

# **GOVERNANCE IN UNION PARISHAD: Problems and Prospects**

**By**

**MOHAMMAD NURUL ABSAR**

**Participant**

**ID No- 05272022**

**MA in Governance and Development Course 2005-2006**

**Center for Governance Studies**

**BRAC University, Dhaka.**

***Dissertation Submitted  
For fulfilling the Partial Requirements  
For the Degree of MA in Governance and Development  
To Center for Governance Studies, BRAC University, Dhaka.***

**September 2006**

# **GOVERNANCE IN UNION PARISHAD:**

## **Problems and Prospects**

**By**

**MOHAMMAD NURUL ABSAR**

**Participant**

**ID No-05272022**

**MA in Governance and Development Course 2005-2006**

**Center for Governance Studies**

**BRAC University, Dhaka.**

*Content and style approved by*



**Dr. M. Matiur Rahaman**

**Academic coordinator**

**MA in Governance and Development Course 2005-2006**

**Center for Governance Studies**

**BRAC University, Dhaka.**

*Dissertation Submitted  
For Fulfilling the Partial Requirements  
For the Degree of MA in Governance and Development  
To Center for Governance Studies, BRAC University, Dhaka.*

**September 2006**

# Contents

|                       |     |
|-----------------------|-----|
| Abstract              | IV  |
| List of Tables        | I   |
| List of Figures       | II  |
| List of Appendices    | II  |
| List of Abbreviations | III |

---

## Chapter-I Introduction

|                            |   |
|----------------------------|---|
| 1.1 The Context            | 2 |
| 1.2 Study Objectives       | 4 |
| 1.3 Rationale of the Study | 4 |
| 1.4 Scope of the Study     | 5 |
| 1.5 Limitations            | 6 |
| 1.6 Chapter Presentation   | 6 |

---

## Chapter-II Reflections of Academics

|                                                                                                                   |    |
|-------------------------------------------------------------------------------------------------------------------|----|
| 2.1 What is Good Governance?                                                                                      | 10 |
| 2.2 The six clusters of Good Governance                                                                           | 10 |
| 2.3 Measuring Governance Quality                                                                                  | 12 |
| 2.4 Components of Governance Index                                                                                | 12 |
| 2.5 Necessity of Union Parishad as a Tool of Decentralized Mode of Governance:<br><i>Reflected in Literature.</i> | 13 |
| 2.6 Arguments in Favor of Decentralization of Political Power                                                     | 17 |
| 2.7 Decentralization and the Accountability                                                                       | 20 |
| 2.8 Bird's eye View of Decentralization to lead Good Governance                                                   | 24 |
| 2.9 Factors Influencing the Success of Decentralization                                                           | 27 |
| 2.10 Theoretical Arguments against Decentralization                                                               | 29 |
| 2.11 Decentralization in Bangladesh: An Overview                                                                  | 31 |
| 2.12 Present Challenges to Centralized Governance                                                                 | 33 |
| 2.13 Indicators of Successful Decentralization                                                                    | 35 |

---



### **Chapter-III**

#### **Methodology and Hypothesis**

|                                      |           |
|--------------------------------------|-----------|
| <b>3.1 Research Methods</b>          | <b>38</b> |
| <b>3.2 About Research Field</b>      | <b>38</b> |
| <b>3.3 Categories of Respondents</b> | <b>39</b> |
| <b>3.4 Ethical issues</b>            | <b>39</b> |
| <b>3.5 Timeline</b>                  | <b>40</b> |
| <b>3.6 Hypothesis of the Study</b>   | <b>40</b> |

---

### **Chapter-IV**

#### **About Union Parishad**

|                                                                                                   |           |
|---------------------------------------------------------------------------------------------------|-----------|
| <b>4.1 Constitutional Provisions: and the context of UP as Local Government</b>                   | <b>42</b> |
| <b>4.2 Historical Evolution of Union Parishad as a Local Body</b>                                 | <b>42</b> |
| <b>4.3 Constitution of Union Parishad</b>                                                         | <b>48</b> |
| <b>4.4 Term of Union Parishad</b>                                                                 | <b>49</b> |
| <b>4.5 Functions of Union Parishad</b>                                                            | <b>49</b> |
| <b>4.6 Position of Union Parishad in the existing structure of Local Government in Bangladesh</b> | <b>67</b> |

---

### **Chapter-v**

#### **Governance in UP: Present Scenario**

|                                                                                   |           |
|-----------------------------------------------------------------------------------|-----------|
| <b>5.1 Election: The Root of Relation between UP and the People</b>               | <b>71</b> |
| <b>5.2 General Administration: Reflecting the Aspirations of the Masses</b>       | <b>75</b> |
| <b>5.3 Revenue Administration: To Build Financial Capacity</b>                    | <b>83</b> |
| <b>5.4 Law and Order for Peaceful life for the Citizen</b>                        | <b>86</b> |
| <b>5.5 Development Planning for Better Future</b>                                 | <b>87</b> |
| <b>5.6 Social Awareness program for saving Lives</b>                              | <b>89</b> |
| <b>5.7 Cooperation with NGOs as Development Partner</b>                           | <b>91</b> |
| <b>5.8 Civil Society to keep on the right Track</b>                               | <b>93</b> |
| <b>5.9 Judicial Activities for Harmonious Social and Intra-personal Relations</b> | <b>94</b> |
| <b>5.10 Disaster Management for Relief sufferings of affected people</b>          | <b>96</b> |
| <b>5.11 Politics for pro-poor Policies: not to interfere Local Governance</b>     | <b>98</b> |

---



## **Chapter-VI**

### **Findings, Prospects and Problems of UP Governance, Recommendations, and Conclusion**

|                                                    |            |
|----------------------------------------------------|------------|
| <b>6.1 Findings</b>                                | <b>103</b> |
| <b>6.2 Prospects and Problems of UP Governance</b> | <b>106</b> |
| <b>6.3 Recommendations</b>                         | <b>107</b> |
| <b>6.4 Conclusion</b>                              | <b>108</b> |

---

|                   |            |
|-------------------|------------|
| <b>References</b> | <b>109</b> |
|-------------------|------------|

## **List of Tables**

---

|                                                                                      |           |
|--------------------------------------------------------------------------------------|-----------|
| <b>Table- 01 Information about UP election - 2003</b>                                | <b>72</b> |
| <b>Table- 02 Was the UP election 2003 free and fair?</b>                             | <b>73</b> |
| <b>Table- 03 Did any candidate negatively influence the UP election - 2003</b>       | <b>73</b> |
| <b>Table- 04 Qualification of the UP Chairmen under this study</b>                   | <b>74</b> |
| <b>Table- 05 Is the UP office open for all?</b>                                      | <b>76</b> |
| <b>Table- 06 Do the general people go to the UP office?</b>                          | <b>76</b> |
| <b>Table- 07 People come to UP everyday to resolve their problems</b>                | <b>78</b> |
| <b>Table- 08 Total localities come under visit of UP Chairman</b>                    | <b>79</b> |
| <b>Table- 09 Mode of behavior is mentioned by UP's staffs and personnel</b>          | <b>80</b> |
| <b>Table- 10 Decisions taken by the UPs under this study in the last three years</b> | <b>81</b> |
| <b>Table- 11 Performance of UP in holding tax collection</b>                         | <b>84</b> |
| <b>Table- 12 General people's comments on security condition</b>                     | <b>87</b> |
| <b>Table- 13 Benefits of social awareness program</b>                                | <b>90</b> |
| <b>Table- 14 Comment made by NGO officers regarding UP activities</b>                | <b>92</b> |
| <b>Table- 15 Disposal of cases in the village court in the last three years</b>      | <b>95</b> |
| <b>Table- 16 Litigation resolved by alternative way in the last three years</b>      | <b>95</b> |
| <b>Table- 17 Disaster in various Unions</b>                                          | <b>97</b> |
| <b>Table- 18 Role of UP in disaster</b>                                              | <b>97</b> |
| <b>Table- 19 Role of UP in Relief distribution</b>                                   | <b>98</b> |
| <b>Table- 20 Suggestions for the UP</b>                                              | <b>99</b> |

## **List of figures**

|                                                                               |           |
|-------------------------------------------------------------------------------|-----------|
| <b>Figure 01: Decentralization and the accountability Framework</b>           | <b>21</b> |
| <b>Figure 02: Bird's Eye view of decentralization to lead Good Governance</b> | <b>24</b> |
| <b>Figure 03: Organogram of Union Parishad</b>                                | <b>48</b> |
| <b>Figure 04: Existing structure of local government in Bangladesh</b>        | <b>68</b> |

## **List of Appendices**

|                    |                                                                  |            |
|--------------------|------------------------------------------------------------------|------------|
| <b>Appendix- A</b> | <b>Survey Questionnaire 01(For Chairman of he UP)</b>            | <b>112</b> |
| <b>Appendix- B</b> | <b>Survey Questionnaire 02 (For Member of the Civil Society)</b> | <b>120</b> |
| <b>Appendix- C</b> | <b>Survey Questionnaire 03 (For General People)</b>              | <b>122</b> |
| <b>Appendix- D</b> | <b>Survey Questionnaire 04 (For NGO's Officer)</b>               | <b>124</b> |
| <b>Appendix- E</b> | <b>Survey Questionnaire 05 (For Government Officer)</b>          | <b>126</b> |
| <b>Appendix- F</b> | <b>Survey Questionnaire 06 (For Member of the Parliament)</b>    | <b>128</b> |
| <b>Appendix- G</b> | <b>Survey Questionnaire 07 (For the Personnel of UP Office)</b>  | <b>130</b> |



## **List of Abbreviations**

---

|             |                                                 |
|-------------|-------------------------------------------------|
| <b>BARD</b> | <b>Bangladesh Academy for Rural Development</b> |
| <b>BRAC</b> | <b>Bangladesh Rural Advancement Committee</b>   |
| <b>BDO</b>  | <b>Basic Democracy Order</b>                    |
| <b>BSS</b>  | <b>Bachelor of Social Science</b>               |
| <b>CHT</b>  | <b>Chittagong Hill Tracts</b>                   |
| <b>DC</b>   | <b>Deputy Commissioner</b>                      |
| <b>DM</b>   | <b>District Magistrate</b>                      |
| <b>GDP</b>  | <b>Gross Domestic Products</b>                  |
| <b>GO</b>   | <b>Government Organization</b>                  |
| <b>GOB</b>  | <b>Government of Bangladesh</b>                 |
| <b>HSC</b>  | <b>Higher Secondary Certificate</b>             |
| <b>LG</b>   | <b>Local government</b>                         |
| <b>MP</b>   | <b>Member of the Parliament</b>                 |
| <b>NILG</b> | <b>National Institute of Local Government</b>   |
| <b>NGO</b>  | <b>Non Government Organization</b>              |
| <b>SSC</b>  | <b>School Secondary Certificate</b>             |
| <b>UNDP</b> | <b>United Nations Development Program</b>       |
| <b>UNO</b>  | <b>Upazilla Nirbahi Officer</b>                 |
| <b>UP</b>   | <b>Union Parishad</b>                           |

## ABSTRACT

The term 'Governance' has multidimensional approaches. It is the means of achieving goal of any institution. Union Parishad is a century old rural institution closer to the rural people. It is an established popular center for service delivery with popular image. But with passage of time it has lost its position due to poor governance. At present the Government of Bangladesh (GOB) and other political institutions express positive notions to build up the Union Parishad as a Local Government Unit.

Governance has two types of mode, centralized and decentralized. Decentralized mode of governance is favorable and very effective in the developed countries. Theoretically and practically it is an effective mean of good governance in the context of developing country like Bangladesh. But it cannot occur in vacuum, it is a costly device. There are many socio-economic and political factors to influence decentralization positively or negatively.

Bangladesh has constitutional provisions to increase capacity and build up local government institutions in every administrative unit. Union Parishad is a local government body, which is assigned for many important and emergency duties. But due to the lack of expected level of governance, it has poor achievement in many sectors. Centralized Planning System is the main obstacle on the way of flourishing the decentralized governance in Bangladesh. Now we are passing a transitional stage of administration. However the government of Bangladesh desires for strong local government.

Governance means interaction and relation between service provider and service receiver. Although UP is a popular elected body, so election is the main root of relation between UP and the rural people. People expect pro-active and responsive administration to serve their purposes in right time in right manner. It has been cited above; governance is a multidimensional and costly device. Good governance is impossible without strong financial support and capacity. Development-planning, social awareness building, participation in central government's program, cooperation with NGOs as development partner, sound disaster management, and judicial and extra-judicial performances reflect the position and status of governance, good or bad.

Members of the civil society have to play vital role in keeping every popular institution on the right track. Every institution has to maintain close relation with civil society to evaluate own activities. Political commitment and integrity is one of the most important influencing factors for good governance in UP.

In the context of Bangladesh there are many prospects for institution building and ensuring good governance in the local government like UP. On the other hand, many problems remain as strong obstacles to good governance. It is hoped that prospects will be sustaining and problems will be removed from the path of decentralized mode of governance for imparting better service to the people.

# **Chapter-I**

## **Introduction**

|                                   |           |
|-----------------------------------|-----------|
| <b>1.1 The Context</b>            | <b>02</b> |
| <b>1.2 Study Objectives</b>       | <b>04</b> |
| <b>1.3 Rationale of the Study</b> | <b>04</b> |
| <b>1.4 Scope of the Study</b>     | <b>05</b> |
| <b>1.5 Limitations</b>            | <b>06</b> |
| <b>1.6 Chapter Presentation</b>   | <b>06</b> |

---



## **Chapter-I Introduction**

### **1.1 The Context**

People always long for a sound and undisturbed life for themselves, for neighbors, for relatives, for friends and for all generations. After awaking from bed early in the morning every person likes to open his or her windows for fresh air to inhale. When people move for their daily work or business they always like to enjoy the facilities of clean roads and hygienic surroundings. On the way of traveling people desire comfort, security and discipline. People need food, shelter, cloth, health services and education. All are basic needs for human life. People in fact; nourish very small desires in the recesses of their heart, which have massive impact on social, economic, political and global matters. Any positive change brings satisfaction in the mind of people. Small desires can be and should be fulfilled instantly without going for any lengthy process and this will undoubtedly reduce their pains and sufferings to a large extent. Man, being a social being, has to maintain multidimensional relations, formal and informal, with different types of institutions. Institutions are in fact, set up for the mitigation of the needs of the society for the wellbeing of mankind. Union Parishad set up at the grass root level in Bangladesh, is an age-old institution, which has been initiated, developed and run by the rural people. This traditional institution is providing significant services even to the hopeless have-nots living the remotest part of the country. With the passage of time, things are changing and desires of people are taking new dimension. The global networks are all in the hands of man. Local institutions like Union Parishad are working in the developed countries providing essential services in right time and right manner to the entire satisfaction of the citizens.



Bangladesh is a poor country of a huge number of people who live a life in the accompaniment of natural threats, poor economy, poor health services, inadequate education facilities, social backwardness, lack of sanitation and safe water supply, unplanned urbanization, migration of people from rural to urban area, few job scopes. Besides, income generating facilities are very limited, and some other factors like weak relation between government and citizens, poor political institutions, wide spread corruption, weak service delivery mechanisms etc create all-out dissatisfaction and socio-political unrest. But this situation cannot go unchecked. We need change to ensure peace, prospect and security in all spheres of life. We are waiting for a better future for all. Union Parishad exists as an elected local body, we should neither abolish it, nor should we use it as an instrument of political games. We need development, which is a continuous process, and to make it sustainable we need institutions with good governance in decentralized mode. I can affirm and confirm that Union Parishad will be amazing result and changes in Bangladesh if it can function as decentralized governance. Considering all these factors I would like to make a study on the governance in Union Parishad-the lowest and closest institution consisting of representatives directly elected by the people as a part of my academic program, MA in Governance and Development 2005-2006 in the Center for Governance Studies, BRAC University, Dhaka.

## **1.2 Study Objectives**

The aims and objectives of this study are to explore the prospects of people's participation, close partnership with beneficiaries, effective accountability and transparency in local governance through Union Parishad. Besides, it tries to detect the gaps and constraints on the way of good governance or good enough governance and to put forwarded findings for better solution to build Union Parishad as an effective service delivery center for the rural people.

- a) To review the theoretical and conceptual issues of decentralized mode of governance.*
- b) To analyze the existing position of Union Parishad in Bangladesh as an institution of decentralized governance.*
- c) To identify the prospects and problems of governance in UP - and to formulate appropriate policy recommendations for improving governance in UP.*

## **1.3 Rationale of the Study**

Bangladesh has a long tradition of rural local self-government starting from ancient time. During the Gupta period there were village councils, which dispensed with functions relating to village administration. British colonial ruler established local government body for the purpose of law and order in the rural area, which is remaining as Union Parishad with a long list of responsibilities. Bangladesh is a country of villages. Nearly

90 percent of her population lives in sixty eight thousand villages. So, development of Bangladesh in any sense means the improvement of the quality of life and environment of the village people (Noor, A.1987). Union Parishad is the only rural local governance institution, which is consists of directly elected people's representatives. But many types of socio-political-economic problems make it weak. The prospects and remedies towards good governance should be identified. For this reason more study on ***"Governance in UP: Prospects and Problems"*** is rationale as a demand of time.

#### **1.4 Scope of the Study**

Union Parishad is a popular institution closely related to development, local resource mobilization, service delivery, law and order, social awareness, motivation and local judicial activities. It is a means of decentralized governance. So the following areas are included in conducting this study to assess the performances of assigned duties of UP:

- a) Theoretical and conceptual issues of decentralization and governance.*
- b) Existing structure and position of UP.*
- c) Functions of the UP as a rural local body.*
- d) Election: The root of popular relation.*
- e) General administrative response of UP.*
- f) Financial Administration.*
- g) Development Administration.*
- h) UP and NGO relation as a development partner.*
- i) Measures for law and order.*
- j) Relation with civil society.*
- k) Judicial and extra-judicial functions.*



- l) Disaster management.*
- m) Political influences on the UP.*

## **1.5 Limitations**

The study is an outcome of “MA in Governance and Development, 2005-2006” course in the Center for Governance Studies, BRAC University, Dhaka. It is a program of 09 credits out of 36 credits of total academic course. From the academic point of view the importance of the research work is high, and attempts should be taken to complete this work successfully in existing environment minimizing the prevalent limitations in this area.

- a) For a quality research work it needs sufficient time. But this research has to suffer of time constraint.*
- b) Want of rich library makes the research difficult, though not impossible.*
- c) No scope of follow-up study.*
- d) Few sample area.*

## **1.6 Chapter Presentation**

This research paper has been divided into six chapters. The **first chapter** outlines the context, objectives, rationale, scope, and limitations of the study. The theoretical and conceptual concepts of decentralized governance, governance quality, index of governance, necessity of UP as a tool of decentralized governance, relation between

decentralization and governance, influencing factors for successful decentralization, arguments against decentralization, present challenges to centralized governance and indicators of successful decentralization are presented in the **second chapter**. **Chapter three** makes a description of the methodology, hypothesis developed for the study and ethical issues. **Chapter four** specially deals with evolution of Union Parishad, functions of the UP and existing position in administrative structure of Bangladesh. **Chapter five** presents the information related to UP governance and it's assigned duties from primary and secondary sources. It consists of various discussion about UP election, general and development administration, financial administration, disaster management, law and order measures, judicial performances, UP and NGO relation, relation with civil society, and political influences to UP governance. **Chapter six** contains the analysis of the findings on the basis of hypothesis, the prospects and problems of UP governance, policy recommendations for a rural local institution with good governance and draws the conclusion of the paper.

## Chapter-II

### Reflections of Academics

---

|                                                                                                                 |    |
|-----------------------------------------------------------------------------------------------------------------|----|
| • 2.1 What is Good Governance?                                                                                  | 10 |
| • 2.2 The six clusters of Good Governance                                                                       | 10 |
| • 2.3 Measuring Governance Quality                                                                              | 12 |
| • 2.4 Components of Governance Index                                                                            | 12 |
| • 2.5 Necessity of Union Parishad as a tool of Decentralized mode of Governance: <i>Reflected in Literature</i> | 13 |
| • 2.6 Arguments in Favor of Decentralization of Political Power                                                 | 17 |
| • 2.7 Decentralization and the Accountability                                                                   | 20 |
| • 2.8 Bird's eye View of Decentralization to lead Good Governance                                               | 24 |
| • 2.9 Factors Influencing the Success of Decentralization                                                       | 27 |
| • 2.10 Theoretical Arguments against Decentralization                                                           | 29 |
| • 2.11 Decentralization in Bangladesh: An Overview                                                              | 31 |
| • 2.12 Present Challenges to Centralized Governance                                                             | 33 |
| • 2.13 Indicators of Successful Decentralization                                                                | 35 |



## Chapter-II

### Reflections of Academics

---

**Decentralization** is a mode of governance. Governance is the main actor of building a nation, development, progress and it plays the vital role to make a close relation between people and the government. All processes like development, governance and progress need a strong and active structure to carry the load of these processes. Without peoples' participation to mitigate their own problems there is no alternative solution. Institutions comprising local participation respond actively to people's crisis. Union Parishad is a local body in Bangladesh which is capable to carry all types of loads regarding essential service delivery in a modernized pattern with more responsibilities, more power, more capacity and freer environment to exercise their own role. If we look at the list of UP's functions, it is very clear that the design and formulation of Union Parishad carries a great object to ensure all emergency, essential and sensitive services required for the people of every corner of the country. But for successful UP and great benefit for the citizen decentralization of administrative and financial authority is mandatory. In this chapter attempts are made to explain the rationality of decentralization for good governance for better service delivery and to sustain local institutions like UP which is close to the people. So Union Parishad is a very important and useful tool of decentralized governance. Decentralization is the key actor of development; it is reflected in many researches and studies around the world.

## 2.1 What is good governance?

The Cotonou Partnership Agreement defines good governance as,

**“The transparent and accountable management of human, natural, economic and financial resources for the purposes of equitable and sustainable development, in the context of a political and institutional environment that upholds human rights, democratic principles and the rule of law”**

Other definitions range between social and political concerns and those of a more technical economic nature. An overview of donors’ definitions illustrates these different perspectives well:

- **Technical dimension:** “economic aspect of governance, namely the transparency of government accounts, the effectiveness of public resources management, and the stability of the regulatory environment for private sector activity” (IMF);
- **Social dimension:** “to build, strengthen and promote democratic institutions as well as tolerance throughout society”(OSCE);
- **Political dimension:** “the legitimacy of government, the accountability of the political elements of government and respect of human rights and the rule of law” (OECD).

## 2.2 The six clusters of good governance

In order to encompass all these perspectives, when a project or programme is being prepared, implemented or assessed, a set of practices with respect to a number of good governance issues have been grouped under six clusters.

