

**STRENGTHENING LOCAL GOVERNMENT UNION PARISHAD BY LOCAL
RESOURCE MOBILIZATION AND NEED BASED ACTIVITIES FOR
STAKEHOLDERS AT GRASS-ROOT LEVEL**

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ABSTRACT

Strengthening local government Union Parishad is our constitutional obligation. It is one of the essential elements of good governance and service delivery to the rural people of Bangladesh. According to the UP ordinance, 1983 UP has to perform a lot of jobs for the greater benefit of its people while it has resource constraints. For strengthening UP economically, the local sources of revenue should be activated through proper assessment and creative management. The items of revenue for the UP must be diversified, so that UP could generate sufficient funds to contribute to people's service oriented activities. UP could collect local resource from different sources but ensuring accountability and responsibility is difficult task. So some necessary steps must be there to ensure proper utilization of public property. Local audit in addition to central audit may be one of the important factors for creating corruption free environment at UPs. Another important think is that UP would not take any commercial activity that can make harm or have negative impact upon the economic activities of the individuals or group of people of the concerned area. The development of economy is one for transformation of the rural economy is one sector, where UP, GOs and NGOs could play a significant role through mobilization of local resources. UPs extend to the grassroots level of organizational structure with all hopes and aspirations for the people of all strata living in the jurisdiction of their boundaries. Some definite functions are to be carried out by UPs as per their present objectives. If the mode of activities can be modified with some more specific objectives definitely the UPs would be of much more beneficial to all people. But the UPs are overburdened with functions as compared to their financial ability and manpower. People know better about their needs. They know how far a plan would be implemented able and what should be the list of preference. For local development UP as the representative of a particular group of people of a particular area, should have the authority of planning and performance for remobilization of local resources for local development. UPs planning capability should be enhanced with some guidelines and reservations and the UP should be the main actor in implementation of the plan as well as the UPs should have the real decision making power in their business. For better services from the UPs, political interference and corruption free environment must be ensured. Proper supervision of works and coordination among UPs, GOs and NGOs activities could establish UPs as a real public service organization at grass root level, where people could enjoy and meet up their basic needs. The present study looks into the vital sources of local resources for increasing financial support to the UPs and at the same time the study is conducted to search out the need based activities for stakeholders. The Union Parishads as extraordinary organization can well be the effective for the local resources and satisfactory public service.

Key Words: Union Parishad, Local resource mobilization, Need based activities, Stakeholders

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ACRONYM

BDO: Basic Democratic Order
BPATC: Bangladesh Public Administration Training Centre
BRAC: Bangladesh Rural Advancement Committee
FTC: Foundation Training Course
GO: Government Organization
HBFC: House Building Finance Corporation
IPTT: Immovable Property Transfer Tax
LG: Local Government
LGB: Local Government Body
LGD: Local Government Division
LRM: Local Resource Mobilization
MP: Member of Parliament
NGO: Non Government Organization
PARC: Public Administration Reform Commission
PIC: Project Implementation Committee
PIO: Project Implementation Officers
RMP: Rural Maintenance Program
SSC: Senior Staff Course
TDC: Thana Development Committee
TR: Test Relief
UAO: Upazila Account Officers
UE: Upazila Engineer
UNO: Upazila Nirbahi Officer
UP: Union Parishad
UZP: Upazila Parishad
UPR: Union Parishad Representatives
USWO: Upazila Social Welfare Office
VGD: Vulnerable Group Development
VGF: Vulnerable Group Feeding

GLOSSARY

Aratdar: Owners of storage goods

Chaukiddar: Village police

Dafadar: Head of the village police

Gram Sarker: Root level public representative

Jalmahals: Large water body owned by the Government

Jatra: One kind of entertainment activities includes drama, song and dance

Kabika: Food for work program at village level

Kabita: Money for wok program at village level

Khas Land: Land owned by Government

Mastaans: Unruly people

Monga: Crisis of food

Palli Parishad: Root level local government body

Panchayat: Previous name of Union Parishad

Salish: one kind of justice

Swapnapuri: Name of a amusement park

Thana: Police station

Van: One kind of vehicle with three wheels

CHAPTER-I

1. INTRODUCTION

1.1. Prelude

Local Government or local self Government is defined by the United Nations as-"Local self Government as a political sub-division of a nation or state which is constituted by the law and has substantial control over local affairs, including the power to impose taxes or extra labor for prescribed purpose." After independence we got a well written constitution. In this constitution we got the instruction for promotion of local Government Institution as "The state shall encourage local Government institutions composed of representatives of the areas concerned in such institutions special representation shall be given, as far as possible, to peasants works and woman" Article-9. In the Article 59 & 60 of the Constitution there is description of the formation, function and power of local Government. Local government by definition is democratic self-governance that must be accountable to the people. Local Government refers to the government below or government as organized locally. Autonomous, democratic local governance is an integral part of the Bangladesh constitutional system. Most challenges people face are local. Therefore the best way to solve them is through local initiatives and local leadership by awakening and mobilizing people. The elected bodies can play a catalytic role by fomenting a social movement that can greatly contribute to the socio-economic resurgence of the country. A strong local government system can ensure good governance through transparency, accountability, effective participation and equal opportunities for all. It can also lay the foundation for a vibrant democratic system (<http://www.local-democracy.org>). Historically, local government was always there in Bengal. Only its forms differed from age to age. The ancient and medieval governments of Bengal were heavily dependent on village institutions, which made the structure of the local government. The village society was left to itself for its own governance. The king remained contented with its share in produce in the form of tax. There were state-sponsored institutions, such as village headmen and village councils of many denominations. These were instituted for double purposes: to collect tax and to keep the people together for keeping production going and for keeping the kingdom happy and prosperous. There is not enough record to discuss in details about the actual nature of the local governance. It is quite possible that above the village level, there existed not local self-government but a local extension of the central authority, perhaps tempered by some degree of local consultation system through a social council system. Strengthening local government is one of the essential elements of good governance and service delivery to the rural people of Bangladesh. "The State shall encourage local Government institutions composed of representatives of the areas concerned and in such institutions special representation shall be given, as far as possible, to peasants, workers and women"- as it is said in Article 9 of the Constitution of the People's Republic of Bangladesh. Instead of encouraging local government, centralization has been ensured by all the governments (Chowdhury,

2005). Though there had been suggestion for encouraging local government in the constitution of Bangladesh, successive governments have discouraged this basic institution instead. As a result, essence of the development activities does not reach to rural people and centralization remains a big problem until now after three decades of independence.

1.2. Historical Background of Union Parishads

1.2.1. Evolution of Local Government System

The story of the evolution of the local government system in Bangladesh is in many ways similar to that of India and Pakistan as all three countries share a common history. Local governments in one form or another have been in existence in the Indian subcontinent for centuries. Two varieties of self-government institutions, i.e. the headman and *Panchayats* appear to be operational in rural areas since early times. The headman was not an elected official but came from the most dominant family in the village. His importance was due to two factors: all contacts, be it political or administrative, between the villager and authorities had to be routed through him and he was involved in collection of taxes from the village. The *Panchayat* was an elected body with executive and judicial functions. But often the headman controlled the *Panchayat* (Siddiqui 1992). During the Mughal rule of India, the *Panchayat* system disappeared altogether. During almost two hundred years of British rule (1765-1947) over the Indian subcontinent, a number of experiments were made with the local government system. All the experiments were intended to devise a system that would serve their imperial interest. The major objective of the British in India was twofold: maximization of land revenue collection and maintenance of law and order. Naturally, the British as an imperial power had little understanding of and interest in indigenous local self-governing institutions. Though in 1870 the Village *Chowkidari* Act in Bengal established union *Panchayats* to collect tax to maintain *Chowkidars* (village police), Lord Ripon's Resolution on local self-government laid the foundation of local self-government in rural India. This resolution 18 May 1882 was important for two reasons: it set out general principles for development of local institutions in the future and provided the rationale behind functions of local bodies. The Rippon resolution was passed in 1885 as the Bengal Local Self-Government Act III of 1885. The existence of Local Government institutions is assumed necessary even in ancient and medieval period in this sub-continent. The Bengal *Chowkidari* Act of 1870 was the first attempt to revive the traditional *Panchayat* system. A three-tier Local Government system came into force in Bengal with the passing of the Local Self-Government Act of 1885-The District Board at the district level, the Local Board at the sub-division level and the Union Committee at the union level. During the Pakistan Period, the major experiment with local government was carried out through the Basic Democracies Order of 1959 providing four-tier local government. Union boards consisted of two-thirds elected members while the rest were nominated. The Chairman was elected among members of the union boards. The boards were given a number of specific responsibilities including the authority to levy taxes. By the end of the 1920s district

boards were functioning under the stewardship of non-official chairmen. During the formative years of Pakistan's existence as an independent nation until 1971, the provincial government of East Pakistan initiated some important changes. General Ayub Khan, who seized power in 1958, introduced a system of local government known as Basic Democracy. But the concept of basic democracy, a four-tier system, lacked novelty and innovation. It bore a clear resemblance of two layers, the union councils and municipal committees of the British days (*Khan 1997*). Since Independence in 1971, a number of attempts have been made to tinker with the local government system in Bangladesh. Changes have been made from time to time in terms of the nomenclature of tiers of local government, but almost nothing was done to strengthen local governments. Therefore, the structure of the local government system has remained more or less unchanged (*UN-ESCAP, on-line*).

1.2.2. Local Government UP and Its Chronological Change

After Independence, President's Order 7 issued in 1972 dissolved all the existing local government bodies. The government appointed certain committees for performing the functions of these defunct bodies. Moreover, the names of the Union Council and District Council were changed to Union *Panchayet* (later remained Union Parishad) and Zila Board (later renamed District Prishad), respectively. However, no such committees were appointed in the thana and division level. The constitution of 1972 included specific provisions relating to the basic structure and functions of local bodies. Article 9 provided for the formation of local bodies at every administrative units composed of elected representatives of the areas concerned. In 1973, elections to the Union Parishads (UP) constituted under a newly issued Presidential order (President's Order No. 22) were held. This Order specified that a union comprising several villages was to be divided into three wards, and each ward was to elect three UP members, i.e. 9 members in all in a union. Moreover, the Order also provided the posts of chairman and vice chairman to be elected by all the voters within a union, including detailed provisions as regards the term of office, qualifications, responsibilities, removal of the UP chairman/vice-chairman and members. The Sub-divisional Officers and Deputy Commissioners were the ex-officio chairmen of the Thana Councils and District Councils respectively. Under the Fourth Amendment of the Constitution in 1975, major changes in the Constitution were made and the provisions relating to the local bodies were scrapped. Provisions were made for the formation of certain types of local bodies, mostly non-elective.

In 1976, the Local Government Ordinance (LGO) issued by the government made provisions for the formation of three types of rural local government, Union Parishad, Thana Parishad and Zila Parishad. The composition and functions of the Union Parishad remained much the same as in Presidential Order 22 of 1973, except for the abolition of the post of vice chairman and the inclusion of two additional types of UP members, i.e., two woman members and two peasant members to be nominated by the government. Its term was fixed at five years. The LGO also prescribed detailed provisions as regards

the qualifications and removal procedures of the UP chairman/members as well as how the UP proceedings were to be conducted. But the government retained much controlling power over the UPs in that its prescribed authority, i.e. SDOs in the case of UPs, could veto any of UPs' decisions. The UP was entrusted with forty functions. The main functions included public welfare, maintenance of law and order, revenue collection, development and adjudication. Its sources of revenue remained almost similar to those of the Basic Democracies Order (BDO) of 1959, i.e. the government grants, taxes, rates, fees, etc. In 1979, a body called the Thana Development Committee (TDC) consisting of all UP Chairmans of the concerned Thana was allowed to start functioning. A four-tier, called the Swanirvar Gram Sarkar was introduced in 1980 at the village level. In 1982, government constituted a ten-member committee for administrative reorganization. Based on the committee's recommendations the government undertook major steps to reorganize the existing local bodies at thana level in particular. On 23 December 1982 the Local Government (Thana Parishad and Thana Administration Reorganization) Ordinance was promulgated to introduce major changes with respect to the system of local government at the thana level. Under the reorganized set-up, thana was designated as the focal point of administration. Responsibility for all development activities at the local level was transferred to the Thana Parishad. The national government retained direct responsibility for regulatory functions and major development activities of national and regional importance. In 1983, the Local Government Ordinance of 1982 was amended to redesign and upgrade the existing thanas as upazilas (sub-districts). Subsequently, one additional Ordinance and five Acts were passed for reorganizing other rural local bodies, such as Union Parishad, Zila Parishad, Hill District Local Government Parishad and Palli Parishad. In 1983, a fresh Local Government (Union Parishad) Ordinance was promulgated. This Ordinance and its later amendments retained many of the provisions of the Ordinance of 1976, except for the provision of three woman members to be nominated by the government. The UP chairman and nine members were to be elected; the qualifications of the UP chairman/members, their term of office and removal, manner of conducting the UP business, remained the same as in the Ordinance of 1976. Similarly the functions were also the same, 36 specified functions included civic and public welfare, police and defense, revenue and general administration, development and judiciary. In addition to these formal functions the UPs also had to perform certain additional functions to meet specific needs of the local people as well as to comply with instructions issued by different ministries/agencies from time to time. The UP was allowed to levy taxes, rates and fees on certain items; but the collection of the same from local sources were by and large extremely poor. In fact, the bulk of the UP income came from the government in the form of financial grants. In 1991 to 1996 the government chose to change the upazila system and set up instead democratically designed decentralized structures at the appropriate levels. Elections to constitute fresh UPs were held in 1992 in accordance with the provision of the Local Government (Union Parishad) Ordinance of 1983, but to constitute local bodies at other higher levels a bill to that end was submitted to Jatiya Sangsad in 1992. In 1993, through "Local Government

Ordinance" 1983 (Revised), a new system was introduced by which women were selected as members by their respective elected UP member. The local government structures now evolved in Bangladesh is the result of a chronology of events and bears the vesting of a number of changes and modifications occurred in different period of time. The Presidential Order 7 of 1972 renamed union council as union panchayet, the Presidential Order 22 of 1973 again renamed union panchayet as UP and made a provision of one Chairman and one Vice-chairman.

Table 1.1: Chronological Change of LGUP

Act/ Ordinance in different period	Change of UP	Composition
Pre-British • Originated on their own, thus did not have a legal basis	• Panchayet at village level	• Consisted of 5 persons appointed by the community
British • The Village Chaukiddari Act, 1870 • The Bengal Local Self-Government Act, 1885 • The Bengal Village Self-Government Act, 1919	• Panchayet at union level • Union Committee, but Chaukidari Panchayet existed side by side • Union Board replacing Chaukidari Panchayet and Union Committee	• Five members appointed by the District Magistrate • Consisted of 5-9 members elected by the residents of the Union. The Union Committee would elect a Chairman from among the members. The Lieutenant Governor was vested with the authority to establish Union Committee. • Consisted of 6-9 members, two-thirds were elected and one-third nominated by the District Magistrate. The members elected a President and a Vice-President from amongst themselves
Pakistan • The Basic Democracies Order, 1959	• The name of Union Board was changed to Union Council	• Consisted of 10-15 members directly elected by people through the ballot. The members elected the Chairman from among themselves.

Source: Banglapedia

The Local Government Ordinance, 1976 made some provisions for the UP. The ordinance abolished the post of Vice-chairman. The local government (UP) ordinance, 1983 made provisions for one chairman, nine elected members and three nominated women members. The local government (UP) Ordinance 1993 was introduced to make provisions for reserved seats for women to be elected by the members in place of nomination by the government. The Local Government (UP) ordinance (Amendments) 1997 was introduced to make provision for three reserved seats for women to be elected by adult franchise. The first election of the UP with such representation of women was held in 1998. The chorological changing pattern of local government UPs are shown in table 1.1 and 1.2.

Table 1.2: Chronological Change of Local Government UP

Act/ Ordinance in different period	Change of UP	Composition
Bangladesh		
• The President's Order No. 7, 1972	• Only the name was changed from Union Council to Union Panchayet	• Administrators were appointed.
• The President's Order No. 22, 1973	• The name of Union Panchayet was changed to Union Parishad (UP)	• The UP consisted of a elected Chairman and a Vice-Chairman and 9 members 3 from each ward
• The Local Government Ordinance, 1976	• Union Parishad	• Comprised one Chairman, 9 members (3 from each ward) directly elected by the voters, two women members and two peasant members nominated by the SDO.
• The Local Government (Union Parishads Ordinance, 1983)	• Union Parishad	• Consisted of one Chairman, 9 members (3 from each ward) directly elected by the voters, three women members nominated by the SDO, then the Upazila Parishad (UZP) and later on by the Deputy Commissioner (DC).
• The Local Government (Union Parishad) (Amendment) Act, 1992	• Union Parishad	• Consisted of one Chairman, 9 members (3 elected from each ward) and three women members from three reserved seats elected by the UP Chairman and members.
• The LG (Union Parishads) (2nd Amendment Act, 1997)	• Union Parishad	• Consists of an elected Chairman, 9 members (one from each ward) and 3 women members from reserved seats (one from 3 wards) elected by the voters of the UPs.

