

**Financial Autonomy of Union Parishad:
A Case of Buripota Union Under
Meherpur District**

Md. Abdullah Al Mahfuj



Department of Public Administration.
University of Dhaka, Dhaka
Bangladesh

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A dissertation submitted to the University of Dhaka, Dhaka, Bangladesh, in fulfillment of the requirements for the degree of masters of philosophy in public administration

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DEDICATION

This work is dedicated to my respected elder sister Mrs Suraiya Parveen who has raised me to be the person I am today. I thank her for the sacrifice, dedication, love, guidance and support that she has always given me.

DECLARATION

I declare that the dissertation entitled Financial Autonomy of Union Parishad: A Case of Buripota Union Under Meherpur District submitted to the university of Dhaka, Dhaka, Bangladesh, in fulfillment of the requirements for the degree of masters of philosophy in public administration is an original work of mine. No part of it in any form has been submitted to any other university or institute for any degree or diploma.

Md. Abdullah Al Mahfuj

Registration No: 174

Session: 2009-10

This is to certify that Md. Abdullah Al Mahfuj has prepared this thesis entitled Financial Autonomy of Union Parishad: A Case of Buripota Union Under Meherpur District under my direct supervision. This is his original work. This thesis or any of its part has nowhere been submitted for any degree or publication.

Professor Naznin Islam, Ph.D
Department of Public Administration.
University of Dhaka, Dhaka
Bangladesh

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LIST OF ABBREVIATIONS

ADP	: Annual Development Program
BBG	: Basic Block Grants
CDP	: Centre for Policy Dialogue
DANIDA	: Danish International Development Agency
DC	: Deputy Commissioner
EU	: European Commission
GOB	: Government of Bangladesh
GS	: Gram Sarkar
LG	: Local Government
LGED	: Local Government Engineering Department
LGFA	: Local Government Fiscal Autonomy
LGRD	: Local Government and Rural Development
LGSP	: Local Governance Support Project
MP	: Member of Parliament
NGO	: Non Government Organization
PIO	: Project Implementation Officer
SDC	: Swiss Development Cooperation
SDO	: Sub Divisional Officer
SLGDP	: Sirajgonj District Local Government Development Project
UC	: Union Council
UDCC	: Upazila Development Coordination Committee
UNCDF	: United Nations Capital Development Fund
UNDP	: United Nations Development Programs
UNO	: Upazila Nirbahi Officer
UP	: Union Parishad
WB	: World Bank

ABSTRACT

The evolution of local government in rural Bangladesh can be traced back as early as 1870. Village authorities used to undertake all such functions as defense, preservation of law and order, punishment of crime, settlement of disputes, collection of revenue etc. Village society used to make its own laws and took care of its own decisions.

Local government is working all over the world in various forms. At present, we have a four tier local government institution headed by a ministry. These tiers are interconnected and dependant on each other, and their powers and functions frequently overlap. Among the four tiers, Union Parishad is considered the most important tier. This is why the Union Parishad is selected for this study. In Bangladesh, the constitution has provided a right and legal framework to the local government and its composition and power. Therefore, the importance of the local government as well as Union Parishad can easily be understood.

Union Parishads being the century old rural local government in Bangladesh are yet to fulfill the expectations of rural citizen which is mainly due to own resources constraints including miserable local resources mobilization. This study focuses on Union Parishads revenue mobilization and utilization trend and performance and evaluates the performance by the data collected from Parishad representatives, local people, government officials and national experts. Finding of the study shows that Union Parishads are not enjoying any autonomous status in revenue mobilization and utilization performance as there is excessive central government interference in terms of financing. This study also shows that despite revenue potentials, weak revenue administration, inadequate adjustments and assignments of local revenue sources including lack of Union functionaries training become impediments on autonomy.

This study has identified different factors that reveal the existing threats and challenges for decentralization and financial autonomy of Union Parishad in Bangladesh. These are classified as independent factors and dependent factors. Financial autonomy is considered as dependent factors and social, political, economic and bureaucratic resistances are identified as the independent factors.

The major findings of this research are: a) Union Parishad must have its own decision making power, ability to utilize fund independently, rules of procedure, budget and will undertake and carry out local development activities independently, b) Political interference in Union Parishad activities impedes smooth functioning of the Union Parishad, c) Lack of proper coordination of Union Parishad activities creates problems in effective decision-making, project formulation and financial management, d) The level of participation of the general people in the Union Parishad activity is very insignificant. Etc.

Based on these findings, the study assumes that the government and the Union Parishads have to be active in this regard. Otherwise, the dream of socio-economic development of the people will remain unfulfilled.

CHAPTER 1

INTRODUCTION: SETTING THE SCENE

Local government is the key segment for improving governance and Development and an effective local governance mechanism plays a critical role in economic development and social justice. In Bangladesh, democratic local institutions like the Union Parishad still remain weak due to the overshadowing dark clouds of financial dependency. Union Parishads (councils) being the century old rural local government in Bangladesh are yet to fulfill the expectations of rural citizen which is mainly due to own resources constraints including miserable local resources mobilization.

1.1 : STUDY BACKGROUND

Bangladesh government has recognized Union Parishads as a primary economic and administrative unit of rural local government and has undertaken initiatives to streamline the local revenue administration and resources mobilization. Despite several local revenue sources, Union Parishads (Councils) in Bangladesh are yet to perform optimal local revenue mobilization. Recent trend shows that policy makers and donors are emphasizing on rural local government's fiscal capacity from local economic and rural development fronts to integrate development programmes through citizen participation incorporate gender issue and disadvantaged groups, aid in poverty reduction, encourage local government's autonomy and innovation in exploring local potentials. In line with this trend, developing countries for the last two decades have been devolving finance functions and responsibilities to the local government and emphasizing on the need for prudent mechanism in mobilizing local revenues. In fact, fiscal capacity of rural local governments is related to fiscal decentralization that commands prudent central-local relationships. Central fiscal and non-fiscal supports and local collective efforts, central polity and local strategy, central political choice and local innovation and freedom can accelerate local financial resources mobilization.

1.2: STATEMENT OF THE PROBLEM

Local government units began to collect revenue from local sources in order to meet their expenditure during the British period. The autonomy of local government is intricately intertwined with its financial power and revenue base. Governments streamlined the financial procedures of local government through promulgation of laws and rules from time to time. The Bengal Local Self Government Act 1885 conferred to the Union Committee the power to impose tax on buildings and properties, and to collect chowkidari tax. Under the 1919 Act, the Union Boards had retained the power to collect annual Union rate and entitled to receive government grant.

Under the Basic Democracy Order 1959, the Union Council (UC) was entitled to impose chowkidari tax, property tax, and such other taxes as authorized by the law. Also annual government grant was given to UCs for project implementation under the rural works program. During post-independence period, the structure of Union Parishads and sources of their income have been changed.

According to Union Parishad Act 2009, Every Union Parishad has a fund known as the Union Fund consisting of Taxes, rates, fees and other charges levied by the Union Parishad under The Local Government (Union Parishads) Act 2009, Rents and profits payable or accruing to the Union Parishad from its own property; Money received by the Union Parishad in the performance of its functions; Money contributed by individuals or institutions or by any local authority; Receipts accruing from the trusts placed under the management of the Union Parishad; Grants made by the Government and other authorities; Profits accruing from investments; and Proceeds from other sources directed by the Government.

The local government bodies, or more specifically the Union Parishad, are struggling in delivering expected public services to the common people at the grass root level mostly due to lack of appropriate administrative and financial authority as well as institutional capability. The Union Parishad could play a catalytic role in local level development if it could overcome the existing administrative and financial limitations through the acceleration of the decentralization process i.e. financial autonomy of Union Parishad.

1.3: REVIEW OF EXISTING LITERATURES

There is plethora of literature on local government in Bangladesh, but there is paucity of literature exclusively focusing on financial resources mobilization and expenditure process at local level.

However, a few research studies are conducted on financial resources mobilization of Union Parishad. The core findings of those studies are pointed out here.

According to Khan (2008) “People consider tax payment as a civic responsibility. But they are not interested in paying taxes as they have little confidence in Union Parishads in terms of expected public service delivery. People are ready to heartily cooperate with the Union Parishads if accountable, transparent and responsive initiatives are taken. Governments issued orders and modified rules in a way to make the Union Parishads centrally dependent.

He also mentioned that effective local resources mobilization process has “ threefold advantage for both parties: a) the government gets subservient Union Parishads, b) the Union Parishads minimize the possibility of loosing popularity, and c) the Union Parishad gets immunity from public scrutiny. Therefore, corruption, nepotism, and inefficiency of Union Parishads increase exponentially.”

He also said “Both the government and the Union Parishads have to take steps to change the present scenario. Rules and regulations have to be amended to broaden the scope of local resource mobilization and to ensure adequate flow of resources from the center to the local levels according to local demands. Urgent initiatives need to be taken to strengthen the financial base of the Union Parishads by involving people in the process of identification of local needs, evaluation of local resources, and collection therefrom.”

According to Ullah and Pongquan (2011) “like many other lowest tier rural local governments, Union Parishad cannot be a complete self-sustained body with its legally assigned sources but this body should try to raise own financial resources to the optimum level from the existing bases, so that, more development schemes can be implemented in rural areas than the embarrassing position now prevailing.”

Professor Rahman and Hossain describes as “Instead of generating local resources and becoming self reliant, the local government is becoming more and more dependent on external resources. In fact local government has achieved neither democracy nor fiscal decentralization. It was earlier believed that central bureaucracy is a barrier to democratization and empowering local government but now we find politicians at the national level whose support based is rooted at the grass level also tacitly oppose strong local government as they perceive their influence and patronage will wane and people would look to leadership of local government as they are the direct beneficiaries.”

According to Nathan (1989), “local resources mobilization is the efforts of local administration to raise finances from a locality in order to fund activities within that area”.

According to Hye (1985), ‘The size and freedom of the local government are considered crucial aspects that determine the structure and generation of revenue and adequacy of local finance. In theory, it is contended that a sizeable local government in terms of human settlements and productive land area have better prospects of more revenue generation.’

According to Bahl (1984), ‘But rural local governments’ revenue generation in developing countries is always a great challenge and the mechanisms by which local revenue can be mobilized have raised some pertinent issues, like revenue raising ability, effect on economic efficiency, equity implications and administrative feasibility.’

The very aim of the literature review is to point out a pen picture on financial expenditure of Union Parishad in relation to local development in Bangladesh. But In this journey only a few attempts have so far seen to exclusively examine financial expenditure of Union Parishad at local level.

Fiscal structure for each Union Parishad is provided with authority to assess and collect only on the following six bases as per guideline and rate stipulated in the Model Tax Schedule, 2003 that set under the local government (Union Parishad) ordinance 1983 which is recently replaced by local government (Union Parishad) Act, 2009.

The feasibility of own revenue generation at the rural local government level depends on local fiscal efforts and fiscal and non-fiscal supports of the national government but

expenditure must be made by the instruction of the government which is enacted in the Article 54(3) of Union Parishad Act 2009, it was mentioned that,

“Surplus money kept in the account, will be expensed by the time to time instruction from the government.”

Again the Parishad can raise and develop any fund to perform a specific purpose but they have to take prior permission to encash it. The Article 55(2) of Union Parishad Act 2009 enacted that

“Parishad, taking prior permission from the government, can develop a fund for specific objective which will be operated and controlled by the government.”

1.4: SCOPE OF THE STUDY

Revenue mobilization is described as the efforts of local administration to raise finances from a locality in order to fund activities within that area. The rural local government revenue generation in developing countries is always a great challenge and the mechanisms by which local financial resources can be mobilized have raised some pertinent issues, like revenue raising ability, effects on economic efficiency, equity implications and administrative feasibility.

Development partners and policy makers are recently emphasizing on rural local government's fiscal capacity to integrate development program through local resources mobilization and utilizations to encourage local government's autonomy.

Bangladesh government has recognized Union Parishad as a primary economic and administrative unit of rural local government and has undertaken initiatives to streamline the local revenue administration and resources mobilization. Ministry of Local Government, Rural Development and Co-operatives (LGRD) in 2003 has issued a guideline known as ‘Strategy for Union Parishad Tax Assessment and Collection’, ‘Model Tax Schedule’ and a ‘Performance Based Special Grant’ system for Union Parishads. During 2000-2005, government has piloted Sirajgonj District Local Government Development Project (SLGDP) to support local development initiatives in an effective,

sustainable and participatory manner. Learning from SLGDP, government has launched Local Governance Support Project (LGSP) supported by GOB, World Bank, Swiss Development Cooperation, UNCDF, UNDP with European Commission and DANIDA.

In 2004 government has introduced discretionary Basic Block Grants (BBG) for Union Parishads on flat rate basis and is confined to small infrastructure investment and maintenance in the core local public goods sectors (roads, education, sanitation, water and the like). Besides BBG, Annual Development program (ADP) allocations are also being provided to Union Parishads. ADP allocations are distributed through Upazila Development Coordination Committee (UDCC) which is consisted of Upazila chairman and Union Parishads chairmen of that Upazila.

But local revenue mobilization and utilization process could not create any benchmark. Efficient uses of local resources need redesign of the government revenue structure and to provide incentives. However, flawed resources mobilization in rural local governments has been a matter of continuing debate for last three decades in Bangladesh like many other developing countries. The debate basically centers on making sound fiscal health of local governments to serve citizen and aid in local development. Recently, donors and central government's supports have brought about some positive changes in Union Parishads fiscal role, but much success yet to be achieved.

The ongoing depressing revenue performance of Union Parishads is due to central government's inapt political choice, commitment and policy as well as Union Parishads weak revenue efforts and strategies which is identified as main research problem and focused in this study. Union Parishad being a democratic institution is also missing the opportunity of democratic local governance which is due to heavy handed control and dominance of district and Upazila administration, especially local resources sharing and allocation choices. It is contended that flawed fiscal devolution, with a wide variety of central checks and controls, has serious discouraging effect in exploiting potential revenue from local sources.

Hence, the significance of the problem lies in the inadequate understanding of the fiscal structure, devolution system, feasibility frontiers of revenue sources and allowing local

governments' choices in fiscal domain, and how all these together concurrently can be addressed, both in the national and at the local level.

Thus, the present study assumed that limited financial autonomy of Union Parishads is caused not only by the fiscal structure and devolution system but also the disparities of fiscal capacities and revenue efforts of Union Parishads.

Historically, local governments and local administrative units were created for central administrative convenience. However, Democratic elected body is taking place in rural areas in offering realistic possibilities for citizen participation and mobilization of local resources for local development. Bangladesh is not an exception. But resources mobilization in rural areas in Bangladesh is still challenging task due to lack of real commitment from both central and local government.

However, this study has both national and local relevance with regard to tap the untapped revenue, capitalization from local revenue potentials and lessening the central government's burden in local finance.

1.5: OBJECTIVES OF THE STUDY

This research tries to assess the impact of financial autonomy on strengthening financial resources management capacity of Union Parishad and to find out some implications for improvement of local revenue mobilization and utilization performance through convergence of central-local policy and strategy.

1.6: RESEARCH HYPOTHESIS

The hypothesis of this study is:

01. Financial Autonomy of Union Parishad is not ensured because of social, political, economic, administrative and legal reasons.
02. Financial Autonomy will enhance the development process of Union Parishad.

1.7: RESEARCH QUESTIONS

This study is intended to answer some questions regarding local financial resources mobilization and utilization of Union Parishad. The answers to these questions have exposed the reality of the rural development process and opened up the way of addressing the same. The main research question of this study is:

1. Does the existing process of financial resources mobilization and utilization of Union Parishad help root level development?
2. What are the factors/barriers that influence on and / affect the process of financial autonomy of Union Parishad.

1.8: RATIONALE OF THE STUDY

Bangladesh government has recognized Union Parishad as a primary economic and administrative unit of rural local government and has undertaken initiatives to streamline the local revenue administration. Development at local level has been an increasing concern for policy-makers as well as development practitioners. Donors' pressure is another aspect of the whole issue. After independence of Bangladesh, local development projects were prioritized and a large number of projects were undertaken in Union Parishad level for the improvement of rural people's livelihood integrating them into the web of development.

The study, through its findings and detailed analysis, helps to bring out the latest scenario of development governance at the grassroots level. It may help us to identify the loopholes, if any, in the present system and thereby assist them to formulate proper policies in future.

On the other hand, being a century old democratic body, Union Parishad is yet to be a decentralized rural local government while this institution is provided with mandatory and discretionary functions including own revenue raising powers. Despite its long history, frequent changes in the composition of this elected body and its use for political mobilization have also prevented it from pursuing long term development efforts in the

rural area, even in the era of national democratic governance system during last two decades, central-local relations remain weak in many fronts including local resources mobilization efforts.

1.9: LIMITATIONS OF THE STUDY

Collecting primary data from any rural area in Bangladesh is not an easy task. Yet in order to make the study a success, many attempts were taken within the existing environment, which also suffered from some limitations.

- Time and resources constraints always pain the researcher. Limited time and resources have been allotted for the completion of this study also.
- Small sample size may be a concern. However, samples of 100 cross-sections of community people along with 30 Union Parishad chairmen/members (EX and Present) were studied. Though efforts were there to ensure a modest representation of target groups but the sample size might be more than that.
- Access to rural women has always been difficult in Bangladesh. Collecting data from the rural people, vast majority of which is uneducated, proved to be very difficult for the researcher. Many denied to give any interview and those who were not reluctant were found shaky in their responses.
- The study is carried out in Buripota Union Parishad of Meherpur District, thus confined to a specific area this study does not and cannot portray views and ideas of the country as views and ideas expressed by the respondents of Buripota Union Parishad might differ from other respondents of the country.
- Socio-cultural variables like: caste, education, age of the participant are not considered.
- While collecting primary data in the course of fieldwork for the study the respondent biases may move unnoticed.

CHAPTER 2

RESEARCH METHODOLOGY

This chapter presents an overview of methodology and procedures applied in this study. It describes the process that was employed to collect and analyze data in order to explore and measure the local resources mobilization and utilization process as well as development planning at Union level.

2.1: RESEARCH METHODS

Both qualitative as well as quantitative method has been used to carry out the research. Qualitative data is collected through interviewing four target groups;

- Community people
- Elected representatives like Union Parishad Chairman/ member,
- Ex-chairman and members
- Union Parishad secretary

In addition, in order to get a deep understanding and reality of financial resources mobilization and utilization of Union Parishad, some selected case studies have also been studied among the completed or ongoing development projects under the study area. Quantitative data, on the other hand, has been obtained through questionnaires. In this context, the number of respondents has been fixed 130.

This research is conducted in the Buripota Union under Meherpur District. Researcher talked with the chairman, ward commissioner and some selected educated (Teacher, government and non government employees, college and university level students etc.) and also illiterate (Farmer, day laborer etc.) person living there. Researcher wanted to find out their expectations and limitations to strengthen their Union Parishad.

This study is based on both primary and secondary sources of data and information and involved both qualitative and quantitative research approaches. Relevant data and

information is gathered through discussion with and interview of the relevant people and papers. For this reason, a checklist was made. The questionnaire was formed on the basis of research objectives. Data have been collected from two kinds of sources:

PRIMARY SOURCE:

Different methods have been used to collect primary data. They are:

- **QUESTIONNAIRE SURVEY:**

Data have been collected through questionnaire from 100 community people and from 28 elected representatives i.e. Union Parishad chairman/member. For this reason two questionnaires one for interviewing the local people and another to interview the representatives of the Union Parishad were developed.

In order to triangulate data, questionnaire contains some questions which are common to both groups. The questions were both open and close ended. Some parts of it were designed to get opinions and comments on specific issues from the research participants. Close ended questions were used to save time and open ended questions to get in-depth knowledge and insight; as well as personal experiences and observations.

TABLE 2.01: NUMBERS OF THE RESPONDENTS SURVEYED

SL NO.	CATEGORY	TOTAL NUMBER
1	Community People	100
2	Union Parishad Member	24
3	Union Parishad Chairman	4
4	Union Parishad Secretary	2

- **IN-DEPTH INTERVIEW**

In this study, primary data has also been collected through interview. Interview has been taken by the researcher. Interviews were conducted through structured questionnaire.

SECONDARY SOURCE:

Secondary data is collected from journal articles, published books, government documents, policy papers, manuals, related Acts/Rules/Regulations, research reports, internet documents etc. The books and published documents relevant to the study were collected from various sources like from Dhaka University library, World Bank and different national dailies.

- **Content analysis**

The study is also depended on desk based review of secondary information. So, it applies Content analysis. Information and data is obtained from relevant published and unpublished documents, circulars, reports and publications of related ministries and Organizations. Related books, articles, reports are also used as secondary source. Newspaper and Internet facilities are also used in availing data and information.

2.2: TECHNIQUES OF DATA COLLECTION

In order to collect the information, first of all questionnaire and interview guidelines are outlined, target groups are accounted and pilot survey was made to revise the questionnaires and guidelines if necessary. Both primary and secondary data have been collected and used in the study. Data were collected during February—March 2014. Both primary and secondary methods of data collection have been used.