**The six clusters are:**

- Support for **democratization** including support for electoral processes and electoral observation (with an emphasis on participation, representatively and accountability);



- Promotion and protection of **human rights** (as defined in the international covenants and conventions, respect of norms and non-discrimination);
- Reinforcement of the **rule of law** and the administration of justice (as to the legal framework, legal dispute mechanisms, access to justice, etc.);
- Enhancement of the role of **civil society** and its capacity building (as a partner and actor of public policy);
- Public administration reform, management of public finances and, **civil service reform**;
- Decentralization and **local government reform /capacity building** (to promote and institutionalize participation at the local level with a focus on local power structures and resources).

This separation into six clusters is an attempt to break down good governance into more easily understandable and manageable components. The clusters are of course closely interrelated. In an ideal situation, where good governance practices are being applied across the board, all six components are working in synergy (EC, 2006).

Governance is the delivery of political goods—beginning with security—to citizens of nation- states. Good governance results when nation-states provide a high order of certain political goods—when the nation-states perform effectively and well on behalf of their inhabitants. *Rotberg* says that nation-states “exist to provide a decentralized method of delivering political (public) goods to persons living within designated parameters....” And “it is according to their performances—according to the levels of their effective delivery of the most crucial political goods—that strong states may be distinguished from weak ones...” The social contract between ruler and ruled embodies effective delivery of



these political goods—and what this hierarchy of crucial political goods entails is based on societal norms and beliefs (Besancon, M. 2003)

## **2.3 Measuring Governance Quality**

Governance is a multi-faceted concept encompassing all aspects of the exercise of authority through formal and informal institutions in the management of the resource endowment of a state. The quality of governance is thus determined by the impact of this exercise of power on the quality of life enjoyed by its citizens. There is growing awareness in the development community that a comprehensive look at the enabling environment of institutions and policies is needed in determining the net impact of the state on the well-being of its citizens (World Bank 1992). While no single index can conceptually capture all aspects of this enabling environment, a focus on key observable aspects of the governance dimensions can be helpful in providing a comparative perspective on differentials in the quality of governance among different nations. The key observable aspects of the governance dimension are: citizen voice and exit, government orientation, social development, and economic management. Accordingly, the governance index we have composed has four composite indices, which have been chosen to provide an indication of a government's ability to:

- 1) Ensure political transparency and voice for all citizens,**
- 2) Provide efficient and effective public services,**
- 3) Promote the health and well-being of its citizens, and**
- 4) Create a favorable climate for stable economic growth (World Bank 1992).**

## **2.4 Components of Governance Index**

**PF Political Freedom**  
**PS Political Stability**  
**CP Citizen Participation Index**

**GO Government Orientation Index**  
**JE Judicial Efficiency**  
**RT Bureaucratic Efficiency**  
**CO Lack of Corruption**  
**SD Social Development Index**  
**HD Human Development**  
**GI Egalitarian Income Distribution**  
**EM Economic Management Index**  
**OO Outward Orientation**  
**CB Central Bank Independence**  
**DB Inverted Debt to GDP Ratio** (World Bank 1992).

## **2.5 Necessity of Union Parishad as a tool of decentralized mode of governance: *Reflected in Literature***

The Union Parishad, currently the most important unit of local government in rural Bangladesh, has a fairly long history. The proposal of famous Ripon Resolution of 1883 and the Union Committees established under the Bengal Local Self-Government ACT of 1885 are the founding stone on which today's Union Parishad is based. Starting over a century ago, union as unit of rural local self-government has survived all the changes brought about in local system by the British, Pakistan and post independence Bangladeshi regimes, though the nomenclature used for the elected body varied from time to time and it received a varied degree of importance from different regimes. It was given a democratic character, at least in part, right at the beginning. Thus, the Union Parishad is the oldest of all local government institutions in Bangladesh (Sidiqui, N.A.1997).

Around the world, there is a little doubt that countries differ dramatically in the quality of their governments. **Daniel Treisman** defines the quality of government as the provision of public goods and services that the public demands at minimum cost in taxation and



regulatory burden. Many scholars argue that decentralization should improve the quality of government by bringing officials *“closer to the people”*, encouraging competition between governments for resource mobilization and facilitating the satisfaction of local tastes. Other contend that decentralization creates coordination problems, exacerbates incentives for officials to predate, and generates roadblocks to any change from the status quo (Treisman, D. 2000).

Many crucial factors are contributing for good governance to identify decentralization. Richard Vengroff and H. Ben Salem claim that the relationship between “successful” decentralization and “good” governance is quite high (Vengroff, R. and Salem, H. 1992 cited in Nyiri, Z. 2005 Decentralization and Good Governance). Jerry Vansant also identifies decentralization as an important institutional setting to improve governance in developing nations (Van, S. J. 1997 cited in Nyiri, Z. 2005 Decentralization and Good Governance).

“Decentralization of governmental **‘power and peoples’** participation had always been the fondest dream of revolutionaries throughout the world (Khan, A.A.1989). Robert Charlick explains the relationship between governance and decentralization as a way of the state providing multiple centers of participation in decision-making that in turn assures better management, responsiveness, and accountability, which are basic features of good governance (Charlick, R. 1992 cited in Nyiri, Z. 2005 Decentralization and Good Governance).



Governance has become a “hot” topic as evidence mounts on the critical role it plays in determining societal well-being. The secretary General of the United Nations, Kofi Anan, reflects a growing consensus when he states, “good governance is perhaps the single most important factor in eradicating poverty and promoting development” (Anan, K.2004 cited in Principles for Good Governance in the 21st Century). Not surprisingly, governance as term has progressed from obscurity to widespread usage, particularly in the last decade (J.Graham, et al 2003, cited in Principles for Good Governance in the 21<sup>st</sup> Century).

The rationale for decentralization is manifold. One type of reasoning uses normative and inherent arguments to defend decentralization-the most important idea of citizen participation. In a decentralized political system, citizens have more opportunities to participate in political decision- making since the whole process of policymaking is broken down to smaller units. A decentralized state apparatus therefore provides more access and control over the bureaucracy for its citizens than centralized one. Thus, it makes democracy and participation a reality. Another normative- inherent benefit of decentralization in public administration is that it, instead of forcing a unified way of life recognizes the autonomy of the grass roots. The grass roots level of politics, that is the view and interest of the local people, is not regarded as a less important factor in decentralized systems. Rather, it is crucial to convince them to voluntarily accept central decision and to incorporate micro-level interests at the macro-level of politics (*Nyiri, z. 2005*)

Popular participation and the establishment of democratic institutions are essential preconditions for the expansion of capabilities and entitlements without which the benefits of development cannot be distributed to the people. The secret to empowering the power is to strengthen the democratic institutions and processes so that people can use their political muscle to make the governments more responsive to their needs.... A democratic government is not only economically efficient but also socially desirable  
(Rizvi, G, April, 2004)

Government has to face the situations of revolutionary changes inside the country and in the global society through innovative ways. It needs modification of government with new image and entrepreneurial character. Government should follow reinventing principles of governance. Principles are:

- *Most entrepreneurial governments promote competition between service providers;*
- *Empowering citizens by pushing control out of the bureaucracy, into the community;*
- *Measuring the performance focusing not on inputs but on outcomes;*
- *Driven by goals-their missions-not by rules and regulations*
- *Redefining clients as customers and offer them choices*
- *Preventing problems before emerging, rather than simply offering services afterward;*



- *Putting energies into carrying money, not simply spending it;*
- *Decentralizing authority, embracing participatory management;*
- *Preferring market mechanisms to bureaucratic mechanisms;*
- *Focusing not simply on providing public services, but on catalyzing all sectors-  
public, private and voluntary-into action to solve their community problems.*

(Osborne and Gaebler, 1993, cited in *Models of Public Administration Reform: "New Public Management"*, by Ocampo, R.B.).

Does the decentralization of state structures lead to better governance? In recent years, economists and political scientists have often made the case that decentralized political institutions are more efficient, lean, and effective (Buchanan, 1977; Bolton and Ronald, 1997). Others have analyzed decentralization's relationship to the size of government and government's ability to contain budget deficits and inflation (Rodden and Wibbles, 2000). Policy makers and politicians have frequently pushed for decentralization as a panacea for the ills of poor governance (Ansell and Gingrich, 2003; Litvack, Ahmad, ND Bird, (2000), *cited in Ziblatt, D. And O'Dwyer, C. Does Decentralization Make Government More Efficient and Effective? ).*

## **2.6 Arguments in Favor of Decentralization of political power:**

| <b>Normative/ Inherent Arguments</b>                                                         | <b>Instrumental Arguments</b>                                                 |
|----------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------|
| <i>Increase citizen participation in public affairs</i>                                      | <i>Greater efficiency and affectivity of the management of public affairs</i> |
| <i>Minority rights protection against majority rule</i>                                      | <i>Prevents system overload and breakdowns</i>                                |
| <i>Increase the acceptance of grass roots diversity such as local customs and traditions</i> | <i>Prevents abuse of central government, "bulwark against tyranny"</i>        |

**Source:** Nyiri, z. *Decentralization and Good Governance*, Web viewed on 25<sup>th</sup> november, 2005).



Decentralization of post- communist governments coincided with decentralization of many unitary democratic governments such as Great Britain, Sweden, or France in Europe. It was understood by many European experts that “decentralization of decision-making and control to units and subunits (with appropriate systems and instruments) is generally seen as an important way of improving the performance of the civil service (Flynn. And Strehl, F. 2004 *cited in Nyiri, z. Decentralization and Good Governance*)

Different sources from Western Europe mention decentralization unanimously as one of the most important structural elements in designing and redesigning modern public organizations- and this concerns not only post- communist administrations but also their very own unitary systems (Fred Thompson, 1991 *cited in` Nyiri, z. Decentralization and Good Governance*).

Intergovernmental fiscal relations are relevant to each country, and fiscal decentralization reforms are being discussed virtually worldwide. Fiscal decentralization is being discussed not only in large countries such as Russia and Indonesia, but also in small ones such as Latvia, Malawi, and Suriname. Fiscal decentralization is an issue in wealthy, developed countries, as well as in developing and transitional economies. However, fiscal decentralization means many different things to different people. Naturally, the benefits and disadvantages of fiscal decentralization will vary greatly with the intended objectives. Possible arguments in favor of fiscal decentralization include:

(UNDP, 2002)

- *The mix of services provided will better match the demands of the local population.*
- *Government officials will become more accountable to voters for the quality of services they provide.*
- *Local populations will be more willing to pay for public services, since their preferences will be honored.*
- *Decentralization may enhance revenue mobilization, as local governments may be in a better position to raise certain types of revenues.*
- *Decentralization allows fiscal experiments in regions, thereby creating an environment for fiscal and budgetary innovations.*

A fiscally decentralized system may also be considered politically desirable:

- *Politically, a decentralized system of governance may be considered more democratic.*
- *Politically, decentralized governance might accommodate calls for greater regional autonomy and thus prevent centrifugal forces and national fragmentation.*

The situation in a transition or a developing country, which could give maximum gains from a more decentralized local government structure, would include: (UNDP, 2002)

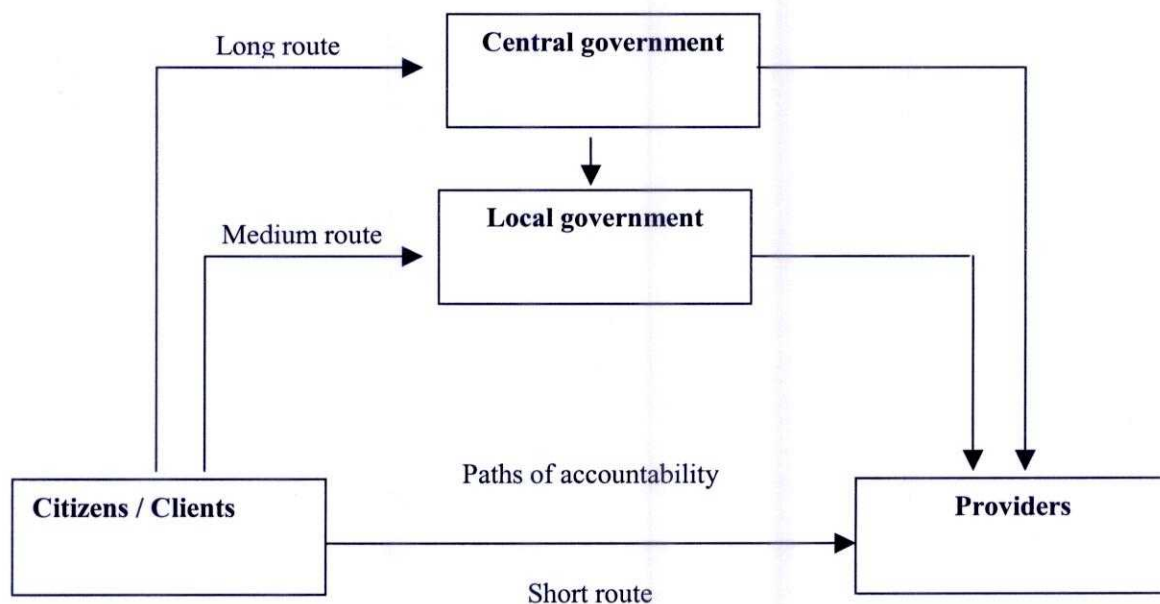
- *Enough skilled labor, access to materials, and capital to expand public service delivery when desired,*
- *An efficient tax administration,*

- *Taxing power sufficient to capture significant portions of community income increments,*
- *An income-elastic demand for public services,*
- *Properly elected local officials, and*
- *Some local discretion in shaping the budget and setting the tax rate.*

## **2.7 Decentralization and Accountability:**

The World Development Report 2004 presents a simple triad to illustrate the multiple relationships that constitute a framework for thinking about accountability in delivering public services. The triad focuses on three basic relationships: *between citizens and policy makers, between policy makers and the bureaucracy (those responsible for providing public goods and services), and the bureaucracy as delivery agents and the citizenry as clients.* Decentralization adds an alternative route to this accountability framework by shortening the link between policy makers on the one hand and citizens and public service providers on the other. Decentralization, proponents argue, brings politicians closer to the people; by giving them better information about constituents' preferences and making it easier for constituents to monitor politicians' performance. At the local level, citizens can more easily learn of the activities and programs that their local leaders have promoted and supported, discern how much effort they have devoted to improving public services, and confirm whether they have delivered on campaign promises. In other words, the information that citizens need to make judgments is more readily accessible under decentralization. Hence, it strengthens political accountability. (The World Bank. 2004).





***Figure: Decentralization and the Accountability Framework  
(The World Development Report 2004)***

Decentralized governance is increasingly being favored as the most suitable mode of governance through which government, private enterprises, non-profit and other social organizations achieve their goals in any challenging and changing situation. Every moment comes with new types of problems, various dimensions of relations and conflicts. It needs innovative decisions to ensure peace, progress, social security, equity, social justice, poverty reduction and delivery of quality services (Kauzya, J.M., 2005). Without active participation of civil society and articulated desire from grass-root level no solution will be acceptable in the society. As part of the efforts to promote the participation of the people in the decision-making processes as well as the development activities, the policy of devolution of power and authority to sub-national governments (generally referred to as decentralization) is adopted and applied in many countries as one of the tenants of “good governance”.

Decentralized governance provides a structural arrangement and a level playing field for stakeholders and players to promote development. Many countries are introducing decentralized governance as a measure of democratization, people empowerment and poverty reduction. There are different types of socio-economic and political situations in different countries. In this regards the efforts are not moving at the same pace, with the same political conviction, using equally competent capacities, and with the same success. Some countries have gone beyond political hesitation and put in place policies of decentralization. Others are still politically hesitant, even not sure of the role of decentralized governance to provide better service.

The argument in favor of the decentralized governance is that it facilitates greater participation of communities in project identification, planning and implementation, which increases ownership attitudes, likelihood of sustainability. Decentralization is viewed as a policy of high priority and used as an instrument of people empowerment, a platform for sustainable democratization, a structure for the mobilization of resources for economic development, a variable instrument of reconciliation, social integration and well-being in post-conflict environments, and a vehicle for the promotion of a culture of political, economic, civic, and managerial or administrative good governance. Decentralization can facilitate civil participation in all activities of the government and it makes bridge between government and people, which results in good governance. Results are projected below:

- a) *Legal Framework: Instituting Constitutional and legal Reforms to develop power to Local Structures;*
- b) *Local Governance Capacity: Increasing Local governance actors, Ability to Act (financial and human resources, organization, authority);*
- c) *Increasing Local Government Accountability and Transparency;*
- d) *Role of Civil Society (practice of horizontal decentralization/community empowerment);*
- e) *Socio-economic well-being: Improving Quality of life, Social justice and Equity.*
- f) *Voice mechanisms for citizens to express their views to government bodies*
- g) *Exit mechanisms for citizens to switch to nonpublic service providers or to move to other localities*
- h) *Central government laws, rules, budget constraints, and oversight over local operations, and channels for local governments to influence central government decisions concerning them.*
- i) *Public sector management arrangements that promote accountability- such as merit-based personnel policies and rules and arrangements promoting fiduciary accountability and constraining corruption.*
- j) *Minority rights protection against majority rule*



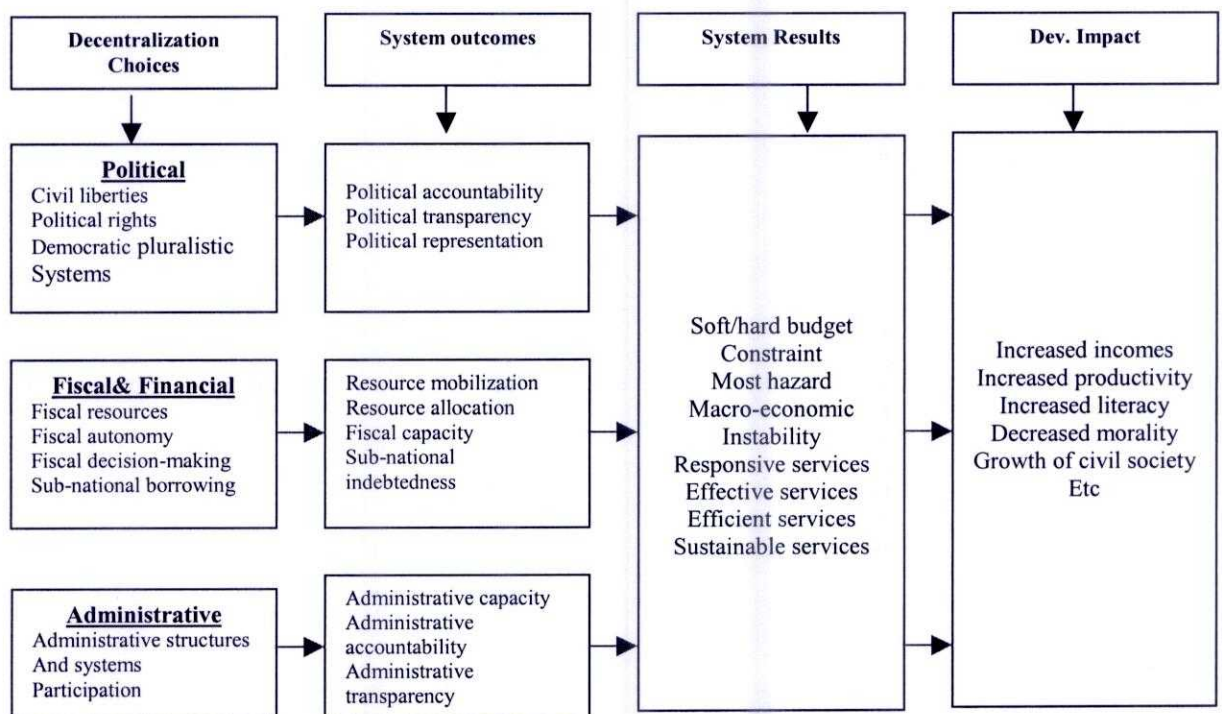
*k) Increase the acceptance of grass roots diversity such as local customs and traditions*

*l) Prevents system overload and breakdowns*

*m) Prevents abuse of central government, “bulwark against tyranny”*

## 2.8 Birds-eye view of decentralization to lead good governance

Figure: Decentralization choices, outcomes and impact (Kauzya, J.M., 2005)



Union Parishad is working for the development of rural Bangladesh, specially to ensure the well being of the rural people and it is always trying both to detect the problems of the people and to solve these problems in right time. (Saqui, A.H. 1997). S.M. Abdul Quddus and Niaz Ahamed Khan of the department of Public Administration of Chittagong University commented in a review paper named “Bangladesher grameen Nrtritha Katamute Poshok- Assritha Somporker Sarup: Ekti

Porzalochana” describe that in fine judgment UP Chairmen can play the vital role in all politics, administration and development activities through their mini Parliament as a center point of all activities (Quddus, S.M.A. and Khan, N.A. 1997). The Union Parishad is now considered as the focal point of development. It is, thus felt that the functions of the Union Parishads given under Law should be reviewed and streamlined in the light of the new role of Union Parishad keeping in view its financial resources, its personnel and other logistic supports etc. Union Parishads lie at the bottom of administrative hierarchy in Bangladesh. At the same time, they are statutory local bodies. In a country where 86% households and 84.8% of total population are rural, success of our attempts in fulfilling our national goal of achieving self-sustained development depends to a great extent on effective and pro-people functioning of these Parishads (Tareque, M.1994).

Union Parishad should be treated as the focal point because it is one of the rare institutions in the country, which has withstood the vicissitudes of time. If we take 1872 as the starting point for the Union Parishad, it is clear that it has already survived for more than a hundred years. It is indeed an institution well known and well understood by the rural people, despite all its shortcomings. As located nearest to the people, it alone has the potential to reach out to them and solve some of their basic problems, such as poverty and lack of law and order and justice. It is, therefore, in the fitness of things that all attention should be focused on the Union Parishad, and all other rural local government bodies at the higher level should be facilitating its work (Siddiqui, K, 2000).



Scholar and Professor of Public Administration Dr. Tofail Ahmed says that the existing social formation, class structure and power relations in Bangladesh in many respects seem more favourable than in many of the Indian states in promoting the objective conditions of participatory local institutions. Bangladesh is a unilingual country, having virtually no rigid caste system; moreover, the nationalist movements, war of liberation and other subsequent antimartial law and pro-democracy popular movements have provided sufficient foundation of raised political awareness among the rural population (Ahamed, T. 1993).

The PRSP (Poverty Reduction Strategy Paper) of GOB has assumed that the decentralization and devolution of power is a technical necessity for good governance rather than a matter of political choice. The policy therefore stressed the need for creating a multi-tier ensemble of effective bodies at Union, Upazilla and District levels.

**According to the PRSP broad areas where local government can play an important role:**

- a) Management and coordination of many nation-wide programs such as targeted food or cash assisted programs designed for the poor.
- b) Local government's involvement (with active support from the community) in the management of schools, community clinics, union level family planning and health centers, and Upazilla Health Complexes.