Source: Banglapedia

1.2.3. Constitutional Provisional and Local Government Structure

The Article 59 of the Bangladesh Constitution provides for the creation of local Government bodies at every administrative level. Promotion of local Government institutions is the second fundamental principles of the country. The states of local government are not well articulated and defined in the Constitution. Although the constitution provides for local government at various administrative levels, it does not define local government. It does not identify its structure and functions and does not recognize local government as level of government with necessary executive and legislative autonomy and a vision of functions between the center and the local. Nor does it provide for protection of local governments against arbitrary action by the central government. The Bangladesh Constitution, adopted in 1972, provided strong a foundation for local government. Article 59 and 60 state:

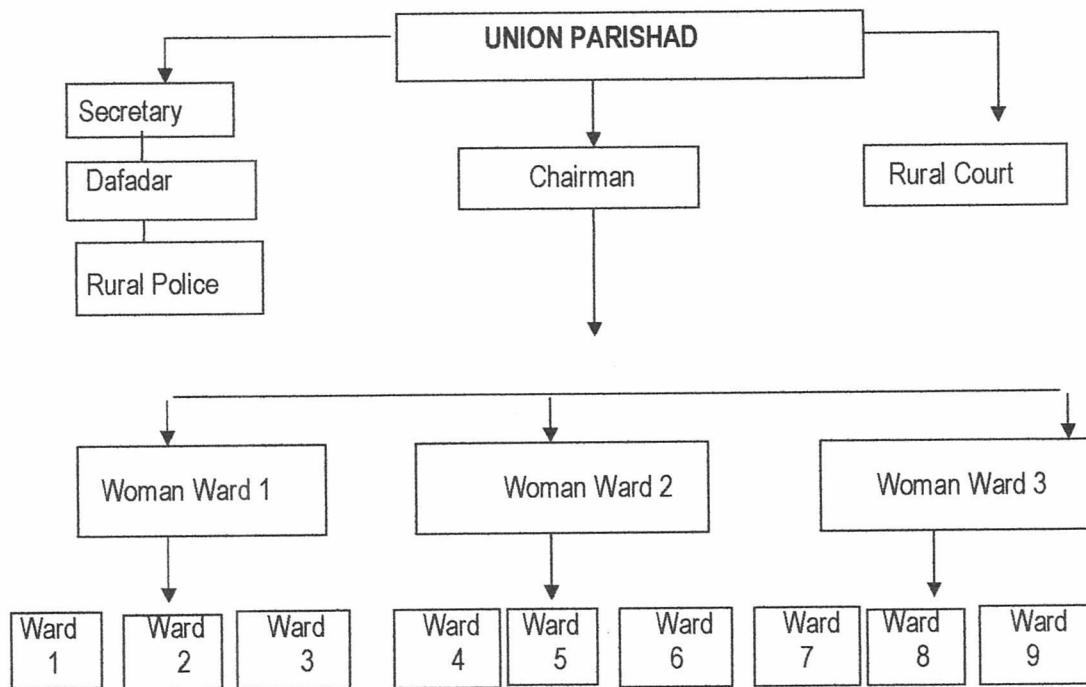
- "59(1) Local government in every administrative unit of the Republic shall be entrusted to bodies, composed of persons elected in accordance with law.
- 59(2) Everybody such as is referred to in clause (1) shall, subject to this Constitution and any other law, perform within the appropriate administrative unit such functions as shall be prescribed by Act of Parliament, which may include functions relating to -
 - (a) Administration and the work of public officers;
 - (b) Maintenance of public order;
 - (c) Preparation and implementation of public services and economic development plan.

Article 60: for the purpose of giving full effect to the provisions of article 59 Parliament shall, by law, confer powers on the local government bodies referred to in that article, including power to impose taxes for local purposes, to prepare their budgets and to maintain funds. At present the local govt. system in Bangladesh is primarily de-concentrated rather than de-centralized. The Government in compliance with the constitutional provision constituted a Local Government Commission in 1996 and the commission came up with a report on Local Government Institutions Strengthening in May 1997. The Commission has recommended a four-tier local Government structure including Gram Sarker (Parishad), Union Parishad, Upazila Parishad and Zila Parishad. In the mean time the UP has been constructed following its elections in 1997. To facilitate increased representation of the women folk one unique and unprecedented measure has been adopted in the form of their direct election in the three wards of the Union Parishad (*Banglapedia, on line*). In 2002 government also formed another high-powered Local Government Commission which has already submitted their report to the Cabinet suggesting four-tier local government with a change in the nomenclature of the lowest tier named 'Gram Sarke which is working presently. At present Bangladesh have four tier local governments structure i.e. Gram Parishad (Gram Sarker), Union Parishad, Upazila Parishad and Zila Parishad.

1.2.4. Composition of Union Parishad

According to the Local Government (Union Parishads) (Amendment) Act, 1993, a union was divided into nine wards. In addition, in each UP it reserved three seats exclusively for women members, who were to be elected by the elected UP Chairman and members. But not more than one woman member was to be elected from a ward. The UP Chairman was directly elected by the voters of the entire union and the nine members by the voters of the concerned wards on the basis of adult franchise. The UP Chairman was considered a member of the Parishad and both Chairman and members were paid honorariums determined by the government (*Siddique, 2000*). In the last nineties there was major changed. After the changed the UP, shall consist of a chairman, nine elected members and three elected women members. The Chairman and the elected members shall be elected by direct election on the basis of adult franchise in accordance with the provisions and rules.

Organizational Structure of UP



(Source: MMC, 2002)

1.2.5. Union Parishad: Function and Finance

The Local Government (UP) Ordinance 1983 authorizes UP to perform several functions covering various aspects of rural life. The Local Government (UP) Ordinance also authorizes UP to levy taxes. The elected body of UP comprises a Chairman and 12 elected members, one for each of nine wards and 3 women members each representing 3 wards. The administrative staff comprises a UP Secretary, Dafadar and nine chowkidars, all are appointed by government. UP salaries and members payment are met partly from Govt. grant and partly from own-revenue but the own revenue portion is often not met due to inadequate revenue collection. The elaborate functions of the UP have been mentioned in the First Schedule of the Ordinance. Taxes, Rates and Fees which may be levied by UP have been mentioned in the Second Schedule of the Ordinance. UP prepares its annual budget according to the provisions of the UP (Budget) Rules 1960, impose Taxes, Fees and Tolls according to the provisions of The UP (Taxation) Rules 1960 and maintain accounts according to the provision of The UP (Accounts & Audit) Rules 1960. The Local Government Commission has recommended assigning UP with the adoption and implementation of poverty alleviation programs directly by themselves and by the NGO's and Co-operatives. In reality, UP do very little for rural development and poverty alleviation because of financial constraints, lack of qualified manpower and the necessity of Chairman and members to spend their substantial time in local arbitration and land disputes. Presently, UPs are largely depending on Government grant.

1.2.6. Jurisdiction and Ordinance of Union Parishad

According to the local government (Union Parishads) ordinance 1983, the rural areas of a police station is divided within its jurisdiction separately into a number of areas, and each such area is declared to be a Union. An ordinance to provide for the constitution of UPs for the unions in rural areas was made in 1983, namely, The Local Government (Union Parishads) Ordinance, 1983. Though there has been an ordinance for more than 20 years, it has not been implemented wholly. As soon as may be after the commencement of Local Government (Union Parishad) ordinance, 1983 there shall be consulted in accordance with the provision of this ordinance, a UP for a Union. Every UP shall be a body corporate, having perpetual succession and a common seal, with power, subject to the provisions of this Ordinance and the rules, to acquire and hold property both movable and immovable, and shall by its name sue and be sued.

1.3. Statement of Problem

Local Government Union Parishad has a history of hundreds of years. In spite of its long history, it is still considered to weak resource constraint and under developed organization as well as ineffective in dispensing goods and services to its citizens. Many reorganization and reform attempts have been initiated for last four and half decades (1960-2005) to strengthen local government system, but a clear trend is yet to evolve. Union Parishad would never be effective unless it is empowered economically and involvement in need based activities for stakeholders. The following problems are highlighted in the study for achieving the objectives of the research-

- The UP could not fulfill the demand of local people due to its resource constraint. Central government has from time to time withdrawn or transferred sources of local revenue from UP to other organization. Few years back leased out right of water bodies have been transferred from UP to the Youth Ministry. Similarly the right of receiving and utilizing a share of 1% land transfer tax by UPs have been withdrawn and place under the authority of UNO for redistribution to Union Parishads.
- The Union Parishad has been given long lists with 38 functions without any authority, resource and manpower. Most of the cases the resources lie with in the government department. Different services like health, education agriculture, livestock, and poverty alleviation are the reserved functions of respective government department. Union Parishad is only asked to cooperate. The whole process of service delivery mechanism has to be changed and brought under the UP. At the sometime NGOs may asked to coordinate their activities with UP.
- UP planning, activities and formation of annual plan are not meeting the public demand. Besides UP plan book remains out dated which is not perform actual needs of people. Absence of accountability and transparency, inefficient manpower, poor resource mobilization, absence of coordination among UP, GOs and NGOs causes weakness of UP.

1.4. Justification of the Study

Bangladesh is a land with an area of 55,598 square miles having a population of roughly 140 million. The country is divided into six administrative divisions, which are divided into 64 districts. These districts comprise of 471 Upazilas, which are again sub-divided into 4470 UPs. Each UP consists, on average, of 10 to 15 villages. In Bangladesh there are 84,650 villages and these villages are the basic units for welfare activities and the nucleus for UP to administer its programs and activities. That's why UP is very important and centre point of governmental mechanism. Most basic and fundamental local government unit is the UP itself and government's policy, administration, welfare activities, law and order situation etc. are all administered implemented through this UP. So UP plays the most vital role for a country like ours and its mode of activities, future modifications to make it more fruitful for the people etc. deserve critical attention and innovation. The UP is deprived of functions, functionaries, finances and freedom. They are totally subservient to the bureaucracy and are now increasingly being controlled by Members of the Parliament. Furthermore their sources to generate funds locally are being increasingly curtailed. It is clear that the future prosperity of our country and well-being of our people depend on a vibrant local democracy. Achieving strengthening local government UP would also require the transformation of conventional roles and thus it could be the change agents in the society. Besides, UP could play a vital role as a coordinating agency of GOs and NGOs at grass root level. Self management, self-financing and public service could be strengthening UP and it will ensure balanced development of the country as a whole. But on hand UP always suffered due to resources constraint and on the other hand UP could not provide public service according to the demand of people. So the study is done to find out the vital sources of local resources and also to find out the need based activities to its stakeholders for strengthening UP.

1.5. Objectives of Study

The local government Union Parishad (UP) is in a unique position and closest to the citizens at grass root level. UP is working for betterment of people at rural area but people are not satisfied according to their needs. On the other hand UP could not perform their actual duties due to resource constraint. So, the research work is conducted to fulfill the demand of following objectives-

- (1) To analyze the present sources of income of UP and to way out the strategies of local resource mobilization for strengthening UP economically
- (2) To examine the present activities of UP and to find out the need based activities of UP for betterment of stakeholders at grass-root level
- (3) To find out the functionaries shortcoming of UP and to search out the mechanism of collaborating activities among UPs, GOs and NGOs for ensuring better services of the people

1.6. Anticipated Benefit of the Study

The outcomes of the study provide guidelines for enhancing local resource and way out need based activities for betterment of the people at grass-root level. It is recognized that the government of Bangladesh is sincere enough to strengthen UP through promoting appropriate policies. That is why; the possible outcome will be of great importance for policy formulation and implementation for strengthening UP. This will be helpful for future plan and development in the rural areas of Bangladesh. Besides, outcome of the research may be incorporated in relevant module of different courses of BPATC.

1.7. Scope and Limitations

1.7.1. Scope of Study

Union Parishad is the most important institution of Local Government bodies of Bangladesh. To fulfill the demand of the study the following areas are covered-

- UP functions, finance and personnel system
- Revenue structure and new sources of local resources
- People attitudes on new sources of local resources
- New area of service according to the needs of people
- Expenditure and auditing system of UP
- Inspection, supervision and coordination
- Chronological change of UP structure
- UP Ordinances and its amplification
- Problems and shortcoming of UP
- Political interferences and corruption

1.7.2. Limitations of Study

The study is conducted more than two years back but the study sometime still stand due to money constraint. Most of the information is collected from well communicated UP. So information of the remote areas is not incorporated in the study. Group discussions are conducted in presences of available voters in the selected UP and sometime it causes misunderstand with other voters. Besides these, all other activities of research were well organized and those could be meat up the demand of the study.

CHAPTER-II

2. METHODS OF STUDY

2.1. Methods of Research

Research method is the functional action strategies to carry out a research project in the light of the theoretical framework and guiding research question. The following research methods were applied for completing the study-

a. Survey method: this research method is select to come in direct contact with the people and come face to face with the realities of the problem. Besides survey method is the most scientific method for providing reliable data.

b. Case study method: this method is suitable to gather descriptive information of the problem and try to find out nature and extent of problem. This method is helpful for examine the circumstances leading to the current status and possible causes of present situation

2.2. Sample Areas

Since there are different tiers of local government in Bangladesh, this research work intends to cover respondents from Union Parishad. In this regard, Dhaka, Rajshahi and Khulna divisions are brought under speculation. Twenty Union Parishads are purposively selected from 5 districts and from 10 Upazilas.

2.3. Respondents

a. UP Representatives = (20 UPs x 5 representatives)= 100

b. People from Civil Society : 300

- People-I = (10 union x 2 group x 10 people/group)= 200(attended in group discussion)
(Discussing issues: 10 questions on UP activities + 10 questions on local resources)
- People-II: 100 (interviewed by questionnaire)

c. Officers : 200

- **GOs and NGOs:** officers working at UPZ level = 10 UPZs x10 officers/UPZ=100
(Interviewed by questionnaire)
- **GOs:** Officers: 100 (10 participants per group x10 groups). Group discussion session were conducted with the participants of 34th FTC at BPATC

2.4. Sample Size: 600

2.5. Study Design

More than 50% of these total numbers of respondents were the general people civil society including community leaders, social workers, teachers, religious leaders of the sample areas. Among the rest of the respondents, around 30% were covered by the public representatives (both male and female) and 20% respondents were the GOs and NGOs officials

2.6. Sampling Procedures

Purposive sampling procedure was followed for conducting the study.

2.7. Sources of Data

Both primary and secondary sources of data are used in the study. The primary data were collected at the field level and the secondary data were collected from published and unpublished documents. Beside these, web-side information played a vital role to complete the study effectively.

2.8. Data Collection Tools

The primary data were collected with the help of questionnaire, observation schedules and group discussion checklists (annexure-I)

a. Questionnaire

(i)**Parts of questionnaire:** One sets of questionnaire with three parts were formulated for collecting primary data. These are as follow-

- Part-I: for the public representatives of UP
- Part-II: for the people's of civil society
- Part-III: for the GOs and NGOs officials of at Upazila level

(ii)**Types of questionnaire:** some questions were open ended and some questionnaire was closed ended i.e. mixed type questionnaire.

(iii)**Pre-testing questionnaire:** the questionnaire was pre-tested before finalizing through interviewing of some selected respondents in the study area.

b. Observation: the following Issues are considered during observation-

- Political interferences of UP
- supervision system of UP
- Transparency and accountability of UP

c. Case study issues

- Problems and shortcoming of UP
- Way of strengthening UP

d. Issues of group discussion

i. Need based activities of UP

- Present activities of UP
- Voters demand
- Chairman/ member opinion

ii. Local resource mobilization

- present income sources of UP
- Viable sources of local resources
- Resource mobilization strategies
- People opinion and their reaction

2.9. Methods of Data Collection

a) Interview method: most of the primary data were collected through personal and group interviewing methods with the help of questionnaire and group discussion checklists respectively.

b) Observation method: important issues regarding present functions of UP, political interferences of U, supervision system of UP, transparency and accountability of UP were pointed out through observation method.

c) Group discussion: we arranged group discussion sessions in different union, where voters and elected UP representatives were participated actively. In some cases officers of local government organizations and local leaders were take part and contributed to the study with their opinions.

e) Documents analysis: relevant documents were analyzed and found out the present situation of UP. The existing rules, regulations and functions of the UP institutions also examined to find out some recommendations.

2.10. Data Processing and Analysis

The collected data were arranged and scrutinized carefully on the basis of the completed questionnaire. Then data were presented an orderly and systematic way in columns and rows in a table. Some suitable data were presented by graphs and pie charts. Data were analyzed by measuring mean, relationships and percentage. Some others statistical tools and techniques were also used.

2.11. Report Plan

The report comprised of six main parts having the following contents-

- Chapter- I: Introduction, objectives, scope and limitations
- Chapter-II: Methods of study.
- Chapter-III: Local resources mobilization for strengthening UP economically
- Chapter-IV: Need based activities of UP for betterment of people
- Chapter-V: Functionaries shortcomings of UP and UP, GOs NGOs collaboration
- Chapter-VI: Findings, Recommendations and Conclusion

CHAPTER-III

3. SOURCES OF LOCAL RESOURCES AND RESOURCE MOBILIZATION STRATEGIES

The Union Parishad is the oldest local government institution at grass root level. The present structure of local government in Bangladesh had its origin in British colonial period. The Bengal Village Chowkidari Act' was passed in 1870 with administrative, economic and political objectives. Under this system, members were appointed by the government and used mainly to assist the administration and had no role in development matters. 'The Bengal Local Self- government Act' of 1884 marked an improvement in the status and power of the local government system. Under this Act, a Union Committee was set up whose members were elected by villagers. They were responsible for roads, public health and primary education. For their supervisory and development role, the Union Committees were authorized to have fund, with collection from the villagers, but in effect they were dependent on grant from the District Board. The union board could dispose of minor criminal cases and was given the authority to levy union rate. Village Panchayets were abolished by 'The Bengal Village Self-Govt. Act' of 1919 and Union Board came into existence. At best village committees, comprising each ward of the UP, can be organized to assist the latter in local level planning, monitoring of projects and maintenance of birth and death registers. These will be in the nature of delegated functions. After several changes 'The Local Government (Union Parishad) Ordinance, 1983' was issued. The Local Government UP is very weak due to its resource constraints. UPs have limited resources and little revenue earning authority and almost no influence on how the central government uses its resources in their areas. UPs are dominated by the upazila and district administration, which exercise heavy-handed control, especially with regard to the use of funds and the hiring and disciplining of staff. The low level of fiscal decentralization is shown by the fact that local government's share of the total public expenditure is estimated not to exceed 2% (www.adb.org/documents). The Government has formulated a National Strategy for Economic Growth Poverty Reduction and Social Development. This Poverty Reduction Strategy Paper (PRSP) suggested that local bodies should be given adequate budget allocation on a matching grant basis.

3.1. Sources of Local Resources of UP

Holding taxes is the most important source of own income of UPs. Loans and voluntary contributions are rare. Non-tax revenues are of two kinds: fees and tolls and rents and profits on properties. The most important sources of revenue of UP are: holding tax, market fees, vehicle taxes, trade taxes and other local revenue. Tax is 'a contribution exacted by the state'. It is a non-penal but compulsory and unrequited transfer of resources from the private to the public sector, levied on the basis of predetermined criteria. According to Article 152(1) of the Constitution of Bangladesh, taxation includes

the imposition of any tax, rate, duty or impost, whether general, local or special and tax shall be construed accordingly. Rate is a local tax imposed by local government on its residents or the property owners of the locality, a duty is a tax levied on a commodity, and an impost is a tax imposed for an entry into a country. The financial resources of the UPs are generated from taxes, fees, and government grants. UPs able to pay salaries to the staff, undertake essential development activities such as construction of roads, bridges, culverts, etc., repair and maintain facilities created, and purchase essential office equipment and furniture out of their revenue receipts. The sources of local resources are chronologically changed with the changes of time, which are as follow-

3.1.1. Basic Democracies Order, 1959

Taxes, rates, tolls and fees which could be levied by the Union Council under the Basic Democracies Order 1959 are as follows:

1. Tax on the annual value of buildings and land
2. Tax on professions, trades and callings
3. Tax on vehicles (other than motor vehicles) including bicycles and all kinds of boats
4. Lighting rate
5. Drainage rate
6. Rate for paying remuneration to the village police
7. Rate for the execution of any works of public utility
8. Conservancy rate
9. Rate for the provision of waterworks or the supply of water
10. Fees for receiving benefits derived from any works of public utility maintained by the UC
11. Fees at fairs, agricultural shows, industrial exhibitions, tournaments and public gatherings
12. Fees for markets
13. Fees for licenses, sanctions and permits granted by the Union Council
14. Fees for specific services rendered by the Union Council.

