phenomenon that the humble are always awed by the presence of the officers and staff of a government office.

Though percentage-wise the attitude of the officers and staff are found positive actually the marker is hovering between the borderline between positive and negative. It has to be taken into consideration that a significant portion of the service-seekers (43-45 percent) are left out. This state of employee attitude is, in fact, a reflection of the motivational challenges they face. In this study it has been regarded as a psychological or motivational barrier which restricts the employees to reach out to the citizen. Obviously these motivational hurdles stem out from the absence of hygiene factors<sup>16</sup>.

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<sup>16</sup> Herzberg’s Two Factor Theory

#### 4.11 Analysis of Demand-side Variables

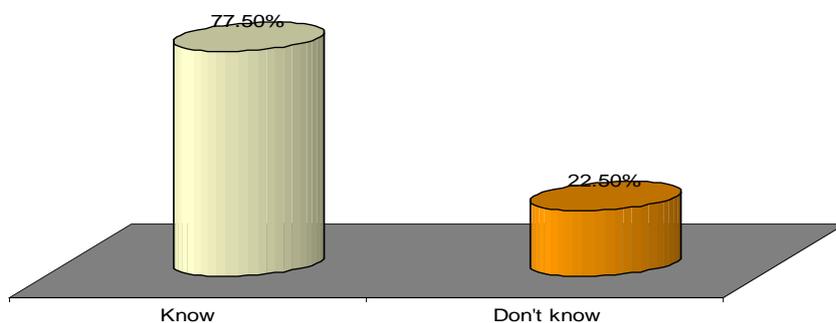
The study assumes that the customers have a role to play in the service delivery system. They must be aware and interact with the system. This part of the data analysis will attempt find out what role the customers play in making the service delivery system of AC (L) office effective particularly in terms of customer awareness and civic practice.

#### 4.12 Customer Awareness

One of the demand-side (receiving end) variables of the research is customer awareness. Awareness is like user knowledge for using any gadget or system in the best possible manner. According to the demand-side theory the customers have a role to play in the smooth functioning service delivery system. A group of questions had been included in the questionnaire to gather information regarding customer awareness about public service delivery.

Analysis of data reveals that 23 percent of the citizens do not even know that public service is a right; not a favor of the government office. Ignorance about such a fundamental issue of civic right in the Capital itself is really an amazing finding.

**Figure-29: Public Service is a Right: Are Citizens Aware?**



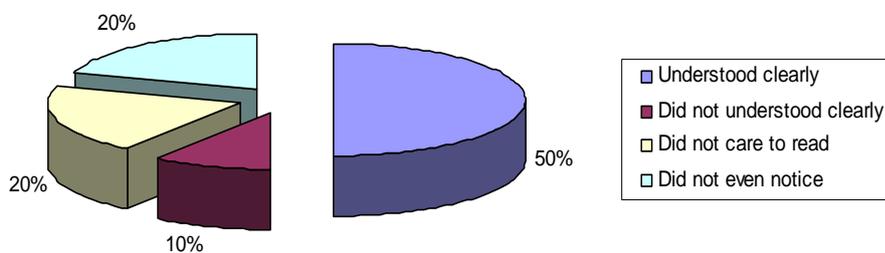
*(n=40; aware=31; not aware=09; Table-23: Annexure-2)*

It is a matter of concern that even in the capital city, where people are expected to be more aware of their right, about 23 percent of the respondents do not know that public service is

a right. If the service-seekers are not aware of their right then it is very difficult to put pressure on the service-providers or the supply-side.

When asked whether they understood the directives/instructions/information displayed in the AC (L) and attached land offices the interviewees gave some interesting responses. First of all 20 percent of the respondents did not even notice those ‘Citizen Charters’<sup>17</sup> whereas 80 percent of the respondents claimed to have seen it. The existence of such charters had also been verified during observation of some offices earlier. Interestingly 20 percent of the respondents did not bother to read those instructions. One of the reasons for not caring to read might be that the citizens are yet to develop a habit to value information. So the service-seekers usually do not look for instructions when they go to an office for a service. They tend to rely on the pre-determined ways of getting the service done. However, only 10 percent complained that they did not understand those clearly though half of the respondents (50 percent) informed that the instructions were clear.

**Figure-30: Customers’ Understanding to Service related Information**



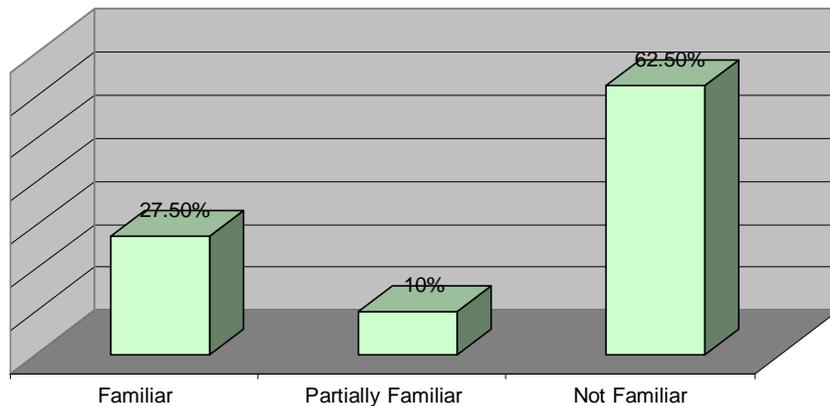
(n=40; Table-24: Annexure-2)

Analysis of data reveals that most of the service-seekers are not familiar with various terms and documents essentially related with the service concerned. If one does not know things they are looking for then it is very easy to fall prey to the brokers and ‘mediums’. When asked whether they had been familiar with various terms and documents (like mutation, certified copy, CS/SA/RS/City survey, *mouza*, plot or *khatian* number etc.)

