

PEOPLE'S PARTICIPATION AND LOCAL DEVELOPMENT AT SUB-DISTRICT LEVEL IN BANGLADESH: AN ANALYSIS ON SYLHET SADAR UPAZILA, SYLHET

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ABSTRACT

This study attempts to scrutinize the levels of people's participation to ensure local area development at sub-district level of Bangladesh. More precisely the study explains and describes people's participation level in the development functions in existing decentralized process. The study is mainly based on primary and secondary data. Mixed research approach has been used to conduct the study. The access of people in ensuring local area development at sub-district level has been identified by surveying on the beneficiaries and voting and non-voting members of 'Sylhet Sadar Upazila Parishad'. Devolution combines the aptitude of local democracy with technical efficiency and gives local bodies' extensive decision making power and has to be accountable and responsive to local people. But people's participation level is significantly pitiable in development initiatives at sub-districts. If the UZP is fully independent to the development plan formulation, endorse financial autonomy to implement the development programs and ensuring people's participation at all level of development process then local area development will be ensured.

Key Words: *People's Participation, Local Development, People's consciousness, accountability, Transparency and Devolution.*

1 INTRODUCTION

Decentralization in Upazila level was mainly introduced for the local development of the grassroots areas of Bangladesh and believed that through this people can fully participate in the national decision making process. People can express their demand and need through their elected representative in the local level. Devolution procedure involves more people participation in local government affairs. Developing power to the grass root level and strengthening local government would be two efficient ways and mechanisms by which the state can practice this objective. But, devolution of political power to the local level is incomplete in present system of decentralization in Bangladesh and is more de-concentrated in nature (Paul and Goel, 2010).

Local Government in modern day life is responsible for delivering basic goods and services to its local communities in faster, easier and more efficient manner (Pradeep, 2011). In last 15 years, a collective number of least developed countries are reducing the gap between urban and rural level and between central government and local communities by implementing decentralization policies. It increases the opportunity of mass people to participate in the developed functions and

process which made a positive and good correlation between decentralization and poverty reduction. Devolution seems to increase the risks of local misuse of power and funds related corruption by the devoted new political leaders of local level. Fiscal, administrative and political decentralization have distinct practice but for better development of local area combination of these three decentralization policies is essential in the developing nations (Challenges of the least developed countries: Governance and trade, 2007). The changing development thinking by decentralization after the period of 1970 was relevant to meet the needs of poor, enhance their participation at all level, and promise of local level participation at planning. The theory of decentralization ensures that the structure or settings of local level participation of local stakeholders must take place. But the reality is adverse. Local people participation is very limited in the local level especially *Upazila Parishad* (Sub-district) level. Social, political and organizational factors are responsible for the less participation of the citizen in the development programs and functions in the present structure of decentralization.

2 OBJECTIVES OF THE STUDY

In this study, it is attempted to identify the levels of people's participation on local area development under the ongoing practice of devolution at sub-district level of Bangladesh. In order to fulfill the main objective the study paper specifies:

- a. To find out the ongoing participation level of local people in different steps of development functions at sub-district level.
- b. To identify the major challenges faced by the sub-district level which affect the extent of participation of local people at all level of local development.

3 METHODOLOGY

Social Survey method has been used to conduct this study. The mixed method means both qualitative and quantitative approaches have been used in the study due to prior requirements of the research work. There has been considered two sources data in this study: Secondary data has been collected from different books, e-Books, articles, journals etc. and primary data has been collected from field level by using a self-administrated questionnaire and an interview schedule. An interview schedule has been used here for the officials and the people's representatives at *Upazila* level and a set of questionnaire for collecting data from local people for knowing the actual participation level of them in the *Upazila*. Population has been identified as the voting and non-voting members of the *Upazila Parishad*, government officers related to the *Upazila* Development Works of the Sylhet Sadar *Upazila* and the local people who visited the Sylhet Sadar UZP (*Upazila Parishad*) subsequently. Systematic sampling has been used in case of beneficiaries and purposive sampling has been used to select the voting members or representatives and non-voting members or officials of *Upazila* as a sample. The numbers of samples are 125 in this study. Value judgments, external validity, confidentiality, honesty in report writing, privacy etc. issues have been maintained strictly as it is rational, required and crucial in conducting social research.

4 STATEMENT OF THE PROBLEM

Bangladesh rural local government system are decentralized through numerous attempts to reform and based on the devolution of power which bring proper people's participation for resulting effective and better outcomes of the local body and which also increases the development activities in economic, social and political administration as well as cultural context of the local area. But in Bangladesh, there seen different types of crisis in the system of local government in context of people's participation. It is now the most debated topic in the context of local government system in Bangladesh. There have political interest and self-interest for introducing decentralization practice in local administration system not mass people interest. So the practice of decentralization form is not effective in our country. And with the presence of this kind of decentralization where elected representatives are corrupted and bureaucrats invent their hand on the local level decision and implementation program thus the actual level of mass people participation not established. For making effective decentralization practice in our nation it is essential to change the existing structure of power within communities and to improve the opportunities for participating and engaging the voice of the disadvantaged group in our country's political system. There have various reasons to study the present situation of people's access in the local government system and how it will bring local development. In Bangladesh the colonial system of administration structure is followed, the local level depends on the central authority for fund and other economic subsidiaries. The local level management is not so skilled and effective, the central local relation is much rigid and people of our country are not educated and conscious about the local level development as well as their own development by contributing in the local level elections and choosing the best representative. So the problem is acute in nature in case of people's participation and local area development.

