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**AN ANALYSIS OF VARIATION IN PERFORMANCE OF
UNION PARISHAD:
A CASE STUDY OF SIX UNION PARISHADS OF SIRAJGONG
DISTRICT**

BY

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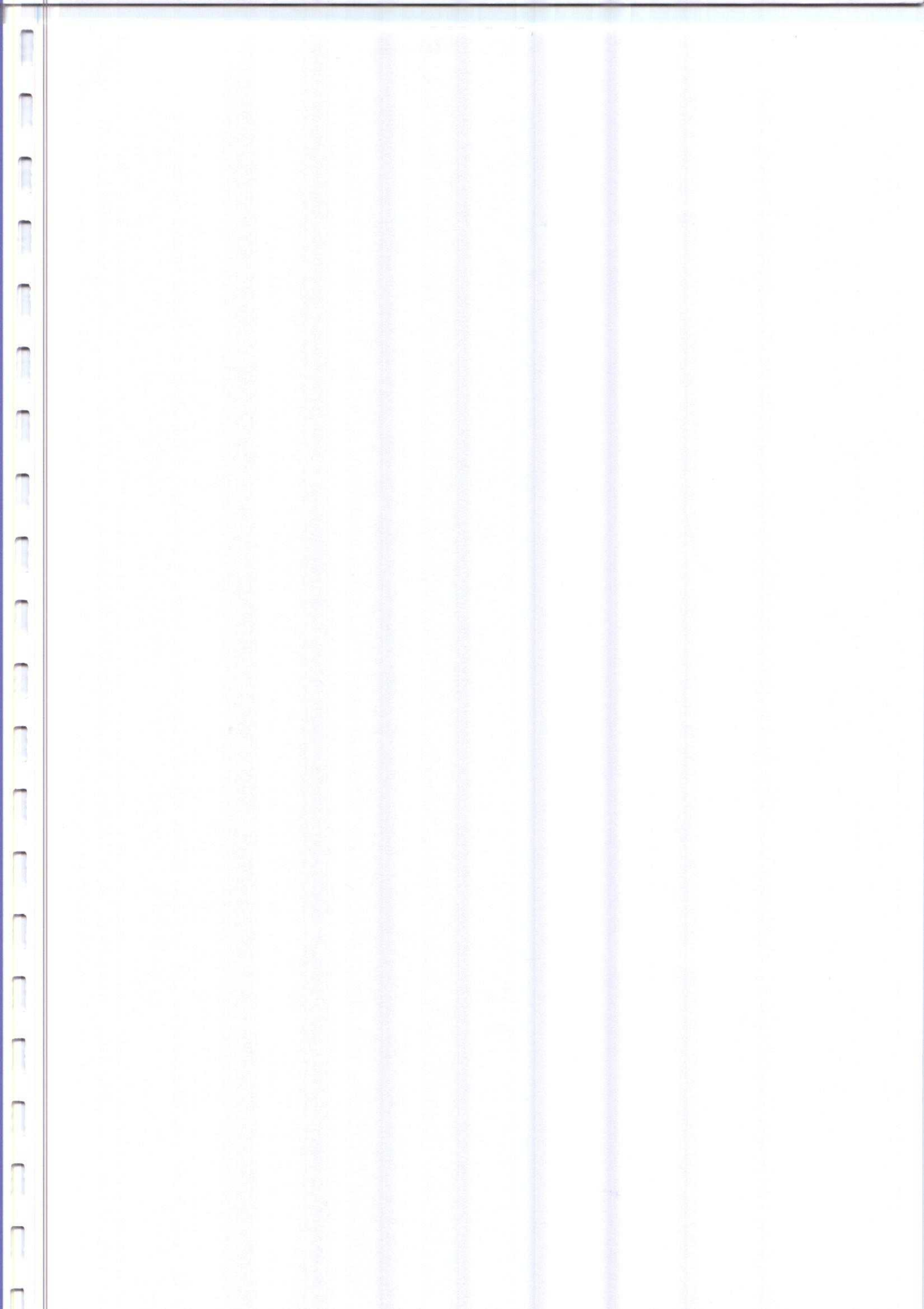
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ABSTRACT

Local government holds great promise for improving the public delivery services. A vibrant and viable local government system can ensure the sustainable development of a country. The Bengal Self-Local Government Act, 1885 provided the first framework with provisions for local government at union level. Although Bangladesh had a long history of local government, especially the union parishad, but a politically empowered and financially viable local government system is yet to emerge.

Performance of public delivery service by union parishad differs union to union. The study provides a synthesis and comparative analysis of causes of variation in performance of rural local governance and public delivery system. The study also addresses the potential of performance for good governance of union parishads as engines of pro-people development.

There are various arguments in favour of good performance of union parishad. Reviewing experience from international and Bangladeshi settings, three propositions have been formulated for investigation:

1. Educated and visionary elected representatives enhance the performance of their Union Parishad.
2. An active citizenry, whose participation in broad area of political life, such as campaigning, attending meetings of local government activities, lobbying with representatives, etc. are vital causes for good performance of a Union Parishad.

3. Civil society and social capital creates ' local collective action' and it is sufficient for strong mechanisms for promoting performance of Union Parishad.

The Local Government (Union Parishad) Ordinance, 1983 describes 10 compulsory and 38 optional functions of UPs, but without backing of resource and authority all the functions can not be performed.

The research has examined the hypothesis and finds that first two are correct for enhancing the performance of Union Parishad. The concept of Civil Society is not institutionalized yet in Bangladesh. The key actors of Civil Society are NGOs and they are mainly engaged in micro-credit programmes. In my study area NGOs involvement in UP activities are very limited and not creating awareness among their beneficiaries about local government. This research will partially fill a gap in the literature of Union Parishad governance and performance. The research tries to identify various causes of performance variation and that helps to formulate future policy regarding local government.

CHAPTER ONE

INTRODUCTION

1.1. Research Problems Statement

Local government holds great promise for improving the public delivery services. Local government institutions can create political leadership, ensure people's participation, develop accountability in administration, and plan and implement citizen centric development programmes. A vibrant and viable local government system can ensure the sustainable development of a country. Article 9 of the Constitution of Bangladesh states, " The State shall encourage local government institutions composed of representatives of the areas concerned and in such institutions special representation shall be given, as far as possible, to peasants, workers and women."

The local government institute established at the union level in Bangladesh is the oldest and has a rich tradition. In the course of its long history of evolution both its nomenclature and functions have undergone changes at various times. The evolution of local government system in Bangladesh is in many ways similar to that of India and Pakistan. The only representative local government institution that has had a continuous existence since 1880s is the Union Parishad. Although Bangladesh had a long history of local government, especially Union Parishad, but a politically empowered and financially viable local government system is yet to emerge.

Union Parishad had limited resources, little revenue raising authority, and almost no influence on how the government uses its resources in their areas.

The Union Parishads are operating under highly centralized policy environment. Although the UPs have substantial implementation responsibilities for development activities they have only limited financial powers. In relation to revenue collection the UPs have little understanding of how to capitalize on the tax potential of their areas. The UP institutions are also weak in terms of staffing numbers and managerial capabilities.

Performance of public delivery service by UPs differs from union to union. The research focuses on the performance of some Union Parishads in Sirajgong district where a local government strengthening project, SLGDP has been working since 2000. All Union Parishads of Sirajgong district enjoy same administrative, logistic, advisory and financial support from the project, but some Union Parishads perform better than others. The study will provide a synthesis and comparative analysis of causes of variation in performance of rural local governance and delivery of public services.

1.2. Research Goals

The present study will address the problems of effective functioning of Union Parishad in Bangladesh. The Union Parishad is about 135 years old institution and grass root tier of the local government in Bangladesh. The existing local government system in Bangladesh has much criticism in proper functioning. But, despite all criticisms and failures Union Parishad is the only representative-democratic_political, administrative and social organisation that people find within their reach and vision. The research will explore the potential of performance for good governance of UPs as engines of pro-people development.

1.3. Contribution of the Research

The Government of Bangladesh and donors had taken initiatives for strengthening local government in Bangladesh. But the results of these initiatives are not at desired level. These local government-strengthening programmes are based on macro level problems analysis and do not look at the internal strength and weaknesses of good and bad local government institutions. The present research find out the internal strength and weaknesses of UPs and it could help the policy makers to better understanding about the causes of performance variations for effective policy formulation.

1.4. Organization of the Report

The research report is organised into eight chapters. The first chapter deals conceptual framework of research problem. Chapter two provides a description of the methodology followed in collecting field level data for empirical analysis. Chapter three reviews the local government system in Bangladesh. Chapter four concentrates on overview of Sirajgong Local Governance Development Project. Chapter five provides a framework for the study by concentrating on the current theoretical debate on effective functioning of UPs.

The remaining chapters of the report concentrate on empirical findings from the six unions studied. Chapters six assess the empirical findings on UPs activities and performance. Chapter seven relates the empirical findings and theoretical debates. Finally, Chapter eight summarizes the main findings of the study and points out their implications for greater attention to strengthening local government.

CHAPTER TWO

THE STUDY AND ITS METHODS

2.1. Objectives of the Research

The present study examines the perception of different stakeholders about Union Parishad and analyzes the causes of variation in performance of different Union Parishads. More specifically, the objectives of the study are-

- 1) To study and analyse the perception of different stakeholders about Union Parishad and its impact on performance;
- 2) To study and analyse the positive and negative aspects of a union and its impact on performance;
- 3) To study and analyse how different stakeholders support the Union Parishads and act as catalyst for better performance;
- 4) To study and analyse the factors of good or bad performance of a Union Parishad; and
- 5) To relate the findings of the study of variation on performance of Union Parishads with the theoretical propositions.

