

EXECUTIVE SUMMARY

CAPACITY BUILDING OF UNION PARISHAD FUNCTIONARIES

Khan Foundation, one of the leading NGOs, pursues massive activities across the country with the motto –“ Democracy for development and development for democracy”. The present Report is an endeavor to review the effectiveness of KF’s one of the basic programs – “ Capacity Building of Union Parishad (Local Government) Members and Chairmen; good Governance at the grassroots level”.

More than 100 years have passed since the foundation of the Union Panchayet Act, 1870 was laid in British India, Union Parishad has undergone a several changes which is more a cosmetic rather than substantive so far as its institutionalization is concerned. Despite apparently relentless efforts since independence of Bangladesh to evolve a participatory democratic local government on the spirit of devolution of authority, it suffered a fluctuating fortune because of the ambivalent attitude of the government towards the philosophy of the state and the constitution. Union Parishad never received the kind of importance that it deserved as the oldest tier and premier unit of local government, rather it fell prey to the capricious experimentation of the diverse whims of military junta and political parties at different regimes.

Four Administrative Reforms Commissions since inception of Bangladesh, of which three exclusively dealt with the issues of local government. But none of these reports seriously underscored the need for training of local government functionaries, rather, the leadership competence had been taken for granted. The reason underlying may be that local government reforms were carried out more with the intention of getting direct political benefit from the far flung areas of the country than institutionalizing local government and grooming democracy from the grassroots.

Khan Foundation realized the fact that democracy will be more formal than real, if the ground at the local level remains unprepared for grooming democracy. All intentions of the government, however, innocuous it will go in vein unless UP leaders, members and chairmen are capable of shouldering the responsibilities now they are burdened with, implement the policies and programs prudently, and honestly for the uplift of the rural poor. Hence, the effective training of UP functionaries hardly needs to be over emphasized, in order to cope with challenges placed before them. Against this backdrop Khan Foundation launched a “one day” and in – depth “five – day “ training programs at the district level and its headquarter, at the Khan Foundation’s “Democracy Auditorium” for Union Parishad members and chairmen.

Khan Foundation undertook this training program with a view to increasing knowledge, consciousness and awareness, and confidence of the UP members and chairmen with regard to their duties and responsibilities as elected representatives of the people. This study therefore, endeavors to measure the extent of improvement in the spheres that the training program especially emphasized on for increasing capacity of the Union Parishad functionaries. And this report also sheds light on whether the knowledge and skills learnt in the Khan Foundation training have been applied in the discharge of their official business and ameliorating livelihood of rural people. No organization does deserve to exist unless it produces “value for money” in the society. In this context the efficiency of Khan Foundation as an organization and effectiveness of its training program, therefore, would be assessed against the value it produced to the local people and the extent of objectives it intended to achieve.

As the report is divided into number chapters in order to focus its different dimensions of the project, varying indicators are used in each chapter to testify its varied objectives. Organizational success should be measured in terms of the degree of result it achieved against the set objectives/ intended targets.

Analysis of the perceptions about the KF training and its impact on organizational management of UPs shows that hundred percent of the respondents held the view that this kind of training that KF imparted resulted in better management of office procedures. Eighty- percent respondents held that monthly meetings took place regularly on specific dates. 87.5 percent held the view that after KF training, the proceedings of general meetings are prepared on time, hung in the notice board, dispatched to the higher authorities up in the order. Participation of the members in the monthly general meetings has increased after KF training. Majority of the respondents said that they applied their knowledge in the formation of UP Committees, dispensation of justice/shalish in the Gram Adalat, and other myriad of activities.

Khan Foundation training has enabled the members and chairmen of UPs to directly participate in the myriad of activities like child care, violence on women, dowry, shalish, village development, project activities, handicraft and cottage industries etc.

Participation constitutes the bedrock of any democratic system. 95 percent of the respondents held the view that they had opportunity to participate in their local projects in different capacities on different occasions. Picture in this study show that 67 percent respondents had involvement in UP activities before being elected. 92.5 percent respondents held that local representatives were involved in the project implementation committee in the UPs. 87.5 percent respondents said that projects were prepared by the Union Parishads and the project of the planning was right. The project was implemented mainly by Project Implementation Committee. But 55 percent of the respondents opined that they had problems in the implementation of the projects for local chandabaz/extortionist. Of course, a few said administrative complications and sometimes chairmen themselves caused problems.

Though the KF training has created a kind of enthusiasms among the members of the UPs to participate in their activities, it is still a half way through, so far as the participation of people/ stakeholder is concerned. 90 percent respondents opined that local people should be considered before initiation of the Union Parishad Plan. Findings of this study shows that only 37.5 percent respondents said that local people were consulted before a development plan was prepared.

72 percent respondents had participation in budget discussions. Of those who had received KF training before budget meeting 59 percent of them participated in the discussions. 40 percent of the respondents expressed that they did not participate in the budget meeting because of lack of information. This is a lapse on the part of UP officials that should not have taken place.

So far as the procedural transparency is concerned the study does not represent a satisfactory picture. Only 55 percent respondents said that minutes of the general meetings were sent to the TNO and DC regularly. 55 percent respondents hang their income and expenditure statements for public supervision and scrutiny. And 63 percent said that any objection/ complaint from the public was entertained. Of course, 85 percent respondents opined that they had submitted statement of property after being elected in the UPs. But the scenario is gloomy in case of the formation of the Standing Committee as per - rules. Here only 52.5 percent respondents held that Standing Committees were not constituted as rules.

Impact of development in this study is measured in terms of process development i.e. the functional ability of the UP's members and chairmen, rather than increase in outputs as the project basically aimed at increasing leadership skills to motivate people to take part in development activities at the local level. Nevertheless the induction of KF training generated a lot of enthusiasms among the UP members to utilize local resources for development of environment and improvement of general living conditions by introducing plantation program, income generating activities like development of pisciculture, cooperative cultivation of khas land etc.

Khan Foundation training has generated an esprit of interactions and awareness amongst the UP members and the community at large. Respondents' views show that 42.5 percent UP members held meetings with local people 1–5 times in a month. Even 12.5 percent respondents said that they held 5–10 meetings with people in a month. Consequently the flow of information has become an ongoing process and exchange of views about the activities and policies of Union Parishads have been molding through multi –facet channels. Consequently people have been constantly aware of the programs that the UP members and chairmen are undertaking, which in turn help ensures accountability and transparency in the discharge of official business on the part of UP functionaries

The pace of follow up activities such as reviewing state of education in the primary school has increased after KF training compared to previously existing situation. After receiving KF training the degree of interest and the commitment to be involved in the proceedings of the village courts has considerably increased.

Also in the spheres of registration of marriage and birth in the locality a satisfactory picture is seen to have existed after KF training. The post training situation with regard to settlement of cases under “Family Law” such as divorce, second marriage, early marriage, living cost after divorce, dowry etc is quite satisfactory. 50 percent of the respondents opined that they had settled disputes under family law in different manner on different grounds.

Democratic institution does not grow in a vacuum in isolation. It is the final outcome of successful interplay of many interdependent variables such as devolution of authority both in terms of administrative and financial powers and functional ability of functionaries who are called upon to carry out the responsibility of translating the mission into action. For no institution/ administration can be better than the men and women who administer it. Khan Foundation's present endeavor is a modest attempt to invigorate the Union Parishad as a democratic institution in order to grooming democracy from the grassroots. In this respect it is too much to expect a sea change in the total complexion of Union Parishad in a short term training program of One - day or Five - day. But in this venture the achievement of KF training is more than satisfactory. It is a big stride in the far-reaching mission of establishing “democracy for development and development for democracy”. The relations between the two are symbiotic. The foregoing discussion clearly demonstrates the improved scenario of the Union Parishads in all the spheres, which Khan Foundation intended to achieve through their institutional training programs. The efficiency and effectiveness of the Khan Foundation training programs as such is demonstrated through a matrix called SMART.

SMART	OBJECTIVE	ORGANISATION	INDICATOR	TOOL
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S	Specific: Strengthening UP by enhancing capacity/leadership qualities of Chairmen and members	Khan Foundation Program: Training Union Parishad Chairmen and Members	Performance Target in a year: increasing awareness, consciousness about rights and obligations of Ups, commitment to improve rural life situation of the community at large.	Rapid Random Appraisal(RRA). Structured Interview. Customer / stake holders' Survey.
M	Measurable	Training UP Chairmen & Members in five districts and eight upazila in stipulated time year 1996 – 2000-	.Extent of participation coverage: All that was intended in the program For 'one day' 912 and for 'in- depth five day' 912 respectively	Sample Survey 100 UP members and 50 Chairmen
A	Achievable Likely to be achieved in stipulated time and given situation.	Distribution of Training participants in three phases : Phase 1... Phase 2... Phase....3	Stakeholders Opinion / observation. Good. Sixty percent of what they expected	RRA Sample Survey.
R	Realistic In a given situation	Completion of the total project by overcoming the internal and external constraints.	Stakeholders reactions. Satisfactory On average above 60%	RRA Sample Survey.
T	Time Resulted	Completion of the project in stipulated time frame, partially or fully? Fully	Stakeholders satisfaction More or less satisfied at this stage	RRA Sample Survey Project Completion Document

From the analysis of the findings of the data in the previous chapter and the picture presented in the SMART matrix, it is obvious that KF is proved to be an efficient organization and the training program that it launched was a commendable success, both in terms of qualitative and quantitative assessment so far as the achievement of goals against set targets are concerned.

Recommendations

Short Term Recommendations

- Training should not be a one-time event in course of Union Parishad Members and Chairmen. The process of training should be continuous, cyclical and dynamic. Opaque areas in activities of UP should be clearly identified through case study and field survey and be supplemented by additional training measures.
- Contents and methods of training should be so designed that it facilitates change rather than reinforces status quo. Training should be always need based and specific rather than flat/general.
- Methods of training should be more participative, a both way traffic, rather than traditional one way classroom lecture based model.

- Participation should be encouraged on the part of stake-holder/target group so that development at the Union level reflects the needs of the community.
- Preparation of development plan/project should be based on suggestions/opinion of the community at large. Hence, local people should be considered prior to the formulation of plan.
- To carry on the process of administrative decentralization that has been started in the last few years, more powers – both administrative and financial have to be devolved to the Union Parishad. Union parishad has to be entrusted with the full functional authority over the government-deputed officials associated with the development projects. Government should adopt the policy of non–interference in the matters, which are within the legitimate purview of the Union Parishads.
- A good number of respondents are seen to have shown a kind of indifference to participate in the stipulated official responsibilities, and even abstain from filling questionnaire during the course of data collection. Zeal of participation should be more reinvigorated.
- Compliance to rules has to be rigidly enforced. Any default and non-compliance should be brought to the notice of the wrong doers.
- Law and order situation has to be stable and impersonally executed so that chadabaz/extortionists can not escape punishment under any political coverage.

Long Term Recommendations

- Khan Foundation should expand their training programme both vertically and horizontally across the 64 districts of Bangladesh.
- The duration of training should be increased twice as much as the existing arrangements.
- Specially designed tailored programme should be arranged for specifically delicate/technical areas like planning and development of projects and adjudication in the Gram Adalat.
- Special attention has to be given to those members and chairmen who have been elected first ever in the Union Parishad.
- Khan Foundation should have more logistics and training materials like micro - bus, audio-visual equipment, photocopy machine, computer, overhead projector etc. The Khan Foundation should also make use of these logistics and materials for more effective implementations of its projects.
- The status of the Khan Foundation could be raised from NGO to an Institute in view of it's growing success in the target areas of Local Government in reasonably short span of time. Despite there being a National Institute of Local Government providing training to the local government functionaries at the sub national level, its impression in the target areas and amongst the stake-holders is not noticeably felt. Against this backdrop it is not too much to expect that Khan Foundation can well serve the purpose of training up Local Government functionaries to an optimum level and prove itself a success in raising consciousness and building awareness among the stakeholders at far flung remote areas in the country provided they are motivated by and supported with the facilities of a full fledged training institute of Local Government.

Chapter-1

Introduction

Khan Foundation (KF) starts off to a long journey to establish and strengthen sustainable representative democracy from grassroots and to improve the conditions of country's disadvantaged people through pursuing and promoting effective social and economic development programmes. In a very short span of time it has been able to emerge as one of the few NGOs linking different levels of government in democracy, human rights and poverty alleviation. KF pursues massive activities across the country with motto – “ **Democracy for Development and Development for Democracy**”. The present Report is an endeavor to review the effectiveness of KF's one of the basic programmes – “**Capacity Building of Union Parishad (Local Government) Members; Good Governance at the Grassroots Level**”. Good Governance constitutes the core of ‘democratic polity and sustainable development’ which presupposes, of many things, the ability and performance of competent, personnel, commitment of political leadership, maintenance of accountability and transparency in the disposal of business and enforcement of rule of laws at the local and national levels. The programme under review aims at

- Reinforcing the leadership skills of the UP Chairmen and Members in order to enable them to take part in the design, implementation and evaluation of development policies and activities;
- Achieving administrative decentralization from central government to the UP;
- Establishing accountability and transparency in all UP activities and process.

In order to translate the cherished objectives into action, KF undertakes/imparts

- Basic training and complimentary activities to UP members (men and women) and chairmen held locally for one day.
- In-depth/Analytical Follow-up Training Programmes.
- Monitoring
- Democracy Fair.

This report takes special interest in revealing the in-side views of the Training Programmes and their impacts on capacity building of UP members and chairmen in order to make them capable of effective participation in the design, implementation, and evaluation of development policies/activities at the Union level.

Nature of Inquiry

Local Government reform and research are in vogue ever since independence of Bangladesh. Four Administrative Reform Commissions/Committees, of which three exclusively dealt with the issues of administrative decentralization with a view to recommending participatory development-oriented local government structure, based on the spirit of devolution of authority. All these commissions/committees did not seriously underscored the need for training for local government functionaries rather leadership competence has been taken for granted. Khan Foundation very recently opted to look into the very vulnerable area of local government reform – the ‘Capacity of local level leaders’, particularly at the grassroots level like UPs. It has to be born in mind that ‘administration at no stage can be better than the men and women who administer it’ and “if the ground is unprepared democracy will be more formal than real”. Against this proposition, capacity building of UP

functionaries and strengthening their leadership qualities have become imperative. Under the Local Government Ordinance 1997, Union Parishad is entrusted with massive socio-economic and political activities/responsibilities geared to the needs and development of local people and local self-government as well. But all august intentions of the Government, will go in vain provided local UP leaders, Chairmen and members are not capable of shouldering the responsibilities they are burdened with, implement the policies and programmes prudently, and honestly for the uplift of the rural poor. Hence, the effective training for all UP functionaries, Chairmen and Members (both men and women) hardly needs to be overemphasized, in order to cope with the ever increasing demands/responsibilities being placed on them.

Rationale of the Study

Empirical evidence suggests that the countries which have involved local government in planning and development have been more successful in achieving higher economic growth than those which have not used local institutions. Local Government not only reduces the burden of Central Government, but also imparts training to local level leaders to assume higher responsibilities. With this experience the leaders not only get used to the art of leadership but also acquire understanding of elementary administration. Their breadth of vision and outlook are widened, which are the essences of a popular democratic government. Depending on the political tradition, philosophy of the State and constitutional commitment, local government institutions may be of varied types such as functional, prefectural and decentralized. Having considered the expertise of decentralized local government in socio-economic development in different countries in second half of the 20th century almost across the globe, Bangladesh Government has been relentlessly trying to introduce a decentralized, participatory local government structure ever since its independence. Union Parishad (UP) as premier institution, from the institutional point of view faced with various changes in nomenclature, structure and functions. It suffered fluctuating fortunes in importance and functions following different experimentation with different parallel political institutions at the village level and introduction of Upazilla scheme at the Thana level. For example, Swanirvar Gram Sarkar at village and Upazila Parishad at the thana levels respectively may be mentioned. Consequently UPs did not receive the attention and importance from the government that it deserved. Khan Foundation realized the due importance and capacity of UP functionaries in institutionalizing democracy from the grassroots and undertook necessary measures to make them capable of efficient disposal of political and socio-economic responsibilities they are called upon to do in demand of the institutionalization of democracy and massive socio-economic development of the rural poor. With this aim in view, Khan Foundation is undergoing/imparting massive training programmes for UP Chairmen and Members so that they can actively and effectively participate in formulation of policies selection, preparation, translation of policies and implementation UP plan/programmes in consistent with the priorities at a given time.

Objective of the study

This study is conducted with clear objectives to reveal whether UP Chairmen and Members are in a position to accomplish their responsibilities that they are entrusted with, efficiently and effectively. This report attempts to address the following issues relating to their capacity in the organization, management and implementation of UP plans and programmes:

- a) What are the basic constraints to institutionalize democracy and undertake development work at the UP level?**
- b) Whether UP functionaries need institutional training to offset their weakness?**
- c) Whether the kind of training that Khan Foundation imparted has made any noticeable improvement in terms of capacity building of UP**

Chairmen and Members and overall development of rural lives of the poor?

- d) Whether any further training is needed to compensate the remaining shortcomings/weaknesses of the UP as such?
- e) What kind of role has Khan Foundation training been playing in emerging the leadership of Elected Women Member (EWM)?
- f) How far Khan Foundation training has been able to generate awareness among the local community about the UP activities?

Methodology

Selection of Study Area

Bangladesh manifest a homogeneity in political and socio-economic aspects of its development in kind rather than degrees. Hence, selection of research area may pose a problem in itself. If the selection of areas does not represent the whole of the country (in representative sense) the findings of any particular area can not be taken for granted as the picture representing for Bangladesh. In this project the study area is confined to 5 districts and eight Pzilas representing only north zone of Bangladesh partially.

Sampling

Khan Foundation so far imparted training to 912 for one – day and 912 for in – depth five – day training to UP members and Chairmen in those districts. In this study a sample of 100 UP members were selected from three Thanas of Rajshahi, Lalmonirhat and Khustia. In preparing the sample from the trainees, the study applied both random and stratified sampling techniques.

Data Collection

Field survey was the most important method of data collection and analysis. Though this research, the impact of KF training on increasing the capacity of Union Parishad members has been examined. Addressing the specific objectives of this study necessarily warranted in-depth field study. To facilitate the collection of data a combination of various directive and non-directive tools were adopted.

Questionnaire Survey

In order to gather information about the utility and the intended impact of the training program that Khan Foundation imparted to the members and chairmen of Union Parishad

, a set of questionnaire, both closed-ended and open-ended was prepared. And field data was collected by professionally trained field workers. The questionnaire survey was carried out to elicit the opinion of UP members and chairmen on variety of issues relating to the impact of training on the capacity of functionaries of Union Parishad. The issues which the questionnaire survey prioritized were : awareness and consciousness building about the role and responsibilities of the Union Parishad chairmen and members, application of the new knowledge learnt from the khan Foundation training in the discharge of official responsibilities in general and in the spheres of socio - economic development of the community in particular. The questionnaire was mainly focused on the assessment of the capacity of the Union Parishad chairmen and members that this project is basically striving for. Keeping in mind that questionnaire survey would not adequately clarify the implications of training, other methods were also employed in order to gain more substantive

information.

Formal and Informal Discussion with Khan Foundation

For assessing the effectiveness of the total training programme detailed training curriculum and materials used by KF were gathered and consulted in this report. Detailed discussion with KF on its experience and problems encountered with while undergoing training programme to the UP members, was held in an attempt to understand all intricate issues pertaining to training programme.

Secondary Sources

This report make appropriate use of all secondary sources of information such as KF's project plan, documents, training modules, leaflets etc., in order to carry out implementation of the project. These documents were reviewed and consulted. In addition, Bangladesh constitution, UP manual, ordinance, related books and articles have been consulted in order to project continuity of development and the politico-legal perspective of this project.

Study Period

The study was undertaken in three months time (July 1 – September 31, 2000). First one month was spent at the field for the collection of data. Another month, August was used for processing the data. And finally September was concentrated for preparing the draft of this report.

Chapter outline

With the clear objectives in view and the nature of inquiry, the whole study will be divided into 8 chapters, a brief outline of which is given below:

1. Introduction

First Chapter, introduction, focuses the mission, vision and action plan of Khan Foundation. Moreover, this chapter outlines rationale of this study/report, nature of issues/problems being inquired into, specific objectives it intends to address and methodology it adopts to undertake this research/study.

2. Organizational Profile of UPs

For the convenience of analysis and review of this project this chapter presents a brief outline of organizational structure, procedure of work and statutory functions/responsibilities of UP functionaries and the constitutional and legal framework that they work in.

3. Training Need and Module of Training

This constitutes one of the core chapters of this report. This chapter will focus on what kind and what extent of training that the UP functionaries need to be capable of performing their entrusted responsibilities efficiently and effectively. This chapter incorporates the kind of training Khan Foundation imparted and their modalities used in the process.

4. State of participation in UPs

This chapter constitutes the heart of the matter. It concentrates on the major thrust of the report. This chapter will attempt to focus on the capacity of UP Chairmen and Members with regard to effective participation in the selection, preparation and implementation of UP plans and programmes with the emphasis of the impact of training that Khan Foundation imparted with the objectives in view.

5. Accountability and Transparency

This chapter will examine the issues of accountability and transparency of the UP Chairmen and Members, both in terms of internal and external perspective i.e. compliance to the rules and procedures on the part of the functionaries on the one hand and ensuring openness and satisfaction of the stakeholders/target groups in UP.

6. Training Impact on development

This chapter will attempt to examine whether the training impact is limited to enlightening/enhancing personal quality/capacity or it has direct bearing on enhancing production, quality of work or awareness building of the community in general.

7. Observation of the impact of Training

This chapter will basically try to reflect the views of the general people and stakeholder in UP about the quality of services they expect and received after Khan Foundation provided training to the UP chairmen and members.

8. Recommendation.

Chapter – 2

Organizational structure and Constitutional/legal Profile of Union Parishad

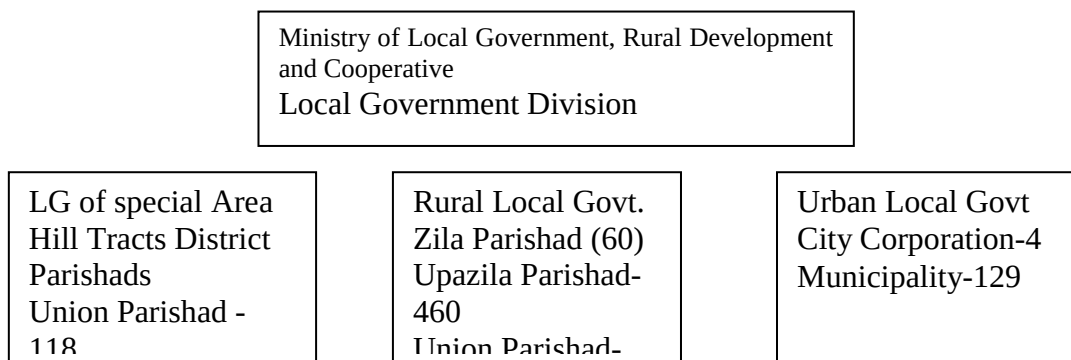
This report considers it worthwhile to incorporate a chapter on Organizational Structure and Constitutional/legal provisions of Union Parishad (UP) for demonstrating the locus and focus of UP functionaries in the whole process, from the structural-functional and legal perspectives. This will not only help to locate institutional weaknesses, if any, but also suggest appropriate legal and structural-functional changes, called for rapid socio-economic development and institutionalization of democracy at the grassroots level.

Attitude of the Government as to what should be the nature and structure of Local Government in Bangladesh is ever changing despite founders of

Bangladesh Constitution has made unequivocal provisions in Article 59 and 60 for devolution of power in the hands of the elected representatives at the local level to ensure democratization and rapid development between local and national level. Consequent to the 4th Amendment to the Constitution Article 59 and 60 were dropped and the Local Government system, as exists today, was replaced by the District Administration Act, 1975. However, Article 59 and 60 with regard to the Local Government system were restored by the 5th Amendment to the Constitution. The place and importance of the Union Parishad in the hierarchy of Local Government have been undergoing constant changes following experimentation with parallel village level institutions like Swanirvar Gram Sarker (SGS) at the first phase of BNP rule, proposed Gram Shava at the village level, following the abolition of Upazila Parishad and reorganization of Thana Administration at the second phase of BNP rule, and the present Gram Parishad (GP) in the new set up of Local Government at the second phase of Awami League rule. Institution building at the local level, either UP at the village level or any institution at Thana/Upazila level remains at the volatile state because of the ambivalent attitude of Government in successive regime to the Local Government Institutions and even to the provisions of the Constitution itself. The Union Parishad (UP) as it constitutes, placed second in the hierarchy followed by Gram Parishad in the four –tier Local Government structure following the recommendation of Rahmat Ali Commission 1996. These are:

1. Gram Parishad (Village Council)
2. Union Parishad (Union Council)
3. Upazila/Thana Parishad (Sub-district/Thana Council)
4. Zila Parishad (District Council)

A Macro-picture of Local Government System in Bangladesh is shown below



Source: Tofail Ahmed, Sthanio Sarker Sanskar Bhabner Dui Dashak, 1978 p.11

The Commission recommended that Union Parishad would consists of 9 members from 9 wards, 3 women members, one chairman, and all be directly elected by the people. Union Parishad has been assigned with comprehensive list of functions, which fall in the following categories: (Annex 2.1).

- 1) Civic responsibilities

- 2) Police and Defense functions
- 3) Revenue and Administrative functions
- 4) Development functions
- 5) Transferred functions
- 6) Judicial functions.

The notable development activities are: food for work programme; development of infrastructure in winter; repair and reconstruction of rural infrastructure in rainy season; food for education; development of distressed women; relief works and mass literacy.

All business of a UP shall, to the extent and in the manner prescribed be disposed of at its meeting, or at the meetings of its committees, or by its chairman or members, officers or employees [see Article 37 of Local Government (UP) Ordinance 1983]. The executive powers of the Union Parishad shall vest in and be exercised by its Chairman, either directly or through other persons authorized by him in accordance with this Ordinance or the Rules [see 36(2)]. Minutes of the proceedings of every meeting of UP shall be drawn up and recorded in book to be kept for the purpose (see 37.4). All decisions of a Union Parishad shall be reported to the Upazila Parishad or Thana Parishad, as the case may be, along with a copy to the DC within 14 days from the date on which the minutes of the meeting are assigned (see 37-5).

The Union Parishad performs its varied type of functions through 12 standing committees for effective disposal of business which deal with such comprehensive functions like:(Annex 2.2).

- (a) Law and order
- (b) Health and Family Planning
- (c) Agriculture, Health and environment
- (d) Education, Social Welfare, Woman and Child Development
- (e) Fisheries and Livestock
- (f) Others.

Every Union Parishad shall, in the prescribed manner, perform before the commencement of each financial year, a statement of its estimated receipts and expenditure for that year, hereafter referred to as the budget and send to the Upazila Parishad or the Thana Parishad, as the case may be for approval [see UP Ordinance 1983 47(1)]. Within 30 days of the receipt of the copy of a budget under sub-section (1), the Upazila Parishad or the Thana Parishad, as the case may be, by order modify it, and the budget so modified shall be deemed to be the sanctioned budget of the Union Parishad (see 47-3).

An annual statement of the accounts shall be prepared after the close of every financial year and shall be forwarded to the Upazila Parishad or the Thana Parishad, as the case may be, by the 31st December of the following financial year (see 48-2). A copy of the annual statement of accounts shall be placed at a conspicuous place in the office of the UP concerned for probable inspection, and all objections or suggestions concerning such accounts received from the public shall be considered by the Union Parishad and brought to the notice of the authority referred to in (see Section 49). The accounts of every UP shall be duly audited by appropriate authority and be submitted an audit report to the UZP or TP as the case may be mentioning all cases of embezzlement, loss, waste or any irregularities in the maintenance of UP accounts (49).

The UP prepares its development plan on village level data. The plan will include the sectors like physical infrastructure, irrigation system, education and health. Such plans shall be subject to the approval of the UZP or TP, as the case may be, and shall provide for:

- (a) The manner in which the plans shall be financed, executed, implemented and supervised;
- (b) The agency through which the plans shall be executed and implemented; and
- (c) Such other matters as may be necessary.

The UP may levy, in the prescribed manner, all or any of the taxes, rates and fees mentioned in the Second Schedule of the Ordinance, 1983 (see 53). The sources of revenue of UP has been increased following a decision in 1996 that UP would set 1% of the land bought or sold. At the same time the leased amount for Hat/Bazar have been raised from 50,000 to 1 lakh taka. Along with it the leasing of the ferry ghat worth of TK. 20,000 and water bodies (Jalmahal) amounting TK. 30,000 had been given to UP. Rahmat Ali Commission, however, recommended much more enhanced leased amount such as 3 lakh from Hat/Bazar and 1 lakh from water bodies and ferry ghat for the UP. Besides, the commission suggested that land transfer tax from 1% should be raised to 5%.

It should be mentioned that the local government Order 1983, which reduces the sources of revenue of UP from 28 to 5, was revoked by the Local Government Order of 1993 and revenue of UP was raised by giving lease of ferry ghat, water bodies and hat/bazar.

The Government shall exercise general supervision and control over UPs in order to ensure that their activities conform to the purposes of this Ordinance (see 60). If in the opinion of the Government, anything done or intended to be done by or on behalf of UP is not in conformity with law, or is in way against public interest, the Government may, by order-

- a) Quash the proceedings;
- b) Suspend the execution of any resolution passed or order made by the UP;
- c) Prohibit the doing of anything proposed to be done ; and
- d) Require the UP to take such action, as may be specified (see 61).

The Government may, either suo moto or on the application made it by any person, cause an inquiry to be made by such. Officers as may be authorized by it in this behalf into the affairs of UP generally, or any particular matter concerning a UP and take such remedial measures as may be warranted by the findings of such inquiry [see 63 (1)]. If, after such inquiry, the Government is of the opinion that a UP –

- a) Is unable to discharge or persistently fails in discharging its duties, or
- b) Is unable to administer its affairs or meet its financial obligation, or
- c) Generally acts in a manner contrary to public interest, or
- d) Otherwise exceeds or abuses its powers the government may, by notification in the official Gazette, declare the UP to be superseded for such period, not excluding the residue of the term of such Union Parishad, as may be specified.

Provided that the government shall, before making an order under this section give the parishad an opportunity of showing cause why such order should not be made.

Efficiency and effectiveness of any organization depends to a great extent on the structural pattern of organization and the laws, rules and regulations that administer it. In this report the strength and weakness of UP as participatory Local Government institution, for institutionalization of democracy from the grassroots level, should be assessed from the above mentioned structural and legal framework existing in the country.

Chapter-3

Training Module and Training Need

Any organization/individual which can't produce value for money to the society does not deserve to exist. Producing specific result for which each organization exists, presupposes knowledge about its mission and vision – its action and policies. UP is entrusted with massive responsibility of socio-economic development at the local level, and more particularly, institutionalization of democracy at the grassroots level. It needs comprehensive training in order to make them capable of efficient/effective discharge of their responsibilities. Section 66 of the Union Parishad Ordinance 1983 makes the provision for the constitution of Training Institutions. Section 66(1) states that

1. The Government may set up institutions for the training of the members and staff of Union Parishad for the promotion of research in local government and allied subjects, and may, by rules, provide –
 - a) For the administration of local institutions;
 - b) For compulsory training of members and staff;
 - c) For the courses to be studied; and
 - d) For the holding of examination and the award of diplomas and certificates to successful candidates.
2. Every Union Parishad shall pay towards the cost of the institution set up under sub-section (1) in such proportion as the government may from time to time determines.

The provision of training as envisaged in the ordinance 1983, intended to promote research in the local government and allied subjects, not to enhance capacity of UP functionaries. d But Khan Foundation (KF) has launched a training programme for the UP functionaries with above objectives of enhancing capacity of Union Parishad functionaries since 1994.

Types of Training Programme

Khan Foundation offers varying types of training to the chairmen and members of UP in general, and to the elected women members in particular. The kind of training programme being offered belongs to the following categories:

- 1) Basic Training (one day)
- 2) In-depth follow-up Training Programme
- 3) Monitoring
- 4) Forum
- 5) Democracy Fair.

The training is imparted by experts and professional trainers in the relevant field/areas specified for particular purpose and stage of the training programme, supported by audio-visual resources including, lectures, discussions, group presentation, showing documentary, leaflets, flyers, over head projector, posters and brochures and flip charts.

- **Basic Training:** The basic training is held locally in district/thana headquarters. The Duration of the basic training is fixed at one day. This one-day training introduces UP members, chairmen and elected women members to their rights, duties and responsibilities to the Union Parishad. One-day training programme is shown in Annex-3.1. In 1996 Khan Foundation expanded its Basic Training Programme on “Effective involvement of Elected Women Members (EWM) in the Local Government structure due to tremendous support received and has already covered 45 out of 64

districts. The one-day training programme aims at instillation of basic ideas/concepts about Local Government, Democracy, Good Governance and capability building of UP and concerted efforts of UP members. This programme is divided into 3 working sessions.

- **Follow-up-In-depth Training:** Once the chairman, members, and elected women members have received their basic one-day training, they attend a five-day training in Democracy Auditorium of the Khan Foundation in Dhaka. The training work-shop structured in a way that covers the totality of organization and management, and process of participation in the UP activities. With special emphasis on the issues of leadership skill development, the formulation of policies, implementation of development plan, evaluation, budgeting, women's and children's rights and adjudication on matters of law and facts etc. For five-day training programme, see Annex-3.2.
- **Democracy Fair:** A day long "Democracy Fair" is held in each of the targeted Thanas. The purpose of the fair is to target the local communities and to emphasize the importance of broad community participation. The fair also allows the Khan Foundation staff to directly interact with the community, Khan Foundation arranges dramas and songs and show film/videos on democracy, development and participation in those fairs. Khan Foundation also facilitates group discussions on local development and their responsibilities as voters. In addition, Khan Foundation publicizes its programmes so that people in the community can approach Khan Foundation directly with any concern and problems they face.
- **Case Study:** Khan Foundation has retained a method of training, which it calls 'Case Study'. This kind of training demonstrates what are the types of problems that rural poor in the community are confronted with and how those can be solved. The sample of case study as problem solving method arranged by Khan Foundation is shown in Annex-3.3.
- **Monitoring:** The actions undertaken in support of the UP chairman, members and new Elected Women Representatives and their meaningful participation in local government are secured through an effective monitoring system, by the Monitoring Cell. The Monitoring Cell is based at the Khan Foundation's head office, and follows up the impact of the training, the members participation in local development activities and their interaction with their communities. The MC also acts as a "Watch Dog" over the operations of the UPs and other relevant entities. It also provides EWMs with a permanent instrument they can use to denounce irregularities or gender discrimination practices in the UP.
- **Forum:** As part of the above-mentioned Monitoring system, Khan Foundation establishes Forum at Thana levels during training. The Forums are run by the EWMs and provide a support network for women members in that area. The Forums feedback to the Khan Foundation with any issues or problems that arise. When an irregularity is reported to the section by NEWM, Khan Foundation initiates one of the following actions:
 - Direct contact with the chairman of the UP.
 - Contact with the press and other media sources at the local and district levels.
 - Contact with the District Commissioners, Thana Narbahi Officers, and Assistant Director of LGED and chairman of the UP.
 - Mobilization of the Network to call attention in their communities on the irregularities reported and adopts pressure strategies to be developed at the local and national level.

Training Curriculum

Khan Foundation aims at instillation of a sense of importance amongst the members and chairman of UP in administering UP as well as institutionalization of democracy from the grassroots level. Khan Foundation's four-day Training Curriculum is preceded by preparing a checklist of what trainees at Khan Foundation expect, what they call filling in "Expectation Card" to ascertain their depth of knowledge about UPs. Khan Foundation

trainers also get members, chairman and EWMs fill in “ pre- training evaluation form” in order to assess general awareness about political structure of state and government in Bangladesh, Local Government ordinance and Rules, UP activities and procedure of work, sources of income in the Ups, rights of women, judicial system in the village, election and marriage, children rights and conservation of environment etc. The detailed questions for assessing awareness before receiving Khan Foundation training is shown in Annex 3.4

Fifth-day Training at the second phase, at Khan Foundation’s “ Democracy Auditorium,” is comprised of comprehensive curricula ranging varied subjects of all UP activities which will enable UP members, chairman and EWMs to comprehend their responsibilities and administer them efficiently and effectively during their tenure. The areas and subject matter that received attention in Khan Foundation five-day training programme include:

- Local Government and Central Government.
- Local Government Ordinance and the Role of UP members.
- UP Administration, Office Management and Audit.
- Democracy Good Governance and Local Government.
- Project Planning and Development activities.
- Election in Democratic process.
- Decentralization and Local Government.
- Budget of UP.
- Resource Mobilization of UP.
- Equal participation of EWMs at the grassroots level.
- Family Law.
- Primary Education, Primary Health.
- Reproductive Health.
- Income Generating Activities at the UP level.
- Shalish and Village Government.
- Conservation of Environment and Sustainable Development.
- Child Rights and Trafficking
- Monitoring Cell and Forum.
- Post-Training Evaluation.

The objectives and core points of learning from each topic selected for the successive five days training are shown in juxtapositions in the table bellow:

DAY	No	SESSION HEAD	OBJECTIVES	LEARNING POINTS	METHODS	MATERIALS
1st	1.1	Distribution cards for expectations & Introduction to Course curriculum	- To identify their expectations from this workshop. - To familiarize them with the different subjects of the workshop. - To identify their depth of knowledge regarding different subjects in the workshop.	- To make a list of their expectations. - Discuss their expectations.	Write down their expectations on the card.	Cards & markers white board.
2nd	2.1	Decentralization & Local Government	- To give knowledge on civilization - To strengthen local government - To ensure good governance accountability & transparency	- Relations between central & local governments - Learn what is decentralization and bottom-up planning - Distribution of power	- Lecture & group discussion - Open discussion	Marker & White board, flipchart, OHP.
	2.2	Democracy, Good Governance & Local Government	- To learn how to institutionalize democracy - Transparency, accountability & good governance at the grassroots level.	- To insert knowledge about democracy and its characteristics. - The definition of democracy. - Role of UP in local level planning, good governance, Accountability & Transparency.	- Lecture & group discussion. - Open discussion - Question answer	Marker & White board, flipchart, OHP.
	2.3	Election in Democratic process	- To give them knowledge about democratic right. - To institutionalize democratic process.	- Citizen & political rights - Role of UP members and chairmen in sustaining development at the local level. - To briefly discuss about the constitution of Bangladesh. - Voter rights and elected representatives' responsibilities regarding pre & post election process.	- Lecture & group discussion. - Question & answer - Role play (community participation) - Display through OHP	Marker & White board, flipchart, cards, role play sheet

DAY	No	SESSION HEAD	OBJECTIVES	LEARNING POINTS	METHODS	MATERIALS
2 nd	2.4	Ordinance of LG & roles of UP members	- To explain the provision of the ordinance. - To explain the function of UP and structure of LG. - To identify the role & responsibilities of UP.	- LG (UP) ordinance 1983 with amendments. - Previous & present structure of the LG in Bangladesh. - Different function of UP. - Role & responsibilities of UP members.	- Question & answer, lecture & discussion. - Distribution of information sheet	Marker & White board, flipchart, OHP, information sheet
	2.5	UP Administration, Office Management & Audit	- To know about the work fields of administration. - To identify the role of the UP members in the meeting.	- They learn about the field of administration. - Working procedure of the UP meeting. - Role of the UP members in the meeting.	- Open discussion - Lecture discussion. - Distribution of information sheet	Flipchart, board marker, OHP, information sheet
	2.6	UP's Project Planning & Development activities	- To strengthen bottom of participatory planning. - To effectively participate in development work. - To develop transparency, accountability in the local community.	- Discuss various development activities. - To give brief idea about to prepare UP plan. - Explain different NGO activities & of the government regarding development in UP.	Lecture, question & answer, group discussion, role-play, Display through OHP	Flipchart, board marker, OHP.
	2.7	Case study and role play				

DAY	No	SESSION HEAD	OBJECTIVES	LEARNING POINTS	METHODS	MATERIALS
3 rd	3	Review of the 2 nd day's session	Giving a reminder about all session of the 2nd day	Discuss all the sessions of day 2	Group discussion & presentation.	Marker & white board.
	3.1	Budget of UP.	- To learn the appropriate utilization of funding. - To involve community planning in UP processes.	They gain a basic understanding of a budget.	Lecture, open discussion & role play	Flip chart, board, marker, & OHP, information sheet
	3.2	Resource Mobilization of UP.	- Decentralization of power. - To develop the UP as a self-sufficient institution.	- Utilize human resource. - Collection of local resources.	Lecture, group discussion, open discussion question & answer.	Flip chart, board, marker, & OHP.
	3.3	Primary health, Primary education, Reproductive Health, income generating activities at the UP level	- Awareness of primary health care & immunization programme - Awareness of the reproductive period in life.	- Definition of primary & reproductive health. - Information on the availability of services for the above. - Sanitation & hygiene. - Income generating activities	Lecture, group discussion, question & answer, role-play.	Flip chart, board, marker, & OHP.
	3.4	Equal participation of men and women at the grassroots level.	- Awareness of gender mainstreaming. - Encouragement to participate in development activities.	- Necessity of gender balance. - Development activities. - Decision-making. - Implementation. - Monitoring.	- Group discussion, & case study from daily news paper on NNNC - Picture and cartoon	Flip chart, board, marker, News paper, cartoon, information sheet, book & OHP.
	3.5	Family Laws	- Equal rights in inheritance. - To gain a basic understanding of Family Law.	- The Muslim family laws ordinance 1961. - Polygamy - Divorce.	- Lecture, open discussion, question & answer. - Picture and information sheet	Flip chart, board, marker, & OHP, Picture and information sheet
	3.6	Recommendations on UP problems				

DAY	No	SESSION HEAD	OBJECTIVES	LEARNING POINTS	METHODS	MATERIALS
4th	4	Review of the 3 rd day's session.	Summarize all the sessions of the 3rd day.	Discuss about the all sessions of the 3rd day.	Group discussion & presentation.	Marker, White board.
	4.1	Salish & village court	To strengthen the judicial process within local government.	- Composition & function of Salish & village court. - To explain the working procedure of Salish & village court. - Village court ordinance 1976.	Lecture, open discussion, picture display.	Marker, white board, flipchart, picture, information sheet & OHP.
	4.2	Safe Environment & Sustainable Development.	Awareness of the ecological effect made by communities.	- They know how environment is polluted. - Role of UP chairmen & members in protecting the environment.	- Lecture & discussion - Song, picture and cartoon display	Marker, white board, flipchart, audiocassette, cartoon, picture & OHP.
	4.3	Child Rights & Trafficking	- To explain Child Rights. - To inform them how to make the Trafficking.	- Child Rights Convention. - To know all Acts relating to children's rights & prevention of trafficking. - Violence against children. - Birth registration.	Lecture, group discussion, question & answer.	Marker, white board, flipchart.
	4.4	Monitoring Mechanism	To monitor UP activities.	Essence of monitoring mechanism	Lecture , group discussion, distribution of information sheet	Flip chart, board & marker, question –paper, information sheet & pen.
	4.5	Post course evaluation	- To evaluate the course. - To evaluate trainers	- Self evaluation. - Determining extent of necessary education - Inspire them in their work.	- Discussion & presentation. - Question paper and evaluation sheet	Flip chart, board & marker, question -paper & pen.
	4.6	Certificate distribution.	Distribution of certificates to the participants.			

DAY	No	SESSION HEAD	<i>OBJECTIVES</i>	LEARNING POINTS	METHODS
5th	5	Review of the 4 th day's session	▪ Giving a reminder about all session of the 3rd day	▪ Discuss about the all sessions of the 3rd day.	▪ Group discussion & presentation
	5.1	Closing session	▪ To bid them farewell.		

Methods of Training

The method of training is not limited to the traditional pattern of lectures only, but also involves discussions, conversations, group discussions, question and answer, and group presentation and case study. The totality of the training arrangement is not confined to a room “democracy auditorium” at Khan Foundation, but also extends beyond, at the community level, through role play, where it is necessary. For easy conception and demonstration of every important problems/issues for community people and likely solutions to be arrived at, by them, a special type of training arrangement – ‘role play’ is organized by staging drama at community level. How ‘role play’ can help comprehend problems easily, mould opinion, formulate policies, provide directions for solution and arouse public sensitivity at large have been exemplified through characterization of roles demonstrated on a stage. For example, “election in a democratic process – its issues and implications” are demonstrated through ‘role play’ (see Annex 3.5).

Khan Foundation also imparts training on the ‘problem-solving-approach’ through case study method. What UP can or should do in order to handle/tackle crucial problems affecting community life at large, is effectively depicted and demonstrated through a case study. An example of ‘case study’ is presented in (Annex 3.6)

Training Materials

Each session of in-house training at Khan Foundation’s ‘democracy auditorium’ is supported by lot of materials/instruments, used as and when necessary. These include: routine hand note, cards, board, marker, question paper, white board, flip chart, over head projector (OHP), picture, poster, audio cassette, news paper, art paper, signature pen, information sheet etc.

The closing of a session/a day is followed by formation of groups, group discussion, and group presentation by the leader of each group. This is how participants in each batch finish their four-day training programme and responsibilities assigned to them. Participants of each union discuss/consult among themselves about the problems they consider crucial and try to suggest recommendations they think appropriate to overcome them. The problems they identify and possible solutions they recommend are displayed in what Khan Foundation calls ‘flip-chart’. This is how UP members, EWMs, and chairmen get accustomed to comprehending UP problems and suggesting remedies that affects livelihood and prosperity of UPs.

After four-day intensive training through various means of participation like: discussion, question-answer, group discussion, group presentation and case study on the part of the participants, in the areas/problems mentioned in the schedule, every participants’ depth of knowledge and the degree of improvement in the general state of awareness, and also in the areas where they have received training are reassessed by filling in the ‘post-training evaluation’ form. (see Annex 3.6)

After completion of the whole programme scheduled to be imparted at the second phase the five- day training is formally closed ceremoniously by distributing certificates among the participants. The sample of certificate that Khan Foundation awards is shown in Annex-3.7.

Chapter-4

Perceptions about Training and its Impact on Orgniztional Management in Union Parishad

In Chapter 3 we have discussed the contents and modules of training that KF imparted/adopted to the Union Parishad functionaries (chairmen & members) during their short (one day) and in-depth five-day training programmes with a view to enhancing capacities of UP functionaries in the discharge of their official responsibilities and grooming leadership at the grassroots level. This chapter attempts to analyze how the training that KF imparted helped the Union Parishad functionaries grow knowledge, and increase the awareness, interest and also eagerness to apply them in the discharge of their official responsibilities efficiently and effectively, entrusted upon them, to the extent expected for nourishing local leadership and grooming democracy from the grass-roots level. **Hundred percent of the respondents in the Union Parishad expressed their opinion in the affirmative that they needed and should undergo this kind of training. They held the view that the training they received from KF should be long. 97.5% respondents held that they are eager to participate in the similar training programmes should they are made available. And 85% are eager to participate should they are made available, even at their own cost for self- development, better understanding of UP activities, increasing knowledge, and avoiding mistakes and knowing things better for the betterment of the local people.** The perceptions of the UP members about training is represented in table 4.1

Table-4.1

Perception of Union Parishad functionaries about the training progmmses

Question	Yes	No	No response
• Up chairman/member should have a training?	100%	Nil	Nil
• Length of training imparted by KF be long?	82.5%	15%	2.5%
• Do you want to participate in similar training in future?	97.5%	Nil	2.5%
• Do you want to participate in other self-financed training course?	85%	10%	5%

On the questions: what are the things they learnt from KF training? and what influenced/ induced them most to receive training? The respondents mentioned numerous advantages and benefits (detail in table 4.2)

Table-4.2

Utilities of training imparted to the UP functionaries

Question: What are the new things you learned from Khan Foundation Training?	Response in (%)
• Regarding the activities & responsibilities of UP functionaries.	36
• Raising the level of consciousness of UP members.	30
• How to deal with Local Administration.	24
• No Response.	10

Table 4.2 demonstrates that 36% respondent members said that they learnt about activities and responsibilities of the UP functionaries from KF training. 30 percent respondents mentioned that their level of consciousness have been raised by KF training. 24 percent UP members said that they learnt how to deal with local administration.

Table- 4.3**Factors which convinced the representatives to participate in Khan Foundation Training**

Question: Which things influence you most to participate in the training course?	Response in (%)
• Eagerness to know details about UP activities.	23
• To know about self-responsibilities.	4.5
• To know about women rights.	9
• To know about project activities.	9
• Opportunity to visit Dhaka.	4.5
• To know something new.	32
• To meet members of other areas.	18

There are a number of reasons that induced UP members to receive training from KF. Of them majority, 32% said impetus of knowing something new induced them to participate in KF training. 23 percent respondents held that eagerness to know details about UP activities lead them to participate in the KF training. In addition, the opportunity to know about women rights, project activities, self-responsibilities, meet members of others areas and visit Dhaka also tempted to participate in KF training. Table 4.2 and 4.3 depicts the accurate percentage of respondents, why they did participate in KF training.

87.5% respondent said in the affirmative that after receiving KF training, proceedings of general meetings are prepared on regular basis. And 12.5% said that it was occasionally prepared. Hundred percent respondents mentioned that induction of training to the members and chairmen of Ups resulted in better management of office procedures like hanging minutes of general meeting on the notice board. 52.5% respondent addressed the question ‘how many monthly general or special meeting they have attended after received KF training, and 47.5% did not respond to this question. Of course, eighty five percent of those who responded to this question mentioned that participation in the monthly general and special meeting has increased after receiving in–depth KF training. Fifteen percent held that it declined after training. 33% mentioned that the meetings were not regular.

Most of the respondents who received training expressed the views that they applied the knowledge they had acquired during their course of training in the Union Parishad activities they are called upon to do. 82.5% opined that ‘Nari Nirod’ committee was formed of which 65% held the view that the committee was formed after having training. 90% of the respondent held the view that they applied the knowledge learnt from the training in village court. Sixty four per cent of the respondent opined that they exercised their experience in full in the dispensation of justice in the village court and thirty six percent were in a position to exercise their experience moderately. Fifty percent respondents said they involved themselves in numerous activities in UP, 17.5% held the view that they needed more training in this regard, and 32.5% did not respond.

Table 4.4**Application of knowledge acquired by training in Nari Nirjatan Nirod Committee (NNNC) and Village Court**

Questions	Yes	No	No Response
• Did you form ‘Nari Nirjatan Nirodh Committee’?	82.5	5	12.5
• When did you form the committee?			
▪ Before Training	17.5		
▪ After Training	65		
▪ No Response	17.5		
• Do you apply the lessons learned from the training in village court?	90	2.5	7.5

Table 4.4 shows that 82.5 percent member of UP formed NNNC; of them, 65% constituted it after KF training. 17.5 percent respondents said that they had constituted NNNC before KF training. 90 percent respondents said that they applied the lessons learnt from KF training in village court. 2.5 percent members said they did not apply the knowledge in village court. And 7.5 percent respondents remained silent on this issue.

Table-4.5

The kind of activities the UP functionaries involved in after one day Training Programme

Type of activities	Response in (%)
• Family planning & mother child care	3
• Violence on Women & Dowry	10
• Shalish/Gram Adalat	25
• Village development	50
• Project activity(road)	10
• Handicraft & Cottage Industries	2

The activities which the Union Parishad functionaries involved themselves in after receiving training programme are shown in Table 4.5. The table shows that UP functionaries got themselves involved in lot of activities after receiving KF training. A big majority constituting 50% of the respondents said that they engaged in village development activities after KF training. 25% engaged in Gram Salish. In addition, project activity (road) and violence on woman and dowry demonstrate the exact picture.

Chapter-5

State of Participation in the Preparation of Union Plan and Budget

It has been a realization common to all countries in the world irrespective of political complexion that political independence has little significance unless it is accompanied by sound economic basis and accelerated pace of development. Bangladesh ever since independence has been striving relentlessly to achieve accelerated pace of development through the strategy of bottom – up planning and decentralization of power at the grass root level. Bangladesh at independence inherited a highly centralized system as a mechanism of development strategy. There was hardly any provision for involving local people in planning and designing development projects. In other words, the modus operandi of development was essentially ‘top down, in which the intended beneficiaries had very little say in decision making in terms of the formulation of development projects or subsequent implementation. The result of these attempts to promote development in rural areas was found to rather disappointing. Centrally directed projects were often poorly planned and managed. As result of such shortcomings, centralized planning or ‘top down’ approaches to development began to lose ground.

Since the 1970s there has been a resurgence of interest in decentralization and many governments in the third world, including Bangladesh, now proclaim it as a major policy instrument for stimulating development. The article 11 of the fundamental principles of State Policy in the constitution of Bangladesh clearly states that “The Republic shall be a democracy in which fundamental human rights and freedoms and respect for the dignity and worth of the human person shall be guaranteed [and in which effective participation by the people through their elected representatives in administration at all levels shall be ensured”. It is now realized that involvement of rural people in the development processes is an essential prerequisite for the achievement of rapid economic growth.

The degree of participation constitutes the heart of bottom – up decentralized local government system. Participation of the people means collective and continuous efforts by the people themselves in setting goals, pooling resources together and taking actions which aims at improving their living conditions. It

has to be more than symbolic in order to harness the popular energies into the development process for creating self – sustaining institutions to give development coherence and meaning. The different conceptualizations of the term people’s participation pose the issue – participation by whom and participation for what? The answer is participation by the “public” i.e., the “target group” since there is not one public but many public and public is not a “harmonious group” but groups with conflicting interest. “Participation” for what means positive participation, bringing benefits to the participants and administration. If participation does not bring tangible results for the target groups, the process ends in fiasco. The methods of participation are many and varied depending upon the nature and tasks. It may take the shape of consultation, cooperation, and association. Following Norman Uphoff the

Participation has been operationalized in this study as participation of the rural people in development activities of their concern – from planning of projects to its implementation, monitoring and evaluation. There are various approaches to participation. These include:

1. participation by empowerment
2. participation as institution building
3. participation as community development
4. participation as target group involvement
5. participation as involvement by contribution
6. participation as mobilization
7. participation as system
8. participation as a process
9. participation as end or means

Decentralization policies per se do not mean that local organizations will have the capacity and resources to undertake and implement activities that bring about material changes in the lives of the local populace. The effectiveness of any decentralization programme in playing vital role in the rural transformation process largely depends, among other things, upon the degree of authority granted to local units, their capacity to undertake and implement adequate development activities, and above all, the commitment of the government to such decentralization.

The concept of decentralized local government in Bangladesh started off actually in the mid – 1970s while Second Five Year Plan (SFYP) was underway. SFYP focussed on the need for creating a village level corporate body, known as village government, to foster comprehensive rural development under the strategy of spatial planning, and to facilitate bottom – up planning. And the practice of decentralized local government gained the ground, however insignificant in the early 1980s while General Ershad attempted to implement his “brain child” Upazila Scheme at the former Thana level with a view to implementing the recommendations of the Committee for Administrative Reform and Reorganization (CARR). CARR held the view that in order to ensure people’s participation in the development process, the following measures would have to be undertaken.

- a) Elected local government bodies should possess effective authority;
- b) Elected local government at district , thana, and union levels should be concurrently supported by decentralized planning, and should implement projects of local importance;
- c) Adoption of a policy of non – interference by the central government in matters which were within the purview of the local government; and
- d) Dedicated and trained civil servants who could live with and work among the people.

The experience of Bangladesh shows that although a number of decentralization programmes were initiated and implemented by successive governments and although each of these programmes apparently aimed at enhancing the capacity of local government institutions to promote and sustain development in the rural areas, the rural local government system has, on the whole, failed to emerge as a strong and viable instrument for accelerating rural development. Such a failure of local bodies may be attributed to the number of reasons, such as:

- 1.very limited power granted to the local bodies to act as a driving force in the transformation process,
2. lack of commitment on the part of central government to devolve power at the grass root level,
3. imposition of huge development activities to the local authorities before making them capable of discharging them, and
4. creation of parallel political institutions at the rural level creating conflict of jurisdictions.

This chapter will trace the extent of participation of Union Parishad functionaries in different aspects such as: the selection, preparation, implementation and evaluation of union project/ plan, and preparation of Union Parishad Budget. And the kind of problems faced with in this process, and whether the training KF imparted helped them to participate in the preparation of the plan and formulation of the budget. Discussion of this chapter demonstrates the active involvement of local representatives/UP members and the local people in the whole process of union plan and budget preparation. How a development plan is prepared the opinion of the respondents is presented in the Table 5.1

Table-5.1

Local Participation in Development Plan Prepared by UP

Question: How a development plan is prepared in Union Parishad?	Response in (%)
• Shared with the people before the initiation of the plan	37.5
• Shared with local people after the preparation of plan	47.5
• Not shared with the people about the development plan	7.5
• No response	7.5

Table 5.1 demonstrates that 37.5 percent UP members said that they consulted local people before development plan was prepared. 47.5 percent respondents held that development plan was shared with the people after it had been prepared. 7.5 % respondents said that it was not shared with the people. And 7.5 % respondents did not answer to this question.

90% of the respondents held the views that they had/have scope for participation in their local projects in the following manner (see table. 5.2). The table below shows the opinion of the UP members regarding the participation of the local people in the development projects. 45% respondents mentioned that local people were involved in the project implementation committee, 15% said that they shared with the local people before the project get start, and 30% opined that the local people had the opportunity to participate at implementation stage by rendering advice and suggestion. They also mentioned that local people are asked to monitor the implementation process voluntarily.

Table-5.2
Types of Participation of Local People

Question: How do you ensure participation in your project?	Response in (%)
• Involve local people in project implementation committee	45
• Shared with the local people before the star of the project	15
• Requesting the locally important persons to take care of and securing advise/feedback of the local inhabitants during implementation	30
• No Response	10

90% respondents opined that local people should be considered before the initiation of the plan. And 92.5% felt that all development plans for the union should be undertaken through the Union Parishad. Involvement/participation of the local people in the preparation and implementation of development plan

can accommodate the opinion of the local people in the total process of the project. Thus it turns into a bottom-up democratic process in the real sense of the term. Why local people should be involved in the planning and implementation is shown in table-5.3.

Table-5.3

Reasons of involving local people in the Local Development Plan

Question: Why local people should be involved?	Response in (%)
• Opinion of the local people can be considered	20
• Implementation of the opinion of the local people in the course of plan preparation	25
• Formulating appropriate plan in quick possible time	7.5
• For all the reasons mentioned	35
• No Response	12.5

The Table shows that 20% respondents said that by involving local people, opinion of the local people can be considered. 25% said local people opinion can be implemented in the course of plan preparation, 35% said that for all the reasons the local people are better to be involved.

92.5% respondents held that local representatives are involved in the project implementation committee in the union. Project implementation committee sits in many places, such as UP office, residence of important local persons, residence of the member of the Project Implementation Committee, or any suitable places for meeting according to their convenience. But majority, 45% of the respondents expressed that they held meeting in the office of Union Parishad. How the project has been evaluated is reflected in the Table-5.4

Table-5.4

Evaluation of the Project

Question: How a project is being evaluated after implementation	Response in (%)
• By project implementation Committee	70
• On the basis of the opinion of the local people	7.5
• By member of the Administration	15
• No Response	7.5

Table-5.4 shows that 70% UP members said that the project was evaluated by project implementation committee (PIC), 7.5% said that project was evaluated on the basis of the opinion of the local people, 15% said that the project was evaluated by members of the administration. And 7.5% did not respond to the question.

72.5 per cent of the respondents held the view that they were presently involved in projects activities, of which 83% is involved in more than one projects, and 17% is involved in only one project. On the question 'had the project been prepared by Union Parishad? 87.5% said in the affirmative. And 87.5% respondents held the view that the planning of the project was right. Five per cent answered in the negative and 7.5% made no response. Fifty percent of the respondents opined that they faced problems in the course of the implementation of the project. Of course, forty percent held the view that they did not face any problem. And ten percent did not respond. The kinds of problem and the persons who created problems are presented in Table 5.5 and 5.6

Table-5.5

Types of problems

Question: What type of problems you face during implementation of the project?	Response in (%)
• Local Chadabaz/Extortionists	45
• Administrative complications	20
• Chairman himself/herself	15
• No Response	20

This table clearly shows that local chadabaz/extortionists created major problems at the stage of implementation. In addition, administrative complications and sometimes chairman himself/herself created problems at the stage of implementation.

Participation in the Budget preparation

72% of the respondents held the view that they had participation in the budget discussions /meeting. And 55% of the participants had received KF training before the budget meeting was held. 32.5% received KF training after the budget session. And 12.5% respondents did not answered to this question. Of course, those who received KF training before budget meeting, 59% of them did participate in the budget discussions. 18 % did not join budget meeting and 23% did not respond to this question. On the question why they did not join budget discussion, majority of the respondents said they were not informed. Their opinion is demonstrated in the Table 5.6.

Table-5.6

Reasons for not participating in the budget meeting

Reasons	Response in (%)
• Not informed	40
• Due to personal reasons	20
• Budget meeting did not take place	10
• Did not respond	30

Table-5.6 shows that 40% respondents did not join budget meeting for lacking information, 10% said that budget meeting did not take place, and 20% respondents held the views that they did not attend budget meeting because of personal reasons. And 30% respondents did not answer to this question.

Chapter-6

Transparency and Accountability

Transparency and accountability is the bedrock in any democratic system. The word accountability, as used here, refers to the obligation/ liability on the part of the office bearers of the Union Parishad to give satisfactory account of the powers exercised and position conferred on them, failing in which would lead to some kind of punishment / rebuke under the laws and rules which govern their stipulated functions/operations. The punishment may vary from mere disapproval or censure to loss of office and even criminal prosecution. It refers to the formal or legal locus of responsibility. It is the process and the means by which public representatives/services and government are held to account for their actions.

Accountability has both internal and external components. Internal accountability refers to compliance to the rules and hierarchy within the organization itself. External accountability refers to obligations of the executive to the stakeholders for their actions and policies.

Transparency implies the openness of decision making process and freedom of information to the members of public and media. Citizens have the right to know where the representatives get their power from, and whether their representatives are exercising the powers in a way conformable to their ideas/opinion, and for the purposes for which they been seated/installed in power. What are the procedures and how are they accomplished? In a sense, transparency refers to the vivid and clear picture of how government or any organization in question operates so that no suspicion and grumbles originate in the minds of general people with regard to the functional procedures. Here in this context transparency means the operational procedures of Union Parishad. Transparency can not be acquired without accountability. Transparency and accountability are two sides of the same coin and both have a symbiotic relationship.

Transparency can also be seen from the following dimensions:

- 1) clarity(of purpose, objectives, goal which are ensured by law, publishing and public hearing).
- 2) the process(openness of the policy, budgeting, rules and regulations and procedures).
- 3) public information (flow of information)
- 4) accountability (credibility and responsibility).
- 5) personal integrity and ethics (thoughtfulness about the benefits).

Union Parishad is administered under the Union Parishad Act, rules and, manual. In the following sections of this chapter we will examine whether union parishad functionaries properly follow the rules and procedures of the Union Parishad which is the internal element of accountability and the transparency of the process of action.

The study in this report revealed that people in Union Parishad usually get involved in the UP activities in different manner on different grounds before and after being elected as functionaries of the Union Parishad. The respondents who held that they had involvement in union parishad before being elected were mostly project labour, ration dealer, contractor etc. But picture under this study shows that 67% respondents had involvement in Union Parishad activities before they were elected. And 33% respondents held the views that they got involved in UP activities after being elected. Table below shows the grounds and capacities of the people as to how they were involved in UP activities.

Table-6.1

The grounds and capacities of people's involvement in the Union Parishad

• Are you involved with UP as supplier, contractor, and dealer? ☐ Yes ☐ No ☐ No Response	37.5% 57.5% 5%
• How long are you involved with these activities? ☐ Before get elected ☐ After got elected	67% 33%

The analysis of the respondents' views in this study demonstrates that hundred per cent of the UP functionaries took oath in time of which 90% took oath in office together. Five percent expressed that they had their oaths separately/ independently. Of course, five per cent did not respond to this question whether they had taken oath. Eighty per cent of the respondents opined that monthly meeting of the Union Parishad was held on the specific date. The Table 6.2 demonstrates how far UP functionaries comply to the rules and regulations to ensure the procedural transparency/ openness.

The table 6.2 demonstrates that 55% UP members send the minutes of proceedings to the DC and TNO regularly. 7.5 percent respondents did not send the minutes regularly. But 20 percent of the respondents held that they did not send the minutes of the office proceedings to the TNO and DC. This is violation of UP rules and procedures, which lead to hindering accountability and procedural transparency. This kind

of disruption in the flow of information will hold up the dissemination process and create confusion in the transaction of business. More conspicuously 17.5 percent respondents did not respond to the question. This kind of indifference on the part of UP members should be immediately removed if they are to serve as public representatives for catering to the needs of the local people. This kind of indifference is not only indicative of the non-compliance to the rules but also to the people whom they represent.

Table-6.2

Demonstration of Procedural Transparency

Question: Do you send the minutes of the general meeting to TNO & DC?	Response in (%)
• Send to TNO & DC regularly	55
• Send to TNO & DC occasionally	7.5
• Not send to TNO & DC	20
• No Response	17.5

Table-6.3

Demonstration of compliance to the Rules & Procedural Transparency

Area	Yes (%)	No (%)	No Response (%)
• Did you form all the Standing Committee as per rules?	37.5	*52.5	10
• Do you hang the income-expenditure statement in a public place?	**55	***35	10

* No one specifically mentioned the reasons. A very few mentioned unknown troubles & shortage of time.

** Out of them 59% hang on the notice board, 5% at hat & bazar & 36% did not mention the place.

*** Reasons not mentioned.

This table 6.3 does not represent a satisfactory picture so far as compliance to rules and commitment to the duties they are concerned. This table shows that only 37.5 percent UP members formed standing committees as per rules. And 52.5 percent respondents did not form the standing committee as per rules. This is clearly an indication of indifference to rules and duties what they are executed to perform efficiently under the UP rules and procedures. And only 55 percent UP members did hang their statement of income and expenditure in public places. The remaining could not specifically mention the causes of their default except mentioning unknown troubles and time constraints by a few.

Table-6.4

State of compliance to rules and regulations

Question	Yes (%)	No (%)	No Response (%)
• Did you receive or entertain any objection/complain from the public?	68	23	9
• Did you submit the statement of property after being elected?	85	10	5
• Are you a regular tax-payer?	87	10	3

In respect of entertaining complaints received from the public the picture is satisfactory. 68% members responded in the affirmative. 85% of the UP members are seen to have submitted their property statement after being elected and 87% of them are regular tax payers.

None of course specifically mentioned the reasons why all the Standing Committees were not formed.

Some hesitantly said that unforeseen problems and the shortage of time caused their non-formation. Of the 55% respondents who held that they hanged their income- expenditure statement publicly,(majority, 59% Of them said in notice board, 5% in Hat - Bazar and 36% did not mentioned the place). And 35% did not mention any specific reason as to why they did not display their income- expenditure statement in public places. Eighty five percent of the respondents expressed that they had submitted their property statement after being elected. Ten percent respondents did not submit their property statement but without any specific reasons. Of course, five percent did not answer to this question. 87.5% respondents held the view that they pay tax regularly, the amount of which varies from Tk. 15.00 – 65.00. Ten percent was of the opinion that did not pay tax on regular basis. And 2.5% did not respond to this question.

Chapter-7

Impact of KF Training on Development

Development is an elusive concept, meaning a condition of life, a goal to be achieved and capacity to grow, change and develop. It is also defined as process of acquiring a substantial growth of a system's capability to cope with new continuous changes toward the achievement of progressive political, economic and social objectives. It is both a process and purpose. Development is multi – dimensional concept involving major changes in social structures, popular attitudes and national institutions as well as acceleration of economic growth, the reduction of inequality and the eradication of absolute poverty. Scholars often defined it as the dynamic changes of a society from one state of being to another without posting a final stage. It carries with it the assumption that human beings can influence the course of actions. They react to events and their environment, but they also initiate rather complicated and sustained changes in that environment. It is a many – sided process, the primary characteristics of which consist in a high degree of exploitation of human and material resources toward the achievement of desired changes. The development, therefore, refers to goal orientation in the direction of modernity. Modernity is a cluster of values, that are avidly sought by the less developed societies and undoubtedly the process of modernization continues in the most modern and developed countries. Concerns for accelerating the development of many old and new nations has resulted in a prodigious array of theories, strategies and practical devices regarding various aspects of the development process: economic, social, cultural, behavioral, political, and administrative.

The capacity of any organization may simply prove to be a potential, but remaining totally unutilized. There needs to be an operational framework indicating the kind of administrative and structural change which can facilitate the output of developmental programs. In the context of Bangladesh, development administration not only means the administration of developmental programs designed to transform the quality of human life, but is also intended to connote precisely the manner in which planned change is affected. Essentially development administration refers to the behavior necessary for the formulation and implementation of schemes and programs of socio-economic and political change. Underlying this definition of development administration is first a belief that the action of public representatives/ officials should reflect the aspirations and interests of the public. Secondly, representatives/ administrators should look upon change positively. From both these premises, therefore, has come the emphasis on the need for reorienting behavior of the administrators and public representatives.

Empirical evidence proves that the countries which have involved the local government institutions for planning and development have been successful in attaining higher economic growth and per capita income than the countries which have not used these institutions and are found to be still at the stage of stagnation that we have mentioned in introductory chapter. Development is a comprehensive and continuing process. Dynamics of development may vary across the organizations in view of varying demands and state of underdevelopment.

Impact of training on development may be measured both in terms of increased functional ability of the functionaries, which is called process development, and the increase of output of the functions / programs

they were called upon to perform, that is to say, impact on results. **Khan Foundation training programs basically aimed at increasing the capacity of Union Parishad functionaries to participate effectively in the discharge of their official responsibilities (Union Parishad activities), reorient behavioral pattern, and motivate people to take part in development activities. Hence, the impact of training on development in this report is measured more from the point of view of increasing functional ability and behavioral change of the Union Parishad functionaries rather than the output of the programs they performed.**

Discussions in the preceding chapters demonstrate a clear enthusiasm in the minds of and in the discharge of official responsibilities of functionaries in different spheres of Union Parishad activities following the induction of Khan Foundation training. **Induction of training generated lot of initiatives among the members of the Union Parishad to utilize local resources for development of environment and improvement of general living conditions of the people as a whole in the locality.** The kind of programs/ initiatives the members of the Union Parishad have undertaken for the purpose mentioned above are shown in the Table-7.1

Table-7.1

Programs undertaken by UP members for utilization of resources and development

Programmes	Response in (%)
• Undertook plantation programme	30
• Development of pisciculture	37.5
• Cooperative cultivation of Khas Land	20
• No Response	12.5

Table-7.1 shows that 37.5% respondents undertook development of pisciculture activity, 20% members involved in plantation programme, and 20% held the view that they got involved in cultivation of Khas Land. Of course, 12.5% members did not respond to this question.

Table-7.2

Frequency of meetings held in a Month.

Question: How many times you held meetings with local people after receiving KF training?	Response in (%)
• Not a single	20
• 1-5 times	42.5
• 5-10 times	12.5
• Once in a month	10
• No Response	15

After receiving training from KF, 42.5% UP members said that they held meetings with the local people as many as 1 –5 times. The situation is presented in Table-7.2. 12.5% said that they held meetings 5-10 times, 10% were of the opinion that they held meeting once in a month, 20% said that they did not hold any meeting. And 15% did not respond to this question.

Follow – up activities in one’s locality, for example, the state of education in the primary school, has considerably increased after having training from KF. The improvement in this regard is shown in the Table 7.3

Table-7.3

Improvement in the follow – up activities before and after training

Question: Do you follow-up the conditions of primary education in your locality?	Response in (%)
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• Before Training □ Once in a month □ Bi-monthly □ Quarterly □ Not ever • After Training □ Once in a month □ Bi-monthly □ Quarterly □ Not ever □ No Response	5 10 45 20 12.5 17.5 55 5 10
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Table-7.3 clearly demonstrates that the follow-up activities have been improved after KF training. 55% respondents said that they did follow-up state of primary education in their locality on quarterly basis after KF training, 17.5% held that they did follow-up it bi-monthly, 12.5% said that they did it once in a month. 5% respondent did not do it ever. And 10% did not respond. However, the situation is much improved as compared before training situation as depicted in the table.

Members of the Union Parishad used to act as member of the Village Court even before they received training from the Khan Foundation. But here increasing interest in their responsibility and commitment to their duties as member of the Union Parishad to act as member in the Village Court after receiving training from Khan Foundation is demonstrated in the Table 7.4 & Table 7.5.

Of the respondents who said yes, the frequency of participation in the village court as member before and after training is shown in the Table 7.4 & Table 7.5.

Table-7.4

Participation of elected members in village court

Time	Yes (%)	No (%)	No Response (%)
• Before Training	40	47.5	12.5
• After Training	65	22.5	12.5

Table-7.4 demonstrates clear picture of improvement in respect of participation as members of the village court after receiving KF training. Figure in the table shows that 65% respondents participated in village court after KF training as against 40% before KF training.

Among the respondents who said they had participated in the proceedings of the village court as a member of the Union Parishad, the frequency is presented in the Table-7.5.

Table-7.5

Comparison of frequency of participation before & after training

Time	1-5 times	6-10 times	11-15 times	16-20 times	20 & above times	Total
• Before Training	6.25%	12.5%	18.75%	50%	12.5%	100%
• After Training	8%	12%	15%	38%	27%	100%

Situation with regard to registration of birth and marriage in the locality of Union Parishad indicates a satisfactory picture. At present 52.5% and 80% of the respondents expressed that they had registered birth and marriage respectively. The improvement in this situation after receiving training from Khan Foundation is shown in the Table 7.4 & 7.5.

Table-7.6

Status of UP functionaries about birth & marriage registration record-keeping

Question	Yes (%)	No (%)	No Response (%)
• Do you register the name of new born baby?	52.5	35	12.5
• Do you maintain marriage register?	80	7.5	12.5

Table-7.7

Frequency of birth & marriage registration before and after training

	Before Training	After Training	No Response
• Distribution of respondents who maintain birth register	30%	65%	5%
• Distribution of respondent who maintain marriage register	62.5%	31.25%	6.25%

Table-7.6 shows that in respect to maintenance of birth registration situation after KF training has been much improved. 65% respondents said that they had registered birth after KF training as against 30% before training. But in respect of registration of marriage it is observed that after training situation improved by 31.25%.

Post-training situation with regard to settlement of litigation under ‘Family Law’ such as: divorce, second marriage, living cost after divorce, marriage contract money, early marriage etc. is also quite encouraging. 50% of the respondents held that they had settled litigation / disputes under the family law in different manners. The way the respondents in their opinion had settled the litigation/disputes are presented in the Table 7.7.

Table-7.8

Way of settlement of disputes and litigation under the Family Law

	Response in (%)
• Settled by personal initiative	20
• Settled with help of the villagers	40
• Settled in the Village Court	20
• Settled in the Family Court	20

The table-7.8 indicates that 40% respondents settled disputes/litigation with the help of villagers, 20% UP members settled the disputes in village court, 20% respondents settled it in the Family Court, and 20% respondents said that they settled the litigation by their personal initiatives.

Chapter-8

Efficiency & Impact of Training

Any organization, government or non-governmental does not deserve the right to exist unless it produces “value for money” in the society. The existence of any organization depends on how efficiently and effectively it attained the extent of its intended goals against clearly set objectives. Here in this chapter we would try to measure the efficiency and effectiveness of KF training against the set objectives/programmes it aimed to achieve. Here for convenience of understanding the two core terms “efficiency” and “effectiveness” should be defined in the sense in which they are used in this context.

Efficiency is often understood in two relatively strict senses. First, efficiency, technically speaking, refers to an output/input ratio in real terms, i.e. it can be measured in terms of the ratio of resource inputs to outputs, and is maximized when for a given input/cost the output/services could be reasonably be higher. Efficiency in this sense is a economic concept and its major use is in productive activities. Measuring

outputs for technical efficiency in public service has always been difficult, though staff costs, the inputs, can roughly be measured. Second, efficiency is also understood in general terms as expeditious and accurate performance in the sense of whether an administrative system is actually doing what it is supposed to do. And effectiveness criteria measures the extent to which the objectives of a programme are achieved. The degree of success or failure of any organization/programme, therefore, can be viewed from the perspectives of efficiency, effectiveness and satisfactory discharge of services to the customers/stakeholders.

In this chapter the efficiency, effectiveness and impacts of KF training would be measured against the intended objectives set by KF in its programme. We know that KF undertook this training programme in order to enhance the capacity of Union Parishad members & chairmen in the discharge of their official responsibilities as elected members of the Union Parishad. **In this chapter increase in the capacity refer to increasing realization of their duties and responsibilities as they are called upon to do and increasing commitment to apply their new knowledge imparted by KF training to turn Union Parishad a viable democratic institution at the grass-roots level. The effectiveness of KF training would be assessed from this perspective. How much KF training helps UP functionaries realize their duties and responsibilities in the organization and management of Union Parishad. And impact will refer to what extent UP functionaries are in a position to apply their knowledge in the sphere of action to expedite development in their locality. Hence, the effectiveness and impact on the capacity of Union Parishad members and chairman would be measured against the following indicators discussed below.**

1. Impact of Training on Organizational Management of Union Parishad

Khan Foundation undertook this training programme with a view to increasing knowledge, consciousness and awareness of the UP members with regard to their duties and responsibilities as elected representatives of the people and increasing commitment to apply this in the discharge of their official business so that leadership is grown and democracy be institutionalized from the grass-roots.

The study in this report shows that 87.5 percent respondents said that the proceedings of general meetings were prepared after they had taken training in Khan Foundation. Hundred percent UP members expressed that inducting of KF training resulted in the better management of office procedure like hanging minutes of general meetings on the notice board, sending it to the TNO & DC. 85 percent respondents said that participation in the monthly general meeting had increased after receiving in-depth training from Khan Foundation. Most of the respondents said they applied the knowledge in the UP activities they learnt during the course of KF training. 82.5 percent respondents opined that they formed the Nari Nirjatan Nirodh Committee (NNNC). The formation of NNNC has tremendously increased after KF training. It raised to 65 percent after training as compared to 17.5 percent before training. 90 percent of the respondents said that they applied their knowledge in village court learnt from the KF training. The table - 5.4 shows that UP members engaged themselves in different kinds of activities such as Family Planning & Mother and Child Care, Violence on Woman, Shalish/Gram Adalat, Village Development, Project Activity and Handicraft & Cottage Industries after Khan Foundation training.

2. Compliance to Rules/Internal Accountability & Procedural Transparency

Efficient management of any organization pre-supposes enforcement of rules, application of office procedures in real sense of the term, apart from the efficiency of the personnel involved. Non-compliance to the rules leads to chaos and disarray in office management. This study reveals that UP members have commitment to comply with rules which ensures procedural transparency in the office management. **This study shows that hundred percent UP members took oath in time of whose 90 percent in the UP office together. 80 percent of the respondents were of the opinion that monthly official meetings were held on the specific date. The table-6.2 shows that 55 percent UP members sent the minutes of office meetings to the TNO & regularly. Of course, 20 percent respondents held**

that they did not send the minutes of office meetings to the TNO & DC. 55 percent UP members displayed their statements of income and expenditures in public places. In respect of entertaining complaints from the public the picture is satisfactory. 68 percent UP members held that they had entertained the complaints received from the public. The study also shows that 85 percent UP members submitted their statement of property after being elected in UP. 87 percent of them regularly pay tax.

3. Participation in Development Plan & Budget

Participation constitutes the heart of any democratic process. In this regard KF training has registered a tremendous success so far as the generation of the sense of participation in the local people are concerned. **Table-5.1 in the previous chapter shows that 85 percent people have participated in the preparation of development plan of the Union Parishad either before or after the plan was prepared.** The local people have had the opportunity to participate in the process at different phases in different capacities such as by sharing opinion before preparation of the plan, involving in the project implementation committee and involving locally important persons in the Project Implementation Committee (PIC) to take care off etc. **72.5 percent respondents held that they were presently involved in the project activities of the Union Parishad. And 87.5 percent respondents expressed that the planning of the project was right.**

With regard to participation in the budget discussion the situation is quite satisfactory. 72 percent UP members held that they had participation in budget meeting irrespective of receiving training from Khan Foundation. **And 59 percent of UP members who had received KF training before budget meeting did participate in the discussion.**

4. Impact on Development Activities

Induction of Khan Foundation training did not only increase the knowledge of Union Parishad members with regard to their duties and responsibilities theoretically/procedurally but also induced them to apply in practice to expedite rapid development of the locality at large. The table-7.1 in the previous chapter demonstrates that 87.5 percent UP members were engaged in different programmes for utilization of resources and development of the Union Parishad. **They underwent different kinds of development activities such as plantation programme (30%), development of pisciculture (37.5), cooperative cultivation of Khas Land. Monitoring and follow-up activities have also been noticeably increased after KF training.** The table-7.3 indicates that 55 percent UP members did follow-up the state of primary education in their locality on quarterly basis after KF training as against 45 percent before KF training. 17.5 percent held that they did follow-up the conditions of primary education in their locality on bi-monthly basis. And 12.5 percent did it once in a month.

Union Parishad members used to act as members in the village court even before KF training. But following KF training their commitment to responsibilities has increased significantly. Table-7.4 shows that 65 percent respondents participated in village court after receiving training from KF as against 40 percent before KF training.

In respect of registration of birth and marriage in the locality the situation tremendously improved. 65% of the respondents said that they had registered birth after KF training as against 30 percent before KF training. The practice of marriage registration was satisfactory before imparting training by KF. It was 62.5 percent before KF training. But it was further improved by 31.25 percent by KF training.

Post training situation in regard to settlement of litigation on divorce, second marriage, and early marriage under family law as quite encouraging. 50 percent of the UP members held that they had settled litigation/disputes under family law in different manners. Table-7.7 has demonstrated the manners in which they settled the litigation.

Successful implementation of development projects at local level presupposes adequate devolution of powers, not only administrative but also financial. And non- interference on the part of the government in matters that legitimately fall within the purview of the Local government. This view was advanced by the CARR Report long before 18 years in 1982. But it still awaits to be implemented in letters and spirit. Virtually Union Parishads have very little control on the government officials associated with development in the local areas. Financially the position of the Union Parishads are really in stringent

conditions to carry out its development projects. Certain avenues have been clearly identified for local resource mobilization of Union Parishads. But due to the political and social relations and power structure combined with inadequate administrative capacity Union Parishads can not realize estimated resources. On the other hand, the amount the Union Parishads normally mobilize in a year is not sufficient to cover the routine and administrative cost and for the same they are dependent on the central grant. As a result, the local contributions to the development projects are virtually absent or very marginal at best.

Chapter-9

Recommendations

Short Term Recommendations

- Training should not be an one-time event in course of Union Parishad Members and Chairmen. The process of training should be continuous, cyclical and dynamic. Opaque areas in activities of UP should be clearly identified through case study and field survey and be supplemented by additional training measures.
- Contents and methods of training should be so designed that it facilitates change rather than reinforces status-quo. Training should be always need based and specific rather than flat/general.
- Methods of training should be more participative, a both way traffic, rather than traditional one way class room lecture based model.
- Participation should be encouraged on the part of stake-holder/target group so that development at the Union level reflects the needs of the community.
- Preparation of development plan/project should be based on suggestions/opinion of the community at large. Hence, local people should be considered prior to the formulation of plan.
- To carry on the process of administrative decentralization that has been started in the last few years, more powers – both administrative and financial have to be devolved to the Union Parishad. Union parishad has to be entrusted with the full functional authority over the government deputed officials associated with the development projects. Government should adopt the policy of non – interference in the matters which are within the legitimate purview of the Union Parishads.
- A good number of respondents are seen to have shown a kind of indifference to participate in the stipulated official responsibilities, and even abstain from filling questionnaire during the course of data collection. Zeal of participation should be more reinvigorated.
- Compliance to rules have to be rigidly enforced. Any default and non compliance should be brought to the notice of the wrong doers.
- Law and order situation has to be stable and impersonally executed so that chadabaz/extortionists can not escape punishment under any political coverage.

Long Term Recommendations

- Khan Foundation should expand their training programme both vertically and horizontally across the 64 districts of Bangladesh.
- The duration of training should be increased twice as much as the existing arrangements.
- Specially designed tailored programme should be arranged for specifically delicate/technical areas

like planning and development of projects and adjudication in the Gram Adalat.

- Special attention has to be give to those members and chairmen who have been elected first ever in the Union Parishad.
- Khan Foundation should have more logistics and training materials like micro - bus, audio-visual equipment, photocopy machine, computer, overhead projector etc. The Khan Foundation should also make use of these logistics and materials for more effective implementations of its projects.

The status of the Khan Foundation could be raised from NGO to an Institute in view of its growing success in the target areas of Local Government in reasonably short span of time. Despite there being a National Institute of Local Government providing training to the local government functionaries at the sub national level, its impression in the target areas and amongst the stake-holders is not noticeably felt. Against this backdrop it is not too much to expect that Khan Foundation can well serve the purpose of training up Local Government functionaries to an optimum level and prove itself a success in raising consciousness and building awareness among the stakeholders at far flung remote areas in the country provided they are motivated by and supported with the facilities of a full fledged training institute of Local Government.