5 JUSTIFICATION OF THE STUDY

From this study the people can know the level of people's participation at local affairs in Bangladesh and their effects that constantly bringing development or non-development at the rural area. Here they get idea about the power access of mass people in the local level decision making. The affected people who live in this area can make appropriate steps to develop their consciousness on the local government system in case of their participation level and patterns. The study can be benefited for the policy makers to take necessary policy for the local people. The development organization, Non-Governmental Organization's (NGO's), civil societies and other research organizations will gain much information and data on the practice of power by mass people and its impact on local development. The donor agencies which donate for the local level development of Bangladesh can gather idea about the exact situation and can choose the most effective way that concern for the development of the root level of our country.

6 OVERVIEW OF RELEVANT LITERATURE

Local level decentralization constitutes an active way of meeting local needs with people's participation by taking administration and planning closer to the people (Ahmed, 2012). The stated objectives of the decentralization program in getting people directly involved in the decision making process relating to miscellaneous development works, and improving their overall socio-economic conditions (Alam, 1984). It must give attention to the local accountability of the officials and representatives (Challenges of the least developed countries: Governance and trade, 2007). Devolution of power gave people opportunity to participate easily in state affairs and made people conscious and civic oriented and brings political maturity (Khan, 2009). The more practical way for mobilizing local resources for development is to involve people in the implementation of the community projects and programs (Lindert and Verkoren, 2010).

Democratic decentralization means for shifting power away from the inefficient, corrupt and rent seeking central government towards more accountable local governments for encouraging the excavating of democracy and the building of village communities and a way for the seeking inadequacy of central government in reducing poverty by facilitating better local government for provision of social services to the mass people (Mullen, 2012). But people's participation in planning and implementation of development programs has been very limited (Hossain, et.al, 1978). People's participation in development projects and programs is still an "indefinable golden deer" that the nation sought tenaciously but could not find during the last decades (Asaduzzaman, 2008). Nevertheless, for the majority, low levels of education and skills, lack of access to resources and essential services still remain as effective constraints on their participation in the development process. For rural development, local level organizations must not only be created but also be institutionalized (Mujeri and Singh, 1997). Grassroots mobilization to demand greater authority is a necessary factor to bring formal democratic decentralization for development (Bergh, 2004).

7 ANALYTICAL FRAMEWORK

The study is conducted for identifying people's participation at all level under devolutionary decentralization practice of our country. It is really effective at *Upazila* level to ensure local development especially in the area of Sylhet *Sadar*. For conducting the study the variables are as follows:

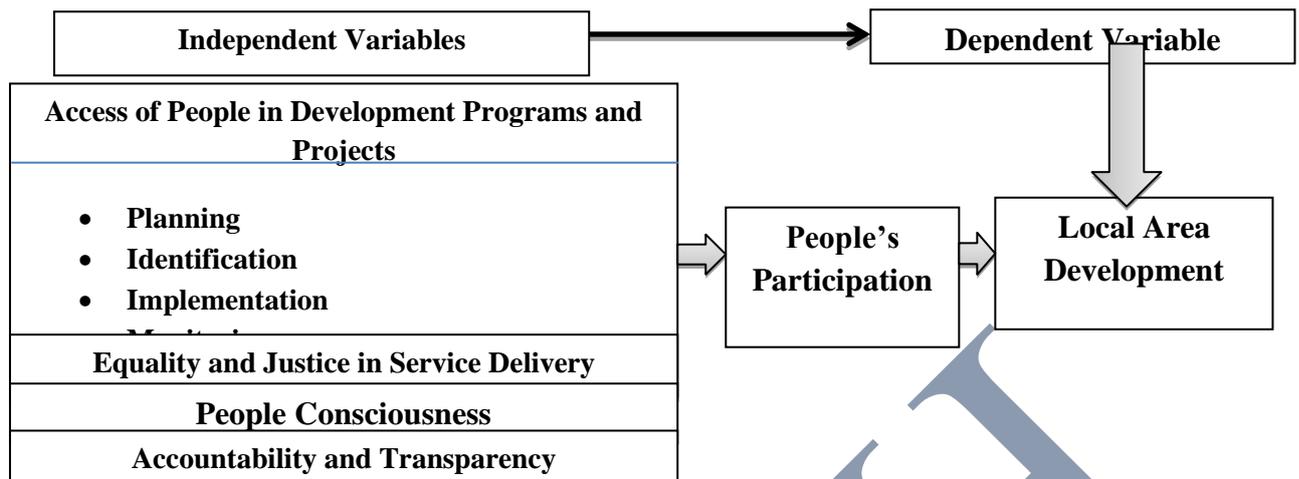


Figure 1: Analytical Framework of Dependent and Independent Variables of the Study (Source: authors)

The people's participation of *Upazila* level can be understand through their involvement in the directing, managing, implementation, monitoring and evaluating and mutual understanding for implementing the development programs. Equity in service delivery to the people is also very useful for local area development. Accountability and transparency system of *Upazila* level, elected and selected representative and government officials to people can be an effective way to understand people access for local area development. Proper accountability and transparency mechanisms can bring an idea that the people are conscious about their development. The people consciousness in the *Upazila* development work and other areas are also considered as a variable for ensuring local development by people participation at all level because if the people are conscious enough then they can participate in all the development as well as all works of sub-district level which will helped them most and thus it may expand the wave of local development.

8 OPERATIONAL DEFINITIONS

8.1 People's Participation:

Peoples are those who live under the sub-districts and have voting rights. Here people's participation basically indicates the participation directly as well as indirectly to the development matters of the sub-district level from the decision making phase to the evaluating phase through the devolution movement.

8.2 Devolution:

Devolution is to the transfer of significant fiscal and allocates decisions to the local authorities. They must be free from the interference of central government. Local authority must have clear and legally recognized geographical boundaries where they exercise authority and perform public functions and development programs and they do it for the fulfillment of people needs and demands.

8.3 Local Development:

Overall development of rural areas with a view to improve the quality of life of the rural people called local development. Here the development of the people of Sylhet Sadar *Upazila* indicates the term of local development.

