

Partnership of NGO Forum and Local Government
Institution: *A Capacity Analysis Discourse*

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Abbreviation and Acronyms

| | | |
|---------|---|--|
| ADP | : | Annual Development Programme |
| BMSL | : | Basic Minimum Service Level |
| BRDB | : | Bangladesh Rural Development Board |
| BUET | : | Bangladesh University of Engineering & Technology |
| CBO | : | Community-based Organization |
| CHP | : | Community Hygiene Promoter |
| CHW | : | Community Health Worker |
| CLTS | : | Community-led Total Sanitation |
| DC | : | Deputy Commissioner |
| DPHE | : | Department of Public Health Engineering |
| GO | : | Government Organization |
| GoB | : | Government of Bangladesh |
| HHES | : | Household Income and Expenditure Surveys |
| IDEAL | : | Institute of Development Education for Advancement of Landless |
| IWSSD | : | International Drinking Water Supply and Sanitation Decade |
| LGD | : | Local Government Department |
| LGED | : | Local Government Engineering Department |
| LGI | : | Local Government Institution |
| MDG | : | Millennium Development Goals |
| MFI | : | Micro Financing Institution |
| NGO | : | Non-Government Organization |
| O&M | : | Operation & Maintenance |
| PNGO | : | Partner Non-government Organization |
| PRSP | : | Poverty Reduction Strategy Paper |
| RCC | : | Reinforced Cement Concrete |
| RMP | : | Rural Maintenance Project |
| SACOSAN | : | South Asian Conference on Sanitation |
| SAE | : | Sub-Assistant Engineer |
| SDI | : | Social Development Initiative |
| SKS | : | <i>Samaj Kallyan Sangstha</i> |
| SRDS | : | Society for Research and Development Services |
| UN | : | United Nations |
| UNICEF | : | United Nations Children's Fund |
| UNO | : | <i>Upazila Nirbahi Officer</i> |
| VDC | : | Village Development Committee |
| VDP | : | Village Defense Party |
| VGD | : | Vulnerable Group Development |
| VGF | : | Vulnerable Group Feeding |
| VIPP | : | Visualization in Participatory Planning/Process |
| VSC | : | Village Sanitation Centre |
| WatSan | : | Water and Sanitation |
| WSSD | : | World Summit on Sustainable Development |

Chapter-I: Transitional History of Local Government Institutions

The local government institutions emerged from the village *Panchayet*, existed since long back and transformed into institutional shape from the community organization. Historically, local government was always there in the Bengal. Its form and functions changed from time to time as per necessity and will of the respective government. "The ancient and medieval governments of Bengal were heavily dependent on village institutions for economic and social functions, which made the structure of current local government"¹. As both India and Pakistan bear same heritage of history so, the evolution of the local government system in Bangladesh is in many ways similar to that of India and Pakistan. The evolution of local government is looked into five phases of history i.e, ancient, medieval, British, Pakistan and Bangladesh to get understanding about the transformation of this institution. The structural and functional characteristics of local government traced different in different eras.

1.1 The Ancient History of Local Government

In the ancient history, village was the unit of administration, which is traced in *Panchayet System*, an old local government institution. "The term '*Panchayet*' implies an assembly of five or more persons. The term was in vogue in Bengal, as in the rest of northern India, since time immemorial. This village assembly or *Panchayet*, which was either nominated by the king or elected by the people of a village, was left undisturbed in the overall management of village administration. The *Panchayet* was consisted of different classes and castes representatives. The *Panchayets* distributed land among the villagers, collected tax from them and paid to the government its due share. Kautilya's *Arthashastra* mentioned, the *grama-vrddhas* (village elders) who were the esteemed members of the village assembly and whose duty was to assist the government officials in deciding petty disputes in the villages" (Siddiqui 1992:15). Two varieties of self-government institutions, i.e. the headman and *Panchayats* appear to be operational in rural areas since early times. Traditionally, villages often recognized a headman and listened with respect to the decisions of the *Panchayat*, composed of important men from the village's major castes, who had the power to levy fines and exclude transgressors from village social life. Disputes were decided within the village precincts as much as possible, with infrequent recourse to the police or court system. The interdependence of community people for their necessities were determinant factor of evolving the essence of unity and present structural local government institutions are outcome of that. At that time, the village societies were left to themselves for their own governance. From the perspective of structure of such societies, the village Headmen and village councils were state-sponsored institutions instituted for the purposes to collect tax and to keep the people together for keeping production going and for keeping the kingdom happy and prosperous. It was quite possible that above the village level, there existed not only the local self-government but a local extension of the central authority, perhaps tempered by some degree of local consultation system through a social council system. This system was mostly authoritarian in nature in case of decision making. The tax collection,

continuation of regular cultivation, judicial actions and some social actions were the responsibilities of the village councils/*Panchayet*.

1.2 Local Government in Medieval Period

The historians consider the beginning of medieval period with the establishment of Turko-Afghan rule in Bengal from the 13th century. The administration of villages in medieval times was left to the *Panchayets* which is believed by many, but disputed by others. Each village had its own council or *Panchayet* that was responsible to tax collection and conflict resolution. The village council appointed or elected its own Headman, who served as a link between the village and the central government for the purpose of revenue collection and deposit that to the treasury. The Headman collect revenue from the cultivators and forward the same to the treasury and he was answerable for delays in revenue collection. A *Patwari* or village accountant worked under the supervision of the Headman used to keep records of crops and revenue. The *Panchayets* were generally entrusted with the task of looking after education, irrigation, religious practices and moral conduct of the villagers. Holding fairs and festivals, and maintenance of law and order were also their functions. During the medieval period, the Indian society was 'irrigation society' (Routledge & Kegan: 1965). It is not clear whether the administrative units during the medieval period were the same as those in the ancient period, but it seems that revenue collection became more organized during the *Mughal* period and local administration was more geared up to that end. It is important that during medieval period, the development issues like education, irrigation and religious practices included the part of *Panchayet's* responsibilities. In addition, introduction of *Partwari* or village accountant was a new phenomenon of medieval period. The present day Union Parishad's secretary might have emerged from the *Patwari* through course of transformation. However, during the *Mughal* rule, *Sarkar/Chakla* and *Pargana* emerged as the focal point of revenue collection and general administration. Secondly, during the medieval period, there is no evidence of local consultation through the council system; it was quite simply a top-down administration consisting of the extension of central authority into the local areas. These two characteristics are likely to have undermined the authority of whatever self-government was prevailing at the village level. With the change of land management system in *Mughal* period for the purpose of revenue collection new *Sarkar* or *Chakla* was introduced.

1.3 Local Government in Colonial Period

The local government institutions got formal and legal shape in British period. At the early age of the British rule, they did not much touch upon the structure of the existing local government system of India. Through the permanent settlement, a new type of local governance in English model more or less was introduced replacing the traditional institutions. *Pargana* and even the *Panchayet* system was abolished during that time. The new civil and criminal justice and its court/*adalat* system became the basis of the local government. *Zamindars* and other landholders were made the natural leaders of the society. This is the time when leadership and resources were integrated on a single pint though *Zamindari* institution lost its potency in the later part of the nineteenth century. The end of East India Company rule in 1858 was the turning point for formal local government institution in the Bengal. During that time, parliamentary commitment to take the people of the country in partnership in phases led to many reforms leading to

increasing participation of people in the local governance. Thus, government passed the Bengal *Chowkidari* Act of 1870. This was the act which legalized the local government within the structure. The Act tried to revive the traditional *Panchayet* System, which was abolished earlier. It authorized the District Magistrate to appoint a *Panchayet* at the village level consisting of five members and the primary function of the *Panchayet* was to appoint village watch-men called *Chowkidar* for the maintenance of law and order. It could also assess and collect taxes from the villagers to pay the salaries of the *Chowkidars*. Historians believed that appointment of *Chowkidars* had a hidden objective to get information about people involved in anti British movement through them.

Viceroy Lord Ripon (1880-1884) attempted the most direct mode of western self- governance system in India. His administration took a resolution in 1882 to introduce local self-governing institutions and the Bengal Council passed the Local Self-Government Act, 1885 in implementing the resolution. In this act a three-tier system of local government for rural areas was provided such as District Board, Local Board at sub-division and Union Committee for a group of villages. Under this act, the District Board was central body in the local government system and entrusted with extensive powers and responsibilities. The Local Board was made an agent of the District Board and it was supervisory body of Union Committees. Union Committees, consisting of not less than five or more than nine members, were to be elected from among the residents of the union. This system was authoritarian in nature by its functions and structure. Till then the Union Board has no other social and economic activities other than tax collection and deposition in treasury.

The Bengal Village Self-government Act of 1919 initiated the second major attempt after 1870 to create a network of self-government bodies in rural Bengal. The Act replaced existing *Chowkidari*, *Panchayet* and Union Committees by a new body called the Union Board. The Union Board was composed of not less than six but not more than nine members of whom two-thirds were elected and one-third nominated. The District Magistrate chose nominated members and the new Board chose the elected members from union residents who attained 21 years of age and had paid at least a rupee of land tax and at least another rupee as tax assessed. After the election, the members elected a president and a vice-president from among themselves. The president was the chief executive of the Board. He could be removed from office by a no-confidence resolution passed by two-thirds of the members of the Board. This provision created scope of control over the Board by government officials. Primary functions of the Union Board were: (a) supervision of *Chowkidars*, (b) **maintenance of sanitation and public health**, (c) maintenance of roads, bridges and waterways, (d) establishment and upkeep of schools and dispensaries at its discretion, and (e) supply of information as and when needed by the District Board. The supervision and control over the Union Board was exercised by the Circle Officer who served as a link between the District Board and the *thana* administration. The Act 1919, specified roles and responsibilities of local government institutions and water and public health issue became the responsibility of Union Board.

1.4 Local Government in Pakistan Period

The local government structure, functions and process developed by colonial rulers persisted until promulgation of Basic Democracies Order in 1959. The structure of local government experienced a new experiment tried by Ayub Khan in form of basic democracy. The aim of this

basic democracy was to establish the authoritarian government at the top and qualified representative government at the local level. East Pakistan was divided into 60,000 electoral units with an average population of 1,070 and the persons enlisted in the electoral roll for each electoral unit were required to elect from among themselves. The electors of all electoral units in both the provinces were known as members of the 'electoral college'. The electoral college members played political role in electing the President of the country and the National and Provincial Assemblies members. There were four tiers of local government in rural areas. From bottom to top, this consisted of Union Council, *Thana* Council, District Council and Divisional Council. A Union Council generally consisted of ten elected members. The Council elected from amongst its members one Chairman and one vice-chairman. The usual term of office of chairman, vice-chairman and members was five years. The vote of no confidence passed against a chairperson or a vice-chairman was not to be questioned in a court of law. A *Thana* Council consisted of 50 percent elected representatives and rest 50 percent official and appointed members. The main functions of this Council were co-ordination of activities of Union Councils under its jurisdiction. The District Council was the next tier of local government, which was brought under the control of the bureaucracy. The Deputy Commissioner-cum-Collector was the ex-officio chairman of the District Council. All executive powers were vested in him. The District Board was an elective body headed by an elected chairperson and was independent of the bureaucracy at the District level. About similar structure was at the division level. The local government in Pakistan period was more focused to political rather than development and social activities for people.

1.5 Local Government in Bangladesh

The local government institutions in Bangladesh crossed several phases and with the changes of government, the functional modalities changed also. Almost in every regime the local government got some rules and regulations but these institutions could not be pro-people because of political ideological changes with the change of government. The changes took place after the independence is presented in the following sections:

1.5.1 Local Government during 1971-1975

Immediate after the independence of Bangladesh in 1971, the Government of Bangladesh dissolved the basic democracy order in 1972, under a Presidential order (President's Order No. 7) and dissolved all the existing local government bodies. At the same time, the government appointed certain committees for performing the functions of these defunct bodies. The Union Council renamed as *Union Panchayet* and district Council as *Zila* Board. In the later both bodies were renamed as Union Parishad and District Parishad respectively. However, though there were committees at *Thana* and Divisional level but presidential order 7 did not create any provision at these two level. The constitution of 1972 included specific provisions relating to the basic structure and functions of local bodies. Article 9 included formation of local bodies at every administrative unit composed of elected representatives of the areas concerned.

Under the Presidential order (President's Order No. 22), Union Parishad election was held in 1973. This Order specified that union was divided into three wards, and each ward was to elect three UP members. It also created the posts of chairman and vice-chairman with direct election

provision by voters. The detailed provisions of office, qualifications, responsibilities, removal of the UP chairman/vice-chairman and members were also specified in the Order. The Sub-divisional Officers and Deputy Commissioners were made the ex-officio Chairmen of the *Thana* Councils and District Councils respectively. Again, the Fourth Amendment of the Constitution in 1975, the provisions relating to the local bodies was scrapped. It introduced formation of certain types of local bodies, mostly non-elective but after the fall of Awami League government in August 1975, the development process relating to local government suffered a temporary setback.

1.5.2 Local Government during 1976-1981

The provision for the formation of three types of rural local government institution i.e. Union Parishad, *Thana Parishad* and *Zila Parishad* was created in 1976 through the Local Government Ordinance (LGO) issued by the then government. The structure and functions of the Union Parishad remained almost same as in Presidential Order 22 of 1973. It only abolished the post of vice-chairman and included two woman members and two peasant members to be nominated by the government for five years tenure. The LGO also prescribed detailed provisions as regards the qualifications and removal procedures of the UP chairman/members as well as how the UP proceedings were to be conducted. By the procedural system and nomination of four members the government retained much controlling power over the UPs. The prescribed authority- Sub-divisional Officer (SDO) had veto power against any of UP's decisions. This rule made the UP as dependent institution and it lost the freedom of independent functioning power. The UP was entrusted with forty functions- some of them were essential and some were ancillary. The main functions included public welfare, maintenance of law and order, revenue collection, development and adjudication. Its sources of revenue remained almost similar to those of the Basic Democracy Order of 1959, i.e. the government grants, taxes, rates, fees, etc. The controlling power of the government was more strengthened through the local government order in 1976. Similarly dependent local government institutions were established in the form of *Thana Parishad*, which was controlled by SDOs and Circle Officers.

1.5.3 Local Government during 1982-90:

The local government got a new dimension during this regime. The government constituted a ten-member committee for administrative reorganization in 1982. The government undertook major steps to reorganize the existing local bodies at *thana* level in particular based on the committee's recommendations. This step focused to decentralization of government and establishment of control over local government institutions. Accordingly, the Local Government (*Thana Parishad* and *Thana Administration Reorganization*) Ordinance was promulgated on 23 December 1982 to introduce major changes with respect to the system of local government at the *thana* level. The set-up was reorganized where *thana* was designated as the administrative focal point and the responsibilities for all development activities at the local level was transferred to the *Thana Parishad*. The national government retained direct responsibility for regulatory functions and major development activities of national and regional importance. In 1983, the Local Government Ordinance of 1982 was amended to re-designate and upgrade the existing *Thanas* as *Upazilas* (sub-districts). Subsequently, one additional Ordinance and five Acts were passed for re-organizing other rural local bodies, such as Union Parishad, *Zila Parishad*,

Hill District Local Government Parishad and *Palli Parishad*. “Union Parishad In 1983, a fresh Local Government (Union Parishad) Ordinance was promulgated. This Ordinance and its later amendments retained many of the provisions of the Ordinance of 1976, except for the provision of three woman members to be nominated by the government. The UP chairman and nine members were to be elected; the qualifications of the UP chairman/members, their term of office and removal, manner of conducting the UP business, remained the same as in the Ordinance of 1976. Similarly, the functions were also the same; 36 specified functions included civic and public welfare, police and defense, revenue and general administration, development and judiciary. In addition to these formal functions, the Union Parishads also had to perform certain additional functions to meet specific needs of the local people as well as to comply with instructions issued by different ministries/agencies from time to time. The Union Parishads were allowed to levy taxes, rates and fees on certain items; but the collection of the same from local sources were by and large extremely poor. In fact, the bulk of the UP income came from the government in the form of financial grants” (Wikipedia).

1.5.4 Local Government during 1991 -2010:

The Bangladesh Nationalist Party during **1991-1996**, chose to change the *Upazila* system and set up instead democratically designed decentralized structures at the appropriate levels. However, in case of Union Parishad, there was no change of laws in this regard. In accordance with the provision of the Local Government (Union Parishad) Ordinance of 1983, the fresh elections of Union Parishads were held in 1992. Upper level Local government bodies remained as it was. To constitute local bodies at other higher levels, a bill to that end was submitted to *Jatiya Sangsad*(National Parliament) in 1992 but unfortunately, it remained a pending case in the *Sangsad* until the end of 1996. As a result, the local government reform process remained on the halfway throughout the period of BNP government. Again, the Awami League government came into power and formed a Local Government Commission to suggest for a viable local bodies based on the principles of local democracy. A four- tier local government bodies namely *Gram Parishad*, Union Parishad, *Upazila Parishad* was suggested and the Commission recommended *Zila Parishad* remained under the process of implementation during the tenure of Awami League government. As part of the implementation, the Union Parishad rules were amended and created provision for three women seats for direct election, and election was held in 1997. One unique and unprecedented measure was adopted to increase representation of the women folk in the form of their direct election in the three wards of the Union Parishad. The Seventh *Jatiya Sangsad* approved the formation of the *Upazila Parishad*. The inclusion of three women seat from each ward created scope of women participation in Union Parishad. This was done with the aim to institutionalization of women empowerment issue from the lowest tier of the local government institutions.

In spite of that the local government institutions had crossed several hurdles over the period of time. The experiment on the structure and functions of local government was found much in military rulers i.e., in Basic Democracy Order in 1959, Local Government Ordinance in 1976, and Local Government (*Thana Parishad* and *Thana Administration Reorganization*) Ordinance in 1982. The change of local government structure and functions were found frequent but supports to make LGIs functional remained sideways of government policy and in practices. However, due to lack of continuation of structure and functions the local government institutions remained less effective and inefficient in performing assigned actions. Alongside, the

government, non-government organizations are providing supports and services to the community people through the local government institutions and at the same time capacity building efforts of local government institutions took places aiming to strengthen efficiency and effectiveness of their actions.

1.5.5 Legal Basis of the Union Parishad

The Union Parishad owes its existence to the *Constitution of the People's Republic of Bangladesh*. In several sections of Bangladesh's Constitution, the structure and functions of this institution have been spelt out. It is a constitutionally recognized body, and its functions are dependent on the Acts of Parliament. However, Acts are formulated and circulated as law but performance of functions remains not beyond the question mark.

Article 59 of the Constitution of Bangladesh states: 1) Local government in every administrative unit of the Republic shall be entrusted to bodies, composed of persons elected in accordance with **the** law. 2) Everybody such as is referred to in **C**lause (i) 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; and c) the preparation and implementation of plans relating to public services and economic development. Article 60 states that **"f**or the purpose of giving full effect to the provision of Article 59, Parliament shall, by law, confer powers on the local government bodies referred to in that Article, including power to impose taxes for local purposes, to prepare their budgets and to maintain funds. However, under the Fourth Amendment of the Constitution in 1975, this provision was abolished. In Chapter II of the Constitution, corrected up to 28 February, 1979, there is only one sentence on local government, in Clause 9 **"T**he state shall encourage local government **bodies** composed of representatives from relevant areas and in these bodies, there shall be as far as possible, special representation of peasants, workers and women." However, even after this correction and creation of the provision of worker representatives and women in local government that remained non-function from the democratic perspective. Under the Twelfth Amendment of the Constitution in 1991, it has been stated that **"L**ocal government in every administrative unit of the Republic shall be entrusted to bodies composed of persons elected in accordance with law. Every local body shall perform within the appropriate administrative unit such functions as shall be prescribed by Acts of Parliament."

In 1992, the Local Government Structure Review Commission recommended major changes in the structure, composition, functions and finance of rural local government bodies in Bangladesh in order to facilitate local government activities and also to ensure people's participation in them. Accordingly, the *Jatiya Sangsad* (National Parliament) passed the Local Government (Union Parishad) (Amendment) Act, 1993. According to this law, a union was divided into nine wards, 3 seats were exclusively reserved for women member in each UP. Provision for forming Standing Committees was also introduced. Provision for direct election of the 3 women members of the reserved seats of the Union Parishad was introduced in the Local Government (Union Parishad) (Second Amendment) Act, 1997. Accordingly, in the following election, women were elected as members of Union Parishad which is continuing actions. However, election in a regular interval is still facing challenges.