2.2. Proposition to be tested

The central argument of the study is that the only representative local government institution that has had a continuous existence since 1880s is the Union Parishad, contributed to provide rural public service delivery, promote rural development and grass-root participation in the government. The performances of public service delivery differ from union to union though

they are under the same administrative and legal framework. It further argues that lack of accountability to the people, poor managerial performance, lower capacity or reluctance to raising taxes, misuse of scarce resources, non-cooperation with the community promotes Union Parishads to bad performance.

The ideas, evidences and hypotheses developed in this research principally concerned with understanding the causes of performance variations in different Union Parishad. Reviewing experience from international and Bangladeshi settings, the following propositions have been formulated for investigation.

Proposition I: *"Educated and visionary elected representatives enhance the performance of their Union Parishad".*

The prerequisite qualifications for the representatives of the local government are stated in law, but no educational qualification is needed to be an elected representative (Siddiqui, 2005). The elected representatives of Union Parishad is the leader of the locality and they should qualitatively better than the rest of the community. As the administrators of local government, they should have acceptable knowledge in administration. The representative should have minimum academic qualification to understand the responsibility of local government and the nature of social and economic problems of the locality (Siddiqui, 2005). Local government representatives are continuously solving the local problems and lead the local people for social and economic development. The educated local government representatives should have ability to comprehend all rules and regulations governing local government bodies. The visionary attitude is necessary for better public service delivery.

The educated and visionary elected representative can make difference their UP from others.

Proposition II: *"An active citizenry, whose participation in broad area of political life, such as campaigning, attending meeting of local government activities, lobbying with representatives, etc. are vital cause for good performance of a Union Parishad."*

Union Parishad is the grass root organization and deals with local problems. The problem faced by local people can easily identify and they also give the easiest and sustainable solutions. Participation is a process through which stakeholders' influence and share control over priority setting, policymaking, resource allocations, and access to public goods and services. Active citizenry, who are involved in UPs activities at all levels ensure accountability in administration that enhances better performance.

Proposition III: *"Civil society and social capital that creates ' local collective action' and it is sufficient for strong mechanisms to promoting performance of Union Parishad."*

Civil Society refers to the totality of voluntary civic and social organizations and institutions that form the basis of a functioning society as opposed to the forced back structure of a state. Civil Society is such organization, which is formed by non-government people and situated above family and below state. Civil Society is a keystone of democratic governance so that it can act as a galvanizing force for positive social change. Civil Society and its organizations represent different voices, perspectives and values in a pluralistic society. Civil Society can provide checks and balances on

governmental power, monitor social abuses, which offer opportunities for people to develop their capacities.

Social Capital is defined as the value that is created through the application of social networks during non-organizational time. According to Robert Putnam (1993), "Social capital is a key component to building and maintaining democracy". Francis Fukuyama (1999) describes Social Capital as the existence of a certain set of informal values or norms shared among members of a group that permit cooperation among them. Social capital is the key component to building and maintaining democracy. If market and state efficiently work then social capital may be strong.

In Bangladesh, UPs governance may be positively influenced by activities of Civil Society and Social Capital of the locality.

2.3. Research Methodology

In the time of literature review on local government and causes of its performance variation provided the theoretical-conceptual basis for the research. This conceptual basis helps to form the propositions and the nature of study that required for the research. Due to the emphasis on decentralization in the development debate a number of national and international scholar's research on local government and their writings are used as secondary sources. Secondary data sources are mainly written on local government experiences of different countries, its importance of development processes, but a very few on performance assessment. This is because the assessment of causes of variation in performance among various Union Parishads is impossible without detailed information derived from a systematic empirical investigation.

2.4. Basis of Selection of Union Parishads

The most important task of a research is to select the study area. The present study concern with causes of variation in performance between *good* and *bad* performed UPs. But the question is that, what are the measures of good or bad UPs? This study used information from two sources for selecting good and bad performed UPs.

- I. SLGDP Performance Assessment;
- II. Local Government Division Performance Assessment.

SLGDP Performance Assessment- The Sirajgong Local Governance Development Fund Project assess the performance of all UPs of Sirajgong district in every year for entering or continuing to getting financial support from the project. The local people in an open meeting do the performance assessment. A number of indicators used for the assessment (Annex-A & B). In this participatory assessment people marked their UP according to their perception.

Local Government Division Performance Assessment- The Local Government Division start to assess the performance of UPs in 2003-2004 giving incentive allocation to the best performed UP of every upazila. This performance assessment form is almost similar to SLGDP assessment form (Annex C & D) . But difference is that present assessment is done by the concern UNO. In the present study both performance results used for selection of study UPs. Use of both performance results gives more accuracy to select good and bad performed UPs.

2.5. Selection of Upazila and Union Parishads for Investigation

There are nine upazilas and eighty unions in Sirajgong district. Under the SLGDP some unions are doing better though all unions are getting same support from the project. Although Sirajgong is commonly perceived as relatively homogenous in term of socio-economic condition, but there are some significant regional variations. To cover the regional variation two upazilas were selected. These two upazilas were Ullpara and Shajadpur.

For the present study six unions of two different upazilas were selected, three of them are good performed and remaining three are bad performed unions. Purnimagati, Bangala and Garadah unions were selected as good performed UPs. *Purnimagati* union is identified as one of the best performed UPs in Sirajgong district. Due to its long tradition as good UP, Purnimagati was selected as study area. *Bangala* union is considering as one of the good performed UPs by recent performance assessment by SLGDP and LGD. Bangala union is geographically in disadvantage position and affected by flood every year. To understand the hidden causes of recent good performance Bangala union is selected for the study. *Garadah* union Chairman selected as the best UP Chairman in Sirajgong district and performance assessment by SLGDP and LGD ranked first within the upazila, for this reason Garadah union is selected for the study.

Panchocroshi, Bara Pangashi and Kaiguri union were identified as bad performed UPs for the study. *Panchocroshi* is very close to upazila headquarters and good road communication network. People are relatively educated, the Chairman is highly educated but did not perform well, and for that reason this UP was selected as study area. *Bara Pangashi* union is in the same geographical and socio-economic situation as Bangala union but not

properly functioning in UP governance. *Kaiguri* union is river erosion and frequent flood prone area and is not properly functioning in both performance assessments and for this reason the union has been selected as the study area.

2.6. Identification of Respondents

From each of these six unions two different categories of respondents were identified for research. The table 1.1 shows the type and number of respondents who provided most of the information used in the study.

Table 1.1. : Type and Number of Respondents

Type of Respondents	UP-1	UP-2	UP-3	UP-4	UP-5	UP-6	Total
Elected UP representative	07	06	07	06	08	06	40
Local people	10	12	09	10	11	09	61
NGO Workers							28
Government Officers in Upazila							22
Total							151

Another categories of respondents were government officials at upazila level, particularly those who are involved in the planning and implementing various programmes at union level and NGO workers of the study area.

2.7. Methods of Data Collection

Data were collected over a period of only one month from 30th July to 30th August 2006. Due to the past posting in one of research upazila as the UNO, the areas were familiar to the researcher. The first tool used to collect data

was the conventional questionnaire survey (Annex E, F, G & H). The questionnaire survey were carried out mainly to elicit the opinion of elected UP representatives, local people, local NGO workers and government officials on a variety of issues relating to UP performance. An informal discussion with different categories of respondents also done during data collection and it was extremely helpful in gathering important information.

In field surveys there is an obvious danger of being complacent with information supplied by an individual respondent who might exaggerate the situation. In order to overcome these limitations and to ensure objectivity as far as possible, systematic attempts were made to triangulate significant and critical responses with local knowledgeable persons and persons with local reputations for their honesty and integrity. The pure academic objective of the research was explained to each of the respondents to minimise biases. Respondents were chosen from the people belonging to different socio-political platforms.

2.8. Problems and Limitations of the Study

Despite all precautions, the study suffers from a few limitations. These are-

Firstly, the study suffers from time constraints for field survey.

Secondly, data and information for the study were collected from six unions, which may not represent the actual scenario.

Thirdly, the small size of samples has some limitations in generalising the findings of the study, although there is no reason to believe that they are not representative.

Fourthly, poor record keeping at the union level; it was very difficult to collect some background data.

CHAPTER THREE

LITERATURE REVIEW (A): LOCAL GOVERNMENT SYSTEM IN BANGLADESH

3.1. Socio-economic Situation of Rural Bangladesh

Bangladesh is a country of paradoxes. It is a homogeneous nation with a rich culture, yet it remains one of the poorest nations of the world. The country is located in a region ravaged by natural disasters, frequent floods, cyclones, tornadoes and droughts. The country is very close to achieving self-sufficiency in food and has succeeded in steadily improving per capita income and most of the basic welfare. Since 1975 life expectancy has risen 12 years, child mortality has fallen by 30 per cent, fertility has halved, primary school enrollment has doubled to over 90 per cent and now there are almost as many girls going to school as boys (World Bank, 2002).

Agriculture is single most important sector in the economy and providing livelihood for 74 per cent of population. The country is trying to diversify its economy with industrial development. The country has a multiparty democracy with 3-tier system of local government with elected representation at Union Parishad levels. Administration is highly centralized; deconcentrated line departments at local level have upward accountability. Political meddling and patronage for MPs operating at local level is a major constrain of strengthening local government.

3.2. Constitutional and legal basis of Local Government

The 1972 Constitution of Bangladesh provides the legal basis of local government system. Article 59 & 60 of the Constitution of Bangladesh has an outline of a local government system with elected representatives facilitating effective participation of the people for each unit of administration. Article 59 of the Constitution states about the local government system. According to the article 59-

Local Government in every administrative unit of the republic shall be entrusted to bodies composed of persons elected in accordance with the law.