8.4 People Consciousness:

People consciousness is considered the awareness of people about their constitutional and legal rights and also other rights which are given by the state to them under democratic decentralization at *Upazila* level.

8.5 Accountability and Transparency:

Accountability refers to the ability of the people to hold local government answerable for how it is affecting them. Transparency means openness of the project planning, implementation, funding etc. taken by the *upazila* level authorities for local development to the mass people.

9 STRUCTURE OF UPAZILA PARISHAD

The present structure of *Upazila Parishad* (UZP) was given in the *Upazila Parishad Act 2009*. This can be shown in below figure:

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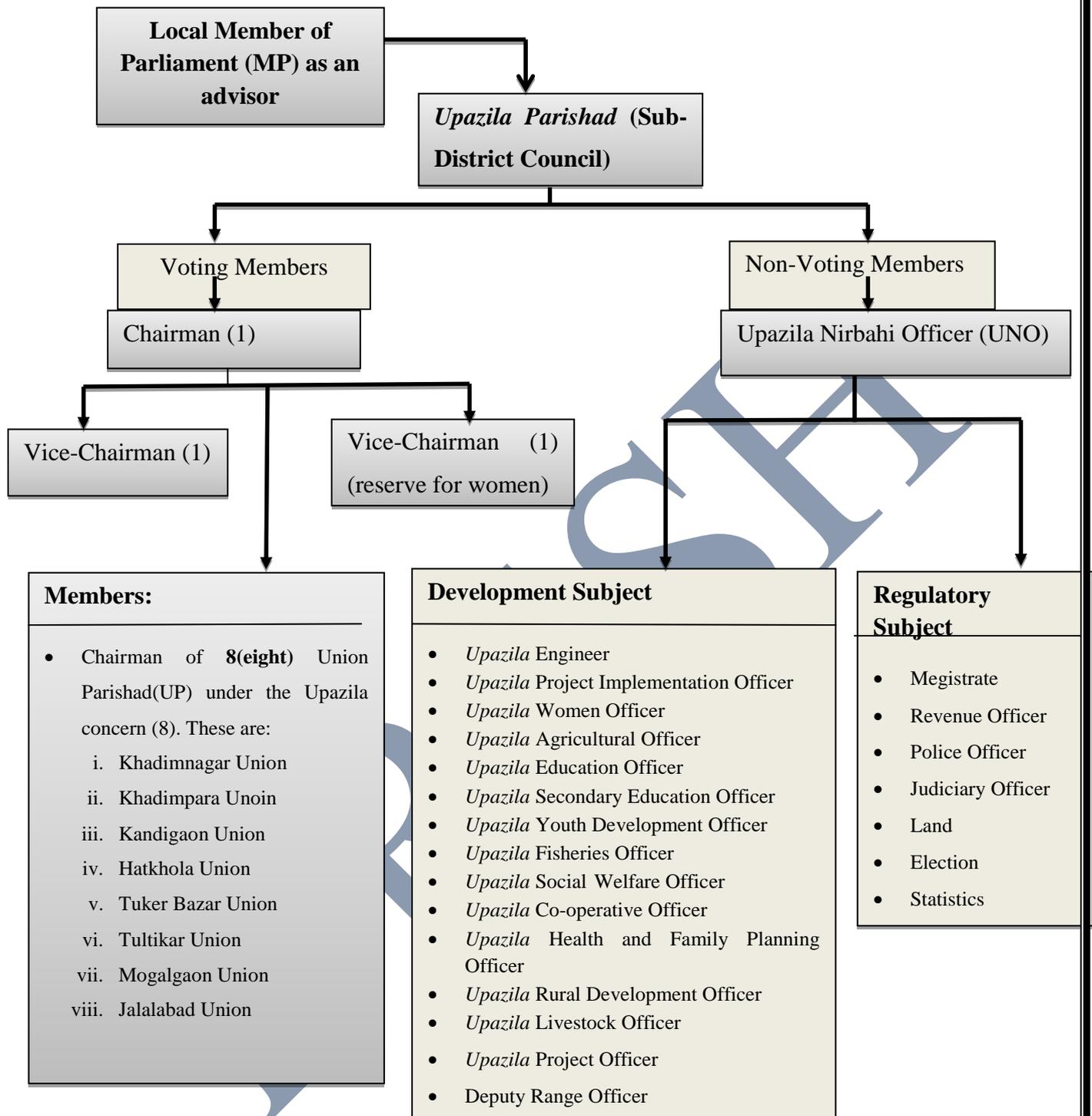


Figure 2: Present Structure of Sylhet Sadar Upazila Parishad (Source: Upazila Profile of Sylhet Sadar, 2007 & Upazila Parishad Act, 2009)

10 QUALITATIVE DATA PROCESSING AND ANALYSIS

Qualitative data has been collected from 15 individuals who are the officials and People’s representatives under Sylhet Sadar UZP. Secondary sources have been presented and analyzed through the cyclical process of qualitative approach. Among the 15 respondents one is UZP

Chairman (UZC), One Vice-Chairman and One is UNO (*Upazila* Nirbahi Officer), 5 Union Parishad (UP) Chairmans and 7 Transferred Officials of the UZP. Among the respondents most of the respondents are male only one is female. Maximum of the non-voting members are graduated and post-graduated but the voting members are non-graduate. Among the UP chairman one is under SSC (Kandigaon), one is completed S.S.C. (Tultikor), two are completed Higher Secondary stage of Education (Tuker Bazar and Khadimnagar) and another one is completed B.A. (Khadimpara). The women vice chairman is under SSC of this UZP. The people's representative all have separate business without the responsibility of UZP. Only the vice chairman (woman) has no external occupation.

The voting members illustrate that there is ward committee at the root level through which the people's perception comes and non-voting members said that there is no active process through which people can participate at all level. In *Sylhet Sadar Upazila* people only participate in the process of development by their elected representatives. They mainly identified and mentioned the reasons such as: lack of people's consciousness and the political biasness of the local representative. In the UZP –Development Fund Utilization Guide-2014 it is said that after planning and identifying the development programs and projects the UZP must have to reveal it before the local people for their comments and advice about the projects and programs. The rules also said that the programs must be considered on the basis of people demands. After completed any program People's feedback and evaluation perception are coming through the direct process of communication with the chairman and members. So it is seen that the normal and ordinary people are not included here and people representatives are mainly asked to their supporting one for evaluating their work. Survey or any other precise process is not followed here. But in some Union Parishads, the billboards and information related notice are attached in concerning with the projects and programs related to local development are seen under this UZP. But the members of UZP said the local people are destroyed it and they have no knowledge about the issues of their development. So the local elites and civil society are presenting the opinion related to development in the meetings of ward and others workshops are done for their own sake not for all. So the general people have only voting rights in the UZP level which disrupted local development.

The Union *Parishad* Chairman of a Union under the UZP mentioned that- “the People's and demands are reflecting in the development programs partially because the people representatives are discussed anything with the people who are close with them not the ordinary people actually.” Thus it illustrated that people demands and needs are reflecting but very poorly. But some people said that the present structure is beneficial for the people representative who has all the power to take decision at the UZP. So people demands and needs are now reflecting more than the past in the UZP development issues. But elite class, political people and the relatives get better services and support from them. The Demands of people are mainly coming through the ward committee and very little time before election the representative go to their area then people said about their need. So after passing election the representative have to some duties to implement some of their election pledge. By this process people demands are reflected. A non-voting member said that “the people demands and needs are not noticeably reflected because decisions on development functions are coming from the representatives. These are done for own sake not for people and the

final approval of any development work plan comes from the central level or district by considering area and population size”.

The UP chairman under this UZP who are from the another party of political interest said- “devolution is not present in UZP actually. Because here democracy is not working and their present coordination problem (political) in the members at UZP, thus it is a matter of query how far UZP is working properly and people are benefitted.” Another non-voting member gives his insight as “people are benefitted but not sufficiently”. The UP chairman of another union said “decentralization of UZP is better for people and now they are involving in the process of development and concern about it.” Khadimpara UP Chairman assumed that “the beneficial level of people is better than the past.” But others think that actual decentralization is not held and people’s participation is absent here thus people are not profited.”

The respondents are also asked about the people awareness level. Maximum said that people are conscious about their rights and services better than the past. They mark it as partial. But few (4 people) said “yes” people are now conscious.

The devolutionary decentralization defines that the members of UZP must be accountable and transparent to the UZP as well as to local people. But very few mechanisms are maintained to ensure accountability and transparencies. The officials said that they are accountable to their own department’s senior authority. “Union chairman are gone to the people’s door to know about their feedback on the implemented projects and programs, open budget is done, people are invited to a meeting two times in a year is done”-said by a UP chairman. After observing the Unions here seen, in 3 Union *Parishad* under UZP here have billboards about the projects and budgets. The respondents said – “people have direct access to complain about any matter of service but the people are not coming fluently for their less consciousness.” The officials and respondents also said “people sometime destroy the billboards and sometime they are stealing it.” Officials are also responsible to the Chairman but it will be manageable by giving bribe and other kinship orientation. But the UNO is not responsible to the UZC (*Upazila* Chairman) and mass people.

11 QUANTITATIVE DATA PROCESSING AND ANALYSIS

The quantitative data collected from beneficiaries has been analyzed through the statistical method of percentage analysis, Univariate and Bivariate analysis. The level of significance has been considered 0.10. It is evident from the study that maximum portion of the respondents (75.5 percent) who are receiving services or visits UZP are male and a minimum portion of the respondents (14.5 percent) are female (Table-1). Major portion of the respondents (63.6 percent) belongs to the age from 18 to 29. So the table shown the young people are visited most the UZP than the Middle Ages (Table-2).

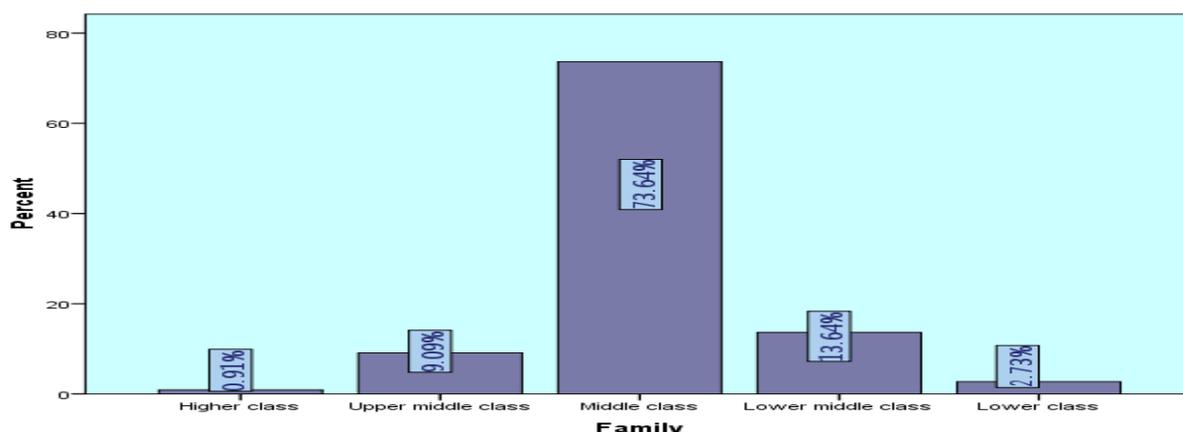


Figure 3: Family Status of the Respondents

(Source: Field Survey, Sylhet Sadar Upazila, Sylhet, January-April 2015)

The respondents under the study mostly (73.64 percent) coming from the middle class family.

11.1 Different Development Programs of UZP: The median is used to summarize the value because the data are ordinal type. The table-3 shows that the respondents agree to some extent on union development, social security, health and nutrition facilities and coordination about different development functions and women empowerment. But they totally agreed with the educational development programs of the UZP and totally disagreed about the economic security and facilities are given by the UZP (Table -3).

11.2 Process of People Access in Development Projects and Programs: The respondents have been asked to what extent they agree about People’s access process on the development related programs at local level. Most of the respondents (38.20 percent) strongly agreed about the process of people participated in the UZP functions and programs through the elected representatives like: UZP Chairman, UZP vice Chairman, Union Parishad (UP) Chairman and for the other process additionally 10.00 percent of the respondents strongly agreed with this (Figure-4).

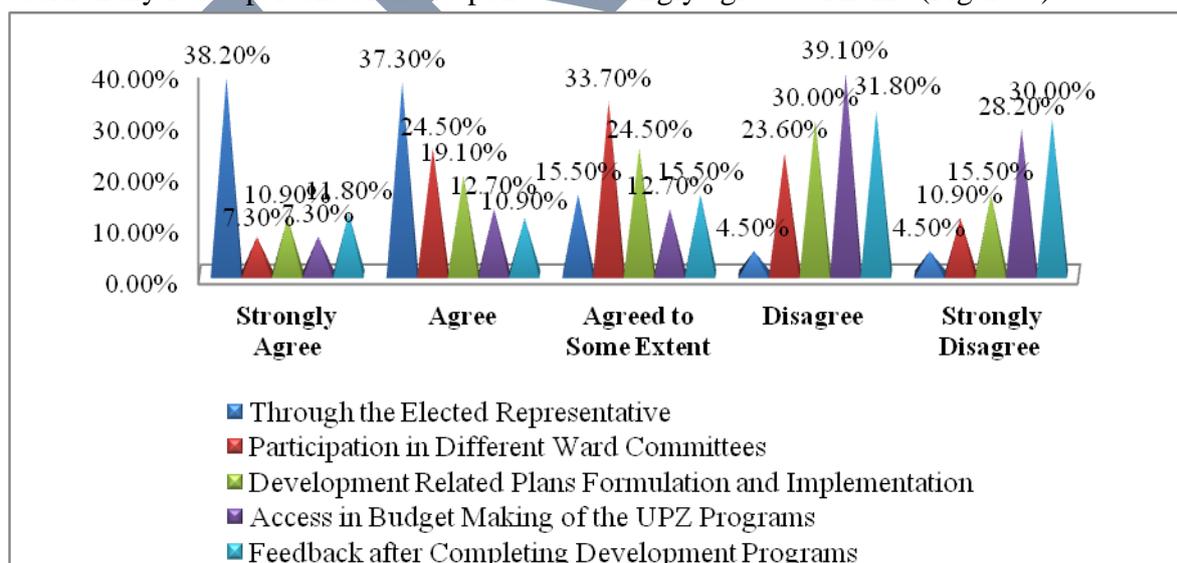


Figure 4: Process of Mass People Participation in Development Programs

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(Source: Field Survey, Sylhet Sadar Upazila, Sylhet, January-April 2015)

But here, disagree level is very high (39.10 percent) about the participation in budget making process, then (30.00 percent) for the development plan formulation and implementation and strongly disagree about the feedback after program implementation (30.00 percent). A mid-level of respondents (33.70 percent) agrees to some extent about the process of people's participation by the ward committee under Union *Parishad* of the respective UZP.

11.3 People Demands and Needs Fulfillment and Lower Level Democracy: People demands and needs fulfillment is essential for local area development. Maximum respondents (63.6 percent) said that UZP is reflecting partially people's needs and demands on their development and welfare related functions in present pattern (Table-4). Maximum of the respondents under survey (26.4 percent) disagreed with that the UZP present pattern creating lower level democracy and 20 percent of the total respondents strongly disagreed with this (Table-5). The respondents said people's participation in the development projects and programs are done by the elected representative mainly at UZP and most of them (51.8percent) are also said through this people's demands and needs are partially fulfilled by this (Table-6). But the value is not statistically significant.

11.4 Local Capacity Building: The below figure identified that, most of the respondents (25.45 percent) said that they agree to some extent not complete about that the present structure and functions of UZP can raise the local capability of this rural area.

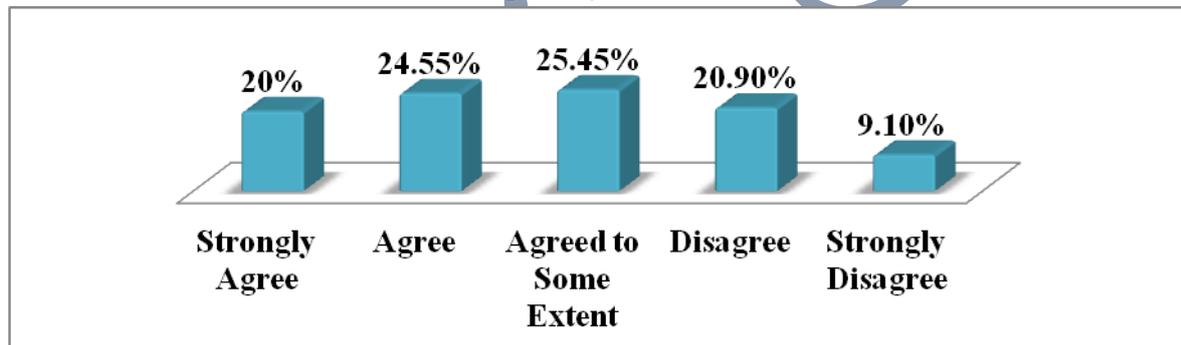


Figure 5: Local Capacity Increased by Present Function of UZP

(Source: Field Survey, Sylhet Sadar Upazila, Sylhet, January-April 2015)

11.5 People Consciousness in UZP Level: Supreme portion of the respondents (59.1 percent) have an opinion that the people are now aware about their service receiving issues at UZP level but among them 44.5 percent consider peoples are partially aware (Table-7).

11.6 Equality and Justice at UZP and Local Development: About 75.5 percent of the total respondents said they are not treated equally by the UZP when they come here and among them 40 percent said they are strongly argued that the UZP not providing equal services to the people (Table-8).

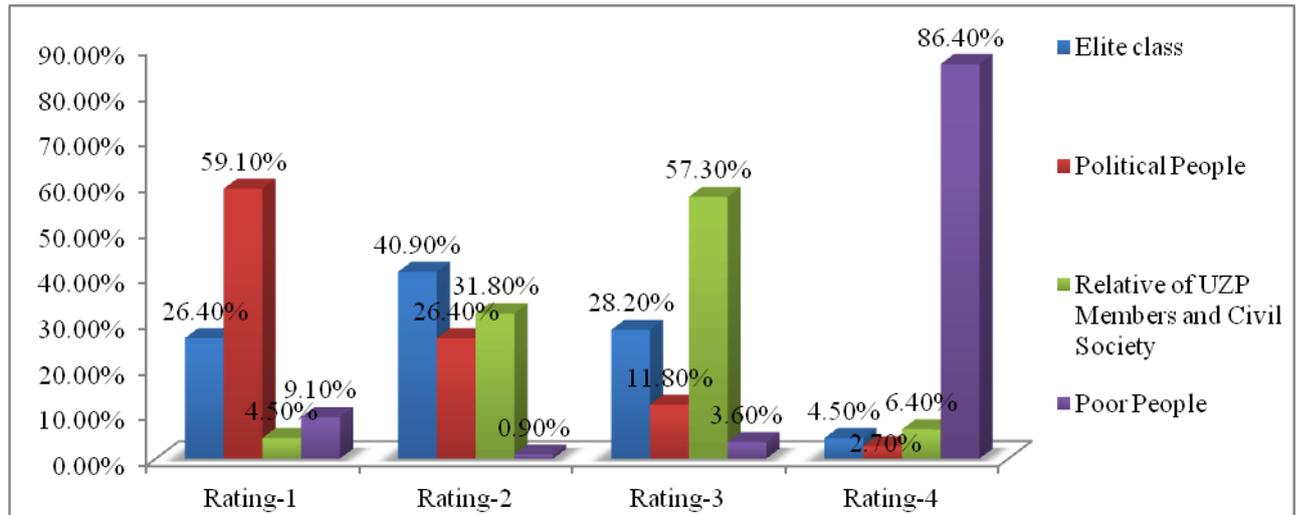


Figure 6: Priority Rating of People to Provide Services by UZP
 (Source: Field Survey, Sylhet Sadar Upazila, Sylhet, January-April 2015)

The Rating-1 to the Rating-4 has been represented respectively the first importance to last importance level of people serving by the UZP. Here the figure verified that the rating-1 part highlighted mostly the political people (59.10 percent) than the others. That means political people are greatly serviced by the UZP body.

11.7 Accountability and Transparency System of UZP and Development:

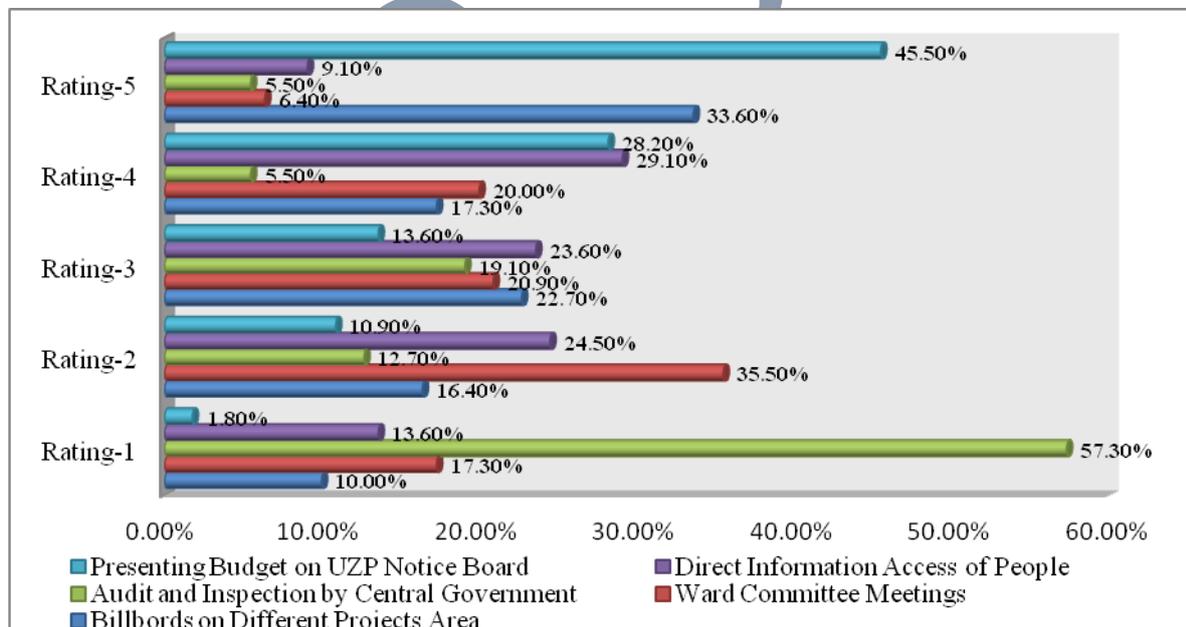


Figure 7: Mechanisms to Ensure Accountability and Transparency in UZP
 (Source: Field Survey, Sylhet Sadar Upazila, Sylhet, January-April 2015)

Here rating-1 means that this mechanism is extremely maintained and rating-5 means this mechanism is less maintained by the local bodies. The above figure identified that most of the respondents (57.30 percent) ranked first that audit and inspections by the central government to

the local body is highly followed to ensure accountability and transparency, then ward committee meeting (17.30 percent), billboards (10 percent), direct information access (13.60 percent) and budget presenting (1.80 percent). Very squat perception about the mechanisms of accountability and transparency is presented by rating-5 and it is high for budgeting knowledge and information gaining (45.50 percent) and billboards (33.60 percent).

Maximum portions (37.3 percent) of the respondents are adverse with both concept they said the UZP body is not accountable and transparent about their work to the local people and not serving equally (Table-9). The p value is .019 which is less than the error tolerance value. That means there has been a statistically significant association presents between 'accountability and transparency of the local bodies to the people' and 'equality and justice in providing services to them'.

12 RESULTS OF THE STUDY

People's participation in all level of the development process is a prerequisite for local area growth. The local people argued that (75.5 percent) they mainly participate in the UZP projects and programs through their elected representative (UZP Chairman and UP Chairmen). It is an indirect process of people participation because by this people elected their preferable candidates by voting and after coming in power they are fulfilled their election pledge. The voting members are said people participation in the development program planning and formulation are mainly done as a member of ward committee. The people are raising their voice through the ward committee partially (33.70 percent) in the UZP because the members of ward committee are concerning about the advantage of political leader rather than the general people. The members of ward committees are mainly the local elites, civil society, mosque imam, school teachers etc. Ward committee is also decided by the Union *Parishad* not by the mass people.

The people have no access (67.30 percent) in the budget making process at the UZP. But the UZP rules illustrated that the budget must be attached to the notice board after it's preparation for the comments of people about the budget at UZP. But in real sense these practice is not seen in the UZP.

People are involved in the implementation process as a labor mainly. Sometimes the people like: Local elite, civil society, social worker etc. work as monitoring committee members in the UZP.

During and after the implementation of any programs there is no active way like: surveying or questioning to the mass people about the programs as a feedback. Monitoring and Evaluation of the development related work is done by the UZC, UNO, tag officer of concern department, UZP engineer, Project Implementation Officer (PIO) etc. Peoples have no access to monitor or evaluate the development related work in the UZP level. The monitoring and evaluating process is also corrupted in UZP level. The authorities who are responsible to implement the projects and programs are cursed by bribe and other benefits to the responsive monitoring authority. In some union billboards and notice are seen but the people are not conscious about their right to it.

Accountability and transparency is maintained partially (50 percent) by the local bodies in local level. Among the mechanisms to ensure accountability and transparency about the functioning of UZP non-voting members audit and inspection of central government is followed highly. The

UZP non-voting members are also accountable to the UZC and work under the supervision UZC and coordination of UNO. But the UNO is not work under the supervision of UZC. Now the UZP chairman has power to prepare the Annual Performance Report of the transferred officials of the UZP but the final assessment is done by the senior officials of their own departments. So they are finally accountable to their superior rather than the people's representative as well as mass people. The UNO is not accountable to the UZC or the UZP. He has proper autonomy to work. The UZC is accountable to the UZP for his work and also to the local MP. People's representatives are accountable to the senior level leader (MP) and UZC for their work. The mass people said the UZP are not accountable and transparent to them rather they are mostly accountable to the center about their works.

For the development of an area it is mandatory to make the people conscious but in sub-district level people are conscious partially (44.5 percent). The local bodies think people are conscious than the past but the level of their consciousness is very poor in this area. Thus it is easy to the UZP voting members to do the UZP related development programs planning and budgeting by their own will. Thus the levels of people's participation in the different level of development programs are diminutive. The UZP has not taken any initiatives to make the local people conscious about the functions of UZP in existing system. Devolution, under which people demands and needs are the main concern for taking development initiatives because it's called democratic decentralization where all the power are on the hand of people. The people's representatives are reflecting people demands and needs to the UZP programs partially. Before the election time they gave many pledges to serve the local people and meet their demands. But after passing the election they are overlooked the people demands and needs and considered those projects and programs of development which are favorable for them. The local poor are deprived by the UZP body.

The opponent political representatives of different Union *Parishad* chairmen, vice chairman those are the member of UZP and the transferred officials said there is no democracy in the UZP level. The UZC decide the projects and programs according the will of MP and for their political party. Lower level democracy is a matter of inquiry in present system of UZP. Proper decentralization is not seen in the UZP level. Centralization is grasped here and a huge obstacle in matter of people's participation on development work. Now the UZP have power to make their budget and planning of development programs locally. But the final approvals are coming from the central level.

The UNO is a coordinator in UZP level and not responsible to the UZP for his work. Now, central political leader (Member of Parliament) works as an advisor according to the structure of UZP. So every programs and projects related to local area development are conducting in accordance to the will of the MP and the UNO rather than the will of the people's local representatives. Thus local people's participation for development is squat in nature. The people's elected representatives in the UZP level are not much educated like the UNO and other transferred officials. Thus the officials especially the UNO have capacity to motivate them for deciding any work. General people voices are not reflected in the development related projects and programs at UZP level because the people's representative are not much concern about the mass people demand. Thus they replicate the political demands in development functions rather than the local needs, demands and benefits. Lower consciousness of people is the central reason behind this limitation.

