



# STRENGTHENING DEMOCRATIC LOCAL GOVERNANCE (SDLG) IN BANGLADESH

## SEMI-ANNUAL PROGRESS PERFORMANCE REPORT -- NO. 3

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# STRENGTHENING DEMOCRATIC LOCAL GOVERNANCE (SDLG) PROGRAM IN BANGLADESH

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# ACRONYMS AND ABBREVIATIONS

AI	Appreciative Inquiry
BUPF	Bangladesh Union Parishad Forum
CiG	Citizens-in-Governance forum
DANIDA	Danish International Development Agency
GiZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German International Cooperation Agency)
GoB	Government of Bangladesh
LG	Local Government
LGSP	Local Government Support Program
MP	Member of Parliament
MAB	Municipal Association of Bangladesh
NGO	Nongovernmental Organization
SDC	Swiss Agency for Development and Cooperation
SDLG	Strengthening Democratic Local Governance Program
UNDP	United Nations Development Program
UZPAB	Upazila Parishad Association of Bangladesh
USAID	United States Agency for International Development
WB	World Bank



# 1.0 INTRODUCTION

The Strengthening Democratic Local Governance (SDLG) in Bangladesh Project is a 39-month activity (December 2010 – March 2014) funded by the USAID/Bangladesh Mission. Building on more than a decade's worth of local government strengthening programs in Bangladesh, the SDLG Project combines a focus on research and policy advocacy, capacity development for local government associations, and training and technical assistance for local government units at union parishad (UP), upazila parishad and Municipal levels. Tetra Tech ARD is the implementing partner for the SDLG Project.

The SDLG Project will:

- **Expand the roles and authorities of local governments:** We will stimulate evidence-based policy dialogue at the national level, test/disseminate innovative practices and partnerships with local governments, and demonstrate the benefits to policymakers;
- **Strengthen and expand the capacity of local government associations:** We will work with the existing union and municipal local government associations – the Bangladesh Union Parishad Forum (BUPF) and Municipal Association of Bangladesh (MAB), respectively -- to articulate emerging policy dialogue issues and advocate for legal and policy reform on behalf of their constituencies. We will also help form a unified association of upazilas, the Upazila Parishad Association of Bangladesh (UZPAB);
- **Improve and expand the service delivery and resource mobilization of local government units:** With Union Parishads (UPs) and municipalities we will work to expand existing capacities. We will also help the newly forming Upazila-level governments to define and test service delivery and resource mobilization alternatives; as we do this, we will support elected women officials by clarifying roles and responsibilities and strengthening their capacities; and
- **Ensure public participation, accountability and transparency in local government finances and decision making:** We will increase the participation of citizens, including women and youth, through citizen participation forums, newly legislated UP Ward Committees, activating Standing Committees of Upazilas and other local participatory strategies.

Our technical strategy involves building on USAID/Bangladesh's history of local governance support programs; linking with USAID/Bangladesh's and other donor's programs; integrating global and local lessons learned and proven tools for successful and sustainable local governance programming; identifying, developing and demonstrating to local governments innovative practices to improve performance; integrating gender and youth concerns across the SDLG program while supporting women's participation; and acquiring, developing and disseminating through multiple media information on the SDLG and local governments in Bangladesh.

This Semi-Annual Progress Performance Report covers the September 1, 2011 – February 29, 2012 period. It is organized to provide information on project performance in relationship to the Year 1 and Year 2 Work Plans. The project work plans were organized according to broad Components, subsidiary Task Areas and proposed Activities under each Task Area.

# 2.0 SDLG PROGRESS BY COMPONENT AND TASK AREAS

## 2.1 COMPONENT 1: ROLES AND AUTHORITIES OF LOCAL GOVERNMENTS

### MAJOR ACHIEVEMENTS AND CHALLENGES IN BRIEF

#### Major Achievements

This Component combines research, a series of advocacy events designed to promote more informed public discussions and debate, and behind the scenes efforts to build policy maker consensus on specific reforms designed to increase local government (LG) authority. This Component also includes work with women leaders from the union, municipal and upazila government associations to support their equal status as public representatives, and domestic and international study tours.

Major achievements during the reporting period include:

- **Legal and literature review completed, national research conference held** –Research organization (RO) grantees submitted final reports on legal and literature reviews, and on December 12<sup>th</sup> convened a national research conference to present findings. A key finding and message was that although some contradictions must be resolved, legislation governing union, municipal and upazila provides for reasonable authority to these levels of government and the principal issues lie in implementation of the law. The conference received excellent media coverage and was attended by LG association leaders, civil society representatives, academics, GoB officials and Members of Parliament. A conference event report is attached in *Annex 1*.
- **Regional university research on upazilas completed, draft upazila curriculum prepared** – Dr. Pranab Pandey, Department of Public Administration, Rajshahi University, submitted final research report in December 2011 based on legal review and field research on upazila functions. Findings from the report formed the basis for preparation of a draft curriculum for upazila chairs and vice chairs prepared by former faculty of the quasi-governmental Rural Development Academy (RDA) in Bogra in northwest Bangladesh. The research report is attached in *Annex 2*.
- **Domestic study tours held for UP members** – In November, SDLG organized two domestic study tours in Sirajganj and Satkhira Districts with some assistance from the World Bank-supported Horizontal Learning Program (HLP). The four-day study tours were tightly focused on SDLG’s key training topics – financial management and revenue generation, participatory planning and budgeting, and service delivery and monitoring – and examined the practices of the host unions in these areas. The former chairman of one host union was selected to become part of a training cell being developed by local government association BUPF and participated in SDLG training-of-trainer sessions in February 2012. *Annex 3* presents a report on the domestic study tours.

- **Women’s leadership training completed** – Continuing its development of a core group of women’s elected representatives from all three tiers of local government, in November SDLG hosted a 2-day leadership training session bringing these women together with others nominated by LG associations BUPF, MAB and UZPAB. Many of these women were elected to leadership posts in association elections held later in December, January and February. The training report is provided in *Annex 4*.
- **International study tour completed to Kerala, India for women’s representatives** – Despite delays and difficulties in securing Government of Bangladesh (GoB) approvals and Indian visas for women elected officials, a group of 17 elected representatives and one ministry official participated in a 6-day study tour of the *panchayat* system of local governance in the Indian state of Kerala. The tour provided an excellent view of a system with similarities to Bangladesh where democratic decision making and constructive collaboration between lower and upper tiers are being practiced. The tour completion report is attached in *Annex 5*.
- **One regional roundtable (RRT) dialogues and one closed-door policy dialogue (CDPD) held** – Research partners Center for Urban Studies (CUS) and Unnayan Shamannay (US) hosted regional dialogues in Dinajpur in the northwest carrying key messages of the December research conference to local leaders and civil society and seeking ideas on implementation solutions. In February, the first of a series of private CDPDs was convened allowing LG association leaders to convey specific reform requests to MPs and political party members. Reports on the CDPD and RRT events are attached in *Annexes 6 and 7*.

## Major Challenges

Component 1 work continues to require time to ensure the effectiveness of events to the overall goal of changes in LG policy and practice. These challenges and SDLG responses to them included:

- Since advocacy in the form of dialogues is common, **SDLG faces the continuing and labor-intensive challenge of effectively designing advocacy events** to produce constructive dialogue that builds support for specific reforms. Preparation for these events is not left to grantees but involves SDLG, LG association leaders and selected facilitators in pre-event design sessions and ‘rehearsals’ to increase prospects for success. Partner research organizations have responded effectively to this challenge.
- **Building women’s leadership** is a challenge but a core group of women leaders is emerging and is actively taking up important roles in policy advocacy. Women’s Committees have been accepted by the Executive Committees of BUPF and UZPAB and incorporated into their Association Constitutions.
- **Preparations for international study tours** require close and continued coordination in timing USAID and GoB travel approvals, air ticketing, and foreign host nation visas that are difficult to predict and consume large amounts of staff time. Longer advance preparation and flexible scheduling of tour dates will be used for future tours.

## ACHIEVEMENTS BY WORK PLAN TASK AREAS

### 2.1.1 TASK A: RESEARCH AND INFORMATION DISSEMINATION

#### TASK A, ACTIVITY 1: LOCAL GOVERNANCE POLICY RESEARCH PROGRAM

**Current Status:** Two think tanks – Center for Urban Studies (CUS) and Unnayan Shamannay (US) – completed initial legal and literature research, and launched a series of public national and regional research conferences and roundtable dialogues, designed to influence a parallel series of closed door policy dialogues for reform among key policy makers and influencers. Design of each event is closely coordinated with SDLG leadership and program objectives. In the reporting period, two RRTs and one CDPD were held as discussed in the achievements section above. The series will continue in the coming semi-annual period.

## **TASK A, ACTIVITY 2: SUPPORT REGIONAL UNIVERSITIES TO DEVELOP LOCAL GOVERNANCE RESEARCH CAPACITIES**

**Current Status:** Research by Rajshahi University professor Dr. Pranab Pandey was completed during the reporting period and is contributing directly to SDLG upazila training curriculum development by former experts of another regional think tank, Rural Development Academy. Members of Public Administration Department of the Islamic University of Kushtia District in the southwest are expected to participate in a regional round table to be held in Khulna in late March or April. Both regional universities are expected to contribute to a second national research conference to be held jointly by SDLG's two research organization partners in the next reporting period.

### **2.1.2 TASK B: POLICY DIALOGUE**

#### **TASK B, ACTIVITY 1: LOCAL GOVERNMENT STAKEHOLDER POLITICAL MAPPING**

**Current Status:** As discussed in the March – August 2011 semi-annual report, this task was reconceived from a separate deliverable. In this, the value for the mapping was primarily to assist SDLG to establish the CDPDs (and other politically sensitive activities) with a mix of participants most likely to lead to constructive dialogue and follow-on action. Thus, rather than a formal 'political mapping' of key MPs and political party members, the SDLG is identifying participants and an overall understanding of the Bangladeshi political map through various means including:

- Consultation with USAID PRODIP and DPR programs which deal directly with MPs and political parties. A joint meeting of all three COPs and relevant staff was held in February to discuss names for the CDPDs and overall political mapping.
- Suggestions for possible CDPD participants from research organization partners, especially from US which was chosen in part because of its work and existing networks with parliamentarians.
- Discussions with LG association leaders who have from time to time had contact with supportive MPs or senior executive officials.

#### **TASK B, ACTIVITY 2: OPINION POLLING ON LOCAL GOVERNMENT REFORM ISSUES**

**Current Status:** As discussed in the March – August 2011 semi-annual report, citizen opinion gathered in the SDLG baseline survey and through the data collection for the Local Government Capacity Index (LGCI) provided alternative sources of information such that this task was dropped as a separate deliverable.

#### **TASK B, ACTIVITY 3: LOCAL GOVERNANCE POLICY REFORM ROUNDTABLES**

**Current Status:** A series of regional roundtable policy reform dialogues are ongoing as part of the advocacy activities conducted by the two research organizations as described in Task A, Activity 1 above. One RRT by partner CUS was held in January and a second RRT by partner US is scheduled for March.

#### **TASK B, ACTIVITY 4: CONSENSUS-BUILDING DIALOGUES**

**Current Status:** A series of eight closed-door policy dialogues was initiated as described in Task A, Activity 1 above with the first CDPD coordinated by partner US in February. A second CDPD will be held by US in April, combining a core group of influential political actors from the earlier session with selected new members. The goal will be to move forward in securing commitments to action from participants to achieving agreed-on changes to Ministerial policy directives relevant for LGs.

### 2.1.3 TASK C: INNOVATIVE PRACTICES

#### **TASK C, ACTIVITY 1: INVENTORY AND TOOLKIT OF LOCAL GOVERNMENT STRENGTHENING PRACTICES**

**Current Status:** This activity was envisioned to contribute to SDLG activity design while being a resource for LG officials and citizens groups. However, despite repeated attempts at securing completed final reports on local government good practices and on citizens groups, *both project consultant teams failed to submit complete written products and SDLG is closing these contracts as of March 31, 2012.*

To achieve the original activity goals, SDLG will instead rely on the well-documented and carefully developed set of ‘good practices’ compiled by the World Bank (WB) Horizontal Learning Program (HLP) for developing activities for unions and those planned for municipalities in the future. SDLG’s 600 project sites will also yield ‘good practices’ to be incorporated, in turn, into the HLP listing and become destination sites for HLP domestic study tours. For citizens groups, discussions with the consultant in mid-2011 immediately after his completion of field research indicated that none of the existing groups provided good models in terms of effectiveness and sustainability. SDLG will instead rely on the Citizens in Governance or CiG model developed internally.

#### **TASK C, ACTIVITY 2: REACTIVATE AND SUPPORT BUPF NATIONAL WOMEN’S CAUCUS**

**Current Status:** SDLG continued its work with LG women leaders initiated in the March to August 2011 reporting period, prior to the LG association national elections in this reporting period.

- SDLG Team Leaders for Components 1 and 2 worked closely to engage women elected leaders from all three tiers of local government in the domestic study tour, leadership training, and international study tour noted in the achievements section above.
- As discussed under Component 2 section below, in January and February BUPF and UZPAB elected women’s committees from their new memberships. Women have also been elected to key posts in the Executive Committees of BUPF and UZPAB.

#### **TASK C, ACTIVITY 3: IN-COUNTRY LEARNING TOUR FOR LOCAL GOVERNMENT OFFICIALS**

**Current Status:** SDLG conducted two domestic study tours in November 2011, one of which involved a WB HLP project site. This allowed SDLG staff to better understand HLP observation tour practices in advance of further cooperation in the next 2012 reporting period. As noted in Achievements above, details on the participants, locations, and results of the study tours are attached in *Annex 3*.

Under Component 2, for the next reporting period SDLG will explore with the newly-elected BUPF leadership and with the WB HLP, the feasibility of and possible steps toward BUPF – that is, the relevant LG association -- playing a greater role in the administration of the HLP activities for UPs.

#### **TASK C, ACTIVITY 4: INTERNATIONAL STUDY TOUR FOR OFFICIALS OF LGUS, GOVERNMENT, MAB, BUPF AND BUPF NATIONAL WOMEN’S CAUCUS**

**Current Status:** In January, SDLG supported an international study tour arranged by the Institute of Social Sciences (ISS) of India to Kerala, India for a group of 17 women elected representatives and one central government district official. SDLG’s DCOP and its Component 4/Citizen’s Participation Team Leader accompanied the group. As discussed in the trip report attached in *Annex 5*, this was a tightly scheduled tour that provided an in-depth understanding of the functioning of the Kerala *panchayat* system. In this system, two of the LG tiers – which are similar to the union and upazila tiers in Bangladesh – work closely together along with a strong citizen participation role in local decision making and with clear enforcement mechanisms in order to control bureaucratic interference and limit corruption.

## 2.1.4 TASK D: PARTNERSHIP BUILDING

As discussed in the semi-annual report for the March to August 2011 period, SDLG integrated this task into activities designed to activate Standing Committees at the union and upazila levels as part of Components 3 and 4 capacity building.

## 2.2 COMPONENT 2: ADVOCACY AND CAPACITY BUILDING OF LOCAL GOVERNMENT ASSOCIATIONS

### MAJOR ACHIEVEMENTS AND CHALLENGES IN BRIEF

#### Major Achievements

This Component focuses on strengthening the governance, financial sustainability, membership loyalty and internal democratic practices of Bangladesh's existing local government associations MAB and BUPF, both formed with USAID assistance in 2004. Also under this Component, SDLG is supporting formation of the new Upazila Parishad Association of Bangladesh or UZPAB. Major achievements during the September, 2011 to February 2012 reporting period include:

- **MAB – All but one regional election completed** - Out of eleven regional committee elections, six were completed within the reporting period and four were completed in the previous quarter. A final election is scheduled in March, with MAB Executive Committee formation expected to take place in April. The pace of elections by MAB's existing leadership has been slow (as discussed below), and SDLG has used a combination of 'carrots and sticks' to coax the organization along the path to democratic process.
- **BUPF – District and national elections completed, strategic planning workshop held** - BUPF has demonstrated their organizing and management capacity by conducting most of its 64 district committee elections and the national Executive Committee (EC) election within the reporting period. The EC election received excellent media coverage and featured an election commissioner, voting booths, and transparent ballot boxes to allow secret voting by ballot. Multiple candidates contested for seven key positions. Attached in *Annex 8* is a report on the BUPF strategic planning workshop.
- **UZPAB – Divisional and national elections completed, strategic planning workshop held** – A final two divisional committees were formed in the reporting period and before the national EC committee election in December drawing good attention from press. With four distinct political divisions among Upazila representatives, SDLG used a combination of initial election and follow-up meetings to ensure that strong, politically balanced and gender inclusive committees were formed. UZPAB leaders drafted an association constitution which was shared in the follow-up meetings to incorporate comments of regional committee members. A report on the UZPAB strategic planning workshop is in *Annex 9*.
- **BUPF and UZPAB women's committees formed** - In accordance with the BUPF and UZPAB constitutions, Women's Committees (WCs) were formed through a democratic process. Women counselors from all 64 districts voted to elect a 15 member committee for BUPF, while UZPAB divisional committee representatives nominated their women committee members. SDLG supported both BUPF and UZPAB WCs to develop strategic plans in workshops facilitated by the SDLG Component 2/Local Government Association Team Leader.
- **UZPAB office established and legal support engaged** - Following the UZPAB strategic plan, SDLG will support the establishment of modest office in Dhaka. The office will be officially opened in March.

With low-profile SDLG support, UZPAB has hired a renowned law firm to file two court cases against the local government ministry for issuing contradictory administrative directives or *circulars* which effectively undermine authority provided in the 2009 Upazila Parishad Law. UZPAB also organized a press conference to protest the issuance of such directives which led to significant press coverage.

## Major Challenges

- **Bureaucratic and political resistance** - In spite of the existence of UP, Upazila and Municipal laws, which clearly provide for greater devolution of authority and enhanced local government roles, bureaucrats and politicians (particularly MPs) often cooperate to establish control over LG functions and thereby sideline locally elected leaders. Ruling party politicians in particular may object to LG association steps to counter this, including the court cases noted above.
- **MAB leadership** – Divisions among MAB leadership, a desire to retain power among existing leaders, and a focus on large meetings with prominent guests and frequent foreign travel over the less glamorous work needed of building a membership organization are slowing association progress.

### 2.2.1 TASK A: TRAINING AND TECHNICAL ASSISTANCE

#### TASK A, ACTIVITY 1: SUPPORT MAB ELECTIONS FOR REGIONAL COMMITTEES AND EXECUTIVE COMMITTEE

**Current Status:** While MAB completed four regional committee elections in the prior reporting period, progress at the beginning of the current reporting period was slow. In response, SDLG emphasized that elections were a precondition to establishing a partnership grant agreement. Six more elections were subsequently completed by the end of February. The final Barisal regional committee was scheduled in December 2011, then rescheduled to February 28 and finally delayed again to March, 2012. A national election is expected in April.

#### TASK A, ACTIVITY 2: APPRECIATIVE INQUIRY/BASELINE STUDY OF MAB AND BUPF

**Current Status:** SDLG's Component 2 Team Leader applied the Appreciative Inquiry (AI) methodology to develop member understanding of organizational successes and capacities. Appreciative Inquiry sessions were conducted as part of each MAB regional election conference, and past member opinions were surveyed providing the basis for future progress. For BUPF and the newly-formed UZPAB, the AI approach was incorporated into strategic planning workshops held after the completion of national committee elections as discussed in Activity 3 below.

#### TASK A, ACTIVITY 3: DEVELOP STRATEGIC/ORGANIZATIONAL DEVELOPMENT PLANS WITH UZPAB AND BUPF

**Current Status:** SDLG engaged two international consultants, Mr. Gary Forbes, a professional with deep experience in facilitating strategic planning, and Dr. Kenneth Ellison, an expert in local government association formation, to facilitate workshops for BUPF and UZPAB in late January. The Component 2 Team Leader co-facilitated and translated at both the workshops.

Although, the fundamental structure of both the workshops was similar, there were variations in work sessions and presentations. With BUPF, emphasis was placed on addressing organizational sustainability, diversifying resource generation, membership building and dues collection, communication with membership and prioritizing advocacy issues. Capacity development of member UPs was also highlighted, with BUPF committing to developing a core group of trainers. BUPF leaders also developed annual expenditure and revenue projections for 2012, demonstrating the need for own source revenue to cover at

least core operating costs. With UZPAB, particularly as this is a fledgling association, a greater emphasis was given on the importance of association building, the role of leaders, office set up, membership communication and dues collection. UZPAB leaders also identified and prioritized a number of issues for advocacy and/or litigation action.

Both associations concluded by drafting action plans assigning specific responsibilities to committee members. Strategic planning workshop reports are attached as *Annexes 8 and 9*.

#### **TASK A, ACTIVITY 4: LEADERSHIP TRAINING FOR MAB, UZPAB AND BUPF**

*Current Status:* The SDLG Project will support leadership training for the newly-elected leaderships of MAB and BUPF, and the newly-formed UZPAB in the next reporting period. The trainings will reinforce themes explored in strategic planning workshops and the skills needed to advance as leaders of membership organizations, local governments or other lead positions. Leadership training will be provided to the Executive Committee and regional/divisional committees of all three associations. With over 90% of UP representatives newly elected and a change in MAB leadership expected, these trainings will be designed to introduce democratic and egalitarian leadership concepts and practice to the associations. The course will cover leadership traits and behavior, communication skills, team building, and associational value formation and is expected in April.

#### **2.2.1 TASK B: OPERATIONAL SUPPORT SERVICES**

##### **TASK B, ACTIVITY 1: DEFINE AND SUPPORT CORE OPERATIONS OF MAB AND BUPF**

*Current Status:* One of the more difficult tasks for SDLG was to help BUPF and MAB understand the partnership relationship and the goal for the increasing independence of the associations, including the need for progressive cost sharing and plans for financial sustainability over the SDLG project period. Both associations were oriented on the difference between core and program activities and the partnership model SDLG wanted to pursue. Since UZPAB is newly formed, the collection of membership dues will be introduced later in project period.

##### **TASK B, ACTIVITY 2: COORDINATION COMMITTEE OF MAB/BUPF/UPAZILA ASSOCIATION**

*Current Status:* With SDLG support for coordination, the newly elected leaderships of BUPF and UZPAB have already agreed on lodging a joint legal challenge to the law which allows to the government to remove elected representatives if accusations of illegality are brought against them. Since such accusations are relatively easy for individual citizens to file under Bangladeshi law, false claims can be used as a tactic by political enemies. A dialogue on formation of a joint coordination committee among all three tiers will begin in the next reporting period, after the election of a new MAB national Executive Committee.

##### **TASK B, ACTIVITY 3: SUPPORT UNIFIED UPAZILA PARISHAD ASSOCIATION**

*Current Status:* This process, which began in March 2011, was completed during the reporting period with formation of the UZPAB national Executive Committee in December 2011. The EC was elected by the representatives of the seven divisional committees. With the exception of the self-declared President and Secretary of a small existing group, leaders of all other existing associations joined UZPAB and many were elected to different divisional and EC committee posts.

## 2.3 COMPONENT 3: TRANSPARENT AND EFFECTIVE SERVICE DELIVERY BY LOCAL GOVERNMENTS

### MAJOR ACHIEVEMENTS AND CHALLENGES IN BRIEF

#### Major Achievements

This Component focuses on training of local government officials in 600 LGUs across Bangladesh. This extensive activity seeks to train, facilitate, and mentor officials over a two-year period so that they better practice key processes of transparent, accountable and effective governance as part of their day-to-day operations on project completion. Citizens will receive complementary counterpart training under Component 4 so as to better engage with LG officials. Thus, some activities mounted by SDLG refer to both the Components 3 and 4.

As discussed in the previous semi-annual report, nine local partner NGOs (PNGOs) were selected after an open and rigorous competitive process with requirements for physical office presence in the region, experience training local government officials, and specific minimum experience for staff to be recruited. The role of the PNGOs is to implement core training and related assistance activities under the SDLG Components 3 and 4. Major achievements in the September to February reporting period were:

- **Grant approvals received from USAID and the GoB NGO Affairs Bureau** – After thorough home office review of proposed grantee budgets and project activities, SDLG submitted grant documentation for CO(T)R approval on a rolling basis. After receiving USAID approvals, partner NGOs were urged to obtain the needed approvals from Bangladesh’s NGO Affairs Bureau (NGOAB) with SDLG providing a letter of support. All NGOAB approvals were received within the reporting period, thereby allowing project activities to begin by the January 15, 2012 date of the grant agreements.
- **Grant agreements signed with all nine NGOs and initial funding dispersed** – Grant agreements, including disbursement of a first tranche of funds for grantees, led to the launch of training activities early in 2012. First quarter grant funds totaling almost \$500,000 were dispersed by the end of February with funds totaling over \$800,000 planned for disbursement in March. A list of grantees and two-year grant amounts is provided in *Annex 10*.
- **SDLG Training of Trainers (TOTs) completed, PNGO TOTs initiated in financial management and citizen participation** – SDLG Team Leaders and staff from the three SDLG regional offices conducted the first in a series of Training of Trainers (TOTs) for PNGO senior staff from mid-January in financial management and revenue generation for union and paurashava (municipal) councils. PNGOs began their own TOTs for project field staff soon after with the launch of field training of LG officials expected in March. As noted under Component 4, citizen participation training was also initiated in parallel.
- **Local Government Capacity Index (LGCI) assessments set for completion in SDLG working area** – With the signing of grant agreements, SDLG was able to ‘scale up’ the LGCI assessment process through a series of LGCI TOTs of grantee staff. LGCI assessments of the 249 selected treatment and control areas began in November harnessing the limited SDLG regional staff team of 9. Using TOTs of grantee staff beginning in mid-January, SDLG was able to quickly increase the number of sites receiving assessments and results for all 249 sites will be submitted by mid-March. LGCI results were used to calculate the baseline for one SDLG performance indicator. A table with updated Performance Monitoring Plan (PMP) indicators with results for Project Year One is attached in *Annex 11*.

#### Major Challenges

Challenges during the subject reporting period included the following:

- **Grants approval process** – With large amounts of funding under consideration and multiple project office, home office, USAID and GoB approvals to be obtained, the time needed for selecting the 9 prospective grantees to actual signing of grant agreements was longer than expected. Originally, SDLG anticipated the grants would be rolled out in the November - December, 2011 period. In fact, the grant agreements were finalized two months later, in the January - February, 2012 period.
- **Revised field training schedule** – Reflecting the two-month delay for the 9 grantee awards, the SDLG field team accordingly revised its schedule for the roll-out of training modules for LGUs on financial management and revenue generation, participatory planning and budgeting, and service delivery and monitoring. With modest compression of the original training calendar, SDLG will be able to resume original timing in synch with the Bangladesh budget year and target dates specified under Bangladesh law by late 2012.

## ACHIEVEMENTS BY WORK PLAN TASK AREAS

### 2.3.1 TASK A: TRAINING AND TECHNICAL ASSISTANCE

#### TASK A, ACTIVITY 1: LGU CLUSTER SITE SELECTION

**Current Status:** This task was completed in the previous reporting period. A series of map files detailing project work areas nationally and at the upazila, union and paurashava level is available online at [www.sdlg-bangladesh.com](http://www.sdlg-bangladesh.com) under Project Area.

#### TASK A, ACTIVITY 2: BASELINE STUDY OF LGUS

**Current Status:** This task was completed in the previous reporting period.

SDLG baseline study results resulted in:

- Grant activities under Components 3 and 4 incorporating additional citizen awareness-raising activities
- Inputs to the integrated communications framework developed by subcontractor HDI that guides communication activities and targets
- Baseline values for selected indicators included in the Performance Monitoring Plan (PMP) under Components 3 and 4

#### TASK A, ACTIVITY 3: DEVELOP TRAINING MATERIALS WITH NGO PARTNERS

**Current Status:** The SDLG team engaged in intensive work during the reporting period to prepare training materials that built on existing NGO experience, complemented those of other international donor projects with LG, and were consistent with topics outlined by the GoB National Institute of Local Government under its National Capacity Building Framework. This led to the development of six training modules, three of which were printed during the reporting period in advance of field training roll out. These were:

- Financial management and revenue generation for unions, and for paurashavas (2)
- Citizens in Governance (CiG) forum formation and training (1)

A LGCI training manual and materials was also developed and printed in advance of the start of field training.

As discussed in the last report and above under Component 1, to develop training materials for upazila parishads or councils, SDLG engaged a regional university expert to conduct primary research and an

experienced pair of senior experts to prepare curriculum based on this. Upazila training curriculum materials on all three topics is also to be completed early in the next reporting period.

#### **TASK A, ACTIVITY 4: TRAINING-OF-TRAINERS WITH NGO PARTNERS**

*Current Status:* TOTs was completed for the financial management and citizen participation modules as noted in the Achievements section above. TOTs for participatory planning and budgeting and service delivery and monitoring will be delivered in the next reporting period.

#### **TASK A, ACTIVITY 5: CLUSTER RECEPTION MEETINGS FOR LOCAL GOVERNMENT UNITS IN COLLABORATION WITH PARTNER NGOS, MAB AND BUPF**

*Current Status:* As discussed in the previous report, this activity with LG associations is no longer planned and has been replaced by planning meetings conducted by individual partner NGOs in their working areas.

#### **TASK A, ACTIVITY 6: TRAININGS FOR LOCAL GOVERNMENT UNITS**

*Current Status:* Trainings of LGUs by PNGO staff in financial management will start in March 2012 after the completion of SDLG and PNGO TOTs at the end of the reporting period. LGU trainings on the remaining two topics –planning and budgeting and service delivery – will begin shortly after TOTs scheduled for April 2012, and are expected to be completed by the August - September near the end of the next reporting period.

## **2.4 COMPONENT 4: CITIZEN PARTICIPATION IN LOCAL DECISION-MAKING**

### **MAJOR ACHIEVEMENTS AND CHALLENGES IN BRIEF**

#### **Major Achievements**

Major achievements under this Component are similar to those under Component 3 as both components are being implemented in parallel due to the integrated manner in which LG officials and citizens will be trained under the SDLG project.

#### **Major Challenges**

As discussed in the previous semi-annual report, with the start of citizen mobilization activities in the field, a number of challenges may occur based on past experience. These include possible interference of local political party activists in the formation of Citizen-in-Governance (CiG) Forums, difficulty in stimulating volunteerism among citizens, building LG officials' acceptance of accountability and transparency, and developing citizen commitment beyond the short project period. Recognizing such challenges the SDLG approach is to form CiG Forums whose members are expected to participate in actual structures of local government rather than acting as advocacy-only groups lobbying for citizen demands from outside government. This approach takes into account that there are a range of committees and structures -- such as ward committees, standing committees, and open budgeting -- that allow citizen influence on decision making at each tier of local government. However, in only a few cases are these active and functioning to their full potential.

## 2.4.1 TASK A: DEVELOPING CITIZEN PARTICIPATION FORUMS

### TASK A, ACTIVITY 1: DEVELOP TRAINING MATERIALS WITH NGO PARTNERS

**Current Status:** This process was completed during the reporting period as CiG Forum training materials were finalized and went to print before CiG field roll out was initiated in February.

### TASK A, ACTIVITY 2: ESTABLISH AND SUPPORT CITIZEN PARTICIPATION FORUMS

**Current Status:** Training and formation of CiG Forums will begin in March immediately following the completion of TOT sessions by NGO partners in February.

## 2.4.2 TASK B: PARTICIPATORY STRATEGIC PLANNING

**Current Status:** Joint participatory strategic planning (PSP) with local governments will begin during the next reporting period after the roll-out of associated TOT sessions scheduled to start in April.

## 2.5 COMPONENT 5: WINDOWS OF OPPORTUNITY

**Current Status:** The transfer of COTR duties to a new COR in early January gave SDLG the opportunity to review a growing list of project and activity ideas for use of a portion of Windows of Opportunity funds. Preliminary discussions with the COR indicate interest in the following project ideas. With support from the Tetra Tech ARD Senior Technical Advisor/Manager for SDLG, research and preparations are going forward for the first three ideas listed with concept notes and associated budgets to be submitted for USAID review and approval in Spring 2012.

- Strengthening LG Ministry audit functions centrally and regionally (grant or subcontract)
- Delivery of SDLG skit in project areas in radio, CD, and live formats (grant)
- Women's representative activities with LGA women's committees at field level (grant)
- Public-private partnerships in project LGUs – water supply, other (grant)

As needed, the Tetra Tech ARD home office will also present recommendations for any budget or contract alignments/modifications that may be required or would facilitate implementing approved Windows of Opportunity activities.

### COMPONENT 5, ACTIVITY 1: FRIENDS OF SDLG GROUP

**Current Status:** This activity is going forward formally under the donor coordination mechanism, the Local Government Working Group under the Governance Sub-Group of Local Consultative Group (LCG) recognized by the Government of Bangladesh. Friends of SDLG such as DANIDA, GIZ, WB LGSP and HLP, and UNDP, meet from time to time on an ad-hoc basis as issues arise.

### COMPONENT 5, ACTIVITY 2: RAPID RESPONSE CAPACITY

**Current Status:** This capacity was established in the last reporting period during the visit of Tetra Tech ARD's Senior Grants Manager to train SDLG's Grants Manager and establish the systems and procedures for a rapid and flexible capacity for making grants and negotiating subcontracts.

# 3.0 COMMUNICATIONS

## MAJOR ACHIEVEMENTS AND CHALLENGES IN BRIEF

### Major Achievements

Communications is a function designed to support the four principle SDLG project components over the life of the project and a number of activities are planned. SDLG has moved forward on communication program design and the competitive selection process for subcontractors who will be primarily responsible for implementing these activities. Major achievements during the reporting period include:

- **USAID approvals received for HDI subcontractor consultants.** Early in the reporting period, it became clear that additional specialized communications experience would benefit the consulting team of U.S.-based subcontractor Howard Delafield International (HDI). HDI identified and proposed two new consultants who needed to be reviewed and vetted by USAID before Tetra Tech ARD's own subcontract modification process could move forward in late 2011.
- **Subcontractors' proposals screening process completed** by a three member review committee formed with HDI and SDLG staff. After a thorough review, the committee short-listed Media Professionals Group (MPG) for the media training and capacity building, and UNITREND, an ad agency, for both LG association and citizen participation, and advertising and promotion campaigns.
- **Integrated communication strategy developed** by HDI featuring three overarching themes (noted below) and associated sets of activities. The strategy includes an overarching communication framework, integrated matrix with objectives and interventions, and an impact-oriented Scope of Work (SOW) with deliverables to be used in local subcontracting process.

The SDLG communications activities are organized around the three following themes. Activities under themes two and three have been merged together for implementation by a single, ad agency partner.

1. **Media training and capacity building** activities to educate journalists and other media personnel in local governance issues and encourage insightful and engaging coverage.
2. **Local government association and citizen participation** activities to improve LG associations' ability to communicate with their members building loyalty and support and to advocate successfully for policy reform with the central government.
3. **Advertising and promotion campaign** activities to spur citizen participation through production of innovative IEC materials and publicizing SDLG activities and institutions such as the Women's Policy Caucus, LG associations, CiG Forums and others.

During the reporting period SDLG received substantive media coverage in print and electronic media both nationally and locally. A summary of media coverage for SDLG activities is provided in *Annex 12*.

### Major Challenges

There were no major challenges in communications during the September 2011 to February 2012 reporting period.

# 4.0 FINANCE AND ADMINISTRATION

## MAJOR ACHIEVEMENTS AND CHALLENGES IN BRIEF

### Major Achievements

The final hiring of staff was the major achievement in this area.

- **Staff hiring completed** with the hiring of two field coordination staff, both of whom will be based in Dhaka but will monitor partner NGO field activities in nearby divisions similar to the functions of the regional offices.

### Major Challenges

There were no major challenges in finance and administration during the reporting period.

# ANNEXES 1 – 12 PRESENTED AS ATTACHMENTS

**Annex 1: National Conference: An Investigation into Roles and Authorities of Local Governments in Bangladesh**

**Annex 2: Research Report: Working of the Upazila Parishad – Selected Case Studies**

**Annex 3: Domestic Study tours for Upazila Parishad Leaders**

**Annex 4: Leadership Training: Local Government Elected Women Officials – MAP, UZPAB, BUPF**

**Annex 5: International Study Tour for Local Government Officials to Kerala, India**

**Annex 6: Closed Door Policy Dialogue – Effective Decentralization for Upazila and Union Parishads**

**Annex 7: Regional Roundtable Dialogue: An Investigation into Roles and Authorities of Local Governments in Bangladesh**

**Annex 8: BUPF Strategic Planning Workshop Report**

**Annex 9: UZPAB Strategic Planning Workshop Report**

**Annex 10: SDLG Field Partner NGOs and Grant Amounts for Components 3 and 4 Activities**

**Annex 11: SDLG Performance Indicators: Project Year 1 – Actual Results to December 2011**

**Annex 12: Summary of Media Coverage of SDLG Events**



National Conference on  
**Strengthening Democratic Local Governance:  
An Investigation into the Roles and Authorities of Local Governments in  
Bangladesh**

Organized jointly by  
**Unnayan Shamannay and Centre for Urban Studies**  
Ruposhi Bangla Hotel, Dhaka  
12 December 2011

Event Report

Prepared by



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National Conference on

**Strengthening Democratic Local Governance:  
An Investigation into the Roles and Authorities of Local Governments in Bangladesh**



## 1. INTRODUCTION

Strengthening Democratic Local Governance (SDLG) project aims to improve democratic local governance institutions in Bangladesh. The objective of the project is to raise the key issues of effective decentralization, *viz.* fiscal decentralization, participatory planning and budgeting, service delivery, amongst the key policymakers and lawmakers of Bangladesh through various advocacy and capacity building programs based on research findings. To attain this objective, Unnayan Shamannay (US) and Centre for Urban Studies (CUS) jointly organized a national conference titled **Strengthening Democratic Local Governance: An Investigation into the Roles and Authorities of Local Governments in Bangladesh** at Ruposhi Bangla Hotel in Dhaka on 12 December 2011.

### *Objective of the Event:*

Objective of the event is to present the study reports by US and US, get feedback from participants, and find out the key issues relevant to strengthen democratic local governance in Bangladesh, *viz.* Upazila Parishad (UZP), Union Parishad (UP) and municipality.

### *Organization of the Conference:*

The event was divided into four parts. It was started by opening remarks of Jerome Sayre, Chief of Party (COP) of SDLG project. After his remarks, the working session was started, which was moderated by Professor Dr. Nazrul Islam and Professor Dr. Zarina Rahman Khan. Two keynote papers were presented in this session. Dr. Mahfuz Kabir presented the first keynote paper titled ‘Leveraging the Periphery: Effective Decentralization at Upazila and Union Parishad’ on behalf of US. The second presentation titled ‘Strengthening Democratic Local Governance: An Investigation into the Roles and Authorities of Local Governments in Bangladesh’ was made by Salma A. Shafi on behalf of CUS.

The panelists discussed on the two papers in the second part of this session. Three distinguished panelists took part in the discussion: Professor Dr. Sarwar Jahan, Advocate Sultana Kamal and A.K.M. Mozammel MP. Opinions of pre-selected respondents from

different local government organizations discussed on the paper and different aspects of the Local Government Units (LGUs). Later on, MPs expressed their views and suggested policy recommendations. Then the discussion was open for all and the participant from different organizations as well as the elected representatives of various local governments actively participated. The seminar came to an end with summary and concluding remarks by Jerome Sayre.

## 2. OPENING REMARK

### **Jerome Sayre**

*Chief of Party, SDLG Project*

SDLG project is sponsoring this conference and two research organizations namely Centre for Urban Studies (CUS) and Unnayan Shamannay (US) put effort for the conference. CUS is an expert in urban governance and development — an organization that has a distinguished academic record and also has worked very closely with government in securing policies to help urban areas to develop them. US is another academic research organization which has contributed to a number of advocacy events on local governance over the last few years. These two organizations have worked together to provide the analysis and the two academic research papers which are going to be presented today.



There are four components of this project. The first component is Policy and Research, and this conference is a part of this component. SDLG is bringing together research that is quite practical and that work directly which form their work in the other three components. The second component is strengthening local government associations. It has members from Bangladesh Union Parishad Forum (BUPF), Municipality Association of Bangladesh (MAB) and newly formed Upazila Parishad Association of Bangladesh (UPAB). SDLG is helping them to strengthen themselves as organization as well as advocate more effectively for the members and transfer knowledge to the members. All of the organizations have shown interest in the third and fourth components of SDLG. Local government associations have been helping SDLG understand the workings of local government to design more effective training. The third and fourth components of SDLG are training components. SDLG through its three regional field offices and the main office in Dhaka will train 600 local government councils, 450 UP, 50 Municipality and 100 UZP. It will be training both the local council officials, a few appointed officials like the CEO of Pourashva, the secretary of the UP as well as, in the fourth component, the citizens. It wants the citizens to work closely with local government. They are organizing citizens, what they call “Citizen in Governance (CIG) Forum”. These are not like the typical advocacy program or the men-driven forum. The citizens will interact with the local government in ward committee, in standing committee and in budget meeting. There are three major areas of these trainings including revenue generation, participatory planning and budgeting, and service delivery and monitoring.

### 3. KEYNOTE PRESENTATIONS

#### **Dr Mahfuz Kabir**

*Senior Research Fellow, Bangladesh Institute of International and Strategic Studies*

The central government exerts predominant influence over UZP affairs and it suffers from a weak financial base. It is due to lack of capacity keeps the UZP financially dependent on funding flows controlled by the UNO despite scope under the Upazila Act 2009 for its own revenue generation. Standing committees authorized under the Upazila Act 2009 provide scope for UZP monitoring of services of ‘transferred’ subjects. However, the UZP has no effective mechanism to influence the performance of the central government upazila officers who are in charge of delivering these services. The UP Act 2009 provides for UP control over financial management and scope to generate revenues from various taxes and fees. Though generation of local revenues has improved in some UPs, most is heavily dependent on central government support. There is a lack of dynamism by UP leaders in the practice of participatory planning and budgeting despite mandatory and clear guidelines for these annual processes in the Upazila Act 2009. The Act also requires five-year plans but does not provide descriptive guidelines. Both union and central governments deliver services in the union. The UP Act 2009 provides scope for the monitoring of the quality of these services through authorizing 13 standing committees and the formation of a Union Development Coordination Committee (UDCC). However, the committee’s monitoring function is rarely used.



#### **Salma A. Shafi**

*Urban Planner, Centre for Urban Studies*

The central government controls the appointment, payment and performance reviews of almost all paurashava personnel. There is little scope under the law for elected representatives to influence paurashava staff performance. While most paurashavas are currently highly dependent on the Central Government for revenues and financial management, the law allows paurashava standing committees on finance and allows for revenue generation from diverse sources. However, the potential for financial management by the paurashava and own revenue generation by the paurashava is largely unrealized. While legislation and policy directives provide scope for paurashava planning and development with citizens’ involvement, a review of the literature indicates that participatory planning and budgeting are not often practiced. The central government performs the delivery of most public services within the paurashava. The law does allow elected representatives in paurashava standing committees to monitor delivery of these central government services or manage delivery of own services. However, a review of research literature indicates few examples where this occurs.



#### 4. COMMENTS BY THE MODERATORS

##### **Professor Dr. Zarina Rahman Khan**

*Local Government Expert*

*Deputy Chief of Party, SDLG Project*

It is a long-term research work and we have just completed the first part of this work. Basically this paper is an output of the review from relevant literature and law regarding UP, UZP and Pourashava. The paper presented by Dr Kabir focused on 3 issues: financial management, participatory planning and budgeting and service delivery and monitoring of UP and UZP. Local government provides some services directly and some are transferred services provided by directorates' of central government's at local level. Dr Kabir tried to analyze the existing laws, circulars, orders of UP and UZP and literatures on these sectors after 2009. The findings of his research tells us that for UP, according to the laws, there is much scope of work in focused three areas but problem arises in implementation, which contradicts the provision of laws because of interventions of external factors. We will try to find out those factors in the second phase of our research. For upazila, the scenario is slightly different. It has limited scope of work compared with UP. Nevertheless, still there are scopes of doing works.



Central government has much control over UZP for financial management. UZP can be financially independent based on UZP acts where some sources for income generation are indicated clearly. For participatory planning and budgeting, UZP is under the strong control of central government, so scope of participation by people is restricted. On the other hand, according to UP Act 2009, there is enough scope of people's participation in planning and budgeting.

There are ways of ensuring transparency, accountability and monitoring of services in both UP and UZP: (i) organize meetings which include mass people, and (ii) functioning of standing committees by which provided services could be supervised as well as monitored. Although there is a provision of electing one female vice chairman at UZP and three reserved seats for women at UP, still there is a bias against women's participation in regular activities of both the parishads. There is a scope of women representation from UP to UPZ activities but it is not truly implemented.

#### 5. PANEL DISCUSSION

##### **Professor Dr. Sarwar Jahan**

*Department of Urban and Regional Planning*

*Bangladesh University of Engineering and Technology (BUET)*

According to law, local governments have been given considerable power and independence, however, they are not functionally independent. However, colonial structure of local government still exists. Public representatives at the local levels cannot work



properly due to lack skills and funds. Major activity of the central government is to provide necessary policies that are implemented at local levels. Unfortunately, these are not implemented properly at local levels. Block grants are not given in Bangladesh following any particular formula in compared to other countries in the world.

***Policy recommendations:***

- Local governments must be strengthened in order to ensure economic growth and fair distribution of income.
- The present top-down approach should be reversed and take bottom-up approach in order to strengthen local governments.
- Resource base of local governments must be extended as well as strengthened to improve the capacity of local governments.
- A formula has to be devised to reduce political influence on block grants.
- Participation of local non-political people in decisions making must be ensured to strengthened democratic local governments.

**Advocate Sultana Kamal**

*Executive Director*

*Ain O Salish Kendra (ASK)*

*Former Advisor to the Caretaker Government of Bangladesh*



Local government is the pillar of the government. Therefore it needs to be strengthened to make the government stronger. Although it is mentioned in the Article 7 of the Constitution of Peoples' Republic of Bangladesh that people are the owner of the State, they however do not have participation at all levels effectively. The fundamental rights like food, health and education of the people are yet to be secured. Rights are highlighted in the laws but these are not implemented properly. Lack of facilities at local level forces people to move to Dhaka. Participation of female leaders is yet to be confirmed at Municipality level. Women Vice Chairmen of UZP do not have opportunity to work.

***Policy recommendations:***

- In order to ensure human rights, local governments need to be strengthened.
- Uphold the people's power and constitute universal local government.
- Laws are in place, but their implementation should be ensured. Strong political will is needed in this regard.
- Self-governance needs autonomy to ensure good governance.
- Every public representative should have philosophy so that they can implement their vision.
- Resource mobilization and participation must be ensured to strengthen the local governments.
- Co ordination between central and local governments is essential in policy formulation and implementation.

**A.K.M. Mozammel Haq MP**

*Chairman, Parliamentary Standing Committee on Ministry of Land*



LGUs enjoy more power than the central government of many other countries. However, only an insignificant part of the central government budget is allocated for the local governments and a less substantial part of that allocation is spent by the local government themselves. Rest of the amount is spent by the different government agencies that are not directly accountable to the public. Elected representatives are not aware of their responsibilities given by the laws. MPs have numerous national responsibilities since they are the policymakers. Making them the advisor of the UZPs is indeed disgraceful. Many laws passed in parliament are not implemented properly due to circular and order by bureaucracy. On the other hand, power is given by law to the local government but there is resource constraint at local levels.

***Policy recommendations:***

- Based on the present laws the loopholes must be identified and based on that the laws should be modified.
- Tax assessment must not be under the control of UP. Rather, some other government authorities or third party can be involved here to have a systematic assessment and to make the process more transparent and unbiased. Then it should be collected through banking system.
- Local public representatives must read the laws, circulars as well as rules regarding their duties and responsibilities.
- A proper system must be developed in order to ensure more transparency in resource mobilization.
- Following many other countries, block grants can be given to the MPs to undertake some development activities at their own constituencies.
- Activities of the standing committees must be strengthened to improve monitoring of development activities and financial management of LGUs.
- 50 percent of the ACR can be written by the UZP chair and the rest 50 percent by the higher authorities of the respective government departments.
- The LGUs cannot render services properly due to lack of manpower. Therefore manpower should be strengthened and therefore some autonomy must be in there to recruit manpower.
- Budget for LGUs must be allocated through policy, not by political consideration.
- Standing committees must be strengthened. No expenditure should be made bypassing approval standing committee.
- Standing committees should work independently in order to ensure check and balance.
- Parishad, especially UZP, should be empowered — not Chairman.
- Half of the local revenue should be retained by the LGUs for their greater fiscal autonomy. The rest of the money should be transferred to the government.

## 6. COMMENTS FROM PRE-SELECTED RESPONDENTS

### **Mahbubur Rahman Tulu**

*President, Bangladesh Union Parishad Forum (BUPF)*

An appropriate law regarding local government was a long-standing demand and it was achieved in 2009. But this law does not indicate clearly that which part of the local government should collect the revenue. Now 93 percent of UP chairman are newly elected and only 7 percent are re-elected. UP must be changed because now they are more capable to handle the resources. Therefore identification of the loopholes of this law is important. The government has the authority to remove the UP chairmen, which hinder their independent functioning. There is no authority of UP in recruitment of manpower, which limits its capacity to provide necessary services.



### **Shamim al Razi**

*Secretary, Municipality Association of Bangladesh (MAB)*

There is no proper guideline for LGU in the Sixth Five-Year Plan. Moreover, political parties do not have anything in their election manifesto about City Corporation or municipality although they have mentioned about the local government in general. There are contradictions between rules and laws in some cases. Central government do not provide entire amount of local government expenditure. It, however, enjoy the sole authority over the local government functionaries.