3.1.2. The Local Government Ordinance, 1976

The Local Government Ordinance, 1976 contained a large number (28) of items on which both UP and ZP could levy taxes. Out of these 28 revenue sources, the UPs generally selected a few common items on which they could actually levy taxes, rates and fees. These are:

- Tax on the annual value of immovable property like land and permanent structures
- Rate for remuneration of the village police, which is known as Chaukidari tax;
- Tax on professions, trades and callings;
- Tax on Jatra, theatrical shows and other amusements;
- License fee on vehicles including carts, bicycles and all kinds of boats.

Two different property-based levies are permitted as major revenue sources in the Local Government Ordinance, 1976 and the Local Government (Union Parishad) Ordinance, 1983, namely the union rate and the rate for the remuneration of the village police. The union rate is known as the general tax because it is levied on all the households of the union except the poorest. In levying this rate, the UPs follow a number of steps which are as follow-

Step-I: in a UP meeting the total amount of the union rates to be realized from the inhabitants of the union in a year is decided upon. The total amount is then distributed among the three electoral wards of the union on the basis of population.

Step-II: the amount for the ward is again distributed among the villages within its jurisdiction.

Step-III: the UP members of the respective areas are made responsible for levying the union rates on the individual village households in consultation with local leaders. It is claimed that in fixing the amount of the union rates to be paid by individual households, their economic condition is always taken into consideration.

According to the 1976 Ordinance, there was an instruction to all UPs to levy seven types of taxes and rates in terms of a certain percentage of the annual valuation of a household's living quarters and homestead land (table-1). Out of these 7 types of rates, only the union rate and the rate for the remuneration of the village police are included as revenue sources in the 1983 UP Ordinance.

Table 1: Types of taxes and Rates imposed by UPs

Types of Taxes	Rate (%)
Tax on building and Land or Union rate	7
In cases of hearth	3
Lighting rate	3
Drainage rate	Depending on service nature
Conservancy rates	5
Rates for provision of water supply	5
Rates for remuneration of village police	Depending on collection of holding taxes

Source: UP Ordinance, 1976

3.1.3.. Circular from Land Ministry

In 1977, the Ministry of Land and Land Reform Commission issued a circular to give 1% of Immovable Property Transfer Tax (IPTT) to the UPs.

3.1.4. The Local Government (Union Parishad) Ordinance, 1983

The Local Government (Union Parishad) Ordinance, 1983 contained 5 items of taxes, rates and fees as per second schedule which UP could levy. These are as follow:

1. Rate on annual value of homestead and residential land adjacent thereto, or Union rate
2. Rate for village police;
3. Fees on births, marriages and feasts (the rate of fees on birth has to be progressive);

4. Community tax on the adult population of the Union for civil works aimed at providing or augmenting public welfare, unless the UP concerned exempts any person from paying this tax if such a person voluntarily participates in such work or makes arrangements for getting his work done by someone else on his behalf;
5. Fees for specific welfare activities or the maintenance of public utility services rendered by UP.

3.1.5. Local Government (Union Parishad) Ordinance, 1993

The Local Government (Union Parishad) Ordinance, 1983 was amended in 1993. According to the Local Government (UP) (Amendment) Act 1993, the UP may levy the following taxes, rates and fees-

1. Tax on the annual value of homestead or Union rate to be levied in the prescribed manner
2. Tax on professions trades and callings;
3. Tax on cinemas, dramatic and theatrical shows and other entertainments of similar nature
4. Fees for licenses and permits granted by UP;
5. Fees (lease money) from specified hats, bazaars and ferries within the Union boundaries ;
6. Fees from Jalmahals situated within the Union boundaries.

3.1.6. Model Tax Schedule, 2003

The Government framed a Model Tax Schedule, 2003 under Section 55 of the Local Government (Union Parishads) Ordinance, 1983. The present tax on the annual value of buildings and land is determined according to the 2003 circular of the Local Government Division, Ministry of LGRD and Cooperatives on the technique of assessing and collecting tax. To levy this tax, the valuation list has to be prepared by an assessor to be appointed for the purpose by the UP, with prior approval of the prescribed authority. Such an assessor may either be a member or a salaried employee of the UP or any other suitable persons. According to the model tax schedule 2003, the rate at present for the special class of contractors is tk. 300, for first class contractors it is tk. 250, for second class tk. 100 and for third class contractor's tk. 75. The rate for a private university is tk. 250 and for a kindergarten school and coaching or training centre it is tk. 100. At present, the rate for an aratdar of jute, paddy, rice, fish, oil, flour, egg, cotton, silk or any other kind of goods is tk. 100. The rate for automated grinding mills for rice flour, oil and pulse is tk. 150; for those without automation, it is tk. 100 and for a saw mill, the rate is tk. 100. The rate for brick, sand and stone is tk. 200, and for doctors and dentists who pay income tax it is tk. 250 and for those among them who do not pay income tax, the rate is tk. 100. The rate at present for rickshaw (for hire), two-wheeled van and three-wheeled van is tk. 20, and for a driving license for rickshaw and van it is only taka fifteen. Government vide its notification no. S.R.O. 332 dated December 6, 2003 amended tax schedule of 1960 and enacted Model Tax Schedule. The tax schedule elaborately described all tax items with rate of local resources which is shown in table-2.

Table-2: Model Tax Schedule of UP

Sl. No.	Tax Items	Rate in Taka
1.	Annual rental value on building and land	7%
2.	Fees on issuance of contractor license	75 - 300
3.	Educational institutions and Coaching Centers	100-250
4.	Stamp Vendors and deed writer	75 and 50
5.	Traveling agent, import-export business	150
6.	Book Stall and retail shop	25 and 75-150
7.	VCD/VDO/Audio shop and photo studio	150 and 150
8.	Private Nursing/Diagnostic centers	125-250
9.	Sweet shop and fruit shop	100-150 and 25
10.	Automobile shop and electrical shop	75-150 & 100-150
11.	Hardware and Sanitary shop	50-100
12.	Timber/Furniture	100
13.	Readymade garment	50-100
14.	Fax, Phone and Courier service	50
15.	LP Gas and Filling Station/Petrol pump	100 and 250
16.	Cinema Hall and Cable dish operator	200 and 100
17.	Wholesale business	125
18.	Tax on profession	100-250
19.	Brick field	500/ chimney
20.	Residential hotel	250
21.	Non residential hotel and restaurant	100
22.	Bus/Truck/Tanker and Tempo	250 and 50
23.	Pharmacy	75-150
24.	Community Centers	250
25.	Cold Storage/ Godown and Real States	250
26.	Three wheel Van/Rickshaw/Van	20
27.	Power boat	50

Sources: Ministry of LGRD and Cooperatives

3.2. UP Representatives Opinion

Majority of male UP representatives are involved in agriculture and business activities. But female representatives are mainly house wife. When age distribution of UP representatives are compared majority of them are found between 30-40 and 40-50 years age group. It is also found that education qualifications of most of the UP chairmen are between SSC to HSC level where as most of the UP members are below SSC level. In every case illiterate UP representatives are lowest in number. It was found educated women member are gradually increased.

3.2.1. Resources Related to the UP Income

The main sources of income of UPs are from government grant, local resources and other sources like rent or profit from property (table-3). It is observed that government grants are mainly used for salaries/allowances of officials and staff. Local sources of income are mainly used for remuneration of village police and collection charge of holding taxes. Subscription/grant by any person or organization is very limited. Majority of the income spend for salaries, allowances and remuneration UP representatives and staffs.

Table 3: Sources of Income of UPs

Government Grants	Local sources	Other sources
1. Salaries/allowances of officials and staff • 1/3 of Chairman's honorarium • 1/2 of members honorarium • 1/2 of salary/allowance of secretary and staff • Festival allowance for Dafadars & Chowkidars	1. Holding tax 2. Tax on profession and business 3. Amusement tax on cinema, theatre etc. 4. License and permit fee 5. Money from Hat/Bazar 6. Money from property transfer (1%)	1. Subscription/grant by any person or organization 2. Rent or profit from property 3. Profit from investment 4. Money from trust 5. Money from other sources as approved by govt.

Sources: UNO office and UP

Main sources of income of UP are government grant, direct allotment and local sources of resources. Local resources based income mostly depends on the availability of local resources. A case study was done in Bastali union under Rampal upazila of Bagerhat district and found that more than 60% of UP income depends on government allotment and only 25-35% of UP income arisen from local sources (table-4).

Table 4: Sources of income of UP

Name of UP	Income Sources	Budget (tk) 2005-06	% of Total Budget	Budget (tk) 2006-07	% of Total Budget
UP: Bastali UZ: Rampal, Dist: Bagerhat	• Govet. grants	2,50,000	32.68	2,50,000	27.78
	• Direct allotment	2,00,000	26.14	3,60,000	40.00
	• IPTT (1%)	1,50,000	19.61	1,00,000	11.11
	• Holding tax	120,000	15.69	1,25,000	13.89
	• others	45,000	5.88	65,000	7.22
Total Budget		7,65,000	100%	9,00,000	100%

Sources: UP budget, accumulated from 'Budget Form A and B'

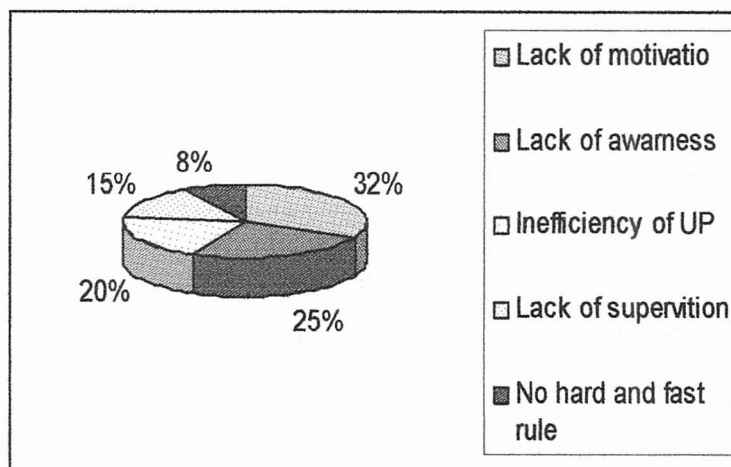
Tax assessment is an important factor for collecting local resources but all UPs don't maintain model tax schedule. The concern officials always maintained last year records. It is also found that some UPs don't show any annual budget. It is found that most of UPs don't prepare UP budget accurately. Besides tax recovery rate is very below than that of actual demand. Annual demand and tax recovery rate of three unions under Khulna, Satkhira and Bagerhat districts are analyzed and it is found that most of the cases tax recovery rate is below 40% (table-5).

Table 5: Budget and Rate of Recovery of Three UPs in 2005-2006

Name of the UP	Budget from local resources (tk.)	Recovery of taxes (tk.)	% of recovery
UP: Perikhali UZ: Rampal Dist: Bagerhat	130,000	43500	33.46
UP: Atlia UZ: Dumuria Dist: Khulna	126,000	47,700	37.86
UP: Shakipur UZ: Debhata Dist: Satkhira	122,000	36,400	29.84

Source: primary data

UPRs said that many social factors like lack of people awareness and lack of motivational activities by UPs causes minimum recovery of taxes. It is found that 32% UPRs mentioned lack of motivational activities by the UP causes minimum recovery of taxes (fig-1). Besides inefficiency of UP staffs and negative attitude of people towards UPRs make them afraid. So UP could not achieved its target.



Source: primary

Fig 1: UP Representatives opinion on minimum recovery of tax

3.2.2. Resources Related to the UP Expenditure

According to Local Government (Union Parishad) ordinance 1983, the heads of expenditure of UPs are as in the follow:

- a. Salaries/allowances of all officials and staff of UPs
- b. Expenditure charged on the Union fund
- c. Money required for any special task entrusted with them
- d. Any expenditure approved by the Deputy Commissioner
- f. Salaries/allowances of staff appointed by government for any specific task of UPs
- g. Any expenditure imposed upon by govt. for election, audit or any other purpose
- h. Expenditure relating to any decree or verdict against UPs
- i. Any other expenditure declared by government to be imposed upon UPs.

Apart from incomes and expenditures as furnished in the ordinance of 1983, UPs undertake some own measures to earn money and spends those in their own designed projects for the welfare of the people. Thus UPs do enjoy some freedoms in acquiring and implementing their own program. The UP development projects are effectively based in sector wise guidelines of infrastructure development and transport (25-60%), agriculture and irrigation (15-30%), physical infrastructure (10-15%), education and development (10-20%). But it is found that most of UP spend majority of their money for honorarium, salary and allowances purposes and its amount is near around 50% (table-6).

Table 6: Expenditure of Union Parishad

Name of UP	Head of expenditure	Budget 2005-06	% of total budget	Budget 2006-07	% of total budget
UP: Bastali	• Honorarium, salary etc	3,75,000	49.02	396600	44.07
UZ: Rampal,	• RMP	200000	26.14	2,75,000	30.56
Dist: Bagerhat	• Health and sanitation	7,000	0.92	10,000	1.11
	• Agriculture and education	30,000	3.92	40,000	4.44
	• Office expenditure	35,000	4.58	50,000	5.55
	• Others	1,18,000	15.42	1,28,400	14.27
Total Budget		7,65,000	100%	9,00000	100%

Source: primary

3.2.3. Resources Related to the Local Development

3.2.3.1. Programs which Provide UP Leverage as Development Unit

Government does not sanction grants to UPs for implementation of development schemes except direct allotment. But UP does implement following program with funds from UPs. These programs help UP generate some money for their fund though efficient management of funds. The programs includes TR and other works, food for work / taka for work program, development of distressed mothers, post flood rehabilitation, rural road maintenance, VGD and VGF etc.

3. 2.3.2. Direct Allotment to UPs from Government

Direct allotment of fund from centre to UP under UP development support program is a new program which was started in 2004-2005. In the year of 2004-2005 each UP received 200000 taka, in 2005-6 UP received 240000 and in 2006-2007 UP will receive 360000 taka in four installments. Most of UP representatives highly appreciated the direct allotment program (fig 2). It is found that 79% UP representatives said that the direct allotment program is one of the best steps of government for strengthening UP economically. It makes UP representatives active and efficient and need based activities could be formulated at grass root level. This program ensures rural development and save time and money

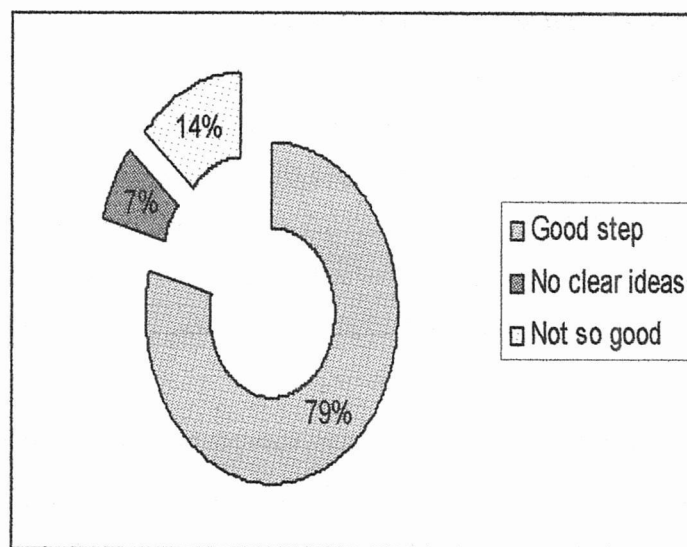


FIG 2: UPRs reaction on direct allotment program

There is another program where government selects some UPs as pilot UP. These types of UPs received 300000 taka from government under RD-25 project. The fund is used for local development under the supervision of project officials.

a. Objectives of Direct Allotment

- Direct financial support to the UP
- UP will be strengthen financially
- Project will plan at grass-root level
- Local people will directly participate for planning project
- Reduces wastages of resources at different stages
- UP representatives will be capable of financial management
- UP representative will be responsible and accountable to the local people

b. Types of Project to be taken from Direct Allotment

- Maintaining of open drain, road near school and market
- Construction of sanitary latrine and motivational activities
- Prohibition of dowry, child marriage and influence on marriage registration and EPI program
- Awareness building for all kind of tax recovery
- Demonstrative fish farming and pond digging Disease prevention of poultry and livestock
- School furniture supply and library establish and book supply
- Rural sanitation, plantation and UP building maintaining
- Training program on small and cottage industry and other self employment activities

3.3. UPRs Opinion on Local Resources Mobilization

3.3.1. Availability of New Sources of Local Resources

Local sources of resources are varied from location to location. Most of the cases UPRs are not interested to collect these resources due to negative attitudes of people. But in some areas UPRs and local people jointly maintained some programs and UPRs collect revenue from those activities. It is observed that out of 20 UPRs only 6 UPRs collect local revenue from new sources those are not mentioned in the Model Tax Schedule, 2003 but rest 14 UPRs are not interested to collect revenue from new sources (table-7). Arrangement of fish cultivation in fellow lands and irrigation facilities to the farmers are the new sources of income of those UPRs.

Table 7: UPRs opinion on new sources of local resources

Opinion	What are the new Sources?	Income range (tk/year)
<i>Do you have any new sources of income in your UP?</i> Yes: 42 (42%) (6 Union)	• provide irrigation facilities to farmers • Fish cultivation in fellow water body • Arrangement of circus/ village fair • Others	15,000-20,000 10,000-15,000 3,000-5000 2000-5000
No: 58 (58%) (14 Union)	-	-

Source: primary

3.3.2. Utilization of Resources

The new sources of revenue are mainly utilized in people welfare activities; tree plantation and saving for face any uncertainty. Majority of respondents said the local people are highly satisfied for those activities (table-8). The UP representatives said that there are many sources of local resources but there are no clear guidelines. UPRs could easily increase their income from those sources but need administrative approval and people support.

