

An Overview of Local Government: The Case of Union Parishad

A Thesis Submitted for the Partial Fulfillment of the Degree of Master
of Philosophy

Submitted By

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Certificate of Approval

This is to certify that the thesis entitled – **An Overview of Local Government: The Case of Union Parishad by Marufa Begum.** Registration No:134, Session:2011-2012 to be submitted to the Department of Political Science, University of Dhaka, Dhaka, Bangladesh in the fulfillment of the requirement for the Degree of Master of Philosophy. This work was carried out under my supervision, the style and the content of the thesis have been approved.

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DECLARATION

I hereby declare that the thesis entitled – **An Overview of Local Government: The Case of Union Parishad** submitted to the Department of Political Science, University of Dhaka, Dhaka, Bangladesh in the fulfillment of the requirement for the Degree of Master of Philosophy is my original work. No part of this thesis, in any form, has been submitted to any other University or institution for any degree or diploma.

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Acknowledgements

At the very outset, I must express my gratitude to my supervisor for his kind guidance. Without her guidance, it would be impossible to collect, organize and analyze the data in a systematic way and preparing this dissertation successfully.

My sincere thanks to chairman and all teachers of the Department of Political Science, University of Dhaka for their co-operation and friendly support in doing this thesis.

My heartiest thanks to my husband (Mr. S.M. Farid Uddin), my parents (Professor Nurul Islam and Momotaz Begum), my children (Mafi and Rishta) and my daughter in law (Brishti) for their continuous supporting and giving inspiration to complete this dissertation and my eagerness thanks also goes to my brother and sisters for their mental support.

I am thankful to the people of study area and all my respondents for their eagerness collaboration and the especial thanks to Mr. Shahidul Islam Khukon (Chairman, Laukati Union Parishad), Md. Salam Sharif (Chairman, Badarpur Union Parishad), Adv. Gazi Mohammad Nazrul Islam (Chairman, Pangashia Union Parishad). I am also thankful to my colleagues for their helpful advice.

I am also thankful to those departments, libraries and librarians (Political Science, Sociology, Public Administration, Geography and Central Library; Dhaka University, Anthropology and Public Library; Shahabag, Dhaka, Bangladesh), from which I have collected much more secondary data, for their sincere help in doing this thesis.

Finally, I am grateful to the authors of the books and the websites which I have consulted and visited.

(MARUFA MONI)

Abstract

The present study titled “AN OVERVIEW OF LOCAL GOVERNMENT: THE CASE OF UNION PARISHAD” aims to explore the historical development and the structural forms and the functional responsibilities of local government, discerning barriers of Union Parishad’s representatives and discovering the people’s perception about Union Parishad’s services. The study areas named Laukati, Badarpur, in Patuakhali Sadar Upazila and Pangashia Union Parishads in Dumki Upozila under Patuakhali District. The inhabitants of these Union Parishads are closely related and depended on the services of Union Parishad. This is Union Parishad-based micro level study, finds that inhabitant and representatives who are facing constraints performing their responsibilities as well as people are suffering from this situation. This study has shown that, majority of the representatives are facing different kinds of barriers in conducting their responsibilities regarding with maintaining law and order, performing agricultural activities, implementing public health and family planning program, maintaining local resources and natural disaster. This research has also discerned the various constrains and barriers which are faced by local representatives in the context of carrying birth, death registration and voter list preparation, playing active role in collecting tax, performing economic activities, fighting violence against women, dowry and child marriage, conducting sanitary latrine, supplying drinking water, managing education related funds and cultural activities. For gaining in-depth understanding of the situation several research methods such as observation, informal interviews, in-depth interview, case study, questionnaire and household survey have been carried out for this study. The study has seen the evidence and significant existence of various constrains in terms of performing local representatives’ responsibilities. The study has discovered the people perceptions about Union Parishad’s services and responsibilities. Discovered perceptions are in the context of health services of Union Parishad, education services, social safety nets programs, taken initiatives against dowry and child marriage, family planning and disaster management. Taking these aspects into account, it has been argued that, for mitigating the constrains in performing and functioning the responsibilities of local representatives, the smooth operation of Union Parishad’s functions, an integrated UP policy needed to be formulated along with separate budgetary allocation and strong monitoring and supervision mechanisms.

An Overview of Local Government: The Case of Union Parishad

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Acronyms and Abbreviations

A	Average
AL	Awami League
ASA	Association for Social Advancement
BBS	Bangladesh Bureau of Statistics
BCAS	Bangladesh Centre for Advanced Studies
BARC	Bangladesh Agricultural Research Center
BKSAL	Bangladesh Krishok Sromik Awami League
BNP	Bangladesh Nationalist Party
BRAC	Bangladesh Rural Advancement
BUP	Bangladesh Unnayan Parishad
CS	Capacity Strengthening
DDLG	Deputy Director of Local Government
GOB	Government of Bangladesh
GO	Government Organization
HH	Household
HRM	Human Resource Management
HUP	Harvard University Press
JP	Jatiya Party
LG	Local Government
LGD	Local Government Division
LGED	Local Government Engineering Department
LGI	Local Government Institution
MIE	Monitoring Inspection Evaluation
MLGRD & C	Ministry of Local Government, Rural Development & Cooperative
MP	Member of Parliament
NGO	Non Government Organization
PRSP	Poverty Reduction Strategy Plan
RMP	Rural Maintenance Program
UDCC	Upazila Development Coordination Committee
UK	United Kingdom
UNDP	United Nations Development Program
UNO	Upazila Nirbahi Officer
UP	Union Parishad
WB	World Bank

Glossary of Selected Local Terms

Ango: Our

Apa: Nearest household's homemaker or head's wife

Ban: Cyclone without Rain

Banna: Flood

Barga/Baga: Sharing of yields/cow or goat between the tiller / rearer and the landowner / animal owner

Bari: Household

Bazar: Place for buying and selling of goods

Bijoli: Local Name of the card of Vulnerable Group Development (VGD)

Bhabi: Brother's wife/ nearest household's homemaker or household head's wife

Borsha: The rainy season

Dalal: Local Political Client/activist. It also means local money lenders.

Duilla Joi: Cyclone with Sand

Ghar: Room/House

Gram: Village

Gusthi: Lineage/Kinsmen

Imam: Muslim religious leader

Karjo: Balanced reciprocity of money without any extra return or interest

Kaija: Quarrels

Kerani: Accountant of boat (fish), shopkeeper

Khas: Unused government owned land **Macha:** Staying Place of Fuel

Paribar: Family

Sadar: Central

Samaj: Society

Union: Sub-division of an Upazila

Upazila: Unit of local government

Chapter One

Introduction

1.1. Introduction

Bangladesh has repeatedly experimented with decentralization in the post-colonial and post-independence period. Every successive regime between 1957 and 2015 attempted to reform the local government structure. Bangladesh has a long and eventful tradition of local government. For this reasons, in this study, the research problem was an overview of local government: the case of Union Parishad. The main objective of this research is to explore the historical development and the structural forms and the functional responsibilities of local government, discerning barriers of Union Parishad's representatives and discovering the people's perception about Union Parishad's services.

The structure and the functions of local government have been evolved in consonance with socio-economic and political transformation of the country. Nevertheless, the Bangladesh Constitution (Articles 9, 11, 59, and 60) made provisions for establishing local government as an inseparable organ of administering state affairs to safeguard democratic values and to secure economic and social justice. These four articles of the constitution together constitute the supreme source of all laws, ordinances, and rules relating to the local government system of the country. Yet, one potential conflict arises from Bengali and English versions of those provisions of the constitution. Though the English version mentioned the terms 'local government' and 'local government institutions', the Bengali version interpreted them as 'shtaaniyo shashon' (local administration) and 'shtaaniyo shashon shoncranto protisthan' (local administrative institutions) respectively. These interpretations do not reflect the spirit of local self government. This conflict is a persistent threat for sound policy prescriptions for establishing strong local government system in Bangladesh.

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 UP 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. A careful review of the responsibilities and authority of the UP shows that it alone renders and maintains all those services within a defined local limit, the part of which different ministries,

departments, directorates, and such other agencies of the central government do as per the principle of specialization. Yet it enjoys very little power compared to its responsibilities.

Nevertheless it has been persistently deprived of exercising its limited power due to bureaucratic influence and lack of political will. Consequently, it has fallen far short of meeting expectations of the people. That's why this study has focused on historical development and structural functional responsibilities of Union Parishad as well as barriers of functioning responsibilities and people's perception about Union Parishad. In this research, the term local government has been considered as Union Parishad.

In chapter one, a short introduction, study background, study background and aim of this research have been discussed. Here also contains specific objectives, statement of the problem, study rationality, literature review and scope and limitation of the study. In chapter two, research methods, sample size of respondents, location of the study area, theoretical and conceptual analysis has been discussed. Historical development and structural functional responsibilities of local government regarding with Union Parishad have been explained in chapter three and four. Barriers in performing responsibilities of Union Parishad's representatives and people's perception about Union Parishad's services have been examined in chapter five and six. And finally, conclusions in an analytical viewpoint and some recommendations have been incorporated in chapter seven.

1.2. Background of the Study

The evolution of local government in the Indian subcontinent did not follow any specific laws or rules. It experienced dramatic changes in its nature based on the defining characteristics of the ruling regimes. During pre-Mughal era, village-based local governments, e.g. village council were in force. Each village used to administer its own affairs. During medieval age, village administration was organized under the Village Panchayat. The Panchayat was responsible for collecting revenues, maintaining law and order, superintending education, irrigation, religious rituals, and moral behaviors of the villagers.

Later during the Mughal period, the revenue collection system became more systematic and the local administration became more dynamic in this regard. In this period, Sarkar/ Chakla, and Pargana became the nerve centers of general and revenue administration. With the inception of

the Permanent Settlement System, the British colonial rulers replaced the indigenous system with the British model of local governance. Both the Pargana and the Panchayat system were abolished. The civil and criminal laws and courts became the basis of local administration and landlords became the local rulers.

The British Government introduced the Chawkidari Act 1870 that attempted to revive the age-old Panchayat system. This Act entrusted the district magistrate with the power to form a five member Panchayat for each village. Under the Local Self-Government Act 1885, a three-tier system came into operation: district board for district, local board for subdivision, and union committee for several villages spreading over an area of 10-12 square miles. Later, through the enactment of the Bengal Village Self-Government Act 1919, the former three-tier system was replaced by a two-tier system consisting of union board and district board. During Pakistan period, President Ayub Khan introduced a new pattern of government system called Basic Democracy that introduced a four-tier local government set-up: union council, Thana council, district council, and divisional council in ascending order.

Immediately after the liberation, Bangladesh politics fell under immense pressure from both within and outside. Dramatic changes were brought in the structure of the local government in accordance with changes made in the governance system to match the ideological shift of the ruling regime. The Presidential Order No. 7, promulgated in 1972, dissolved all existing local government committees. In order to continue local administration, the government appointed designated committees to replace the defunct committees. The Union Council was renamed as Union Panchayat (later Union Parishad) and the District Council was renamed as the District Board (later Zila Parishad). The Thana and Divisional Councils were not replaced by such ad hoc committees.

The Presidential Order No. 22 specified that each union composed of several villages would be divided in three wards; three UP members would be elected from each ward.

Besides, provisions were made for the Chairman and Vice Chairman to be directly elected by all eligible voters living within a UP. The Order further stipulated that the Sub-divisional Officer (SDO) and the Deputy Commissioner would be ex-officio chairmen at Thana and district level local bodies respectively. During Zia regime, the Local Government Ordinance 1976 was

promulgated that introduced a three-tier local government system: Union Parishad, Thana Parishad, and Zila Parishad hierarchically arranged in ascending order. The structure and functions of the UP remained almost same as they were under the Presidential Order No.22, with exceptions that the post of the Vice Chairman was abolished and four additional nominated members (two from women and another two from peasants) were included.

But the Ordinance conferred significant control of the central government over the UPs. For example, the SDO was given the veto power against any decision of UPs. Under the Local government (Thana Council and Thana Administration Reorganization) Ordinance 1982, considerable authority was delegated to the Upazila Parishad. The Upazila Parishad was entrusted with the power to impose tax, rates, fees and tolls. The UP lost its authority again in this process to accommodate transfer of responsibilities and authority to the Upazila Parishad.

After the changeover to the parliamentary system of government in 1991, the first Khaleda Zia government (1991-1996) abolished the Upazila system. A Local Government Reorganization Commission was constituted on 24 November 1991 to review the effectiveness of the contemporary structure of the local government and recommend on possible reorganization in accordance with the 12th amendment made to the constitution. This Commission proposed a two tier system for the rural area: Union Parishad at union level and Zila Parishad at district level.

The Sheikh Hasina government (1996-2001) formed another commission to suggest the structure of local government consistent with democratic spirit and with sustainable base. This commission suggested for a four-tier system: Gram parishad at village level, union parishad at union level, upazila parishad at Thana level, and zila parishad at district level. One significant achievement of this government was holding of election in reserved women seats at UPs. The second Khaleda Zia government (2001-2006) did not take any noticeable step for strengthening local government system. And finally Sheikh Hasina government (2009-2014) again reforms the local government. They abolished the Gram Sarkar from local government system.

Despite repeated assurance of introducing elected bodies at all administrative levels in their respective election manifestoes, major political parties did not give effect to their pledges whenever they came to power.

In this context, researcher's focal points of the study were to explore the historical development and the structural and functional responsibilities of local government, discerning barriers of Union Parishad's representatives and discovering the people's perception about Union Parishad.

1.3. Aim of the Study

To explore problems and prospect in union parishad in Bangladesh

1.4. Objectives of the Study

For this research, broad and specific objectives have been selected, which have given below.

1.4.1. Broad Objective

The main objective of this research is to explore the historical development and the structural and functional responsibilities of local government, discerning barriers of Union Parishad's representatives and discovering the people's perception about Union Parishad.

1.4.2. Specific Objectives

- ❖ To explore the historical development of local government in Bangladesh.
- ❖ To explain the structural forms and the functional responsibilities of local government in Bangladesh.
- ❖ To discern the barriers of Union Parishad's representatives.
- ❖ To discover the people's perception about the services of Union Parishad.

1.5. Statement of the Problem

Increasing global changes based on modern democratic phenomena is emphasizing on grassroots level democracy. This grassroots democracy also related to local development. So, local welfare and development can be ensured by proper functioning of the Union Parishad, true decentralization of power and peoples participation. Patuakhali is a district of Bangladesh under Barisal division. In this district, Lauki, Badarpur, and Pangashia Union Parishad under Patuakhali sadar Upazila are mostly affected by local government policy of Bangladesh.

In this study, research problem is "*An Overview of Local Government: The Case of Union Parishad*". In previous studies, the researchers studied about the historical development of local

government, its functions, structures, and responsibilities of representatives. But it is rare to find out a study on people's perception about Union Parishad's services and its functioning obstacles in the context of specific Union Parishad. So in this study, researcher subject area to explore the historical development and the structural and functional responsibilities of local government, discerning barriers of Union Parishad's representatives and discovering the people's perception about Union Parishad.

In this study, researcher concern is that, this study area's people are more dependable on Union Parishad's services. A problem is that, local representatives are not able to perform their responsibilities without political affects or self biasness and that's why it affects on their social, economic, and political livelihood. Siddiqui, Kamal (2005) has discussed about the historical background, definition and functions of local government in Bangladesh. In his book he treated local government as local self government. This term originated during the colonial times when most of South Asia did not enjoy any self-government, either at the central or provincial levels. Haque, Adnan ul (2012) has discussed the basic fundamentals of local government in theoretical perspective. The aim of this paper was to critically evaluate the conceptual framework of local government with its significance in the modern era. Various approaches of local government have discussed in the light of previous empirical researches. The paper also attempts to explore the role of good governance in the development of society's infrastructure. A. M. Muhammad, H. S. Ahmed, and W. Kristen (1984)'s book is based on the findings of a survey conducted of four erstwhile upazilas in the districts of Patuakhali and Barguna in Bangladesh. In this book they examined the process of decision-making observed at the local government level and evaluate the performance of the local government institutions in initiating and implementing miscellaneous development projects. They also assessed the performance of the nongovernmental organizations (NGOs) in development works within the study locations. The stated objectives of the decentralization program in getting people directly involved in the decision making process relating to miscellaneous development works, and improving their overall socio-economic conditions were not achieved to any appreciable extent in the study locations. The NGOs were also not very successful in providing socio-economic benefits to the general people. It is argued in this book that Bangladesh needs a local government which is more participatory in nature and enjoys a greater degree of autonomy than has so far been the case. Nadiruzzaman, Md. (2008) has conducted the historical political context of local government,

discussed the structure and function of local government, and assessed the capacity of local government in Bangladesh.

In this body of evidences/literatures has described about the historical development, structural functions, and theoretical and conceptual analysis of local government in Bangladesh. But these literatures do not describe about the barriers of representatives in a specific issue and the people's perception about Union Parishad's specific services that are the missing of this body of evidence. This study area's people and local representatives fall on different obstacle regarding with Union Parishad's services as well as performing representatives' responsibilities. So, it is needed to explore about their barriers, obstacles, and constraints in the context of taking, giving, and performing responsibilities and services.

In this study, first and second specific objectives are to explore the historical development of local government in Bangladesh, structural functional responsibilities of local representatives. By these objectives researcher's approach is to investigate about Union Parishad's evolutionary development and responsibilities of representatives. Third specific objective approaches to discerning barriers of Union Parishad. And 4th specific objective approaches to discover people's perception about Union Parishad's services.

1.6. Rationale of the Study

There are many reasons which justify the undertaking of the study. Local democracy may operate only when there would be democratic political atmosphere at the national as well as local levels for its sustenance. For strong and stable democratic governance in the local areas, visionary leadership, free and fair election, voting behavior etc. are the core areas to be understood (Khan, 1993). This study is significant for the mass people (stakeholders), politicians, bureaucrats, academicians, donors, NGOs, national leaders and civil society since the issue now deserves brain storming and rethinking in making decisions to nurture these institutions within democratic values. Multifaceted factors are responsible for an undemocratic mode of election procedure at local areas including exchange of black money, uneducated and dishonest leadership, muscle politics, kinship and clan based politics, political interference of central authority, lack of financial resources, improper policy formulation and implementation, apathy of the people and lack of commitment of the government.

On the other hand, women's leadership is now in vulnerable position around the society. They have no active participation and representation no matter it is family or institutions. The present study is significant because it has addressed different dimensions of participation local government's representatives and people's perception. This study also met the academic demands as well as greater benefit of the society is expected to be touched. Furthermore, it also would be useful for policy makers for their future policy issues. With the dawn of the innovative administrative reforms, the issue of local governance has received greater attention of the whole world. Bangladesh, as committed to democracy, has not yet been prepared enough to cope with the challenges of bringing about new-fangled leadership and democratic mode of participation and representation at urban local government institutions. Considering this reality concerned with the discerning barriers of performing local representatives' responsibilities, the study would be a reliable one to the chairmen, members, academicians and civil society for conducting further research or reshape the existing thoughts. So, in above context, the present study is more rationale.

1.7. Scope of the Study

The study has attempted to understand the historical development of local government, and structural functional responsibilities of Union Parishad's representatives. Researcher has tried to discern the barriers which are faced by Union Parishad's representatives. And discovering people's perception about the services of Union Parishad has taken put into account for this research. Political biasness is a major problem in the context of local government of Bangladesh. But according to the nature of any research, problems cannot be generalized. The scenery may vary according to specific context and cultural variation of areas. That's why the study aims to explore the problems and prospects of Union Parishad in the context of representatives' and people's perception. The people of the study area are suffering a lot due to political biasness from getting their services. With the impact of natural disaster, land crisis, village politics and health services of this selected Union Parishad, the situation is becoming susceptible day by day. So an in-depth study on this issue is essential. As a political crisis based on biasness and the barriers in performing responsibilities are the major problems in this area, thus it is necessary to understand the situation from political science perspective.

1.8. Limitation of the Study

With scope, the study also has some limitation in case of time and flexible nature of human being. One significant limitation is the sample size. Only three Union Parishads were selected due to time and financial constraints. Frequent field visit has not been done because of the shortage of time. As a researcher I have tried my best for collecting the representative information's from the study area. Human perception is always flexible and changing. So in some case it has been difficult to gather accurate information. In these cases, cross- checking of information has been done frequently for ensuring the validity of the data.

1.9. Literature Review

Literature review is the important part of any research. Although many writers have described in their literature about local government's historical development, its functions and structure, in relation with the discerning barriers of local government and people's perception about local government's services are really inadequate. However, the flowing paragraphs under background of the study identify some existing literature on local government in Bangladesh.

Siddiqui, Kamal (2005) in his book *Local government in Bangladesh*, 3rd edition, has discussed about the historical background, definition and functions of local government in Bangladesh. In this book he treated local government as local self government. This term originated during the colonial times when most of South Asia did not enjoy any self-government, either at the central or provincial levels. Soon after the emergence of Bangladesh, the president order no-7 of 1972 was promulgated and all the local government bodies, except divisional council, were dissolved and administration was appointed to take their functions. Local government means that associate in nursing administrative unit for satiny low graphic region like a town, country, or state. An area government can usually solely have management over their specific realm, and cannot pass or enforce laws that may have an effect on a wider space. This book also notified that local government can elect officials, enact taxes, and do many other things that a national government would do, just on a smaller scale. Local government institutions at both rural and urban level and these are Union Parishad, Upazila Parishad, Zila Parishad, City Corporation and Paurashava.

Haque, Adnan ul (2012) in his paper *Theoretical Perspective of Local Government* has discussed the basic fundamentals of local government in theoretical perspective. The aim of this paper was to critically evaluate the conceptual framework of local government with its significance in the modern era. Various approaches of local government have discussed in the light of previous empirical researches. The paper also attempts to explore the role of good governance in the development of society's infrastructure. In developing countries the role of LG (local government) is unlike in the developed countries but to great extent its essentiality is widely accepted by large number of researches and legal experts in order to build strong foundation therefore the role, approaches and its significance are undertaken in this paper to evaluate local government in depth. On the basis of identified notions, the framework to build strong governance is developed.

A M. Muhammad, H. S. Ahmed, and W. Kristen (1984) in their book *Development through Decentralization in Bangladesh - Evidence and Perspectives* published by UPL, book is based on the findings of a survey conducted of four erstwhile upazilas in the districts of Patuakhali and Barguna in Bangladesh. The original study was commissioned by the Danish International Development Agency (DANIDA) culminating in a research report. Although the decentralized system of local government in the form of upazila parishads no longer exists in the country, the contents of the book should be relevant to policy reforms for the local government. In this book they examined the process of decision-making observed at the local government level and evaluate the performance of the local government institutions in initiating and implementing miscellaneous development projects. Besides, it dwells on the income and expenditure patterns of the local government institutions in some detail. They also assessed the performance of the nongovernmental organizations (NGOs) in development works within the study locations. The stated objectives of the decentralization program in getting people directly involved in the decision making process relating to miscellaneous development works, and improving their overall socio-economic conditions were not achieved to any appreciable extent in the study locations. The NGOs were also not very successful in providing socio-economic benefits to the general people. It is argued in this book that Bangladesh needs a local government which is more participatory in nature and enjoys a greater degree of autonomy than has so far been the case.

Ahmad (2002) in his book *Bangladesh Lok Proshashon* has pointed out that with rapid growth of urbanization the structure of urban local self governments in Bangladesh has been changed, and since the very beginning, these institutions have been suffering from various problems. The functions of Paurashavas have been designed to ensure civic amenities and good management of municipalities. However, they cannot provide urban people with good quality of civic amenities. That is why all these services should be delivered properly in order to have a good management of urban areas in Bangladesh.

Nadiruzzaman, Md. (2008) in his thesis paper *Rural Local Government and State Politics in Bangladesh* has conducted the historical political context of local government, discussed the structure and function of local government, and assessed the capacity of local government in Bangladesh. He said that Bangladesh became dysfunctional due to rampant political corruption and successive political crises since its independence. Every regime has formed a local government commission under different names, without giving much real effort to decentralizing their powers to the local level. The post-liberation experience of the local government (LG) of Bangladesh suggests that the national government uses the local government bodies to strengthen its own power base in the name of decentralization. This paper asks whether the policy and the formation of different structures can achieve decentralization. This thesis paper also argues that the restoration of law and order and assurance of transparency are prerequisites of efficient local government. Again, endorsing the traditional informal institutions can reduce the pressure on government in different affairs like dispute resolution, social awareness, health and safety and so on. In addition, delegating responsibility for service provision to other quarters like NGOs and civil society can help to address the development concerns of the people, as well as capacity-building in local level institutions.

K.M. Mohammad (2011) in his book *Local Government in Bangladesh: Some Contemporary Issues and Practice* has discussed about the problems and potentials of elected local government bodies. This book has also discussed about the challenges which are faced by local representatives when they perform their assigned responsibilities and provide services to their clientele.

M. A. Badiul (2010) in his book *Local Government and Political Reform: Keys to Poverty Reduction* has discussed about reforms and leadership regarding with to combat poverty empowers the grassroots and gets democracy back on track. This book is also portrait of Bangladesh's political landscape and the challenges it faces as it prepares for the future.