### **Foyzur Rahman Fakir**

*Chairman, Mymensingh Sadar Upazila*

Overall, the UZP law is a good law. However, only few articles are unnecessary that make the whole law ineffective. A power balance is needed between MPs and UZP chairmen. Further, offices of many government ministries have been transferred to UZP without ‘financial transfer’, which makes them less effective to function. Where and how money is spent is not known by the UZP. There are about 80 committees in UZP of which chairmen are the head of only 10-12 committees and rest committees are headed by UNO. Work is being done but UZP is bypassed. Therefore, all committees must be accountable to UZP. Bypassing UZP is a gross violation of UZP power. The regretted this local government is not a true local government since there is no participation, budgeting and taxing in their hand. ‘Standing committee’ is absent in the UZP Bill 2011, there is only the ‘committee’.



### **Sahanaj Parvin Mili**

*Vice-Chairman, Satkhira Sadar Upazila*

UZP is not yet ‘full’; it is rather half-done for two reasons. *First*, women Vice-Chairmen are grossly bypassed in most of the activities. *Second*, election of the women members of UZP is not yet held. As a result they cannot function properly. Moreover, woman Vice-Chairmen



failed to achieve their rights and we have already applied to Election Commission to ensure their rights. TA/DA bill of UZP is yet to be implemented due to lack of concentration by the ministry. Opportunities of women are not realized at all.

**Mohsin Ali**

*Executive Director, WAVE Foundation*

The present law has both positive as well as negative aspects especially considerable lacking at the implementation level. UZP budget is not participatory. All tensions prevailed in different levels of local government must be removed in order to ensure development. There are some contradictions in the law but still the scope of the law must be utilized.



**Sheela Tasneem Haq**

*Director-Civil Society, PRODIP-USAID, The Asia Foundation*

Without fiscal and political decentralization, the decentralization of local government cannot be made effective. Mass people are unaware of their importance in participation at local government functions. They must understand their role in participating in local government. People have a perception about female representative as they some special activities to perform. Women’s representation at UZP is confined to education, health and social welfare. But female representatives still have some other general functions where they can perform. There is a need for harmony in oversight between MP and UZP and therefore distinguish between policy and legislative oversight. Participatory planning mostly remained donor-based and therefore did not sustain. UP and specially UZP lack capacity to continue participatory planning and need proper institutional framework.



**Mohibur Rahman**

*Chairman, Bishwanath Upazila, Sylhet*

UZP is basically a floating institution. There is no scope of UZPs to implement their decisions since MPs remain the advisors. There is a lack of commitment from central government level to function UZPs. There is a need for transferring both financial as well as manpower to the UZP to strengthen local government. An independent local government commission is needed to oversee the LGUs and act as the last resort.



**7. OPEN FLOOR DISCUSSION**

**M.A. Mannan MP**

The land related matters should be transferred to the local government. There is a continuous campaign to demoralize the central government. Instead it is important to develop harmony among all the elected public representatives.



### **Roushan Jahan Sathi MP**

No development will be possible without decentralization. Decentralization of local government is not possible without the empowerment of grassroots institutions. Therefore, political will is a must for effective decentralization. Women Vice-Chairmen is not getting any facility and they have no work.



### **Khondoker Abdul Baten MP**

Administrative decentralization is a key to effective local governance. All mistrust among the different public representatives must be removed to achieve administrative decentralization. Bureaucratic obstacles should be overcome to strengthen development activities at local level. Local government should be transferred to Ombudsman.



### **Asma Zerine Jhumi MP**

Work should be started from local level to develop the country. Coordination among MP, UP and UZP is needed to integrate the development works. Gender balance must be ensured in budgeting and other activities of local government.



### **Rasheda Akhter**

*Vice-Chairman, Chouddagram Upazila, Comilla*

There are some gaps between the recruitment and procurement. UZP representatives tried to find out the resources under upazila territory. There are scopes of work by upazila women Vice Chairmen although the speed of work is very slow. There are problems in the recruitment and procurement.



### **Akramul Haque**

*Director, National Institute of Local Government (NILG)*

The local government laws of Bangladesh are much stronger than the law of local government of many other countries. But the problem lies in its implementation. Active and effective implementation of this law must be at the forefront. Efficient use of budget for LGUs and enhancing capacity of implementing the laws should be seen to be the two important pillars of effective local governance.



### **Golam Mortuza**

*Chairman, Jibannagar Upazila, Chuadanga*

Coordination among all public representatives is required to achieve the targeted development. All public representatives should work together to ensure the effectiveness of local government. The UP chairmen need to remain active throughout the year.



### **Abul Kamal Azad**

*Chairman, Uzirpur Upazila, Barisal*

MPs are highly respected as they are the advisor of Bangladesh. They should remain active and advise the government on the issues of greater national interest. The development matters of upazilas should be dealt by the parishad only. People of Bangladesh need to be empowered. There is no alternative of effective local government to empower the local people.



### **Farzana Afroz Luna**

*Vice Chairman, Satkania Upazila, Chittagong*

There is a need for liberal view to develop the country as freedom fighters dreamed during the liberation war. In order to develop such a liberal view, coordination between local and central government is a must, and it will work for effective decentralization of local governance in Bangladesh.



## **8. CLOSING REMARK**

### **Jerome Sayre**

*Chief of Party, SDLG Project*

Law in three tiers of local government, viz. UP, UZP and Paurashava, is generally positive as found from the research and dissemination in all levels. The problem lies in its implementation. There are some contradictions, inconsistencies and problems in implementation strategy. There is lack of capacity, skills and resources for implementing the laws. Due to the unawareness of people, sometimes it is difficult to ensure participation in participatory budgeting or other functions.



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**Working of the Upazila Parishad: Selected Case Studies**

**(Final Report)**

**12.12.2011**

**Submitted**

**To**

**Strengthening Democratic Local Governance (SDLG)**

**TETRA TECH ARD**

**USAID**

**DHAKA**

**Submitted**

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Dr. Pranab Kumar Panday  
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## LIST OF ABBREVIATIONS AND ACRONYMS USED

ACR	Annual Confidential Report
ADP	Annual Development Programme
AL	Awami League
APR	Annual Performance Report
BJI	Bangladesh Jammah-E-Islami
BNP	Bangladesh Nationalist Party
EC	Election Commission
HSC	Higher Secondary Certificate
JP	Jatiya Party
LGD	Local Government Division
LGI	Local Government Institutions
LGRD&C	Local Government Rural Development and Cooperatives
MP	Member of Parliament
NGO	Non Governmental Organization
PIO	Project Implementation Officer
SDLG	Strengthening Democratic Local Governance
SSC	Secondary School Certificate
UNO	Upazilla Nirbahi Officer
UP	Union Parishad
UPZ	Upazila
UPZ	Upazila
USAID	United States Agency for International Development
UZC	Upazilla Parishad Chairman
UZP	Upazilla Parishad
UZVC	Upazilla Parishad Vice Chairman
ZP	Zila Parishad

## **Chapter- One**

### **Introduction**

#### **1.1.Introduction**

Local Government Institutions (LGIs) can play a significant role in the overall development of a country. Since majority of population of developing countries live at the local level, structure of the local government bodies should be designed in such a way that these bodies are administered by elected representatives. At the same time, avenues should be created for participation of local people in the decision making bodies. Involvement of citizens in the political decision making process can be considered as a prerequisite to establish good governance and democracy. Nowadays it has been realized that real development is difficult keeping citizens away from the policy-making process. According to the Constitutional provision (Article 59), Bangladesh supposes to establish local government institutions at all four units of administration below the center. Unfortunately, we were having LGI only at one tier (Union Level) uninterruptedly since Bangladesh is created. The second tier Upazila Parishad (hereinafter UZP) (sub-district) started functioning for the second time with an interval of 18 years only in 2009. The Zila Parishad (hereinafter ZP) (District Council) though started since British time did not revive in its democratic form since liberation. Divisional level LGI was never an issue in Bangladesh although during Pakistan time under Basic Democracy scheme there were LGI at Divisional level too.

In the newly formed UZP parishad, few important changes, in the form of making advisory role of the Member of Parliament obligatory and transfer of activities of different government departments, have made the working of the UZP tricky. Centering on these changes, there has been a lot of debates and discussions. The Upazila Parishad chairman's forum, Civil Society Organizations (CSOs), and academicians have remained vocal on this issue. Now a pertinent question is: how UZP is functioning within the purview of the Upazila Parishad (Reintroduction and Amendment) Act of 2009 (hereinafter the Act of 2009)? The present research seeks to answer this question.

#### **1.2.Research Objectives**

This study seeks to explore the state of working of the UZPs having particular focus on its own financing, budget and planning and services delivery and monitoring by the UZP. To be more specific this study attempts to explore what is written in the laws about these three aspects and how UZPs are functioning in practice. Specific objectives of this study are to:

- \* Review the legal framework guiding UPZ's own financing (ADP, local revenue, tax and fees) and examine what UZP is experiencing while managing its financing?
- \* Review legal provisions guiding UPZ's own budgeting and planning and examine to what extent UZP has been successful in preparing their budget and plans.
- \* Review all legal provisions regarding UPZ's delivery of services and monitoring (UPZ's own services, and services of the transferred departments) and examine to what extent UZP has been successful in ensuring accountability and transparency of the services delivery (standing committees, people's participation, accountability of the transferred departments, Annual Performance Report (APR), Annual Confidential Report (ACR) and Member of Parliament's (MP) role).

### **1.3. Research Questions**

The study seeks to answer to the following questions:

- \*What are the existing provisions guiding UPZ's own financing (ADP, local revenue, taxes and fees), budgeting and planning and delivery of services and monitoring (standing committees, people's participation, accountability of transferred department, APR, ACR and MP's role)?
- \*Does it happen what is expected to be happened?
- \*What gap exists between laws and practices?
- \*What are the factors creating hindrances to attain desired objectives?
- \*What are the ways forward?

### **1.4. Research Methodology**

This research has employed a qualitative research strategy supplemented by appropriate quantitative methods. The case study is an ideal methodology when a holistic and in-depth investigation is necessary (Feagin, 1991). In this research, an exploratory and descriptive case study approach has been used because how, what, and why questions have been posed. The researcher has no control over events, while the focus has been on contemporary phenomenon. The reason for choosing the case-study method is related to the problems of this study, which altogether form a complex issue. As Creswell (1994) pointed out, there are six assumptions in qualitative designs based on Merriam's (1988) assumptions. Primarily, qualitative researchers are concerned with i) process, ii) interested in learning how people make sense of their lives and experiences, iii) the researcher is the primary instrument for

data collection and analysis, iv) it involves field work, v) is descriptive in that the researcher is interested in the process, meaning, and understanding gained through words or pictures, and vi) qualitative research is inductive. Johnson and Onwuegbuzie (2004) also expressed a similar view. According to them, the characteristics of qualitative research are induction, discovery, exploration, theory/ hypothesis generation, and the researcher serving as the primary “instrument” of data collection and qualitative analysis. Thus, this strategy is most likely to be appropriate in dealing with the research questions and objectives of the current study.

It is now widely recognised that there is no ‘one best method’ of collecting data. Researchers thus often use a combination of methods to elicit information related to their areas of investigation/interest. This study proposes to collect information on role definition, role perception and role evaluation of different actors associated with Upazila governance. Several methods such as survey of documents, interview and observation has been used for the purpose. Much of what the UZP can do is codified in formal documents, particularly the UZP Act and the rules that have been made subsequently. A thorough review of these documents is absolutely necessary to know who is expected to do what and how. Formal laws/rules provide the normative guidelines that are likely to influence the way different actors behave. These also prescribe the relationships of different actors. It is, however, unlikely to find different actors always following the rules in a faithful manner. Some gaps between role expectation and role behaviour are inevitable. What cause such gaps and the ways these can be minimised can best be ascertained by interviewing different role actors.

For the most part, qualitative data has been used in this study supplemented by quantitative data whenever appropriate. In Creswell’s term (1994:177), this can be termed as a dominant – less dominant design. Here, the dominant design is the qualitative data, while the less dominant one is quantitative data. Denzin (1978) used the term “triangulation” to argue for the combination of methodologies in the study of similar phenomena. Thus, effort has been made to use a combination of qualitative and quantitative methods in a single research.

Both primary and secondary data has been collected in this research. Primary data has been collected through pre-formulated open-ended structured questionnaire. A two-part schedule has been developed, with part one seeking information mostly on the background of the respondents such as education, experience, political affiliation, occupation, and career history. Part two deals with the process of working of the UZP. While collecting information

special efforts were given to explore a range of relationships that determine the success or failure of the system: relations between the MP and the UZC; relations between the UZC and the UNO; relations between officials of the transferred departments, and relations between the UNO and departmental officials. In addition, participants' observation method has also been used while collecting primary data. Secondary data has been collected from different published sources including journals, books, research reports, and news papers.

#### **1.4.1. Location of the Study Area**

Due to time and resource constraints it was neither possible nor feasible to conduct a study on all 482 UZPs in Bangladesh. Thus, a subset of the samples was selected for making generalization based on the finding of the study. In the context of the present study six UZPs were selected for data collection. Now one may wonder what were the criteria of selection of UZPs? As a matter of fact, five UZPs were selected among 100 control UPZs under Strengthening Democratic Local Governance Project (SDLG). While selecting UZPs priority of the authorities of the project was taken into consideration. These five UZPs were Shahazadpur of Sirajgong District, Gurudaspur of Natore District, Sujanagaor of Pabna District, Kahaloo of Bogra District and Naogaon Sadar of Naogaon District. In order to verify differences of opinion among respondents belonging to control and uncontrolled UZPs, Bagatipara UZP of Natore district was also selected as a unit of uncontrolled group. However, it is important to mention here that during the selection of study areas distance of location of the study area from the researcher's city of residence was taken into account since there was an obligation of completion of the research within 48 working days.

#### **1.4.2. Field Work and Data Collection**

The researcher was assigned the responsibility of collecting data through an open-ended structured questionnaire. The whole research was conducted under close supervision of Deputy Chief of Party (DCoP) of SDLG project, Dr. Zerina Rahman Khan. Series of information were collected from UZPs that includes sources of revenues, budgeting and planning and delivery of services.

#### **1.4.3. Total Number of Respondents**

The objective of the study was to observe how UZP is functioning in the light of the Upazila Parishad (Reintroduction and Amendment) Act -2009 having particular focus on its own financing, budget & planning and delivery of services. Thus, it was important to interview all stakeholders associated with the functioning of the UZP. Broadly there were two types of

respondents interviewed in this study. One group of respondents belong to people's representatives (i.e., UZC, UZVC, UP Chairmen & elected Women members of the UPs) while the other category of respondents belong to government officials (i. e., UNO and officials of transferred departments). Total number of respondents interviewed from both categories stood at 73. Among 73 respondents 15 were women.<sup>1</sup> The following Table gives us an indication about the respondents associated with the process.

**Table-1.1**  
**List of Respondents along with Gender Dimension**

Category	Number of Respondents	Gender	
		Male	Female
<b>People's Representatives</b>			
UZC	06	06	-----
UZVC	05	05	-----
UZVC (F)	06	-----	06
Mayor	06	06	-----
UPC	13	13	-----
Women Member of UP	03	-----	03
<b>Government Officials</b>			
UNO	6	06	-----
Officials of Transferred Department	28	22	06
<b>Total</b>	<b>73</b> <b>(100%)</b>	<b>58</b> <b>(80%)</b>	<b>15</b> <b>(20%)</b>

**Source: Interview Data, 2011**

#### **1.4.4. Profile of the Respondents**

Considering the educational qualification of the respondents, it can be asserted that the study is based on the responses of high profile respondents. Highest number of respondents has been found having completed Masters Degree (41.10%) followed by HSC (23.29%). Only 4.22% respondents have been found having educational qualification below SSC. Rest of the respondents belong to other groups that include BA, BSC, BBA, BSS (Hons) (6.85%), BA (Pass) (8.22%), MBBS (4.11%), BSC (Engineer) (4.11%), Diploma (Engineer) (5.48%), and SSC (2.74%). Overall, 69.87% of respondents have been found having graduation and above. Table 2 shows the education qualification of the respondents.

---

<sup>1</sup> These seven women respondents include Vice Chairman (Female) (06), women members of UPs in reserved seats (03), and government officials (06).

**Table-1.2**  
**Educational Qualification of the Respondents**

Category	Number of Respondents	Percentage
Masters	30	41.10%
BA/BSC/BBA/BSS (Hons)	05	6.85%
BA (Pass)	06	8.22%
MBBS	03	4.11%
BSC (Engineer)	03	4.11%
Diploma (Engineer)	04	5.48%
Higher Secondary Certificate (HSC)	17	23.29%
Secondary School Certificate (SSC)	02	2.74%
Below SSC	03	4.11%
<b>Total</b>	<b>73</b>	<b>100%</b>

**Source: Interview Data, 2011**

**1.4.5. Political Affiliation of the Respondents**

As regards to the political affiliation of the respondents, following table-3 suggests that except government officials, (34 out of 73), 66.67% of the respondents (26 out of 39) have been found allied with Awami League (AL) politics while 25.64% (10 out of 39) have affiliation with the Bangladesh Nationalist Party (BNP). The rest 7.69% (03 out of 39) have been found activists of Bangladesh Jameet-e-Islami (BJI).

**Table-1.3**  
**Political Affiliation of the Respondents**  
**(Except government officials, civil society members and beneficiaries)**

Category	Number of Respondents	Political Affiliation of the Respondents			
		Awami League (AL)	Bangladesh Nationalist Party (BNP)	Jatiya Party (JP)	Jammat
UZC	06	04 (66.67%)	01 (16.67%)	-----	01 (16.67%)
UZVC	05	03 (60%)	01 (20%)	-----	01 (20%)
UZVC (F)	06	04 (66.67%)	02 (33.34%)	-----	-----
Mayor	06	04 (66.67%)	02 (66.67%)	-----	-----
UPC	13	09 (69.23)	03 (23.8)	-----	01 (7.69%)
Women	03	02	01	-----	

Member of UP		(66.67%)	(33.34%)		
<b>Total</b>	<b>39 (100%)</b>	<b>26 (66.67%)</b>	<b>10(25.64%)</b>	<b>00%</b>	<b>03(7.69%)</b>

**Source: Interview Data, 2011**

#### **1.4.6. Problems of Data Collection**

Collecting data in the context of Bangladesh is always difficult and challenging. In the context of the present study, it was found difficult to gain confidence of the respondents since the research required extensive information on the working of UPZ from different perspectives. Thus, apart from USAID affiliation we had to use personal network to influence the government officials so that they offer us whole hearted cooperation. Since both the UZCs and UNOs remain busy all the time, it was very difficult to manage their interview schedule. Once interview schedule was finalized it was found difficult to talk to them quietly due to their multifarious involvement. Moreover, excessive work load of the officials of the transferred departments required us to go several times and spend several hours. Thus, it took several days to complete interview in one UPZ. Another problem was that most of the members of the UZP were found having little knowledge about the working of the UZP and different provisions of the Act and circulars. Thus, we had to inform them about different provisions and procedures first in order to collect their opinion in this regard. Finally it was really hectic journey to travel to six UZPs in a shorter time as specified in the contract.

#### **1.5. Chapter Plans**

The whole report consists of following six chapters:

**Chapter One:** The Chapter one deals with the background of the research, research objectives, research questions, research methodology, data collection, and problems of data collection.

**Chapter Two:** The Chapter two deals with examination of the process of working of the UZP having particular focus on its own financing. In fact, the purpose of this chapter is two folds. First part reviews different provisions of the Act regarding different sources of incomes and expenditures while the second part explores practicalities associated with the management of UZP financing.

**Chapter Three:** The chapter three will be discussing the planning and budgeting of the UZP and try to find out the gaps existed in this process. The chapter is based on the interview

conducted with the people's representatives (UZC, UZVC, UPC, Women Members) and government officials (the UNO and officials of transferred departments).

**Chapter Four:** The Chapter four delineates the process of delivery of services and monitoring of the activities of the UZP and transferred departments. While discussing these, an effort has also been to explore the pattern of relationship among different actors and its impact on the working of the UZP and transferred departments.

**Chapter Five:** The Chapter five mainly focuses on the identification and explanation of gaps between the laws and the practices that hinder the process of working of the UZP.

**Chapter Six:** The Chapter seven draws conclusion and suggests recommendations to overcome gaps hindering the process of working of the UZP.

## Chapter-Two

### Working of the Upazila Parishad: A Focus on its own Financing

#### 2.1. Introduction

Resource is important for effective functioning of any organization. Resources both in terms of human and material determine the extent of success of any organization. Like other organization importance of resource in the context of UZP is immense as well. Among other activities of the UZP one of the most important functions to be performed by the UZP is to ensure development of UZP in terms of physical development and infrastructural development. Moreover, UZP is required to pay salaries of its staff from its own sources. Thus, effective and successful operation of the UZP requires having adequate funds. Inadequate funds may jeopardize the working of the UZP. Under such circumstance, the main aim of this chapter is to explore the process of working of the UZP having particular focus on its own financing. In fact, the purpose of this chapter is two folds. First part identifies different provisions of the Act regarding different sources of incomes and expenditures while the second part explores practicalities associated with the management of UZP financing.

#### 2.2. UZP Financing: Legal Mandates

Provisions of the Upazila Parishad Act, 1998 (Re-introduction and Amendment) Act, 2009	Clarification Made through Schedules, Circulars and Orders
<p><b>According to Article 35(1)</b> of the Upazila Parishad Act 1998 (Reintroduction and Amendment), Act 2009, there will be a fund for each Upazila Parishad to be called as Upazila Parishad Fund.</p> <p><b>Article 35 (2)</b> of the said act states that funds collected from following sources will be deposited in the UZP fund:</p> <ul style="list-style-type: none"> <li>• Funds collected from tax, rate, toll, fees and others imposed by the government to UZP in accordance with the law.</li> </ul>	<p><b>Sources of Revenue through leaving taxes</b></p> <p><b>Through Schedule-4</b> (in accordance with the article 44 of the Act of 2009) the government has specified following sources of income through leaving taxes by the UZP:</p> <ul style="list-style-type: none"> <li>• Money from the government specified <i>haat-bazaar, jalmahals</i> and <i>ferrighats</i> situated entirely within the upazila boundaries</li> <li>• Tax on business institutions and industries situated with Thana headquarters</li> </ul>

<ul style="list-style-type: none"> <li>• Funds collected from all properties transferred to the UZP</li> <li>• Funds received from the government for disbursing salaries of officials of all transferred departments and other related costs.</li> <li>• Grant received from the government or other authorities</li> <li>• Grant received from other institutions and individuals</li> <li>• Interest received from investment made by the UZP</li> <li>• Other funds received by the UZP</li> <li>• Surplus amount of the UZP's fund</li> <li>• Funds received from the other sources as directed by the Government.</li> </ul>	<ul style="list-style-type: none"> <li>• (a) Tax on cinema situated in Thana headquarters of those upazilas where there is no paurashava</li> <li>• (b) Part of tax on drama, theatre and <i>jatra</i> to be decided by rules.</li> <li>• Street lighting taxes.</li> <li>• Fees levied on fairs, exhibitions and entertainment show organised by non-government sector.</li> <li>• Fees for licenses and permits granted by the Parishad on profession, trade and callings.</li> <li>• Fees for services and facilities maintained by the Parishad.</li> <li>• 1% of registration fees on property transfer and 2% of land development tax</li> <li>• Tax, rate, toll, fees imposed on other sources as directed by the government from time to time or income earned from other sources.</li> </ul>
	<p><b>According to the Rule 1 of the UZP Revenue Fund Utilization Directory</b> issued on 13/10/2009 by the Senior Assistant Secretary of Local Government Division (LGD) (Letter No. UZ-2/M-16/2002/701) UZP Fund is divided into two:</p> <ul style="list-style-type: none"> <li>• UZP Revenue Reserve Fund</li> <li>• UZP Development Reserve Fund</li> </ul>

	<p><b>UZP Revenue Reserve<sup>2</sup></b></p> <p><b>Rule 3</b> of the UZP Revenue Fund Utilization Directory states that the UZP Revenue Reserve Fund will be formed on the basis of local resources available at the Upazila. More specifically sources of UZP revenue include:</p> <ul style="list-style-type: none"> <li>• House rent from all residential houses with UZP Complex</li> <li>• Tolls, fees, rates, taxes as mentioned in 4th schedule of the Upazila Parishad (Re-introduction and Amendment) Act, 2009.</li> <li>• Toll collected from <i>Haats</i> and <i>Bazars</i> (41%)</li> <li>• Land transfer tax (1%)</li> <li>• Land development tax (2%)</li> <li>• Profits gained from transferred property or property managed by UZP,</li> <li>• Grant received from other institutions and individuals</li> <li>• Interest received from investment made by the UZP</li> <li>• Other funds received by the UZP</li> <li>• Money received from other sources as imposed by the Government.</li> </ul>
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<sup>2</sup> One may misunderstands Upazila Parishad Revenue Reserve as a surplus amount of money after meeting all expenditures of the Upazila Parishad. But, as a matter of fact, through section 35 of the Act of 2009 Upazila Parishad fund has been divided into Upazila Revenue Reserve and Upazila Parishad Development Reserve. Thus, there is no scope for misunderstanding the term as a surplus amount of money.

	<p><b>Management of the UZP Revenue Reserve Fund</b></p> <p><b>Rule 4</b> of the Upazila Parishad Revenue Fund Utilization Directory issued on 13/10/2009 states that all funds accumulated in the UZP Revenue reserve fund should be transacted (managed) through a bank where government treasury functions are conducted. And the fund will be managed (transacted) jointly by UZC and UNO.</p> <p><b>Expenditure to be made by the Upazila Revenue Reserve Fund</b></p> <p><b>Rule 5</b> of the UZP Revenue Fund Utilization Directory issued on 13/10/2009 states that expenditure to the following sectors would be incurred from the UZP revenue reserve fund.</p> <ul style="list-style-type: none"> <li>(a) Maintenance and preservation of parishad buildings and houses</li> <li>(b) Management and preservation of development projects</li> <li>(c) Construction of boundaries of the parishad complex</li> <li>(d) Expenditure in unexpected sector</li> <li>(e) Projects implemented under ADP</li> <li>(f) Buying of office utensils</li> <li>(g) Collection and repair of furniture</li> <li>(h) Hospitality Cost</li> <li>(i) Others</li> <li>(j) Maintenance and repair of office utensils</li> <li>(k) Maintenance and repair of water pumps</li> <li>(l) Audit fees</li> <li>(m) Expenditure requiring management of cases</li> <li>(n) Payment of electricity/telephone bills and land development tax</li> </ul>
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	<p>(o) Repair of vehicles</p> <p>(p) Payment of salaries of staffs of the Parishad</p> <p>(q) Recruitment of gardener and sweeper</p> <p>(r) Payment of portion of salaries of the staffs of the Union Parishads</p> <p>(s) (a) Payment of government's liability from the incomes of the transferred <i>sairat mahal</i></p> <p>(b) Expenditure relating to collection of taxes.</p>
	<p><b>UZP Development Reserve Fund</b></p> <p>According to the circular entitled 'UZP Development Fund Utilization Guidelines, 2010' issued on 28/04/2010 by the Secretary of LGRD&amp;C ministry (Letter No. UP-2/AM-02/20101252), the UZP development reserve fund of the UZP will be constituted with the following sources:</p> <ul style="list-style-type: none"> <li>• Block Grant from the centre under ADP Allocation</li> <li>• Surplus revenue</li> <li>• Local donation</li> <li>• Fund received for other sources apart from ADP or national level project</li> <li>• Fund received from Volunteer Organization, local government institutions as a part of any agreement made between UZP and the institution.</li> </ul> <p><b>Distribution of ADP Block Grant</b></p> <p><b>Rule 4 (ka) of the</b> Upazila Development Fund Utilization Guidelines, 2010 states that Local Government Division maintaining following guidelines would distribute block grant received under Annual Development Programmes to the UZPs.</p>

	<b>Article 4(Ka) (1) of the said</b> Guidelines states that the block grant received under ADP would be distributed in the following way:	
	1. Construction/Reconstruction, Repair and Maintenance of the buildings within UZP complex	10%
	2. Reward (Sanitation) to the Union Parishad for their initiatives	5%
	3. Unpredictable Sector (Natural Calamity/Hazard)	1%
	4. General and Others	84%
	<b>It is to be noted</b> here that Local Government Division reserve the rights to bring changes in the distribution guidelines, if necessity arises.	
<b>Article 4(Ka) (2) of the Development Fund Utilization Guidelines, 2010 of the Local Government Division</b> states that LGD would distribute 84% of the fund that is kept for general and others among the UZPs maintain following guidelines:		
Population	35%	
Territory	35%	
General	30%	

### 2.3. UZP Financing: Experiences from the Field

#### 2.3.1. Sources of Revenue

The major part of the revenue of the UZP comes from tax collected from *hat- bazar*. The 41% of the tax collected from *hat bazar* is deposited into the account of UZP. Although there is a provision of transfer of 2% land development tax in the UZP revenue reserve fund, however, the practice of transferring the amount has started less than a year ago. Even the amount that is deposited is very insignificant in amount. Such claim has been acknowledged by the UNO of the Naogaon Sadar UZP. Situation is same in almost all other upazilas. One of the notable finding of the study is that none of the UZCs except Naogaon Sadar UZP is quite aware about this source of revenue. Even though the UZC of Naogaon Sadar has heard of this

source, however, he is still not sure how it is deposited and for what purposes it can be used. On this issue he expressed his dissatisfaction in the following way:

Once I came to know about this source I inquired the UNO about it. However, the UNO did not inform me anything in response to my inquiry. As a matter of fact, the UNO did not bother to let me know about the amount of money being deposited into the revenue reserve account from the land development tax.

When the issue was discussed with five other UZCs they expressed their opinion in the same way as was expressed by the UZC of Naogaon Sadar. The UZC of Sahajadpur (Sirajgang) expressed angrily that, “*I did not hear about any sort of source of UZP revenue reserve fund. Since everything is controlled by the UNO, I did not ask him about it*”. In response to such expression when the UZC was asked why didn’t he know about this source of revenue which is clearly mentioned in the UZP Revenue Fund Utilization Directory? In response he replied that “*I do not have enough time to go through the Act and circulars*”. Although other four UZCs have been found knowledgeable about this source, however, they expressed their similar opinion regarding the supremacy of the UNO on matters relating to maintaining records of all funds. Since main source of revenue is the 41% of taxes collected from the *hat bazar* they know about this source of revenue very well.

Apart from 41% tax collected from the *hat bazar* and 2% land development tax, another important source of UZP revenue is the house rent collected from all the houses situated within the premises of the UZP. However, the amount is not significant enough to spend for development works after covering the expenses of the maintenance of the houses or offices situated within the Upazila complex. Another important finding of the study is that although the law has provided for collection of taxes from the *jalmahals* but none of the UZPs have been found receiving certain amount of revenues from these sources. Now one may wonder what is the underline cause of this issue? As a matter of fact, taxes from this source are being collected by the Paourashava(s) situated within the territory of the UZP. The practice is continuing from a long time since the same provision is kept in the Pourashava Act as well. Thus, provision of the law in this regard is contradictory to each other. More importantly nothing is written in the UZP act that in what percentage of tax would be received by the UZP if there is Pourashava(s) within the territory of the UZP. Since there is no instruction in the law, none of the UZCs have been found interested to go to either negotiation or confrontation with the Pourashava in this regard.

As a result, the revenue reserve fund of the UZP is falling shorter than required. Thus, despite having a number of *Jalmahals* within the territory of every UZP surveyed they are not

earning any revenue from there since these are managed and maintained by Deputy Commission (DC) on which UZP do not have any control. For instance, there is 450 acres of a single *Jalmahal* in Sujanagore upazila (Pabna) but UZP is not getting any revenue from it. Thus, an essence was felt by the UZCs on matters relating to transferring of these *Jalmahals* to the authority of the UZP. However, it is interesting to mention here that there are some ponds within the premises of some UZP. For instance, there are three ponds within the premises of Bagatipara UZP (Natore) and Kahaloo in Bogra. These ponds are given lease for a certain period of time and the revenue collected from leasing, is deposited to the revenue reserve account of UZP. But the amount of money received from leasing of ponds is also very insignificant.

Although few in number one trend is noticed in a UZP that the UZC is managing the pond personally, the amount of which is not deposited in the UZP account. When the issue was cross checked with the UZC he in a way admitted the truth by saying that when the pond was leased to someone, there was a chaos on the issue of mixing poison in the pond water that caused a huge loss to the person. As a consequence of that incident nobody showed interest to take lease. Thus, I am personally taking care of it. When he was asked how do you spend this money? He expressed that: *“there many of sectors of expenditure of a UZC which cannot be managed from the UZP fund. Thus, I use to spend the amount in these purposes”*. Such case indicates that there is a tendency among the UZCs to abuse power. It is found in the study that all the UZCs and UNOs are quite concerned about the tax collected from house rent and *hatbazar*.

Regarding other sources of revenue reserve fund, study finding suggests that none of the UZPs have earned any amount from laving taxes on the specified business institutions and industries, cinema, drama, *jatra*, street lights, fair, exhibition and entertainment show, and issuing licenses and permits. The underlying cause of UZP's inability of earning revenues from these sources lies in the lack of clarification in the laws and existence of Pourashavas with the territory of the UZP who are already collecting taxes from these sources. All six UZCs expressed their opinion in the following way:

Since Pourashavas have been collecting taxes from these sources by virtue of the provision of Pourashava Act from a long time, we do not find it reasonable to go for confrontation with them. It is the responsibility of the Local Government Division (hereinafter LGD) to make demarcation among these sources of revenue since both the institutions work under LGD.

### **2.3.2. Management of UZP Revenue Reserve Fund**

Findings of the study suggest that UZP funds are managed by a staff of the UNO office where UZCs have very little knowledge about the detail of the funds. However, money is transacted through joint signature of the UZC and the UNO. The staff of the UNO office keeps all records including financial matters of the UZP. Now one may wonder why do the staffs from the UNO office manage the funds of the UZP even though law suggests that UZP may recruit their own personal staff for the purpose of working of the UZP? Possible explanations are that: **First**, the act provides that the UNO office will offer all secretarial service to the UZP. **Second**, UZPs are not in a position to recruit its own officials due to scarcity of funds. It is important to mention here that all salaries of the staffs of the UZP are to be paid from the revenue reserve fund of the UZP. Since UZPs are not managing their own fund, members of the UZP including UZCs and UZVCs are not in a position to have a clear understanding about the incomes and expenditures of the UZP which is alarming for the sustainability of a strong local democratic institution.

### **2.3.3. Surplus Revenue**

Another important source of UZP development reserve fund is the surplus amount of money (after incurring all the expenditures from the revenue reserve fund) to be transferred to the development reserve fund for incurring expenditure in the development sector. However, finding of the study suggests that none of the UZP have been found capable to transfer surplus amount of money into the development reserve fund. One may wonder why does it so? As a matter of fact, the amount of money that the UZPs earn as revenue reserve fund has been found inadequate in most of the UZPs. Although the law has specified different sources of revenue for the UZP but they use to earn money from three sources only (as has been discussed earlier). The crisis of the revenue in some cases takes so severe form that the payment of monthly honorarium of the UZC and two UZVCs (one male and one female) get interrupted. Such claims seem to have strong ground when we find the UZC of Gurudaspur (Natore) expressing that *“sometimes, we are not paid our monthly honorarium due to the scarcity of funds. In such case, we have to wait until the portion of revenue from the taxes collected from hat bazar comes for the next financial year”*. Now one may wonder, does it happen in case of all the UPZs selected in this study?. Of course, such situation is not prevailing in every UZP, but it is for sure that all the UZPs are suffering from scarcity of funds for maintaining expenditures of revenue budget. Thus, they fail to transfer surplus amount in the Development Reserve Fund for marinating expenses of development related

activities. This is also an indication of the fact that how UZP is working within the shortage of revenues. It is important to mention here that all the UZCs interviewed in this study have raised the issue of financial disempowerment with great importance. Compared them with the Mayor of the Pourashava situated within the territory of the UZP, they claimed that the Mayor plays supreme authority than the UZC since he does not have such financial constraints.

#### **2.3.4. Expenditures of the UZP**

Salary of the staffs including UZCs and UZVCs, maintenance of the houses within the UZP premises, entertainment cost of UZCs (BDT 5000 per month) and office maintenance cost (BDT 2000 per month) are the main sources of expenditures of UZP. All the UZCs use to get an honorarium of BDT 10000 per month while UZVCs use to receive BDT 7500 per month. The maintenance cost and the entertainment cost are dealt with by the UZCs. However, UZVCs do not have any office maintaining cost. Therefore, all UZVCs have been found unhappy and expressing their allegations for receiving poor honorarium and for not receiving any maintenance cost. Even such dissatisfaction have been shown by the UZCs as well since they cannot spend money by their own to help people in need. For instance, if he intends to help a poor person by paying an amount of money, he/she has to pay it by himself. On the issue of lack of financial resources the UZC of Sujanagore (Pabna) stated that:

As a people representative many people use to come to us for varied reasons and especially for financial help. If any disaster takes place in a family, they seek help from me. Moreover, there are some regular events (i.e., football match, meetings etc) taking place in the upazila for which people seek financial assistance from me. But I cannot pay anything to them since I do not have any allocation to spend money in such incidences from the UZP fund. In these cases, I pay from my pocket. However, I have limitation since I am only paid BDT 10000 as honorarium.

Above statement is indicative of the poor financial status of UZC. Of course, there are few UZCs who are financially solvent but their number in the study area is very few. The finding also indicates that although UZCs are elected by a large number of people almost like a parliamentary constituency, however they cannot spend or allocate any amount for the cause of people in danger. This also indicates the financial disempowerment of the UZC. One of the interesting observations is that the UZC of Naogaon Sadar UZP was quite ignorant about the allocation of BDT 5000 per month as entertainment cost of the UZP until last September, 2011 when he was informed by one of his fellow chairmen. Even when he came to know about the entertainment cost, he did not spend it due to non-cooperation of the UNO. The

UZC expressed that “*once I wished to offer a lunch to the members of the UZP during the monthly coordination meeting. Thus, I told the CA (Confidential Assistance) of the UNO office to manage that amount for paying bills. But I did not receive any response either from the CA or the UNO*”. Couple of things becomes apparent from this statement. **First**, it is an indication of lack of understanding of the UZC about the legal procedure. **Second**, this indicates tendency on the part of the UNO to hide facts and also a tendency to neglect direction of the UZCs. However, there is also a counter argument from the part of the UNO on the issue of entertainment costs. The UNO of Sujaganore (Sirajganj) complained that “*the UZC normally comes twice in a week in his office. So, how would he spend BDT 5000 in a month on the purpose entertainment?*”

#### **2.4. Annual Development Programme (ADP) Block Grant**

Usually ADP allocation comes in a quarterly basis. ADP block grant is implemented through different projects taken by the UZP. First, sector wise projects are made based on certain criteria prescribed by the law. Then, these projects are implemented through Project Implementation Committee (PIC) and open tender. It is important to mention here that there is an obligation that only one project worthy of BDTK. 1, 00000 may be implemented through PIC in one union parishad. The rest of the amount must be implemented through open tenders. From the practical point of view, finding of the study suggests that ADP block grant that is allocated to the UZP for development is not enough to meet the need of local people. Since the number of stakeholders and actors<sup>3</sup> are increasing day by day, they create enormous amount of pressure on the UZP and its officials to implement development project in their locality. This is mainly due to commitment made by their elected representatives prior to election. Thus, once elected people would start maximizing the commitments of their people’s representatives.

Even there is a competition among different actors during distribution of allocation of the ADP funds. All the actors like UZC, UZVC and MP try their best to maximize their interest during allocation of funds. During this time different patterns of relationship is noticed. For instance, if MP does not have a good working relationship with the UZC, he tries to convince other members like UZVCs , the Mayor of the Pourashava and Chairmen of the UPs, so that they could come out successfully in the meeting serving their own interest and the interest of the MP. Another type of relationship is that the UZC in order to get things approved in the meeting make some sort of pre-meeting negotiation with the members of the UZP so that

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<sup>3</sup> MP, UZCs, UZVCs (male and female), UPCs, UP members (male and female) and political leaders.

they extend their support to the UZC in the meeting. Another type of the relationship takes place among two UZVCs who come to negotiation so that they could get some share in the distribution of ADP funded projects. Finally, sometimes, the MP through the UNO tries to influence the process of decision making of the UZP. Of course, one could argue how the UNO could influence the decision making process without having the voting power? As a matter of fact, the UNOs remain in a better position since they are knowledgeable about legal affairs than other members of the UZP. On the capacity of focal point of the central government at the local level, they are having good relationships with the UPCs who are also the members of the UZPs. Thus, in order to get MP's thing approved in the meeting, the UNOs make pre-meeting understanding with the UPCs so that they extend their support in their proposal.

## **2.5. Expenditure in Unexpected Sector**

Although there is a provision that the UZP may spend money in an unexpected sector from its revenue reserve fund, but it is found that none of the UZP can spend money in this sector since no description is given as to how to define unexpended sector. Thus, although UZP need to spend money in different sectors but they could not do it due to lack of clarification on the one hand and shortage of money on the other. As a matter of fact, all most all the UZPs spend 80-90% revenue to pay the honorarium of the UZCs & UZVCs and salary of staffs. So, UZPs find very little opportunity to spend money in the unexpected sector in the form of meeting the challenges of natural hazards, meeting requirement to repair roads and bridges, helping people in need etc. Chairman of Naogaon Sadar expressed his opinion in the following way:

A bridge, situated in Boliha<sup>4</sup> was destroyed, and people were suffering from several months. In response to the request of common people, I requested one local member of the UP to repair that bridge. The member took initiative to repair the bridge from his own financing. Now, I am thinking how could I pay the cost? Thus, if there would have been an emergency fund, it would have been easier for me to take quick action in cases where urgent initiatives are necessary.

Thus, all UZCs interviewed stressed importance on the mobilization of more resources for the UZPs. In this regard all UZCs provided some specific suggestions for increasing resources for the UZPs. For instance, UZC of Gurudhaspur (Natore) motioned that there are a good number of *Jalmahals* within the territory of the UZP. These *Jalmahals* can be best utilized for

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<sup>4</sup> A local place of Naogaon district.

mobilizing funds for the UZP if authority to collect tolls from these *Jalmahals* is vested on the UZP. At least, the ownership could be divided within the UZP and the Pourashava. He also mentioned that plantation of trees by the side of different roads within the UZP can also be used as a mechanism to mobilize resources for the UZP. He has exemplified by saying that they have a 'mango garden' within the premises of UZP that they use to lease to generate funds for the UZP.

#### **2.6. Audit**

Audit office of Local Government Division (LGD) usually conduct audit of the UZP revenue reserve funds which is done once in a year. On the other hand, the accounts office audits ADP funds.

#### **2.7. UNO's Control on the UZP Fund**

One of the notable finding of the study is that all the UNOs interviewed in this study have been found interested to exert control on the activities of the UZP including the UZP funds. Since UZPs do not have their own staff, the UNOs through his staffs exercise supreme control on the UZP funds. By virtue of his position as a bureaucrat the UNOs possess sound knowledge and experience about the financial management as well as legal understanding about UZP Act, 2009. Moreover, they consider themselves the authority of the central government stationed at the local government whose responsibility is to make sure that no government money is spent illegally and inappropriately. Conversely inadequate knowledge of the UZCs about financial management and legal aspects of UZP Act compel them to be more dependent on the UNO office for the management of the funds. All the six UZCs have been found expressing the similar view that UNOs have central control over UZP's fund management. Sometimes, the UNOs disagree to spend money required to buy office utensils even after persistent demands of the UZCs. Such claim has been found having a strong ground when we find the UZC of Bagatipara (Natore) to express his opinion in the following way:

I asked the UNO several times to take initiative for purchasing furniture for my office, but he did not respond till now. Even after persistent demands, he did not response in a positive way. Such arrogant attitude of the UNO is an indication of playing a supremacy role over the UZC.

As a matter of fact elitism<sup>5</sup> of “administration cadre” and absence of strong leadership have put the UNOs in position to exert control on the activities of the UZP. Supremacy of the UNO is reflected on their attitude when it is seen that they do not address the UZC as “Sir” despite having recognition of the position of the UZC as a deputy secretary in the warrant of precedence of the Government of Bangladesh (Section 25, Warrant of Precedence, 1986 (as modified upto 7<sup>th</sup> January, 2008)).<sup>6</sup> Of course, one may wonder does it make any difference in the outcome of the working of the UZP if the UNOs do not address the UZCs as “Sir”? It is true that such official language does not get into account outside Bangladesh. But, given the socio-cultural environment of Bangladesh it matters a lot since someone addresses his superior as “Sir” to show respect to him or her. Even within the bureaucracy such hierarchy is maintained very rigidly. Thus, it is for sure that such behaviour of the UNOs indicates their arrogance towards the UZCs. Such claims seem to have strong ground when we find couple of UZCs [*Naogaon Sadar (Naogaon) and Gurudhaspur (Natore)*] expressing their opinion in the following way:

We requested the UNOs to provide us with the statement of UZP’s fund. However, both the UNOs were found reluctant to provide us with the statements of the financial matters.

When they were asked did you take any step when you find the UNO behaving arrogantly? All the UZCs have expressed that “*we are really helpless since the UNOs use to receive support from the MPs which is more powerful than us. Moreover, the Deputy Commission (DC) backs them and supports them even though they make a mistake. Thus, we do not have any power to take any action against them.*” UZC of Sahajadpur (Sirajganj) expressed that “*due to arrogance of the UNO I have given up asking him any question*”.

Although above statements indicate frustration of the UZCs regarding supremacy of the UNOs however, the UNOs have been found defending their role since they perceive themselves as the agent of the central government entrusted with the responsibilities to look after the activities on the local government bodies. Thus, they have the authority of ensuring

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<sup>5</sup> Bureaucratic elitism refers to the supremacy of the administration care that inherited a transformed version of the British colonial administrative legacy. With its distinctiveness as a special social group, the bureaucracy maintains itself as a subsystem with pronounced autonomy. The *Administrative Cadre* of the civil service preserves the elitist tradition in supportive political conditions. It virtually shields itself from other functional groups and its members occupy key positions in the governmental structure and wield tremendous power and authority over policy making. Within the *Administrative Cadre*, elite integration is strong, while there is wide differentiation between this group and other cadres. Reform attempts failed to make inroads into changing bureaucratic behaviour mainly due to resistance from the elitist cadre, which remains the dominant instrument of the political executive (Zafarullah, 2007).

<sup>6</sup> It is important to mention here that most of the UNO enjoy the status of an assistant secretary or senior assistant secretary which is well below the status of the deputy secretary.

that all the money of the UZP is spent in accordance with the law and make sure that no money is spent in an appropriate manner. They do not find it necessary to disclose everything to the UZCs once they are asked for. On the other hand, the UNOs are in opinion that the politicians try to abuse power all the time. On assurance of anonymity, one of the UNO expressed that:

The law provides that the UZP would be able to spend TK 2000 for buying office utensils in each month. The UZC always pressurizes me to allocate that amount to him in every month. Since all the secretarial services are provided by my office, can you tell me what is the utility of spending that amount every month? Like this example there are hundreds of cases where the UZCs try to misuse the UZP fund. I think my responsibility is to control such misappropriation of UZP funds.

## **2.8. Conclusion**

Above discussion leads to come to a conclusion that despite having specification of different sources of income for the revenue reserve funds of the UZP, practical situation suggests that the UZPs use to receive fund from three sources only (41% of tax collected from the *hat bazars*, 2% of the land development and tax and house rent collected from houses situated with the premises of the UZP). However, the latter two sources have been found insignificant meaning that the only notable sources of the UZP revenue is the 41% of the tax collected from the *hat bazars*. Another important observation is that there are ambiguities in different clauses of the law guiding UZP financing. Moreover, ambiguity in role specification of different actors sometime creates problem in the process of management of UZP funds. Finally, inadequate funds have made sound working of the UZP problematic.

**Chapter-Three**  
**Working of the Upazila Parishad: A Focus on Budgeting and Planning**

**3.1. Introduction**

Budget is a statement of incomes and expenditures of an organization in a particular financial year. Thus, importance of having a well-defined budget for an organization is immense since it helps the organization to get a clear understanding about the available sources of incomes and expenditures. Like the budget the importance of planning is also enormous since planning facilitates smooth progression of the functions of an organization. Under such circumstance, the main aim of this chapter is to explore the state of working of the UZP having a particular focus on its budgeting and planning. More specifically, an attempt has been made to examine whether the UZPs are capable of preparing annual budget and making long and short plans for various development works. While doing so, emphasis has been given on identification of provisions of the Act regarding budgeting and planning and exploring how it is happening in practice.

**3.2. UZP Budget and Planning: Legal Mandates**

<b>Provisions of the Upazila Parishad Act, 1998 (Re-introduction and Amendment) Act, 2009</b>	<b>Clarification Made through Schedules, Circulars and Orders</b>
<b>Upazila Parishad Budget</b>	
<p><b>Article 38(1)</b> of the Act of 2009 provides that the Parishad should prepare its budget 60 days before the commencement of a fiscal year and hang a copy in the notice board of the Parishad for 15 days for the cognizance of the people (seek public opinion, comments and suggestion).</p> <p><b>Article 38(2)</b> of the said act provides that after hanging the project, the UZP, after considering comments and suggestions of the public on the budget, shall approve the budget at least one month before the commencement of the next fiscal year and send a copy to the Deputy Commissioner</p>	<p><b>Through a circular entitled ‘Upazila Parishad Budget (Formulation and Approval) Rules 2010’</b> issued on 10/06/2010 (S.R.O No. 226-Act/2010) the government has framed rules guiding preparation of the UZP budget.</p> <p><b>Formulation of the Budget</b></p> <p><b>Section 3 (1)</b> of the said circular states that in accordance with the article 38 of the Act of 2009, before 60 days of the commencement of the financial year, the Parishad would place the total budget in the parishad meeting for approval, having been prepared the budget in</p>

<p>(DC) and the government.</p> <p><b>Article 38(3)</b> of the said act provides that if the UZP fails to approve the budget before the commencement of the financial year, the government may have the necessary statement of income and expenditure prepared and certifies it, and such certified statement shall be deemed to be the approved budget of the Parishad.</p> <p><b>Article 38(4)</b> of the said act provides that within fifteen days of the receipt of the copy of a budget, the government may, by order, modify it, and the budget so modified shall be deemed to be the sanctioned budget of the Parishad.</p> <p><b>Article 38(5)</b> of the said act states that at any time before the expiry of the financial year to which a budget relates, a revised budget for the year may, if necessary, be prepared and sanctioned. And that budget would be considered as the approved budget for the UZP.</p> <p><b>Article 38(6)</b> of the said act provides that when the Parishad would be constituted for the first time, budget for that financial year should be prepared for the rest of the time after the Parishad is constituted and all rules would be followed for preparation of that budget as well.</p>	<p>form 'Kha' and having a substance of it in form 'Ka',</p> <p><b>Section 3 (2)</b> of the said circular states that the budget will be divided into two parts:</p> <p><b>(Ka) First Part:</b> Revenue Account</p> <p><b>(Kha) Second Part:</b> Development Account.</p> <p><b>Section 3 (3)</b> of the said circular states that form 'Kha' will have two parts whose first part will consist of accounts of revenue incomes and expenditures while the second part consisting of account of development incomes and expenditures.</p> <p><b>In the section 3 (4)</b> of the circular the sector wise classification of incomes and expenditures have been classified in the following way.</p> <ol style="list-style-type: none"> <li>(1) According to the form 'Kha' all incomes and expenditures will have to be classified in separate headings</li> <li>(2) Amount of money required for meeting expenditures will have to be mentioned separately in each sector.</li> <li>(3) Amount of money, if necessary, required for meeting expenditure of a particular project will have to be mentioned separately.</li> </ol>
<p><b>Statement of Accounts:</b></p> <p><b>Article 39(1)</b> of the said act states that</p>	<p><b>Classification of Sector-wise Incomes and Expenditures</b></p>

<p>statement of incomes and expenditures should be preserved by the UZP through application of specific methods and forms.</p> <p><b>Article 39 (2)</b> provides that after completion of each financial year the UZP will prepare an annual statement on incomes and expenditures and send it to the government by the 31<sup>st</sup> of December of that year.</p> <p><b>Article 39 (3)</b> states that a copy of the statement should be hanged in a certain place for the notification of the public and the UZP should consider any objection and suggestion of the public in this regard.</p>	<p><b>Section 4 (1)</b> of the said circular states that in accordance with the form ‘Kha’ all incomes and expenditures must be classified separately.</p> <p><b>Section 4 (2)</b> of the said circular requires separate indication of all required money for meeting all expenditures.</p> <p><b>Section 4 (3)</b> requires separate indication of the specific amount of money required for any specific project (if necessary) in the account.</p>
	<p><b>Statement of the Budget:</b></p> <p><b>Section 5</b> of the said circular requires submission of following statements with the budget of the respective year:</p> <ul style="list-style-type: none"> <li>(a) A statement showing the particulars of the regular employees of the Parishad and the amount required annually for meeting the expenditure relating to the salaries and allowances of the employees should be submitted through form ‘Gha’</li> <li>(b) A statement showing an amount received from the government for a particular project, estimated cost of the project and amount of surplus at the end of the financial year.</li> <li>(c) A statement giving details of new items</li> </ul>

	<p>of expenditure which are for the first time proposed to be included in the budget and a detailed explanation for its inclusion.</p> <p>(d) A note explaining the causes of important variations in the estimates of expenditure of the current financial year and the next financial year.</p> <p>(e) An explanation and the amount of revised budget if any.</p>
	<p><b>Budget Formulation Process</b></p> <p><b>Section 6</b> of the said circular states that the statement of the budget should consist of notification of all estimated incomes (in accordance with article 35 of the Act of 2009) and estimated expenditures (in accordance with article 37 of the Act of 2009).</p>
	<p><b>Special Meeting for Approval of the Budget</b></p> <p><b>Section 7</b> of the said circular states that the budget is to be considered and sanctioned at a special meeting of the UZP by 31 May preceding the financial year to which the budget relates and a copy of it to be submitted to the government, the MP and the Deputy Commissioner.</p>
	<p><b>Certification of the Budget</b></p> <p>If any UZP fails to hold a meeting for approval of the budget before the commencement of the financial year (in accordance with section 7 of</p>

	<p>the circular), the government may have the necessary statement of income and expenditure prepared and certifies it, and such certified statement shall be deemed to be the approved budget of the Parishad.</p> <p><b>Section 9</b> of the said circular states that no expenditure, however, can be incurred by the UZP in excess of the amount provided under each head in the budget.</p> <p><b>Section 11</b> of the said circular allows the formulation of a revised budget and re-appropriation from one head of account to another under certain conditions. However, article 38 of the Act of 2009 should be applicable while making revised budget.</p> <p><b>Through section 13</b> of the said circular, the government has stopped application of all previous laws, rules, and circulars in this regard.</p>
<b>Development Planning</b>	
<p><b>Article 42 (1)</b> of the Act of 2009 confers the Parishad with the authority to formulate development plans of different time duration including five-year plan on different subject within the jurisdiction of the UZP. At the same time, UZP can seek suggestions from different private institutions and individuals involved actively in the development related activities of different UPs within the jurisdiction of UZP.</p>	<p><b>Section 5</b> of the UZP Development Fund Utilization Guidelines, 2010 provides the following guidelines for formulation and implementation of the development plans of the UZPs.</p> <p>(1) In order to carry out responsibilities mentioned in <b>Schedule-2</b> (in accordance with the article 42 of the Upazila Parishad Act, 2009) UZP will formulate priority based development plans. However, UZP will have to accept</p>

<p><b>Article 42 (2)</b> of the said act requires mentioning following issues while preparing the development plans:</p> <p>(a) In what methods funds will be collected and how it will be monitored and implemented?</p> <p>(b) By whom the plans would be implemented?</p> <p>(c) Other plan related information.</p> <p><b>Sections 42 (3)</b> of the said act states that UZP should send a copy of its development plan having been recommended by the MP to the government before its implementation starts and also circulate it for notification of the public and consider any suggestion given by the public on the plans.</p>	<p>recommendations of the MP before the plan is being implemented. Even, they will have to send a copy of the lists of the projects and implementation strategy to the local government division before the implement gets start and they will have to publish the plan for notification of the general public.</p> <p>(2) Generally, UZP will formulate, design, implement and monitor all development plans. In case, if higher experience is needed for designing and monitoring activities of development plans, UZP will seek cooperation from the Executive Engineer of the Local Government Engineering department (LGED) at the district level. The Executive Engineer of LGED will consider the issue on priority basis.</p>									
	<p><b>Sector wise allocation of UZP ADP</b></p> <p><b>Section 6 of the</b> Development Fund Utilization Guidelines, 2010 provides following guidelines for allocating UZP ADP.</p> <table border="1" data-bbox="1036 1150 1485 1472"> <thead> <tr> <th>Sectors and Programmes</th> <th>Minimum Share</th> <th>Maximum Share</th> </tr> </thead> <tbody> <tr> <td><b>Agriculture and Small Irrigation</b></td> <td><b>20.0%</b></td> <td><b>32.0%</b></td> </tr> <tr> <td><i>Agriculture and Irrigation:</i> intensive crops programme, drainage and</td> <td>10%</td> <td>15%</td> </tr> </tbody> </table>	Sectors and Programmes	Minimum Share	Maximum Share	<b>Agriculture and Small Irrigation</b>	<b>20.0%</b>	<b>32.0%</b>	<i>Agriculture and Irrigation:</i> intensive crops programme, drainage and	10%	15%
Sectors and Programmes	Minimum Share	Maximum Share								
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<i>Agriculture and Irrigation:</i> intensive crops programme, drainage and	10%	15%								

	irrigation, supply of seed and development of social forestry		
	<i>Small and Cottage Industries:</i> skill development	5%	7%
	<i>Fisheries and Livestock:</i> digging of tanks, reclamation of derelict tanks, rural fisheries and development of livestock, development of poultry and livestock,	5%	10%
	<b>Physical Infrastructure</b>	<b>32.0%</b>	<b>47.0%</b>
	Transport and Communication: rural works programme, construction of small bridges, and culvert.	15%	25%
	<i>Housing and Physical Planning:</i> development of hats and bazaars, community centres.	5%	7%
	<i>Public Health:</i> supply of safe drinking water and village sanitation, mitigation of	10%	15%

	arsenic problems.		
	<b>Socio-Economic Infrastructure</b>	<b>37.0%</b>	<b>48.0%</b>
	<i>Development of Education:</i> educational institutions, classrooms, playgrounds, supply of teaching aids.	10%	15%
	<i>Health and Social Welfare:</i> primary health care, EPI programmes, social welfare activities including youth and women welfare.	10%	15%
	<i>Sports and Culture:</i> promotion of games, sports and cultural activities, physical, mental and cultural development of children.	5%	10%
	<i>Miscellaneous:</i> birth and death registration services, disaster relief measures.	5%	8%
<p><i>Source:</i> Local Government Division, <i>Upazila Parishad Development Fund Utilisation Directive</i> (Dhaka, 10 April 2010), pp. 9-10.</p>			

	<p><b>List of Activities that cannot be undertaken with Development Reserve</b></p> <p><b>Appendix-1 of the of the UZP Development Fund Utilization Guidelines, 2010 provides that following activities cannot be undertaken with the Development Reserve:</b></p> <ol style="list-style-type: none"> <li>1. Construction of cafeteria, restaurant and shopping centre</li> <li>2. Payment of arrears of any government department</li> <li>3. Construction/reconstruction of boundary wall of UZP complex, shahid minar, mosque/temples/church</li> <li>4. Electrification by purchasing generator</li> <li>5. Establishment of new school/college/madrasha</li> <li>6. Construction of any club or society building</li> <li>7. Construction/repair or expansion of buildings for banks or any other government or autonomous institution</li> <li>8. Construction of tennis court</li> <li>9. Granting of loans to any person, family or institution</li> <li>10. Expenditure for activities related to subjects retained by national government</li> <li>11. Spending of money on UZP revenue heads</li> <li>12. Purchase of land for excavation of ponds, or establishment of school, playground and new hats and bazaars</li> </ol>
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	<p>13. Adoption of business-related projects to generate income for UZP</p> <p>14. Purchase of expensive furniture or luxury goods</p> <p>15. Adoption of projects in municipal areas</p> <p>16. Establishment of kinder garten schools</p> <p>17. Expenditure in one project by combining the upazila development reserve and funds received for divisible part of national project</p> <p>18. Adoption of schemes without assessing feasibility, pragmatism, priority and local resource constraint</p> <p>19. Purchase of any kind vehicle</p> <p>20. Purchase of computer or parts/machinery</p> <p>21. Installation of telephone or payment of land development tax, municipal tax or electricity bill</p> <p>22. Recruitment of any staff or payment of any allowances</p>
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### **3.3. Budgeting and Planning: Practical Experiences**

The law has provided the UZP the authority to prepare its' own budget since budgeting is one of the most important functions of the UZP as a local government unit. Law provides that every UZP needs to prepare a budget at least sixty days prior to beginning of a new financial year<sup>7</sup>, which should also be hanged in a notice board of the UZP at least for fifteen days for the cognizance of the general public for feedback. The UZP after incorporating comments and suggestions of the general people get it approved in the parishad meeting at least four weeks before the commencement of the fiscal year. Law has imposed a compulsion on the

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<sup>7</sup> In Bangladesh the financial year commences on 1<sup>st</sup> of July and ends on 30<sup>th</sup> of June.

UZP for sending a copy of the budget to the Deputy Commissioner (DC) and Local Government Division (LGD). If in any case, the UZP is failed to prepare and approve the budget before the commencement of the next fiscal year, necessary statements of income and expenditure of the UZP should be submitted to the local government ministry through DC that would also be considered as the budget of that financial year. The local government ministry reserves the right to make amendment and modification on the budget within fifteen days of receiving the budget and this modified budget can then be considered as the sanctioned budget of the Parishad.

Findings of the study suggest that the statement of the incomes and expenditures of the UZP is mostly perceived as the budget by all the UZCs in the study area and all of them are quite aware about the system of budget preparation. However, the reality of budget preparation has been found totally different in the present study since none of the UZP among the six UZPs surveyed has prepared any budget yet. This is mostly due to an inadequate funding, the absence of efficient staff and the reluctance of UNOs. It is important to mention here that UZP does not have any permanent staff to deal with issues like budgeting and planning. All secretarial services are provided by the UNO office. Same situation prevails in almost all the UZPs in the present study. Such claim has been acknowledged by the UZC of Kahaloo (Borga) who expressed his views in the following way:

I am well aware about budget preparation. But, I do not have proper technical staff to prepare a budget. Assigned staffs of the UNO office maintains record of incomes and expenditures of the UZP. Moreover, the funding of this UZP is fairly inadequate. The revenues that the UZP is earning from different sources are inadequate even to pay the salary of the staff. Under such circumstance, I do not find any necessity to prepare budget for the UZP.

It is worthwhile to mention that although the UZP has been running since early 2009, however none of the UZVCs excluding the UZVC of Kahaloo (Bogra), six other female UZVCs, the Mayor of the Pourashavas and all the UPC are aware of budget preparation. The UP chairmen do not even know about financial planning of UZPs. One notable finding of the present study is that apart from Sujanagore UZP (Pabna) and Gurudaspur UZP (Natore), none of the UZP has received any pressure from the concerned officer or ministry as regards to budget preparation. Both the UZCs and UNOs of these UZPs have confirmed that they have been asked by their respective DC to prepare budget for their UZPs.

It is true that reluctance on the part of the UNOs to prepare budget for the UZPs have been noticed quite significantly. For example, despite consistent pressure from the UZC, the

UNO of Naogaon Sadar Upazila has not agreed to prepare the budget for the UZP. Hence, all the UZCs have stressed importance on the necessity of having adequate manpower, specialised training for them and their staffs and guidelines of budget preparation at the UZP level. Although most of the UNOs have been found reluctant to prepare budget but the UNOs of Kahaloo (Bogra) and Sujanagar (Pabna) have stressed importance on the necessity to hold open budget meeting. They were of opinion that if the UPs can hold open budget session why not UZPs. One of the most notable findings of the study is that all financial matters are looked after by the UNOs in consultation with the UZCs as mentioned by the UZVCs and UPCs.

### **3.4. Planning and Implementation**

#### **3.4.1. Different Plans**

According to the UZP ACT, 2009, UZP is responsible to prepare five-yearly, mid-term and annual plans. It is already discussed earlier in this chapter that none of the UZP in the study has prepared a budget. Under such circumstance, in response to a question whether they have prepared a five-year or an annual plan, all the UZCs along with UNOs have answered this question negatively. Respondents identified a number of reasons for not being able to prepare any short or long term plans for their UZPs. These factors include the ignorance of the UZCs, unavailability of staffs in the UZP, dominance of the MPs and the UNOs, lack of tax imposing power, inadequate financial resources, and lack of power and authority of both UZCs and UZVCs.

It is interesting to note that none of the UZC in the present study is quite aware of the preparation of a five-year plan, a mid-term plan or an annual plan. One may wonder why the UZCs have been found ignorant about preparation of different plans? One possible explanation is that UZCs are reluctant to understand provisions of the Act and circulars. Despite having manuals none of the UZCs have been found willing to go through this because they are mostly derived by their pre-conceived idea that they do not have power in the parishad and can do nothing as the UZC. Ignorance of the UZCs has been found positive through the opinion of the UZC of Gurudhaspur (Natore) who expressed “*we have made a list of works to be implemented next year. The lists have been prepared from the priority received from the UPs*”. Although this plan cannot be considered as annual plan but due to the lack of understanding about five-year or annual plan, the UZC while answering questions of whether they have made any five-year or annual plan for UZP answered positively in this

way. Moreover, due to lack of role specification of the UNOs and the officials of transferred department the UZCs have found it difficult to decide how to act. One of the important observations of the study is that before being elected as the UZCs, all of them had been nurturing their dreams to make their UZP as a model local government unit in Bangladesh but due to existence of above factors their dreams and visions are becoming faded away.

Similar response was found on the issue of preparation of different plans from the UZVCs as well. Even the UZVCs have been found ignorant about different provisions of the law regarding planning. Such ignorance is a result of their reluctance that is caused due to lack of involvement in daily activities of the UZP, unavailability of the manuals and male dominated societal values. It is important to mention here that majority of the UZVCs interviewed in this study are not higher educated. Only two UZVCs among the 6 (six) interviewed have completed their higher secondary examinations. Moreover, they all are elected for the first time in any election as people's representative. Therefore, they are lacking in abilities to negotiate with UZCs or government officials including the UNO and officials of transfer departments. In addition, all the female UZVCs claimed that they are neglected and discriminated by the UZCs, the UNOs and other officials. Such claim seems to have strong ground when we find UZVC (F) of Naogaon Sadar expressing her opinion in the following way:

Although both the UZC and me belong to the same political party but still he ignores me while taking decisions. He along with the UNO never tells me anything about preparation of different plans. I am a people's representative but cannot even control officials of transferred departments. As a woman I think I am neglected by all of them.

One noticeable finding of the study concerning the preparation of different plans is that none of the UPC and the Mayor of the Pourashavas are quite familiar with the preparation of different plans although they are members of UZP. Majority of them explained that they use to participate in the UZP meeting but never observe such plans to be finalized. Their ignorance may be due to lack of understanding about their role in the UZP and their ignorance about the planning process of the UZP. Their observation proves true when we find one UPC from Kahaloo (Borga) stated that *"I do not know exactly the activities of the UZP. We only know that we get some projects from the parishad. I never find such plan which comes in the UZP meeting"*. The findings suggest the necessity of organizing advocacy and training programmes for all the members of the UZP including the UPCs and the Mayors.

On the contrary, government officials including UNOs have identified incapability and lack of visionary leadership of the UZCs as one of the prominent causes for having no plans for the UZPs. These officials blamed that the UZCs always want them to get involved in such activities through which they can serve their personal and political interests instead of serving the benefits of the common people. Such claim can be supplemented by a comment made by an Upazila Education Officer (on assurance of anonymity) who expressed that,

The UZCs always hanker after money. They do not have vision. They do not do what they say and they do what they don't say. They always try to influence such activities where they do not deserve the right to do so. Once our UZC compelled me to transfer one teacher from one school to another to gain his personal interest. When I expressed my inability to do this, he used slang languages and threatened me.

### 3.5. Planning and Project Selection Process

#### 3.5.1. Annual Development Programs (ADP)

None of the UZP in the present study does have its' own finance to carry out different development activities. These UZPs carry out only government funded projects mainly under Annual Development Program (ADP), which is the major funding source of the UZP for development purpose. Although all projects are approved in the monthly coordination meeting of the UZPs, the decision making is influenced mostly by MPs through the UNOs and UZVCs.

One may wonder what the criteria of selection of ADP funded projects are and how these projects are implemented. First it is important to mention here that the allocation of funds under ADP block grant get implemented in four trimesters. The total amount is known to the UZP after the budget is passed. The usual practice of project selection is that the UZP allocates money among all the UPs for implementation of different development works depending on the population (35%), area (35%) and general (30%) of the UPs. Then the UPs are informed to prepare their proposal. Once the proposals are submitted to the UZP, it is approved in the UZP meeting. It is important to mention here that allocation from ADP is distributed on the basis of following guidelines:

**Table-3.1**  
**Sector wise Allocation**

<b>Sector wise Allocation</b>	
<b>Sector</b>	<b>Percentage</b>
Construction of UZP Complex/repair, reconstruction & maintenance	10%
Reward for Union Parishads on performance (sanitation)	5%

Unforeseen Cost( Disaster)	1%
General and other	84%
<b>Total</b>	<b>100%</b>

Once the projects are approved in the UZP meeting the project travels to the implementation stage. All the projects are implemented mostly through open tenders. However, there is a provision of implementation of one project not exceeding TK 1, 00000 through Project Implementation Committee (PIC) of the Union Parishads. Following tables shows the distribution of ADP block grant of Naogaon Sadar UZP.

**Table-3.2**  
**Union wise Distribution of First Trimester ADP Block Grant**  
**Upazilla: Noagoan Sadar, Noagoan**

<b>Total Allocation:</b>	<b>: TK. 81,41,000.00</b>
<b>Distribution</b>	
Project Related Expenditure	: TK. 12280.00
Monitoring Expenditure	: TK. 5260.00
Projects Accepted from 12 Union Parishads	: TK. 18,23,460.00
<b>Total</b>	<b>: TK. 18,41,000.00</b>

SL No.	Name of the UPs	Population	territory	Allocation	Sanitation (20%)	Sector Wise Allocation			Remark's
						Agriculture & Irrigation (20%)	Physical Infrastructure (30%)	Socio-Economic (30%)	
1	2	3	4	5	6	7	8	9	10
1	Boktarpur	16387	17.65	132,975.00	26,594.00	26,595.00	39,892.00	39,892.00	It is mentioned here that each UP would submit projects within the limit allocated to them. TK, 1, 00,000 would be implemented through PIC and the rest of the amount would be implemented through open
2	Bolihar	17037	23.53	149,869.00	29,976.00	29,973.00	44,960.00	44,960.00	
3	Borshail	17735	14.83	129,290.00	25,858.00	25,858.00	38,787.00	38,787.00	
4	Boalia	16393	6.97	105,447.00	21,090.00	21,089.00	31,634.00	31,634.00	
5	Shoilogac	12429	12.69	109,646.00	21,931.00	21,931.00	32,893.00	32,893.00	

	hi			0					tenders.
6	Chondipur	24863	14.90	148,446.0 0	29,691.00	29,689.00	44,533.00	44,533.00	
7	Subolhati	17940	29.78	168,392.0 0	33,680.00	33,678.00	50,517.00	50,517.00	
8	Hapania	23042	18.70	153,398.0 0	30,681.00	30,679.00	46,019.00	46,019.00	
9	Hasaigori	20909	23.95	161,260.0 0	32,252.00	32,252.00	48,378.00	48,378.00	
10	Kirtipur	16974	17.6	134,408.0 0	26,883.00	26,881.00	40,322.00	40,322.00	
11	Sikarpur	16828	34.18	176,779.0 0	35,358.00	35,355.00	53,033.00	53,033.00	
12	Tolokpur	29987	23.17	183,415.0 0	36,684.00	36,683.00	55,024.00	55,024.00	
		230524	237.95	1,823,460. 00	350,678.0 0	350,663.00	525,992.00	525,992.00	

Sig/  
Assistant UPZ Engineer  
Noagoan Sodar

Sig/  
UPZ Engineer  
Noagoan Sodar

Sig/  
UNO  
Noagoan Sodar

Sig/  
UZC  
Noagoan Sodar

Regarding the process of approval of the projects all the UZCs opined that they try to reach to a consensus for finalizing all projects. However, UZPs are sometimes compelled by circumstances to select projects purposively because decisions are influenced by local MPs, their nearest peoples, political leaders and field level bureaucrats. Although it is discussed earlier that all the projects are finalized on a consensus basis, however five UZCs out of six in the study informed that the decision of selecting projects is really very tough because of the influence of local MPs. MPs as an advisor of the UZP play a dominant role in this process. Thus, rather than formal discussion in the coordination meeting, informal discussion among the decision makers (MP, UZC, UZVC, UNO and other officials) play a dominant role in project selection and finalization (see Table 3.3 below).

Among different actors the MP is comparatively more influential than other actors. According to the law they are made advisers to the UZP in their own constituencies, and it is obligatory that UZP need to consider the recommendation of the MPs as law makers. Thus, the UNOs and DCs always maintain good relation with the MPs. The MP though application of this relationship and network, tries to maximize benefits from the UZPs. Compulsory advisory role of MPs and their dominating attitude have created annoyance among all the UZCs which can be reflected through their expression: *“MPs are using the UNOs to exert their influence on the UZPs. UNOs are using the relationships for their personal interests and they remain busy to take initiative to create conflict between the MPs and UZCs”*. They further added that, *“MPs are keeping constant watch on the activities of the UZPs through the UNOs and trying to establish their supremacy over the UZPs ignoring the jurisdictions of UZPs because majority of the MPs consider the UZCs as their political opponent who can be elected next as the MP.”* (Interview with the UZCs)

However, the degree of influence on development activities varies according to the political dynamics of the respective UZPs. The following table shows the intensity of influence of the MPs in different UZPs surveyed according to the UZCs.

**Table 3.3:**  
**Influence of the MPs on Different UZPs**

<b>Name of the UZP</b>	<b>Political Affiliations of the MPs and the UZCs</b>	<b>MP's Influence</b>	<b>Factors behind the scene</b>
Gurudhspur, Natore	The MP and UZC both are from Awami	MP's influence is very significant in this UZP. Some of his	The MP is the member of the ruling party and there is a conflict between the MP and UZC. MP tries to exert

	League	representatives influence the important decisions with the help of UNO.	influence through the DC and UNO.
Bagatipara, Natore	MP is from Jatiya Party (Alliance) and UZC is from Bangladesh Nationalists Party (BNP)	MP's influence is comparatively low, but there are some representatives of the MP who try to influence the decisions of the UZP.	The MP belongs to Jatiya Party. Since he does not reside in Natore he uses to exert his influence on the UZP through his clients.
Sujanagar, Pabna	The MP and UZC both belong to Awami League	The MP does not have any direct influence but one of his representatives (general secretary of upazila Awami League) influence the important decisions with the help of the UNO.	The MP influences the activities of the UZP through the UNO. Every one respects MP's commands and suggestions because he has reputation as a prominent leader, who holds a ruling party's vital position at the ministry.
Shajadpur, Sirajgonj	The MP and UZC both belong to Awami League	MP's influence does not seem to be very significant in this UZP. But he influences in decision making of the UZP with the help of the UNO.	He does not influence at every stage of UZP, but exerts influence with the help of the UNO in some cases.
Kahaloo, Bogra	The MP is affiliated with Bangladesh Nationalists Party and the UZC is affiliated with Jamaat -e-Islami	MP's influence is comparatively lower than other UZPs surveyed.	Since both the MP and UZC belong to same political alliance in the national level, they have a very good understanding. Moreover, being an opposition MP, he does not want to influence neither the UNO nor the UZC.
Sadar UZP, Noagoan	The MP and UZC both are from Awami League	MP's influence is very significant in this UZP where some of his representatives (Joint secretary of District Awami League) use to influence the important decisions with the help of UNO.	The MP is a veteran political leader of ruling political party who likes to establish his supremacy over everything

The above table shows that although the influence varies but still MPs are dominating the decision making process of the UZPs. Expression of the UZCs revealed that the UNOs in

association with the MPs are trying their best to hinder the process of exerting control of UZCs over the UZPs. Such claims can be supported by some evidences. For example, two ADP funded projects in Naogaon Sadar UZP were sanctioned to two proposed schools (not yet registered) due to the influence of the ruling MP although this is unconventional. Similarly, one Fishery officer (on assurance of anonymity) expressed that he was requested to buy fish spawn from the hatchery of MP's relatives even though those fish spawn was not good in quality. In such cases, governments officials are found them in a fix what to do.

Apart from the MPs, sometimes UPCs and UZVCs also try to influence the planning process using their political affiliation and leadership. The following is a burning example of such influence:<sup>8</sup>

VGF cards are supposed to be distributed among such people who live below the poverty line. While we were planning to distribute VGF cards Awami League secretary of this Upazila requested me to give him 500 cards. Apart from him, UZC and UZVCs asked for 200 cards each (Interview with the PIO of Naogaon Sadar UZP).

Above examples indicate the extent of influence being exerted on the government officials by the elected representatives. This is not a single case of Naogaon Sadar only. Such cases of influence are seen in every now and then all over the country. Thus, the claims of the government officials about the influence of the political representatives seem to have strong ground.

### **3.5.2. Types of Selected Project**

Projects on infrastructure get priority during selection and approval. Construction of bridges, culvert, repairing of roads, reconstruction and construction of religious institutions (i.e mosques, temples etc.), repairing of play grounds and renovation of furnitures of the education institutions and construction of public toilets at the public places are the major types of projects that are taken by UZPs. Frequent natural disasters and pressure from increased population create enormous amount of pressure on the people's representatives to go for physical infrastructure development related activities. In fact, the extent of success of political leadership is measured by the local people through the volume of infrastructural related development activities. Thus, elected representatives including the MPs remain enthusiastic to publicize their performance in the development related activities.

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<sup>8</sup> The case was discussed while interviewing with the Project Implementation officer (PIO) of Naogaon Sadar Upazila.

### **3.6. Implementation of Projects and Programs**

Projects of the UZPs are implemented through open Tender and Project Implementation Committee (PIC). For instance, ADP funds are allocated to the UPs for implementation through open tenders and PIC. Other projects are generally put into operation through food aid channeled through different departments of the central government. The projects are allocated according to the demands, geographical location and the number of people in the certain UPs. Such proposed projects are at last accepted by the UNO with the consent of the UZC, the Upazila Engineer (UE) and the PIO and approved in the coordination meeting of the UZP.

### **3.7. Project or Program Implementation Committee**

The main objective of committee system in the UZP is to monitor and supervise all the ongoing projects with a view to ensuring quality, quantity, and timeliness of the projects according to an approved procurement and implementation plan. Also it is expected that the committee members would provide feedback to the concerned authority if any problem is identified while implementing the project. Furthermore, they are likely to make the community people informed about the quality, efficiency and impact of the development projects.

While forming the committee in the UZP, the MP plays a dominant role everywhere. However, the influence is less in the UZP where the MP and the UZC are from different political backgrounds. For instance, it is found in Bagatipara (Natore) and Kahaloo (Bogra) that the UZCs and MPs are from different political background (see Table 3.3) and less confrontation is found in these upazilas. One may question why this is the case? The answer may be that since the UZCs of these upazilas are elected from the political party that are not in power, therefore, they think that they will not get anything from the MPs. Thus, UZCs do not expect much from MPs. In such cases, MPs take decisions even in the UZP through the UNOs and the local leaders.

Conversely, the MPs always play an upper hand role in the UZP where the UZCs and MPs belong to same political party. The MP in most cases exerts his influence through the UNO and DC and in some cases by political leaders. It is found in some cases that there are no verbal relationship between the MP and the UZC. Such observations can be supported by the following case,

There exists no verbal relationship between the local MP and the UZC in Gurudaspur (Natore) although they both are elected from the same political party. The UZC confessed that before the upazila election they had good relationship between them. The relationship started to deteriorate from the very beginning of the UZP election. At the beginning of the UZP election, the MP nominated another person from Awami League to run for the UZC election. However, the running UZC (joint secretary of district Awami League) got elected. The MP did not take it positively considering him as his rival. From then on, he started ignoring the UZC in all activities in this upazila. He also started influencing from the very beginning of the UZP in selecting committees. He is influencing the selection process through the UNO.

Once a committee was formed and was sent to the DC. But the DC did not approve the committee on the ground that MP's advice had not been considered during formation of the committee. Finally the committee got its approval once it was reconstituted with the member recommended by the MP.

The MP, as an advisor of the UZP in most cases tries to include his own representative in the committees. There are instances that the MP recommended names of three persons in a committee for their inclusion in the criteria of representative from the MP, the DC and the UNO. In such cases, the DC and the UNO did not negate the decision of the MP. Even there is another instance that the MP recommended one person to be included in several committees for the purpose of providing his patron some benefits. Now one may ask how a member of a project committee gets benefited? It is now well known to all that most of the committee members use to receive financial benefit from the person responsible for implementing those projects. Findings of the study suggest that with very minor exception MPs' requests had been considered during the formation of the project committees. Among six UZPs only one exception was found in Gurudhaspur UZP, (Natore) where the UZC refused to incorporate name of someone in a committee as recommended by the MP. All these findings are enough to gauge that the MPs play an upper hand role in all development activities including formation of different committees at the UZP level.

### **3.8. Conclusion**

Above discussion leads us to conclude that none of the UZPs have been able to prepare their own budget and plans for development works. This is mainly due to ignorance of the people's representatives along with reluctance of the UNOs, lack of funds and lack of skilled manpower. It is also seen that approval of different plans and projects are influenced to a great extent by the UNOs and the MPs. Despite having any legal authority to vote in the decision making process of the UZC, the UNOs virtually control all the financial matters and planning. Absence of role specification of the UNOs and support of the MPs has made them

more powerful than the UZCs. As a result, the people's representatives have failed to do what they are expected to do in the UZP.

## **Chapter-Four**

### **Working of the Upazila Parishad: A Focus on Delivery of Services and Monitoring**

#### **4.1. Introduction**

Monitoring is important for successful delivery of services of any organization since through monitoring it is ensured whether the services are delivered in an appropriate way or not. Lack of monitoring may jeopardize the system of working of the any organization. Moreover, strict monitoring can ensure accountability of the governing system. In the context of the present study one of the important questions is whether there is a system of monitoring to oversee the activities of the UZP. This chapter is aiming at exploring the process of working of the UZP having particular focus on its delivery of services and monitoring. While doing so, emphasis has been given on identification of provisions of the Act regarding delivery of services & system of monitoring and exploring how services are delivered and monitored. Before we proceed through our discussion on the delivery of services and monitoring an attempt will be worth noting to have a brief discussion on the composition of the UZP, its staffs and the process of decision making.

#### **4.2. Composition of Upazila Parishad**

According to **Article 6 of the Upazila Parishad 1998 (Re-introduction and Amendment) Act, 2009**, UZP will consist of a Chairman, two vice-chairmen among which one should be female, all Chairmen (or acting chairmen) of Union Parishads situated within the Upazila, all the Mayor (or acting mayor) of Pourashava (s) situated within the Upazila, one third of total number of UPs and Pourashava (s) to be filled among elected women members and councilors of UPs and Pourashava(s) by them , and the UNO to act as the secretary of the UZP.<sup>9</sup>

Finding of the study suggests that the Election Commission (EC) of Bangladesh has not yet hold the election of the reserved seats women members. Thus, the UZP is operating without participation of the women members elected from reserved seats for more than two and half years. This is really a legitimate crisis which is also another type of gender discrimination. Another finding of the study is that most of the UZCs have been found ignorant about the provision of membership for the reserved seats members. This is an indication of the ignorance as well as male domination where women are not considered with

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<sup>9</sup> While calculating one third of members if there is a fraction exceeding more than half, it should be considered as full.

greater importance. One may wonder why the election to the reserved seats has not been held yet? Many of us may identify reluctance of the EC as a prominent cause. However, that is not the case. From legal point of view, until and unless the EC receives any direction from the Government (Ministry of LGRD&H) they will not be able to hold any election. From this perspective, reluctance on the part of the government is mainly responsible for creating a legal crisis at the UZP. Such reluctance also indicates that to what extent the government is serious about issues relating to women. However, it is important to mention here that the Ministry of LGRD&C sent a letter to the EC on 19<sup>th</sup> of September, 2011 for taking an initiative to hold election to the reserved seats of UZP. But, we did not find the EC to respond to the direction of the government although more than two and half years have already passed. This also indicates reluctance of the EC towards women related issues.

#### **4.3. UZP Staffs**

Apart from elected and selected members of the UZP, the law has given the UZP power to recruit its' own staff, specially the supporting staffs, including a peon, an orderly or MLSS, a guard, a clerk and other staffs needed to run the parish. However, it is found in the present study that no permanent staff has yet been recruited in any UZP surveyed. All UZPs have recruited three staffs including a MLSS, a driver, and a gardener. They are recruited on *ad hoc* or daily basis. One of the factors that influenced the UZP for not recruiting staffs is the provision of the law that that has compelled them to make the payment of the staffs from the UZP's own revenue reserve fund. Since most of the UZPs are suffering from scarcity of funds to maintain the salaries of the existing staffs and cost related to maintenance of day-to-day activities, they dare to increase burden by recruiting staffs. Thus, the official works of the UZP are taken care of by an assigned staff of the UNO office who maintains all files and accounts of the UZP.

#### **4.4. Decision Making in UZP Meeting**

It is recognized by UZP Act, 2009 and other legal provisions that planning and coordination of development activities will be performed by the UZP that will be considered the highest and sole authority to take decision on the development activities. UZP has been re-introduced aiming at coordinating, monitoring, and planning of development activities within Upazila. UZP is supposed to take all decisions about the upazila in coordination meeting following the democratic norms and values. UZCs, UZVCs (male) and UZVCs (female), the Mayor of the Pourashava (s), UPCs of respective UPs under the upazila, and the reserve seats women

members are the voting members of a UZP in the present structure of UZP. The UNO, the central government officer, will serve as the member secretary with responsibilities to provide administrative support. The MP acts as an adviser to the UZP. However, all the officers of the transferred departments at upazila level are the non voting members.

Although there is a provision of inclusion of women members in the UZP however, they are not in existence since the election for electing those members has not been taken place yet. It is interesting to mention that only two UZCs among the six UZCs are aware of the issue, but they are still not clear about the selection process of these women members. Such findings indicate the ignorance of the UZCs concerning the law.

With due permission of the UZC, every UNO, as member secretary, draws the agenda in the coordination meeting in the UZP. All respective heads of the transferred departments present their departmental progress report in the meeting. Majority of UPCs (about 80 percent) stated that the UNO plays a dominant role in the meeting regarding setting up of agendas of the meeting and tries to influence the decision making. They added that the UNO keeps all records of the transferred departments and communicates with respective officials in the meeting. However, only a few UPCs (around 20 percent) mentioned that UZCs play the main role in the decision making in the meeting of the UZPs. According to the UPCs, the most important reason of the UNO's domination is due to the support and favour being received from the MPs. Also these UPCs alleged that the UNOs always support the issues which go in favour of the MPs. However, in some cases, where the UNOs cannot exert influence, it is basically due to the personality of the UZCs. This personality derives from the leadership quality as well as from the educational status of the UZC. These UPCs also think that if UZCs protest to take any decision, the UNO cannot influence it.

The most important findings of the present study is that 10 out of 11 UZVCs (both male and female) cannot raise their voice in the coordination meeting because they are not involved in the development activities, nor do they know something about it. One may question why it is happening? In answering the question it can be stated that 10 UZVCs alleged that all the activities in the UZPs are undertaken without their concern. They furiously stated that although UPCs can take part in the decision making process but as the elected representative of the UZP, they cannot do anything. They (especially the female UZVCs) alleged that in reality they are just like the puppet in the UZP. Similarly some the UPCs also alleged that in some cases some of their plans have been excluded from the lists by the UZCs and the UNOs after being approved by the UZP's coordination meeting.

It is reported by all the UNOs and supported by all UZCs that all the UNOs attended every meeting of the UZP, and acted as the secretary of the UZP in the meeting. It indicates that they have been following the law. No unlawful decision is yet made in any of the upazilas surveyed. However, in some cases, the UZCs try to influence the UNO and try to convince the *parishad* to approve certain plan unlawfully. It is due to the political pressure, personal interest and tendency to ignore the law. In these cases, the UNO tries to convince everybody in the meeting and influences everybody including the UZC not to approve the plan. Therefore, no such decision is made in any upazila as it is argued by all the UNOs in the present study. If any decision is passed in the UZP unlawfully the UNOs try to convince all the members to reframe them from doing this. In the following section a review of laws has been done on the issue of UZP's budgeting and planning.

#### 4.5. UZP's Delivery of Services and Monitoring: Legal Mandates

<b>Provisions of the Upazila Parishad Act, 1998 (Re-introduction and Amendment) Act, 2009</b>	<b>Clarification Made through Schedule, Circular and Orders</b>
<p><b>Composition of Upazila Parishad</b></p> <p>According to <b>Article 6 of the Upazila Parishad 1998 (Re-introduction and Amendment) Act, 2009</b>, UZP will consist of following persons:</p> <ul style="list-style-type: none"> <li>(i) Chairman</li> <li>(ii) Two vice-chairmen among which one should be female</li> <li>(iii) All chairmen (or acting chairmen) of Union Parishads operating within the Upazila</li> <li>(iv) All mayor (or acting mayor) of pourashava (s) operating within the Upazila.</li> <li>(v) Women members equal to one third of the total number of UPs and Pourashavs located within the</li> </ul>	<p><b>Schedule-2: Functions of the UZP</b></p> <p>In accordance with the article 23 of the Upazila Parishad Act, 1998 (as amended and revised until, 30<sup>th</sup> of June 2009), the government through declaration of <b>Schedule-2</b> have specified following functions of the UZP:</p> <ol style="list-style-type: none"> <li>1. Preparation of five-year and different time-specific development plans</li> <li>2. Implementation, supervision and coordination of programmes and activities of various government departments transferred to the Parishad</li> <li>3. Construction, repair and maintenance of inter-union roads</li> <li>4. Initiation and implementation of Upazila Parishad small irrigation projects to ensure</li> </ol>

<p>territory of the UZP to be elected by all elected women members of UPs and councilors of pourashavas in reserved seats.<sup>10</sup></p>	<p>optimal use of surface water in accordance with the government guidelines</p> <p>5. Ensuring public health, nutrition and family planning services</p> <p>6. Improvement of sanitation and drainage system and taking measures for supplying safe drinking water</p> <p>7. (a.) Motivation and assistance for expansion of education at the Upazila level</p> <p>(b.) Monitoring of activities of and giving assistance to the concerned institutions for improvement of quality of Secondary and Madrasha education</p> <p>8. Taking measures for establishment and expansion of cottage and small industries</p> <p>9. Giving assistance to and coordination of activities of cooperatives and non-government voluntary organizations</p> <p>10. Implementation of and providing assistance to women, children, social welfare, youth, sports and cultural activities</p> <p>11. Initiation and implementation of activities for improving agricultural, livestock, fisheries and forest resources</p> <p>12. Review of activities of the police department along with improvement of law and order situation in the Upazila and sending reports to the higher authorities regularly</p>
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<sup>10</sup> While calculating one third of members if there is a fraction exceeding more than half, it should be considered as full.

	<p>13. Initiation and implementation of self-motivated measures for creating self-employment and poverty reduction, and providing necessary assistance to the government in implementing related governmental programmes</p> <p>14. Coordination and examination of and giving assistance to development programmes of Union Parishads</p> <p>15. Taking various preventive measures including creating public awareness against committing crimes like oppression of women and children, etc.</p> <p>16. Taking various preventive measures including creating public awareness against committing crimes such as violence, theft, robbery, smuggling, use of narcotics, etc.</p> <p>17. Taking various measures including social forestation for preservation and development of environment</p> <p>18. Other functions as assigned by the government from time to time</p>
<p><b>Functions of the Upazila Parishad</b></p> <p>Trough <b>the article 23 of the Act of 2009</b> the government has specified following activities of the UZP:</p> <p><b>Article 23 (1)</b> of the said act states that functions that are specified through the schedule -2 will be the activities of the UZP</p>	

<p>and the UZP will discharge these responsibilities keeping consistency with its funds.</p> <p><b>Article 23 (2)</b> of the said act states that the government, if necessary, may issue circulars/notification to specify responsibilities of the UZP and other local authorities.</p>	
<p><b>Secretary of the Parishad</b></p> <p><b>Article 33</b> of the said act refers that UNO will be the secretary of the Parishad and he/she will provide secretarial services to the Parishad</p>	
<p><b>Transfer of functions to the UZP) (Article 24)</b></p> <p><b>Article 24(1)</b> of the Act of 2009 states that whatever might be written in this act or existing other acts, the government in consensus with the parishad may issue order to transfer following issues:</p> <p>(a) Transfer of any functions or works of the government that remained under the management of the Parishad,</p> <p>(b) Transfer of any institutions, its functions or officials and staffs involved in those functions, and related issues specified in the <b>Schedule-2</b> and managed by the government.</p> <p><b>Article 24 (2)</b> of the said act states that the</p>	<p><b>Departments Transferred to the UZP</b></p> <p><b>Through the Schedule 3 of the article 24</b> of the Upazila Parishad Act of 2009, activities of following 13 departments has been transferred to UZP and all the officers, staff and related matters will remain under supervision and control of UZP.</p> <p><b>According to the rule 2 of schedule 2 of article 24</b> of the said Act, it is the responsibility of UZP to implement, supervise and coordinate of programmes and activities of various government departments transferred to the Parishad.</p> <p>Provision of the act demands that files on certain issues must be channeled through the UZC.</p> <p>The following table shows the subjects or</p>

<p>Annual Performance Report (APR) of the officials of different transferred departments will be written by the Parishad, however, the power of writing of Annual Confidential Report (ACR) retained with the departmental superior authority.</p> <p><b>Article 24 (3)</b> of the said act states that a high powered committee would be formed for analyzing, recommending and circulating directions related to the issue of activities of the transferred departments and all these responsibilities would be vested on the cabinet division.</p>	<p>departments that have been transferred to Upazila Parishad. (***)</p>
	<p><b>Presentation of Files and Papers to the UZC</b></p> <p><b>Article 14 (1)</b> of the Upazila Parishad (Implementation of Activities) Rules 2010 (S.R.O No. 44 Act/2010) issued on February 14, 2010 provides that all files requiring approval of UZC must be presented before the UZC by the UNO.</p> <p><b>Rule 14 (2)</b> of the said circular provides that the UNO retains the right to make his own comments on these papers and files.</p> <p>In order to avoid all sorts of confusion regarding presentation of files to the UZC, the government issued a circular (SRO, No 3230Act/2010) on 19/09/2010. Through this circular the government has replaced article <b>14(1) of the</b> Upazila Parishad (Implementation of Activities) Rules 2010 in</p>

	<p>the following way:</p> <p><b>‘14 (1) Officials of all transferred departments specified in the Schedule-3 of the Act will present all papers and files before the UZC for his approval through UNO.</b></p>
	<p><b>Coordination of activities in UZP meeting</b></p> <p><b>Article 5</b> of the Upazila Parishad (Implementation of Activities) Rules 2010 (S.R.O No. 44 Act/2010) issued on February 14, 2010 provides following provisions regarding coordination of activities to be considered in the parishad meeting:</p> <ul style="list-style-type: none"> <li>(i) Monthly review of performance reports and statement of all transferred departments and other NGOs working within the jurisdiction of the UPZ and submission of the statement to all concerned in accordance with the provision of the law.</li> <li>(ii) Collection of reports and statement along with quarterly review of activities of government’s regulatory departments and submission of all reports to all concerned authority in accordance with the provision of the law.</li> </ul>

<p><b>Adviser of the UZP</b></p> <p><b>Article 25 (1)</b> of the Act of 2009 states that in congruence of the article 65 of the Constitution of Bangladesh, an elected Member of Parliament (MP) from a particular constituency will be an adviser of the concerned Upazila Parishad. Acceptance of his/her advice is obligatory for the parishad.</p> <p><b>Article 25(2)</b> of the said act states that while making communication with the central government on a particular issue, parishad must inform the MP about the subject matter to be communicated with the central government.</p>	
	<p><b>Charter of Duties of the Upazila Parishad Chairman</b></p> <p>The Government through a circular (S.R.O. No.85-Act/2010) entitled ‘Upazila Parishad Chairman and Vice-Chairmen (Roles, Responsibilities and Financial Benefits) Rule, 2010 issued on 22/03/2010 has specified following responsibilities of a UZC.</p> <ul style="list-style-type: none"> <li>• Will manage day to day administrative work</li> <li>• Will chair all meeting of the parishad and will take necessary action for proper implementation of all the decisions taken in the parishad</li> </ul>

	<p>meeting.</p> <ul style="list-style-type: none"> <li>• Will supervise all officials and staffs of the parishad.</li> <li>• Recruitment of officials and staffs of the parishad other than officials and staff transferred and deputed to the parishad and take disciplinary action, if necessary.</li> <li>• Will take steps to prepare proposals and projects related to different activities of the parishad, on behalf of the parishad.</li> <li>• Will preserve all information relating to UZP in accordance with the rule 3.</li> <li>• Will sign all contracts in the name of the parishad in accordance with the rule 30 and take necessary action in accordance with the sub-rule (2) and (3) of the same rule.</li> <li>• Will issue license and permit on different business, scholarship of profession within the jurisdiction of the Parshad in accordance with the number 6 of the Schedule 4 of the Article 44 of the main act.</li> <li>• Will take legal action on the issue of withdrawal of any complain about any crime and reaching to an amicable settlement with the convicted person in accordance with the Article 59 and Schedule 5 of the</li> </ul>
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	<p>main act.</p> <ul style="list-style-type: none"> <li>• Will perform all or any specific functions as delegated by the government in accordance with the Article 64 of the main act.</li> <li>• Will take appropriate action for dealing with issues of filling of cases and its management on behalf of the parishad for implementing Article 66 of the main act.</li> <li>• Will implement all functions as specified in schedule-3, review status of all implemented and unimplemented functions and supervise and monitor all responsibilities vested on the vice-chairmen.</li> <li>• Send proposals to concerned authority regarding control, supervision, withdrawal, disciplinary action over transferred/ deputed officials of UZP.</li> <li>• Will discharge all and any other responsibilities as assigned by this law.</li> </ul>
	<p><b>Charter of Duties of UNO</b></p> <p><b>According to section 27 of Upazila Parishad Act 2009 (Schedule-3)</b> all the departments at upazila are transferred to Upazila Parishad. The Charter of duties of</p>

	<p>UNO is as follows:</p> <ol style="list-style-type: none"><li>1. Upazila Nirbahi Officer will help and advise the Upazila Parishad Chairman in the exercise of his executive power. He will present all proposals for expenditure and administrative decisions to the Chairman for approval. He will exercise executive power of the Parishad if authorised by it.</li><li>2. He will provide secretarial support to the Upazila Parishad. As part of his official duty he will attend meetings of the Parishad and, if necessary, meetings of standing committees and participate in the discussion, but will not be able to vote.</li><li>3. He will convene the first meeting of the Upazila Parishad in accordance with the Rules. He can convene monthly meetings of the Parishad at the advice of the Chairman, and in case of emergency, call a special meeting of the Upazila Parishad if one-third of members of the Parishad give a requisition notice.</li><li>4. He will express his opinion on any issue included in the agenda and move each agenda in the Parishad meetings with this specific opinion.</li><li>5. He will communicate the decisions of the Parishad to the Local Government</li></ol>
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	<p>Division if he considers it necessary to inform the government.</p> <p>6. He will inform the Local Government Division if any abnormal situation/issue arises in the Parishad.</p> <p>7. He will assist the Parishad in the execution of its activities and the implementation of policies. He will take steps to execute the decisions of the Parishad. He will request the Parishad in writing to reconsider any of its decisions that he thinks has not been taken lawfully, and may affect peoples' life, health, and public security, if implemented. If the Parishad sticks to its decision that has already been taken, he will inform the government or prescribed authority about it with the knowledge of the Parishad Chairman. He will take necessary steps to implement the decision(s) if he does not receive any instruction from the government or the prescribed authority within 15 days.</p> <p>8. He will perform the role of a coordinator in the discharge of functions by officials transferred to the Upazila Parishad.</p> <p>9. He will assist the Chairman in supervising all developmental and administrative activities at the</p>
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	<p>Upazila level. He himself will be able to supervise developmental and administrative activities.</p> <p>10. He will assist the Parishad in the formulation and implementation of an integrated development plan for the Upazila.</p> <p>11. He will assess the justification of any expenditure in the light of the financial rules made for the regulation of fund of the Parishad. He will maintain the records of the income and expenditure of the Parishad.</p> <p>12. He will assist the Parishad in the preparation and approval of the annual budget of the Parishad. He will take measures to release funds for financing developmental and project expenditure after the approval of the budget.</p> <p>13. He will maintain records of the progress of development projects and expenditure within the Upazila.</p> <p>14. He will control the Parishad's own officers/employees under the guidance and control of the Chairman and take disciplinary actions against them. He along with the Chairman shall collectively discharge the responsibilities of the drawing and disbursement officer for the</p>
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	<p>Parishad's own officers/employees.</p> <p>15. He will accept and distribute relief during natural disasters under the guidance of the Parishad.</p> <p>16. He will discharge responsibilities under laws framed by the Parishad.</p> <p>17. As directed by the government he will send different reports to the government or other authorities.</p> <p>18. He will ensure the application of government directives and bring it to the notice of the government if there is any lapse.</p>
	<p><b>Drawing and disbursement officer</b></p> <p>Article 18 of the Upazila Parishad (Implementation of Activities) Rules 2010 (S.R.O No. 44 Act/2010) issued on February 14, 2010 provides that the Upazila Parishad fund would be directed/managed jointly by the UZC and UNO.</p>
	<p><b>Scope of Control (Subordination)</b></p> <p>The article 5 of the Upazila Parishad (Implementation of Activities) Rules 2010 (S.R.O No. 44 Act/2010) issued on February 14, 2010 provides that a copy of the proceedings of every parishad meeting along with local orders must be sent to LGD, local MP, DC and Director, Local Government.</p>
<b>Standing Committees</b>	<b>Government's Concern about the</b>

<p><b>Article 29 (1) of the Upazila Parishad Act 1998</b> (As amended and revised up to 30 June 2009) states that that the Upazila Parishad may set up standing committee(s) with any member(s) and individual(s) for assisting disposal of its responsibilities. Upazila Parishad will have authority to determine number of members, and terms of references (ToR) of each of the standing committee. But, it is to be noted here that Chairman of UPZ will not be able to be the chairman of any standing committee.</p> <p><b>Article 29(2) of said act states</b> that UZP will set up standing committees for each of the following subjects:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Law and order</li> <li><input type="checkbox"/> Communication and Physical Infrastructure Development</li> <li><input type="checkbox"/> Agriculture and Irrigation</li> <li><input type="checkbox"/> Education</li> <li><input type="checkbox"/> Health and Family Planning</li> <li><input type="checkbox"/> Youth and Sports Development</li> <li><input type="checkbox"/> Women and Child Development</li> <li><input type="checkbox"/> Social Welfare</li> <li><input type="checkbox"/> Land</li> <li><input type="checkbox"/> Fisheries and Livestock</li> <li><input type="checkbox"/> Rural Development and Cooperatives</li> <li><input type="checkbox"/> Information and Culture</li> <li><input type="checkbox"/> Forest and Environment</li> </ul>	<p><b>Standing Committees</b></p> <p>Through an order (No. 46.045.022.09.02.002.2011-2327) issued on 23/06/2011, the government has expressed its deep concern on the issue for not forming standing committees in all Uapazilas. Thus, it is requested that all the standing committees be formed within 15/07/2011 in all Upazilas and should bring it to the notice of the Local Government Division.</p>
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<input type="checkbox"/> Observation, Monitoring and Control of Market price	
	<p><b>Rules Guiding the Use of the Jeep (vehicle)</b></p> <p>Through an order issued on 05/01/2010 the government has specified that the Jeep will be used by the Chairman of the UZP for coming and going to the office and supervision of administrative and development activities. However, officials of transferred departments and other members of the parishad may use the jeep on matters related to interest of the parishad.</p>
	<p><b>Facilities for the UZC and UZVC</b></p> <p><b>Through an order</b> (Estt.Min.UP-1/C-4/2009447) issued on 11/11/2010 the government has specified that UZC would receive a monthly amount of TK. 1200 as telephone allowance and TK. 5000 as house rent.</p> <p>Through a circular (S.R.O No. 85-Act/1998) entitled 'Upazila Parishad Chairman and Vice-Chairmen (Roles, Responsibilities and Financial Benefit) Rule, 2010' has specified roles and responsibilities of Upazila Parishad Chairman, Upazila Parishad Vice-Chairman, and Upazila Parishad Vice-Chairman (female) in the section 3,4,&amp;5 respectively. In the section 6 of the same circular honorarium of the UZC and UZVC have also</p>

	<p>been specified. UZC will receive a monthly honorarium of TK. 10,000 while the UZVCs will receive a monthly amount of TK. 7500.</p>
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#### 4.6. UZP’s Delivery of Services and Monitoring: Practical Experiences

##### 4.6.1. Supervision and Monitoring of the Project

Decisions are made in the coordination meetings on the consensus basis where the UNO plays a dominant role. This observation regarding the domination of the UNO is overwhelmingly supported by all the UZCs in the present study. The UNOs always communicate with the MPs in times of taking decisions in the coordination meeting which indicate an indirect influence of the MPs. Only in few cases, the MPs have been found participating the coordination meetings although the meeting in each UZP held regularly. The development activities and the projects of the UZPs are supervised and monitored in the following way.

**(a) Discussion in the Monthly Meeting:** All the heads of 13 transferred departments remained present in the monthly coordination meetings. The monthly meeting is organized regularly in all the upazila studied. With the consent of the UZC, the UNO, as the secretary of the UZP, calls the meeting. The feedback of different projects under the UPs is reported by the UZCs and the progress of different transfer departments are reported by the representatives of concerned departments. Any member can raise questions to the concerned departments regarding their activities. If any slow progress or anomalies is reported for any department, the UZC, as the chairman of coordination meeting, verbally warns the departments. He can also have the authority to issue a warning letter.

**(b) Feedback from the Concerned Citizens:** As a people’s representative the UZC receives feedback from concerned citizens about the quality, quantity and progress of the project work. This type of feedback helps to ensure the quality of the projects. The UZC of Bagatipara (Natore) UZP cited an example about the citizens’ concern and his action regarding monitoring of development project.

Two development projects were being implemented at Zamnagor and Lokmanpur of this upazilla.<sup>11</sup> The aim of this project was to repair the roads of these two areas. However, the local people were not very happy with the

<sup>11</sup> Zamnagor and Lokmanpur are names of two places in Bagatipara (Natore) UZP.

quality of construction works. Thus, they alleged the UZC about the status of this project. After getting the allegation, the UZC immediately visited two places and talked to the contractors of these projects. Although the construction of these two projects were officially completed but the UZC compelled the contractors to restart those works for ensuring quality.

**(c) Field Visit by the UZC:** Every UZC uses to visit ongoing projects alone or accompanied by the UNO. Most of the UZC expressed that at the moment we do have little opportunity to reach to the voters through government development activities. It is because the UZPs are getting very small amount of money to do development activities. Such activities are mostly undertaken by the MPs. Thus, if the UZCs get an opportunity to visit the sites they want to capitalize this, which in a way makes people inform that the UZCs are doing something and also help them understand about the ongoing activities of the UZP.

**(d) Field Visit by the UNO and Other Officials:** The UNO, the LGED Engineer, Sub-assistant Engineer, PIO and tag officers of concerned departments also visit respective projects within the UZP. All the UNOs informed that due to tremendous work load, they normally visit 60-70 percent projects. Other officers, except LGED engineer visit every project frequently. LGED engineers cannot visit every project because most of LGED engineers are in-charge of more than one upazila. For instance, the LGED engineer of Shahajadpur (Sirajgang) is in-charge of two upazilas. Thus, it is difficult to supervise or monitor all the development activities undertaken in two upazilas because of tremendous office works and field visits.

#### **4.6.2. Standing Committees**

It is obligatory that the UZP will form a total of 14 standing committees to oversee a range of sectoral issues. It is expected that these committees will be formed as per the manual and every committee will act as an independent body that will oversee the activities of transferred departments. It is however; found in the present study that only three out of six upazilas surveyed have formed standing committees. These upazilas include Bagatipara, Gurudaspur, and Sujanagore. Standing committees are formed in Naogaon Sadar and Sahajadpur upazilas but not yet sent to the concerned authorities for approval. No committee is formed in Kahaloo upazila of Borga. But both the UZC and the UNO admitted that they are going to form such committees soon.

Even where standing committees have been formed committees have not been found active since Terms of References (ToRs) of each committee have not been specified. Several cases can be cited here. The female UZVC of Gurudaspur upazila has been selected as the

chairman of a standing committee but she is not sure about her roles and responsibilities. Absence of ToR as well as the inefficiency of the members may be the responsible reasons that hinder the standing committees to work actively and properly. Thus, specification of ToRs of each standing committees as well as the training of the members of the standing committees are a crying need at the moment for the standing committees to work properly.

It is exciting to find that although some upazilas have formed standing committees for different transferred departments where the UZVCs and some UPs are chairing, however, almost everybody complains that they are not sure about their roles and responsibilities of these committees. Such claims come to true when one UPC of Gurudhaspur upazila (Natore) expressed the following:

I have been elected as the chairman of the standing committee for education two months back. However, I have never sat for a meeting in this department nor I am invited by the education officer to go there. I am not sure about my roles and responsibilities as the chairman of that committee. I think the officials are not happy with such committees.

The uncertainty regarding the roles and responsibilities of the chairman of different standing committees suggest that ToRs of different committees should be specified very soon.

#### **4.7. Working of the Transferred Departments: Movement of Files**

Although the government has kept the provision of movement of files to the UZC for his approval, but the finding of this study in this regard is not encouraging at all. Finding of the study suggests that files of transferred departments are not sent to the UZCs through the UNO for his approval in any of the UZP. Although majority of the officials of the transferred departments are well aware about the legal provision regarding their obligation to send files to the UZC however, they have been found reluctant to abide by the circular of the Local Government Division (LGD) in this regard. All most all the officials of the transferred departments were of opinion that until and unless they are notified by their line ministries, they are not in a position to send files to the UZC. Moreover, some of the officials have expressed that the system of movement of files would linger the process of approval of the files. Such opinion of the officials can be described from a number of perspectives: **First**, they have shown their arrogance ignoring the circulation of the LGD. **Second**, it signifies strict control of the line ministries on the activities of their field level bureaucracy. **Third**, it indicates lack of willingness of the officials to show respect to the people's representatives. **Fourth**, it indicates lack of coordination among different ministries. Although the LGD through circular notified that all files should be placed before the UZC through the UNO for

his approval, but line ministries of different departments have not responded to the direction of the LGD. When the issue was discussed with the UZCs, most of the UZCs have been found ignorant about the provision of sending files of the transferred departments for his approval. Even some of them having understanding about the provision of the law, have been found reluctant to involve in confrontation with the officials of the transferred department on this issue. Even the UNOs have been found opposing such provision since it would reduce his supremacy on the officials of transferred departments.

#### **4.8. Annual Performance Report (APR)**

For ensuring bureaucratic accountability at UZP, the UZCs have been given power to write Annual Performance Review (APR) by the law. Thus, it is expected that this process would improve the performance of Upazila level officers because UZP can closely monitor their activities. While the officers of different transferred departments were asked about the importance of the APR, majority of the officials stated that they do not have any understanding about the implication of the APR in their service. However, they know the importance of Annual Confidential Report (ACR) for the services. One of the important finding of the study is that none of the officials of the transferred department want their ACR to be written by the UZCs although there is a consistent demands from the UZCs Forum for giving them power to write the ACR. They perceived that if UZCs are given the power to write ACR it would be perilous for the local development since the UZCs would exploit them and harass them if anyone declines to carry out their illegal orders. If this trend continues it will have adverse impact on the motivation of Upazila level officials. Moreover, some officers will remain busy to make the UZCs happy without paying full concentration on development works and their own office works.

Furthermore, local leaders can push some illegal agendas which may not be supported by law for their personal interest. This observation finds ground when it is found in the present study that some of the officials have claimed that they are sometimes influenced and forced by the UZCs and UZVCs to perform illegal jobs. For example, in Sujaganore (Pabna) UZVC forced UPZ Women Development Officer to allocate a Vulnerable Group Development (VGD) card to a women ignoring the age limit of 57. The woman for whom the UZVC forced to allocate a card was 59 years of age.

However, it is found in the present study that 3 UZCs are quite unknown about the provision of writing APR of the officials of the transferred departments. They do not know

the procedure of writing an APR. Even the UZCs complained that officers of the transferred departments do not come to them unless they are called. UZCs think that the officers of the transferred departments are mainly liable to the UNO, which is also supported by majority of the officials of the transferred departments. This is mainly because the UNOs are still chairing most of the committees of the transferred departments.

However, the officers, working at the Upazila level, are employed by the central government and they receive salary from the fund provided by the central government. Also the line department is the main authority for ensuring accountability and for taking decisions on their career development. So, officials remain loyal to their respective line authorities than to the UZP. But all the UZCs want the power not only to write APR but also the power to write ACR as stated by the UZC of Sahajadpur (Sirajganj) upazila parishad:

None of the officials even addressed me as “Sir”. Sometimes it seems that I need to greet the officers. Since we are powerless in the UZP, they do not bother to show us respect. Power to write APR is not enough but we need power to write ACR. Once we will have the power the officials would remain under our control.

Above statement can be explained from two perspectives: **First**, for controlling someone one needs some mechanism that will ensure that everything goes well. **Second**, UZC’s desire to have the power to write ACR is related to some context with the possibility of abusing power. If they get the power they will be able to control the officials and compel them to work on their desire.

#### **4.9. Coordination of Activities of the Transferred Departments**

It is revealed in the study that the UNO ensures coordination of the activities of the transferred departments, where the UZC only play a nominal role. The informal communication between the UNOs and the officers of transferred departments are maintained in various ways depending on situation. Communication is often made through direct contact, official letters, and sometimes through phone. Direction is sometimes given by the UNOs. Networking and trust building activities among government officers are commonly used ways through which the UNO tries to maintain good relations with the transferred departments and ensure coordination and smooth progression of different departments in Upazila administration.

#### **4.10. Relationships between Transferred Departments and UZP**

According to the UZP Act, 2009 the departments which are closely related to development works (13 departments of 10 ministries of central government) at the upazila level have been

transferred to the UZP. According to the Charter of Duties, the UNO and the officers of the transferred departments are responsible to, assist the UZC in resolving administrative, expenditure and development issues of the UZP; provide secretarial services for managing the UZP; assist in the implementation of decisions and policies taken by the UZP; and help in the preparation and approval of the budget of the UZP. Furthermore, officials of the transferred departments are supposed to work under the control of the UZC, and the UNO is responsible to coordinate the activities of the transferred departments. In response to the question of how the transferred departments are connected with the UZP, all the officials in the present study mentioned that they usually attend in almost every coordination meeting in the UZP where they keep members of the UZP updated on different matters. When they were asked to identify reasons for attending the UZP meeting, almost every official of the transferred departments mentioned the following factors:

- Since all transferred departments always deal with activities relating to the wellbeing of the people of that upazila, they present these activities before people's representative so that they remain transparent and accountable to them. A good number of development projects of UZP are being implemented by LGED, where they need help from people's representative including the UZCs, the UPCs etc. The coordination meeting is thus a place for them where they can describe their projects and can also sought help from the people's representative, which is really helpful to implement these projects in the long run. For example, all the education officers of the upazila surveyed mentioned that they usually seek assistance through the coordination meeting from their fellow colleagues for assisting him/her to successfully complete different public examinations.
- All other officials from different transferred departments attend the meeting of the UZP with a view to presenting the progress of different activities in the UZP so that they can receive feedback from people's representatives.
- Coordination meeting is such a place where every department can be able to understand their shortcomings so that they can rectify their mistakes. Moreover, coordination among different departments can be ensured through such meeting that is also described by some officers as one of the important factor to attend the meeting.

Based on the above mentioned factors, it can definitely be stated that majority of the officers of the transferred departments attend the coordination meeting in order to get

feedback on their activities from people's representatives. However, all the UZCs along with some UZVCs and UPCs, who are the chairmen of some standing committees, blamed that they fail to control the transferred departments because they don't have any capacity to control them. One may wonder why they are unable to control them. It is found in the present study that still a good number of departmental committees are headed by the UNO rather than UZCs, UZVCs or UPCs. It is also discussed that standing committees are still inactive in most of the upazilas. Even though the UZP Act, 2009 has given them power to take care of the transferred department, however, this action cannot be ensured because no circular regarding the role of the chairman of the standing committees and their power has been issued from the line ministries to the respective departments. Therefore, the people's representative including the UZCs and UZVCs do not deem that they could control these departments as well as their activities actively and properly.

#### **4.11. Officials' Perception about the UZCs**

UZCs are the representative of the people at Upazila level. According to law he is the head of the UZP, and also responsible for monitoring and supervising overall activities within the UZP. In this connection he or she interacts with officials at the UZP. While answering a question regarding UZC's cooperation, 26 out of 28 officers interviewed claimed that UZCs are cooperative in most cases. These officers get all sorts of support when they seek it from the UZC. Even though the UZCs are not very happy with their power over transferred departments, but they usually accept official invitation given by the officers. However, officers feel threatened in some cases when UZCs do not obey the rules and regulations and create undue pressure on them. Such claim can be supported by following example discussed by the PIO of Kahaloo (Bogra):

If I don't listen to his or her request or advice then I am considered as a bad officer in his/her eyes. During last relief distribution, the UZC and the UZVC demanded for 10 tons of rice separately. In that case I did not able to give them these.

It is found in the study that due to such interferences of the people's representatives, ultimately the beneficiaries are found deprived. Even when people's representatives and politicians are given these cards for distribution, those are not distributed among the real poor. There are instances that middle class people having ample resources have received Vulnerable Group Feeding (VGF) card.

#### 4.12. The UNO and Transferred Department

As a representative of the national government, the UNO is the sole responsible authority to coordinate activities executed by different departments at the Upazila level. The UNO plays a significant role for maintaining communication with higher authorities, and for smooth implementation of policies/programs/projects of national government at the Upazila level in a coordinated way.

Even though majority officers in the present study considered the role of the UNOs as cooperative, however, they also alleged that the UNOs have the tendency to keep constant control over all activities of upazila bypassing their jurisdiction. Majority officers blamed that *“The common tendency of UNOs are to keep overall control over the activities of upazila. Sometimes even though they know about their jurisdiction, but they still want to exert influence or imply bossing system over some of our departmental activities”*. One may wonder how they could do it since an officer of a certain department is liable to his/her immediate boss of the line ministry for all his/her activities. Possible explanation is that the UNOs have been made the coordinator of the activities of the transferred departments. Moreover, the domination of the generalist officer in administration has also put the UNOs in a position of authority. Such dominance of the generalist administrators and the sense of deprivation of the specialists officials are the root cause of so called generalist-specialist conflict in Bangladeshi bureaucracy. Basically, specialists who have come from professional cadres (i.e education, agriculture, fisheries etc. are the senior level officers) do not want them to be controlled by the UNOs who are in most cases are junior to majority of government officials interviewed in the study area. Conversely, officials (mostly the UNOs) belonging to the “administration cadre” assumed that they belong to elite class in the public administration. Such argument can be substantiated through statement of the Upazila Health Officer of Shahajadpur upazila (Sirajgang) who stated that;

I qualified 7<sup>th</sup> BCS examination a long ago while the UNO got the job qualifying the 22<sup>nd</sup> BCS examination. Thus, the UNO is too junior to me. I really feel shy to be coordinated and supervised by him since he always tries to play an upper hand role. Generally, it is perceived in the society that the doctors are mostly the top students of their classes. So, can you tell me why will I be dominated by an officer who is academically and professionally not superior to me?

The similar feeling was also shared by Family Planning Officer of Kahaloo upazila (Bogra). He does not also want to be supervised by the UNO since he is professionally senior to him. He was saying during interview that *“I have my own boss. I am responsible to him. Why*

*should I be dominated by the UNO*". He was also complaining about the behaviour of the UNO on certain circumstances. He further added: *"Sometimes in the coordination meeting, I am treated very badly and scold by the UNO as if I am his/her subordinate"*. One of the health officers expressed that *"If I am supervised by my supervisor, Civil Surgeon (district level health officer), the UZC and the UNO. What can I do? This triangle accountability has deterred the process of coordination at the UZP and has made our life hell"*.

Professional jealousy and seniority in the services as well as the dominating role of the UNO are the dominant factors for creating negative attitude among the officials of the transferred departments. It does not necessarily mean that none of the officials of transferred department have expressed positive views. In fact, some officers including social welfare, education, women development etc. have been found who are not so unhappy given the fact that the UNOs dominate them. However, they comprise an insignificant number to be considered as examples.

#### **4.13. MP's Role at the UZP and Transferred Departments**

According to the law, members of the parliament (MPs) would act as an advisor of the UZP. The legal provisions have made advices of the MPs obligatory for the UZP. Under an obligation on the part of the UZC, an attempt was made to explore the perception of the officials about the MPs' role at the UZP. Majority of the officials perceived that MPs should not participate in the local level development activities for the sake of democracy and good governance. Local bodies should be governed by elected leaders at local levels. Project Implementation Officer (PIO) of Kahaloo (Bogra) stated that, *"since both the power to make and implement policies is vested on the law makers, they remain busy to enact laws that serve their interests"*. They also argued that such dual role of the MPs have created avenues for further conflict among different actors of the UZP (MP versus UZC, UZC versus UNO, and UZC versus UZVCs). On the other hand, officials expressing positive views about MP's influence stated that MP's influence is necessary in order to ensure accountability of the UZC and the UNO at the upazila level. Supporting MPs' role some officials stated that *"The MP should influence the development activities, basically in distributing development works"*. On the other hand, Family Planning Officer of Kahaloo upazilla (Bogra) argued that *"we really want us to be coordinated by the UZC. As a public representative we can accept him but not the UNO as the head of the upazila"*. Such understanding again suggests that majority of the officials do not want the supremacy of the UNO to be established in the upazila.

#### 4.14. Relations between the UZC and the UNO

All the officials stated that they meet the UZC in a monthly coordination meeting and other committee meetings. The officers usually meet them in different committee meetings since the UZCs remain present in most of the committees either as an advisor or the chairman. In most cases, the officials respond to the UZCs' invitation or call. However, all the officials have expressed that they meet the UNOs more frequently than the UZCs. Till now most of the departmental committees are chaired by the UNO. Thus, the officials have frequent communication with the UNOs.

All officials in the present study stated that UNO acts as a focal point who tries to make a balance with the officers of different departments at the Upazila level. Majority officers (80%) of the UZPs expressed that the UNOs have been given power to supervise the activities of the transferred departments. They added that the UNOs play a coordinating role in implementing activities of different departments keeping a higher degree of dominating tendency in mind. They added that in some cases the UNOs try to impose unnecessary supervisory power which is called a “*muburbby pana*”<sup>12</sup>. Such claim proves true when we find Women Development Officer of Sujanagar (Pabna) expressing her opinion in the following way:

While discharging my responsibilities I need to maintain communication with my district level officer. During the last coordination meeting of the UZP, I went to the district office for submitting a report and to discuss some important issues with my immediate supervisor. During my absence I sent my representative in the meeting. However, the UNO told me that why did I go there without his permission?

Upazila Health and Family Planning Officers of Bagatipara (Natore) upazila expressed that,

Few days ago, one tree of the health complex was uprooted and fell on the boundary wall of the health complex due to a severe storm. After then, I sent a letter to Civil Surgeon Office. Being permitted by the Civil Surgeon office; I took an initiative to sell the broken tree through auction. I brought the issue in attention of the UNO. However, the UNO disagreed saying that I could not do it and he also stated that it should be done by Upazila Tender Committee, where I was not a member. I stopped the process instantly but the UNO took about couple of months to formulate the tender committee. However the condition of the wall is deteriorating. The tree may cause damage to the wall for which I will remain responsible. However, I am not authorized to take decision to cut the tree since I am not involved in the decision making process at the Upazila level.

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<sup>12</sup> In the rural society of Bangladesh a senior citizen is called as ‘*Murubbi*’.

The statement is enough to gauge that such unnecessary interference by the UNOs create annoyance among the officials of the transferred departments. Moreover, the officials blamed that being a generalist officer the UNOs lack understanding about the technicalities of many projects. Even they try to interfere in every activity. As matter of fact, the UNOs remain overburdened all the time. Thus, they cannot find time to oversee all the activities. But, they like to put their head in every aspect of decision making process of every department.

#### **4.15. Conclusion**

Above discussion suggests that UZP is not working properly in accordance with the law. There are several factors including lack of specification of laws, dominating tendency of the UNOs, ignorance about the laws of the UZCs and lack of power, the MP's compulsory advisory role, and generalist specialist tension have made the working of the UPZ literally impossible. Another important finding of the study is that the officials of the transferred departments want to be coordinated and supervised by the elected representatives instead of the UNOs. Such desire derives mostly from the generalist-specialists tension in administration and the UNO's intention to dominate everywhere. It is also found that there is no hard and fast rule for ensuring coordination among different actors excepting the monthly coordination meeting. Authority to write APR of the transferred officials by the UZCs has been found meaningless since none of the UZCs have written APR of the officials yet. Finally, one discouraging finding is that despite having legal binding on the part of the officials of the transferred department to send all files to the UZCs through the UNO for his approval, none of the officials in any UZP has sent files to the UZC for approval.

## **Chapter-Five**

### **Laws and Practices: Explaining the Gaps**

#### **5.1. Introduction**

Preceding chapters have explained legal provisions and their practical experiences of the working of the UZP on three specific areas i.e. UZP's own financing, budgeting and planning and delivery of services and monitoring. While explaining practical experiences, it is found that there are clear differences between theories and practicalities. Thus, the main aim of this chapter is to identify major gaps and explain why these gaps are in existence.

#### **5.2. Explaining the Gaps**

As a matter of fact, several factors have created hindrances in the way of successful working of the UZPs. Few important factors are as follows:

##### **5.2.1. Lack of Clarification in the Provisions of the Act and Circulars**

(a) Regarding revenue incomes of the UZP, the government has specified different sources of revenue. However, there are some anomalies in the prescribed sources of revenue. For instance, the UZP has been given authority to collect tax from the *jalmahals*, *cinema halls*, *business* and other sources. However, it has not been specified that if there is pourashava (s) within the territory of the UZP how the revenue would be collected? Like the UZP the pourashava has also been given the same authority to collect tax from these sources. Thus, UZPs have been found puzzled in this regard as to decide what to do since the taxes from these sources are being collected by the pourashava from these sources.

(b) There are several areas where the provision of the laws is not clear. First of all, the role of the UNO as the secretary of the UZP is not clearly defined. Review of laws suggests that the UNO's role would be to act as the Secretary of the UZP (Article 33 of the Act of the 2009). However, it is important to mention here that there is a confusion since the term secretary has not been defined clearly in the laws. Since the status of the UNO has not been clearly specified, all the UNOs do not perceive them as the secretary of the Parishad. Instead sometimes they consider them as an authority of the central government to monitor and control all the activities of the UZP.

(c) There is confusion in case of the legal provision of formation of committees as well. Article 29 of the act of 2009 has two parts. Article 29 (1) states that the UZP may set up committee(s) with any member(s) and individual(s) for assisting disposal of its

responsibilities. UZP will have full authority to determine number of members, and Terms of References (ToR) of each of the committee.

But, it is to be noted here that Chairman of UPZ will not be able chair any committee.

Article 29(2) of said act states that UZP will set up 14 standing committees for monitoring activities of the UZP.

The confusion arises from the fact that most of the UZCs and other members consider 29(1) and 29(2) separately. They understand in a way that 29(1) provides for formation of task specific committees where the UZP has full freedom or authority to determine the memberships and its ToRs. It is important to mention here that the article 29(1) talks about committees not standing committees. Regarding standing committees they have an understanding that since they are not empowered by the law to determine the number of members and ToRs of the standing committees, it has to be done by the government. Thus, most of the UZPs took a long time to form standing committees. Even those who have formed standing committees, they have not been able to define ToRs of various committees.

(d) Article 24 (2) of the Act of 2009 states that the Annual Performance Report (APR) of the officials of different transferred departments will be written by the Parishad. The act has not specified what does it mean by Parishad? Does it mean that the APR will be written by all members of the Parishad or by the Chairman? In case of ACR, it is clearly mentioned that it will be written by the superior authority of the concerned department. Moreover, it is not stated that what impact APR will have on the services of the officials. In case of writing of the Annual Confidential Report (ACR) there is a prescribed form which is filled up by the superior authority of the officials. But, in case of APR no form of such type has been provided. Even no instruction has been given as to how the APR should be written. That makes UZC confused.

(e) The government through *section 14 (1) of the Upazila Parishad (Implementation of Activities) Rules 2010 the government* of the Local Government Division has specified that all files of the transferred department must be placed before the UZC through the UNO for his approval. But, officials of the transferred departments work under the direction of their line ministries. Thus, they are found to be reluctant to send all files to the UZC until they receive direction from their own line ministries. For ensuring effective coordination at the Upazilla level and to establish accountable governance under the leadership of people's

representatives, it is necessary that all of the activities of the transferred departments get approval of the UZP and be monitored by the people's representatives.

UZC has given the power to supervise all the officials of staff of the UZP while the UNO has been made the coordinator of the all officials and staff of the transferred departments. This dual control sometimes creates problems in the way of functioning of the transferred departments.

### **5.2.2. Scarcity of Funds**

If the UZP is meant to be a strong local government unit it is necessary that it should be given enough funds required for maintaining costs relating of day to day operation and development activities. When it concerns UZP Revenue Reserve Fund, one of the most important sources is the 41% of tax collected from *hat bazaars* as tolls. Another source is the house rent collected from houses within the UZP campus. Apart from these sources, another source is the 2% land development tax. The amount that comes from this source is very lean. Since none of the UPZ has earned any amount from other sources, the amount received from above three sources has been found inadequate for paying honorarium and salary of staff. As a result they fail to gather any surplus amount to be transferred in the development reserved funds through which various development projects could be implemented. Thus, scarcity of funds is creating hindrances in the way of smooth functioning of the UZP.

Even the honorarium of the UZCs and UZVCs has been found very small in amount which has created enormous amount of discontent among them. Most of the UZCs have been found expressing that they need to spend money in different social activities which are not incurred from the UZP funds. They have alleged that even the Mayor of the first class Pourashavas are paid more than them. Another important issue is that the provision of expenditure in unexpected sector has not been found well defined in the laws. Although the common understanding on the issue is that expenditure for the cause of natural hazards, but there are other sectors where there is an urgency to spend money in some unwanted issues. In such case, the UZP find it difficult to manage fund for expenditure. Finding no other alternatives, the elected representatives need to spend money from their own sources which is causing pressure of them. Under such circumstance, people's representatives found themselves in a potion of "no interest". Such apathetic attitude of people's representatives affects the working of the UZP negatively.

### **5.2.3. Lack of Manpower**

UZP is seriously suffering from inadequate number of staff for maintaining all activities including day to day operation. Although secretarial services are provided by an assigned staff of the UNO office, but for effective functioning the essence of having a number of staffs is undeniable. If the UZP would have their own staff they could have taken different initiatives for preparing budget, planning and development plans. Since everything is to be performed by the UNO office reluctance is seen among the UNO office to go for preparation of budget, plans and projects. Although office of Engineer has been transferred to the UZP who are obliged to perform any sort of activities as requested by the UZP, but UZCs have not been found so active in getting things done by these departments. Most of them want their own staffs for doing these things. It is important to mention here that the law provides that the UZP can recruit their own staff but their salaries need to be paid from their revenue reserve fund. Since the size of the revenue reserve fund is not so healthy for maintaining expenditure incurred for the salaries of their staff, none of the UZP excepting Shahajatpur, Sirajgang has recruited any staff other than a driver, gardener and peon. Thus, lack of own staffs of the UZP has been creating hindrances in the way of smooth and effective functioning of the UZP.

### **5.2.4. Lack of Awareness of the UZCs and UZVCs Regarding their Roles and Responsibilities**

Findings of the study suggest that one of the prominent causes of ineffective functioning of the UZP is lack of knowledge and awareness of the UZCs and UZVCs about their duties and responsibilities. Most of the UZCs have been found ignorant about most of the provisions guiding working of the UZP including different sources of revenue, and functioning of the transferred departments. Thus, many of the problems are occurring due to their ignorance. As a matter of fact, within the given limitations, UZP has many avenues to work more effectively. But, they consider themselves good for nothing. Even they do not show interest to increase the level of their understanding by going through the act and different circulars. Taking advantage from their ignorance, the UNOs are playing the supremacy role in the UZP.

### **5.2.5. UZC and MP Confrontation**

By making MP's advice obligatory for the UZP, the government has created a mechanism to influence the activities of the UZP. This mechanism has been proved as one of the prominent building block in the way of smooth functioning of the UZP. The situation is worst where the UZC and MP belong to the ruling Awami League since none of them want to make any sort

of sacrifice for the effective functioning of the UZP. The MP by virtue of his superior position and power always tries to exert control on different activities of the UZP including project selection, formation of different committees, finalization of tenders and others. The MP uses the power of the UNO as one of the mechanism to exert his control on the UZP. In absence of the MP local political elites control the activities of the UZP through the UNO. When sometimes the UZC ignoring recommendations of the MP send proposal to DC or LGD for approval, the files are referred back to them on the ground that MP's suggestion or recommendations have not been incorporated there. Under such circumstances it is very difficult for the UZP to work independently.

#### **5.2.6. Personality Problem of the Different Actors**

Mental set-up or ego problem among different actors especially between the UNO & the UZC and UZC & MP is creating enormous amount of pressure on the successful working of the UZP. Since the UNO's role as the secretary of the UZP has not been well defined and the UZCs have not been higher status (i.e., Deputy Secretary) the UNOs are trying try to play an upper hand role on the overall functioning of the UZP. Considering them as the superior central government authority at the local level, the UNOs are trying to control everything at the UPZ level. Moreover, considering the MP more powerful than the UZC, the UNOs are abiding by the suggestions of the MP in every case. Since the status of the UZC's are not specified the UNOs do not address them as "Sir". Given the socio-cultural situation of Bangladesh this is causing serious mental problem to the UZCs. Due to personality problem sometimes, different actors remain away for communicating with each other which is causing problem in the process of disposal of activities of the UZP.

However, it can be asserted that this situation prevails in every cases. Situation has been found different where the UZC is accommodative with others in behavior and is not over ambitious. In such cases, the UZC tries to reach to an agreement through consensus building. On the other hand, non-existence of chaotic situation has been found in places where the political ideology of the UZC and the MP is different. Situation is very good where both the MP and UZC belong to the opposition party. Since leaders of ruling party control administration, none of the UZC and the MP (belong to opposition party) get involved in confrontation among them since both of them are well aware that they would not be able to maximize their interest. Even if the MP belongs to the opposition party and the UZC belongs to the ruling party, the extent of problem is less since the MP does to want to get into

confrontation with the ruling party at the local level. It is important to mention here is that in most cases the UZC are the office holders of different political parties.

#### **5.2.7. Lack of Enthusiasm of the UZCs**

Another important problem is that most of the UZCs have been found apathetic about their role in the UZPs. As a matter of fact, most of the UZCs had desire among them that they would enjoy unrestrained power at the UPZ that the UZCs of the previous system were enjoying. Thus they had lots of expectation from their position. However, once elected they found them in a position of 'good for nothing'. Thus, most of them are suffering from the trauma of being discriminated. Such feeling has made them apathetic about their responsibilities. They do not want to realize the fact that despite having some control and limitations they have enough opportunities to work for the UZP. Such feeling of the UZCs has created hindrances in the way of attaining goals of the UZP for which it was introduced.

#### **5.2.8. Inequitable Distribution of Power among the UZCs, UZVCs and other Members**

Inequitable distribution of power among the UZCs and UZVCs is creating problem in the way of working of the UZPs. Although the extent of the problem is not so strong but it is sure that there is a strong resentment or dissatisfaction among the UZVCs and other members of the UZP. As a matter of fact, all activities get done in the name of the UZC. Even where things are scheduled to be done by the Parsihad, in practice these are getting done by the UZC only. Such unrestrained power of the UZCs is not only derived from the provision of the law, but also from the ignorance and incompetency of the UZVCs, especially the women UZVCs. For instance, while specifying roles of the UZCs it has been specified that one of the responsibility of the UZCs are to recruit staffs of the UZP. Based on this power, all staffs have been recruited by the UZC where UZVCs and other members of the UZP have not been consulted that created a great amount discontent mostly among the UZVCs who are among other important members of the UZPs. In most cases, UZVCs are not well informed different provisions of the act and circulars. There are hundreds of instances that UZVCs are not even consulted before things get done. Like UZVCs other members of the UZP (i.e., UPCs and the Mayor of the Pourashava) are not consulted in case of project preparation and project implementation. They only come to know when the issue is placed before them in the Parishad meeting for approval.

One may wonder why do other members of the UZP excluding UZC not express their dissatisfaction in the meeting then? From the observation in the field it is apparent that other

members of the UZP including UZVCs are suffering from lack of ownership. Since they are bypassed and are not in a position to exert influence on the role of the UZC, they do not own this institution. For instance, majority of the UPCs expressed that they were feeling comfortable with the previous system since they were able to chair at least one monthly coordination meeting in a year where they could influence their proposal. But, at present, their opinion in most cases is not respected. As a matter of fact, decisions in the UZP are made through using different mechanism. For instance if MP wants to make something happen in the UZP meeting, he makes contact with either UZVCs or UPCs and the Mayor of the Pourashava so that they support what MPs want to be passed in the meeting. On the other hand, if the UZC want to approve something which he fears to be challenged, he also makes prior contact with members of the parishad so that he could receive support from those members. Thus, in most cases pre-meeting negotiations are made that plays an important role in case of decision making. It does not mean that no consultation and debate takes place in the floor of meeting. Of course, sometime discussion takes places and decision is taken based on the consensus. But, this does not happen in every now and then. Under such a situation, members other than the UZC do not show enough interest to get them involved in the activities of the UZP. Thus, such reluctance on the part of the members of the UZP creates hindrances in the way of successful working of the UZP.

#### **5.2.9. Lack of Notification by the Line Ministries of the Transferred Departments**

Main intention of transfer of activities of 13 departments of 10 ministries is to bring the bureaucracy under the control of the people's representatives. On other word, main intention of the transfer of activities is to ensure accountability of the activities of the transferred officials. But, in practice, it is seen that although the activities of several departments have been transferred to the UZP but it has not been materialized. Although majority of the officials have welcomed such decision of the government but they are not practicing in reality since they are supposed to abide by the direction of their line ministries not by the LGD. Since they have not been directed by the line ministries yet, they are not performing in a way that they are supposed to perform. Thus, the main intention for which the provision of transfer was incorporated has not been materialized yet. This sometimes frustrates the people's representatives to a great extent that also makes them apathetic towards their duties and responsibility. Such behavior of the people's representatives has hindered the process of successful working of the UZPs.

#### **5.2.10. Lack of Monitoring on the Working of the UZPs**

Lack of monitoring of the activities of the UZP may sometime create hindrance in the way of successful working of the UZP. Given the political and administrative culture in Bangladesh, corruption has been institutionalized at all levels. Once there is an opportunity, most of the people wants to misuse or abuse power for personal gains. Findings of the study suggest that both the UZCs and the UNOs abuse their power whenever they get an opportunity. For instance, the use of the UZP vehicle (Jeep) can be cited here. The government through circular has specified that the vehicle provided to the UZP for carrying the UZC from his home to office and office to home. Of course, he could use it to go to the district head quarters to attend any meeting. Apart from these, if the UZC wishes to use it outside the district he needs prior permission of the LGD. But in actual practice, it is seen that most of the UZCs use the vehicle as personal and use it all the time. On the other hand, there are instances that the UNO tries to hide facts from the UZC and tries to exploit his power over the parishad. There are other instances of such misuse or abuse of power by different actors of the UZP. Abuse of power by someone creates annoyance among others which ultimately affect the working environment of the UZP. Thus, a system of monitoring is needed for successful working of the UZP.

#### **5.2.11. Lack of Importance on Gender Dimension**

Despite having clear provision of inclusion of women members in the UZP as reserved seats members, the government did not take required initiative to fulfill the criteria. Law states that there should be women members equal to one third of the total number of UPs and Pourashavs located within the territory of the UZP to be elected by all elected women members of UPs and councilors of pourashavas in reserved seats. However, these women should be elected formally through declaration of election schedule by the Election Commission (EC). Although almost three years have passed since the system reintroduced in early 2009, the election to the women members have not been taken place. This indicates that the government is not so serious about the issue of gender representation at the UZP. If we shed light on the roles and responsibilities of the EC in this regards, it would be evident that until and unless the EC is directed by the government, they cannot hold the election. It is interesting to note that very recently on 19<sup>th</sup> of September, 2011, the government has sent a letter to the EC for holding an election to the reserved seats women members at the UZP. But, still we have not witnessed any response from the EC in this regard. Absence of women members in reserved seats have put a question mark on the legitimacy of the functioning of

the UZP. Moreover, decision making process at the UZP is suffering from constructive comments and suggestions from the women members. As a result women related issues have been bypassed in the decision making process.

### **5.3. Conclusion**

Above discussion leads us to come to a conclusion that above gaps are seriously hindering the process of successful working of the UZPs. Different issues like lack of clarification in different provisions of law and circulars, scarcity of funds, lack of manpower, abuse of power, confrontation among different actors, lack of respect and trust, non-cooperation of different actors have made the working of the UPZ difficult. Thus, a concerted effort is necessary for ensuring smooth functioning of the UZP overcoming exiting drawbacks. Following chapter will suggest those ways to overcome existing problems.

## **Chapter-Six**

### **Conclusion and Recommendations**

#### **6.1. Conclusion**

It is essential for any working democracy to have a local government system that is self governed and yet accountable to a higher authority. Like other countries, the Constitution of Bangladesh calls for a clear separation of power between national and local government. The only problem in Bangladesh is that the political leadership do not believe in decentralizing power in a way which gives people below them authority to monitor and control their constituencies. This is one of the very few areas where the government and the opposition see eye to eye. They will seemingly overlook the constitution and the very spirit of democracy simply to add to their already considerable power. While commenting on the decentralization practices on Bangladesh, Ahmed (2010) expressed his feeling in the following way:

In Bangladesh, local governments are allowed very little political space that they deserve and through which it can contribute to political education, governance, political stability and greater democratization of the social and political system. The national space has been continuously occupied by centralized and authoritarian politico-administrative elites. The military regimes obviously initiated LG reforms from the perspectives of the legitimization of authoritarian army rules but subsequent development of the civilian regimes from time to time brought to power through mass movements in essence did only promote an 'illiberal brand of democracy' and did not at all willing to leave local spaces for local political forces. They tried to occupy the local spaces in a more aggressive way for achieving their centralised power mongering goals heavily relying on a patron-client relationship merely to enroll the local henchmen (Ahmed, 2010).

In line with the observation of Dr. Ahmed, it can be asserted that the present UPZ system has got stuck in the political cross-fire. Re-introduction of the UZP in lines with the ordinance of the Care Taker government would have certainly established this system a focal point of development. But, the government through different amendments in the ordinance has made a stalemate situation. Most controversial decision is the inclusion of the PM as adviser to the UZP. Of course, being the law maker and representative of the locality, the MP could advice the UZP for its proper functioning. But, when his advises have been made obligatory, there is of course certain ground to raise question about the intention of the government. In the context of Bangladesh, existence of two top level politicians in an organization could jeopardize total system. Moreover, controversy over specification of the roles of the UNO in the UZP is a major area of concern. Generally bureaucrats in Bangladesh consider themselves superior than all others. When it comes to the position of the UNO in the Upazila system,

he/she was the supreme authority at the Upazila. However, when he/she is made either secretary or principle executive officer of the UZP, general bureaucrats would not accept this decision warmly. They would not agree to lose their control over the Upazila. This has created a stalemate situation at the Upazila as well. Apart from the MP and UNO's role in the UZP, there are some other issues which need serious attention. As a matter of fact, the lack of proper transfer of power and authority of the elected representatives in the UZP, the centrally controlled administration and planning, and an overwhelming interference of bureaucrats and law makers have been identified as the shortcomings for the UZP to fulfill the demands of the local people. In order to over stalemate situation that is existed at the UZP, following recommendation could be taken not consideration.

## 6.2. Recommendations

Gaps	Suggested Recommendations	
	Through Training	Through Policy Reforms/Advocacy
<b>1. Lack of Clarification in the Provisions of Act and Circulars</b>		<p>(i) Policy Advocacy is required for specifying different sources of revenue in cases where there is a Pourashava within the territory of UZP.</p> <p>(ii) There is a necessity to define the role of the UNO as the secretary of the UZP.</p> <p>(iii) Issuing of circular is necessary to overcome the misunderstanding on the issue of formation of committees (Article 29 (1&amp;2) of the Act). Moreover, the government should specify ToRs of the Standing Committees.</p> <p>(iv) Specification is necessary for writing of Annual Performance</p>

		<p>Report (APR).</p> <p><b>First</b>, the government should make it clear that the APR should be written by the UZC instead of UZP since it is not possible to write the APR by the whole Parishad.</p> <p><b>Second</b>, the government should prepare a format for writing APR like Annual Confidential Report (ACR).</p> <p><b>Third</b>, the government should specify utility of the APR for the officials of the transferred departments.</p> <p><b>Fourth</b>, alternatively the Government may incorporate the APR as a section of ACR to be written by the UZC.</p>
<p><b>2. Scarcity of Funds</b></p>		<p>(i) Advocacy could be made with the government to increase the sources and amount of fund for the UZP. For instance, an immediate initiative is necessary to specify how taxes from <i>Jalmahals</i> would be collected? Since Pourashavas are used to collect revenue from <i>Jalmahals</i>, one way to resolve the problem could be that the LGD through a circular may clarify that revenues collected from the <i>Jalmahals</i> would be divided</p>

		<p>between the UZP and the Pourashavas.</p> <p>(ii) For fostering different development activities within the UZP, advocacy is needed with the government to increase the amount of ADP block grant for the UZP.</p> <p>(iii) The government should consider increasing the amount of honorarium for both UZCs and UZVCs. It is important to mention here that the Mayor of first class Pourashava uses to receive larger amount of honorarium than the UZC.</p>
<b>3. Lack of Manpower</b>		<p>Advocacy could be done with the government for appointing a permanent staff for the UZP who will be paid by the government treasury. The experience of union parishad (the post of secretary) could be replicated here at the UZP.</p>
<b>4. Lack of Awareness of the UZCs and UZVS Regarding their Roles and Responsibilities</b>	<p>(i) Training is required for the UZCs and UZVCs on their roles and responsibilities and the mode of operations of the UZP.</p> <p>(ii) A joint training session ensuring presence of UZCs, UZVCs, and the</p>	

	<p>UNOs could be organized.</p> <p>Main intension of this joint session will be to make them aware about different important issues of the working of the UZP in front of each other so that nobody could hide something.</p>	
<b>5. The UZC and MP Confrontation</b>		<p>Legal Reform is necessary for taking an initiative to remove the obligatory advisory role of the MP from the law.</p>
<b>6. Mentality Problem of Different Actors</b>	<p>Training should be provided to the different actors especially the UZCs and UZVCs to make them knowledgeable about the existing avenues of their involvement in the UZP.</p>	
<b>7. Lack of Enthusiasms of the UZCs</b>	<p>Training session should be organized for the UZCs.</p> <p>Main intension of this training session would be to let them know about different issues where they could intervene and they could not. They will have to be given the message that despite having different</p>	

	limitations they have many things to do for the welfare of the UZP. It will work as a mental boost up for them.	
<b>8. Inequitable Distribution of Power among the UZCs UZVCs and other Members</b>		<p>(i) Legal reform is necessary for making equal distribution of power between UZCs and UZVCs. For instance, law has vested all the authority of appointment of UZP staffs on the UZC. But, in practice, UZC recruits all the staffs on its own that frustrates the UZVCs since they do not find any opportunity to recruit someone.</p> <p>(ii) In order to ensure balance a circular can be issued specifying that the recruitment of staffs of the UZP should be made by a three members committee including UZC and two UZVCs. If it could be done an opportunity would be created where three members would try to negotiate and come to a consensus on the issue of recruitment of staffs.</p>
<b>9. Lack of Notification by the Line Ministries of the Transferred Departments</b>		<p>(i) Advocacy is necessary with the LGD for taking an initiative to sit with the line ministries for issuing a circular directing their field level officials to send all files to the UZC for approval. Until the officials are receiving the direction they will not send files to the UZC for approval.</p>

		(ii) Advocacy is needed with the government for effective initiative to scrap the provision of sending files to the UZC through the UNO. If it is done, the departmental officials will be allowed to contact the UZC directly. This will also reduce the existing tension between the generalists and specialists in administration.
<b>10. Lack of Monitoring on the Working of the UZP</b>		Legal reform is necessary for establishing a system of monitoring of the activities of the UZP in order to reduce the extent of abuse of power by the elected representatives as well as government officials. There should be a system of punishment for those abusing power.
<b>11. Lack of Importance on Gender Dimension</b>		(i) Negotiation can be made with women organizations for organizing movements, human chains, seminar etc to highlight the issue of lack of representation of women in the UZP.  (ii) Agreement could also be made with the medias (both print and electronic) for highlighting the issue of lack women's representation in the UZP.
<b>Finally,</b> SDLG may patronage an advocacy forum comprising of academicians,		

development practitioners and members of civil societies to be worked on strengthening local governance in the country. Main task of this form will be to lead advocacy programs on different issues of local governance. The forum may be first formed at Dhaka with a possibility to have extension throughout the country. This group will not only organize advocacy programme but also organize programmes for building awareness among the general people on different issues of local governance.

### **6.3. Emerging Issues**

In the past when the UZP was in operation, the system performed smoothly since UZC had supremacy over all concerned. But, in the present system, role of the UZC and UNO has not been specified clearly. Moreover, MP has been made adviser whose advices are mandatory for the UZP. Of course, there is an inherent personality class among the UNO and UZC on the issue of supremacy of power, but the new dimension of this problem has been added through inclusion of the MP as an adviser in this system. Both the UZC and MP, being politicians, remained busy in establishing their supremacy over the UZP. None of them is ready to offer any sort of space to anyone. Of course, this is not the scenario in every UZP. But, based on the findings of this study, it can be assumed that new dynamics of politics among the politicians at the UZP deserve special mention for making the system effective and workable.

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*Appendices*

**Appendix-1**

**\*\*List of Departments Transferred to the UZP**

<b>SL.</b>	<b>Ministry/ Directorate</b>	<b>Transferred Subjects/Departments to UZP</b>
<b>1.</b>	Ministry of Establishment	Upazila Nirbahi Officer (UNO) and all his/her staff and manpower and their functions.
<b>2.</b>	Ministry of Youth & Sports □□ <i>Directorate of Primary Education</i>	Upazila Youth Development Officer (UYDO)
<b>3.</b>	Ministry of Fisheries and Livestock	(i) Upazila Fisheries Officer (UFO) (ii) Upazila Livestock Officer (ULO)
<b>4.</b>	Ministry of Health and Family Planning□□□□□□ □ □□ <i>Directorate of Health</i>  □□ <i>Directorate of Family Planning</i>	(i) Upazila Health and Family Planning Officer (UH&FPO) (ii) Upazila Family Planning Officer (UFPO)
<b>5.</b>	Ministry of Child and Women Welfare □□ <i>Directorate of Women</i>	Upazila Women Affairs Officer (UWAO)
<b>6.</b>	Ministry of Primary and Mass Education □□ <i>Directorate of Primary Education</i>	Upazila Education Officer (UEO)
<b>7.</b>	Ministry of Local Government, Rural Development & Cooperatives □□ <i>Local Government Engineering Department</i> □□ <i>Public Health Engineering Department</i>	(i) Upazila Engineer (UE) (ii) Sub-Assistant Engineer (SAE)
<b>8.</b>	Ministry of Agriculture □□ <i>Directorate of Agricultural Extension</i>	Upazila Agriculture Officer (UAO)
<b>9.</b>	Ministry of Disaster Management and Relief	Upazila Project Implementation Officer (PIO)
<b>10.</b>	Ministry of Social Welfare □□□ □□ <i>Directorate of Youth Development</i>	Upazila Social Welfare Officer (USWO)

Sources: Schedule-3 (Article 24) of the Upazila Parishad Act, 1998 (as amended and modified up to June, 30, 2009).

## Appendix-2

### Roles and Responsibilities of Vice Chairman

Being authorized by the Parishad he will act as the chairperson of one or more standing committees and will take necessary steps for implementation of decisions taken in the committees.

In accordance with the article 15 (3) of the Act, he will act as the chairman of the UZP in the absence of the UZC.

Among different roles and responsibilities as prescribed by the second schedule, he will submit and recommend following issues to the UZP:

- Matters relating to building awareness among the people for extension of education and offer assistance to those education related activities.
- Matters relating to monitoring activities of the concerned institutions for development of quality of secondary and *madrassa* education and offer assistance to them.
- Matters relating to construction, repairing and maintenance of inter-union connecting roads.
- Matters relating to acceptance and implementation of different irrigation projects as directed by the government, for effective utilization of surface water.
- Matters relating to building public awareness for acceptance of different protective measures against different unlawful activities like terrorism, fundamentalism, thieves, robbery, and uses of drugs.
- Matters relating to acceptance of different activities relating to social forestry for preservation of environment and development.
- Matters relating to providing assistance to extension and implementation of activities relating to youth, sports and culture.
- Matters relating to acceptance and implementation of activities for development of agriculture and forest.
- Matters relating to completion of specific activities delegated to him either by the government or the UZC.

### **Appendix-3**

#### **Roles and Responsibilities of Vice Chairman (Female)**

According to Upazila Parishad Act 2009, there will be two Vice-Chairmen, among which one should be female. She will have following responsibilities:

Being delegated by the Parishad she will discharge responsibilities of one or more standing committees and will take necessary action for implementation of decisions of the standing committees.

In accordance with the article 15 (3) of the Act, she will act as the chairman of the UZP in the absence of the UZC.

Among different roles and responsibilities as prescribed by the second schedule she will submit and recommend following issues to the UZP

- Matters relating to taking up initiatives for ensuring delivery of services including health, nutrition, family planning and motherhood.
- Matters relating to development of sanitation and sewerage system and ensure availability of safe drinking water.
- Matters relating to identification of required assistance and their implementation for overall development of mothers and children.
- Matters relating to acceptance of development projects for establishment and extension of cottage and small scale industries.
- Matters relating to acceptance of initiatives for income generation and self employment and implement such activities and also assisting government to implement activities planned for them.
- Matters relating to building awareness among the people about the awful effects of violence against Child and Women, dowry, early marriage and submit necessary suggestions on preventive measures to Upazila Parishad.
- Matters relating to acceptance and implementation of activities for the development of animal husbandry and fisheries.
- Matters relating to monitoring, assistance and coordination of activities of different cooperatives and Non-Governmental Organizations.
- Matters relating to participation in different activities intended to bring social and public welfare and identification of required activities for their implementation.
- Matters relating to completion of specific activities delegated to her either by the government or the UZC.

**Appendix-4**  
**Sample Questions (Chairmen)**  
**PART I (Elementary Questions)**

1. Name:
2. Age:
3. Education:
4. Occupation:
5. Father's occupation:
6. Experience as a UZC:
7. Party political affiliation: 8. Political positions held:
9. Experience of: Local government [ ] Minister [ ] MP [ ] Administration [ ] Others .....
10. Why did you contest the last elections?
11. How many contestants were there in the election race?
12. Why did people voted for you in last UZ election?

**PART 2 (Working of the UZP)**

**A. UZP's Own Financing**

1. What is the most important goal or purpose of UZP?
2. What do you feel is the most important part of your job as UZC?
  - Conducting UZP meetings [ ]
  - Carrying out overall supervision of the UNO, officials of the transferred department and their staff [ ]
  - Determining the needs of the people in the upazila [ ]
  - Preparation and execution of plans for meetings needs of the people [ ]
  - Representing the upazila at the national level [ ]
3. Do you receive all funds deposited in UZP Revenue Reserved Funds required for payment of salaries of the officials of transferred department?  
If yes, are the salaries paid by you?  
If no, who pay the salary?
4. Has the government specified the list of *haat-bazars, jalmahals and ferrighats* situated within the UZP from which you are supposed to receive 41% of the toll?
5. Is it the fact that you receive 41% of money collected as toll from all *haat-bazars, jalmahals and ferrighats* situated within the UZP?
6. Do you face any problem with the *Union Parishads and Pourashavas* as regard to the ownership of these sources?
7. Has the government specified a list of business institutions and industries for collecting tax?  
If yes, please specify criteria.
8. In what percentage do you extract taxes from cinema, drama, *jatra*, theatre, street lighting, fairs, exhibitions and entertainment show?
9. Has it been specified by the government or you need to determine the rate of above sectors?
10. What sort of licenses and permits do you issue and the amount you collect as fees?
11. Who collects all the taxes and fees from different sources (house rent, tolls, fees, rates and all others)?
12. How do you collect and in what methods?
13. Do you have your own staff for collecting those taxes?  
If no, by whom it is collected?
14. How do you manage the UZP revenue reserve fund?

15. Does the UNO require putting his signature in case of management of UZP's own financing?
16. Do you keep record of all collected taxes and fees?  
If yes, who keeps it and how?
17. Do you have your own staff for doing this?  
If no, who does this?
18. Have you recruited UZP's own staff?
19. What types of staff?
20. Who are they and how many?
21. Do you require to audit the UZP fund?
22. Who does the audit?
23. Does the UNO exercise control on the UZP fund?  
If yes, what type of control?
24. Who signs the cheque while disbursing UZP funds?
25. What is meant by the expenditure in unexpected sector?
26. In what percentage do you need to pay the salaries of the staffs of the Union Parishads?
27. Do you think sources and percentage of the UZP revenue as prescribed by the law is enough for maintaining expenditure of all activities of the UZP properly?  
If no, which areas should be increased and how?
28. What amount you could save after maintaining all the expenditure of the UZP?
29. What are the best sources of the UZP resource mobilization?
30. Do you think the block grant that you receive from the centre under ADP is enough for carrying out required development work for your UPZ?
31. To what extent you could generate fund from other sources (surplus revenue, local donation, funds received from the voluntary organizations etc)?
32. Do you follow the rules prescribed by the act while distributing ADP block grant?
33. What are the main drawbacks of the UZP financing? Please mention in detail?
34. What do you think why this drawback exists?
35. How these drawbacks can be overcome?
36. How it is possible to increase UPZ's own financing?

**B (a). Budgeting**

37. Who draws up the annual budget for the upazila?  
UNO [  ] UZP Chairman [  ] Chairman and UNO together [  ] UZP [  ] Other [  ]
38. How is the UZP budget prepared?
39. Did you prepare any budget for your UZP?  
If yes, did you find any problem while preparing the budget? What sort of problems?  
If no, why?
40. Who attends the special UZP meeting on budget approval?
41. Do the officials of the transferred departments attend the budget meeting?
42. Does the UNO try to exert control on the budget making process?  
If yes, what sort of control?
43. Do the officials have any influence on the budget making process?  
If yes, what sort of problems and how do they influence?
44. Can other members of the UZP (i.e., UP chairmen, the Mayor, and women members) influence the making of the UZP budget?  
If yes, how?
45. If no budget is prepared, how are the activities of the UZP running without an approved budget?
46. Have you been asked by the DC for not preparing the budget or has he approved the statement on income and expenditure of the UZP which is treated as budget?

47. Did you require any specialized knowledge for preparing the budget?
48. Do you have that specialized knowledge?
49. Did you face any challenge of scarcity of funds during preparation of the budget?
50. If you did not prepare the budget, what is the main reason?  
 Lack of technical knowledge [ ]  
 Inadequate manpower [ ]  
 Inadequate financial resources [ ]
51. Did you receive any feedback from the MP on the budget?
52. Does he try to influence the making of the budget?  
 If yes, how does he try? Please cite examples of his influence?
53. Does the DC or the government try to influence the making of the UZP budget?  
 If yes, what sort of influence and how?
54. Did you hang up the UZP for the cognizance of the public?  
 If yes, to what extent did you receive feedback from them and what types?
55. To what extent did you accommodate those feedbacks?  
 If no, why didn't you hang up the budget?
56. Do you want some sort of improvement to be done in the budget making process?  
 If yes, what sort of improvement? Please specify.
- B (b). Planning and Implementation**
57. Did you prepare any five years or annual plan so far at your Upazila?  
 If yes, what are those?
58. How did you prepare those?
59. How many types of programs are carrying out at your UPZ?
60. Who are involved in the process of preparation of development plans at your Upazila?
61. Who selects these projects?
62. Do you receive cooperation from the executive engineer of the LGED if you seek for?  
 If no, why?
63. What types of problems the UZP confront with while approving different projects?
64. How do projects get implemented?
65. Who is responsible for monitoring implementation of these projects?
66. In what process the UZP complete the monitoring of the projects?
67. How do members of the project committees get selection?
68. If you did not prepare any plan, why and what are the main reasons?
69. Section 42(3) of the Act of 2009 and Section 5 (1) of the UZP Development Fund Utilization Guidelines, 2010 provides that the UZP must receive recommendations of the local MP on their plans before it is being implemented? Do you think these provisions will reduce freedom of the UZP in their planning process?  
 If yes, why?  
 If no, why?
70. Does the MP try to influence the planning process?  
 If yes, how and to what extent?
71. Does the MP play any influential role during the constitution of the project committee?
72. How does the MP influence the process of implementation and monitoring of the different development plans?
73. Do you give priority to any particular sector (for instance, infrastructure sector) while preparing development plans?  
 If yes why?
74. What changes do you think are absolutely necessary to make the UZP a more viable unit of local government?
75. How can the changes be best achieved?

### **C. UZP's Delivery of Services and Monitoring?**

#### **(a) Activities of the UZP**

76. How decisions are made in the UZP meeting?

77. Who draws the agenda?

78. Do you think that UZP has the capacity to discharge all of its assigned functions?

If no, please identify areas for concern.

79. What do you feel is the most important part of the UNO's job?

Coordinating all the departments, staff and projects [ ] Implementing resolutions of the UZP [ ] Spending all money allotted to the Upazila [ ] Working with the villagers on development projects [ ] Inspecting projects or works [ ]

80. What are the UNO's responsibilities to the UZP?

81. Does the UNO perform the role of the secretary of the Parishad?

82. How would you define the role of the UNO as the secretary?

83. Do you think the UNO plays the role of a secretary of the parishad?

If yes? What is the main reason?

84. Do you feel that the UZC chairman should have overall supervision over UNO's work?

Yes [ ] No [ ]

85. Do you find problem while working with the UNO?

If yes, what sort of problem do you face?

86. Does UNO try to play the supreme role?

87. Where do misunderstandings and disagreements arise between UNO and UZC? What things have you had disagreements with UNO?

88. How do you and UNO resolve disagreements?

89. Do you review activities of the police departments?

If yes, how?

90. Do you send your review report to the higher authorities regularly?

#### **(b) Standing Committees**

91. Did you constitute standing committees in your UZP?

92. How many standing committees have been constituted in your Upazila so far?

93. If few committees have not been constituted yet, please tell us reasons?

94. In what methods these committees have been constituted?

95. Did you determine their Terms of Reference (ToR)?

96. Are these committees active?

97. In what context standing committees are connected with the departmental committees?

98. Did you find any conflict of interests between standing committees and departmental committees?

99. Do you chair any committee?

If yes, how many?

100. Is it possible to distribute responsibilities of standing committees among vice-chairmen?

#### **(c) Working of the Transferred Departments**

101. What is your perception about the transfer of government departments?

102. How do you coordinate activities of these departments?

103. Both the UZC and the UNO have been given the role of a coordinator in case of functioning of the government offices? Do you face any conflict?

104. How do you monitor activities of the transferred departments?

105. Can you control government officials if they do not act properly?

If yes, how do you control? What are the control mechanisms?

106. The law has provided that all files of all the transferred departments require your approval. Do officials of the transferred department place all the files before you?

If no? why and how do you act?

107. Who writes the APR of the officials of the transferred department?
108. Do you consult with other members of the parishad before writing the APR?
109. Does the APR have any impact on the services of the government officials?  
If there is no impact, do you think it should have impact?  
If yes, how could it be made?
110. DO you make monthly review of the progress of the functioning of the transferred department?  
If yes, do you send the report to the appropriate authority regularly?  
If no, why?
111. If you find some officials are not functioning in accordance with the law, what do you do?
112. Did you recommend disciplinary action against any official to the appropriate authority?  
If yes, please cite example?  
If no, why? Does it mean that all officials performed well?
- (d) Role of the Member of Parliament (MP)**
113. What is your perception about the MP's obligatory role in the UZP?
114. What should be the ideal relationship between the MP and the UZP?
115. How can the relations between the two be improved?
116. Do you find it irritating that the MP always tries to play an upper hand role in the activities of the UZP?
117. How does the conflict of interest occur?
118. Can you come to a negotiation with the MP on the issue of disagreement?  
If yes, who wins?  
If no, why?
- (e) Working of the Union Parishads**
119. Do you coordinate and examine all the development programs of the Union Parishads?  
If yes, how do you coordinate?
120. Do you have any control mechanism to control them?
121. Do all the plans of the Union Parishads need to be approved by the UZP?

**Appendix-5**  
**Sample Questions (UNO)**  
**PART I (Elementary Questions)**

1. Name:
1. Age:
2. Education:
3. Father's occupation:
4. For how long have you been working as UNO?
5. Tenure as UNO in this upazila:
6. Other government positions held since joining the service:

**PART II (Working of the UZP)**

1. Does the UZC seek your help and advice while discharging his duties?  
If yes, what sort of help and advice does the UZC seek?
2. How do you define your role as the Secretary of the UZP?
3. According to the warrant of precedence of the Government of Bangladesh UZC's position has been mentioned in the number 22 with the Deputy Secretaries of the Government. Do you call them sir?  
If no, how do you address the UZC and why?
4. Do you attend UZP meeting regularly?  
If no, why?
5. Do you provide advice to the UZC on your own if you find something is going to be done unlawfully?
6. Does the UZC accommodate your advice?
7. Do you supervise development activities at the Upazila level?
8. How do you help the UZC to supervise development activities at the Upazila Level?
9. Do you maintain records of the income and expenditure of the UZP?  
If yes, how do you maintain?
10. Do you have special staff for doing this?
11. How do you assist the UZP to prepare and approve the annual budget?
12. Do you maintain records of the progress of the development projects and expenditure within the Upazila?  
If yes, how do you maintain?
13. How is UZP's fund managed?
14. Who signs the cheque?
15. What happens if the UZP passes a resolution that you disagree with?
16. What happens if the UZP passes a resolution that is illegal?
17. Did you bring any issue to the notice of the Local Government Division if you think that something was not done lawfully?  
If yes, please state briefly about the issue.
18. Have you ever requested the UZP to reconsider its decision that you thought was done unlawfully?
19. Did the UZP reconsider your request?  
If no, what did you do then?
20. Is it part of the UNO's job to watch over and guide the UZP to make sure that it follows rules and regulations?  
Yes [ ] No [ ]
21. What do you feel is the most important part of the UZC's job?  
Conducting UZP meetings [ ]  
Carrying out overall supervision of the UNO and staff [ ]  
Determining the needs of the people in the upazila [ ]

- Preparing plans for meeting needs of the people [ ]  
 Representing the upazila at the national level [ ]
22. How do you coordinate activities of the transferred departments?  
 23. According to the law, you and the UZC are supposed to coordinate activities of the transferred departments. Did you find it difficult to ensure coordination?  
 If yes, why?  
 If no, why?
24. Do you feel that the UZC should have overall supervision over your work?  
 Yes [ ] No [ ]  
 If yes, why?  
 If no, why?
25. Do you feel that the UZC should be involved in the daily details of your work and work of other officials at the upazila level?  
 Yes [ ] No [ ]
26. How far is the UZC involved in your work?  
 He is involved too much and interferes in my work [ ]  
 He is involved to a proper degree in my work [ ]  
 He is not involved enough in my work [ ]
27. Does the UZC try to control you?  
 If yes, how to what extent? Please cite example.
28. Does the UZC understand the government rules and regulations?
29. Where do misunderstandings and disagreements arise between UNO and UZC? What things have you had disagreements with non-officials over in other upazilas?
30. How do you and UZC resolve disagreements?
31. Does the UZC ever try to convince you to agree with him? How?
32. Does the UZC ever make unreasonable requests? What do you do?
33. When you have a disagreement with the UZC, does he try to force you to agree with him?  
 Yes [ ] No [ ]
34. If yes, how does he try to force you to agree with him?
35. Are there ever disagreements between the MP and the UZC?  
 Yes, what sort of disagreements?
36. How would you rate your relationship with the present UZC?  
 Very good [ ] Good [ ] Fair [ ] Poor [ ]
37. How would you rate the relationship between the UZC and the MP?  
 Very good [ ] Good [ ] Fair [ ] Poor [ ]
38. What factors or reasons explain why the relationship is poor or very poor?
39. What characteristics or qualities should a UZC have in order to have a good working relationship with a UNO?
40. What characteristics or qualities should a UNO have in order to have a good working relationship with a UZC?
41. What should be the ideal relationship between the MP and the UZP?
42. How can the relations between the two be improved?
43. How are the resources allocated to different programmes and different units?
44. What according to you are the main objectives of the UZP?
45. How can the potential of the UZP be best utilised within the constraints it faces now?
46. What changes do you think are absolutely necessary to make the UZP a more viable unit of local government?
47. How can the changes be best achieved?

**Appendix-6**  
**Sample Questions (Vice-Chairman)**  
**PART I (Elementary Questions)**

1. Age:
2. Education:
3. Occupation:
4. Father's occupation:
5. Experience as a UZVC:
6. Party political affiliation:
7. Political positions held:
8. Why did you contest the last elections?
9. How many contestants were there in the election race?
10. Why do you think that the people voted for you?

**PART II (Working of the UZP)**

1. Do you know what is your main responsibility in the UZP?
2. Did you take part in the preparation of any five-years/ annual plans for your Upazila?  
If no, why?
3. How many programs are in operation under your Upazila? Please explain in detail.
4. Who are involved in the process of formulation of development plans in the UZP?
5. Who selects Projects?
6. Have you been consulted by the UZC while budget and plans are prepared?  
If yes, what types of role do you play?
7. What types of problems the UZP confront with during approval of the project?
8. How is project implemented?
9. Who monitors implementation of the project?
10. What role you could play during formulation and implementation of development projects?
11. How many standing committees you are chairing now?
12. Did you receive your right share in the standing committees?  
If no, why?
13. Are standing committees formed on consensus basis?  
If no, who dominates the formation of the standing committees?
14. How members of project committees are selected?
15. Does the MP influence the process of formation of project committee?  
If yes, how does he influence and what is the extent of his influence?.
16. How do you treat by the UZC?
17. Do you think that you are undermined by the UZC?  
Why?
18. Did UZC consult with you while taking important decision for the UPZ?  
If yes, how consultation is made?
19. What is your perception about the activities of the transferred departments?  
Helpful [ ] Friendly [ ] Exceptional [ ]
20. What role do you play in case of functioning of the transferred departments?
21. Have you ever visited activities of the transferred departments?
22. Do you monitor activities of the transferred departments?
  
23. Have you been consulted by the UZC in case of writing of Annual Performance Report of the officials of transferred departments?

If yes, to extent you could influence the writing of the APR?

24. Do you think that officials of the transferred departments could play positive role in the making of the UZP effective?

25. Why their behavior is helpful and friendly? Explain briefly

26. How their performance could be improved?

27. What types of relationship do you have with the UZC?

Very good [ ] Good [ ] Fair [ ] Poor [ ]

Why?

28. What type of relationship do you have with the UNO and the officials of the transferred departments?

Very good [ ] Good [ ] Fair [ ] Poor [ ]

Why?

29. How you are treated by the UNO?

30. What type of relationship do you have with the MP?

Very good [ ] Good [ ] Fair [ ] Poor [ ]

Why?

31. What is your assessment about your role as a vice-chairman?

32. As an active member of the UZP what role do you play in the making of decisions?

33. Do you receive enough importance as the UZC does by the UNO and officials of the transferred department?

If no, why?

34. What factors could help you to perform better in the UZP?

**Appendix-7**  
**Sample Questions (Upazila Officials)**  
**PART I (Elementary Questions)**

1. Age:
2. Education:
3. Father's occupation:
4. Experience as Upazila \_\_\_\_\_ Officer:
5. Tenure as Upazila \_\_\_\_\_ Officer in this upazila:
6. Other government positions held since joining the service:

**PART II (Working of the UZP)**

1. How often do you attend meetings of UZP?
2. Although you are not a members of the UZP, still you (want to) attend UZP meetings.  
Why?
3. How is your department related to the UZP?  
How do you receive your salary?
4. How do you find the Upazila Chairman (UZC)?  
Hostile  Cooperative  Indifferent
5. How do you find the UNO?  
Hostile  Cooperative  Indifferent
6. Do you think that the local MP should have any role in the administration of UZP?  
Yes  No   
Why?
7. How often do you see the UZC?  
Why?
8. How often do you visit the UNO?  
Why?
9. How do you find the relation between the UNO and UZC?  
Cordial  Hostile  Both   
Why?
10. How do you find the relation between the UZC and the MP?  
Cordial  Hostile  Both   
Why?
11. How do you find the relation between the UNO and the MP?  
Cordial  Hostile  Both   
Why?
12. How do you find the relation between the UNO and other departmental officers?  
Cordial  Hostile  Both   
Why?
13. Who decides what you have to do at the upazila level?  
Yourself , Your superiors,  UZC,  UNO,  UZP
14. To what extent you are controlled by the UZC while making and implementing plans of your department?
15. To what extent the Annual Performance Report is important for your services?
16. Does the UZC try to exploit you since he reserves the right to write your APR?  
If yes, how? Please cite example.
17. How UZC coordinate and monitor the activities of your department(s)?

18. Do you think that you enjoy less freedom in setting priorities and undertaking departmental programmes now than before? Yes  No  (Explain your opinion)
19. Do you think that the UNO has been given more authority than is necessary?  
If yes, how does it affect your work?
20. DO you think that the UNO used to exercise more power before the reintroduction of the UZP?
21. The law has given the power to write APR of all transferred officials to the UZP. How do you find this provision?
22. Does the UZC try to exploit you due to having this power?
23. To what extent the APR is useful in your service career?
24. Do you feel pressure of double control (by UZC and departmental superior)?  
If yes, what is the extent of pressure?
25. If you are asked to comment on your previous working experience with the present working experience which one is more convenient for you and why?
26. How do you find the introduction of UZP? Necessary  Burden  Does not matter
27. How can the operation of UZP be improved?

**Appendix-8**  
**Sample Questions**  
**(Chairmen of Union Parishads and Mayors of the Pourashavas)**  
**PART I (Elementary Questions)**

1. Age:
2. Education:
3. Occupation:
4. Father's occupation:
5. Experience as a UP Chairman/Pourashava Mayor:
6. Party political affiliation:
7. Political positions held:
8. Why did you contest the last elections?
9. How many contestants were there in the election race?
10. Why do you think that the people voted for you?

**PART II (Working of the UZP)**

1. Do you know what your main responsibility in the UZP is?
2. As a voting member what role do you play in the UZP?
3. Do you take part in the preparation of plans and budget for the UZP?  
If yes, please mention the extent of your involvement in the planning and budgeting process.
4. Have you been consulted by the UZC while budget and plans are prepared?  
If yes, what types of role do you play?
5. What role you could play during formulation and implementation of development projects?
6. How many standing committees you are the member or chair?
7. Did you receive your right share in the standing committees?  
If no, why?
8. Are standing committees formed on consensus basis?  
If no, who dominates the formation of the standing committees?
9. How do you treat by the UZC?
10. Do you think that you are undermined by the UZC?  
Why?
11. Did UZC consult with you while taking important decision for the UPZ?  
If yes, how consultation is made?
12. What is your perception about the activities of the transferred departments?  
Helpful [ ] Friendly [ ] Exceptional [ ]
13. What role do you play in case of functioning of the transferred departments?
14. Have you ever visited activities of the transferred departments?
15. Do you monitor activities of the transferred departments?
16. Have you been consulted by the UZC in case of writing of Annual Performance Report of the officials of transferred departments?  
If yes, to extent you could influence the writing of the APR?
17. What types of relationship do you have with the UZC?  
Very good [ ] Good [ ] Fair [ ] Poor [ ]  
Why?
18. What type of relationship do you have with the UNO and the officials of the transferred departments?  
Very good [ ] Good [ ] Fair [ ] Poor [ ]  
Why?
19. How are you treated by the UNO?
20. What type of relationship do you have with the MP?

Very good [ ] Good [ ] Fair [ ] Poor [ ]

Why?

21. What is your assessment about your role as a member of UZP?

22. As a voting member of the UZP what role do you play in the making of decisions?

23. Do you receive enough importance as the UZC or UZVC do by the UNO and officials of the transferred department?

If no, why?

24. What factors could help you to perform better in the UZP?

25. Do the UZC and UZVC monitor and supervise different development activities of the UP/Pourashava?

26. Do they try to control activities of development programs?

27. Do you require your plans to be approved by the UZP?

# REPORT ON-

# DOMESTIC STUDY TOUR

Venue-

1. Purnimagati Union Parishad,  
Ullahpara, Sirajganj
2. Sakhipur Union Parishad,  
Debhata, Satkhira



NIIT

19- 24 November  
2011



## **Domestic Study Tours- 2011-(BUPF) 19- 24 November 2011**

The main objective of SDLG project is to build capacity among the Local Government (namely UP, UZPs and PSs), elected representatives for providing better services and ensure transparency and accountability of their day to day work for the people. The SDLG project has identified three focused functional areas of the LGUs to work on;

- 1. Financial management and revenue generation;**
- 2. service delivery and service monitoring; and**
- 3. Participatory strategic planning & budgeting.**

In addition to providing training on these, SDLG plans to facilitate learning from the achievements of best practicing LGUs by organizing exposure visits or study tours to these by selected numbers of local government representatives.

Under the Horizontal Learning Program by World Bank best practicing LGUs are being showcased as model LGUs for learning by others. HLP offers to facilitate such exposure visits by assisting in selection of the best practicing LGUs, arranging logistical arrangements through their PNGOs etc. SDLG plans to organize domestic study tours among LGUs in collaboration with HLP wherever possible, in order to facilitate them to learn from one another.

Two simultaneous tours were being organized by SDLG for UPs representatives, chairs, and male and female members in November, 2011. Two UPs were selected for the visit, one was in Sirajganj and another was in Sathkhira district. The visits basically aimed to provide the visiting UP leaders a clear understanding and learning from the experiences and on the ground practices of the UPs. 16 participants were participated in the study tour where 05 were females. The Two senior staffs of SDLG project led the study teams for facilitating the learning sessions in the field level situation.

### **The process of study tour;**

- ❖ A briefing session was organized from 09.30 to 10.30 am for both teams in SDLG office on November 24, 2011 and at the same day all participants started to reach the selected District. The COP and DCOP were present and discussed on the objectives of the study tours and brief SDLG project as well. All



participants selected their Team Leaders and set the norms of the study tours. The study schedule and guide line also provided for equal understanding.

- ❖ Visiting team met the concerned UP Councilors and introduced themselves in 1<sup>st</sup> day of study tour

- ❖ SDLG Team Leaders briefly talked about SDLG project and the purpose of the visit

- ❖ The Chairman and the Secretary of the UP shared their achievement on three guided areas facilitated by the SDLG project Staff. These were



### **Financial Management and Revenue Generation:**

- How each function in UP financial system is done? What is the role of Chairman & each member and role of women members?
- What are the sources of Income- Central & Local? The sources those they regularly exploit i.e. holding tax, other taxes etc.
- How are they collecting from each source? Why is collection good?
- How are the funds managed? Bank accounts management, who are the key persons involved?
- How all information received and generated in the UP information is dissemination to all members?
- What measures (record keeping) are in place for accountability?
- How transparency in financial transactions is maintained?
- Are there ways of citizen's involvement in these processes? What are the ways?



### **Participatory Planning & Budgeting :**

- What is the planning process in the UP? Who initiates and who carry out the activities?
- Are Ward Shabhas (Committees) active? How are they convened, discussions held? Who records and place in the UP Meetings? How are the plans/budget finalized in the UP meeting?
- Open budgeting- what & how conducted?
- How do the people ensure that the actual income & expenditures in reflected in budget?

### **Service delivery and monitoring :**

- What are the main services that the UP provides to the citizens? (List). How is it provided? Who takes the lead in the UP? What are the ways of ensuring public satisfaction?
- What government services do the Ups supervise or monitor? How is it done?
- What is the role of the standing committees in both types of services at the UP level? Who are the members of the standing committees for UP Financial Management, Health and Education? Are there citizens in the Committees? Are women members Chairs of any committees? How are the standing committees made more active and people oriented?

❖ There was a session of experience sharing of different participants

❖ At the beginning of 2<sup>nd</sup> day the participants presented their Group findings of previous sessions (achievement of the UP) and best learning identified by them.

❖ The Secretary of the UP shared the process of the filing and recording and the participants also observed the files and records for their learning



❖ At last, the teams presented their findings, experiences and recommendations to SDLG in the debriefing session.

### **Major findings**

#### ***Financial Management and Revenue Generation***

- *Tax assessment completed and recorded based on 2003 model tax Tofsil (schedule)*
- *All UP members involved to collect tax, tax assessment and Tax campaigning*
- *Conditional tax method applied ( Only tax payer will get service from the UP)*
- The tax payers ward always get priority for any development work and a portion of holding tax money allocated for the payer wards for any demanded projects by the people.
- Tax fair, Spot tax collection initiatives increased tax of the UP
- The UP informed the citizens about the income and expenditure of the UP through ward meeting, Open budget meeting for their own transparency and accountability

- All transactions made by money receipt and deposited to UP bank account
- All Registers has maintained and updated by the UP
- A strong system has developed by UP for information dissemination among UP members and the community people.

### **Participatory Planning & Budgeting**

- The ward meeting organized as per the rule of the government ( Minimum twice in a year)
- The community people involved to identify the problems and projects of UP and they also participated in decision making
- Open budget meeting held regularly from the last 12 years
- Participatory Five year's plan developed

### **Service delivery and monitoring**

- Achievement in health service especially in sanitation, mother care and drinking water.
- Active Gram Shalis and village court
- Union based service available for all communities in Office Hour (9am -5pm) for birth and date certificate, license ,information centre etc.
- Need to make active standing committees of the UP

### **Recommendation of the participants:**

- The number of study tours need to be increased
- A list of best performer UP need to be circulated to all UPs
- The UP members ( specially female) need to be increased in this type study tour
- Study tour will be organized in different UPs to strengthen their capacity too.

## **Commitments of the participants to ~To do” the specific activities in their own UP**

### **Overall:**

- *Tax assessment and record( based on 2003 model tax Tafcil)*
- Tax fair
- , Open budget meeting
- Registers maintain
- File maintain for each member
- The ward meeting organize
- Ensure people participation
- Activate standing committees
- Activate village court
- Activate of information center
- 

### **Specific**

- Ambulance service
- Pass book introduce for holding tax holders
- Senior citizen Club
- Suggestion box
- Register for each UP members

**List of the participants:**

**1. Participants: Purnimagati UP, Ullapara, Sirajganj**

<b>SI</b>	<b>Name of the Participants</b>	<b>Constituencies &amp; Designation</b>	<b>LGA</b>	<b>Mobile</b>
01	Mina Begum	Chairman Betkapa UP, Palashbari, Gaibandha	BUPF	01716-923298
02	Md. Abdul Manan	Chairman, Hajrapur UP, Sadar, Magura	BUPF	01712-198839
03	Najir Hossain	Chairman, Chawla UP, Pargacha, Rangpur	BUFP	01716-298035
04	Md. Jahangir	Member, Horogram UP, Paba, Rajshahi	BUFP	01716-018899
05	Sazzad Hossain	Chairman, Chandiborpur UP, Narail	BUFP	01720-263311
06	Ajit Kumar Biswas	Member, Raipur UP, Modhukhali, Faridpur	BUFP	01716-379440
07	Shaila Sharmin	Member, Teror Chor UP, Muladi, Barishal	BUPF	01716-522253
08	Most. Salaha Begum	Member, Paglakanai UP, Sadar, Jhainadah	BUPF	01719-729918

**2. Participants: Sakhipur UP, Debhata, Satkhira**

<b>SI</b>	<b>Name of the Participants</b>	<b>Constituencies &amp; Designation</b>	<b>LGA</b>	<b>Mobile</b>
01	ANM Sawkat Habib Logic	Chairman, Mattri UP, Kalai, Joypurhat	BUPF	01716-298035 01733-255841
02	Md. Rofiqul Islam	Chairman, Sherpur Sadar, Sherpur	BUPF	01720-094408
03	Md. Shahinur Islam Marshal	Chairman, Kursha UP, Taraganj, Rangpur	BUPF	01712-507806
04	Md. Shahjahan E Habib	Chairman, Mohammadpur UP, Sadar, Thakurgaon	BUPF	01713-724952
05	Most. Nargis Akhter	Member, Andulbaria UP, Jibannagar, Chuadanga	BUPF	01724708206
06	Md. Abdul Sattar Chisti	Member, Badiakhali UP, Gaibandha	BUPF	01728-166455
07	Firoza Begum	Member, Nurulapur UP, Narishingdi	BUPF	01733-018854
08	Md. Abdul Aziz Saiful	Member, Kusmail UP, Fulbaria, Mymensingh	BUPF	01733-287834





**Report on:**

**Leadership Training**

**Local Government Elected Women Representatives**

**MAB, UzPAB and BUPF**

**December 13-14, 2011**

**Organized by:**

**SDLG PROJECT, TETRA TECH ARD, HOUSE-1, ROAD-18, BLOCK-D,  
BANANI, DHAKA**

## **The program**

SDLG is trying to promote women elected representatives in their respective jurisdiction. Women are still lagging behind in terms of power, economic freedom and congenial working environment. At this juncture, SDLG is facilitating women elected representatives' capacity development so that they can independently and efficiently function in their council affairs. As part of the continuing process, SDLG organised a training program for a selected number of the LG women leadership from 13-14 December 2011, in Dhaka.

The participants were selected from three local government tiers e.g. Municipality, Upazila and Union Parishad including a mayor from Pourashava, Vice Chairmen from Upazila, Chairmen and Members from Union Parishad respectively. The participants were found to be enthusiastic and spontaneous during the training program. They reported to have benefited from the course contents which was tailor made to reflect their everyday interactions in the councils. In an interactive training methodology the women identified the key issues hinder their working in the councils. The leadership models and the special requirements for their effective role play were appreciated by the women trainees. Appreciating what they learnt in the program they suggested more of such trainings at the council levels.

The 2 day course included the following contents:

- Introduction: Course opening, Participants expectation, course objectives
- Roles of women representatives
- Problems in work execution by the women
- Internal causes of such problems
- Leadership: Concept, types, duties and qualities
- Situation based leadership
- Way to strengthening team
- Rules mandatory for team member
- Communication process
- Difficulties of effective communication
- Speaking skill
- Listening skill
- Non-verbal communication
- Roles of participants in meeting

The training was well received by the participants. Most participants actively participated in the interactive sessions. They participated by responding to questions, asking for clarifications and explanations. After the first two sessions in which they identified the issues they face as women elected leaders the women though from different tiers of LGs could easily identify common issues of women representatives. They tried to understand their situations in the light of their experience as women. The women could remember very clearly what they learnt in the review

sessions. They were found to be keen on passing on their learning to other representatives in their councils.

In general the training was well organized with no complaints about food or accommodation by the participants. In the opening session DCOP, Program Coordinator and Cluster Coordinator from SDLG were present. After inauguration of the course by the DCOP, the trainer started the session. The SDLG Program Coordinator and Cluster Coordinator provided the logistic support. On Day-2, component -2 Team Leader joined the team and in the session before lunch the COP, DCOP of SDLG and Dianne Cullinane, Senior Democracy Advisor, USAID/Democracy & Governance Office joined the session as observers. Later Dianne Cullinane interacted with the participants who shared their experiences as women leaders and what they learnt in the course. When Dianne asked the participants whether they would support their daughters to take up politics as a career most said they would but a few replied that they would like their daughters to have skills for different career if they wanted.

At the end of the program Dianne Cullinane and COP gave away certificates to the participants.

## LG Women's Representative Leadership Training

**13-14 December 2011, BIAM Auditorium, 63, New Eskaton, Dhaka**

### List of Participants

SI	Name of the Participant	LGUs	LGA	Mobile
01	Mst. Rozifa Begum	Chairman, Betkapa UP, Palashbari, Gaibandha	BUPF	01721-536799
02	Begum Asha Noor Biswas	Chairman, Daulatpur UP, Belkuchi, Sirajganj	BUPF	01819-475150
03	Shaila Sharmin	Member, Teror Chor UP, Muladi, Barishal	BUPF	01716-522253
04	Momena Akter (Nayon)	Member, Boro Uthan UP, Patia, Chittagong	BUPF	01711-194269
05	Firoza Begum	Member, Nurulapur UP, Narsinghdi Sadar	BUPF	01733-018854
06	Noor Afroz Happy	Chairman, Kalomegha UP, Patharghata, Borgun	BUPF	01716-839399
07	Sabina Sultana	Member, Poroti UP, Chirirbandar, Dinajpur	BUPF	01714-691133
08	Sultana Pervin	Member, Baronol Iliasabad UP, Kalia, Narail	BUPF	01747-158564
09	Mst. Nargish Khatun	Mayor, Chorghat Pourashava, Rajshahi	MAB	01725-018924
10	Noor Jahan Begom Happy	Councillor, Joypurhat Pourashava	MAB	01922-855578
11	Saleha Begum	Councillor Bagerhat Pourahava, Bagerhat	MAB	01752-044437

12	Rina Nasrin	Councillor, Khustia Pourashava	MAB	01712-063217
13	Farha Diba Khan	Councillor, Satkhira Pourashava	MAB	01711-173225
14	Dorphan Akther	Councillor, Savar Pourashava, Dhaka	MAB	01711-266296
15	Sorifa Khatun Baby	Councillor, Chapai Nawabganj Pourashava	MAB	01715-121820
16	Momtaz Begum	Councillor, Rajbari Pourashava	MAB	01911-163541
17	Sahnouaj Parvin Mele	Vice Chairman, Satkhira Sadar Upazila	UPAB	01711-047265
18	Parvin Akther	Vice Chairman, Naogaon Sadar Upazila	UPAB	01712-232737
19	Kamrunnahar Luna	Vice Chairman, Kishoreganj Sadar Upazila	UPAB	01715-155854
20	Selina Akther Munna	Vice Chairman, Bhuapur Upazila, Tangail	UPAB	01823-199480
21	Rashida Khan	Vice Chariman, Moulvibazar Sadar Upazila	UPAB	01720-533129
22	Shamima Shariar	Vice Chairman, Jamalganj, Sunamganj	UPAB	01711-331072
23	Farjan Afroz Luna	Vice Chairman, Satkania, Chittagong	UPAB	01752004566
24	Masuma Yasmin	Vice Chairman, Lalmonirhat	UPAB	01714-763093





## **Institute of Social Sciences**

8 Nelson Mandela Road, New Delhi – 110 070  
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### **Study Tour of the Elected Representatives of Local Governments from Bangladesh to Kerala**

**11-16 January 2012**

#### **A Report**

##### **The Context**

Bangladesh has taken up decentralization at the grassroots level in an inclusive way. As Bangladesh is now taking the decentralization and local government forward, a study tour to India by local government representatives from Bangladesh will provide a great opportunity for them to see the decentralization process taking place successfully in India.

In this context, Kerala is specifically chosen for the visit because there are many innovative features of the Kerala system of local government which are unique and successful, especially Kerala's development experience came to be hailed as a model of development. The State could achieve very high quality of life for its people, better women's participation in decision making and micro level planning from neighbourhood groups to the state level. Kerala's people's plan campaign for local level planning was the extraordinary success.

The study tour of the Elected Representatives of Local Governments and Officials from Bangladesh to Kerala was jointly organized by Strengthening Democratic Local Governance (SDLG), Dhaka and Institute of Social Sciences (ISS), New Delhi from 11 to 16 January 2012. The objectives of the study were to understand various dimensions of the decentralized and participatory developmental initiatives taken at the local government level in Kerala; interact with key policy makers behind the local government system to learn particularly on financial management and revenue generation, participatory planning and budgeting, service delivery and monitoring. There were 20 delegates who participated in this exposure visit. The names and designations are given as Annexure I.

Seventeen members of the delegation reached Kerala on 11<sup>th</sup> January 2012. Due to delay in getting visa, the remaining three members of the delegation could join the programme only on 12<sup>th</sup>.

##### **Meetings/Interactive Sessions – 12 January 2012**

On 12<sup>th</sup> January the Institute of Social Sciences organized a series of meetings for the delegation to meet and interact with experts of Kerala's local government system at the Institute of Management in Government (IMG), Trivandrum. The first presentation in this meeting was on "An Overview of Decentralization in Kerala and India" made by Mr. S.M. Vijayanand, Additional Chief Secretary, Government of Kerala and Director, Institute of

Management in Government. Mr. S.M. Vijayanand played a pivotal role in the institutionalization of decentralized plan campaign during his long tenure as Principal Secretary to the Department of Local Self Government, Government of Kerala. In his presentation he described about three different phases of decentralization in India. The Phase I was post-Balwantraji Mehta Committee i.e. 1959 onwards; Phase II was Post Asoka Mehta Committee i.e. 1978 onwards and Phase III was Post 73<sup>rd</sup> and 74<sup>th</sup> Amendments i.e. 1994 onwards. He also spoke about the salient features of the 73<sup>rd</sup> Constitutional Amendment Act, 1993 and Article 243G of the Constitution. He also narrated the Best practices of Kerala namely (i) doing decentralization (ii) fiscal decentralization (iii) participatory planning (iv) good local governance – processes, procedures, institutions (iv) participatory poverty eradication (v) participatory WATSAN (vi) role of Panchayati Raj Institutions in MGNREGS [Mahatma Gandhi National Rural Employment Guarantee Scheme] (vii) Self-Help Groups working in synergy with Panchayati Raj Institutions (viii) decentralization and gender empowerment, and (ix) capacity building for decentralization and local governance. He also gave examples on learning from Kerala experience such as:

- i. Rapid decentralization has several advantages
- ii. Speed of the operation diminishes opposition
- iii. Once given responsibilities Local Governments are forced to perform
- iv. Pressure on Government to ensure that decentralization succeeds
- v. Decentralization is not a one-off action - requires continuous effort by Government
- vi. Need for transferring untied resources in a fair, transparent and equitable manner
- vii. Lessons related to planning
  - To start with, plans emerging out of negotiated priorities and then to data-based analysis
  - Plan for assured resources
  - Development Reports and Vision Documents are useful
  - Go in for Local Governments' plans consolidated into District Plans – mechanically in the beginning then organically on gaining experience and finally to District Planning
  - Multi-disciplinary, multi-stakeholder teams can assist in plan preparation
  - Move from annual plans to five year plans
- viii. Potential for development reforms, fiscal reforms and governance reforms through decentralization
- ix. Empowerment of weaker sections possible through a right mix of policies and strategies
- x. Once decentralization stabilizes elected representatives become a powerful force capable of preventing roll back

Ms. Sarada Muraleedharan IAS, Executive Director, Kudumbashree, Government of Kerala, made the second presentation on Kudumbashree and Local Governance in Kerala. Kudumbashree (a poverty eradication mission) launched by the Government of Kerala in 1998 for wiping out absolute poverty from the State through concerted community action under the leadership of Local Self Governments, Kudumbashree is today one of the

largest women-empowering projects in the country. The programme has 37 lakh members and covers more than 50% of the households in Kerala. Built around three critical components, micro credit, entrepreneurship and empowerment, the Kudumbashree initiative has today succeeded in addressing the basic needs of the less privileged women, thus providing them a more dignified life and a better future. Literal meaning of Kudumbashree is prosperity (shree) of family (Kudumbam).

Ms. Muraleedharan in her presentation said that the logic behind the formation of Kudumbashree are: (i) embedding women's organization in the local governments (ii) exclusive neighbourhood groups for women to bring women into the grama sabhas and to provide spaces for their participation in decentralized governance (iii) onus for the women's component plan on the community organization and (iv) women empowerment through organization and access to credit. She spoke about the challenges Kudumbashree is facing such as, autonomy, dissemination and reach - to motivate participation - to sensitize women to issues arising out of gender bias in society - to enable women to discuss women's issues in public fora and to access entitlements, and make local governance accountable. She also spoke about the challenges in livelihood support i.e. low technology, low working capital access, high production costs, low market penetration and under utilization of capacity.