Table 8: Utilization of new sources resources

Which purposes do you spend new sources of resources	What are the reactions of local people on the activities	Comments on the activities
• People welfare activities • Supports to the poor students • Tree plantation at road side • Saving for face any uncertainty	• Majority of local people appreciated the activities • Some people negatively comments on circus and village fair • Young people actively participated in the program.	• It is one of the easiest processes to reach the voters. • Concern government officials are highly appreciated the activities • UP could be strengthening through the activities

Source: primary

3.3.3. Tentative Sources of Resources

Most of UP representatives said that UP could collect local resources for increasing its income. It is found that 67% UP representatives said that there are many unutilized local resources at UP level but these resources are not properly utilized (fig- 3). They pointed out that UP could collect revenue from small and cottage industries, shrimp, prawn and poultry farm. They proposed that Hats and Bazars in the concerned union should be in the jurisdiction of UP. They will be solely responsible for leasing those hats and bazars for collecting revenues. Similarly 'Khas' land and abandoned property in union jointly supervised by union land office and UP. These khas lands can be used for poultry, vegetation producing any other cash crops, dairy farm, or any other small enterprises to employ unemployed youths. Union complex could be used as community center for any kind of social occasions.

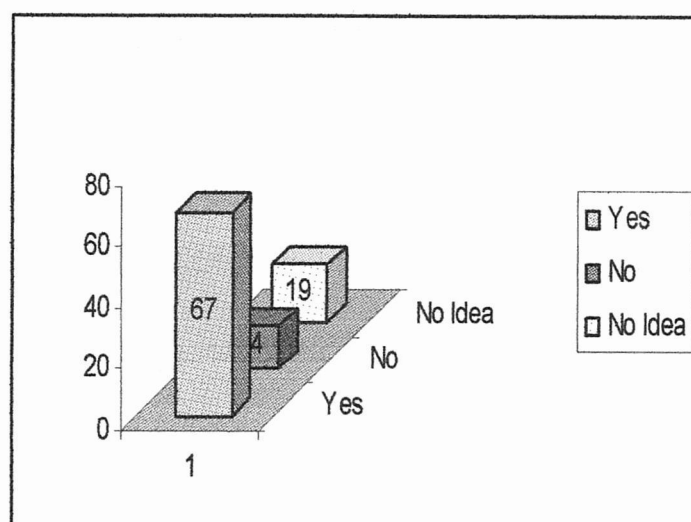


FIG-3: UP representatives opinion on sources of resources

3.4. People's Attitude towards New Sources of Resources

One hundred voters are interviewed during data collection and two hundred voters are attended in group discussion session out of 300 voters. They are different categories like teacher, local elite and religious leader. The voters are interviewed regarding sources of local resources. This issue is also included in group discussion sessions. People opinions are highlighted below-

3.4.1. Probable Sources of Local Resources

To ask the question 'what would be the new sources of income of UP?' Almost 25% of people opined that to impose special types of taxes for the rich people (table-9). They also pointed out many sources like, improve facilities in local historical place for visitors, cultivate fish in abundant pond, establish agricultural farm in fallow land and make community centers and it may be rented. People believe that all of those activities could be enhanced UP income.

Table 9: People opinion on possible sources of local resources

Voter's Opinion	Number of people	% of people
• To impose special types of tax for the rich people of UP	70	23.33
• To provide facilities in local historical place for visitors	55	18.33
• To cultivate fish in abundant pond and water bodies	40	13.33
• Tree plantation at road side	25	8.33
• To establish agricultural farm in fallow land	46	15.33
• To make Community centers and it may be rented	64	21.33
Total	300	100%

Source: Group discussion and Interviewing

3.4.2. People Reaction on New Taxes

It is observed that majority of people (52.33%) are agreed with new imposition of taxes (table-10). But most of them are not agreed with marriage festivals, inquiry report, private agricultural farm and small and cottage industries under new taxes. They said that new areas of taxes will Increase UP income that will be used for local development and people welfare activities. But 47.67% peoples are not agreed with the activities of UP under taxes. These activities are: salish, inquiry and marriage festivals. They said that it is their official duty. So people will be reacted negatively and decrease UP representatives popularities. Besides, new area of taxes will Increase corruption among UP representatives and at the same time people are not aware to pay taxes in the new areas.

Table 10: Voters reaction on tax Imposition

Tax Items	People reactions	
	agree	disagree
1. Marriage festivals	16	20
2. Birth/citizenship certificate	12	8
3. Local salish	15	10
4. Inquiry report	16	20
5. Private agricultural farm	5	15
6. Large scale business	48	30
7. Commercial market and shop	40	20
8. Small and cottage industries	5	20
Total	157 (52.33%)	143 (47.67%)

Source: primary

3.4.3. People's Argument on Tax Payment

It is found that only 61.67% people pay taxes to UP regularly but 38.33% people don't pay any taxes to UP (table-12). The people whom paid taxes regularly, they justified their opinion. They said that people got services from UPs in different way and without taxes UP don't implement any program. The people whom don't pay any taxes to UP, they are not satisfied with the activities of UP. They pointed out the causes of their dissatisfaction.

Table 12: People's argument on tax payment

Arguments in favor of 'Yes'	People's (%)	Arguments in favor of 'No'	People's (%)
• Due to increase UP income • Due to pressure of UP • It is a tradition • For salary of village police • For taxes of business • For trade license • For maintaining UP expenditure	185 61.67%	• We suffered day after day but UP could not work for us • UP representatives not interact with us after election • Maximum people could not pay taxes • Taxes are used for their (representatives) own purposes • They are not take care of us except their own party people	115 38.33%

Source: primary

It is found that people are commonly paid taxes in three sectors like, holding tax, taxes for ricksha-van and business taxes (fig-4). Most of the tax payees are not satisfied with the activities of UPs and they are not enjoying any facilities from UPs. Large numbers of people claimed that UP representatives don't work in favor of them without self or political parties interest.

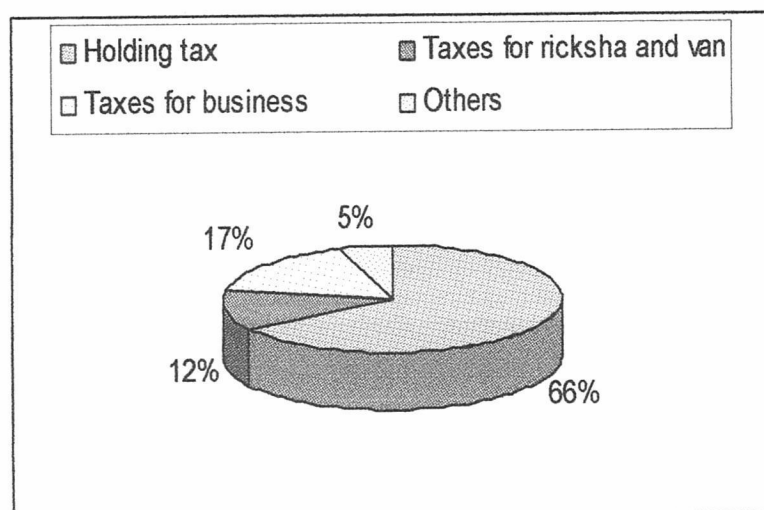


FIG-4: Taxes which is paid by the People's

3.4.4. People Opinion on Amusement Activities Conducted by UP

Most of people said that UP could arrange village fair, circus, football tournament, cricket match and exhibition for enhancing income of UP. On the other hand most of them are opposed jatra and lottery as a source of UP income (table-11). They said that these activities could create more problem than UP income. People put some justifications in favor of their argument. Football and cricket could establish friendship among the local people and search out good player. Exhibition will introduce new knowledge, increase awareness, motivate people towards new crops, new technologies and people will involve for self development activities. They also pointed out some negative side of some activities like jatra and lottery. They said Jatra and lottery causes social degradation, younger will be highly affected that cause's social violence

Table 11: People's Opinion on activities for enhancing UP income

Activities	People's reactions		
	good	not so good	bad
UP could be arranged-			
• Village fair	215	45	40
• Circus	135	76	89
• Jatra	50	78	172
• Football	198	70	32
• Cricket match	190	87	23
• Exhibition	150	115	35
• Lottery	15	80	205

Source: primary data

3.5. GOs and NGOs Officials Opinion

3.5.1. Activities of GOs and NGOs at UP Level

The information is collected from 100 GOs and NGOs officials at Upazila level through questionnaire survey. Rest 100 GOs officials put their opinion 'on local resources mobilization and need based activities of people' through group discussion. It is observed that most of the GOs activities are people service oriented (table-12). But there is a question of service delivery system. Some GOs have field level workers; they work at rural area with the help of UP representatives.

Table 12: GOs activities at UP level

Organizations	No. of officers	Important activities at UP levels
UNO office	10	Coordination and supervision of development activities
Ac (land) office	5	Land record management, maintain of government property
UE office	6	Maintaining and development of rural infrastructure
UAE Office	10	Agricultural development, support to farmers, demonstrate new varieties.
UL office	10	Livestock and poultry development, training etc.
UF office	8	Fisheries development and maintaining of fish fries according to the fish ACT
USW office	8	Freedom fighter's honorary allowances, old age and disable allowances etc
UYD office	8	Training, credit and youth development activities at UP level
UWA office	8	Widow allowances, VGD in collaboration with UP
PIO office	10	Implementing TR, food for work or money for work program and maintaining of rural road.
Total	83	

Source: primary

On the other hand, it is found that most of the NGOs work at grass root level. They work mainly for the poor people. Their programs are mainly concentrated with credit based activities (table-13). They also work for education, health, sanitation and poultry and dairy farming.

Table 13: NGOs activities at UP level

Organizations	No. of officers	Important activities at UP levels
BRAC	5	Education, VGD, credit and others
Rupantor	3	Women leadership development, strengthening of UPs and credit.
Caritas	4	Rural development, relief and credit, education
BRIDGE	3	Sanitation, education and credit
Proshika	2	Education, health, training and credit
Total	17	

Source: primary

3.5.2. GOs Programs that Provide Support to UPs

It is observed that most of department at Upazila have no program which provide financial support to UPs. Around 25% officials said that their department has some program which provides financial support to the local people with the help of UPRs (table-14). They said that PIO office, women affair office, BRAC and social welfare office at Upazila level provide support to the selected people with the help of UP.

Table 14: GO's officers opinion on program that support UPs

Question	Respondents (%)		If yes, which Program?
	YES	NO	
<i>Have any program of your department which provides financial support or other support to the local people with the help of UP representatives?</i>	20 (24.10%)	63 (75.90%)	• TR, Kabika/Kabita, (PIO) • VGD: (PIO, WA office & BRAC) • Selection of old age people for old age allowances (SWO) • People selection for VGF program • Relief work after disaster (UNO)

Source: primary

3.5.3. NGOs Programs that Provide Support to UPs

To ask the question 'does UP implement any program with the support/ facilities/ fund from NGOs?' More than 50% NGOs officials said no'. They said that NGOs could not provide financial supports to the UP but they provide others supports like training, motivational activities and services to the UP (table-15). It is found that BRAC, Caritas and Rupantor provide support to the people at UP level with the help of UP representatives.

Table 15: Opinion on NGOs financial support to UPs

Comments	Respondents (%)		If yes, mention the NGO and Program
	YES	NO	
<i>Does UP implement any program with support/ facilities/ fund from NGOs?</i>	8 (47.06%)	9 (52.94%)	BRAC: saving (25 tk / month / card holders) and training under VGD program. Rupantor: strengthening of UP through motivational program. Caritas : rural infra structure and educational institutes development

Source: primary

3.5.4. GOs Official's Comments on Collection of Local Resources

According to the Model Tax Schedule, 2003 there is provision of collecting different kind of taxes for UP. They said that it should be collected properly. It may act as a crucial funding source for UP. But most of UPs don't maintain model tax schedule properly. Majority of GOs officials said that UPs don't collect local sources of resources properly (table-16). It is easier to take one or multiple initiatives for generating income from local resources but it is very difficult to maintain fund with accountability and

responsibility. So some necessary steps must be there to ensure proper utilization of public property. At the same time UP would not take any commercial activity that can make harm or results negative impact upon the economic activities of the individuals or groups of people in the concern area.

Table 16: Opinion on collection of local revenue (GOs)

Question	Respondents (%)		Mention reasons if 'NO'
	YES	NO	
<i>Does UP collect effectively local sources of revenue for strengthening UP?</i>	15 (18.07%)	68 (81.93%)	• Not assessing tax accurately • Not follow the MTS, 2003 • Lack of motivational activities • Afraid of negative image

Source: primary

3.5.5. Respondents Opinion on Minimum Recovery of Taxes

In the estimated budget of UP there always remains a gap. In most cases more than 40-45% taxes can't be collected. The most important reasons are behind minimum recovery of estimated budget are: negative attitude of people, lack of people awareness and lack of leadership (fig.5). Another important reason is the fear of becoming unpopular on the part of the chairman and members who want to be re-elected. People living rural areas often express willingness to contribute more to local revenue if they are assured that their contributions would in fact be pumped back into their own localities for the financing the development work they need.

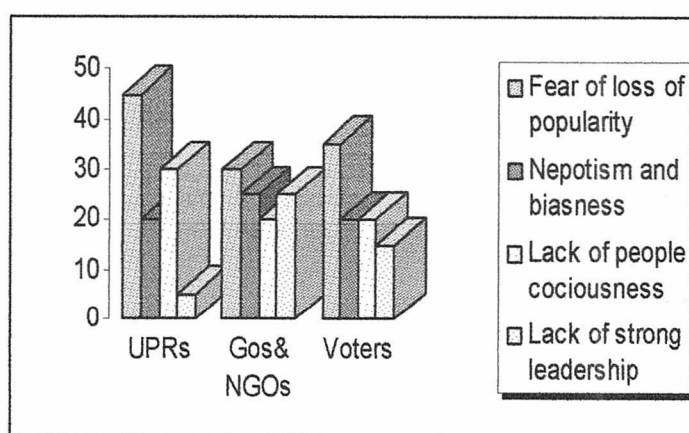


Fig.5: Reasons behind minimum recovery estimated budget

3.5.6. Strategies for Mobilizing Local Resources for UPs

In Bangladesh, local government bodies have been chronically resource poor. The LG regulations empowered UPs to mobilize resources from local sources through assessment and levy of taxes, leasing of local hats and bazars, water bodies, etc. But they do not receive the total resources generated from their entitled sources. For example, in the case of UPs, of the revenue generated from the leasing of the rural market, 25 % is retained by national government, 10 % by the Upazila, and 15 %

is earmarked for the maintenance of the market, and the rest 50 % is the entitlement of the UP. Another feature of financial control is that the UNO receives funds transferred from UP mobilized resources like share of land transfer tax, market lease money for retention in the accounts maintained by him for later distribution to UPs on basis of prescribed government guidelines. However, local resource mobilization could be enhanced by the following ways-

a. Assessing Taxes Properly

The weakest part of local resource mobilization of UP is lack of accurate assessment of tax. It is found thorough discussion that most of UP didn't assess tax on the households and business properly. At present huge number of households, business and professions have increased on which tax would have been charged. If UP makes new assessment and impose tax as per Model Tax Schedule, 2003 its income will increase substantially. It is found that UP representatives don't pursue at all to collect holding tax. It may be mentioned that the demand on holding tax of one union of Fultala upazila in Khulna district is same for the three consecutive years from 2003-04, 2004-05 and 2005-06 (table-17). It shows that UPs don't assess tax properly and not to make any new area. It is also found UPs don't enhanced demand though it is a vital source of local resources of UP.

Table 17: Holding tax statement of three consecutive years

Years	Budget	Actual	Actual (%)
2005-06	1,45,000	17,000	11.72
2004-05	1,35,000	45,000	33.33
2003-04	1,35,000	37,600	27.85

Source: primary

b. Increase Taxes in some Items: It is observed that there are so many new sources of local resources like garments industries, shrimp industries and park in UP level. UP could collect resources from these sources with the approval of the concern authority.

c. Extended the Source of Income

The UP uses very limited sources of income. UP didn't explore to enhance its possible sources of income. There are many un-utilized and under utilized sources of income. For example, new households, business, commercials, professions etc. UP could easily extended taxes area according to the schedule. At present major of sources of revenue comes from share of hat-bazar i.e. 40% on sale value and 1% of land sale value.

d. Include new Areas under Model Tax Schedule, 2003

Model Tax Schedule 2003 does not cover lot of items on which tax would have been levied. For example, Khulna, Bagerhat and Satkhira districts have large number of shrimp and prawn farm. But Model Tax Schedule does not authorize UP to levy any tax on shrimp culture. So, tax on shrimp culture, fisheries or poultry could earn substantial revenue for UP.

e. Increase Motivational Activities

Proper physical survey is needed to assess UP income. The nature of land is changing from agricultural land to residential land or commercial plots. While assessing the tax UP does not take into account the changes of nature of land and increase revenue. Lack of intensive monitoring in tax collection process causes minimum recovery of taxes. UP representatives should ensure collection of taxes. In this process UP might seek to cooperation from local social leaders like schoolteachers, religious leaders. This process might also ensure peoples' participation concept.

3.5.6. UPR's Opinion on the Strategies of Local Resources Mobilization

To ask the question 'do you suggest any other sources of local resources that could be strengthened UP economically? Majority (76%) of UP representatives said 'yes' (table-18). But 24 % representatives said that there are many sources of local resources but it is not easy to collect revenue from those sources. They said that it could create problems between UP and local people. They put some suggestions, by which UP could create fund from local resources.

Table 18- opinion on the strategies of local resources mobilization

Questions	Opinion of UP representatives	
	Yes (%)	No (%)
<i>Do you suggest any other sources of local resources that could be strengthened UP economically?</i>	76 (76%)	24 (24%)

Source: primary

UP has to perform lots of jobs for the greater benefit of its people. But, it has resource constraints. So, it is important to find out potential sources of local resources to raise fund and these are as follow-

- **Utilization of waste marshy lands and Forestation:** in our country, there are many unused ponds, lands keeping waste, which can be used for aquaculture, agriculture and fund can be raised by it. UP can take social forestation program with department concern and NGO in such condition that they will get a certain portion of profit.
- **Set up community centre, park etc:** if the elected body takes initiative to construct community centre, park, it may be a good source of income by entertaining people like "Swapnapuri" of Dinajpur is such an example.
- **Cold storage, breeding place, training center etc:** such service centre can be opened on rental basis.
- **Sanitation:** it can provide sanitary latrines at local market for people and fixes an amount for income and it also create employment opportunity.
- **Cooperative system:** UP can make small unit of interested people for cooperative in their area, raise fund, purchase rickshaw, van, rice grinding mill etc.
- **Raise fund through entertainment:** village fair, cultural program, football match, cricket match, kabadi such activities could be arranged to raise fund.