<sup>17</sup> Citizen Charter is mainly various service related information, directives, instructions, chart of government fees, cautionary advices etc. displayed in the government offices to facilitate the citizens in receiving service.

related to the service only about a quarter of the interviewees responded positively. About 10 percent told that they were partially familiar. The rest of them are quite naïve. Even highly educated people admitted their ignorance about various land related terms.

**Figure-31: Citizens' Knowledge about the Service**



*(n=40; Table-25: Annexure-2)*

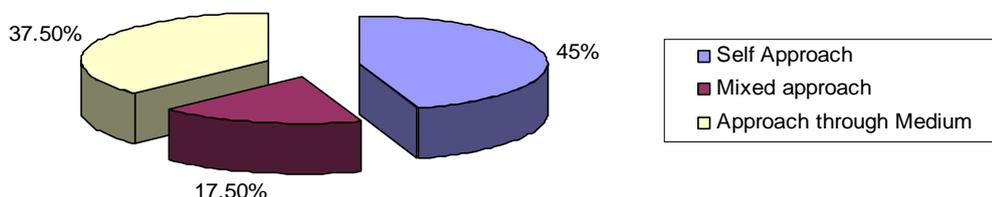
This part of the data analysis has provided us an insight into the level of awareness of the citizens. They are not fully conscious about the basic rights. They do not value information properly. Most importantly they do not have the required knowledge to avail a service.

#### **4.13 Civic Practice**

Civic practice of the citizens plays a significant role in any service delivery system, be it utility service or any specialized service. Civic practice is largely defined by citizens' approach to the system which delivers the service. The output of a service delivery system to some extent depends on customers' approach to the service. The closer the citizens interact with the system the better it functions. Many 'grey-areas' and 'unholy nexus' are created when customers fail to approach the system directly or try to by-pass it (*ref. Figure-5*).

To get a picture of the civic practice the respondents were asked whether they had come to the office directly all by themselves or resorted to some medium. Their answers show that 45 percent came to the office all by themselves directly without the help of any ‘medium’. About 18 percent informed that they started the process by themselves but later on they took help of some ‘mediums’ for various reasons. But a larger segment of the interviewees admitted that they directly resorted to the ‘mediums’ for getting the service.

**Figure-32: Civic Approach to Service**

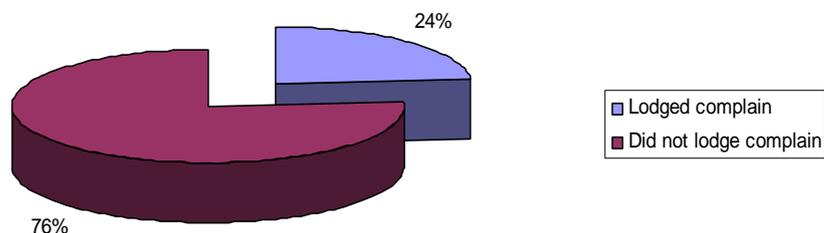


(n=40; Table-26: Annexure-2)

One of the earlier questions disclosed that not all the service-seeker received cooperation from the office. About 43 percent reported that they had rather been the victim of the mistreatment of the office staff. To know how they had reacted to such mistreatment or misbehave of the employees they were asked whether they had lodged any formal complaint to the proper authority. Astonishingly about 76 percent of the respondents informed that they did not complain<sup>18</sup>. One of the most typical answers was that they did not know whom to complain. The other reason is they did not believe complain would bring any positive change for them or reverse the situation. On the contrary, it might put their chance of getting the service at risk. Only about 24 percent of the aggrieved reported that they had lodged complaint about their grievances.

<sup>18</sup> It is to be noted that this question was applicable to only those respondents (n=17) who did not receive cooperation from the office.

**Figure-33: Complaining against mistreatment by the staff**

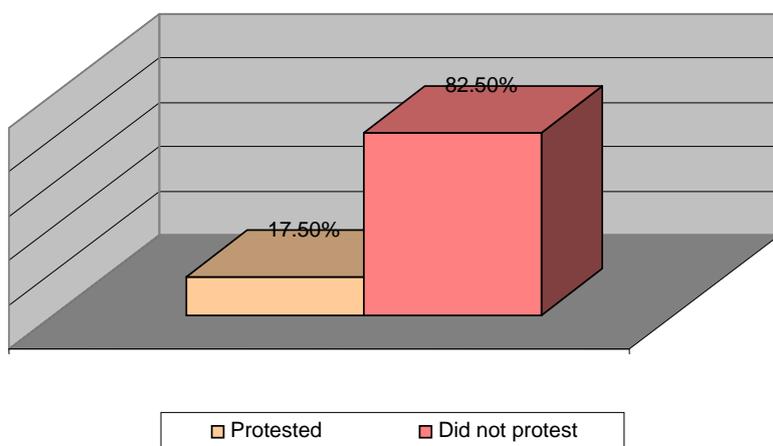


(n=17\*; yes=04; no=13; Table-27: Annexure-2)

\* As 23 of the 40 respondents claimed to have received cooperation from the office the calculations have been done with the remaining 17 respondents.

The next question is actually a sequel of the previous one which was intended to find out whether the service-seekers protested any mistreatment of the staff on the spot in an attempt to establish their right on public service. Responses are almost similar to that of the previous query. Only about 18 percent dared to protest. But the majority of them (82 percent) decided to remain silent or passive. It is an indication that our citizens are not groomed in way as to exert pressure on the ‘supply-side’.

**Figure-34: Verbal or Behavioral Protest against Mistreatment**

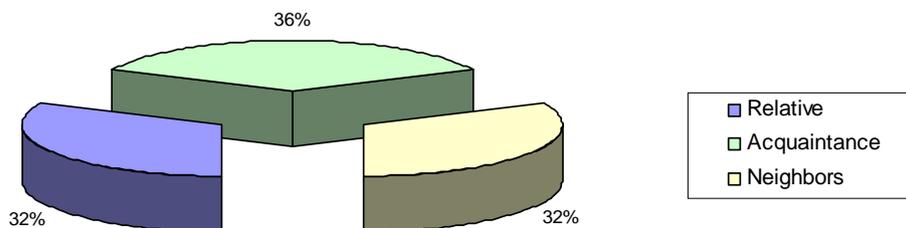


(n=17; yes=03; no=14; Table-28: Annexure-2)

But why they are so passive? Is it entirely a socio-cultural phenomenon or the apprehension that it would put their chance of getting ‘service’ at risk? Most answers carries a note of pessimism. First of all most of the customers who belong to the humble section of the society do not have the courage to fight with a government office, especially the one which has the authority to decide the fate of their most valuable earthly asset. Secondly, they do not believe a protest can bring any positive change. It will only change the matters for worse. It will result in numerous trips to the land office and end up producing many unnecessary papers to the office. Thirdly, they do not know organized protest can be an effective way to establish their right.

It is to be noted that most of the respondents described their companions (‘*mediums*’) as their relatives, neighbors or acquaintances. But later on it was found that in most cases those ‘relatives’ were, in fact, casual relations or neighbors ; not blood relations. They are either ashamed or afraid of disclosing the fact that they had been taking help of brokers or mediums.

**Figure-35: Who acts as ‘*Mediums*’?**

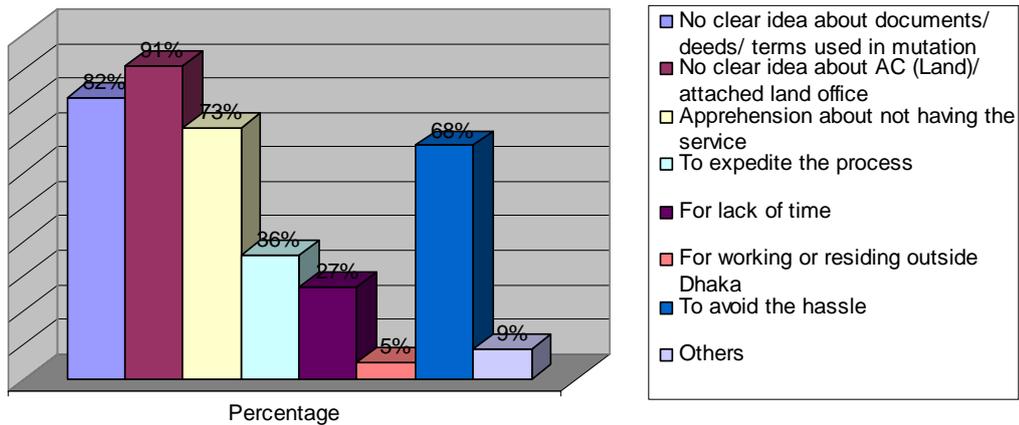


(n=22; Table-29: Annexure-2)

The crux of the problem is why people resort to a ‘*medium*’ for availing service? The questionnaire provided some probable answers and gave interviewees the liberty to choose as many as they think correct or agree with. So the study gets multiple answers from a single respondent. The same question was asked to both the service-seekers and service-providers to detect any differences in opinion. But the data do not show any significant shift or deviation in opinions between the customers and the employees. Differences are

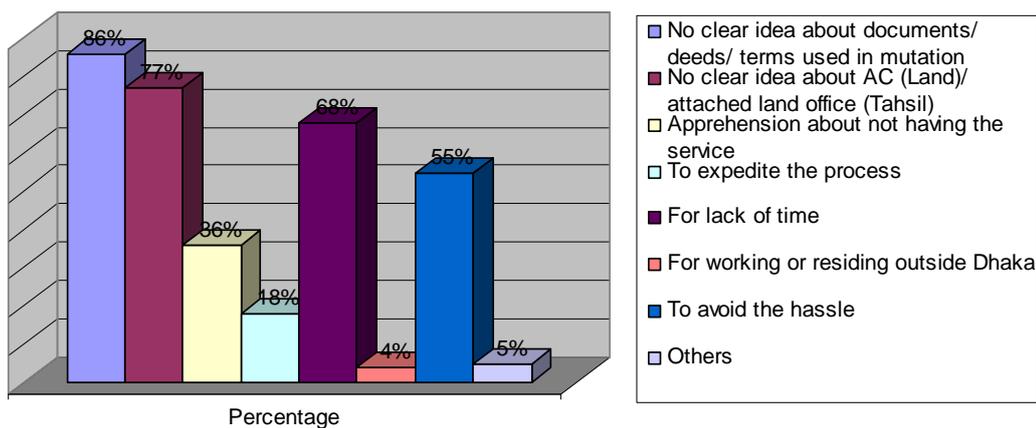
found only in the percentiles of various reasons. It turned out that lack of knowledge about the documents, papers and various terms used in the process, vague idea about AC (L) office or land office, apprehension about not having the service at all and to avoid all the hassles are the prime reasons for resorting to a 'medium'. They end up paying the 'medium' a handsome amount which may be in form of cash or a promise of future return of the favor.

**Figure-36: Main reasons for resorting to a 'Medium' (Citizens' confession)**



(n=22; Table-30: Annexure-2)

**Figure-37: Main reasons for resorting to a 'Medium' (Service-Providers' Opinion)**



(n=20; Table-31: Annexure-2)

It is evident from the top three reasons (no clear idea about documents and papers; no clear idea about land office and apprehension about not having the service) for resorting to a 'medium' or 'intermediary' that there is a psychological barrier that obstructs them to interact with the system directly.

Analysis of data indicates that the majority of the respondents (in total 55 percent) resort to the 'intermediaries' for service. But the most important feature of the civic practice is that the citizens have not developed the habit of claiming their rights. They are somewhat afraid of lodging complaint or protesting any mistreatment or anomaly of the office. In fact, a World Bank study (2002) validates these findings by reaching the conclusion that '*only a few bother to lodge formal complaint*'. They citizens have not inculcated the habit of protesting against the anomalies of system in an organized way. They are not groomed in a way to raise their 'voice' and put pressure on the service providers.

#### **4.14 Significance of the Variables**

An analysis of percentage-wise responses of the interviewees with the help of SPSS reveals that among two sets of variables the supply-side independent variables are clearly stronger and more significant as they affect the dependent variable '*service delivery*' directly. Bivariate Pearson's correlation analysis reveals that independent variable '*staffing and workload*' has the strongest correlation (Pearson's correlation,  $r = -0.711$ ) with '*service delivery*'. The value of correlation '**r**' accompanies a *minus* sign as 'inadequacy of human resource and workload' has an inverse relation with '*service delivery*'. The other variables '*work environment and logistics*' ( $r = 0.586$ ) and '*office management and procedure*' ( $r = 0.577$ ) have almost similar level of significance i.e. correlation with the dependant variable as they are to some extent interdependent. Components like budget and logistics are very closely linked with use of ICT tools and office automation. Interestingly '*attitude of the employees*' has turned out to be the least significant with a weak correlation coefficient ( $r = 0.209$ ). One of the likely explanations might be that the employee attitude is to some extent regulated and affected by official rules, norms, customs and customer influence. On the other hand the demand-side variables '*customer awareness*' ( $r = 0.180$ ) and '*civic practice*' ( $r = 0.165$ ) are found

almost equally significant. But still their significance is lesser than the supply side variables (*Table-5*). Probably it is because they do not affect the ‘*service delivery*’ directly.

**Table-5: Relationship among the Variables<sup>19</sup>**

	<b>Independent Variables</b>	<b>Correlation (r)</b>
Supply-side Independent Variables	Work environment and Logistics	0.586 **
	Staffing and Workload	-0.711 **
	Office management and Procedure	0.577 **
	Attitude of the Employees	0.209 **
Demand-side Independent Variables	Customer Awareness	0.180 *
	Civic Practice	0.165 *

\*\* Correlation is significant at the 0.01 level

#### **4.15 Conclusion**

This chapter has attempted to analyze the raw data and arranged them in groups according to the demand and supply side variables as set down in the analytical framework of the study. Analysis of raw data has yielded many interesting findings. The correlation analysis also revealed that the supply-side factors affect the service delivery system more than the demand-side factors. The next chapter will try to summarize the findings of data analysis in line with the variables of the study and lead towards finding the answers of the research questions.

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<sup>19</sup> Detail correlation analysis has been furnished in Table-32 in Annexure-2

## **CHAPTER 5: LOOKING THROUGH THE LENSES OF ANALYTICAL FRAMEWORK**

### **5.1 Introduction**

This chapter will look into the findings discussed in the previous chapter through the lenses of analytical framework. Basically it will summarize the findings in line with the analytical framework in a cohesive manner. The analytical framework of this research has four supply side and two demand side variables. The study implies that those variables affect the service delivery of AC (L) office. This chapter will describe in nutshell what analysis of data has revealed in the previous chapter.

### **5.2 Summing up the Findings**

‘Staffing and Workload’ is a crucial supply side variable. Analysis of data in the previous chapter has revealed that the existing human resource in the AC (L) offices is miserably inadequate for the population size they serve in Dhaka city or the number of cases they deal everyday. It is amazing to know that only 19 desk level officers and staff dealt with more than fifty six thousand cases last year. Some officers like AC (L) or *Kanun-go* even have to deal with more than 100 cases a day. Obviously it puts enormous workload on them and on the office as a whole. The employees have to work extra-time regularly after the office hour to keep the records of the day updated. Of course, all these extra works go without any extra payment or incentive as is the case with the government offices.

The study has attempted to evaluate the ‘Work Environment and Logistics’ in terms of budget, supply of office equipments, stationeries, printed materials, furniture, office space, amenities like water and telephone connection, washroom facilities and overall environment of the office. The findings are very disconcerting. The study found that AC (L) offices neither receive any regular budget for its operational expenses nor receive any supply of office equipments, stationeries, printed materials and furniture. Most of the offices lack space. Many offices do not have basic amenities like telephone or water connection. Even their washrooms are not in good condition. Some of the land offices do not even have financial approval of the government. The employees work on deputation and draw salary from another office. Even the customers (who functioned as ‘neutral eye’)

opined that the office environment is not suitable for the employees to work up to their full potential.

‘Office Management and Procedure’ is mainly characterized by the management style, use of ICT and office automation, display of information for the citizens, state of monitoring and supervision, congeniality of rules and regulations for prompt delivery of service and overall office environment. The research finds that the management style of the AC (L) offices is not modern, they do not use ICT or any other office automation to facilitate the service delivery and the state of supervision & monitoring of the offices is not up to the mark. Interestingly though more than fifty percent of the respondents from both sides reached the opinion that the rules and regulations for service delivery are congenial a close study of the procedure revealed that those were not. Though more than fifty percent of the service-seekers declared the overall office environment as ‘good’ it has to be taken into consideration that at least a considerable portion of responses are tainted by various socio-cultural phenomena that make ordinary citizens passive while dealing with a government office.

‘Attitude of the Employees’ is an important supply side variable. It actually gives an idea about the motivational or psychological challenges faced by the employees due to absence of incentives as is the case with any public office. Indicators like accessibility, treatment and cooperation have been used to get a pulse of the employee attitude. In the previous chapter we have seen that 57 percent respondents reported that the employees were accessible, 55 percent respondents received cooperation and in total 64 percent claimed to get honorable or acceptable behavior from the employees. Data also revealed that more than 60 percent got their service within 03 visits to the land office. All these information imply that at least percentage wise the employee attitude is just on the positive side of the balance. But it has to be taken into consideration that a significant portion of the service-seekers (43-45 percent) are left out. The marker of employee attitude is just hovering between the positive and negative. This state of employee attitude is, in fact, a reflection of the motivational challenge they face. Though it has been discussed briefly in the previous chapter who and why some customers are getting positive treatment while others are left out there are still scopes for more study.

Now let us see what the indicators of demand side variables point at. ‘Customer Awareness’ is a very important variable as far as the service delivery is concerned. It is characterized by citizens’ awareness about civic right, understanding of service related information and familiarity with service related issues. It has been found that even in the capital city a significant portion of the customers are not fully aware civic rights. Information provided by the office to facilitate the service seekers still go unnoticed by them and many of them who notice do not care to read. Only about a quarter of the customers are familiar with various terms and documents related to service. On the whole all these indicators give an impression that the level of customer awareness is still a matter of concern and do not actually contribute anything to the effective functioning of the service delivery system of AC (L) office.

‘Civic practice’ is another demand side variable that affects the service delivery of AC (L) offices. The indicators for finding out the nature and features of ‘civic practice’ are how people approach the service delivery system, how they react when they confront misbehave, mistreatment or denial of service and finally why people tend to resort to ‘*intermediaries*’ or ‘*mediums*’. It has been found that only a very small percentage of them protests or complains against such anomalies. The study also discovered that the main reasons for resorting to a ‘*medium*’ for getting services stem from the fact that service seekers have no clear idea about AC (L) and its attached land offices, about processes, various documents/terms used in mutation, apprehension about not getting the service, to avoid hassle and lack of time on part of the service-seekers. The most important feature of civic practice is that the citizens have not developed the habit of claiming their rights. Even they are not in a position to raise their ‘voice’ and put pressure on the service providers. So it turns out that our civic practice or culture has not reached the stage to contribute actively to the service delivery system. It neither promotes the system nor adds any value. Absence of connection to or participation by ordinary citizens in the service delivery system aggravates the situation and proper service delivery is hampered.

### **5.3 Linking the Findings with Theoretical Concepts**

It will be interesting to see how the findings fit with the theoretical concepts used in this study. As it has been discussed earlier in Chapter-3 that according the Systems Approach

theory organizations take inputs from external environment and transform them into outputs through a conversion process. So basically output is directly dependent on input and conversion process. As per the findings of the study there are acute shortage and even absence of both financial and human resources in the AC (L) offices which are basic inputs for 'service' as an output. Other inputs like logistics, infrastructure and technology are also scarce. The management and procedure of AC (L) offices which function as the 'conversion process' of systems theory are also found somewhat clumsy and complicated. Naturally the output 'service' of the AC (L) offices are not upto the mark and which is in line with the findings of the study.

In the case of Herzberg's Two-Factor theory work environment, basic amenities and workload of AC (L) offices act as hygiene factors. As the work environment is not conducive, workload is enormous and basic facilities are scarce the employees are dissatisfied. Again there are no incentives like extra payment, allowance or reward for extra-work which indicates the absence of motivating factors in AC (L) office. Therefore, the employees suffer from motivational challenge which is reflected in their treatment of and cooperation to the service seekers.

Demand-side approach argues that 'informed customers' are best customers and they have a role to play in the service delivery system by claiming their rights and exerting pressure on the supply-side. The findings of the study reveal that customers of the AC (L) offices in Dhaka are not fully aware of their rights. They are not in a position to put pressure on the supply-side. They tend to circumvent the 'system' for getting service and remain passive. As a result they do not play any role to help the service delivery system function properly and effectively as 'Demand-side approach' suggests. On the whole, the findings of the study are in line with the theoretical concepts to a great extent.

#### **5.4 Reaching towards Conclusion**

The above discussions have summarized the findings of the previous chapter in line with the analytical framework and depicted a compact image of the conditions prevailing in the AC (L) offices. Findings on various indicators have given the variables of this study a definitive shape. The next chapter is expected to draw conclusions from this summary of findings about the variables structured in the analytical framework.

## **CHAPTER 6: CONCLUSION & POLICY IMPLICATIONS**

### **6.1 Introduction**

The ultimate goal of any research is to find the answers of the research questions. This chapter will attempt to find the answers of the research questions in the light of the previous discussions in chapter 4 and 5. It will also try to evaluate how far it has been successful in finding the answers of the research questions. At the end it will draw conclusions and point out the implications which may also be used as policy inputs.

### **6.2 Finding the Answers**

The research deals with two research questions. The first one is: ‘What are the challenges the service providers confront in delivering service in the AC (L) offices of Dhaka city?’ Actually this question is the essence of several constituent questions like- are the AC (L) offices self-sufficient in terms of both human and financial resource? Is the work environment suitable for the employees? Do the offices have required logistics to carry on its routine functions? Is the management dynamic enough to produce expected momentum in service delivery? Are the procedures for mutation simple enough? Or do they suffer from resource constraints and procedural complications? Are the employees being paralyzed by any motivational or psychological challenge? These questions mainly focus on the organizational capability of the service providers which is a supply side issue. Findings from data analysis answer most of the questions.

From data analysis it has been found that the AC (L) and attached land offices suffer from acute shortage of financial and human resource. The officers and staff have to take tremendous workload without any incentive. They work with scarce or almost no logistic support. The work environment is not pleasant or conducive for the employees at all. Some of them do not even have access to basic necessities like water connection and washrooms. The procedures for mutation are clumsy and time consuming. Management style of those offices is not modern. Employees suffer from motivational challenges due to absence of motivational factors which is evident in their attitude towards the customers.

So it becomes obvious that the service providers confront challenges while delivering service in the AC (L) offices of the capital city of Dhaka.

The second research question focuses on the demand side: ‘What is the role of the citizens in making the service delivery system effective?’ This question also has the combined effect of some elementary questions. Do the citizens really play any role in the service delivery system? Do they interact with and approach to the system directly? To what extent citizens are contributing? What is the level of awareness among the service recipients? Do they raise their ‘voice’ to put pressure on the service providers? In previous chapters it has been found that citizens are prone to bypass the system. For many reasons they try to get the service by circumventing the formal procedure. They have neither inculcated the habit of putting pressure on the system nor groomed in a way to protest any anomaly of the system. Service seekers interaction with the service providers is rather passive and indirect. Their level of awareness is also questionable and a matter of concern. So it is evident that the citizens do not actually play any role to make the service delivery system effective. Rather the absence of interest or participation by ordinary citizens in the service delivery system further aggravates the situation.

It is clear from the above discussion that the findings of the study have been able to answer the research questions quite successfully and without any ambiguity. These findings also have some implications which can be useful in policy formulation.

### **6.3 Policy Implications**

The findings of any study usually have some implications which may be used as policy inputs for policy formulation. This study too, though in a very small scale, has unearthed some findings which might turn out to be useful in making policies to improve the service delivery system of the AC (L) office.

First of all, increasing the number of outlets viz. AC (L) and its attached land offices in proportion to its population will definitely help to ease out the enormous pressure on the existing offices. At the same time creation of optimum number of substantive posts for all AC (L) offices and placement of officers and staff in those posts can solve the problem of inadequate human resource. Besides administrative approval financial approval should

also be granted for all AC (L) and its attached land offices in Dhaka and operational budget should be sanctioned against them so that they can operate effectively. AC (L) and its attached land offices need to be provided with required logistic support to increase their organizational capacity. Necessary initiatives may be taken to increase interaction between the service providers and the seekers through awareness building campaign with the help of both print & electronic media and through other effective means. So the ordinary citizens can participate meaningfully in the service delivery system. The procedures for mutation and other services need thorough scrutiny for their simplification. Introduction of ICT and other automated system can usher in a new era of service delivery in the AC (L) offices.

This study has been focused mainly on the organizational capacity of the AC (L) offices and the state of people's participation in the service delivery system. But the motivational aspects of the employees draw attention for in-depth study. Besides the civic practice of the service-seekers would really be an interesting subject for further study particularly in respect of service delivery.



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08. Is the budget allotted for the office adequate to meet the regular expenses?
- Yes  No  Comment .....
09. Does your office have a telephone connection?
- Yes  No  Comment .....
10. Does your office get regular budget to pay utility bills (like water, electricity, telephone etc.)?
- Yes  No  Comment .....
11. (a) Does your office have any toilet or washroom facility?
- Yes  No  Comment .....
- (b) Are those toilets/washrooms in usable condition?
- Yes  No  Comment .....
12. How many steps do you have to follow for providing service (e.g. mutation) to the people?
- 01 step  02 steps  03 steps  04 steps  05 steps
13. Do you think the rules and regulations are congenial for prompt delivery of service like mutation?
- Yes  No  Comment .....
14. Do you think the overall management of your office is modern?
- Yes  No  Comment .....
15. Does this office use Information Communication Technology (ICT) to provide service to the people?
- Yes  No  Comment .....
16. What is the frequency of inspection in your office by superior officers?
- 01 time  02 times  03 times  04 times  05 times
17. Does your office display any kind of citizen charter/cautionary signs/chart of government fees/directives and instructions for the service-seekers?
- Yes  No  Comment .....

18. Does your office have any effective supervision system to ensure expected delivery of service to the citizens?

- Yes                       No                       Comment .....

19. (a) Do the customers come to the office directly? Or do they resort to some medium/broker/professional lobbyist/network for getting the service?

- Yes                       No                       Comment .....

(b) What in your opinion are the main reasons for resorting to such medium/broker/professional lobbyist/network? (You can mention more than one reasons if you agree)

- No clear idea about documents/ deeds/ terms used in mutation
- No clear idea about AC (Land)/ attached land office
- Apprehension about not having the service
- To expedite the process
- For lack of time
- For working or residing outside Dhaka
- To avoid the hassle
- Others .....

20. What in your opinion are the major challenges/obstacles to provide expected service to the citizens promptly?

21. What is your personal view regarding prompt delivery of service to the citizens?



09. Have you found the office easily?
- Yes                       No                       Comment .....
10. Did you complain about the delay/mismanagement/ misbehave/ harassment etc. of the customers by the staff?
- Yes                       No                       Comment .....
11. Did you protest against the delay/mismanagement/ misbehave/ harassment etc. of the staff/officer concerned on the spot?
- Yes                       No                       Comment .....
12. Do you know public service is a right; not a favor of the officials?
- Yes                       No                       Comment .....
13. Are you familiar with various terms and documents (like- mutation, certified copy, CS/SA/RS/City survey, *mouza*, plot or *khatian* number etc.) related to the service you are seeking?
- Yes                       No                       Comment .....
14. (a) Does the office display any form of citizen charter/cautionary signs/chart of government fees/directives and instructions for the service-seekers?
- Yes                       No                       Comment .....
- (b) Did you understand those instructions/ advices/ cautions/ rate of government fee easily which are being displayed in the office?
- Yes                       No                       Comment .....
15. (a) Have you come to this office directly all by yourself?
- Yes                       No                       Comment .....
- (b) If not then have you resorted to any '*medium*' (acquaintance, relatives, any office staff, professional lobbyist, brokers etc.) for the service?
- Yes
- No
- If your answer is 'yes' then mention the '*medium*' please. ....

(c) Have they demanded any 'money or other privileges' for the service brokerage?

- Yes                       No                       Comment .....

(d) Why have you resorted to such '*mediums*'? (You can mention more than one reasons if you agree)

- No clear idea about documents/ deeds/ terms used in mutation
- No clear idea about AC (Land)/ attached land office
- Apprehension about not having the service
- To expedite the process
- For lack of time
- For working or residing outside Dhaka
- To avoid the hassle
- Others .....

16. What in your opinion are the major obstacles in receiving expected service promptly?

**Table-1: Location of the AC (L) offices**

(n=40)

Response	Number of respondents	Percentage (%)
Easy to locate	14	35.0
Not easy to locate	26	65.0

**Table-2: Adequacy of Human Resource in the opinion of the Employees**

(n=20)

Response	Number of respondents	Percentage (%)
Adequate	18	90
Not adequate	02	10

**Table-3: Number of Customers Attended by the Officers/staff each day on average**

(n=20)

Range of persons attended	Number of respondents	Percentage (%)
11-20	01	05
21-30	01	05
31-40	08	40
40 and above	10	50

**Table-4: Working time required to keep the business of the day updated**

(n=20)

Response	Number of respondents	Percentage (%)
Need to work extra time	18	90
Don't need to work extra time	02	10

**Table-5: Supply of forms and stationeries**

(n=20)

Response	Number of respondents	Percentage (%)
Receive supply	-	0
Do not receive supply	20	100

**Table-6: Supply of office furniture**

(n=20)

Response	Number of respondents	Percentage (%)
Receive supply	09	45
Do not receive supply	11	55

**Table-7: Budget Scenario**

(n=20)

Response	Number of respondents	Percentage (%)
Regular budget	-	0
No regular budget	20	100

**Table-8: Telephone Connection**

(n=20)

Response	Number of respondents	Percentage (%)
Connected	10	50
Not connected	10	50

**Table-9: Water Supply**

(n=20)

Response	Number of respondents	Percentage (%)
Have water connection	16	80
No water connection	04	20

**Table-10: Condition of Washrooms**

(n=16)

Condition	Number of respondents	Percentage (%)
Good	07	44
Usable	05	33
Bad	04	23

**Table-11: Suitability of Office Environment: Citizens' Opinion**

(n=40)

Response	Number of respondents	Percentage (%)
Suitable for work	15	37.5
Not suitable	21	52.5
Don't know	04	10.0

**Table-12: Management Style of the Office**

(n=20)

Response	Number of respondents	Percentage (%)
Yes	05	25
No	15	75

**Table-13: Use of ICT in Service Delivery**

(n=20)

Response	Number of respondents	Percentage (%)
Yes	-	-
No	20	100

**Table-14: Display of Information**

(n=40)

Response	Number of respondents	Percentage (%)
Yes	32	80
No	0	-
Did not notice	08	20

**Table-15: Monitoring & Supervision in AC (L) Office**

(n=20)

Frequency of visit in a year	Number of respondents	Percentage (%)
01 time	-	-
02 times	01	05
03 times	07	35
04 times	12	60
05 times	-	-

**Table-16: Employees' view on the Congeniality of Rules and Regulations**

(n=20)

Response	Number of respondents	Percentage (%)
Yes	11	55
No	08	40
Don't Know	01	05

**Table-17: Citizens' View on the Congeniality of Rules and Regulations**

(n=40)

Response	Number of respondents	Percentage (%)
Yes	20	50
No	08	20
Don't Know	12	30

**Table-18: Overall environment of the AC (L) Offices in Customers eye**

(n=40)

Overall environment	Number of respondents	Percentage (%)
Very Good	-	-
Good	21	52.5
Average	09	22.5
Bad	07	17.5
Worst	02	5
Don't know	01	2.5

**Table-19: Accessibility of Officers and Staff**

(n=40)

Response	Number of Respondents	Percentage (%)
Easily Accessible	23	57.5
Not easily accessible	17	42.5

**Table-20: Cooperation of the officers and staff**

(n=40)

Response	Number of Respondents	Percentage (%)
Received cooperation	22	55
Did not receive cooperation	18	45

**Table-21: Number of Trips made to AC (L) office for mutation/service**

(n=40)

Number of times commuted	Number of respondents	Percentage (%)
1 time	2	5.0
2 times	6	15.0
3 times	17	42.5
4 times	9	22.5
5 times	3	7.5
6 times	2	5.0
7 times	1	2.5

**Table-22: Treatment of the Customers**

(n=40)

Manner of treatment	Number of Respondents	Percentage
Dignified and Honorable	12	30.0
Acceptable	14	35.0
Indifferent	11	27.5
Rude	3	7.5

**Table-23: Public Service as Right: Are the Citizens Aware?**

(n=40)

Response	Number of respondents	Percentage (%)
Yes	31	77.50
No	09	22.50

**Table-24: Customers' understanding to service related information**

(n=40)

Response	Number of respondents	Percentage (%)
Understood clearly	20	50
Did not understood clearly	04	10
Did not care to read	08	20
Did not even notice	08	20

**Table-25: Citizens' Knowledge about the Service**

(n=40)

Response	Number of respondents	Percentage (%)
Familiar	11	27.5
Partially Familiar	04	10.0
Not Familiar	25	62.5

**Table-26: Customer Approach to Service**

(n=40)

Response	Number of respondents	Percentage (%)
Self Approach	18	45
Mixed approach	07	17.5
Approach through Medium	15	37.5

**Table-27: Complaining against mistreatment of the office**

(n=17)\*

Response	Number of respondents	Percentage (%)
Lodged complain	04	23.50%
Did not complain	13	76.50%

\* As 23 of the 40 respondents claimed to have received cooperation from the office the calculations have been done with the remaining 17 respondents.

**Table-28: Protesting Mistreatment**

(n=17\*)

Response	Number of respondents	Percentage (%)
Yes	03	17.50
No	14	82.50

\* As 23 of the 40 respondents claimed to have received cooperation from the office the calculations have been done with the remaining 17 respondents.

**Table-29: Who are the 'Mediums'?**

(n=22)

Response	Number of respondents	Percentage (%)
Relative	07	32
Acquaintance	08	36
Neighbors	07	32

**Table-30: Main reasons for resorting to a 'Medium' (Citizens' confession)**

(n=22\*)

Reasons	No. of Respondents	Percentage
No clear idea about documents/ deeds/ terms used in mutation	18	82
No clear idea about AC (Land)/ attached land office	20	91
Apprehension about not having the service	16	73
To expedite the process	8	36
For lack of time	6	27
For working or residing outside Dhaka	1	5
To avoid the hassle	15	68
Others	2	9

\* Who resorted to a medium

**Table-31: Main reasons for resorting to a 'Medium' (Service-Providers' Opinion)**

(n=20)

Reasons	No. of Respondents	Percentage
No clear idea about documents/ deeds/ terms used in mutation	19	86
No clear idea about AC (Land)/ attached land office (Tahsil)	17	77
Apprehension about not having the service	8	36
To expedite the process	4	18
For lack of time	15	68
For working or residing outside Dhaka	1	4
To avoid the hassle	12	55
Others	1	5

**Table -32: Bivariate Pearson's Correlation Analysis among the Variables**

Variables		Service Delivery	Staffing & Workload	Work Environment & Logistics	Office management & Procedure	Employee Attitude	Customer Awareness	Civic Practice
Service Delivery	Pearson Correlation	1	-.711**	.586**	.577**	.209	.554**	.516**
	Sig. (2-tailed)		.000	.000	.000	.110	.000	.000
	N	60	60	60	60	60	60	60
Staffing & Workload	Pearson Correlation	-.711**	1	-.545**	-.414**	-.249	-.355**	-.263*
	Sig. (2-tailed)	.000		.000	.001	.055	.005	.042
	N	60	60	60	60	60	60	60
Work Environment & Logistics	Pearson Correlation	.586**	-.545**	1	.525**	.237	.497**	.278*
	Sig. (2-tailed)	.000	.000		.000	.068	.000	.031
	N	60	60	60	60	60	60	60
Office management & Procedure	Pearson Correlation	.577**	-.414**	.525**	1	.196	.457**	.290*
	Sig. (2-tailed)	.000	.001	.000		.134	.000	.025
	N	60	60	60	60	60	60	60
Employee Attitude	Pearson Correlation	.209	-.249	.237	.196	1	.241	.164
	Sig. (2-tailed)	.110	.055	.068	.134		.064	.210
	N	60	60	60	60	60	60	60
Customer Awareness	Pearson Correlation	.180*	-.355**	.497**	.457**	.241	1	.342**
	Sig. (2-tailed)	.000	.005	.000	.000	.064		.007
	N	60	60	60	60	60	60	60
Civic Practice	Pearson Correlation	.165*	-.263*	.278*	.290*	.164	.342**	1
	Sig. (2-tailed)	.000	.042	.031	.025	.210	.007	
	N	60	60	60	60	60	60	60

\*\* . Correlation is significant at the 0.01 level (2-tailed).

\* . Correlation is significant at the 0.05 level (2-tailed).