In this body of evidences/literatures has described about the historical development, structural functions, and theoretical and conceptual analysis of local government in Bangladesh. But these literatures do not describe about the barriers of representatives in a specific issue and the people's perception about Union Parishad's specific services that are the missing of this body of evidence. This study area's people and local representatives fall on different obstacle regarding with Union Parishad's services as well as performing representatives' responsibilities. So, it is needed to explore about their barriers, obstacles, and constraints in the context of taking, giving, and performing responsibilities and services.

Chapter Two

Research Methodology and Theoretical Analysis

2.1. Methods of the Study

Research aims at solving problems and investigating relationships of numerous variables that exist around us. As an investigative process, research takes place at different levels of scientific methods. Political science is unique because it is informal, intensive, and in-depth and above all long term intensive fieldwork and participant observation is the heart of political science research. In political science research the researcher stays or lives in study area as long as possible to capture the reality of the population under study. But because of the time span researcher can't maintain the traditional political science fieldwork method. Researcher has got limited time for fieldwork, thus doing participant observation and intensive fieldwork is really impossible. However, researcher has used some other important political science research techniques for data collection.

2.1.1. Qualitative Methods of Data Collection

In this study, researcher has used following qualitative methods.

2.1.1.1. Fieldwork

Fieldwork is the most important method in political science research which is identified as hallmark of research for political scientists. It is the working and mixing with people for certain period of time in their natural environment for understanding their situation. Thus the field work method has been used in this study for collecting information and making observation.

2.1.1.2. Observation and Rapport Building

Throughout the study wide observation was made to understand their daily life, individual behavior, collective behavior, and business approach in varied settings. With wide observation, attempts have been made to establish rapport- a good friendly relation with the people under the study area. The relations with the village people became intimate through introducing notes and gradually through general discussion.

2.1.1.3. Informal Interview and in- depth Interview

Informal discussion can provide great deal of information regarding the issues of investigation. For the purpose of the study constant observation with local people were done to understand and

to know about what they observe, what they thought about the specific issues. With increase of the knowledge about local language; it was became comfortable to understand simple conversation between villagers. Researcher has also taken some in- depth interview for gaining detail idea about the nature, patter and dimension of the barriers and people's perception.

2.1.1.4. Case Study

According to McNeill (1990:87), a case study involves the in-depth study of a single example of whatever it is that the researcher wishes to investigate. Case study method was particularly important in political science research as it provides some specific information within a timeframe. In this study, researcher has used case study method as the aim of the research relied on understanding the people's perception about the services of Union Parishad and the barriers of representatives during performing their responsibilities.

2.1.2. Quantitative Methods of Data Collection

In this study, researcher has used following quantitative methods.

2.1.2.1. Social Survey

A social survey is a process by which quantitative facts are collected about the social aspects of a community composition and activities. Researcher has applied this method to collect the information about local representatives, household and members of household.

2.1.2.2. The Questionnaire

The method of questionnaire is an important technique to obtain information about the research issues. This method has been used to collect information about the barriers of local representatives which they are faced during performing their responsibility. Researcher has used semi- structured, close and open ended questionnaire for collecting both qualitative and quantitative information.

2.1.3 Other Tools of Data Collection

Without above methods, researcher has used other following tools regarding present research.

2.1.3.1 Voice Recorder

For data gathering with the permission of informant's voice recorder has used during the fieldwork.

2.1.3.2 Internet

Data from internet has been used for the purpose of the study. Up to date information about this research issue has been collected during the study through internet browsing.

2.1.3.3 Mobile Phone

In case of necessities, in order to communicate with some people under study, mobile phone has also been used in this research as it was difficult to reach study area physically all the time. As the researcher, in political science has the flexibility to use methods or techniques suitable to overcome from certain contemporary problems, thus this technique of data collection has been used successfully.

2.1.3.4 Field Jotting

Field jottings are short notes taken by the researcher on the spot. Researcher has used this technique to take key words during observation. It is also used to take quick notes during casual conversation.

2.1.3.5 Detail Field Notes

In a fieldwork most notes are descriptive and are from two sources: watching and listening. These notes are the details of the behavior and the environment. A large white pad and pen have been used to record the informal and semi-structured interviews.

2.1.3.6 The Diary

The diary is a personal document where the researcher can run and hide when things get tough. As a researcher, a diary has been kept to deal with the day to day experiences and observation of the fieldwork. In a diary researcher expressed his personal feelings.

2.1.4. Sources of Data Collection

Collection of data is essential for any political science research. For the purpose of this study researcher has collected data from different sources which can be grouped into two categories:

2.1.4.1. Primary Sources of Data Collection

Primary sources of data have been collected for this research for the specific purpose of addressing the problem at hand. That means all data that researcher has collected directly from local representatives, village people, households, and field observations during fieldwork are the primary sources of data collection. The data have been collected from individual, household and observation through informal interview, case study, oral histories, questionnaire, and also some important sources of data collection. Data have been collected from the informants directly considering individual (local representatives) and household as units.

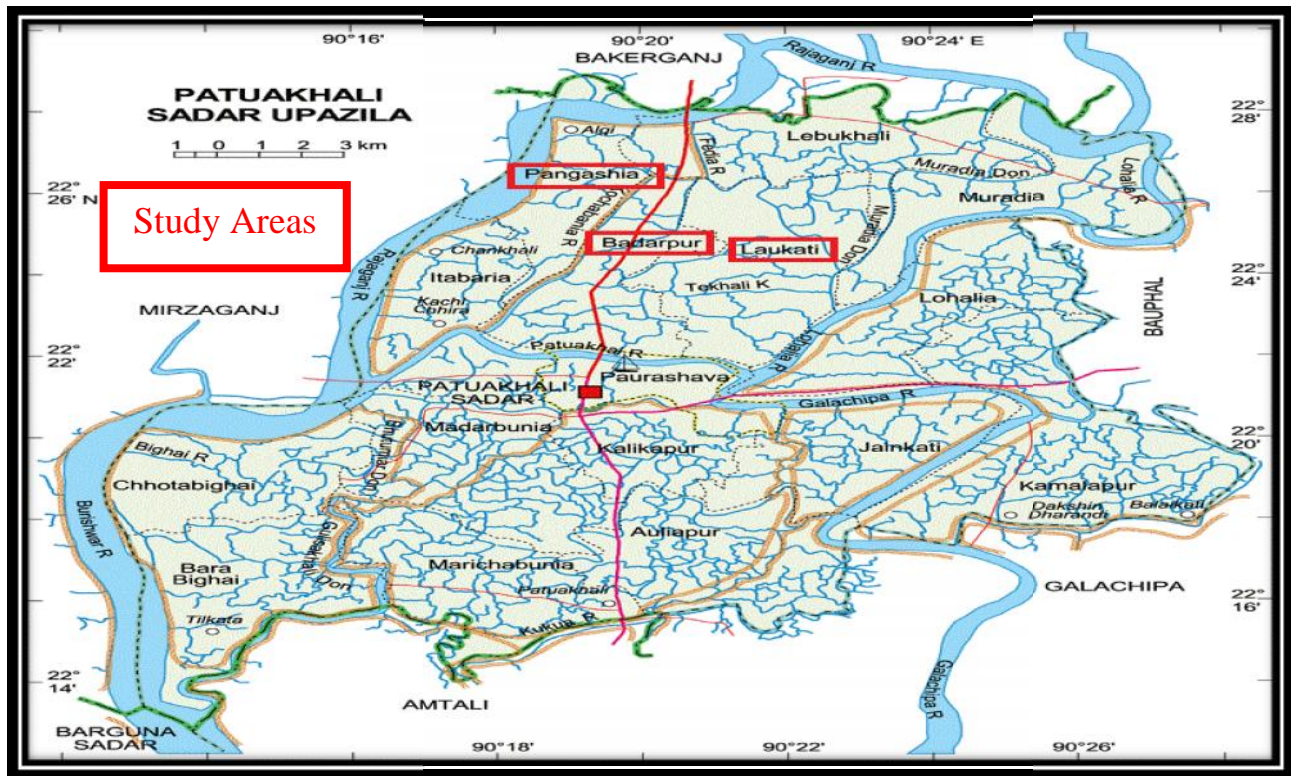
2.1.4.2. Secondary Sources of Data Collection

For this purpose of the research data has also been collected from the secondary sources such as various books, various journals, research work, government publications, census data etc. Central Library of University of Dhaka, Seminar Library of the Department of Political Science, Public Administration and Geography of University of Dhaka, Government Organization and public library, Shahbag, Dhaka, Bangladesh etc. are some other bodies of secondary sources of information from which data and papers have been collected and used to research problem.

2.1.5. Selection and Location of the Study Area

Researcher has selected three Union Parishads named Laukati, Badarpur in Patuakhali Sadar Upazila and Pangashia in Dumki under Patuakhali District. The inhabitants of these Union Parishads who are closely related and depended on the services of Union Parishad. This study has been carried out among these three areas inhabitant and representatives who are facing constraints performing their responsibilities as well as people are suffering from this situation. Following map shows the study locations.

Figure: 2.1 Locating Study Areas in Map



Source: <http://mapofbangladesh.blogspot.com/2011/12/patuakhali-sadar-upazila.html> and date: 2015-05-13

2.1.6. The Population and the Sample Size of Respondents

Within limited time it is impossible to study all the Union Parishad’s representatives and households of the study area. Researcher has selected three Union Parishads named Laukati, Badarpur, and Pangashia under Patuakhali District. From every Union Parishad one chairman, three male members, one woman member, secretary of Union Parishad and six households have been purposively selected for collecting primary data. Details sample respondents have been presented in following table.

Table: 2.1 The Sample Size of Representatives and Households

Categories of Respondents	Name of Union Parishads			Total Respondents
	Laukati	Badarpur	Pangashia	
	Number of Respondents			
Chairman	01	01	01	03
Male Members	03	03	03	09
Woman Member	01	01	01	03
Secretary	01	01	01	03
Total	06	06	06	18
Households	06	06	06	18
Total	12	12	12	36

2.1.7. Data Processing and Analysis

Data has been collected from both primary and secondary sources. After gathering primary and secondary data another demanding task of the research is data organizing and analysis. Analysis of the data begins from the selection of the problem of the study and continues till the last word of the final submission. The data has been collected from the field mostly quantitative in nature as the study requires. After organizing the data, presentation of findings from the huge rang of data, data reduction according to the demand of the study, identifying their significant and constructing frame work for analysis are challenging task for a researchers, some other difficulty is the part of data processing and analyzing .

2.1.7.1. Analysis of Interviews

Data collected from informal interviews and in-depth interviews were grouped according to the topic of information. This process helped to find out the similarities and difference of the data provided by the interviewees. The grouping of data according to the topic of issue also helped to conceptualized and contextualized the information of the area under study.

2.1.7.2. Analysis of Observation

Analysis of observation depends on some points which may be relevant to the fieldwork, field and people. The first step of analyzing observation includes the chronological description of observations. At the second step, major observations were analyzed according to the key events or facts which are important in understanding the relationship between people of the society. After that, focused observation helped to conceptualize relevant factors more specifically and intensively. Observation of selected issues has been analyzed according to the behavior and preferences relevant for the study area. Thereafter, organizing and analyzing of data helps to understand the important process of the study area.

2.1.7.3. Analysis and Construction of Case Studies

The data of the case studies must be grouped according to the different cases. For constructing and analyzing case studies researcher has used following steps:

Step 1: Assembling the raw data according to the category i. e, person and issues.

Step 2: The relevant data for the case study was selected and irrelevant data was reduced.

Step 3: Construction a case record by organizing and editing the data.

Step 4: Writing a narrative case rerecords thematically.

2.2. Theoretical and Conceptual Analysis

Theories are constructed to explain social phenomena. A theoretical framework is a collection of interrelated concepts. Within the general framework of Political Science's approach there exists a wide range theoretical perspective of studying and analyzing problems. The theoretical framework is supposed to help the reader make logical sense of the relationships of variables and factors have been relevant to the problems. So, conceptual and theoretical frameworks have been discussed below:

2.2.1. Theoretical Analysis: Decentralization

“Decentralization is the process of transferring power to the popularly elected local governments. It brings about change in the operation of institutions and almost invariably occurs gradually.

Decentralization requires the existence of elected local governments because local officials do not have meaningful autonomy unless they answer to constituents. Appointed local officials must ultimately act according to the interests of those in the national capital who gave them their jobs: they are effectively agents of the national government. A local system in which government officials are appointed, thus, is a centralized system that has not begun to decentralize” (Rondinelli et al., 1981, Page- 4) have generalized this definition.

Decentralization is not a new phenomenon of the modern state; it can be traced back to the eleventh century. Since the history of feudal lords and sovereign kings, centrally governing powers were decentralized in different situations and with various objectives. In Western Europe, the demand of 'liberty' on free-hold of property, toll-free access to markets and fairs and so on gave rise to a certain level of decentralization and thus, some authority was given to a body-corporate or a group of individuals. However, Wickwar (1970) argues that “... *this legal personality was something that had not grown naturally, but had been artificially created by the sovereign; the body corporate was a persona field*” (p. 10).

In South Asia, the Mughals, introduced four-tier local government headed by *Subadars* (Governors) in provinces, by *Shikdars* in Districts, by *Fauzders* in *Parganas* and *Matabbor* (Headmen) in villages (Siddiqui, 1992), which were mainly the tax administration units. Thus, it can be argued that decentralization was a very strong tool to the ancient sovereigns to centralize their power bases. In the case of Bangladesh, there was the desire to grasp power. However, in the early 1970s, the concept of

'Decentralization' diffused globally in different shapes, conceptualized by neoliberals and politicized by the US and UK governments of President Reagan and Prime Minister Thatcher. Nowadays, decentralization has become a prescription of good governance, poverty alleviation, and economic sustenance and so on by academics and donor agencies.

2.2.1.1. Forms of Decentralization

Decentralization itself is popularly used as an umbrella term depicting at least three leading methods of shifting governance responsibilities from central to local levels: devolution, de-concentration and delegation.

2.2.1.1.1. Devolution

Devolution means empowering people politically, and it is often considered as the closest term to Decentralisation. Formally, devolution is the creation of or increased reliance upon lower units of central government with some degree of political autonomy, that are substantially away from central influence yet subject to general policies and laws, such as those regarding civil rights and the rule of law. Cheema and Rondinelli (1983) clarified the process of devolution by identifying five fundamental characteristics.

- Powers are transferred to autonomous units governed independently and separately without the direct control of central government; Decentralization and Democratic Local Governance Programming Handbook Centre for Democracy and Governance. Cited in Ellison (2004).
- The units enjoy corporate status and powers to secure their own resources to perform their function;
- The units maintain control over a recognized geographical area;
- Devolution implies the need to develop local government institutions;
- It is an arrangement of reciprocal, mutually beneficial and coordinate relationship between central and local government. Panday (2005) questions whether the aforesaid characteristics are fundamental and argued that they seem to ignore any possibility that interests and aims are differentiated and uneven either in social or spatial terms.

2.2.1.1.2. De-concentration

De-concentration denotes the transfer of power from the central administrative unit to its lower tiers. This means the redistribution of administrative powers and responsibilities. Ellison (2004) argues, “De-concentration is frequently the De-centralization method preferred by national government personnel because it preserves control over resources and priorities. This may be true even where legal reforms seem to enable a political power shift more akin to devolution; central bureaucracies may actively put administrative mechanisms in place that in effect keep real control over resources and decisions in the hands of their regional offices” (page- 4).

The United Nations advocated this form of Decentralization because people will have a better understanding of government programs, use the services offered, and eventually participate in

using its resources. On the contrary, Mawhood (1983) argues that any hope of cracking open the blockages of central bureaucracy, curing managerial constipation and stimulating the whole nation to participate in national development plans ends in chaos and bankruptcy. Manor (1999) agrees and adds that “When leaders in a central government transfer administrator to lower levels without subjecting them to influence from elected representatives at those levels, these administrators tend to remain loyal to those at the apex of the system. They enable central leaders' influence to penetrate more effectively into lower-level arenas - which in practice makes the political system more effectively centralized” (p. 20). There is also the issue about what is de-concentrated/ devolved. Very often this is about responsibility for service provision and accountability, but budgets are not devolved and remain centralized. This creates "unfunded mandates" that make local government very difficult.

2.2.1.1.3. Delegation

Delegation is the transfer of 'managerial responsibility' for a specific defined function outside the usual central government structure (Ellison, 2004) that is not completely controlled by the central government, but which is ultimately accountable to it (Hossain, 2005). It implies the transfer or creation of board authority to plan and implement decisions concerning specific activities within specific spatial boundaries to an organisation that is technically and administratively capable of carrying them out without direct supervision by a higher administrative unit (Cheema and Rondinelli, 1983; Panday, 2005). Ellison (2004) argues that delegation is weak if local governments have some reasonable measure of competency and experienced personnel. He added that, if local government is new to governance and/or without a basic skill base, delegation can be an effective means to start the process of Decentralization by steadily shifting more and more management responsibility to local jurisdiction.

Many writers like Ellison (2004), Panday (2005), Hossain (2005), have often referred to **privatization** and **deregulation** as two more forms of Decentralization. According to them, privatization is an arrangement that allows private agencies to plan and manage activities which were previously performed by the government. According to the World Bank Thematic Team, privatization can include (Hossain, 2005):

- Allowing private enterprise to perform functions that had previously been monopolized by government;
- Contracting out the provision or management of public services or facilities to commercial enterprise. There is a wide range of possible ways in which functions can be organized and many examples within public sector and public private institutional forms, particularly in infrastructure.
- Financing public sector programs through the capital market (with adequate regulation or measures to prevent situations where the central government bear the risk for this borrowing) and allowing private organizations to participate; and
- Transferring responsibility for providing services from the public to the private sector through the divestiture of state-owned enterprise.

2.2.1.2. Dimensions of Local Government

There are three major dimensions of Decentralization that are widely accepted as the essential attributes of power relations: administrative, political and financial Decentralization.

2.2.1.2.1. Administrative Dimension

The administrative dimension is sometimes called de-concentration. This is the full or partial transfer of an array of functional responsibilities, administrative personnel and resources from higher to lower levels. Thus, it often encourages bureaucracy. Shah and Thompson (2002) argues that “Administrative Decentralisation requires lack of any ex ante controls over the decision to hire, fire and set terms of employment of local staff...Furthermore, local government should have the authority to pass bye-laws in their spheres of responsibility without having to obtain prior clearance from the higher level government” (p. 7). However, Manor (1999) and Mawhood (1983) argue that it is a means of centralizing power, as mentioned earlier. The administrative dimension is approximated by the degree of subdivision of the nation state, and by the size of country in terms of population (Braun and Grote, 2000).

2.2.1.2.2. Political Dimension

The political dimension is synonymous with devolution. It involves the transfer of political authority to the popularly elected local level institutions through the establishment or re-

establishment of elected local government, electoral reform, political party reform, authorization of participatory processes, and other reforms (Decentralization and Democratic Local Governance Programming Handbook). There are three insights in this definition. First, if local, elected government has been posited as a first - essential - step in establishing decentralized authority, it is highly unlikely that other legal and structural reforms can take root without elections actually being held. Second, while programming activities to support power shifts occasioned by decentralized reforms, we should not limit support for the central authorities to the area of policy reforms. Rather, we should also support whatever needs to happen within the operations of national agencies to enable these shifts. Third, political Decentralization is usually the first step in the reform process and tends to get ahead of the financial dimension, while administrative changes can often lag behind both and are used as a means to slow the process by a recalcitrant national bureaucracy. Political Decentralization aims to give citizens or their elected representatives more power in public decision-making. It is often associated with pluralistic and representative government, but it can also support democratization by giving citizens, or their representatives, more influence in the formulation and implementation of policies (World Bank Thematic Team). The political dimension is captured by the degree of Decentralization in elections at all tiers of local government (Braun and Grote, 2000).

2.2.1.2.3. Financial Dimension

The financial dimension (often referred as to fiscal Decentralization) entails the definition of authority over the raising of revenues or access to the transfer of, and making decisions on, current and investment expenditures (Braun and Grote, 2000; Manor, 1999; Ellison, 2004; Shah and Thompson, 2002). The fiscal dimension often lags far behind the political dimension. Ellison (2004) argues that this can happen because revenue-sharing formulae take time to calculate and restructure in centralized financial agencies, because national agencies charged with sharing resources resist doing so, or a host of other reasons. He continues that resources are always limited, so the criticism that the local does not get enough resources can often be a straw man, because such resources do not exist at any level. Fiscal Decentralization can be assumed from the share of sub-national expenditure in relation to that at the national level (Braun and Grote, 2000).

All the aforesaid forms and dimensions of decentralization have their deficiencies. Again, no individual form or dimension can satisfy the entire decentralization process of a country, as the

context varies with every country. A mix of concepts is usually apparent in any given context. Giving an example from the Ukraine, which has adopted devolution in its local government system, the UNDP (2005) reveals that it has been a challenge for a weak, unstable central government to keep local governments functioning with vastly shrunken resources and little or no civil society engagement at the local level. More complexly, different concepts even prevail in different tiers of a particular country. For instance, some tiers may be constituted by devolution and some other tiers may be confined with only de-concentration or/and delegation. In addition, the devolution may be limited in terms of the political dimension and may have a lag in terms of the financial dimension. Thus, a cross-section of forms and dimensions of decentralization gives a more accurate picture of the level of decentralization of any particular country.

2.2.1.3. Decentralization and Neo-liberalism

Decentralization has experienced a new dimension since the early 1980s, influenced by global flows derived from neoliberal globalization. Neo-liberalism, derived from Keynesian welfare economy, is a term used to describe a variety of movements away from state control or protection of the economy, particularly beginning in the 1970s. Neo-liberalism, often closely associated with particular governments and their economic doctrines in the United Kingdom, the United States of America, Australia, New Zealand and India, argues that free markets, free trade, and the unrestricted flow of capital will produce the greatest social, political and economic good. This form advocates minimal government spending, minimal taxation, minimal regulations, and minimal direct involvement in the economy. It also ascribes a significant role in the governance of the international economy to global financial institutions (World Bank, IMF, WTO), which play a major role in international development and thus in countries such as Bangladesh. There are, of course, many critics of neo-liberalism. According to Elizabeth Martinez and Arnaldo Garcia, who argue that the main points of neo-liberalism include:

❖ The Rule of the Market

The rule of market liberating "free" or private enterprise from any bonds imposed by the government (the state) no matter how much social damage this causes. Reduction of wages by de-unionizing workers and eliminating workers' rights that had been won over many years of

struggle. Eliminating price controls. All in all, total freedom of movement for capital, goods and services. To convince us this is good for us, they say "an unregulated market is the best way to increase economic growth, which will ultimately benefit everyone." This resembles Reagan's "supply-side" and "trickle-down" economics - but somehow the wealth did not trickle down very much.

❖ **Cutting Public Expenditure**

Cutting public expenditure for social services like education and health care. Reducing the safety-net for the poor and even the maintenance of roads, bridges, water supply - again in the name of reducing the government's role. Of course, they don't oppose government subsidies and tax benefits for business.

❖ **Deregulation**

It reduces government regulation of everything that could diminish profits, including protection of the environment and job security.

❖ **Privatization**

Selling state-owned enterprises, goods and services to private investors. This includes banks, key industries, railroads, toll highways, electricity, schools, hospitals and even fresh water. Although usually done in the name of greater efficiency, which is often needed, privatization has mainly had the effect of concentrating wealth even more in a few hands and making the public pay even more for its needs.

❖ **Eliminating the Concept of the Public Good or Community**

Eliminating the concept of the public good or community and replacing it with individual responsibility. It is pressuring the poorest people in society to find solutions to their lack of health care, education and social security all by themselves - then blaming them, if they fail, as lazy. Thus, if the state devolves power to local hierarchies; more resource mobilization will be accomplished. According to Peck and Tickell (2002), in the asymmetrical scale politics of neo-liberalism, local institutions and actors were being given responsibility without power, where the international financial institutions and actors were gaining power without responsibility: a form

of regulatory dumping is occurring at the local scale, while macro-rule regimes are being remade in regressive and marketized ways. These broader trends in neoliberal governance provide an important backdrop to changes in governance in Bangladesh. As a recipient of World Bank development loans, Bangladesh has come under the purview of international neoliberal governance. In November 2005, for example, the World Bank cancelled three development projects after alleging corruption in the bidding process and Bangladesh was named the world's most corrupt country five years in a row up to 2005 by the global corruption watchdog, Transparency International (Rahman 2005). Local governance in Bangladesh, therefore, needs to be understood within the broader contexts of global neo-liberalism, post independence democratization and prevailing structures of governance at the local level.

Above discussion provides a generalized review of the theoretical ideas about the decentralization of local government. Since there has been an emergence of demand for decentralization among local communities in different contexts around the world as well as Bangladesh, the process has been subject to negotiations about power. Thus, decentralization is fundamentally political. Decentralization can be brought to any country if there is political will from the leadership and there is political cooperation from bureaucrats within particular regions. According to above theoretical framework, research has tried to discern the barriers of Union Parishad's representatives in performing their responsibilities. Researcher has also tried to discover people's perception about the services of Union Parishad.

2.2.2. Conceptual Analysis

Researcher has used some concepts regarding with the problem of the study. These conceptual definitions have given below.

2.2.2.1. Local Government

In general, local government means a government established with a smaller territory within the country. Local Government can be defined as the government below or as the government organized locally. The United Nations Organization (UNO) defines Local Government in the following way "The term Local Government refers to a political Subdivision of a nation or a state which is constituted by law and has substantial control over local affairs, including the power to impose taxes, on exact labor for prescribed purposes. According to article 11 of the

constitution effective participation by the people through their elected representatives in administration at all levels shall be ensured. Local govt. is such govt., which is formed at lower levels or locally formed. By Local Self-Government we mean the administration of Local areas run by its selected representatives (Agarwal, 2009: 398).

2.2.2.2. Local Self Government

Governments that are created by law with smaller territories and have authority conferred by law are called local self governments.

2.2.2.3. Union Parishad (UP)

Union Parishad means 'Union Parishad' as defined under the 1983 Ordinance.

2.2.2.4. Legal Constraint

Legal Constraint means all constraints created by ordinances, circulars, other statutes and rules.

2.2.2.5. Practical Constraint

Practical constraint means administrative, political, social and economic constraints that encumber decision making process of the UP.

2.2.2.5. Global UK

As the UK was ruling over many parts of the globe like India, Australia, and North America and so on, the British regime of 190 years until 1947 is termed British India throughout this paper. Bangladesh is representative of processes and structures of local governance throughout that realm.

Chapter Three

Historical Development of Local Government in Bangladesh

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. Local government in Bangladesh plays an important role initiating and implementing development programs; disputes resolution or providing judicial redress through village courts to local disputes to the people at the grassroots level. But the local bodies have always been subjected to the domination of the bureaucrats and the national level politicians, since the inception of the system. Again, until recent years, women had only symbolic representation in the form of nominated member in local bodies.

The above discussion suggests that the governance at the local level, for obvious reasons, lacks broad based participation, transparency and accountability. Currently, local government and local governance issues are receiving increasing attention of all in general and the development partners in particular. A number of interventions are on with their support for strengthening local government and local level governance. In this chapter, research has discussed about the development of local government as well analytical viewpoints in the context of different political phases.

3.1. Background of Local Government in Bangladesh

The history of local government (LG) is very old in this part of the world. Local institutions existed from ancient time. The institution of village-self government (VSG) is as old as villages themselves. The VSGs were autonomous units responsible for their internal administration and socio-economic development. But VSGs took different forms and functions in different times and places. Nevertheless, two institutions named the Headman and the Panchayet-seem to have been in existence since ancient times, with considerable variation in their powers and functions.

The 'Headman' usually belonged to the most powerful family of the dominant caste in the village. He was not elected by the people. His importance lied on the fact that all political and administrative contacts between the village and the higher authorities were exclusively routed through him. The village Panchayet was an elected body with executive and judicial functions (Khan, 1996). But the present form and structure of local government in Bangladesh was the

British innovation that was initiated with the enactment of the Chawkidari Panchayet Act of 1870. In later years, the LG system underwent many changes during the British, Pakistan and Bangladesh periods.

At different points of time, various efforts were taken to strengthen these bodies. However, almost all of the major LG reform efforts, as a matter of fact, mostly addressed secondary issues, i.e., number and level of tiers, relationship between tiers, and composition etc. The substantive/core issues like devolution of authorities and powers and transfer of wide ranging functions to the local bodies for enabling them to function as decentralized self-governing local units did not receive adequate attention (Hussain and Sarker, 1995).

The study of the functioning of local government units in Bangladesh reveals that these have all along been under strict administrative control and supervision of the public bureaucracy and close political control of the national government/ party in power. Many times, LG has been used to provide political legitimacy to the regimes that usurped state powers through unconstitutional means (CPD, 2001).

All these point to the fact that there were no strong will or compulsion in the different government's reform initiatives to actually decentralize local governance. In consequence, LG remained weak and ineffective as representative units of local governance. As such, local government units in this country can be labeled as mere extensions of the national government with guided and limited local participation.

These remained institutionally and financially weak, poorly managed and as such lack social and political credibility. Currently, legal provisions in the form of Acts have been passed for a four-tier LG system with units at the district (Zila Parishad), Upazila (Upazila Parishad), Union (Union Parishad) and village (Gram Sarkar) levels. At present, elected LG bodies exist only at the Union level where Union Parishads were constituted through election in 2003.

3.1.1. Historical Political Context

Bangladesh has been conquered and ruled by many outsiders since the emergence of the concept of local administration in the mid eleventh century until finally, it earned its freedom in the liberation war of 1971. Though, from 1050 to 1250, there had been demands for 'liberties'

among the inhabitants of certain parts of Western Christendom in the hope of greater privileges from the feudal lords (Wickwar, 1970), in South Asia it was not until the Mughal Empire of Akbar (1542-1605) that for the first time there developed a highly organized and effective system of administration and bureaucracy (Abedin, 1973). This system continued for a considerable time but after the death of Aurangzeb (1707) it stagnated. The administrative system had almost completely broken down by the time the British assumed the administration of India. The experiment of local government began in the mid-1760s and worked out some definite principles of the pattern of district administration in British India by the end of the 18th century. It identified a more accurate way to maximize the tax take (Abedin, 1973).

3.1.1.1. Phase -1: The British Era (1757-1947)

If I start from the beginning, boroughs and communes in Europe arose spontaneously from the very outset of the emergence of the concept of local government without anyone giving much thought to theory. But the theory became important with the arrival of Roman law from about 1250 and, thereby, the question was raised whether a borough or commune was an aggregate of individuals or a corporate body (Wickwar, 1970). The theory of incorporation, moreover, was deeply influenced by the concept of the foundation, that is to say, an undying body of patrons incorporated in order that they might manage a perpetual endowment in the interests of a specified clientele.

However, the philosophical differences that emerged between the rationalists and the utilitarian's were disruptive in regards to local bodies. Thus, the process of evolution became further complicated during the first half of 19th century by the doctrinal conflict between two schools of thought - the Cornwallis and the Munro schools (Abedin, 1973) and, eventually, district administration in the subcontinent took its final shape. In fact, Cornwallis tried to execute the same local government system to the entirety of British India, driven by ideas from British political philosophy, especially Utilitarianism (Wickwar, 1970).

In contrast, the Munro school believed that these systems were completely unsuitable for South Asian society and would not have the same beneficial effects in British India as in Great Britain (Abedin, 1973). The Munro school criticized Cornwallis for not taking the social and political condition of South Asia at that time into account while introducing administrative reforms. In

brief, the Chawkidari Panchayet Act of 1870 was the first step intended to maintain village peace and order by local initiative. Subsequently, the Local Self-Government Act 1885 and the Village Self Government Act 1919 extended some of their law and order, public service and regulatory functions, and gave some new judicial responsibilities.

3.1.1.2. Phase -2: The Pakistan Era (1947-1971)

After the controversial division of British India in 1947 into India and Pakistan, theoretically, the previous local government system was sustained for next 12 years, though from time to time these Acts underwent repeated amendments. General Ayub Khan, who seized power in 1958, introduced a system of local government known as the Basic Democracy (Abedin, 1973; Bode, 2002; Siddiqui, 1992; Mallik, 2004; Panday, 2005; Hossain, 2005). The concept of Basic Democracy, a four-tier system, lacked novelty and innovation in terms of democratic participation of the community in electing their leaders. According to this act, a rural area of around of 10,000 people was considered as a Union, where a Union Council of 10-15 members was formed; two-thirds of the members were directly elected by the community and rest were nominated by the central government (GoB, 1997).

This modified the colonial system by creating directly elected union councils (who then appointed their own chairman); the Thana councils comprising union chairs and appointed officials; district councils with representatives elected by the chairman and appointed officials; and divisional councils with appointed officials and representatives elected by the district bodies (Abedin, 1973; Siddiqui, 1992; Mallik, 2004; Panday, 2005). The District and the Union were granted limited revenue raising powers and had executive powers, whilst the Thana and divisional councils had only co-ordination and consultative functions. Some additional functions were added to those already performed at the Union level.

The overall effect of the legislation was, however, to increase central government control. In the years that followed, the system was under-resourced, with no regular provision of central government grants.

3.1.1.3. Phase-3: Inception of the Birth of Bangladesh (Since 1971)

Bangladesh, with the great promise of an independent People's Republic, started its journey after a nine month bloody liberation war in 1971. Since then, there have been a number of amendments in the Local Government Act which were guided by the various ruling political parties (CPD 2002). In the last 24 years, Bangladesh has been governed by three major political parties, including two which were initiated through military regimes, the Bangladesh Nationalist Party (BNP) and the Jatiya Party (JP). The Awami League (AL) and the BNP introduced and amended local government policy in the first decade of liberation to strengthen their own power at the grassroots. It is well known that the major distinction between the AL and the BNP on the local government issue is the concept of BKSAL (Bangladesh Krishok Sromik Awami League), introduced in 1975 by the then President Sheikh Mujibur Rahman, and Gram Sarkar (formerly Swnirvar Gram Sarkar) introduced by former President Ziaur Rahman in 1976. The JP President Lieutenant General (Retired) Hossain Muhammad Ershad came in power in 1982 in a bloodless coup. Ershad, one of the most corrupt dictators any third world country has ever produced in modern history (Hussain, 2004), tried to grasp power at the Upazila level. He was overthrown in a mass uprising on December 6th, 1990. The JP is now (2007) divided into three parts and the chairman of the mainstream, Mr. Ershad, is very busy saving himself from the consequences of his previous deeds. Since 1990, local government structures have changed with the election of each new government. Again, since the emergence of an independent country there have been frequent policy changes and rearrangements of the tiers of local government. At the same time, these bodies are alleged to have been exploited by both democratic and military national governments as means for political mobilization and consolidation of power, and not allowed to operate as autonomous, decentralized local government institutions. The above has also been reflected in one of the important observations of the Honorable Chief Justice of the Supreme Court of Bangladesh (CPD, 2002).

The present structures and procedures also reflect the former legacies introduced by the British and Pakistanis, and are also a function of the more recent history of a succession of civilian and military regimes, followed by an extended period of parliamentary rule. The country now has a unitary system of government, which in principle embodies a clear separation of powers between the executive, the legislature and the judiciary, and a constitution that promises to ensure a wide

range of fundamental and democratic rights. Constitution of Bangladesh: Article (9) promotion of local government institutions: the State shall encourage local Government institutions composed of representatives of the areas concerned and in such institutions special representation shall be given, as far as possible, to peasants, workers and women. However, the changes tailored to decentralize the LG by both military and civilian governments in different times were criticized because of their controversial objectives and practices. The reality of these changes matches the observation of Mawhood (1983) that they have been “experiments with local government that end in chaos and bankruptcy; ‘decentralized’ structures of administration that only act as a more effective tool for centralizing the power” (p. 1).

3.1.1.4. Noticeable Developments of Local Government:

After a long military regime, Bangladesh has, at last, now experienced electoral democracy for the last one and a half decades. Yet the elected government is as alienated from the common people as during military rule. Some very important developments in local government are worth recording here:

❖ The Emergence of a Powerful Class of Politically-Oriented Local Leaders

The emergence of a powerful class of politically-oriented local leaders who are very eager to increase their influence on the members of local bureaucracy, and who are officially and hierarchically responsible to the central government (Blair, 2005; Abedin, 1973).

❖ Local Officials and the Members

Local officials and the members of the local bodies have been required to undertake responsibility for planning and implementing the first expanding community development programs.

❖ Social Transformation

Social transformation has resulted in social tensions, which have had a considerable impact on the behavioral aspect of local administration and politics (Blair, 2005; Barenstein, 2000).

❖ **Legal Framework**

Most of the developmental functions for which local government units are made responsible under the legal framework, such as family welfare, education, public health, social welfare, and so forth, are administered by different agencies of the national government.

❖ **Control over the LG Bodies**

The central or national government primarily exercises its control over the LG bodies through its field-level government functionaries such as the Deputy Commissioner (DC) and the UNO, the heads of the district and Upazila administrations respectively (CPD, 2002). This provision allows the district administration to axe an LG unit such as the UP (lowest tier of local government) at any time and consequently, makes them extremely vulnerable to the political and administrative whims of the government.

❖ **Mobilizing Resources**

Local government bodies have been chronically resource-poor in Bangladesh. The local government regulations empowered them to mobilize resources from local sources through assessment and levy of taxes, leasing of local Hats (local periodic market which is considered as a common property like large water bodies) and Bazaars, water bodies, and so on, but they do not receive the total resources generated from their entitled sources (The Local Government (Union Parishads) Ordinance, 1983).

❖ **Institutional Capacity**

Institutional capacity includes both human competence and logistics. Relevant studies reveal that the overwhelming majority of the chairmen and members of local government units lack knowledge and understanding of the operational procedures and functions of these bodies. Again, the UP is very dependent on its Secretary for all official correspondence.

❖ **Accountability and Transparency**

Accountability and transparency of operations and functions of the Local Government units are essential for ensuring their credibility to the electorate. This can only be achieved through adequate supervision and monitoring. Legally, the Monitoring & Evaluation Wing of the Local

Government Department of the Ministry of Local Government Rural Development and Cooperatives (MLGRD&C) is responsible for monitoring the functions of local bodies. But it has been observed that the monitoring mechanism of the said wing is weak, inadequate and ineffective (CPD, 2002). Therefore, this research has strived to identify, theorize the present situation and people's perceptions of local government of Bangladesh.

3.2. Relation between Central Government and Local Government

Though the essence of self local government arose around the middle of the tenth century, the abstract term "local government" was first used by Lord John Russell in the House of Commons on 5th June 1835, in introducing the Municipal Reform Bill (Wickwar, 1970). After that, Local Government experienced many successive reforms, which had some consequences for the Global UK., India, for instance, had connections with British theory and practice until 1947. However, there has been another massive global flow of decentralization in the third world since the early 1980s, as a consequence of globalization and the neo-liberalism described above.

3.2.1. Scenario of the Pre-Independence Time

As we have seen, local government in Bangladesh has a history and tradition going back to medieval times. The four-tier local government system during the Mughal era in the undivided India had little interaction with rural communities other than to extract or forced tax contributions (Abedin, 1973; Siddiqui, 1992). The British introduced a modern local government system in the late nineteenth century and this was later modified, again according to the needs of maximizing tax collection (Abedin, 1973; Siddiqui, 1992; Hossain, 2005). The Basic Democracy Act of 1958, which was later amended in 1962 to be more democratic at the Union level (GoB, 1997; Siddiqui, 1992; Toufique and Turton, 2005), had no fundamental difference from the former British system.

3.2.2. Scenario of the Post Independence Time

It was expected that decentralisation would precipitate more democratic flows of participation by the people after the liberation of Bangladesh. Since independence, different forms of local government were shaped in various levels, i.e. the UP, Thana (Upazila) and District (Zila). In reality, effective power was always vested in the centre and, therefore, the objectives of the local

government were never achieved (Siddiqui, 1992; Alam, Haque and Westergaard, 1994; Siddiqui, 1996; CPD, 2000; Toufique and Turton, 2005; Hossain, 2005). Central government under all regimes has attempted manipulation to retain power and exercise its control over local government (CPD, 2000).

The different political activities of the successive political regimes explain their hidden political objectives. The politics of decentralisation of local government is not alienated from central or national politics; rather it is an integral part of it. If we study the emergence of this concept, we will find that the sovereign power pursued the decentralisation policy to consolidate their power-base at the local level (Wickwar, 1970). Therefore, it is very important to study the successive political situations of Bangladesh to know whether the local government decentralisation efforts were for the sake of decentralisation or counter-decentralisation / centralization.

However, local government was dissolved by Ershad at the very outset of his regime. He then introduced the Upazila system in 1985 and held elections for these local councils in May of the same year. Siddiqui (1996) argues that the original idea of making the Thana (then renamed the upazila) the nerve centre of administration came from Aktar Hamid Khan during the Pakistan era, which Ershad took up and gave shape to under pressure from the donor community. Under the threat of Ershad's political rivals, a decentralisation measure like the upazila system opened up the way to reach out to the vast majority of people living in the rural areas. Ershad, on the one hand, reduced the power of the union councils (where he would have faced his political opponents) by shifting the responsibilities from them to the upazila level (Siddiqui, 1992; Westergaard, 2000), which became evident in his effort made in 1987 to put the military on the local councils, and by the Local Government (Union Parishad) Act 1983, where the 28 income sources of the UP were reduced to only 5 and the rest were handed over to the Upazila (GoB, 1997).

On the other hand, he ensured, through 'vote robbery' and similar practices, that gangsters and thugs supporting his party became Upazila Parishad Chairmen (Siddiqui, 1996). Rahman and Khan (1997) criticize the politicization of the upazila in favor of the ruling elite under the Ershad regime and compare it with its antecedents like the Basic Democracy Act in the 1960s and the Gram Sarkar Act in the late 70s. They add that being against the upazila reform of Ershad, Khaleda Zia (widow of Ziaur Rahman) attracted a large number of allies from civil bureaucrats

who were unhappy with losing their substantial power to the politicians. However, in theory, it was (and still 'is') a genuine decentralisation, because:

- The upazila chairman was elected by the entire adult population of the upazila;
- The upazila parishad was vested with resources;
- The upazila was given power to implement development activities; and
- All government organizations at that level were made responsible and accountable to the upazila parishad.

Though the AL and the BNP collectively boycotted the Ershad regime from 1987, controversially, both of them participated in the Upazila election in early 1990 in which the BNP received a handful of seats (24 out of the 460). The AL also participated in another election in 1986, as mentioned earlier. This gives rise to two important questions. Did the opposition accept the then government as democratic and fair by participating in elections? If not, why did they participate? However, the above example/event will help to provide links with the activities of the political parties.

After the changeover to the parliamentary system of government in 1991, the first Khaleda Zia government (1991-1996) abolished the Upazila system. A Local Government Reorganization Commission was constituted on 24 November 1991 to review the effectiveness of the contemporary structure of the local government and recommend on possible reorganization in accordance with the 12th amendment made to the constitution. This Commission proposed a two tier system for the rural area: Union Parishad at union level and Zila Parishad at district level.

The Sheikh Hasina government (1996-2001) formed another commission to suggest the structure of local government consistent with democratic spirit and with sustainable base. This commission suggested for a four-tier system: Gram parishad at village level, union parishad at union level, upazila parishad at Thana level, and zila parishad at district level. One significant achievement of this government was holding of election in reserved women seats at UPs. The second Khaleda Zia government (2001-2006) did not take any noticeable step for strengthening local government system. And finally Sheikh Hasina government (2009-2014) again reforms the local government. They abolished the Gram Sarkar from local government system.

The above discussion suggests that, on a large scale, all successive governments followed almost the same strategy to counter their opposition and, often, used Local Government as a pawn in their political contests. That's why this research has discerned the barriers of local government's representatives during performing their responsibilities.

Chapter Four

Structural Forms and Functional Responsibilities of Local Government in Bangladesh

Theoretically, the local government system is not a bureaucratic body but formed by a public mandate. This elected body assumes power, which comes through legislation from the state. However, they have another duty, which is to aggregate and unite the people. It is often difficult to aggregate people in formal structures as eight out of ten people in rural Bangladesh have little access to the formal institutions (Islam, 2002). Therefore, informal institutions have room to influence most of the country's population in their regular livelihoods. Westergaard (2000) and Westergaard and Alam (1995) explain the role of informal institutions in settling local problems, such as uniting conflicting groups together in the local interest.

4.1. Structure of Local Government in Bangladesh

The local government of Bangladesh can be divided into two main types: (a) rural and (b) urban. All of the political regimes so far have experimented with their own decentralization therapy and tried to innovate with new combinations of local government tiers and, finally, bureaucracy was given a free hand after the abolition of the Upazila system in 1991. There are debates between the bureaucrats and the civil society in fixing the number of tiers required for a well governed local government system. Former Secretary of the Ministry of Parliamentary Affairs Mujibul Haque said on BBC Bangla radio (February 2007) that the reconstitution of the Zila Parishad by dissolving the Upazila Parishad would be more effective; he identified two underlying causes for this:

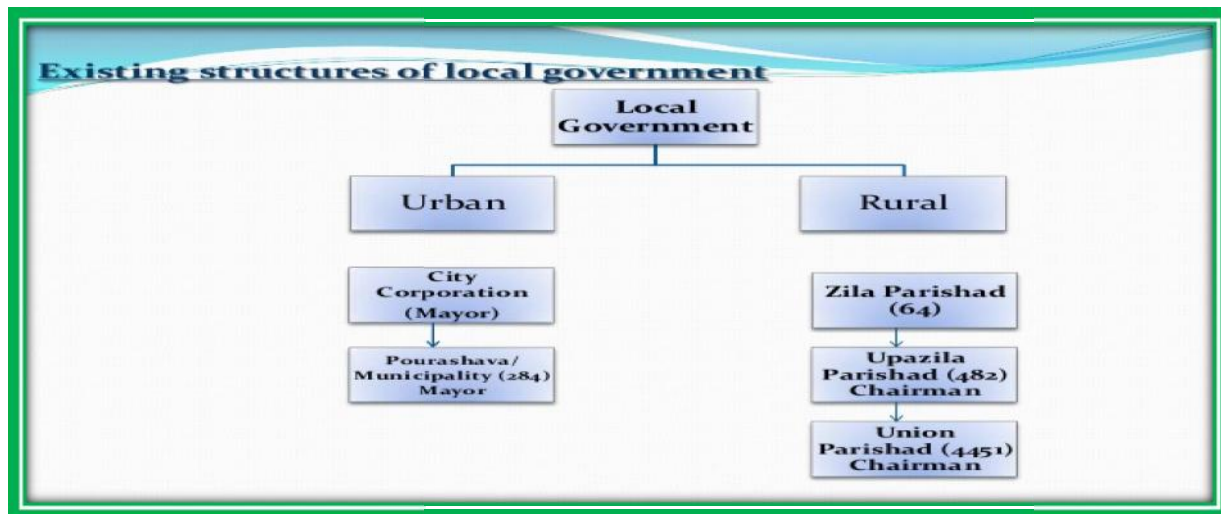
- As the number of upazila is too high (approximately 500), the governance at this level might be diluted; and
- Upazila lags with the depth of operation as the UP and the Zila exists in its immediate lower and upper hierarchy.

In the same program, Dr. Hossain Zillur Rahman, a promising economist, rejected this argument by attacking bureaucrats for their efforts to grasp power through the Zila system. However, in this section researcher has discussed the formal local government structure according to the latest legislation. The rural local government as proposed in 2009 by the most recent commission on local government was to have three tiers:

- Union Parishads (4562);
- Upazila Parishads (489);
- Zila (District) Parishads (64).

Source: (http://www.lgd.gov.bd/index.php?option=com_content&view=article&id=10&Itemid=48&lang=en and retrieved date: 2015-05-14)

Figure 4.1: The Hierarchy of Local Government in Bangladesh



Source: (<https://www.google.com.bd/webhp?sourceid=chromeinstant&ion=1&espv=2&ie=UTF8#q=image+of+existing+structure+of+local+government+in+Bangladesh> and retrieved date: 2015-05-14)

Above figure shows the structural forms of local government in Bangladesh. In this research, researcher has selected one area of local government named Union Parishad for conducting this study. That's why researcher has explored the Union Parishad's structure and its function regarding with its legal basis.

4.1.1. Union Parishad

The Union Parishad is the oldest and lowest level of the local government system. It has been functioning for more than a hundred years for the rural development of the country. There are 4562 Union Parishads, which are run by the directly elected representatives. Its roles and representatives are guided by different levels, rules and circulars that are made from time to time.

4.1.1.1. Structure of the UP:

- ❖ **Chairman:** One chairman of Union Parishad directly elected by the voters of the Union.
- ❖ **Members:** Nine members elected from the nine wards constituting the Union.
- ❖ **Women members:** Three seats are reserved for women. Each of the woman members is directly elected by the male and female voters of three wards within a Union.
- ❖ **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 (for example, UP secre'ary) are official members of the Union Parishad but they have no voting rights.
- ❖ **Others Members:** Representatives of freedom fighters, Cooperative Societies, disadvantaged groups/trades, i.e. weavers, fishermen, landless workers, destitute women, etc) are members of the Union Parishad without voting rights.

4.1.1.2. Functions of the Union Parishad

Union Parishad has the numerical functions under the local government structure of Bangladesh. These can be two types; one is over all function of Union Parishad and other is specific function or responsibilities according to the representatives' designations. Following functions are overall functions of Union parishad under the local government of Bangladesh.

- Preparation of a comprehensive Union Plan and inclusion of inter-ward development projects after identification and prioritization.
- To assist and cooperate in the development of primary schools, supervise their functioning and motivate people for spreading literacy.
- Ensure provision of health services at the Union Health Centers, supervise family planning-related activities and services and monitor the same. Arrange for a supply of safe drinking water and promote sanitation programs.
- Construction of inter-ward roads, maintenance of the same, management of small scale irrigation and water resources.
- Implementation of forestation programs along the Union Parishad roads and all earthen embankments.
- Peaceful resolution and amicable settlement of inter-ward disputes.

- Promote social resistance over violence against women, terrorism, all types of crimes and cooperate with the administration and maintenance of law and order.
- Up-to-date registration of birth, death and marriages based on reports received from the Gram Parishad.
- Assist the Upazila parishad in the preparation of inter-ward agricultural and fisheries development projects and take the necessary action.
- Cooperate with and advise all agencies within the Union having credit programmes and help rural poor to participate in the same.
- Increase awareness for women and child development and take concrete actions where necessary.
- Encourage people to undertake cottage industries with good potential and facilitate the involvement of disadvantaged and poor people in various income generating activities.

4.1.1.3. Responsibilities of the Union Parishad's Representatives

Responsibilities of Union Parishad's representatives can be varies regarding with their position. In the following contents, responsibilities have been discussed related with specific position.

4.1.1.3.1. Responsibilities of the Chairman

The UP chairman is the head of the Parishad. He is responsible to the UP members. The Upazila Nirbahi Officer (UNO) and the Deputy Commissioner (DC) monitor and control activities of chairmen.

❖ The specific jurisdiction of the chairman is as follows:

- Has been entrusted with all executive power of the UP.
- Can assign certain functions to UP members if he/she deems necessary.
- Supervises and monitors daily administrative activities of the UP.
- Has the authority to appoint, transfer and sanction punishment to employees under the control of the UP subject to prior consent of the concerned controlling officer.
- Maintains all communications on behalf of the UP.
- Monitors and supervises activities of UP employees.
- Issues all notices of the UP.

❖ **Categories of Chairman's Responsibilities**

- Development Functions
- Administrative Functions
- Public Relation Functions
- Revenue And Budget Functions
- Judicial Functions
- Other Functions

❖ **Development Functions**

- to coordinate formulation and implementation of the UP development plans;
- to assist in constructing physical infrastructure under various programs of the UP; and
- to undertake village development programs, food for work programs, canal digging and such other development programs;

❖ **Administrative Functions**

- to play the role of the administrative head of the UP;
- to convene and chair UP meetings;
- to control and monitor activities of different committees and subcommittees of the UP in accordance with the rules;
- to appoint village police subject to prior approval of the UNO and the controlling authority;
- to provide necessary data and information to the central government and other regional agencies;
- to maintain own installations/establishments of the UP; and
- to perform such other functions as may be assigned by the government.

❖ **Public Relation Functions**

- to take necessary actions to exhibit proceedings of development programs and services rendered by the UP;
- to inform the local police station about the state of law and order of the UP;
- to inform the concerned authority about natural disaster, epidemic, and insect attack on crops; and
- to maintain communication with different government directorates at upazila level, e.g. agriculture, health, fishery, forestation, etc.

❖ **Revenue and Budget Functions**

- to perform overall economic activities of the UP;
- to determine rates of taxes, fees, and other charges after consulting important personalities of the locality and the secretary to the UP;
- to appoint tax collectors and monitor their performance;
- to place the draft budget in the UP meetings for discussion; and
- to recommend necessary modifications in the budget.

❖ **Judicial Functions**

- to perform as the head of the village court;
- to conduct local arbitration (Shalish) about small feuds, riots, and disputes over land ownership; and
- to play due role in the arbitration council.

❖ **Other Functions**

Apart from the aforesaid functions, the chairman performs other functions as well.

These include:

- to issue and attest various certificates;
- to distribute ration cards;
- to appoint suppliers and dealers (sir questioned what? So give the answer)
- to regulate relief distribution programs; and
- to identify landless citizens and play complementary role in khas land (government owned land) distribution.

4.1.1.3.2. Responsibilities of the UP Members

- to maintain law and order in their wards;
- to attend UP meetings regularly and give opinions in decision making;
- to prepare lists of development projects for their wards and try to include those projects in the UP development plan;
- to play active role in budget-making;
- to implement and supervise projects in their wards;
- to chair different committees and sub-committees in the absence of the chairman;

- to assist judicial proceedings as the member of the village court; and
- to prepare list of the affected citizens during natural disaster and play complementary role in relief distribution.

4.1.1.3.3. Special Responsibilities of the Women UP Members

- to assume the position of chairmen to one-third of the project implementation committees;
- to play active role in preparing the list of destitute women;
- to participate in the selection of location for building roads by the UP;
- to assist and advise the Rural Maintenance Program (RMP) monitoring official (the UP secretary) in resolving RMP problems;
- to submit reports regularly on quality of the RMP activities;
- to monitor the RMP activities in their wards;
- to perform as the chair of the committee on selection of RMP workers;
- to act as the vice chairman of the selection committee on old age allowance program;
- to raise problems of respective wards in UP meetings;
- to take part in relief programs during natural disaster;
- to prepare list of old aged men and women of their wards;
- to identify different problems of women of the UP and prepare programs accordingly; and
- to assist the chairman in preparing list of VGD beneficiaries.

4.1.1.3.4. Responsibilities of the UP Secretary

- to record and preserve all documents of the UP;
- to manage the UP office;
- to maintain communications on behalf of the UP;
- to collect different taxes, rates, fees and tolls of the UP;
- to keep accounts of the UP;
- to keep accounts of assets of the UP;
- to act as the chief monitor of the RMP; and
- to perform such other functions as may be assigned by the UP.

Researcher has explained the structure and functional responsibilities of Union Parishad's representatives in this chapter. In the next chapter, researcher has tried to discern the barriers of local representatives in performing their responsibilities which have discussed in chapter four.

Chapter Five

Discerning Barriers of Union Parishad's Representatives

The survey was conducted to ascertain various kinds of impediments a UP faces in running its mandated affairs. Opinions have been drawn from the elected one chairman, three general members, one member from the reserved seats and one secretary of three UPs under one upazila. These three Union Parishads were selected from Patuakhali isadar Upazila under Patuakhali district. Three chairmen, nine general members, three reserved seat members and three UP secretaries (UP secretary was included as the administrative member of the UP and he/she was asked on administrative aspects) totaling 18 participated in the survey. They were asked questions on different aspects of the UP functioning and their responsibilities. In the following contents, survey data have been explained and analyzed in quantitative as well as qualitative way.

5.1. Barriers in Maintaining Law and Order

In the context of study area, local government's representatives are facing different kinds of barriers in conducting their responsibilities regarding with maintaining law and order. Barriers in maintaining law and order can be legal and practical. Details in following table and figure:

Table: 5.1. Barriers in Maintaining Law and Order

Categories of Barriers	Laukati		Badarpur		Pangashia		Total % (18 Respondents)
	NO.	%	NO.	%	NO.	%	
People's Unawareness	03	50.00%	04	66.67%	02	33.33%	50.00%
No Legal Power	01	16.67%	00	00.00%	01	16.67%	11.11%
Inadequate Legal Authority	03	50.00%	02	33.33%	04	66.67%	50.00%
Political Influence	04	66.67%	03	50.00%	01	16.66%	44.44%
Non Cooperation From Police	01	16.66%	00	00.00%	02	33.33%	16.67%
Facing No Barriers	00	00.00%	01	16.66%	01	16.67%	11.11%

Fieldwork, March 2015

Multi-Response Considered

Above table shows that 66.67%, 50.00% and 16.66% representatives in Laukati, Badarpur and Pangashia respectively have faced political influence in maintaining law and order. Again 50.00%, 33.33% and 66.67%, representatives in Laukati, Badarpur and Pangashia respectively have faced inadequate legal authority in maintaining law and order.

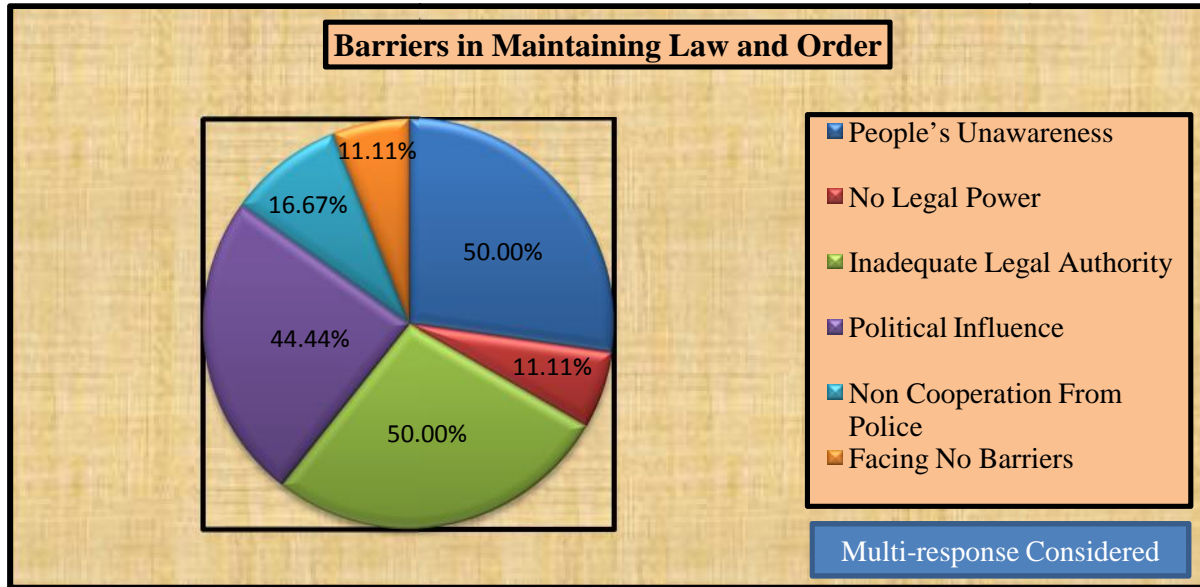


Figure: 5.1. Barriers in Maintaining Law and Order

According to above figure 50.00% said they had inadequate legal authority. 44.44% thought they had to face unlawful pressures from politicians and locally influential people. 16.67% mentioned that despite their request for help they did not get positive response from the police. Even at times, they were insulted by the police. 50.00% opined that illiteracy of and lack of awareness among people was a problem in maintaining law and order effectively. 11.11% replied that they had no legal power to apply it in appropriate cases for taking instant action. And 11.11% had said that they did not face any barriers regarding with maintaining law and order.

5.2. Barriers in Performing Agricultural Activities

Agriculture is the most important issue in the context of local Bangladesh. That's why agriculture is given much more important in local government structure. It is most closely related to union parishad's functions. Agricultural function should be run smoothly for sustainable local development in Bangladesh. But, the representatives of Union Parishad are facing different kinds of obstacles which have discussed in the following table and figure.

Table: 5.2. Barriers in Performing Agricultural Activities

Categories of Barriers	Laukati		Badarpur		Pangashia		Total % (18 Respondents)
	NO.	%	NO.	%	NO.	%	
People's Unawareness	01	16.67%	02	33.33%	02	33.33%	27.78%
Limited Legal Power	02	33.33%	01	16.67%	02	33.33%	27.78%
Inadequate Legal Authority	01	16.67%	01	16.67%	00	00.00%	11.11%
Social Problem	01	16.67%	00	00.00%	01	16.67%	11.11%
Administrative Complexities	01	16.66%	00	00.00%	02	33.33%	16.67%
Inadequate Supply of Agricultural Inputs	05	83.33%	03	50.00%	02	33.33%	55.56%
Irregularity in Electricity Supply	00	00.00%	00	00.00%	01	16.67%	05.55%
Scarcity of Monitoring and Logistic Resources	01	16.67%	00	00.00%	01	16.67%	05.55%
Facing No Barriers	00	00.00%	00	00.00%	01	16.67%	05.55%

Fieldwork, March 2015

Multi-Response Considered

94.45% replied that they sometimes faced problems in this regard and 05.55% said that they did not face any such problem. 55.56% found inadequate supply of agricultural inputs like fertilizer, seeds, etc. as the major constraint. 27.78% said that they had limited legal power. 27.78% blamed lack of public awareness. 11.11% said that they faced some social problems. 16.67% mentioned about administrative complexities that severely impede the UP in promoting agricultural development. 5.55% expressed the opinion that local agriculture suffers heavily due to limited authority and scarcity of monetary resources and logistic support. 5.55% felt disgusted over frequent irregularity in electricity supply that interrupted irrigation during dry season.

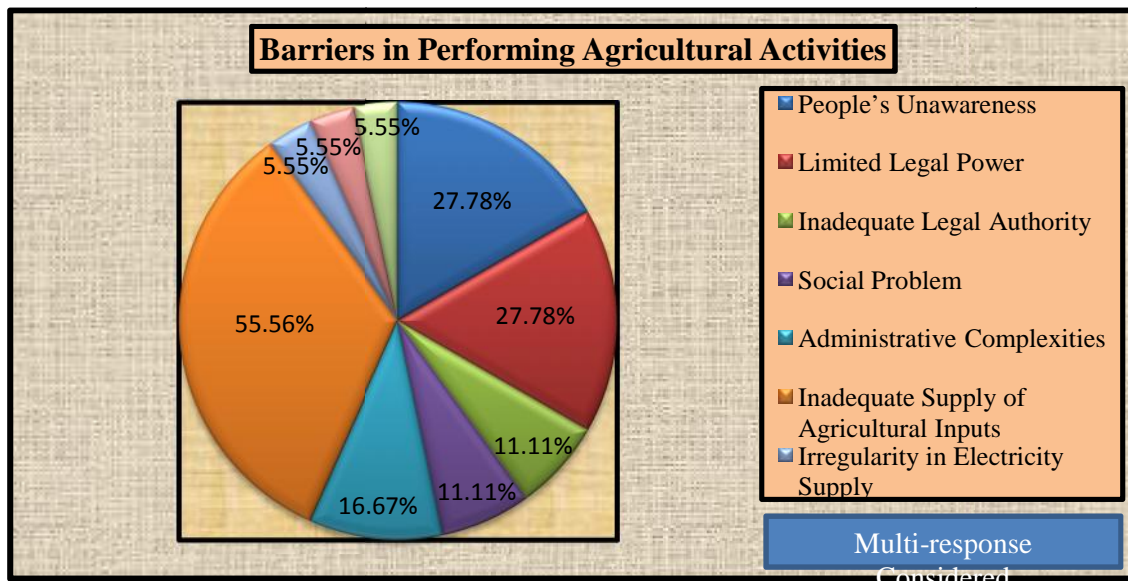


Figure: 5.2. Barriers in Performing Agricultural Activities

55.56% found inadequate supply of agricultural inputs like fertilizer, seeds, etc. as the major constraint. 27.78% said that they had limited legal power. 27.78% blamed lack of public awareness. 11.11% said that they faced some social problems. 16.67% mentioned about administrative complexities that severely impede the UP in promoting agricultural development. 11.11% and 05.55% expressed the opinion that local agriculture suffers heavily due to limited authority and scarcity of monetary resources and logistic support respectively. 05.55% felt disgusted over frequent irregularity in electricity supply that interrupted irrigation during dry season. 05.55% representatives said that they have faced any obstacles.

5.3. Barriers in Implementing Public Health and Family Planning Program:

Family planning is the act of making a conscious plan about the number and timing of children's births. Family planning has been practiced since the beginning of time. The government of Bangladesh is trying to improve the public health. Union Parishad take the representative of this initiatives but having such constraints it fails as expectation. These constraints are discussed in the following table and chart.

Table: 5.3. Barriers in Implementing Public Health and Family Planning Program

Categories of Barriers	Laukati		Badarpur		Pangashia		Total % (18 Respondents)
	NO.	%	NO.	%	NO.	%	
People's Unawareness	03	50.00%	02	33.33%	02	33.33%	38.89%
Unavailability of Medicine	02	33.33%	01	16.67%	02	33.33%	27.78%
Health Workers' Less Cooperative Attitude	02	33.33%	01	16.67%	03	50.00%	33.33%
Complexities in the Govt. Policies	01	16.67%	00	00.00%	01	16.67%	11.11%
Inadequate Sanitation	01	16.66%	00	00.00%	02	33.33%	16.67%
Financial Constraints	02	33.33%	01	16.67%	02	33.33%	27.78%
Facing No Barriers	00	00.00%	01	16.67%	00	00.00%	05.55%

Fieldwork, March 2015

Multi-response Considered

5.55% replied that they did not face any problem, 94.45% admitted that they sometimes faced problems in this regard. 38.89% of the respondents identified lack of public awareness about public health and family planning as the major problem. 27.78% talked about unavailability of medicine, 33.33% blamed lack of cooperative attitude and initiative on the part of the health workers, and 11.11% found complications in the government policy as the major constraint. 27.78% indicated to financial constraint and 16.67% talked about inadequate sanitation.

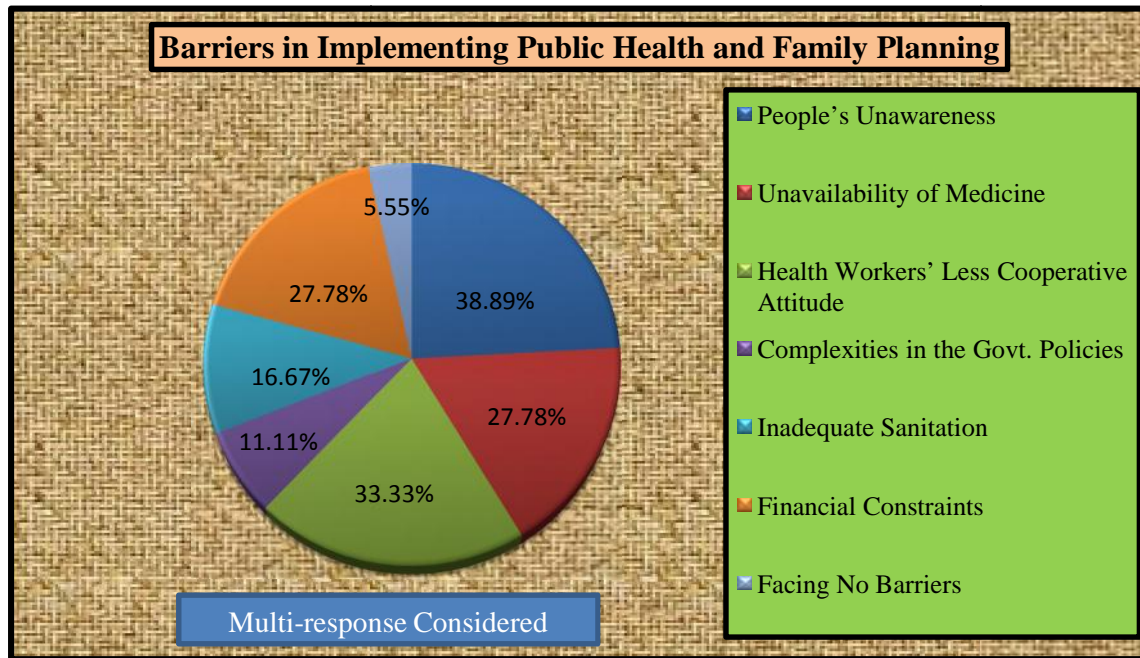


Figure: 5.3. Barriers in Implementing Public Health and Family Planning Program

According to above figure 38.89% of the respondents identified lack of public awareness about public health and family planning as the major problem. 27.78% talked about unavailability of medicine, 33.33% blamed lack of cooperative attitude and initiative on the part of the health workers, and 11.11% found complications in the government policy as the major constraint. 27.78% indicated to financial constraint, 16.67% talked about inadequate sanitation and 05.55% talked about no barriers.

5.4. Barriers in Maintaining Local Resource:

Bangladesh is a low-lying, riverine country located in South Asia. Formed by a delta plain at the confluence of the Ganges (Padma), Brahmaputra (Jamuna), and Meghna Rivers and their tributaries, Bangladesh's alluvial soil is highly fertile, but vulnerable to flood and drought. Bangladesh is full of local resources but having few constraints UP cannot use the lion portion of resources. These constraints are given bellow in table and chart.

Table: 5.4. Barriers in Maintaining Local Resource

Categories of Barriers	Laukati		Badarpur		Pangashia		Total % (18 Respondents)
	NO.	%	NO.	%	NO.	%	
Lack of Cooperative Attitude of Local People	01	16.67%	01	16.67%	02	33.33%	22.22%
Government's Cooperation Absence	02	33.33%	03	50.00%	02	33.33%	38.89%
Lack of Monitoring and Inspection Capacity	00	00.00%	01	16.67%	01	16.67%	11.11%
Natural Disaster	01	16.67%	00	00.00%	00	00.00%	05.55%
Administrative Complexities	01	16.67%	01	16.67%	01	16.67%	16.67%
Lack of Cooperation of Government Agencies	02	33.33%	01	16.67%	02	33.33%	27.78%
Political Influence	00	00.00%	01	16.67%	02	33.33%	16.67%
Facing No Barriers	01	16.67%	00	00.00%	02	16.67%	16.67%

Fieldwork, March 2015

Multi-response Considered

83.33% of the respondents replied that they sometimes faced obstacles. 16.67% admitted that they faced considerable constraints. 38.89% replied that lack of cooperation of government is the major obstacle. 22.22% found non cooperative attitude of the local people to the UP in maintaining local resources as the major constraint. 16.67% were of the opinion that they could not work in maintaining local resources because of intense political pressure.

27.78% blamed lack of cooperation from government agencies as a major obstacle. 16.67% of the respondents held the view that administrative complexities and red tapes were liable for their failure in playing effective role in this respect. 05.55% mentioned about natural disaster and 11.11% found absence of proper inspection and monitoring capacity as the major constraint.

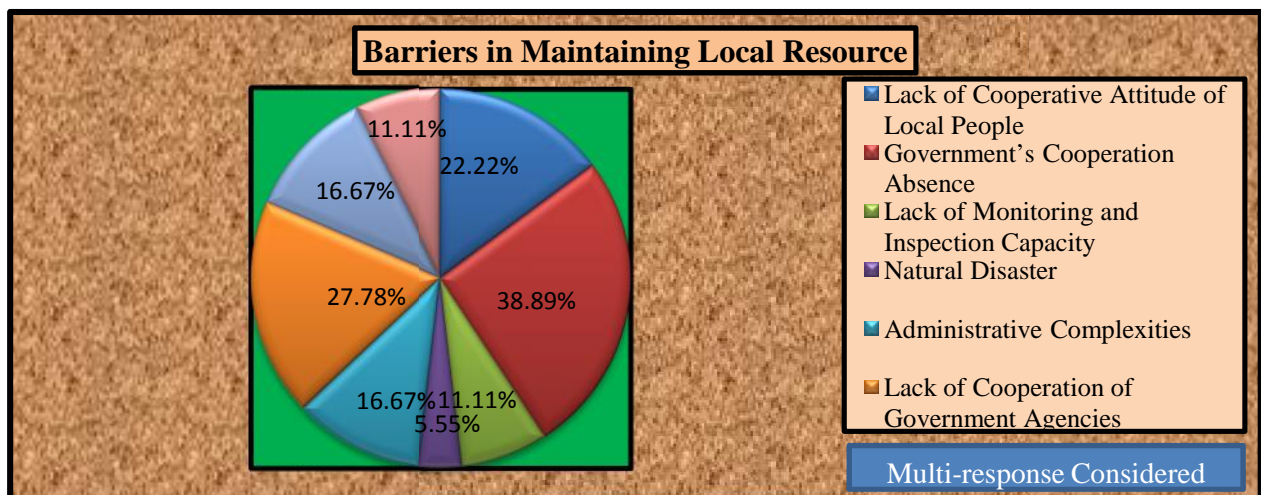


Figure: 5.4. Barriers in Maintaining Local Resource

38.89% replied that lack of cooperation of government is the major obstacle. 22.22% found non cooperative attitude of the local people to the UP in maintaining local resources as the major constraint. 16.67% were of the opinion that they could not work in maintaining local resources because of intense political pressure. 27.78% blamed lack of cooperation from government agencies as a major obstacle. 16.67% of the respondents held the view that administrative complexities and red tapes were liable for their failure in playing effective role in this respect. 05.55% mentioned about natural disaster, 11.11% found absence of proper inspection and monitoring capacity as the major constraint and 11.11% said about no barriers.

5.5. Constraints in Maintaining Natural Disaster:

Bangladesh, one of the most vulnerable countries of the world in terms of natural and anthropogenic hazards, is a low-lying deltaic country. The geographical setting and meteorological characteristics has made the country vulnerable to different geo-hazards and hydro-metrological hazards. The major disasters concerned in the country are floods, cyclones, droughts, tidal surges, tornadoes, earthquakes, river erosion, fire, infrastructure collapse, high arsenic contents of ground water, water logging, water and soil salinity, epidemic, and various forms of pollution etc. These events are termed as disasters when they adversely affect the entire environment, including human beings, shelters and the resources essential for livelihoods. The Union Parishad of the study area is trying to managing the natural disaster but with few constraints UP cannot take preventive initiatives. These constraints are given bellow in the table and chart.

Table: 5.5. Constraints in Managing Natural Disaster

Categories of Barriers	Laukati		Badarpur		Pangashia		Total % (18 Respondents)
	NO.	%	NO.	%	NO.	%	
Financial Constraints	03	50.00%	02	33.33%	04	66.67%	50.00%
Political Influence	01	16.67%	01	16.67%	00	00.00%	11.11%
Insufficient Storm Shelter	00	00.00%	01	16.67%	00	00.00%	05.55%
Insufficient Relief	02	33.33%	03	50.00%	02	33.33%	38.89%
Lack of Skilled Workers	01	16.67%	00	00.00%	01	16.67%	11.11%
Shortage of Drinking Water	00	00.00%	01	16.67%	02	33.33%	16.67%
Facing No Barriers	00	00.00%	02	33.33%	00	00.00%	11.11%

Fieldwork, March 2015

Multi-response Considered

88.89% replied that they sometimes faced problems in this respect. 11.11% mentioned that they did not face any problem. 50.00% of the respondents believed that financial constraints were liable for their failure in managing natural disasters. 38.89% blamed insufficient relief supply from the government. 11.11% mentioned about political pressure that obstructed them playing their due role. 05.55% identified insufficient storm shelters as a major constraint in this regard. 11.11% said that the UP did not have sufficient and trained manpower in managing natural disasters. 16.67% indicated to severe shortage of drinking water during disaster.

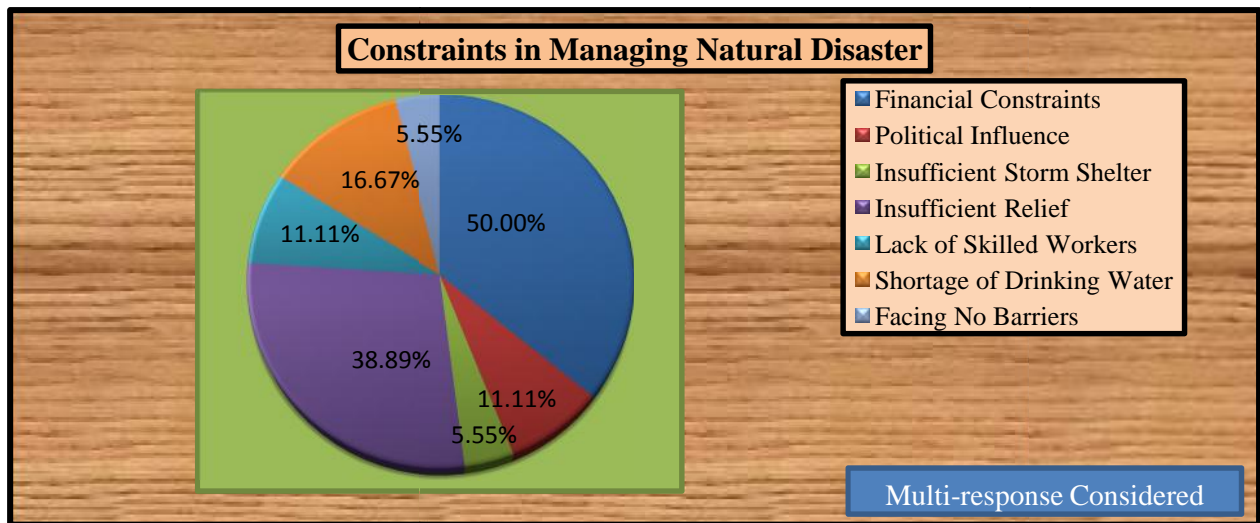


Figure: 5.5. Constraints in Managing Natural Disaster

According to above figure 50.00% of the respondents believed that financial constraints were liable for their failure in managing natural disasters. 38.89% blamed insufficient relief supply from the government. 11.11% mentioned about political pressure that obstructed them playing their due role. 05.55% identified insufficient storm shelters as a major constraint in this regard. 11.11% said that the UP did not have sufficient and trained manpower in managing natural disasters. 16.67% indicated to severe shortage of drinking water during disaster and 05.55% have not faced any constraints.

5.6. Constraints in Carrying out Birth, and Death Registration and Voter List Preparation:

The Government of Bangladesh had already prepared the birth, death and voter list for every person. But the UP of the study area have faced some problem to collect the birth, death day of the person. These people do not know the advantage and disadvantage of national voter list. The

UP has faced a heavy problem for preparing national voter list which are given bellow in the table and chart.

Table: 5.6. Constraints in Carrying out Birth, and Death Registration and Voter List

Categories of Barriers	Laukati		Badarpur		Pangashia		Total % (18 Respon dents)
	NO.	%	NO.	%	NO.	%	
Lack of Public Awareness	02	33.33%	03	50.00%	02	33.33%	38.89%
Shortage of Manpower	00	00.00%	01	16.67%	02	33.33%	16.67%
Insufficient Certificates	01	16.67%	01	16.67%	02	33.33%	22.22%
Financial Constraints	01	16.67%	01	16.67%	01	16.67%	16.67%
Lack of Cooperation	01	16.67%	00	00.00%	01	16.67%	11.11%
Unskilled Data Collectors	01	16.67%	02	33.33%	01	16.67%	16.67%
Facing No Barriers	00	00.00%	01	16.67%	03	50.00%	22.22%

Fieldwork, March 2015

Multi-response Considered

22.22% replied that they did not face any constraint in such cases. 77.78% said that they faced some obstacles in this respect. 38.89% of the respondents found lack of public awareness as the major constraint. 16.67% said that the UP had shortage of manpower to conduct those activities properly.

22.22% mentioned about shortage of birth and death registration certificates as a major constraint. 16.67% identified financial constraint as a major obstacle. 16.67% blamed lack of cooperation among members of the survey/registration team. 16.67% felt that unskilled data collectors were responsible for poor quality registration and faulty information in survey programs.

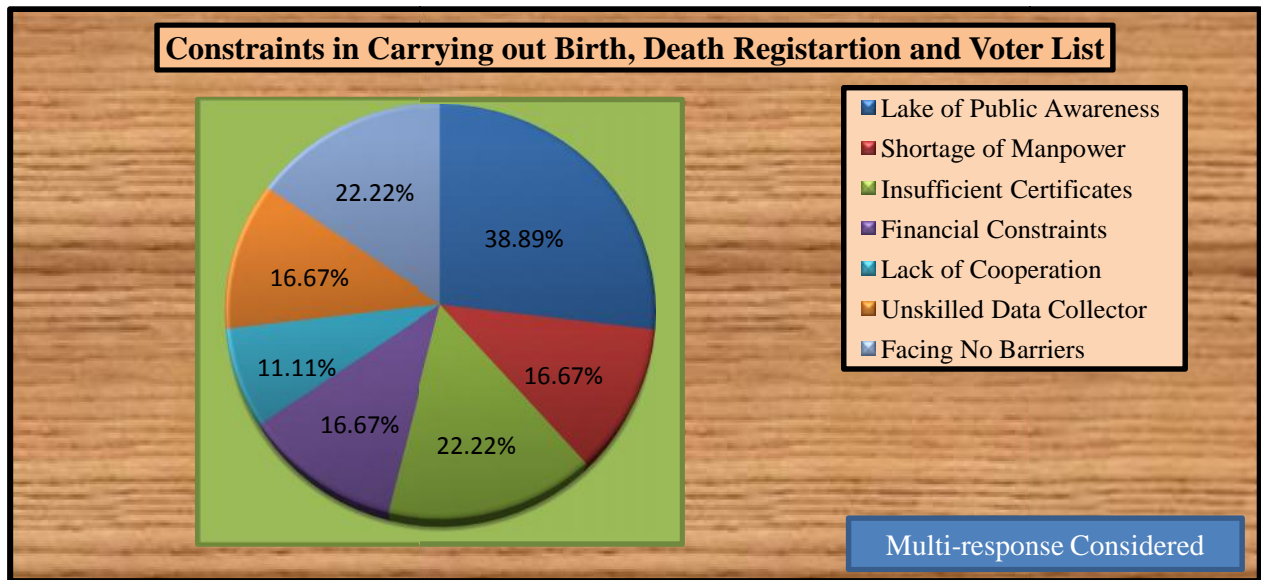


Figure: 5.6. Constraints in Carrying out Birth, and Death Registration and Voter List

38.89% of the respondents found lack of public awareness as the major constraint. 16.67% said that the UP had shortage of manpower to conduct those activities properly. 22.22% mentioned about shortage of birth and death registration certificates as a major constraint. 16.67% identified financial constraint as a major obstacle. 11.11% blamed lack of cooperation among members of the survey/registration team. 16.67% felt that unskilled data collectors were responsible for poor quality registration and faulty information in survey programs and 05.55% informed that they did not face any constraints.

5.7. Problems in Playing Active Role in Collecting Tax

Compulsory monetary contribution to the state's revenue assessed and imposed by a government on the activities, enjoyment, expenditure, income, occupation, privilege, property, etc., of individuals and organizations. As the economic condition of the study area is very poor so the collection of tax is not a significant issue. Few people are capable to paying tax but they are not interested. Otherwise UP has facing problem to collect the tax. These problems are discussed in bellow in the table and chart.

Table: 5.7. Problems in Playing Active Role in Collecting Tax:

Categories of Barriers	Laukati		Badarpur		Pangashia		Total % (18 Responde nts)
	NO.	%	NO.	%	NO.	%	
Widespread Poverty	02	33.33%	02	33.33%	02	33.33%	33.33%
Shortage of Manpower	01	16.67%	02	33.33%	01	16.67%	22.22%
Negligence of the Tax Collectors	02	33.33%	01	66.67%	02	33.33%	27.78%
Tax Evasion Tendency in People	00	00.00%	00	00.00%	01	16.67%	05.56%
Insufficient Authority of the UP Relating Taxation	02	33.33%	01	16.67%	01	16.67%	22.22%
Politics of vote	01	16.67%	02	33.33%	01	16.67%	22.22%
Facing No Barrier	00	00.00%	00	00.00%	00	00.00%	00.00%

Fieldwork, March 2015

Multi-response Considered

100% replied that they faced few problems in this respect. 0% said that they did not face considerable constraints. 05.56% of the respondents held the view that tax evasion tendency in people in general was liable for poor tax collection. 22.22% identified ‘politics of vote’ as the major constraint. 22.22% mentioned about insufficient authority of the UP to take effective actions against tax defaulters.

33.33% considered widespread poverty of the UP residents as the major constraint in collecting taxes. 22.22% blamed shortage of manpower of UPs in collecting taxes. 27.78% identified negligence of the tax collectors as a major constraint.

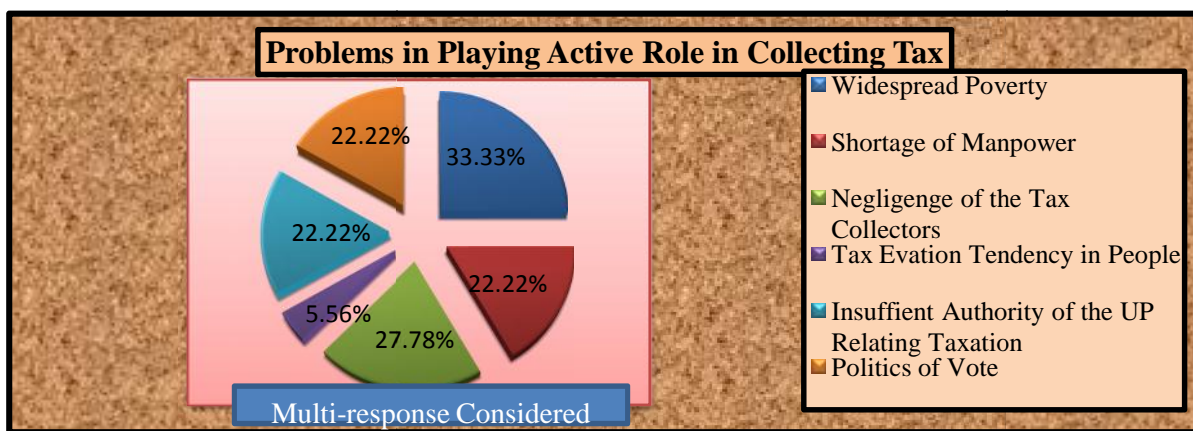


Figure: 5.7 Problems in Playing Active Role in Collecting Tax:

People have faced some problem in this respect and considerable constraints. Tax evasion 05.56% of the respondents held the view that tax evasion tendency in people in general was liable for poor tax collection. 22.22% identified 'politics of vote' as the major constraint. 22.22% mentioned about insufficient authority of the UP to take effective actions against tax defaulters. 33.33% considered widespread poverty of the UP residents as the major constraint in collecting taxes. 22.22% blamed shortage of manpower of UPs in collecting taxes. 27.78% identified negligence of the tax collectors as a major constraint.

5.8. Practical Constraints in Performing Economic Activities

The major objectives of planned development have been increased national income, rural development, self-sufficiency in food, and increased industrial production. However, Union Parishad's progress in achieving development goals has been slow. Political turmoil and untamed natural hazards of cyclone and flooding have combined with external economic shocks to persistently derail economic plans. The problems of performing economic activities are given in bellow in the table and chart.

Table: 5.8. Practical Constraints in Performing Economic Activities:

Categories of Barriers	Laukati		Badarpur		Pangashia		Total % (18 Respon dents)
	NO.	%	NO.	%	NO.	%	
Poverty	03	50.00%	03	50.00%	02	33.33%	44.44%
Health	02	33.33%	01	16.67%	02	33.33%	27.78%
Environment	02	33.33%	01	66.67%	01	16.67%	22.22%
Resettlement	01	16.67%	01	16.67%	01	16.67%	16.67%
Facing No Barrier	01	16.67%	00	00.00%	00	00.00%	05.56%

Fieldwork, March 2015

Multi-response Considered

94.44% replied that they faced few problems in this respect. 5.56% said that they did not face such problems. 44.44% identified poverty on those issues as the major problem in this respect. 27.78% said that they had bad health condition to take effective punitive action against those

involved in women persecution, dowry or child marriage. 22.22% mentioned about unfavorable environment and 16.67% felt that resettlement was a major constraint that also thwarted bold actions against such crimes.

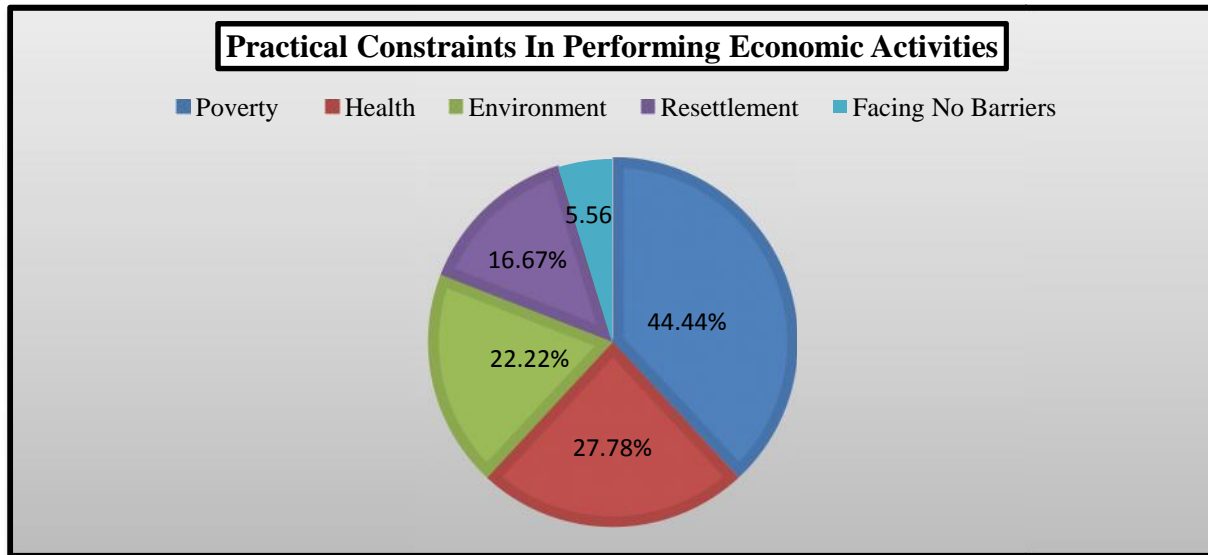


Figure: 5.8. Practical Constraints in Performing Economic Activities:

Some people have faced few problems in this respect and some have not faced such problems. Moreover some people have faced considerable constraints. 44.44% identified poverty on those issues as the major problem in this respect. 27.78% said that they had defined health constraints to take effective positive action for economic activities. 22.22% mentioned about lack of proper environment. 16.67% felt that resettlement was a major constraint.

5.9. Barriers in Fighting Violence against Women, Dowry and Child Marriage

The Bangladesh government is yet to take sufficient steps to end child marriage, in spite of promises to do. Bangladesh Prime Minister attempted to lower the age of marriage for girls from 18 to 16 years old, raising serious doubts about her commitment. Successive inaction by the central government and complicity by Union Parishad allows child marriage, including of very young girls, to continue unchecked, while Bangladesh’s high vulnerability to natural disasters puts more girls at risk as their families are pushed into the poverty that helps drive decisions to have girls married. Constraints faced by UP are discuss in bellow in the table and chart.

Table: 5.9. Barriers in Fighting Violence against Women, Dowry and Child Marriage:

Categories of Barriers	Laukati		Badarpur		Pangashia		Total % (18 Respondents)
	NO.	%	NO.	%	NO.	%	
Poverty	02	33.33%	02	33.33%	02	33.33%	33.33%
Pressure from local influential persons	02	33.33%	02	33.33%	00	00.00%	22.22%
Fear of Decreasing Popularity	01	16.67%	02	33.33%	01	16.67%	22.22%
Administrativenoncooperation	01	16.67%	01	16.67%	01	16.67%	16.67%
Inadequate legal authority	00	00.00%	01	16.67%	01	16.67%	11.11%
Lack of public awareness	01	16.67%	01	16.67%	01	16.67%	16.67%
Facing No Barrier	00	00.00%	00	00.00%	03	50.00%	16.67%

Fieldwork, March 2015

Multi-response Considered

83.33% replied that they faced few problems in this respect. 16.67% said that they did not face such problems. 16.67% identified lack of awareness on those issues as the major problem in this respect. 11.11% said that they had no defined legal authority to take effective punitive action against those involved in women persecution, dowry or child marriage. 16.67% mentioned about lack of administrative cooperation. 33.33% felt that poverty was a major constraint. 22.22% opined that pressures from locally influential persons also thwarted bold actions against such crimes. 22.22% replied they did not take appropriate actions in fear of losing popularity.

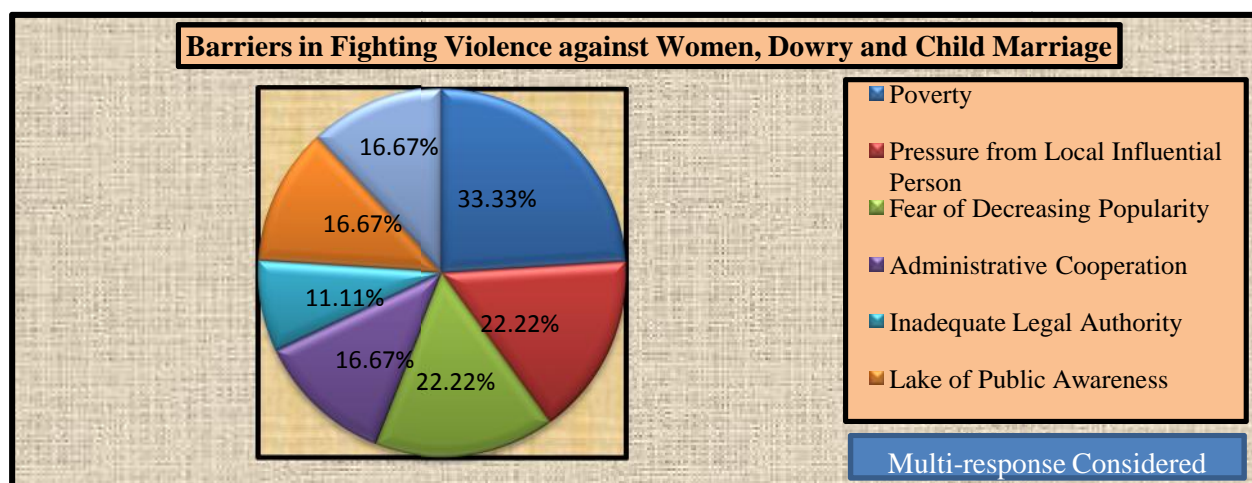


Figure: 5.9. Barriers in Fighting Violence against Women, Dowry and Child Marriage:

Some representatives have faced few problems in this respect and some have not faced such problems. Moreover some people have faced considerable constraints. 16.67% identified lack of awareness on those issues as the major problem in this respect. 11.11% said that they had no defined legal authority to take effective punitive action against those involved in women persecution, dowry or child marriage. 16.67% mentioned about lack of administrative cooperation. 27% felt that poverty was a major constraint. 22.22% opined that pressures from locally influential persons also thwarted bold actions against such crimes.

5.10. Problems in Conducting Sanitary Latrine and Supply Drinking Water

The government of Bangladesh has already ensure that every family have sanitary latrine. But it is true that the most of the family do not use the sanitary latrine in the study area. As well as they do not get supply drinking water as their demand. Union Parishad is fighting against few problems to supply these facilities to the people. These problems are discuss in bellow in the table and chart.

Table: 5.10. Problems in Conducting Sanitary Latrine and Supply Drinking Water:

Categories of Barriers	Laukati		Badarpur		Pangashia		Total % (18 Respon dents)
	NO.	%	NO.	%	NO.	%	
Unprotected dug well	02	33.33%	02	33.33%	03	50.00%	38.89%
Unprotected spring	01	16.67%	02	33.33%	01	16.67%	22.22%
Cart with small tank/drum	02	33.33%	02	33.33%	04	66.67%	44.44%
Tanker truck provided	01	16.67%	01	16.67%	01	16.67%	16.67%
Surface water	01	16.67%	00	00.00%	00	00.00%	05.56%
Facing No Barrier	02	33.33%	04	66.67%	00	00.00%	33.33%

Fieldwork, March 2015

Multi-response Considered

66.67% of the respondents said that they faced some problems in conducting such programs. 33.33% replied that they did not face any obstacles in this regard. 38.89% found unprotected spring of the sanitary and water supply programs as the major constraint. 44.44% cart with small

tank/drum for distribution among the local people. 16.67% talked about lack of tanker truck provided about hygiene and sanitary matters as a considerable barrier, and 5.56% said that they were used surface water.

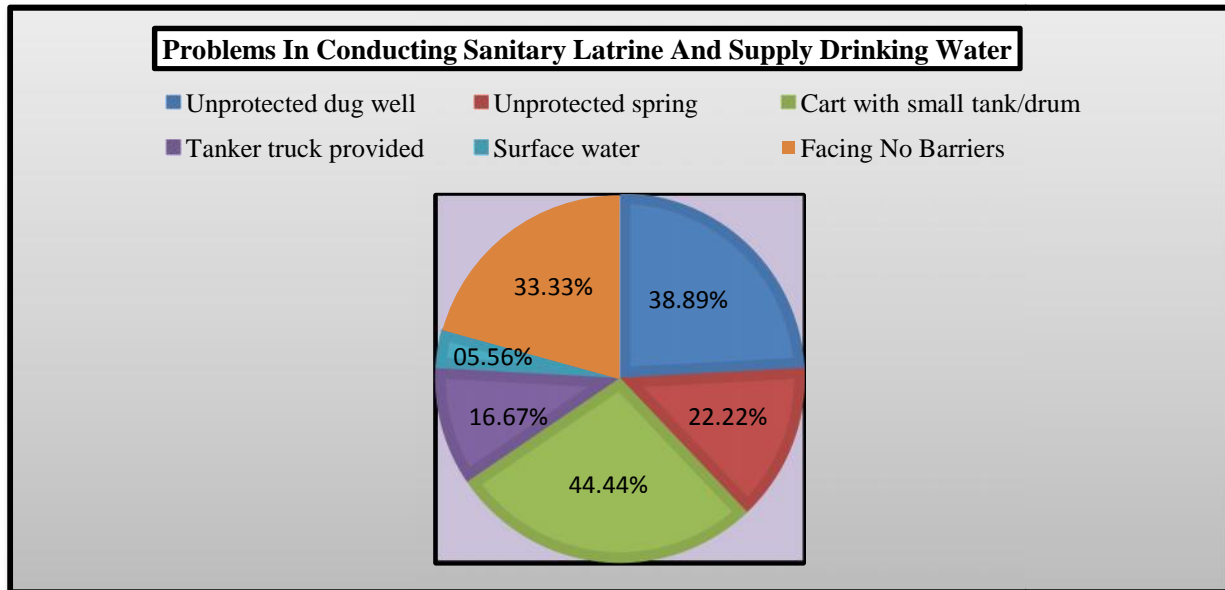


Figure: 5.10. Problems in Conducting Sanitary Latrine and Supply Drinking Water:

Some representative have faced few problems in this respect and some have not faced such problems. Moreover some people have faced considerable constraints. 44.44% identified Cart with small tank/drum on those issues as the major problem in this respect. 22.22% said that they had defined unprotected spring to take effective positive action for conducting sanitary latrine and supply drinking water. 16.67% mentioned about Tanker truck provided. 31% felt that unprotected dug well was a major constraint. 05.56% opined that pressures from surface water also thwarted bold actions against such problems.

5.11. Problems in Conducting Education Related Funds

The educational system of Bangladesh is enriched but the study are facing many problems. The main problem is to manage the educational related fund. Union Parishad is trying the remove these problem but having some barriers it cannot afford to manage that fund successfully. These barriers are given bellow in the table and chart.

Table: 5.11. Problems in Conducting Education Related Funds:

Categories of Barriers	Laukati		Badarpur		Pangashia		Total % (18 Respondents)
	NO.	%	NO.	%	NO.	%	
Poverty	02	33.33%	03	50.00%	02	33.33%	38.89%
Challenging geographies	00	00.00%	01	16.67%	02	33.33%	16.67%
Conflict, Insecurity and Instability	01	16.67%	04	66.67%	02	33.33%	22.22%
Refugees	01	16.67%	01	16.67%	01	16.67%	16.67%
Infrastructure	01	16.67%	00	00.00%	01	16.67%	11.11%
Resources	01	16.67%	02	33.33%	01	16.67%	22.22%
Quality	04	66.67%	01	16.67%	00	00.00%	27.78%
Facing No Barrier	00	00.00%	00	00.00%	03	50.00%	16.67%

Fieldwork, March 2015

Multi-response Considered

16.67% said that they did not face any problem in this regard. 83.33% replied they faced some problems in this regard. 38.89% of the respondents mentioned about their poverty in conducting education related activities. 16.67% blamed severe resource challenging geographies to the constraint. 22.22% said that they were facing conflict, insecurity and instability problems. 16.67% blamed for refugee and 11.11% for improper infrastructure for this problem. 27.78% found insufficient resources and the rest 27.78% found poverty as major constraints.

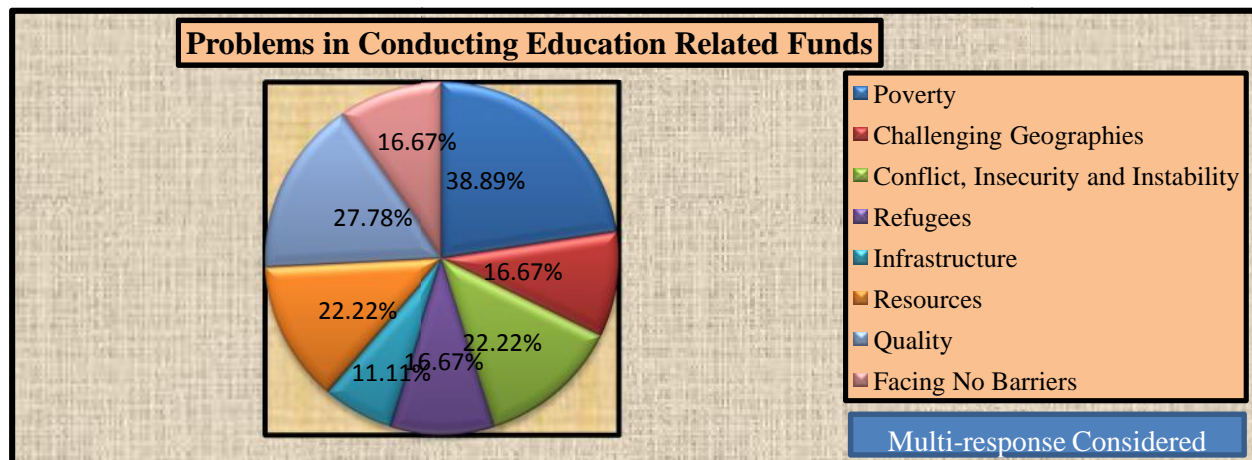


Figure: 5.11. Problems in Conducting Education Related Funds:

Some representatives have faced few problems in this respect and some have not faced such problems. Moreover some people have faced considerable constraints. 38.89% identified poverty on those issues as the major problem in this respect. 22.22% said that they had defined resources to take effective positive action for conducting education related funds. 22.22% mentioned about conflict, insecurity and instability. 27.78% felt that quality was a major constraint. 16.67% opined that pressures from challenging geographies, refugees also thwarted bold actions against such problems. And 11.11% mentioned about infrastructure for this problem.

5.12. Barriers in Conducting Cultural Activities

Bangladesh is a melting pot of races. She, therefore, has a mixed culture. Her deep rooted heritage is amply reflected in her architecture, literature, dance, drama, music and painting. Bangladeshi culture is influenced by three great religions such as Hinduism, Buddhism and Islam in successive order, with Islam having the most pervading and lasting impact. Like a colorful montage, the cultural tradition of the country is a happy blending of many variants, unique in diversity but in essence greatly symmetrical. Union Parishad facing some problems to continue cultural activities which are discussed in bellow in the table and chart.

Table: 5.12. Barriers in Conducting Cultural Activities:

Categories of Barriers	Laukati		Badarpur		Pangashia		Total % (18 Responde nts)
	NO.	%	NO.	%	NO.	%	
Socio-demographic of Participants	02	33.33%	03	50.00%	02	33.33%	38.89%
Stereotyped Gender Roles	01	16.67%	02	33.33%	01	16.67%	22.22%
Economic Vulnerability	02	33.33%	01	16.67%	01	16.67%	22.22%
Religious Misinterpretation	01	16.67%	01	16.67%	00	00.00%	11.11%
Child Marriage	01	16.67%	00	00.00%	01	16.67%	11.11%
Gender Insensitive Educational Environment	02	33.33%	01	16.67%	02	33.33%	27.78%
Facing No Barrier	00	00.00%	02	33.33%	00	00.00%	11.11%

Fieldwork, March 2015

Multi-response Considered

11.11% replied that they did not face any problem in this regard. 88.89% said that they faced some problems. 38.89% found socio-demographic of participation as the major problem. 22.22% mentioned about stereotyped gender roles, 22.22% said that cultural activities suffered from lack of economic vulnerability.

11.11% held religious misinterpretation responsible in this regard. 11.11% for child marriage and 27.78 for gender insensitive educational environment are responsible for not conducting cultural activities.

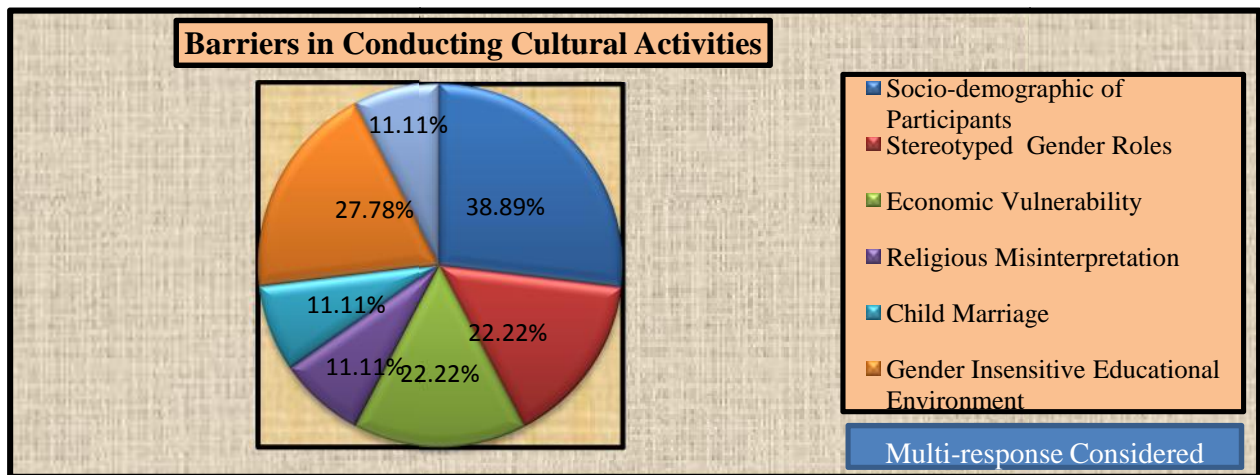


Figure: 5.12. Barriers in Conducting Cultural Activities:

Some representatives have faced few problems in this respect and some have not faced such problems. Moreover some people have faced considerable constraints. 38.89% identified socio-demographic of participants on those issues as the major problem in this respect. 22.22% said that they had defined economic vulnerability to take effective positive action for conducting cultural activities. 22.22% mentioned about stereotyped gender roles.

27.78% felt that gender insensitive educational environment was a major constraint. 11.11% opined that pressures from child marriage also thwarted bold actions against such problems.

Chapter Six

Discovering People's Perception about Union Parishad

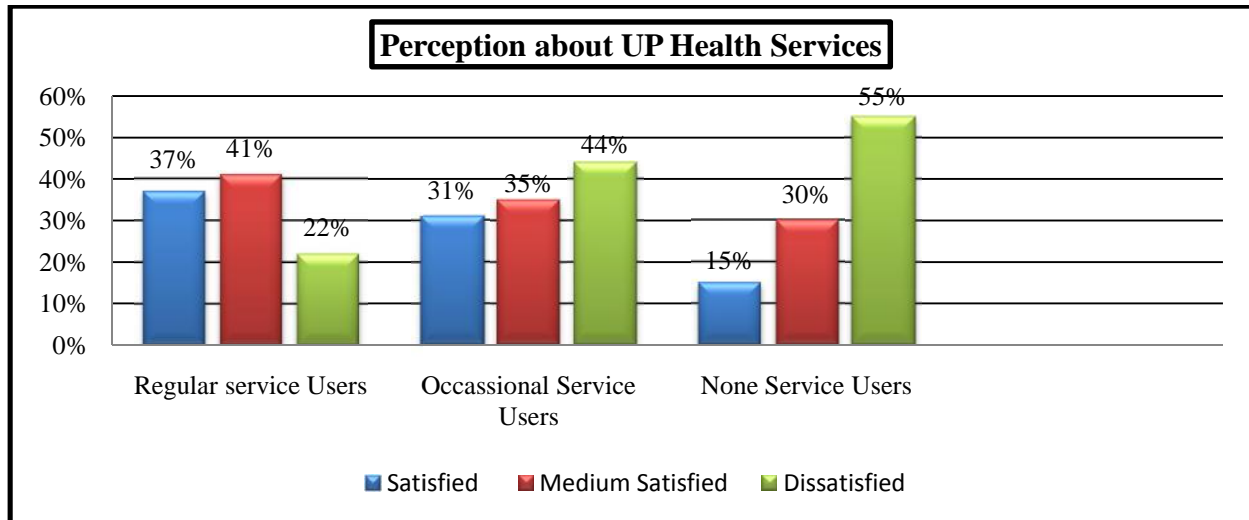
The local government bodies, or more specifically the Union Parishad, are struggling in delivering expected public services to the common people at the grass root level mostly due to lack of appropriate administrative and financial authority as well as institutional capability. The UP could play a catalytic role in local level development if it could overcome the existing administrative and financial limitations through the acceleration of the decentralization process. A careful review of the responsibilities and authority of the UP shows that it alone renders and maintains all those services within a defined local limit, the part of which different ministries, departments, directorates, and such other agencies of the central government do as per the principle of specialization. Yet it enjoys very little power compared to its responsibilities. Nevertheless it has been persistently deprived of exercising its limited power due to bureaucratic influence and lack of political will. Consequently, it has fallen far short of meeting expectations of the people. Looking at practical necessities, there is no alternative but to strengthen local government system. In this study, researcher have tried to get people`s perception concerning local government and its procedures. For maintaining this chapter, researcher has taken interview to people who are living in study areas. People of these areas expounded their opinion concerning service of local government in a way.

6. 1. Perception about UP Health Services

The study area is a mostly rural, located on the northern shore of the Bay of Bengal. People of these areas are known as hardworking, with proven capability to preserve mental strength in the event of unexpected extensive loss due to natural calamities, such as floods, cyclones, epidemics, etc. Health is a basic requirement to improve the quality of life. A national economic and social development depends on the state of health. A large number of people of these areas, particularly in study areas, remained with no or little access to health care facilities. The lack of participation in health service is a problem that has many dimensions and complexities. According to people of this area, their basic needs have remained unfulfilled. National economic and social development depends on the status of a country`s health facilities. A health care system reflects the socio-economic and technological development of a country and is also a measure of the responsibilities a community or government assumes for its people`s health care. The effectiveness of a health system depends on the availability and accessibility of services in a form which the people are able to understand, accept and utilize. In this context , people of study

areas have different opinion concerning health care services which is being conducted by local authority. Here, local authority (Union Parishad) has a significant role of maintaining procedures of health care procedures

6.1 Figure: Perception about UP Health Service



Source: Field Work 2015

The study shows that a big portion of people are getting to take health related service from local health care service. But perceptions of general people about getting service from local health care center are different, 41 % of the rural population is considered moderately good. 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. About half of the 44 % of those who used service government health care service for illness in the local health care complex, they think, services are not available. 55% people who are getting at take the service are not positive about the service.

6.1.1 Public Perception of Problems with Government Health Service:

The most common problem cited in the household interview is lack of medicines and perceive poor quality of medicines. Some of the problems relate to the state of the facilities and the level of provision but some relate specifically to the health workers. The bad attitude of workers is quite often mentioned, as well as having to make extra payment to staff for a service supposed to be free.

Case study: 6.1 Problems with Government Health Service

Name : Amena Begum

Age: 35

She told the researcher a bitter experience about getting health care service from government provided health care community center. She mentioned that once she was suffering from fever along with several ailments. When she was taken to the community health care center. The doctor did not care for. She refers her to Sadar hospital. The doctor told her that they have not sufficient resources to provide proper treatment in here .This case gave a clear evidence of lack o resources and inability of doctors.

In the study areas' community health care center are facing such types of problems. In more cases, the authority does not take responsibility. They told that government does not provide proper resources to give proper services to people. They have nothing to do. Here role of local government stay with silent. Chairman or members of local government of these areas do not respond despite hazardous situation of it.

6.1.2 Geographical Barrier

Health care facilities in northern and rural areas are fewer and more dispersed than in urban areas. As a result, people in northern and rural regions typically travel great distances to obtain services that cannot be obtained in their local communities. It is not uncommon for persons requiring specialized health services or diagnostic testing to travel 20 kilometers or more to the nearest regional hospital.

In the remote area, people from remote communities may travel up to three hours by bus or taxi to obtain routine hospital-based services. In northern regions, the problem is compounded by harsh weather conditions that make road or river travel dangerous or impossible for reasonable at a time.

Case study: 6. 2 Geographical Barrier

Name : Hamida Khatun & Shaheb Ali

Age 21 & 26

When she was attempt to kill herself by taking poison because of conflict with her husband she was taken to Sadar hospital. Her situation went to door to dead. Her husband told that the distance of hospital from our village is about 22 kilometers. Her condition became serious because of exorbitant distance .People of these region think that lack of better quality of hospital a number of uneven accidents are increasing day after day. Several years ago, Shaheb Ali lost his son by a road accident. He told the researcher that after road accident, people took my son to Sadar Hospital. But we lost my son. He told that if the distance is less we could be not lost him. Shaheb Ali told to the researcher that if we would like to reduce uneven happenings, the community health care cent must have strong capability along with sufficient resources to provide proper health care service in right moment.

When researcher asked the chairman of the study area that why people are not getting better treatment from union community center? The chairman told the researcher that this community center has many fold problems. Here, nurses are not proper trained. On the other hand, doctors would not like to stay long time. For this reason, he/she does not give better output.

6.1.3 Limited Availability of Health Care Personnel and Services:

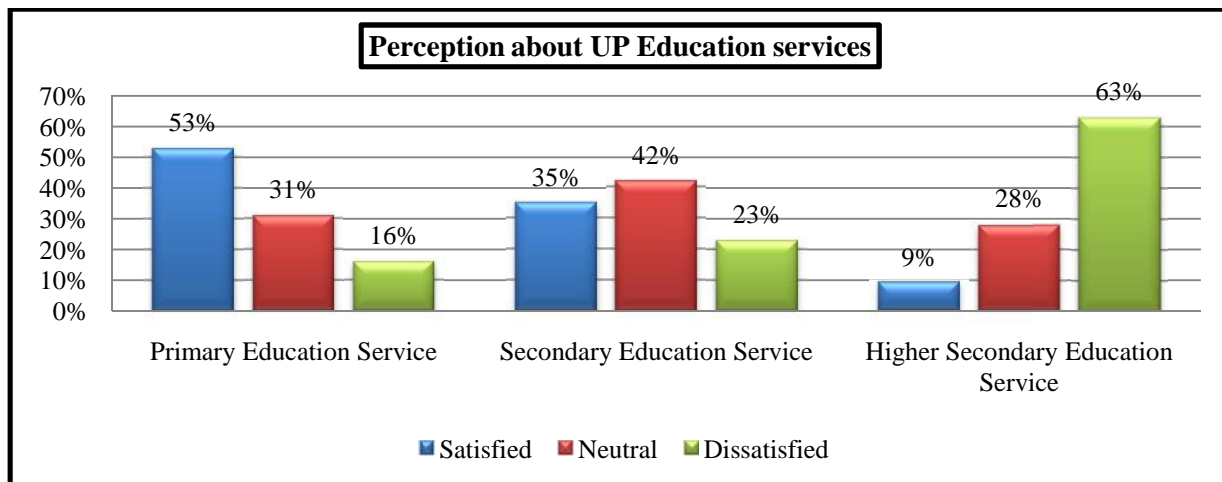
People residing in rural and remote regions of study areas are faced not only with fewer services, but with a limited number of practitioners who can provide services. Rural communities generally face a higher turnover of health care staff including nurses, physicians, dentists and others. Example community centers of the study areas. Part of the difficulty in attracting and retaining health care providers to rural regions stems from the challenging working conditions are not available. These challenges include long working hours, a lack of colleagues to share the workload, the lack of extra education, difficulties obtaining routine continuing education, and a perceived lack of opportunities for spouses and children. Researcher observed that community center in study areas has different types of lacking to provide health care related service to people such as lack of sufficient staffs, nurse along with doctors. Researcher observed that

several community centers stay close day after day. So people are not getting proper health care service from the community center.

6.2. Perception about UP Education services:

The people of study areas are not conscious about their education service. As the basic requirement of life the National Education Policy was formulated after consultation with various educational experts and stakeholders, which is currently being implemented in phases. The Policy envisages education which helps build a poverty free, secular, progressive and democratic society in the long term. It envisages developing children into educated, productive and skilled workforce as well as instill in them national cultures, traditions and moral values. The UP gives utmost significance to pre-primary education. All 5 year old children are being brought under this scheme, with the plans to extend the plan to include 4 year olds too. The UP advises the government to start preprimary education in all schools. The UP asks for more teachers to be recruited and increasing the number of classrooms. These are to be implemented in phases. It also emphasizes on the study of arts and literature.

6.2 Figure: Perception about UP Education Service



Source: Field Work 2015

The study shows that a medium portion of people are getting to take educated related service from Union Parishad. But perception of general people about getting service from UP are different, 53% of the rural population who are getting primary education service is considered moderately high. Secondary educational service user defines 35% and non-service user 9%

which are moderately low. 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.

People who are getting educational service as primary, secondary and higher educational service are not expressed their opinion denoted sequentially 31%, 42% and 28%. Few people dissatisfied for primary and secondary educational services from UP but a large number of people who dissatisfied denoted 63%.

6.2.2 Barriers of Education:

According to study, children want to go to school but sadly, 40% children and adolescents in northern part of study areas face barriers to getting a quality education. For some it may be one obstacle, for others, there are many hurdles to jump to be able to go to school.

6.2.3 Growing up in a Poor Family:

By conversation with local people, researcher tried to make out some basic problems or barriers of education .Poverty is the most pervasive factor preventing children from going to school. Poor families are less able to afford school fees, uniforms and textbooks for all of their children. A child in school cannot work to help support the family, and they have less time to help with household chores like fetching water. They are also much less likely to complete primary school. This barrier to education reinforces the cycle of poverty so that the poor stay poor.

Case study : 6.3 Growing up in a Poor Family

Name : Farzana Islam

Age : 17

Farzana Islam an intermediate college student told that she has strong passion to become doctor or teacher. She got GPA 4.83 in her SSC examination from a local Second High School. Her ambition was to get admit in a famous college and forward to get better result in next HSC exam. But her family did not allow admitting in urbane college. As a result, she got admit in a local college. She told researcher that her family is trying to marry her as soon as possible.

The number of cases is happening like this. By the research researcher observed that girls have passion to get higher degree but families are not forward to that. So girls are not forward like

boys. But, in this situation, local governments have no role to face these types of happenings. When researcher asked chairman along with member concerning this, they answered that these matters depend on family. We have no concern concerning this.

Being a Girl:

According to data of BBS, we are closer than ever to gender equality in school enrolment. Of the 40% children and adolescents out of school, 23% are girls, just over half. But there is still a ways to go and the global average belies pockets of discrepancies within communities and disadvantaged groups. Digging deeper, we see that entrenched gender norms persist for children who are already out of school, two times as many girls as boys will never even have a chance to try. As the chart below shows, this inequality is most pronounced in north part of district.

Case study: 6.4 Being a Girl

Name : Naznin & Munni

Age : 16 & 17

Naznin akter told the researcher that for being a girl, she did not complete her higher degree. but she was a good student in comparable to her brother. She got GPA 5.00 in the SSC exam. After SSC she was married by her family.

A school going girl named Munni told that she was victim to tease by her class mate or young boys in several times. As a result, family is trying to marry her as soon as possible.

There are different types of policies and procedures are taking to get better education for girl's and with poor family related student. But in now, rural people are not aware of girl's education. As a result most of the girls are drop out from school in a way.

Living in a Rural Area:

A child growing up in a rural community is also at a disadvantage in educational opportunities and the gap between rural and urban children can be very large, they are recognized as out of school children. In the study areas the number of education related institutions are not sufficient. For this reason, after complete secondary education a number of students do not get admit to college.

Having a Handicap:

Research by UNESCO shows that in middle income countries, people of working age with disabilities were about one-third less likely to have completed primary school. Approximately 31% million children live with a disability, disproportionately in poor countries. In the study areas, there are some numbers of handicaps who are devoid of government provided facilities such as education facilities. In this case this types of people are avoid of proper education related facilities which given from government.

Being from a Minority Ethnic, Linguistic, Religious Group:

A child growing up speaking a minority language is less likely to learn well when school is not conducted in her mother tongue. This leads to higher dropout rates and a situation where minorities become marginalized and excluded. In the study area, there are small portions of minority; they think that they are not getting proper facilities from government.

Finally, many children face overlapping barriers to education a poor, rural girl in northern area of Bangladesh. Bangladesh is among the least likely in the world to be able to go to primary school and to complete her studies.

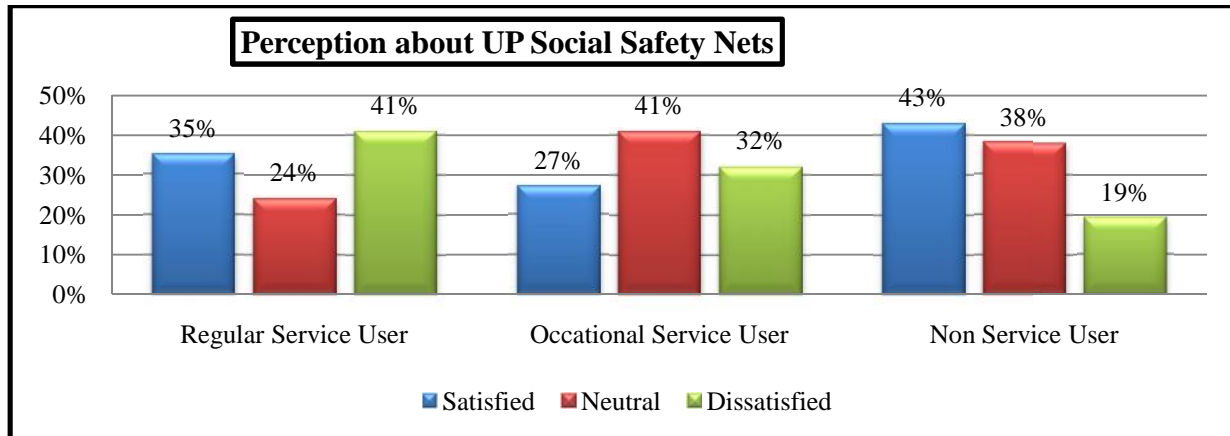
6.3. Perception about UP Social Safety Nets:

Social Safety Nets have been an essential component in the fight against poverty. Initially focused only on protection goals, they are now increasingly combining promotional goals too. This study uses a social exclusion lens to analyze the effects of the people livelihood and social safety in the study areas in Patuakhali District. It tests the assumptions about how Union Parishad can play in contributing to social inclusion and poverty reduction. The study used mixed methods and employed a quasi-experimental impact evaluation.

The findings show that both the programs have some positive effects over UP on the immediate outcomes of social exclusion and poverty, particularly in terms of strengthening livelihood opportunities, improving food security, and strengthening social participation. However, limitations to the impact of these programs on tackling the structural causes of exclusion and poverty are evident. Existing studies suggest that some of Bangladesh's safety net program have shown to be effective at reducing poverty and improving gender outcomes. Union Parishad now

follows the Bangladesh Safety Net System for the Poorest Project (SNSP) aims to improve the equity, efficiency and transparency of five of the largest social safety net programs to benefit the poorest households.

6.3 Figure: Perception about UP Social Safety Nets



Source: Field Work 2015

The study shows that a large portion of people are getting to take social safety net from Union Parishad. But perception of general people about getting service from UP are different, 43% of the rural population who are not getting primary service is considered moderately high. Regular service user defines 35% and occasional service user 27% which are moderately low. The local government bodies, or more specifically the Union Parishad, are struggling in delivering expected social safety net to the common people at the grass root level mostly due to lack of appropriate administrative and financial authority as well as institutional capability. A large portion of people who are getting safety service are expressed their opinion as dissatisfaction denoted 41% for regular service user, 32% for occasional service user and 19% for non-service user. Occasional and non-service users have no portion for this service that are sequentially 41% and 38%.