Mr. Jacob Easow, Senior Town Planner, Government of Kerala and Mr. Baiju K., Deputy Town Planner, Government of Kerala also made presentations on "Emerging Trends in Urban Planning with focus on Development Plans". The objects of the urban planning are: economic development with social justice in a sustainable manner; to create a 'total environment' which is functional, efficient, healthy and aesthetically satisfying, as a setting for living, working and recreating and to fulfill the needs and aspirations of the present and future community. They also spoke about the objectives of the urban planning:

- Orderly arrangement of various activities, so that each part could perform its functions with minimum cost and conflict
- Optimum use of space or resources.
- An efficient system of circulation within the area and to the outside.
- Assuring minimum standards for balanced development
- The provision of safe, sanitary and comfortable housing to meet the needs of all cross sections of the people
- The provision of recreation, open spaces, schools, and other community services at reasonable standards and suitable locations.
- The provision of adequate power, water supply, sewerage, utilities and public services at reasonable cost.
- Conservation and protection of the natural and built heritages and aesthetic evolutions of the area.
- Reduce the environmental degradation and control all kinds of pollutions and hazards and protect the environment for sustainable development.
- To control deficient, substandard, uncoordinated and ad hoc development for healthy environment and to control the speculation and colonization of lands and piecemeal *laisse faire* kind of growth

In the concluding session, Mr. K.C. Baiju, Faculty, Institute of Management in Government made a presentation on “Decentralized Planning & Local Governance in Kerala – March towards Devolution”. He said in his presentation that some functions are not assigned to Panchayati Raj Institutions such as land improvement, implementation of land reforms, land consolidation, forestry, minor forest produce, rural electrification, including distribution of electricity (except Street lighting & extension of electric line) and public distribution System. He also made some points on varieties of centralization:

- Deconcentration - Internal shifting of work load
- Delegation - Transfer of specified managerial functions and duties, with broad discretion – Principal agency relationship
- Devolution - Transfer of legislative, policy making and planning powers, in addition to managerial functions i.e. democratization

### Field Visits

On 13<sup>th</sup> January the delegation visited the Venganoor Gram Panchayat, one of the best panchayats in Kerala, especially regarding poverty eradication, women empowerment and promoting communal amity. The panchayat has rewritten the conventional development paradigms and focused on welfare activities such as schemes for children and indigent old with the support of Kudumbashree. The delegation was received by the Gram Panchayat



The delegation with Venganoor Gram Panchayat President (Centre)

President Mr. Manglathukonam Raju, Vice-President Ms. Prasanna, Standing Committee Chairpersons Mr. R.S. Sree Kumar, Mr. J.L. Binu and Mr. Venganoor K. Sree Kumar. The delegation interacted with elected representatives and other staff members of the panchayat. The delegation also learnt from them about the functions of the panchayats, functioning of Kudumbashree unit and Mahatma Gandhi National Rural Employment Guarantee Scheme. The delegation also visited the school called 'Buds' – a special school for mentally and physically challenged runs under the supervision of Venganoor Gram Panchayat in collaboration with the Kudumbashree Mission.

In the afternoon the team went to Nedumangadu Block Panchayat. The delegation was received by the Block Development Officer and other staff members of the block panchayat. The delegation discussed the functioning of block panchayats and enquired about how the block panchayat president being elected. They also asked the staff about any challenges they face during the implementation of the project and also enquired about any intervention from the political parties. The staff said that they have so far not come across any political intervention while implementing the project. The newspaper clippings of the field visit are attached as Annexure II.

Prof. M.A. Oommen, Professor Emeritus, Institute of Social Sciences made a presentation on 14<sup>th</sup> January on the theme "Fiscal Decentralization in Kerala". He spoke about the formula for the *Inter Se* distribution of Plan/Development Funds; Structure and Composition of Urban Local Government Receipts; Structure and Composition of Gram



Prof. M.A. Oommen interacting with the delegation

Panchayat Receipts; Criteria for Inter Tier Distribution of Development Fund; and Deprivation Index Formula.

Ombudsman for local governments in Kerala is a high powered quasi judicial body functioning at the State level with its Head Quarters in the State Capital. Possibly no other State in India has such an institution to oversee the functioning of Local Self Government Institutions.

Under the present law only a former judge of High Court can be appointed as Ombudsman. He can conduct investigations and enquiries into instances of mal administration, corruption, favouritism, nepotism, lack of integrity, excessive action, inaction, abuse of position, etc. On the part of officials and elected representatives of all Local Bodies (Corporations, Municipalities, and Panchayats of all three levels), he can even register cases suo moto if instances of the above kind come to his notice. His sittings can be anywhere in the State and at his discretion. He is not fully bound by the rigid provisions of the Indian Evidence Act and the Procedure Codes. Advocates can appear in the cases before the Ombudsman only if specifically permitted to do so for stated reasons.

The delegates had a very useful meeting with Justice M.R. Hariharan Nair, former Judge, High Court of Kerala and former Ombudsman for Local Self Government Institutions, Government of Kerala. He made a presentation on “Local Government Ombudsman Kerala Experience”. Justice explained the Status, Powers, objectives and functioning of the Institution. He described about Ombudsman’s duties. They are:

1. Investigate into allegations on reference from Government
2. Enquire into complaints of corruption/mal administration
3. Refer complaints to any appropriate authority for investigation
4. Direct payment of compensation from LSGI and to reimburse the loss from person responsible
5. Rectify mistakes in orders
6. Pass interim orders
7. Penalty in addition to compensation in cases of irregularities of corrupt practices or personal gain
8. Summons, discovery, production of documents, evidence on affidavits, requisitioning records from any court or office
9. Commission for examination of witnesses
10. Payment of costs
11. Award compensation to citizen in case of loss
12. Recovery of damages
13. Direct the local body to recover any such amount through R.R. proceedings
14. Other suitable remedial measures
15. Reference to any police officer/expert/government officer for investigative report
16. If prima facie case found for prosecution after investigation/enquiry, refer to competent authority with recommendation to initiate prosecution
17. Ombudsman may visit any building, office, or place of occurrence as part of investigation
18. After finding existence of prima facie case, can direct his Secretary to file complaint to the S.P. and in case of failure, take action against him

19. Review suo moto or on application within 60 days
20. Require the assistance of any officer of the government to ascertain veracity of an allegation under investigation and such officer shall be bound to provide it without detriment to his official duties
21. Utilize services of any expert in deciding questions before it
22. All concerned are liable to enforce orders of Ombudsman and action may be taken against defaulters
23. Rectification of errors
24. Suggestions to government for avoiding recurrence of events
25. Request government for clarifications for removal of doubts
26. Advise government regarding dissolution of Local Body and rescission of resolution. Example: Lease of land, naming places/buildings, passing resolution ignoring resignation

On 15<sup>th</sup> January the delegation went for sightseeing to the nearby places and on 16<sup>th</sup> early morning the delegation departed for Dhaka via New Delhi.

*Annexure I*

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### **List of Participants**

1. Monira Sultana, Vice Chairman, Bhaluka, Mymensingh
2. Sahnouaj Parvin Mele, Vice Chairman, Sadar, Satkhira
3. Mosammat Nazmanara Khanum, Deputy Commissioner, Upazila Nirbahi, Sadar, Mymensingh
4. Parvin Akhter, Vice Chairman, Sadar, Naogaon
5. Masuma Yasmin, Vice Chairman, Sadar, Lalmonirhat
6. Rashida Khan, Vice Chairman, Sadar, Moulvibazar
7. Mst. Nargish Khatun, Mayor, Charghat, Pourashava
8. Ruckshana Shirin, Councillor, Mymensingh Pourashava
9. Sorifa Khatun Baby, Councillor, Chapai Nawabganj, Pourashava
10. Puspita Deb, Councillor, Moulvibazar, Pourashava
11. Joytun Nur Begum, Councillor, Rangamati, Pourashava
12. Farha Diba Khan, Councillor, Satkhira, Pourashava
13. Begum Asha Noor Biswas, Chairman, Doulatpur UP
14. Mosammat Monira Akter, Member, Pakuria UP, Sadar, Sherpur
15. Momena Akter (Nayon), Member, Boro Uthan UP, Putiya, Chitagong
16. Meera Mahbubb, Member, Mukundapur UP, Kaharol, Dinajpur
17. Jesmin Khatun, Member, Hazrapur UP
18. Mst Rozifa Begum, Chairman, Betkapa UP
19. Zarina Rahman Khan, SDLG, Dhaka
20. Abu Md. Mohsin, SDLG, Dhaka

Mathrubhumi, 14 January 2012

# ബംഗ്ലാദേശിൽ നിന്നുള്ള പഠനസംഘം വെങ്ങാനൂർ പഞ്ചായത്ത് സന്ദർശിച്ചു

കോവളം: ബംഗ്ലാദേശിൽ നിന്നും ഇരുപതംഗ സംഘം വെങ്ങാനൂർ പഞ്ചായത്ത് സന്ദർശിച്ചു. കളക്ടർ, മേയർ, കൗൺസിലർമാർ എന്നിവരടങ്ങുന്ന പഠന സംഘമാണ് വെങ്ങാനൂരിലെത്തിയത്. ബംഗ്ലാദേശിലെ തദ്ദേശ സ്വയംഭരണ വിഭാഗവും ന്യൂഡൽഹി ആസ്ഥാനമായുള്ള ഇൻസ്റ്റിറ്റ്യൂട്ട് ഓഫ് സോഷ്യൽ സയൻസ് ഗ്രൂപ്പും സംയുക്തമായാണ് പഠനയാത്ര സംഘടിപ്പിച്ചത്. കേരളത്തിലെ തദ്ദേശസ്വയംഭരണ സ്ഥാപനങ്ങളുടെ പ്രവർത്തനങ്ങളെക്കുറിച്ച് പഠിക്കുന്നതിന്റെ ഭാഗമായാണ് സംഘം വെങ്ങാനൂർ പഞ്ചായത്ത് സന്ദർശിച്ചത്.

പഞ്ചായത്തിന്റെ പ്രവർത്തന രീതികൾ, കൃഷി, കുടുംബശ്രീ യൂണിറ്റുകളുടെ പ്രവർത്തനങ്ങൾ, തൊഴിലുറപ്പ് പദ്ധതി പ്രവർത്തനങ്ങൾ, മാനസിക വളർച്ചയെത്താത്ത കുട്ടി

കൾക്കായി പ്രവർത്തിക്കുന്ന ബഡ്സ്സ്കൂൾ എന്നിവിടങ്ങളിൽ സംഘം സന്ദർശനം നടത്തി. 11-ാം തീയതി തിരുവനന്തപുരത്ത് എത്തിയ സംഘം 16ന് മടങ്ങും. ഇനിയുള്ള ദിവസങ്ങളിൽ ഐ.എം.ജി. സംഘടിപ്പിക്കുന്ന വിവിധ ക്ലാസുകളിലും സെമിനാറുകളിലും സംഘാംഗങ്ങൾ പങ്കെടുക്കുമെന്ന് ഇൻസ്റ്റിറ്റ്യൂട്ട് ഓഫ് സോഷ്യൽ സയൻസ് ഗ്രൂപ്പ് അഡ്മിനിസ്ട്രേറ്റർ ജോഷി ജോസ് പറഞ്ഞു.

വെങ്ങാനൂർ പഞ്ചായത്തിലെത്തിയ സംഘത്തെ പഞ്ചായത്ത് പ്രസിഡന്റ് മംഗലത്തുകോണം രാജു, വൈസ് പ്രസിഡന്റ് പ്രസന്ന, സ്റ്റാൻറിങ് കമ്മിറ്റി ചെയർമാൻമാരായ ആർ.എസ്. ശ്രീകുമാർ, ജെ.എൽ. ബിനു, വെങ്ങാനൂർ കെ. ശ്രീകുമാർ, സെലീന, ഇടുവ രാമചന്ദ്രൻ തുടങ്ങിയവർ ചേർന്ന് സ്വീകരിച്ചു.

## വെങ്ങാനൂരിന്റെ വികസനം കണ്ടറിയാൻ ബംഗ്ലാദേശ് സംഘം

കോവളം: വെങ്ങാനൂരിന്റെ വികസനമറിയാൻ ബംഗ്ലാദേശിൽ നിന്നുള്ള തദ്ദേശ ജനപ്രതിനിധി-ഉന്നതോദ്യോഗസ്ഥ സംഘം. സംഘത്തിൽ ജില്ലാ കലക്ടർ, മേയർ എന്നിവരുൾപ്പെടെ ഏറെയും വനിതകൾ. ബംഗ്ലാദേശിലെ തദ്ദേശഭരണ ജനാധിപത്യ ശാക്തീകരണ സംവിധാനത്തിന്റെ ഗ്രൂപ്പ് ലീഡർ സറീന റഹ്മാൻഖാന്റെ നേതൃത്വത്തിൽ ഉദ്യോഗസ്ഥരടക്കം 17 അംഗങ്ങളുള്ള സംഘമാണു കഴിഞ്ഞദിവസം വെങ്ങാനൂർ ഗ്രാമപഞ്ചായത്ത് ഓഫീസും സമീപത്തെ വിവിധ സ്ഥാപനങ്ങളും സന്ദർശിക്കാനെത്തിയത്.

കേരളത്തിലെ ഗ്രാമപഞ്ചായത്ത് പ്രവർത്തനം, പദ്ധതി ആസൂത്രണം, കുടുംബശ്രീ പ്രവർത്തനം, സ്ത്രീശാക്തീകരണ പ്രവർത്തനങ്ങൾ തുടങ്ങിയവ നേരിട്ട് മനസ്സിലാക്കാനുള്ള സ്മാർട്ട് ടൂറിന്റെ ഭാഗമായാണ്

സംഘത്തിന്റെ സന്ദർശനം. ഗ്രാമപഞ്ചായത്തിലെത്തിയ സംഘം പ്രസിഡന്റ് മംഗലത്തുകോണം രാജു, അംഗങ്ങളായ ആർ.എസ്. ശ്രീകുമാർ, വെങ്ങാനൂർ ശ്രീകുമാർ, ജെ.എൽ. ബിനു തുടങ്ങിയവരുമായി ആശയവിനിമയം നടത്തി.

തുടർന്ന് വിവിധ ഏലാകളിലെ കൃഷിയിടങ്ങൾ സംഘം നോക്കിക്കണ്ടു. ഇവിടത്തെ വികസനപ്രവർത്തനങ്ങളിൽ നിന്നു തങ്ങൾക്ക് ഒരുപാട് കാര്യങ്ങൾ പഠിക്കാനുണ്ടെന്നു സംഘത്തെ നയിക്കുന്ന സറീന പറഞ്ഞു.

അഞ്ചു ദിവസത്തെ സന്ദർശനത്തിനിടെ ഐഎംജി അടക്കമുള്ള സ്ഥാപനങ്ങളിലും ഇവർ പോകുമെന്നു പര്യടനത്തിനു നേതൃത്വം വഹിക്കുന്ന ഡൽഹി ഇൻസ്റ്റിറ്റ്യൂട്ട് ഓഫ് സോഷ്യൽ സയൻസ് പ്രതിനിധി ജോഷി അറിയിച്ചു.



Close Door Policy Dialogue on

**Leveraging the Periphery:  
Effective Decentralization at Upazila and Union Parishad**

Organized by  
**Unnayan Shamannay**  
Ruposhi Bangla Hotel (Top of the Park), Dhaka  
Saturday 18 February 2012

**Event Report**

**Prepared by**



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**Closed Door Policy Dialogue on**  
**Leveraging the Periphery: Effective Decentralization at Upazila and Union Parishad**



## **1. INTRODUCTION**

Strengthening Democratic Local Governance (SDLG) project aims to improve democratic local governance institutions in Bangladesh. The objective of the project is to raise the key issues of effective decentralization, *viz.* fiscal decentralization, participatory planning and budgeting, service delivery, amongst the key policymakers and lawmakers of Bangladesh various advocacy and capacity building programs based on research findings. To attain this objective, Unnayan Shamannay (US) organized a Closed Door Policy Dialogue (CDPD) titled **“Leveraging the Periphery: Effective Decentralization at Upazila and Union Parishad”** at Ruposhi Bangla Hotel in Dhaka on 18 February 2012.

### *Aim and objective of the Event*

The event was aimed to present some selected issues of Upazila Parishad (UZP) and Union Parishad (UP), and suggest tentative way forward to the two groups of key stakeholders:

- a. Members of Parliament of the ruling party and the opposition including the members of Parliamentary Standing Committee on Ministry of Local Government, Rural Development and Cooperative, and
- b. Political party leaders from the ruling and opposition parties.

The objective was to raise discussion and debate, and come to an agreement on the tentative way forward on the selected issues of UZP and UP so that these can be brought to the policy level for desired modifications in the order and circulars issues from the ministries without changes in the existing laws.

## ***Organization of the Dialogue***

The event was started by opening remarks of Jerome Sayre, Chief of Party (COP) of SDLG project. After his remarks, the working session was started. The program was moderated by Professor M.M. Akash, Department of Economics at University of Dhaka. Then Dr. Mahfuz Kabir presented a short introduction, major research findings and selected issues few of the UZP and UP on behalf of US. After the keynote presentation, Mr. Fayzur Rahman Fakir presented four issues on behalf of Upazila Parishad. After his presentation, the floor was open for discussion on UZP issues. Distinguished MPs, Members from Parliamentary Standing Committees and political party leaders took part in the discussion. Later on, Mr. Mahbubur Rahman Tulu presented three issues on behalf of Union Parishad. Then the discussion on UP issues was open for all and the participant from different sectors as well as the elected representatives of various local governments actively participated. Then the honorable moderator made a summery of total discussion. Finally, the dialogue came to an end with the vote of thanks by Professor Dr. Khondoker Mokaddem Hossain, the team leader of US.

## **2. OPENING REMARKS**

### **Jerome Sayre**

*Chief of Party, SDLG Project*

Decentralization is very difficult issue and there are many seminars and workshop on this issue. So, SDLG project, like many other,s has looked into these issues. It was found that the UZP and UP laws of 2009, passed by the current Parliament are relatively good. There are many strong features in these laws and it was discussed with people at the local level, UP and UZP leaders. They agree that there are some strong features in the law and their programs like SDLG working together with the ministry of local government, can do much in implementation through training the local government leaders and let them know how to work according to the law. However, in the laws and especially in the circulars from the ministry there are some contradictions, there are some issues that are indeed troubling for the local government leaders. Therefore very simple and practical steps can be taken if some of these bureaucratic measures are changed. The purpose of today's talk is just to share some very much grassroots on the ground perspective of two local government leaders about what could possibly be changed and to hear the views on those issues.



## **3. Introduction of Research and Few Key Findings**

### **Dr Mahfuz Kabir**

*Senior Research Fellow, BISS, Dhaka*

At the beginning of the presentation, Dr. Kabir introduced the research with its focus which includes three aspects of Financial Management & Revenue Generation, Participatory Planning & Budgeting and Service Delivery and Monitoring of UP and UZP. He said that laws are

generally good on these three aspects (especially UP law is better than that of UZP), there are inconsistencies in laws, orders and circulars and major problems lies in implementation. Then he presented the specific findings regarding UZP and UP issues respectively. According to the presentation, Government has the ultimate power of formulating rules to govern the financial and budgetary aspects of the UZP. Government can make rules through circular in government gazettes for maintaining fund protection, control, investment; and Parishad's property. Government can also make rules through circular in government gazettes for formulation and implementation of development plan and for taxes and budgeting. Revenue-generation capacity of most of the upazilas is insufficient as there is a heavy financial dependence on central government, no clear demarcation of revenue sources between UZP and UP and no model tax schedule like UP. The most consistent source of funds for the upazila has been the ADP block grant. UZP Bill notes the scope of participation of people and their organizations. But there are no directions on (i) method of financing the plan, (ii) oversight and implementation and (iii) who will implement. There is also no descriptive guideline of formulation and implementation of preparation of five-year plans and other development plans. There is no specific mentioning of monitoring and oversight of services by standing committees or UZP. He stated about UP issues that government can direct financial management, management of staffs, managing Parishad activities and government can control taxation & local revenue, property, audit & accounts. He also mentioned that there is a provision of participatory planning and budgeting of UP but no guideline or manual to prepare five-year plan. The UP Act 2009 provides scope for the monitoring of the quality of these services through authorizing 13 standing committees and the formation of a Union Development Coordination Committee (UDCC). However, the committee's monitoring function is rarely used.



At the end of his presentation, Dr Kabir raised some selected issues of UZP and UP for discussion. Those were:

- How to activate the committees formed under the UZP act
- Introducing a Model Tax Schedule for UZP
- Revising the rule of arbitrary removal of the elected UZP and UP leaders
- Demarcating the source of resources between upazila and union
- Block allocation for UP other than Local Government Support Project (LGSP)

#### **4. Presentation on Issues of UZP**

##### **Mr. Fayzur Rahman Fakir**

*President, Upazila Parishad Association of Bangladesh (UZPAB)*

Mr. Fakir highlighted on four issues on behalf of UZP: (i) how to activate the Committees at Upazilla level, (ii) all files must be signed by UZP chairman, (iii) introducing a model tax schedule for UZP, and (iv) revising the rule of arbitrary removal. He stated that though UZP has

already passed its three years, still it is not effective at all. There are as many as 85 committees at UZP level. Among them only 10-12 are chaired by UZP chairman and the rest by UNOs. He also pointed that there are 17 transferred subjects at UZP, which are not fully accountable to UZP. This is seriously hampering services to people of the upazilas. The law and circular have made it mandatory to present all papers to UZP chairman for signing, but that was not enough to make effective. Then the Hon'ble President of Bangladesh ordered to give the papers to UZP but still it did not take place. He also stated that although there are some minor inconsistencies in law, the necessary modification is required in the orders and circulars only to make it effective. With existing law UZP can make more effective only with some circulars, which can be made possible by the support of the MPs. Mr. Fakir referred that one of the major barriers of effective fiscal solvency of UZP is weak financial base. This can be overcome by increasing revenue from tax, fee, etc. mentioned in the fourth schedule of UZP Act. So a model tax schedule for UZP can make them understand the specific sources of revenue and how to collect revenue. Finally, he mentioned that according to the Article 13(b) of UZP Act, there is a provision of arbitrary removal of UZP chairman, vice chairman and member if the charge sheet is accepted against them for alleged criminal offense and there is a possibility to use this provision politically or any other means for harassing the UZP leaders. So, he demanded the removal of this law.



## **5. Discussion on UZP**

### **Meraj Uddin Mollah MP**

Mr. Mollah stated that issues related to revenue collection are an administrative matter. Usually the tax of UP is not collected regularly. He suggested not imposing any new tax on UZP people. He also suggested doing the work practically. He also stated that the 70/80 committees at UZP level should be removed. It actually creates barriers to functioning effectively.



### **Monowar Hossain Chowdhury MP**

Mr. Chowdhury fully agrees with the issues raised by president of UZPAB. He mentioned that it is true that files are not sent to the UZP. He also emphasized that files related to 'transferred subject' should be sent to the UZP. He also pointed that the rule of arbitrary removal should be revised.



### **Shahriar Alam MP**

Mr. Alam said each voter elects seven representatives in different levels from a UP to National Parliament. First of all, we have to think that is there any need to elect so many representatives? He stated that only 17



committees are enlisted according to UZP Act. He mentioned that strengthening local government is a long and continuous process and present government has initiated this process. He also pointed that people elect MPs and UP/UZP representatives to get service. He also stated that as it is a new journey, there are some conflict and mistrust between MPs and UZP chairman. He suggested making a law that UZP chairman should not be participated in MP elections. This will help avoid unnecessary tension between UZP chairman and MP.

### **Khalid Mahmud Chowdhury MP**

Mr. Chowdhury agreed with the issues of UZP. He emphasized on strengthening the institutions like parliament or UZP Parishad, not MPs or UZP members. He also stated that all these institutions should be strengthened in order to make people empowered.



### **Dr. Akram Hossain Chowdhury MP**

Dr. Chowdhury pointed that there are many laws and circulars which are contradictory with the constitution. So-called national committee on local government is led by bureaucrats. This contradiction with UZP ultimately benefits the bureaucrats. He emphasized on autonomous power of UZP chairman. He agreed the issue of model tax schedule and revision of the law of arbitrary removal.



### **Hasanul Huq Inu MP**

Mr. Inu stated that constitution gives the provision of local government. Ambiguity among the roles of UP and UZP chairman and MPs should be removed for the welfare of the country. He said that article 65 of UZP Act, which describes about the supremacy of bureaucrats, should be deleted. He said that all files should be sent to the 17 committees of UZP. He also stated that local government officials should be recruited by the Public Service Commission and a particular code of conduct should be made for them. UZP representatives are directly elected by the local people, so the rule of arbitrary removal should be removed. Some water body, van, haat-bazar (marketplaces), etc. should be given to the local government. The percentage of national revenue for local government should be determined and the right to take loan from commercial banks should be given to local government. Fiscal autonomy is a must to strengthen local government effectively.



### **Ataur Rahman Ata** *Secretary, UZPAB*

Mr. Ata said that he agrees with Mr. Inu's opinion. He also raised the issues of arbitrary removal. He said that only charge-sheet is not enough to remove an elected person. He stated that if standing committee become effective, then national committee will be useless. So he claimed for a rule which ensures the effective standing committee.



## 6. Presentation on Issues of UP

### Mr. Mahbubur Rahman Tulu

*President, Bangladesh Union Parishad Forum (BUPF)*

In his presentation, Mr. Tulu described three problems that an UP chairman faces and brought some solution of them as well. He said a UP has no identical source of income rather it collects revenues which mostly overlap with the UZP that is same sources are allocated to UP and UZP together therefore there is a need for clear demarcation of revenue sources between UP and UZP. Currently the UPs receive direct fund in their own account as block allocation mainly for facilitating Participatory Planning and Budgeting (PPB) at union level. However, this PPB remains largely inactive and mere formality because of limitations in fund use on certain purposes. This predicament can be overcome by direct grant transfer to other sectors for overall development of the UP. Thus, local people will be more interested in PPB at ward level for overall development at every of their lives. His third point was to revise the rule of arbitrary removal. He said that based on the article 34 of Union Parishad Act 2009, a UP chairman could be removed if he/she is charge sheeted by any case without proper judgment by the court. This article should be revised.



## 7. Discussion on UP Issues

### Hasanul Haq Inu MP

Mr. Inu opined that there are some difficulties in UP Act like the removal of UP chairman, which should be removed. Government should demarcate the revenue generation sources for UP and UZP. He also had the same opinion about giving funds direct to UP which is allocated to it. Mr. Inu stated that there was a provision of Gram Sarkar (village government), which is replaced by ward meeting. For education and development, practices of Kerala and Paschimbanga could be looked into.



### Baby Moudud MP

The bureaucratic problem must be eliminated for greater interest. People elect eight persons in different sphere of election. However, the elected people are not cooperative to one another. She agreed with the points arose by BUPF president.



### Ashanur Biswas

*Chairman, Daulatpur Union Parishad, Sirajganj*

People pay tax for their development as well as for attraction of foreign aid, she said. She also agreed with the revision of law related to arbitrary removal



of UP chairman. Ms. Biswas emphasized on revenue generation from marketplaces saying that give this right to UP which was previously at UP but now at UZP.

**Rasheda Akhtar**

*Vice-Chairman, Chouddagram Upazila, Comilla*

Ms Akhtar strongly argued to remove the National Committee and to form a committee incorporating all related stakeholders including the MPs. The UZP chairmen cannot do much work as MPs are the advisor of the Parishad. She also said that UP need to be effective to make Bangladesh effective.



**Shuvash Shing Roy**

*Director, Uni Health*

Bangladesh is a country of great hope. If we can ensure the development of local government units, the development of Bangladesh will be substantive. The local government units need to be empowered.



**Ruhin Hossain Prince**

*Member, Central Committee, Communist Party of Bangladesh*

Mr. Prince agreed on the issues raised on UP. He said that the removal of UP chairman should be democratic. The allocation for UP should go directly to the UP. Government should also increase allocation beside the revenue collection at UP. Number of ward meeting should be increased.



**Narayan Chandra Chanda MP**

Mr. Chanda said that issues related to taxes should be identified saying that which area or institutes are collected by which local government unit. If the function of UP and UZP are separated then there will be no overlapping.



**Shah Jikrul Ahmed MP**

Mr. Ahmed, quoting the election manifesto of the ruling party, said that the present government aims to make the local government effective. Therefore, we all are in favor of making local government effective. The aforementioned issues are very important and he supported these issues.



**8. Summery by the Moderator**

**Professor M. M. Akash**

*Department of Economics, University of Dhaka*

Professor Akash concluded the event by summarizing the speech of all. The said that

- Today's discussion was to seek possible solution under the present law of UP and UZP.
- A national committee on local government needs to be formed by incorporating parliament members for effective decentralization instead of national committee run by bureaucrats.
- Local government institutions should be empowered, not to the UZP or UP chairman/members.
- A model tax schedule is needed identifying the revenue generation sources for UP and UZP so that there is no overlapping.
- The allocation apart from LGSP should go directly to UP.
- If any court declares any local government representative criminal, only then s/he may be removed. That is, the arbitrary removal related act should be revised in that direction.
- District council needs to be strengthened.



## LIST OF PARTICIPANTS

1. Mr. Jerome Sayre, Chief of Party, SDLG project
2. Prof. Zarina Rahman Khan, Local Government Expert, Deputy Chief of Party, SDLG project
3. Dr. Mahfuz Kabir, Senior Research Fellow, BISS
4. Prof. Nazrul Islam, Honorary Chairman, CUS
5. Ms. Salma A. Shafi, Urban Planner, CUS
6. Professor M.M. Akash, Dept. of Economics, Dhaka University
7. Dr. Mokaddem Hossain, Professor of Sociology, University of Dhaka
8. Mr. Mahbubur Rahman Tulu, President-BUPF
9. Mr. Foyzur Rahman Fakir, Chairman, Upazilla Parishad, Mymensingh Sadar
10. Ms. Rasheda Akhter, Vice Chairman, Choddogram Upazila Parishad, Comilla
11. Ms. Ashanur Biswas, Chairman, Daulatpur Union Parishad, Belkuchi, Sirajgonj
12. Md. Atour Rahman Ata, Secretary-UZPAB and Chairman, Manikgonj Sadar Upazila
13. Mr. Meraj Uddin Mollah MP, Rajshahi-3
14. Md. Monowar Hossain Chowdhury MP, Gaibandha-4
15. Mr. Khalid Mahmud Chowdhury MP, Dinajpur-2
16. Mr. Hasanul Haq Inu MP, Kushtia-2
17. Md. Shahriar Alam MP, Rajshahi-6
18. Ms. Baby Moudud MP, Women seat
19. Dr. Akram Hossain Chowdhury MP, Naogaon-3
20. Mr. Narayan Chandra Chanda MP, Khulna-5
21. Mr. Shah Jikrul Ahmed MP, Brahmanbaria-5
22. Mr. Suvash Singh Roy, Director, Uni Health
23. Mr. Ruhin Hossain Prince, Member, Central Committee, Bangladesh Communist Party
24. Mr. Nuh-ul-Alam Lenin, Publicity Secretary, Bangladesh Awami League
25. Mr. Kajal Chatterjee, SDLG
26. Md. Firoz Hossain, Research Officer
27. Mr. Shaheen Ul Alam Coordinator Unnayan Shamannay
28. Md. Mahabub Hasan, Research Associate, Unnayan Shamannay
29. Mr. Nazrul Islam, Research Associate, Unnayan Shamannay
30. Ms. Marufa Rahman, Program Officer, Unnayan Shamannay
31. Ms. Israt Al Karim, Program Officer, Unnayan Shamannay
32. Md. Zahidur Rahman, Communication Expert, Unnayan Shamannay



## Annex 6(a)

Regional Conference on

### **Strengthening Democratic Local Governance: An Investigation into the Roles and Authorities of Local Governments in Bangladesh**

Organized by Centre for Urban Studies (CUS) **Date:** 18 January 2012 (Wednesday)

**Venue:** Parjatan Corporation Motel Conference Room, Dinajpur

**Moderator:** Professor Nazrul Islam, Chairman, CUS and Team Leader SDLG .

#### **Programme**

09.30 to 10.15 : Registration and Tea

10.15 to 10.45 : Introductory Session

Address by Mr. Jerome Sayre

Address by Professor Zarina Rahaman Khan

Address by Professor Nazrul Islam

10.45 to 11.15 : 1<sup>st</sup> Session - Financial Management and Resource Generation , Presentation  
by Prof. Dr. Nurul Islam Nazem, Team member, CUS

11.15 to 12.20 : Open Floor Discussion

12.20 to 12.30 : Summary of Session- Professor Nazrul Islam

12.30 to 12.45 : Tea Break

12.45 to 1.15 : 2<sup>nd</sup> and 3<sup>rd</sup> Session: Brief on Participatory Planning and Budgeting; Brief on  
Service Delivery and Monitoring by Salma A Shafi, DTL

1.15 to 2.15 : Open Floor Discussion

02.15 to 02.30 : Summary of Session and - Professor Nazrul Islam

2.30 : Closing Remarks - Sayeed Jahangir Alam, Mayor, Dinajpur Paurashava





## ORGANIZATION OF THE ROUND TABLE

The event was organized with an introductory session and three technical sessions. The introductory session started at 10.15 am and Prof Nazem, Team member of CUS invited the Honorable Mayor of Dinajpur Pourashava, COP and DCOP of Tetrtech, ARD and Prof Nazrul Chairman, CUS and Team Leader for Pourashava study, SDLG to the head table. He also requested all participants to complete their registration and take their seats.



Professor Nazrul Islam bid all participants a warm welcome and asked all present in the meeting to briefly introduce themselves. After the self introduction Professor Nazrul Islam gave an outline of the three sessions to be conducted in the roundtable program. He then invited Mr. Jerome Sayre, Chief of Party to give the welcome speech to the participants.

### Welcome Speech

#### Jerome Sayre

#### Chief of Party, SDLG Project

In his opening remark Mr. Sayre mentioned the 2009 Pourashava act as an improvement in the PSA Governance. He mentioned that the newly created laws need corrections and further improvement . He also added that LGRD policies and circulars are made to improve circumstances. Though some are not positively used or helpful in the smooth functioning of pourashavas. There is a need to find out the problems faced in the day to day Pourashava functioning. He mentioned some of commonly stated problems;



- Implementation of the laws
- Lack of resources, training and of skilled personnel
- He mentioned that some donor funded projects like SDLG, UGIIP, GIG to be providing support to the porurashavas

He mentioned that in addition research is needed to find out the problems and also the steps for solution. SDLG has included training as an important component in solving the problems. He specifically mentioned 600 LGU units to receive training support from the project. He also informed the audience about the three components of SDLG these being; He requested the participants of the round table to focus on solutions.



**Prof. Zarina Khan DCOP, SDLG** spoke about the research component of SDLG and the round table being the first meeting being held outside Dhaka. She gave a background of the SDLG study mentioning its three and a half year project period where the second year is focusing on strengthening the local government units. She mentioned the partnership with two institutions namely CUS and US for the purpose and the network with the three associations i.e. Municipal Association of Bangladesh, Upazila Association to identify the problems and their source.



The need for research and information dissemination requires such regional meetings of the stakeholders. She informed the participants that the meeting will be like a brainstorming of ideas and views to discuss the role of the people and to find the relevant areas of solution. She stressed the need on finding solutions in the regional and national conferences. Such discussions would also be held in closed door conferences. In the end there will be training components after analysis of the identified problems.

**Prof Nazrul Islam, Team Leader of the CUS** study on pourashavas mentioned the need for pourashava strengthening through empowerment. He stated that of Bangladesh will be urbanized and therefore the thrust of development should be geared to improvement of urbanization and urban system. The SDLG research is a meaningful endeavor, since it will help in better understanding the process of urbanization and municipalization. The Research focusing on dialogues with implementers and ultimately the government will take worthwhile projects from the results of research and dissemination. The objective is aimed at improving municipal governance and ultimately the quality of life. He then presented a short history of the present system of urban local governance with pourashavas in focus.





In the first session **Prof. Nurul Islam Nazem of CUS** made a brief presentation on the Financial Management and Source of Income of Pourashavas. After a brief presentation of the literature review he mentioned that CUS has already conducted case studies and FGD's in selected pourashavas on the issue and he referred to the findings of these studies. He mentioned two important findings as pourashava problems which make it a vicious circle, one being the lack of income and another need to increase services. His field study has revealed the dissatisfaction of the people with services on one hand and the lack of management of Pourashava bodies on the other.



### Comments from the floor:

#### **Md. Ziaur Rahman Nawshad, Councilor, Dinajpur Pourashava**

There is very little revenue earning from the government. In spite of owning land the pourashava cannot release them from the illegal occupants and put them into use. The councilors should be given more responsibility for helping the pourashava governance. Currently they are only involved in issuing certificates.



#### **Md. Amzad Hossain Sarker, Mayor, Syedpur Pourashava:**

As a response to the previous speaker he mentioned that every councilor should know about their responsibilities. The central government should stop their control over pourashava authorities. Their responsibility is mainly towards issuing circulars but do not enhance funds.



Pourashava authority does not have magistracy power and hence cannot realize all taxes. Even central government institutions which owe tax to the Pourashavas do not pay them. For example in Syedpur Pourashava the Railway under the Ministry of Communication is the major consumer of services but do not pay taxes. They are also the major landowning agency.

For Pourashava shortages of staff etc. are not the problem but the real problem is making payment to the staff. The government makes the pourashava pay the delegated staff as



well. Taxpayers do not get adequate services or the services for which they pay tax. Development is done without planning and coordination between agencies. LG empowerment can be achieved through specific outline of responsibilities of all stakeholders.

**Mst. Rokeya Begum Laiju, Panel Mayor and Councilor, Dinajpur:**

Local Government representatives should stay out of corruption. There is lack of transparency in funds received by the Pourashava for various ward activities. The urban poor do not receive their basic services. There is no planning for coordinated development. She mentioned that almost 99 percent activities are uncoordinated. There is gender bias Also there is lack of support for the poor women in employment benefits provided



by the pourashava. Industries providing employment are needed in the pourashavas. As the Paurashava has small income the central government should provide more funds.

**Salahudin Ahmed, District Correspondent, Kaler Kantho, Independent T.V.**

The elected representatives are not empowered at all. They only perform some duties. They do not receive any party support. People do not receive any services in return of the tax paid. Dinajpur is suffering from politics of ruling party. The Holding tax and Building tax should be transparent.



**Moniza Biswas, UGIIP II**

80 percent of Pourashava loan to be paid back to progress to the second and third phase support of UGIIP. She mentioned a process of shamming where by the names of default taxpayers are publicized openly. The students force their parents to pay taxes as it is shameful for them.





**Rezaul Karim, Secretary, Kurigram**

The 2009 law is difficult to implement as it does not give power to the pourashavas for implementation. The law is limited as power lies with the central government.

Mobile towers have to pay an annual tax of Tk. 10000 to a pourashava. The owners are powerful people and do not pay these taxes. There are circulars on hat and bazars to pay their taxes. All water bodies are declared as pourashava properties but remain under the control of the DC office.

Standing Committees have their responsibilities distributed but meetings are not held regularly or members do not attend. They do not feel any compulsion to attend.

While the government offices do not pay taxes the elected representatives do not take measures against them or are not empowered to do so.



**2<sup>nd</sup> Session**

**Participatory planning and budgeting  
Service Delivery and Monitoring**

In second session **Architect Planner Salma A Shafi, Deputy Team Leader** presented two areas of concern of this project, participatory Planning and Budgeting and Service Delivery and monitoring.

In her presentation she said, Paurashavas as local level planning and development institution is obligated to conduct all development functions with proper delegation of authority and in a participatory way. However in the existing process systematic planning is not practiced. Increased population has put tremendous pressure on the service delivery and other functions. Though development plans for all Paurashavas have been prepared but they are not followed.

Regarding decentralization of service delivery the Paurashava Act does not specify any duties to Paurashava wards and ward level committees. The SFYP mentions need for strong coordination in infrastructure delivery in its strategy of service delivery functions of Paurashavas.



After a short presentation by Salma A Shafi on the theme Prof. Nazrul invited the floor to an open discussion.



### **Mastura Khatun, Councilor (10, 11, 12), Dinajpur Paurashava**

Mentioned the lack of power of female councillors to the extent that even if they see anything wrong being done in construction works they cannot take any action. The budget preparation is done in a participatory process where the councilors participate. Councilors do not receive separate funds for wards. She attended three budget meetings and found the outcome satisfactory. For increasing of income of Pourashava earnings she proposed to free occupied land freeing land and unused parks and reuse them.



### **Prof. Zarina Rahaman Khan, DCOP**

Mentioned that there are tender committees for all projects and if the female councilors are included in these committees. In response to a female councilor who mentioned that there is only one female member in a committee for 5 years Prof. Zarina stated that there should be a rotation of members in the committee.



### **A K M Meherullah Badal, TLCC Member, Dinajpur Paurashava**

The budget should be placed before the people prior to sending it to the Ministry. Only 3-4 out of 64 services listed in the Pourashava law are received by the people. Pourashava authorities must assure better services. Holding taxes are demanded without proper assessment. Also those who assess are not properly trained. As a result some properties are assessed at higher values.

### **Executive Engineer, Lalmonirhat Pourashava**



The budgets are always made to look that there is no deficit whereas in reality the realization from taxes is very irregular and uncertain.



**Md. Dewan Kamal Ahmad, Mayor, Nilphamari**

The Paurahsva has no alternative to follow the budgeting formats; it is one of the drawbacks of the Paurashava. On the other hand Paurahsva is always unable to the targeted income of the budget. So the annual development program and services are sometimes interrupted. If the Paurashava has an opportunity to develop budget phase by phase and involve the local people it would be more fruitful.



**Ataur Rahman Sarker, Mayor, Gobindogonj Paurashava**

Parishad meetings for budget should be held where corrections and additions can be made in prescribed form. Collection of taxes is very difficult and fails even after going from door to door. In his constituency from a van puller to a business man all are requested to make trade licenses. Pourashavas will benefit if the central government takes up the responsibility of paying the staff salary. The rules made by the government should be left to the pourashavas to implement i.e. the local bodies should be the Implementers.



**Most Zahanara Begum, Councillor Syedpur Pourashava**



All project work should be done through open tenders.



**Shaheen Sultana Beauty, Female Councillor, Dinajpur**

No work is given to the female councilors for services provision. Each female councilor receives 100 VGF card for distribution though she has the responsibility of 4 wards. This should be compared to the 100 VGF card received by each male councilor per ward.

Female councillors suffer from a sense of suppression and also deprivation.

Urban poor areas are not looked after and also do not receive funds.



**Uddin Tatu, Udichi NGO, Dinajpur**

The people should know about the budget. Though tax is imposed but there is lack of road maintenance and drainage improvement schemes. There is also no street watering programme though taxes are taken for this service.

**Abu Bakr Siddiq, Town Planner, Thakurgaon**



There is a need to plan the townships and then ensure the services. Planners recruited by the pourashavas have to work under Engineers and this creates a situation of conflict. There is no Terms of reference of their work or any job description. Their job includes 9 directives. They receive any orientation training for the job. There are no researchwork on the pourashavas, any information booklet etc.



#### **Apurba Sarker, NGO RDRS**

Budget is made by Mayors and sent to the Government. Only the secretary of the pourashava makes it into a final document. There is no monitoring of the budget or evaluation of the result.

The mechanism of a democratic process should be exercised in the budget.

#### **Anisur Rahman, Town Planner, Dinajpur**

In the pourashava body personnel are misled in their charter of duty. Information sharing is not transparent. The digital process of handling functions is not yet exercised. The process of Public Private Partnership should be introduced. Sustainable development should include environment issues and improvement.



#### **Councillor Dinajpur Pourashava**

In Dinajpur the collection of tax is reduced due to the DC office occupation of land and water bodies.

2 bighas of land are currently occupied by the DC office.

#### **Mir Nazrul Islam, ADC (General) Dinajpur**



As a citizen he finds the Pourashava budget difficult to understand. Due to inflation there is always deficit in the budget. Adjustment is needed at the end of the financial year. The services provided by the pourashava is much less in number than the 64 types mentioned in the law.

The hat and bazaars provide some funde to the pourashava bodies. Pourashava's have more staff than necessary. Pourashava should make their own staff requirement



**Prof. Nazrul Islam, Team Leader, CUS**

Summing up the discussion and comments from the floor he concluded that the conference has revealed the following:

- Town planning and engineering disciplines need to function separately in a Pourashava. Pourashavas need to be modernized with information and technology.
- Peoples right to information should be respected
- There should be a department for looking into gender issues. The points raised by the female councilors should be addressed. There should not be difference in service delivery by income group among areas.
- Pourashavas need trained manpower for this skills of the staff have to be improved.
- To establish the participatory process in governance a transparent and people oriented process should be introduced. The TLCC is a good example of the process.



**Mr Jahangir Alam, Mayor Dinajpur**

Thanking all the participants of the regional conference the Mayor pledged that he would try to establish the participatory process of governance. He specifically mentioned the case of TR (Test Relief) which is to be allotted to them is taken away by the local MP's. He ensured the people of a transparent and people oriented process. He stated that he found the conference very revealing in terms of governance issues.



# BANGLADESH UNION PARISHAD FORUM (BUPF)

## STRATEGIC PLANNING WORKSHOP REPORT

22-24 January 2012  
BRAC Training Center  
Savar, Bangladesh

Organized by: STRENGTHENING DEMOCRATIC LOCAL GOVERNANCE PROJECT  
Financed by: USAID

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- Appendix C: Workshop Templates

# 1.0 INTRODUCTION

On January 22-24, 2012 the Bangladesh Union Parishad Forum participated in a three day strategic planning exercise. The group – numbering 28 - included the BUPF President, Vice President and Secretary General, members recently elected at the BUPF's national meeting on January 17, 2012, three members of secretariat, two specially invited guests, and former members of the Executive Committee. Five of the attendees were women.

Mr. Manabudur Rahman Tulu, BUPF President, welcomed the group with words of support and challenge, noting that the organization has now been operating for eight years. The BUPF is organized, has an increasingly effective secretariat, and has demonstrated the commitment of Union-level officials to providing good governance to their citizens. He noted that the recent election of new Executive Committee members was accomplished in a transparent and open manner, and was attended by over 600 members. He further welcomed the new executive committee members. BUPF Secretary General Moshed Alam also welcomed the participants and encouraged them to work together for the organization's future.

Mr. Jerome Sayre, COP of the USAID-supported Strengthening Democratic Governance Project (SDLG), also welcomed the group and congratulated them on the recent elections. He noted that USAID has supported local governance and specifically local government associations in Bangladesh for nearly a decade. Mr. Sayre introduced Gary Forbes, a professional facilitator with worldwide experience facilitating strategic planning events. Mr. Forbes has previously worked in Bangladesh over the last 10 years, including a session several years ago with the BUPF. Dr. Kenneth Ellison, a Senior Associate of Tetrtech/ARD specializing in local governance, was also introduced.

## 1.1 Agenda

January 22 – 24, 2012 BUPF STRATEGIC PLANNING WORKSHOP		
DAY ONE	DAY TWO	DAY THREE
9:00 Welcome	8:30 Shared Practical Vision Activity	8:30 Strategic Directions Workshop and 3 Year Action Priorities
9:20 Objectives, Agenda and Workshop Approach*	11:00 New Initiatives Dialogue	11:00 Implementation Planning
10:00 Participant Introductions	1:00 LUNCH	12:30 2012 Implementation Priorities
11:00 International Perspectives	2:00 Bangladesh BINGO	1:00 Closing
1:00 LUNCH	2:30 New Initiatives Dialogue Plenary	1:30 LUNCH
1:45 BUPF Organization; Committee Structure, Roles & Responsibilities	3:30 Budget Projections Discussion	
2:45 Participatory Assessment Exercise	4:30 Closing	
4:30 Plenary		

## 1.2 Workshop Objectives

The facilitator reviewed six major workshop objectives, as follows:

- Review and assess the progress of the association.
- Review BUPF organizational structure and budget projections.
- Reflect on new initiatives to support in 2012.
- Develop plans and activities for the next 2-3 years.
- Create a Planning Document showing assessment, vision, strategies and implementation plans.
- Build collegiality, commitment and cohesion within the Executive Committee.

## 1.3 The Strategic Planning Workshop Approach

Also discussed was the unique approach taken in these Strategic Planning Workshops. Participants were asked to keep in mind the following seven principles of the approach.

### THE 7 PRINCIPLES OF STRATEGIC PLANNING

<b>PARTICIPATORY</b>	The process needs everyone's insights and involvement.
<b>WORKSHOP</b>	This is a "work"-shop, not a seminar or conference. We use table groups, brainstorming, and participant activity to get results.
<b>ANALYSIS</b>	The group will be challenged to analyze issues and use their critical thinking to achieve a deeper clarity.
<b>STRUCTURE</b>	The process is highly structured to keep us focused and to stay on time.
<b>CONSENSUS</b>	A consensus method is used, so that the entire group moves together toward a shared understanding and shared commitment.
<b>RESULTS-ORIENTED</b>	At the end we will have created a plan and put it into a working document to guide activities.
<b>STRATEGIC</b>	The process is not intended to discuss "wish dreams" or create lists of what we could do in an ideal situation, but is rather oriented toward a clear, priority direction for the future of the BUPF.

## 2.0 INTERNATIONAL PERSPECTIVES

Dr. Ellison began the workshop with a presentation giving history, background, examples and key insights learned from local government associations worldwide. The purpose was to present international perspectives and discuss ideas regarding how BUPF can develop its activities over the coming years using some of the pioneering efforts of other Local Government Associations (LGAs). Highlights of the presentation are as follows.

LGAs are abundant and highly diversified in both the developed and the developing world. Dr. Ellison highlighted the United Cities and Local Governments (UCLG) organization as the largest in the world, representing associations in 136 of 191 UN member states.

### BASIC FUNCTIONS COMMON TO ALL LOCAL GOVERNMENT ASSOCIATIONS

- Good Governance – improving management and systems of all sub-national governments;
- Advocacy – represent local needs and concerns to national government;
- Sharing – offer a means for members to share information and experiences; and
- Member Services – provide training, policy and issue research to improve service delivery.

### LESSONS LEARNED FROM INTERNATIONAL EXPERIENCE

A number of “Lessons Learned” have emerged from Tetrattech/ARD’s experience of helping develop LGAs over the last twenty years:

- Sustain incremental progress – set priorities to achieve tangible results, even if modest;
- Focus scarce resources – on improving service delivery, as this is where citizens need it;
- Avoid fragmentation – if there are multiple associations, avoid overlap and duplication;
- Remain non-partisan – LGAs should, above all, remain unaligned with political parties;
- Work at financial sustainability – it takes a good while to become financially viable, so start early and seek to increase member fees steadily;
- Keep communications with national government open and non-confrontational;
- Engage All – make sure all members, even smaller local governments and rural areas, are welcome and can participate; and
- Use Technology – the Internet has opened up a whole new way to communicate and strategize among association members, so try to use it aggressively.

### FUNCTIONAL AREAS for BUPF to CONSIDER FOR CORE SERVICES & ACTIVITIES

1. **Government Services and Programs**, especially those dealing with service delivery, local economic development, legal services, best practices, and citizen involvement;
2. **Training/Conferences/Education Events**, which may focus on training for newly elected officials, council administration, and methods of citizen outreach;
3. **Consultation and Advocacy**, by forming consultative groups to address long-range issues, and by equipping an advocacy function with good research and analysis;
4. **International Affairs and Partnerships** by participating in international organizations (such as UCLG), providing input to local development agencies, and seizing opportunities to partner with other cities and LGAs (for instance, through Sister Cities programs); and
5. **Communications and Technology** by doing newsletters, websites and media events.

## 3.0 BUPF ORGANIZATIONAL STRUCTURE: Roles and Responsibilities

SDLG Component Leader Kajal Chatterjee led a discussion on the roles and responsibilities of each element of the BUPF organizational structure. Key roles and functions were as follows:

### BUPF ORGANIZATIONAL STRUCTURE

BUPF ROLES	KEY FUNCTIONS/RESPONSIBILITIES
<b>Executive Committee</b>	<ul style="list-style-type: none"> <li>✓ Convenes meetings on a quarterly basis to discuss progress and upcoming programs.</li> <li>✓ Forms Division and District Committees to increase membership.</li> <li>✓ Ensure transparency, fairness, accountability in BUPF business.</li> </ul>
<b>President</b>	<ul style="list-style-type: none"> <li>✓ Ensure implementation of all planned activities.</li> <li>✓ Be the “face” of BUPF in dealing with Government of Bangladesh, Donors, UCLG, NGOs and BUPF committees.</li> <li>✓ Work hard for membership dues collection.</li> </ul>
<b>Secretary General</b>	<ul style="list-style-type: none"> <li>✓ Represent BUPF in absence of President.</li> <li>✓ Support membership dues collection.</li> <li>✓ Oversee work of Secretariat.</li> </ul>
<b>Women’s Committee</b>	<ul style="list-style-type: none"> <li>✓ Liaison with Executive Committee to become more involved in regular BUPF activities.</li> <li>✓ Support capacity development of women BUPF leaders.</li> <li>✓ Work to place women in key positions in BUPF.</li> </ul>
<b>Divisional Committees</b>	<ul style="list-style-type: none"> <li>✓ Coordinate all BUPF programs within Divisions, along with District Committees.</li> <li>✓ Support membership drive and dues collection.</li> </ul>
<b>District Committees</b>	<ul style="list-style-type: none"> <li>✓ Coordinate all BUPF programs within Districts, along with Division Committees.</li> <li>✓ Support membership drive and dues collection.</li> </ul>
<b>Secretariat</b>	<ul style="list-style-type: none"> <li>✓ Support BUPF Executive Committee to implement planned activities.</li> <li>✓ Lead communication activities with members, including web-site, Internet and telecommunications.</li> <li>✓ Collect information and keep membership directory up-to-date.</li> <li>✓ Adhere to donor accounting and reporting procedures.</li> </ul>

## 4.0 PARTICIPATORY ASSESSMENT

The first exercise was the “Participatory Assessment of the Current Situation”. This exercise enables members to quickly examine the association’s current status in relation to four major areas:

- Recent Accomplishments
- Lessons Learned
- Strengths and Assets
- Obstacles and Issues

In addition, the analysis can be applied to key elements of the organization’s current operations. These elements are shown at right.

The methodology used to accomplish this exercise was as follows:

1. Participants were organized into four teams – one for each of the topics shown at right - which were then organized into “table groups”.
2. Each participant individually brainstormed ideas in each of the four topic boxes.
3. Each table group selected a facilitator, a scribe and a reporter.
4. Each table group discussed each topic. Everyone shared ideas which the scribe recorded.
5. Toward the conclusion of the table group discussion, the group selected 3 key insights for each topic and use them to complete large charts. Clear, concise and legible writing was emphasized.
6. A plenary discussion followed in which each team reported their findings and a discussion followed, led by the facilitator

### KEY ELEMENTS OF BUPF’S CURRENT OPERATIONS

#### Governance

- Leadership roles
- Committees, meetings
- Constitution
- Transparent and accountable operations

#### Membership

- Communications with members
- Membership services (training, newsletter, legal information)

- Fees and Dues

- Engage in decision-making

#### Advocacy

- Advancing legal rights of BUPF members
- Influence national policy development
- Influence public opinion through media.

#### Finances

- Sustain core operating expenses with own resources
- Utilize donor & variable revenues for events and special tasks

GOVERNANCE	
<p><b>Recent Accomplishments</b></p> <ul style="list-style-type: none"> <li>✓ Office at a central location in Dhaka with staff recruited.</li> <li>✓ All transactions are done through Bank and approved by Executive Committee.</li> <li>✓ Regular Executive Committee meeting with maximum member’s participation.</li> </ul>	<p><b>Lessons Learned</b></p> <ul style="list-style-type: none"> <li>✓ Success occurs if worked in a group maintaining democracy.</li> <li>✓ Regular communication is a key to success.</li> <li>✓ Adherence to donor guidelines is a must.</li> </ul>
<p><b>Strengths &amp; Assets</b></p> <ul style="list-style-type: none"> <li>✓ Transparent accounting system.</li> <li>✓ Honest leadership &amp; secretariat.</li> <li>✓ Vibrant District Committees.</li> <li>✓ BUPF can communicate with many members through Internet.</li> </ul>	<p><b>Obstacles &amp; Issues</b></p> <ul style="list-style-type: none"> <li>✓ Not been able to establish regular communications due to financial constraints.</li> <li>✓ Secretariat staff &amp; leadership are not well trained.</li> <li>✓ Old equipment.</li> <li>✓ Absence of a BUPF website.</li> <li>✓ Failing to strengthen women’s committee to make them fully functional.</li> </ul>

<b>ADVOCACY</b>	
<p><b><u>Recent Accomplishments</u></b></p> <ul style="list-style-type: none"> <li>✓ Union Parishad Act of 2009.</li> <li>✓ Direct Block Grants through LGSP.</li> <li>✓ Broadening Village Court Jurisdiction.</li> </ul>	<p><b><u>Lessons Learned</u></b></p> <ul style="list-style-type: none"> <li>✓ Successful National Convention in 2012: 650 Councilors, 200 delegates and guests.</li> <li>✓ United voice is essential to demand policy changes.</li> <li>✓ Involve media as partners in advocacy campaign.</li> </ul>
<p><b><u>Strengths &amp; Assets</u></b></p> <ul style="list-style-type: none"> <li>✓ Can raise funds through membership fees.</li> <li>✓ Donor's confidence.</li> <li>✓ BUPF as an advocacy platform.</li> </ul>	<p><b><u>Obstacles &amp; Issues</u></b></p> <ul style="list-style-type: none"> <li>✓ Lack of Own resources.</li> <li>✓ Weak communication between Executive Committee and members.</li> <li>✓ No offices at District level.</li> </ul>

<b>MEMBERSHIP</b>	
<p><b><u>Recent Accomplishments</u></b></p> <ul style="list-style-type: none"> <li>✓ Raised awareness of BUPF among Union Parishads.</li> <li>✓ 3000 UPs became members of BUPF.</li> <li>✓ Substantial funds were raised through membership fees.</li> <li>✓ Inter-connections have been developed among BUPF members across the country.</li> <li>✓ Took 250 members to trips to other countries.</li> </ul>	<p><b><u>Lessons Learned</u></b></p> <ul style="list-style-type: none"> <li>✓ Unable to establish committee to raise funds on a sustained basis.</li> <li>✓ Increase BUPF strength through membership collection.</li> <li>✓ Shared lessons learned on resource mobilization through accountable and transparent publication distribution.</li> </ul>
<p><b><u>Strengths &amp; Assets</u></b></p> <ul style="list-style-type: none"> <li>✓ Develop a platform for strong local government(s) through BUPF formation.</li> <li>✓ Achieve the confidence of UPs through 63 district committees.</li> <li>✓ Media campaign against repressive laws.</li> <li>✓ Demonstrated capability of winning court cases against the government.</li> </ul>	<p><b><u>Obstacles &amp; Issues</u></b></p> <ul style="list-style-type: none"> <li>✓ Political stalemate/political unrest.</li> <li>✓ Various circulars and local MPs interference.</li> <li>✓ Less farsightedness amongst the chairman –</li> </ul>

<b>FINANCIAL SUSTAINABILITY</b>	
<p><b><u>Recent Accomplishments</u></b></p> <ul style="list-style-type: none"> <li>✓ BUPF has been able to contribute 20% financing to committee formation</li> <li>✓ Printed the Union Parishad Law, and Booklet on Transparency and Accountability.</li> <li>✓ Received cash and in-kind material donations from business houses to support convention.</li> </ul>	<p><b><u>Lessons Learned</u></b></p> <ul style="list-style-type: none"> <li>✓ A good campaign drive brings in more dues.</li> <li>✓ Working in a group establishes credibility &amp; build trust.</li> <li>✓ Activating different committees is vital to financial sustainability.</li> </ul>
<p><b><u>Strengths &amp; Assets</u></b></p> <ul style="list-style-type: none"> <li>✓ 3000 members</li> <li>✓ Efficient Secretariat</li> <li>✓ Transparent accounting system.</li> </ul>	<p><b><u>Obstacles &amp; Issues</u></b></p> <ul style="list-style-type: none"> <li>✓ Not been able to collect enough membership dues.</li> <li>✓ If fail to contribute 20% SDLL might not fund activities.</li> <li>✓ Will not be able to continue if donor funds cease.</li> </ul>

## 5.0 SHARED PRACTICAL VISION

The shared practical vision activity is a group workshop to develop a consensus vision of the organization over the span of the next 5 – 10 years.

The workshop begins with this focus question:

***“What do we want to see in place by the Year 2020 that will demonstrate a modern, progressive, and credible association representing the interests of local UPs, facilitating knowledge exchange among UPs, and strengthening the processes of decentralization, democracy and development within our nation?”***

The workshop involves individual brainstorming, table team discussion of vision ideas, and the development of approximately twenty-five vision cards for discussion during the plenary. The group then clusters similar cards together to identify the emerging consensus. Once clusters have been formed, the group articulates a clear, meaningful, and motivating title for each of the vision pillars.

Shown on the following page is the final result: a set of vision “pillars”, each of which describes a future reality or outcome that the group is committed to achieving by the Year 2020. The consensus is contained within the vision pillar “titles”, while the bulleted items below each pillar represent ideas generated by the table groups.

## BUPF SHARED PRACTICAL VISION 2012

### “Toward the Year 2020”

*“The 2020 Master Vision is that BUPF will be recognized as an international model of local government associations.”*

A. BUPF IS A SELF-FINANCING INSTITUTION W/ MOST FUNDS GENERATED FROM ITS OWN RESOURCES	B. BUPF HAS A LEGAL AID CELL and PROVIDES LEGAL SUPPORT TO MEMBERS	C. WOMEN LEADERSHIP IS IN PLACE AT ALL LEVELS OF BUPF	D. BUPF HAS INTERNET CONNECTIONS WITH ALL UNION PARISHADS and HAS a MEDIA HOUSE	E. 95% OF MEMBERSHIP FEES COLLECTED	F. BUPF HAS OWN OFFICES AT CENTRE AND DISTRICTS WITH TRAINING FACILITIES
Want to see BUPF as a self-sustaining institution (along with its own building complex)	Establish a “legal aid cell” to provide legal aid to UPs	BUPF will have a separate women’s branch for women’s empowerment	Establish Internet connection between BUPF Executive Committee and its Members	Make 100% Ups members and collect 100% dues	Central, divisional, district and Upazila levels will have their own offices and training facilities.
Want to see BUPF as a self-sustained institution	BUPF to establish a legal aid cell to provide legal services to members	Women’s Committee are contributing at center and in all Districts	BUPF established own media house for publicity and video-conferencing.	Target all Ups are members of BUPF	Division and District levels have offices carrying out BUPF activities.
		Nari Committee will provide advice at the center and at the District level.	BUPF to have its own electronic channel and media house.	90% of all UP members paying fees.	All Districts should have office and training facilities.
		Establish women’s leadership at the helm of leadership by 2020.		Want to see 95% of members to pay fees regularly.	Have active District Committees in all 64 Districts.
				Collect UP dues by means of e-banking	Want to see BUPF with its own building complex.
Target to have all UPs paid members of BUPF by 2020					

## 6.0 NEW INITIATIVES DIALOGUE

The New Initiatives Dialogue was an activity for the group to think more critically and more strategically into five potential areas of activity during 2012. The five areas are:

- ❖ Financial Sustainability
- ❖ BUPF Women's Committee
- ❖ Training Services for Members
- ❖ Influencing Policy Making and Public Opinion
- ❖ Leadership Development

Participants volunteered to be part of one of these think tanks, charged with analyzing the issues and opportunities implicit in moving forward and implementing activities during the coming year. They reviewed the four questions and developed two key insights for each of them. They wrote these insights on colored cards and posted them on a large matrix chart on the front wall.

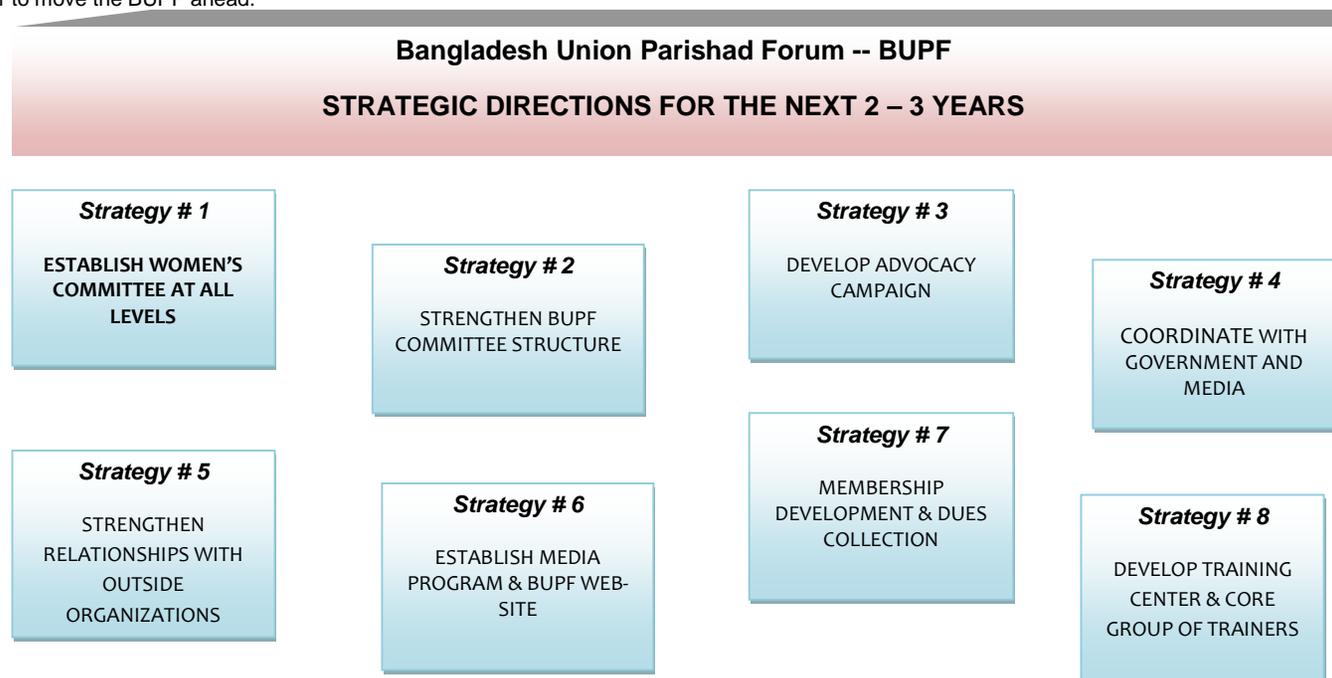
Each of the think tanks made a formal presentation on their insights during the plenary and answered questions from the group.

## BUPF NEW INITIATIVES DIALOGUE

New Initiatives> Dialogue Categories	A. Financial Sustainability	B. BUPF Women's Committee	C. Training Services For Members	D. Influencing Policy-Making & Public Opinion	E. Leadership Development
<b>Why Important or Urgent?</b>	<ul style="list-style-type: none"> <li>✓ Maintain of office activities.</li> <li>✓ Increase capacity of UPs through member communications and training</li> </ul>	<ul style="list-style-type: none"> <li>✓ If women are trained properly they can efficiently discharge duties.</li> <li>✓ Need for strong women's leadership at all levels.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Provide training on new UP Law and its circulars.</li> <li>✓ Develop training for new (first time) elected UP representatives.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Amend Article 34 of 2009 UP law.</li> <li>✓ Declare Warrant of Precedence of UP representatives.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Create capable leadership at different levels.</li> </ul>
<b>Critical Issues</b>	<ul style="list-style-type: none"> <li>✓ BUPF largely dependent on outside funds, which is unsustainable.</li> <li>✓ Only 31% of current members (3000) have paid dues.</li> <li>✓ Create eagerness for fee collection among members.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Women not asserting their rights.</li> <li>✓ Men conveniently ignore women's committee as there is no demand.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Low dues collection rate impacts training services.</li> <li>✓ Slow release of funds from donors.</li> <li>✓ Undue political pressures on use of training funds.</li> </ul>	<ul style="list-style-type: none"> <li>✓ UP representatives lack credibility &amp; legitimacy in eyes of central government.</li> <li>✓ False court cases disrupt activities.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Government has not fully enacted the 2009 UP Laws.</li> <li>✓ Some UP leaders not fully committed to BUPF and their constituency.</li> </ul>
<b>Key Elements and Activities</b>	<ul style="list-style-type: none"> <li>✓ Collect dues thru District &amp; Divisional Committees.</li> <li>✓ Regular newsletter distributed among members.</li> <li>✓ Establish training center for income generation.</li> <li>✓ Membership "Campaign Month" (March or April).</li> </ul>	<ul style="list-style-type: none"> <li>✓ Increase financial &amp; communications assistance for women members.</li> <li>✓ Ensure women's participation in all activities and decision-making.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Raise funds to implement training.</li> <li>✓ Train capable trainers to deliver program.</li> <li>✓ Develop modules on capacity needs of UPs.</li> <li>✓ Market training to all UP members.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Commence lobbying with government.</li> <li>✓ Define proper status of UP chairs.</li> <li>✓ Increase publicity through print &amp; elections media.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Timely dues collection &amp; communications with donors.</li> <li>✓ Identify/fund overseas training for</li> <li>✓ Expand District level women's leadership</li> </ul>
<b>Implementation Steps</b>	<ul style="list-style-type: none"> <li>✓ Collect donations from GO &amp; NGOs through relationship building.</li> <li>✓ Executive committee communicates with members by telephone &amp; internet.</li> <li>✓ Distribute annual budget to all members.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Establish Women's Committee at all levels of BUPF &amp; develop meetings.</li> <li>✓ Manage meetings to included women at all levels.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Identify core group of trainers within BUPF.</li> <li>✓ Organize and deliver a "Training of Trainers" for core group of trainers.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Lobby Ministry of LGRD.</li> <li>✓ Press conferences, submitting Memoranda on policy and Grand Rally.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Raise funds from financial institutions.</li> <li>✓ Raise funds for training and leadership development.</li> </ul>

## 7.0 STRATEGIC ACTIONS WORKSHOP

The strategic actions workshop provides an opportunity for the group to consider how to move forward over the mid-term planning horizon. The question posed to the group was: ***“What are specific, targeted, and priority actions that we need to take in the next 2 – 3 years to fulfill our mission and vision, strengthen our overall effectiveness and impact in promoting local government, and move toward a more consolidated and sustainable association?”*** After individual and table team brainstorming, the group developed major strategies based on the thirty-five cards written by the table teams. They fell into eight (8) strategic directions, which are included in the chart below. Each of the strategies a clear consensus and commitment by the group that significant action needs to take place in order to move the BUPF ahead.



## 3 YEAR ACTION PRIORITIES

Table groups reviewed the idea cards within each of the eight Strategic Directions. They selected three "Action Priorities" and ranked them according to their importance and then entered them in priority order (note that this is not a list of sequential ordering, but rather a list of most important, second most important and third most important).

### **Strategy # 1 – ESTABLISH WOMEN'S COMMITTEE AT ALL LEVELS**

1. Establish Women's Committee at Central and District levels.
2. Provide leadership training for selected women leaders in BUPF.
3. Maintain communications between Women's Committee and Executive Committee.

### **Strategy # 2 - STRENGTHEN BUPF COMMITTEE STRUCTURE**

1. Establish Division-level Committees.
2. Executive Committee with District/Divisional Committees through newsletter.

### **Strategy # 3 - DEVELOP ADVOCACY CAMPAIGN**

1. Place the demands of BUPF at VDCC meeting.
2. Advocate for annulment of Section 34 and for status development.
3. Announce 15<sup>th</sup> October as "Local Government Day".

### **Strategies # 4 - COORDINATE WITH GOVERNMENT AND MEDIA**

1. Develop a legal cell and recruit experienced lawyers from BUPF members.
2. Form side-committee
3. Make a yearly work plan with the participation of Government officials and media.

### **Strategy # 5 - STRENGTHEN RELATIONSHIPS WITH OUTSIDE ORGANIZATIONS**

1. Develop sub-committee to communicate with GoS and NGOs.
2. Train BUPF members on how to communicate with and relate to GO/NGO groups.
3. Build partnership with GOs/NGOs.

### **Strategy # 6 - ESTABLISH MEDIA PROGRAM & BUPF WEB-SITE**

1. Communications secretary should take lead in forming media group.
2. Develop a BUPF website.
3. Form a Media House.

### **Strategy # 7 - MEMBERSHIP DEVELOPMENT & DUES COLLECTION**

1. Target 90% dues collection at the rate of 1,000 TK.
2. Develop sub-committee at Executive Committee level to collect fees.
3. Communicate through internet/fax/letters to increase dues collection.

### **Strategy # 8 - DEVELOP TRAINING CENTER & CORE GROUP OF TRAINERS**

1. Identify core group of trainers.
2. Conduct ToT for trainers of UP-level training topics.
3. Develop a training center & program.

## 8.0 IMPLEMENTATION PLANNING

Seven potential “accomplishments” were identified from the strategies developed in the previous workshop. They were presented to the group and individuals volunteered for each of the accomplishments to develop a draft implementation or action plan. They represent the current thinking of the group on how to implement these major initiatives, and also the shared commitment of BUPF leadership to ensure that significant progress will happen during 2012.

<b>ESTABLISH WOMEN'S COMMITTEE and PROVIDE TRAINING</b>	
<b>Objective</b>	
To establish women's rights at each every activity of BUPF.	
<b>Action Steps</b>	<b>Who</b>
<ol style="list-style-type: none"> <li>1. Formation of BUPF central, District and Divisional Committees.</li> <li>2. Identify potential women's leaders from different committees.</li> <li>3. Organize training for identified leaders.</li> </ol>	<ol style="list-style-type: none"> <li>1. President and Secretary</li> <li>2. Female Vice President and Women's Affairs Secretary.</li> <li>3. Women's Secretary</li> <li>4. BUPF Central Committee</li> <li>5. SDLG/USAID</li> </ol>
<b>Resources Required</b>	<b>Planning Team</b>
<ul style="list-style-type: none"> <li>• Financing for Trainer</li> <li>• Trainer or Trainers</li> <li>• Training materials</li> </ul>	<ul style="list-style-type: none"> <li>• Ashanoor</li> <li>• Firoza</li> <li>• Sharla</li> <li>• Kamal</li> <li>• Mustafa</li> </ul>

<b>CREATE MEMBERSHIP DIRECTORY</b>	
<b>Objective</b>	
To enhance communication between different BUPF committees and elected representatives	
<b>Action Steps</b>	<b>Who</b>
<ol style="list-style-type: none"> <li>1. Collect data and information.</li> <li>2. Develop a data base.</li> <li>3. Publish and distribute Directory for all members.</li> </ol>	<ol style="list-style-type: none"> <li>1. Publicity secretary of BUPF; President and Secretaries of District Committees</li> <li>2. BUPF Secretariat.</li> <li>3. BUPF Executive Committee</li> </ol>
<b>Resources Required</b>	<b>Planning Team</b>
<ul style="list-style-type: none"> <li>• Financing</li> <li>• BUPF Secretariat</li> <li>• Information technology</li> <li>• IT expertise</li> </ul>	<ul style="list-style-type: none"> <li>• Alam</li> <li>• Jors</li> <li>• Jewel</li> <li>• Mazid</li> <li>• Sultana</li> <li>• Shajahan</li> </ul>

<b>SET-UP BUPF WEB-SITE</b>	
<b>Objective</b>	
<ol style="list-style-type: none"> <li>1. To enhance BUPF publicity and image.</li> <li>2. To portray BUPF among members and masses.</li> </ol>	
<b>Action Steps</b>	<b>Who</b>
<ol style="list-style-type: none"> <li>1. Determine content, information and picture of BUPF to be uploaded into website.</li> <li>2. Employ a skilled website developer.</li> <li>3. Collect the required financing to launch and maintain the website.</li> </ol>	<ol style="list-style-type: none"> <li>1. Executive Committee.</li> <li>2. BUPF OM.</li> <li>3. BUPF F/S</li> </ol>
<b>Resources Required</b>	<b>Planning Team</b>
<ul style="list-style-type: none"> <li>• Capable IT person skilled in websites.</li> <li>• Domain host.</li> <li>• Information collection.</li> </ul>	<ul style="list-style-type: none"> <li>• Morshed</li> <li>• Sirajol</li> <li>• Biplab</li> </ul>

<b>BUPF NEWSLETTER</b>	
<b>Objective</b>	
<ol style="list-style-type: none"> <li>3. To publicize the goals, objectives and activities of BUPF.</li> <li>4. To collect success stories from among BUPF member UP and publicize them nationwide.</li> </ol>	
<b>Action Steps</b>	<b>Who</b>
<ol style="list-style-type: none"> <li>4. Collect information and news from UPs.</li> <li>5. Compose news and information stories.</li> <li>6. Publish on and ensure circulation among members and other interested parties.</li> </ol>	<ol style="list-style-type: none"> <li>4. Publicity secretary and Secretariat office staff.</li> <li>5. Secretariat staff.</li> <li>6. Publicity secretary, publications sub-committee and office staff.</li> </ol>
<b>Resources Required</b>	<b>Planning Team</b>
<ul style="list-style-type: none"> <li>• Allocate the required financing.</li> <li>• Computer operator w/ newsletter skills.</li> </ul>	<ul style="list-style-type: none"> <li>• Shajahan</li> <li>• Nurjahan</li> <li>• Nesar</li> <li>• Samsul</li> </ul>

<b>ACHIEVE 50% PAID-UP MEMBERSHIP</b>	
<b><u>Objective</u></b>	
To develop and strengthen the financial base of BUPF.	
<b><u>Action Steps</u></b>	<b><u>Who</u></b>
<ol style="list-style-type: none"> <li>1. Sell coupons of 1000 TK annual membership fee.</li> <li>2. Officially designate the President and Secretary of District Committees to collect membership fees.</li> <li>3. Executive Committee members representing different Districts should coordinate with their respective District committees to collect dues and send them to BUPF bank account.</li> </ol>	<ol style="list-style-type: none"> <li>1. BUPF Executive Committee</li> <li>2. BUPF Executive Committee plus President and Secretaries of District Committees.</li> <li>3. Executive Committee and District Committees.</li> </ol>
<b><u>Resources Required</u></b>	<b><u>Planning Team</u></b>
<ul style="list-style-type: none"> <li>• Allocate finances.</li> <li>• Office staff</li> <li>• Computer and various office equipment.</li> </ul>	<ul style="list-style-type: none"> <li>• Kabir</li> <li>• Bulbul</li> <li>• Faruk</li> <li>• Dulu</li> </ul>

<b>ORGANIZE TRAINING UNIT</b>	
<b><u>Objective</u></b>	
<ol style="list-style-type: none"> <li>1. To build leadership skills and management capacities of BUPF members.</li> <li>2. To make BUPF financially sustainable.</li> </ol>	
<b><u>Action Steps</u></b>	<b><u>Who</u></b>
<ol style="list-style-type: none"> <li>1. Develop a group of skilled trainers.</li> <li>2. Select content for training courses.</li> <li>3. Develop modules for each course.</li> <li>4. Provide ToT for identified trainers.</li> <li>5. Develop a training plan and aggressively market it to Union Parishads.</li> </ol>	<ol style="list-style-type: none"> <li>1. BUPF/SDLG</li> <li>2. BUPF</li> <li>3. BUPF experts</li> <li>4. Trainers/Training cell</li> <li>5. Executive Committee &amp; Training Cell</li> </ol>
<b><u>Resources Required</u></b>	<b><u>Planning Team</u></b>
<ul style="list-style-type: none"> <li>• Training Venue(s)</li> <li>• Master Trainers</li> <li>• Financing</li> <li>• Training Materials</li> </ul>	<ul style="list-style-type: none"> <li>• Nazir</li> <li>• Abdul</li> <li>• Firoz</li> <li>• Mamun</li> <li>• China</li> </ul>

## Bangladesh Union Parishad Forum

### 2012 Implementation Priorities

In this final exercise, the group created a matrix of key implementation priorities for the coming year 2012, along with the champions or lead persons who will be accountable to the Executive Committee for successful completion. Three criteria were given for selecting the ranking of the priorities; a) most significant to BUPF, b) will have high impact, and c) is realistic during the coming year.

<u>Priority</u>	<u>Champions</u>
# 1 -- Achieve 50% Membership Paid-Up Dues	Tula, Morshed, Ashanoor, Sirajul and Mazid
# 2 -- Organize Training Unit	Jors, Mazid and Firuza
# 3 -- Establish Women's Committees	Firuza, Sultan, Mimoo, Ashanoor, and Alam
# 4 -- Launch Web-Site & Publish Newsletter	Siraja, Office Manager and Publications Secretary
# 5 -- Legal Support for Court Cases	Law Secretary, Kabir, Tulu and Morshed
# 6 -- Publish Membership Directory	Shahan, Samsul, Nesar, Mamun, Office Manager

## APPENDIX 1



# Bangladesh Union Parishad Forum (BUPF)

## LIST OF ATTENDEES

SL. No	Name	Designation	Contact Address	Mobile No.	Signature
1	Md. Mahbubur Rahman Tulu	President	Chairman, Shahapara UP, Sadar Upazila, Gaibandha.	01712-226726	
2	Md. Sirajul Hoque	Vice President	Chairman, Patli Up, Jagannathpur Upazila, Sunamgonj.	01720-006763	
3	Begum Asanur Biswash	Vice President	Chairman Doulotpur Up, Upazila Belkuci, Sirajganj.	01819-475150	
4	Mohammad Morshed Alam	Secretary General	Chairman, Hobirbari UP, Valuka Upazila, Mymensingh.	01711-386295	
5	Md. Ataharul Islam Bulbul	Former Secretary General	Former Chairman, Bororchor UP, Sadar Upazila, Mymensingh.	01712-111929	
6	Hasanat Zaman Chowdhury Jorge	Joint Secretary General	Chairman, 2 No Shaldanga UP, Debiganj Upazila, Panchagarh.	01712-688002	
7	Md. Nazir Hossain	Finance Secretary	Chairman Chawla UP, Upazila Pirgacha, Rangpur.	01716-298035	
8	Samiul Hoque Abul	Former Finance Secretary	Former Chairman, Bashbaria UP, Muksudpur Upazila, Gopalganj.	01714-041193	

9	Ad. M.A. Mozid	Organizing Secretary	Chairman Chandpur Up, Upazila Horinakundu, Jhenaidah.	01711-448855	
10	Md. Kamal Ahmed	Former Organizing Secretary	Chairman, 4 No Dorbost UP, Jaintapur Upazila, Sylhet.	01712-641345	
11	Firoza Begum	Women Secretary	Member, Nuralapur UP, Sadar Upazila, Narsingdi.	01733-018854	
12	Shaila Sharmin	Former Member	Member, Nazirpur UP, Muladi Upazila, Barisal.	01716-522253	
13	S.A.M Jakariya Alam	Member District Committee	Chairman Parkishnopur Up, Upazila Sadar, Chuadanga.	01711-354823	
14	Md. Golam Mostofa	Member District Committee	Chairman Bhabanipur Up, Upazila Sherpur, Bogra.	01711-466080	
1	Rezaul Karim Nesar	Member District Committee	Chairman Kusumpura Up, Upazila Patiya, Chittagong.	01815-944881 01758-113658	
16	Md. Shahjahan –E-Habib	District President	Chairman 11 No Mohammadpur Up, Upazila Sadar, Thakurgaon.	01713-724952	
17	Chaina Begum	District Member	Member Borotia Up, Upazila Ghior, Manikgonj	01759-780266	
18	Sultana Parveen	District President	Member 13 No Eliasbad Up, Upazila Kalia, Narail.	01747-158564	
19	Md. Mamunur Rasid Mamun		Chairman Jagannathpur Up, Upazila Adorso Sadar, Comilla.	01711-152428	
20	Md. Rofiqul Islam Faruk	District Vice President	Chairman Daina Up, Upazila Sadar, Tangail.	01712-135008	

21	Najmul Huda Jewel	Joint Secretary	Chairman Boktarpur Up, Upzilla Sadar, Naogaon.	01712-987960	
22	Firoz Hossain	District Organizing Secretary	Chairman Baracota UP, Wezirpur Upazila, Barisal.	01715-259286 01934-369203	
23	Advocate Kabir Hossain Talukder	District President	Chairman, Lohania UP, Sadar Upazila, Patuakhali.	01711-786566	
24	Md. Azizur Rahman Sordar	District Vice President	Chairman Horidaspur Up, Upzilla Sadar, Gopalganj.	01712-061948	
25	Md. Majedur Rahman Dulu	District Member	Chairman Monohorpur Up, Upazila Polasbari, Gaibandha.	01922-800969 01726-904593	
26	Kamrul Hasan Sahan	District Finance Secretary	Chairman Fulbari Up, Upzilla Gopalganj, Sylhet	01715-012470	
27	Md. Shamsul Alam	District Joint Secretary General	Chairman Balikhna Up, Upzilla Fulpur, Mymensingh.	01711-374308	
28	Dalar Kumar Saha	Office Manager, BUPF	33 Topkhana Road Meherba Plaza (8th Floor) Dhaka-1000	01732-606775	
29	Biplab Chandra Mahanta	Finance & Accounts Officer, BUPF	33 Topkhana Road Meherba Plaza (8th Floor) Dhaka-1000	01728-282094	
30	Nurjahan Parvin	Office Secretary	33 Topkhana Road Meherba Plaza (8th Floor) Dhaka-1000	01195-428551 01833-075321	
31	Kajal Chaterjee, Ph.D.	Team Leader, Local Government Association	House 1, Road 18, Block-A Banani, Dhaka 1213	988-4775	
32	Md. Azmal Hossain	Program Coordinator SDLG, Tetrattech  ARD	House 1, Road 18, Block-A Banani, Dhaka 1213	988-4775	
33	Jerome Sayre	Chief of Party, SDLG Tetrattech  ARD	House 1, Road 18, Block-A Banani, Dhaka 1213	988-4775	

34	Zarina Rahman Khan	Deputy Chief of Party SDLG, Tetrattech   ARD	House 1, Road 18, Block-A Banani, Dhaka 1213	988-4775	
35	M. Gary Forbes	Participation Specialist Tetrattech   ARD	Arizona, USA		
36	Kenneth Ellison, Ph.D.	Consulting Senior Associate, DG Group, Tetrattech   ARD	Colorado, USA		

## APPENDIX 2 BUPF BUDGET DISCUSSION

Several of the BUPF leaders, including the President, met to review the budgetary situation of the Association going into 2012. Financial sustainability was identified as a critical component of the strategic planning workshop, and was discussed in several of the sessions. The overall commitment of the Executive Committee is to focus on self-sustainability over the next several years. The major strategy for achieving that is to expand membership, increase the dues to 1,000 TK per year, work to obtain 90% paid-up membership, and identify new sources of funding.

For the core operating costs, which includes staff, house rent, electricity, supplies and equipment, and travel for Executive Committee members to meetings. SDLG will contribute 90% of the total cost, while BUPF will contribute 10%. For programmatic costs, SDLG will provide 80% of the total cost, while BUPF will provide 20%.

The office manager prepared some basic figures for both operating expenses and revenues, based on historical records and current projections. These were presented to the group in a chart. During the discussion that followed, some new figures were inserted and some changes were made in the line items. The most important result of the discussion was the decision to raise the membership dues to 1,000 TK, and aggressively expand paid-up membership in 2012 to 50%, which would bring in over 2,225,000 TK.

Below are listed the budget projects as currently understood by the Executive Committee. They are still in draft form and will need further input and decisions by the Executive Committee and SDLG. Another recommendation from the group was to disseminate the 2012 BUPF budget to members as a new membership service and to demonstrate financial transparency in the association.

A preliminary estimated budget, showing expenses and revenues, is shown on the following page.

## **2012 PROJECTED OPERATING EXPENSES**

<u>Category</u>	<u>Sub-Total</u>	<u>Total</u>
A. Core Expenses		
▪ Staff	975,000	
▪ House Rent	540,000	
▪ Equipment	500,000	
▪ Supplies/electricity	500,000	2,515,000 TK
B. Executive Committee Meetings		
▪ 4 Executive Committee Meetings	526,000	
▪ 2 sub-committee meetings	168,000	694,000 TK
C. Travel for Membership Building		
▪ Visits to Divisions & Districts	568,000	568,000 TK
D. Honoraria		
▪ Lodging & food for Executive Committee leaders during travel days	100,000	100,000 TK
E. Advocacy		
▪ Media outreach	100,000	
▪ Marketing/Promotion Materials	100,000	200,000 TK
F. Membership Communications		
▪ Web-site development	100,000	
▪ Mailings	100,000	
▪ Newsletter	150,000	350,000 TK
G. Workshops and Programs		
▪ 1 workshop	100,000	
▪ 1 policy dialogue	100,000	
▪ 1 TOT for training unit	200,000	
▪ 1 Women's Committee leadership training	100,000	500,000 TK
<b><i>TOTAL PROJECTED EXPENSES</i></b>		<b><u>5,427,000 TK</u></b>

## **2012 PROJECTED REVENUES**

A. Membership Dues – based on 1,000 TK annual dues		
▪ Target of 50% paid-up membership In 2012 (2225 UPs)		2,225,000 TK
B. Donations		
▪ From businesses, individuals and organizations	150,000	
▪ In-kind donations from businesses	50,000	200,000 TK
C. Donor Support		
▪ SDLG	3,000,000 TK	
<b><i>TOTAL PROJECTED REVENUES</i></b>		<b><u>5,425,000 TK</u></b>

## APPENDIX C WORKSHOP TEMPLATES

### BUPF Participatory Assessment Exercise

**Procedures:**

1. Group will be organized into four think tank teams; Governance, Membership, Advocacy, and Sustainability.
2. In each team, members individually brainstorm ideas and insights in each of the 4 topics.
3. Someone volunteers to write down the ideas during the discussion.
4. Team discussion; everyone on the team shares ideas in turn for each of the 4 topics.
5. As a team, select from the discussion three or four key insights for each topic.
6. Complete chart and select reporter who will share the team's ideas during the plenary.

<hr style="width: 50%; margin: 0 auto;"/> <b>Focus Arena</b>	
<p style="text-align: center;"><b><u>Recent Accomplishments</u></b></p> <p>□</p> <p>□</p> <p>□</p> <p>□</p>	<p style="text-align: center;"><b><u>Lessons Learned As An Association</u></b></p> <p>◆</p> <p>◆</p> <p>◆</p> <p>◆</p>
<p style="text-align: center;"><b><u>Strengths and Assets</u></b></p> <p>•</p> <p>•</p> <p>•</p> <p>•</p>	<p style="text-align: center;"><b><u>Current Obstacles and Issues</u></b></p> <p>○</p> <p>○</p> <p>○</p> <p>○</p>

## BUPF Strategic Actions Workshop

**Focus Question:** ***“What are specific, targeted, and priority actions that we need to take in the next 2 – 3 years to fulfill our mission and vision, strengthen our overall effectiveness and impact in promoting local government, and move toward a more consolidated and sustainable association?”***

### **Arenas for Thinking:**

- ❖ Communication and coordination
- ❖ Membership development and services
- ❖ Sustainability of the association
- ❖ Partnership building and broadening partnerships
- ❖ Advocacy – national government, public, media, etc.
- ❖ Organizational structure; leadership, committee structure, regional organization
- ❖ Building on our strengths and advantages

### **Approach:**

- This is a brainstorming exercise – need to generate multiple ideas from everyone
- Looking for Recommendations, Suggestions, Practical Proposals
- This is mid-term, strategic thinking – for the mid – term planning horizon
- Trying to get everyone’s thinking to chart a consensus plan of action forward
- New initiatives, linkages, campaigns, activities
- Build on what’s working well now – what’s the next level of action or performance?
- Also looking for innovative, thoughtful ways to improve what we currently do

### **Procedures:**

1. Individually write down four action ideas.
2. In new table teams, each member share #1 idea; someone take notes.
3. Go around team again, each member sharing another idea.
4. Probe for creative, practical, powerful ideas with the team.
5. Team discuss all the ideas, summarizing, merging, and selecting 5 – 7 clear, concise, and critical ideas.
6. Write ideas on cards, using action verbs and descriptive phrases.

### **Individual Brainstorming:**

- ✓
- ✓
- ✓

## BUPF Shared Practical Vision Activity

**Focus Question:** *“What do we want to see in place by the Year 2020 that will demonstrate a modern, progressive and credible association representing the interests of local UPs, facilitating knowledge exchange among UPs, and strengthening the processes of decentralization, democracy and development within our nation?”*

### **Arenas for Thinking:**

- ❖ Membership services and programs
- ❖ Communications, media, and technology
- ❖ Relationships and linkages among UPs and with national government
- ❖ Legal and policy development related to decentralization
- ❖ Consultation and advocacy
- ❖ Oversight and feedback of governmental service delivery
- ❖ Partnerships with other organizations
- ❖ Financial models
- ❖ Learning, information exchange and capacity building of UPs

### **Approach:**

- Think “visually” – what do you “see” in the future for BUPF?
- Describe future outcomes, future realities that are important to achieve
- Our “hoped-for” expectations for the association
- Take a “futuristic stance” – what’s the new reality we’re trying to bring about?
- Think boldly – challenging images of what could be changed/strengthened
- Think realistically – not an idealized picture but based in what’s really possible to achieve
- What could be our “legacy”; tangible, actual changes
- We’re trying to create a “word picture” of our intended outcomes

### **Procedures:**

1. Individually write down 3 – 4 visionary ideas.
2. In random table teams, each member share #1 idea; someone volunteer to take notes.
3. Go around team again, each member sharing another idea.
4. Probe for creative yet practical ideas with the team.
5. Team discuss all the ideas, summarizing, merging, and selecting 5 clear, concise, and critical ideas.
6. Write ideas on cards, following the card guidelines presented by facilitator.

### **Individual Brainstorming:**

✓

✓

✓ ;

**BUPF Strategic Planning**  
January, 2012

**BUPF NEW INITIATIVES DIALOGUE**

A structured dialogue to review and discuss the implications of new initiatives to be either launched or strengthened during 2012.

	<b>FINANCIAL SUSTAINABILITY</b>	<b>BUPF WOMEN'S COMMITTEE</b>	<b>TRAINING SERVICES FOR MEMBERS</b>	<b>INFLUENCING POLICY MAKING &amp; PUBLIC OPINION</b>	<b>LEADERSHIP DEVELOPMENT</b>
<b>Why Important and Urgent</b>					
<b>Critical Issues</b>					
<b>Key Elements and Activities</b>					
<b>Implementation Steps</b>					

# UPAZILA PARISHAD ASSOCIATION OF BANGLADESH (UzPAB)

## STRATEGIC PLANNING WORKSHOP REPORT

26-28 January 2012  
BRAC Training Center  
Savar, Bangladesh

Organized by: STRENGTHENING DEMOCRATIC LOCAL GOVERNANCE PROJECT  
Financed by: USAID

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- 9.0 3 Year Action Priorities
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Appendix A: Attendees

Appendix B: Workshops Templates

# 1.0 INTRODUCTION

On January 26- 28, 2012 the Upazila Parishad Association of Bangladesh (UzPAB) participated in a three day strategic planning exercise. The group – numbering 29 - included the UZPAB President and Secretary General, and selected Executive Committee members. There were eight members of the Women’s Committee present.

Mr. Faizur Rahman Fakir, UzPAB President, welcomed the group with words of support and challenge, and expressed thanks that after many months of elections to form the Executive Committee, the strategic planning workshop was finally at hand. He welcomed all the participants, many of whom were new to Upazila leadership positions. The UZPAB Secretary General Md. Ataur Rahman Ata also welcomed the participants and encouraged them to develop realistic plans for the organization’s future.

Mr. Jerome Sayre, Chief of Party of the Strengthening Democratic Governance Project (SDLG), also welcomed the group and congratulated them on the recent elections. He noted that USAID has supported local governance and specifically local government associations in Bangladesh for nearly a decade. Mr. Sayre introduced Gary Forbes, a professional facilitator with worldwide experience facilitating strategic planning events. Mr. Forbes has facilitated strategic planning in Bangladesh over the last 10 years. Dr. Kenneth Ellison, a Senior Associate of Tetrtech/ARD specializing in local governance, was also introduced.

## 1.1 Agenda

January 26 – 28, 2012		
UzPAB STRATEGIC PLANNING WORKSHOP		
DAY ONE	DAY TWO	DAY THREE
9:00 Welcome	9:00 UzPAB Shared Practical Vision Activity	9:00 Volunteer Group presents UzPAB core principles for consensus
9:20 Objectives/Agenda/Workshop Approach – Gary Forbes, Facilitator	10:20 Vision Plenary	9:45 Strategic Actions Workshop and 3 Year Priorities
10:00 Participant Introductions	Break	Break
Break	11:00 UzPAB Core Principles Exercise	11:00 3 Year Action Priorities
11:00 International Perspectives and Opportunities	12:30 Break for Friday Prayers	12:00 Implementation Planning
1:00 LUNCH	1:30 LUNCH	12:30 2012 Implementation Priorities
1:45 UzPAB Organizational Structure: Roles & Responsibilities	2:15 Bangladesh BINGO!	1:00 Closing Remarks
2:30 Participatory Assessment Exercise	3:00 UzPAB Advocacy Priorities	
4:30 Plenary	5:00 Close	
5:00 Close		

## 1.2 Workshop Objectives

The facilitator reviewed six major workshop objectives, as follows:

- Review and assess the progress of the Upazila Parishad Association of Bangladesh.
- Review UzPAB organizational structure.
- Create an overarching “Vision” for UzPAB by 2020.
- Develop plans and activities for the next 2-3 years.
- Create a Planning Document to build UzPAB credibility.
- Establish UzPAB advocacy issues and priorities.
- Build collegiality, commitment and cohesion within the Executive Committee.

## 1.3 The Strategic Planning Workshop Approach

Also discussed was the unique approach taken in these Strategic Planning Workshops. Participants were asked to keep in mind the following seven principles of the approach.

### THE 7 PRINCIPLES OF STRATEGIC PLANNING

<b>PARTICIPATORY</b>	The process needs everyone’s insights and involvement.
<b>WORKSHOP</b>	This is a “work”-shop, not a seminar or conference. We use table groups, brainstorming, and participant activity to get results.
<b>ANALYSIS</b>	The group will be challenged to analyze issues and use their critical thinking to achieve a deeper clarity.
<b>STRUCTURE</b>	The process is highly structured to keep us focused and to stay on time.
<b>CONSENSUS</b>	A consensus method is used, so that the entire group moves together toward a shared understanding and shared commitment.
<b>RESULTS-ORIENTED</b>	At the end we will have created a plan and put it into a working document to guide activities.
<b>STRATEGIC</b>	The process is not intended to discuss “wish dream’s or create lists of what we could do in an ideal situation, but is rather oriented toward a clear, priority direction for the future of the BUPF.

## 2.0 INTERNATIONAL PERSPECTIVES

Dr. Ellison began the workshop with a presentation giving history, background, examples and key insights of local government associations worldwide. The purpose was to give the Executive Committee timely information, present international perspectives and discuss ideas regarding how UZPAB can develop their activities over the coming years using the pioneering efforts of other Local Government Associations (LGAs). Highlights of the presentation are as follows.

LGAs are abundant and highly diversified in both the developed and the developing world. He highlighted the United Cities and Local Governments (UCLG) organization as the largest in the world, representing associations in 136 of 191 UN member states.

### BASIC FUNCTIONS COMMON TO ALL LOCAL GOVERNMENT ASSOCIATIONS

- Good Governance – improving management & systems of all sub-national governments;
- Advocacy – advocate local needs and concerns to national government;
- Sharing – offer a means for members to share information and experiences; and
- Member Services – provide training, policy and issue research to improve service delivery.