3.5.7. GOs and NGOs officials' Opinion on Strategies of Local Resources Mobilization

It is observed that most of GOs and NGOs officials said that UP could collect local resources from different sources according to the MTS, 2003 but they need some strategies (table-19). These strategies must be people welfare oriented and local people must be included in the activities. The GOs officials said new sources of local resources are very sensitive issues in the locality. People accept it through proper utilization of resources in their local development. So UPRs must attention on public demand and their attitude. They pointed out that UPs can plant trees by the road sides and other marginal lands involving the community on harvest sharing basis, which has profuse potentialities of providing prodigious amount of resources.

Table 19: Opinion on the strategies of local resources mobilization

Question	Opinion	
	Yes (%)	No (%)
<i>Does UP collect local resources without any burden of people?</i>	55 (55%)	45 (45%)

2.5.5. Management of Income and Expenditure of UP

To ask the question 'what are the important factors for managing income-expenditure and financial matters?' Majority of GOs and NGOs official said local audit and accountability of UP representative is important for managing of income and expenditure of UP. Similar results are also found from people and UP representative's opinion (fig-6). UPs are the most basic administrative and development units has to do a lot of protective and control works for efficient management of financial inflow and outflow. Development of UPs depends on savings and proper utilization of resources. Central audit in addition with local audit causes accountable and corruption free of UP representatives. Similarly, proper management of financial matter could be strengthened UP economically.

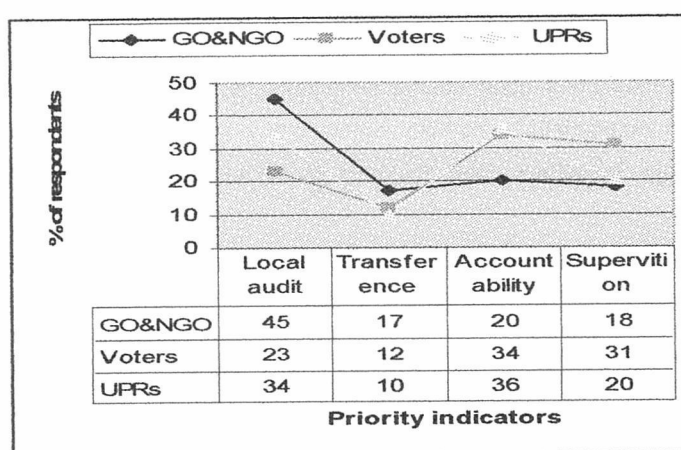


Fig 6: Opinion on management of financial matter

CHAPTER-IV

4. NEED BASED ACTIVITIES OF UNION PARISHAD TOWARDS BETTER SERVICES FOR STAKEHOLDERS

Local government UP could help speed up the decision-making process and provide prompt service to the people because of better use of local knowledge, direct contact with people and greater ability to overcome communication problems. It could also better achieve effective coordination. Local communities are, furthermore, important arenas in which a nation's political processes are actually experienced. Citizens' demands are mainly articulated through local channels, particularly because these offer opportunities for direct and regular contact with people.

4. 1. Change of UP Functions with the Change of Time

The British rulers constituted local government in the rural areas of Bangladesh originally as an ancillary to its administrative machinery for maintaining law and order. In 1870, under the Village Chaukidari Act, the District Magistrate was empowered to appoint a Panchayet consisting of five persons at the Union level. This body was created solely to maintain law and order in the villages with the assistance of Chaukidars, and to collect a tax for paying their salaries. No other functions were assigned to it. It was entirely a nominated body, and a person nominated could not refuse to be a member. In case of refusal, a fine of rupees 50.00 could be imposed. In 1885, the Bengal Local Self-Government Act came into force. This Act introduced three tiers of local bodies, namely the District Board at the district level, the Local Board at the sub-division level and the Union Committee at the union level. A union usually consisted of 10-15 villages. The Union Committee merely acted as an agent of the District Board. It provided community services and had no independent sources of income. The Union Committee was entrusted with the management and maintenance of primary schools, roads, tanks, drains, sanitation, registration of birth and deaths etc. on behalf of the District Board. The management of the local police was, however, left to the Chaukidari Panchayet. The next important legislation was the Bengal Village Self-Government Act of 1919. This Act amalgamated the Chaukidari Panchayets with the Union Committees to form the Union Boards. These Boards were given the power to collect rates and chesses for financing their activities. The Bengal Village Self-Government Act of 1919 entrusted the following functions to the Union Boards.

- **Law and Order Functions:** The Union Board was required to maintain a number of Chaukidars and Dafadars. The Chaukidars were given the power to arrest persons committing cognizable offences and possessing house breaking implements or stolen property, and to keep watch and report to the police station about the arrival and movement of any suspicious character in the union. Maintenance of law and order was a statutory responsibility of the Boards.

- **Public Services:** The provision of public services of various types depended on the availability of funds. It was the responsibility of the Boards to construct, maintain and repair village roads, bridges and culverts, provide and maintain schools and libraries, supply tube wells, improve sanitation, provide conservancy, drainage etc
- **Regulatory Functions:** Functions of Union Boards under this head included registration of births and deaths, controlling construction of buildings, checking public nuisance, and transmission of information to the District Magistrate.
- **Judicial Functions:** The President of the Union Board was authorized to adjudicate disputes. On the recommendation of the Royal Commission, some judicial powers were vested in the Union Board by the Act of 1919. The Union Board could try only petty cases, both civil and criminal.
- **Other Functions:** The Union Boards also used to perform miscellaneous functions assigned by the District Board. For discharging these functions, funds were provided by the District Board.

The Basic Democracies Order (BDO), 1959 modified the system of local government as defined in the Bengal Village Self-Government Act of 1919. A four-tier system of rural local government consisting of the Union Council, the Thana Council, the District Council and the Divisional Council was introduced under the new set-up in 1959. The Union Council, besides maintaining law and order within its jurisdiction, was entrusted with 37 other functions. The Union Councils could undertake all or some of these functions according to the direction of the government, and as permitted by the funds available to them. The functions listed in the BDO, 1959 may be categorized as (1) civic functions, as enumerated in Part-I of the Third Schedule, (2) police and defense functions, as enumerated in Part II of the Third Schedule; (3) revenue and general administrative functions, such as assistance to the village revenue officials, reporting to the police and other specified authorities, assistance to officials, etc. (4) judicial functions such as adjudication of petty disputes, administration of the Muslim Family Law Ordinance, etc. and (5) other functions relating to national reconstruction, promotion of public games, sports and cultural activities.

After the liberation of Bangladesh, the President's Order No. 7 of 1972 was promulgated. This order simply changed the name from Union Council to UP. The latter was renamed Union Parishad (UP) under President's Order No. 22 of 1973. Three years later, the Local Government Ordinance, 1976, was promulgated with a view to defining all aspects of local government in a comprehensive manner. The Ordinance proposed three types of local government at three levels. In addition to police and defense functions, the UP was entrusted with a wide range of activities, subject to rules and directions of the government, and the limits of the funds at its disposal. The UP could thus undertake civic functions as enumerated in Part-I of the First Schedule; police and defense functions (the government

could establish a village police force in the rural areas and formulate rules to regulate appointment, training, discipline and the terms and conditions of service of such a police force; the village police was to exercise power and discharge duties as specified in Part-II of the First Schedule); revenue and general administration functions (such as assisting officials in general, and village revenue officials in the union in particular, in the preparation of records, revenue assessment, reporting offences to the police and cases of damage to other competent authorities, publicizing all important matters in the union, development functions covering agricultural, industrial and community development in the union according to rules and regulations Ordinance made no fundamental departure from the BDO, 1959. In addition to the above-mentioned functions, the UP also performed judicial functions under the Village Courts Ordinance, 1976. The village courts were to consist of the UP Chairman, two UP members, and two other members representing the two parties to the dispute. The court had the power to try petty cases, both civil and criminal. It could not pass sentence of imprisonment, but it could impose fines not exceeding Taka five thousand. The idea was to provide quick and real justice to rural people through the village courts.

4.2. UP Functions According to the UP Ordinance

According to the Local Government Ordinance, 1976 was promulgated on 22 November, 1976. The new Ordinance provided for i) A Union Parishad for Union ii) A Thana Parishad for Thana iii) A Zila Parishad for District. According to the ordinance the UP should be as follows

1. It was to be constituted with a Chairman and 9 members to be selected by direct votes. Two women were to be nominated and all they will be selected for 5 years. They will have judicial power. They have to do civil works, revenue works, maintain law and order and also have to do all development works.
2. According to the Local Government (Union Parishad) Ordinance-1983 there will be a Chairman, 9 members (3 members from 3 wards) and 1 female member from each ward selecting by the UP authority. They will be selected for 5 years. They will collect money from House Building Tax, Fee from Village Police and Tax from Birth and Marriage Certificate etc.
3. According to the Local Government (Union Parishad) Ordinance-1997 there will be a Chairman, 12 members among them 3 should be female. Beside these 3 female sits, female member can contest for other 9 sets in the direct election. They will be selected for 5 years. For election purpose UP will be divided in to 3 wards. The main work of UP is to serve the people as best as they can do.

After the introduction of the Upazila system in 1982, it was felt that the functions and duties of the UPs should be restated. Accordingly, the Local Government (Union Parishads) Ordinance was promulgated in 1983. The functions of the UP, according to the Ordinance, remained almost the same as those in the Local Government Ordinance of 1976. The Ordinance of 1983 divides the functions of UP into five categories; (a) civic functions, (b) police and defense functions, (c) revenue and general administrative

functions, (d) development functions, (e) transferred functions (which may be transferred by the government from time to time). Although, subsequently, major changes occurred in the Local Government (Union Parishads) Ordinance 1983, no fundamental changes took place in the functions of UPs. In accordance with the Local Government (Union Parishads) Ordinance, 1983, as much as 38 administrative and development functions have been specified to be administered and implemented by UPs (vide First Schedule of Local Government Ordinance (Union Parishad) 1983 . However, according to sub-clause 2 of clause 30 of that ordinance the following functions are to be carried out by UP specifically

- Maintenance of law and order and rendering of assistance to the administration in the maintenance of law and order;
- Adoption of measures for preventing crime, disorder and smuggling
- Adoption and implementation of development schemes in the fields of agriculture, forestry, fisheries, livestock, education, health, cottage industries, communications, irrigation and flood protection, with a view to improving the economic and social condition of the people;
- The UZP may assign to UPs the implementation of such development schemes as it deems fit;
- Protection and maintenance of public property, such as roads, bridges, canals, embankments, telephones and electricity lines;
- Review of development activities undertaken by different agencies at the union level, and submission of recommendation to UP with regard to the activities of those agencies;
- Motivation and persuasion of the people to install sanitary latrines;
- Registration of births, deaths, blind people, beggars and destitute people;
- Conducting censuses of all kinds.

4.3. UP the Key Institutions of Public Service at Grass-root Levels

UPs are broadly responsible for economic, social and community development. The Local Government (Union Parishads) Ordinance, 1983 describes the functions of the UP in the First Schedule, which are as follows:

- Provision and maintenance of public ways, public streets, public places, public open spaces, public gardens, public play grounds, lighting of public streets;
- Plantation and preservation of trees, management and maintenance of burning and burial grounds, accommodation of travelers, prevention and abatement of nuisance;
- Sanitation, conservancy, adoption for measures for cleanness, regulation of collection, removal and disposal of mature and streets sweeping.
- Provision and maintenance of well, water pumps, tanks, ponds and other works for the supply of water, preventing contamination of sources of water supply for drinking;

- Regulation or prohibition of watering of cattle, bathing or washing, steeping of hemp, jute or other plants, dyeing or tanning of skins in or near ponds or residential areas;
- Holding of fairs and shows. Festivals, promotion of public games and sports, provision for libraries and reading centers;
- Relief measures in the event of any fire, flood, earthquake, relief for widows, orphans and poor;
- Adoption of measures for increased food production, management of environment, first-aid centers. Aid in the promotion of education under the direction of UP
- Co-operation with other organizations engaged in activities similar to those of the UP;
- Any other measures likely to promote the welfare, health, safety, comfort or convenience of the inhabitants of UP.

In addition, the UP is involved in the implementation of Government and donor-assisted programs, including old age allowance, vulnerable group development, rural maintenance component program and the rural physical infrastructure improvement program, most of which involve the employment and/or training of poor people who are paid either in cash or in kind.

4.4. People Opinion on the UP Activities

4.4.1. Peoples Demand and UP Representative's Performances

Some important questions were asked to the people on the activities of UP representatives. It is found that most of the cases people opined that UP representatives never done work timely (table 20). People said that UP representatives involved in different activities. So, they could not set their mind on the following activities timely. But when imposes some order from the higher authority then they implement the programs timely.

Table-20: Peoples opinion on the activities of UP representatives

Activities	Opinion (%)			Total voters
	Timely	Sometime	Never	
• maintaining law and order	8	56	36	100
• maintaining birth and death registers	6	30	64	
• maintaining ponds for fish cultivation	15	45	40	
• planting trees	45	50	5	
• promoting cottage industries	10	18	72	
• motivating people to adopt family planning	15	30	55	

Source: primary

It is also found that majority of people opined that UP representatives perform their duty partially (fig 7). Only 21% people said that they performed duty completely. So people have negative attitudes on the activities of UP representatives. This type of attitudes create gap between people and UP representatives.

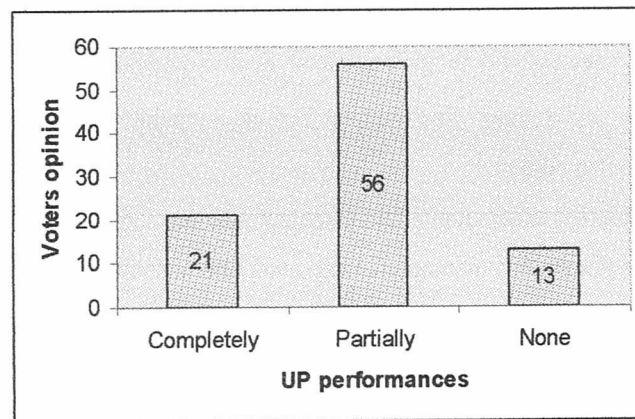


Fig 7: UPRs performances on duty

4.4.2. Peoples Opinion on the Activities that could be benefited them

- Motivational activities on health, agriculture and adult education
- To distribute relief goods properly during disaster period
- Establish retail sale centre for the poor people
- To speed up community clinic smoothly with the help of concern department
- To formulate local level planning with the participation of local people
- Attention to the local educational institute and help on adult education
- Up must be control violence and local conflict
- Pure drinking water supply and rural sanitation
- Perform duty according to the needs of people
- Male and female representatives should work together

4.4.3. People Opinion on Unwanted Activities done by UP Representatives

- Corruption at different project
- Sometime UPRs submit one sided report to the court without inquiry due to money
- Relief goods don't distribute among needy people
- Representatives are highly biased on political party
- UPRs involve in corruption on judicial process, construction and relief work
- Holding taxes are not properly utilize
- All members of UP are not equally treated by chairman

4.4.5. Peoples Opinion on New Areas of Activities

- Maintain law and order situation: law and order should be run well effectively and assistance to administration in the maintenance of law and order
- Coordination of activities: coordination meeting may be held among all representatives of various activities linking to the UP.
- Promotion of family planning: motivate people for the promotion of family planning.

- Protection and maintenance of public property: roads, bridges, culverts, canals, embankments, telephones should be maintained properly under the supervision of UP
- Adult education: motivation and persuasion of widows and aged people for education
- Arrangement of agricultural fair for motivating people towards modern agriculture.
- Establish of women right and inhibit child marriage: protection of women from suppression, child marriage should not be encouraged.
- Improvement of religious education: motivation and persuasion of the spoiled young generation to learn religious education

4.5. GOs and NGOs Officials Comments

4.5.1. Comments on the Activities of UP

UP have a wide variety of functions to accomplish on a large-scale basis for the need and welfare of grassroots people. Some important activities of UP are found out and are taken opinion from GOs and NGOs officers at upazila level. Most of officers (58%) said that UPRs put emphasis on settling local petty disputes by taking money from both parties (table-21). Secondly they put emphasis on maintaining hats and bazaars (93%). It is also found that UPRs put less importance on maintain of UP information and records (62%). There are different types of service oriented activities at UP levels. But UP representatives are not interested to spend more time for that purpose.

Table 21: GOs and NGOs officials comments on UPRs activities

Activities	Priority level			Total officers
	top	medium	less	
• assessing and collecting taxes properly	17	59	24	100
• maintaining law and order	20	45	35	
• maintaining hats and bazaars	35	43	22	
• issuing necessary certificates & licenses	12	42	46	
• settling local petty disputes;	58	22	20	
• maintaining UP information and records	12	26	62	
• Celebrating national days	10	34	56	

Source: primary

4.5.2. Comments on Additional Functions Perform by UPRs

Apart from the functions specified in the ordinance some extra functions are also to be performed by UP representatives. It is found that 55% GOs and NGOs officers said UPRs perform extra duty. But most of the officials said as people representatives extra duties creat close interaction between UPRs and the local people. Similarly, 92% UP representatives put opinion in favor on the comment (table-22). . But 56% people said UP representatives don't perform any extra work without self interest but at the emergency period UPRs perform extra duty due to the pressure of administration.