6.3.1 Challenges for Social Safety Net:

Despite Bangladesh’s remarkable progress of lifting 16 million people out of poverty in the past decade, poverty remains a stubborn problem, with about 47 million people living in poverty and 26 million in extreme poverty. To support the poor and vulnerable, the government of Bangladesh implements a number of public social safety net programmes that involve spending

more than 2% of GDP yearly. Despite these interventions, 70% of poor people still do not receive any safety net support, mainly due to shortcomings in identifying poor beneficiaries and weak program administration (BBS, 2015). In this situation, government of Bangladesh has been conducting different types of policies and procedures to face challenge of social safety net. In this research, different types of perception and policies and procedures have been discussed in below concerning UP related social safety net services.

6.4. Perception about UP's Initiatives against Dowry and Child Marriage:

The study area is a mostly rural, located on the northern shore of the Bay of Bengal. The prevalence of child marriage is an unfortunate matter for today's world. It has found that it is most common in the study areas. The practice of child marriage is very damaging, especially for girls. It seems girls are treated as a burden to society, once again, mostly in these areas. People still believe that girls are not good for anything except for cooking and for doing household work. The discussion of child marriage is not only constrained to the problem of early marriage, it is important in saving their children and their future. They do not feel that it is essential to stop this unhealthy practice. And they never feel that they should change our views about themselves and their society. In order to stop the problem of child marriage, Union Parishad set up volunteer organizations that can actively work to address issues related to this problem. The UP sometimes called media to broadcast this problem and to make this as viewpoint to government. The government can and must play their part to address this issue as well. The government can also help indirectly as well, by providing assistance to Union Parishad which work towards solving this problem.

Case study: 6.5 dowry & Child Marriage

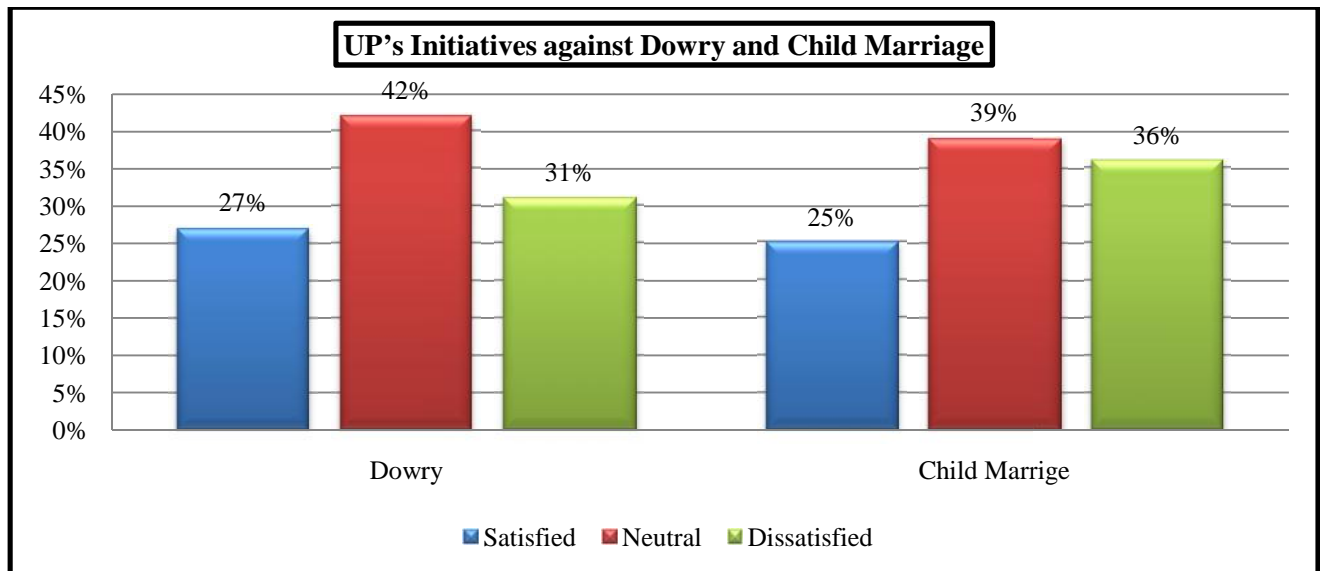
Name : Nazma Akter

Age : 26

Nazma Akter age 26 told she was married at the age 15 when she was class nine. At that time she was not prepare for marriage. But she was married with force. At the time of taking first baby, she suffered different types of disease. As a result our first baby is not normal. When researcher asked them concerning dowry. Most of the women did not agree with dowry system but they told that their family gave different types accessories to maintain her family in a way..

At the initiatives of government to mitigate dowry system in rural area are conducting significant role. But the processes of taking or giving dowry become different way. Most of the people think that taking gifts from wife`s house is complete right to husband

6.4 Figure: UP`s Initiatives against Dowry and Child Marriage



Source: Field Work 2015

The study shows that people are getting service about against dowry and child marriage from Union Parishad. But perceptions of general people say that most of the people are neutral about those services. People have mark that neutral as 42% for dowry and 39% for child marriage. 31% people have dissatisfied for dowry and 36% for child marriage about getting service from UP. A small number of people express that they are getting help regularly from UP that are 27% for dowry and 25% for child marriage. The UP try to distribute their service to all people but it fail with the little resource and power in this regard.

6.4.1 Four Main Causes of Dowry and Child Marriage:

Dowry and Child marriage continues to be a reality for many of the world`s girls because of a variety of factors. Researcher observed that these include poverty, lack of education and job opportunities, insecurity in the face of war and conflict, and the force of custom and tradition.

Poverty:

For many poor families, marrying their daughter at an early age essentially is a strategy for economic survival, it means one less person to feed, clothe and educate. In this study area, the importance of financial transactions at the time of marriage also tends to push families to marry their daughters early. For example, in our cultures parents get a high bride price for a daughter who is married near puberty. Parents in study areas, feel that their burden of paying a dowry at their daughter's marriage will be lower if she is married at a young age.

Case Study: 6.6. Problem Of Poverty

Name : Hasina Begum

Age : 20

Hasina Begum, age 20 when she got married her age was 16. She did not continue her study because of born in poor family. But she wanted to continue her study. Then, her family informed her that they did not able to take responsibility of carrying her expenditure of study. So she was dropped from study. After sometime she was gotten marry a shop kipper.

In the study areas, forced child marriage is much more common in poorer communities; it tends to be concentrated among the poorest households. For example, a girl from a poor household in the study area is four times more likely to marry as a child than a girl from a rich household. In impoverished situations, parents see few alternatives for their daughters, aside from early marriage.

6.4.2 Limited Education and Economic Options:

Little or no schooling strongly correlates with being married at a young age. Conversely, attending school and having higher levels of education protect girls from the possibility of early marriage.

In this area, educating girls often is less of a priority than educating boys. When a woman's most important role is considered to be that of a wife, mother and homemaker, schooling girls and preparing them for the jobs may be given short shrift. And even when poor families want to send their daughters to school, they often lack access to nearby, quality schools and the ability to pay school fees. It is usually safer and economically more rewarding to spend limited resources on educating sons than daughters. This boxes families into early marriage as the only viable option for girls.

Insecurity in the Face of Conflict:

When families live in unsafe regions, parents may genuinely believe that marrying their daughters is the best way to protect them from danger. In natural calamities-affected areas in Barishal, for example, a girl may be married to a warlord or another authority figure that can ensure that she and her family remain safe. In this rural area, girls have been abducted or recruited by armed groups and made into the ‘bush wives’ of combatants and commanders.

Tradition and Religion:

In this study area, parents are under pressure to marry off their daughters as early as possible in an effort to prevent her from becoming sexually active before marriage; a woman who does so brings dishonor to her family and community. Because marriage often determines a woman’s status in many societies, parents also worry that if they don’t marry their daughters according to social expectations, they will not be able to marry them at all. Forced child marriage also is a route to cementing family, clan, and tribal connections or settling obligations.

Government taken social safety nets in study areas

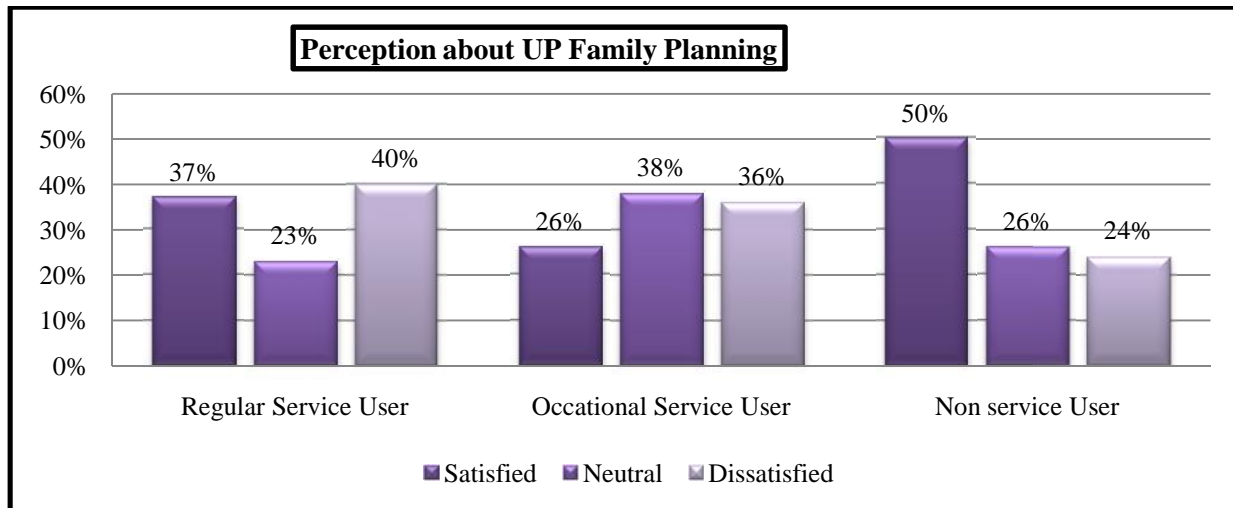
In the areas of the study, researcher observed different types of social safety programs which are being conducted by UP. Such as kazer Binimoye Khaddo, pora-shunar Binimoye Khaddo etc. government is trying to reduce social vulnerability in the remote areas. Government also is trying to attract to study to young generation.

6.5. Perception about UP Family Planning:

As the study area mostly rural most people are uneducated and unconscious, they even do not know why family planning and how. But it is true when a women have access to family planning, everyone benefits. Women and children are healthier. Families and communities can invest more in education and health care and poverty is reduced. For 60 years, the Union Parishad has been changing the way the world thinks about voluntary family planning. Today, there is renewed global support for high-quality programs that provide information, services, and contraceptive supplies—and the Union Parishad plays an important role in expanding access to these programs. UP develop, test, and introduce new contraceptive options. The UP developed

and introduced people three of the world’s most effective and popular contraceptive methods: the copper T IUD; the Norplant® and Jadelle® implants; and the LNG-IUS. UP developed, user controlled contraceptive for lactating women, and exploring how best to introduce this new technology easily.

6.5 Figure: Perception about UP Family Planning



Source: Field Work 2015

The study shows that a large portion of people are getting to take family planning service from Union Parishad. The perception of general people about getting service from UP are different, 50% of the rural population who are not getting service is considered moderately high. Regular service user defines 37% and occasional service user 26% which are moderately low. The Union Parishad, are trying 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. People who are getting educational service as primary, secondary and higher educational service are not expressed their opinion denoted sequentially 23%, 38% and 26%. Large people who are regular service user and occasional services from UP but a few number of people who dissatisfied denoted 24%.

6.5.2 Basis Problem for Family Planning:

Key drivers of this problem lie in the roots of society and government initiative. In many male dominated societies in the developing world, women are not empowered to take decisions for family planning. Some other key factors are traditional social attitudes and illiteracy. Some

governments who lack the initiative have failed to provide basic infrastructure to tackle this or to facilitate public-private partnership to run family planning programs.

6.5.3 Availability of Resources:

Economical: As this problem mostly exists in developing countries, there will always be funding constraints, but finance is not the main problem as lots of private organizations have risen their hand to support such program, even UP has increased funding many fold.

Human Personnel: Developing countries lack human personnel in the medical field. The doctor to patient ratio in developing countries is far less as compared to the developed world. Most of the doctors are male and few women visit male doctors due to society and family pressure.

Tools and Technologies: The most important tool available in the developing market is a mobile phone, more than 70% of the population has mobile handsets in their pockets but governments have failed to provide or improve technical infrastructure such as availability of internet. Significant challenges stand in the way of making contraceptives more widely available and accessible, including the high cost of quality mid to long-acting contraceptives, unpredictable donor funding, and lack of coordination in procurement processes.

6.5.4 Social and Cultural Factors:

Knowledge: Lack of sufficient education regarding the importance of reproductive health, and lack of awareness of the harmful effects of neglecting family planning on women's health and indirectly that of children.

Attitude Financial: Having many children is considered a benefit as it would mean more hands to help on the field. **Safety net:** Due to high child mortality rate, families tend to have more children as not all survive. **Insurance for old age:** People have faith that children will take care of parents in their old age and so they tend to have many children. **Family status:** Often the social status of a family is defined by the number of children they have.

Behavior: **Bias against the girl child:** In some countries like India, a girl is considered a liability as 'dowry' has to be paid to get her married. So people want to have a boy as son would be of

greater use economically. Until a son is born, women keep conceiving. Rape: Unwanted pregnancies often result from rape

Social and Public Opinion: In many societies going against public opinion leads to social ostracism. Age old traditions have formed public opinion in favor of a large family size.

Gender Discrimination: In many male dominated societies, men consider it below their dignity to use contraceptive tools in their households. If the nearest available doctor is a male, women in many traditional societies in the developing world would go without medical care.

Religious/Ethnic/Racial Issue: Abortion is considered unacceptable among traditional Islamic, Christian and Hindu families.

Demographic Barriers: Elders are often against family planning due to age old tradition and superstition. Youngsters who want to go in for family planning risk the wrath of elders.

6.5.5 Structural Considerations:

Delivery of Health Care: In many developing countries, lots of births occur outside a hospital and not many women are assisted by trained health workers either before or after birth. Further, access to state of the art tools is limited. This situation greatly affects the health of mother and child and can result in prenatal and neonatal mortality.

Infrastructure Gaps: In remote and rural areas hospitals are often geographically far, transportation is inadequate or unavailable and so many go without any form of medical help or are dependent on very basic facilities if at all, through small clinics or mobile hospitals on wheels. There is a dependence on herbal medicine and home remedies.

Of all these factors, availability of resources and structural considerations are modifiable. Factors most difficult to change are the socio-cultural ones related to attitude and behavior.

Low Hanging Fruit:

Contraceptives: One of the easiest solutions is to make common types of family planning tools like contraceptives easily available and accessible. It can be distributed through a concerted government effort and a robust distribution network.

Education and Information: Another workable solution is improved quality and reach of reproductive health information, through government incentivized family planning campaigns on TV, radio and posters with support from local NGOs and local opinion leaders. This would also be the most effective factor as increased knowledge could start influencing a gradual change in social and cultural attitudes.

Health: Health can be very effective to provide health workers with training materials at a low cost as well as to bridge the gap between women and trained healthcare providers.

Integrate Family Planning Services with Other Health Services: That including HIV prevention and care, maternal and child health care, and post-abortion services.

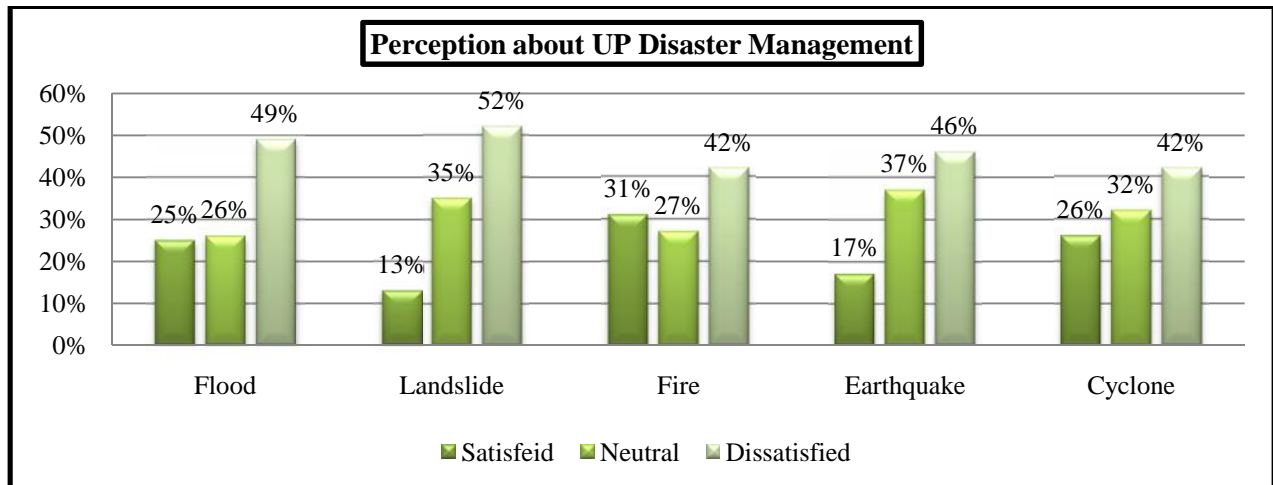
6.6. Perception about UP Disaster Management:

A large number of poor people are to live in vulnerable areas of the southern part of Bangladesh. The vulnerability is so miserable that they have to go and settle in the newly accreted land in Bay of Bengal and its surrounding areas which is occasionally hit by tidal bore or devastating cyclone. The adverse impacts of all the natural hazards affecting socio-economic condition need to be reduced for sustainable development. On realization of this reality, the Government of Bangladesh has undertaken a lot of plans and programs for disaster reduction through disaster management. Realizing that the sustainable development is hinged with disaster management vis-a-vis risk management, the Government of Bangladesh initiated a project "Support to Comprehensive Disaster Management" in 1993 with overall goal to reduce the human, economic and environmental costs of disaster in Bangladesh. One of the main elements for the development objective of the project was to increase the capacities of the Union Parishad, households and local communities in the highly disaster prone areas through establishment of

Local Disaster Action Plans (LDAPs) to cope with cyclones, floods and other potentially disaster situations.

UP provides training and awareness rising which is another main element of the development objective under the project. The project has been completed on 30 June, 2001, making scope for the formulation of Comprehensive Disaster Management Program (CDMP) for more holistic approach to risk management with support from UP, development partners and international agencies. The present Government gives instruction to UP to attach the importance of CDMP in the context of poverty alleviation and sustainable development.

6.6 Figure: Perception about UP Disaster Management



Source: Field Work 2015

The study shows that a few portions of people are getting to take disaster management service from Union Parishad. But perception of general people about getting service from UP are 53% for landslide, 49% for flood, 42% for fire, 46% for earthquake and 42% for cyclone of the rural population who are dissatisfied for this service. Some people are expressed themselves as neutral denoted 26% to 35% about disaster management service. Low portion of people are satisfied for this service. People are denoting 13% for landslide disaster management which is the most common disaster southern part of Bangladesh. They also expressed 25% for flood, 17% for earthquake and 26% for cyclone about the UP services. But they expressed 31% for fire which is not common disaster in the northern part of Bangladesh. 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.

6.6.2 UP Based Disaster Management Practices in Bangladesh:

The existing system for disaster management in the country covers activities at normal times for important disaster management aspects like mitigation /prevention, preparedness, response and recovery. Disaster management has become an event rather than process of development. Linkage in ongoing development programme and participation from the UP in planning and executing the programs will improve the local capacity and preparedness measures.

6.6.3 UP Program by the Government:

The Government of Bangladesh under the project "Support to Comprehensive Disaster Management" took a number of initiatives for UP based disaster management. The program includes development of Local Disaster Action Plan (LDAP), organize quite good number of training and awareness campaign at local level to sensitize and mobilize community people in the overall risk management system. Total 900 numbers of LDAPs had been developed as of today. A good number of training program were organized by DMB at local level for different disaster management organizations. However, sustainable mechanism is being developed for continuation of the training and examining the impact.

6.6.4 UP Coping System:

UP don't have their own coping system to face the disasters. They hire Disaster Management Bureau to conduct a research on the issue. This is the first milestone in this regard. In the year 2003, DMB organized 06(six) workshops for UP on disaster preparedness & indigenous knowledge on coping mechanism.

6.6.5 Programs and Activities for Disaster Preparedness:

Government of Bangladesh has initiated a good number of programs and activities for disaster preparedness. Under the project "The Rights-based Planning & Monitoring: Disaster Preparedness" 112 training programs have been completed in 2012 and 119 training programs have been completed in 2013 covering the disaster-prone districts and sub-districts and union parishad. The main components of the project are awareness raising, capacity building,

community mobilization, etc. This project will continue till 2020. Government & NGO officials, public representatives, UP and concerned people are being trained to combat disasters by enlightening themselves on the process of successful integration of risk reduction initiatives.

6.6.6 DMB's Activities Relating to Earthquake:

Very recently there has been noticeable attitudinal change amongst the policy makers and disaster managers. While implementing the project 'Support to Disaster Management: BGD/92/002' DMB was assigned by IMDMCC in its meeting on 29 January, 2011 to prepare inventory of available rescue equipment in the municipal cities and towns to be used in the event of possible earthquake and promote earthquake awareness programmes as part of public motivation. In fact, DMB because of its inner quest to prepare people against earthquake threats initiated some awareness programmes with the help of UP earlier in the form of workshop/seminar and publication of booklets. As such, DMB has so far carried out the following activities particularly relating to earthquake hazard:

- Organized two national level workshops on earthquake on 23 December, 2007 and 18 May, 2010 participated by the experts in the field and representatives of different Ministries, departments/agencies, UP and NGOs.
- Arranged a meeting of the representatives of City Corporations and Pauroshavas of high vulnerable areas on 20 August, 2010.
- Prepared a voluminous inventory of equipment and machineries available in different UP and organizations, which could be used for disaster response and rescue operations in the event of an earthquake emergency.
- Prepared a comprehensive training module on earthquake.
- Prepared and published a Handbook on Earthquake for public awareness with UNICEF assistance.
- Published and distributed Bengali Calendar and leaflets depicting points for public awareness about earthquake risk.

- Sought the list of volunteers of relevant City Corporations and Pauroshavas with proposal to train their leaders on earthquake preparedness.

It is time now to look at disaster management and sustainable development closely not as two discrete items but as inseparable binding issues. Bangladesh peruses the policy of going ahead with mainstreaming of disaster management in all areas of development planning. The pre-requisite to do this, is to re-shape the thinking of the people from top down to the community level. Based on this realization 'gaps' and 'weakness' in the existing systems in Bangladesh. The Comprehensive Disaster Management Programmeme (CDMP) has now been initiated with the support of UP and other development partners. CDMP has been designed to adopt an umbrella programmeme approach that encompasses all aspects of risk management extending facilitates to move from a single agency response and relief strategy to a whole of government holistic strategy that addresses the issue of community vulnerability.

6.6.7 Disaster Management Strategy:

- After the floods of late 1980s and the devastating cyclone of 1991, the concept of acting only after the occurrence of disaster has been replaced by the concept of total disaster management involving prevention / mitigation, preparedness, response, recovery and development.
- The GoB has, therefore, total commitment towards reduction of human, economic and environmental coasts of disasters by enhancing overall disaster management capacity.
- Efforts have been continuing for optimum coordination and best utilization of resources along-with ensuring UP and community involvement so that they are aware of what they can do for protecting their lives and properties against disasters.
- The plan and conduct of disaster management by GoB involves preparedness, response, recovery and mitigation as key notes for building up self-reliance of the people.
- For proper handling of disasters, GoB maintains its efforts in their different directions i.e.
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6.6.8 Disaster Management Practice:

- The existing system for disaster management in the country covers activities at normal times for important disaster management aspects like mitigation/prevention, preparedness, response and recovery.
- Government as part of disaster management has been trying to develop its scientific networking in respect of disaster forecasting and early warning.
- With grant of Japan Government, replacement of radar at Agargaon, Dhaka, establishment of a new radar at Rangpur and a satellite ground receiving station at SWC, Dhaka have been completed last year to enhance the capability SWC of Bangladesh Meteorological Department.
- Substantial progress in the expansion of flood forecasting and warning services (FAP-10) in the country has been made with the help of Danish Hydraulic Institute.

Disaster Mitigation:

- GoB gives equal importance to both structural as well as non-structural mitigation measures.
- Structural Mitigation.
- As part of structural mitigation measures, GoB has so far constructed 2085 cyclone shelters and 200 flood shelters.
- About 3,931 km. long coastal embankment to protect coastal land from inundation by tidal waves and storm-surges, and drainage channels of total length 4,774 km. have so far been constructed.
- Non-Structural Mitigation.
- For non-structural mitigation GoB has given emphasis on
 - Legislation & Policy
 - Training and Public Awareness
- Disaster Management Legislation has been drafted with the purpose of providing for the formulation of disaster management policy relating to preparedness and emergency measures, and rehabilitation program to deal with disaster.

- As part of training and public awareness nearly 45000 people related to disaster have been trained through 721 courses / workshops / seminars.
- As part of public awareness activities, booklets containing information about cyclone, flood etc. and calendar, posters depicting disaster points have been regularly printed and distributed up to the grass-root levels.
- To raise awareness among the students on various hazards/disaster management, a chapter on disaster management has been included in the educational curricula from classes V to XII.
- GoB has decided to make compulsory a session of at least 02 hours on disaster management in the training curricula of all types of Training Institutes to train officials and non-officials.