Everybody such as is referred to in clause (i) shall, subject to this Constitution and any other law, perform within the appropriate administrative unit, such functions as shall be prescribed by Acts of Parliament, which may include functions relating to:

- a. administration and the work of public offices;*
- b. the maintenance of public order;*
- c. the preparation and implementation of plans relating to public services and economic development.*

Article 60 of the Constitution states:

"For the purpose of giving full effect to the provision of Article 59, Parliament shall by law confer powers on the local government bodies referred to in that Article, including power to impose taxes for local purposes, to prepare their budgets and to maintain funds".

However, under the Fourth Amendment of the Constitution in 1975, this provision about local government was abolished. In Chapter II of the

Constitution, corrected up to 28 February 1979, there is only one sentence on local government, in clause 9:

" The state shall encourage local government bodies composed of representatives from relevant areas and in these bodies, there shall be as far as possible, special representation of peasants, workers and women."

Under the Twelfth Amendment of the Constitution in 1991, has been stated:

" Local Government in every administrative unit of the republic shall be entrusted to bodies composed of persons elected in accordance with the law. Every local body shall perform within the appropriate administrative unit such functions as shall be prescribed by Acts of Parliament, which may include functions relating to:

- a. administration and the work of public officers;*
- b. the maintenance of public order; and*
- c. the preparation and implementation of plans relating to public services and economic development."*

The 12th Amendment has restored the original 1972 Constitution on local government (Siddiqui, 2005).

Legal basis of Union Parishads is given below-

1. The Village Chowkidary Act, 1870
2. The Bengal Local Self- Government Act, 1885
3. The Bengal Village Self-Government Act, 1919
4. The Basic Democracies Order, 1959
5. The President's Order No. 7. 1972
6. The President's Order No. 22. 1973
7. The Local Government Ordinance, 1976
8. The Local Government (Union Parishads) Ordinance, 1983

9. The Local Government (Union Parishads)(Amendment) Act, 1993

10. The Local Government (Union Parishads)(2nd Amendment) Act, 1997

3.3. The Union Parishad: A Grassroot Organization

Union is the lowest tier of local government in Bangladesh, currently covering an average population of 25,000 and area of 20 sq km. This union level local government body has undergone many changes in nomenclature and functions in the course of time and it is currently called union parishad (Rahman and Islam, 2002). Union parishad have had a continuous existence since 1870, when the British rulers constituted this rural local government body under the Village Chaukidary Act. The district magistrate appointed this local body and functions was to maintain law and order of the locality with the help of chaukidars. In 1885, the Bengal Local Self-Government Act introduced three tiers of local government bodies. The lowest tier the Union Committee was assigned to management of primary schools, roads, tanks, drains, sanitation, and registration of birth and deaths. In 1919, the Bengal Village Self-Government Act amalgamated the Chaukidari Panchayets with the Union Committee to form the Union Boards. The Act empowered the Union Boards with the following functions- *Law and Order functions*- it was a statutory responsibility of the board.

1. *Public services*- construction and maintenance of village roads, bridges, culverts, supply tube-wells, provide conservancy, drainage and provide and maintain schools and libraries.
2. *Regulatory Functions*- registration of birth and deaths, controlling construction of buildings, checking public nuisance and transmission of information to the District Magistrate.
3. *Judicial Functions*- the Union Boards were authorized to adjudicate disputes and try some petty cases.

4. *Other Functions*- the Union Boards also performed miscellaneous functions assigned by the District Boards.

Union parishad became fully elected bodies in 1962. Having some limitations, union parishad have been the focal point in the local government system except for a period in the 1980s when thana became the focal point. Two important policies changed in the 1990s, namely,

- A streamlining of the representational base of the parishad by demarcating a union into nine wards instead of the previous three and having a member from each ward;
- A strengthening of female representation within the parishads by the 1997 provision for election to three reserved female seats.

Though over a hundred years old, local government in Bangladesh has been more an area of policy experimentation than one of stable institutional development (Rahman and Islam, 2002).

3.4. Functions of Union Parishads

At the grass root level Union Parishad are broadly responsible for economic, social and community development activities. The local Government (Union Parishad) Ordinance, 1983 describes 10 compulsory and 38 optional functions for UPs. The compulsory functions are-

- (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, 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 destitute; and

(k) Conducting census of all kinds.

The 38 optional functions that can be performed in accordance to resource availability and government instructions. These are-

(1) Provision and maintenance of public ways and public streets.

(2) Provision and maintenance of public places, public open spaces, public gardens and public play-grounds.

(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 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 erection and re-erection of buildings in the union.
- (15) Regulation of dangerous buildings and structures.
- (16) Provision and maintenance of wells, 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, hail-storm, 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.

3.5. Functions Actually Performed

Laws have assigned a large number of functions to the UPs, but in practice all the functions are not performed. Usually the UPs are confined to the following functions (Siddiqui, 2005)-

- Assessing and collecting taxes;
- Maintaining law and order through the village police;
- Maintaining birth and death registers;
- Constructing and maintaining roads, bridges, culverts etc.;
- Constructing and maintaining ponds;
- Maintaining fairs and bazaars;
- Excavating and re-excavating derelict ponds for pisciculture;
- Issuing various kinds of certificates and licenses;
- Providing road lighting;
- Planting trees;
- Settling local petty disputes;
- Promoting cottage industries;
- Maintaining UP information and records;
- Motivating people to adopt family planning methods;

- Celebrating national days.

3.6. Formation of a Union Parishad

The local Government (Union Parishads) (2nd Amendment) Act, 1997 is concerned with the elected membership of the UPs. According to the new amended legislation the UP comprises-

- o The chairman is directly elected from the whole union.
- o Nine members, one elected directly from each of the nine wards of the Union- previously there were three members from each of three larger wards.
- o Three women members, one directly elected from per group of three wards in the union by both male and female voters.

The elected member of the ward chairs the *Gram Sharker*, providing a direct linkage between the UP and the grass roots representative bodies.

3.7. Sources of Finance

Union Parishads have the power to raise revenue from the following local sources:

- Annual tax on the value of homesteads, known as the Union rate or household tax.
- Taxes on professions, trades and callings.
- Taxes on cinemas, dramatic and theatrical shows and other entertainments and amusements.
- Fees for licenses and permits granted by the UP.
- Lease money from specific markets, *ghats* and ferries within the union boundaries as determined by the government.
- Lease money from specific *jalmahals* within the union boundaries.

- Revenue from immovable property transfers tax.

The government provides a regular annual allocation of development funds through the ADP block grant. The UP also receives an annual revenue budget allocation from the government to contribute to the honoraria of Chairman and members and to the salaries of the Secretary, Chowkidar and Dafadars.

3.8. Implementation of Development Activities

The UPs have substantial implementation responsibilities for development activities and they have only limited contracting powers. UPs can administer earthworks, tree plantation and food-aided schemes, and projects financed from their own funds. However, under the Block Grant for union UP can only administer up to nine schemes not exceeding Tk. 50,000 for each project. UP administered schemes are implemented through Project Implementation Committee (PIC).

3.9. Critical Issues of UP Governance

Bangladesh has a long history in decentralization and well-defined Act on it, but the local bodies are not functioning properly. To prepare recommendation for better-decentralized local government the following issues should keep in mind-

- The power and functions of the local government bodies are defined in the parent law or rules framed there under. The government exercises control over local bodies through its officials by conducting periodic and occasional inspection.

- Laws, rules and regulations under which local government system operates are often not clear or precise.
- There is little or no control over the employees work in local government. The officials on deputation are recruited and controlled by the central government.
- The central government generally prescribes the number of officials and employees that a local government can engage, sanctions new posts, decides the manner in which the posts are to be filled, prescribes required qualifications and service conditions.
- Theoretically, local governments have an impressive list of functions. But in practice, most of these functions have been taken over by various government agencies.
- Local government has a weak resource base and it heavily depends on grants from the central government.
- Rural elites still largely control over local government. Clientelism and patronage still play crucial roles in the resource distribution process.
- Collaboration and interaction among local government units are far from satisfactory.
- Local Member of Parliament (MP) becomes the advisor of upazila parishad. His role has been made somewhat stronger than advisory. It becomes an infringement of the fundamental concept and principle of local government (PARC, 2000).

CHAPTER FOUR

LITERATURE REVIEW (B): ANALYSIS OF THE SIRAJGONG LOCAL GOVERNANCE DEVELOPMENT PROJECT.

4.1. Socio-economic Conditions of Sirajgong District

Sirajgong is a large district located on the right bank of the river Jamuna. The district is divided into nine upazilas and three major urban areas are Sirajgong town, Shahjadpur and Ullapara. There are significant geographic and economic variations within the district. Four upazilas-Kazipur, Sirajgong Sadar, Belkuchi and Shahjadpur border onto the Jamuna river. Chauhali upazila is predominantly on vulnerable char land in the middle of the Jamuna River. The low-lying Chalan Beel in the western part of Tarash upazila is submerged annually during the monsoon season. The inland areas of the district, primarily in Raigong, Tarash, Kamarkhand, Ullapara and Shahjadpur upazilas are irrigated and agriculturally productive and dairy production being prominent in the south. There are extensive hand-loom weaving cottage industries in the south-east of the District.

4.2. The Project: An overview

The Sirajgong Local Governance Development Project is an innovative effort towards poverty reduction through encouraging local governance initiatives. Started in 2000, cofunded by UNCDF, UNDP and the Government of Bangladesh the project aims to increase democratic and participatory decentralization by empowering local government's stakeholders to

effectively deliver and access public services. The project implemented in Sirajgong district and combines the following components-

1. The provision of funds directly to the Union Padishad level on an annual block grant basis. These funds are controlled and managed by the unions;
2. The promotion of participatory planning processes at ward level as part of wider improvement in accountability and governance;
3. The provision of support and incentives for the Union Parishads to improve their performance and accountability;
4. Support for the formulation, selection and implementation of local community schemes; and
5. Analysis, documentation and dissemination of lessons learned to key actors at Upazila, National and Donor level (UNCDF, 2003).

The immediate objectives of this project are:

- Increase Union Parishad's ability to do in an effective, sustainable and participatory manner.
- Restore people's confidence in local government by encouraging stakeholders' participation, especially women and also by increasing the capacity of the local government to operate with transparency and accountability.
- Derive policy lessons for participatory development initiatives at local government level (UNDP).

4.3. Financing, Planning and Budgeting for ISD

The government ADP allocation is based upon criteria with 40% wastage for population, 30% land area and 30% for backwardness. But in practice the

allocation of funds between the UPs can be subject to manipulation by the MP through Upazila Development Co-ordination Committee. The SLGDP has introduced a performance grant component whereby eligibility for grant funding during second and subsequent years of the project depended on passing a participatory performance appraisal. In addition, those UPs judged to be well performing are also eligible for a further 15% bonus grant.

The promotion of participatory planning processes is a central dimension of the SLGDP, both as a means of improving the efficiency and effectiveness of service delivery as well as serving a wider objective of strengthening civil society and democratic processes. Open budgeting is a necessary condition for participate the project.

4.4. Establishing Community Structure

Various committees had established under SLGDP for wider participation of local people in UP activities. The composition and responsibilities are shown in the table below.

Table-2: Community Structure under SLGDP

	Union Development Committee	Ward Development Committee	Scheme Supervision Committee
Composition	20 persons 13 UP chair & members, 1 school headmaster, 1 block supervisor, 2 women representatives of NGOs, 1 co-operative member, 1 family health worker	7 persons UP member, UP female member, 2 respectable persons, 1 primary school teacher, 1 NGO group member, 1 female member of VDP/ social worker	7 persons 3 male beneficiaries 2 female, beneficiaries, 2 respectable persons
Responsibilities	Overall management of the SLGDP process, Final scheme selection, Support for the UP.	Participatory planning, Financial management of scheme implementation, Scheme monitoring	Supervision of scheme implementation, Informing local people of progress.
Comments	Representatives selected by the organizations they represent.		A temporary committee formed for the duration of scheme implementation.

Source: Local Governance and Service Delivery to Poor -Bangladesh Case Study, p.18 (2006)

4.5. Accountability and Monitoring

The participatory planning processes and open budgeting enhance the accountability of participating UPs. Local beneficiaries supervise the implemented projects. The most important mechanism for accountability and monitoring is performance review. The SLGDP introduced an annual performance review process that operates in the manner of a public report card. The review held at a public meeting and facilitated by the UPC. The public are asked to assess the effectiveness of the UP through marking its performance against a range of criteria. Categories for assessment includes:

- The opening and operation of UP office;
- Tax collection status;
- Finance and accounts;
- SLGDP scheme implementation; and
- Additional competencies, including the participation of women members, a public budget preparation process and the operation of village court etc.

4.6. Participatory Process Under SLGDP

The participatory planning process is undertaken at ward level. The UPC and UFT facilitate the whole process. The ward level participatory planning process that follows is usually a two days event, generally involving 200 people. Participatory planning activities include: mapping, problem identification, prioritization of problems, scheme identification, scheme prioritization and short listing.

4.7. Project Outcome

The SLGDP had already passed six years. The whole Sirajgong district is the project area though some UPs still beyond the project financing. These UPs could not fulfill the condition to entering the project. The SLGDP had some positive impacts on UP governance. These are -

- Increase peoples participation in the UP activities;
- Increase the office management;
- Increase the tax collection; and
- Increase the efficiency of UP personnel through training.

4.8. Weaknesses of the Project

The SLGDP project had a number of key weaknesses. These are as follows-

- o Low participation of women and the poor;
- o No impacts rural poverty;
- o No impact on the performance of most of the UPs;
- o The project could not involve the line department officials in project activities;

CHAPTER FIVE

LITERATURE REVIEW (C): LOCAL GOVERNMENTS AND THE CONCEPTUAL DEBATES ON ITS FUNCTIONS AND PERFORMANCE

5.1. Concept of Local Government

Local Government or local self-government is essentially a form of decentralization. In an authoritarian form of polity, the local government is necessarily a form of deconcentration, arising out of an administrative necessity. On the other hand, in the democratic pattern, it assumes the form of decentralization, a politico-administrative mechanism. Local government is an ancient institution with a new emerging concept. It embodies the individuality of man's group activities, reflecting the spirit of liberty. It is an integral part of body politic of a country recognised or created under law for the management of local affairs of a human settlement with geographical boundaries.

Conceptually, it is multi-dimensional. In political terms, it concerns with the governance of a specific local area constituting a political subdivision of a state. Moreover, it is an administrative concept of a level of government with its local elected representatives involved in making, unmaking, and re-making administrative decisions in the council and its committees, on the civic services to the local people, and more recently, on nation-building activities (Hye, 1985).

Rondinelli and Cheema, the most prolific writers on decentralization, use the term to mean...*the transfer of planning, decision making, or administrative authority from the central government to its field organizations, local administrative units, semi-autonomous and parastatal organizations, local governments or non-governmental organizations* (Siddiquee, 1997). Duane Lockard defines local government as a public organization authorized to decide and administer a range of public policies within a relatively small territory, which is a subdivision of a regional or national government. Generally, Local Government had its own territorial jurisdiction but not confined within specific functions. From the discussion of its scholars local government attributes following characteristics-

- It constitutes to administer in specific geographic area;
- It is established under the law of the country;
- It is empowered to impose and raise tax within jurisdiction;
- Local people elect local government bodies;
- Its local elected representatives are involved in making, unmaking, and re-making administrative decisions;
- It acts independently from central control; and
- It enhances participation of the local community in decision-making.

5.2. Rationale of Local Government

Various advocates of decentralization argues for local government as facilitator of development. The prolific writer on local government in Bangladesh Dr. Kamal Siddique identifies the following benefits from the views of its advocates (Siddiqui, 2005)-

- Ensures better results in development programmes and projects
- Increases people's participation

- ❑ Ensures efficient delivery of services
- ❑ Helps to mobilise local resources
- ❑ Endangers lower-level democracy
- ❑ Enhances coordination
- ❑ Promotes equity
- ❑ Increases the flow of information from bottom up
- ❑ Enhances the responsiveness of the central government to citizen demands and interest;
- ❑ Maintains political stability; and
- ❑ Provides education and training in political leadership.

5.3. Factors Affecting for Effective Local Government

For effective local government reform following factors should be taken into account (Rondinelli, Nellis and Cheema, 1984):

- The degree to which central political leaders and bureaucracies support decentralization and the organizations to which responsibilities are transferred;
- The degree to which the dominant behaviour, attitudes, and culture are conducive to decentralized decision making and administration;
- The degree to which policies and programmes are appropriately designed and organized to promote decentralized decision making and management; and
- The degree to which adequate financial, human, and physical resources are made available to the organization to which responsibilities are transferred.

Crook and Manor (1998) argue that effective decentralisation dependent on the existence of three necessary conditions:

- Elected bodies at local levels had adequate funds;
- They enjoyed substantive autonomy; and
- Lines of accountability existed between elected representatives and citizens, and between non-elected bureaucrats and elected representatives.

Graham (1995) reporting on an international workshop on Good Local Government lists five key indicators:

- *Participation*: The emphasis here is on broadening the space of civil society.
- *Transparency*: The presence of public discourse, which forges a symbiotic relationship between the authority and the public through information sharing.
- *Contestation*: It is essentially a discursive mechanism, which can lead to institutional innovation for community participation in governance.
- *Accountability*: Local government can be accountable by becoming 'citizen-friendly' and through the 'voice' of mobilized groups and associations.
- *Innovation*: Innovation in local government is particularly important because it provides scope for development when it is difficult to change things at national level. Local leaders can take upon themselves entrepreneurial roles for securing resources or offering more satisfactory services (Rahman and Islam, 2002).

The Department of Urban and Regional Planning at Massachusetts Institute of Technology (MIT) determine five factors for improving local governance and service delivery (Cheema, 2005)-

1. appropriate government policies and institutional structures;
2. partnerships among different actors at the local level;
3. leadership of the local actors;
4. local administrative capacity; and
5. adequate financial resources.

5.4. Challenges for Effective Local Government

There are many arguments in favour of local government system, but it did not give guarantee that local government always improves service delivery.

The potential risks of local government include:

- Inter-regional inequalities may increase;
- Capture of benefits by local elite groups;
- Possible misuse of authority in an environment of inadequate supervision;
- Revenue minimisation as a result of populist policy;
- Increased corruption;
- Weak administration and management systems.

5.5. Measures of Smooth Functioning of Local Government

Earnest Dale has formulated some objective criteria that can be very helpful in measuring the extent of decentralization (Morshed, 1997). These are as follows:

1. The greater the number of decisions made lower down the management hierarchy;
2. The more important the decision made lower down the management hierarchy;
3. The more function affected by decision.

Newman, Summer and Warren suggest seven questions that should be considered in determining the degree of decentralization (Morshed, 1997):

1. Who knows the facts on which the decision will be based or who can get them together most readily?
2. Who has the capacity to make sound decision?
3. Must speedy, on-the-spot decisions be made to meet local conditions?
4. How busy are the executives who might be assigned planning tasks?
5. Must the local activity be carefully co-ordinate with other activities?
6. How significant is the decision?
7. Will initiative and morale be significantly improved by decentralization?

It is very complex to measure the smooth functioning of decentralization, but in general we can summarise the criteria as follows-

- Citizen perception change about government/ administration:
- Bureaucratic response towards sectoral development activities at local level;
- Changes the efficiency of public delivery systems;

- Changes/ increase government responsiveness to the demands of citizen;
- Changes in socio-economic condition of the lowest section of the society;
- Changes equity and social justice of the society;
- Increase micro-economic stability of the country;
- Increase community participation in decision-making and implementation process of development programmes;
- Increase political stability of a country;
- Reconciliation the gap between different regions, ethnic groups and interest groups;
- Increase intra-sectoral co-ordination leading to utilization of other resources;
- Increase the co-ordination between government agencies, non government organizations, private sector and civil society for the betterment of the society;
- Attitude changes of the higher bureaucracy towards decentralized administration;
- More changes of government policies to accommodate future needs of decentralization process.

5.6. Major Constraints of UPs Functioning

The Union Parishads have a series of problems and issues in democratic functioning, and service delivery effectiveness. These can be categorized into external constraints and internal weaknesses.

External Constraints:

1. The UPs are functioning under an excessive degree of external regulation and control. The local government should be operate within the national regulations be subject to proper supervision by central government. This framework unnecessarily constrains the UPs from operating in a decentralized, democratic and autonomous manner to reflect the development needs and priorities of their constituents.
2. The UPs have a centrally defined staffing structure and do not appoint any of their staff themselves.
3. The power of the UPs are vested predominantly to the Chairman, who is authorised to exercise such powers by himself or through other persons aothorised by him, rather than full elected parishad.

Internal Weaknesses:

1. The UPs do not operate in a fully democratic manner.
2. There is little appreciation of participatory practices among the UPs, rather attitudes tend to be authoritarian.
3. There is lack of basic procedures for accountability in the operation of the UPs.
4. UPs are reluctant to raising taxes. They think that it is an unpopular activities and it will negatively impact on coming election.
5. There are little or no collaboration between UPs and the NGOs working in their area.

5.7. Educational Qualification of Local Government Representative and Its Impact

Education has been universally recognised as the key factor of human resource development. Responsive citizens are not only requirements for democracy. Far-sighted political leaders can create enlightened public opinion among citizens. Education has a crucial role to play in the making of a genuine political leader who can act as change agent for development of the society.

Education is not a prerequisite for any level of elected representatives in Bangladesh. All elected representatives are engaged in administrative matters. The elected representatives are local leader for socio-economic and political advancement. In Bangladesh, different studies on educational qualification done by Alam (1976), Solaman and Alam (1977), Saqui (1980) and Atiur Rahman (1981) have shown that comparatively educated persons were elected in local bodies. Educated local representatives are able to understand rules and regulations to manage local government than uneducated local leaders (Siddiqui, 2005)

5.8. People's Views on Local Governance and Service Delivery

Before starting the SLGDP project a survey on people's perception of local governance and service delivery held based on a sample of 1080 respondents. Almost all knew the identity of their ward member and the UP Chairman, and 48% had visited their UP Chairman in past year to make a request for assistance. Their perception of the major functions of the UP, in descending order of importance, are distribution of relief; development and repair of infrastructure; the village judicial system- known as salish; maintenance of

law and order; and other development work. The respondents felt that the UPs should play a greater role in the provision of credit to the poor and to the distribution of agriculture inputs.

Over 50% of the respondents believe that decisions in the Union Parishad are made through discussions among the UP members, but 15% think it is the UP Chairman who takes the decisions. Only 8% said that there was a process of consultation and information sharing with local people. Only 20% of respondents were satisfied with the level of services provided by the UPs.

In summary, it indicates that people are reasonable and knowledgeable about their UPs, they are dissatisfied with service delivery by the UPs, which they regard as non-participatory in their operation (UNDP, 1998).

5.9. Informal Governance: The Actors and Their Functions

In local governance different actors work together to mitigate local problems. Hossain Zillur Rahman and S. Aminul Islam (2002) identify different actors of local governance in Bangladesh and functions as follow-

<u>Actors</u>	<u>Functions performed</u>
• <i>Traditional elder</i>	Dispute resolution Law and order Protection from harassment
• <i>Local elite</i>	Disaster coping Dispute resolution Protection from harassment
• <i>Educated class</i>	Law and order

	Dispute resolution
	Protection from harassment
• <i>UP Chairman/members</i>	Dispute resolution
• <i>Political leaders/workers</i>	Protection from harassment
• <i>Youth/Clubs</i>	Law and order
	Disaster coping
	Social welfare
• <i>NGOs</i>	Development
	Environment
	Disaster coping
• <i>Social-type committee</i>	Social asset maintenance
• <i>Economic type committee</i>	Development
• <i>Government agencies</i>	Environment
	Disaster coping
• <i>Community actions</i>	Law and order
	Disaster coping

5.10. Civil Society and its Role in Local Government

Effective and responsive governments require strong and vibrant civil societies to keep them in check. Studies on local government suggest important links between civil society organizations and local accountability. Blair (2000) argues that civil society organisations fostered strong accountability in peripheral rural areas. An important assertion here is that accountability is strengthened when people outside the state organise to ensure that public officials are acting in accordance with formal and informal norms of performance. Civil society can encourage poor people to engage in collective action (White and Runge, 1995) or by transmitting information

about constitutional rights, potential allies and other political opportunities. Reflecting on the recent popularisation of civil society, social capital and dsecentralisation, Harriss (2001) has argued that the use of social capital and civil society as the basis for establishment of good governance and local collective action is significant for strong mechanisms of accountability (Johnson, 2003).

5.11. Bureaucratic Constraints in UPs Performance

The relationship between elected officials and their bureaucratic counterparts may be classified into the following broad categories (Siddiqui, 2005):

1. elected officials are in a clearly subordinate relationship vis- à -vis the bureaucrats;
2. activities of the elected officials run parallel to those of the bureaucrats, and lower level elected officials are supervised by higher-level elected officials; and
3. bureaucrats are subordinate to elected officials.

Bangladesh experienced in the first category. In Bangladesh, there are few government employees working at union level. According to government order this employees should attend in UP meetings, especially in committee meeting. But in practice this normally not happens. Their bureaucratic superiors also do not encourage them to attend those meetings. The interaction between UPs activities and government employees may be effective if the committees of UP operate properly and government employees expertise exercised in UPs functionaries.

CHAPTER SIX

THE EMPIRICAL FINDINGS ON UNION PARISHAD ACTIVITIES AND PERFORMANCE

6.1. Age and Educational Status of Respondents Elected Representatives

Educated and energetic elected representative had positive impact on local government effective functioning. The elected representatives those were selected as respondents for the research their age and educational status shows in table 3. and table 4.. The study shows that 44% of elected representatives of good performed UPs are more than 50 years old. Informal interviews with local knowledgeable persons argue that these representatives are experienced and had impact on UPs activities.

Table- 3: Age structure of studied good and bad performed union parishads

Age	Good Performed UPs	Bad Performed UPs
Below 30	-	-
31-40	28%	46%
41-50	28%	38%
51-60	22%	16%
61 and above	22%	-

Source: Field Survey, 2006.

Education levels and management capabilities of an institution is correlated. The bad performed UPs had 62% representatives with below SSC level degrees. Below SSC degree represents more than illiterate but less than SSC. Basically most of them had primary level education. Having this level of education it is very hard to perform effectively in the era of complex administrative situations. In good performed UPs, there are 71% representatives with minimum SSC level education and it enhance their understanding capacity of people's needs and increasing coordination among them.

Table - 4: Educational qualification of UP representatives

Educational level	Good Performed UPs	Bad Performed UPs
Illiterate	-	-
Below SSC	29%	63%
SSC	50%	14%
HSC	7%	15%
Degree	14%	-
Masters	-	8%

Source: Field Survey, 2006

A chairman of a studied bad performed UP had below SSC level education and in performance assessment that union ranked at the lowest position.

6.2. Perception about UP as LGI

Perception about any institution and its performance is closely related. Table-5 shows the perceptions about union parishads by elected representatives, local people and working governmental officers of the research areas. The empirical data shows that elected representatives and local people both think union parishad as the centre for development. The study shows that 53% elected representatives of bad performed UPs think that UP as an organisation at village level, not as the centre for development.

Table-5: Perceptions about UP as Local Government Institute

Perception	UP representatives		Local people		Govt. Officer
	Good UP	Bad UP	Good UP	Bad UP	
An institution for people	48%	43%	36%	47%	14%
Development center at grass root	52%	-	42%	6%	41%
Lowest tier of government	-	-	8%	-	24%
An organization at village level	-	53%	-	-	-
An institution to help the people	-	-	14%	27%	-
An institution for UP representatives	-	-	-	20%	-
An institution to link people & govt.	-	-	-	-	21%

Source: Field Survey, 2006

Perception is the driving force how the organisation will run by its managers. Good performed UP had that mindset which leads to work with the local

people and local people's perception is also the same to their elected leaders. The government officers give us an idea about union parishad. They think UP as the lowest tier of the government, works as a development centre and links the people with the government.

6.3. Major Activities performed by the UPs

The local Government (Union Parishad) Ordinance, 1983 describes 10 compulsory and 38 optional functions for UPs. But actually all these functions are not performed. All unions are not also delivering the functions in the same importance. Table-6 shows the major public delivery services provided by the union parishads. Infrastructure development, dispute resolution, relief distribution and health and sanitation activities get priority in good performed union parishads. On the other hand, relief distribution, infrastructure development and issuing certificates get importance to bad performed union parishads.

Table- 6: Major Activities performed by Union Parishads

Major Activities	UP representatives		Local people		Govt. Officer
	Good UP	Bad UP	Good UP	Bad UP	
Infrastructure development	25%	24%	30%	30%	25%
Judicial function	16%	5%	20%	13%	12%
Relief distribution	14%	31%	16%	31%	20%
Maintain law and order	16%	5%	4%	2%	9%
Birth and death register	7%	5%	-	-	15%
Provide certificates	4%	19%	4%	17%	4%
Health and sanitation.	11%	7%	18%	7%	15%
Education	7%	4%	8%	-	-

Source: Field Survey, 2006

Table-6 indicates shifting from traditional activities to need based activities by good performed union parishads. Infrastructure development and relief distribution become a routine work. They are involving more with improving health and sanitation conditions of the rural poor and facilitate to improve education of the locality. By both of these activities the union parishad creates an opportunity to come closer with their constituents and it positively impacts on efficiency and performance. These changing activities of union parishads work as a catalyst for human resource development.

6.4. Positive and Negative Aspects of the UPs and its impact on Performance

SWOT analysis is necessary for any performance assessment. To analyse the hidden cause of good and bad performance the study identifies some strengths and weaknesses of research areas. Table-7, Table-8 , Table-9 and Table-10 shows the positive and negative aspects of good and bad performed union parishads.

Table-7: Positive Aspects of Good Performed UPs

Positive Aspects	Representatives views	Peoples views
Good communication	20%	20%
Conscious people	24%	25%
Participatory attitude of people	17%	-
Educated people	16%	18%
Good law & order	10%	27%
Strong social justice system	13%	10%

Source: Field Survey, 2006

Table- 8: Negative Aspects of Good Performed UPs

Negative Aspects	Representatives views	Peoples views
Party wrangle	33%	24%
Polygamy and dowry	34%	24%
Drug addiction	33%	14%
Poverty	16%	-
Flood	-	19%
Bad communication	-	19%

Source: Field Survey, 2006

Strengths of good unions are conscious and educated people with participatory attitude. Strong social justice system and good law and order situations are key factor to development. Negative social aspects are also seen in rural Bangladesh. But these weaknesses can be overcome through combined efforts and positive attitude to the betterment of society.

Table- 9: Positive Aspects of Bad Performed UPs

Positive Aspects	Representatives views	Peoples views
Good communication	25%	57%
Good law & order	25%	14%
Develop Agriculture system	8%	-
Educated people	42%	29%

Source: Field Survey, 2006

Table- 10 : Negative Aspects of Bad Performed UPs

Negative Aspects	Representatives views	Peoples views
Party interference	-	18%
Less conscious people	20%	
Bad communication	16%	10%
Poverty	32%	24%
Bad law & order	-	15%
Flood and river erosion	32%	33%

Source: Field Survey, 2006

The strengths of the locality that recognized by elected representatives and local people of bad performed union parishads are good communication system, educated people and law and order. But major shortcoming is non-participating attitudes of the people. This non-participating attitude of the people may come from both ends. The people are unwilling to participate in UP activities due to their perception or the union parishads are failed to accommodate the people's support. The strengths of bad performed UPs have no significant influence on performance due to the absence of participating attitude of the people.

The influential negative aspects that lead to inefficiency of UPs are non-conscious people, poverty and disaster. People of these unions went to the UP office when relief activities are operating. Due to poverty and natural disaster people remain absent from UP activities and this attitude impact negatively on union parishad's performance.

6.5. Relationship between local people and the UP

Union parishads are people's institution and center for development at grass root level. Local people go to the union parishad office for different causes. Table-11 shows the empirical findings. The study finds out significant variations between good and bad performed union parishads in matters of visit to UP office. People of good UP come to the office for negotiate with representatives for development of their locality, attending meeting and obtaining information. which are totally absent in case of bad performed UPs. These activities strengthening interaction between elected representatives and their constituents.

The people of bad performed UP generally go to UP office for their personal purposes. Obtaining certificates, procure relief are the main causes to go to UP office. This is the receiving attitude by the people, not the contributing attitude. Contributing attitudes enhance performance of UPs.

Table- 11: Causes to visit Union Parishad Office

Causes of visit	Good Performed UPs	Bad Performed UPs
Collection of certificates	26%	45%
Relief	20%	31%
Dispute resolution	12%	21%
Demand for development	20%	-
To attend meeting	10%	-
For information	6%	-
To pay taxes	6%	3%

Source: Field Survey, 2006

6.6. How the local people take parts in UP activities

Whatever the people's participations increased the efficiency of public delivery services and people have some involvement in the UPs activities in studied areas. Table- 12 shows how the people support Union Parishad and table- 13 shows for further improvement of performance efficiency and how people can support the union parishads.

Table- 12: How people support Union Parishad

Way to support	Good Performed UPs	Bad Performed UPs
Participate in UP activities	37%	13%
Selection of dev. project	20%	4%
Paying taxes	27%	39%
Advise to UP	10%	44%
To attend meeting	6%	-

Source: Field Survey, 2006

People of good performing UPs actively engaged in UP functions through participation in activities, project selection and attending in UP meetings and 44% people of bad performed UPs support through advising. Consultation may be effective if it is ended in active participation.

Table-13: People's activities that further improve the UP performance

Activities	Good Performed UPs	Bad Performed UPs
More participation in UP activities	12%	32%
Support in dev. projects	49%	-
Paying more taxes	24%	26%
Advocacy by local elites	15%	-
Advice to the UPs	-	42%

Source: Field Survey, 2006

6.7. Relationship between NGOs and the UP

NGOs become important development partner in Bangladesh. In every sphere of life they have some impacts. NGOs are working at grass root level for socio-economic development and Union Parishads are grass root development organization of government. Table- 14 shows the causes of visit to UP office.

Table- 14: Causes to visit Union Parishad Office

Causes of visit	Good Performed UPs	Bad Performed UPs
Provide training	62%	75%
To assist some development projects	23%	17%
To attend meeting	15%	8%

Source: Field Survey, 2006

Training is an important cause to visit UP office. This training includes VGD beneficiaries training, sanitation training and village court management training. The different stakeholders think that NGOs support to UP is negligible in accordance with their strength.

6.8. How the NGOs Can Take Part in UP activities

Most of the NGOs working in Bangladesh are engaged in micro-credit programmes. Some advocacy NGOs is supporting local government to strengthen their capacity. The micro-credit programming NGOs have large number of beneficiaries, who are also constituents of union parishads. NGOs have training capability and they can use that for capacity building of UPs. NGOs can create awareness of their beneficiaries about local government responsibilities and their rights, when they give them micro-credit. Table-15

shows the empirical findings about further NGOs involvement for efficiency building of UPs.

Table- 15: How NGOs can support union parishad

Way to support	Good Performed UPs	Bad Performed UPs
Strengthening capacity of UPs through training	32%	34%
Creating peoples awareness	32%	17%
Relief activities	11%	42%
Health and sanitation	25%	7%

Source: Field Survey, 2006

6.9. Causes of Good or Bad performance

The central objective of the present study is to identify causes of variations of UP performance. Performance assessment of union parishad done by donor and the government shows that there are significant variations between the union parishads. The government and donors give emphasis on strengthening the union governance and try to reconcile the gap of performance. But goals remain unachievable. Recent experience working with the local government shows that there is some changes occur in transforming bad governance to good governance of UP activities. The above discussion on performance variation identified the inherent causes.

The empirical evidences of study areas shows in the Table-16 and Table- 17 what are the perception of elected representatives and local people about causes of performance.

Table- 16: Causes of Good Performance of UPs

Causes of Good Performance	Representative's views	People's views
People's awareness	22%	22%
People's participation in UP activities	26%	35%
Capability of UPs	24%	32%
Acceptability of UPs	9%	11%
Transparency & accountability	6%	-
Training	13%	-

Source: Field Survey, 2006

The causes of good performance of union parishads identified by representatives and local people as importance given below-

- o People's participation in UPs activities
- o Capabilities of union parishads for performing responsibilities;
- o People's awareness about local government and their rights;
- o Acceptability of representatives by their constituents.

From the above information it is clear that an active citizenry is an important factor for better performance of local government.

Table- 17: Causes of Bad Performance of UPs

Causes of Bad Performance	Representatives views	Peoples views
Low participation in UP activities	35%	21%
Low capability of UPs	23%	31%
Less transparency	15%	-
Political interference	3%	17%
Nepotism	-	10%
Dishonouring the people by UPs	-	21%
Poverty and disaster	24%	

Source: Field Survey, 2006

Table- 17 shows the causes of bad performance of UPs. It is just reverse to the previous findings. The main causes are given below-

- Lower participation in UPs activities by the people;
- Less capabilities of union parishads to perform responsibilities;
- Poverty and disaster of the locality;
- Giving less importance to the people by elected representatives.

The government officer those who are implementing various development programmes have their own views about performance. Their perception is mainly based on administrative point of view and focusing on union parishad's representative's capabilities. Table-18 and Table-19 shows the causes of good and bad performance respectively.

Table- 18: Causes of good performance-Government officer's views

Causes	Frequency
Positive attitude for development	25%
Clear concept about responsibilities	18%
Experience of UP representatives	10%
Education of UP representatives	15%
Coordination among representatives	9%
Peoples participation in UP activities	10%
Transparency and accountability	7%
Training	6%

Source: Field Survey, 2006

Table- 19: Causes of bad performance-Government officer's views

Causes	Frequency
Negative attitude for development	19%
Ambiguity about responsibilities	12%
Inexperience of UP representatives	18%
Low education level of UP representatives	9%
Less coordination among representatives	11%
Negative attitude of people about UP	9%
Less Transparency and accountability	15%
Political interference	7%

Source: Field Survey, 2006

Attitude, concept of responsibilities, and experience and education level are given priority for good performance and the reverse for bad performance.

CHAPTER SEVEN

THE EMPIRICAL FINDINGS AND CONCEPTUAL BASIS: MATCH OR MISMATCH

7.1. The Scope of Local Government Functions.

Improving the welfare of the people is critically dependent on improving the effectiveness of local government institutions. Union Parishad is about 135 years old and it is the grassroot tier of local government in Bangladesh. Though the institution had a long history but it has not fulfilled the needs of its constituents yet. The Local Government (Union Parishad) Ordinance, 1983 describes 10 compulsory and 38 optional functions of a union parishad. But present institutional, administrative and financial capabilities of the union parishads are not able to perform the delegated functions. The Union Parishad functions on paper without backing of resources and authority is not only meaningless, but also hampers the execution of need based activities of the locality. The study identifies that only a few number of functions actually are performed by Union Parishads .

The local government bodies like Union Parishad can't perform the chartered responsibilities because of many factors. Some of these are –

- Organizational weakness of local government bodies;
- More dependency on government officials in the management of their affairs;

- Lack of operational freedom and appropriate leadership;
- Lack of initiative for local resource mobilization and its utilization;
- Inadequate importance towards people's participation in planning and implementation of development projects at the local levels;
- Lack of political will;
- Financial insolvency and more depending on central government fund;
- Interference of local member of parliament on local government activities;
- Lack of accountability of local bodies to their constituents;
- Absence of appropriate steps by the government to strengthen the institutions;

7.2. Education and visionary elected representatives: Its impacts on performance of UP function.

The first proposition of the study is "Educated and visionary elected representatives enhance the performance of their Union Parishad". The prolific writers on local government argue that there is strong correlation between education of elected representative and leadership quality. Leadership quality of an elected representative enhances the performance of his institution. The study on six union parishads of Sirajgong district emphasises on this issue, and tries to find out if there is any relationship with educational qualifications of elected representatives and good or bad performance of the UPs. The result of the study shows that good performed

UP representatives are relatively experienced and educated than bad performed UPs.

7.3. Citizen's Participation and UP Performance:

Second proposition of the present study is "An active citizenry, whose participation in broad area of political life, such as campaigning, attending meeting of local government activities, lobbying with representatives, etc. are vital cause for good performance of a Union Parishad." In the good governance concept government is not only actor. Citizen, especially an active citizenry can play an important role in effective public delivery services, which are the main task of a local government bodies. The outcome of the present study shows that in the good performed UPs people are more active in UP activities. People of good performed union think UP is an institution for the people and a development centre at grass root level. This perception about their local government institution enhances the participation in UP activities. Elected representatives of good performed UPs identify this active citizenry who are involving in UPs activities at all levels and ensure accountability that enhances better performance of their UPs.

7.4. 'Civil Society', 'Social Capital' and Union Parishad performance

The central government has a poor track record in overseeing local authorities. The civil society had a strong role in strengthening local government in helping local authorities to involve in their activities. For this to happen, there must be effective mobilization of the intended beneficiaries of local government services through community based organization (CBOs) and NGOs. Civil society organization and community based groups

also play an important role in creating political awareness among the people at the local level.

In Bangladesh, formation of Civil Society, especially in rural area is in very initial stage. A large number of NGOs are working in rural area and they are helping the rural poor people providing micro-credit. These NGOs are building awareness to their beneficiaries about different socio-economic aspects, but very little about the local government. The finding of the research shows that there is little impact of civil society especially NGOs on Union Parishad performance. But social capital of the locality has positive impact on better performance.

CHAPTER EIGHT

CONCLUSION

Local Government is acknowledged as a highly viable vehicle through which democratic processes and practices can be established and participatory development ensured. Local government institution can create political leadership, ensure popular participation, develop accountable administration, and plan and implement people oriented development programmes. Series of problems and issues plague the democratic functioning and service delivery effectiveness of union parishads. The excessive degree of external regulation and control and internal institutional weakness hamper effective functioning of union parishads.

The Union Parishads of study area are different from other union parishads of the county. In Sirajgong district UNDP funded Sirajgong Local Governance Development Fund Project(SLGDP) has been working since 2000. During the study it was observed that due to the project in some union parishads people's participation in UP activities increased. To some extent, office management capabilities improved, but not in all UPs. The causes of good performance are leadership and visionary attitude of the local bodies and people's awareness

NGOs are working at grass root level for socio-economic development of the poor. They have strong capabilities to create public awareness through advocacy. The following steps can be taken by NGOs for enhancing performance of union parishads-

- Creating public awareness about local government;
- Provide training for development planning and efficient management;
- Provide technical support for implementing and monitoring of projects;
- Financial and technical support for health, family planning, education, nutrition, environment management oriented projects.

The list of functions which has been assigned to the local government, especially to union parishad is too heavy and it is incongruent with its resource base. To improve the governance of local government like union parishads the following condition should be met-

- Significant responsibilities and powers for local service should be devolved to local authorities;
- Sufficient resources- through a combination of local taxes and central government grant to meet local responsibilities;
- Proper accountability between bureaucrats and elected representatives and between elected representatives and their electorates;
- Creating people's participation mechanism in all sorts of local government activities;
- Improving efficiency of elected representatives through training about their responsibilities.

Local government holds a lot of promise. The lowest tier of local government system in Bangladesh should act as an institution of people's participation and as an institution for creating, mobilising and making proper use of resources. The union parishad should ensure accountability within itself. The role of a union parishad for better performance may be two types- firstly,

service delivery role and secondly, catalytic role. The first one is traditional and present local government activities concentrate within this role. The second role is very effective for better performance of local government bodies. The local government bodies should act as a catalyst to create social capital through people awareness. By that local government representatives can play effective role to change the society.

APPENDIX- A

UP Performance Assessment-2005 by SLGDP Upazila- Ullapara, District: Sirajgong.

Union	UP's Official performance	UP's Committee's performance	Gender performance	Financial performance	Finance & Budget Administration	Scheme Implementation	Transparency & Accountability	Village Court	Score Total
1	2	3	4	5	6	7	8	9	10
Purnimagathi	15	15	12	12	17	10	10	5	96
Ullapara sadar	15	14	12	10	17	10	10	5	93
Bangala	15	14	12	12	17	10	10	5	95
Baropangashi	15	12	12	12	16	10	10	5	92
Mohanpur	12	12	12	13	17	10	8	5	89
Durganagar	15	14	12	14	17	9	8	5	94
Salanga	15	12	10	10	15	10	10	5	87
Hatikumrul	15	14	12	13	17	10	10	5	96
Borohar	15	12	12	14	17	10	10	5	95
Solop	15	14	12	9	17	10	10	5	92
Udunia	15	12	12	8	17	10	9	5	88
Ramkrishnapur	15	14	11	10	16	10	9	5	90
Panchocrosi	15	12	12	9	14	10	9	5	86

**UP Performance Assessment-2006 by SLGDP
Upazila- Shajadpur, District: Sirajgong.**

Union	UP's Official performance	UP's Committee's performance	Gender perfor- mances	Financial perfor- mances	Finance & Budget Administration	Scheme Imple- mentation	Transparency & Accountability	Village Court	Score Total
2	3	4	5	6	7	8	9	10	11
Garadaha	15	14	12	14	17	10	10	5	97
Habibullahnagar	15	14	12	8	17	9	10	5	90
Kayempur	15	12	10	6	11	8	8	5	75
Sonaton	15	12	12	6	16	10	10	5	86
Porzona	15	12	10	9	14	9	5	0	74
Gala	8	12	12	6	12	10	5	5	70
Potazla	15	12	8	7	17	10	10	5	84
Beltoli	10	12	12	7	10	10	5	5	71
Koizuri	15	12	10	4	4	9	3	0	57
Narina	8	6	6	6	7	10	3	0	46
Jajalpur	9	11	8	3	13	7	1	0	52
Khukni	8	10	10	6	10	10	9	0	63
Rupbati	4	10	8	4	7	6	4	0	43

UP Performance Assessment-2005 by Local Government Division
Upazila- Ullapara, District: Sirajgong.

Union	UP's Official Mangement	UP's Committee / Project Activities	Participatio n of Female Member	Tax	Finance Administratio n	Village Court	Projects from own Revenue	Sanitatio n Activities	Orientatio n activities	Score Total
1	2	3	4	5	6	7	8	9	10	11
Purnimagathi	20	11	06	20	14	05	03	06	09	95
Ullapara	18	10	06	17	11	05	03	04	07	81
Bangala	20	11	06	22	11	05	03	02	08	88
Baropangashi	14	07	06	17	10	02	01	02	03	63
Mohanpur	12	10	06	19	15	05	03	00	04	80
Durganagar	18	07	06	20	09	05	03	02	09	79
Salanga	18	10	02	15	15	05	01	02	07	75
Hatikumrul	18	11	06	16	15	05	03	05	08	87
Borohar	20	10	04	18	15	05	01	04	08	86
Solop	12	05	06	15	09	05	03	02	06	63
Udunia	20	10	06	15	11	05	03	00	05	75
Ramkrisnapur	20	10	04	13	15	05	01	02	08	88
Panchocrosi	16	11	04	13	09	04	01	02	04	64

APPENDIX - D

UP Performance Assessment-2005 by Local Government Division
Upazila- Shajadpur, District: Sirajgong.

Union	UP's Official Mangemen t	UP's Committee / Project Activities	Participatio n of Female Member	Tax	Finance Administratio n	Village Court	Projects from own Revenue	Sanitatio n Activities	Orientatio n activities	Score Total
2	3	4	5	6	7	8	9	10	11	12
Garadaha	18	11	06	22	15	05	05	04	10	96
Habibullahnagar	18	11	06	15	09	05	03	00	10	77
Kayempur	12	06	06	12	06	05	03	00	06	56
Sonaton	17	07	06	08	09	05	01	00	06	59
Porzona	12	05	06	16	06	05	01	00	06	57
Gala	12	06	06	08	04	05	01	00	08	52
Potazla	14	06	06	11	13	05	05	00	10	70
Beltoli	12	06	06	20	04	05	03	00	07	63
Koizuri	14	08	06	05	06	05	00	00	07	51
Narina	12	06	06	05	04	05	00	04	09	51
Jajalpur	12	06	06	08	04	05	00	00	10	51
Khukni	12	06	06	08	04	05	00	00	10	51
Rupbati	16	06	06	09	09	05	05	00	10	66

An Analysis of Variation in Performance of Union Parishad: A Case Study of Six Union Parishads in Sirajgong District

A Master's level research, all information will use in research purpose
Questionnaire -1

Respondent: Chairman and Member

Researcher: Mirza Tarik Hikmat, MA in Governance and Development,
BRAC University, Dhaka

1. PERSONAL DETAILS:

- | | | |
|------------------|----------------------------------|------|
| 1.1. Name : | 1.2. Father's Name: | 1.3. |
| Age: | | |
| 1.4. Profession: | 1.5. Educational Qualification : | 1.6. |
| Designation: | | |
| 1.7. Union: | 1.8. Upazila: | 1.9. |
| District: | | |

2. QUESTIONS RELATING TO UNION PARISHAD ORIENTED ACTIVITIES:

- 2.1. First time you have taken part in the Union Parishad election? Yes
No
- 2.2. If no, meantime how many times you have participated in the election and how many times you have won?
- 2.3. Any one from your family was elected representative of Union Parishad ?
- 2.4. If yes < please write designation and relation.
- 2.5. Any pledges you expressed before taking part in the election?
- 2.6. Any electoral pledges you have been able to fulfill? If yes, please mention those pledges-
- 2.7. What are the reasons behind non fulfillment of your electoral pledges ?
- 2.8. What are the means you prescribe for removing the obstacles?

3. QUESTION RELATION TO PERFORMANCE OF UNION PARISHAD

- 3.1. What is your understanding about Union Parishad as a local government institution?
- 3.2. What are the functions Union Parishad accomplishes for its public?
- 3.3. Any other jobs you deem necessary ?
- 3.4. Is your union under the SLGDP coverage? Yes No

- 3.5. What is the position of your union after evaluation of annual performance assessment?
- 3.6. Do the project personnel inspect your Union Parishad's activities regularly ?
- 3.7. Do the officers give same importance to all the Union Parishad under the Upazila?
- 3.8. According to your perception what is the position of your Union Parishad after evaluation of annual work efficiency ?
- 3.9. Reasons of your Union Parishad's performance good/bad-
- 3.10. Was your Union Parishad's performance same as it was ten years before?

3.11. Please mention good/bad aspects of your union-

Good aspects-

Bad aspects-

3.12. Whether those have any impact on Union Parishad activities? Yes

No

If yes/ no then how?

- 3.10. Whether SLGDP has left any impact on enhancing performance?
- 3.11. Is there any role from the people outside of the Union Parishad in enhancing this performance ?
- 3.12. Whether your Union Parishad office remain open regularly?
- 3.13. Whether tax fixation properly done at your Union Parishad?
- 3.14. Reasons of paying/not paying tax by the people.
Reasons for paying-
Reasons for not paying-
- 3.15. Whether all the project fund are spent through Bank and Register?
- 3.16. Whether fund received from sources excluding SLGDP are spent through Bank and Register?
- 3.17. Whether rules over the last five years are being followed more proper way?
- 3.18. Whether SLGDP guideline is followed in project selection and implementation?
- 3.19. Whether same procedure is followed in implementing projects from other funding sources?
- 3.20. Whether female members of your Union Parishad are valued as per rules?
- 3.21. Whether female members taking part in development activities?
- 3.22. Is there any Village Court activities?
- 3.23. Whether adequate complaints come to village court?

4. QUESTIONS RELATED TO RELATION BETWEEN UNION PARISHAD AND ITS STAKEHOLDERS

- 4.1. For what sorts of help peoples come to Union Parishad?
- 4.2. For what sorts of helps other than these, people should come to Union Parishad?
- 4.3. Reasons behind less coming to Union Parishad for public service
- 4.4. For what sorts of functions NGOs comes to your Union Parishad?
- 4.5. For what sorts of functions club/samity comes to your Union Parishad?
- 4.6. How the people extend cooperation to Union Parishad?
Reasons behind cooperation-
- 4.7. Which are more co operations peoples can extend for enhancing performance efficiency of your Union Parishad?
- 4.8. How does NGO help Union Parishad?
- 4.9. Which are more co operations NGO can extend for enhancing performance efficiency of your Union Parishad?
- 4.10. How club/ samity help your Union Parishad?
- 4.11. Which are more co operations club/ samity can extend for enhancing performance efficiency of your Union Parishad?
- 4.12. Whether government officers can play role in increasing performance efficiency of Union Parishad?
- 4.13. Taking into account overall understanding what are the reasons you find out for increasing performance efficiency of your Union Parishad?

**An Analysis of Variation in Performance of Union Parishad: A Case
Study of Six Union Parishads in Sirajgong District**

A Master's level research, all information will use in research purpose
Questionnaire-2

Respondent: Local People

Researcher: Mirza Tarik Hikmat, MA in Governance and Development,
BRAC University, Dhaka

1. PERSONAL DETAILS:

- | | | |
|------------------|----------------------------------|-----------|
| 1.1. Name : | 1.2. Father's Name: | 1.3. Age: |
| 1.4. Profession: | 1.5. Educational Qualification : | 1.6. |
| Village: | | |
| 1.7. Union: | 1.8. Upazila: | 1.9. |
| District: | | |

2. QUESTION RELATION TO PERFORMANCE OF UNION PARISHAD

2.1. What is your understanding about Union Parishad as a local government institution?

2.2. What are the functions Union Parishad accomplishes for its public?

2.3. Any other jobs you deem necessary ?

2.4. For what types of works you went to Union Parishad?

2.5. Are you satisfied on Union Parishad service?

2.6. Which are more co operations peoples can extend for enhancing
performance efficiency of your Union Parishad?

2.7. Are you paying tax regularly

Reasons for paying-

Reasons for not paying-

2.8. Please mention good/bad aspects of your union-

Good aspects-

Bad aspects-

2.9. Are the people participate in Union Parishad activities?

2.10. Are NGOs participate in Union Parishad activities?

2.11. What is overall situation of performance efficiency of your Union Parishad?

2.12. Would you participate in any SLGDP project activities?

2.13. Do you think that SLGDP play any role to performance efficiency of your Union Parishad?

**An Analysis of Variation in Performance of Union Parishad: A Case
Study of Six Union Parishads in Sirajgong District**

A Master's level research, all information will use in research purpose
Questionnaire-3

Respondent: NGO Workers

Researcher: Mirza Tarik Hikmat, MA in Governance and Development,
BRAC University, Dhaka

1. PERSONAL DETAILS:

- | | | |
|------------------------------------|----------------------------------|--------------------|
| 1.1. Name : | 1.2. Designation: | 1.3. Name of NGO : |
| 1.4. Age: | 1.5. Educational Qualification : | |
| 1.6. Work period in this locality: | | |

2. QUESTION RELATION TO PERFORMANCE OF UNION PARISHAD

- 2.1. What is your understanding about Union Parishad as a local government institution?
- 2.2. What are the functions Union Parishad accomplishes for its public?
- 2.3. Any other jobs you deem necessary ?
- 2.4. How does NGO help Union Parishad?
- 2.5. What is your opinion about the performance of Union Parishad?
- 2.6. Is there any role of NGO for good performance?
- 2.7. Do you give any advice to your beneficiaries to take part in UP activities?
- 2.8. Is your beneficiaries to take part in UP activities?

2.9. Would think that last five years UP performance improved?

2.10. What are the causes of good performance of UPs?

2.11. What are the causes of bad performance of UPs?

An Analysis of Variation in Performance of Union Parishad: A Case Study of Six Union Parishads in Sirajgong District

A Master's level research, all information will use in research purpose

Question are-4

Respondent: Government Officers

Researcher: Mirza Tarik Hikmat, MA in Governance and Development,
BRAC University, Dhaka

1.PERSONAL DETAILS:

- | | |
|------------------------------------|----------------------------------|
| 1.1. Name : | 1.2. Designation: |
| 1.4. Age: | 1.5. Educational :Qualification: |
| 1.6. Work period in this locality: | |

2. QUESTION RELATION TO PERFORMANCE OF UNION PARISHAD

- 2.1. What is your understanding about Union Parishad as a local government institution?
- 2.2. What are the functions Union Parishad accomplishes for its public?
- 2.3. Any other jobs you deem necessary?
- 2.4. Reasons for not perform this functions
- 2.5. Is there any role of NGO in increase performance of Union Parishad?>
- 2.6. Whether government officers can play role in increasing performance efficiency of Union Parishad?

Reasons behind not playing the role-

2.8. Is there any role of club / samity in increasing performance efficiency of Union Parishad?

2.9. Taking into account overall understanding what are the reasons you find out for increasing performance efficiency of your Union Parishad?

Causes of good performance-

Causes of bad performance-

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