Table 22: Comments on performing extra duty by UP representatives

Does UP representatives perform any extra duties, which is not mention in the UP Ordinance?	Opinion (%)		No clear ideas
	Yes	No	
GOs and NGOs Officials • Respondents: 100	55 (55%)	25 (25%)	20 (20%)
UP Representatives • Respondents: 100	92 (92%)	2 (2%)	6 (6%)
Voters • Respondents: 100	24 (44%)	56 (56%)	20 (20%)
Total respondents: 300	171 (57%)	83 (27.67%)	46 (15.33%)

Source: primary

The UP performs various formal functions as prescribed in different Acts and Ordinances. It also performs some additional functions to meet the specific needs of the people, and under the instructions received from different Ministries and Agencies from time to time. These additional functions are not included in the Local Government Ordinance, 1976, 1983 and 1993. The UP generally performed the following additional functions:

- *Issuance of certificates:* Chairman of the UP issues some important certificates as and when required by the people for certain civic functions. The main certificates are character certificate, succession certificate and certificate for livestock sale.
- *Conducting relief work:* during natural calamities, the UP functionaries conduct relief operations with the help of the government, NGOs and other private organizations/individuals.
- *Clearance of loan:* the government offers agricultural loans to farmers through banks. The UP issues certificates to farmers interested in such loans and the banks consider this as an authentication of their eligibility. In fact, they will not provide a loan to a farmer until and unless this clearance certificate is obtained from the relevant UP Chairman.
- *Referral work in connection with treatment at the Upazila health complex:* when a dog or any other rabid animal bites a person within the Union, a certificate is required for its treatment at the Upazila health complex. The UP is required to issue this certificate and refer the matter to the Upazila health complex for treatment.
- *Settlement of petty disputes without referring to village court:* UPRs settle some petty disputes with cooperation from distinguished local citizens in order to reduce litigation in formal courts.
- *Other extra activities:* appointment of dealers, issue certificate and send patients to Upazila health centre for better treatment, Identification for receipt of bank loan, sale certificate of livestock, Issue of ration cards

4.5.3. Comments on Utilization of UP Fund for Public Service

To ask the question on 'could UP utilize its local resources for providing public service?' Maximum GOs and NGOs officer's put opinion in favor of the question (table-23). But a large number of officers said that most of the UP has minimum sources of local resources and these resources are mainly used for remuneration and salary of UPRs and staff. They said that UP must maintain the guidelines for utilizing of fund for local development or need based activities of people. They also pointed out some way by which UP could utilize its fund for public service.

Table 23: Officer's comments on utilization of UP fund for public service

Questions	Comments		Total
	Yes	No	
<i>Could UP utilize its local resources for providing public service?</i>	68 (68%)	32 (32%)	100 (100%)
<i>Does UP recover local resources successfully?</i>	54 (54%)	46 (46%)	100 (100%)

Source: primary

UP should utilize its fund in such way by which people can get maximum benefit. The following ways could be considered -

- There are many unemployed people in union who can take soft loan with minimum interest that can be provided by the UP from their local sources to run small business and cottage industry.
- UP can play a vital role in restoring law and order situation inside the union and be very strict as far as drug activities inside the union to save the young generation.
- Flood deficit is a major problem in our country. UP can easily take initiatives to dig canals to save water during flood where the idea of "Food for Work" can be followed. The water reserved in those canals can be used for irrigation during summer.
- UP can arrange different kinds of sports. So that young generation is engaged in these kinds of activities. UP could search out the talent student from different school within union and awarded them annually with their own fund.

4.5.4. GOs Officer's Comments on New Area of Activities

A group discussion session was conducted to find out new areas of UP activities for better services to the local people. The out come of the sessions are given below-

- UP could work as coordinator of GO's and NGO's activities at UP level for avoiding overlapping and cooperate each. UP could work on sanitation, arsenic mitigation, education, adult literacy program and accelerate their activities to reach into goal. There can be a consulting cell at UP complex to make conscious of the villagers about the work of GOs and NGOs.

- UP can be rehabilitation center for women, orphanage, and old home and make proper utilization of allowances given to old aged people.
- The community clinic in each UP can be activated; their supervision over the works is needed and they can urge them to adopt family planning methods.
- UP can provide loan, distribute seeds and fertilizes to poor farmers at pick period. UP can set up cottage industries to provide employment to women and youths. UP can provide training to youths and provide small amount of money to make them engaged in income generation activities.

4.6. Strengthening Strategies of UP

4.6.1. Provide Authority to UP for Conducting Important Activities

a. Planning Capability should be given to the UP

The present system of local government in Bangladesh is under tremendous control of the central government. UP has no direct involvement in planning system. They can only influence the planning modalities. But their voice may not be reflected in the existing top-down planning and decision making process. UP know very well the need and necessity of the people of their respective area, they should have given active participation and adequate vocal power in the planning process and thus a bottom-up planning process should line up in this respect. The UP as a local body could have done much had been made strong in structural shape with empowerment of making plans of its own. As the UP is the local, legal and democratic unit of the government of Bangladesh, it should be provided the authority of planning for the betterment of people and acting as a stronger unit as it is well oriented the need, demand, problem of the locality and it has every experience to face the challenges of solving the crisis.

b. Decision Making Authority should be given to UP

UP have no real decision-making power except without consultation with the competent authority. But as they are important body formed for welfare and development of their particular locality, they should be given some real decision making authority for rapid response, mitigating a problem and accomplishment of welfare and development activities for short term and long term benefit of the society by assessing and addressing the need of the people within its jurisdiction. The success of implementation lies in the active and participatory involvement of the implementer in the decision making process. To come out from the curse of weak resource constrains and under developed organization UP should be given the authority as the real decision maker. For further improvement the higher authority should act sincerely not to consider it as an isolated unit but a self sufficient one. Central government may not be aware of local peculiarities and remedies for them. Each locality is different from the other and has its own set of problems and priorities. UP has to be bestowed with adequate decision making authority to chart out its own development plans.

c. Delegation of Power to the UP for Remobilization of Local Resources

It helps the central government increase democratic and participatory decentralization by empowering local governments and stakeholders to effectively deliver and access public services. The immediate objective is to secure the support of UP for local development initiatives as well as to increase their ability to do so in an effective, sustainable and participatory manner. Such type of power should be vested with the UP as they know better about the resources unevenly distributed by nature within its fore corner. They should have power to be delegated to them for equal equitable and fair development of the area as a whole by remobilizing of local resources. This is necessary for ensuring everybody's share and participation in the resources to meet their needs and make development. Currently, the UPs are allowed to levy only very few items of taxes, rates and fees. Those are collected from local sources and the local people have the right to utilize them. UPs are dependent on grant from the government. Increase in local resources and accumulation of wealth is the demand of time. Lack of delegation of financial power prevents the UPs from exploring local resources and making good use of them. For remobilization of local resources regarding local development, the UP should have the authority to exercise the financial power.

d. Decentralization of Power from Centre to UP Level

To run an administration properly there should be well-equipped manpower as well as some power to make them effective. Although necessary manpower is already there in the UP, the suspension of decentralization and delegation of government activities to UP are disappointing. The best way to solve the problems faced in the locality is through local initiatives and local leadership by awakening and mobilizing people. UP like other local governments, are subject to control by the government in various matters. Sometimes their control mechanism stands as barriers for development and necessary activities for the UP. So some power should be decentralized to the UP. This is a prerequisite of meeting the needs of the locality and its inhabitants. The central government can increase democratic and participatory decentralization by empowering local government and stakeholders to effectively deliver and access public services.

e. Ensure People's Participation in all Activities

People and community participations are essential ingredients for comprehensive development. But in our country the large number of people living in the villages has got no scope to participate in the major program intended for them. There appears no organizational system set up to ensure or facilitate the process of people's participation in the local level but UP is the most important age old peoples oriented institution which can fill up the institutional gap in between the government and the people and successfully ensure people's participation.

f. Implement Development Project Efficiently

Local level planning has assumed urgency because of the need to accelerate rural development, to increase production, employment, physical and social infrastructure development and meeting the basic needs of the poor. The government recognizes local level planning and implementation of development projects at Union level by using the local government bodies. It is an important means to achieve the national objectives. Being an oldest and established local government institution, UP has prospect for village based planning and implementation of the projects at Union level on the basis of local needs and demands.

g. Built Close Interaction with Local Administration

UP and the field level bureaucracy may work together in a coordinated fashion in the areas of (a) project implementation and management b) maintenance of law and order c) distribution of relief d) planning, organizing and managing all types of agriculture development and related activities e) family planning motivation and other health programs and extension services f) organization and management of special programs usually carried out by different agencies of management.

4.6.2. Involve in Welfare Related Activities at UP Level

It is observed that most of the department at Upazila level provides service to the local people through their field workers (table-24). Similar activities are performed by NGOs at rural area. UP could easily cooperate with both GOs and NGOs activities. But there is no guideline how to work UP with them. On the other hand UP could be involved in people welfare activities within its jurisdiction and with the help of local people. Technical support should be taken from concern field workers of different organizations and financial support should be taken from local resources. UP can play role in the following fields in collaboration with GOs and NGOs workers at field level-

a. Education: through intensive awareness building and monitoring UP may ensure that every child goes to school and make sure that the schools are running well with their assigned activities and responsibilities.

b. Health and Family Planning: UPs should develop, maintain, look after and ensure the health facilities, as only sound people can play their due roles effectively and efficiently contributing in individual as well as national growth.

c. Agricultural: UP should work with farmers for meet up their necessity at emergency period for availability of fertilizers, seeds. UP should work for ensuring the availability of seeds, fertilizer and other logistic supports and also marketing of agro product for agricultural development

d. Building small scale village roads, culvert, and bridges: UP can itself build small scale village roads, culverts, bridges either in concrete or using woods and bamboos etc., not waiting for funds from national revenues.

Table 24: Services of government employees available at Union level in Upazila

Department	Union/Village level employee	Manpower
Agriculture	Sub Assistant Agriculture officer	6-16
Fishery	Fishery Assistant	1
Livestock	Field Assistant, Artificial inseminator	3-4
Family Planning	Family Planning Inspectors, Family Welfare Assistant and Family Welfare Visitors	4-6
Health	Health Inspector, Assistant Health Inspector, Health Assistant, Medical Assistants, Sanitary Inspector and EPT Technician	8-10
Education	Assistant Upazila Education Officer	3-6
Bangladesh Rural Development Board	Assistant Inspector Field Organizer	2-3
Social Welfare Department	Union Social Worker	6-8
Public Health Engineering	Mechanic	2
Local Government Engineering Department	Work Assistant Assistant Engineer	5-7
Cooperatives	i. Inspector, UCCA	2
Ansar and Village defense Party	Union Leader, VDP Ansar Commander	5-10
Youth Development Office	Credit Supervisor Group Animator	2 5
Women Affairs Office	Field worker	2
Total		50-80

Source: primary

4.6.3. Develop Interaction to the People for Their Necessity

a. Skill developing activities: human beings are resources only when they are educated and skilled. Skilled hands are fortune makers. Every developed nation is developed for their educated and skilled human resources.

b. Motivational activities against early marriage: child or early marriage is a social curse, which causes invisibly immeasurable human crises and social problems. Lives of many people become destroyed because of child marriage or early marriage causing huge social burden, damaging the spirit of lives of those people diminishing their potentials and productivity. UP being vigilant can prevent these heavily harmful child or early marriage.

c. Motivation activities in favor of agricultural development: UP can play very important roles in motivational activities concerning agriculture, fisheries education, health care, sanitation, family planning, and hygienic life style.

d. Awareness building activities: UP can contribute a lot by building awareness against drug addiction, child abuse, divorce, child and women trafficking, polygamy, environmental pollutions, birth registration, birth control and encouraging people to set up poultry, dairy and fish cultivation.

4.6.4. Implement Administrative Reform Commission/ Committee's Recommendations

In Bangladesh, a politically empowered and financially viable local government system is yet to emerge. Historical experiences suggest that political parties in power, time and again, have failed to live up to their commitments in establishing truly decentralized LG system in the country. This has happened due to the fact that the country experienced long spells of military rule. As a result, politicians at the national level lack of confidence and feel insecure in sharing powers and authorities with LG units. The country has had three consecutive elected governments since 1990 and is preparing level playing field for next election. At this crossroad of institutionalization of democratic governance, demands should be put forward to political parties to make firm commitment reflected in election manifestos for the enactment of appropriate legal measures for the establishment of a devolved LG system with adequate functions, powers and authority and the provision of resource sharing between the national government and LG units in the country. However, government formed reform commission/ committee for strengthening LG system in Bangladesh. These commission/ committee analyzed the LG system and put forward some important recommendations. But majority of the recommendations are not implemented. Local Government Structure Review Commission was formed in 1993. This commission recommended some important things for strengthening LG Union Parishad but most of them are not implemented except MPs should act as advisor to the LG Union Parishad (table-25.1).

Table 25.1. Commission/ Committee's Recommendations with Particular Focus to UP

Commission/ Committees	Major Recommendations (with particular focus to UP)	Observations
Local Government Structure Review Commission 1993 <u>Focus on</u> Study the local government and recommend a suitable, effective, responsible and accountable local government structure for the country. Review and Recommend LG system and structure	- Identified 12 development functions, 12 functions related to maintenance of security and order. - UP were given authority to supervise and review the activities of the GOB officials working the UP level. - Formation of a Statutory Body called Local Government Commission. 9 specific heads have been earmarked for UP taxation - UP to get matching grant if they can mobilize internal resource for development project - UP should be allowed to get credit from Banks for is projects - NGOs working in the areas should contribute 10% of their project cost to the UP as fees - MPs should act as Advisor to the LGUP	- Implemented - Nothing happened - Nothing happened - Not constituted - No action taken - Not implemented - Not implemented - Not implemented - Implemented

Similarly, government form Local Government Commission in 1997 and Committee for Recommendation of Financial Powers and Sources of Financing LG Institution in 1999. But most of their recommendations are not implemented (table-25.2 and 25.3).

Table 25.2: Commission/ Committee's Recommendations with Particular Focus to UP

Commission/ Committees	Major Recommendations (with particular focus to UP)	Observations
Local Government Commission 1997 Focus on Review and Recommend LG system and structure	• UP Chairman will write the performance report of Union level GOB staff • Independent LG Commission was proposed to look after LG Finance and control • 22 specific functions have been earmarked for the UP. These work have been clustered into 10 broad functional areas • Block Supervisor, Health Assistant, Family Planning field workers, GOB officials based at Thana UP level, Anser/VDP will be non voting members of UP • Representative of Cooperatives, Freedom fighter, Disadvantaged groups (fishermen, Landless, destitute women, weaver) will be non voting members • Enhanced share of land tax up to 5%. • In addition to UP members, GOB officials working at the UP level will work as co-opted Member secretary of the following committee: Law and order, health and Family planning, Agriculture etc • UP Five Year Plan will be the basis of <i>Upazila</i> Five Year Plan	• Not implemented • Not constituted • Not incorporated in the LG Ordinance • Not implemented • Not implemented • Not implemented • No action is taken • No concrete action is undertaken

Table 25.3: Commission/ Committee's Recommendations with Particular Focus to UP

Commission/ Committees	Major Recommendations (with particular focus to UP)	Observations
Committee for Recommendation of Financial Powers and Sources of Financing LG Institution 1999 Focus on Examine the Local Government Finance system and suggest /recommend appropriate interventions	• Recommended 5 new sources like Marriage registration, Registration fee for more than one marriage, Construction of new house, Fee for commercial slaughtering , Income from UPs own constructions • Suggested for two statutory bodies: a. Local Government Commission b. Local Government Finance Commission	• Not implemented • No actions have been taken

Source: <http://www.cpd-bangladesh.org/publications>

4.6.5. Ensure Accountability and Restructuring of UPs

a. Supervision and inspection authority should be given to the local administration

Decisions and activities of UP are to be approved by the central government. In such way supervision is conducted. Central government has also access to inspect the comments, files etc. of the government. In such way, central government performs inspection in UP activities. Supervision is necessary for ensuring quality and cost effective expenditure. Inspection is essential for assessing the fact that things are right all the way and complied with law, regulation, rules and orders of the central government. Thus supervision and inspection of the UP should be done by the local administration for ensuring quality work as well as transparency of the activities and accountability of UP. The current situation of supervision and inspection are found that UNO, representative of LG, ADC and DC visit UP under his jurisdiction on periodic and occasional basis. Lack of coordination among inspection authorities of different agencies creates problems with the UPs. As part of the government such visits may be necessary but frequent visits may make the works cumbersome. Supervision and inspection by the local administration could improve the quality of work.

b. Categorized UPs for its better services

UPs in Bangladesh are not categorized as A, B or C like Pourashava according to their size, population and income. There are lots of UPs, which are under-developed, very limited revenue sources, earning capacity and own income is very poor and disadvantaged communication facilities. On the other hand there are many UPs with high population, large in size, high own revenue earning sources and developed communication facilities. Considering these issues UPs may be categorized according to their size, population, earning capacity and communication facilities. On the basis of all these issues government grants may be allocated for better services of the people.

4.6.6. Manage Human Resource for better Outcome

a. Implement Proposed Personnel Systems in UP

In the proposed system, UP would have a full time Secretary, 9 *Mahalladars* and 1 Caretaker. There would also be a Tax Collector and an Assistant Secretary, who would also work as an accountant. The Chairman of the UP is the chief executive. In the proposed new system, the Upazila Parishad would represent officers and employees of all central government administrative and development agencies. As long as they work at the Upazila Parishad, they serve as seconded officers and employees, (except for the police and judiciary). The Parishad's own staff includes a secretary, an assistant secretary, one accountant, a security guard and one sweeper. The Chairman has a three member personal staff. All officials are answerable to the Chairman. Except the UPs, all other local government bodies have officials on deputation, which belong to their respective cadre services.

b. Provide Training in Time

Training of UPRs and employees is generally limited. Elected representatives as well as appointed and nominated personnel are provided training at National Institute of Local Government (NILG). Some are even sent abroad for short term training. Lower level technical or general staff are rarely given any training or chance to improve their skills.

c. Improve Service Conditions

The salary scale and service conditions are more or less similar to other government services in the country. In addition to basic salary certain fringe benefits such as house rent allowance, medical allowance, contributory provident fund, gratuity benefits, festival bonus etc. are enjoyed by local body employees. Normal retirement age is 57. Class III and Class IV in large corporations and Municipalities also form unions to uphold their rights and privileges. In case of UP service condition of the employee are not up to the mark.

d. Ensure Discipline among UPRs and Employees

The Bangladesh Local Council Servants Rules (1968) guide the disciplinary conduct of employees of local bodies. These rules contain grounds for penalization, which include inefficiency, misconduct, corruption and subversion. Enforcement of disciplinary action often becomes difficult due to union pressure.

CHAPTER-V

5. FUNCTIONARIES SHORTCOMINGS OF UP AND UP, GOs, NGOs COLLABORATION FOR PEOPLE SERVICE

At present central government decides what development and service delivery approach will be adopted at the local level. This information is passed on down the line of hierarchy chain and implemented at the local level. The role of UP in planning activities of its area is minimal and one of mere implementer alongside other government and non-governmental organization. The planning process doesn't lie at the UP level it affects success of work adversely from the very beginning. UP itself is a weak organization from very beginning to present due to resource constraints and functionaries shortcomings. So, desired public services always remained untouched.