Union Parishad at Present: The Local Government Union Parishads (Amendment) Acts. 1993 and 2001 introduced the Standing Committee provision in the structure of Union Parishad. UPs are governed by the Local Government (Union Parishads) Ordinance, 1983. In 1988, 1993 and 1997 major changes occurred with respect to the structure and composition of UPs. However, these amendments have been incorporated in the 1983 Local Government (Union Parishads) Ordinance. The structure and composition of the UP are based on these amendments. The structure, power and functions of the Union Parishad in Bangladesh have been changed many times since its inception. The present structure of the UP came through the demand of the people and the thoughts of the political leaders. In section 9, 10, 11, 59 and 60 of the Constitution, the formation, responsibility and functions of the local government institutions have been described. Based on those sections, the Union Parishad operates according to the Act formulated by the Parliament of Bangladesh.

Currently, the Union Parishad is constituted of 1 Chairman and 12 members. Among the 12 members, 3 seats are reserved for women. Each Union is divided into 9 wards and each ward has 1 member elected directly by the people's votes. One woman member for the reserved seats is elected by the voters of every three wards. But any woman voter of the Union can elect a member for any of the 9 wards besides the reserved 3 seats. The Chairman is elected by direct vote of the voters of his or her Union. The term of a Union Parishad is 5 years from its first meeting. But, it will continue to work until the next Union Parishad holds its first meeting even if it exceeds the 5 year limit. The functions of the Union Parishad are of 5 types. These are a) Civic functions, b) Police and Security, c) Revenue and Administration, d) Development and Poverty Alleviation, e) Judicial functions. The income sources of the UP are very limited and the duties and functions are enormous. Since inception, the local government institutions were given the responsibilities for maintenance of law and order, infrastructure development and their maintenance, health, education, etc within catchment area. It has sources of own revenue income for their activities, but it mainly relies on various grants from the government. The capacity of revenue earning is less, so Union Parishad cannot take development programmes and projects by their own.

1.5.6 Responsibilities of UPs

The Union Parishad performs several activities- some of them are essential and some are ancillary in nature. According to the Local Government (Union Parishad) (Amendment) Ordinance, 1984 (XLIV of 1984), "Civic functions of Union Parishads—Subject to rules, and such directions as the Government may from time to time give and within the limits of the funds at its disposal, a Union Parishad may undertake all or any of the functions enumerated in Part I of the First Schedule, and such other functions—(a) as are declared by the Government to be appropriate matters for administration by Union Parishad generally or by any particular Union Parishad; or (b) as are assigned by the *Upazila Parishad*, or the *Thana Parishad* as the case may be, to Union Parishads generally or to any particular Union Parishad in the *Upazila* or *Thana* ; or (c) as are entrusted to Union Parishads under any other law for the time being in force. The following essential functions are the responsibility of Union Parishad:

- (a) Maintenance of law and order and assistance to administration in the maintenance of law and order;
- (b) Adoption of measures for preventing crime, disorder and smuggling;
- (c) adoption and implementation of development schemes in the field of agriculture, forest, fisheries, livestock, education, health, cottage industries, communication, irrigation and flood protection with a view to increasing economic and social upliftment of people;
- (d) Promotion of family planning;
- (e) The *Upazila Parishad* or *Thana Parishad* may assign implementation of such development schemes as to Union Parishads as the case may be;
- (f) Development of local resources and their use;
- (g) Protection and maintenance of public property, such as, roads, bridges, canals, embankments, telephone and electricity lines;
- (h) Review of the development activities of all agencies at the union level and to make recommendations to the *Upazila Parishad* or *Thana Parishad*, as the case may be, in regard to their activities;
- (i) Motivation and persuasion of the people to install sanitary latrines;
- (j) Registration of births, deaths, blinds, beggars and destitute;
- (k) Conducting of census of all kinds. (Ordinance. No. XLIV of 1984)''

Besides those compulsory responsibilities, UP has 38 more optional responsibilities described in the Schedule of The Local Government (Union Parishads) Ordinance, 1983.

1.5.7 Standing Committee of UPs

For decentralization of work and proper solution of problems, each Union Parishad can constitute standing committees with its members or co-opted members (if any) which will perform its duties according to the specific rules. The Section 38 of The Local Government (Union Parishads) Ordinance, 1983 states that the Union Parishad can form any committee with prior permission of the authority if it deems necessary. The concept of Union Parishad Standing Committee came from the objective of making the UP more active and efficient. According to the Local Government Union Parishads (Amendment) Acts, 1993 and 2001, each UP will constitute 13 standing committees, one for each of these areas: (a) finance and establishment (b) education and mass education (c) health, family planning and epidemic control (d) audit and accounts (e) agriculture and other development works (f) social welfare and community centres (g) cottage industries and cooperatives (h) law and order (i) welfare of women and children, sports and culture (j) fisheries and livestock (k) conservation of the environment and tree plantation (l) union public works (m) rural water supply and sanitation (*Siddiqui, 2005:163*). The Standing Committees are formed in line with the essential functions of Union Parishad as prescribed in Union Parishad Ordinance. Each Committee is responsible to take respective activities, review and supervise the action in participation of community level representative and suggest Union Parishad for decision-making on the issues and concerns. The functions of each Standing Committees are presented in detailed in the following section:

1.5.8 Formation of Standing Committee

According to the rules, the UP forms its Standing Committees for one year for every fiscal year. As per instruction of local government division, at the first meeting of the UP or as soon as possible in the second meeting, these Committees must be formed. A Standing Committee elects one of its members as its Chairman, and another member as its Vice-Chairman. One-fourth of the total number of Vice-Chairmen of the standing committees will, subject to the availability of candidates, be elected from among the women members elected from & the reserved seats. Furthermore, a UP may co-opt a person of either sex who is not a member of the Parishad but who may, in the opinion of the Parishad, possess special qualifications for serving on any of the Standing Committees; however, such a member does not enjoy any voting rights in Standing Committee meetings, but is deemed to be a member thereof for all other purposes. The objective for the provision of co-opt within the structure of standing committees are to take opinions of community representatives in decision-making process as well as for ensuring accountability of LGI representatives to the people.

Though there are provisions of 13 Standing Committees but the UP may, with the previous approval of the Deputy Commissioner (DC), constitute additional standing committees for such purposes as may be prescribed by regulations. The purpose of the UP Standing Committee is to assist with the activities of the UP. It is not possible for some matters to be resolved in the UP office without proper verification. In those cases, the UP Standing Committees conduct on the spot inspection, take people's opinion, analyze that information gathered and submit them to the UP. When such a matter is put before the UP with the analysis and suggestions from the Standing Committee, then it becomes easier to implement. The UP decides the working area of a Standing Committee. Any decision made by the Standing Committee has to be approved by the UP. Functions of different Standing Committees are described below: **1) Finance and Establishment Committee** a) To take initiative to increase the income of the Union Parishad b) To ensure the regular attendance of the UP Secretary and the *Chowkidars/Dafadars* c) To supervise the activities of UP employees and inform the UP Chairman for taking adequate steps about any activity against discipline and suggest measures against such activities by the UP employees **2) Education and Mass Education** a) To take necessary steps to ensure the attendance of the students in all the education institutes in the Union b) To try to solve any problem occurred in the education programme c) To take necessary steps to ensure the attendance of the teachers in all the education institutes in the Union d) To supervise regularly the proper functioning of all the education institutes in the Union and take necessary steps in case of any irregularity e) To take necessary steps to ensure education for those elderly people who could not take education at early age, so that they can read, write and calculate **3) Health, Family Planning and Epidemic Control Committee** a) To take necessary steps to ensure proper healthcare of the local people b) The committee will keep itself informed of the activities of the health and family planning workers in the local area so that they carry out their duty properly. If any irregularity is found, it will first advise them to solve the issue and then if necessary request the concerned senior officer to take measures against the responsible persons c) To aware the local people about the family planning matters and give publicity to birth control in the local area **4) Audit and Accounts Committee** a) Scrutinize the UP accounts and submit the report to the regular UP meeting 3 times a year b) To conduct inspection of all UP accounts including the cash book of the secretary at different times c) Inspection of accounts and works of all budget/skim d) Inspection of register books of tax collection, assessment, daily collection, income account at different times e) Instruct the secretary to resolve any irregularity, if found. If the irregularity persists, disclose the matter to the UP meeting for due action against responsible

persons. **5) Agriculture and Other Development Works** a) Take necessary steps towards agricultural development of the UP area b) Motivate the people to use high quality seeds c) Arrange meetings to disseminate information on diseases and nursing of crops and ensure the presence of an officer of the agricultural department in those meetings d) Coordinate between the agriculture department and the local people to make sure that the people get proper service from the employees and officers of the agricultural department **6) Social Welfare and Community Centers Committee** a) Give publicity to the programs of the social welfare department b) Arrange trainings through the social welfare department c) Maintenance of community centers, if any in the UP area **7) Cottage Industries and Cooperatives Committee** a) Motivate the local people to be engaged in cottage industry and arrange necessary training b) Motivate local people to development activities through cooperatives **8) Committee for Welfare of Women and Children, Sports and Culture** a) To identify the problems of the women and children of the UP area and take necessary steps to solve them or raise this matter in the UP meeting for taking necessary steps b) Inform the local people about the harmful effects of dowry, divorce, etc c) Creating public opinion to resist torture against women and children d) Take necessary steps if any incident of torture against women and children occurs e) To take necessary steps to inform the local people about provisions of punishment for the crime of torture against women and child **9) Fisheries and Livestock Committee** a) Motivate the people for fish farming b) Arrange training by officials of the concerned department for the fish farmers c) Arrange training on livestock rearing for the local people by the officials of the livestock department d) Inform local people on modern system of fish and livestock farming **10) Committee for Conservation of the Environment and Tree Plantation** a) Publicity for plantation of more trees b) Undertake tree plantation programme on the roadside in the UP area c) Assist any organization interested in tree plantation d) Take necessary steps to nurture the planted trees e) Take necessary steps to make the local people aware about the importance of conservation of the environment and what they should do to avoid damaging the environment **11) Union Public Works Committee** a) Supervise the progress of public works undertaken by the UP and to ensure that the work is properly done b) To monitor all works in the UP area undertaken by any department to ensure that the work is done properly **12) Rural Water Supply and Sanitation Committee** a) Take necessary steps to ensure pure drinking water for the UP residents b) Take necessary steps to ensure healthy sanitation system for the UP residents **13) Law and Order Committee** a) Take necessary steps to ensure security in the UP area b) To supervise the work of the *dafadar and chowkidar* c) To inform the Chairman about any threat to the security of the UP residents (Adopted: *Neeti Gobeshona Kendro*, 2006: 48-55).

The Local Government Division of the Ministry of LGRD&C in 1989 issued a circular for the formation of a committee in each UP of the country to resist oppression of women. The functions of this committee are as follows: 1) to entertain complaints regarding oppression of women and take necessary measures on a priority basis to combat such oppression. Where the committee is unable to solve the problem, the matter is referred in writing to the *Upazila Women's Affairs Officer* 2) to take all necessary steps to combat the oppression of women 3) to publicize the rules, regulations and institutional arrangement regarding this matter on the UP bulletin board, so that the oppressed women can easily know where and whom to knock for help 4) to hold meetings at least once a month and submit a report to the *Upazila Women's Affairs Officer* every month on its activities. However, this special committee is formed as per the government instructions for the welfare of the community people.

1.5.9 Challenges of Standing Committees:

As per law, though there are provisions of formation and keeping functional of the Standing Committees of Union Parishad, there are several challenges they face in keeping functional of these committees. It is suppose to held a monthly meeting of Standing Committees but meetings are not arranged regularly. Most of the local government representatives have no clear concept about the functions of the UP, which is one of the drawbacks of local government institutions. As the meetings of Standing Committee are not held regularly and have lack of concept about functions of this institution, so weakness in coordination and inter-relations among the different Standing Committees prevails. As members remain busy with their personal work, therefore, they are unable to spend enough time to the Union Parishad activities. There is no budgetary provision for arranging meetings that is also a hindrance of this function. As a result, in the most cases, the Standing Committees are formed officially but are not active. The ultimate aim of the formation of Standing Committees was to establish UP as functional institution through participation of people and to ensure transparency and accountability of LGI to the community people but the objective yet could not be met in many respects.

Chapter-II: Governance: A Surrogate Outcome of Capacity Building Actions

Governance is a broad term. It bears different meanings to different institutional settings and management structures. The terms 'governance' and 'good governance' are being increasingly used in development literature but these are much talked about issues in developing countries like Bangladesh. Development partners and international financial institutions are increasingly basing their aid and loans on the condition that reforms and ensuring 'good governance' are undertaken and/or ensured. As simply as possible, what "governance" and "good governance" - mean are explained to fit the issues into the local government institution within analysis framework of the governance.

2.1 Governance

The concept of 'governance' is as old as human civilization in present day Bangladesh context. The social structure and community management system of Indian subcontinent including Bangladesh transitioned from self-sufficient village community to present local government system. However, historical transitions and issues are embedded within the concept of governance. Simply 'governance' means the process of decision-making and the process by which decisions are implemented or not. The terminology 'governance' is used in several contexts like corporate governance, international governance, national governance and local governance and even community level governance. It generally indicates the nature and process of decision made and implemented. Since governance is the process of decision-making and the process by which decisions are implemented, so the analysis of governance focused to the formal and informal actors involved in decision-making and implementing decisions made. Alongside, the formal and informal structures have been set in place to arrive at and implement the decisions. The ancient and medieval history show both top-down and bottom-up approach of decision-making over the period of time. Instead of top-down approach, currently different actors performed various actions to ensure good governance and pursued bottom-up approach in decision-making. To step towards good governance, several programmes and projects are given to Union Parishad to implement under its leadership to ensure bottom-up decision-making, development programme planning and implementation. It is expected that throughout the implementation process of such programme and projects, local government institutions would be able to establish good governance within its institutional framework. NGO Forum, as an apex networking body has also been implementing programmes through its partner organizations under the leadership of local government like Union Parishad.

Government is one of the actors in governance. Other actors involved in governance vary depending on the level of government. In rural areas, for example, other actors may include influential property owners, associations of farmers, cooperatives, NGOs, research institutes, religious leaders, finance institutions, political parties, etc. The situation in urban areas is much

more complex. At the national level, in addition to the above actors, media, lobbyists, international donors, multi-national corporations, etc are playing a role in decision-making or in influencing the decision-making process.

The formal government structure is one means by which decisions are arrived at and implemented. At the national level, informal decision-making structures may exist that may influence decision-making process and decisions. In some rural areas locally powerful families may make or influence decision-making to take advantage from those decisions. Such, informal decision-making is often the result of corrupt practices or leads to corrupt practices in the society and even in the institutional framework. The local government institutions were used for informal decision-making practices due to lack of adequate capacity and practices. Informal to formalization of the process, approach and actions are required which needs capacity of respective institutions. This necessity leads NGOs to work with local government capacity building programme implementation with long-term vision to establish corruption-free and people-oriented institutions.

2.2 Good Governance

Generally, good governance has eight major characteristics like participatory, consensus-oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and following the rule of law. When the decision-making process and implementation of decisions go through these processes then it ensures the good governance of respective levels. It also assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society. Traditionally, the local government institutions of Bangladesh used by the acting government bodies for vested interests and changes of government policies and decisions affect the local government functions. The political domination compels LGIs to be less responsive and less accountable to the people. The good governance has certain criteria by which the status of good governance is measured. Those criteria are presented in the following sections.

2.2.1 Consensus-oriented

The consensus-oriented decision-making process is must for good governance while it lacked in local government institutions of Bangladesh due to irresponsiveness to people. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. The vision and commitment of institutions are also required for effective and efficient actions. The good governance also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community. When the decisions are top-down and people & key stakeholders are ignored then it is hard to accommodate social and cultural context and diversities within the decision-making process. Inclusive approach, strategies and orientation on decision-making process might help in making consensus-oriented decision as well as ensure the good

governance at different levels. The non-government organizations including NGO Forum have been implementing programmes in collaboration, cooperation and leadership of LGIs to ensure strengthening capacities of them and pushing forward good governance at the local government institutions. The participatory approach of programme planning, implementation, and relation activities performed with the stated aims of the programme intervention of NGO Forum.

2.2.2 Participation

Participation means taking active role throughout the process of any action. From the governance perspective, participation by both men and women is a key corner-stone of good governance. However, the level and process of participation are the key determinant factors to ensure rights of people and good governance as well. Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision-making. The representative participation creates scope to dilute essence and nuance of participation. Participation needs to be informed and organized that includes all stakes of society. Until and unless participation is made inclusive, informed and organized, the aims of participation would remained aside and ensuring good governance would be beyond the reach. This means freedom of association and expression on the one hand and an organized civil society on the other hand which could merely benefit the people. The participatory process at all stages is trying to be ensured by the several actions of various project and programmes implemented by different non-government organizations with the belief that participation can ensure good governance at local government institutional framework to a great extent.

2.2.3 Following the rules and laws

Existing rules and laws in terms of development actions in LGIs that are rarely practiced is the hindrance of good governance. Good governance requires fair legal frameworks that are enforced impartially. The non-government organizations helped formulating rules for LGIs in respective areas of actions and oriented LGI representatives on implementation process of actions. The formulated rules and laws require full protection of human rights, particularly those of minorities, disadvantaged and excluded groups. Creation of awareness on rights of excluded groups through participatory process and taking their issues and concerns into activity fold are equally important as enactment of laws. However, like many other NGOs, NGO Forum is committed to address these issues through its activities at all sphere of actions. NGO Forum is virtually pushing towards good governance of local government institutions.

2.2.4 Effectiveness and Efficiency

Efficiency and effectiveness of actions produced by any actions are determinant factors of governance. The actions may efficiently implemented with less inputs but until and unless it produce results contributing to change the life and livelihood that remain ineffective. Theoretically, good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. Therefore, effective

contribution to change and optimum utilization of resources at their disposal are prime consideration of effectiveness of results, which leads to good governance. The concept of efficiency in the context of good governance is also covers the sustainable use of natural resources and the protection of the environment. It is common phenomenon that an action is performed with minimum input but in most cases rarely contributes to change life and livelihood of community people. To maximize effectiveness of actions, necessary support in line with development of skill, improved efficiency, and sustainability of actions and achievements are required. NGO Forum's services and supports are there on way to contribute in ensuring good governance at the local government institution level.

2.2.5 Equity and Inclusiveness

Equitability and inclusiveness are also part of good governance. 'A society's well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of the society. This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well being'. Equity and inclusiveness in approach and actions of NGO Forum, especially in water and sanitation sector is praiseworthy. Responding to the declaration of the United Nations, and following the enactment of that by the Government of Bangladesh, NGO Forum has been providing water and sanitation supports and services to the poor and disadvantaged sections of the society. In providing such supports and services, it follows participatory approach that ensures participation of all sections of society. As there is a huge gap in social and economic condition of people, the supported programmes contribute to reduce the gaps between the rich and poor, especially in case of access to water and sanitation facilities. The programme includes all section of people focusing equitable distribution of its services. In terms of providing hardware support to community people, the government strategy on cost-sharing provision is followed in line with equity and inclusiveness principles.

2.2.6 Responsiveness

Responsiveness means responding to the needs on a reasonable timeframe to appropriate group. Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe. Normally, in case of government-initiated development actions, it takes time due to lengthy procedure that sometime can not meet the needs on time. The situation in local government is not very different from this. However, capacity and skill determine the status of responsiveness. With aim to make local government responsive, initiatives are taken to strengthening capacity and increasing skill of concerned personnel to gear up their actions so that they can be more responsive to the community. The higher community responsiveness means higher degree of good governance. Actions performed by NGO Forum in partnership with the UPs have been contributing in increasing responsiveness contributing to good governance of the local government institutions.