- c) Coordinating various government and non-government programs in an area thereby reducing wastage and duplication, and facilitating greater synergies.
- d) Development of local-level democracy through the promotion of grass-root level organizations as well as fostering community activities that encourage greater social solidarity (GOB, 2005).

## **2.9 Factors influencing the success of decentralization:**

Many factors determine the success of decentralization including the devolution of political and financial authority. **G. Shabbir Cheema** (2005) identified the contribution of eight factors to the success of different forms of decentralization in improving local governance and service delivery:

**a) Political Environment and National Legal Framework:** The political environment and the national legal framework shape the form and content of decentralization policies and programs. In developing countries like Bangladesh highly unequal land ownerships in rural areas have led to the dominance of local vested interests in the economic and political decision-making process.

**(b) Functions and resources of Sub- national Governments:** Division of functions and responsibilities between the central and sub-national governments is their respective comparative advantages in providing a specific service. The services

provided by the centre should benefit all sub regions and show economies of scale. Sub national government should be responsible for services at the local level.

***b) Accountability of Local Governments and the Role of political Parties:*** An important set of rules accounting for the success of decentralization concerns the relations between local government officials and their constituents- the degrees to which local leaders are accountable to their constituents through formal mechanisms. Local election is necessary starting point for this purpose. Other measures are electoral rules that encourage local participation and representation, active involvement of civil society organizations in local political processes, and effective local administration to deliver services in their areas of responsibility.

***c) Historical legacies and Traditional Authority Structures:*** Local government system works also depend upon historical legacies and traditional authority structures. Colonial rulers introduced many new institutions and structures of government and administration at the local level, parallel to traditional authority structures. Over the years, political party structures and representative institutions have been added at many levels. One of the challenges is to ensure the mutually reinforcing role of each of these structures in order to promote participatory local development.

***d) Weak Capacity at the Central Level:*** In order for decentralization policies and programs to succeed, central and state governments need to provide policy guidelines and training support to local governments. Where the capacity at the central level is weak, too rapid decentralization to local government might not yield positive results.

***e) Administrative Capacity of Local Governments:*** Governments in developing countries maintain decentralized planning, decision-making, and management



functions in local government without considering the administrative capacities of the local and regional governments to carry out their new functions.

*f) The Role of Civil Society and Community-Based Groups:* The role of civil society organizations and community-based groups is one of the most critical factors in making decentralization work at the local level. Farmers' associations, youth clubs, local branches of political parties, professional's bodies, interest groups, and women's organizations can increase local support and legitimacy for government intervention.

*g) Local leadership:* The devolution of power and resources and the enactment of new local government legislation provide a framework for the emergence of empowered local governments accountable to their constituents. Yet, it is local leadership- from government, civil society, and the private sector- that accounts for variations in the performance of different local governments in different parts of the country.

## **2.10 Theoretical arguments against decentralization**

*Daniel Ziblatt and Conor O'Dwyer scholars of Harvard University* comment on decentralization after their completion of a cross- national study on 68 countries; *First*, decentralization itself is a multifaceted concept that has three main dimensions- administrative, fiscal, and political- that each has distinctive and often opposing impacts on the quality of governance. *Second*, the putative benefits of decentralization for the most part disappear in multivariate analysis, as the effect of basic political and economic



development control variables are considered. *Third*, even when the decentralization variable survives the inclusion of control variables like economic development and regime-type, their cross-national evidence suggest that none of the three dimensions of decentralization is a universal solution across all contexts for the ills of poor governance. In fact, though decentralization has beneficial impact on the quality of governance in wealthy countries, in economically underdeveloped countries, their study finds that decentralization actually is associated with poor quality of governance. In addition they opine that different types of decentralization- fiscal, administrative, and political- have different types of opposing impacts on the quality of governance. Political decentralization in particular is associated with government efficiency among high GDP per capita countries while it is associated with lower government efficiency among low GDP per capita countries. (Ziblatt, D. and O'Dwyer, C. 2003.) Stemming from his experience with African decentralization, Vengroff writes:

“Findings on the impact of decentralization in developing countries have been quite mixed. Much of the inconsistency can be attributed to the fact that the correlation between” formally” announced programs of decentralization and a serious and successful effort at its implementation is quite low, or in some cases nonexistent.” (Cited in` Nyiri, Z. Decentralization and Good Governance).

On the other hand, there are also arguments against decentralization (i.e., arguments for a more centralized government structure) and these arguments include:

- ***Central government control results in more control overall fiscal policy,***

*economic stability and macroeconomic conditions;*

- *Building national infrastructure;*
- *Better central grip over income distribution;*
- *Politically, fiscal decentralization might discourage national unity;*  
*decentralization reforms might lead to calls for even greater regional autonomy*  
*and ultimately, possibly, regional independence (UNDP, 2002).*

About the risk of decentralization *Jose Edgardo Campos and Joel S. Hellman* say in practice, decentralization does not occur in a vacuum. Many factors- including historical trends, institutional inertia, and class cleavages- may undermine the simple links between decentralization and improved governance. They mention five risks:

- *State may capture at the local level,*
- *Expanding Clientelist Roots*
- *Amplifying Capacity Constraints.*
- *Creating Intergovernmental Tension*
- *Stifling Rather Promoting Interregional Competition*

(Campos, J.E. and Hellman, J.S. 2005)

## **2.11 Decentralization in Bangladesh: An overview**

The agonizing and protracted quest for national identity in Bangladesh did not reach its culmination through the constitutional process. Bangladesh owns her independence in a traumatic revolution, which was a spontaneous outburst against what Thomas Jefferson's used to describe as, "the degeneracy of government". An ideal government in Jefferson's view is not meant to strengthen the power of many but the power of every one within limits of his competence. Governments, therefore, degenerate when all powers are



“concentrated in the hands of the one, the few, the well-born or the many.” The remedy for this generacy lies in breaking up “the many” into institutions where “every one” could count and be counted upon. The hopes and aspiration of the Bangladesh revolution are embodied in her constitution itself. “The emancipation of the toiling masses- the peasants and workers and backward sections of the people, from all forms of exploitation” was proclaimed by Article 14 as one of the basic goals of the state. Article 16 also mandated the narrowing of economic disparity between rural and urban areas and “effective measures to bring about radical transformation in the rural areas” as constitutional responsibilities. Article 19 directs to adopt effective measures “to remove social and economic inequality between man and man” (Khan, A.A. 1989).

It is stated in the report of the Public Administration Reform Commission “*Public Administration for 21<sup>st</sup> Century*” - after thirty years of independence, politicians and administrators have apparently failed to perceive the right goal, role, jurisdiction and relevant structure of government at the central and local levels. Over this period, when local government and the private sector were brought at the centre of administrative reform in other developing countries (and in most industrialized regions), Bangladesh largely remained in the traditional set-up of governance. Very little devolution and delegation of central government functions were allowed. One reason for this traditional mind-set is the lack of conceptualization of the various forms of decentralization. In the name of decentralization, administrative and local government initiatives have largely produced rhetoric. Hazy perceptions of decentralization have had negative policy implications in the areas of public administration and local government. The Constitution



of the Republic has not clearly delineated the meaning of field administration and local government. Article 59(1) of the Constitution pledges “Local Government in every administrative unit of the Republic shall be entrusted to bodies, composed of persons elected in accordance with law”, endorsed a co-existence of ‘deconcentration’ and ‘devolution’, two different forms of ‘decentralization’ has long been used as a blanket term in Bangladesh.

The World Bank Report (1996, Government that works) - In Bangladesh, the existing administrative structure and elected local bodies do reach the grassroot level and have all the features necessary for participatory decentralized administration and delivery of public services. But this structure has failed to perform efficiency for two reasons:

- ***Excessive centralization of decision-making.***

Despite the strong support for local government enshrined in the Constitution, the central government has compromised this advantage by exercising excessive control over local government and starving these agencies of resources. Most administrative decisions are still taken centrally.

- ***Ineffectual elected local bodies.***

Weak administrative capacity, a limited financial and human resource base, and little public participation characterize these.

## **2.12 Present challenges to centralized governance:**

The web of government in the third world countries had become more centralized during the 1950s and early 1960s, after receiving independence from colonial regimes. They,

naturally, first turned their attention to nation building and invested heavily for economic development program. Both processes seemed to require and legitimize centralized management. But over time, the modest and sometimes negative consequences of central planning and administration became apparent (Dennis, R.A 1984). At present centralized governance has become both challenge and threat on the way of government's success. These can be identified as below:

- a) Generate opposition among local groups*
- b) Overworked and large size of staffs*
- c) Complex variety of local socio-economic factors make all attempts uncertain*
- d) Create distance between people and government*
- e) Democracy is becoming meaningless*
- f) Political institution has lost local position*
- g) Scarcity of resources*
- h) Improper use of public resources*
- i) Poor quality of public servants*
- j) Ill service to the people*
- k) Poverty*
- l) Unemployment*
- m) Corruption*
- n) Information and communication gaps*
- o) Governmental regulatory instrument being weak*
- p) Below standard outcomes.*

*q) Global competition*

*r) Influences and interferences of supra-national Organizations*

## **2.13 Indicators of Successful decentralization**

Decentralization holds great promise for improving the delivery of public services- but outcomes depend on its design and on the institutional arrangements governing its implementation (The World Bank, 2001). Decentralization promotes allocation and productive efficiency assumes that the devolution of functions occurs within an institutional environment that provides political, administrative, and financial authority to local governments. Indicators are mentioned below:

- *Number of decisions have taken in local level*
- *Planning in local level*
- *Allocation of fund*
- *Resource mobilization*
- *Strength of manpower*
- *Government grant*
- *Authority of hire and fire its personnel*
- *Free and fair election*
- *Participation of local community*
- *Functional subjects and span of duties*
- *Number of local institutions*



- *Citizens satisfaction*
- *Mode of service*
- *Availability of information and free access*
- *Visual economic and development activities*
- *Prospects, progress and peace*
- *Level of education*
- *Health and Nutrition level*
- *Law and order situation*
- *Motion of cultural activities*
- *Poverty situation*

Good governance is an important issue in the academic field of Public Administration. Therotically it is almost established that decentralized mode governance and local governance institution like UP is mandatory to achive the expected level of governance and to fulfill the desire and need of the people.

### **Chapter-III**

## **Methodology and Hypothesis**

---

- **3.1 Research Methods** 38
- **3.2 About Research Field** 38
- **3.3 Categories of Respondents** 39
  - **3.4 Ethical issues** 39
  - **3.5 Timeline** 40
- **3.6 Hypothesis of the Study** 40

## **Chapter-III**

### **Methodology and Hypothesis**

#### **3.1 Research methods**

The study distinctly followed the historical descriptive method in analyzing the governance position in the Union Parishad. The researcher made case study on the activities of six UP from Chittagong and Comilla district of Chittagong Division. Related persons have been interviewed to find out the real situation and the information given by the Chairman of various UPs has been cross-examined properly. For a meaningful research work following steps are taken:

- *Review of existing knowledge in the literature;*
- *Evaluation on various activities of Union Parishad;*
- *Interviews with government officials, UP body, member of civil the society, stakeholders and member of the Parliament.*
- *Data analysis and discussion*

#### **3.2 About Research Field**

Union is the lowest administrative and local government unit of Bangladesh. Time constraint, communication and facilities for data collection all factors influenced the



researcher to select three unions from Chittagong District and three from Comilla District.

| SL | Union      | Area<br>sq km | Population | %Education | Upazilla   | District   |
|----|------------|---------------|------------|------------|------------|------------|
| 01 | Rajanagar  | 27.42         | 22600      | 60         | Rangunia   | Chittagong |
| 02 | Ragunia    | 8.36          | 12103      | 72         | „          | „          |
| 03 | Charlakka  | 4.03          | 30000      | 65         | Patiya     | „          |
| 04 | Gunaigar   | 6.25          | 28379      | 62         | Debidowar  | Comilla    |
| 05 | Mohonpur   | 13.93         | 28000      | 74         | „          | „          |
| 06 | Muradnagar | 14.30         | 45000      | 75         | Muradnagar | „          |

### 3.3 Categories of Respondents

| SL                       | Categories                  | Number     |
|--------------------------|-----------------------------|------------|
| 01                       | UP chairman                 | 06         |
| 02                       | Member of the civil Society | 25         |
| 03                       | Government Officials        | 25         |
| 04                       | NGO Officials               | 25         |
| 05                       | UP staffs                   | 25         |
| 06                       | General People              | 25         |
| 07                       | Member of the Parliament    | 09         |
| <b>Total Respondents</b> |                             | <b>140</b> |

### 3.4 Ethical issues

To assess performance of the UP this study relates many officials, people representatives, and people of grass root level to collect a lot of official information. All information will use only for academic purpose.

### **3.5 Timeline**

This is a thesis work in MA level and It should carry an expected quality. It has to be completed within 15 September 2006. Hopefully enough, all steps of the study have completed in the scheduled period of time.

### **3.6 Hypothesis of the study:**

*A. Union Parishad is a rural local body in the grass root level, which is a very important institution for good governance and tool for successful service delivery to the door of the poor people of Bangladesh.*

*B. But it needs more administrative and financial authority, capacity and freedom as social agency.*

*C. Political wills should be positive to make an empowered Union Parishad for better services for rural people and making it main center of development activities.*

## **Chapter-IV**

### **About Union Parishad**

- **4.1 Constitutional Provisions: The context of UP as Local Government** 42
- **4.2 Historical Evolution of Union Parishad as a Local Body** 42
- **4.3 Constitution of Union Parishad** 48
- **4.4 Term of Union Parishad** 49
- **4.5 Functions of Union Parishad** 49
- **4.6 Position of Union Parishad in the existing structure of Local Government in Bangladesh** 67



## **Chapter-IV**

### **About Union Parishad**

#### **4.1 Constitutional provisions and UP as local government**

Two Articles, 59 and 60 of the Constitution of Bangladesh laid down a framework concerning local government bodies like Union Parishad. Article 59(1) provided that: Local government in every administrative unit of the Republic shall be ensured to bodies, composed of persons elected in accordance with law. Article 59(2) spells the board functions of the local government as:

- **Administration and the work of public officers;**
- **The maintenance of public order;**
- **The preparation and implementation of plans relating to public services and economic development.**

#### **4.2 Historical evolution of Union Parishad as a local body:**

Society is a means to achieve many objects of citizen's life and it creates many necessary institutions as people's demand. Institution starts its journey towards destination with a set of activities. On the way it has to overcome many social, political and administrative obstacles and sometimes it gets many positive facilities to enrich itself with new mode and structure. There is no exceptions on the way of development of UP as institution. UP is the oldest and most important institution among all local government bodies. It is more

than two hundred years since UP got rooted on a solid base even before the British period. At that time Panchaet ruled and governed the local administration. By the time many changes have taken place and Panchet has been metamorphosed into modern UP. (Khanum, N.M. and Ahamad, M.2003) In this chapter the researcher makes an attempt to describe the stages, where Union Committee has been transformed into Union Board, Union Board to Union Council and Union council to Union Parishad, the present position. On the way of evolution of this local body many factors and actors worked as a negative or positive catalyst. UP has been made either weak or strong at the will and interest of the political forces. Political bodies are always afraid of other administrative or local government institutions because they regard these institutions as counter part in the free political field. They often try to interfere and influence the local body to take undue privileges and use them as instrument to fulfill their political target. Many events have to be considered as important issues behind these changes. In Bangladesh, the local community based organizations existed from ancient times. But the present form and structure of local government is the result of the British colonial innovation. Over time, since its inception the local government system has undergone changes through various reform efforts. (Hussain, A.2003)

### **Permanent Settlement Law 1793**

In 1793, Lord Cornwallis took steps to enact Permanent Settlement Law according to the situation of politics and administration. The zamindari system was introduced and it was assigned to ensure law and order. But the luxurious lives of the zamindars made them detached from the common run of people and they had no sincere feelings for the people.



As a result law and order situation has been deteriorated and social safety hampered to a large extent. Then, in 1870, Lord Mayo took the measures to ensure law and order in the society and he took steps to enact the Chowkidary Ponchaet Law.

#### **Union Ponchaet:**

According to the provisions of Chowkidary Ponchaet Law 1870, every district was divided into many Unions. To administer every union a Ponchaet Committee of five members was formed. They were responsible for law and order situation and to ensure peaceful life of the citizen. Besides, they were involved in development works and socio-cultural activities. To maintain their expenditure Ponchaet was empowered to collect revenue from the localities within their jurisdiction. The District Magistrate selected the members of Ponchaet and they were accountable to the District Magistrate.

#### **Union Committee**

The Act of 1885 provided for a Union Committee to administer, on an average, an area of 12 square miles in the villages, Union committees, consisting of not less than five or more than nine members, were to be elected from among the residents of the Union. The Divisional Commissioner could appoint members if the full membership was not found elected. In the original Act, there was no mention of any Union Committee Chairman. An amendment passed by the Government of Bengal in 1908, which was extended to East Bengal in 1914, provided that the Union Committees would elect their own Chairmen from among the members. The Union Committees were responsible for the local municipal functions, such as construction of short stretches of unmetalled roads, primary



education, and sanitation, upkeep of ponds and tanks and registration of vital statistics. The supervising Local Board could delegate other duties. The Union Committee had the power to raise funds from villagers owning or occupying houses or property. (Siddiqui, k. 2005).

### **Union Board**

The Act of 1919 initiated the second major attempt to create a network of self-government bodies in rural Bengal. The Act replaced existing Union Committees with a new body called the Union Board. Union Boards were formed in every district except Sylhet and Chittagong Hill Tracts. The area of a Union Board was 10 to 12 square miles, with a population of about 6000 to 8000 people. The Union Board was composed of not less than six but not more than nine members of whom two-thirds were elected and one-third were nominated. The District Magistrate chose the nominated members. Elected members were chosen from union residents who had attained 21 years of age and had paid at least a rupee of land tax and at least another rupee as tax assessed by the new Board. After the election, the members elected a President and a Vice-President from among themselves. The President was the chief executive of the Board. He could be removed from office by a no-confidence resolution passed by the Board members.

The new unit had to combine the duties of the Chaukidari Panchayets and Union Committees. Primary functions of the Union Board were a) Supervision of Chaukidars, b) Maintenance of sanitation and public health, c) Maintenance of roads, bridges and waterways, d) Establishment and upkeep of schools and dispensaries at its discretion and

e) Supply of information as and when needed by the District Board. In addition to receiving grants from higher bodies, the Union Board was authorized to levy a yearly union rate. The tax was to be imposed on owners or occupiers of buildings. At its discretion the provincial government could also select two or more members of the Union Board to constitute a Union Court for settlement of minor offences. (Siddiqui, k. 2005)

### **Union Council**

After the partition of India in 1947, the Government of Pakistan retained the system of Union Boards as well as the acts and statutes, which governed them. This situation persisted until 1959. The military junta, which staged a coup in 1958, used to believe that the genius of the Pakistani people was not suited to the Westminster model of representative government. The new regime was in favour of a guided democracy, which was to be characterized by authoritarian government at the top and representative government at the local level. This new variety of local government was known as "Basic Democracy." The Basic Democracies Order (BDO) was promulgated in 1959. The Basic Democracy system covered both rural and urban areas. It had four tiers in the rural areas. At the lowest level of the local government system were the Union Councils in the rural areas. There were 7372 Union Councils and the average area of a union was about 6 to 12 square miles, while the population per Union varied from 8,000 to 12,000. Union Council generally consisted of 10 members; from 1960 to 1962, two-thirds of them were elected and one-third nominated by the government. In 1962, the system of nomination was abolished, and the Union Council became a fully elected body. The members of the Union Council were directly elected from single member constituencies. The voting was



held through ballots. The Council elected from amongst its members one Chairman and the Vice-Chairman. The usual term of office of the Chairman, Vice-Chairman and members was five years. There was a provision for the appointment of a secretary in the Union Council. Besides the secretary, the Union Council maintained village police known as Chaukidars and Dafadars (Siddiqui, k. 2005).

### **Union Parishad**

Bangladesh has a long tradition of local government, and the union Parishad is its oldest component. As a representative body of an aggregate of 10 to 15 villages (or roughly 100,000 people), it has had recognizable form for more than a hundred years. Its functions have varied and included a range of duties from collecting taxes in the early years, to duties related to rates, socioeconomic development, and general administration, to a more active role in government with the decentralization of central government that began in 1982.

The Local Government (Union Parishad) (Second Amendment) Act, 1997 has brought about a remarkable change in the structure of UP; it has provided with a directly elected body, i.e. a Chairman, nine Members (to represent nine wards) and three Women Members (to represent three larger areas enveloping nine wards). The Local Government (Union Parishad) Ordinance 1983, Local Government (Union Parishad) (Amendment) Acts of 1993 and 1997 enumerated 34 civic functions of UP. According to the laws UP would, in particular, undertake a long list of functions. It is from here that government

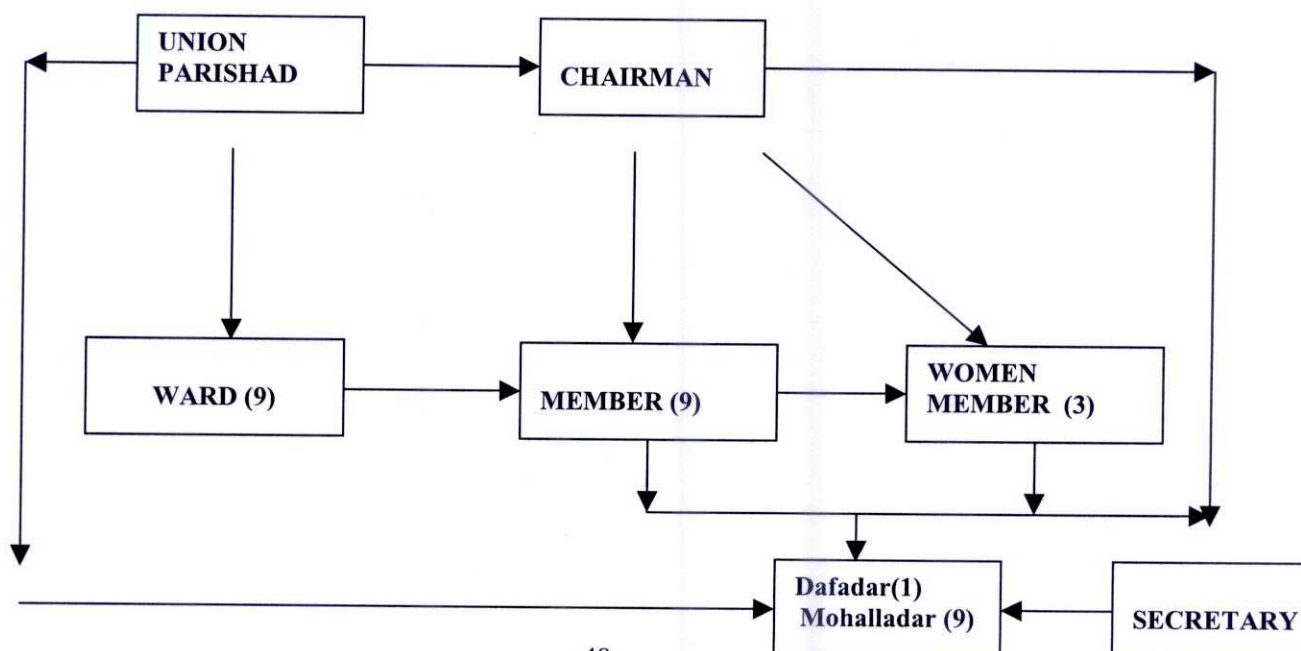


services such as health, education, agriculture, livestock, fisheries, social forestry, and co-operative etc. are delivered to villagers.