A. Functionaries Shortcomings of UP

5.1. Gap between Objectives and Activities of UPs

UP is the central point local body for execution and implementation of all governmental programs-administrative or welfare whatever it might be. But what actually does occur in the practical field is to be reckoned with prominently. UP never reach the goal according to plan and aspirations due to some situational constraints. So there always remain a gap between objectives and activities of UP that should be minimized for better services of people at grass-root level.

5. 2. Inherent Problems being encountered by UPs

a. Administrative Problems

- Central government and local government have so many offices at the Union level in parallel. But UP does have no control over these offices in any way, so there always remains a gap of coordination among all these offices.
- UP is the lowest hierarchy of elected representatives in the country. Even then UP can not participate in socio-economic development works due to constraints in procedural, environmental, legal and other inherent factors. Taxes, vat, fee etc. normally levied by UPs are in inconsistency and incongruity throughout the country. This administrative problem obstructs increase of financial stability in the UPs.
- Shortage of manpower in collection of revenues, taxes, fees, rates etc. in the UPs. Besides, administrative problems make things of UPs handicapped for administrative works as well as development schemes due to absence of coordination, control and dedication.

b. Financial Handicaps

- The amounts received from the government through the block grant are small and their allocation among the UPs is subject to much competition. At the same time, the potentials from the tax and fees are not realized fully.
- UPs have insufficient sources of income. Income from properties and subscription/grants from others/organization are always very negligible or even nil.
- From cinema halls, theatres and others amusement sources of the Union, UP does not get enough or legal revenue. Moreover 99% UPs do not have cinema halls or theatres. Brick fields, rice mills etc. also do not pay actual tax. Moreover all traders do not take trade license and from influential and rich people UPs do not collect any due and legal tax.
- UP can't maintain impartiality in leasing out water source, hat/bazar, ferry etc. UP can not invest properly because in which fields they can invest or not is not specified properly by the government.
- Sectaries of UPs can't exercise full power for revenue collection, as elected members don't give them any importance. Income and expenditures of UPs are not audited regularly.

5.3. Problems in Development Programs

Effective management of development projects depends primarily upon project identification, preparation and project implementation. The development projects are mostly identified based on the personal desire of the influential local leaders and their vested interest and not necessarily on popular need. Even if a project is said to be responsive in general, vested interest of the local politics and power influence its location, mode of management. In practice, Chairman and influential UP members at their personal capacity develop projects and submit them to higher authority for approval. No long-term planning or operational targets are found.

- As there is no coordination among all agencies, GOs and NGOs at the Union level, so development programs also do face tremendous setbacks. There becomes turmoil of everything in working out the planned schemes.
- For collecting funds and other prerequisite factors for development UPs also do not have personal initiative which handicap the development programs to be implemented.
- After meeting salaries/allowances of chairman/members, most UP can't employ 25% of income in development works. This way development programs are obstructed.
- Due to financial crisis most UPs undertake only small-scale development projects like non-carpeted roads, culverts, wooden/bamboo bridges etc.

5. 4. Problem due to Unnecessary Work and Duplication of Work

The Local Government (Union Parishads) Ordinance authorizes UPs to perform many responsibilities. But it seemed that several functions are not realistic or necessary at present days like, accommodation of travelers, street light etc. It should be pointed out that the responsibilities and functions are listed in very broad terms with no specific activities assigned. The UP is under staffed. Some functions assigned to UPs also overlap with those of central government departments and agencies. There is, for example, considerable duplication in the local infrastructure responsibilities of the UPs and departments such as, LGED and DPHE. Funds provided to the UPs under ADP are not predictable in amount or timing, in spite of the official ADP allocation formula. Rather they are prone to political manipulation. Such funds also represent a very small proportion of the total development budget available locally. Most of which is channeled through the departments.

5.5. Mind set in Corruption due to Recovery of Election Cost

By all accounts, local government election expenses have short up over all years, so that the winner is under pressure to recoup the expenses, if not to make a profit, through corruption and nepotism. It is well known that members' returns from investment in election campaigns are very high. It is generally accepted that those who own the UP polls would almost certainly go on to recover their election costs. The large amount of money is needed for the election; it is extremely difficult for people outside the rich stratum of rural society to compete.

5.6. Obstacles in Discharging UP Functions

As UPs work at the grassroots, they constitute the most important tier of the rural local government system. However, it is usually found that the UPs face serious problem in performing their assigned tasks. Of these, the following deserve special mention:

- a. **Inadequate Finance:** It is the most serious problem faced by UPs, annual government grants. The government also permits UPs to levy taxes and fees on a limited number of resources. Owing to various factors, UPs do not, or are unable to, fully exercise their taxation powers. On the other hand, due to delays in the release of grant funds by the government, UPs cannot perform their functions properly.
- b. **Non-cooperation among Members:** For smooth functioning, this factor sometimes becomes a serious barrier. Every UP has project committees for undertaking various development projects. But most of the times, UP members remain absent from the scene. Their signatures are required on project progress reports. They are generally reluctant to put their signatures unless there is some illegitimate inducement.

- c. **Lack of Training of UP Functionaries:** The functions of the UP cover every aspect of rural social and economic life. However, the success of the Parishad in discharging these functions depends largely on the capability and efficiency of UP functionaries such as Chairmen, members and secretaries. In order to make them effective, training in relevant skills is a must. Unfortunately, training available to them at present is rather inadequate.
- d. **Lack of Technical Staff:** The UP constructs and maintains roads, bridges, and culverts etc. as a part of its functions. But due to lack of technical staff, it cannot perform this function properly. In the UP only secretary is the qualified employee but he has no technical background. As a result preparation and execution of local development schemes being hampered.
- e. **Lack of Coordination:** Lack of coordination between elected representatives and government functionaries also hampers the UP's normal functioning.

5.7. Political Interference in UP Activities

Though the chairman and members of UP is not elected under any political party but most political parties' shows keen interest on this root level of local government and it comes from all levels. Political interference damage working environment as mentioned: internal and external influence on development work, malpractice in the event of allotment of fund for several development works, distribution of work such as relief considering the political view and discrimination among the several wards within an UP. To upgrade the lifestyle of poor villagers, the Local Government Administration should be given more facilities and authority to serve the rural people. UPRs would work heart and soul without interferences of any political party. Again there is no political consensus about the functioning of UP and other local government institution. As a result, with the change of government, the policy on local government also changes. This is a big hindrance development of UP as local government institution.

5.8. Uninterrupted Corruption at Every Level

Corruption at every level reduces work strength of UP. About 80% of the cases, charge sheets are formed against UP chairman or project committee due to corruption of wheat/rice supplied under 'food for work' or 'money for work' program. Corruption is mainly related to financial activity. It happens in several stages of any development work, which starts at the point of releasing any fund or relief or donations. In the event of financial involvement it starts after the submission of any project proposal. Corruption also continues during the work, carried out the assigned person, and during the project appraisal of any development work by concerned official and finally in completion of releasing the last installment of fund on completion of any development work.

B. UPs, GOs and NGOs Collaboration for Ensuring Better Services to the People

In independent Bangladesh, formation of local government is a fundamental principle of state policy. Article 9 of the Constitution has required the state to encourage local government institutions composed of elected representatives of the areas concerned. As per Article 59 of the Constitution of People's Republic of Bangladesh, local government in every administrative unit shall be entrusted to bodies composed of elected representatives. The Constitution also refers to certain functions of the local government bodies within the administrative unit that include administration and the work of public officers; maintenance of public order; preparation and implementation of plans relating to public services and economic development. Similarly, most of GOs and NGOs work at rural areas for developing of localities and as well as providing better services to the people. But there is no proper cooperation and coordination among UPs, GOs and NGOs. The basis of strengthening local government bodies for improved service delivery has thus been laid in the above constitutional provision that requires local government's involvement in public service delivery and development activities. There is no provision to oversee their work by local elected members. Supervision of works undertaken by GOs and NGOs can be done by the elected members of the locality. Coordination possibilities among UP, GOs and NGOs activities are very poor. In this regard, government's intervention by formulating rules and regulations can do a lot.

5.9. Sector Specific Development Functions of UP

According to the UP Ordinance UPs are entitled to work with many other departments in their locality. Sector specific development functions are shown below-

a. Agriculture:

- adopt measures for increased food production (UP, First Schedule, Part I, item 31)

b. Water Resource Planning and Management

- Provision and maintenance of well, water pumps, tanks, ponds and other works for the supply of water (UP, First Schedule, item 16)
- Prohibition of the use of water of wells, ponds and other sources of water-sources suspected to be dangerous to public health (UP, First Schedule, item 18)
- Regulation and prohibition of the watering of cattle, bathing or washing at or near wells, ponds or other sources of water reserved for drinking purposes (UP, First Schedule, item 19)

c. Forest:

- plantation and preservation of trees in general, and plantation and preservation of trees on public ways, public streets and public places in particular (UP, First Schedule, Part I, item 4)

d. Industrialization

- Regulation and prohibition of dyeing or tanning of skins within residential areas (UP, First Schedule, Part I, item 21; PAUR, Second Schedule, item 19)
- Regulation or prohibition of the excavation of earth stones or other material within residential areas (UP, First Schedule, Part I, item 22)
- Regulation or prohibition of the establishment of brick kilns, potteries and other kilns within residential areas (UP, First Schedule, Part I, item 23)

e. Health and Sanitation

- Motivation and persuasion of the people to install sanitary latrines (UP, Section 30 (2i))
- Sanitation, conservancy, and the adoption of other measures for the cleanliness of the union (UP, First Schedule, Part I, item 9)
- Regulation of the slaughter of animal (UP, First Schedule, Part I, item 13)

f. Recreation

- Provision and maintenance of public places, public open spaces, public gardens and public play-grounds (UP, First Schedule, Part I, item 2)

g. Waste Management

- Regulation of the collection, removal and disposal of manure, streets sweepings, carcasses of dead animal (UP, First Schedule, Part I, items 10 and 12)

h. Abatement of Nuisance

- Prevention and abatement of nuisances in public ways, public streets and public places (UP, First Schedule, Part I, item 8)

5.10. Supervision of GOs and NGOs Works by UPs

The Government as well as NGOs plays a pivotal role to accelerate the development of rural inhabitants. But there is no recognized system or authority of the UP to supervise the development activities done by the GOs and NGOs. So there must have an authority of UP to supervise the micro-level development activities that conducted by GOs and NGOs. It is found during field survey that majority (57.67%) of respondent agreed with the comment that UP must supervised GOs and NGOs activities at UP level. But majority of GOs and NGOs officials are not agreed with the comments (table-26). Officials of GOs and NGOs pointed out that each department has separate programs. They have proper guidelines from concerned authority. So UP supervision of all works could create problem. Majority of the respondents suggested that UP representatives should be involved in development program. General perception of people are that development initiatives will be more fruitful if UP has more competence in supervising the works be it infrastructure development, tree plantation or other tangible development works; or other intangible development work like promotion of public awareness, policy advocacy etc.

Table 26: Supervision of works done by GOs and NGOs for local development

<i>UP must be supervised the works that implemented GOs and NGOs at Union level</i>	Agreed	Disagree	No comment	Total
• Voters	60	33	7	100
• UP Representatives	72	19	9	100
• GOs and NGOs Officials	41	45	14	100
Total (% of total)	173 (57.67%)	97 (32.33%)	30 (10 %)	300

Source: primary

Presently, number of GOs and NGO's operated in different types of economic development project regarding agriculture, health, education, micro-credit and youth development program in each UP. All these development activities need effective supervision and coordination. UP should take initiatives in supervising development activities taken within its jurisdiction. Capacity building of UP members in respective fields through training, making experts public committees to supervise the works could be taken to increase the supervision skills.

a. People Opinion: UPRs should take care of what the GO's and NGO's are focusing and actually what they are doing. This will help to monitor about any subversive work against the country. It will ensure the quality of work. Accountability and dynamism of the works can be guaranteed. It will also ensure close interaction among GOs, NGOs and UPs.

b. UPRs Opinion: Local leaders know his areas best. So supervision on GOs and NGOs work may improve the quality of development works. For supervision of GO's and NGO's works, local UP chairman can frame a committee including local persons and GO, NGO representatives headed by him. Monthly meeting may be arranged to discuss on issues like progress, problem implementation of development works done by GOs and NGOs and provide support to the development activities. The committee may help GO's and NGO's in case of any local pressure and interference in project implementation.

c. GOs and NGOs Official's Comments: More power and higher authority may be delegated to UP to supervise the development activities conducted by different organizations. Arrange should also have to be made to ensure accountability by doing regular audit, inspection and visit of concerned supervisory officials. UP should be given the authority to appraise the function of NGOs in respective area. The government should arrange training program for UP representatives so that they can provide such services efficiently and effectively for the benefit of the people.

5.11. Ensure Coordination among UP, GOs and NGOs

UP may be made an effective local government organization if GOs and NGO's could coordinate effectively in development activities with UP. Coordination among organizations working in rural area will ensure quality of work in development activities. There are ample scopes of coordination among the GO and NGO's working in the UP. Major areas of potential development are identification of expertise of organizations in relevant field, allocation of geographical areas for similar development work, linkages and partnership of organizations for better and faster work implementation. Coordination of these organizations could be done by regular and frequent meetings of parties concerned to discuss relevant issues and UP should take a proactive role in the process. It is always neglected by the central government. As a consequences no effective co-ordination can be seen among UP, GOs and NGOs activities. Here government should play the pivotal role to establish the co-ordination among these organizations. It is observed during the field study that 55% people, 76% UPRs and 45% GOs and NGOs officials put positive opinion on possibilities of coordination among UP, GOs and NGOs activities (fig-8).

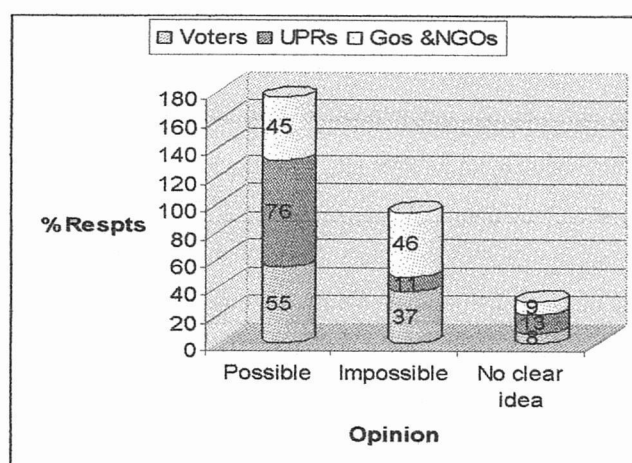


Fig. 8 Coordination possibilities among UP, GOs and NGOs

Majority of respondents said that UPRs could easily motivate people for their well-being. So coordination among UPs, GOs and NGOs would ensure speedy completion of development project and reduces corruption in the activities. The UP chairman and members are directly engaged for the local development. Coordination among UP, GOs and NGOs may make easy to do there jobs. Time to time coordination meeting among UP, GOs and NGOs should be arranged to share different problems, barrier of program implementation, law and order situation. They also suggest that there must be arranged monthly meeting among UP, GOs and NGOs regarding implementation of development works.

CHAPTER-VI

6. FINDINGS, RECOMMENDATIONS AND CONCLUSION

6.1. Findings: Regarding Local Resources Mobilization

Local resources based income mostly depends on the availability of local resources. Local sources of resources are varied from location to location. It is easier to take one or multiple initiatives for generating income from local resources but it is very difficult to maintain fund with transparency. Local sources of income is very important for people service but UP could not take any commercial activity that can make harm or results negative impact upon the economic activities of the individuals or groups of people in the rural area. Major findings are highlighted below-

1. The financial condition of majority UPs are very poor. The main reasons are weak and faulty assessment of tax and lack of resource management. Tax assessment is an important factor for collecting local resources but all UPs don't maintain model tax schedule 2003. The consents officials always maintained last year records and even in some UPs don't show any annual budget.
2. Most of cases UPs tax recovery rate is below 50%. It is found that UPRs don't pursue at all to collect holding tax and are not interested to collect local sources. Another reason for poor collection is the reluctance of the UP functionaries to adopt legal measures against the defaulters for fear of losing their votes in future election. Besides, lack of intensive monitoring in tax collection process causes minimum recovery of taxes. So UP could not achieved its target.
3. It is found that most of UP have minimum sources of local resources and these resources are mainly used for remuneration and salary purpose. But in some areas UPs and local people jointly maintained some programs and UP collected revenue from those sources. It is observed that out of 20 UPs only 6 UPs are collected revenue from new sources that is not mentioned in the Model Tax Schedule, 2003 but rest 14 UPs are not interested to collect revenue from new sources of resources.
4. Majority of UP representatives pointed out that UP could collect revenue from different sources of the locality. Proper physical survey is needed to assess UP income. The nature of land is changing from agricultural land to residential land or commercial plots. While assessing the tax UP does not take into account the changes of nature of land and increase revenue. There are so many new sources of local resources like license on profession, private commercial dairy and poultry and shrimp farm. UP may collect revenue from these sources but need approval from the higher authority.
5. The UP development projects are effectively based in sector wise guidelines of infrastructure development like transport, agriculture and irrigation, physical infrastructure, education and

development. But it is found that maximum amounts of revenue are spent on the wages and salaries of the staff, the remaining money being insufficient even to meet the expenditures on commodities and services of people.

6. 'Direct allotment' under UP development assistant program is an important source of resources of UP. This program is now directly support to UPs financially and UPRs implemented project according to the needs of people. Besides local level planning and people participation in UP activities are increasing under this program day by day.
7. Most of GOs have no program which provides financial support directly to UPs. But some department like SWO, WAO and PIO offices provide support to the people through UPs. Similarly, NGOs are not provided financial supports to the UPs but they involved in different activities with UPs like training and different social works.
8. It is found that only 61.67% people pay taxes to UP regularly but 38.33% people don't pay any taxes to UPs. Most of the tax payees are not satisfied with the activities of UPs and they don't enjoy any facilities from UPs. Large numbers of people claimed that UP representatives don't work in favor of them without self or political parties interest.
9. It is found that around 54% people are agreed with imposition of new taxes. But hey said new taxes would be fruitful if it will be utilized for betterment of people .Otherwise it will be misused by UPRs. Some respondents thought that new area of taxes will Increase corruption among UPRs and decrease their popularities.
10. Immovable Property Transfer Tax (IPTT) 1% is one of the most important sources of local resources of UP. But due to lack of policy this money can't be invested. The UPRs said that proper guidelines regarding IPTT will enhance fund and UP will be established as a self-dependent organization.
11. Most of GOs and NGOs official said that regular and frequent inspection by the competent authority will facilitate UP to assess and raise revenue. The objectives of the inspection will facilitate and guide UP, not to find out their lapses and mistakes.