2.2.7 Transparency

Transparency is a prime characteristic of good governance. Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also

means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media. However, when participatory process is followed in decision-making that automatically ensures transparency of any decisions followed by actions. Elected representatives run the local government institutions in Bangladesh. They become elected by doing some commitment to the citizen, which they need to fulfill within the tenure. Until and unless they are transparent in decision-making and implementation of programme to fulfill community needs, people may turn off in following days. When transparency is lacked in decisions-making then issue of good governance become undermined creating scope of corruption and exclusion of disadvantaged.

2.2.8 Accountability

Accountability is a key requirement of good governance. Not only government institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to whom varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general, an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law. Since the local government representatives elected by the citizen of the respective areas so, they should be liable and accountable to the citizen. There are many ways of making representative accountable to the citizen. In ensuring accountability, joint actions and decision-making are important. NGO Forum has been supporting LGIs for capacity building in two ways such as individual and institutional through its actions. During joint actions, people get the opportunity to raise voice and their concerns that are counted by the LGI representatives. Similarly, when people are made part of actions then LGI representatives become accountable to them. As a result, the process and approach of NGO Forum's actions have a role in making accountable of LGIs to people.

3.2.9 Good Governance of LGIs

The capacity building actions paves the way of effective, efficient and functional system of governance through utilization of transformed knowledge, ensured participation, and make institutions' representatives responsive to community people that ultimately germinate nuance of governance. Unless knowledge and capacity is increased, leading to ensure good governance seems hard task for any institution. The capacity development and institutional governance are reciprocal by nature because when institutional capacity is developed, local government representatives can follow those rules and regulations. As a result, they become responsive to the community people and also become accountable to the people. Good governance moves forward with actors and institutional capacity strengthening actions and viz a viz. It should be clear that good governance is an ideal situation, which is difficult to achieve in its totality. However, to ensure sustainable human development, actions must be taken to work towards this ideal with the aim of making it a reality. Moreover, supports and services to LGIs of Bangladesh by both government and non-government institutions are pushing up to reach the goal to set standard of good governance within the institutional framework.

CHAPTER-III: LGI - NGO FORUM PARTNERSHIP

Preview of Partnership

The local government institutions, especially the present Union Parishad of Bangladesh follows the legacy of British and Pakistan rules. This institution is as old as history and an agent for local level development. But the testimony reveals that it has been kept as dysfunctional institutions by the government. It remained less developed and pro-people institutions instead of being used as formal structure for vibrant development institution. With the changes of world economic order and geopolitics, development approaches changed over the period of history. As consequence of such changes, non-government organizations have been emerged to support government policy and functions with external funding and policy change took place for creating scope of working with the local government institutions. The government and NGO collaboration, partnership approach and strategy are the outcome of changes of policies. The NGO Forum as specialized organization in water and sanitation sector has been supporting the government and local government bodies, especially in promotion of water and sanitation sector maintaining good governance since its inception. At inception level, NGO Forum's efforts focused to community level and gradually it has transformed and concentrated to local government institutions. The present partnership between NGO Forum and UP is the outcome of changed approach and strategies of development and government policies.

NGO Forum, as a networking body in the WatSan sector started its development journey in 1982 with the aim to ensure safe water and sanitation for rural communities. As per the constitutions of the People's Republic of Bangladesh as well as several ordinances issued by the respective government, it is the responsibility of respective government department including local government institutions to serve citizen of the country. The Acts, ordinances and government policies & strategies set responsibilities to LGIs to provide services towards community people's health and hygiene issues. However, local government institutions faced challenges owing to inappropriate policies and inadequate budget allocation. As a result, NGOs came forward to support government as per their policies, principles and jurisdictions. It is evident that LGIs, especially Union Parishad lacks capacity and skills in performing health and hygiene related activities and inadequate manpower within the structure of Union Parishad for implementation of actions. Only UP Secretary is the full time staff while works of almost all ministries delegated to this institution. Taking into consideration of this challenge, NGO Forum started implementation of its programme in partnership with local government institution. NGO Forum's partnership with local government institutions fluctuated with the change of its approach and strategies. The organization has passed three phases of its implementation approach and strategies. The approach, strategies and relationship with LGIs illustrated in the following section:

3.1 Strategic Approach of NGO Forum and Partnership

The strategic approach of NGO Forum changed over the period. The change of strategies and development paradigm, goal setting by international donor agencies, the United Nations and Government of Bangladesh, to comply with strategic plan of the organization, the change were inevitable. Initially it started programme implementation in Model Village Approach and then switched to the Community-managed WatSan Programme Approach. In Model Village Approach, beneficiaries, actors and stakeholders were confined within the given boundary of village and nearby areas. The Community-managed Approach covered wider scale and multilevel stakeholders were involved in implementation, follow-up, and monitoring of activities. In this approach, DHPE and Union Parishad at upazila level had a prominent role in actions. Currently NGO Forum has been emphasizing on capacity-building of LGIs, NGOs and Civil Society while implementing the programme following Community-led Approach. The approach with characteristics has been detailed out in the following sections:

3.1.1 Model Village Approach and LGIs:

The early phase of NGO Forum was Model Village Approach of programme implementation. During that time, most disadvantaged villages were selected and water and sanitation programmes were implemented through its partner NGOs. In this approach, local government representatives of respective wards participated in actions performed under the programme. The institutional relationship between NGO Forum and local government were mostly informal and adhoc in nature. The hardware and software support and services performed by partner organizations with support from NGO Forum and with assistance from local government representatives' involvement were rather individual than institutional. At this stage, 100% sanitation coverage village was the approach in operation of actions. The partner organizations of NGO Forum were responsible to select the village based on set indicators like less sanitation coverage, higher percentage of poor people, inaccessibility to water and sanitation facilities. After the selection of village, villagers' gatherings would organize to discuss the issues related to water and sanitation and a Village Development Committee would formed by the villagers. The staff of respective partner organization was responsible to facilitate the process. Accordingly, female members, children group, adolescent group and other stakeholders were identified from the village. The UP members of respective wards were also included in the Village Development Committee. The community mobilizations, orientation sessions of VDC, training of community representatives performed to facilitate 100% sanitation coverage of the village. Within this approach, the participation of local government as institution was limited while participating only in meetings and assisting NGO staff to perform actions. There was no structural framework among NGO Forum, Partner NGO and local government institutions for implementing the programme in a partnership manner.

3.1.2 Community-Managed WatSan Approach and LGIs

NGO Forum initiated the Community-managed WatSan Programme switching from its Model Village Approach. The main feature of implementation approach, strategy and actions of Community-managed Approach was establishment of community-based management and service delivery groups with appropriate materials to facilitate and promote WatSan activities.

For this purpose, Village Development Committees (VDCs) were formed and capacitated with appropriate BCC material support. The local government institutions also became the integral part of implementation and its role substantially increased in comparison to the Model Village Approach.

The community management system gets established through capacity development of community, facilitators and enhanced capacity of organization as a whole. Accordingly, NGO Forum imparted training, orientation, bi-monthly group meeting and stakeholder capacity development actions with IEC & BCC material supports on a regular basis. Necessary supports were provided to the Ward WatSan Committees for making them capable and keeping functional. This Committee is responsible to oversee the water and sanitation activities of respective ward. The community level decision-making is one of the criteria of community management approach. To enhance such decision-making capacity, NGO Forum conducted several training courses for the people and other actors through its partners. The training courses aimed to build coordination of activity implementation, community mobilization and capacity building. The training enabled VDCs to take proper decisions on overall development of respective ward like needs assessment, site selection for technology, operation and maintenance of WatSan technology, etc.

NGO Forum, as an apex networking body in water and sanitation sector of Bangladesh, has been implementing water and sanitation programme for last three decades. In course of time, and context of development approach, it shifts its programme implementation strategy responding to socio-economic, political and government's policy changes, and also strategic shifting of donor communities. As part of its evolutions NGO Forum has been operating its water supply, sanitation, hygiene programmes with the objectives of ensuring safe water supply, hygienic latrine, and hygiene practices for sound health and sustainable hygiene behavioral changes of the rural people following the "Community-managed Approach." The Forum has been facilitating, patronizing and promoting WatSan services and facilities by making those available, accessible, and acceptable to the community people through its partners. To make those services and facilities available, the partner organizations and community people should have sufficient capacity in performing those activities. As a result, alongside the hardware and software supports, it provides management and capacity building support to implementing agencies, capacitates community people through conduction of orientation & training, experience sharing and different promotional activities on water supply and sanitation. Since the Community-managed WatSan Programme focuses on WatSan coverage through community level organization building and keeping it functional in future, so the capacity building has got utmost priority at organization, community and VDC level. NGO Forum has set goal that it would reach safe water and sanitation facilities at the doorsteps of community people. It is committed to reach those facilities without compromising the issues of sustainability of achievements in terms of hardware, software and hygienic behavioral changes irrespective of age structure, gender and social classes. However, sustainability of WatSan programme could not be achieved without ensuring people's participation, increasing demands of facilities, growing interests towards these issues and changes of the states of mind of concerned human being. NGO Forum believes that community participation is important and determinant factor of sustainability of the achievement of WatSan programme and its success. Consequently, it has implemented a comprehensively designed programme on water supply and sanitation that contained integrated support of hardware and software provided at the

community level and also included inter-agency collaboration to make policy influence in relation to the sector.

NGO Forum has implemented Community-managed WatSan Programme in target village approach through its partners. Formation and capacity building of VDC has been the groundwork for handing over the development responsibility to community representatives. The cross sectional people including community allies, religious leaders, and elected representatives of local government has been involved in the process through Village Development Committee. However, the VDC is the focal point of activities of the clusters. It targets and ensures community participation in implementation and operation, involves people in maintenance of facilities for long-term use. It capacitates as well as encouraged people in participating in decision-making process for producing better outcomes through various means like orientation, training, sharing of information with various stakeholders, etc.

NGO Forum facilitates VDC for implementation of programme, which is the process of democratisation of development initiatives at the grassroots. It aimed at handing over the responsibilities to village-based institutions. The village-based institution building process has been, in some respect, a substantial way to ensure community participation in the whole project cycle. NGO Forum facilitated and capacitated partner organisations to form Village Development Committee as grassroots level as institution and provided them with necessary promotional programme support sensitising the community people on WatSan issues as well as the self-development initiatives and process that helps to self-esteem them in creating demand of safe WatSan facilities.

Programme Achievements: NGO Forum has implemented programmes through its nationwide network of partner NGOs, CBOs and PSOs. It has also mobilized stakeholders at different levels to act as catalysts and contributed towards realizing water and sanitation coverage. It has provided support in unserved and underserved rural and urban areas in a decentralized mechanism following the Community-managed WatSan Programme approach. The Community-managed approach has focused on organization building of both NGO Forum and partners along with community capacity building. It has concentrated on building its organizational capabilities through staff development and has made some structural changes. It has enhanced technical, social and managerial competencies of its partner NGOs, CBOs and PSOs. It is with the help of these partners that NGO Forum provides services to people at the grassroots level. Besides, NGO Forum has catalyzed the community to form water-point maintenance groups mainstreaming gender and establishing community ownership over the set-ups.

The overall hygiene behavior of the community people has improved significantly due to community mobilization and intensive hygiene promotion campaigns using various Information, Education and Communications (IEC) materials, Behavioral Change Communications (BCC) materials and using different PRA/PLA tools. An important impact indicator is significant reduction in disease incidence, which is related to personal hygiene practices. NGO Forum's capacity building initiatives have contributed to developing a large number of individuals having technical know-how on new and alternative water supply technologies at the village level. These people are now using their expertise in installing and constructing various water supply facilities. The capacity building initiatives have also

contributed towards developing significant number of skilled trainers who are working at the regional level as the core trainers.

NGO Forum has been playing a proactive role in formulating different sector-related policies and strategies. Some policy issues have been analyzed and shared with the stakeholders while numerous stakeholders have been sensitized on the importance and necessity of creating a favourable environment for sector promotion. However, it is evident that all these achievements are in the areas of organizational development, strengthening of staff capacity, capacity building of community people through utilization of their potentials.

Learning from the approach: One of the critical learning has been that Community-led Total Sanitation is possible through the involvement of a few community activists who are willing to give time and efforts to mobilize and motivate the community and undertake required promotional activities. This small group of pro-active people could be very effective if organized into a committee i.e., Village Development Committee (VDC), and supported by an NGO. The community-managed approach has been found to be successful in ensuring a rapid and sustained WatSan coverage in intervention areas. Apart from NGOs, PSOs and other stakeholders, if ignited, can play an effective role in motivating the community and promoting faster community-propelled WatSan coverage. PSOs particularly can play a critical role in terms of making the hardware and related services available at the doorsteps of households when demands are generated through awareness building and motivational campaign. Mechanisms ensuring people's participation in planning and management of WatSan programs and facilities can have positive impact on programme sustainability.

NGO Forum has been providing some alternative water technologies like Pond Sand Filter, Rain-water Harvesting System, Arsenic-iron Removal plant, Ring-well & Dug-well, Pipeline water supply to address context-specific problems of salinity, iron, arsenic, lowering of the water-table, problems of hilly and rocky areas, etc. These technologies are simple in operation and can be maintained easily by the community. Community people have accepted these technologies and have even developed low-cost but efficient options.

Hardcore poor people require subsidy; instead of giving the WatSan supports free of cost mechanisms of extending credit support through partner NGOs on easy terms and conditions, and/or catalyzing the richer section of the community to extend support, was found to be workable and acceptable. Usually the rural middle class families actively participate in the WatSan programme, but much less participation or even indifference is observed among the hardcore poor and rich people. Obvious reason for the first group is poverty and lack of awareness and for the second group is negligence and carelessness. Awareness building and continued motivational campaigns can contribute to breaking this barrier and ensuring total community participation. Provision of hardware facilities alone is not sufficient to make much impact on disease incidence. Attitudinal change and behavioural development is required for sustained impact. Being the local elected body, the UP can play the lead role in ensuring 100% WatSan coverage and proper hygiene behavior, if assisted by NGOs, CBOs and private sector operators. To promote appropriate WatSan knowledge, attitudes and practices, IEC and BCC materials proved to be very effective. Support of stakeholders is critical; if sensitized, they can also make positive contribution.

3.2 Community-led Total WatSan Approach and LGIs

Community is at the apex position of the intervention target and the prime actors in the movement of community-led approach. The leadership comes out of communities themselves and such leadership should be decentralized in various tiers stretched up to the grassroots level and leadership should follow good governance mechanism. In ensuring community-led approach, the democratic process should be maintained in decision-making, programme designing and implementation and feedback, debriefing, follow-up and monitoring must be practiced to receive regular update of the progress and sustainability of the sanitation related achievements. Tasks and obligation sharing between the development organization partners and local government units should be kept vibrantly active throughout the process. Local actors should not only be made aware and active for the implementation periods only, rather be facilitated to grasp and realize the hygienic sanitation practice as one of the most essential components of livelihood. The CLTS approach was designed through integration of activities of community people, relevant actors, and local government. However, local government role is defined as coordination, cooperation and supervision of actions within its institutional framework. After completion of community-managed approach of implementation, the community-led approach introduced in line with institutional and human capacity of this institution. In line with that, NGO Forum has been facilitating implementation of NGO and Civil Society Networking Project with aim to make a shift in its strategy in the new phase. It was expected that it would enhance the capacity of local government institutions *especially* Union Parishad to take lead role in promoting Community-led Total Sanitation (CLTS), safe water for all and undertaking intensive campaign for improved hygiene behavior in collaboration with other stakeholders. NGO Forum linked the LGIs with local NGOs to assist them in community mobilization through organizing cultural events, maintaining strong network and facilitating promotional activities. To ensure that the NGOs can extend necessary supports to LGIs effectively, it helped building social, technical and managerial competencies of those NGOs through extensive training. To respond to WatSan demands generated through community mobilization and motivational campaigns, NGO Forum assisted private sector operators with capacity building support and start-up funds to produce and supply WatSan hardware at the local level. NGO Forum has also built alliance and network with other stakeholders whose cooperation and support has been bearing ample applied significance on the performance of the Project.

Implementing the Community-led Total WatSan Programme, NGO Forum concentrated on strengthening the capacity of PSOs to meet the emerging demand for WatSan hardware generated through organizing various promotional interventions. It has been catalyzing and developing latrine producers in the Project areas; providing both technical as well as financial support to produce and sell a range of latrine options that are cheap and affordable and also assist them to develop mobile centers in remote areas. In the case of water supply, NGO Forum has been facilitating the LGIs, FNGOs and PSOs in the process of installation of low-cost water supply technologies. In this connection, the demand-based fund support are being channelized from the HYSAWA Fund for installation of the water technologies in the respective unions. Community is being motivated to pay contribution money as per the standard government policies.

3.2.1 Watsan Policy Principles and IGIs

Until 1998, there was no specific water and sanitation policy in Bangladesh. The Community-led Total Sanitation approach is comparatively new in the sanitation front of Bangladesh, the idea to some extent dates back to *National Policy for Safe Water Supply and Sanitation 1998*. This Policy refers to twelve considerations towards nation-wide hygiene promotion. These considerations are: basic needs approach, value of water, participation of the users, role of women, technology options, investment, integrated development, capacity building, private sectors, environmental integrity, emergency response and finally the holistic approach. Among these considerations, a couple of them are directly linked with capacity building of involved actors.

Among those considerations, value of water, participation of users, role of women, integrated development and capacity building of stakeholders are directly linked with local government institutions. The private sector development and making the development in holistic approach is also an important factor in this regard. The integrated development paradigm no more remains as a buzzword in CLTS context, because the process brings the various actors into a close circle. Therefore, the NGOs, civil society, community allies and elites, and the LGIs could join in hand to work together to meet a common purpose. It has increased scope of interaction among different stakeholders as well as could understand LGIs' role in action.

Indeed the notion of capacity building has gained the principal ground and the highest priority in the CLTS process. The dimension of capacity building has also expanded than before. While the catalysts in earlier policies were targeted for capacity building, the CLTS approach, keeping UP on the top, nowadays extends capacity building services up to the single users through decentralization of motivation process up to the lowest ladder of the grassroots. Union Parishad got various capacity building supports and services in divergent forms that have contribution in strengthening both individual and institutional capacity. Finally, the CLTS entails holism in its characteristic features. With participation of people of every walks of life and consideration of comprehensive socio-economic features of the community, sanitation has been turned into a nationwide social movement (LGD 1999:6-8). Now, Union Parishad is in steering position that depicted in actions and achievements.

3.2.2 CLTS Operational Activities

The operationalization of CLTS has procedural actions that count integrity and leadership of Union Parishad. Taking into consideration of LGIs' key roles, actions and process are designed for making UP as an effective, functional and pro-people institution. The activities and procedure are as follows:

As NGO Forum has long experiences of working in this sector, so it uses earlier experiences in identification and selection of operational areas. It also collects updated primary and secondary information to select the unserved and the underserved people and hard-to-reach areas for its operation. Before running full-pledged operation, it assesses, analyzes and verifies the interceptive variable indicators such as poverty, persisting safe water crisis, arsenic contamination, status of groundwater declination, saline intrusion, iron concentration, etc, through facilitation of Union Parishad. The Union Parishad in assistance with partner NGOs

performed these activities and endorses the information. These prior probing help generate its intervention policies in line with the technical and social factors.

NGO Forum selects suitable partner NGOs (PNGOs) from the locality for the effective implementation of the sanitation programme. It follows certain criteria for selecting suitable NGOs, which includes reputation, community base, and willingness to promote CLTS in collaboration with the LGIs. The Union Parishad plays important role in NGO selection process along with NGO Forum. Immediate after the NGO selection, planning meeting is organized by the respective Union Parishad with aim to orient them with guidelines, principles and operational strategies of the sanitation programme. These meeting outcomes also help NGO Forum to determine which trainings and support services would be appropriate for effective and efficient partnering and carrying out of the programmes. To organize these meetings, NGO Forum assisted Union Parishad and PNGOs.

As Community-led Total Sanitation is new approach of development so the capacity development is urgent needs of implementing and facilitating bodies. NGO Forum imparts different type of need-based trainings and orientations to the selected PNGOs so that they can effectively implement sanitation programme, maintain liaison and mediation role between inter-agencies, especially the LGIs, people groups and the implementation workers. The training courses and orientations include both hardware and software related aspects like management, mobilization, monitoring, O &M, etc. These are usually organized at different times on the basis of programme needs. Union Parishad representatives were also trained on smooth operation of development programme implementation.

NGO Forum facilitates the PNGOs, and PNGOs facilitates the LGIs to establish operational linkage with appropriate governmental institutions and organizations and departments, private organizations, private sector operators, micro financing institutions (MFIs) and other development partners as and when required. These linkages, networking and collaboration are directed towards bringing the yet lagged behind people in the success stream and finally securing the sustainability of the successful cases. Union Parishad had limited linkages with the government bodies which extended to multi-sectoral actors that ultimately increase cooperation and coordination among GO, NGO and community level actors.

To ensure organized and effective community participation, the PNGOs form Village Development Committees (VDCs), Ward WatSan Committees and other groups of community allies in collaboration with the LGIs. These committees serve as the focal point of sanitation movement, and perform the role of catalysts from people themselves. The local government representatives are elected by the people of respective areas and representatives should be accountable to the people. The capacity building activities performed on community development planning, site selection for providing supports, especially hardware, ensure participation of people in cost-sharing and make them active in operation and maintenance of provided supports, etc. The activities make people aware and make representative accountable to the people.

Under the leadership of local government representatives of respective areas, each community group develops their action plan on the basis of sanitation needs in their specific areas of

operation. The PNGOs of NGO Forum assist them with technical facilitations about the mechanisms of finding out their needs, and determine the ways of meeting these needs. The groups also change their action plans as and when required. It was traditional idea of general masses that UP representatives are responsible to oversee road construction, issue of slips to sale cattle in the market, distribution of relief and other social safety-net supports. However, now they are involved in community level development planning and implementation of project activities which has contributed to increase their role and responsibility and integrity to their voters than before.

The community level demand creation for water and sanitation materials are role of LGIs. PNGOs with guidance from UP, organize and conduct different type of community mobilization activities such as community meetings, courtyard sessions, popular theatres, children activities, school-sessions, mosque-based discussions, rallies and miking, etc for awareness raising which contribute in creating demand for sanitation facilities among the community people. These activities are designed and developed on the basis of perceptions and relevant capacities of the target people. The role of UP representatives in community mobilization and WatSan demand creation are remarkably increased because of making it embedded throughout the programme activities. As the programme follow the demand responsive approach, only demand creation could not make achievement against target until and unless the hardware supply is ensured. Accordingly, NGO Forum, through the PNGOs facilitates mason training on different types of low-cost, appropriate and affordable hygienic latrine options. Being capacitated from the mason trainings, the masons produce hygienic latrines available in various Village Sanitation Centres (VSCs), and also extend technical input in installing these latrines at community level. Under the CLTS approach, NGO Forum promotes demand-responsive hardware supply in place of previously existed supply-driven revisions. Through PNGOs, thus, NGO forum facilitates the cost-sharing habit of the user at the community level.

Operation and maintenance of water and sanitation technology is a factor of keeping sustainability of coverage. NGO Forum facilitates the PNGOs in organizing and conducting caretaker's training with the objective to impart technical knowledge and skill to the participants, in order to keep the sanitation initiatives operating and in good condition. In association with PNGOs and NGO Forum, Union Parishad performed caretaker training to ensure sustainability of achievements. Based on the needs, the PNGOs organize orientations, trainings and exchange visits to the VDCs, ward committees, groups of community allies, school teachers, community health workers, imams and local elites. These capacity-building programmes help members to enhance their required skills for the effective management of sanitation programmes in the operational unions. As well, community people themselves become an inevitable part of the process.

4.2.3 National WatSan Policy Principles and Subsequent Actions

Till 1998, there was no specific water and sanitation policy in Bangladesh. As a result, government, non-government organizations, CBOs and other actors of this sector had been implementing water and sanitation programme based on their own organizational and /or institutional framework that actually face crisis of integration. However, development and

endorsement of national sanitation policy by respective department of government it took a structure shape and policy implementation through an integrated approach became easier for the respective sectoral actors. Taking into consideration of social, economic and political realities, Community-led Total Sanitation led to declare the following *principles*:

Strengthen Capacity of Actors: Capacity building is the apex objective of the Community-led Total Sanitation process. Capacity building means aiding the implementers to enrich their non-material knowledge-base, management skill, widening convincing efficiency, and enabling them to make the right decision at the right times. Capacity building also refers to accumulation of authority of control over any untoward situation. Sense of timing of the leaders in making decision in a prompt and quicker manner comes along their capacity building. Another attribute of capacity building is leadership development. The skill to assess needs in various changing contexts, and efficiency to influence and sensitize others are other ingredients of capacity building. However, Union Parishad capacity building activities got utmost priority as if it can be able to manage programme by ensuring participation of all stakes throughout the process of project implementation.

Participation of LGIs and stakeholders: In present context, participation means taking initiative, developing actions, endorsing the performed actions, and facilitating the process of decision making in all stage. According to Ali and Hossain (2000:18), "Participation is defined as a socially vibrant grassroots process whereby people identify the process as their own, with occasional help from the facilitators. The process is inherently educative, leading progressively to a higher level of consciousness, which evolves through newer experiences of facing reality. They are then able to participate as active subjects in the development process rather than the passive objects". LGIs as prime actor following the steps of participation throughout the life span of the project.

Sanitation as a Social Movement: Total Sanitation can be achieved only through transformation of the GO-NGO actions into social movement. Social movement refers to addressing sanitation not as an individual venture, rather as a social stake. Social agents and resources should be used in viable manners to reach the objective of hundred percent sanitation accomplishments. It is realized that one's negligence in maintaining hygiene does not affect that person only; rather it has social consequences. One's inability or unwillingness to maintain proper sanitation may result in others' ill-health, disease and breach of social rights of hygiene. Thus, legal issues are also attached to proper sanitation. One's breaking of social sanitation rules, in a way, is breach of others' health right. This motivation should be infused in every member of the society.

Maximization of use of available resources: The human resource is the determining factor of achievement of actions. People's talent, skill, thoughts and ideas and commitment towards engaging themselves to achieve common goods are some of the non-material resources essential for the accomplishment of Total Sanitation. Alongside the material resources, the CLTS process proceeds along the notion of maximum use of these resources for common good.

Integration: Integration of management and behavioural process are important elements of the operationalization of CLTS approach. It integrates management approach of implementing actors with behavioural development approach of community people. Behavioural

development is further integrated from individual level to community level through various actions targeted by its several actions. Therefore, hygiene education is considered to be an intrinsic part of the movement. Education and knowledge sharing integrates childhood stake and livelihood stake to an unbreakable string. Through this approach, check and balance mechanism come into being, school children receive hygiene education from their schools, and make all possible rooms to practice that knowledge at familial and community circles. The support-service providers integrate modes of insistence and facilitation to the administrative actors such as Union Parishad representatives and *upazila* administration. These people integrate the resourcefulness of community allies and influential personalities in the body of management provisions. Thus, integration forms the part and parcel constituent of the sanitation movement. In fact, LGIs are in role of driving position for integration of actions and actors.

Decentralization of ideas and action: One of the greatest advantages of Community-led Development approach is that it paves the way to decentralization of ideas and consequent action. Age, sex, gender, social status and ranking constitute in most part different layers of experiences and world-views inside community. Needs and preferences of community people also have differential ideational basis. This Community-led approach brings together disjointed experiences and thoughts of people of different walks of life. Therefore, the CLTS process stands in opposite to parochialism, top-down policy-prescriptions and centralization effect of bureaucratic development measures.

Empowerment: Empowerment means bestowing power to people. Power does not necessarily denote political power. Like other instances, empowerment in the context of CLTS assigns human capabilities of community people. This is an opposite state of dependence of people to some demeaning conditions. People enjoy the fruit of empowerment in various ways. At the very outset, the process prioritizes building buying capacity or developing paying attitude of people for hardware than their possession as charity. Besides, giving people voice reflects their journey to empowerment. Now that people take part in idea sharing, problem finding, needs assessment and disbursing their opinions in a more democratic fashion, the process of their empowerment is accelerated. Listening to them harnesses their confidence and sense of self-dignity, making their participation worthwhile and meaningful. Recognition of their role, therefore, in a way, serves to their entry into increased empowerment.

Mobilization: The CLTS process propels mass mobilization towards sanitation movement. This is guided by a unique management principle in which democratization, transparency, accountability and good governance are viewed with priority above everything else. With facilitative roles of the NGOs and NGO Forum's partner organizations, popular suspicion and mistrust to the local government administrations and the outsiders are eroding gradually. NGO Forum involves those partner NGOs that originate locally to meet local needs. This is an effective means to bridge the gap between the insiders and outsiders, as well as a foremost condition of mass mobilization for the sanitation movement.

Communication: Communication plays vital role in any participatory social movement. The sanitation movement is also not an exception. Communication is a wider term that denotes regular follow-up, monitoring and establishing feedback loop. While the formal means of communication are composed of meetings, workshops, progress reviewing, briefing and

debriefing of actual achievements to people, indirect means are comprised of publication, demonstration, festivities, miking, postering, dance-drama-music, sports and pastimes and informal gatherings. Hence, communication means conveying message to people in many ways as possible. The idea is to keep people informed.

In a nutshell, the role of LGIs shifted with the change of strategic approach of NGO Forum's programme implementation. In Model Village Approach, the partnership with local government was almost informal in nature which took formal shape in Community-managed Approach. However, in Community-led Approach LGIs have sat in steering seat while NGO Forum in supporting role. Again with the introduction of NGO and Civil Society Networking Project, the capacity building of LGIs got a momentum and acted as key actors.

Chapter-V: Capacity Building of LGIs: Achievements and Challenges

5.1 An Overview of Capacity Building Discourse:

The capacity development of local government is the concern, now the question is what **capacity** means. The UN Development Programme (UNDP) has defined "capacity" as "the ability of individuals, institutions and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner." The term "capacity building" or "capacity development" describe the task of establishing human and institutional capacity. Inadequate capacity is a constant thorn in the side of underdeveloped economies. Aid programmes invariably feature at least one of the dimensions of capacity building. NGO Forum designed and performed activities for capacity development of individual, institutions, organizations and community/society as a whole. To attain the objectives in changing scenarios of development paradigm, it accommodated policies within the approach of implementation and accordingly changed strategies of implementation. In responding to the national and international goal and set strategy, it has to set actions in this regard. Since the local government institutions are considered as key actor of any development, capacity strengthening got utmost priority of government and donors policies.

Along with UN body and government of Bangladesh, the SACOSAN 2011, emphasized 'to establish one national body with responsibility for coordinating sanitation and hygiene, involving all stakeholders including, but not limited to, those responsible for finance, health, public health, environment, water, education, gender and local government at national, sub-national and local levels'². It also emphasized to establish specific public sector budget allocations for sanitation and hygiene programmes. However, managing such programmes there is need of capacity to manage actions and bringing all actors in a single point for achievement. The partnership between NGO Forum and local government institutions is bringing all actors at local level and ensuring their participation in establishing a body at grassroots level for promotion of sanitation. Alongside, the government created provision for spending 25 percent of their Annual Development Programme's budget of Union Parishad for sanitation purpose. The partnership programme is strengthening capacity of effective utilization of the money through its supports and services to LGIs. The SACOSAN declaration also stressed 'to develop harmonized monitoring mechanisms with roles and responsibilities clearly defined, using agreed common indicators which measure and report on processes and outcomes at every level including households and communities, and which allow for disaggregated reporting of outcomes for marginalized and vulnerable groups'³. In doing that capacity building remained the prime thematic objectives of actions.

² Colombo Declaration, South Asian Conference on Sanitation, (4-7 April, 2011).

³ Colombo Declaration, South Asian Conference on Sanitation, (4-7 April, 2011).

To respond to the nationally and internationally set goals, capacity building issue came into forefront of sectoral development programme. The donors extended supports to attain the national goal, strategies and approach in WatSan sector. Danida, a major donor in water and sanitation sector of Bangladesh has been providing supports since long back. The first phase of Danida's Water Supply and Sanitation Programme Support (WSSPS) came to an end on December 31, 2005. Danida intended to continue its support for another five-year phase to promote and implement national policies, which included *National Policy for Safe Water Supply and Sanitation 1998*, *National Water Policy 1999*, *National Policy for Arsenic Mitigation 2004*, *National Water Management Plan 2004*. *The National Strategy for Accelerated Poverty Reduction* also clearly focuses on the link between poverty and water supply and sanitation. The Development Objective of the NGO and Civil Society Networking Project was "to improve quality of life of people by introducing sustained hygiene practices and improved safe water supply and sanitation facilities and services with increased access to those by the poor". The project focused to Union-based approach and projects are supported by the same donor for implementation under the leadership of Union Parishad. It is guided by principles of: (i) human rights and social justice, (ii) poverty focus and empowerment of the disadvantaged poor, (iii) environment (iv) gender, and (v) good governance. The primary target groups are: (i) poor women, men and children, (ii) members of local government institutions, (iii) NGOs/CBOs, (iv) private sector operators, and (v) sector stakeholders and other SPS Components. However, the NGO and Civil Society Networking Project primary focused to: (i) strengthening the capacity of LGIs, PSOs and NGOs, (ii) improvement of safe hygiene practices, (iii) promotion of Community-led Total Sanitation, and (iv) increase coverage of safe water supply services. Within the project activity framework, capacity building of local government institutions is embedded and strategies and approach led to that end. Again LGIs remained on frontline of actors and other actors as catalyst.

The project developed an implementation strategy to attain set goals. The implementation strategies are enhancing capacity of local government institutions (Union Parishad and *Gram Sarkar*) to take a lead role in promoting Community-led Total Sanitation (CLTS), safe water for all and undertaking intensive campaign for improved hygiene behaviour in collaboration with other stakeholders. NGO Forum linked the LGIs with local NGOs to assist them in community mobilization through organizing cultural events, maintaining strong network and facilitating promotional activities. PNGO's necessary support to LGIs were ensured and built social, technical and managerial competencies of NGOs through extensive training of respective actors.

WatSan demands generated through community mobilization and motivational campaigns, and were addressed through various means. NGO Forum concentrated on strengthening capacity of PSOs to meet the emerging demand of WatSan hardware. It catalyzed and developed latrine producers in the project areas; provided both technical as well as financial support to producer and sold a range of latrine options that were cheap and affordable. It also assisted them to develop mobile centers in remote areas for make those material reachable. In the case of water supply, NGO Forum facilitated the LGIs, FNGOs and PSOs in the process of installation of low-cost water supply technologies. In this connection, the demand-based fund support channelized from the common HYSAWA Fund for installation of the water technologies in the respective unions. Community people were motivated to pay contribution money as per the standard government policies set in national water and sanitation policy. However, community level organizational development, ensuring participation of local

government representatives in implementation of activities and integrated actions with LGIs and NGOs were also core actions. Such integration process strengthened the capacity of both parties because LGIs representatives have become accountable to the people through these activities. Activities were performed under the leadership of LGIs and participation of people is made mandatory that has contributed in building trust and make LGIs representative acceptable to the community people. The community level institutional development and strengthening their capacity were other efforts to reach the goal. "Exploring potential of Community-based Organization and strengthening Gram *Sarkar* to take the major lead role in planning, implementation and operation of the community water supply system. Development of short-term and long-term community-based investment programme with cost-sharing principle between community and the project is also the central point of intervention. Implementation of sustainable community-based water supply infrastructure and establish institutional arrangement to operate the system. To ensure government policy and strategy for water sector development through capacity building of local Government Institutions (*Gram Sarkar*, Union Parishad) and other stakeholders and establish linkage with national sector agencies (DPHE & DGHS) for overall coordination and surveillance"⁴. However, institutional capacity development for policy implementation by Union Parishad required meaningful and effective actions. The capacity building of local government institutions are looked into institutional, financial, management and networking perspectives. However, the support and services of NGO Forum and its partners substantially contributed to enhance capacity beyond the local government institutions like partner organizations, its staffs and community people as well.

Despite limitation in terms of resources, capacity and skill, local government institutions are moving ahead through various supports and services of sectoral actors. The resources accumulation capacity has increased to some extent, institutional capacity and rules has been developed and are in place, human resource skill substantially increased in recent time. However, capacity of local government institution is not institutional in nature but relevant actor's capacity also needs to take into account in articulating real improvement in this regard. As a result, alongside the institutional, the capacities of actors that ultimately influence the performance of LGIs have also been considered as capacity of these institutions. Though these actors are beyond the local government boundary but it has complementary role in enhancing performance of LGIs. As a result, these issues and actors are also taken into consideration in articulation of investigated findings.

The Local Government Institutions' (LGIs) capacity building project is one of three capacity building components under the Water Supply and Sanitation Sector Programme Support (WSSPS) Phase II. The development objective of the LGI Project is to contribute to create more efficient, effective and transparent LGIs with greater devolution of administrative and financial authority to promote hygiene, sanitation and safe water supply. In connection to the WSSPS II, the Project was designed for capacity building of the National Institute for Local Government

⁴ Miah, Fariduddin: **In Quest of Safe Water for Rural Bangladesh**, *Project Director, DPHE - WB Project and Additional Chief Engineer, DPHE*

(NILG) and capacity building of LGIs- the Union Parishad (UPs) and *Pourashavas* which are target for investments through the HYSAWA Fund. The immediate objective of the LGI Project was to strengthen capacity of NILG in order to build capacity of LGIs in providing responsive and effective water supply and sanitation services. However, NILG is specialist institute to build capacity of UP members and chairmen including policy implementation. Alongside, NGO Forum has been providing capacity building support centering water and sanitation issue under the capacity building component fund.

It is felt need in the Government of Bangladesh (GoB) and among the donors to strengthen the institutional capacity of LGIs as a broader strategy for poverty reduction and sustainable development. Capacity building of LGIs has become more crucial because the national policies of *Safe Drinking Water Supply and Sanitation 1998*, *National Water Policy 1999* and GoB's '*Poverty Reduction Strategy Paper (PRSP)* have placed enormous importance on LGIs for poverty reduction and for safe water supply, sanitation and hygiene promotion to the community people - preferably the poor and the poorest. The capacity building of the NILG Project is improving the participatory training skills of the NILG faculty members and has widen their views and knowledge on emerging issues related to LGIs such as good governance, human rights and justice, gender, participatory planning, local resource mobilization and fund raising. The training facilities of NILG are continuously upgraded. The strategy for LGI capacity building is to make the services demand driven, which means that only need-based training and technical assistance are provided to the interested LGIs.

Unit for policy implementation of Local Government Division developed *Pro-Poor Strategy* for sanitation sector in Bangladesh in 2005, which stressed on local capacity building of Union Parishad. "*The National Policy for Water Supply and Sanitation Sector, 1998* provides for decentralization of financial and administrative authority to local government institutions (LGIs) in management of water and sanitation services. Accordingly, the *Pro-Poor Strategy* provides that LGIs- Union Parishads (UPs)/ *Pourashavas* and City Corporations would have the authority and responsibility of targeting and organizing the hardcore poor households. It also provides for giving a 'voice of the poor' in decision-making by LGIs. For this purpose the following strategies are suggested.

Under the leadership of the Union Parishads, the *Gram Sarkars*/Ward WatSan committee will prepare a 'List of Eligible Households' at the ward level, as per the eligibility and exclusion criteria set out in Section 1 of Guideline in collaboration with development workers and civil society members. The *Gram Sarkars* will prepare the list in its meeting in the presence of government officials living in the ward. After preparing the list, the *Gram Sarkars* will present it to the Union Parishads for scrutiny and approval. The Union Parishads must display the list on their notice boards. Objections would be invited to check the correctness of the list. The *Upazila* Parishads will monitor the entire process. If there is any discrepancy identified in the list, the *Upazila* Parishads will intervene and take decision for correction and finalization of 'List of Eligible Households'. It was expected in the Strategy that this process will ensure accountability of LGIs to both end. According to the strategy, the *Gram Sarkars* will perform the job of identifying clusters and assessing whether their Basic Minimum Service Level (BMSL) is met or not.

In performing the listing activities, participation of community people with local government representatives placed into prime core activities. Preparation of list of eligible households is a new phenomenon to Union Parishad, where they required support from NGOs. NGO Forum, with assistance from the PNGOs conducted trainings on participatory planning for the UP Chairman and members to make them oriented with participatory planning process. As per project policy, the community-based monitoring system is established within the activity framework. There must be regular monthly meeting of the ward level WatSan committees and written minutes of meetings must be submitted to the UP Secretary regarding the current water and sanitation situation in general and that of hardcore poor in specific. However, the field information reveal that Raikhali of Akkelpur, Chaluahati of Monirampur, and Baldahara of Singair have documents and meeting minutes of WatSan committees. It indicates policy prescription of keeping relevant documents on community level monitoring system has been kept properly.

The government in collaboration with NGOs developed various policy documents with aim to capacity building. Until the strategic issues and policies are made clear to stakeholders, implementation of Policies remains beyond the reach. "There should be rigorous training programmes for both Union Parishads and ward level Watsan Committees to increase their awareness about the importance of the safe water and sanitation in human development in general and about their duties in respect of this *Pro-poor Strategy*, in specific"⁵. However, in line with the thought NGO Forum and its partners performed training on relevant issues of all stakeholders in this regard.

The policies, structural and functional status of Union Parishad, donor's support, institutional initiatives and performed actions, support from actors and beneficiaries and suggested actions have contribution in strengthening capacity of local government institutions. The status of increased capacity of local government institutions are presented as follows;

5.2 ACHIEVEMENTS ON INSTITUTION, MANAGEMENT AND ADMINISTRATION OF UNION PARISHAD

Several programmes and projects were implemented of diverse nature of activities in strengthening local government institution's capacity. This report was captured in four different levels such as institutional, human resources, organizational and community levels. It is also articulated impact of performed activities on knowledge and skill of LGI representatives and institutional rules and regulation that might help in implementation of project actions with the institutional framework.

⁵ Unit for Policy Implementation and (UPI, LGD), (2005) Pro-Poor strategy for Water and Sanitation Sector in Bangladesh

5.2.1 Achievement on Project Management

The Project Management is the comprehensive activities of human resource, finance, administration and other relevant activities. As the Union Parishad is the leading implementing agencies, the project management, participatory planning, community-led Total Sanitation trainings were imparted to local government institutions' representatives. Those trainings helped them to understand the project implementation process, organizing and management of activities, financial transaction process with standard procedure and overall management of activities. Earlier, the Union Parishads had limited activities that have been extended to wider scale and scope of work. To support local government institutions, LGSP Project has been providing support with some skill development trainings and fund for development programme. Earlier there was a provision of giving block grant which has been replaced by LGSP support. Such programme required project preparation, approval from the respective authorities and implementation by themselves. As a result, UPs have become capable and conversant to relevant actions. One of the important preconditions of LGSP is to prepare open budget for the union which pushed forward UP to develop their skill in this regard. NGO Forum has been providing technical support to focusing water and sanitation which is also contributed to increase the project management capacity of UP.

Mr. Mortaza Twafiqul Islam, Chairman of Raikhali Union Parishad, Akkelpur Union , Joypurhat,

It was Friday, after a couple of days, the UP election will be held. The contestant and their followers are busy with election campaign. Friday is the most important day for campaign because most male members remain at home for prayer at noon. Before and after prayer, contestant greets people and requests them to cast their vote in his favour. A young bearded man was marching towards the Union Parishad complex in a bit quicker speed than the normal. The assessment team already reached at UP and introduced himself as Mortza Twafiqul Islam, chairman of Raikahli Union Parishad of Akkelpur Upazila of Joypurhat district and he apologized for couple of minutes late and greeted the people present at the complex. "To perform any visible work needs commitment and motivation and of course supports of the team members"-he said. Union Parishad is team of community level leaders, who are responsible to perform entrusted responsibilities by respective government department as well as activity, needs to initiate and perform accordingly by its own. After being elected in 2003, I came to visit UP complex just to say hello to others and I had seen some ring slabs and other sanitary latrine materials kept scattered in front of UP complex, garbage were also there. I took charge of Union Parishad as Chairman with two month salary of staff but no work at all. At first, I shared with staff and request them to clean the Union Compound first. Immediately I thought there is a need of joint action that needs consensus of all actors, especially the UP members. In this regard I discussed with new elected members and secretary what to do first.

We sat together in a meeting and identified some tasks and prioritized them as per capacity of implementation by the Union Parishad. We decided to develop an action plan for the comprehensive development activities and we did it immediate after the meeting and moved forward accordingly. First of all, we took plan of action for demarcation of Union Parishad areas, identified sources of income generation and issues of cooperation with development organization. At the same time, I found some sanitation materials remained unutilized and being misused then I took initiative to distribute them to the hardcore poor households and ensure installation with assistance from respective UP members and community people. I took initiative to generate income of UP and started Van/Auto rickshaw registration and earned some money. Gradually, we started demarcation of areas with concrete made indication mark which help outsider/new comer in the union to identify the villages. It is evident at the entry point of all villages.

Within this process of activities Community- led Total Sanitation Programme started in 2006, where I had to take lead role with assistance from partner organization of NGO Forum. Orientation and training programme were organized by NGO Forum where I participated and got a comprehensive knowledge on necessity and essentiality of hygiene practice of community people. After the orientation and training, I felt necessary to form and make functional of Standing Committees but could not get enough success because it needs commitment of respective actors which still remained lacking. As part of the process, WatSan committee formation and facilitation of all wards and union was formed. The WatSan committees at ward level have been playing key role in participatory planning, problem identification, project preparation and supporting Union Parishad to make rights decision.

NGO Forum has been playing key role in facilitation of water and sanitation activities in the union. Its partner organization is helping ward water and sanitation committees and Union Parishad to keep going on activities smoothly. A new water supply project of HYSAWA started two years back in my union, under which numbers of water supply technologies are provided to union. NGO Forum again has become the facilitating agency through its partner organization. The agreement was signed between Union Parishad and HYSAWA and several capacity building activities were performed by NGO Forum as facilitating agency. Among those trainings and orientation, there were orientation for UP chairman, training for Union Parishad members, financial management and accounts management training for secretaries, training for procurement committee members, etc.

Union Parishad had little scope of standard accounting system. The Secretary was trained by the government department on keeping accounts of government allocation but the project trained on standard financial management and accounting system. These trainings helped the Union Parishad to keep standard accounts management for the institution. Earlier the debit and credit was used to be recorded in same book and no provision of cash book and ledger for accounting as separate book. After training of Secretary, the accounting system has developed and the Secretary has become efficient in accounts management system of Union Parishad. The government's audit held once in a year but now the donors perform audit on a quarterly basis which has reduced the hassle for them to tackle audit team.

Now the union has member's information database for social safety net programme. Now it has become easier to identify the eligible household for social safety net. At the initial stage, through participatory needs assessment, we identified and prepared a list of hardcore poor households which is preserved in the database. In case of any support we need not to go for identification again. Among that list we can provide support gradually to hardcore poor households

The union gets LGSP support, so we need to comply with the requirements of that support. Under this programme, UP representatives got orientation for participatory budget preparation and **open budget session /preparation**. The people got to know that the development activities are to be performed in coming years. As a result, in the next year if any work is not performed, then they can ask to LGI representatives the reasons for that. This process ensured participation of community people in decision-making and enhanced transparency and accountability of them to the people.

Mr. Mortaza said, 'now no one need to ask about the budget of Union Parishad and task to be performed because at the beginning of a year the plan of action and subsequent budget is prepared and displayed in front of the Union Parishad complex. In recent years, lots of improvement in terms of capacity of Union Council has improved in financial management system, accounts management, procurement policy and process, knowledge and skill of project preparation and implementation, follow- up and monitoring of activities, etc. But yet long way to go. The budget allocation from the government is very poor and source of income like tendering local market, small water bodies leasing, etc has been reduced but people's demand has increased. Making adjustment of people's demand budget of union is tough task for LGIs'.

The infrastructural development budget needs to be increased. There is an urgent need for monitoring of standing committee functions by local government department. Otherwise it would be difficult to make full functional

standing committees. The training curriculum need to be revised in line with the activities performed by the different actors, otherwise it will not generate fruitful results- he added.

5.2.2 Concept and Knowledge of LGI Representatives

NGO Forum has conducted several training and orientation programme for elected representatives and secretaries of Union Parishad on Community-led Total Sanitation, sustainable hygiene behavior, safe water and sanitation, etc. The LGIs representatives were less aware about sanitation related issues which has substantially improved after such trainings. They are now more conversant to community mobilization, identification of problems, participatory planning and monitoring, concept of community management, sustainability of hygienic behavior. The Community- led Total Sanitation is the new front which was emerged through the *National Policy for Safe Drinking Water and Sanitation Policy*. The Policy suggested Community-managed water and sanitation where LGIs are in steering role. In line with the policy prescription, NGO Forum conducted several training courses for LGIs representatives on Community-managed water and sanitation, safe hygienic behaviour, safe water supply for the Union Parishad members and Chairmen. The investigation findings revealed that LGI representatives have become aware about terms and concepts regarding water and sanitation and its implication in practical life. The response of the majority UP members of Raikhali, Dhamalia, Baladhara, Kachina Union Parishad members were as they did not have clear concept about the necessity of safe hygiene practice and safe water use in all purposes of life but they have become aware of it and practiced in daily life. There are several orientations and training sessions conducted by NGO Forum and its partners which have contributed to increase their knowledge on necessity of safe water use and hygiene practices. It has also been reported that these learnt knowledge is contributing to facilitation and motivational activities. The LGIs representatives are now more conversant to these issues and concern since capacity and skills of UPs have increased substantially.

5.2.3 Community Action Plan and Hygiene Promotion

The community action plan preparation and process documentations are work of initial stage of project implementation of Union Parishad. The LGIs neither now nor earlier used to prepare such plan for programme intervention other than water and sanitation. After initiation of water and sanitation programme, NGO Forum and its partners assist UP to make community action plan with aim to ensure participation of people based on situation analysis information. As people are the part of situation analysis and UP members, especially the Ward and Union WatSan committees perform these activities, so they are becoming accustomed to perform such actions. The scope of interaction between people and LGI representatives has increased substantially as consequences of such activities. LGI representatives including Water and Sanitation Committees at different levels shared issues and concerns related to project activities with the people that help people can raise their voice on mentioned issues which ultimately ensure accountability of LGI representatives to the people. The action plans are used to monitor activities and changed as consequences of programme intervention. However, LGI representatives have become more structured in activity planning and implementation, monitoring of actions and achievements, review of progress and identification of hindrances

that hampered smooth progress. The community action plans become a tool for assessing the progress.

5.2.4 UWPC/WWPC Members/Watsan Committee

The orientation and training of Ward WatSan Committees were imparted to make the committee members' knowledge and skills development on structural and functional discourses of UP. The WWC committees consisted of UP members, community elites, occupational group representatives, enlightened people and marginalized group representatives of respective ward. The committee members were trained and oriented on their rules business, process of rules of business, function to be performed, etc. The Committees are institutionalized at different level through its activities. At the ward level, committees are formed following set specific criteria and performed activities and those are integrated at the union level and committees of union level endorsed the plan and actions are performed accordingly. The union level committees take the final decision for next course of actions after endorsement by Union Parishad. This process has already been institutionalized and functions formalized within the structure of Union Parishad. However, Water and Sanitation Standing committee of Union Parishad are now functioning as consequences for going through the process.

5.2.5 Rules and Regulation

Institutionalization has different meaning in different context. In shaping our understanding of the process and features of institutionalization in the context of local government in Bangladesh, there is a need to understand the origin of this concept. To some extent, the 'father' of the concept is Samuel Huntington who made it central to his *Political Order in Changing Societies*. For Huntington, 'Institutionalization is the process by which organizations and procedures acquire value and stability'⁶. He identifies four dimensions of institutionalization: adaptability, complexity, autonomy and coherence. Adaptability can partly be deduced from longevity, including the ability to survive a first generation of leaders, but also entails functional adaptation, for instance in terms of groups represented or from opposition. The organizational complexity is measured by the number of sub-units. Autonomy refers to the degree of differentiation from 'other social groupings and methods of behaviour'. Coherence has to do with the degree of consensus within the organization on its functional boundaries and on procedures for resolving disputes that arise within these boundaries. Although in theory autonomy and coherence are independent characteristics in practice they tend to be interdependent. Panebianco by 'institutionalization', he understands 'the way the organization "solidifies"', which he later elaborates as the process by which it 'slowly loses its character as a tool : it becomes valuable in and of itself, and its goals become inseparable and indistinguishable from it. In this way, its preservation and survival become a "goal" for a great number of its supporters'⁷. For this to happen, an appropriate internal incentive system needs to

⁶ Samuel Huntington, *Political Order in Changing Societies*, (New Haven : Yale University Press, 1968), chap. 1.

⁷ Angelo Panebianco, *Political Parties : Organization and Power* (Cambridge : Cambridge University Press, 1988), chap.4.

develop which provides both selective incentives for those with an interest in leadership and more collective incentives that foster diffuse loyalty to the party. However, from the conceptual point of view of institutionalization of Union Parishad are found that generation of concept, preparation of rules and regulation and adaptation is in horizontal line. The complexity criteria are subunit which exists within the Union Parishad framework and diverse interest groups are there and somehow with specific purpose of achieving hundred percent water and sanitation coverage they have been able to reduce the differences despite having diverse ideological ground of participants. The invention of project embedded some rules and regulation which is obligatory for them and they are maintaining effectively those rules and regulation and making documentation in an efficient way. The autonomy and coherence are sometime interdependent which is also reflected within the activity framework of this project. The Union Parishad through its subunit Ward WatSan Committees are functioning mentioned actions. Alongside, it documented the process of action those are institutional documents. However, within limited form of actions of NGO Forum and its partners, local government departments of respective ministries and others stakeholders moving forward to the sustainability of actions and paving a way of institutionalization of others areas of actions. As NGO Forum's programme focused on water and sanitation so that bodies and standing committees in studied Unions like Raikahali, Baladhara, Dhamalia, Kachina are in the process of institutionalization.

Mr. Shahjahan Alam, Secretary, Raikahali Union Parishad, Akkelput, Joypurhat.

I joined as a UP Secretary in 25 September 1988 in Raikahali Union and in between I worked five years in Tilokpur Union and again I came back to Raikahali Union three years back. I have been working for 23 years as Secretary and gained diversified experience in my life-said Mr. Shahjahan Alam. Now the scope to learn and perform actions has tremendously increased and volume of work increased manifold for this position. I got training on LGSP project and process from the concerned ministry at the upazila level- Account Procedure training for three times from concern Ministry, Financial Management and Accounting from HYSAWA project. Earlier there was little provision of training and skill development but now due to partnership with different donors and NGOs the scope has been widened. It is very difficult to generate good result with orthodox attitude and perception. To change attitude and perception, there is need of modern knowledge and skills that can be gained through training, sharing, and exchange of views. The partnership with different actors in the form of project activities created the scope of gaining knowledge on modern information and skill development to perform activities with sufficient managerial capacities-he added.

As a Secretary of the Union Parishad, I have observed much improvement in the form of institutional capacity development as well as UP representatives' knowledge and skill development. In this positive change, both government and NGOs have a remarkable contribution. However, in terms of rules and regulation, government is revised and made it development oriented while the NGOs are contributing in changing attitude and perception of LGI representatives and community people practically.

Regarding water and sanitation, of course government change the policy to allocate 25 percent Annual Development Programme for water and sanitation programme that all but no direct initiative has been for practical experiences of making this budget. However, NGOs are implementing water and sanitation programme under the leadership of UP to enabling LGIs to strengthening capacity of secretaries, UP chairman and members, community leaders and other actors in this regard. They are imparting training, facilitating LGIs representatives and participating in field level activities with UP representatives. It has created scope in bringing people and people's representatives in a common platform for community situation analysis, planning of programme activities, follow-up and monitoring and assessment of progress.

"Institutional capacity building is an important area where improvement is remarkable in recent time. There was no committee to oversee the water and sanitation activities but now in each ward and union level WatSan

committees are embedded within the structure. Rules of financial management system, procurement policy, cost recovery policy for water technologies exist which was absent earlier. The elected representatives are trained and much aware about the policy and implementation process and accordingly performing their activities” he added.

The open budget preparation is new phenomena for UPs. The budget is prepared in participation of community people and gives feedback that help UP to take appropriate decisions. The approved budget is submitted to district office and also displayed on important location of Union Parishad. Through these activities people are getting part of UP.

Mr. Shahjahan stated that we have prepared a list of database of hardcore poor households for social safety-net programme delivery. It helped us to select the right persons for this support whenever it gets available. This is one of strengths of this union. Due to dedication and commitment of UP chairman and members it has been possible to prepare this database which has a great use. Strong relationship between government and NGO is a widely discussed issue at present time whereas now any NGO can use this list for their development intervention focusing hardcore poor. It will reduce the cost for survey of NGOs and also help to avoid duplication of government and NGOs supports. It will also be helpful for both parties in taking initiatives.

The issue of standing committees is very crucial. “The standing committee could be effective wheel for coordination of activities of respective issue. But many efforts are need to make full functional of these committees. As per government rules it has been mandatory for formation and monthly meeting of these committees while still it hard to make functional of these committees. To comply with the policy, committees are formed but separate meeting of these committees could be organized because most UP members remained busy with other activities for their livelihood. There is no budgetary provision for arranging meeting and light entertainment of participating members. At the same time, there is no follow-up and monitoring mechanism of activities of standing committees from anywhere. So the standing committees are almost dysfunctional in real sense except the standing committee on Water Supply and Sanitation Committee. As part of project activities, the committee is supported by NGO Forum and its partners so it functions properly. It also organizes workshop and seminar on a regular interval in participation of local government, government officials, community allies and other actors. As a result, water and sanitation related standing committee and relevant structure of UP are more functional then that of other standing committees. If project related to each standing committees are performed with support like NGO Forum, the standing committees will be functional and at the same time the monitoring and follow-up of activities can strengthen activities of Union Parishad as people centered local government institution-Mr. Alam added.

5.2.6 Preparation of Guidelines and Put in Practice

The Union-led Total Sanitation programme took several initiatives for institutionalization of the process and strengthening capacity of local government institutions. As part of it, it has development various manual and guidelines & oriented and trained LGIs representatives that are in place in Union Parishad now. Among those manuals and guidelines, financial manual, Ward WatSan committee formation guideline, situation analysis manual, operation and maintenance of water technology manual, caretaker training guideline, etc are mentionable. The respective stakeholders are oriented and trained on those manuals and guidelines. The trained personnel have been performing actions accordingly and contributing to community development. These manuals and guidelines are kept for non-trained users which will also contribute to the institution as a whole.

5.2.7 Collaboration with LGIs, Stakeholders and UP

Collaboration is working together to achieve a goal, but in its negative sense it means working as a traitor. It is a recursive process where two or more people or organization work together to

realize shared goals. This is more than the intersection of common goals seen in co-operative ventures, but a deep, collective, determination to reach an identical objective. For example, an intriguing endeavor that is creative in nature-by sharing knowledge, learning and building consensus. Most collaboration requires leadership, although the form of leadership can be social within a decentralized and egalitarian group. In particular, teams that work collaboratively can obtain greater resources, recognition and reward when facing competition for finite resources. Structured methods of collaboration encourage introspection of behavior and communication. These methods specifically aim to increase the success of teams as they engage in collaborative problem solving. Nowadays, development is not one-dimensional phenomena and single actors' function, it needs integration of actors and stakeholders to reach set development goal. The coordination and cooperation among actors are essentially to be established in community level actions. NGO Forum and its allies have been rigorously performed actions with the LGIs to attain the goal and built capacity, LGI as institutions and representatives of UP. The governance of LGIs is priority matter, so decision-making and decision implementation by involving all stakes is determinant factors of governance. Collaboration and cooperation among actors push forward to institutionalization of LGIs actions. Accordingly, Union Parishad arranged collaboration meetings with different actors with assistance from NGO Forum and its partner organizations in all programme areas and participants exchanged views and give feedback on stated actions.

5.2.8 Scheme Preparation for New Installation

NGO Forum under its HYSAWA fund has been providing support to UP for water technology installation. To get this support, UPs prepare project and submit it to the HYSAWA through its facilitating organization. Prior to this Project, UPs had LGSP supports but did not know how to prepare scheme for any development programme maintaining donors' standard format. However, NGO Forum conducted training and orientation on project preparation and PNGO regularly supporting UP to increase their efficiency in preparation of scheme. Accordingly, it has been approved by donors and getting support for the development. However, Mr. Dasir Uddin of Ward-4 of Katla Union stated "I have been performing role as UP members for long time but I never prepared such scheme to get funding. After involvement with the project activities, I had to learn the process of scheme preparation with UP secretary. If you ask me what change have occurred after the intervention of this Project, I will say scheme preparation is one of them. The secretaries have become capable enough to lining up the budget and expenditure status."

5.2.9 Follow-up and Monitoring of Project Activities

UPs are procuring materials and service from contractors through tender and doing follow-up and monitoring activities as part of its responsibilities. The UP members are trained on follow-up and monitoring and they ensure quality of materials and give instruction to the contractors to make the work efficient. In case of any discrepancies, UP takes necessary actions against the contractors to make the work efficient and effective.

5.2.10 Participatory Monitoring & Hygiene Behavior:

Traditionally elected representatives of UPs are used to supervise activities rather than monitoring of activities and achievements. Generally LGI representatives perform activities accordingly to PIC guideline of *Upazila* where there is no scope of monitoring of achievements and impacts. However, NGO Forum's support and intervention has enhanced skill and efficiency and now monitoring is also performed by LGI representatives. It is commonly found that UP members spontaneously reported percentage of people use safe water for all household purposes and hygiene practice on a regular basis. The progress also sufficiently reviewed and based on review findings assistance to PNGOs is sought in organizing mobilization campaign which is remarkable initiative of UP. According to Union Parishad functions stated in their manual, ten essential activities are entrusted of which rural water supply and sanitation is one activity. As per guideline, one standing committee is formed for this purpose which was found fully functional while other standing committees needs to be gear up to make it functional. However, the monitoring capacity of LGIs has notably improved as consequences of supports and services provided under NGO Forum's intervention.

5.2.11 Local level Coordination

UP has been arranging project activities with assistance from PNGOs and community people. Among those activities, observance of World Water Day and other National & International Days, rally miking to make people informed about the programme activities and hygiene practice. It also organizes programme as part of sanitation month observation. This kind of activities requires collaboration and coordination among stakeholders which is efficiently being performed by Union Parishad. Mr. Younus Ali, Abdul Jalil of Birosshree Union Parishad of Zokiganj, Sylhet, Abul Kashem, Nasir Uddin, Nurul Islam and Abdul Latif of Kachina Union under Valuka *Upazila* reported that the coordination among stakeholders including *upazila* administration, district administration and *Upazila* Parishad has substantially increased. Now Union Parishad can handle the donors and even higher government officials which was a bit difficult earlier. As part of different day observation, organization of workshop and seminar and other festivals, the LGI representative has become conversant with such activities which did not have earlier. FGD participants have acknowledged that the supports and services including training on different issues created scope of interaction with different actors. In terms of coordination and cooperation, the LGIs gained adequate scope that contributed in increasing performance.

5.4.9 Dealing Donors and other Actors

The local government institutions of Bangladesh, especially Union Parishad had little scope to work for inadequate fund and capacity of Union Parishad. The institutional and functional capacity of local government institutions has substantially intensified as consequences of several capacity strengthening activities by different actors. Now UPs are in a position to prepare their own project, follow the terms and conditions of project prepared by donors and capable to negotiate to protect own rights. Also signed Memorandum of Understanding with donors and accordingly implement the project complying rules. In most cases, Union Parishad Chairmen and Members unanimously expressed their conviction that the capacity of them in

dealing donors and external actors has increased as they got assistance from NGO Forum and other actors' assistance in the form of capacity strengthening activities. As consequence of government and NGO's support increased scope of implementing project under the leadership of Union Parishad that helped to a great extent in dealing with development actions.

5.3. ACHIEVEMENTS ON FINANCIAL MANAGEMENT, PROCUREMENT, ACCOUNTING SYSTEM AND BUDGETING

The institutional capacity building is the prime focus of development programme intervention by NGO Forum and other projects. As part of institutional capacity, the financial management, procurement, and account management are key areas. The financial management and procurement includes budgeting, tendering for service procurement, accounts maintenance, keeping bills and voucher as per guidelines, etc. The financial capacity building issues are presented as follows:

5.3.1 Financial Management

To ensure best utilization of resources of Union Parishad, it has developed a Financial Management System within the institutional framework. Earlier, Union Parishad had one accounts for financial transaction and all the income and expenditure was transected from a single account. For the best utilization and keeping track of finance, now it has separate Bank accounts for each project and has been maintaining a mother account for receiving fund from different donors. In case of some projects the money provided for specific project is directly transferred to the project account while some funding is coming to the mother account and transferred to project account for tracking the fund. The Union Parishad Secretaries are trained on Financial Management System and they have been able to replicate the learnt knowledge into practice. In response to a question about the benefit of NGO Forum's intervention, all Secretaries unanimously reported that their skill on Financial Management System tremendously improved in this regard. Prior to this intervention, Union Parishad had small development budget and they had to wait for block allocation for taking any activities. Now union has separate budget for water and sanitation from donors and funding from LGSP for development activities which need to utilize properly. Accordingly, NGO Forum and NILG provided training on Financial Management and technical know-how of using money. A few Secretaries reported that as earlier some UP chairmen and members tried to misuse of money by inefficient scheme but they could not because there is a guideline for use of the money. The documentation of Financial Management System is prerequisites of any transaction on a daily basis, so scope of misuse has been decreased.

Mr. Abdus Sattar, UP Secretary, Sultan Pur Union Jokiganj, Sylhet.

"I have been working as Secretary in Sultanpur Union Parishad for last three and half years and prior to that I was of six months in Kanigahat UP in same position. I am fortunate because I got the opportunity to participate on financial management, accounts and procurement training organized by NGO Forum in

collaboration with HYSAWA. Prior to that I used to maintain accounts both cash book and ledger in same volume while after training I had to changed it and now maintaining cashbook and ledger in separate volume. Keeping supporting documents e.g., bills and vouchers as per the standard format. It was usual of doing accounts once in a week but now I do it on a daily basis to comply the guideline. The record keeping system of Union Parishad has tremendously improved as consequences of intervention of NGO Forum. Beside the improvement of institutional rules and regulation on finance, accounts and project implementation, my personal skill and capacity has improved dramatically. Now I am managing accounts as per standard format supplied by the Project. I am now more confident that if I leave the job I will at least get a job as accountant in any organization” –said Mr. Sattar.

5.3.2 Procurement

The procurement system has been developed and institutionalized because of proper design, making appropriate guidelines, specification of procurement and process of tender, etc. No tendering provision for procurement was in Union Parishad but it is made embedded rules of the project. The project activities remained limited not within developing roles rather is helped LGIs to form five members procurement committee headed by female members and trained all the members on process and steps to be followed as per project guidelines. Tender committee members of different unions stated that they have learnt how to float tender, scrutiny of tender, match with specification, and finally selection of appropriate and Skill Company to perform the action. The female member of respective Union Parishad is made head of tender committee and secretary of Union Parishad as member secretary of the committee. Interestingly, NGO Forum has been implementing water and sanitation programme with Union Parishad but positive transformation as institution is gradually becoming visible. For any institutional development and utilization of resources there is a need to be capable to procure quality goods and services with minimum price. The procurement committee members are playing active role in ensuring quality of goods and service procured for the community people which benefiting both LGIs as institution and community people as a whole as owner of those resources. Earlier, there was no such capacity of Union Parishad which has been achieved as consequence of NGO Forum’s intervention as well as other supports from government and other actors. The procurement committee not only evaluates the tender documents, they also ensure the quality of provided materials under the agreement through regular supervision. The committee documents the process and steps they followed and preserved it as resource of Union Parishad. In response to the question, ‘how you have done’- the procurement committee members unanimously reported that training programme actually contributed to increase their knowledge.

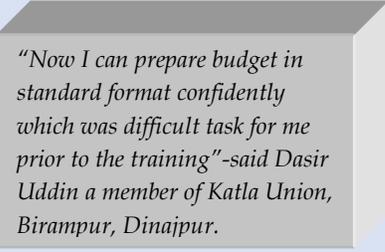
5.3.3 Accounting System

The accounting system of Union Parishad was traditional in nature that got touch of modernization owing to provided training to secretaries. The contribution of government and NGOs are to be acknowledged in this regard because NILG and NGO Forum both offered training on accounts management. NGO Forum has conducted training on standard accounting system that was followed by different private sector organizations, donors and even international bodies. According to UP secretaries, they were used to maintain accounts as income and expenditure in single cash book and some time they did it once in a week.

However, NGO Forum as facilitating organizations of HYSAWA Project, conducted training on account management and made them skill on how to maintain cash book and ledgers, preparation of debit and credit voucher, use of pholio number in ledger to track the income and expenditure, necessity of maintenance of regular accounts, process of keeping supporting documents as per accounting system, etc. It has been reported by some UP secretaries that there was huge scope of use of money for personal purpose but after introduction of new accounting system we had to maintain accounts regularly which reduced the scope of keeping more money in petty cash. Earlier, the account was audited once in a year which now takes in every quarter. It is not only performed the trainings and brought practice of new accounting system but also made the manuals available. This is the really institutional development of local government institutions. The new accounts management system ensured transparency of financial system and easily made them accountable for any misconduct.

5.3.4 Budget Preparation and Implementation

The budget preparation is one of the key performance indicators of institutional capacity status of organization/**institution**. The organizational budget reflects the vision and budget utilization status and indicated implementation process indicates level of efficiency of the organization/institution. The efficiency of the institutions is measured based on ratio of generated outputs and spent budget. The Union Parishad under the programme of NGO Forum has been utilizing budget efficiently and effectively which is reflected from outputs means coverage of people under the project. It has been reported by the members of studied UPs that they had no specific knowledge and skills of preparing annual budget of Union Parishad and its utilization process. The UP member Mr. Dasiruddin of Katla Union stated as “we were completely dependent on the secretary for budget preparation and keeping accounts because we had no knowledge on it”. The responses of Secretaries, Chairmen and members of almost all union were used to prepare budget arbitrarily where there was no realistic estimation or calculation and rationale of income and expenditure of Union Parishad. After several orientation and training almost all Union Parishad prepare budget with rationale estimation and with sources of income and at the same time specific sectors to be spent with priority. The Union Parishads have introduced participatory budget preparation and sharing with the people of all stakes in a public gathering. Mr. Mortuza, Chairman of Raikhali Union reported this is step towards ensuring transparency and accountability of people’s representatives to the voters of respective union. As the budget preparation is part of development action plan so the citizens could know at the beginning of a financial year which activities will be performed in the following year. Due to mobilization, orientation and training, the people have become aware about performed activities and allocated budget which contributed to reduced frequency of questions usually asked on probable development intervention to LGI representatives by the people.



“Now I can prepare budget in standard format confidently which was difficult task for me prior to the training”-said Dasir Uddin a member of Katla Union, Birampur, Dinajpur.

5.3.5 Efficiency of Secretaries on Account and Audit

The Union Parishad Secretary is the only regular staff at the union level and he used to perform all activities. Earlier, audit of yearly income and expenditure of UP was held one in a year and the accounts system was not efficient, so they faced challenge to face audit. The Union Parishads having LGSP support, NCSNP project of NGO Forum and HYSAWA project, they had to face quarterly audit from respective donors. Mr. Shajahan Alam, Secretary of Raikhali union of Akkelpur *Upazila* stated as “Nowadays, facing audit is regular and normal task to him while before five years when I was not trained on accounting system, I became afraid of auditor. Now I am confident enough to face any kinds of investigation and audit. Not only that I enjoy the task because if there is any drawback I can learn from them and can apply in next quarter”.

5.4 CAPACITY NEXUS: Community Actors and LGIs

5.4.1 Capacity of Community People and LGIs:

The local government’s capacity development needs to be looked into integrality and inseparability perspective of LGIs and community nexus by considering the community people as part of LGIs. Strengthening capacity of community people generally complements to the performance of LGI activities which remained unaddressed due to narrow vision and treating LGIs as separate entity. The elected representatives worked for the people on their behalf by taking leadership but when people’s participation are ensured then activities of LGI representative become easier. The strengthened capacity of community actually means enhancing strengthening local government institutions. The skilled community is virtually perpetuates motion of community development actions made by respective actors. When the skill, capacity and ability of community people is increased the community action plan preparation, arranging activities and completion of assigned task become easier with participation of all actors. Taking in mind these issues, the Community-led Total Sanitation and NGO & Civil Society Networking Project of NGO Forum has been addressing both actors with due importance to complement activities to each other. The WWC committees are consist of different section of people of respective communities and orientation and capacity building training of them substantially contributed in establishment of reciprocal relationship among the community actors and LGI representatives. In this approach the community level actors such representatives of occupational group, local elites, members of respective ward of UP, female representatives, female members of respective wards are taking active role in any kinds of decision-making regarding the project intervention. It is ensuring participation of actors as well as local level governance that ultimately pushing LGIs in leading role and making them accountable to the people.

5.4.2 Capacity in Terms of Governance

Governance is the end result of integrated activities of actors on a specific issue. Though the programme supported by NGO Forum is only water and sanitation but contributing institutional

“Based on presumption, people were used to treat LGIs representatives as corrupted and immoral persons but now they have been working with LGI representatives hand in hand that contributed to reduce misconception and mistrust among people and established positive attitude towards LGIs. Now, people rarely make negative comments about UP members as they did earlier”-said Mr. Mortaza, Chairman of Raikhali UP .

development as a whole. It has included religious leaders, Ansar/VDP, school teachers, minority group and occupational representatives as target catalyst in gearing up the programme's achievements so that contribution of all actors are considered as essentially valuable from the institutional perspective. All these actors are oriented and or trained to ensure their participation in process of actions and with aim to ensure their participation. All these actors are actively helping Union Parishad and on the other hand Union Parishad has become vibrant and capable to use potentials of those actors. Mr. Mortaza, the Union Parishad Chairman of Raikhali Union of Akkelpur reported as "addressing both LGI and community leader under programme is the integration of community people centering one activity with LGI but the impact of such integration is immense from institutional point of view. Earlier, there was no interaction between LGI and other actors/groups regarding development intervention other than relief and social safety-net supports distribution among beneficiaries that sometime created misunderstanding between the people and LGI representatives because the people were less aware about development activities of Union Parishad. As a result, based on presumption people were used to identify LGIs representatives as corrupted and immoral persons but now the people along with them have been working with same purposes and performing activities which contributed to reduce mistrust of the people and establish positive attitude toward LGIs rather than treating it as inefficient institutions". Now the UP as local government institutions has become credible institutions for the development, through still long way to go in this regard.

5.4.3 Knowledge Sharing and Capacity Enhancement of LGIs

The exchange of knowledge and skills among actors is crucial activities for capacity development. Some institutions have been successful and learnt lessons from their activities which may be fruitful for other institutions. Taking into mind this issues, under its programme activities, NGO Forum and its partner took initiative to exchange visit to area where actors having good and successful experience. Such exchange visits helped the LGIs representatives and sectoral actors and contributed in gaining knowledge, learnt process that expedite success and encouraged them to replicate gained knowledge in their own areas. The exchange visit of local government representative became an effective tool for increasing knowledge and institutional capacity building of LGIs. There were provision of regional, national and international exposure visit for LGIs and sectoral actors. Mr. Abdus Salam Choudhury, the Chairman of Biroshree Union stated as "I participated in exchange visit to Nepal and learnt way of integration of activities of local government and community people which is remarkable. I have been trying to bring community people and LGI representatives in a single platform for the betterment of all. It will contribute in gearing up activities and ensure accountability of us to public". NGO Forum has been implementing project through integration of activities which has been reducing burden of LGIs and the people are being proactive that ultimately helping LGIs to handle the issues efficiently.

5.4.4 Coordination with Government Officials

The local government institutions are keeping contact with different external actors like journalist keep informed government officials and actively participate in development

coordination at *Upazila* and district level coordination meeting. The LGIs have achieved the skill of participation and contributing the government administration and local government institutions of different level. The chairmen and member participated in diffident workshop and seminars organized by implementing agencies and other actors of respective sector and putting valuable suggestions for improvement of policies and implementation process of project intervention. The chairmen of Kachna, Biroosree, Raikhali and Chaluhati vibrantly articulated as earlier it was formality to us to participate in coordination meeting at the district and Upaizla levels but now it is not just participation but contribute to decision making process.

5.4.5 Capacity in Terms of Community Peoples' Rights:

The site selection through participation of community people is one of the important tasks of local government representatives. Concerned WatSan committees performed actions and documented the process with an objective of future use of the same. It is mentionable that respective WWC committees prepared maps during community needs assessment and action plan preparation. Through the follow-up and monitoring, they also updated the maps and preserved it. UP representatives performed monitoring, re-check of hardware activities in participation of WWC members and takes necessary actions on operation and maintenance of that hardware. The Union Parishad also prepares ward-wise progress report and document the process. In addition, it arranges popular theater at community level, mobile film show and community level gathering on an occasional basis. However, it has been observed that in arranging such programmes Union Parishad are now more proactive and successfully doing the same. In this regard, these institutions are vibrantly performing these actions to ensure people's rights of access to water and sanitation facilities. Throughout the process, the people could claim their rights to local government institutions as they became courageous and confident through participation in various activities in this regard.

5.4.6 Advocacy with LGI & Local Stakeholders at UP level:

LGIs organize advocacy programme with local level stakeholders to keep informed and ensure participation in this regard. The advocacy and information dissemination are new activities for these institutions because there were no such activities earlier. However, LGIs are coming forward in performing such activities with assistance from NGO Forum and its partner organizations in respective areas. As part of advocacy, NGO Forum facilitates Journalist Programme to gather information from the field and prepare news and articles on the success of the programme. The Union Parishad has been assisting the programme. At the same time, post training follow-up are performed by Union Parishad. Under this programme, NGO Forum, PNGOs and NILG imparted several trainings for UP representatives and community people including WWC committee members. UP follow-up of those trainings and try to assess the status of replication of learned lessons for training. The activities of LGIs are extending day by day and they are being more capable to perform these activities. The community level supports and services are also initiated by UPs in their respective areas of action. As the water and sanitation coverage is key concerns, it has been taking initiative of installation of community latrine at location where much gathering is happened.

Abdullah Al Mamun, KalerKantha , Local Correspondent, Jokiganj, Sylhet

Union Parishads are considered as the lowest development hub but budgetary allocation and provided supports are very limited to perform any effective action. Alongside, educated and learned persons are gradually remaining aloof from contesting in election for politicization of this institution. As a result, politically motivated persons are getting elected as LGI representatives and politicizing the development activities which is the great challenge for UP. Such process is creating scope of damaging the image of LGIs and ineligible people are getting supports in unfair means from the UPs. Despite such process, there are some positive initiatives e.g., partnership between LGIs and NGOs, donors' direct support to UP and specific guideline of implementation process of development activities made significant contribution in changing the functions of Union Parishad's activities. Local government institutions, especially UP is now more vibrant and functional for extension of activities by government department and NGOs in some cases. The water and sanitation programme is one of those activities which have pushed UP to make activities pro-people-siad Mr. Mamun.

As consequences of partnership programme with NGOs as well as donors guidelines, elected representatives can't do whatever they wish. They need to follow the procedure and guideline of respective project activities. I would like to mention specifically water and sanitation project supported by NGO Forum and its partner NGOs that it has contributed to a great extent in ensuring participation of community people in programme planning and implementation. According to local government department's instruction, each and every Ward and Unions formed Ward and Union WatSan committees to facilitate appropriate actions. The community people in consultation with UP members and community leaders are taking decision regarding the site selection of water technology installation, cost are shared by them as per the guideline. There is no scope of misdeed by UP members and Chairman alone.

He said, with support from NGO Forum, UP arranged seminar where I had opportunity to participate and shared views. I found UP representatives are made accountable to the people throughout the process which has been possible due to developed guideline and follow-up of implementation process. All the supports are provided through transparent decision of all actors that really made acceptable to the people. Now UP has been going through a process of establishment of its acceptance to the people which is positive move of this project action.

It has also been observed that Union Parishad has been developing their own budget in a participatory process and present the budget to wider audience of UP for the feedback and make revision of the budget and display it in important places including in front of UP complex. It is one of the indicators of transparent system. Maintenance of accounts in standard process is another area of improvement of UP. From my experience, I can remember, no one could recall the total budget of Union Parishad for a fiscal year but now it is very easy and everybody know that.

The government project's feasibility is not always looked effectively and project planning is top-down in nature in and people's participation is comparatively less in it. It is evident from the Union Information Center of Biroshree Union. The information center is established in paper but neither information center nor information is available there Union Parishad complex is not under internet network coverage. In spite of that computers and modem were provided from the respective department to the Union. Now those computers have been set at Upazila level which remained almost unused. It means resources are available but utilization of resources is absent. The government personnel should look into the matter for effective use of resources-he added.

The partner organizations of NGO Forum are contributing in community mobilization and promoting water and sanitation coverage. The Laxim Bazaar Samaj Kallyan Sangstha has been working as partner of NGO Forum but the contribution in community mobilization and making water and sanitation programme successful of this organization is noteworthy. It is important to mention that the performance of small organization less costly project is better than that bigger organization. Involving LGIs, community people, NGOs and other actors is the way that ensured participation, make programme transparent and LGIs became accountable to the people. Creation of scope of work joints can make such programme more successful.

5.4.8 Installation of Water Technologies and Supervision

The installation of water technology was the responsibility of Department of public health and engineering where Union Parishad had little role in this regard. With Government policy change, the role and responsibilities of local government has substantially increased over the period of time. NGOs came with water and sanitation supports and services to assist Union Parishad and then installation of water technology was done by respective organizations under the leadership of Union Parishad. NGO Forum and other donor supported programmes focused to capacity building of LGIs in recent time and gradually responsibilities are being shifted to Union Parishad for making decisions and in taking active role in the process of implementation. As part of the process, NGO Forum provided training to Union Parishad on CLTS approach, procurement process of goods and services, supervision of water and sanitation technology installation, operation and maintenance, etc. The LGIs are preparing plan for water technology installation, site selection, technology options identification, taking action in procuring good and services and overall supervision. Consequently, UPs are in a condition to perform these activities but still efforts and required to perform such activities without any external assistance.

5.4.7 Operation and Maintenances of Technologies

Installation of water options & follow-up and repairing of existing WatSan facilities are done by the Union Parishad. The quarterly monitoring of private sector organization, conduction of participatory rural appraisal, household-based monitoring etc are performed by Union Parishad. It is notable that there was no system of monitoring within the structure and functions of Union Parishad. With the aim to operation and maintenance of installed technologies several capacity building actions has been performed and WatSan committees are make responsible to oversee the operation and maintenance. However, it has been observed from existing functions, an inbuilt monitoring system is developed centering water and sanitation actions. The system needs to be put into place and keep functional in case of other activities of UP. The institutionalization of monitoring system has taken off but yet to be functional by its own. Moreover, to make the monitoring system sustainable in water and sanitation programme, it needs additional efforts and guiding principles and whatever prevails that need to be replicated in other actions of Union Parishad.

5.5 Capacity Building beyond the LGIs:

The key investigation issues are capacity building of NGO Forum supported programme activities. As the activities are designed targeting wide range of actors with aim to achieve the goal, so the consequences of action extended beyond the LGIs as actor. It has been observed from the investigation that important outputs strengthened capacity of partner organizations and community groups in order to provide and maintain safe water supply and sanitation facilities and encourage behavioural change in the unserved and underserved and marginalized rural communities. In the initial period, a comprehensive training need assessment was

performed in consultation with PNGOs management and accordingly training activities were designed targeting management of partner organizations, frontline staffs of partners and community level actors. This assessment included the areas of investigation at three tires e.g., partner organization, staff of partner organization and community level actors to measure efficiency and effectiveness of training imparted under the programme. The rationale of incorporation of these issues emerged from activities, supports and services provided under the intervention of NGO Forum.

5.5.1 Organizational Capacity Development

The Organizational Development and Management (ODM) training was designed for senior management of the PNGOs to enhance the knowledge regarding organizational development and management, conflict management, evolution and growth of an organization, team building, leadership and development of external relationship, human and financial resource management, participatory WatSan planning, etc. The senior management

“Capacity building is a built-in process of CLTS. It encompasses skill and efficiency component of all actors engaged in Total Sanitation- local government representatives, partner NGOs, community allies, youth groups, private sector operators and volunteers. The trainings are the most essential means of capacity building; GO-NGO initiatives for capacity building are limited in training component. However, many other capacity building means are also involved the project. One of them is procedural capacity building, meaning the implementers themselves learn and continuously nurture self-skilling towards the target. The other form of capacity building of the actors arises out of community-based dissemination of success stories of collaboration, coordination and leadership. When Union Parishad members discuss their successful strategies with other Union Parishad members, both parties capacitate mutually. Demonstration effect is another means of capacity building that contributed in enhancing capacity of all stakeholders. It is observed that most unions are achieving the hundred percent sanitation lately imitated or replicated effective strategies used by the formerly successful unions. In line with the capacity building principle, software services are part and parcels of the process. Different type of communication materials are being used throughout the process of implementation that strengthened the capacity building. These software services are the key ingredient for community mobilization about necessity of sanitation. The realization has created demand of hardware support among people that has enhanced the Union-based Total Sanitation”- Chirman Kachina Union, Valuka, Mummensino

staffs of PNGOs found the trainings effective to develop their capacity in terms of communication skills and internal sharing among partners, organizational management on financial, programme planning and implementation. The WatSan Programme Management Workshop provision was kept to enhance capacity of chief executives and managers of PNGOs in increasing supervisory and monitoring skill. The managers are found oriented on essential tools and management principles of organization building and capable enough to articulate experiences from their organization. The small partners in terms of areas coverage and financial capacity found positive towards development of capacity on maintaining professional accounts system, producing professional financial statements and financial reporting and preparation report of the organization. The training helped the partners to ensure the proper financial transparency and accountability of the organization while implementing the project. The trainings imparted by the NGO Forum, under this shade of the broader umbrella are: sustainable WatSan programme, WatSan programme planning and management, community-managed WatSan programme, participatory hygiene promotion, WatSan programme monitoring, etc. These trainings are conducted for different level of the staffs of partner organizations, so that they can become able to manage the programme in line with the set strategies and goal. These trainings substantially strengthen partners’ capacity that perpetuates and gear up to meet the set deadline of hundred percent coverage of the respective union. From LGIs perspective, strengthen capacity of partner organizations is helpful for them because LGIs can get effective supports from them throughout the process of implementation of the

programme. However, institutional capacity and PNGOs capacity building has reciprocal relationship.

5.5.2 Capacity Development of Field level Staff:

The partner organizations' staffs are key factor in facilitating the implementation of community mobilization activities. So, different types of training courses were imparted to them to enhance their rapport building and facilitation skills. The Training of Trainers (TOT) was for transfer training knowledge and skills to the participants from the PNGOs so that they could be good trainers to replicate the knowledge and enhance the institutional capacity of their respective organization and also can effectively help the LGIs. TOT was delivered on how to contact and facilitate water and sanitation related issues and awareness raising to promote safe water, hygienic sanitation and personal hygiene in the communities, at the same time trained the staffs of the PNGOs on the said issues. The TOT courses were facilitated through participatory way. Practical demonstration session incorporated for the participants to enable them to apply the acquired knowledge to the communities. From this course, the participants learned how to develop relationship with different communities and thus mobilize them towards the set goal. They have also learned the process of group formation at community level and assessment of planned activities and implement and manage those by the community groups. The trained staffs are facilitating the community mobilization activities at the community level in an effective way. UP representatives are taking active part in community mobilization. PNGO management stated some remarkable changes occurred in case of staff of respective organizations. In most of the cases, recruited fresh staffs were less skilled their efficiency level was not notable but after training, skills in terms of programme management increased substantially. Their efficiency in assisting local government representatives to collect community contribution money has increased. The professional attitude and capacity to programme management and acceptance at community level has increased. The participation of community people in meetings has been ensured and communication skill has developed.

5.5.3 Community level Capacity Development:

As one of the key features of implementation strategy is community management of water and sanitation programme, the capacity building activity of the project targeted to enhance capacity of village development groups, masons, caretakers and community allies. The Training on Project Management and Decision Making for the selected members of community groups aimed to build the capacity of the members of the village development working groups in terms of developing and coordinating action plan for the ongoing community mobilization activities of the project. The training courses enabled the village development working groups to take proper decisions regarding the overall development of their own communities. The training enabled the village development groups to take right decision to initiate the WatSan programme in respective areas. The training on Integration of WatSan Message through Popular Culture was also imparted to the community members familiar with cultural activities. The objectives are to enable them to integrate WatSan message on safe water, hygiene sanitation and personal hygiene into the different means of traditional cultural performance. The trained cultural groups arranged cultural programmes and disseminated messages. The trained cultural

groups are community resource for mobilization of people on emerging development issues for the community.

5.5.4 Local institutional capacity supplement to LGIs

The capacity building activities of community level actors are involved in LGIs structure and functions. The LGIs acts have created scope for them in the form of different bodies like Ward level committees and even standing committees. As responsible institution in leading development programme implementation process under its Union-based Total Sanitation, it is felt that they need their capacity be built for smooth operation of the programme implementation. Alongside the enhancement of capacity of local government institutions, other institutions like school teachers, cultural groups, etc are covered under different trainings to supplement the activities of UP. The trainings are programme planning and implementation for Union Parishad chairmen and members, effective participation of local government institutions for community WatSan management, training of school teachers on WatSan promotion, training of local cultural groups on WatSan campaign, WatSan orientation for Ansar-VDP, training for the women Union Parishad members on WatSan promotion, orientation workshop on WatSan issues for the religious leaders, etc. These trainings capacitate stakeholders of local level institutions that help the actors to grasp the essence of the programme and to act as per the guidelines of the programme. Such capacities ensure participation, increase efficiency of coordination and leadership and create pace for mutual understanding among different stakeholders. These training courses strengthen capacity of PNGOs, local government representatives, school teachers and cultural group members in effective implementation of Union-based Total Sanitation programme. It also enhanced multifarious capacities of stakeholders that ultimately help smooth operation of the programme to reach the target. It is noteworthy to mention that community actor's capacity building supplementing the activities of Union Parishad and even they are somehow part of local government institutions in the form of WatSan committees and standing committees. The representatives are co-opted in Ward and Union WatSan Committees and in standing committees. They are substantially contributing in decision- making on respective development issues in favour of the people. From the common perspective, it is capacity building of the community people while the structure of Union Parishad and its functions allow participation of them within the LGIs framework.

5.5.5 Private sector actors technical Skill and LGIs

NGO Forum designed its activities by incorporating private sector actors within the programme fold to ensure availability of WatSan material at the door steps of community people in affordable price. The private producers are trained on quality WatSan material production and they were supported by repayable seed money to run their business. Those masons are involved in latrine production in NGO-run production centre or working as producers at their private centres. The technical skill development of masons is considered as integral part of the Union-based Total Sanitation to ensure access of people to quality hardware support. The LGIs have been playing leading role in implementation of water and sanitation programme but have little skill and capacity to produce hardware and distribute to community people. The local government institutions are implementing the programme with assistance and support from

NGO Forum, its partners and other donor agencies still needs capacity and skill to produce hardware. The private producers are made linked with LGIs to support them operation of activities. LGIs have been utilizing the private sector producers' material for higher sanitation coverage. However, the interrelationship between LGIs and private producers substantially contributing to reach the goal of Union Parishad and at the same time LGIs have achieved skill to maintain the linkage and cooperation of them.

5.5.6 Leadership and Management at the Community

The Community-led Total Sanitation, Community-managed sanitation project and NGO and Civil Society Networking Project of NGO Forum are implemented through local government but ultimate objectives of these projects are to enhance community level leadership and development of management system. As part of implementation process, the partner organizations arranged trainings for each ward sanitation committees to equip them with adequate leadership capacity and management ability. These trainings helped the committee members learn about approaches of motivation, strategies to approach to people, and techniques of communication, discussion, reception of feedback of people, with hearing and giving them voice, and modes of conflict resolution. Throughout the process, it provided the committee members additional social dignity and acceptability among people other than their predetermined social position just as community members. The formation of village development committees comprising community representatives from various sections created scope for them to lead community level actions. It is first step of leadership development and they are managing those activities with their own skills and capacity on behalf of UPs.

5.6 Follow-up & Monitoring

The follow-up and monitoring system are the key determinant factors of success of the programme/project. Until and unless a system is developed in this regard, it is hard task for any institution or organization to achieve the goal. However, UP has been able to establish a follow-up and monitoring system, especially in case of water and sanitation activities which is being implemented under the leadership of LGIs. At the end of the sanitation coverage moves, PNGOs and the Union Parishad go through frequent and regular follow-up and monitoring of progress of their activities. Every monitoring and follow-up was intended to retain jubilation of the sanitation movement until Union Parishads realize Total Sanitation coverage.

In the most unions, stakeholders carried out follow-up and monitoring of latrine and water technology installation in their respective areas. In this process, multi-stage monitoring system, such as community monitors and WatSan committee levels monitoring system was found during the investigation. Subsequently, the challenges of sustainability were also taken care of by different stakeholders like NGO Forum, partner organizations and Union Parishad including WatSan committees of different layer. The monitoring occurred in multi-stages by respective stakeholders throughout the process of implementation. The key issues of monitoring were the latrine coverage, e.g. number of households that installed latrines and households yet could not installed, status of water technology installation, operation and maintenance status of WatSan technology, use of learned knowledge from various training courses imparted by UP and its

partner organizations. The monitoring was also conducted on whether the people are using installed latrine in hygienic manner. Some individuals and UP members added newer dimensions in monitoring and follow-up process.

In order to change conventional unhygienic sanitation practices of rural people, NGO Forum in association with its PNGOs and Union Parishads identified several participatory tools under the CLTS approach. The processes were maintained in the operational areas as part of follow-up and monitoring on the hygiene practice flowingly. Each ward was divided into six to seven groups. Each group was comprised of 25 to 30 households. The objective of such grouping was to ensure representation from every household and family. The Community Action Plan (CAP) was undertaken for each group. These groups went house-to-house and door-to-door to promote sanitation awareness among people in their respective communities. Under the action plan, they also monitored sanitation installation condition and post-installation maintenance condition so that no one breaks water-sealed-pans for otherwise use other than sanitation purposes. However, it has been observed that follow-up and monitoring system has been made embedded component of programme actions, especially in case water and sanitation sector. Though there are others thirteen essential tasks of Union Parishad but monitoring system yet to develop in case of those activities instead of keeping limited to water and sanitation programme only.

Mr. Abbas Ali, Ward -1, Member, Chaluhati Union, Monirampur Upazila, District Jessore

Mr. Abbas Ali stated "Nijer Khayea Boner Mosh Tarano" means doing well for the people by spending own time and resource without expecting any gain and working as member of Union Parishad is the same. I was elected as member in two terms and have been serving about 15 years. My ultimate gains are my family members treat me as addicted to people's work without caring them, villagers identify me as problem solving agent but nobody think about my condition. I do not have formal education higher than grade three, in spite of that, first time villagers collectively pushed and encouraged me to contest in UP election. I could not avoid them; I contested in election and won as member. It was the trap of my neck and still I am trapped in that. Despite having no education, villagers including educated people casted their votes for me. I am trying to give the value of their sentiments.

One needs money to arrange marriage of his daughter, people suggest him to go to Abbas. Someone needs money for treatment he is also advised by people to go street to Abbas. I cannot send back bare handed if any one seek assistance from me and this is my problem-said Abbas Ali. I can't say no to anybody so even UP Chairman gives responsibilities on my shoulder which I cannot avoid. NGO Forum staff facing problems in imparting activities? He calls Abbas over phone and request to solve the problem. If invitation for training programme from NGOs or government comes to UP, then Chairman nominates Abbas to participate there. This is my condition, I am really tired. The responsibility has been gradually increasing day by day.

Nowadays, the activities of UP have tremendously increased specially in water and sanitation sector that has contributed in increasing involvement of UP members, Chairman and Secretaries. In my first term, involvement was less but NGO Forum and UP partnership programme has intensified the involvement of members like me. After inception of NGO Forum's activities, I was nominated to participate in a training held in Rangpur and again in training in Khulna. I went to exchange visit at Madaripur with support from NGO Forum. What even I learnt from there I tried to replicate in my areas with support

from people. I have gained knowledge on necessity of safe hygiene practice, use safe water in all purposes of human life and importance of people's participation in development activities.

I had no idea of community situation analysis through drawing maps and preparation of action plan based on analyzed data which I learnt from this programme e.g. facilitation of group meeting, community mobilization in participatory process, motivating community people to share cost as per guidelines, site selection for water technology installation, etc. I can do now without any assistance from any external supports. As an elected representative of the area, people used to share their problem with me. Then discuss with concerned personnel and inform them. I would like to give an example regarding the cost proportion of cost sharing. At initial stage, the cost sharing provision was 20 percent, when I share with people then they expressed their inability to pay the cost. Then I shared it in monthly coordination meeting of UP and it was decided to discuss with NGO Forum representative. Accordingly the Ward and Union WatSan committees prepared a resolution and send to the respective authority. Then the authority reduced to 10% instead of 20 for the beneficiary group.

As per the project document there is mandatory guideline for formation of procurement committee. Again Chairman nominated me as one of the procurement committee member and NGO Forum organize training for us. The committee members were trained on procurement procedure and selection of vendor. We followed the procedures like floating tender, scrutiny of tender document, evaluation of bid and selection of vendor. After that the Chairman gave work order to the selected construction company. The follow-up and supervision of installation process was done by me in my ward. We had to keep close eyes whether contractor is performing their activities as per the guideline. In some cases, I had to stay with the contractors to ensure quality. In one case, the contractor violated the rules and I discussed with WatSan committee members, UP and NGO Forum representatives and stopped the work. Then through mutual agreement, the contractor reinstalled the water technology and compensated for their misdeed. It was possible for me to identify the violation of rules due to close monitoring of activities by me. Since then, I stayed most of the time during installation of the remained tube well and ensured the quality of installation.

There is a huge demand of safe water technology in our community because almost all Tubewells are contaminated with arsenic or iron so people are facing water crisis. If project can allocate some more Tubewells for the area that will be helpful for the community people- Added Mr. Abbas.

5.7 Changed Role and Responsibilities of Actors

The different actors are involved in activity implementation under the leadership of Union Parishad. The Community-led WatSan Programme focused to capacity development of local government institutions at different level. The actors of NGO and Civil Society Networking Project are Union Parishad, Gram Sarkar/Ward WatSan Committee, PNGO, NGO Forum, DPHE and other stakeholders. Each of the stakeholders has specific assigned tasks to perform and Union Parishad is on focal point. As consequence of various development interventions in partnership with local government institutions and external support to this institution the roles and responsibilities of different actors has been changed. The institutional structural and functional changed contributed to capacitate this institution which they did not have earlier. The activities of different actors and their responsibilities are detailed in the following part of this section that depicts the level of capacity and enhanced functions of LGIs.

Selection of FNGOs: UP is responsible for selection of FNGOs with NGO Forum and PNGO assisting Union Parishad in all relevant activities. DPHE formulated the selection criteria of PNGOs and NGO Forum short listed and selected FNGOs. Through this process, Union Parishad has more roles in overseeing activities of NGOs and ensuring more support from them. It is one of the key roles of Union Parishad which they had not earlier. As consequence of Community-managed WatSan Programme activities in partnership with LGIs such capacity of Union Parishad has been increased.

Participatory Situational Review and Sensitization: The situation analysis on water and sanitation status of respective areas is an important activity of NCSNP. Union Parishad is in lead role while the *Gram Sarkar* or Ward WatSan Committees are organizing the program actions and the respective PNGO has been facilitating the process of situation analysis while Department of Public Health and Engendering supervises the actions. NGO Forum developed tools, materials, imparts training, etc., for the actors. Different stakeholders including health, education and PSOs take part in training programmes. The local government representatives were not used to analyze water and sanitation situations earlier but now, they are actively participating in situation analysis as a leading partner of the project. Local government representatives are responsible to distribute relief, prepare list for social safety-net beneficiaries and oversee infrastructural activities was general perception while it has been changed over the period of time. However, now they assess community needs and priorities, prepare plan and implement programme in partnership with PNGOs and other actors. The process has created scope to ensure accountability of people representatives to the people.

Formulation of Word Level Community Action Plan: Based on situation analysis information, ward level action plans are prepared under the leadership of Union Parishad and role of *Gram Sarkar* or Ward WatSan Committee are to participate in the process. Now PNGO has been facilitating preparation of action plan at ward level. DPHE supervises the actions and NGO Forum designs the process and conduct training in this regard. Other stakeholders are in co-facilitation and representation role. However, through this process, UPs are in the role of planning and implementation which is a new avenue for them.

Consolidation of Ward Level Plan and Formulation of UP Level Plan: To make a comprehensive plan for the whole union, there is need of consolidation of ward level action plans and transform it into a single plan. UPs are in lead role while *Gram Sarkar* and/or Ward WatSan Committees are participating in the process. PNGO facilitate the designing of the activities. DPHE supervises the activities and NGO Forum develops module and materials and at the same time imparts training and supervises the implementation process. Other stakeholders are involved in motivational and promotional activities.

Motivational Activities: The Community-led Sanitation Programme's embedded activities are motivation of people to make them aware and understand the necessity of safe water and sanitation. UP is involving PNGOs, *Gram Sarkar*/ Ward WatSan Committee in facilitation work. The partner organizations organize motivational activities. DPHE is responsible to technical supervision and monitoring of motivational activities in the respective catchments. NGO Forum is also performing monitoring of the process and other stakeholders are in the role of production and supply of technologies and installation of them. The local government institutions are involved in motivational activities which is also new for them. The Union Parishad has become skill in conduction of such activities through ensuring community participation in actions.

Installation of Water Supply Technology: The hygienic behaviour cannot be ensured until required hardware supply is ensured. Taking this issue into mind, NGO Forum allocates hardware to the local government institution for distributing among the community people. The Union Parishad allocates hardware to the community people through its Ward WatSan Committees- it procures water technology through tendering process, distribute technology to beneficiaries and supervise the installation process. In this regard, Ward WatSan Committees are responsible for site selection, assisting distribution of hardware and installation of water points & supervision of the process of actions. NOG Forum is responsible to establish linkage with private sector, guideline for hardware, procurement, site selection, installation, monitoring & collaboration with DPHE. The Union Parishad has achieved the capacity to procure and supervise these activities.

Maintenance of WatSan Technologies: The operation and maintenance of water and sanitation technologies are key criteria for its sustainability. The community people, especially the caretakers are responsible to perform this action. Union Parishad occasionally inspects those technologies, WatSan committees monitor, PNGO supply the promotional and maintenance of manuals, impart caretaker training and community-based monitoring. DPHE also occasionally inspect the water and sanitation technologies. NGO Forum imparts trainings of trainers. FNGO staffs are trained on installation & maintenance and follow-up of technologies and other stakeholders also take part in supervision of actions.

Monitoring: UP review the hardware installation and impact monitoring of software activities and Ward WatSan Committee/*Gram Sarkar* perform community-based monitoring on a regular basis. PNGO facilitates and follow-up the overall process of activities while DPHE cross check of monitoring report and share in *Upazila* Development Coordination Meeting. NGO Forum is responsible for development of monitoring mechanism and development of appropriate formats and training of FNGOs and other stakeholders cross check programme interventions at

field level. The Union Parishads are in leading role in monitoring of the programme activities. The monitoring at different layer (Ward WatSan committee to Union WatSan committee) is the institutionalization of activities. However, capacity and skill of Union Parishad has substantially increased in this regard.

Coordination: The coordination and cooperation is the key role of Union Parishad. It organizes coordination meetings, disseminate information among stakeholders and share experiences among them. The Ward WatSan Committees/*Gram Sarkar* participate in coordination meetings and share achievement against set targets of the Project. PNGO helps UP in organizing coordination meetings & collection of information and submit report to UPs. However, DHPE is made responsible to share cross checked information and give feedback on the information. In case of coordination, NGOF formulates coordination mechanism, assists FNGOs in developing coordination skill, oversee functions of FNGOs and oversee preparation of periodic meeting report. The other stakeholders are responsible to participate and share their field level observation and UP ensure participation of other NGOs in the coordination meeting.

Advocacy: Collaboration with local institutions like religious, education, elite, civil society and other relevant stakeholders to sensitize them for ensuring their contribution in achieving 100% WatSan coverage and hygiene practices is the responsibility of Union Parishad. They also perform activities related to coordination with HYSAWA for providing more resources and supports for water coverage in the respective areas. The Ward WatSan Committees /GS lobby and negotiate with UPs to get more resources to meet community demand of water supply and sanitation. The respective partner organizations ensure assistance to UP/GS/WWPC to undertake advocacy campaign with different stakeholders. The DPHE is undertaking advocacy campaign with different stakeholders to promote 100% WatSan coverage and safe hygiene practices in their respective areas. NGO Forum is responsible in designing advocacy campaign, provide assistance to FNGOs to take initiatives sensitizing concerned authorities to promote 100% WatSan coverage and hygiene practices. Other stakeholders provide assistance in relevant advocacy campaigns for CLTS, safe water supply and improved hygiene behaviour. In case of advocacy, the Union Parishad has been performing effective role after achieving capacity of performing such activities. UPs were not involved in such activities earlier while now they are performing such actions that reflect improvement of skills and capacity of Union Parishad.

Networking: UP is building linkage & alliance with local level and *upazila* level stakeholders for CLTS, safe water supply & improved hygiene behaviour. *Gram Sarkar* is building alliance at local level, PNGO facilitating UP in alliance building while DPHE is building alliance with other government agencies and relevant stakeholders to have synergetic impact towards promotion of CLTS, safe water and hygiene practice by the year 2010 (?). Alongside NGO Forum is in the role of designing and undertaking advocacy campaign initiatives with relevant stakeholders and developing their capacity for advocacy campaign to promote 100% WatSan coverage and hygiene practices and other stakeholders are providing assistance simultaneously.

Periodic Review/Accountability: UP and GS/WWC organize monthly review meetings and PNGO help Union Parishad in this regard. WWC also review their activities and provide relevant information to the Union Parishad for decision-making. DPHE takes note of their field observations and share with the concerned groups. NGO Forum assists FNGOs to perform activities and also observe and monitor on a regular basis and other stakeholders also

participate with their field observations in those review meetings. However, review process has been institutionalized with the LGIs activities that lead to better performance of their activities. It was reported by concerned actors that UPs were not used to perform these activities while it has become a regular activities of Union Parishad nowadays.

Development and Dissemination of IEC & BCC Materials: Information Communication Materials are distributed to the wider communities for making them aware about necessity of safe hygiene practices. In this regard, Union Parishad has been playing lead role in distribution of those materials and follow-up & monitoring of distribution process. The WWC ensures distribution of materials and follow-up & monitoring of such activities. The concern partner organizations perform needs assessment, follow-up & monitoring of such materials and DHPE provides suggestions for developing need-based IEC & BCC materials. NGO Forum develops and supply need-based materials and follow-up & monitoring as well. The Union Parishad has been playing coordination role of distribution and follow-up of materials. It is praiseworthy action of Union Parishad that they did not do it earlier. However, the efficiency, skills and capacity of Union Parishad has substantially strengthened as consequences of intervention of NGO Forum and its partners.

Capacity Building Training: The capacity building of Union Parishad is focal point of Community-led Total Sanitation and NGO and Civil Society Networking Project of NGO Forum. The actions related to capacity building of the Union Parishad are designed by accommodating activities that contribute in strengthening capacity. Union Parishad participates in training needs assessment & need-based training courses designed for them. The *Gram Sarkar*/WWC members also participate in TNA and PNGO facilitates in organizing and conducting relevant training to UP/WWC/GS with the help of DPHE & NGO Forum. DPHE provides assistance in conducting technical training because this department is one technically sound government body in this regard. NGO Forum performs training courses, design and develops module and conduct training based on training needs assessment findings for relevant stakeholders. The other stakeholders participate in training courses and gain knowledge on technical issues & concerns of project and the local government institutions as well as. This process has been contributing to increase capacity, skills and efficiency of all stakeholders along with local government institutions. However, through discussion with target LGI representatives it was observed that now they are more acquainted and efficient in performing actions. It has also been reported that the process has been institutionalized with the LGI structure which was mostly ad-hoc in nature.

The NGO and Civil Society Networking Project has contributed in many forms in local government institution and other actors for their capacity building. Some key findings are - the staff of facilitating NGOs who have received training on trainers course are now able to prepare their lessons plan before conduction of any session, formulate evaluation tools and provide necessary information related to different participatory training method/techniques. Currently, caretakers, social catalysts, WatSan committee members and LGIs representatives are mobilized and aware after their conduction of training courses and different sessions for them. They are helping the LGI representatives to develop their community action plan on water and sanitation issues to implement them at ward and union level. Through arsenic awareness and water quality testing training trained staffs are now able to verify water quality and identify the presence of arsenic in the water. A core monitoring team has been developed through the training on participatory training. This team is able to monitor the ongoing activities of the

project at the community level. The facilitating organizations are working actively in the community level. They can manage different programmes and plan their own activity. They are also taking part and conducting advocacy programmes, monitoring their activity and also in the process of organizational development. The Union Parishad Chairmen and members are capable of developing community action plan and well aware of involving WatSan issues with the plan. The Union Parishad and Union WatSan committees and the Union WatSan committee members carrying out different sanitation and hygiene promotion activities and taking different initiatives in planning, monitoring and implementing WatSan Activities . They are also taking part in organizing and participating different promotional activities. Union WatSan Committees are playing active role in the improvement of water and sanitation situation of the ward and unions. The committees prepare work /action plan, follow-up their activities on a regular basis. Female members of the committee are actively taking part in the promotion of water and sanitation. Respective community of the oriented stakeholders and community catalyts are now involved in mobilizing people on safe water, sanitation and hygienic behaviours and they are taking part in different promotional activities. The community is well aware to install their low cost latrines with the help of trained private masons. The community is acquiring the messages on water and sanitation through different shows, drams and cultural activities organized by the local cultural and theater groups. The community people are installing low cost latrines. They are well aware on the importance of using safe water and practicing hygiene behaviour and using sanitary latrines. As a result, people are less affected by water-borne diseases like diarrhoea. They are aware on importance of environmental sanitation keeping the households clean and disposing domestic waste in pits.

Chapter-VI: Lessons Learnt and Conclusion

- a) The local government institutions are actively participating in implementation of programme but institutional capacity building issue needed special attention from the local government division, because acts and policy prescription are there but continuation, follow-up and monitoring system felt necessary for making effective and keeping functional of their activities.
- b) The financial management system and maintenance of accounting system of Union Parishad has substantially improved after the intervention of activities by NGO Forum and other development actors. To keep functional, more orientation and skill development trainings on mentioned issues might be effective for LGIs in this regard.
- c) Understanding the functions of local government institutions by LGI representatives are essential but activities are required to perform in this regard. Their lacking in understanding essential and ancillary activities of respective Union Parishad was observed. In most cases, UP Chairmen and members are not fully aware about their responsibilities in terms of Union Parishad Ordinance and Acts. The NILG imparts training for the elected representatives of UP but it seems limited. The LGI representatives expect rigorous training on structure and functions and their ultimate goal need to make clear to LGI representatives.
- d) The objectives of formation of standing committees and their functions found unclear to LGI representatives that resulting dysfunctional of those committees. As instructions are given to UPs to form such committees, so they formed it and meetings rarely held of those committees. The capacity building of LGIs on objective and functions are required to make them functional. The contribution of those committees might be strengthened in UP through capacity building in this regard. Some UP Secretaries and Chairmen suggested that monitoring by the local government division can improve the functionality of standing committees.
- e) Budget of Union Parishad is not always comprehensive, because most UPs do not include project allocation in their annual development plan and they are used to keep project budget separately. Though they are implementing development programmes with support from NGOs and donor agencies but those allocations do not get place in their annual budget. All activities need to be included in annual budget that may be a complete picture of UP which reflect its capacity. The mindset of local government representatives still not supportive to inclusivity of actions which need to change to expose their capacity and performance.
- f) The procurement policy and procedure of goods and services has developed as consequences of training and assistance from NGO Forum and its partner organizations

but still long way to go to perform such actions without the assistance from NGOs and others support providing agencies.

- g) The rules and regulations of specific activity are developed and being practiced by LGIs with external supports. The handing over responsibilities and side by side appropriate monitoring and follow-up supports by NGOs helped them to keep the programme activities functional. So, the capacity building supports are found effective for UPs and continuations of such supports might strengthen skills of them. The partnership programme like this would be effective in strengthening capacity of local government institutions.
- h) Transparency and accountability of local government institutions could be ensured through partnership programme by involving community people and other actors. The involvement of community level actors in programme planning, implementation and follow-up & monitoring system is accommodative process of taking community people's opinions. In this process, there is no way to go against the people's interest and on the other hand, joint decision-making ensure transparency and accountability of LGIs to community people.
- i) The capacity building is gradual process which should be a short action. It should be designed in learning by doing approach and continuous process of intervention. The needs assessment and planning of actions as per required needs would be the best way to enhance capacity of LGIs. The initiative should focus to essential activities of LGIs and followed by the optional actions instead of issue-based activities. Piecemeal actions would be sustainable from capacity perspective of LGIs.
- j) The present government is supporting to establish Union Information Center as part of Digital Bangladesh scheme at the Union Parishad complex to provide information services to the community people. It is general observation that some of the unions where network connection frequency is not so strong but accessories are provided. However, feasibility should be looked into before allocation of equipments and accessories. The Biroshree Union is an example where network is weak, so they established it at *upazila* level. It remained almost closed that needs additional efforts for effective utilization of these resources.
- k) As per the government rules and instructions, sitting arrangement for some important service providers should be arranged at union complex. The office and facilities are there but respective officials rarely sit there and provide services to the people. However, the government division and concerned ministries should come forward to ensure presence of officials of Veterinary Surgeon, Block Supervisor of agriculture extension, etc in the Union Parishad complex for giving services to the citizen. The officials suppose to be based at union need to be ensured in respective locations.
- l) UPs are entrusted to oversee development activities of different agencies in respective unions. However, coordination of actions and actors could contribute to increase knowledge of LGI representatives and it can help to initiative actions and also contribute

to seek support from respective agencies for overall development of the Union. The UP Ordinance entrusted UP to coordinate development activities which rarely happened in most areas. The orientation and training can enhance capacity which can contribute to local development. Development coordination at union level can reflect existing status and that might be effective in taking new development initiatives with assistance from agencies working in respective areas.

- m) LGI representatives remain busy in other activities. So they cannot spend adequate time for Union Parishad activities. The allowance for LGI representatives is too small that they had to involve in earning activities for their livelihood. As a result, most of them take such activities as ad hoc for them. Initiatives required for shifting the activities to formal from ad hoc in nature.

Conclusion

Development dynamics in Bangladesh is multifarious in nature and actors follow diverse approaches in sectoral and overall development objectives. With the changing world development phenomena, approach and strategies, it has reached to the needs based approaches and strategies that are taking place in doing by learning process. **With** the shifting of approach and strategies, GO – NGO partnership has become in forefront to combat crisis and vulnerability of the people. Instead of piecemeal and short-term development objectives, the long-term objective and strategies are considered as the best option which required permanent and embedded institutional set-up within the government structure. The local government institutions are such a permanent and embedded body which should take all the development responsibilities. However, in taking such responsibilities, existing institutions lacked institutional and functional capacities and **therefore**, strengthening capacity of these institutions are felt essential. As a result, both government and non-government organizations and institutions have been supporting the local government institutions in this regard. With aim to do that NGO Forum as specialized development organization shifted strategies from Model Village Approach to Community-managed Approach and finally to Community-led Approach. These approaches transitioned from village's activity to community-based activities and finally moved to institutions, especially Union Parishad centric activity implementation. Now the activity of NGO Forum is concentrated to local government institutions and **its** roles have been transformed from actor to facilitator. Community-led Total Sanitation (CLTS) as a unique approach is conceived with the objective of ensuring safe water coverage and hundred per cent sanitation coverage by targeting unions in Bangladesh. A wide spectrum of development paradigms and people-centered policy considerations encompasses the approach. The approach is redefined as well as revitalized notions of pro-poor strategic standpoints while the poor are conventionally treated as helpless and the weakest actors in their financial role-playing avenues. This approach stands in opposition to the 'blaming the victim' mindsets and people's ability counts from the reverse standpoint. Actions are to be entrusted to the actors to establish the approach as mainstreamed one, policy support, affirmative action in its favor, and empowerment of institutional standpoint.

The precondition of setting institutional standpoints and making it pro-people local government, the technical, administrative, management and financial capacity building is inevitable. The supportive government policy to programme/project implementation in partnership with NGOs in different sectors and government supports with specific objectives based activities contributing to enhance capacity. Here comes the notion of intervention and collaboration of community people as a combined force. Thus, inclusion of the community leaders such as *matbars*, imams, schoolteachers, local elites, social workers, and other influential community personalities appeared to be the driving force of motivation processes as part of Union Parishad structure like standing committee members and Ward and Union WatSan committee members. The gender conditions of social and community participation were not forgotten in the approach. It has resulted in giving the women members of the Union Parishad due recognition to take part in this community venture. Given conservatism, patriarchy, religious barriers and veils, women in domestic premises constitute a closed entity. Despite of challenges, inclusive approach and strategies enhanced power and position of local government institution as well as people been as part of this institutions that ultimately increased participation. It has also addressed transparency and accountability of local government institution to the community making all actors as part of intervention process.

the government took new development initiatives under the leadership of UP to use as per their designed project instead of block allocation where accountability and transparency were remained under question mark. Now a day, the LGEP, NCSNP and HYSAWA projects are being implemented by UP following standard implementation framework and project design, documentation for approval, procurement of goods and services, and relevant activities are responsibility to UP. The capacity enhancement actions are embedded within the project actions and accordingly performed by respective actors that have actually contributing to UP in moving forward a capable institution. However, in establishing a self managed institution still long way to go and in gearing to attain objectives pro-people support, enhancing financial capacity and facilitation support can make the effort result oriented.

Mozaffar Ahmed, Uttar Katla(case on beneficiary focusing the process)

A Deep set pump has been installed at the premises of Mozaffar Ahmed of Uttar Katla Union under Birampur Union of Dinajpur district. In response to the questions of how the pump was installed he replied, it is a long story. Initially, the UP members and local NGO representatives visited our village and called us to share about safe drinking water status of the village. We shared the safe water crisis in the village and with their assistance we identified needs and drawn maps of the village depicting key water crisis part of the village. The area where my house is located was identified as safe water crisis area and we identified the premises of my households is a possible area for installation of a deep set pump. Then the engineer of NGO Forum along with NGO representative and member of UP visited the place and selected the place for installation of water technology at the premise. After the finalization of place they informed us to form a group and collect 10 percent of the total cost of the technology and under the leadership of UP member Mr. Dasiruddin we collected the money and deposited it to UP secretary and took the money receipt. After couple of days, a construction company representatives, member, NGO representatives and NGO Forum people visited my house and informed us that they are going to install a deep set pump. I have heard Union Parishad selected the company through tendering process for installation of technology. During installation helped them by providing physical labor, carrying materials, supplying water, etc. After installation, NGO Forum representatives collected water sample to test the presence of arsenic and iron in the water. After couple of weeks they handed over the report and finally in constructed the platform of deep set pump. Within this time, NGO Forum and UP organize a training session on operation and maintenance of technology and at the end of the training they handed over a tool kit box. We have kept it safely because anytime it may require for repairing it. After installation of the deep set pump, people of the areas are getting safe drinking water at their door steps which they had to collect from the long distance. The place selection and installation was overseen by the member and NGO concerned staffs of NGO Forum and partner NGOs which ensured the quality. Though it is installed at the premise of my house but whoever collect water, they always try to keep clean the platform and everybody use the technology with care. As a result, people are very happy by getting this technology.

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