### 4.3 Constitution of Union Parishad

A Union Parishad, shall consist of a Chairman, nine elected members and three 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 of this Ordinance and the rules. The Chairman of a Union Parishad shall also be deemed to be a member of the Parishad. There shall be payment for the Chairman and members of a Union Parishad, which is termed as honorarium it is determined by the Government.

#### ORGANOGRAM OF UNION PARISHAD



#### **4.4 Term of Union Parishad**

The term of a Union Parishad shall be a period of five years commencing on the day of its first meeting after its constitution; Provided that, notwithstanding the expiration of its term, a Union Parishad shall continue to function until the first meeting of the Parishad constituted to succeed it or until the expiry of ninety days from the date of expiration of its term, whichever is earlier. A Union Parishad shall, after its constitution, hold its first meeting on such date, not later than thirty days from the day on which the names of its Chairman and elected members are notified in the Official Gazette as may be appointed by the Government.

#### **4.5 Functions of Union Parishad**

Union Parishad is a people-centric institution, to bear a lot of essential unseen responsibilities, social, economic, formal. At any unpleasant moment rural people feel the UP as their nearest shelter. Birth of a sweet baby starts a human life and death of an old man closes all action of a person's relation. Union Parishad's officials are closely related to all kind of activities between birth and death. Everywhere in every moment they have to respond to the desire and need of the citizens. According to the local Government (Union Parishads) Ordinance, 1983 Union Parishad is responsible for a long listed duty. The main functions of UP are described below:

## **Functions of UP**

It is quite impossible to ensure planning, implementation and monitoring all programmes for economic growth and social welfare. So Union Parishads play a vital role in development planning and implementation according to the demand of poor rural people. Ups are responsible to discharge all type of direction given by Upazilla administration, District administration and central government. According to the local Government (Union Parishads) Ordinance, 1983 and other legal orders of the government many kinds of duties have to be observed by the UP. It can be divided into five groups:

### **Civic Functions:**

- (a) Maintenance of law and order and assistance to administration in the maintenance of law and order;
- (b) Adoption of measures for preventing crime, disorder and smuggling;
- (c) Adoption and implementation of development schemes in the field of agriculture, forest, Fisheries, livestock, education, health, cottage industries, communication, irrigation and flood protection with a view to increasing economic and social upliftment of people;
- (d) Promotion of family planning
- (f) Development of local resources and their use;



- (g) Protection and maintenance of public property, such as roads, bridges, canals, embankments, telephones and electricity lines;
- (h) Review of the development activities of all agencies at the union level and to make recommendations to the Upazila Parishad or Thana Parisad, as the case may be, in regard to their activities;
- (i) Motivation and persuasion of the people to install sanitary latrines;
- (j) Registration of births, deaths, blinds, beggars and destitutes;
- (k) Conducting of census of all kinds.

### **General and Revenue Administration:**

- (a) To assist village revenue officials in the union, by whatever name called or howsoever designated, in the proper performance of their duties with regard to the collection of rent or land development tax and the general administration;
- (b) To render such assistance in the preparation of records and assessments and in the work of survey or crop inspection, and of other branches of revenue administration in the union as the Deputy Commissioner may require;
- (d) To report to competent authority all cases of damage to or encroachments upon any public road, street or way, or any public place, building or property;
- (e) To publicize in the union all matters the publicity of which is required by the Government or other competent authority; and

(f) To assist officials in the execution of their official duties, and to furnish such information as may be required by them for official purposes.

### **Collection and recovery of taxes etc**

(1) Unless otherwise provided, all taxes, rates and fees levied under this Ordinance shall be collected by such person and in such manner, as may be prescribed.

(2) All arrears of taxes, rates and fees and other moneys claimable by a Union Parishad under this Ordinance shall be recoverable as a public demand.

(3) Any member or official of a Union Parishad authorized in this behalf may, in the prescribed manner, seize and dispose of any goods for the purpose of recovery of arrears of tax, rate or fee.

(4) Notwithstanding the provisions of sub-section (2), the Government may empower any Union Parishad to recover arrears of taxes, rates, fees and other moneys claimable by the Union Parishad under this Ordinance by distress and sale of the movable property belonging to the person concerned, or by attachment and sale of the immovable property belonging to him.

(3) The Government may, by rules, specify the official or classes of officials by whom the power under sub-section (4) shall be exercised, the manner in which it shall be exercised and prescribe.

## **Property Management**

A Union Parishad has to

- (a) Manage, maintain, inspect, develop or improve any property, which is owned by, or vests in it or which is placed under its charge;
- (b) Apply such property for the purposes of this Ordinance or the rules; and Acquire or transfer by grant, gift, sale, mortgage, lease, exchange or otherwise any property.

## **Recovery against liabilities**

Every Chairman, member officer or employee of a Union Parishad, and every person charged with the administration of the affairs of a Union Parishad, or acting on behalf of a Union Parishad, shall be liable for the loss, waste or misapplication of any money or property belonging to the Union Parishad, which is a direct consequence of his negligence or misconduct, and the liability of such Chairman, member, officer, employee or person shall be determined by the Government in the prescribed manner, and the amount for which he is held liable shall be recoverable as a public demand.

## **Constitution of Standing Committees**

As an important rural institution Union Parishad has to carry many crucial duties for the better and sound society. For better performance and customer satisfaction people have



to work with team spirit. Though it has been directed in the local Government (Union Parishads) Ordinance, 1983 to constitute 13 Standing Committees as follows:

- (A) Finance and Establishment
- (B) Education and mass education
- (C) Health, Family planning and Epidemic control
- (D) Audit and accounts
- (E) Agriculture and other development works
- (F) Social welfare and community centers
- (G) Cottage industries and co-operatives
- (H) Law and order
- (I) Women and children welfare, culture and sports
- (J) Fisheries and livestock
- (K) Conservation of environment and tree plantation
- (L) Union public works
- (M) Rural water supply and sanitation.

### **Disaster Management:**

Bangladesh is disaster prone area. People have to live with disaster and overcome all challenges of natural disaster. As a local government institution UP is closely involved in disaster management. Pre-disaster measures to save the people from sufferings and post disaster steps for rehabilitation are the main functions of disaster management. Without UP it cannot think to implement the plans and programs of disaster management. Bangladesh gains strong capacity to face any types of disaster

and has many successful stories in disaster management. It has been reflected in national and international reports. At Union level it has a disaster management committee headed by the UP Chairman.

|                                       |                  |
|---------------------------------------|------------------|
| UP Chairman:                          | Chairman         |
| Members of UP (all):                  | Member]          |
| Teacher's representative:             | ”                |
| Government officers of union level:   | ”                |
| Women's representatives:              | ”                |
| CPP's representatives:                | ”                |
| Representative of BRCS:               | ”                |
| NGO's representatives:                | ”                |
| UP secretary:                         | member-secretary |
| Co-opt by the Chairman (any persons): | Member           |

The committee has to seat once in every two months in normal time and at the time of disaster it has to seat everyday for monitoring all actions taken by various organizations. After improving situation it has to seat twice in every week.

### **Judicial and extra-judicial functions:**

To control offences and ensure public peace UP has to discharge the following judicial and extra judicial activities:

- Conducting the village court
- Disposal of minor disputes by salish procedure

- Disposal of land litigations
- Enquiry according to the direction of the court

### **Constitution of Union Fund**

(1) For every Union Parishad there shall be formed a fund, which shall be known as, the Union Fund.

(2) To the credit of a Union Fund formed under sub-section (1) shall be placed-

- (a) The balance of such fund as on the coming into force of this Ordinance is at the disposal of the Union Parishad of which the Union Parishad concerned is the successor;
- (b) The proceeds of all taxes, rates, fees and other charge levied by the Union Parishad under this Ordinance;
- (c) All rents and profits payable or accruing to the Union Parishad from the property vested in or managed by the Union Parishad;
- (d) All sums received by the Union Parishad in the performance of its functions under this Ordinance or under any other law for the time being in force;
- (e) All sums contributed by individuals or institutions or by any local authority;
- (f) All receipts accruing from the trusts placed under the management of the Union Parishad;
- (g) All grants made by the Government and other authorities;



- (h) All profits accruing from investments; and
- (i) Such proceeds from such sources of income as the Government may direct to be placed at the disposal of the Union Parishad;

### **Custody or investment of Union Fund and establishment of special Fund**

- (1) The moneys credited to a Union Fund shall be kept in a Government treasury, or
- (2) In a bank the Government from time to time may specify transacting the business of a Government treasury, or in such other manner as.
- (2) A Union Parishad may invest any portion of the Union Fund in such manner as may be prescribed.
- (3) A Union Parishad may, and if required by the Government shall, establish and maintain a separate fund for any special purpose, which shall be administered and regulated in such manner as, may be prescribed.

### **Application of Union Fund**

The moneys from time to time credited to a Union Fund shall be applied in the following order of preference: -

First, in the payment of salaries and allowances to the officers and employees of the Union Parishad;

Secondly, in meeting the expenditure charged on the Union Fund under this Ordinance;

Thirdly, in the fulfillment of any obligation and in the discharge of any duty imposed on a Union Parishad under this Ordinance or under any other law for the time being in force; Fourthly, in meeting the expenditure declared by the Union Parishad with the previous sanction of the <sup>1</sup>[Deputy Commissioner) to be an appropriate charge on the Union Fund; and

Fifthly, in meeting expenditure declared by the Government to be an appropriate charge on a Union Fund.

### **Budget**

(1) Every Union Parishad shall, in the prescribed manner, prepare before the commencement of each financial year, a statement of its estimated receipts and expenditure for that year, hereinafter referred to as the budget, and send it to the [Deputy Commissioner] for approval.

(2) If the budget is not prepared by a Union Parishad before the commencement of any financial year, the Upazila Parishad of the Thana Parishad, as the case may be, may have the necessary statement prepared and certify it, and such certified statement shall be deemed to be the sanctioned budget of the Union Parishad.

(3) Within thirty days of the receipt of the copy of a budget under sub-section (1), the Upazila Parishad or the Thana Parishad, as the case may be, may, by order, modify it, and the budget so modified shall be deemed to be the sanctioned budget of the Union Parishad.

(4) If the budget received under sub-section (1) is not modified or approved within thirty days by the Upazila Parishad or the Thana Parishad, as the case may be, it shall be deemed to have been approved.

(5) At any time before, the expiry of the financial year to which a budget relates, a revised budget for the year may, if necessary, be prepared and sent to the Upazila Parishad or the Thana Parishad, as the case may be and such revised budget shall, so far as may be, be subject to the provisions of this section.

(6) Where any Union Parishad assumes office under this Ordinance for the first time, its budget for the financial year during which it assumes office shall relate to the remaining period of that year, and the other provisions of this section shall mutates mutants apply.

### **Accounts**

(1) Accounts of the receipts and expenditure of a Union Parishad shall be kept in the prescribed manner and form.

(2) An annual statement of the accounts shall be prepared after the close of every financial year and shall be forwarded to the <sup>1</sup>[Deputy Commissioner] by the thirty-first December of the following financial year.

(3) A copy of the annual statement of accounts shall be placed at a conspicuous place in the office of the Union Parishad concerned for public inspection, and all objections or

---



suggestions concerning such accounts received from the public shall be considered by the Union Parishad and brought to the notice of the audit authority referred to in section 49.

**Executive powers:**

(1) The executive powers of a Union Parishad shall extend to the doing of all acts necessary for the due discharge of its functions under this Ordinance.

(2) Save as otherwise provided in this Ordinance and the rules, the executive powers of a Union Parishad shall vest in and be exercised by its Chairman, either directly or through other persons authorized by him, in accordance with this Ordinance or the rules.

(3) All acts of a Union Parishad, whether executive or not, shall be expressed to be taken in the name of the Union Parishad, and shall be authenticated in the manner prescribed.

**UPs have to discharge the following duties according to the direction of the Administrative authority:**

- 1) Issuing various certificate
- 2) Distribution of relief goods
- 3) Identification for bank loan
- 4) Advice to the patient to go to the health center
- 5) Taking measures against the torture of women and children
- 6) Cooperation for khas land distribution
- 7) Inspired the people to observe the program of the national government
- 8) Rural works, infrastructure development and maintenance
- 9) Communicate the various information to the central government

## **Relation Between UP and Administration:**

- 1) UP election
- 2) Power, authority and responsibilities of UP
- 3) Training for UP Chairman, Members and other personals
- 4) Development of agriculture, local industries, social activities and food production
- 5) Planning, control, evaluation and investment of the UP funds
- 6) Appointments and administration of UP personals
- 7) Budget preparation and approval
- 8) Preparation of development planning, approval and implementation
- 9) Fixation of tax, tools, fees and it's recovery
- 10) Accounts management and audit
- 11) Appeal against the order of the UP
- 12) Inspection of UP
- 13) Report, return, record management etc.
- 14) Making rules and regulation according to the Ordinance
- 15) Facilitating the UP for institutional development

**Public relation:**

- Publishing all information of development activities for all citizens
  - Showing All information of UP activities for all citizens
  - Publicity of government program
  - Inform all decisions taken by the UP
  - Ensure law and order situation and protect all lives and wealth of the people and take the cooperation from OC.
  - Inform about all types of disaster natural or man made to the higher authority
  - Build inspiration for family planning program
  - Increase awareness for education, health, agriculture, fisheries, live-stocks, forestry etc. and well being of the society
  - Coordination between government program and the people

**Disposal of Business**

- (1) All business of a Union Parishad shall, to the extent and in the manner prescribed be disposed of at its meeting, or at the meetings of its committees, or by its Chairman or members, Officers or employees.
- (2) All meeting of a Union Parishad shall be presided over by the Chairman and, in his absence, by the acting Chairman and in the absence of both, by a member chosen for that purpose by the members present.



- (3) No act or proceedings of a Union Parishad shall be invalid by reason only of the existence of any vacancy in, or any defect in the constitution of, the Parishad, or by reason only that some person who was not entitled to do so, sat or voted, otherwise took part in its proceedings.
- (4) Minutes of the proceedings of every meeting of a Union Parishad shall be drawn UP and recorded in a book to be kept for the purpose.
- (5) All decisions of a Union Parishad shall be reported to the Upazila Parishad or the Thana Parishad, as the case may be along with a copy to the Deputy Commissioner within fourteen days from the date on which the minutes of the meeting are signed.

**Police and defense functions of Union Parishad:**

- (1) The Government may establish a village police force in such rural areas as may be notified from time to time, and may by rules regulate the appointment, the training and discipline and the terms and conditions of service of the members of such police force.
- (2) The village police shall exercise such powers and discharge such duties as are specified in Part II of the First Schedule.
- (3) Where the Deputy Commissioner is of the opinion that in any union or a part thereof, special measures are required to secure village defense or public security, he may, by order, require, that all or any of the able-bodied adult male inhabitants of the union or

such part thereof shall be liable to patrol duty for such period and in such manner as may be specified in the order.

- (4) Where an order is made under sub-section (3), the Union Parishad shall exercise such powers and discharge such duties as may be specified in the order.

### **Development Administration:**

(1) A Union Parishad shall be responsible for agriculture, industrial and community development in the union, and may, for that purpose, perform such functions as may be prescribed.

(2) A Union Parishad may, for the purpose of rural development, adopt such measures and perform such functions as may be prescribed.

### **Development plans**

(1) A Union Parishad may, and if so required by the Government shall, prepare and implement development plans for such periods as may be specified.

(2) Such plans shall be subject to the approval of the Upazila Parishad or Thana Parishad, as the case may be, and shall provide for

(a) The manner in which the plans shall be financed, executed, implemented and supervised;

(b) The agency through which the plans shall be executed and implemented; and

(c) Such other matters as may be necessary.

(3) The Government may direct that any specified item of income of a Union Parishad shall wholly or in part be earmarked for and applied in the implementation of a development plan.

**If we want to see the main and miscellaneous functions of UP in a view we can place the list according to the First schedule part I- (Functions of Union Parishads) of the to the local Government (Union Parishads) Ordinance, 1983**

- (1) Provision and maintenance of public ways and public streets.*
- (2) Provision and maintenance of public places, public open spaces, public gardens and public playgrounds.*
- (3) Lighting of public ways, public streets and public places.*
- (4) Plantation and preservation of trees in general, and plantation and preservation of trees on public ways, public streets and public places in particular.*
- (5) Management and maintenance of burning and burial grounds, common meeting places and other common property.*
- (6) Provision and maintenance of accommodation for travelers.*
- (7) Prevention and regulation of encroachments on public ways, public streets and public places.*
- (8) Prevention and abatement of nuisances in public ways, public streets and public places.*
- (9) Sanitation, conservancy, and the adoption of other measures for the cleanliness of the union.*
- (10) Regulation of the collection, removal and disposal of manure and streets sweepings.*



- (11) Regulation of offensive and dangerous trades.*
- (12) Regulation of the disposal of carcasses of dead animals.*
- (13) Regulation of the slaughter of animals.*
- (14) Regulation of the erection and re-erection of buildings in the union.*
- (15) Regulation of dangerous buildings and structures.*
- (16) Provision and maintenance of well, water pumps, tanks, ponds and other works for the supply of water.*
- (17) Adoption of measures for preventing the contamination of the sources of water supply for drinking.*
- (18) Prohibition of the use of the water of wells, ponds and other sources of water-supply suspected to be dangerous of public health.*
- (19) Regulation of prohibition of the watering of cattle, bathing or washing at or near wells, ponds or other sources of water reserved for drinking purposes.*
- (20) Regulation or prohibition of the steeping of hemp, jute or other plants in or near ponds or other sources of water supply.*
- (21) Regulation or prohibition of dyeing or tanning of skins within residential areas.*
- (22) Regulation or prohibition of the excavation of earth stones or other material within residential areas.*
- (23) Regulation or prohibition of the establishment of brick kilns, potteries and other kilns within residential areas.*
- (24) Voluntary registration of the sale of cattle and other animals.*
- (25) Holding of fairs and shows.*
- (26) Celebration of public festivals.*
- (27) Provision of relief measures in the event of any fire, flood, hailstorm, earthquake or other natural calamity.*
- (28) Relief for the widows and orphans, and the poor, and persons in distress.*

- (29) Promotion of public games and sports.*
- (30) Industrial and community development; promotion and development of co-operative movement and village industries.*
- (31) Adoption of measures for increased food production.*
- (32) Provision for management of environment.*
- (33) Provision for maintenance and regulation of cattle pounds.*
- (34) Provision of first-aid centers.*
- (35) Provision of libraries and reading rooms.*
- (36) Co-operating with other organization engaged in activities similar to those of the Union Parishad.*
- (37) Aid in the promotion of education under the direction of the Upazila Parishad.*
- (38) Any other measures likely to promote the welfare, health, safety, comfort or convenience of the inhabitants of the union or of visitors.*

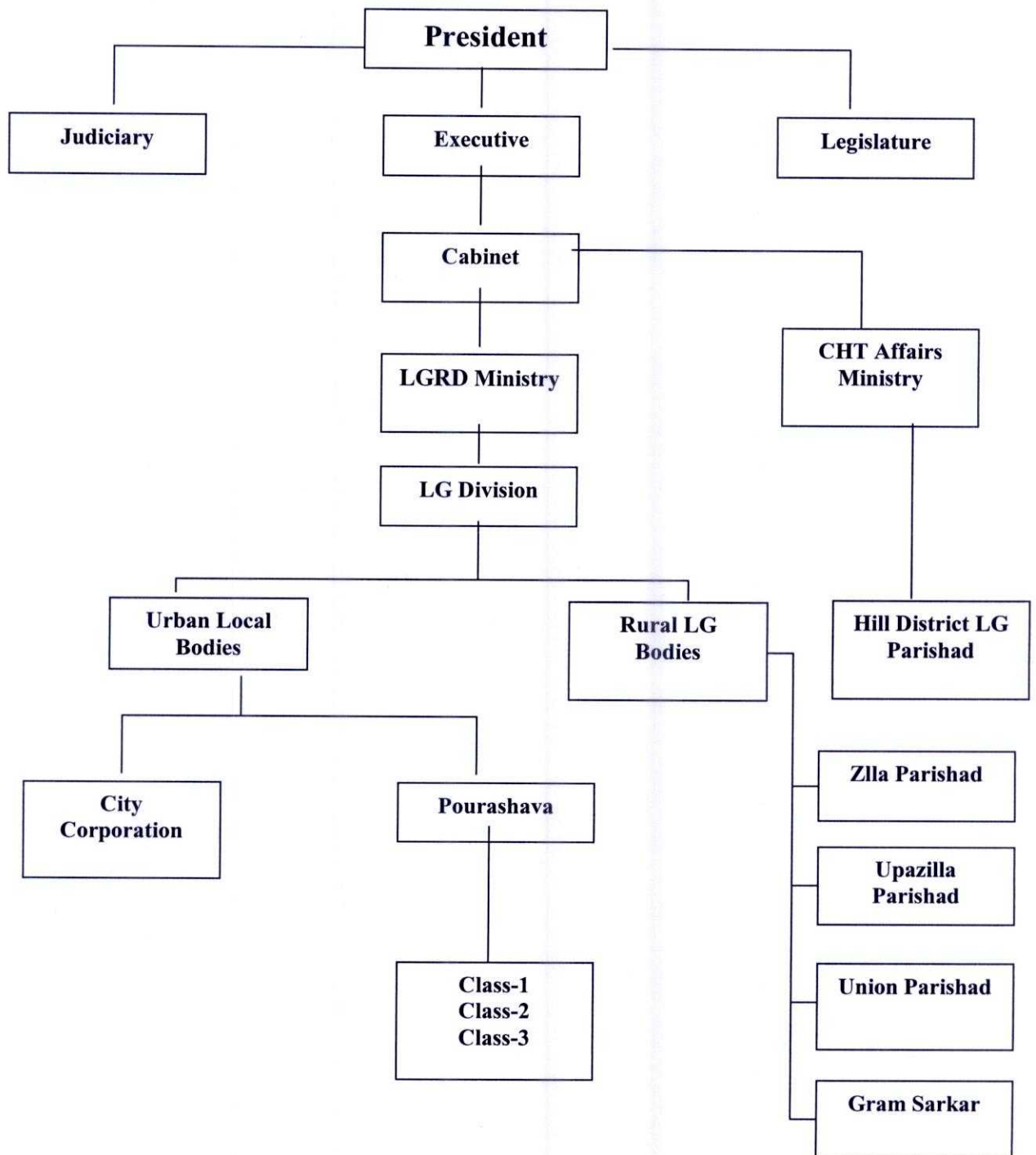
#### **4.6 Position of Union Parishad in the existing structure of local government in Bangladesh**

In the history of local government “**Union Parishad**” is the oldest local institution of Bangladesh. It has been taken steps many changes and administrative measures to define the position and responsibilities of the Union Parishad. It is a matter of surprising that many times many rulers took their decisions regarding UP for the interest of politics and to achieve the administrative goal. With the change of time UP never treated as a less important institution for the people and for the ruler. In Bangladesh many local government institutions have lost their importance for many causes but UP has been

sustain with importance and many successful stories. In the figure it has been shown the physical position.