2.3: SAMPLING

Though one Union Parishad was surveyed in this study. Total respondents were 130; In general, out of 130 respondents, 13 elected representatives like Union Parishad Chairman/member, 15 Ex Union Parishad Chairman/member, 2 elected chairmen from other Union and 100 general people has been selected.

2.4: DATA PROCESSING, ANALYSIS AND VALIDATION

The collected data was accumulated, categorized and analyzed keeping in mind the objectives of the study. The analysis of quantitative data of the stated sources was done with the help of statistical tools like MS Excel etc. and interpretations of data are likely to be based on statistical generalization.

The qualitative information is presented in a narrative or tabulated form. Moreover, in some cases, charts and tabular presentation have also been used to present the findings of the data in a graphic manner. In fact, Quantitative method was used to generalize and identify prevalence from the data provided by the informants. Qualitative method was used to explain the significant phenomenon, causalities, social realities and experiences.

In this study data has been collected by questionnaire survey. Interview method has been followed also. The combination of both methods therefore, helps to collect reliable and valid data. The researcher uses qualitative and quantitative method for collecting data.

The findings of the study from one type of method are used to check against the findings deriving from the other type. Furthermore, it is mentionable that researcher himself visited fields and collected the questionnaires from the respondents personally. Interviews and discussions were conducted by the researcher as well. In case of content analysis, principle of authenticity and objectivity has been maintained. So data are credible and reliable as much as possible.

2.5: SELECTION OF STUDY AREA

The study area is the Buripota Union under Sadar Thana of Meherpur Districts. This Union Parishad is selected purposively considering easy access, availability of leading local representatives and some other conveniences into consideration.

2.6: INTRODUCTION TO BURIPOTA UNION PARISHAD

Meherpur District town stands on the Bank of the Bhoirab River and located at 23.350 to 23.580 latitude and 88.360 to 88.560 west longitude. It was declared as a district in 24

February 1984. It was named after the name of Islamic preacher and Darbesh "Meher Ali Shah". It consists of three upazilas, two Pourashava (municipality) and eighteen Union Parishads.

Meherpur District has a strong historical background. Non-divided Nodia district was established with Five Sub-division. Meherpur was one of them. The Meherpur Sub-division was established in 1854. Meherpur pourashava was established in 1869. Magistrate court and thana (Police Station) were established in 18th century. It is adjacent to the border of west Bengal, India. It is renowned for some of the tourist spots like Mujibnagar Muktiyudho Memorial Complex, historical Mango garden, Amjhupi Nilkuthi, and Ratonpur Atkabar. Meherpur is food surplus area. Plenty of food grains like paddy, wheat, maize and vegetables like onion, potato, kochu, are produced here. This area is also famous for fruits like mango, lichi and banana etc. Huge amount of jute and tobacco are also produced here. The internal communication system of the district is enormously developed in last two decades. As a result most of the villages are jeepable. Some Important rivers exist in this district. These are Bhairab, Kazla, Chewtia, Mathavanga etc.

Meherpur is known as the first capital of Bangladesh as because the first temporary Government of Bangladesh was formed at Mujibnagar, Meherpur on 17 April 1971. The first cabinet of Bangladesh was formed and took their oath at historical "Ambagan" of Boddonathala (Now Mujibnagar), Meherpur.

TABEL 2.02: PROFILE OF BURIPOTA UNION

Post	: Govipur	
Thana	: Meherpur	
District	: Meherpur	
Division	: Khulna	
Established	: 1942	
No of Village	: 17	
Area	: 43.53 Sq KM	
Population	: 37038	
Mouza	: 12	
Agriculture land	: 9920 Acre	
Jalmahal	: 03	
Hat	: 06	
Rate of education	: 37.15	
Educational Institution	: Government Primary School	: 10
	Non- Government Primary School	: 06
	Secondary School	: 06
	Madrassa	: 03
	Technical College	: 01
Life Style	: Farmer	: 40.35%
	Rickshaw puller	: 05.84%
	Day laborer	: 22.95%
	Business	: 05.80%
	Hawker and other	: 23.39%
	Beggar	: 01.67 %



FIGURE 2.01: MAP OF MEHERPUR DISTRICT



FIGURE 2.02: MAP OF MEHERPUR SADAR THANA



FIGURE 2.03: MAP OF BURIPOTA UNION

CHAPTER 3

CONCEPTUAL AND ANALYTICAL FRAMEWORK

The central objective of this chapter is to develop a framework for analysis. This chapter has been divided into three parts. In the first part, important concepts have been discussed. Part two discusses the factors affecting and conditioning financial autonomy of Union Parishad. Third part furnishes a framework for analyzing the factors which restricts the financial autonomy of Union Parishad.

3.1: FINANCIAL AUTONOMY: WHAT IT MEANS

Autonomy means being able to rule without having to obey some other higher authority. It means that someone is able to make a sensible decision without being forced to do so by someone else. They are able to make a "free" decision.

Ordinarily, local government is supposed to be the forth tier of government. As a forth tier government, all local government is supposed to be independent.

3.2: CONTEXTUALIZATION OF LOCAL GOVERNMENT AUTONOMY

Local Government financial autonomy refers to the transfer of functions, resources and authority to peripheral levels of government. It also relates to the “disposition of tax powers,” retention of revenue and methods adopted in sharing centrally collected revenue in accordance with the constitutional responsibilities of all levels of government.

It is the relative discretion which local government enjoy in the regulation of their own affairs to which local governments are free from the control of the central government in the management of their local affairs. It is an autonomy which requires not just the legal and physical existence of an apparatus of government like a legislative assembly, governor, court etc, but that each government must exist not as an attachment of another government but as autonomous entity in the sense of being able to exercise its own will in the conduct of its affairs free from direction of another government.

Local government autonomy can also be defined as “the freedom of the local government to recruit and manage its own staff, raise and manage its own finances, make bye-laws and policies, and discharge its functions as provided by law without interference from the higher governments (Ogunna, 1996:350, quoted in Okafor, 2010). This includes the political, financial and administrative autonomy. Financial autonomy of local government entails the “freedom to impose local taxation, generate revenue within its assigned sources, allocate its financial and material resources, determine and authorize its annual budgets without external interference” (Okafor, 2010), financial autonomy is therefore the bedrock and most important aspect of local government autonomy.

Under the existing system, the higher level authority in central government in particular, tends to establish full control over the local governments. Notably, in case of Union Parishads –there existed a mechanism of dual control and supervision used and exercised by the upazila Parishads and the central government in its affairs. However, currently the central government alone tends to exert a higher degree of control over the Union Parishads. In the case of upazila Parishads and municipalities, the central government tends to exercise similar control. Besides, the local governments are currently subject to control in various matters (CPD, 2013). For instance:

- The central government has the full control over enactment of legislation on local governments.
- The central government frames detailed rules relating to conduct of elections, business, authority and responsibilities of elected representatives. Additionally, the central government makes appointments, and service matter and employment-related rules for the local government institutions. In some rare cases, when local governments make rules, these cannot be put into effect without prior approval from the central government.
- The size and boundaries of a local government’s jurisdiction get determined by the central government.

- The central government dictates the terms of determining the structure and composition of local governments.
- The central government controls the human resource arrangement of local institutions such as the appointment of officials including the chief executive officer in city corporations.
- Additionally, the central government can impose new functions on local institutions.
- Unraveling disputes between the institutions within the local government's jurisdictions is also the responsibility of the central government.
- Central government stringently administers the financial issues on its own. In addition to central government's supervision and control over local institutions, it can exert control through reductions or additions to fund allocation of local institutions.
- The severe assertion of supervising power of central government over local institutions allow the provision of ordering an inquiry into the transactions of a local government institution in general, or a specific issue questioned randomly by itself or as a follow-up of a formal complaint lodged by an individual.
- Furthermore, the central government has the extended power to dissolve a local government institution on charges of gross inefficiency, abuse of power or inability to meet financial obligations.

Thus, the current local government system is evidently under heavy control of the central government. Local government institutions, both rural and urban, significantly lack autonomy.

Local governments generally lack operational capacity. The capacity to provide services results from a combination of the skill levels of public employees, adequacy of local

resources, and willingness and commitment of local government institutions and their employees. Budget resources are scarce in Bangladesh. Budget pressures tend to postpone actions that can most readily be postponed, especially when there are large cost consequences. Local governments routinely defer maintenance of facilities, which erodes their service delivery capacity (CPD, 2013).

3.3: FACTORS OF FINANCIAL AUTONOMY

BUDGETING

Budget is an estimated account of annual income and expenditure. Union Parishad prepares budget for every fiscal year according to the systematic procedure. The description of income and expenditure of a Union Parishad is called the budget of Union Parishad. The development of a Union Parishad is largely dependent on the budget of that Union Parishad. The deputy commissioner is empowered to approve the budget. If the Union Parishad fails to prepare its budget then the DC himself/herself prepares budget for that Union Parishad and this is considered as the approved budget for that Union Parishad.

FISCAL DECENTRALIZATION

Fiscal autonomy relates to the ability of the local jurisdiction both to raise enough revenues from the local economy and then to determine how to spend those revenues. Local Government Fiscal Autonomy (LGFA) refers to the ability of the jurisdiction to set tax rates and establish the revenue base without outside influence as well as having the ability to provide the service levels that are demanded by the jurisdiction's citizens.

Therefore, Fiscal Decentralization of local government is the composition of the following two things:

a. REVENUE AUTONOMY

In Bangladesh, local government's revenue generation is poor because they have little control over their tax and fee rates. As a result, local governments heavily depend on transfers from the central government. Local governments should be given some revenue

autonomy that means a decentralization programme must include provisions for local governments to gain the power to choose the rates of their taxes and fees, and where appropriate, to access capital markets for financing of long-term infrastructures. It is also important that local governments receive intergovernmental transfers that give them the discretion to choose the mix of their public expenditures.

b. EXPENDITURE AUTONOMY

Local autonomy cannot be meaningful unless local authorities possess adequate sources of financing. Whether a given competence is delegated from a higher-level government or assumed voluntarily by the local authority, it necessarily gives rise to certain expenditure needs. In order to satisfy these needs at a given cost, local authorities must design specific expenditure programs for which they need financial resources. Finally, they must have sufficient capacity and flexibility in budgeting so as to ensure a match between the level of resources and the actual spending level. Based on these interrelations, we may define local financial autonomy as the combination of the following three elements:

1. **Local expenditure autonomy:** the right and the ability to determine the nature and size of overall local public expenditure and its breakdown in various public goods and services in accordance with the demand of the local constituency, as well as the right and the ability to manage local property;
2. **Local revenue autonomy:** the right and the ability to determine the origin and the amount of financial resources, the rate at which the various groups of beneficiaries shall contribute to the common pool, as well as the way the pool (or specific types or units of resources) are used;
3. **Local budgetary autonomy:** the right and the ability to adjust revenue levels to spending levels across the various domains of public intervention, both within one generation of taxpayers (via taxes and fees) and between successive generations (inter-temporally, via debt). Budgetary autonomy is thus the right and the ability to modulate the local budget constraint both statically and dynamically. Additionally, it requires local authorities to assume (financial) responsibility for their decisions in front of their constituency.

Unless local government decision makers have the freedom to decide on the use of resources, they will not be held fully accountable by local voters for the outcomes of public spending. Due to poor collection of taxes and insufficient grants received from the central government, local governments cannot undertake and execute as many development projects as they would like, and cannot provide basic services to local communities (CPD, 2013).

3.4: NEED FOR FISCAL AUTONOMY OF LOCAL GOVERNMENTS

Decentralization is more likely to be effective when a local government can raise a relatively large share of its revenues locally. If the transfer of responsibilities from the central government is not matched by the ability to finance the carrying out of these responsibilities, there is a risk of creating a largely fictional decentralization. In such a case, local governments will tend to remain excessively dependent on the goodwill of the central government to finance them. Since the central government sets the rules and generally takes the highest yielding taxes for its own use, local governments tend not to have access to tax revenue and sources that would effectively free them from dependence on transfers. Inter-governmental transfers are vital for local governments but they should not be used to prevent local governments from attaining an appropriately independent status. Without an adequate revenue source under the control of local government, a suitable degree of fiscal autonomy cannot be realized.

Local governments should be able to raise revenue to finance the costs of proposed services from the beneficiaries of those services. The connection between beneficiaries and tax-payers is relevant from the perspective of public finance: public services should be decided by the beneficiary group who should also pay for their costs. That is, the ideal tax pattern is based on 'benefit taxation' as far as the allocation function is concerned. Locally raised revenues that are spent locally for the benefit of local tax-payers illustrate the direct link of the tax to the benefits received by the community as a whole. This means that the local citizens should pay higher taxes if they want better services or if the local government is inefficient. This gives the right incentives for the local citizens at election time. A high level of own taxation also deprives the local government of the excuse of lack of money from the central government for any failure to deliver local services.

In practice, there is great variation in the proportion of resources raised locally, or over which local governments have a significant decision-making authority. This proportion is difficult to measure because such measurement requires an assessment of the share and nature of government transfers as well as the actual degree of autonomy of local governments in setting the level of locally raised resources (both tax and non-tax).

However, there is a broad consensus that the autonomy of local governments in developing countries is still weak compared with practices in other countries. The advantage of increasing local taxes compared with increasing tax-sharing arrangements is that control over 'own taxation' increases accountability. It affects the behavior of the local population and the local governments in a positive way.

3.5: ANALYTICAL FRAMEWORK OF THE STUDY

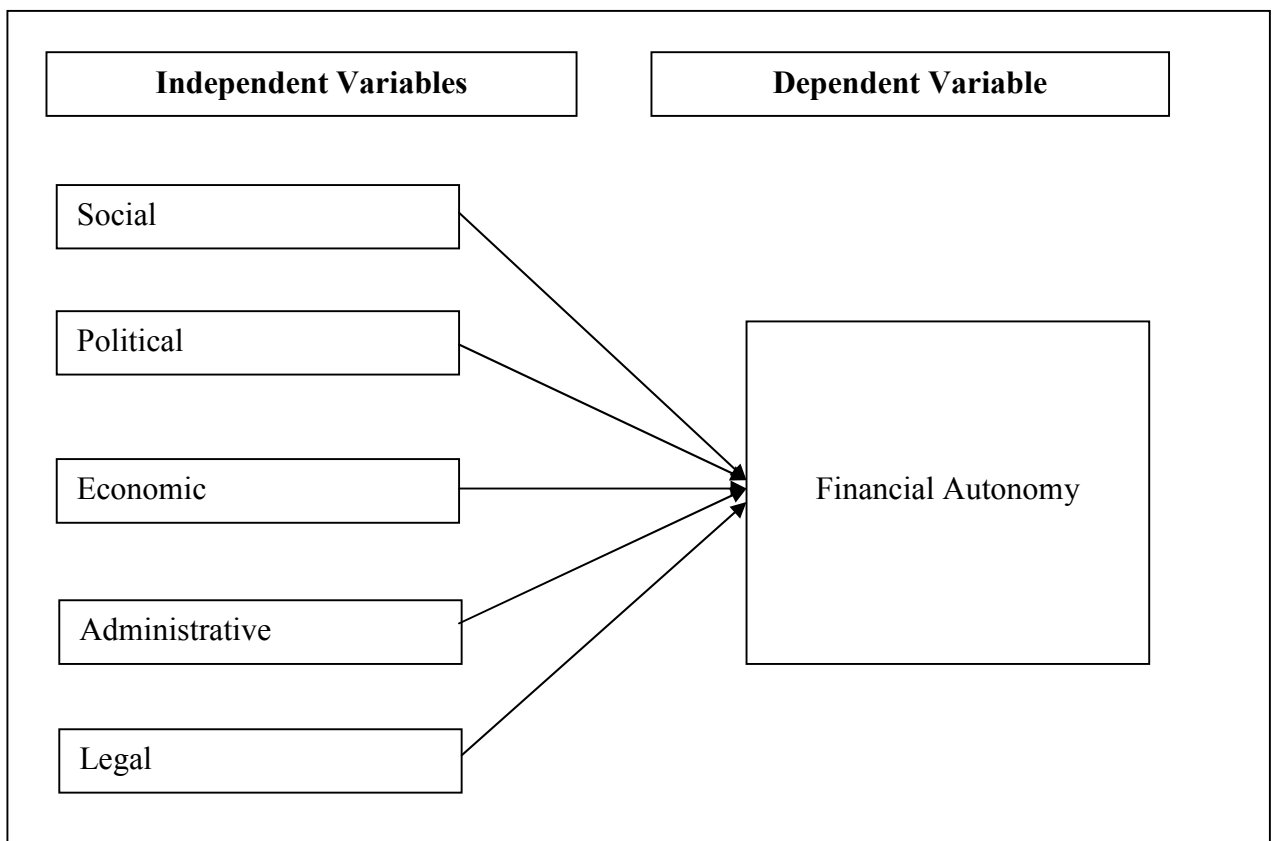


Figure 3.01: Relationship between Dependent and Independent Variable

3.6: INDEPENDENT VARIABLES AND ITS INDICATORS

1) Social

Local Government is an organized social entity. Social variables are refers to those variables which are created by social norms, values, ethics and culture.

2) Political

The political dimensions of Local Government presents to us the most important of its concepts, which is however, different from others, forms of public agencies, in spite of the fact that they have some common characteristics. Since the operational freedom to fulfill local needs and aspirations with necessary popular mandate is the hall mark of local government, it is thus a variant of democracy, in spite of its variance in form. To be more specific, because of its democratic character, it imparts political education of the local people.

3) Economic

The concept of Local Government has an economic dimension of much significance. A local body can prove to be efficient and effective without much effect of the locality is economically sound. It has been pointed out that the economic base of different classes of the community determines the local politics. In our subcontinent, a rural local authority is dominated by the farmers, while on urban authority has professionally diversified composition. The economic dimension in nutshell high-lights the facts of the local authorities: One, with a bearing on their very existence as units for self governance and the other their legitimate place in the national development. The cumulative effect can be in the form of partnership between government and local government so as to achieve the ultimate goal of good life.

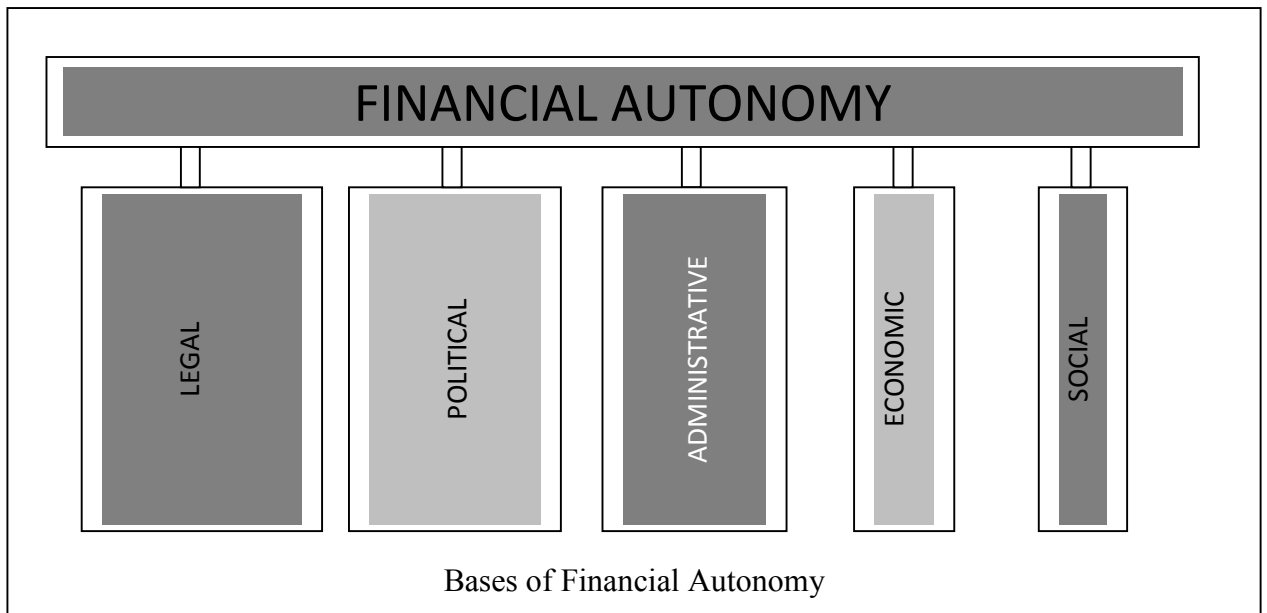


Figure 3.02: Bases of Financial Autonomy

4) Administrative

In fact, the local government is operationally an administrative organization with the influence of politics, administration and technology. The local authorities have been placed in such a way that both as units of local self-government and as agents of government, they may succeed in achieving the optimum results without sacrificing the basic norms of democracy. This is so because they conform to the two cardinal objectives of public administration; efficient performance and responsible performance. Initially, local government may face some problems, but with the attainment of maturity, local government may produce results that may combine the best of the two worlds, democratic and bureaucratic.