6.1.1. Recommendations

1. There are many un-utilized and under utilized sources of income like new households, business, commercials, professions. So, UP should make new assessment and impose tax as per Model Tax Schedule, 2003 for increasing income. UP representatives should involve in monitoring process, so that revenue earning target could be achieved.
2. At present huge number of garments industries, shrimp industries, poultry and dairy farm have increased on which tax would have been charged. UP could easily extended taxes area in addition with the schedule. The authority should provide approval regarding collection of taxes from the new sources without burden of people.

3. Proper physical survey is needed to assess UP income. The nature of land is changing from agricultural land to residential land or commercial plots. While assessing the tax UP does not take into account the changes of nature of land and increase revenue. The UP should assess taxes properly and take into account the changes of nature of land from agricultural to households and commercials. In this process UP might seek to cooperation from local social leaders like schoolteachers, religious leaders.
4. UPRs should work together and must be involved in motivational activities among people regarding payment of taxes. They should minimize the gap between UPRs and local people. It will ensure better outcome.
5. UP should mobilize local resources for local development. UP should have the authority to exercise the financial power. Some activities like village fair, games, tree plantation and agricultural activities should be encouraged as a source of UP income and that should be utilized for people benefit.
6. 'Direct allotment' under UP development assistant program is an important source of resources of UP. The money under the program should be increased and at the same time proper supervision of completed project should be ensured.
7. UP gets 1% property transfer tax and this way accumulate reasonable amount of money. But due to lack of policy this money can't be invested. Appropriate policy should be formulated for investment of this money. Thus UP could earn lot of money to make its role more fruitful.
8. Local audit and accountability of UP representative is important for managing of income and expenditure of UP. Central audit in addition with local audit causes accountable and corruption free of UP representatives. Similarly, proper management of financial matter could be strengthened UP economically.

6.2. Findings: Regarding Need Based Activities of UPs for Stakeholders

UPs are broadly responsible for economic, social and community development at grass-root level. The UP performs various formal functions as prescribed in different Acts and Ordinances. It also performs some additional functions to meet the specific needs of the people, and under the instructions received from different ministries and agencies from time to time. These additional functions are not included in the Local Government Ordinance, 1976, 1983 and 1993. The key findings regarding need based activities are presented below-

1. The Local Government (Union Parishads) Ordinance, 1983 included many functions, some of them are maintenance of public ways, plantation, sanitation, relief measures, motivational work on birth control and birth registration, management of environment etc. Majority of people said that UPRs are always involved in self interested activities. It is also found that most of the cases people claimed that UPRs have never done work in time. They could not perform service oriented activities. So people have negative attitudes on the activities of UPRs. This type of attitudes create gap between UPRs and the local people.

2. It is found that people desired UPRs to work in local development, speed up the activities on health, agriculture and education and also perform duty according to the needs of people. But most of cases UPRs are involved in unwanted activities like corruption in development project, highly biased on political party and all areas of union are not equally treated. So people are deprived from their basic needs.
3. People have some basic demand to UPRs like minimize conflict among people; develop road communication, special attention to poor etc. But UPRs involves in unwanted activities like corruption at different development project, much attention on the own party's peoples and one sided report submission to the court. Most of officers (58%) said that UPRs put emphasis on settling of local petty disputes by taking money from both parties. These create unhealthy in environment at grass root level
4. It is found that 55% GOs and NGOs officers said UPRs perform extra duty. But most of the respondents said as people representatives it is their duty. But 56% people said UPRs don't perform any extra work without self interest but at the emergency period UPRs perform extra duty due to the pressure of administration.
5. The Local Government (Union Parishads) Ordinance authorizes UPs to perform many responsibilities. The UP is under staffed due to these works. Besides, some functions assign to UPs also overlap with GOs and NGOs. GOs and NGOs have many activities at the Union level in parallel. But UP have no authority to coordinate with those activities, so there always remains a gap among the organizations.
6. The present system of LG in Bangladesh is under tremendous control of the central government. UP has no direct involvement in the constructive and resulted oriented planning system. But they are important body formed for welfare and development of rural area.
7. There are lots of UPs, which are under-developed, limited revenue sources, earning capacity and own income is very poor and disadvantaged communication facilities. On the other hand there are many UPs with high population, large in size, high own revenue earning sources and developed communication facilities. So it is important to categorize UP according to its characteristics.
8. It is observed that the question of undertaking public service and development works out of own income of UP does not arise. GOs and NGOs officials said that it is important to sanction fund to the UP directly and maintain the standard of development work. Ensure proper supervision of development work and Introduce local auditing system in addition with central audit for better out come.
9. Most of respondents said that there are many unemployed people in union and UP can provide soft loan from local resources with minimum interest to run small business and cottage industry. They proposed that UP could involve in social activities like financial support to the talent students, distribute seeds and fertilizes to poor farmers and so on.

10. Majority of the respondents opined that to develop capacity of UPRs need to empower them with planning and implementation authorities to decide what to do to fulfill the basic and urgent needs of the local people.
11. It is found that UP has no real decision-making power except without consultation with the competent authority. But as they are important body formed for welfare and development of their particular locality.

6.2.1. Recommendations

1. Most of the people proposed that UP should motivate people towards agriculture, sanitation, primary education, birth control and birth registration. They suggested that UPRs implement different development project impartially for the betterment of people in stead of own party interest. UPRs should work together for developing the area. They must consult with local elite and interact with people. They should avoid self-party attitude after election.
2. UP should be involved in people welfare activities within its jurisdiction and with the help of local people. Technical support should be taken from concern field workers of different organizations and financial support should be taken from local resources. But there should be needed proper guidelines for the betterment of people.
3. UP know the need and necessity of the people of their respective area. So, UPRs should be given adequate power in planning process and thus bottom-up planning process from grass-root level in this respect. Administrative Reform Commission/ Committee's recommendations should be implement for ensuring decentralization, local level participation and need based activities of people.
4. UPs should be categorized according to their area, population, revenue earning capacity and communication and on the basis of all these issues government grants may be allocated. Local Government Ministry should be given autonomy to the UP for taking decision in all aspects, especially financial resource mobilization, budgeting and formation of public service activities.
5. The supervision and inspection of the UP should be done by the local administration for ensuring quality work as well as transparency of the activities of UP. Lack of coordination among inspection authorities of different agencies creates problems with the UPs. Supervision and inspection by the local administration could improve the quality of work.
6. Human resource management at UP is an important factor for better outcome. It should be needed to restructure UP personnel, provide appropriate training, improve service conditions and ensure discipline among UPRs for strengthening UP and betterment of the people.
7. UP representatives should be given some real decision making authority for rapid response, mitigating a problem and accomplishment of welfare and development activities for short term and long term benefit of the society by assessing and addressing the need of the people within its jurisdiction

6.3. Findings: Regarding Shortcoming of UP and UP-GOs-NGOs Collaboration

1. Effective management of development projects depends primarily upon project identification, preparation and project implementation. It is observed that the development projects are mostly identified based on the personal desire of the influential local political leaders and their vested interest is not necessary of people demand. So people deprived from their basic need.
2. Capacity building of UP is an important factor for strengthening UP. It is found that there is lots of UP having without any office, any staff or any kind of logistic support. But without these sorts of support UP could not work for the people.
3. Central government and local government have so many offices at the union level in parallel. But it is found UP does have no control over these offices in any way, so there always remains a gap of coordination among all these offices.
4. It is found that the UPs face serious problem in performing their assigned tasks due to inadequate finance, non-cooperation among members, lack of training of UP functionaries, lack of technical staff and lack of coordination.
5. Corruption at every level reduces work strength of UP. About 80% of the cases, charge sheets are formed against UP chairman or project. Corruption is mainly related to financial activity. It happens in several stages of development work, which starts during the project appraisal, at the point of releasing of fund and finally in completion of releasing the last installment of fund of development work.
6. It is observed that most of cases UPRs are not elected under any political party but most political parties' shows keen interest on UP and it comes from all levels. Political interference damage working environment, influence on development work, malpractice in allotment of fund and causes discrimination among different wards of UP.
7. According to the UP Ordinance, UPs are entitled to work with many other departments in their locality. GOs and NGOs play a vital role to accelerate the development of rural area. But there is no recognized system or authority of the UP to supervise the development activities. It is found that majority (57.67%) of respondent agreed with supervision of GOs and NGOs activities and vice-versa at UP level. But majority of GOs and NGOs officials are not agreed with the comments. They said that each department has separate programs. They have proper guidelines from the concerned authority. So supervision over GOs and NGOs activities mayl create problem.
8. Most of people said that UPRs could take care of what the GO's and NGO's are focusing and actually what they are doing. It will ensure the quality of work. Accountability and dynamism of the works can be guaranteed. It will also ensure close interaction among GOs, NGOs and UPs.

9. It is observed that most of the department at Upazila level provides service to the local people through their field workers. Similar activities are performed by NGOs at rural area. UP could easily cooperate with both GOs and NGOs activities. But there is no proper guideline how to work UP with them. Majority of respondents said that UPRs could easily motivate people for their well-being. So coordination among UPs, GOs and NGOs would ensure speedy completion of development project and reduces corruption in the activities.

6.3.1. Recommendations

1. UP should be kept free from the direct influence of political party. They should act as catalysts, facilitators, solicitors and development activities in the local level can be performed in a congenial atmosphere. Government should be provided logistic support and trained up staffs, without these sorts of support UP could not work for the people.
2. UP should be established as powerful local government organization with, financial and logistics support and trained up UP representatives and staffs for providing better services to the people at rural areas.
3. The status, power and honorarium for Chairman and Members of UP should be enhanced. Government should give award to representative of UP for good works and should penalize for misdeeds for eliminating corruption.
4. UP should work as coordinator of GO's and NGO's activities at UP level for avoiding overlapping. To reduce the overlapping, duplication and wastage of resources development related GOs and NGOs should be brought under UP and vice-versa. UP only involves service related activities of GOs and NGOs. In these ways UP will be established as a powerful local government organization and ensure better services to its people.
5. UP should work as coordinator of GO's and NGO's activities at UP level. UP should work and coordinate on rural sanitation, education, adult literacy program and accelerate their activities to reach into goal. Time to time coordination meeting should be arranged among UP, GOs and NGOs to share ideas, discuss achievement of the program, implementation of development works and other issues.
6. Union level government employees and the office should be linked up with activities of UPs, so that UPs may turn to be more active and impressive and prestigious institutions. Coordination among the activities of UPs, GOs and NGOs will ensure better services to the people at grass-root level.

6.4. Conclusion

Strengthening local government Union Parishads is our constitutional demand. Promotion of local government institutions is also fundamental principles of the country. UP has been working as a local government institution for long time maintaining its continuity. UPs work at the grassroots; they constitute the most important tier of the rural local government system. But it is not performing its desired role, particularly in respect of local level development programs according to the needs of people. Without establishing strong Union Parishads, Bangladesh will not be able to change the fate of its grass root people. UP should need sufficient logistic support, decision making authority and local resources based income. At the same time UP representatives should be more transparent and accountable in dispensing goods and services for the people. Training programs on rules and regulations regarding implementation of development projects and distribution of relief should be arranged by the government for the UPRs, so that they can render their services effectively and efficiently for the benefit of the people. The importance of village as a development focal point for the national economy goes without saying. Obviously, this development should be some total of multi-disciplinary activities pertaining and befitted to rural socio-economic conditions. It is not possible on the part of central government to make harmonious development of each and every village in the country. Local people know best about their needs and priorities. UP representatives are in a position to best plan for its future activities of local people. UP should be strengthened through mobilizing local resources so that the local people may get maximum benefit. Mechanism has to be developed for identifying local resources and multi-sector approaches should be applied for recovering of local resources. It is also important to ensure regular audit, inspection, more frequent visits by the respective supervisory authority and also local administration. Development is a group work. To ensure development, supervision and inspection is obvious. Without supervision UPs activities may go beyond the guidelines for development initiatives. The present system of local government in Bangladesh is under heavy control of central government. The government can delegate financial and administrative power to the UP and also delegate power to look into the development activities done by GOs and NGOs within the UP boundary. UP should be empowered to appraise the performance activities of development activities. Corruption and political interference free UP is must and demand of the time for ensuring rural development. UP level participatory planning and decision making power in favor of UP will ensure better services to grass-root people. Without establishing a strong local government Union Parishad, Bangladesh will not be able to provide positive change of her grass-root people.

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QUESTIONNAI

PART-I: FOR THE UP REPRESENTATIVES

9. Do you have any new sources of income in your UP, which is separated from other? Yes/No
- If yes, what are the sources?
 - What is your suggestion for Local Government Authorities
10. Do you suggest any other sources of Local Resources, which UP can activate for strengthening it economically? Yes/No
- If yes, what are the resources?
 - Mention the ways of activating those ways
 - How could your UP be benefited from the resources
11. What are the expenditures of UP
- Mention expenditure lists
 - Mention some of the expenditure that is not present in UP Ordinance
12. 'What are the important factors for managing income-expenditure and financial matters of UP?
- Transference
 - Accountability
 - Local audit
 - Supervision
13. Mention the management system of the following-
- Management system of income
 - Management system of expenditure
 - Management system of financial matters
14. What are the existing problems of UP?
15. Mention some suggestions to overcome the problems mentioned earlier
16. Comment on the following Statements-
- GOs activities in your locality
 - NGOs activities in your locality
17. Comment on the following Statements-
- Scope of supervision of works in your locality by GOs & NGOs
 - Scope of coordination among UP, GOs and NGOs activities
18. Comment on the following Statements-
- Political interferences damage the working environment of UP
 - Corruption create problem in every step of public service
19. 'Recently Government has allocated budget directly in UP'-Comments on it.
Good step/No clear ideas/ not so good
- Mention the reasons on your comments
20. Comment on the following-
- Process of direct allocation
 - Guidelines for utilization of allotment
 - Suggestions for improving the existing system

PART-II: FOR THE PEOPLE'S OF CIVIL SOCIETY

21. Are UPRs performing their duty according to your demand? Yes/no
22. What is your demand to the UP representatives?
23. Mention some good activities which is done by UP in your locality
24. Mention some unwanted activities which is done by UP in your locality
25. Mention some activities that could benefited people
26. Do you pay tax to the UP? Yes/no. If yes or no mention the reasons
27. Do you enjoy any facility from UP as a tax payer? yes/ no,
28. If 'yes' what are the facilities and if 'no' what is your reaction
29. If UP imposes some tax/fee on the following, what is your reaction?
 - Large scale business: agreed/not agreed. Reasons:
 - Commercial housing: agreed/not agreed. Reasons:
 - Marriage festivals: agreed/not agreed. Reasons:
 - Birth certificate/citizenship certificate fee: agreed/not agreed. Reasons:
 - Local salish/Inquiry report fee: agreed/not agreed. Reasons:
 - Private agricultural farm: agreed/not agreed. Reasons:
30. Mention some possible sources of local revenue of UP
31. Mention some un-utilized local resources that could UP utilize
32. What is your opinion on the following activities for enhancing UP income
 - Arrangement of village fair for UP income: good/bad/ no opinion. Reasons:
 - Arrangement of circus: good/bad/ no opinion
 - Jatra: good/bad/ no opinion. Reasons:
 - Football/cricket match: good/bad/ no opinion. Reasons:
 - Exhibition: good/bad/ no opinion. Reasons:
 - Lottery: good/bad/ no opinion. Reasons:
33. UPs done the following activities: on time/some time/ never
 - maintaining law and order through village police
 - maintaining birth and death registers
 - maintaining ponds for pisci-culture
 - planting trees
 - promoting cottage industries
 - motivating people to adopt family planning
34. Does UP representatives perform any extra duties, which is not mention in the UP Ordinance?
Yes/no/ no clear idea, if yes which duties?

35. Comment on the following Statements-
- Scope of supervision of works in your locality by GOs & NGOs
 - Scope of coordination among UP, GOs and NGOs activities
36. Comment on the following Statements-
- Political interferences damage the working environment of UP
 - Corruption create problem in every step of public service
37. What are the important factors for managing income-expenditure and financial matters of UP?
- Transference
 - Accountability
 - Local audit
 - Supervision

PART-III: FOR GOs AND NGOS OFFICIALS AT UPAZILA LEVEL

38. Identity of the officer:
- | | | |
|---------|--------------|-----------|
| ▪ Name: | Designation: | Location: |
|---------|--------------|-----------|
39. What are the public service related functions of UP according to the UP Ordinance, 1983?
40. Does UP representatives perform any extra duties, which is not mention in the UP Ordinance?
Yes/no/ no clear idea, If yes which duty?
41. What are the sources of revenue of Up
- Government Grants:
 - Local resources:
 - Direct Allocation:
 - Other sources:
42. Do you think that UP should collect revenue from any other sources in their locality? Yes/ No
- Reasons of your comment
 - If yes, what are the sources?
43. Is there any model tax schedule of UP? Yes/ No
- If yes, what is the schedule?
 - Do you think, it is necessary to update the schedule? Yes/No
 - Comment on your argument
44. Could UP utilize its local resources for providing public service? Yes/no/ no idea
- If yes, which Program?
 - What is the way?
45. Mention some people oriented service that may be implemented by UP for better service of people
46. Mention some local resources, which will strengthen UP economically
47. Do you think that local Administrative control over UP activities is essential? Yes/No
- If yes, what are the areas?
 - What are the reasons?

48. Comment on the following-
- Supervision of UP by local administration ensure better service
 - Inspection of UP by local administration ensure accountability
49. Comment on the following-
- Political interference at UP level damage working environment
 - Corruption at every level reduces work strength of UP
50. Comment on the following-
- Local audit is essential for financial accountability of UP
 - Newly introduced allotment should be more responsible of UP representative
51. Comments on the following-
- Rules of direct allotment
 - Objectives of direct allotment
52. Which is the process of Project formation through direct allotment?
53. What type of project should be taken through newly introduced allotment system?
54. What is the formation of project committee?
55. What is the process of supervision?
56. What is the process of review of the completed project?
57. Comment on the following-
- Planning capability should be provided to the UP at local level
 - Real decision making authority should be given to UP
 - Decentralization of power from centre to the field level
58. What are the existing problems of the following matters?
- Administrative management system of UP
 - Financial management system of UP
 - Implementing development program
59. Mention some suggestions to overcome problems mentioned earlier
- Administrative management system of UP
 - Financial management system of UP
60. 'What are the important factors for managing income-expenditure and financial matters of UP?
- Transference
 - Accountability
 - Local audit
 - Supervision

Thank you

Name of the data collectors:

Address:

Date: