

Sharing Experiences of Bangladesh on
Horizontal Learning Programme

Rural Local Government in Bangladesh

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Bangladesh



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中新网
ChinaNews.com

Bangladesh



Administration

- 7 Divisions,
- 64 Districts,
- 483 *Upazilas* (sub-districts),
- 4498 *Unions*, and
- 87319 Villages
- The *Union* is the peripheral unit of administration and is comprised of about 20 villages on average.
- A village has 233 households and 1200 inhabitants on average.

Bangladesh

1. **Population: 154 M (2 times of Iran)**
2. **Area: 143, 570 Sqkm (1 twelfth of Iran)**
3. **Density: 964 sqkm**
4. **Rural Nos:87000**
5. **Rural Population %: 67**
6. **Poverty %: 31.4**
7. **GDP (PPP): \$258 billion per/capita: \$1572**
8. **GDP (nominal): \$105 billion per/capita: \$ 638**
9. **GINI: 33.2**

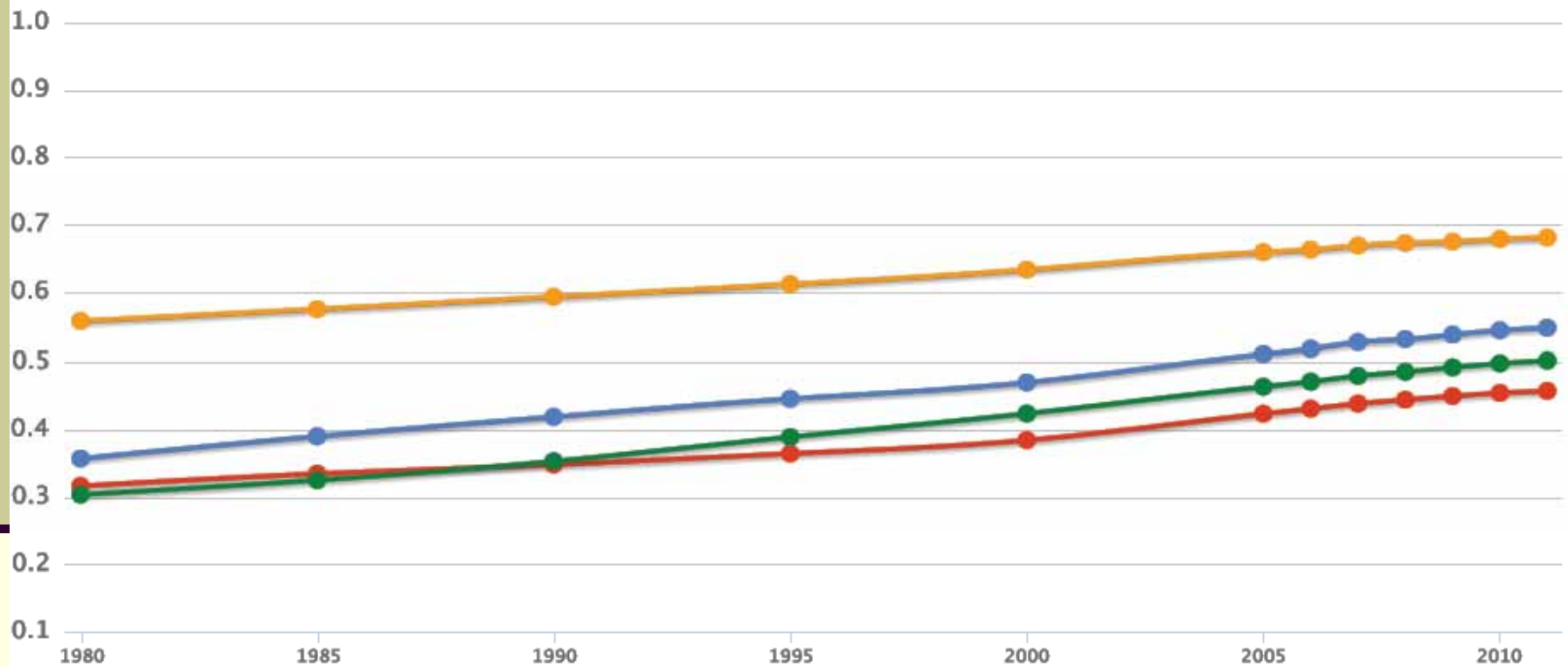
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- the national growth rate at around 6.66 percent in 2010-11
 - a) Agriculture (18.64%) ;
 - b) Industry (28.61%); and
 - c) Service (52.76%) for the fiscal year 2008-2009

Agriculture:

- In the total labor force of the country, 48.4% is engaged in agriculture. The country's arable land is 55.39%. Production of rice covers 75% of the cultivated land. Area coverage by the crops are pulses 4.64%, wheat 2.99%, oil seeds 3.77%, jute 3.67%, sugarcanes 0.98%, potato 1.11%, fruits 0.84% and vegetables 1.39%.
- According to the recent estimate, total cultivated area is 7.195 million hectares and per capita cultivated area is 0.05 hectares. The percentage of irrigated area to cultivated areas is 48 per cent.