### LESSONS LEARNED FROM INTERNATIONAL EXPERIENCE

A number of “Lessons Learned” have emerged from Tetrattech/ARD’s experience of helping develop LGAs over the last twenty years:

- Sustain incremental progress – set priorities to achieve tangible results, even if modest;
- Focus scarce resources – on improving service delivery, as this is where citizens need it;
- Avoid fragmentation – if there are multiple associations, avoid overlap and duplication;
- Remain non-partisan – LGAs should, above all, remain unaligned with political parties;
- Work at financial sustainability – it takes a good while to become financially viable, so start early and seek to increase member fees steadily;
- Keep communications with national government open and non-confrontational;
- Engage All – make sure all members, even smaller local governments and rural areas, are welcome and can participate; and
- Use Technology – the Internet has opened up a whole new way to communicate and strategize among association members, so try to use it aggressively.

### FUNCTIONAL AREAS for UzPAB to CONSIDER FOR CORE SERVICES & ACTIVITIES

Five functional areas were identified as useful for every association to develop operations in:

1. **Government Services and Programs**, especially those dealing with service delivery, local economic development, legal services, best practices, and citizen involvement.
2. **Training/Conferences/Education Events**, which may focus on training for newly elected officials, council administration, and methods of citizen outreach.
3. **Consultation and Advocacy**, by forming consultative groups to address long-range issues, and by equipping an advocacy function with good research and analysis.
4. **International Affairs and Partnerships** by participating in international organizations (such as UCLG), providing input to local development agencies, and seizing opportunities to partner with other cities and LGAs (for instance, through Sister Cities programs).
5. **Communications and Technology** by doing newsletters, websites and media events.

## 3.0 The UzPAB ORGANIZATIONAL STRUCTURE: Roles and Responsibilities

The Strengthening Democratic Local Government (SDLG) Project Component Leader Kajal Chatterjee led a discussion on the roles and responsibilities of each element of the UzPAB organizational structure. The national distribution of Upazila Parishads was first indicated, as follows:

Name of Division	# Upazila Parishads In Division	# Persons at Workshop
Rangpur	58	6
Khulna	59	2
Rajshahi	63	1
Dhaka	121	6
Barisal	40	2
Chittagong	99	7
Sylhet	38	4

Participants discussed options for membership services and dues. The group discussed key services the UzPAB should provide and an appropriate level of dues per Parishad member. A summary of the discussion follows:

### Member Services

- Show solidarity and support for members in legal difficulties related to their elected position.
- Collect circulars, gazettes, regulations, and laws from the Government of Bangladesh; disseminate these to members with, when possible, a commentary on the impact of the item on Upazila governance.
- Provide group health and death insurance.
- Provide training and information sharing on laws/circulars.
- Encourage and support Internet use.
- Identify and disseminate to members “Best Practices” of Upazila governance.
- Conduct research on laws and formulate challenges to laws which do not help Upazila citizens.
- Publish a newsletter.
- Offer study tours to other Upazilas that are doing Best Practices.
- Develop and maintain an UzPAB website with helpful information for members.

### Membership Dues

- Membership dues should be based on Upazila, not individuals.
- Basic annual membership should be 3,000 TK per Upazila.
- So, with 482 potential members (all the Upazilas), the UzPAB could potentially raise TK 1,446,000 TK from dues alone.

Lastly, a discussion of key functions and responsibilities was conducted followed by small groups writing up 3-4 functions for each of the six major roles comprising UzPAB governance. Results are shown in chart below.

#### UZPAB ORGANIZATIONAL STRUCTURE

UZPAB ROLES	KEY FUNCTIONS/RESPONSIBILITIES
Executive Committee	<ul style="list-style-type: none"> <li>✓ Negotiate with the government to create enabling environment for Upazila representatives to work.</li> <li>✓ Networking with Divisional Committees and exchange information on a regular basis.</li> <li>✓ Initiate legal challenges to circulars and laws that would undermine Upazila Parishads.</li> </ul>
President & Executive President	<ul style="list-style-type: none"> <li>✓ Perform the eight responsibilities stipulated in the UzPAB constitution.</li> <li>✓ Regularly contact Divisional Committees and organize each Executive Committee meeting.</li> <li>✓ Be conversant in laws and circulars effecting Upazila Parishads and apprise members of their content to build capacity to govern.</li> </ul>
Secretary General	<ul style="list-style-type: none"> <li>✓ Initiate meetings in consultation with the President.</li> <li>✓ Communicate with each of the Committees.</li> <li>✓ Read out and compile the minutes of previous meetings and obtain approval of the Committee.</li> <li>✓ Establish contact with the Government on the basis of Executive Committee decisions.</li> </ul>
Women's Committee	<ul style="list-style-type: none"> <li>✓ Initiate the education of women members, particularly in training and to provide to all VC</li> <li>✓ Increase public awareness to ensure women's participation in every sphere of life.</li> <li>✓ Raise awareness among women nationwide.</li> <li>✓ Work to achieve equal rights for women.</li> </ul>
Divisional Committees	<ul style="list-style-type: none"> <li>✓ Conduct a monthly meeting and keep records for reference to Central Committee.</li> <li>✓ Create a bridge (link) between Upazila and Central Committee.</li> <li>✓ Help raise funds and ensure membership.</li> <li>✓ Develop good relations with local media.</li> </ul>
Secretariat	<ul style="list-style-type: none"> <li>✓ Communicate with Members through telephone, letter, SMS, emails and faxes.</li> <li>✓ Support and follow-up court cases.</li> <li>✓ Perform day-to-day office duties including logistics, meeting organization, support to members.</li> <li>✓ Organize events, press conferences, seminars and rallies.</li> </ul>

## 4.0 PARTICIPATORY ASSESSMENT

The next major exercise was the “Participatory Assessment of the UzPAB Current Situation”. This exercise enables members to examine the current status of the UzPAB organization in relation to four major topics:

- Initial Accomplishments
- Role of Members
- Obstacles and Issues
- Emerging Opportunities

The methodology used to accomplish this exercise was as follows:

1. Participants were organized randomly into four teams which then organized into “table groups”.
2. Each participant individually brainstormed ideas in each of the four topic boxes.
3. Each table group selected a facilitator, a scribe and a reporter.
4. Each table group discussed each topic. Everyone shared ideas which the scribe recorded.
5. Toward the conclusion of the table group discussion. The group selected 3 key insights for each topic and transferred them to complete large charts. Clear, concise and legible writing was emphasized.
6. Each group reported the results of their discussion in Plenary. A discussion followed, led by the facilitator.

Results of each team’s work are as follows:

<b>TEAM ONE</b>	
<p><b><u>Initial Accomplishments</u></b></p> <ul style="list-style-type: none"> <li>✓ UzPAB has successfully established Committees in all Divisions</li> <li>✓ A Central Committee has been elected and is in place.</li> <li>✓ UzPAB has developed and disseminated a basic Constitution.</li> </ul>	<p><b><u>Role of Members</u></b></p> <ul style="list-style-type: none"> <li>✓ Develop leadership through UzPAB network.</li> <li>✓ Increase cooperation through seminars and technical reports.</li> <li>✓ Help members play a positive political and economic role in Upazilas.</li> </ul>
<p><b><u>Obstacles and Issues (Upazila, not UzPAB)</u></b></p> <ul style="list-style-type: none"> <li>✓ Some circulars sent from Central government are increasingly problematic and undoable.</li> <li>✓ Upazila activities are slowed because government bureaucracy is increasingly time consuming.</li> <li>✓ In some areas a few people are non-cooperative and only push their own private agenda.</li> </ul>	<p><b><u>Emerging Opportunities</u></b></p> <ul style="list-style-type: none"> <li>✓ Avenues for meeting Upazila needs can be fulfilled by using the unified strength of all Upazilas pulling together.</li> <li>✓ Donor assistance will be crucial in early year(s) and to assist unification of the UzPAB.</li> <li>✓ Overseas training and study tours can help strengthen local government learning and skills building.</li> </ul>

<b>TEAM TWO</b>	
<p><b><u>Initial Accomplishments</u></b></p> <ul style="list-style-type: none"> <li>✓ By removing factions among Upazila representatives a unified association w/ Divisional and Central committees has been formed to establish connection with 482 Upazilas.</li> <li>✓ The objectives have been determined on the basis of our experiences and different training programs have begun.</li> <li>✓ Developed self confidence and the opportunities to activate Upazila Parishad have been set through a unified platform.</li> </ul>	<p><b><u>Role of Members</u></b></p> <ul style="list-style-type: none"> <li>✓ Involve Chairman and Vice Chairman in all activities and to perform their duties.</li> <li>✓ Help citizens and members be aware of laws and circulars.</li> <li>✓ Learn how to use Internet Technology.</li> </ul>
<p><b><u>Obstacles and Issues</u></b></p> <ul style="list-style-type: none"> <li>✓ Lack of experience about the job and not fully complying with the requirements of the job.</li> <li>✓ Political compartmentalization and lack of trust between the Chair and Vice Chairs.</li> <li>✓ Lack of support from the self-declared leaders of various organizations and their non-cooperation and financial weaknesses.</li> </ul>	<p><b><u>Emerging Opportunities</u></b></p> <ul style="list-style-type: none"> <li>✓ Receive support from national and international donors.</li> <li>✓ Take differing steps to consolidate organizing capacity.</li> <li>✓ Take legal steps to enact laws.</li> </ul>

<b>TEAM THREE</b>	
<p><b><u>Initial Accomplishments</u></b></p> <ul style="list-style-type: none"> <li>✓ Learn about the contradictory subjects between Upazila law and Circulars.</li> <li>✓ Learning more about local government systems in other countries.</li> <li>✓ Develop a united voice representing the Upazila Parishad through Divisional and Central Committee formation.</li> <li>✓ Interest has been created among the Upazila representatives to learn about their roles and responsibilities.</li> </ul>	<p><b><u>Role of Members</u></b></p> <ul style="list-style-type: none"> <li>✓ Attend meetings; be aware about the position and situation of Upazila governance.</li> <li>✓ Give importance to communications.</li> <li>✓ Develop leadership qualities.</li> <li>✓ Seek cooperation from government officials for development of their area.</li> <li>✓ Disseminate information about UzPAB to members.</li> <li>✓ Work to develop the capacities of members.</li> </ul>
<p><b><u>Obstacles and Issues</u></b></p> <ul style="list-style-type: none"> <li>✓ Lack of appropriate and up-to-date information.</li> <li>✓ Lack of technical knowledge.</li> <li>✓ Geographical location, remoteness, poor communications and slow responses hinder implementation of decisions.</li> </ul>	<p><b><u>Emerging Opportunities</u></b></p> <ul style="list-style-type: none"> <li>✓ The greatest opportunity to strengthen local government is through membership owned organizations such as UzPAB.</li> <li>✓ Avenues to set objectives and decide on implementation strategies will be created.</li> <li>✓ Local development will be accelerated through mutual cooperation.</li> </ul>

<b>TEAM FOUR</b>	
<p><b><u>Initial Accomplishments</u></b></p> <ul style="list-style-type: none"> <li>✓ Be united and broaden mutual cooperation through communication.</li> <li>✓ Establish contacts with donors.</li> <li>✓ Receive training to develop self-confidence among members.</li> </ul>	<p><b><u>Role of Members</u></b></p> <ul style="list-style-type: none"> <li>✓ .Establish contacts in government and among other members.</li> <li>✓ Implement responsibilities and actions given by the Executive Committee.</li> <li>✓ Pay membership dues regularly and keep communications going.</li> </ul>
<p><b><u>Obstacles and Issues</u></b></p> <ul style="list-style-type: none"> <li>✓ Internal conflicts among members and/or leadership.</li> <li>✓ Lack of sufficient training.</li> <li>✓ Local of political will in government to empower local authorities such as Upazilas.</li> <li>✓ Bureaucratic interference and not abolishing other organizations created b before UzPAB formation.</li> </ul>	<p><b><u>Emerging Opportunities</u></b></p> <ul style="list-style-type: none"> <li>✓ Get recognition as a unified platform of Upazila Parishads.</li> <li>✓ Get membership in the international organization “United Cities and Local Authorities” (UCLG).</li> <li>✓ Identify opportunities to receive training and apply this training in roles at Upazila government.</li> </ul>

## 5.0 SHARED PRACTICAL VISION

The Shared Practical Vision activity is a group workshop to develop a consensus vision of the organization over the span of the next 5 – 10 years.

The workshop begins with this focus question:

***“What do we want to see in place by the Year 2020 that will demonstrate a modern, progressive, and credible association representing the interests of local Upazilas, facilitating knowledge exchange among Upazilas, and strengthening the processes of decentralization, democracy and development within our nation?”***

It involves individual brainstorming, table team discussion of vision ideas, and the development of approximately twenty-five vision cards for discussion during the plenary. The group then clusters similar cards together to identify the emerging consensus.

Shown on the following page is the final result: a set of vision “pillars”, each of which describes a future reality or outcome that the group is committed to achieving by the Year 2020. The consensus is contained within the vision pillar “titles”, while the bulleted items below each pillar represent ideas generated by the table groups.

## UzPAB SHARED PRACTICAL VISION

### “Toward the Year 2020”

*“The 2020 Master Vision is that UzPAB will be recognized as an international model of local government associations.”*

<b>A. UzPAB WILL BE A UNIFIED, MODERN, IT- BASED ORGANIZATION</b>	<b>B. UzPAB HAS GOVERNMENT REGISTRATION AND IS ACTIVE MEMBER OF UCLG</b>	<b>C. UzPAB A CREDIBLE LOCAL GOVERNMENT- RELATED RESEARCH ORGANIZATION</b>	<b>D. UzPAB IS THE CENTRAL VOICE EMPOWERING UPAZILAS FOR STRONGER LOCAL GOVERNMENT</b>	<b>E. UzPAB IS ECONOMICALLY SELSUSTAINABLE WITH DONOR SUPPORT, DUES &amp; OTHER INCOME</b>	<b>F. AN EFFECTIVE COALITION OF UzPAB, MAB &amp; BUPF FOR STRONG LOCAL GOVERNMENT</b>	<b>G. UzPAB WILL EFFECTIVELY NEGOTIATE W/ GOVERNMENT &amp; NETWORK W/ DONORS</b>
Secretariat with modern communications facilities and international standards.	Register w/ Government of Bangladesh and United Cities and Local Governments (UCLG)	UzPAB will be a self-sustaining modern, progressive, IT based organization	Stronger local governments contribute to national government to develop the nation	Health insurance available for all members	In collaboration with MAB & BUPF, UzPAB forms a coalition of LGAs to better services to constituencies	UzPAB is a bargaining organization to get allocation of funds & develop more favorable laws.
UzPAB is unified organization w/ IT capacity for building strong local government	UzPAB is active UCLG member	A research and membership, service- delivery oriented organization for a stronger local government.	UzPAB is the central voice of local government.	UzPAB is a self-sustaining organization.		UzPAB has network in a partnership with donors.
UzPAB has capability to run IT technology and training members in its use.	UzPAB building relations abroad through membership in UCLG	Membership Directory with photos & information	Through UzPAB every Upazila is a strong, autonomous government unit.	UzPAB is economically self-sustained with life insurance for all members		
Linkages exist with government and citizens by using electronic and print media	UzPAB playing leadership role in UCLG by 2020		With support of all Upazilas, UzPAB is working toward decentralized governance.	UzPAB owns a multi-story building which will generate income.		

## 6.0 UzPAB CORE VALUES

This activity enabled the UzPAB representatives to discuss and organize a summary of the core values from which the organization will operate in coming years.

### THE CORE VALUES TASK

1. Participants were organized into “table” groups. Each table group brainstormed core values – developing statements (long phrase or sentence, not a paragraph).
2. Statements are:
  - clear and concise,
  - descriptive and illustrative (not just key words)
3. Write 2-4 values on colored cards to share
4. In plenary, clustering of 5-10 arenas of values.
5. Volunteer group will meet later to review, prepare draft set to present to group tomorrow.
6. Group consensus (Saturday AM)

### DEFINITION: WHAT ARE CORE VALUES?

- ✓ A statement of basic principles or credo that we all believe in;
- ✓ The Core Values represents what the UzPAB stand for;
- ✓ This statement provides basis for our credibility;
- ✓ It also establishes our image in the eyes of others;
- ✓ Based on individual commitments and groups consensus;
- ✓ Must be believable and motivating to members; and
- ✓ Challenges all of us to be an example to others.

### UzPAB's SEVEN CORE VALUES

1. **UzPAB is a Non-Political Organization** – UzPAB will be developed as non-political organization abiding by international standards to support strong decentralized Upazila Parishads.”
2. **UzPAB is a Democratic and Gender Balanced Organization** - UzPAB will carry out its tasks as a responsible organization under democratically elected and gender balanced leadership.
3. **UzPAB is** - UzPAB will take decisions on the basis of support from 2/3 members of the Executive Committee.
4. **UzPAB is a Financially Transparent Organization** - UzPAB will follow democracy, transparency and accountability in all its dealings with financial and programmatic management.
5. **UzPAB is an Effective Advocacy Organization** - UzPAB will systematically lobby and dialogue with the government by establishing effective relationships with all national and international local government associations.
6. **UzPAB is a Research-Based Organization** - In order to establish good governance at the local level UzPAB will collect, examine and research all relevant laws and circulars and share findings to members.
7. **UzPAB will be a Unified Voice** - UzPAB will be developed as a unified voice of the Upazila

## 7.0 UzPAB ADVOCACY PRIORITIES

The objective of the Advocacy Priorities Workshop was to have the group analyze the immediate situation regarding influencing policy and legislative development, and create a plan of how to proceed as an association. Four think tank teams simultaneously analyzed four components of the advocacy setting as follows:

- The Legal Rights of Upazilas
- The Relevant Government of Bangladesh (GOB) Rules and Processes
- Legal and Policy Changes that UzPAB feels must change over the next several years.
- Advocacy Priorities for 2012

<b>Team 1 ADVOCACY PRIORITIES</b>	
<p><b><u>Legal Rights of Upazilas</u></b></p> <ul style="list-style-type: none"> <li>✓ Hand over 17 files of 12 Ministries to Upazila Parishad for approval</li> <li>✓ Give executive power to the UzPAB Chairman</li> <li>✓ Start/enact standing Committees</li> </ul>	<p><b><u>GoB Rules and Processes</u></b></p> <ul style="list-style-type: none"> <li>✓ Upazila Parishad Act and various contradictory Circulars issued by the Ministry.</li> <li>✓ Hold monthly meetings with GoB</li> <li>✓ Suspension of Upazila Chairman and Vice Chairman if charged - sheeted by Court</li> </ul>
<p><b><u>Legal and Policy Changes Required</u></b></p> <ul style="list-style-type: none"> <li>✓ Remove MPs as advisors</li> <li>✓ Should write ACR not APR</li> <li>✓ Cancel or withdraw Circulars that contradict the Upazila Act of 2009</li> </ul>	<p><b><u>Advocacy Priorities</u></b></p> <ul style="list-style-type: none"> <li>✓ Dialogue with the government to cancel contradictory Circulars</li> <li>✓ Legal challenge to the High Court</li> <li>✓ Signature campaign against contradictory and repressive Circulars</li> <li>✓ Hold press conferences to build public opinion.</li> </ul>

<b>Team 2 ADVOCACY PRIORITIES</b>	
<p><b><u>Legal Rights of Upazilas</u></b></p> <ul style="list-style-type: none"> <li>✓ Attend monthly meetings</li> <li>✓ Receive honorarium and TA and DA</li> <li>✓ Sign some checks and use the vehicle</li> </ul>	<p><b><u>GoB Rules and Processes</u></b></p> <ul style="list-style-type: none"> <li>✓ Upazila Chair, chairing the Residence Allocation Committee</li> <li>✓ Vice Chairmen are supposed to Chair standing Committees</li> <li>✓ Upazila Chairs should Chair Education and Rural Infrastructure Committees</li> </ul>
<p><b><u>Legal and Policy Changes Required</u></b></p> <ul style="list-style-type: none"> <li>✓ Cancel Article 13 (KHA) of the Gazette.</li> <li>✓ Cancel Article 25(1) and 25(2) of the Act to end MPs advisory role to Upazilas</li> <li>✓ Cancel or withdraw those Circulars that are w/ the Upazila Act of 2009.</li> </ul>	<p><b><u>Advocacy Priorities</u></b></p> <ul style="list-style-type: none"> <li>✓ Dialogue with the government to cancel all contradictory Circulars</li> <li>✓ Go for legal challenges to contradictory Circulars</li> <li>✓ Organize press conferences and systematic campaign to build public opinion in favor of fully enacting Upazila Parishad law of 2009</li> </ul>

<b>Team 3 ADVOCACY PRIORITIES</b>	
<p><b><u>Legal Rights of Upazila</u></b></p> <ul style="list-style-type: none"> <li>✓ 17 divisions in 12 Ministries are vested with some role in relation to Upazila Parishads</li> <li>✓ Prepare recommendations on appropriate activities for the 17 divisions.</li> <li>✓ Planning, budgeting and implementation of the plan are vested in Upazila Parishads.</li> </ul>	<p><b><u>GoB Rules and Processes</u></b></p> <ul style="list-style-type: none"> <li>✓ Convene at least one meeting a month</li> <li>✓ Transfer all department activities to the oversight of Upazila Parishads</li> <li>✓ ADP will be implemented as per Parishad decision</li> </ul>
<p><b><u>Legal and Policy Changes Required</u></b></p> <ul style="list-style-type: none"> <li>✓ Articles 25 (1&amp;2) and 42(3) have to be cancelled</li> <li>✓ Circulars issued by the Ministry and contradictory to the Upazila Parishad law have to be cancelled</li> <li>✓ Upazila Parishads should oversee all the sections working at the Upazila level including government officials</li> </ul>	<p><b><u>Advocacy Priorities</u></b></p> <ul style="list-style-type: none"> <li>✓ Go for legal challenges to cancel contradictory laws</li> <li>✓ File court cases against laws in conflict with the Constitution</li> <li>✓ Increase consensus through posters, leaflets and press conferences</li> </ul>

<b>Team 4 ADVOCACY PRIORITIES</b>	
<p><b><u>Legal Rights of Upazila</u></b></p> <ul style="list-style-type: none"> <li>✓ Fund from central government</li> <li>✓ Elected representatives should have decision-making power</li> <li>✓ Elected officials should oversee service delivery</li> </ul>	<p><b><u>GoB Rules and Processes</u></b></p> <ul style="list-style-type: none"> <li>✓ Hold monthly general meetings</li> <li>✓ Formation of standing Committees</li> <li>✓ Do budget formulation</li> </ul>
<p><b><u>Legal and Policy Changes Required</u></b></p> <ul style="list-style-type: none"> <li>✓ Discard the MPs advisory role</li> <li>✓ Discard Circulars in conflict with Constitution</li> <li>✓ Discard Ministry committees</li> </ul>	<p><b><u>Advocacy Priorities</u></b></p> <ul style="list-style-type: none"> <li>✓ Provide legal assistance to members</li> <li>✓ Effective inter-Ministerial communication</li> <li>✓ Negotiate with Government donors.</li> </ul>

## THE FIVE TOP 2012 UzPAB ADVOCACY PRIORITIES

After a spirited and consensus-building discussion, the group agreed on five critical advocacy priorities to emphasize during the next year.

### 1. EVOKE ARTICLE 13 (KHA)

Initiate legal challenge to evoke Article 13(KHA) of the Circular and Gazette.

### 2. RUN A MEDIA CAMPAIGN

Run aggressive media campaign to cancel Article 13(KHA).

### 3. CONDUCT A DIALOGUE WITH POLICY MAKERS

Identify contradictory circulars related to the Upazila law and organize dialogue with policy makers to discuss changes.

### 4. TRACK COURT CASES

Follow up the pending court cases from the Executive Committee as Upazila cases.

### 5. COORDINATE STANDING COMMITTEES

Standing committees should be coordinated through the Vice Chair (as per Article 29 of the Gazette); and implement a campaign to strengthen the role of Vice Chairs.

## 8.0 STRATEGIC DIRECTIONS WORKSHOP

The strategic Directions Workshop provides an opportunity for the group to consider how to move forward over the mid-term planning horizon. The question posed to the group was: ***“What are specific, targeted, and priority actions that we need to take in the next 2 – 3 years to successfully launch our new association to be a unified voice of Upazila Parishads and serve the interests of our members?”*** After individual and table team brainstorming, the group developed major strategies based on the forty cards written by the table teams. They fell into nine (9) strategic directions, which are included in the chart below. Each of the strategies a clear consensus and commitment by the group that significant action needs to take place in order to move the UzPAB ahead.



## 3 YEAR ACTION PRIORITIES: 2012 - 2015

**Methodology** Table groups reviewed the brainstorming ideas within each of the nine (9) Strategic Directions. They selected three "Action Priorities" and ranked them according to their importance and then entered them in priority order (note that this is not a list of sequential ordering, but rather a list of most important, second most important and third most important).

### **Strategy # 1 – REGISTER FOR UCLG MEMBERSHIP**

1. File initial registration forms to join United Cities and Local Governments organization.
2. Attend UCLG Conference
3. Network with UCLG members in South East Asia

### **Strategy # 2 – ESTABLISH IT-BASED MODERN SECRETARIAT**

1. Specify a modern building
2. Equip with all materials and equipment related to modern IT functions
3. Recruit secretariat personnel capable of implementing an IT-based system.

### **Strategy # 3 – PUBLISH QUARTERLY BULLETIN**

1. Form sub-committee for publishing Member Directory, quarterly Bulletin and other periodicals
2. Publish Directory with name, position, phone, address and photos of members
3. Publish Directory magazine within the next three months.

### **Strategies # 4 – CAMPAIGN FOR MEMBERSHIP DUES**

1. Through Divisional Committees, inform all Upazila Parishads regarding the aims and objectives of UzPAB.
2. Collect dues and arrange for training of all UzPAB members.
3. Regularly publish the Membership Directory and Bulletins.

### **Strategy # 5 – FORM WOMEN'S COMMITTEES AT CENTRAL & DIVISIONAL LEVELS**

1. Form Central Women's Committee.
2. Form 7 Divisional Women's Committees.
3. Train and Empower Women's Committee members.

### **Strategy # 6 – ENSURE FINANCIAL SUSTAINABILITY AND TRANSPARENCY**

1. Communicate with donors interested in supporting local government development.
2. Ensure transparency by sharing financial information with members.
3. Open bank account and introduce a "Book of Accounts".

### **Strategy # 7 – TRAINING FOR ALL MEMBERS ON IT AND OTHER TOPICS**

1. Identify training topics.
2. Communicate with SDLG for resources (such as trainers, modules and funding)
3. Set up a training calendar and start training.

### **Strategy # 8 – LEGAL CHALLENGES AGAINST CONTRADICTORY LAWS**

1. Engage a good panel of lawyers to assist in legal reviews and cases.
2. Mobilize support from public, civil society organizations and media.
3. Arrange funding to support court cases.

### **Strategy # 9 – DIALOGUE WITH GOVERNMENT, DONORS AND MEDIA FOR CONSENSUS BUILDING ON LOCAL GOVERNMENT**

1. Enter into dialogue with government to discard Articles and Circulars that are contradictory to Upazila Parishad Act of 2009.
2. Dialogue with media, CS, donors organizations to support Upazila needs.
3. Make plans to implement government decisions and laws supporting Upazilas.

## 8.0 IMPLEMENTATION PLANNING

Seven potential “accomplishments” were identified from the strategies developed in the previous workshop. They were presented to the group and individuals volunteered for each of the accomplishments to develop a draft implementation or action plan. They represent the current thinking of the group on how to implement these major initiatives, and also the shared commitment of UzPAB leadership to ensure that significant progress will happen during 2012.

<b>TRAINING COURSES FOR EXECUTIVE COMMITTEE</b>	
<b><u>Objective</u></b> To capacitate UzPAB Executive Committee and Divisional Committee members through training.	
<b><u>Action Steps</u></b> 1. Identify needed training areas. 2. Develop curriculum 3. Identify venues and set up a training calendar.	<b><u>Who</u></b> 1. Masud Nabi Munna, Masuma Yeasmin, Golam Ambia, Bobby
<b><u>Resources Required</u></b> 1. Budget allocation. 2. Trainer(s) 3. Curriculum	<b><u>Planning Team</u></b> 1. Unna, Pabel, Masuma, Bobby

<b>FORM WOMEN'S COMMITTEES AT DIVISIONAL LEVEL</b>	
<b><u>Objective</u></b> To empower the women Vice-Chairs and equip them in positions of power	
<b><u>Action Steps</u></b> 1. Form the central and divisional committees democratically and ensuring participation of all 2. Organize training for the women vice chairs 3. Establish effective communication with EC and be part of the EC	<b><u>Who</u></b> 1. Rehana Begum, Kamrun Nahar, Azizul Haque Akkas, Selina Akhtar 2. And SDLG-TL
<b><u>Resources Required</u></b> • Financing, a room for the WC at the Secretariat	<b><u>Planning Team</u></b> • Selina, Rehana, Luna and Akkas

### SET-UP SECRETARIAT OFFICE

**Objective**

To establish own office and contact

**Action Steps**

1. Search for a flat to set up office
2. Appoint staff members
3. Procure and set up all furniture and fixtures

**Who**

- Golam Murtoza
- Ataur Rahman
- Mujidhar Rahman Hallo
- AKM Azad Mukta

**Resources Required**

- Membership Dues and Donor funding

**Planning Team**

- Murtoza
- Ata
- Hallo
- Mukta

### COLLECT 50% MEMBERSHIP DUES

**Objective**

To make Upazila Chairs and Vice Chairs aware of the UzPAB and motivate them to be part of the process.

**Action Steps**

1. Meet with each divisional committees
2. Inform about UzPAB accomplishments
3. Collect membership fees

**Who**

1. President of the Divisional Committee, EC – President and Secretary and SDLG

**Resources Required**

- UzPAB Constitution, List of Committee members, membership form, transportation and cost for holding meetings

**Planning Team**

- Kazzim
- Amir
- Harun
- Rasheda
- Akhter

### LEGAL CHALLENGES TO ARTICLE 13 (KHA)

**Objective**

To fully activate the Upazila Parishad by removing all the contradictory circulars and articles of the law

**Action Steps**

1. Identify panel lawyers
2. Analyze the laws and circulars for prioritization
3. Identify petitioners and start court case

**Who**

1. Anawarul Haque Bablu, Ziaul Haque Sarker, Mohammad Hossain Faku, Shamim Fatema

**Resources Required**

- Law and circulars, Related papers and documents, Cost to hire lawyers and court fees

**Planning Team**

- Bablu, Namra, Ziaul, Shamim, Fatema, Faku

## IDENTIFY CONTRADICTIONARY CIRCULARS and ORGANIZE DIALOGUE

### Objective

To make the Upazila Parishad Association of Bangladesh functional and on the path to being self-sustaining.

### Action Steps

1. Identify contradictory Circulars and articles.
2. Communicate with the government, political parties, civil society and media.
3. Organize round tables seminars, press conferences at appropriate times.

### Who

1. Faizur
2. Rahman Fakir
3. AB Dulal
4. Kamrun
5. Nahar
6. Muktedir
7. Aftab and
8. SDLG

### Resources Required

- Copies of laws and circulars in question
- Budget allocation
- Telephone and contact information of different groups.

### Planning Team

- Faizur
- Dulal
- Kamrunnahar
- MuktadiR
- Aftab

## OBTAIN GOB REGISTRATION AND APPLY FOR UCLG MEMBERSHIP

### Objective

1. Obtain GOB registration
2. Lodge application for UCLG membership

### Action Steps

1. Obtain necessary forms from Joint Stock Company and apply
2. Dialogue with respective authorities, pursue, if required to expedite registration
3. After GOB registration lodge application to UCLG for membership

### Who

1. Muhibur
2. Rahman
3. Mustafizur Rahman
4. UzPAB Secretariat and
5. SDLG

### Resources Required

- Fees, UzPAB Constitution, Committee details, relevant papers

### Planning Team

- Mustofa,
- Muhib

## Upazila Parishad Association of Bangladesh

### 2012 Implementation Priorities

In this final exercise, the group created a matrix of key implementation priorities for the coming year 2012, along with the champions or lead persons who will be accountable to the Executive Committee for successful completion. Three criteria were given for selecting the ranking of the priorities; a) most significant to BUPF, b) will have high impact, and c) is realistic during the coming year.

<b><u>Priority</u></b>	<b><u>Champions</u></b>
<b># 1 -- Set-up Secretariat Office</b>	<b>Atta, Halo and Kazzim</b>
<b># 2 -- Initiate Challenge to Article 13 (KHA)</b>	<b>Bablu, Ziaul, Foku and Shamim</b>
<b># 3 -- 50% Membership Dues Paid Up</b>	<b>Rasheda, Faizur, Kazzim and Pabel</b>
<b># 4 -- Government of Bangladesh Registration</b>	<b>Muhi, /Harun, Mortuz and Foku</b>
<b># 5 -- Training for Executive Committee and Divisional Committees</b>	<b>Boby, Mukhtadir, Kamrun, Amir and Mortuza</b>
<b># 6 -- Form Women's Committees</b>	<b>Luna, Shalina and Masuma</b>
<b># 7 -- Dialogue on Contradictory Circulars</b>	<b>Fatima, Faizur, Dulal, Muhib and Atta</b>

**Upazila Parishad Association of Bangladesh (UzPAB)  
Strategic Planning**

25-28 January 2012

**List of Participants – Central Executive Committee**

Serial No	Name	Designation	Upazila	Mobile
01	Abdul Majid Photo	Advisor	Chairman, Saturaia Upazila, Manikganj	01713-824154
02	Faizur Rahman Fakir	President	Chairman, Mymensingh Sadar	01712-291113
03	Muhibur Rahman	Executive President	Chairman, Biswanath, Sylhet	01713-300127
04	Golam Mortuza	Vice President	Chairman, Jibannagar, Chuadanga	01713-924842
05	Md. Ziaul Haq Sarkar	Vice President	Chairman, Nabinagar, B'baria	01724-919054
06	Alhaz Azizul Haq Akkas	Vice President	Chairman, Barishal Sadar	01711-349810
07	Anwarul Haq Bablu	Vice President	Chairman, Akkelpur, Joypurhat	01729-898398
08	Dewan Zoynul Zakerin	Vice President	Chairman, Sunamganj Sadar	01712-747425
09	Sultanul Ferdous Nomro Chowdhury	Vice President	Chairman, Thakurgaon Sadar	01715-412122
10	Rehena Begum Chowdhury	Vice President	Vice Chairman, Anwara, Chittagong	01716-740105
11	Md. Aatur Rahman Ata	Secretary General	Chairman, Manikganj Sadar	01714-539577
12	Mohammad Hossain Foku	Executive Secretary General	Vice Chairman, Gobindaganj, Gaibandha	01712-614503
13	Santosh Kumar Chakma	Joint Secretary General	Chairman, Borkol, Rangamati	01556-533084
14	Mujahidur Rahman Hello	Joint Secretary General	Vice Chairman, Araihasar, Narayanganj	01711-006300
15	H M Amir Hossain	Organizing Secretary	Chairman, Keshobpur, Jessore	01713-452816
16	Muktadir Ahmed	Organizing Secretary	Vice Chairman, Sunamganj	01711-268551
17	Md. Masud Nabi Munna	Organizing Secretary	Vice Chairman, Rangpur Sadar	01719-710131
18	Kazim uddin Dhonu	Finance Secretary	Chairman, Bhaluka, Mymensingh	01711-600257
19	Shamim Ahmed Chowdhury	International Affairs Secretary	Chairman, Komolganj, Moulvibazar	01711-526045
20	Kamrun Nahar Bhuiyan	Publicity and Publication Secretary	Vice Chairman, Kachua, Chandpur	01741-234929
21	Md. Harunur Rashid Majumder	Office Secretary	Vice Chairman, Feni Sadar	01711-143351
22	Golam Ambia Mazkur Pabel	Secretary, Sylhet Division	Vice Chairman, Chatok, Sunamganj	01720-560957

Serial No	Name	Designation	Upazila	Mobile
23	Aftab Chowdhury	President, Chittagong Division	Chairman, Fatikchari, Chittagong	01820-195553
24	Abul Barkat Dulal	Secretary, Chittagong Division	Chairman, Komolganj, Laxmipur	01711-016842

**List of Participants – Central Women's Committee**

Serial No	Name	Designation	Upazila	Mobile
01	Rasheda Akhter	President	Vice Chairman, Choddogram, Comilla	01712-054966
02	Nasima Zaman Bobby	Executive President	Vice Chairman, Rangpur Sadar	01712-694091
03	Kamrunnahar Luna	Secretary General	Vice Chairman, Kishoreganj Sadar	01715-155854
04	Shelina Akther Munna	Organizing Secretary	Vice Chairman, Bhuapur, Tangail	01710-258854
05	Masuma Yasmin	Law Secretary	Vice Chairman, Lalmonirhat Sadar	01714-763093
06	Fatema Khanam	Executive Member	Vice Chairman, Kathalia, Jhalokhati	01712-236134

## APPENDIX 3 – WORKSHOP TEMPLATES

### UzPAB Participatory Assessment Exercise

**Procedures:**

1. Group will be organized into four random discussion groups.
2. In each team, members individually brainstorm ideas and insights in each of the 4 topics.
3. Someone volunteers to write down the ideas during the discussion.
4. Team discussion; everyone on the team shares ideas in turn for each of the 4 topics.
5. As a team, select from the discussion three or four key insights for each topic.
6. Complete chart and select reporter who will share the team’s ideas during the plenary.

Focus Arena	
<p style="text-align: center;"><u>Initial Accomplishments</u></p> <div style="display: flex; flex-direction: column; align-items: flex-start;"> <input style="width: 20px; height: 20px; margin-bottom: 10px;" type="checkbox"/> <input style="width: 20px; height: 20px; margin-bottom: 10px;" type="checkbox"/> <input style="width: 20px; height: 20px; margin-bottom: 10px;" type="checkbox"/> <input style="width: 20px; height: 20px;" type="checkbox"/> </div>	<p style="text-align: center;"><u>Role of Leadership and Members</u></p> <div style="display: flex; flex-direction: column; align-items: center;"> <div style="margin-bottom: 10px;">◆</div> <div style="margin-bottom: 10px;">◆</div> <div style="margin-bottom: 10px;">◆</div> <div style="margin-bottom: 10px;">◆</div> </div>
<p style="text-align: center;"><u>Obstacles and Issues</u></p> <div style="display: flex; flex-direction: column; align-items: flex-start;"> <div style="margin-bottom: 10px;">•</div> <div style="margin-bottom: 10px;">•</div> <div style="margin-bottom: 10px;">•</div> <div style="margin-bottom: 10px;">•</div> </div>	<p style="text-align: center;"><u>Emerging Opportunities</u></p> <div style="display: flex; flex-direction: column; align-items: center;"> <div style="margin-bottom: 10px;">○</div> <div style="margin-bottom: 10px;">○</div> <div style="margin-bottom: 10px;">○</div> <div style="margin-bottom: 10px;">○</div> </div>

## UzPAB Strategic Actions Workshop

**Focus Question:** ***“What are specific, targeted, and priority actions that we need to take in the next 2 – 3 years to successfully launch our new association to be a unified voice of Upazila Parishads and serve the interests of our members?”***

### **Arenas for Thinking:**

- ❖ Communication and coordination
- ❖ Membership development and services
- ❖ Capacity building of leaders
- ❖ Sustainability of the association; resource development
- ❖ Partnership building and broadening partnerships
- ❖ Advocacy – national government, public, media, etc.
- ❖ Organizational structure; constitution, leadership, committee structure, regional organization
- ❖ Building on our strengths and advantages

### **Approach:**

- This is a brainstorming exercise – need to generate multiple ideas from everyone
- Looking for Recommendations, Suggestions, Practical Proposals
- This is mid-term, strategic thinking – for the mid – term planning horizon
- Trying to get everyone's thinking to chart a consensus plan of action forward
- New initiatives, linkages, campaigns, activities
- Build on what's working well now – what's the next level of action or performance?
- Also looking for innovative, thoughtful ways to improve what we currently do

### **Procedures:**

1. Individually write down four action ideas.
2. In new table teams, each member share #1 idea; someone take notes.
3. Go around team again, each member sharing another idea.
4. Probe for creative, practical, powerful ideas with the team.
5. Team discuss all the ideas, summarizing, merging, and selecting 5 – 7 clear, concise, and critical ideas.
6. Write ideas on cards, using action verbs and descriptive phrases.

### **Individual Brainstorming:**

✓

✓

✓

## UzPAB Shared Practical Vision Activity

**Focus Question:** *“What do we want to see in place by the Year 2020 that will demonstrate a modern, progressive, and credible association representing the interests of local Upazila Parishads and strengthen the processes of decentralization, democracy and development within our nation?”*

### **Arenas for Thinking:**

- ❖ Membership services and programs
- ❖ Communications, media, and technology
- ❖ Relationships and linkages among Upazila Parishads and with national government
- ❖ Legal and policy development related to decentralization
- ❖ Consultation and advocacy
- ❖ Oversight and feedback of governmental service delivery
- ❖ Partnerships with other organizations
- ❖ Financial models
- ❖ Learning, information exchange and capacity building of UPs

### **Approach:**

- Think “visually” – what do you “see” in the future for the association?
- Describe future outcomes, future realities that are important to achieve
- Our “hoped-for” expectations for the association
- Take a “futurist stance” – what’s the new reality we’re trying to bring about?
- Think boldly – challenging images of what could be changed/strengthened
- Think realistically – not an idealized picture but based in what’s really possible to achieve
- What could be our “legacy”; tangible, actual changes
- We’re trying to create a “word picture” of our intended outcomes

### **Procedures:**

1. Individually write down 3 – 4 visionary ideas.
2. In random table teams, each member share #1 idea; someone volunteer to take notes.
3. Go around team again, each member sharing another idea.
4. Probe for creative yet practical ideas with the team.
5. Team discuss all the ideas, summarizing, merging, and selecting 5 clear, concise, and critical ideas.
6. Write ideas on cards, following the card guidelines presented by facilitator.

### **Individual Brainstorming:**

- ✓
- ✓
- ✓

## UzPAB Advocacy Priorities

A group discussion to create consensus on how to move forward on advocacy issues. Be prepared to share your insights, ideas, and recommendations in the group plenary.

### Legal Rights of Upazilas

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### GoB Rules and Processes

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### Legal and Policy Changes Required

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### UzPAB Advocacy Priorities

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## Annex X

### SDLG Field Partner NGOs and Grant Amounts Components 3 and 4 Field Activities

Grant Number	Name of the Grantee	Proposed Budget in BDT (SDLG Contribution)	Proposed Budget in USD* (SDLG Contribution)
<b>SDLG004</b>	SKS Foundation	62,313,310	\$778,916
<b>SDLG005</b>	MMS	31,414,180	\$392,677
<b>SDLG006</b>	RDRS	40,089,590	\$501,120
<b>SDLG007</b>	WAVE Foundation	86,600,265	\$1,082,503
<b>SDLG008</b>	Democracy Watch	29,749,189	\$371,865
<b>SDLG009</b>	Shushilan	88,619,213	\$1,107,740
<b>SDLG010</b>	SDS	41,085,915	\$513,574
<b>SDLG011</b>	POPI	66,292,497	\$828,656
<b>SDLG004</b>	BITA	38,989,856	\$487,373
		<b>485,154,014</b>	<b>\$6,064,425</b>

\*1 USD = BDT 80

**Table 1.SDLG Performance Indicators – Project Year One - Actual Results to December 2011**

Indicator Definition	Treatment/ Control	Baseline	Target Yr 1	Actual Yr 1	Target Yr 2	Actual Yr 2	Target Yr 3	Actual Yr 3	LOP Target	LOP Actual
<b>Component 1- Roles and Authorities of Local Governments</b>										
1.1 } Number of LGUs where information on local government services is readily available to community members (Citizen Charter)	Treatment	0	0	0	500		500*		500	
1.2 } Percentage of elected council officials and civil servants with increased understanding of local government issues and capabilities	Treatment/ Control	TBD	TBD	TBD	20% above baseline		40% above baseline		40% above baseline	
1.3 } Number of policy dialogue roundtables or research conferences on local government held regionally or nationally	Treatment	0	1	1	7		4		12	
1.4} Number of advocacy actions conducted by women elected representatives in local government	Treatment	0	4	4	6		8		18	
<b>Component 2 – Advocacy and Capacity Building of Local Government Associations</b>										
2.1} Percentage increase of BUPF, MAB and Upazila Association's own revenue	Treatment <b>MAB</b>	MAB=0% Tk500,000	0% Baseline	0% Baseline	MAB=100% Tk 1,000,000		MAB=150% Tk 1,250,000		MAB=150% Tk 1,250,000	
	Treatment <b>BUPF</b>	BUPF=0% Tk50,000	0% Baseline	0% Baseline	BUPF=3000% Tk 1,550,000		BUPF=8000% Tk 4,050,000		BUPF=8000% Tk 4,050,000	
	Treatment <b>Upz Assoc.</b>	Upz=Tk0	0% Baseline	0% Baseline	Upz Assoc = TBD		Upz Assoc = TBD		Upz Assoc = TBD	
2.2 } Total number of BUPF and MAB members	Treatment	MAB= 200 BUPF= 3000	Baseline	Baseline	MAB= 275 BUPF= 3500		MAB= 300 BUPF= 4200		MAB 300 BUPF= 4200	
2.3 } Number of local and non-governmental and public sector associations supported with USG assistance	Treatment	0	2	2	3 (2* + 1)		3*		3	

\* continued from the previous year

Indicator Definition	Treatment/ Control	Baseline	Target Yr 1	Actual Yr 1	Target Yr 2	Actual Yr 2	Target Yr 3	Actual Yr 3	LOP Target	LOP Actual
2.4 } Number of legal challenges to GOB limits on local gov't authority	Treatment	1	1	0	2		1		4	
<b>Component 3 – Transparent and Effective Service Delivery by Local Governments</b>										
3.1} Number of sub-national government entities receiving USG assistance to improve their performance	Treatment	0	0	0	600		600*		600	
3.2} Number of sub-national governments receiving USG assistance to increase their annual own-source revenues (OSR)	Treatment	0	0	0	500		500*		500	
3.3 } Number of individuals who received USG-assisted training, including management skills and fiscal management, to strengthen local government and/or decentralization	Treatment	0	4008	4008	24,610		25,900 (23,500* + 1500)		30,118	
3.4} Percentage increase in tax revenue generated in targeted LGUs (own source revenue – OSR)	Treatment / Control	<u>Avg. OSR</u> Union – 220,000 / 220,000  Muni – 18,500,000 / 18,650,000	Baseline	Baseline	30% above baseline		50% above baseline		50% above baseline	
3.5} Percentage increase in citizen satisfaction with selected LGU services	Treatment	% Good or <u>Excellent</u> Union-47% (local roads)  Muni-37% (local markets)	Baseline	Baseline	15% above baseline		30% above baseline		30% above baseline	
<b>Component 4 – Citizen Participation in Local-Decision Making</b>										
4.1} Number of Citizens' Forums established	Treatment	0	0	0	500		500*		500	

\* continued from the previous year

Indicator Definition	Treatment/ Control	Baseline	Target Yr 1	Actual Yr 1	Target Yr 2	Actual Yr 2	Target Yr 3	Actual Yr 3	LOP Target	LOP Actual
4.2) Percentage of citizens that are better informed about LGU revenue generation capacity and fiscal transparency.	Treatment / Control	% Yes  Revenue <u>Generation</u> Union-5%/4% Muni-5%/18%  <u>Fiscal Transp.</u> Union-25%/19% Muni-17%/25%	Baseline	Baseline	15% above baseline		30% above baseline		30% above baseline	
4.3) Participatory strategic planning and budgeting implemented in targeted LGUs	Treatment	0	0	0	500		600 (500* +100)		600	
4.4) Number of local mechanisms supported with USG assistance for citizens to engage their sub-national government.	Treatment	0	0	0	3		5 (3* + 2)		5	
4.5) Percentage of citizens that feel their input and feedback was considered in local government decision making process	Treatment  Control	% Somewhat or <u>Very Much</u>  Union-34% Muni-29%  Union-30% Muni-26%	Baseline	Baseline	15% above baseline		30% above baseline		30% above baseline	

\* continued from the previous year

\* continued from the previous year

### Summary of media coverage of SDLG events

September 1, 2011 – February 29, 2012

Event	Date	Print Media		Electronic Media			Remarks
		Local newspaper	National newspaper	TV	Radio	Web	
BUPF district committee reform	8, 15 Sep	5					
UzPAB Rajshahi divisional committee follow-up meeting	15 Sep	4					
UzPAB Sylhet divisional committee formation	26 Sep	5					
MAB regional conference in Gazipur	9 Oct	2					
UzPAB divisional committee meeting in Barisal	14 Oct	8	5				
MAB regional conference in Mymensingh	16 Oct		7	6			
BUPF district committee reform	20 Oct		1	1			
MAB regional conference in Faridpur	22 Oct			3			
BUPF district committee reform	14 Nov	5					
MAB regional conference in Sylhet	10 Dec		3	4			
National conference on Roles and Authorities of Local Government in Ruposhi Bangla	12 Dec		9	7	1		
MAB regional conference in Chittagong	13 Dec	4		4			
MAB regional conference in Comilla	19 Dec		10	2			
UzPAB central committee formation	20 Dec		3	1			
MAB-BUPF joint press conference at Dhaka Reporter's Unity	28 Dec		3	1			
BUPF district committee reform	23 Dec	3		1			
BUPF central committee formation	17 Dec		18	4		2	
UzPAB press conference at Dhaka Reporter's Unity	22 Jan		13	7			
BUPF district committee reform	5 Jan	2	1				
		<b>38</b>	<b>73</b>	<b>41</b>	<b>1</b>	<b>2</b>	