### Existing structure of local government in Bangladesh

(Source: Siddiqui. K, 2005)





## **Chapter-v**

### **Governance in UP: Present Scenario**

---

- **5.1 Election: The Root of Relation between UP and the People** 71
- **5.2 General Administration: Reflecting the Aspiration of the Masses** 75
- **5.3 Revenue Administration: to Build Financial capacity** 83
- **5.4 Law and Order for Peaceful life for the Citizen** 86
- **5.5 Development Planning for Better Future** 87
  - **5.6 Social Awareness Program for Saving Lives** 89
  - **5.8 Cooperation with NGOs as Development Partner** 91
- **5.9 Civil Society to keep on the right Track** 93
- **5.10 Judicial Activities for Harmonious Social and Intra-personal Relations** 94
- **5.11 Disaster Management to ensure relief for the Affected people** 96
- **5.12 Politics for Pro-poor Policies: not to interfere Local Governance** 98

## Chapter-v

### Governance in UP: Present Scenario

**Decentralization** is a means to achieve good governance. Theoretically it is an established concept but in practice it is a myth in developing countries like Bangladesh. Various types of social, political and economical constraints make the whole process of decentralization unsuccessful. In this study the researcher likes to identify the gap between theory and practice and to find out key factors to bring success in decentralization process for good governance through analyzing and assessing the functions of Union Parishad.

Free and fair election always blesses the people with their beloved person to play the real game for development. As a result the relation between institution and local people become stronger and more effective to building a team to face all types of challenges, either man-made or natural.

## **5.1 Election: The Root of Relation between UP and the People**

Though Union Parishad is a directly elected local body, the key relation between people and the parishad lies in election and its pattern. Election process and its fair result create a sound bond among them. It is a very significant component of governance of Union Parishad. I have made case study in 06 unions of Chittagong and Comilla districts. Members of the civil society and general people have expressed their opinion that election results reflect the judgment of the people's opinion. In the present system of election there is no scope to massive election engineering to affect the election result. Magistrate, Police, Polling personals and election agents of candidates are closely involved in polling activities. Center based result has been declared on the spot. Candidates and media get the result instantly. Though people have their satisfaction of electing their representatives by voting freely and the relation between UP and the people has a strong bond among themselves.

A research officer of National Institute of Local Government observed Union Parishad Election 2003 and he made a research report that was published in the journal of Local Government Vol.-30, No-2. In that report the real situation of UP election of Bangladesh had been reflected truly. At present there are 4479 UPs in Bangladesh. UP election was held in 2003 from 16 march and it took 51 days. It covered 4228 UPs and for civil litigation 267 UPs were out of election schedule. In a bird's eye view, the picture of people's participation in that election has been shown below:



**Table -01****Information about UP election 2003**

|                                                                       |                 |
|-----------------------------------------------------------------------|-----------------|
| <b>Total Union Under election, 2003</b>                               | <b>4228</b>     |
| <b>Total Post</b>                                                     | <b>54964</b>    |
| <b>Total Candidate</b>                                                | <b>198704</b>   |
| <b>Post of the Chairman</b>                                           | <b>4228</b>     |
| <b>Total Candidate for the Post of Chairman</b>                       | <b>21376</b>    |
| <b>Post of the general member</b>                                     | <b>38052</b>    |
| <b>Total Candidate for the Post of general member</b>                 | <b>137909</b>   |
| <b>Post of reserved seat of female member</b>                         | <b>12684</b>    |
| <b>Total Candidate for the Post of reserved seat of female member</b> | <b>39419</b>    |
| <b>Total Voter</b>                                                    | <b>61515806</b> |
| <b>Male</b>                                                           | <b>31344108</b> |
| <b>Female</b>                                                         | <b>30171698</b> |
| <b>Polling center</b>                                                 | <b>39372</b>    |
| <b>Returning Officer</b>                                              | <b>1868</b>     |
| <b>Presiding Officer</b>                                              | <b>39372</b>    |
| <b>Assistant Presiding Officer</b>                                    | <b>155749</b>   |
| <b>Polling Officer</b>                                                | <b>311498</b>   |
| <b>Polling Agent</b>                                                  | <b>198704</b>   |

(Source: Nazim, M. S.2004 "Union Parishad Election Observation'2003-Report on a Union", the Journal of Local Government, Vol-30, NO-02, NILG, Dhaka.)

The research officer of NILG observed the election situation of Pirganj Upazilla in Thakurgaon district on 23.03.2006. People's participation in the election and administrative measures for free and fair election were adequate and without any unexpected incident the election was held. It is reflected in the PRSP **Bangladesh Unlocking the Potential, National Strategy for Accelerated Poverty Reduction** that "On more positive note, a new crop of rural leaders, younger, more educated and outward-looking, appear to have emerged through the union elections of 2003. In the field study of this research work it is reflected in the comments of member of the civil society and general people."

**Table- 02**

**Was the UP election 2003 free and fair?**

| SL | Group                       | Yes | No | Remarks                             |
|----|-----------------------------|-----|----|-------------------------------------|
| 01 | Member of the civil society | 23  | 02 | UP election 2003 was free and fair. |
| 02 | General People              | 25  | 00 |                                     |

(Source: Data collected by the researcher)

To make a survey on the UP election 2003, the researcher has interviewed 25 members of the civil society randomly. Of them, 23 opined that the election was fair. Of the 25 general people, cent percent expressed their opinion in the affirmative.

**Table- 03**

**Did any candidate negatively influence the UP election 2003?**

| SL | Group                       | Yes | No | Remarks                                                |
|----|-----------------------------|-----|----|--------------------------------------------------------|
| 01 | Member of the civil society | 23  | 02 | There was no wide scope to influence UP election 2003. |
| 02 | General People              | 25  | 00 |                                                        |

(Source: Data collected by the researcher)

The table shown above gives the picture those 23 members out of 25 people belonging to the civil society remark that no candidate had exerted any negative influence in the UP election 2003. Another 25 general people of the society expressed their opinion against the query.

**Table- 04**

**Qualification of the UP chairmen under this study**

| SL | Union      | Academic qualification           | Remark                                                                                                                 |
|----|------------|----------------------------------|------------------------------------------------------------------------------------------------------------------------|
| 01 | Rajanagar  | BSS (Bachelor of Social Science) | Modern and educated persons are being interested to join in the UP. It is a positive indicator for quality leadership. |
| 02 | Rangunia   | Class x                          |                                                                                                                        |
| 03 | Charlakka  | MSc (Master of Science)          |                                                                                                                        |
| 04 | Mohonpur   | H S C                            |                                                                                                                        |
| 05 | Gunaighar  | S S C                            |                                                                                                                        |
| 06 | Muradnagar | H S C                            |                                                                                                                        |

(Source: Data collected by the researcher)

From the above primary and secondary information, it is clear that

- a) UP election 2003 was free and fair**
- b) People have participated in the election**
- c) UP consists of real people's representatives**

Sound UP election made a trustful relation between people and the UP bodies all over the country. It is the foundation of good governance in the rural institution like UP.



## **5.2 General Administration: Reflecting the Aspiration of the Masses**

Union Parishad is the closest organization of the rural people. All activities take place in front of people's eyes. Information from all corners of the society shows that intra-relation among UP Chairman and Members are action oriented and is favorable for governance. They have established confidence to their stakeholders through their performance and patient feelings to the people. Union Parishad office is open for all to hear them and to respond to their problems. A lot of people, male and female, come in UP office everyday to express their miseries and to get relieved of their pain instantly. UP Chairman and Members always try their level best to solve the various types of disputes, socio-personal, criminal and civil. Union Parishad works like a bridge for both government and people to communicate all necessary information among them. Union Parishad is an institution to heat the people's mind to accept the social and behavioral changes to protect various types of interest of the society and well being of the nation and country. Union Parishad is an agent to mobilize the people in favor of government program and it is a playing field for the village people to take decisions in the light of their consents and opinions. Union Parishad will be a center for social network and it may be regarded as the heart of the service circulation. In the scope of administration UPs are broadly responsible for economic, social and community development. Practically members of the local body are always busy with the following activities, especially nature of governance and outcome of the total process depending on those actions:

### **Open Door for the Poor:**

UP is the only closest institution for the poor people of rural area in Bangladesh. They have formal and informal relations with UP and they have free access to the UP for sharing their miseries and problems. In this study the research fellow observed that UP office is open to all every working day and even in the weekend. They work sometimes at night to face emergency situation. Members of the civil society and general people narrated the real scenario whenever they were given the research questionnaires. Information is given below:

**Table- 05**

**Is the UP office open for all?**

| SL | Categories of people    | Yes | No | Remarks                           |
|----|-------------------------|-----|----|-----------------------------------|
| 01 | Member of Civil Society | 22  | 03 | <b>UP office is open for all.</b> |
| 02 | General people          | 25  | 00 |                                   |

(Source: Data collected by the researcher)

The above table shows that 22 out of 25 members of the civil society replied in the affirmative whenever they were asked whether the UP office was open to all or not. Again, 25 out of 25 general members of the society expressed their positive opinion on that point.

**Table- 06**

**Do the general people go to the UP office to mitigate their problems?**

| SL | Categories of people    | Yes | No | Remarks                  |
|----|-------------------------|-----|----|--------------------------|
| 01 | Member of Civil Society | 25  | 00 | People have trust on UP. |
| 02 | General people          | 25  | 00 |                          |

(Source: Data collected by the researcher)

On the question whether general people come to the UP office to mitigate their problems or not, cent percent people, both of general and civil categories, replied in the affirmative.

**Listening to the people:**

UP Chairman and members are always surrounded by many needy people. To observe the practical situations the researcher has visited 06 UP offices in Chittagong and Comilla. On an average every day an UP chairman has to pay attention to more than 60 people's problems and then he has to give solutions instantly on the spot. He has seen a poor old man coming to the chairman of Rajanagar UP with a doctor's prescription to ask for money to purchase medicine. The UP chairman has to respond and he managed medicine for this old man. Many types of socio-economic problems, land litigations, transactional disputes, family problems and various types of undesirable occurrences, take place on the heat of the moment. Sometimes a trifling issue becomes at times it may threaten dangerous for someone's life and properties. But if the local leadership handles the matter technically to resolve, the social peace and personal security get ensured. UP leaders give patient hearing to every person and try to solve their problems. Information as per union is given below:



**Table- 07**

**People come to UP everyday to resolve their problems:**

| SL | Name of the Union | District   | Male | Female | Total | Remarks                                                           |
|----|-------------------|------------|------|--------|-------|-------------------------------------------------------------------|
| 01 | Rajanagar         | Chittagong | 130  | 20     | 150   | Average 60 rural people go to the UP with their problems per day. |
| 02 | Rangunia          | „          | 100  | 50     | 150   |                                                                   |
| 03 | Charlakkah        | „          | 50   | 20     | 70    |                                                                   |
| 04 | Mohonpur          | Comilla    | 40   | 10     | 50    |                                                                   |
| 05 | Gunaighar         | „          | 15   | 05     | 20    |                                                                   |
| 06 | Muradnagar        | „          | 40   | 60     | 100   |                                                                   |

(Source: Data collected by the researcher)

Table-07 shows that average 60 rural people go to the UP office with their problems. UP body always try to mitigate their problems and make solution according to their requirements.

**The UP Chairmen take steps after listening the people's problems:**

- *Referring to the concerned Ward Member to resolve the common and normal disputes*
- *Serving notice to come the opposition to face and defense the complaints*
- *The UP Chairman visits the spot of occurrence to realize the problems*
- *Application of ADS (Alternate Dispute Solution) measures*
- *Formation of the Village Court to ensure justice*
- *Legal advice for better solution*

### **Visiting the locality:**

Union Parishad leadership has changed due to education, people's awareness, socio-political environment, infrastructure development, information network, communication and competition in inter and intra regional leaderships. Leaders always try to keep close contact with local people and make free relation with all. It's a positive indicator to good governance that local leaders have changed their attitudes to ruling. Now they have to manage the people in a strategic manner. The researcher collects information from 06 UPs of various districts. It is reflected that within 07 to 15 days an UP Chairman is able to visit total locality and observe the real condition of poor people and other aspects related to the welfare of the society.

**Table- 08**

#### **Total Localities come under visit of the UP Chairman**

| SL | Name of Union | District   | Days need for every round visit | Remarks                                                                           |
|----|---------------|------------|---------------------------------|-----------------------------------------------------------------------------------|
| 01 | Rajanagar     | Chittagong | 10 days                         | UP Chairman has proactive attitude to observe the real situation of the locality. |
| 02 | Rangunia      | „          | 3 days                          |                                                                                   |
| 03 | Charlakkah    | „          | 7 days                          |                                                                                   |
| 04 | Mohonpur      | Comilla    | 7 days                          |                                                                                   |
| 05 | Gunaighar     | „          | 3 days                          |                                                                                   |
| 06 | Muradnagar    | „          | 15 days                         |                                                                                   |

(Source: Data collected by the researcher)

### **Mode of behaviour of the UP Chairmen with their staffs and other personnel:**

UP secretary, Chowkidars and Dafadars are the direct staffs of the UP. Basically they are very low paid personnel and they have to live in miseries. The behavior of the UP

leaders to these people also an indicator of governance of UP. Because the institution, which makes good behavior with its own staffs, it may hope, is sure to make good conduct with its common people and it is natural that it nourishes good feelings for the people with positive attitude.

**Table- 09**

**Mode of behavior is mentioned by UP's staffs and personnel:**

| SL | Personnel of UP     | Good Behavior | Moderate behavior | Bed Behavior |
|----|---------------------|---------------|-------------------|--------------|
| 01 | Secretary (08)      | 05            | 03                | 00           |
| 02 | Village Police (17) | 14            | 03                | 00           |

(Source: Data collected by the researcher)

Table-09 reflects that UP chairmen and members use to to behave good and moderate mode with their own staffs and personnels. Hundred percent staffs comment positively regarding conduct of the UP bodies.

#### **Dissemination of information and communication:**

UP is a local governance body that makes the bridge between government and people of the periphery. Everyday in every moment many occurrences related to both government and public interest take place. Government should know about those occurrences in right time for taking right steps to reduce the intensity of the problems or to distribute the benefits to the people. UP is the closest organization in the rural area to collect information and to communicate it to proper authority. To ensure proper transformation of information the UP Chairman are taking resort to the following steps:

- **Use of Cell Phones for rapid communication**
- **Written statement for guaranteed communication**



- **Physical presence to explain the emergency of the situation**

#### **Chairing meetings, agenda and committees:**

UP is not only a rural local body but it is the lowest administrative unit of Bangladesh. It has many administrative responsibilities to serve the people and to accomplish many functions assigned by the government that has to monitor many committees chaired by the UP chairman. All activities are organized by the UP.

**Table- 10**

#### **Decisions taken by the UPs under this study in the last three years**

| SL           | Name of the UP | District   | Numbers of decisions | Average per year | Numbers of executed decisions | Average per year | Remarks                                                                                                                |
|--------------|----------------|------------|----------------------|------------------|-------------------------------|------------------|------------------------------------------------------------------------------------------------------------------------|
| 01           | Rajanagar      | Chittagong | 177                  | 59               | 145                           | 48               | 62 decisions have been taken and other 50 decisions executed by UP average per year. 89% decisions have been executed. |
| 02           | Rangunia       | „          | 180                  | 60               | 110                           | 37               |                                                                                                                        |
| 03           | Charlakka      | „          | 152                  | 51               | 112                           | 37               |                                                                                                                        |
| 04           | Mohonpur       | Comilla    | 183                  | 61               | 161                           | 54               |                                                                                                                        |
| 05           | Gunaighar      | „          | 184                  | 62               | 162                           | 54               |                                                                                                                        |
| 06           | Muradnagar     | „          | 225                  | 75               | 205                           | 68               |                                                                                                                        |
| <b>Total</b> |                |            | <b>1101</b>          | <b>368</b>       | <b>895</b>                    | <b>298</b>       |                                                                                                                        |

(Source: Data collected by the researcher)

Table shows that UP as a local body is capable to take decisions and implement those decisions according to the need of the local people. 62 decisions have been taken and other 50 decisions executed by the UP average per year. 89% decisions have been executed by the UP. It's an indicator of governance capacity owned by the UP.

**Registration of births and deaths:**

Registration of birth and death is a very important duty assigned to the UP. Though it is merely a routine work people are in the dark about this program due to their lack of awareness. UP has to face hazards to cover this program. On the other side 100% birth registration is one of the global desires. So UP is a local institution that reflects the image of the country. At present there is no significant performances has shown by the UP in that regard. But UP is the only confident local body to implement the program on behalf of The Government of Bangladesh.

**Issuing Nationality certificate:**

There is no integrated identity card system in Bangladesh. UP has been assigned to issue nationality certificate. For many administrative reasons, it is a most important document, especially for service holder inside and outside the country. UP discharges this function with rapid response. From field information it is clear that an applicant get his/her Nationality Certificate within a day if the Chairman knows him. At present majority of the people are known to the UP Chairman and members. So UP is showing quick performance in issuing Nationality Certificate. It's a positive indicator to good governance.

**Issuing license of Rickshaw:**

Rickshaw driving is a popular profession in the rural area at present. Because inter village road communication has developed tremendously. People are habituated to travel



from one village to another by Rickshaw. It needs license from UP for Rickshaw pulling. This study finds that the poor people get quick response in this context. After submission of application, UP office is able to issue Rickshaw license within 5 to 7 days. The researcher has found no pending case for rickshaw pulling license. It's another positive indicator to good governance.

#### **Inquiry and report writing:**

UP body upholds the closest leadership of the rural people. Many types of civil and criminal litigations are pending in the court and many other administrative offices. In maximum time local and practical reports are remain important for disposal of these litigation and to ensure justice. UP chairman or members are the reliable persons to find out fact and cause of the litigation. So they are directed by the court and other agencies to inquiry many critical subjects. They observe the following steps to produce a concrete inquiry report.

- **Listening to the complainer and witnesses**
- **Visiting the place of occurrence**
- **Asking another people on the issue for cross examination**

### **5.3 Revenue Administration: to build financial capacity**

Local revenue mobilization is the important business of the UP to increase the financial capacity. It has six fields for revenue collection: 1) Holding Tax, 2) Tax on recreation activities, 3) Fees from license and permits of business, 4) Tax on the professions, trades and callings, 5) 41% from Hat-Bazar lease money and 6) Lease money from Jalmahal. This study covers six UP's revenue administration to find out the mode of local resource



mobilization. No UP maintain specific account for specific income and expenditure. Their own-income is very poor and they practically take no step to increase local earnings. It has shown the picture of collection from local sources of six UPs below:

**Table-11**  
**Performance in Holding Tax Collection**

| SL | Name of UP | District   | % Holding tax collection |           |           |
|----|------------|------------|--------------------------|-----------|-----------|
|    |            |            | 2005-2006                | 2004-2005 | 2003-2004 |
| 01 | Rajanagar  | Chittagong | 00                       | 00        | 00        |
| 02 | Rangunia   | „          | 153                      | 63.5      | 93.85     |
| 03 | Charlakka  | „          | 00                       | 00        | 00        |
| 04 | Mohonpur   | Comilla    | 96                       | 95        | 90        |
| 05 | Gunaighar  | „          | 100                      | 70        | 50        |
| 06 | Muradnagar | „          | 88                       | 64        | 58        |

(Source: Data collected by the researcher)

Above information makes it clear that UPs are institutionally weak to collect their resources and basically they have no strong commitment to perform better in this area. Sometimes they feel that taxes from own people bring unpopularity for them.

#### **Problems relating to local resource mobilization:**

- a) Less interest of the chairman and members;
- b) Fear of unpopularity in the year of election;
- c) Limited sources of income;
- d) Tax payers stay outside the Union;

- e) **Poor financial condition of the tax payers;**
- f) **Reluctance to realize and pay tax;**
- g) **Absence of proper assessment;**
- h) **Lack of permanent and required number of tax collectors;**

(Source: Information collected by the Researcher and Hussain, S. et al 1996)

If they will be motivated properly and trained genuinely to mobilize local resources we can hope better performances in this field. The researcher likes to reflect the views of member of the civil society, UP Chairmen, government officials and honorable MPs in below:

- 1) *It should impose taxes on all citizens (per head system) according to their financial condition and capabilities.*
- 2) *UP should have more staffs as revenue collector.*
- 3) *It needs training for capacity building in revenue field.*
- 4) *Motivation to the citizen for tax payment and about its importance.*
- 5) *Sources of tax should be increased.*
- 6) *Direct allocation to the UP should be increased.*
- 7) *Monitoring and evaluation system should be effective. Local audit team may be formulated with the member of the civil society for performance audit.*
- 8) *Revenue management is the main strength of all institutions. Government should facilitate the UP to build up own financial capacity and make it financially independent.*

(Source: Field Survey)

## **5.4 Law and order for Peaceful life for the citizen**

Many types of threats are active in the society, which is responsible for damaging the peace of human life. Preventive measures should be taken to save the lives and properties of the people. We know that police administration is responsible for this issue but their limitations make it unsuccessful. They stay in far distance from village people. As a local government UP does not or cannot avoid the security measures. It plays effective role to make people conscious and to bring awareness about the security of lives and properties.

### **Various kind of threat against peaceful life of the people:**

- 1) Dacoity and theft**
- 2) Mastany and extortion**
- 3) Attack of wild elephant**

(Source: Information collected by the researcher)

### **Measures are taken by the UP:**

- 1) Formation of community peace team**
- 2) Counter threat for miscreants**
- 3) Night patrol by community police and village police**
- 4) Social motivation for rectification of miscreants**



## 5) Cooperation with police to detect crime and the accused

(Source: Information collected by the researcher)

Table-12

**General people comment on their security condition on the basis of the research questionnaire**

| Total number of people | Enjoying peaceful life | Lives under threat |
|------------------------|------------------------|--------------------|
| 25                     | 25                     | 00                 |

(Source: Data collected by the researcher)

In this study the researcher questioned 25 general people about their life security and social security. They answered that they had no threat against their lives and properties. Someone also claimed that this is an achievement of state action and UP's local measures collaboratively.

### 5.5 Development planning for better future

Development is a continuous process, a set of cooperative activities with vision and mission towards many targets to fulfill various desires of the citizens. 80 percent people of Bangladesh live in rural area. More than 50 percent of rural people live under poverty line. Most of them have no direct interaction with administrative unit like Upazilla administration. It is very much true that they have close interaction with UP bodies. In the context of Bangladesh Development means positive change in the living standard of rural people. It is surprising that they have very little desire to better their condition and they are very much satisfied with the little things they get. In Bengali saying, "**Mota Kapor Mota Vath**" means cloth of low quality and coarse rice is the main need of the rural people. Union Parishad is the nearest administrative and local body which share and care the poor people with their joys and miseries. In this study 100 rural men and women are interviewed directly. 100% of them express very freely

that UPs are the nearest relatives in all time and in all disasters. UP is the only closest body of the rural people, which is the right organization to make a real plan for development, according to need of the locality? But government governs all development activities in centralized mode. As a result development is not found in satisfactory level. MPs, members of civil society, government officials, NGO activists, and general people all expressed their opinion in favor of local development planning and implementation by local people for their better future. They are very much aware and conscious about their development program. Union Parishad has to work in wide space of development; it has to value the opinion of the community people in development planning. UP has started rolling plan and make priority list for development scheme and all members have consensus to implement by rotation. Participatory decision-making, need analysis, and harmonious relation among the members made the process successful. Planning, coordinating and monitoring of the annual Development program are being the routine work for the UP. People hope many things that are essential for life. But the capacity of the government is limited to fulfill all desires. For this reason planning and prioritization of necessities is the most crucial task for any organization of development activities. UP has to perform as a planner in the grass root level and implement all related development programs.

#### **Steps taken by the UP for development program:**

- a) Making priority list of development works**
- b) Discussion about feasibility of development activities with rural people**
- c) Review of development activities in the routine monthly meeting**



- d) Spot visit to ensure the quality of the development work
- e) Involvement of local people in the activities
- f) Pronounce about development activities and its details

#### **Obstacle related to development functions**

- a) Development activities are not specific
- b) Control of dominant classes
- c) Political role
- d) Absence of long term plan
- e) Insufficient allocation of fund
- f) Poor condition of UP's own fund
- g) Lack of cooperation of other departments
- h) Absence of logistic support
- i) Lack of technical team
- j) Lack of training
- k) Untimely plan and time constraint

(Source: Information collected by the researcher)

#### **5.6 Social awareness program for saving lives:**

Social security, social justice, education, health, sanitation, environmental development, disaster management, etc. depends on people's response and people's response depends on their awareness. This important task is assigned to the UP. Practically there are no other well-accepted organizations without UP. It arranges much awareness-building program like



- a) **Society against Dowry**
- b) **Against early marriage**
- c) **To protect the women from torture**
- d) **Education for all and quality education**
- e) **For making successful the EPI program successful**
- f) **About sanitation and safe drinking water**

(Source: Information collected by the researcher)

I asked 25 members of the civil society about the impact of social awareness programme. They replied positively and mentioned some specific benefits as a result of these programme, which are described against six unions of research area below;

**Table-13**

**Benefits of Social Awareness program**

| <b>SL</b> | <b>Name of UP</b> | <b>Benefits</b>                                                                                                                                                                                                                                                                                                     |
|-----------|-------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>01</b> | <b>Rajanagar</b>  | <ul style="list-style-type: none"> <li>• 80% sanitation has been achieved</li> <li>• 95% children have been enrolled in primary education</li> <li>• Tendency of early marriage reduced</li> <li>• 100% successful EPI program</li> </ul>                                                                           |
| <b>02</b> | <b>Rangunia</b>   | <ul style="list-style-type: none"> <li>• 100% sanitation has been achieved</li> <li>• 100% children have been enrolled in primary education</li> <li>• Tendency of early marriage reduced</li> <li>• 100% successful EPI program</li> <li>• Social life without threat</li> <li>• Good Religious harmony</li> </ul> |
| <b>03</b> | <b>Charlakka</b>  | <ul style="list-style-type: none"> <li>• 60% sanitation has been achieved</li> <li>• 90% children have got enrolled in primary education</li> </ul>                                                                                                                                                                 |

|    |            |                                                                                                                                                                                                                                                                                  |
|----|------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|    |            | <ul style="list-style-type: none"> <li>• Tendency of early marriage reduced</li> <li>• 100% successful EPI program</li> </ul>                                                                                                                                                    |
| 04 | Mohonpur   | <ul style="list-style-type: none"> <li>• 100% sanitation has been achieved</li> <li>• 100% children have got enrolled in primary education</li> <li>• Tendency of early marriage reduced</li> <li>• 100% successful EPI program</li> <li>• Social life without threat</li> </ul> |
| 05 | Gunaighar  | <ul style="list-style-type: none"> <li>• 100% sanitation has been achieved</li> <li>• 100% children have got enrolled in primary education</li> <li>• Tendency of early marriage reduced</li> <li>• 100% successful EPI program</li> <li>• Social life without threat</li> </ul> |
| 06 | Muradnagar | <ul style="list-style-type: none"> <li>• 100% sanitation has been achieved</li> <li>• 100% children have got enrolled in primary education</li> <li>• Tendency of early marriage reduced</li> <li>• 100% successful EPI program</li> <li>• Social life without threat</li> </ul> |

(Source: Data collected by the researcher)

### 5.7 Cooperation with NGOs as development partner

Development is a continuous and wide process. It should be performed by GO, NGO and all other agencies, that are working for well being of the society. There are many NGOs that are working in the grass root level to change the human habit positively in order to ensure safe life. UP as an administrative unit to make cooperation with all other NGOs as

development partner. NGO Officers comment positively in this regard and treat themselves as a partner of development work with UP.

**Table- 14**

**Comment made by NGO officers regarding UP activities**

| <b>SL</b> | <b>Name of NGOs</b>           | <b>Comment made by NGO officers</b>                                                                         |
|-----------|-------------------------------|-------------------------------------------------------------------------------------------------------------|
| 01        | <b>BRAC</b>                   | <i>They talk to each other to ensure better performance in their development program.</i>                   |
| 02        | <b>ASA</b>                    | <i>They keep relation with UP and follow the advice and direction given by the UP chairman and members.</i> |
| 03        | <b>IDF</b>                    | <i>They invite the UP chairman and members to join their program.</i>                                       |
| 04        | <b>Manab Unnayan Sangatan</b> | <i>They have good working relation and they share each other to implement their program.</i>                |
| 05        | <b>PAGE</b>                   | <i>They have continuous communication with UP and they share each other to solve many local problems.</i>   |
| 06        | <b>HEED Bangladesh</b>        | <i>They have direct working relation with UP to implement their nutrition program in the rural area.</i>    |
| 07        | <b>CCDA</b>                   | <i>They maintain cooperative relation with UP.</i>                                                          |
| 08        | <b>Jagarani</b>               | <i>They have close relation with UP and they cooperate each other to solve any problem if necessary.</i>    |
| 09        | <b>BITA</b>                   | <i>They get cooperation every time from UP.</i>                                                             |
| 10        | <b>Caritas</b>                | <i>UP always assist them to implement their program for empowering women.</i>                               |

(Source: Data collected by the researcher)

Six UP chairmen of the study area reflect their view about NGO activities and these are described below:

- a) All NGOs are cooperative to UP activities**
- b) NGO officers keep continuous contact with UP chairman**
- c) NGOs involve UP in their development activities**



- d) They desire cooperation to motivate the people in favor of their development program**
- e) UP and NGOs are working together in many development program.**

(Source: Information collected by the researcher)

### **5.8 Civil society to keep on the right track**

At present UP leadership takes new mode and shape towards good governance. They have interest to ensure the participation of the civil society in the activities of UP for better result and keep it on the right track. Schoolteacher, leader of the business community, religious leader, pleader, NGO officials and journalist all commented that UP activities are running with more transparency. Their activity is visible now. It tries to keep contact with all people of all corners. Civil societies are more active in criticize the UP's activities. People are more conscious now to observe and protect the national interest from corrupt people. Members of civil society very clearly expressed their comment on UP activities, which have changed the trust between the UP and its stakeholders. The following are worth mentioning:

- a) Bias list of affected people after any disaster**
- b) Development project in improper place**
- c) Illegal gain from UP funds**
- d) Political interest**
- e) Biasness in judicial activities**
- f) Lack of personality and quality in UP administration**

(Source: Information collected by the researcher)

## **5.9 Judicial and extra-judicial activities for harmonious social and intra-personal relation**

UPs are playing vital role to maintain law and order situation in the rural level of Bangladesh. Span of socio-economic-political relation has been increased day after day. If affects the law and order situation of the society and the peaceful life of the citizens. Civil and criminal litigations are closely interrelated and a civil litigation creates multiple criminal disputes among many people. In our judicial system there is no scope to mitigate the civil and criminal litigation at a time. But some times it needs mandatory to dispose chronic and multidimensional disputes. Besides this, disposal of cases in the criminal and civil court bring positive result for one party, either for the petitioner or for the respondent/accused. As a result there is no end of litigation which is inherited from generations.. In this study the researcher likes to find out the result and effect of alternate disposal method, which was conducted by the UP all over the country. Village court is a legal organization at the grass root level, which tries to establish justice at a very minimum cost where local people can talk of their disputes freely and through which the elected representatives also get an opportunity to give service to the people (Hussain, S. et al, 1996). UP follows two ways to resolve litigations;

**a) Trial in the village court,**

**b) Alternate dispute resolution.**

In this study attempts have been made to reflect on the performance in judicial and extra judicial works of UP.

**Table-15****Disposal of cases in the village court in the last three years**

| SL           | Name of UP | 2003-2004 | 2004-2005  | 2005-2006 | Total      | Remarks                                          |
|--------------|------------|-----------|------------|-----------|------------|--------------------------------------------------|
| 01           | Rajanagar  | 02        | 02         | 01        | 05         | Per year 16 cases disposed in the village court. |
| 02           | Rangunia   | 48        | 59         | 39        | 146        |                                                  |
| 03           | Charlakkah | 25        | 10         | 12        | 47         |                                                  |
| 04           | Mohonpur   | 10        | 12         | 13        | 35         |                                                  |
| 05           | Gunaighar  | 02        | 03         | 02        | 07         |                                                  |
| 06           | Muradnagar | 09        | 21         | 24        | 54         |                                                  |
| <b>Total</b> |            | <b>96</b> | <b>107</b> | <b>91</b> | <b>294</b> |                                                  |

(Source: Data collected by the researcher)

**Table- 16****Litigation resolved by alternative way in the last three years**

| SL           | Name of UP | 2003-2004   | 2004-2005   | 2005-2006   | Total       | Remarks                                                                |
|--------------|------------|-------------|-------------|-------------|-------------|------------------------------------------------------------------------|
| 01           | Rajanagar  | 512         | 420         | 412         | 1344        | UP disposed 15 litigations Per month through Salish in the local area. |
| 02           | Rangunia   | 18          | 21          | 30          | 69          |                                                                        |
| 03           | Charlakkah | 18          | 20          | 25          | 63          |                                                                        |
| 04           | Mohonpur   | 39          | 50          | 71          | 160         |                                                                        |
| 05           | Gunaighar  | 56          | 52          | 40          | 148         |                                                                        |
| 06           | Muradnagar | 387         | 470         | 702         | 1559        |                                                                        |
| <b>Total</b> |            | <b>1030</b> | <b>1033</b> | <b>1280</b> | <b>3343</b> |                                                                        |

(Source: Data collected by the researcher)



From above information it is very clear that alternative dispute resolution is very much popular and effective to ensure peace and harmonic relation in the grass root level. The numbers of dispute mitigation through village court in the last three years are marked in the study areas are 294 and the numbers of dispute mitigation through Salish are 3343. But still a lot of problems are creating obstacles to establish justice as reported by the UP representatives as:

- a) **The jurisdiction of village court is confined to a very small area of civil and criminal cases. As a result, most of the cases are being settled informally,**
- b) **Sometimes the members of court cannot maintain strict neutrality,**
- c) **Sometimes, it is difficult to implement verdict due to lack of legal authority.**

### **5.10 Disaster Management to ensure relief for the affected people**

Bangladesh regularly faces natural disasters such as flood, tidal bore, tornado, cyclone, droughts, rain from the hill, river erosion etc. The shocks of these disasters have a disproportionate impact on the poor of rural area. In response to such shocks, households adopt coping strategies such as reducing food intake, sale of productive assets, restoring the high interest loans, and contracting family members to hazardous labor that compromises their well-being (GOB.2005) PRSP. Bangladesh has to operate emergency relief program to mitigate the sufferings of the affected people. This is our pride that we have successful story of disaster management. UP has a close relation and active participation with this story. The present study area has marked various types of disasters in various unions.

**Table -17**  
**Disaster in various Unions**

| <b>SL</b> | <b>Union</b>      | <b>Disaster</b>                           |
|-----------|-------------------|-------------------------------------------|
| <b>01</b> | <b>Rajanagar</b>  | <b>Rain from the hills, River erosion</b> |
| <b>02</b> | <b>Rangunia</b>   | <b>Flood</b>                              |
| <b>03</b> | <b>Charlakka</b>  | <b>Cyclone, and Tidal bore</b>            |
| <b>04</b> | <b>Mohonpur</b>   | <b>Flood and River erosion</b>            |
| <b>05</b> | <b>Gunaighar</b>  | <b>Flood</b>                              |
| <b>06</b> | <b>Muradnagar</b> | <b>Flood</b>                              |

(Source: Data collected by the researcher)

In this study the researcher asked member of the civil society and general people about the role of UP chairman and members at the time of disasters. Their reflection is mentioned below:

**Table- 18**  
**Role of UP in disaster**

| <b>SL</b> | <b>Group</b>          | <b>Pro active role</b> | <b>Inactive role</b> |
|-----------|-----------------------|------------------------|----------------------|
| <b>01</b> | <b>Civil society</b>  | <b>22</b>              | <b>03</b>            |
| <b>02</b> | <b>General people</b> | <b>23</b>              | <b>02</b>            |

(Source: Data collected by the researcher)

In this table we can see that 88% members of the civil society and 86% general people comment that UP Chairman and members played active role to save the people, resources and animals. To the question “**Do Chairman and members of UP distribute relief**

**goods to proper affected person?”** The following are the replies of the members of the civil society and the general people of the study area:

**Table- 19**  
**Role of the UP in Relief distribution**

| <b>SL</b> | <b>Group</b>          | <b>Distribute Properly</b> | <b>Not Properly</b> |
|-----------|-----------------------|----------------------------|---------------------|
| <b>01</b> | <b>Civil society</b>  | <b>21</b>                  | <b>04</b>           |
| <b>02</b> | <b>General people</b> | <b>20</b>                  | <b>05</b>           |

(Source: Data collected by the researcher)

About proper distribution of relief goods 84% member of the civil society and other 80% general people replied positively that relief goods were distributed to the real distressed. The researcher would like to comment that UP chairman and members are able to minimize their bad reputation for misappropriation of relief goods. It's a positive indicator to good governance.

Disaster management demands right decisions, right works, and right manner in right time. Lack of attention to the people makes severe situation and it causes damage to many lives. At present UP chairman and members are being trained and moulded to face disaster and they are very dutiful to perform pre-disaster and post –disaster duties to save the people from unavoidable circumstances.

### **5.11 Politics for pro-poor policies, not to interfere local governance**

It is merely an expectation that local government institutions carry non-political mode of behavior for all stakeholder. Human being is naturally political. So any institution that belongs to people cannot run with political interest. The British colonial power began its



experiments with local government system by enacting the Chawkidari Panchayet Act of 1870. The primary goal was to maintain peace at the village level. By the colonial power and later by different regimes and governments during Pakistan and Bangladesh periods, everything was done to meet certain narrow political goal and interests. As a result, these local government institutes failed to turn into credible and real decentralized bodies with adequate powers, functions and necessary financial resources with appropriate fiscal decentralization (Hussain, A. 2003).

UP is the only institution, which has existed since 1870. It has passed a long way but institutional development does not occur up to standard level. UP is remaining as a tool of political game and instrument of political power. At the present state of Bangladesh it is a burning question that UP is not free from political narrow interest. Political leaders and policy makers, members of the civil society, government officers and general people- every one suggests for a non-political UP as a local governance institution. It has been cited in the following table in a concrete form.

**Table- 20**  
**Suggestions for the UP**

| SL | Class of people                                        | Suggestions                                                                                                                                                                                                                                                                                                             |
|----|--------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 01 | <b>Policy Maker<br/>(Member of the<br/>Parliament)</b> | <ul style="list-style-type: none"> <li>• <i>UP should not be politically biased.</i></li> <li>• <i>UP should be free from all political and administrative interference.</i></li> <li>• <i>UP should be financially self-dependant</i></li> <li>• <i>UP should have specific duties and legal authority.</i></li> </ul> |
| 02 | <b>Member of the<br/>civil society</b>                 | <ul style="list-style-type: none"> <li>• <i>UP should be a non-political institution and center for all citizens.</i></li> <li>• <i>MP should not interfere in development</i></li> </ul>                                                                                                                               |

|    |                      |                                                                                                                                                                                                                 |
|----|----------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|    |                      | <i>activities.</i> <ul style="list-style-type: none"> <li>• <i>UP chairmen and members should not be used as political strength.</i></li> </ul>                                                                 |
| 03 | Government officials | <ul style="list-style-type: none"> <li>• <i>UP should have all facilities to work in free and fair environment.</i></li> <li>• <i>Politicians should stop their interference on UP's activities.</i></li> </ul> |
| 04 | UP Chairmen          | <ul style="list-style-type: none"> <li>• <i>UP should be independent from all kind of excessive control of politics and administration.</i></li> </ul>                                                          |
| 05 | General people       | <ul style="list-style-type: none"> <li>• <i>UP chairman should have his own identity and he should be free from all biasness.</i></li> </ul>                                                                    |

(Source: Data collected by the researcher)

UP is working in the grass root level as a service provider to the rural people. Basic needs are always free from all types of narrowness. Politicians, civil society, government officers, UP chairmen and general people suggest for a non-political, free and fare, independent and dignified UP for better local governance.

Development program and political popularity are interconnected with each other. Without political linkage special development program cannot take place. Members of the parliament feel that the people elect them and people expect development programs through MPs and popularity in the election depends on publicity of development works. So as an advisor of Upazilla Development Coordination Committee MPs always try to influence the process of project selection and composing project implementation committee. As a result conflict has grown between MP and UP Chairman in many places. Civil suit (**Miss Case no –09/2006**) has been filed in Rangunia Upazilla. Abstract and judicial decision of the case described here to realize the real cause of MP and UP conflict.



Applicant (UP chairman 3 No Sanirbar Rangunia) described in his application that according to the direction of "Relief and Rehabilitation Department" UP has assigned to implement all development projects and UP chairman and members disposed his responsibilities as project chairman. But in Rangunia upazilla regulation was not followed. According to the desire and advice of MP project committee was consist of various people by passing the UP. After hearing both parties learned court of the Senior Assistant Judge made judicial decision that the procedure maintain for project implementation is not legal and it is clearly violation of government rules and regulations. Leaned Court imposed injunction on such type of activities observed by Upazilla administration.

Details discussions on the basis of field information prove that Union Parishad is an effective institution to run the daily administration and to serve the people as a closest relative in every moment beside the rural poor people. But there are many hardles on the track of runing towards goal. UP is a capable body to take decissions according to the demand of the situation. Poor financial condition and weak strength to overcome the limitations, which make the UP unsuccessful in some extend. Political decissions and proper national policy can ensure free and fair working environment for the UP.



## **Chapter-VI**

### **Findings, Prospects and Problems of UP Governance, Recommendations, and Conclusion**

---

- **6.1 Findings** **103**
- **6.2 Prospects and Problems of UP Governance** **105**
- **6.3 Recommendations** **106**
- **6.4 Conclusion** **104**

## **Chapter-VI**

### **Findings, Prospects and Problems of UP Governance, Recommendations, and Conclusion**

#### **6.1 Findings:**

Though decentralization is a fundamental strategy of improving governance, its impact on governance outcome is still mostly unknown. A strong body of theorists opines that governance often gets its gains and benefits from decentralization. In fact, the expected gains are based on assumptions about the politics of accountability at the local level and the nature of inter jurisdictional competition that need to be examined closely, specially in developing countries. Bangladesh has a long history of decentralization and Local government structure. Local government, as a political institution to ensure public participation in development activities, is yet to take proper shape in Bangladesh. Since the inception of Bangladesh in 1971, successive governments have tried to use the local government system for their own political interest. The party or regime in power always wanted to make the local government representatives to be the base of their power that manipulated the system to a large extent.

The existing administrative structure and elected local bodies reach the grass root levels and have almost all the features necessary for a participatory decentralized administration. But, this structure has failed so far to perform efficiently for following reasons. Despite the strong support for local government enshrined in the Constitution, the central government has compromised these advantages by exercising control over local government and starving these agencies of resources. Most administrative decisions are yet to be taken centrally. Frequently they involve top-level officials in the secretariat on whom even some ministers have to depend. Several abortive attempts have been made with regards decentralization, but the system has remained highly centralized. As a result, weak administrative strength, a limited financial and human resource base and little public participation characterize local bodies.

In the rural areas of Bangladesh a pressing need is felt for the improvement of communication, water supply, farming, family planning and an all out development of the society. To achieve the goals people should participate directly in development planning, decision-making, implementation, monitoring and evaluation. A network of local government can provide the necessary institutional framework to push the people to identify their problems and potentialities, to prepare plans and proposals for their positive socio-economic changes and mobilize resources for its implementation. Keeping this in thought, the Union Parishads of the country were reconstituted under the ordinance promulgated in 1983, and were charged with a wide range of development functions.



Based on the study the following generalizations can be drawn about UP governance:

- a) Community expectation to UP is in increasing mode. Community people are directly involved to elect their representatives to govern the UP. UP is going to regain their popular image.*
- b) UP management is not strong due to lack of skilled manpower, logistic support and financial crisis.*
- c) UP's relation with GO and NGO is positive for development and other administrative functions.*
- d) UP has very small scope to planning for development activities due to centralized planning tendency of the government.*
- e) Area for decision-making is not broad. Because responsibilities are not specific and authority is poor.*
- f) Service delivery system is moderately transparent and people's participation is increasing.*
- g) UPs have a very weak resource and financial base. Revenue generation through tax collection is low.*
- h) UP officials are not trained properly and they are not facilitated to discharge their routine jobs. They have to work in hard environment.*
- i) Shadow role and influence of the MPs belonging to the ruling party made the allocation and selection of ADP projects as well as development functions of the UP complicated.*

## 6.2 Prospects and Problems of UP Governance:

Governance means the interaction among the service providers and service receivers. UP is a local elected body, which has many prospects to sustain as a functional institution. On the other hand, there are many problems that threaten the positive change in the system of the UP. Prospects and problems are staying side-by-side, Socio-political situations work as a catalyst inside the governance process of any institution.

| SL | Prospects                                                                                                    | Problems                                                                      |
|----|--------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------|
| 01 | Clear and progressive Constitutional provisions and framework for strong local government like UP.           | Ambiguity regarding Local government policies.                                |
| 02 | Policy for strong Local government.                                                                          | Policy makers are interested to create space in the local government affairs. |
| 03 | Infrastructure development at Union Level for coordination and service delivery.                             | Poor capacity of the UP personnel.                                            |
| 04 | Direct allocation to the UP.                                                                                 | Poor accountability. Transparency and wide scale corruption                   |
| 05 | Increased awareness among the village people and demand for strong UP.                                       | Resistance of vested interest group.                                          |
| 06 | Advocacy from Civil society and NGO for an effective UP.                                                     | Low efficiency level in UP.                                                   |
| 07 | Various training program conducted by GO and NGO for UP personnel to increase their capacity and efficiency. | Little scope of resource generation.                                          |
| 08 | International support for decentralization and good governance.                                              | Rigid legal framework.                                                        |
| 09 | Positive experiences and successful story of UP performances especially in disaster management.              | Not institutionalized.                                                        |



### **6.3 Recommendations:**

- 1) Civil society should play a strong and effective role to build up UP as an institution of popular image.*
- 2) Rural people should be more responsive to protect their own interest through UP.*
- 3) Central control should be reduced to build up UP as a local institution step-by-step and control should be imposed generally, systematically and effectively.*
- 4) UP should increase their own capacity to earn revenue from local source and central government should allocate sufficient fund for local development programs.*
- 5) Local audit and accounts team may consist of local people's representative for regular auditing.*
- 6) UP should have authority to recruit quality manpower according to the requirement.*
- 7) Government should reduce its burden by shifting responsibility to UP like Rural development, Rural Communication, Health, Education, and other service-oriented activities.*
- 8) It should create broad scope to build UP-NGO partnership in various sectors.*
- 9) Intensive training program should be introduced to increase efficiency and capability of UP personnel.*
- 10) It may introduce code of conduct for politicians (MPs) to save UP from political interferences and bad influences.*
- 11) Government should continue strengthening program for all local bodies like UP.*



## **6.4 Conclusion:**

Hypothesis of the study is that UP is an important local government institution in the grass root level and it is a service delivery point to the rural people. But the main causes for poor governance of this popular institution are lack of authority, financial capacity and political fallacy. Theoretical discussion and field information prove this hypothesis.

Decentralization is an effective process to ensure positive change according to people's aspiration and their participation in respect of politics and economics. Governance is a process whereby societies or organizations make their important decisions, determine whom they would involve in the process and whom they would render account. From above discussion the researcher would like to conclude with the comment that UP is a strong institution and instrument for good governance and good governance is mandatory for successful decentralized administration in the UP. Decentralization and good governance carry reciprocal relation with each other. Decentralization provides opportunities for citizen's participation in local decision-making process for ensuring accountability of local political leaders and government officials, and for promoting a system of check and balance among various levels of government. Decentralization also promotes the institutionalization of democratic culture and improves the citizen's access to government-supported services. But nothing will come suddenly, it has to be achieved gradually through socio-political and economic process and UP will be flourished as a defendable service delivery center and it will remain as focus point of rural development with good or good enough governance.

## References

- Ahmed, T. (1993), *Decentralization and the Local State Under Periphrral Capitalism*, Academic Publishers, Dhaka.
- Alam, M.M. et al (1994), *Development through Decentralization in Bangladesh*, UPL, Dhaka, 1994.
- Besancon, M. (2003), “*Good Governance Rankings: The Art of Measurement*, The World Peace Foundation.
- Campos, J.E. and Hellman, J.S. (2005) *Governance Gone Local: Does Decentralization improves Accountability?* <http://siteresources.worldbank.org>. Web, viewed on 25<sup>th</sup> November 2005.
- Cheema, G.S. (2005) *Building Democratic Institutions*, Kumarian Press, Inc, Bloomfield, USA.
- Country Reports on Local Government System; Bangladesh*, web viewed on 27<sup>th</sup> November 2005.
- EC, (2006), *Cotonou Partnership Agreement, Art 9.3 (Handbook on promoting good governance and co-operation.)*
- GOB (1983), *The local Government (Union Parishads) Ordinance*.
- GOB. (2002), *The Constitution of the People's Republic of Bangladesh*.
- GOB (2005) *PRSP Bangladesh Unlocking the Potential, National Strategy For Accelerated Poverty Reduction*.
- Graham, et al (2005) *Principles for Good Governance in the 21<sup>st</sup> Century*, Institute on Governance. [http:// unpan I. Un. Org.](http://unpan1.un.org), viewed on 20<sup>th</sup> November 2005.
- Hussain, S. et al, (1996), *The Union Parishad: A Study On Its Role In Development Administration*, BARD, Comilla.
- Hussain, A.2003, *Local government in Bangladesh: Victim of Narrow Political Interest*, *The Bangladesh Observer*, 02 April 2003; p-04.
- Kauzya, J.M. (2005), *Decentralization: prospects for Peace, Democracy and Development*, UN Department of Economic and Social Affairs.
- Khanum, N.M. and Ahamad, M.(2003), *Adunik Union Parishad Bebostopona*, Zaman Printers, Mymensing.



- Murshed, S.M. et al, (1996) *Decentralization of Administration in Bangladesh*, BARD, 1996,
- Nazim, M. S. (2004), "*Union Parishad Election Observation '2003-Report on a Union*", The Journal of Local Government, Vol-30, NO-02, NILG, Dhaka.
- Noor, A. (1987), "*Rural Development Through Local Government: A Suggested Model of Co-Ordination at the Union Level*", The Journal of BARD, Comilla.
- Nyiri, Z. (2005) *Decentralization and Good Governance*, University of Connecticut, Email, Zsolt. [Nyuri@uconn.edu](mailto:Nyuri@uconn.edu) viewed on 20<sup>th</sup> November 2005.
- Ocampo, R.B, (2005), *Models of Public Administration Reform: "New Public Management"* www.pamij.com viewed on 15th October, 2006.
- PARC, (1994), *Report of the Public Administration Reform Commission*, Dhaka, June 2000.
- Qadir, S.R. et al (1993), *Village Court activities: case Study on Two Union Parishad*, NILG, Dhaka.
- Rizvi, G. (2004), *Reinventing Government: Putting Democracy and Social Justice Back into the Discourse*, April 2004, Web viwed on 26<sup>th</sup> November 2005, <http://unpan1.un.org>
- Rondinelli, D.A. etal (1986), *Decentralization in developing Countries*, The World Bank, 1986.
- Siddiquei, K. (ed) (1995), *Local Government in South Asia*, UPL, Dhaka.
- Saqui, A.H. (1997), "*Unnayan O Siddantha Grohone Union Parishader Vumika*", The Journal of Local Government, Vol.26, No. 1.
- Sidiqui, N.A.(1997), "*Rhetoric and Reality of People's Participation in Rural Bangladesh: The experience of three Participatory Institutions*", Bangladesh Public Administration Review, Vol. 1, No-1, 1997, Department of Public Administration, University of Rajshahi.
- Siddiqui, Kamal, (2000), *Local Governance in Bangladesh Leading issues and Major challenges*, UPL, Dhaka.



Tareque, M. (1994), "*Union Parishad: Some Aspects of its Management Problems*", The Journal of Local Government, Vol.23 No-2

Terisman, D. (200) *Decentralization and the quality of government*. Department of Political Science, University of California, 2000.

The World Bank, (1996), *Government that Works, the World Bank Report, 1996*, UPL, Dhaka.

The World Bank (2004), *The World Development Report, 2004*.

UNDP (2002), *Role of UNDP in Promoting Local Governance aand Decentralization in Bangladesh*, May 29- June 12, 2002.

World Bank (2001), PREM Notes, *Decentralization and Governance: does decentralization improve Public service delivery?*

Ziblatt, D. and O'Dwyer, C.(2003), *Does Decentralization make Government more Efficient and Effective?* Centre for European Studies, Harvard University, Web:dziblatt@fas,Harvard.edu,2003.

**গভর্নেন্স ইন ইউনিয়ন পরিষদ: সমস্যা ও সম্ভাবনা**  
**Governance in Union parishad: Problems and Prospects**  
(একটি মাস্টার্স পর্যায়ে গবেষণা কার্যক্রম। সকল তথ্য একাডেমিক কাজে ব্যবহৃত হবে)  
Master's Research. All information will be used in academic purpose.

**প্রশ্নমালা : ০১**

**Questionnaire: 01**

(ইউপি চেয়ারম্যান ও সদস্যদের জন্য)

For the chairmen and members of UP

|                                                                                                                            |            |        |
|----------------------------------------------------------------------------------------------------------------------------|------------|--------|
| নাম :                                                                                                                      | বয়স :     |        |
| Name                                                                                                                       | Age        |        |
| শিক্ষাগত যোগ্যতা :                                                                                                         |            |        |
| Educational Qualification                                                                                                  |            |        |
| পদবী :                                                                                                                     |            |        |
| Designation                                                                                                                |            |        |
| ইউনিয়ন :                                                                                                                  | উপজেলা :   | জেলা : |
| Union                                                                                                                      | Upazila    | Zila   |
| আয়তন :                                                                                                                    | জনসংখ্যা : |        |
| Area                                                                                                                       | Population |        |
| প্রশ্ন :                                                                                                                   |            |        |
| Question                                                                                                                   |            |        |
| ০১. আপনি কতবার ইউ.পি. নির্বাচনে অংশগ্রহণ করেছেন?                                                                           |            |        |
| 01. How many times have you taken part in union Parishad election?                                                         |            |        |
| ০২. কতবার বিজয়ী হয়েছেন?                                                                                                  |            |        |
| 02. How many times have you been elected?                                                                                  |            |        |
| ০৩. ইউ.পি. নির্বাচনে অংশগ্রহণ করার পিছনে কি কি বিষয় আপনাকে অনুপ্রাণিত করেছে?                                              |            |        |
| 03. Which factors have inspired you to take part in union Parishad election?                                               |            |        |
| ০৪. রাজনৈতিক উদ্দেশ্য ও সমর্থন কাজ করেছে কিনা?                                                                             |            |        |
| 04. Is there any political motif on support?                                                                               |            |        |
| ০৫. আপনি ইউপি চেয়ারম্যান/মেম্বর নির্বাচিত হবার আগে কোন দল এবং বর্তমানে কোন দল সমর্থন করেন?                                |            |        |
| 05. Which party did you support before your being elected union Parishad Chairman/Member? Which party did you support now? |            |        |
| ০৬. আপনার প্রধান আয়ের উৎস কি?                                                                                             |            |        |
| 06. What is your main source of income?                                                                                    |            |        |
| মাসিক আয় কত?                                                                                                              |            |        |
| How much do you earn month?                                                                                                |            |        |

০১. ইউপি অফিস সরকারী সময়সূচী অনুসারে নিয়মিত খোলা থাকে কি?
01. Does Union Parishad remain open regularly in accordance with Government Office time ?
- খোলার সময় : বন্ধ করার সময় :
- Opening time : Closing time
০২. আপনি সকাল কতটায় সময় অফিসে আসেন?
02. When do your arrival at office in the morning ?
- কতক্ষণ অফিসে থাকেন?
- How long do you stay in the office ?
০৩. অফিসে এসে সাধারণত: প্রথমে কি কাজ করেন?
03. What do you do at first often your arrival at office?
০৪. ইউপি সচিব কি নিয়মিত অফিসে আসেন?
04. Does Union Parishad Secretary come to office regularly?
০৫. বিভিন্ন অভাব-অভিযোগ ও সমস্যা নিয়ে প্রতিদিন আনুমানিক কতজন লোক ইউপি অফিসে আসেন?
05. How many reglsle come to Union Parishad office every day socio-personal problems ?
- মহিলা : পুরুষ :
- Female: Male:
০৬. অভিযোগ বা আবেদন শুন্যর পর কি কি ব্যবস্থা নেয়া হয়?
- What measures are taken after hearing the complaints or disputes?
০৭. আপনার ইউনিয়ন/ওয়ার্ড এর আওতাভুক্ত সমগ্র এলাকা কতদিনে একবার পরিদর্শন করেন?
- 07 How often do you visit the whole of your UP/Word area?
০৮. এলাকা পরিদর্শনে গিয়ে কোন কোন ধরনের সমস্যা অবলোকন করেছেন?
08. What type of problems have you found out on your visit to your area?
০৯. আপনার দায়িত্ব গ্রহণের পর এলাকা পরিদর্শনে গিয়ে তাৎক্ষণিকভাবে সমাধান করেছেন এমন কয়েকটি উল্লেখযোগ্য ঘটনার সংক্ষিপ্ত বর্ণনা দিন?
09. Give an account of a few remarkable cases that you have instantly salved in your area after your taking over the charge ?
১০. কি কি উপায়ে এলাকার মানুষের নানাবিধ বিষয়ে তথ্য সংগ্রহ করা হয়?
10. By which means/In what ways the different date about the reapple of your area one collected ?
১১. প্রাপ্ত তথ্যাদি কিভাবে সরকারের গোচরে নেয়া হয়?
11. How are the collected data taken to the knowledge of the government?
১২. সরকারী নির্দেশনা কিভাবে অনুসরণ ও বাস্তবায়ন করা হয়?
12. How are the government directives fallowed and implemented?
১৩. বৎসরে ইউপির কতটি নিয়মিত সভা অনুষ্ঠিত হয়?
13. How many regular UP meetings are heed in a year?
- সম্মানিত সদস্যগণের উপস্থিতির হার কত?
- What is the rate of presence of the honourable UP members?



16. How many standing committees have been formed, mention their names.  
 ১৭. স্ট্যান্ডিং কমিটি গঠন না করা হলে তার কারণ কি?  
 17. If not formed, what is the reason behind it ?  
 ১৮. সকল সভার কার্যবিবরণী যথাযথভাবে রেজিস্টারে লিখা হয় কিনা?  
 (কয়েকটি সভার কার্যবিবরণীর কপি দিন)  
 18. Have the resolutions of every meeting are appropriately written in the Register?  
 Supply a few copies of resolutions of some of the meetings.  
 ১৯. গত তিন বৎসরে এ পরিষদ কতটি সিদ্ধান্ত নিয়েছে এবং কতটি বাস্তবায়ন করা হয়েছে?  
 19. How many decisions have been taken and implemented in the UP over the last three years ?  
 গৃহীত সিদ্ধান্ত : বাস্তবায়নকৃত সিদ্ধান্ত :  
 Decisions taken : Decisions implemented :  
 ২০. আপনার ইউ পি অফিসে কি কি রেজিস্টার ব্যবহার করা হয় ? আপনার দৃষ্টিতে গুরুত্বপূর্ণ কোন কোন রেজিস্টার ?  
 20. What types of register one used in your officer ? Which registers do you think, One important to you ?  
 ২১. জন্ম-মৃত্যু রেজিস্টার যথাযথভাবে সংরক্ষণ করা হয় কিনা?  
 21. Is the Birth and Death register appropriately preserved ?  
 ২২. জাতীয়তা সনদ ইস্যু করার জন্য রেজিস্টার ব্যবহার করা হয় কিনা?  
 22. Is the register used to issue the nationality certificate ?  
 ২৩. রিক্সা ও অন্যান্য লাইসেন্স ইস্যু করার জন্য রেজিস্টার ব্যবহার করা হয় কিনা?  
 23. Is the register used to issue Rickshaw and other licences ?  
 প্রয়োজনীয় যাচাই-বাছাই করার জন্য কি কি পদক্ষেপ গ্রহণ করা হয়?  
 ডায়রপয় ংবঢ়ং ধংব ংধশবহ ংড় াবৎরাভু ংযব াধষরফরু  
 কতদিন সময় লাগে?  
 How many times does it take ?  
 ২৪. আপনার উপর অর্পিত তদন্তগুলো কিভাবে সম্পাদন করেন?  
 24. How do conduct the investigations assigned upon you ?  
 ২৫. নানাবিধ সামাজিক সমস্যা সমাধানে গণসচেতনতা সৃষ্টির জন্য কি কি উদ্যোগ গ্রহণ করা হয়েছে তার কয়েকটির সংক্ষিপ্ত বিবরণ দিন?  
 25. Give in brief the details some of the initiatives taken to create public awareness about various social problems ?  
 ২৬. এ ইউনিয়নে কতটি এনজিও কাজ করে?  
 26. How may NGO's work in your UP?  
 প্রধান প্রধান কয়েকটির নাম বলুন।  
 Mention the names of some of the prominent NGOs?  
 ২৭. এনজিও কার্যক্রমকে উন্নয়নের জন্য সহায়ক মনে করেন কিনা?  
 27. Do you think the activities of NGOs helpful to development?  
 উল্লেখযোগ্য কারণগুলো বলুন।  
 Mention the salient causes ?  
 ২৮. এনজিও কার্যক্রমের সাথে কিভাবে সংযোগ ও সম্পর্ক রক্ষা করেন?

এতে কি কি মুদ্রণ দেয়া হয়েছে?

What are the achievements ?

৩০. আপনার ইউনিয়ন পরিষদের আসবাবপত্র, স্থাবর- অস্থাবর সম্পত্তির হিসাব ও তালিকা হাল-নাগাদ আছে কিনা রেজিস্টার উপস্থাপন করুন।

30. Mention whether you keep the accounts and list of furniture, permanent-temporary property updated ?

৩১. প্রাথমিক শিক্ষা কার্যক্রমকে সামগ্রিকভাবে সফল করার জন্য ইউনিয়ন পরিষদের পক্ষ থেকে কি কি পদক্ষেপ নেয়া হচ্ছে?

31. Which steps have been taken on behalf of the UP to make the primary education programmes successful ?

৩২. বর্তমানে আপনার ইউনিয়নে প্রাথমিক শিক্ষা পরিস্থিতি কেমন?

32. How is the present state of primary education in your UP ?

৬ থেকে ১১ বৎসরের শিশুদের শতকরা কত ভাগ স্কুলে যায় ?

What is the percentage of school going children between 6 to 11 years ?

৩৩. বর্তমানে আপনার ইউনিয়নে শতকরা কত ভাগ পরিবার স্বাস্থ্যকর পায়খানা ব্যবহার করে?

33. What is the percentage of the families in your UP who use sanitary toilet ?

৩৪. স্বাস্থ্যকর পায়খানা ব্যবহার ১০০ ভাগ নিশ্চিত করার জন্য আপনার ইউনিয়ন পরিষদের কি কি পরিকল্পনা রয়েছে?

34. What are the plans of your UP to ensure the hundred percent use of sanitary toilets ?

৩৫. আজকের সবচেয়ে গুরুত্বপূর্ণ প্রশাসনিক কাজ কি কি ?

35. What are the most important administrative assignments/ tasks of today ?

৩৬. ইউনিয়ন পরিষদের জন্য দৈনন্দিন প্রশাসনিক কাজ পরিচালনার ক্ষেত্রে জটিল সমস্যাগুলো কি কি?

36. What are the complicated problems of conducting the daily administrative business of UP ?

### উন্নয়ন ব্যবস্থাপনা:

#### Development Management:

০১. বার্ষিক উন্নয়ন কর্মসূচী প্রণয়ন করা হয়ে থাকলে গত তিন বৎসরের উন্নয়ন কর্মসূচী উপস্থাপন করুন।

01. Present the ADP of last three years if the ADP was prepared.

০২. বার্ষিক উন্নয়ন কর্মসূচী প্রণয়ন করার সময় ইউনিয়নবাসীর মতামত কিভাবে গ্রহণ করা হয়?

02. How do the opinions of UP people are taken at the time of preparing the ADP.

০৩. গত তিন বৎসরের উন্নয়ন কর্মসূচী বাস্তবায়নের হার কত?

03. What are the rates of implementation of ADP over the last three years?

২০০৫-২০০৬ :

2005-2006 :

২০০৮-২০০৫ :

2004-2005 :

২০০৩-২০০৮ :

2003-2004 :

০৪. বার্ষিক উন্নয়ন কর্মসূচী বাস্তবায়নের জন্য কি কি পদক্ষেপ নেয়া হয়?



১০. নিম্নলিখিত কোন কোন বস্তুতে গবেষণার প্রয়োজনীয় বস্তুটি বসিয়ে দেখা যায়? ক. ক?

07. Which matters have been given top priority to the current ADP ?

০৮. ইউনিয়ন পরিষদের নিজস্ব আয় থেকে কতটি প্রকল্প গ্রহণ করা হয়েছে? নাম লিখুন।

08. How many project have been undertaken from the own income of UP ?

Mention :

০৯. ইউনিয়ন পরিষদ কর্তৃক বাস্তবায়নকৃত প্রকল্পের মান সম্পর্কে আপনি সন্তুষ্ট কিনা, কারণগুলো উল্লেখ করুন।

09. Are you satisfied with the quality of the projects implemented by UP ?

### আর্থিক ব্যবস্থাপনা:

### Financial Management:

০১. গত তিন আর্থিক বৎসরের আপনার ইউনিয়ন পরিষদের সর্বমোট আয় কত?

01. What were the total income of your UP over the last three fiscal years ?

२००६-२००७ :

2005-2006 :

২০০৪-২০০৫ :

2004-2005 :

২০০৩-২০০৪ :

2003-2004 :

০২. গত তিন আর্থিক বৎসরের আপনার ইউনিয়ন পরিষদের নিজস্ব আয় কত?

02. What were the own incomes of your UP over the last three years?

২০০৫-২০০৬ :

2005-2006 :

২০০৪-২০০৫ :

2004-2005 :

২০০৩-২০০৪ :

2003-2004 :

০৩. গত তিন আর্থিক বৎসরের আপনার ইউনিয়ন পরিষদের নিজস্ব আয়ের উল্লেখযোগ্য খাত গুলো কি কি? খাতওয়ারী হিসাব দিন।

03. What were the noteworthy/ outstanding sectors of own income of your UP over the last three years ?

০৪. আপনার ইউনিয়ন পরিষদের আওতাভুক্ত সকল হোল্ডিং কর আদায় করা হয় কি?

গত তিন আর্থিক বৎসরের আদায়ের হার কত?