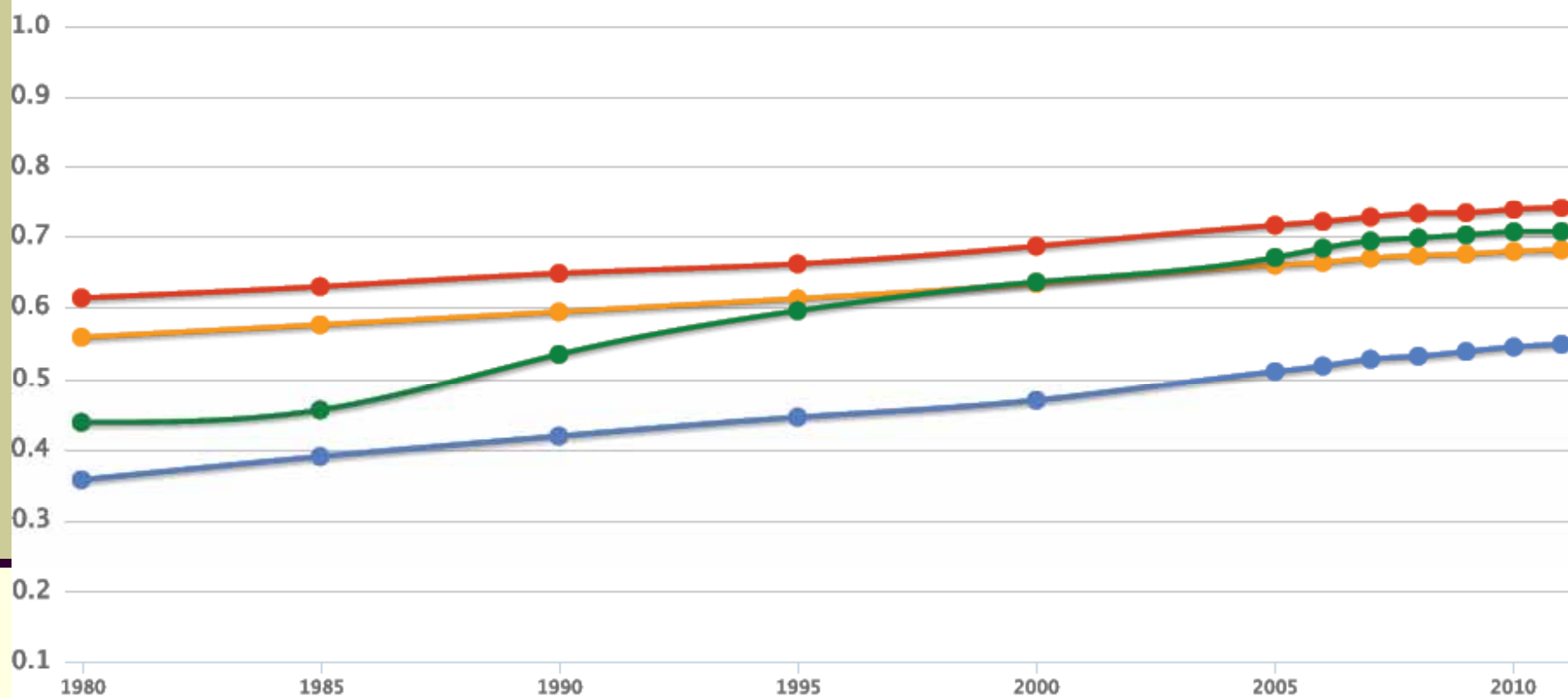
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- HDI: 0.5 (146th)
 - 1. **Precipitation: 2500 mm/year**
 - 2. **Four major rivers of the world (The Ganges, Meghna, Jamuna & Brahmaputra)**
 - 3. **Pakistan Period (1947-1971)**
 - 4. **Bangladesh Period (since 1971)**

HDI-Bangladesh



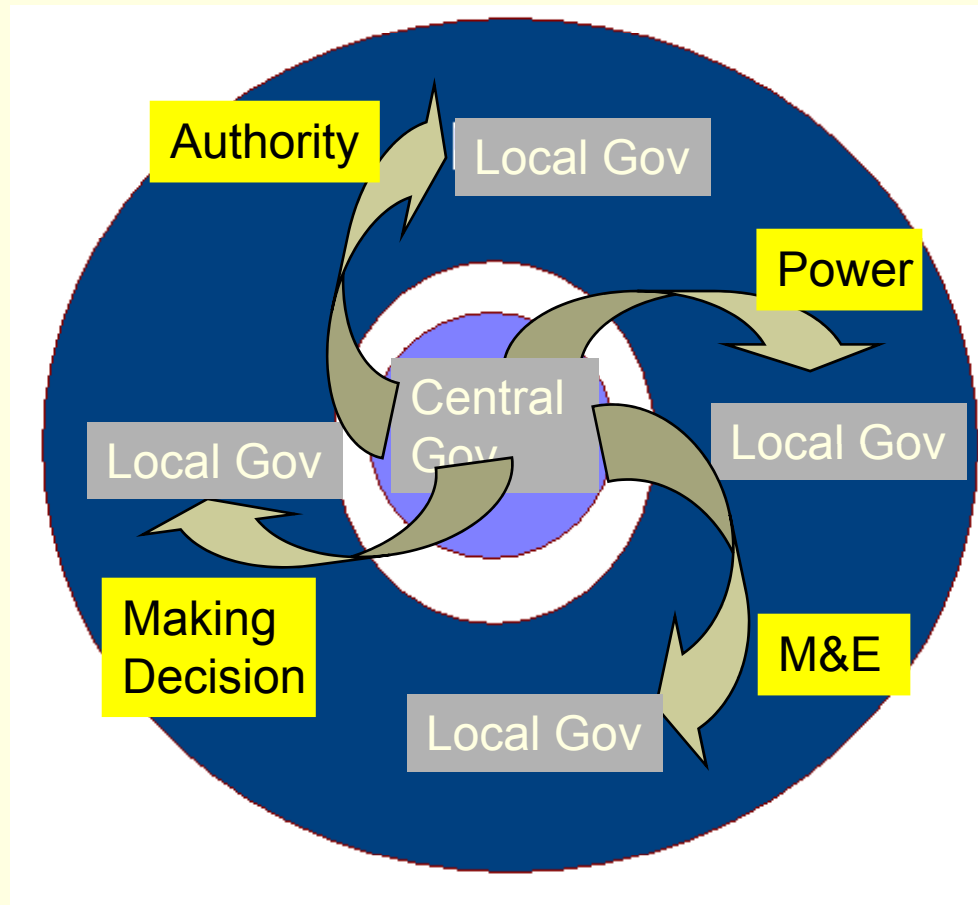
- South Asia
- Low human development
- World
- Bangladesh

HDI-Iran



- South Asia
- High human development
- World
- Iran (Islamic Republic of)

Decentralisation



Type of decentralization

1. **Political** – provides citizens or their elected representatives at the local level with more power in decision making and supports democratization by giving them more influence in the formulation and implementation of policies. The process is known as ‘**devolution**’ and is inherently tied with local autonomy.
2. **Administrative** – redistribution of authority, responsibility and financial resources among different levels of government. This includes:
 - **Deconcentration** – transfer of power, authority, responsibility or the discretion to plan, decide and management.
 - **Delegation** – creation of autonomous units with a great deal of discretion in decision making.
 - **Fiscal** – delegation of fiscal and financial powers, including taxation powers to the local self-government bodies.

CHARTER OF LOCAL SELF-GOVERNMENT By UN

■ **Article 3 - Concept of local self-government:**

Local self-government denotes the right and the ability of local authorities, within the limits of the law, to regulate and manage a substantial share of public affairs under their own responsibility and in the interests of the local population.

■ **Article 4 - Scope of local self-government:**

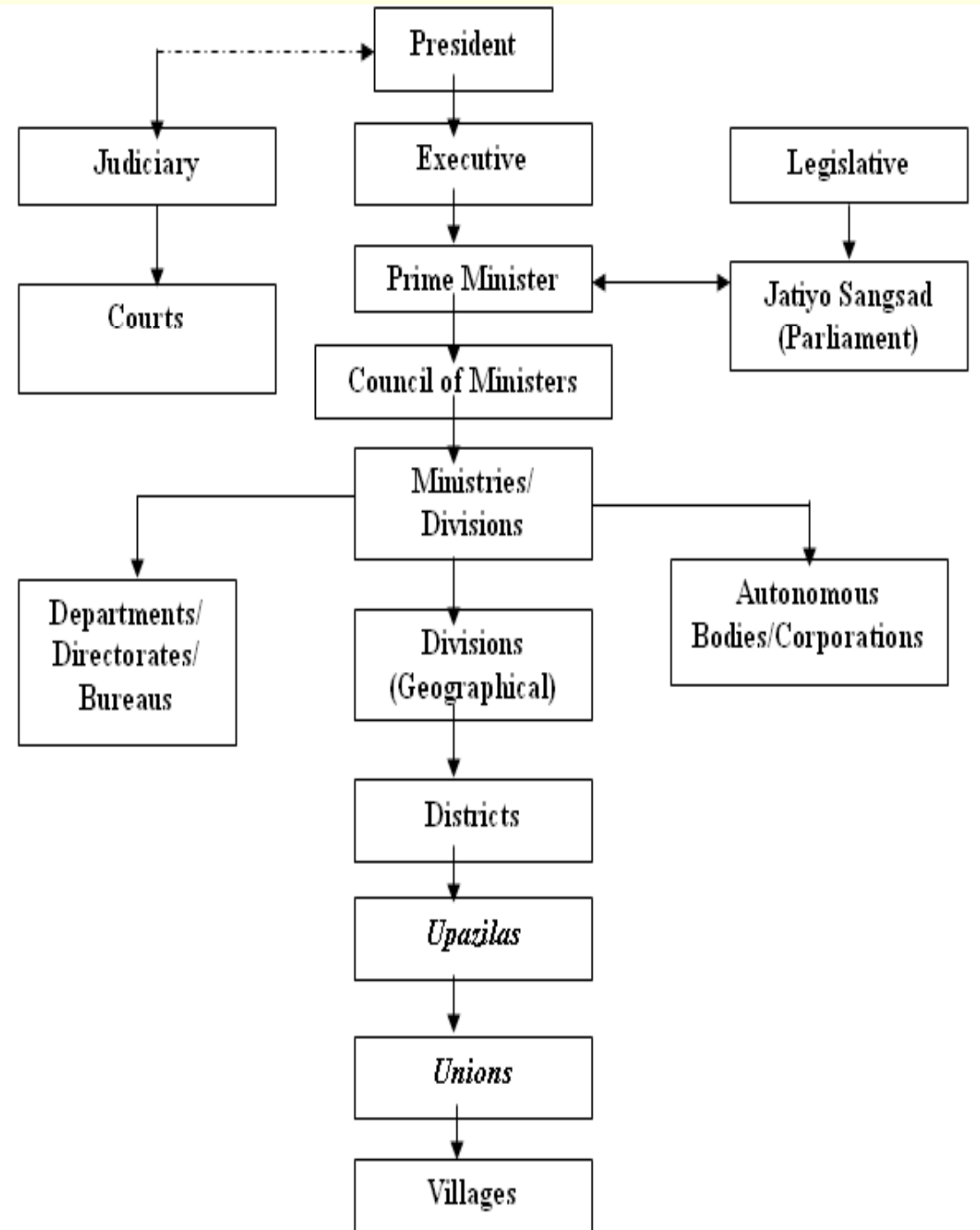
Powers given to local authorities shall normally be full and exclusive. They should not be undermined, and may not be limited by another authority except as provided for by law.

Istanbul Declaration on Human Settlements

The constitution of Bangladesh

“The State shall adopt effective measures to bring about a radical transformation in the rural areas through the promotion of a agricultural revolution, the provision of rural electrification, the development of cottage and other industries, and the improvement of education, communications and public health, in those areas, so as progressively to remove the disparity in the standards of living between the urban and the rules areas”.

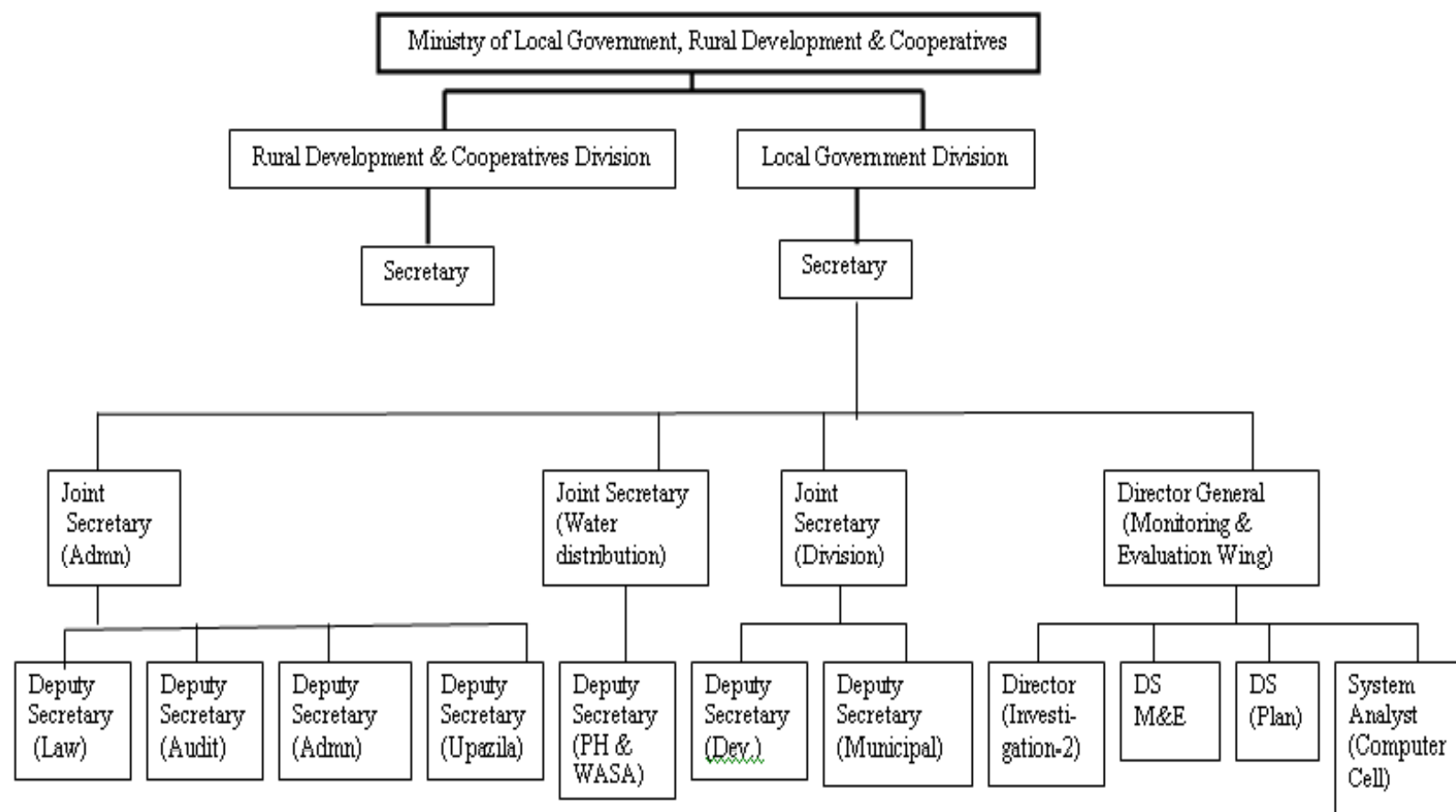
Administrative Set-up of Government



History of local government in Bangladesh

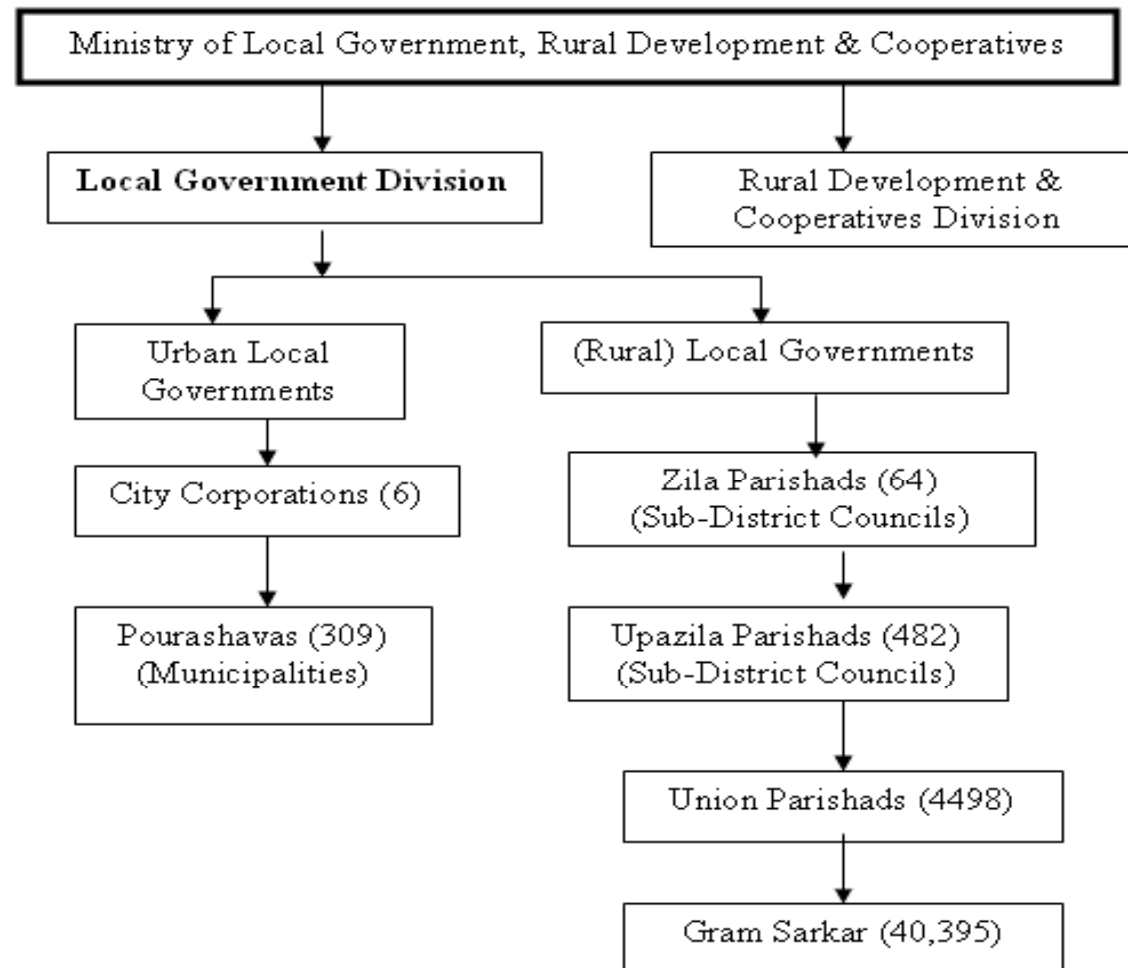
1. **Pre-Colonial Period (before)**
2. **Colonial Period (1750-1947)**
3. **Pakistan Period (1947-1971)**
4. **Bangladesh Period (since 1971)**

Present Structure



Source : <http://www.lgd.gov.bd/image/organogram.pdf>

Structure of Ministry LGRD&C



Rural Development Policy

- The government pursues a comprehensive rural development policy through formulating the National Rural Development Policy in the year 2001.
- The policy articulates that **people are the prime movers of their development** where government would facilitate development by creating a congenial atmosphere.
- The policy also emphasized on
 - HRD,
 - improving standard of living of the rural people,
 - strengthening local government and
 - women's development.

Major Rural Development Programs

- **Agrarian Reform**
- Poverty Reduction Strategy Paper (PRSP)
- Project “One House – One Farm” “Ekti Bari – Ekti Khamar

Pre-Colonial Period

1. Self Reliant
2. Based on village community and Public Opinion
3. No legal basis behind them,
4. Apart from taking decisions in social matters adjudication in disputes and maintenance of law and order were among its responsibilities.
5. used to mobilize resources for the discharge of their traditional functions ,
6. Holistically ***Panchayat System***

Colonial Period (1750-1947)

1. In 1870, Bengal village Chowkidari Act was passed with administrative, economic and political objectives.
2. This Act opened the way for setting up local government body under the law.
3. Under this Act several villages were organized into a Union and Chowkidari Panchayet (Organization) was set up in each Union.
4. Chowkidari (Village Police) system members were supposed as government functionaries rather than representative of the villagers.
5. The Chowkidari Panchayet had five members who were appointed by the government for three years,
6. The Chowkidari Panchayets were used mainly to assist the administration in maintaining law and order and for collection of tax.

Colonial Period (17-1947) Contd.

- Bengal Village Self Government Act in 1885
- The Act abolished both Chowkidari Panchayet and Union Committee in 1919
- Their places were set up by Union Board and District Board. Two third of the members of Union Board were elected and one third nominated.
- The system of nomination was abolished in 1946.
- Women were allowed to vote in 1950. (it was Pakistan Period but under this Act).
- The main function of Union Board was maintenance of law and order, roads and bridges, provision of health care, charitable dispensaries and primary school, water supply and assistance to the District Board.
- The Union Board could dispose of minor criminal cases and was given the authority to levy Union rate.
- The board also exercised control over local police.

Pakistan Period (1947-1971)

- The Basic Democracies Order, 1959 covered both urban and rural local government. It provided for four tiers:
 1. Union Council,
 2. Thana Council,
 3. District Council and
 4. Divisional Council.

Bangladesh Period (since 1971)

1. Bangladesh President's Order No. 7 of 1972 changed the name of union parishad to union panchayat. President's Order No. 22 of 1973 renamed it as union Parishad.
2. The Local Government Ordinance, 1976 created Gram Sabha, later named Gram Sarkar.
3. The Local Government (Thana Parishad and Thana Administration Reorganization) Ordinance, 1982 introduced Upazila system with elected chairman.
4. The Local Government (Union Parishad) Ordinance, 1983 (First Amendment 1993; Second Amendment 1997 - UPs sub-divided into 9 wards)
5. The Local Government (Upazila Parishad and Upazila Administration Reorganization (Repeal) Ordinance, 1991
6. Creation of the Thana Development Coordination Committee, 1992 with MPs as advisors.
7. The Gram Parishad Act, 1997. High Court embargo
8. The Upazila Parishad Act, 1998, not yet implemented.

After Bangladesh became independent

Decision was taken to

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

Local Government in Bangladesh constitution

- The Constitution makes specific reference to local government in articles 9, 11, 59 and 60.

- Article 9 reads as follows:

“The state shall encourage local government institutions composed of representatives of the areas concerned and in such institutions special representation shall be given, as far as possible, to peasants, workers and women”.

- Article 11: **Democracy and human rights**

“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.”

Local Government in Bangladesh constitution

- Chapter III of Part IV which is titled **Local Government** containing just two Articles, The Articles 59 and 60 state:

- Article 59:

“(1): Local government in every administrative unit of the Republic shall be entrusted to bodies, composed of persons elected in accordance with law.

(2): Everybody such as is referred to in clause (1) shall, subject to this Constitution and any other law, perform within the appropriate administrative unit such functions as shall be prescribed by Act of Parliament, which may include functions relating to:

- (a) Administration and the work of public officers;
- (b) The maintenance of public order;
- (c) The preparation and implementation of plans relating to public services and economic development.”

Cntd.

Ministry of Local Government, Rural Development and Cooperatives

- Local Government Division
- implementing various development and service-oriented activities for poverty alleviation and to make the rural people's life more comfortable, sound and meaningful. The activities of the LGD are extended up to the grass-root level of the country. The Union Parishad, Upazila Parishad, Zila Parishad, Municipalities and City Corporations are the Local Government Institutions under this division.
- Local Government Engineering Department (LGED)
- Department of Public Health Engineering (DPHE),
- Dhaka WASA, Chittagong WASA and NILG are the different Department /Directorate/Institutions of this Division. Through these Departments /Institutions, LGD is working to mobilize local resources, establish good governance at the local level, providing civic/utility services to the citizen of municipalities and city corporations, rural and urban infrastructures development. LGD is also responsible for planning and implementation of development projects in the local level, conducting survey/research regarding local government and arranging training programme for enhancing knowledge and efficiency of the elected representatives.

Ministry of LGRD & C. is committed to the following policy/programme directions:

- institutional strengthening (financial and resource generation and management) of Local Government.
- Innovate and expand performance-based budgetary support to the local governments with particular emphasis to Union Parishad.
- Innovate mechanism to ensure the space and effective participation of the non-state actors. Review and streamline the regulatory framework of the LGs to address inconsistency and contradictions.
- Review policy on financial authorities of the LGs in terms of leasing out local resource bases like Jalmahals, Hatbazar and Ferry-Ghats.
- Activating the UP Complex as service delivery hub.
- Formalizing the practice of participatory open budget.
- Activating and strengthening of UP Standing Committees.
- Being innovative in mobilization of local resources.
- Information dissemination and social audit.
- Institutionalizing partnership with Line Agencies/Bank/Sector Corporations/NGOs and Private sector for local level development.

Administration system of Bangladesh

- Central
- District
- Zila
- Upazila
- Union

Upazila Parishad

- Average Population: 250,000
- Is a key local Government to provide services to rural people such as Agriculture, Health, Education, Infrastructure and etc.
- Provides extension workers delivering services by direct visit to beneficiaries
- It is not strong.

Composition of Upazila Parishad

1. A Chairman,
2. Representative members,
3. Three women members
4. Official members
5. Chairman of the Upazila Central Co-operative Association within the Upazila and
6. One nominated member.

Chairman of Upazila Parishad

- Qualification:

1. He is a citizen of Bangladesh:
2. He has attained the age of twenty five years;
and
3. His name appears on the electoral roll for the upazila.

- Chairman not to hold any office in a Parishad or Pourashava
- Oath of office
- Declaration of Properties
(spouse, children, parents, brothers, sisters- as reside with
and are wholly dependent upon chairman.

Union Parishad

- The frontline of the L.G and closest to Rural People
- Managed by elected Chairperson
- 12 members are elected by direct voting of villagers.
- One secretary appointed by Local Government Division, Upazila.

Some Functions of Union Parishads

First Schedule

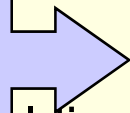
- Regulation of the constructing and re-constructing of building in the union.
- Provision and maintenance public ways, streets, gardens, play ground, open spaces, places, well, ponds, water supply, accommodation for travelers and so.
- Plantation and preservation of trees in general
- Management and maintenance of **burning and burial** grounds and common meeting places.
- Prevention and abatement of nuisance in public places
- Regulation of the disposal of carcasses of dead animal, manure
- Regulation of offensive and dangerous trades.

Cntd.

Some Functions of Union Parishads

- Regulation of the slaughter of animals.
- Regulation or prohibition of
 1. The excavation of earth stones or other material,
 2. Dyeing or tanning of skins
 3. the establishment of brick kilns, potteries and other kilns.
- Holding of fairs and shows.
- Celebration of public festivals.
- Promotion of public games.
- Provision of management of Environment, Cattle pounds, first-aid centers, libraries.
- Provision of relief measures in the event of any fire, flood, hail-storm, earthquake or other natural calamity.
- Relief for the widows and orphans, and the poor, and persons in distress.

within
residential
areas



Cntd.

Some Functions of Union Parishads

Second Schedule

- Tax on the annual value of homestead or union rate to be levied in the prescribed manner.
- Tax on the professions, trades and callings.
- Tax on cinemas, dramatic and theatrical shows and other entertainments of like nature and amusements.
- Fees for licences and permits granted by the Parishad.
- Fees (lease money) from specified *hats*, *bazars* and ferries within the union boundaries, to be determined by the Government.
- Fees (lease money) from *jalmahals* situated entirely within the union boundaries, to be determined by the Government.

Bangladesh Vision 2021

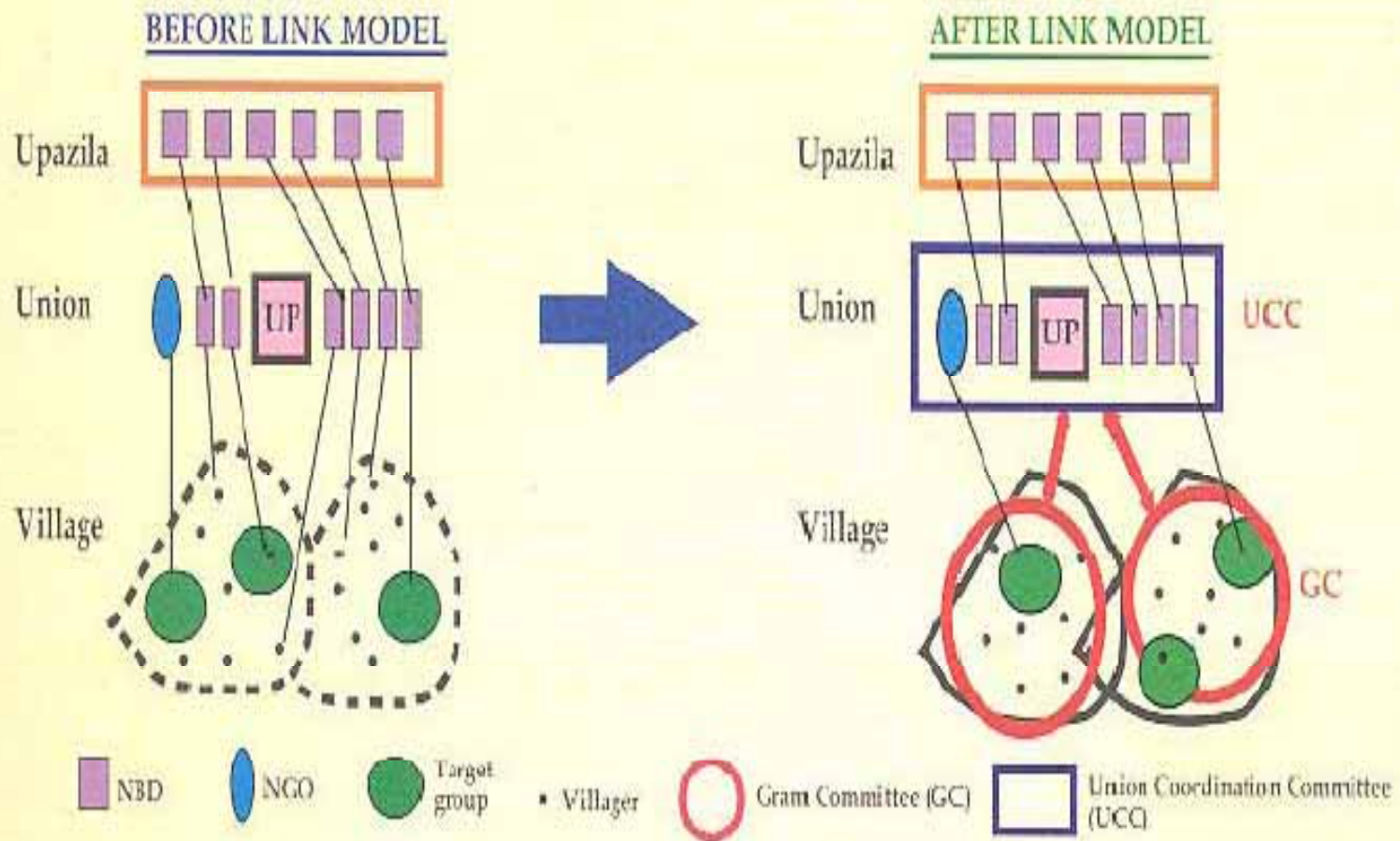
- GOAL ONE: To become a participatory democracy
- GOAL TWO: To have an efficient, accountable, transparent and decentralised system of governance:

Local governments at different levels will be transformed into **"self-governing"** bodies in the true sense of the term. In this respect, these institutions will be progressively decentralised to establish a devolved local government system constitutionally mandated with adequate **transfer of functions, powers and authority** with a guaranteed share in centrally mobilised revenue resources on the basis of population. Local government bodies will **be empowered to collect and utilise their own resources**, with effective accountability mechanisms in place, which provide for regular auditing and reporting of accounts. Initiatives will be taken to build up the required capacity of the local government institutions to undertake these responsibilities. **The Members of Parliament shall not be involved in any manner with the affairs of the local government.** Budgeting, development planning and implementation processes will be participatory and regularly monitored by local members of civil society. A specified number of seats will be reserved at every tier of the local government for **female candidates** who will be directly elected to these seats through a process of electoral contestation.

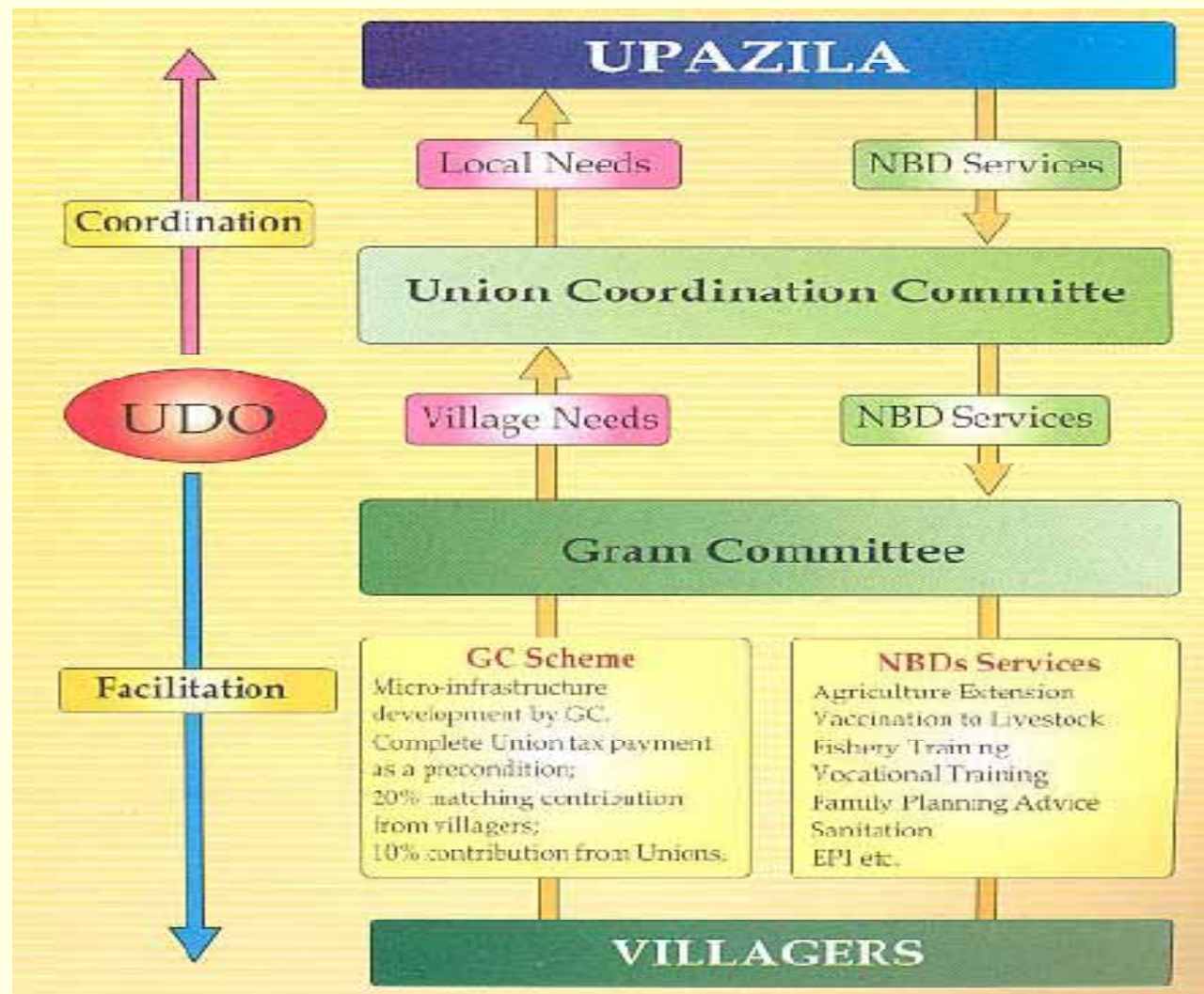
Some Projects at Rural level on Rural Governance

- Participatory Rural Development Project (PRDP)
- SHARIQUE
- Comprehensive Village Development Programme (CVDP) as known “ One Village, One Cooperative” model.

Link Model Achievement



Link model function



Suggestions for Rural Local Government

- **Local Government should focus at All Levels**
- **Good Governance at Micro-level**
- **Local Government at Zila Level yet to Be Born**
- **‘One Village One Member/Chief’ instead of Artificial Ward Concept**

Conclusion

- Central Government, Urban Local Government and Rural Local Government are different organizations, so the rules of them should vary.
- Central government role is just monitoring and evaluating of both Urban and Rural Government.
- Decentralisation of governing must be happened in all of issues especially in administrative and financial and members should be authorised.
- Elected chairperson and the member of the Rural Local Government can run better than nominated members because they are familiar with the problem of their own area.
- To engage more rural women, it must be declared and increased the share of them within number of Rural Local Government members.
- Coordination between the rural development organizations may help to reduce the duplication of the services.
- NGOs are better to be mandated to facilitate and help the Rural Local Government, but not to be allowed to rule as authorized and official organizations.



Thanks