Chapter Seven

Conclusion and Recommendation

7.1. An Analytical Viewpoint in a Concluding Discussion

On the basis of the evidences, researcher has provided an analytical discussion in this concluding chapter. In the forgoing chapters, researcher has clearly mentioned that the Union Parishads identified for this research, has been taken from the area of Bangladesh locating at Patuakhali district. Purposively, Researcher has selected three Union Parishads named Laukati, Badarpur from Patuakhali Sadar Upazila and Pangashia from Dumli Upozila under Patuakhali District. The inhabitants of these Union Parishads who are closely related and depended on the services of Union Parishad. This study has been carried out among these three areas inhabitant and representatives who are facing constraints performing their responsibilities as well as people are suffering from this situation.

Advocates of decentralisation in developing countries argue that bringing government closer to the people will make it more responsive and hence more likely to develop policies and outputs which meet the needs of ordinary citizens, the majority of whom are 'the poor'. The evidence for this proposition is systematically compared to a selection of three Union Parishads of Bangladesh concluded that responsiveness to the poor is quite a rare outcome, determined mainly by the politics of local-central relations. Positive outcomes are mainly associated with a strong commitment by a national government or party to promoting the interests of the poor at the local level. It is impossible to realise national development goals without proper and accelerated local development. However, persistent political and administrative interference in the UP affairs has made it ineffective. The constitution did not mention different aspects of local government management in detail as it did for the parliament, the executive and the judiciary. The composition, structure, election or nomination, functions or responsibilities, financial power, sources of income, rules of procedure, control of local bodies, monitoring have not been mentioned in any detail in the constitution. Consequently, the central government used its unfettered authority to modify laws and rules relating to local government. This practice hindered consistency in the form and functions of the local government. Clear and specific constitutional directions in those respects will restrain the executive organ from frequently modifying local government system and give consistency in its functioning, which is especially important for the institutionalisation of the local self-government system in Bangladesh. Moreover, the Governance is a system where everyone especially the poor and vulnerable get

access to the public resources. An effective and fair governance system in the UP would create more opportunities for generating employment of the poor rural people, particularly women and disadvantaged groups to contribute poverty reduction. The poor also perceive effective governance as assurance of better health and educational support for them. As we all know that poverty is the deprivation of basic capabilities that provide a person with the freedom to choose the life he or she has reason to value. These capabilities include good health, education, social networks, and command over economic resources, and influence on decision-making that affects one's life. From this perspective, poverty and underdevelopment are thus a condition that has three interrelated perspectives: a. it is the lack of income, employment, productive assets, access to social safety nets; b. lack of access to services such as education, health care, information, credit, water supply and sanitation; and c. lack of political participation, dignity and respect.

It is reflected from data that the Union Parishads' representatives are facing various kinds of barriers regarding with performing their responsibilities. In the context of study area, local government's representatives are facing different kinds of barriers in conducting their responsibilities regarding with maintaining law and order. 66.67%, 50.00% and 16.66% representatives in Laukati, Badarpur and Pangashia respectively have faced political influence in maintaining law and order. Again 50.00%, 33.33% and 66.67%, representatives in Laukati, Badarpur and Pangashia respectively have faced inadequate legal authority in maintaining law and order. In regarding with the performing agricultural activities, 94.45% replied that they sometimes faced problems in this regard and 05.55% said that they did not face any such problem. 55.56% found inadequate supply of agricultural inputs like fertilizer, seeds, etc. as the major constraint. 27.78% said that they had limited legal power. 27.78% blamed lack of public awareness. 11.11% said that they faced some social problems. 16.67% mentioned about administrative complexities that severely impede the UP in promoting agricultural development. 5.55% expressed the opinion that local agriculture suffers heavily due to limited authority and scarcity of monetary resources and logistic support. 5.55% felt disgusted over frequent irregularity in electricity supply that interrupted irrigation during dry season. In public health and family planning context, 38.89% of the respondents identified lack of public awareness about public health and family planning as the major problem. 27.78% talked about unavailability of medicine, 33.33% blamed lack of cooperative attitude and initiative on the part of the health workers, and 11.11% found complications in the government policy as the major constraint.

27.78% indicated to financial constraint, 16.67% talked about inadequate sanitation and 05.55% talked about no barriers. In the context of maintaining local resource, 83.33% of the respondents replied that they sometimes faced obstacles. 16.67% admitted that they faced considerable constraints. Barriers concerned with managing natural disaster, 38.89% replied that lack of cooperation of government is the major obstacle. 22.22% found non cooperative attitude of the local people to the UP in maintaining local resources as the major constraint. 16.67% were of the opinion that they could not work in maintaining local resources because of intense political pressure. 27.78% blamed lack of cooperation from government agencies as a major obstacle. 16.67% of the respondents held the view that administrative complexities and red tapes were liable for their failure in playing effective role in this respect. 05.55% mentioned about natural disaster and 11.11% found absence of proper inspection and monitoring capacity as the major constraint. 88.89% replied that they sometimes faced problems in this respect. 11.11% mentioned that they did not face any problem. 50.00% of the respondents believed that financial constraints were liable for their failure in managing natural disasters. 38.89% blamed insufficient relief supply from the government. 11.11% mentioned about political pressure that obstructed them playing their due role. 05.55% identified insufficient storm shelters as a major constraint in this regard. 11.11% said that the UP did not have sufficient and trained manpower in managing natural disasters. 16.67% indicated to severe shortage of drinking water during disaster.

On the other hand, in the context of birth, death registration and voter list, 38.89% of the respondents found lack of public awareness as the major constraint. 16.67% said that the UP had shortage of manpower to conduct those activities properly. 22.22% mentioned about shortage of birth and death registration certificates as a major constraint. 16.67% identified financial constraint as a major obstacle. 11.11% blamed lack of cooperation among members of the survey/registration team. 16.67% felt that unskilled data collectors were responsible for poor quality registration and faulty information in survey programs and 05.55% informed that they did not face any constraints. And 100% replied that they faced few problems in the context of playing active role in collecting tax. 0% said that they did not face considerable constraints. 05.56% of the respondents held the view that tax evasion tendency in people in general was liable for poor tax collection. 22.22% identified 'politics of vote' as the major constraint. 22.22% mentioned about insufficient authority of the UP to take effective actions against tax defaulters. 33.33% considered widespread poverty of the UP residents as the major constraint in collecting

taxes. 22.22% blamed shortage of manpower of UPs in collecting taxes. 27.78% identified negligence of the tax collectors as a major constraint.

This research has discovered that some representatives have faced few problems in performing economic activities and some have not faced such problems. Moreover some people have faced considerable constraints. 44.44% identified poverty on those issues as the major problem in this respect. 27.78% said that they had defined health constraints to take effective positive action for economic activities. 22.22% mentioned about lack of proper environment. 16.67% felt that resettlement was a major constraint in performing economic activities. On the other hand 16.67% identified lack of awareness on those issues as the major problem in the context of fighting against women, dowry and child marriage. 11.11% said that they had no defined legal authority to take effective punitive action against those involved in women persecution, dowry or child marriage. 16.67% mentioned about lack of administrative cooperation. 27% felt that poverty was a major constraint. 22.22% opined that pressures from locally influential persons also thwarted bold actions against such crimes.

This research has also found that 66.67% of the respondents said that they faced some problems in conducting sanitary latrine and supplying drinking water. 33.33% replied that they did not face any obstacles in this regard. 38.89% found unprotected spring of the sanitary and water supply programs as the major constraint. 44.44% cart with small tank/drum for distribution among the local people. 16.67% talked about lack of tanker truck provided about hygiene and sanitary matters as a considerable barrier, and 05.56% said that they were used surface water. On the other hand some representatives have faced few problems in conducting education related funds and some have not faced such problems. Moreover some people have faced considerable constraints. 38.89% identified poverty on those issues as the major problem in this respect. 22.22% said that they had defined resources to take effective positive action for conducting education related funds. 22.22% mentioned about conflict, insecurity and instability. 27.78% felt that quality was a major constraint. 16.67% opined that pressures from challenging geographies, refugees also thwarted bold actions against such problems. And 11.11% mentioned about infrastructure for this problem. And 11.11% replied that they did not face any problem in conducting cultural activities. 88.89% said that they faced some problems. 38.89% found socio-demographic of participation as the major problem. 22.22% mentioned about stereotyped gender

roles, 22.22% said that cultural activities suffered from lack of economic vulnerability. 11.11% held religious misinterpretation responsible in this regard. 11.11% for child marriage and 27.78% for gender insensitive educational environment are responsible for not conducting cultural activities.

This research has also discovered the local people's perception about the health services, education services, social safety nets, initiatives against dowry and child marriage, family planning, and disaster management services of Union Parishad. The study shows that a big portion of people are getting to take health related service from local health care service. But perceptions of general people about getting service from local health care center are different, 41% of the rural population is considered moderately poor. 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. About half of the 44% of those who used service government health care service for illness in the local health care complex, they think, services are not available. 55% people who are getting to take the service are positive about the service. In regarding with the education services of UP, 53% of the rural population who are getting primary service is considered moderately high. Secondary educational service user defines 35% and non-service user 9% which are moderately low. 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. People who are getting educational service as primary, secondary and higher educational service are not expressed their opinion denoted sequentially 31%, 42% and 28%. Few people dissatisfied for primary and secondary educational services from UP but a large number of people who dissatisfied denoted 63%. And in the context of social safety nets 53% of the rural population who are not getting primary service is considered moderately high. Regular service user defines 35% and occasional service user 27% which are moderately low. The local government bodies, or more specifically the Union Parishad, are struggling in delivering expected social safety net to the common people at the grass root level mostly due to lack of appropriate administrative and financial authority as well as institutional capability. A large portion of people who are getting safety service are expressed their opinion as dissatisfaction denoted 41% for regular service user, 32% for occasional service

user and 19% for non-service user. Occasional and non-service users have no portion for this service that is sequentially 41% and 38%.

On the other hand, this study has shown that people are getting service about against dowry and child marriage from Union Parishad. But perceptions of general people say that most of the people are neutral about those services. People have mark that neutral as 42% for dowry and 39% for child marriage. 31% people have dissatisfied for dowry and 36% for child marriage about getting service from UP. A small number of people express that they are getting help regularly from UP that are 27% for dowry and 25% for child marriage. The UP try to distribute their service to all people but it fail with the little resource and power in this regard. Concerned with family planning 50% of the rural population who are not getting service is considered moderately high. Regular service user defines 37% and occasional service user 26% which are moderately low. The Union Parishad, are trying 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. People who are getting educational service as primary, secondary and higher educational service are not expressed their opinion denoted sequentially 23%, 38% and 26%. Large people who are regular service user and occasional services from UP but a few number of people who dissatisfied denoted 24%. And in the context of disaster management, the perception of general people about getting service from UP are 53% for landslide, 49% for flood, 42% for fire, 46% for earthquake and 42% for cyclone of the rural population who are dissatisfied for this service. Some people are expressed themselves as neutral denoted 26% to 35% about disaster management service. Low portion of people are satisfied for this service. People are denoted 13% for landslide disaster management which is the most common disaster southern part of Bangladesh. They also expressed 25% for flood, 17% for earthquake and 26% for cyclone about the UP services. But they expressed 31% for fire which is not common disaster in the northern part of Bangladesh. 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.

Finally it can be said that grassroots based local government system is perhaps one of the institutional frameworks that could address all three dimensions of underdevelopment and poverty. Both Bangladesh pilot experiences and regional or international experiences reveal that rural local governments could utilise the resourcefulness of the rural poor and create the conditions for them to improve their conditions through an enabling environment. However, it is also true that without a real devolution of authority, local governments will find it hard to be effective in addressing the developmental needs, poverty and the cry for good governance at the grass roots. In fact, countries that have developed efficient local government systems have had to take hard policy decisions, which in most cases, were not politically popular. What is therefore needed is a strong political will to install an effective and truly decentralised local government system.

7.2. Recommendations

Here, some recommendations have been incorporated in the context of local government's betterment.

Restoration of Law and Order System: Finally, this thesis suggests that the restoration of law and order system and assurance of transparency are prerequisites of efficient local government system. In former times, the common people had only the right to vote and the politicians were not accountable to the public. It was possible as a result of a form of negotiation between black-money, gangsterism and extreme poverty. Thus, lawlessness allowed the politicians to enjoy endless freedom and to centralize the local institutions. Without the restoration of law and order, political gangsterism will never be uprooted and the participation of the masses is impossible to attain.

Assurance of Transparency: Advantageously, the present caretaker government is taking bold steps to separate the judiciary from the administration wing, to form an independent Election Commission and Anti-corruption Commission and, thus, is striving to make the political leaders accountable to the public and to depoliticize the national institutions. Ironically, it is not possible to make an abrupt change in the political culture, hence, it is really difficult to speculate whether the next elected government will endorse all the efforts of the interim government or will

politicize those institutions as before. In such case, we can think of alternative institutions parallel to parliament.

Social Mobilization: Again, we cannot provide transparency without ensuring a flow of information by educating the people. Here, 'education' is a means to provide them with institutional education; rather to inform them about their civil rights, help them to access to different service providers, assure their access to resources, and educate them to ameliorate their livelihood security and so on. It is very important that they are accessing to services and resources through organized state mechanism rather than from their (political) patrons. It can be a potential way to break the patron-client system. Because of past anarchy, people are not confident of getting justice from the state; again, many people are not even aware of their basic rights that the constitution promises to provide. We can educate them by informing them of their rights and the places to claim those rights. Since it might not immediately be possible for the government to satisfy the needs of all its citizens, they will need cooperation from the NGOs and organizations in civil society.

Jahanara Begum, for instance, refused to give dowry in her daughter's marriage as she was informed (in RMP training) about the legal matters around dowry. I came across many RMA women who obtained their rights from their husbands by accessing to legal service providers after being divorced or abandoned.

Considerations of Informal Institutions in Formulation of Decentralisation Plan: As I discussed in the theoretical framework, one of the major considerations in designing decentralization is to think about the existing cultural elements. Such considerations include the images of a community about regarding the issues of authority, the role of government, the role of the citizen, conflict, consensus, power, the role of elites, the role of elderly lineage, the role of the poor, the role of women, kinship pattern and a host of other issues. In the Chapter Four, I explained about 'samaj' which, broadly, is considered as a unit of our community. Therefore, endorsing such traditional informal institutions, in particular, can reduce the pressure on government in matters such as dispute resolution, social awareness, immunization, health and safety and so on.

Installation of Democracy: Despite the popularity of the present technocratic government, there is no clue to the dream of a democratized Bangladesh in future. The previous two military

governments made promises against corruption, locked up corrupt politicians and, finally, legitimized their own power in collaboration with opportunist politicians from previous governments and 'so-called' civil society. Therefore, it is difficult to speculate about the future of democracy as well as local government of Bangladesh unless the interim government hands over their power to an elected government after a free and fair election.

Capacity Development: Again, the government officials at local level should be made accountable to both the elected bodies and their central hierarchies. In addition, the local bodies need to be capacitated so that they can manage their institutions efficiently. Of course, alongside the government, different national and international agencies can help in capacity building. However, these agencies should be accountable for the output of their activities. Thus, a cross-monitoring system can increase participation and reduce corruption.

Devolution of Power: The most common recommendation for decentralization is to pursue a policy of devolution. In rural Bangladesh, only the UP has elected bodies though they have extensive dependence on the Upazila for their funds. Instead of developing strong monitoring tools and making the UP bodies accountable, the UP's common properties are administered by the Upazila. A think-tank could perhaps help the government to rethink the number of tiers and delimit their activities. This thesis, suggests the execution of financial devolution along with administrative decentralization at different tiers.

Without above recommendations a few suggestions have forwarded to reduce the barriers or instigate the development of service of Union Parishad to the local people;

- The UP must be met with significant self-rule. It must have its particular reserve, guidelines of technique, and spending plan. It will attempt and complete nearby advancement exercises autonomously and with no outside obstruction.
- The structure of the UP person should be revamped with a specific end goal to build its working limit. Some new posts like an assistant secretary, tax assessor, and accountants ought to be made. Once these posts are made their occupants that will help the secretary. These newcomers ought to be computer proficient.
- The relationship between Members of Parliament (MPs) and the local government should be cooperative and complementary instead of domination and subjugation. MPs should not in any way interfere in the affairs of UPs.

- If UPs are given adequate fund and workforce, they would be able to identify local needs and problems better and devise development plans accordingly.
- It is imperative to devise social accountability mechanisms to make the UP accountable to the local people.
- Proper coordination of UP activities is necessary for effective performance. Emphasis has to be given on anti-corruption measures and their compliance while establishing coordination relationships among various actors.
- Instead of present phased allocation and disbursement of funds for the UP, lump-sum disbursement should be practised. The disbursement has to be made directly for the UP. The date and amount of disbursement have to be widely publicised through newspapers, television, and radio so that local people are aware of them.
- Administrative complexities have to be removed as far as possible from the decision-making process. Care has to be taken to insulate this process from political and party influences.
- Appropriate training for the elected representatives as well as appointed officials should be given to developing their capacity and enhance efficiency.
- The functions of the UP have to be revised. Rules of procedure have to be modernised. Proper coordination has to be ensured between government and non-government programs during their formulation and implementation.
- It is necessary to think seriously about minimum educational qualification for the public representatives.
- Information collection and management system need to be modernised.
- An independent local government commission has to be established for funding and monitoring of local government activities. Local government representatives shall be accountable to that commission for their actions.
- Respective Jurisdictions of MPs, central government and local government have to be urgently redefined in a clear and accurate manner to free the UP from political interference.
- The UP has to perform many other functions excepting 48 assigned functions.
- Therefore, decentralisation in UP functions is essential. Each ward member will be delegated with certain functions to be performed within his/her ward.

- The holding of ward meetings has to be made mandatory. Plans will be formulated and implemented following recommendations are drawn from ward meetings.
- The forum could play an effective role in uniting UP members. It will be possible to create pressure on the government by the forum and thus secure demands of the UP. It will also convey UP demands to the government.
- The local people's capacity to exercise their rights over the UP needs to be increased through huge mass awareness. Simultaneously the UP representatives should be proactive to inform their entitlement and how those were impeded by the impact of patron-client relationship and patriarchy.
- UPs can help creating an institutional mechanism for ensuring participation of the various socially and economically excluded groups of the rural community in the development process so that they can raise their voice against parallel UP run by the ruling party.
- UPs should follow an open and transparent way of managing public resources involving the local people, media and civil society members. The UPs also can share their experience of patriarchy and patron-client relationship that impede their proper share of public resources.

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Appendix: One

Respondents Selection for Semi – structured Questionnaire

Categories of Respondents	Name of Union Parishads			Total Respondents
	Laukati	Badarpur	Pangashia	
	Number of Respondents			
Chairman	01	01	01	03
Male Members	03	03	03	09
Woman Member	01	01	01	03
Secretary	01	01	01	03
Total	06	06	06	18
Households	06	06	06	18
Total	12	12	12	36

Appendix: Two

Section 1: Background of the Respondent

Survey Form (For Representatives and Households)

1. Name of Respondent -----
2. Designation -----
3. Name of Union Parishad-----
4. Head of the family-----
5. Age----- 6. Marital Status----- 7. Religion-----
8. Education----- 9. Occupation-----
10. Total Family Member-----Male-----Female-----

Table for getting information about other family members

No.	Name	Sex		Age	Education	Marital status	Occupation		
		Male	Female				1	2	3
1									
2									
3									
4									
5									
6									
7									
8									

Section 2: Legal and Practical Barriers Based Questions

11. What kinds of barriers have you faced in maintaining law and order in your UP?

(a) Unawareness of people (b) No legal power (c) Inadequate legal authority (d) Political influence (e) Non cooperation from police (f) Facing no barriers

12. What kinds of barriers have you faced in performing agricultural function in your UP?

(a) Unawareness of people (b) Limited legal power (c) Inadequate legal authority (d) Political influence (e) Inadequate supply of agricultural inputs (f) Irregularity in electricity supply (g) Scarcity of monitoring and logistic resources (h) Administrative complexities (i) Social problem (j) Facing no barriers

13. What kinds of barriers have you faced in implementing public health and family planning programs in your UP?

(a) Lack of public awareness (b) Unavailability of medicine (c) Inadequate sanitation (d) Financial constraints (e) Complexities in the govt. policies (f) Health workers' less cooperative attitude (f) Facing no barriers

14. What kinds of barriers have you faced in maintaining local resources in your UP?

(a) Lack of cooperative attitude of local people (b) Natural disaster (c) Lack of monitoring and inspection capacity (d) Political influence (e) Administrative complexities (f) Lack of cooperation of government agencies (g) Government's cooperation absence (h) Facing no barriers

15. What kinds of constraints have you faced in managing natural disaster in your UP?

(a) Lack of skilled workers (b) Insufficient relief (c) Lack of awareness of local people (d) Political influence (e) Financial constraints (f) Insufficient storm shelter (g) Shortage of drinking water (h) Facing no barriers

16. What kinds of constraints in carrying out birth, and death registration and voter list preparation in your UP?

(a) Shortage of manpower (b) Insufficient certificates (c) Lack of awareness of local people (d) Unskilled data collectors (e) Financial constraints (f) Lack of cooperation among members of survey team (g) Shortage of drinking water (h) Facing no barriers

17. What kinds of Problems have you faced in playing active role in collecting Tax in your UP?

(a) Shortage of manpower (b) Insufficient authority (c) Politics of vote (d) Widespread poverty (e) Tax collectors' negligence (f) Tax evasive tendency in people (g) Facing no problems

18. What kinds of legal and practical constraints in performing economic activities in your UP?

(a) Inadequate legal assistance (b) Chairman unavailability (c) Negligence of UP members in managing cash and cheque (d) Shortage of manpower (e) Complications in banking transaction (f) Late transfer of collected tax (g) shortage of secured storage facilities (h) Lack of coordination (i) Lack of training (j) Facing no problems

19. What kinds barriers have you faced in fighting violence against women, dowry and child marriage in your UP?

(a) Poverty (b) Pressure from local influential person (c) Fear of decreasing popularity (d) Lack of public awareness (e) Inadequate legal authority (f) Administrative non-cooperation (g) Facing no problems

20. What kinds of Problems have you faced in conducting sanitary latrine and supply drinking water in your UP?

(a) Inadequate monitoring (b) Limited supply of materials (c) Lack of public awareness (d) Mistreated by the people and the local influential person (e) Facing no problems

21. What kinds of problems have you faced in conducting education related funds in your UP?

(a) Limited legal power (b) Resources shortage (c) Misinformed by the authority (d) Insufficient number of teachers (e) Poverty (g) Facing no problems

22. What kinds of problems have you faced in conducting cultural activities in your UP?

(a) Financial constraints (b) Shortage of sports materials (c) Lack of sponsorship (d) Political pressure (e) Administrative non-cooperation (g) Facing no problems

23. Have you faced any obstacle regarding with performing your responsibility as a woman representative in your UP and what kinds of obstacles.....?

Section 3: Households' Survey Questions: Qualitative

24. What do you think about the health services of your Union Parishad?

25. What do you think about the educational services of your Union Parishad?

26. What do you think about the safety nets services of your Union Parishad?

27. What do you think about the functions related with dowry and child marriage of your Union Parishad?

28. What do you think about the disaster management activities of your Union Parishad?

29. What do you think about the family planning services of your Union Parishad?

Appendix: Three

List of the Interviewee of the Representatives

Interview Dates	Name and Designation
05.03.2015	Mr. Md. Shahidul Islam Khukon Chairman, Laukati Union Parishad.
12.03.2015	Mr. Salam Sharif Chairman, Badarpur Union Parishad.
18.03.2015	Mr. Adv. Gazi Mohammad Nazrul Islam Chairman, Pangashia Union Parishad.
07.03.2015	Mr. Delowar Hossain Molla Member, Laukati Union Parishad.
09.03.2015	Mr. Anes Howlader Member, Laukati Union Parishad.
10.03.2015	Mr. Abdul Jalil Member, Laukati Union Parishad.
10.03.2015	Mrs. Khinur Rizbi Woman Member, Laukati Union Parishad.
11.03.2015	Mr. Md. Golam Kibria Secretary, Laukati Union Parishad.
15.03.2015	Mr. Hamayet Munshi Member, Badarpur Union Parishad.
15.03.2015	Mr. Shah Alam Bhuiyan Member, Badarpur Union Parishad.
16.03.2015	Mr. Shahajahan Mridha Member, Badarpur Union Parishad.
16.03.2015	Mrs. Lovely Begum Woman Member, Badarpur Union Parishad.
17.03.2015	Mr. Kazi Mohammad Ansar Ali Secretary, Badarpur Union Parishad.
19.03.2015	Mr. Md. NaserUddin Member, Pangashia Union Parishad.
22.03.2015	Mr. Yousuf Khan Member, Pangashia Union Parishad.
24.03.2015	Mr. Humayun Talukdar Member, Pangashia Union Parishad.
25.03.2015	Mrs. Muosa Nasrin Akhtar Weman Member, Pangashia Union Parishad.
30.03.2015	Mr. Abdur Razzak Howlader Secretary, Pangashia Union Parishad.

01.04.2015 – 06.04.2015	Household Survey, Pangashia Union Parishad.
08.04.2015 – 12.04.2015	Household Survey, Badarpur Union Parishad.
15.03.2015 – 21.03.2015	Household Survey, Laukati Union Parishad.