5) Geographical

Operating procedures, systems, obstacles etc may varies with geographical location. Such as composition of Union Parishad remain same in all over the country but Operating procedures, systems, obstacles etc of the Union Parishad of the hill tracts varies with the same of char lands. With territorial jurisdiction over a particular human habitation, the local government may be conceptualized in geographical terms.

6) Legal

Legal variables are refers to those variables which are created by ordinances, circulars, other statutes and rules. The legal dimension of the Local Government presents two things one, it is the agent of state and as much, represents public interest. In the capacity of the agent of state, it exercises a part of the sovereignty of the state delegated to it within its geographical boundaries. Two, it is a self-governing institution.

CHAPTER 4

LOCAL GOVERNMENT: AN OVERVIEW

Local government is defined as a mechanism through which democratic processes and practices can be established and participatory development ensured at the grass root level. To be more precise, local government can be called an agency that consists of locally elected representatives who deal with local tasks. This chapter focuses on the concept of local government and local self government and in this consequence this chapter describes the historical background, laws and acts, the structure and function, the sources of funds and fields of expenditure of Union Parishad.

4.1: LOCAL GOVERNMENT: WHAT IT MEANS: CONCEPTS AND CHARACTERISTICS

Local government is an administrative body for a small geographic area, such as a city, town, county, or state. A local government will typically only have control over their specific geographical region, and cannot pass or enforce laws that will affect a wider area. Local governments can elect officials, enact taxes, and do many other things that a national government would do, just on a smaller scale.

It is a form of public administration which in a majority of contexts, exists as the lowest tier of administration within the country. The term is used to contrast with offices at state level, which are referred to as the central government, national government, or (where appropriate) federal government and also to supranational government which deals with governing institutions between states. Local governments generally act within powers delegated to them by legislation or directives of the higher level of government.

Local Government may be described as government by popularly elected bodies charged with administrative and executive duties in matters concerning the inhabitants of a particular district or place and vested with powers to make bye-laws for their guidance. Local Government has been defined from various angles. Finer (1933) has been defined as

“an authority to determine and execute measures with in restricted area inside and smaller than the whole state.”

The term “Local Government” literally means management of the local affairs by the people of the locality. It is based on the principle that the local problems and needs can be looked by the people of the locality better than by central or state governments. The administration of local affair is entrusted to the representatives elected by the people of the locality on regular intervals.

According to eminent scholar and political scientist Clarke (1948), “Local Government is that part of the Government of a nation or state which deals mainly with such matters as concern the inhabitants of the particular district of places, together with those matters which parliament has deemed it desirable should be administered by local bodies, subordinate to the Central Government.” This definition though quite comprehensive makes no reference to two important elements of Local Government viz. locally elected or controlled councils and local finances.

According to D. Lockard (1968) Opines that local government may be loosely defined as a public organization, authorized to decide and administer a limited range of public policies within relatively small territory which is a sub division of a regional or national government.

According to P. Stones (1963) “Local Government is that part of the government of a country which deals with those matters which concern the people in particular locality”. He points out further that it acts as the communities’ housewife, in that it makes our surroundings fit to live in, keeps the streets clean, educate our children, builds our houses and does all those other similar jobs which enable us to lead a civilized life.

V. Vankata Rao (1965). points out that “Local Government is that part of the government which deals mainly with local affairs, administered by authorities subordinate to the state government but elected independently of the state authority by the qualified residents.

According to L. Golding (1955) “Local Government is the management of their own affairs by the people of a locality”

Jennings (1947) defines “Local Government as governmental organs having jurisdiction not over the whole of a country but over specific portion of it.

In the words of Humes and Martin (1961), “Local Government possesses most of the following attributes:

- a population,
- a clearly defined area,
- the capacity to sue and be sued,
- the ability to make contracts,
- a continuing organisation,
- the authority to undertake and the power to conduct public activities and
- the right to collect revenue and determine a budget”

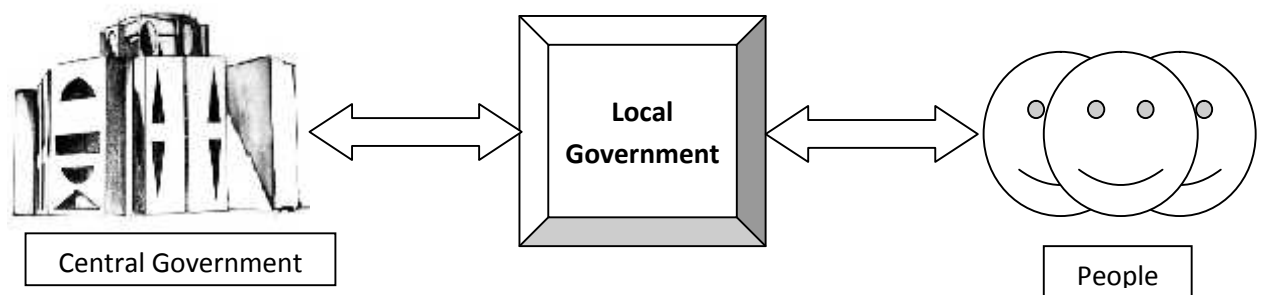
According to Byrne (1990), “Local Government is marked out as a distinctive form of public administration by five key features.” It is elected, multipurpose operates on a local scale has a clearly defined structure, and is subordinate to parliament.

Though local government institutions enjoy autonomy of operations, it does not mean that there are no legal restrictions upon them. The central government is free to prescribe the limits within which a local government has to operate and also reserve the right to issue directions from time to time.

An analysis of above mentioned definitions of local government reflects that there are two aspects of local government:

- (a) the relation of the local bodies to the central/state governments,
- (b) their relation to the local community, which should be determined by the following principles:-

- (i) It is desirable to aim at the smallest possible unit that can perform a particular task efficiently so as to bring local government as nearer as possible to the people,
- (ii) If a unit is so large that members of Local Government cannot regularly attend its meetings, local Government will tend to lose its representative character,
- (iii) Wherever possible that unit should be based on natural local loyalties, though this principle will often have to be sacrificed to efficiency or alternatively we will have to abandon the idea of Progress.



**Figure 4.01: Relationship of Local Government with Central Government
And local community**

4.2: CHARACTERISTICS OF LOCAL GOVERNMENTS

The discussion regarding meaning of local government makes it clear that there are certain characteristics on which the systems of local government are based. Some of its important characteristics are as follows: -

- (i) **Local Areas:** A Local Government unit as far as its jurisdiction is concerned has a well defined area which is fixed by the concerned state government. This area can be termed as a city, a town or a village. The territorial limits of a local body unit are fixed by the state government subject to changes from time to time through legislation.

- (ii) **Local Authority:** The administration of a particular locality is run by an authority or body of persons who are elected directly by the people residing in that particular area. The authority which includes the elected representatives of the people is responsible for management of local affairs in that area.
- (iii) **Civil Amenities for Local Inhabitants:** The Primary objective of Local Government is to provide certain civic amenities to the people at their door-steps. The provision of these civic amenities ensures the healthy living of local community. These services are specifically meant for those inhabitants who are living in that restricted area for which the local government unit has been created. It has been rightly pointed out that all these amenities which make living better, physically, economically, socially and culturally should be assigned to the local inhabitants.
- (iv) **Local Finance:** In order to perform its functions effectively, it is necessary that every local government unit is provided with adequate finances. The services provided to the local inhabitants are largely financed out of finances raised locally. The local inhabitants are required to pay taxes imposed by the concerned local authority. It is the authority of local government. However, unlike other levels of government that accords it a unique position among corporate bodies, this authority has legal and constitutional basis. Infact, the local government possesses revenue raising and spending authority only to the extent that the state/central government grants it to them.
- (v) **Local Autonomy:** Local Autonomy means the freedom of the local government to decide and act in the sphere of activities and functions allotted to them by the statute under which they are created. Among other things, it implies the legal right of the inhabitants of a local area to choose their representatives to govern the locality concerned, according to the laws framed by the local council and to adopt the budget. It is however, to be understood that the authorities which have been given the responsibility to run the local government are neither sovereign nor self-created entities and they will have to

depend upon the higher levels of government for their creation, rank, powers and functions.

- (vi) **Local Participation:** The success or failure of developmental plans at the local level depends upon the active participation of local people for whom these plans are made. It is a local government which provides an opportunity to the local people to participate in administration. If the goals of development have to be achieved, people's participation is a pre-requisite for it.
- (vii) **Local Leadership:** The people, who come under the purview of local government, especially those living in rural areas, are generally illiterate, inexperienced, non-professional and unaware about the functioning of local bodies. Strong leadership therefore needs to be provided to those people. This leadership is provided to the people from the local area in the shape of elected representatives and elected office bearers of the elected councils in regard to the policies and programmes of the government.
- (viii) **Local Accountability:** Local Government units which are created to provide civic amenities to the people are accountable to the local people. The residents of a local area keep a watch on local authorities to ensure effective performance of their functions. If a local body becomes inefficient and is not in a position to provide satisfactory services to the people, it faces severe criticism of local residents.
- (ix) **Local Development:** Local Government is concerned with the overall development of the people living within its area. Every activity of local government is therefore aimed at development.

To sum up, it can be pointed out that in spite of the legal authority given to the local governments; the impoverished state of the finances of most authorities in the developing countries is a severe handicap to responsible local government since the backbone of local government is financial autonomy. That is why since independence, the local finance has been critical in local government reforms. Several Commissions have been appointed

exclusively on the problems of local finance since independence both by the central and state governments.

4.3: LOCAL GOVERNMENT AND LOCAL SELF GOVERNMENT

The concept of local government thus is multi-dimensional. It has been pointed out that it is basically an organized social entity with a feeling of oneness. The local government is an integrant of the political mechanism for governance in a country. As a body corporate with juristic person, it represents a legal concept. Further, Local Government is an administrative concept, not known to other level of government, with its councilors involved in making, unmaking and remaking administrative decisions in council and its committees with direct bearing on civil services to the local people and now in nation building activities. Similarly, geography and demography of a local area along with economic factors offer important dimensions in the conceptual articulation of local government. Not only has this, but also environment, contributed to its birth, growth and development.

Local Government and Local Self-government in our country is generally known as local self government. The terms local self government is a legacy of the British Rule when the country did not have self government either at the state or central levels. When the British government decided to associate Indians in administering local affairs, it meant a slice of self government for the people. But now the word ‘self’ has become superfluous or redundant because the country has self rule at all levels. Moreover, local bodies like Delhi Municipal Corporation and urban improvement trusts are not representative in character, the use of the term local self-government will not be proper.

Despite this distinction, both the terms are continued to be used interchangeably in our country. The terms local self government is a value lauded and virtuous, sometimes difficult to justify while the term “Local Government” is moral in nature and preferred to virtue embodying “Local Self-Government”.

From the preceding discussion, the distinction between local self-government and local government can be presented specifically in the following manner:-

- i) The Local Self-government is based on the principle of decentralization (withdrawal from centre) whereas local government is based on the principle of deconcentration.
- ii) The Local Self-government, the character of local units is singular because they are detached from state administrative units as is the practice prevailing in England. But in local government, the units have dual character, as local government units and also state administrative units. The French Communes in France are of this type.
- iii) In Local Self-government, staff is appointed by and responsible to respective local council. The functionaries do not have position independent of the local council. However, in case of local government, the officials are appointed by and responsible to central authorities. The local councils have little disciplinary control over them.
- iv) In local self government there is a considerable degree of autonomy in decision making but, local governments do not enjoy local freedom. To be more specific, local discretion is of very restrictive nature.
- v) In local self government, the councils are elective and responsible to the local people and law. The central authorities do not have the right to suspend, supersede or dissolve the local councils. In local government too, the local councils are elected wholly or partially by the local councils are elected wholly or partially by the local electorate, but the some are subject to suspension, super session or dissolution by the controlling authorities.

To sum up, it is quite evident that the main assertion of the difference between the two is that the system is based either on decentralization or deconcentration. However, the prevailing situation is that no system is based on either of the two principles exclusively. That is why it has been said that the term 'Local Government' being a moral in nature, is to be preferred to virtue embodying 'Local Self Government'.

4.4: HISTORICAL BACKGROUND

The history of local government in Bangladesh shows that local bodies have been established at different levels in different periods. Laws /Ordinances have been made to form local bodies at village, Thana, District and Divisional level from time to time. Since inception the local government institutions have undergone frequent changes in their functions and responsibilities.

The present structure of local government in Bangladesh had its origin in British colonial period. The first attempt at establishing local government institution was made during the latter part of the nineteenth century. The structure, functions and financial management of local government institutions have undergone many changes from the British colonial period to the present day.

It is recorded in history that the villages were self reliant before the colonial rule. Every village had its own community based organization known as Panchayet. All the adult members of the village society constituted it. Apart from taking decisions in social matters adjudication in disputes and maintenance of law and order were among its responsibilities. The Panchayers used to mobilize resources for the discharge of their traditional functions. The Panchayet evolved naturally out of the social needs and was based on public opinion. There was no legal basis or authority behind them.

During the British rule the Bengal village Chowkidari Act was passed in 1870 with administrative, economic and political objectives. This paved the way for setting up local government body under the law. Under this Act several villages were organized into a Union and Chowkidari Panchayet (Organization) was set up in each Union. The Chowkidari Panchayet had five members who were appointed by the government for three years. The Panchayets were responsible for appointment of Chowkidars (village police) for maintenance of law and order. The village police were paid through collection of Chowkidari tax from the villagers.

Under the Chowkidari system members were considered as government functionaries rather than representative of the villagers. The Panchayets were used mainly to assist the administration in maintaining law and order and for collection of tax. They

had no role and function in respect of development activities. For these reasons the need for local government bodies with greater responsibility was felt replacing the Chowkidari Panchayet, A major step in this direction was marked by the passing of the Bengal Local Self Government Act in 1885. Under these Act Union Committees, Local Government Boards and District Boards were set up respectively.

The Bengal Village Self- Government Act of 1919 abolished Chowkidari Panchayet and Union Committee and in their place set up Union Board and District Board. Two third of the members of Union Board were elected and one third nominated. The system of nomination was abolished in 1946. The main function of Union Board was maintenance of law and order, roads and bridges, provision of health care, charitable dispensaries and primary school, water supply and assistance to the District Board. The Union Board could dispose of minor criminal cases and was given the authority to levy Union rate.

During Pakistan period under the Basic Democracy Order of 1959 local government bodies were set up at four tiers viz. Union Council at Union level, Thana Council at Thana level, District Council at District level and Divisional Council at Divisional level. On average a Union comprised an area with 10,000 inhabitants and the Union Council was constituted with 10 to 15 members, Two third of the members were elected by voters and one third was nominated by the government. The system of nomination was abolished after the introduction of the constitution. The members used to elect a chairman and one vice chairman among them. In addition to the maintenance of law and order of their area. The Union Council was given 37 functions among which agriculture development, water supply, education, communications, social welfare were included. The Union Council was also given the authority to set up conciliation court and the members were given judicial power under the Muslim Family and Marriage Ordinance of 1961. Under the Basic Democracies Ordinance, 1959 the Union Council was authorized to impose taxes on property and other sources to build its own fund in addition to existing Chowkidari fund. Government grant was given for rural works programme and for constitution of Union Parishad office.

The Thana Council was constituted with public representatives and government functionaries. All the Union Council chairmen in a Thana became the representative members while the Sub Divisional Officer and all Thana level officials

were the official members of Thana Council. The Sub Divisional Officer and the Circle Officer (Development) were the Chairman and Vice Chairman of the Thana Council respectively. The Thana Council was given the responsibility for the following:

- (i) Coordination of all development activities within the Thana
- (ii) formulation of development plan
- (iii) implementation of development project
- (iv) assisting Union Councils in their activities
- (v) promotion of family planning activities
- (vi) environment related activities &
- (vii) arrangement of training for Chairman and members of Union Councils,

The main function of the Thana Council was the coordination of the activities of Union and Thana Committees within its jurisdiction. The Thana Council did not have any financial power to impose and collect taxes and all its expenses were borne by the government.

District Council was constituted with official members and nominated members, half of the members of District Council were elected by the Chairman of Union Parishad and town Committees in the district the government appointed the remaining half. The Deputy Commissioner of the District became the ex-officio chairman of the District council. The functions of District Council included construction and maintenance of roads, and bridges, building hospitals dispensaries, schools and educational institutions, health facilities and sanitation, tube well for drinking water, rest house and coordination of activities of Union Parishads within the District. In addition to grant from the government District Council was empowered to have a fund based on taxes, rates, fees toll, cess etc.

The Divisional Council was constituted with government and private members, The Divisional Commissioner served as its chairman. Apart from coordinating the activities of the local government bodies within the Division it had no other fixed responsibility. The present local government system in Bangladesh had its origin in British colonial period. The self-governing local Panchayets. called " Little Republic' by some that functioned at village level gradually became weak and disappeared soon after the colonial rulers established their authority over the length and breadth of the country. Local

government institution was introduced by the colonial rulers at village level in Bengal in 1870 to further their administrative control and on economic and political considerations. In 1885 Union Committees were formed at the village level, Local Boards at the Sub-Divisional level and District Boards at the District level under the Bengal Local Self Government Act. The members of these bodies were both nominated and elected.

The local bodies had no autonomy, though the names of local government bodies were changed during Pakistan period their status remained almost the same with very little increase in autonomy.

After Bangladesh became independent decision was taken to strengthen local government institutions at three levels and to make provision for women members. In 1982 Upazila Parishad was established as an elected local government body at Thana level. Earlier efforts at forming Gram Sarkar and Palli Parishad at village level did not succeed. The Upazila system introduced in 1982 was abolished in 1991. Since inception the local government institutions were given the responsibilities for maintenance of law and order infrastructures development and their maintenance, health, education etc. within their area. Though they had sources of own, revenue income foremost of their activities they mainly relied on various grants from the government. At present only Union Parishad in an elected local government body. There is no elected body at the Zilla Parishad is a local government at District level their is no elected body for their management.

At present Bangladesh is divided into seven administrative divisions, each named after their respective divisional headquarters: Barisal, Chittagong, Dhaka, Khulna, Rajshahi, Sylhet and Rangpur.

Divisions are subdivided into districts (zila). There are 64 districts in Bangladesh, each further subdivided into upazila (subdistricts) or thana. The area within each police station, except for those in metropolitan areas, is divided into several Unions, with each Union consisting of multiple villages. In the metropolitan areas, police stations are divided into wards, which are further divided into mahallas. There are no directly elected officials at the divisional or district levels, although elected chairs of subdistricts also sit on district councils. Direct elections are held for each Union (or ward), electing a chairperson and a number of members

4.5: LOCAL GOVERNMENT REFORM IN BANGLADESH

As a result of the long history of struggle for freedom and democracy, Bangladesh saw the importance of developing a sound democracy and increasing people's participation in the political process, decision-making, and development of the country after it emerged as an independent nation. After the independence of Bangladesh in 1971, the Awami League government, headed by Sheikh Mujibur Rahman, brought the following reforms in the local government. First: the system of basic democracies was abolished and government bodies carried over from the days prior to independence were dissolved. Second: Public officials were authorized to form committees at different tiers of government to fill the void created by the termination of some government bodies. The committees created would, for the interim, perform local functions. Third: District governorship was introduced in 1973. This provided for a three-tier system with a directly elected Union Parishad (Council), a Thana development committee under the control of the sub-divisional officer, and Zilla Parishad under the control of Deputy Commissioner (Begum, Khan and Ahmad; 1998: 66). The Awami League government led by Sheikh Mujibur Rahman did not hold elections to the higher-level councils, nor did it take any measures to devolve authority to any of them. There was a substantial lack of political and behavioral support among Awami League leaders for democratizing local government in Bangladesh.

The BNP government headed by Ziaur Rahman played a critical role in reviving the local government institutions in Bangladesh. The Local Government Ordinance 1976, promulgated by Zia, created Gram Sabha (village councils) in an attempt to decentralize government down to the village level. The Local Government Ordinance 1976 made provisions for the formation of three types of rural local government, Union Parishad, Thana Parishad and Zila Parishad (Siddiqui; 2005: 66). Local Government Ordinance in 1976 also prescribed detailed provisions as regards the qualifications and removal procedures of the Union Parishad chairman/members as well as how the Union Parishad proceedings were to be conducted. But the government retained much controlling power over the Union Parishads in that its prescribed authority, i.e. SDOs (Sub-division Officer) in the case of Union Parishads, could veto any of Union Parishads decisions.

The decentralization scheme implemented under Ershad's government was the most ambitious attempt in the history of Bangladesh to bring responsible government to the

local level. The government adopted a resolution on 23 October, 1982 to recognize the administration at thana level (Siddique: 2005: 71). But, there were some major problems with this scheme of decentralized administration. First, the electoral system tended to represent only the wealthiest and most influential members of society. These persons made decisions that strengthened their own patronage networks and influence at the local level; the poorest strata in society had little direct voice in elected committees. Second, the sub-district councils were designed to create and implement development activities in their areas, but they were typically slow to draft five-year plans or carry through broad-based development efforts. Third, civil service members have often been slow to cooperate with elected members of local committees. Finally, the entire system of decentralized politics was viewed by opposition politicians as a patronage network designed to attract local elites to the party of the regime in power instead of furthering decentralized democracy, the system only strengthened the national party controlled from central level.

In 1991, the BNP (Bangladesh Nationalist Party) government appointed a high-powered 'Local Government Structure Review Commission'. The recommendations of the commission were required to be consistent with institutional provisions on local government as laid down in Article 59 and 60 of the constitution of the twelfth Amendment of the Constitution in 1991 (Siddique; 2005: 96). Bangladesh Nationalist Party led by Begum Khaleda Zia came to power it chose to change the Upazilla system within a few months and reinstated the previous bureaucracy-dominated Thana administration by promulgating the Local Government (Upazilla Parishad and Upazilla Administration Reorganization, Repeal Ordinance, 1991). Nothing appreciable, however, was done during the five years of BNP rule.

When the Bangladesh Awami League Government led by Sheikh Hasina came to power in 1996, it formed a high-powered Local Government Commission in 1996, to suggest viable local bodies based on the principles of local democracy (Siddique: 2005: 102). The Commission recommended a four-tier local government structure including Gram/Palli (Village) Parishad at village level, Union Parishad at Union Parishad level, Thana/Upazilla Parishad at Thana level and Zila (District) Parishad at District level.

The four-party alliance government led by Begum Khaleda Zia in 2001 initiated a change in the local government structure. Gram Sarkar in place of Gram Parishad had been

introduced. These bodies were created at the Ward levels. Each Gram Sarkar (GS) represented one or two villages comprising about 3,000 people at an average. The Union Parishad member elected from the Ward was the Chairman of the GS, which will have other members - both male and female - elected in a general meeting of the voters of the Ward under the supervision of a chairman of Gram Sarkar.

4.6: UNION PARISHAD

Union Parishad is the smallest rural administrative and local government units in Bangladesh. It is the oldest and lowest local government system. It has been functioning for more than hundred years for the rural development of the country. Union Parishads are run by the directly elected representatives. Its roles and representatives are guided by different levels, rules and circulars are time to time.

Each Union is made up of nine Wards. Usually one village is designated as a Ward. A Union Council consists of a Chairman and twelve members including three members exclusively reserved for women. Union Parishads are formed under the Local Government (Union Parishads) Act, 2009. The boundary of each Union is demarcated by the Deputy Commissioner of the District. A Union Council is the body primarily responsible for agricultural, industrial and community development within the local limits of the Union.

There are nine general members and three women members. The Chairman and members are elected by direct election on the basis of adult franchise every five years. Three reserved women members, one for each three Wards, are also elected by direct election. The Chairman and Member candidates must be Bangladeshi citizens having their names in the electoral roll of the respective Union or Ward. General elections of the Union Councils are conducted by the Bangladesh Election Commission. Majority Members of a Union Council may bring a motion of no confidence against a member or Chairman to the Upazila Nirbahi Officer.

Every Union Parishad is a body corporate, having perpetual succession and a common seal, with power to acquire and hold property. The functions with which the Union Parishads are entrusted by law include the following:

- Maintenance of law and order and assistance to administration for this purpose.
- Adoption and implementation of development schemes in the fields of local economy and society.
- Performing administrative and establishment functions.
- Providing public welfare services.

STRUCTURE:

- 1 CHAIRMAN** : There shall be a chairman of Union Parishad directly elected by the voters of the Union.
- 2 MEMBERS** : Nine members shall be directly elected from the nine wards constituting the Union.
- 3 WOMEN MEMBERS** : Three seats shall be reserved for women. Each of the women members shall be directly elected by the male and female voters of three wards within a Union.
- 4 OFFICIAL MEMBERS** : The Block Supervisor (Directorate of Agriculture), Health Assistant, Family Planning Assistant, Family Welfare Worker, Ansar/VDP and all other field staff of government departments working at Union level will be the official members of Union Parishad. They will have no voting right.
- 5 OTHERS MEMBERS** : Representatives of Muktijoddah, Cooperative Societies, Disadvantages groups/Professions such as weavers, fishermen. Landless workers, destitute women, etc will be members of Union Parishad without voting right.

4.7: OVERVIEW OF SOURCE OF FUNDS FOR UNION PARISHAD

Local government units began to collect revenue from local sources in order to meet their expenditure during the British period. The autonomy of local government is intricately intertwined with its financial power and revenue base. Governments streamlined the financial procedures of local government through promulgation of laws and rules from time to time. Current Sources of Income of Union Parishads are

LOCAL SOURCES

As per the present legal and regulatory framework, The Union Parishads are allowed to raise revenue locally from the:

- Annual tax on value of homesteads, known as the Union 'rate' or household tax.
- Fees for licenses and permits granted by the Union Parishad.
- Taxes on cinemas dramatic and theatre shows, and other entertainment and amusements of like nature.
- Fees for licenses and permits granted by the Union Parishad.

The Union Parishads have three sources of revenue from central government:

- Annual revenue budget which contributes to costs of salaries and honoraria.
- 1% land transfer tax on land transfers within the Union boundaries (a land transfer tax of 2% is collected, and half of this now goes to the Union Parishads).
- The Annual Development Programme (ADP) Block Grant for Union and Upazila Development from the central budget via the Ministry of Local Government.

The Government of Bangladesh has recently adopted measures to increase the revenue that flows to Union Parishad by reducing the proportion of the revenue transferred-to-

central government by Union Parishads from 35 to 25%; and increasing the lease value threshold at which a proportion of the lease revenue flows to Upazila, rather than Union, level.

SHARED /TRANSFERRED RESOURCES

- Share of Lease money from specific markets (hats) and bazaars, ghats and ferries within the Union boundaries as determined by the GOB.
- Share of the Lease money from specific water bodies (jalmahals) within the Union boundaries, as determined by the GOB.

OTHER SOURCES OF UNION PARISHAD INCOME

The other sources of Union Parishad income include:

- Subscription from individuals and organization;
- Rents and profits from properties;
- Profit from investments;
- Receipts from trusts; and
- Receipts from other governmental sources.

All proposals for levy of any tax, rates, tolls or fees must be considered and decided in a special meeting of the Union Parishad. The Union Parishad shall submit the proposal to the Deputy Commissioner for approval.

GOVERNMENT GRANTS TO UNION PARISHADS

Types of Grants Union Parishad received are:

- Block Grants from Central Government;
- Grants to Salary and other allowances of the Union Parishad staff;
 - Honoraria of Chairman

- Honoraria of Members
 - Salary of Secretaries
 - Salary of Gram Police
-
- Grants in aid for meeting tour expenses for Chairman/members;
 - Grants to Adarsha Gram/Guccha Gram;
 - Grants for deficit budget;
 - Lump grant;
 - Rural Works Programme grants;
 - Project aid grant; and
 - Various compensatory grants.

Food aid

Union Parishads also receive resources under the food assisted projects, mainly Food for Work and Test Relief. The food assisted projects are channeled through Local Government Engineering Department (LGED) and the Ministry of Disaster management Relief. At the Upazila level, the Upazila Engineer (of LGED) and the Project Implementation Officer (PIO) are the key officials who handles and monitor the food assisted projects. The UNO has an indirect monitoring role for food assisted project implementation.

- **OTHERS**
 - Subscriptions from any individual or agency;
 - Profit or rent from property
 - Profit from investment
 - Money from trust

Resources from Projects of National Government

In addition to the above resources and project grants, various line ministries implement some of their projects in selected Union Parishads. Such projects are designed at the Ministries generally in consultation with donor agencies/ planning

commission and other relevant agencies of the government. Such projects are merely implemented at the Union Parishad level. The Union Parishads do not have any direct involvement in design or even implementation of the projects. Community members are mere beneficiaries of such projects. In fact Union Parishads role in design, implementation and monitoring such project are missing. In some cases, the Union Parishad Chair, however, are inducted for symbolic representation in the Upazila based management committees of such projects. Empirical evidence suggests that in most cases Union Parishad chair are not fully aware about such projects. In general, such projects are implemented with the assistance and collaboration of national or local NGOs. Some of these projects belong to the following ministries:

- Ministry of Education,
- Ministry of Youth Development
- Ministry of Environment
- Ministry of Relief and Disaster Management
- Ministry of Women and Children Development
- Ministry of Health and Family Welfare
- Ministry of Fisheries and Livestock

The projects run by different ministries covers health, nutrition, family planning, child immunization, micro credit for livestock, small scale income generation for the women and youth.

4.8: OVERVIEW OF EXPENDITURE OF FUNDS FOR UNION PARISHAD

Establishment Expenses

- Chairman honors allowances and fuel oil
- Chairman fuel allowance
- Honorable members allowances
- Secretarial salaries and allowances
- Village police salaries and allowances

Others (amongst its own income)

- Stationary
- miscellaneous expenses against collection of taxes and commissions
- Earning
- Electricity Bill / generators
- Telephone Bill
- Help the Poor
- Office furniture purchases, repairs
- National Festival
- Sport
- Sweeper
- Guard
- Computer Operator
- Deposit refunds
- Travel allowance
- Mutual learning Programme Training / visit
- Agriculture
- Health
- Cultural
- Education
- Maintain of Child birth / death registrar
- Rent
- Grants
- Local investigation
- PRDP - II
- Bank charges /taxes

Development (amongst its own income)

- Establishment of sanitary latrine (supply of ring & slab)
- drinking water supplies

- Plantations
- maintenance and renovation of office building
- Road maintenance

Development sector (derived from ADP and 1% of immovable property)

- Agriculture, Minor Irrigation and Fisheries
- rural infrastructure construction and maintenance
- Socio - economic, education, health and family planning.

Other

- Human Resources Dev
- Rural Poverty Eradication
- Social Welfare and disaster management.
- Environment and plantations.
- LGSP - II

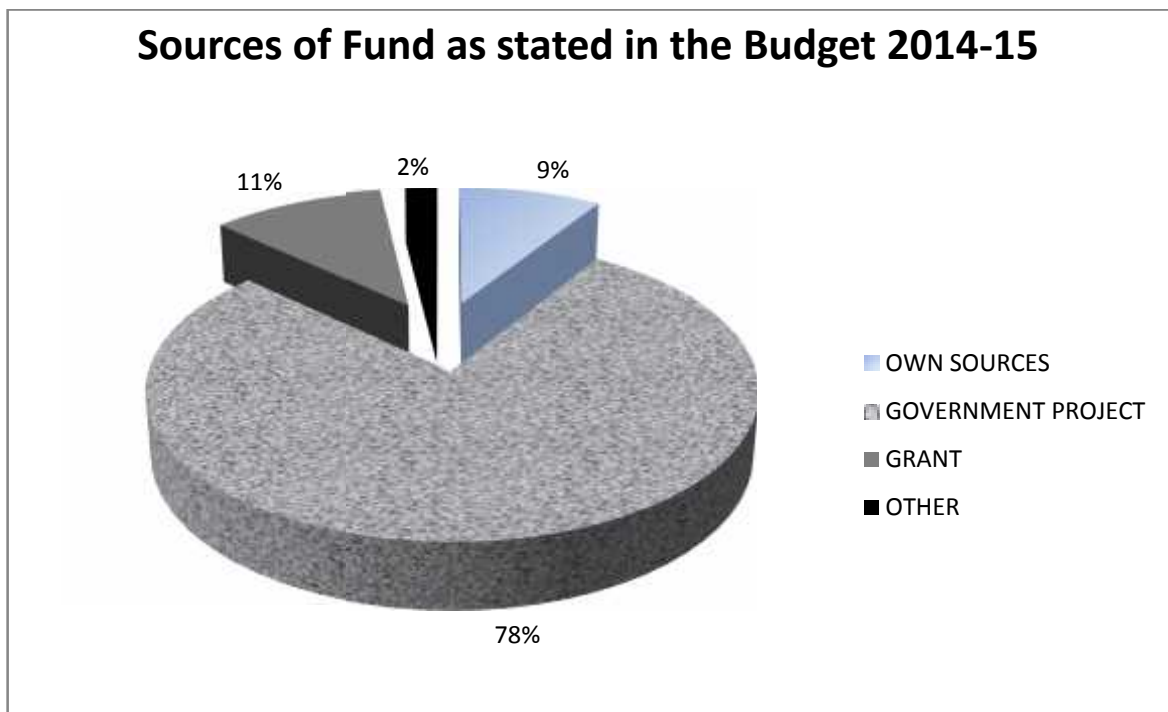
CHAPTER 5

FINANCIAL AUTONOMY OF UNION PARISHAD

This chapter systematically furnishes the findings of the study. Initially, this chapter provides some background information about the study with a view to analyzing the status and condition of Union Parishad to be a fully autonomous body. Thereafter the data collected from the survey has been presented chronologically with findings and necessary analysis keeping an eye to the research questions of this study.

5.1: What are the main sources of fund of your Union Parishad?

Local government units need to collect revenue from different sources in order to meet their expenditure. The autonomy of local government is directly entangled with its financial power and revenue base. According to the budget 2014-15 of Buripota Union Parishad sources of fund are shown in the following diagram:



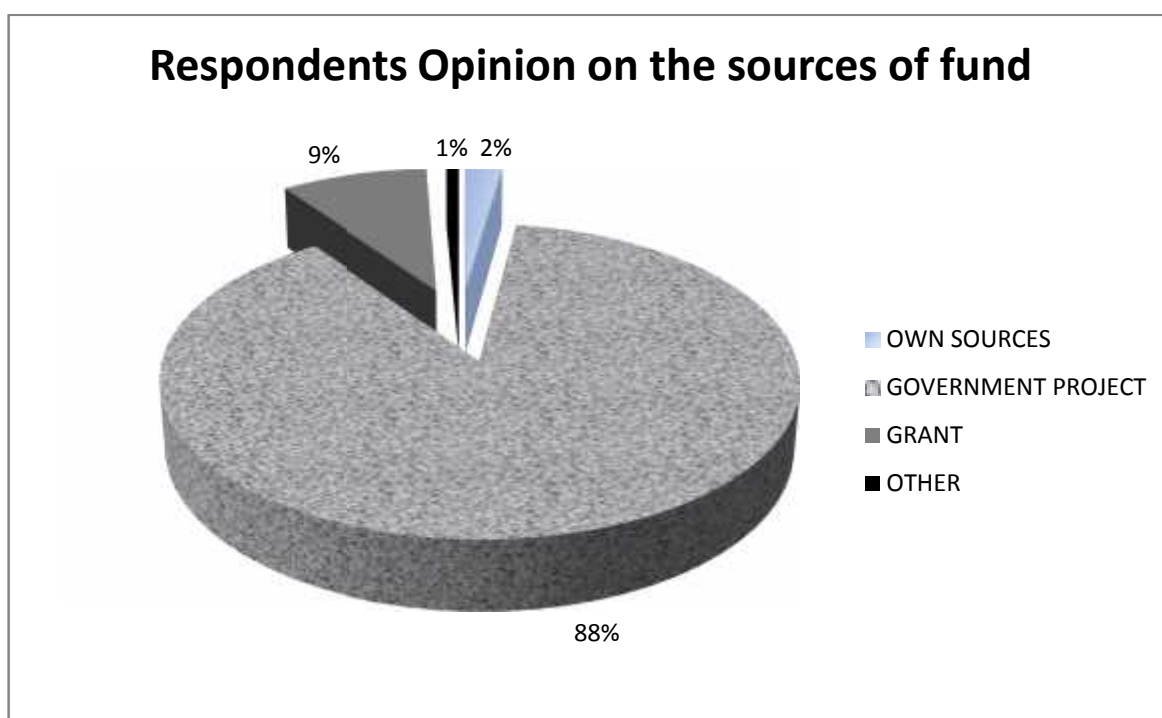
But from the opinion of the respondent we can see that almost all the surveyed people think that government should provide more funds to run the Union Parishad, less tax and

other charges should be collected from the citizen. We see most of the surveyed people express their negative impression on these matters.

Table 5.01: Respondents opinion on the sources of fund

	NO OF RESPONDENT
OWN SOURCES	3
GOVERNMENT PROJECT	118
GRANT	12
OTHER	1
TOTAL	134

This can be shown in the following diagram.



5.2: What are the main fields of expenditure of your Union Parishad?

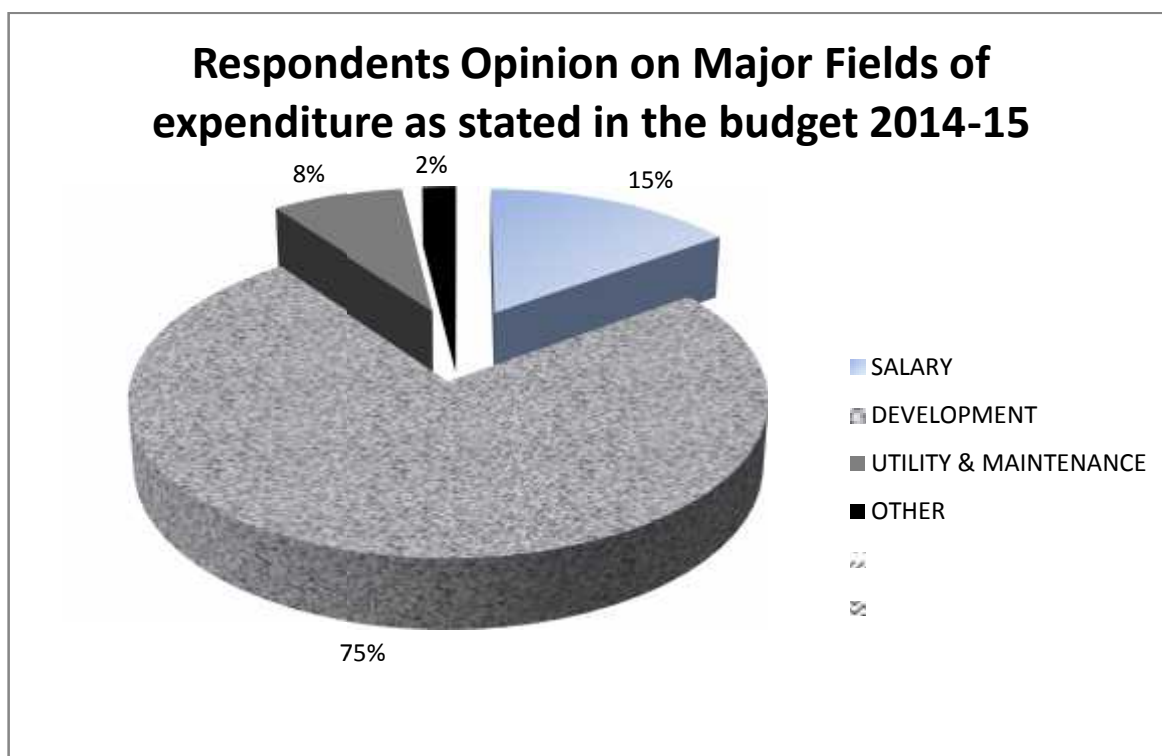
The expenditure refers to the activities which are incurred by the local governments to satisfy the collective social wants of the people and to operate the organization. Local autonomy cannot be meaningful unless local authorities possess adequate sources of

financing. According to the budget 2014-15 of Buripota Union Parishad major fields of expenditure are shown in the following diagram:

Table 5.02: Major Fields of expenditure as stated in the budget 2014-15

	AMOUNT AS STATED ID THE BUDGET
SALARY	868300.00
DEVELOPMENT	4341500.00
UTILITY & MAINTENANCE	463100.00
OTHER	115880.00
TOTAL	5788780.00

This can be shown in the following diagram.



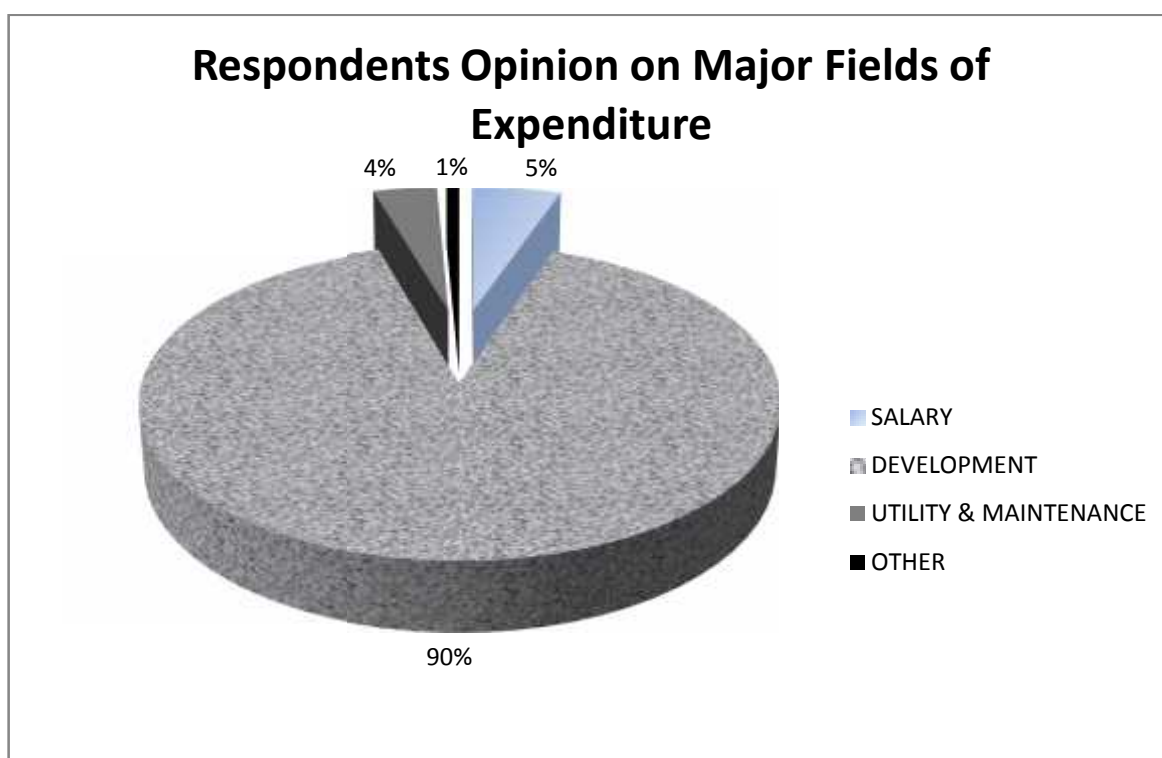
When the respondents were asked what should be the major fields of expenditure then 90% answered that sufficient fund must be kept for development and 5% answered that after giving salary, rest amount should be utilized in the development purpose. Few

respondents answered that salary should not be given from the fund that is all fund should be utilized for development of the Union Parishad which are are shown in the following:

Table 5.03: Respondents Opinion on Major Fields of Expenditure

	NO OF RESPONDENT
SALARY	7
DEVELOPMENT	119
UTILITY & MAINTENANCE	5
OTHER	1
TOTAL	134

This can be shown in the following diagram.

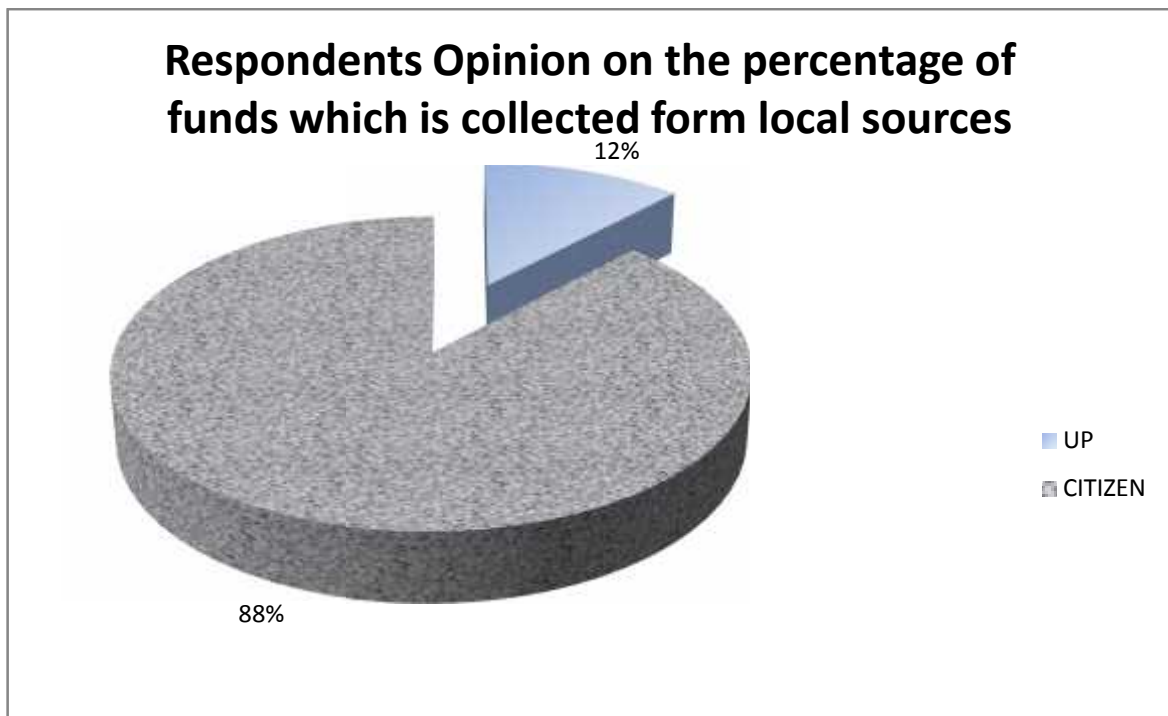


5.3: How much fund Union Parishad can raise from own sources? (%)

Fund can be defined as the total amount of income that accrues to the Union Parishad from various sources, within a specified period of time. There are two types of sources of fund

for Union Parishad are Internally Generated Fund and revenue allocation from the central government.

When the respondents were asked to collect fund from own sources then 88% answered that fund should not be generated from own sources specially tax and other charges like hashul, registration charges etc must not be collected and most of them said the charges as punishment/ burden.



5.4: Are the sources sufficient to run the Union Parishad?

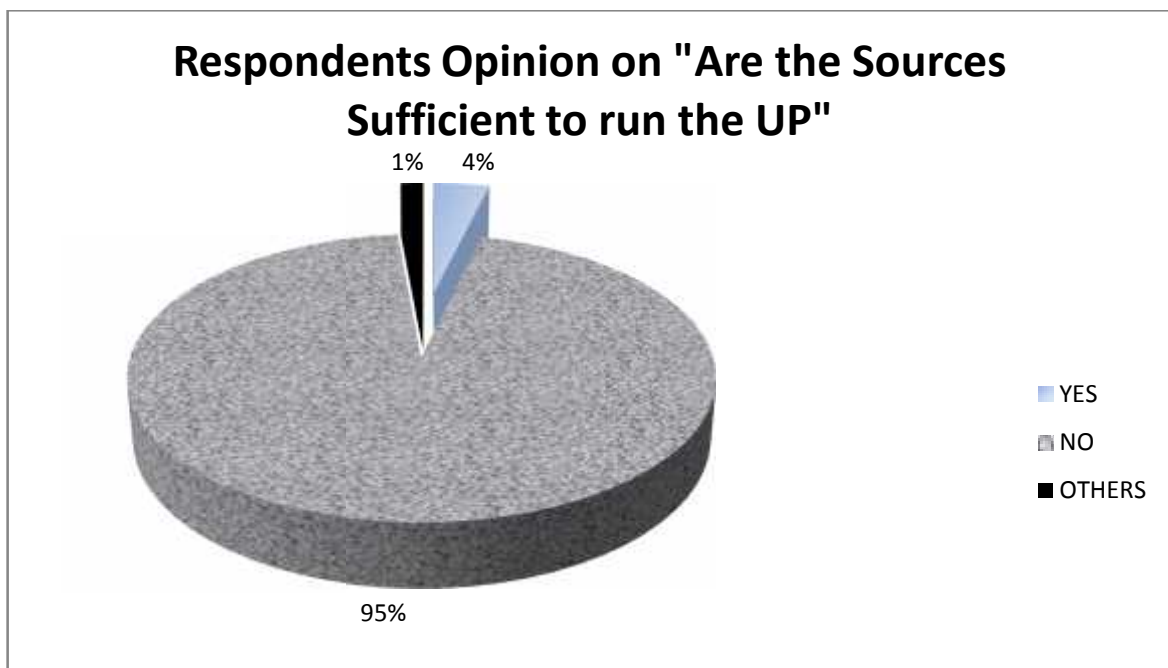
There are basically three broad heads of expenditure like Expenditures on political executives such as salary of the chairman& members, Administrative expenditure such as salary of the secretary and Developmental expenditures.

95 % of the respondents, who are directly related to the functioning of Union Parishad and most of the knowledgeable people, answered this question as ‘no’ as they are well known the functioning of Union Parishad but some people answered that they have to give a huge amount of taxes and charges and this amount is sufficient to run the Union Parishad. On the other hand a few respondents answered this question as they don’t have any idea.

Table 5.04: Respondents Opinion on "Are the Sources Sufficient to run the UP"

	NO OF RESPONDENT
YES	5
NO	127
OTHERS	2
TOTAL	134

This can be shown in the following diagram.



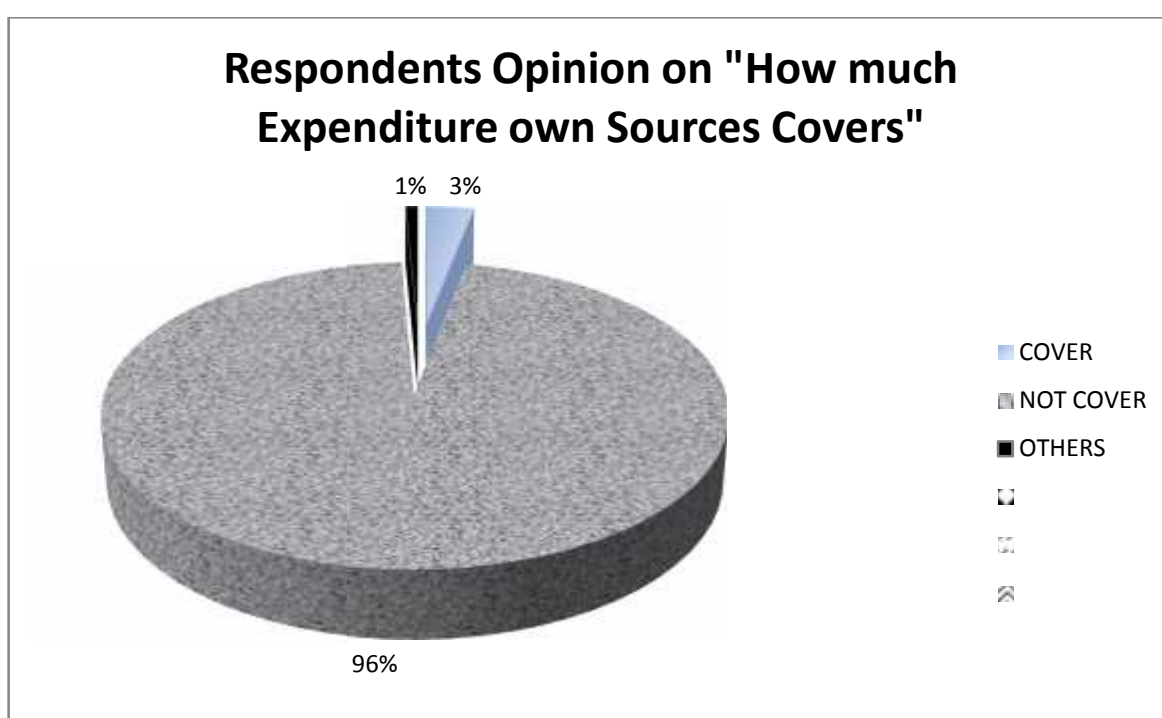
5.5: How much it covers?

Expenditure can be defined as the amount of money expended/spent in the execution of a task or project or in the provision of goods and services which is very much depended on proper utilization of funds. Expenditure must be compatible with income. If the sources of funds are limited then an organization has to depend on other sources. Union Parishad is a local government organization which works as a lowest tier of the government. They cannot generate or mobilize sufficient funds from local sources to operate. As a result they have to depend on central government’s allocation and grants from the development partners.

Table 5.05: Respondents Opinion on "How much Expenditure own Sources Covers"

	NO OF RESPONDENT
COVER	4
NOT COVER	129
OTHERS	1
TOTAL	134

This can be shown in the following diagram.



5.6: Upon which grounds Union Parishads have to depend on other sources?

The Union Parishad has limited capacity and incentive to raise revenue and is therefore highly dependent upon central government grants.

When the respondents were asked upon which grounds Union Parishad has to depend on other sources, the majority respondents (90%) were thinking that development couldn't be done without the allocation of funds from the central government and grants from the development partners.

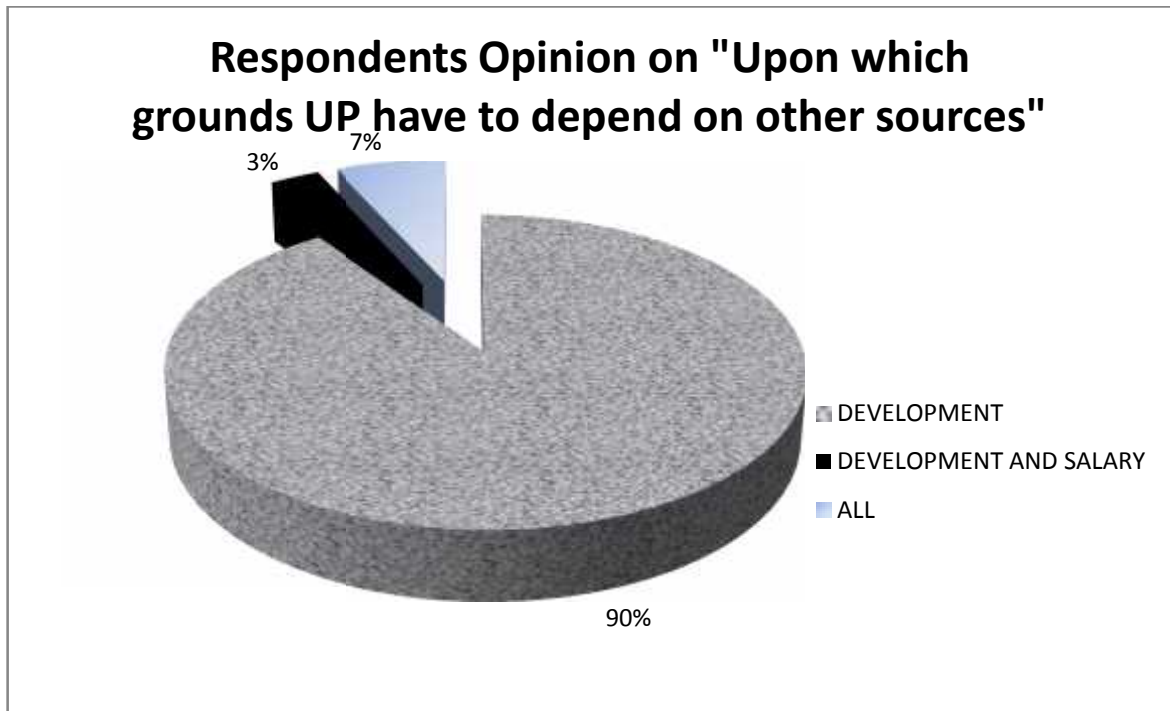
3% respondents answered that Union Parishad has to depend on funds from the central government and grants from the development partners for both the development programs and salary of the chairman and members.

7% respondents answered that Union Parishad has to depend fully on funds from the central government and grants from the development partners.

Table 5.06: Respondents Opinion on "Upon which grounds UP have to depend on other sources"

	NO OF RESPONDENT
DEVELOPMENT	121
DEVELOPMENT AND SALARY	4
ALL	9
TOTAL	134

This can be shown in the following diagram.



5.7: Can you utilize funds independently?

Independent utilizations of funds encourage local government's autonomy. As a forth tier government, all local government is supposed to be independent. This question was mainly asked to the respondents who are directly linked with the operation of Union Parishad.

When the respondents were asked can Union Parishad Utilize funds independently, 62% respondent answered that Union Parishad cant not utilize fund independently and in this connection they can not solve their local problems and needs immediately.

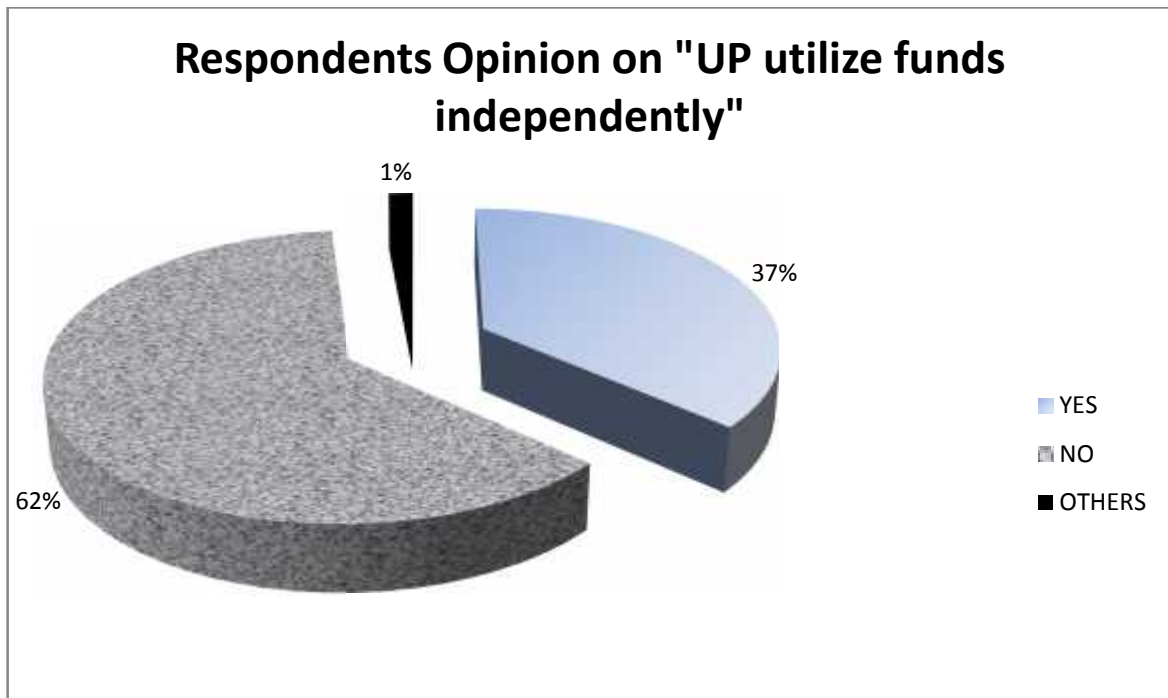
Surprisingly 37% respondents answered that Union Parishad can utlize funds independently and large portion of funds are misshaped by the Union Parishad chairman and members.

1% respondents answered that they don't know the condition actually.

Table 5.07: Respondents Opinion on "UP utilize funds independently"

	NO OF RESPONDENT
YES	49
NO	83
OTHERS	2
TOTAL	134

This can be shown in the following diagram.



5.8: Do you think independent utilization of funds enhance more development?

Development depends on the effective and efficient utilizations of funds. This question was also asked to the respondents who are directly linked with the operation of Union Parishad.

When the respondents were asked their opinion about independent utilization of funds enhance more development, 44% respondent opined that if Union Parishad can utilize fund independently that will be efficient and effective utilization which will lead the Union to the peak of development.

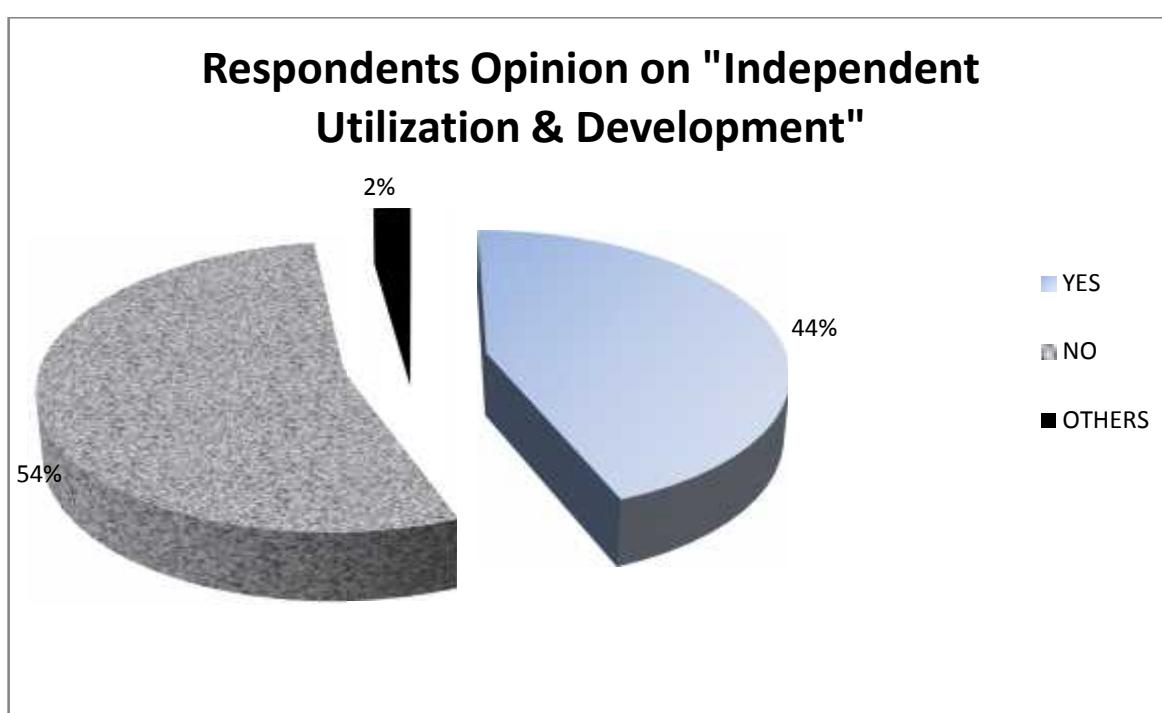
54% respondents opined negatively that if Union Parishad can utilize fund independently, then corruption will increase and development cant be ensured.

2% respondents answered that they don't know the condition actually.

Table 5.08: Respondents Opinion on "Independent Utilization & Development"

	NO OF RESPONDENT
YES	59
NO	72
OTHERS	3
TOTAL	134

This can be shown in the following diagram.



5.9: Do you / Union Parishad prepare budget from your/ Union Parishad's own demand and supply?

Budget refers to an estimation of the revenue and expenses over a specified future period of time. A budget can be made for a person, family, group of people, business, government, country, multinational organization or just about anything else that makes and spends money.

When the respondents were asked Union Parishad prepare budget from own demand and supply, 92% respondent answered that Union Parishad prepare budget from own demand and supply.

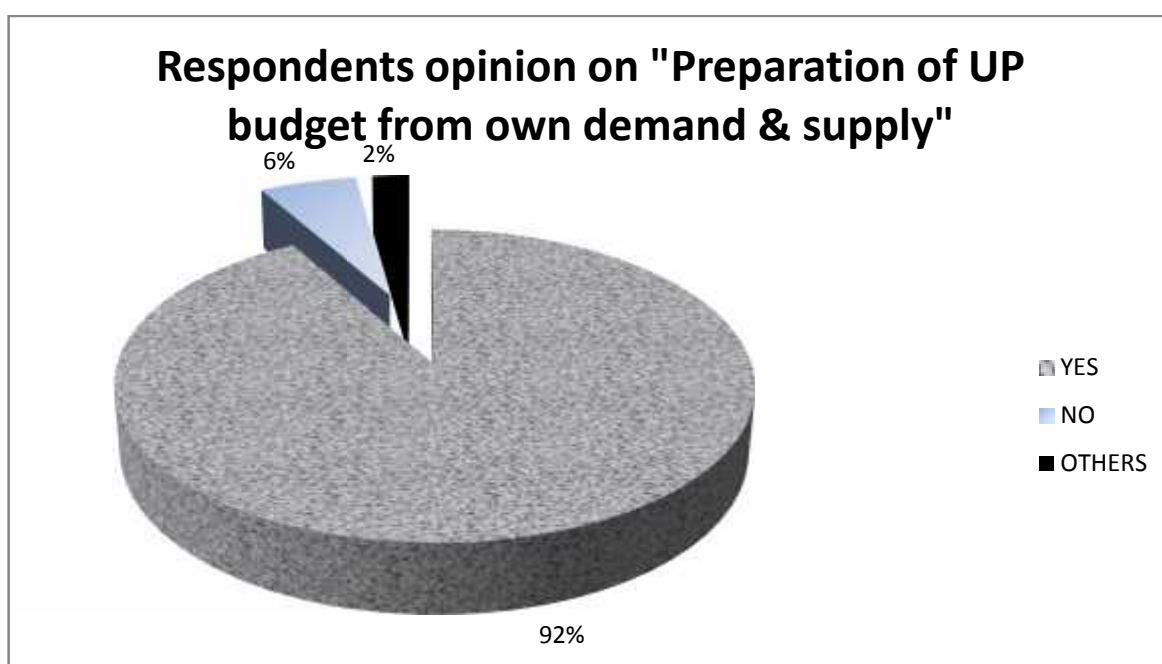
9% respondents answered negatively that Union Parishad does not prepare budget from own demand and supply. They prepare budget from the direction of the upper level such as donor and zilla Parishad etc.

2% respondents answered this question as no comments.

Table 5.09: Respondents opinion on "Preparation of UP budget from own demand & supply"

	NO OF RESPONDENT
YES	123
NO	8
OTHERS	3
TOTAL	134

This can be shown in the following diagram.



5.10: Should the Union Parishad be given more authority to make their own budget?

Budgeting means planning, organizing, directing and controlling the financial activities such as mobilization and utilization of funds of the Union Parishad. Since budgeting allows to create a spending plan for fund, it ensures that the organization will always have enough money for the things they need and the things that are important to you.

When the respondents were asked their opinion about Union Parishad should be given more authority to make their own budget, 92% respondent opined Union Parishad should be given more authority to make their own budget because they know their needs well.

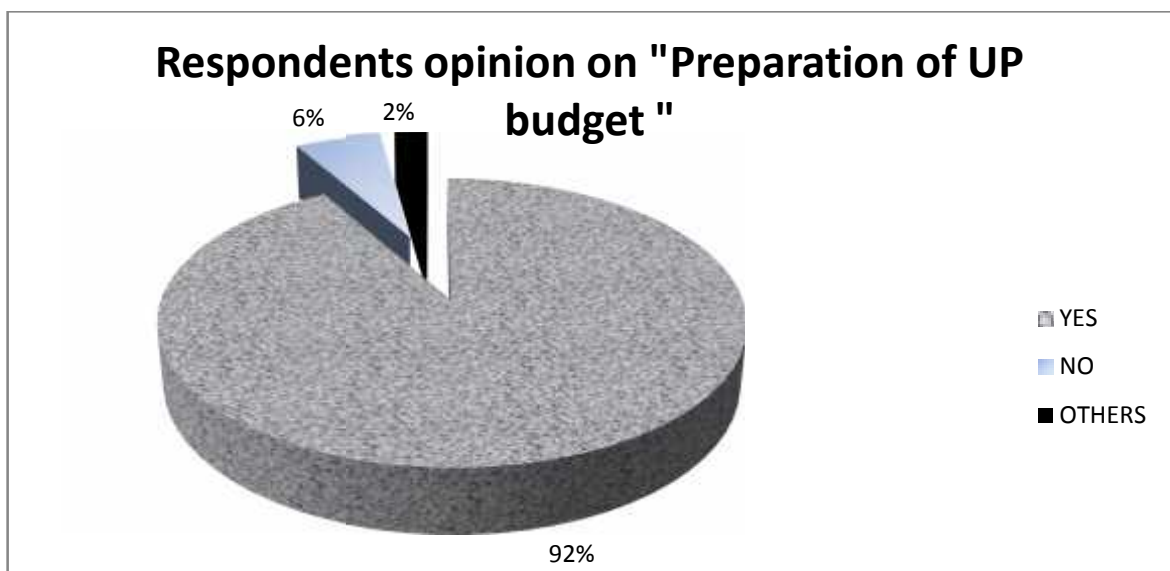
6% respondents opined negatively that if Union Parishad should be given more authority to make their own budget, then corruption will increase and development cant be ensured.

2% respondents answered that they don't know the condition actually.

Table 5.10: Respondents opinion on "Preparation of UP budget"

	NO OF RESPONDENT
YES	123
NO	8
OTHERS	3
TOTAL	134

This can be shown in the following diagram.



5.11: Is there any need for the general people's involvement in the preparation of the Union Parishad budget?

Transparency and accountability in the preparation of the Union Parishad budgeting needs to be ensured. Lack of people's participation in the budgeting process and weak monitoring mechanism hinders root level development.

When the respondents were asked Is there any need for the general people's involvement in the preparation of the Union Parishad budget, 96% respondent answered that general people's involvement in the preparation of the Union Parishad budget will make the budget more development oriented.

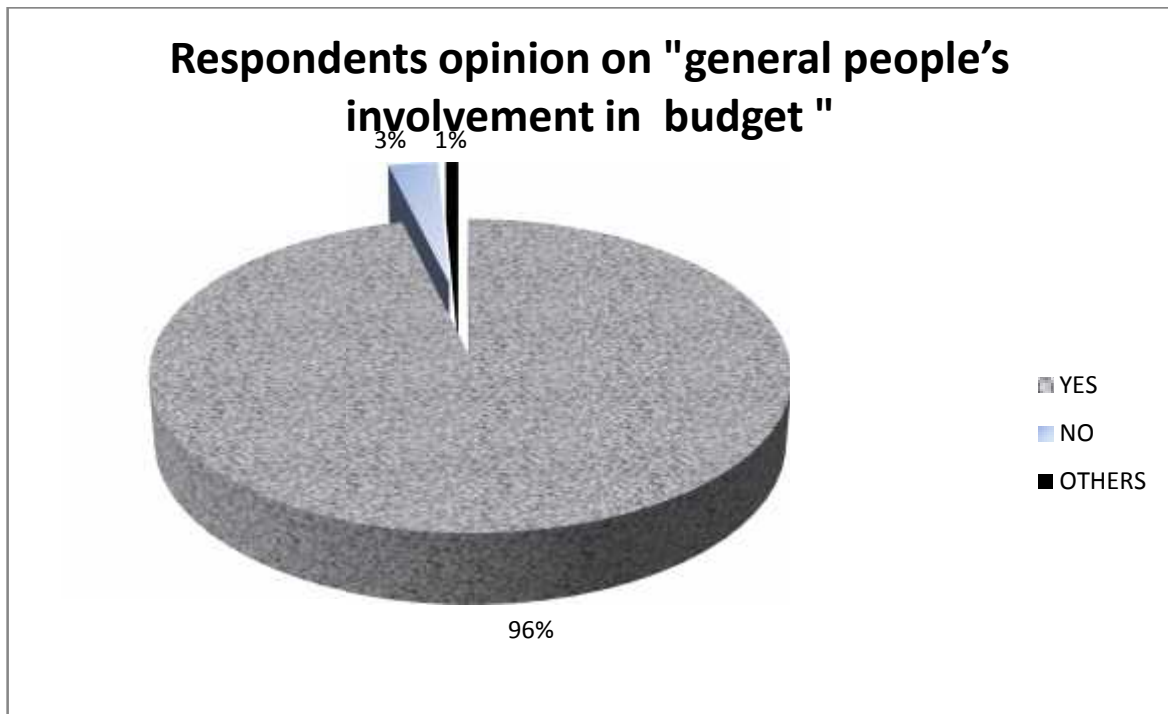
3% respondents answered that there is no need to be involved of the general people in the preparation of the Union Parishad budget.

1% respondents answered that they don't know the condition actually.

Table 5.11: Respondents opinion on "general people's involvement in budget "

	NO OF RESPONDENT
YES	129
NO	4
OTHERS	1
TOTAL	134

This can be shown in the following diagram.



5.12: What are the barriers or restrictions for people's involvement in the Union Parishad?

People's involvement essential democratic tools for ensuring accountability and transparency at local level finance. local government institutions in Bangladesh are very weak in providing basic services to the citizens and in promoting good governance to their constituencies due to a variety of constraints, including a lack of revenues, a low level of human capital in the local government bodies, the absence of participatory decision-making, and the lack accountability and transparency.

When the respondents were asked what are the barriers or restrictions for people's involvement in the Union Parishad, 68% respondent answered that lack of transparency deter general people to be involvement in the preparation of the Union Parishad budget.

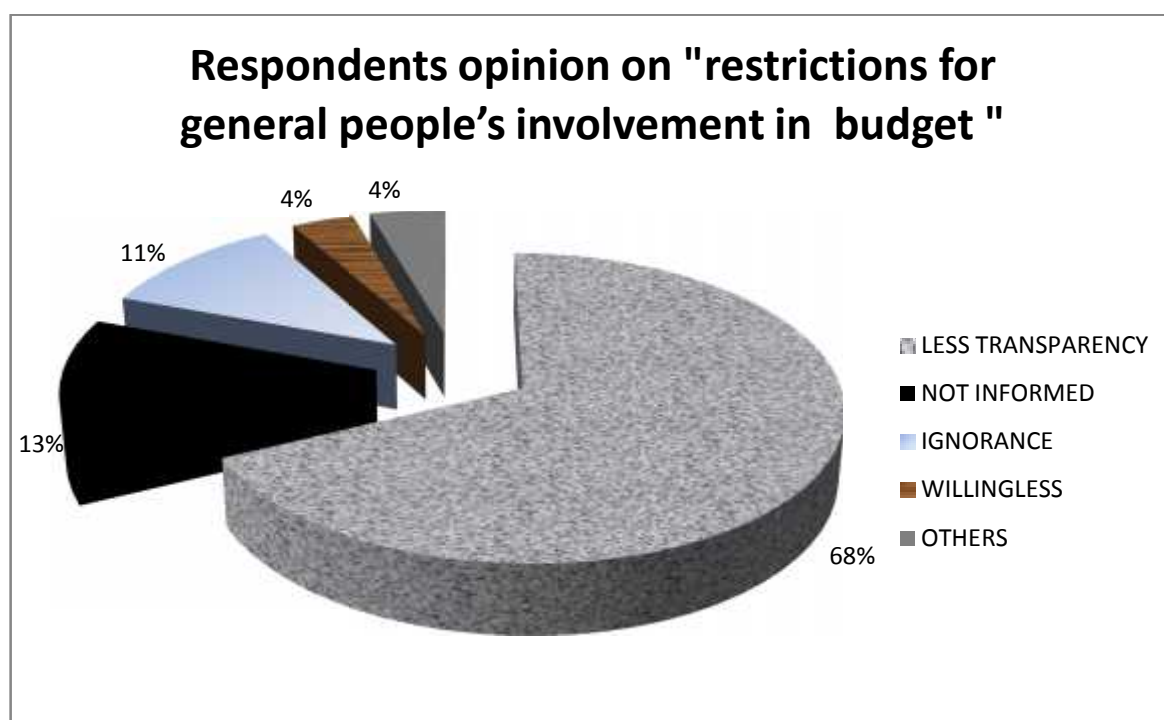
Without this 13% respondent answered that they were not informed, 11% respondent answered that they don't know the importance of the budget, 4% respondent answered that they don't have any interest.

2% respondents answered this question as no comments.

Table 5.12: Respondents opinion on "restrictions for general people's involvement in budget"

	NO OF RESPONDENT
LESS TRANSPARENCY	91
NOT INFORMED	17
IGNORANCE	15
WILLINGLESS	5
OTHERS	6
TOTAL	134

This can be shown in the following diagram.



5.13: Do you think that people's involvement can increase the effective functioning of the Union Parishad?

When the respondents were asked their opinion about general people's involvement can increase the effective functioning of the Union Parishad, 89% respondent answered that general people's involvement will make the Union Parishad more development oriented.

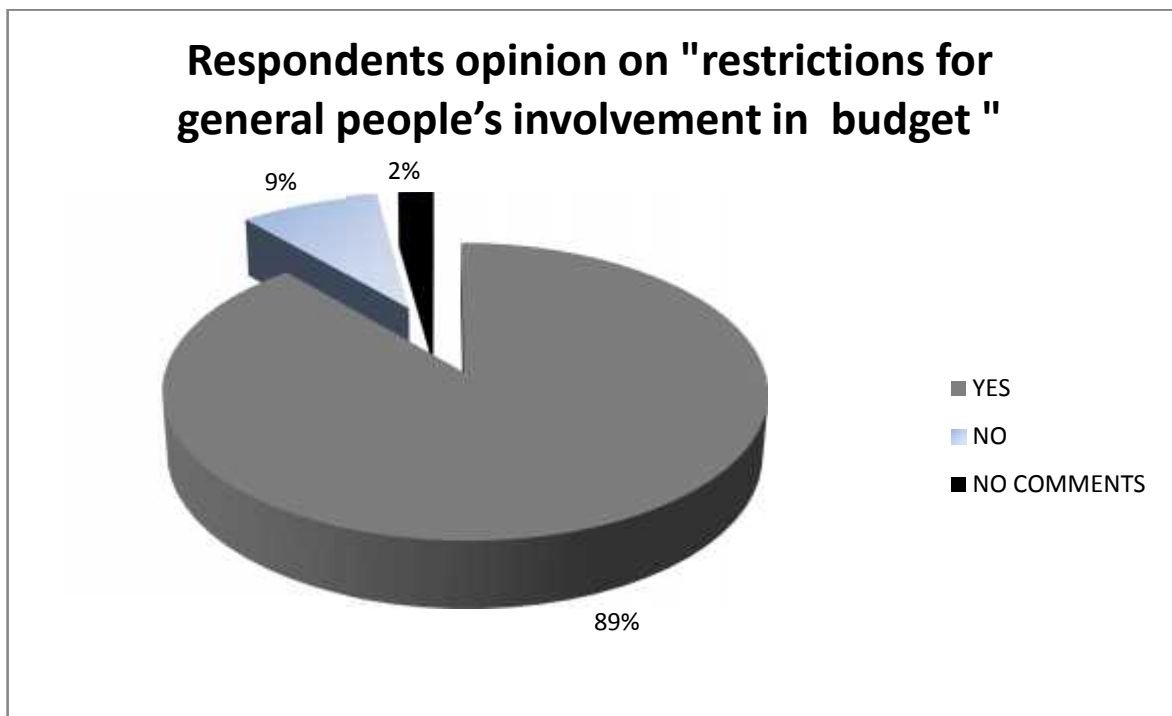
9% respondents answered that there is no need to be involved by the general people.

2% respondents answered this question as no comments.

Table 5.13: Respondents opinion on "restrictions for general people’s involvement in budget”

	NO OF RESPONDENT
YES	119
NO	12
NO COMMENTS	3
TOTAL	134

This can be shown in the following diagram.



5.14: As a chairman or member, what are the basic duties and responsibilities you have to perform?

When people elect a chairman or member from themselves, they have a dream or expectation from the elected persons. A chairman or a member has to perform the following duties and responsibilities as per government rule

- a) Preparation of a comprehensive Union Plan and inclusion of inter-ward development projects after identification and prioritization.
- b) Assist and cooperate for the development of primary schools, supervise their functioning and motivate people for spreading literacy.
- c) Ensure provision of health services at the Union Health Centres, supervise family planning related activities and services and monitor the same. Arrange for supply of safe drinking water and promote sanitation programme.
- d) Construction of inter-ward roads, maintenance of the same, management of small scale irrigation and water resources.
- e) Implementation of afforestation programme along the Union Parishad roads and all earthen embankments.
- f) Peaceful resolution and amicable settlement of inter ward disputes.
- g) Promote social resistance over violence against women, terrorism, all types of crimes and cooperate with administration for maintenance of law and order.
- h) Up-to-date registration of birth, death and marriages based on report received from Gram Parishad.
- i) Assist Upazilla Parishad in the preparation of inter ward agricultural and fisheries development projects and take necessary action.
- j) Cooperate with and advise all agencies within the Union having credit programmes and help rural poor to participate in the same.
- k) Increase awareness for women and child development and take concrete actions where necessary.
- l) Encourage people to undertake cottage industries with good potentials and facilitate the involvement of disadvantaged and poor people in various income generating activities.

5.15: What are the people's expectations from you? (development related)

People expectations are unlimited. Such as

- a) Developments of roads
- b) Constructions of culvert
- c) No taxes will be collected.
- d) No charges will be taken.

5.16: While performing your duties what are the obstacles you have to face?

While performing the duties, the Union Parishad bodies have to face various obstacles. The main obstacle is the economic limitation. 67% respondents believe that economic limitation is the main obstacle to perform the duties efficiently and effectively by the Union Parishad bodies.

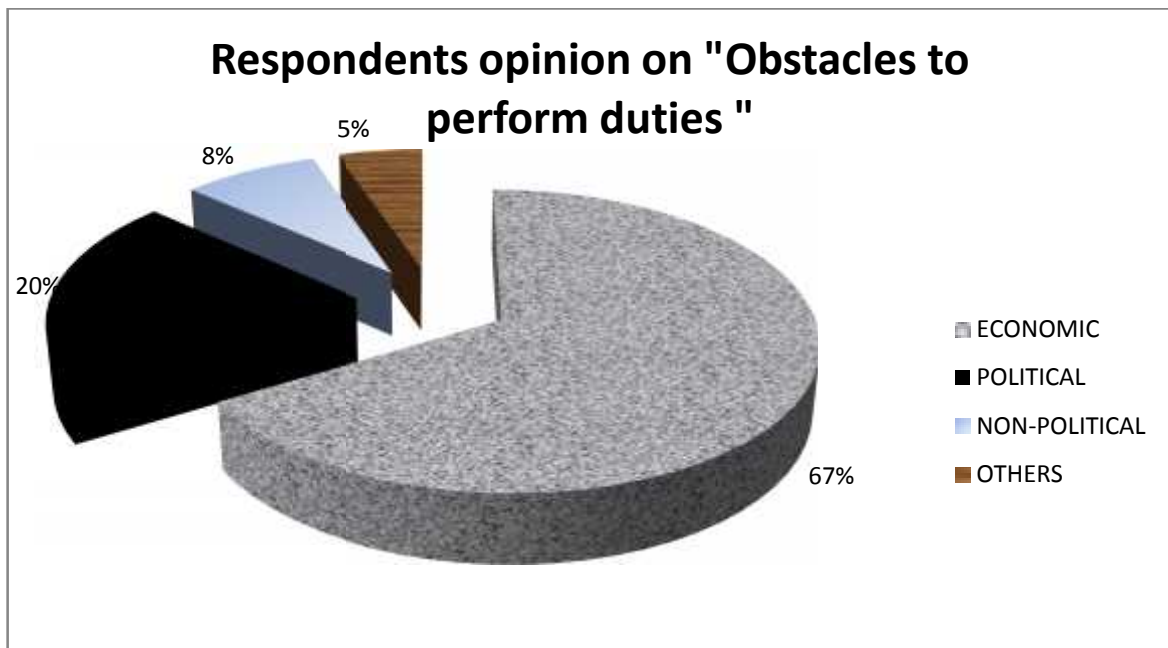
20% respondents answered that political interference is the main obstacle to perform the duties efficiently and effectively by the Union Parishad bodies.

8% respondents answered that lack of political interference and 5% 8% respondents answered other reasons is the main obstacle to perform the duties efficiently and effectively by the Union Parishad bodies.

Table 5.14: Respondents opinion on "Obstacles to perform duties "

	NO OF RESPONDENT
ECONOMIC	89
POLITICAL	27
NON-POLITICAL	11
OTHERS	7
TOTAL	134

This can be shown in the following diagram.



5.17: What are the major setbacks in the development process of Union Parishad?

Each development activity has to face various obstacles. The development process of Union Parishad has also to face the same such as legal, political, administrative, economic, social etc. The financial autonomy of Union Parishad will be ensured only when the above mentioned constraints could be eradicated.

When the respondents were asked their opinion about the obstacles to ensure financial autonomy of Union Parishad, 31% respondents opined that legal bindings is the main obstacle to ensure financial autonomy of Union Parishad as Union Parishad bodies cannot take any decision about its operation and development functions.

25% respondents opined that political willingness is the main obstacle to ensure financial autonomy of Union Parishad and the respondents believe that as Union Parishad bodies is the lower tier of the government , the member of parliament and the upazila Parishad always try to dominate the Union Parishad and they don't want to leave the control of Union Parishad.

22% respondents opined that administrative system is the main obstacle to ensure financial autonomy of Union Parishad as Upazilla Nirbahi Officer as well as Deputy Commissioner of the concerned upazilla and district try to control the operation of Union Parishad.

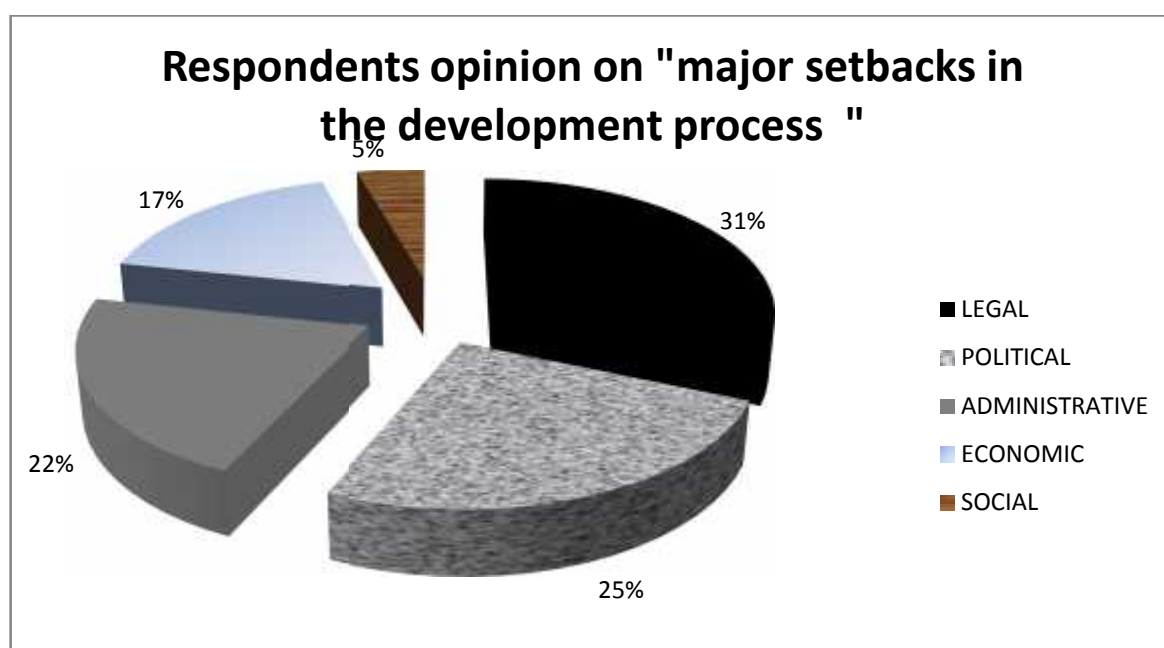
17% respondents opined that an economic binding is the main obstacle to ensure financial autonomy of Union Parishad.

6% respondents opined that social system is the main obstacle to ensure financial autonomy of Union Parishad.

Table 5.15: Respondents opinion on "major setbacks in the development process "

	NO OF RESPONDENT
LEGAL	42
POLITICAL	34
ADMINISTRATIVE	29
ECONOMIC	23
SOCIAL	6
TOTAL	134

This can be shown in the following diagram.



5.18: Do you think, if you have got sufficient money, you will overcome majors obstacles?

This question was also asked to the respondents who are directly linked with the operation of Union Parishad. Surprisingly all of them answered this question negatively. According to Union Parishad Act 2009, they cannot utilize fund independently.

This problem causes many practical obstacles to effective performance of the Union Parishad. Most of the respondents have blamed this as the worst cause of their professional dissatisfaction. Many practical constraints are the products of financial weakness. Excessive financial dependence over the central government made the Union Parishad susceptible to political and administrative control.

5.19: Do you feel that more power should be given to the Union Parishad for overall development of the Union Parishad?

Respondents answered that power is not the problem to develop Union Parishad. They should be given the authority to utilize funds through their own decision.

5.20: Should taxes be collected from the people in the Union Parishad?

Taxes, rates, fees and other charges levied by the Union Parishad under The Local Government (Union Parishads) Act 2009. It is the main source of income of Union Parishad. But tax evasion tendency in people in general was liable for poor tax collection.

When the respondents were asked their opinion about should taxes be collected from the people in the Union Parishad, 81% respondent answered that taxes should not be collected from the people of the Union Parishad.

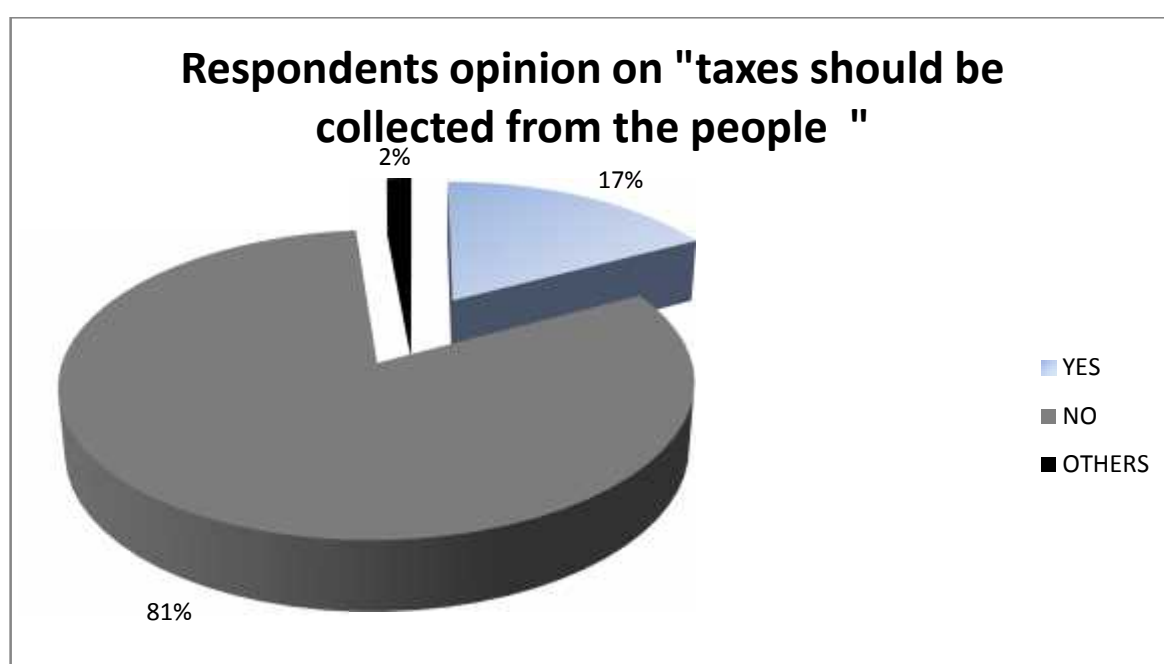
17 % respondents answered that taxes should be collected from the people of the Union Parishad but not at present rate. The rate should be reduced.

2% did not reply to this question.

Table 5.16: Respondents opinion on "taxes should be collected from the people"

	NO OF RESPONDENT
YES	23
NO	109
OTHERS	2
TOTAL	134

This can be shown in the following diagram.



5.21: What is your level of satisfaction in regard to access to public resources (khas land / water bodies / others (please specify) - specify)?

Public resources (khas land / water bodies etc) are another main sources of income of Union Parishad. In most cases these recourses are in the possession of the local people. Union Parishad could not work in maintaining local resources due to non-cooperative attitude of the local people, lack of cooperation of government agencies and intense political pressure to retake the possession back.

When the respondents were asked this question, 69% of the respondents replied that they sometimes faced obstacles. 26% admitted that they faced considerable constraints. 2% said that they did not face any such obstacle, and 3% did not reply to this question.

5.22: Should there be any role of the mps in the Union Parishad?

Members of Parliament (MPs) always interfere in the functionalities of Union Parishad. They play their role in domination and subjugation manner. The relationship between Members of Parliament (MPs) and the local government should be cooperative and complementary and MPs should not in any way interfere in the affairs of Union Parishads.

When the respondents were asked their opinion about should there be any role of the MPs in the Union Parishad, 87% respondent answered there should be no role of the MPs in the Union Parishad.

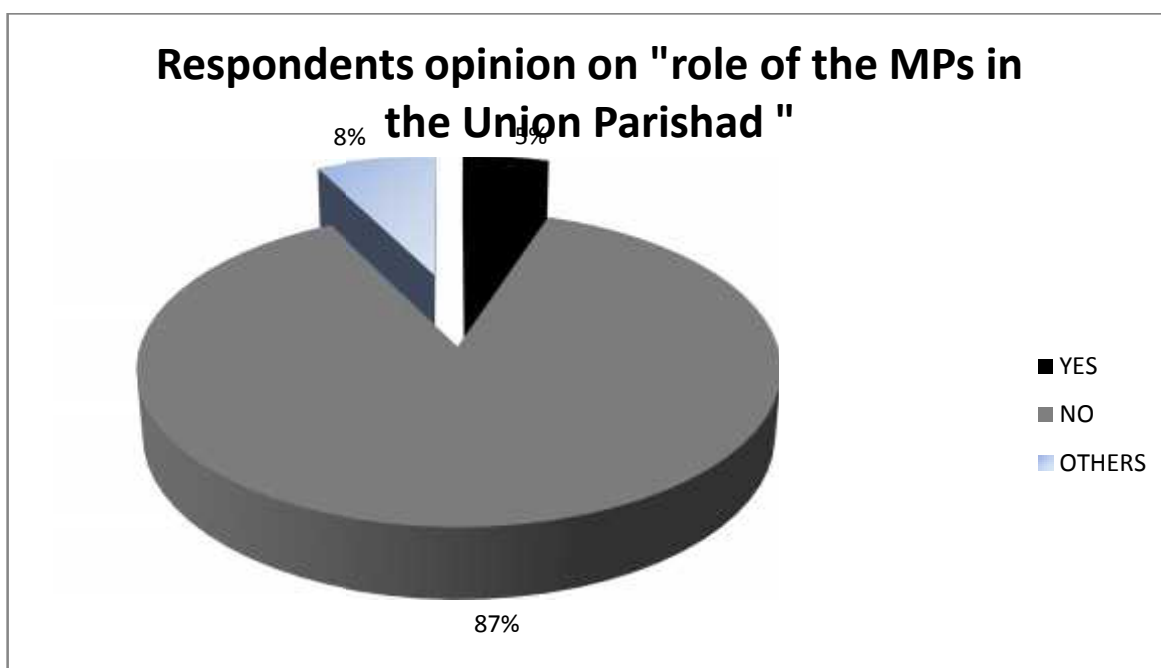
5 % respondents answered that there should be limited role of the MPs in the Union Parishad.

8% did not reply to this question.

Table 5.17: Respondents opinion on "role of the MPs in the Union Parishad"

	NO OF RESPONDENT
YES	7
NO	117
OTHERS	10
TOTAL	134

This can be shown in the following diagram.



5.23: Do you think political parties should nominate candidates in the Union Parishad election?

When the respondents were asked their opinion about political parties should nominate candidates in the Union Parishad election, 80% respondent answered political parties should not nominate candidates in the Union Parishad election.

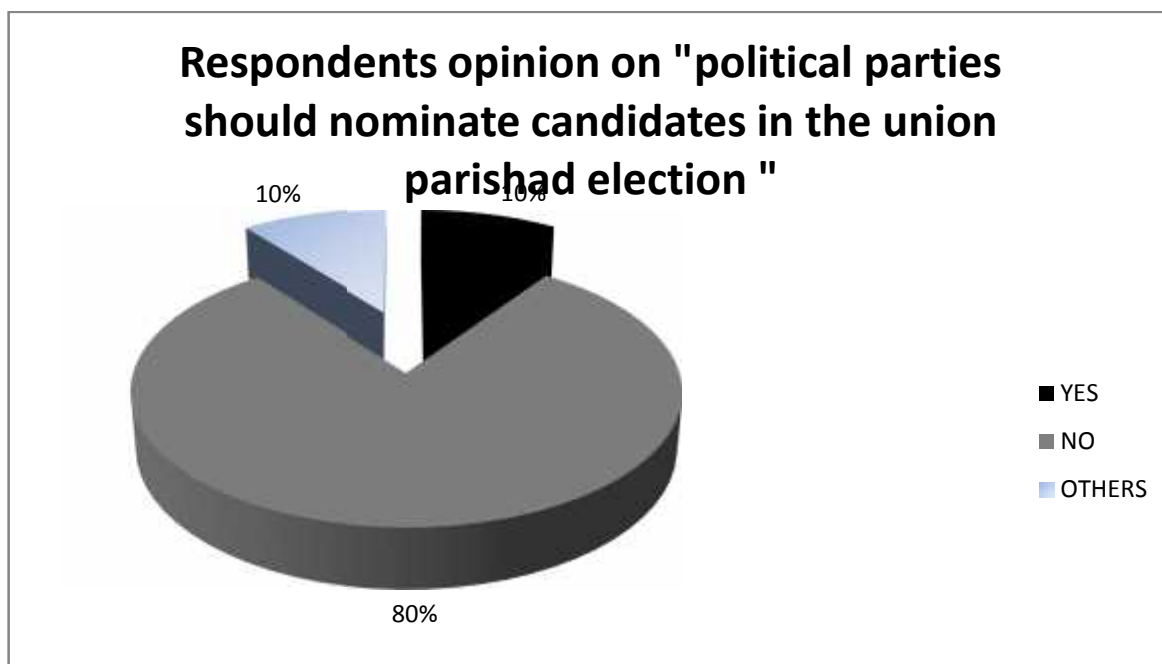
10 % respondents answered that political parties should nominate candidates in the Union Parishad election.

10% did not reply to this question.

Table 5.18: Respondents opinion on "political parties should nominate candidates in the Union Parishad election"

	NO OF RESPONDENT
YES	13
NO	107
OTHERS	14
TOTAL	134

This can be shown in the following diagram.



5.24: Do you think there needs to be any reform in the rules and regulations for the election of the Union Parishad?

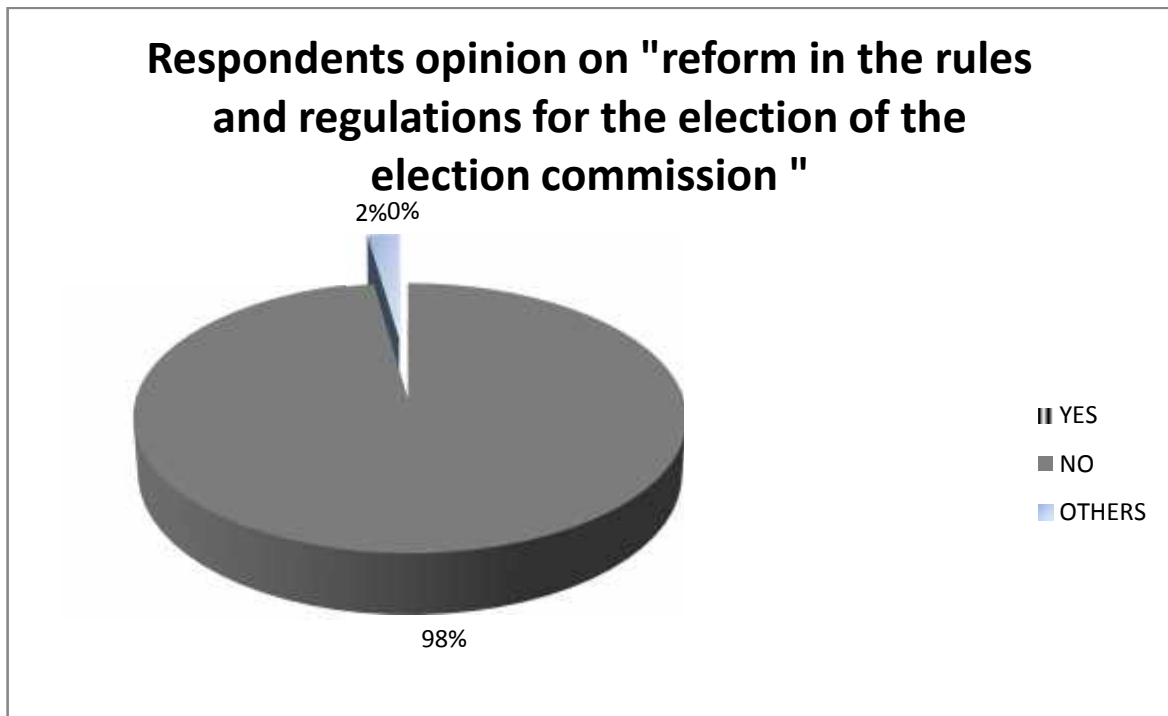
When the respondents were asked their opinion about the needs to reform the rules and regulations for the election of the Union Parishad, 98% respondent answered that present system is the best system and there is no need to reform the rules and regulations for the election of the Union Parishad.

2% did not reply to this question.

Table 5.19: Respondents opinion on "reform in the rules and regulations for the election of the election commission"

	NO OF RESPONDENT
YES	0
NO	131
OTHERS	3
TOTAL	134

This can be shown in the following diagram.



5.25: In your opinion, what functions should be given priority in the Union Parishad?

- Development
- Communication system
- Income generating sector create

5.26: How transparent is the Union Parishad in regard to revenue mobilization?

Own-source revenues of the Union Parishad are limited to a few locally-raised taxes. Nevertheless, since there is a strong link between taxes paid and benefits received, these own-source revenues can provide a very effective and accountable Union Parishad – citizen relationship. The link between own-source revenues and accountability is dual. Dependence on own-source revenue promotes accountability and high levels of accountability also make citizens more willing to pay for services. To achieve this ideal situation it is crucial that Union Parishad revenue generation is transparent. Citizens must trust the Union Parishad.

When the respondents were asked their opinion about the transparency of Union Parishad in regard to revenue mobilization, 10% respondent answered that revenue mobilization system of Union Parishad is fully transparent.

28% respondent answered that revenue mobilization system of Union Parishad is semi-transparent.

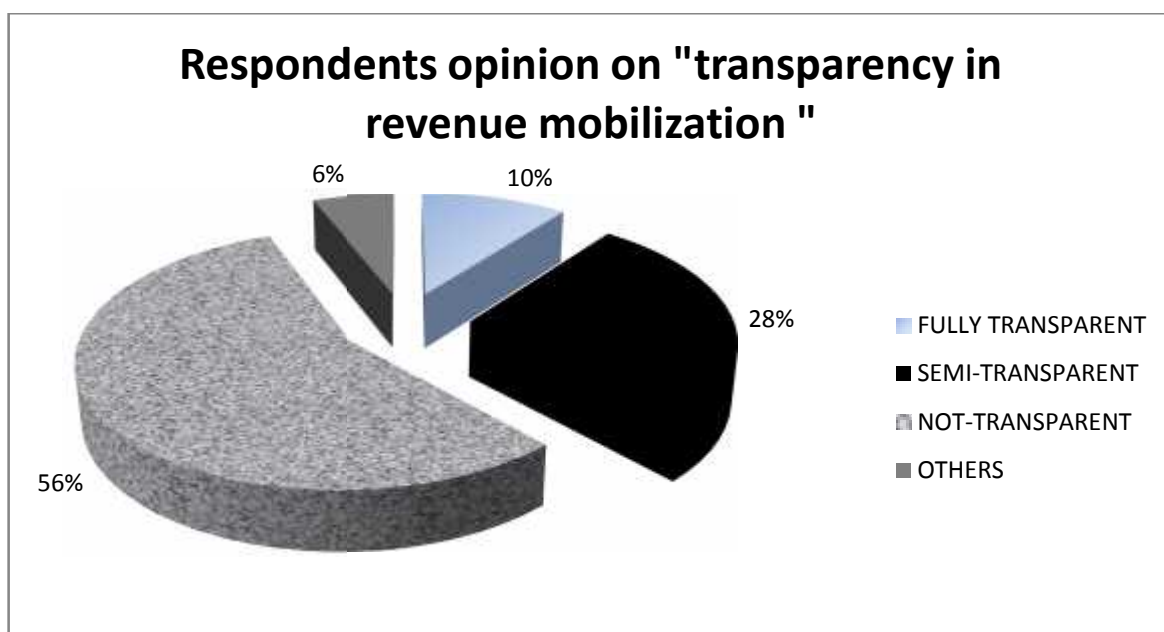
56% respondent answered that revenue mobilization system of Union Parishad is not transparent.

6 % did not reply to this question.

Table 5.20: Respondents opinion on "transparency in revenue mobilization"

	NO OF RESPONDENT
FULLY TRANSPARENT	14
SEMI-TRANSPARENT	37
NOT-TRANSPARENT	75
OTHERS	8
TOTAL	134

This can be shown in the following diagram.



5.27: How transparent is the Union Parishad in regard to expenditure?

When the respondents were asked their opinion about the transparency of Union Parishad in regard to expenditure, 10% respondent answered that expenditure system of Union Parishad is fully transparent.

28% respondent answered that expenditure system of Union Parishad is semi-transparent.

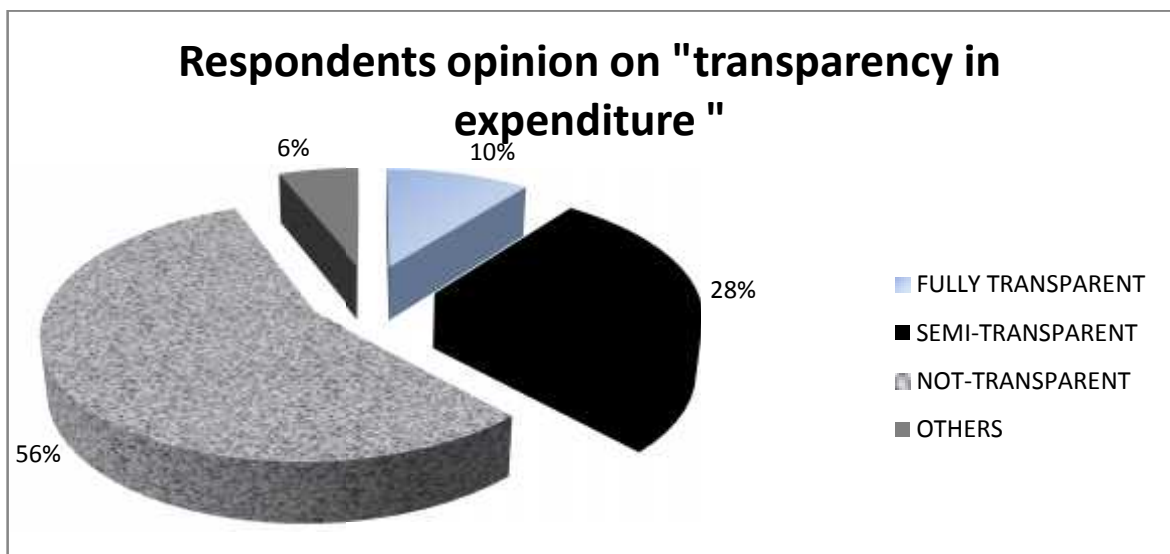
56% respondent answered that expenditure system of Union Parishad is not transparent.

6% did not reply to this question.

Table 5.21: Respondents opinion on "transparency in expenditure"

	NO OF RESPONDENT
FULLY TRANSPARENT	14
SEMI-TRANSPARENT	37
NOT-TRANSPARENT	75
OTHERS	8
TOTAL	134

This can be shown in the following diagram.



5.28: Is tax assessment done according to rules?

Fiscal structure for each Union Parishad is provided with authority to assess and collect taxes as per guideline and rate stipulated in the Model Tax Schedule, 2003 that set under the Local Government (Union Parishad) ordinance 1983 which is recently replaced by Local Government (Union Parishad) Act, 2009. It is found that Union Parishad officials have made little attempt to know whether they are receiving their correct share of the tax revenues. Rather, they simply know the amount of share being received and do not know how much remain outside their control.

When the respondents were asked is tax assessment done according to rules by the Union Parishad, 95% respondent answered that tax assessment is done by the Union Parishad according to rules.

4% respondent answered that that tax assessment is not done by the Union Parishad according to rules.

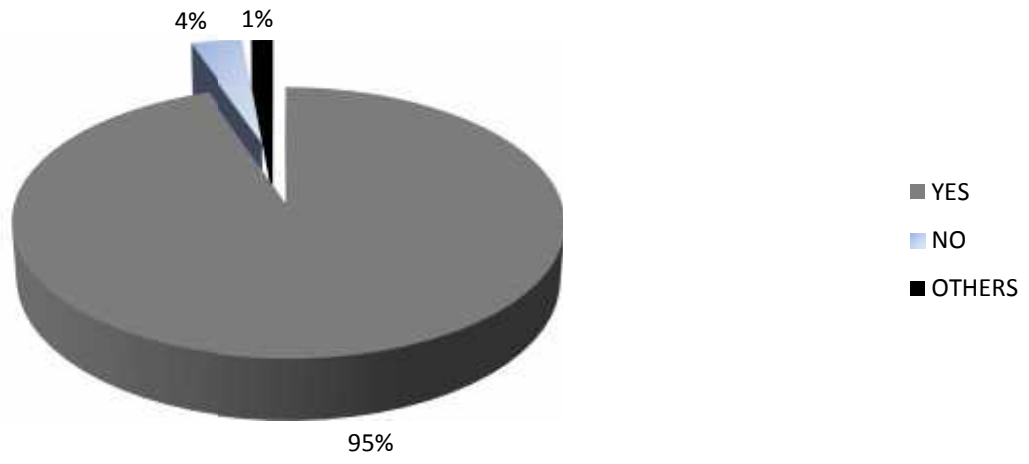
1% did not reply to this question.

Table 5.22: Respondents opinion on "tax assessment done according to rules"

	NO OF RESPONDENT
YES	127
NO	5
OTHERS	2
TOTAL	134

This can be shown in the following diagram.

Respondents opinion on "tax assessment done according to rules "



CHAPTER 6:

FINDINGS, RECOMMENDATIONS AND CONCLUSION

It was evident from the study that lack of financial decision making power made the Union Parishad a weaker and less effective local government organization. But for the overall development of the nation, root level development is necessary. There is no substitute to financial autonomy for wide-ranging development of the Union Parishad. In fact, absence of financial autonomy made the Union Parishad a weak and less acceptable institution. Therefore, following recommendations are made where the result of the study is reflected.

6.1: FINDINGS AND RECOMMENDATIONS

- The Union Parishad has to be given with meaningful autonomy and there is no alternative to financial autonomy for wide-ranging development of the Union Parishad. It must have its own decision making power, ability to utilize fund independently, rules of procedure, budget and will undertake and carry out local development activities independently. Financial insolvency is the major threat to the effective performance of the Union Parishad. Most of its local sources of revenue are insufficient to operate the Union Parishad. It is now completely dependent on the central government and development partners grant. Increasing intrusion of the central government into the rightful domain of the local government resources and inadequate allocation as well as untimely disbursement of resources in favor of the local government made it heavily dependent on the central government. Due to such external intervention and deficiency in efficient financial management made the Union Parishad a weaker and less effective local government organization. Most of the time, the Union Parishad implements projects and decisions imposed by the central government, which may differ with local needs. If Union Parishads are given adequate fund and manpower, they would be able to better identify their needs and problems and formulate development plans accordingly. To ensure the national development from root level, disbursement of funds must be made directly in favor of the Union Parishad as per local needs instead of present project based allocation. Local needs will be

determined by their budget. A national board has to be formed to monitor and evaluate the functioning of Union Parishad.

- Political interference in Union Parishad activities has become an actual rule that impedes smooth functioning of the Union Parishad. The relationship among Members of Parliament (MPs), Upazilla Parishad and the Union Parishad should be cooperative and corresponding instead of domination and suppression. Respective jurisdictions of MPs, central government and local government have to be defined specifically to free the Union Parishad from political interference. MPs, central government and Upazilla Parishad should not interfere in the affairs of Union Parishads. There must have a clear demarcation among the jurisdiction of the members of the parliament and the local government organizations.
- The honorarium of Union Parishad chairmen and members and remuneration of the Union Parishad officials are very inadequate that causes demoralization of the Union Parishad members and drives them to be corrupt. Honorarium should be increased to a respectable level. Per month salary should be not less than that of a First Class Officer for the chairman and Second Class Officer for the members.
- Most of the people working in the Union Parishad are not skilled enough to perform their duties and lack of knowledge in computer operation which is very much essential at present days. The present manpower of the Union Parishad must be trained properly and the structure must be rearranged in order to increase its working capacity and recruit skilled and computer literate person.
- It is very important to involve general people in the activity of Union Parishad which will devise social accountability mechanisms to make the Union Parishad accountable to the local people.
- It is observed that the tendency of the bureaucracy is to control the Union Parishad .In respect of development and maintenance activities, political pressure, noncooperation of the government, administrative complexities and red tapes are the major constraints of the Union Parishad development. Administrative

complexities have to be removed as far as possible from decision making process of the Union Parishad.

- Union Parishad gets obstructed by the locally influential people in implementing its programs in many cases. The Union Parishad does not have legal power as well as administrative support to confront such activities. Socially influential people must come forward and take part in the decision making process of Union Parishad. In this regard, a committee may form having the membership of highest tax payer of the Union Parishad, head of schools and colleges of the respective Union and other first and second class government employees among the resident.
- Proper coordination of Union Parishad activities is necessary for effective performance. Lack of proper coordination of Union Parishad activities creates problems in effective decision-making, project formulation and financial management. Emphasis has to be given on anti-corruption measures and their compliance while establishing coordination relationships among various actors.
- Central government must make law and act to give the Union Parishad power and authority to be operated independently.

6.2: CONCLUSION

Union Parishad is an essential link between the government and the citizen as it is created to operate within clearly defined geographical area and legal jurisdiction. But it remains a sphere of government with limited legislative power and authority. The Union Parishad had never been, in independent Bangladesh, 'self-governing' bodies in the true sense of the term. They could simply be labeled as an extension of the central government with guided and limited local participation. Consequently, Union Parishads have always been institutionally and financially weak, poorly managed and lacked social and political credibility. Limited powers, functions and jurisdiction of local government are all delegated by central government, which retains a high degree of overall control in rural areas. Financial aspect such as; tax, budgetary producer and allocation of money and project have been controlled by Central government through its administration. For example- The Union Parishad has no direct control even over resources generated from their jurisdictions. Such practice of regulating and controlling of the financial resources by the national government functionaries keeps the Union Parishad for ever resource-poor and resource-dependent on the national government. This effectively limits the autonomy and efficiency of local government.

In modern states, there is a great importance of the local government because the burden of the provincial and central government is lessened by it. Therefore, local bodies should be properly decentralized. In order to develop a comprehensive decentralization strategy for strengthening local government in Bangladesh, a sustainable and practical strategy must be taken properly. But, local bodies cannot and should not be separated from the wider political process in the country. There are lots of problems existing inside the local bodies. Appropriate and effective steps such as tier setting, size of constituency, women participation, local government financial commission, self budgetary allocation, conducting training, removing administrative control and so on should be embodied to make a strong and effective local self government system in Bangladesh. Therefore, in order to solve the problems fruitfully the local bodies should not be used as the tools of the central government for achieving their political purposes.

To ensure the sustainable development of the country, both the government and the Union Parishads have to take steps to change the present scenario. Rules and regulations have to

be amended to broaden the scope of local resource mobilization and to ensure adequate flow of resources from the center to the local levels according to local demands. Urgent initiatives need to be taken to strengthen the financial base of the Union Parishads. The government and the Union Parishads have to be active in this regard. Otherwise, the dream of socio-economic development of the people will remain unfulfilled.

6.3: SCOPE FOR FURTHER RESEARCH

Upon completion of the research with the given research questions and the scope, it is observed that some critical and relevant issues have not been covered by this research. To map the scope of autonomy of Union Parishad, in this study the prime focus is given only two types of tasks of Union Parishad i.e. resources mobilization and expenditure performance and procedures whereas the other tasks like activities of standing committee, welfare, security, health, agricultural and educational development system monitoring and evaluation remained untouched which can be a relevant and interesting areas for future research.

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APPENDIX 01: LAWS AND ACTS

1. The Local Government (Union Parishads) Ordinance, 1983. [Ordinance No. LI of 1983]
২. গ্রাম সরকার আইন, ২০০৩ [২০০৩ সনের ৬ নং আইন]
৩. গ্রাম আদালত আইন, ২০০৬ [২০০৬ সনের ১৯ নং আইন]
4. The Union Parishads (Election) Rules, 1983. [S.R.O. No. 357-L/83/S-XI/3R-8/83/79]
5. The Declaration and Alteration of Limits of Unions Rules, 1983 [S.R.O. No. 419-L/83/ S-XI/3R-11/83/106]
6. The Oath of Office (Union Parishads) Rules, 1983 [S.R.O. No. 472-L/83/S-XI/3R-12/83/143]
7. The Union Parishad Chairman and Members (Resignation, Removal and Vacation of Office) Rules, 1984 [S.R.O. No. 67-L/84/S-XI/3R-4/84/30]
8. The Union Parishads (Payment of Honorarium of Chairman and Members) Rules, 1985 [S.R.O. No. 262-L/85/S-XI/3R-3/85/53]
৯. ইউনিয়ন পরিষদ কর্মচারী (ভবিষ্য তহবিল এবং আনুতোষিক) বিধিমালা, ১৯৯৪ [এস.আর.ও. নং- ২৮৫-আইন/৯৪ /শা-আইন-১/১ আর-৩/৯৪/৭৪]
১০. ইউনিয়ন পরিষদ নির্বাচন আচরণ বিধিমালা, ২০০২ [এস.আর.ও. নং- ৩৪০-আইন/ ২০০২/প্রজেই-৩/ইউপি-৮৩/৯২ (অংশ-১)]
১১. ইউনিয়ন পরিষদ আদর্শ কর তফসিল, ২০০৩ [এস.আর.ও নং ৩৩২-আইন/২০০৩]
১২. জন্ম ও মৃত্যু নিবন্ধন (ইউনিয়ন পরিষদ) বিধিমালা, ২০০৬ [এস.আর.ও নং ২০৪-আইন/২০০৬]
13. The Local Parishads (Contracts) Rules, 1981 [S.R.O. No. 79-L/81/S-VI/3R-1/81/101]
14. The Local Councils Servants (Conduct) Rules, 1969 [S.R.O. No. S-VI/2R-3/69/73]
15. The Local Councils Service Rules, 1968 [S.R.O. No. S-VI/2R-4/68/150]
16. The Local Council Servants (Efficiency and Discipline) Rules, 1968 [S.R.O. NO. S-VI/2R-11/67/229]
17. The Servants of Local Councils and Municipal Committees (Prescribed Authority and Prescribed Terms and Conditions) Rules, 1968 [S.R.O. No. S-VI/2R-12/67/232]
18. The Local Councils and Municipal Committees Servants (Retirement) Rules, 1968 [S.R.O. No. S-VI/2R-17/67/231]

19. The Union Councils (Village Police Force) Rules, 1968 [S.R.O. No. S-I/IU-32/68/468]
20. The Local Councils Servants (Recreation Allowance) Rules, 1965 [No. S-III/3R-2/65/856]
21. The Local Councils (National Reconstruction, the Agricultural, Industrial and Community Development, and Food Production Functions) Rules, 1963 [S.R.O. No. S-II/3R-27/63/62]
22. The Union Councils (Travelling Allowance) Rules, 1961 [S.R.O. No. HSLG/S-VII/3R-13/60/90]
23. The Local Councils (Inspection) Rules, 1961 [S.R.O. No. LG/S-VIII/II-3/61/362]
24. The Local Councils (Resignation and Removal of Members) Rules, 1960 [S.R.O. No. HSLG/S-VIII/BD-39/59/72]
25. The Union Fund (Custody & Investment) Rules, 1960 [S.R.O. No. HSLG/S-VIII/BD-60/59/77]
26. The Local Councils Business Rules, 1960 [S.R.O. No. HSLG/S-VIII/BD-55/59/75]
27. The Union Councils (Preparation and Sanction of Budget) Rules, 1960 [S.R.O. No. HSLG/S-VIII/BD/63/59/73]
28. The Union Committees (Functions) Rules, 1960 [S.R.O. No. HSLG/S-II/2R-59/60/302]
29. The Local Councils (Development Plans) Rules, 1960 [S.R.O. No. HSLG/S/VIII/BD-68/59/93]
30. The Local Councils (Appeal) Rules, 1960 [S.R.O. No. HSLG/S-VIII/BD-76/59/158]
31. The Union Council (Accounts and Audit) Rules, 1960 [S.R.O. No. HSLG/S-VIII/BD-65/59/160]
32. The Union Councils (Property) Rules, 1960 [S.R.O. No. HSLG/S-VIII/BD-67/60/178]
33. The Union Council (Taxation) Rules, 1960 S.R.O. No. HSLG/S-VIII/BD-71/59/76
34. Union Parshad Act 2009
35. The Union Council (Taxation) Rules 1960

APPENDIX 02: QUESTIONNAIRE

Name : Age:

Gender: Male Female Profession:

1. What are the main sources of fund of your Union Parishad?

- a)
- b)
- c)
- d)
- e)

2. What are the main fields of expenditure of your Union Parishad?

- a)
- b)
- c)
- d)
- e)

3. How much fund you can raise from your own sources? (%)

4. Are the sources sufficient to run the UP?

- Yes
- No
- Others (Please Specify)

5. How much it covers? (%)

6. Upon which grounds you have to depend on other sources?

- Salary
- Revenue
- Development
- Others (Please Specify)

7. Can you utilize funds independently?

- Yes
- No
- Others (Please Specify)

8. Do you think independent utilization of funds enhance more development?

- Yes
- No
- Others (Please Specify)

9. Do you prepare budget from your own demand and supply?

- Yes
- No
- Others (Please Specify)

10. Should the Union Parishad be given more authority to make their own budget?

- Yes
- No
- Others (Please Specify)

11. Is there any need for the general people's involvement in the participation of the Union Parishad budget?

- Yes
- No
- Others (Please Specify)

12. What are the barriers or restrictions for people's involvement in the Union Parishad?

- a)
- b)
- c)
- d)
- e)

13. Do you think that your involvement can increase the effective functioning of the Union Parishad?

- Yes
- No
- Others (Please Specify)

14. As a chairman or member, what are the basic duties responsibilities you have to perform?

- a)
- b)

- c)
- d)
- e)

15. What are the people's expectations from you? (development related)

- a)
- b)
- c)
- d)
- e)

16. While performing your duties what are the obstacles you have to face?

- a)
- b)
- c)
- d)
- e)

17. What are the major setbacks in the development process of your UP?

- a)
- b)
- c)
- d)
- e)

18. Do you think, if you have got sufficient money, you will overcome majors obstacles?

- Yes
- No
- Others (Please Specify)

19. Do you feel that more power should be given to the UP for overall development of the UP?

- Yes
- No
- Others (Please Specify)

20. What may be a potential source of income for the Union Parishad?

- a)
- b)
- c)
- d)
- e)

21. Should taxes be collected from the people in the Union Parishad?

- Yes
- No
- Others (Please Specify)

22. What is your level of satisfaction in regard to access to public resources (khas land / water bodies / Others (Please Specify) - specify)?

23. How aware are you of UP expenditures and income?

24. Should there be any role of the MPs in the Union Parishad?

- Yes
- No
- Others (Please Specify)

25. Do you think political parties should nominate candidates in the Union Parishad election?

- Yes
- No
- Others (Please Specify)

26. Do you think there needs to be any reform in the rules and regulations for the election of the election commission?

- Yes
- No
- Others (Please Specify)

27. In your opinion, what functions should be given priority in the Union Parishad?

- Yes
- No
- Others (Please Specify)

28. Do you think that there is any relevance between the financial conditions and functions of the Union Parishad?

- Yes
- No
- Others (Please Specify)

29. How transparent is the UP in regard to revenue mobilization?

- a)
- b)
- c)

d)

e)

30. How transparent is the UP in regard to expenditure?

a)

b)

c)

d)

e)

31. Is tax assessment done according to rules?

Yes

No

Others (Please Specify)

32. What percentage of people required paying tax, actually paying them?

Yes

No

Others (Please Specify)

33. What could be done to make Union Parishad more relevant and important to the local people?

a)

b)

c)

d)

e)