04. Are the Holding Taxes under your UP realized ? What are the rates of realization over the last three years ?

२००६-२००७ :

2005-2006 :

২০০৪-২০০৫ :

2004-2005 :

২০০৩-২০০৪ :

2003-2004 :



|             | সরকারী অনুদান<br>Government Found | অন্যান্য খাত<br>Other sources | মোট<br>Total |
|-------------|-----------------------------------|-------------------------------|--------------|
| ২০০৫-২০০৬ : |                                   |                               |              |
| 2005-2006 : |                                   |                               |              |
| ২০০৮-২০০৫ : |                                   |                               |              |
| 2004-2005 : |                                   |                               |              |
| ২০০৩-২০০৮ : |                                   |                               |              |
| 2003-2004 : |                                   |                               |              |

সর্বমোট :

Gross Total

০৭. ইউনিয়ন পরিষদের সকল আর্থিক লেনদেন ব্যাংক হিসাবের মাধ্যমে পরিচালিত হয় কিনা?  
না হয়ে থাকলে কারণ কি?
07. Are all the financial transactions of UP are maintained through bank?  
If not, what are the reasons?
০৮. ইউনিয়ন পরিষদের সকল আর্থিক ব্যয়ের ভাউচার ও অন্যান্য আনুসাংগিক কাগজ-পত্রাদি যথাযথভাবে সংরক্ষণ করা হয় কিনা?
08. Are all the vouchers of financial expenditures and other related papers of UP preserved appropriately.
০৯. ইউনিয়ন পরিষদকে আর্থিকভাবে স্বনির্ভর করার জন্য কি কি পদক্ষেপ নেয়া যেতে পারে?
09. What steps can be taken to make UP financially self-reliant?

### আইন-শৃংখলা পরিস্থিতির উন্নয়ন

#### Improvement of Low and Order Situations

০১. আইন-শৃংখলা পরিস্থিতির জন্য হুমকি এমন কি কি অবস্থা আপনার ইউনিয়নে বিরাজ করছে?
01. Which things that are threat to law and order situations prevail in your UP?
০২. আইন-শৃংখলা পরিস্থিতির উন্নতির জন্য ইউনিয়ন পরিষদ কি কি পদক্ষেপ নিয়ে থাকে?
02. What steps a UP take to improve the law and order situation?
০৩. আইন-শৃংখলা পরিস্থিতির উন্নতির কাজে জনগনকে সম্পৃক্ত করার জন্য ইউনিয়ন পরিষদ কি কি পদক্ষেপ নিয়ে থাকে?
03. What steps a UP take to involve the public for the improvement of law and order situation?

### গ্রামীণ বিচার ব্যবস্থা:

#### Rural Judicial System:

০১. গত তিন বৎসরে গ্রাম্য আদালতে নিম্পত্তিকৃত মামলার সংখ্যা কত?
01. What is the member of settled cases in the village count over the last three years?

২০০৩-২০০৪ :

০২. গত তিন বৎসরে গ্রাম্য সালিসের মাধ্যমে নিষ্পত্তিকৃত বিরোধের সংখ্যা কত?

02. What is the member of the settled disputes by village judgment over the last three years?

২০০৫-২০০৬ :

2005-2006 :

২০০৮-২০০৯ :

2004-2005 :

২০০৩-২০০৮ :

2003-2004 :

**দুর্যোগ ও ঝুঁকিপূর্ণ পরিস্থিতি মোকাবিলা ও ত্রাণ-সামগ্রী বিতরণ কার্যক্রম :**

**Activities of Disaster Risk Prone Situation Management and Relief Goods Distribution**

০১. আপনার ইউনিয়নে কোন কোন ধরনের দুর্যোগের প্রবণতা বেশী?

01. What sort of disaster activities is very high in our Union?

০২. যে কোন ধরনের দুর্যোগ বা ঝুঁকিপূর্ণ পরিস্থিতির পূর্বাভাস পেলে ইউনিয়ন পরিষদ কি কি পদক্ষেপ নিয়ে থাকে?

02. What steps a UP take if it gets forecast of any disaster or risk prone situations?

০৩. অতি সম্প্রতি কোন বড় ধরনের দুর্যোগ বা ঝুঁকিপূর্ণ পরিস্থিতির সৃষ্টি হয়েছে কি? তার সংক্ষিপ্ত বর্ণনা দিন।

03. Has there been any major disaster or risky situation created very recently? Give a brief account of it?

০৪. দুর্দশাগ্রস্ত মানুষ ও গবাদি-পশু উদ্ধার করার জন্য কি কি ব্যবস্থা নেয়া হয়েছে?

04. What measures have been taken to rescue the people and animals in plight/ disaster ?

০৫. জান-মালের ক্ষয়-ক্ষতির বিবরণ দিন।

05. Given an account of the loss of lives and property ?

০৬. ক্ষতিগ্রস্ত পরিবার ও ব্যক্তিদের তালিকা কিভাবে তৈরী করা হয়?

06. How do you prepare the list of the affected people and their families ?

০৭. ক্ষতিগ্রস্ত পরিবার ও ব্যক্তিদের কিভাবে সাহায্য করা হয়?

07. How do you help the affected people and their families ?

০৮. ত্রাণ বিতরণে কি কি সমস্যা হয়?

08. What are the problems of distributing relief ?

**ইউনিয়ন পরিষদ ও রাজনৈতিক প্রভাব :**

**UP and Impact of Politics on it.**

০১. "ইউনিয়ন পরিষদ একটি অরাজনৈতিক স্থানীয় সরকার প্রতিষ্ঠান"- এ বিষয়ে আপনার বক্তব্য কি?

01. " UP is a non-political local government institution " What is your opinion about it ?

০২. ইউনিয়ন পরিষদের কার্যক্রমের উপর সম্মানিত সংসদ সদস্যের এবং স্থানীয় প্রভাবশালী রাজনৈতিক নেতৃবৃন্দের প্রভাব কি রকম?

সমস্যা :  
Problems :  
সমাধান :  
Solution

-----  
তথ্য সংগ্রহকারী  
Information Collector

তারিখ :-----  
Date



**গভর্নেন্স ইন্ ইউনিয়ন পরিষদ: সমস্যা ও সম্ভাবনা**  
Governance in Union parishad: Problems and Prospects

(একটি মাস্টার্স পর্যায়ে গবেষণা কার্যক্রম। সকল তথ্য একাডেমিক কাজে ব্যবহৃত হবে)  
Master's Research. All information will be used in academic purpose

**প্রশ্নমালা : ০২**

**Questioner:02**

(সিভিল সোসাইটির সম্মানিত সদস্যদের জন্য )  
For the member of the Civil Society

নাম :

Name :

শিক্ষাগত যোগ্যতা :

Educational Qualification :

গ্রাম :

Village :

ইউনিয়ন :

Union :

উপজেলা :

Upazila :

বয়স :

Age :

জেলা :

Zila :

প্রশ্ন :

Question :

০১. ইউনিয়ন পরিষদের গত নির্বাচন সুষ্ঠু, অবাধ ও নিরপেক্ষ হয়েছে কিনা?

01. Had the last UP election been fair and free ?

০২. ইউনিয়ন পরিষদের বর্তমান চেয়ারম্যান ও মেম্বরগন নির্বাচনে কোনরূপ প্রভাব সৃষ্টি করেছিলেন কিনা? করে থাকলে তার সংক্ষিপ্ত বিবরণ দিন।

02. Did the present UP Chairman and members make any influence on the last election ?

০৩. ইউনিয়ন পরিষদের বর্তমান চেয়ারম্যান ও মেম্বরগনের উপর সাধারণ মানুষের আস্থা কেমন?

03. How is the confidence of the people in the present UP Chairman and members ?

০৪. ইউনিয়ন পরিষদের অফিস সরকারী নিয়ম অনুসারে খোলা থাকে কিনা?

04. Does UP office remain open according to government rule ?

০৫. সাধারণ মানুষ তাঁদের সমস্যা নিয়ে ইউনিয়ন পরিষদের অফিসে যান কিনা?

05. Do the public come to the UP office with their problems ?

০৬. সাধারণ মানুষের নিত্যনৈমিত্তিক সমস্যা সমাধানে চেয়ারম্যান ও মেম্বরগনের আন্তরিকতা কেমন?

06. How sincere is the chairman and the members to solve the every day problem of the public ?

৩৭. Are the people informed about the total development activities of UP ?
১০. যে কোন দুর্যোগ ও দুঃসময়ে ইউনিয়ন পরিষদের বর্তমান চেয়ারম্যান ও মেম্বরগন কিভাবে ভূমিকা রাখেন?
10. What roles do the UP chairman and members play in disaster and plight ?
১১. সরকার ইউনিয়ন পরিষদের মাধ্যমে যে সকল ত্রাণ সামগ্রী প্রদান করে সেগুলো উপযুক্ত গরীব মানুষের কাছে পৌঁছে কিনা?
11. Do the poor people get the relief materials when the government supply them through UP ?
১২. ইউনিয়ন পরিষদের নিজস্ব আয় বাড়ানোর জন্য কি কি কাজ করা যেতে পারে?
12. What activities can be done to increase the own income of UP ?
১৩. কি কি অনিয়ম ইউনিয়ন পরিষদের ভাবমূর্তি ক্ষুণ্ণ করছে?
13. Which anomalies do tarnish the image of UP ?
১৪. শিক্ষা, স্যানিটেশন, পরিবেশ উন্নয়ন, সামাজিক নিরাপত্তা ইত্যাদি বিষয়ে ইউনিয়ন পরিষদের বর্তমান চেয়ারম্যান ও মেম্বরগন জনগনের সাথে মতবিনিময় করেন কিনা?
14. Do the present UP chairman and the members exchange views with the people on education, sanitation, environment development, social security etc. ?
- করে থাকলে দুয়েকটি সুফলের কথা বলুন।
- If do, state a few merits ?
১৫. স্থানীয় সম্মানিত সংসদ সদস্য ও প্রভাবশালী রাজনৈতিক নেতাগন ইউনিয়ন পরিষদের কাজে কিভাবে হস্তক্ষেপ করেন বলে মনে করেন এবং তা কিভাবে জনগনকে ক্ষতিগ্রস্থ করে?
15. How do you think, the honourable local MP and influential political leaders interfere the activities of UP and how do they affect the people ?
১৬. ইউনিয়ন পরিষদের মাধ্যমে এলাকার উন্নয়ন, শান্তি-শৃংখলা রক্ষা, জনগনের সামগ্রিক নিরাপত্তা বিধানের জন্য কি কি ব্যবস্থা নেয়া প্রয়োজন?
16. What measures should be taken to ensure the development of the area, the maintenance of law and order and the total security of the people through UP ?
১৭. জনগন ও ইউনিয়ন পরিষদের মধ্যে সম্পর্ক কিভাবে বাড়ানো যেতে পারে ?
17. How can the relation between people and UP be enhanced / increased ?

-----  
তথ্য সংগ্রহকারী  
Information Collector

তারিখ :-----  
Date



**গভর্নেন্স ইন্ ইউনিয়ন পরিষদ : সমস্যা ও সম্ভাবনা**  
**Governance in Union parishad: Problems and Prospects**  
(একটি মাস্টার্স পর্যায়ে গবেষণা কার্যক্রম। সকল তথ্য একাডেমিক কাজে ব্যবহৃত হবে)  
Master's Research. All information will be used in academic purpose.

**প্রশ্নমালা : ০৩**

**Questioneer:03**

(সাধারণ জনগণের জন্য )

For General People.

নাম :

Name

শিক্ষাগত যোগ্যতা :

Educational qualification

গ্রাম :

Village

ইউনিয়ন :

Union

বয়স :

Age

পেশা :

Occupation

উপজেলা :

Upazilla

জেলা :

Zilla

প্রশ্ন :

Question:

০১. আপনি ব্যক্তিগত বা সামষ্টিক কোন সমস্যা নিয়ে কতবার ইউনিয়ন পরিষদ অফিসে গেছেন?
01. How many times have you gone to UP office for you personal on any collective problem?
০২. ইউনিয়ন পরিষদ অফিস কি ঠিকমত খোলা থাকে?
02. Does UP office remain open in right time?
০৩. দুয়েকটি সমস্যার কথা বলুন।
03. State a few problems.
০৪. গত ইউনিয়ন পরিষদ নির্বাচনে আপনি ঠিকমত ভোট দিয়েছেন ? কোন অসুবিধা হয়ে থাকলে বলুন।
04. Did you caste your vote fairly in the last UP election ? If you faced any problem, express.
০৫. চেয়ারম্যান বা মেম্বর আপনার সাথে কেমন আচরণ করেছেন? এ তে কি আপনি সন্তুষ্ট?
05. How have the chairman and the members behaved with you ? Are you satisfied with it ?
০৬. এলাকার সমস্যা কিভাবে সমাধান করা যায় চেয়ারম্যান বা মেম্বরগন এ নিয়ে আপনাদের সাথে কি কি পরামর্শ করেছেন?



কেমন আচরণ করেছেন?

08. What was the latest disaster in your area? When did it occur? How did the chairman and the members behave with you at that time?

০৯. দুর্যোগের সময় আপনি কি কি রিলিফ পেয়েছেন?

09. What sort of relief did you get during the disasters?

১০. ইউনিয়ন পরিষদ অফিসে সরকারী কোন সাহায্য আসলে মানুষকে কিভাবে জানানো হয়?

10. How are the people informed when UP office get any government aid?

১১. রিলিফ নিয়ে চেয়ারম্যান বা মেম্বরগন কিভাবে স্বজনপ্রীতি করেন?

11. How do the chairman and the members show any favoritism with relief?

১২. আপনি কোন এনজিও কার্যক্রমের সাথে জড়িত আছেন কি? কি কি উপকার পেয়ে থাকেন?

12. Are you involved in any NGO activities? What sort of benefit do you get from them?

১৩. এনজিও এবং ইউনিয়ন পরিষদের মধ্যে সম্পর্ক কেমন? কোনটার কাজকর্ম ভাল?

13. What is the relation between NGO and UP? Which one has better performance?

১৪. চেয়ারম্যান বা মেম্বরগনের সুনাম এবং বদনাম কি কি আছে?

14. What type of reputation and defamation do the chairman and the members have?

১৫. আপনাদের চেয়ারম্যান কি রাজনীতি করেন? এমপি সাহেবের সাথে তাঁর সম্পর্ক কেমন?

15. Does your chairman practise politics?

১৬. এলাকার মানুষের উন্নয়নের জন্য ইউনিয়ন পরিষদের পক্ষ থেকে আরো কি কি কাজ করা উচিত?

16. What more activities should UP under take for the development of local people?

তথ্য সংগ্রহকারী

Information Collector

তারিখ : -----

Date

**গভর্নেন্স ইন্ ইউনিয়ন পরিষদ : সমস্যা ও সম্ভাবনা**  
Governance in Union parishad: Problems and Prospects

(একটি মাস্টার্স পর্যায়ে গবেষণা কার্যক্রম। সকল তথ্য একাডেমিক কাজে ব্যবহৃত হবে)  
Master's Research. All information will be used in academic purpose.

**প্রশ্নমালা : ০৪**

Questioneer: 04  
(এনজিও কর্মকর্তাদের জন্য)  
For NGO officers

---

|                           |          |        |
|---------------------------|----------|--------|
| নাম :                     | বয়স :   |        |
| Name                      | Age      |        |
| শিক্ষাগত যোগ্যতা :        |          |        |
| Educational Qualification |          |        |
| পদবী :                    |          |        |
| Designation               |          |        |
| ইউনিয়ন :                 | উপজেলা : | জেলা : |
| Union                     | Upazila  | Zila   |
| প্রশ্ন :                  |          |        |
| Question                  |          |        |

০১. জনগনের সামগ্রিক সচেতনতা বৃদ্ধির জন্য আপনার সংস্থার কি কি কর্মসূচী আছে?
01. What kind of your activities does your organization have to increase the complete awareness of the public?
০২. আপনার সংস্থার কর্মসূচীর আওতাভুক্ত ব্যক্তিগণ স্থানীয় ইউনিয়ন পরিষদের বিভিন্ন কাজে কিভাবে ভূমিকা রাখেন?
02. How do the people under your programmes play role in different activities of local UP ?
০৩. ইউনিয়ন পরিষদের কাজ কর্ম দৃশ্যমান কেমন?
03. How are the activities of UP visible ?
০৪. ইউনিয়ন পরিষদের সাথে আপনার সংস্থার সম্পর্ক কেমন?
04. How is the relation of your organization with UP ?
০৫. সরকারের সেবা সরবরাহকারী প্রতিষ্ঠান ও কেন্দ্র হিসেবে ইউনিয়ন পরিষদের সফলতা বা ব্যর্থতা কি কি ?
05. What are the achievements or the failure of UP as the centre and service-provider institution of the Government ?

-----  
তথ্য সংগ্রহকারী  
Information Collector

তারিখ :-----

Date



**গভর্নেন্স ইন্ ইউনিয়ন পরিষদ : সমস্যা ও সম্ভাবনা**  
**Governance in Union parishad: Problems and Prospects**

(একটি মাস্টার্স পর্যায়ে গবেষণা কার্যক্রম। সকল তথ্য একাডেমিক কাজে ব্যবহৃত হবে)  
Master's Research. All information will be used in academic purpose.

**প্রশ্নমালা : ০৫**

**Questioner: 05**

(সরকারী ও মাঠ প্রশাসনের কর্মকর্তাদের জন্য )

For Officer of the Government and Field Administration

নাম :

Name

পদবী :

Designation

উপজেলা :

Upazilla

জেলা :

District

প্রশ্ন :-----

Questions

০১. ইউনিয়ন পরিষদ তৃনমূল পর্যায়ে একটি স্থানীয় সরকার প্রতিষ্ঠান ও সরকারের সেবা সরবরাহ কেন্দ্র হিসেবে বর্তমানে কোন অবস্থায় আছে?
01. What is the present state of UP as the grass-root level local government institution and service-providing center of the government?
০২. আইন-শৃংখলা পরিস্থিতি উন্নয়নে ইউনিয়ন পরিষদ কিভাবে ভূমিকা রাখে?
02. How does UP plays itsa role in improving the law and order situation?
০৩. ইউনিয়ন পরিষদের প্রাতিষ্ঠানিক সক্ষমতা বাড়ানোর জন্য কি কি ব্যবস্থা নেয়া প্রয়োজন?
03. What measures should be taken to enhance the institutional capacity of UP?
০৪. ইউনিয়ন পরিষদকে গ্রাম উন্নয়নের মূল চালিকা শক্তি ও এজেন্ট হিসেবে কিভাবে গড়ে তোলা যায়?
- 04.How can a UP be made the pivotal driving force and main agent of rural development?
০৫. স্থানীয় সরকার প্রতিষ্ঠান ও সরকারের সেবা সরবরাহ কেন্দ্র হিসেবে অন্য কোন সংস্থা বিকল্প হিসেবে গড়ে তোলার সুযোগ আছে কি?
05. Is there any opportunity to create any organization alternative to local government institution or service providing center of the government?

-----  
তথ্য সংগ্রহকারী  
Information Collector

তারিখ :-----  
Date

**গভর্নেন্স ইন ইউনিয়ন পরিষদ: সমস্যা ও সম্ভাবনা**  
Governance in Union parishad: Problems and Prospects

(একটি মাস্টার্স পর্যায়ের গবেষণা কার্যক্রম। সকল তথ্য একাডেমিক কাজে ব্যবহৃত হবে)  
Master's Research. All information will be used in academic purpose.

**প্রশ্নমালা : ০৬**

Questionnaire: 06

(সম্মানিত জাতীয় সংসদ সদস্যগণের জন্য)  
(For Honorable Member of the Parliament)

নাম : -----

Name

আসন : ----- জেলা : -----

Seat

District

প্রশ্ন : -----

Questions

০১. ইউনিয়ন পরিষদ একটি স্থানীয় সরকার প্রতিষ্ঠান হিসেবে স্বাধীনভাবে কাজ করার ক্ষেত্রে কি কি সমস্যা আছে বলে আপনি মনে করেন ?
01. Which problems, accounting to you, does UP face to act as an independent local government institution body?
০২. ইউনিয়ন পরিষদকে সরকারের সেবা সরবরাহের কেন্দ্র হিসেবে ব্যবহার করা হলে প্রকৃত লোকজন সেবা বা সামগ্রী নিশ্চিতভাবে পেতে পারেন কিভাবে ?
02. How can the real people surely get service on materials if UP is used as the center of government's service provider?
০৩. ইউনিয়ন পরিষদ যদি গ্রাম উন্নয়নের জন্য সার্বিক পরিকল্পনা গ্রহণ ও বাস্তবায়ন করেন এবং সরকারের বিভিন্ন বিভাগ সহযোগিতার ভূমিকা পালন করে তাহলে কেমন ফলাফল পাওয়া যেতে পারে?
03. What type of feedback can be received if UP undertakes overall planning and implementation for rural development and gets cooperation from different departments of the government?
০৪. ইউনিয়ন পরিষদকে অধিক ক্ষমতা প্রদান করা হলে দেশের আর্থ-সামাজিক অবস্থায় কি কি পরিবর্তন আসতে পারে ?
04. What socio-economic changes of the country can be achieved if UP is given more power?





**গভর্নেন্স ইন্ ইউনিয়ন পরিষদ : সমস্যা ও সম্ভাবনা**

**Governance in Union parishad: Problems and Prospects**

(একটি মাস্টার্স পর্যায়ের গবেষণা কার্যক্রম। সকল তথ্য একাডেমিক কাজে ব্যবহৃত হবে)

**Master's Research. All information will be used in academic purpose.**

**প্রশ্নমালা : ০৭**

**Questionnaire: 07**

(ইউনিয়ন পরিষদে কর্মরত কর্মচারীগণের জন্য)

(For the Personnel of the UP)

নাম : -----

Name

পদবী : -----

Designation

উপজেলা : -----

Upazilla

ইউনিয়ন -----

Union

জেলা : -----

Zilla

প্রশ্ন :

**Questions**

০১. ইউনিয়ন পরিষদে আপনার চাকুরীর মেয়াদ কত ?
01. What is the tenure of your job in UP?
০২. আপনার উপর অর্পিত কাজগুলো কি কি ?
02. What are your assigned works?
০৩. আপনি কয়টার সময় অফিসে আসেন এবং দৈনিক কতঘন্টা কাজ করেন?
03. When do you come to office ? How long do you work ?
০৪. আপনার মাসিক বেতন কত? নিয়মিত বেতন পান কি?
04. How much do you can per month / What is your salary per month ? Do you get your salary regularly ?
০৫. বেতন ছাড়া আর কি কি আর্থিক সুবিধাদি পেয়ে থাকেন?
05. Which financial benefits do you get except your salary ?
০৬. ইউনিয়ন পরিষদের চেয়ারম্যান ও মেম্বরগণ আপনার সাথে কেমন আচরণ করেন?
06. How do the chairman and the members of UP behave with you ?
০৭. ইউনিয়ন পরিষদে কাজ করতে গিয়ে আপনি কি কি অসুবিধার সম্মুখীন হয়েছেন?
07. Which problems have you faced while working in UP ?

10. How do the chairman and the members conduct with them?

১১. ইউনিয়ন পরিষদকে আরও ভাল করার জন্য কি কি কাজ করা দরকার?

11. Which tasks should be taken to make UP more effective?

-----

তথ্য সংগ্রহকারী

**Information collector .**

তারিখ: -----

**Date :**