The political people get much priority than the poor one in the UZP. The union is considering as project area which Chairman are belonging from the same political party like the UZC. The legal basis of UZP also give some structural position to the People's elected representative like the Vice chairman post but there have no clear order about their functions in the UZP. Women elected members are not present in real sense. These are the challenges in the level of mass people's access at this area for ensuring local development.

13 CONCLUSION AND RECOMMENDATIONS

Devolution has been seen as a means of increasing democracy and people's participation at all level of development functions and avoiding greater loss of power. But devolution in the third world countries has not proven to be a panacea in promoting development (Khan, 2009:58). Through devolution people's participation should be ensured at all level. But there has huge gap between declared objectives and actual implementation program of devolution at sub-district level. Proper devolution can ensure people's participation and that will be ensuring accountability and transparency and also the efficiency and effectiveness in service delivery. The establishment of UZP system with giving authority and power to elected representatives is just a preliminary step to improve the development wave of local area by people's direct access at all level. But the outcome of the steps will be disgraceful if the Government is not sincere enough to make the system more people oriented, accountable, transparent and responsive. The development program decision making process must be come from the root level. Thus the people demands and needs are reflected properly and local area development done immediately. People consciousness is the first precondition to ensure proper people's participation for development. For making people conscious, the local body may introduce different programs like: meetings, announcing of meetings' date and time by the mass media or other instruments, government should take different programs with the help of other social organizations and NGOs e.g. survey, giving civic orientation by SMS to mobile, showing different programs by mass media etc. The UZP people's representative should be given much authority than the administrative officials at local level.

The People's' representatives at UZP are not much educated. There must be introduced a provision in the act by the government about the educational qualification of local body to qualify for participating in election. The Government may be introduced such provision like: the person is capable for participating in election for the UZC, UP Chairman, Vice-chairman or women chairmen must be crossed 12 years of schooling. Then the representatives may understand his/her responsibility more clearly. The Government must be introduced training and orientation program for the newly elected UZP Chairman, vice-chairman, members as well as deputed officials on the UZP. Thus their skill will be improved and they serve effectively and efficiently. There must be a complain box in a visible place of UZP and the box must be checked and the complaint of people considered and reviewed regularly to ensure accountability and transparency. Ethical education and training of local bodies especially the people's representatives is essential to change their level of thinking about the issues related to people and area development at sub-district. The ethical knowledge will help to reluctant them from the corrupted work and concern them about the people's benefits than their own.

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ANNEXURE

List of Tables

Table 1: Types of Respondents According to Sex

Types of respondents	No. of respondents	Percent	Valid Percent	Cumulative Percent
Male	83	75.5	75.5	75.5
Female	27	24.5	24.5	100.0
Total	110	100.0	100.0	

Source: Field Survey, Sylhet Sadar Upazila, Sylhet, January-April 2015

Table 2: Types of Respondents According to Age

Age of the Respondents	No. of respondents	Percent	Valid Percent	Cumulative Percent
18-29	70	63.6	63.6	63.6
30-39	20	18.2	18.2	81.8
40-49	7	6.4	6.4	88.2
50-above	13	11.8	11.8	100.0
Total	110	100.0	100.0	

Source: Field Survey, Sylhet Sadar Upazila, Sylhet, January-April 2015

Table 3: Median Value of Different Development Functions at UZP

	Union Development	Economic Security	Social Security	Education Related	Health and Nutrition	Co-ordination of Different Functions	Women Empowerment
Number of respondents	110	110	110	110	110	110	110
Median	2.00	1.00	2.00	3.00	2.00	2.00	2.00

Here, 1= Disagree, 2= Agreed to some extent and 3=Agree.

Source: Field Survey, Sylhet Sadar Upazila, Sylhet, January-April 2015

Table 4: Reflecting People's Demands and Needs in Development Programs

Responses	No. of Respondents	Percent	Valid Percent	Cumulative Percent
Yes	16	14.5	14.5	14.5
Partially	70	63.6	63.6	78.2
No	24	21.8	21.8	100.0
Total	110	100.0	100.0	

Source: Field Survey, Sylhet Sadar Upazila, Sylhet, January-April 2015

Table 5: Creating Lower Level Democracy

Creating Lower Level Democracy	No. of Respondents	Percent	Valid Percent	Cumulative Percent
Strongly Agree	9	8.2	8.2	8.2
Agree	24	21.8	21.8	30.0
Agreed to Some Extent	26	23.6	23.6	53.6
Disagree	29	26.4	26.4	80.0
Strongly Disagree	22	20.0	20.0	100.0
Total	110	100.0	100.0	

Source: Field Survey, Sylhet Sadar Upazila, Sylhet, January-April 2015

Table 6: Association between People's Participation by the Elected Representative and their Demands and Needs Fulfillment

	People's Participation Through the Elected Representative		Total		
	Disagree	Agree to Some extent	Agree		
People's Demands and Needs Fulfillment	Yes	3 2.7%	3 2.7%	10 9.1%	16 14.5%
	Partially	5 4.5%	8 7.3%	57 51.8%	70 63.6%
	No	3 2.7%	5 4.5%	16 14.5%	24 21.8%
Total	11 10.0%	16 14.5%	83 75.5%	110 100.0%	

Source: Field Survey, Sylhet Sadar Upazila, Sylhet, January-April 2015

Table 7: People's Consciousness about the UZP Service Receiving

Responses	No. of Respondents	Percent	Valid Percent	Cumulative Percent
Yes	16	14.5	14.5	14.5
Partially	49	44.5	44.5	59.1
No	45	40.9	40.9	100.0
Total	110	100.0	100.0	

Source: Field Survey, Sylhet Sadar Upazila, Sylhet, January-April 2015

Table 8: Equality and Justice in Providing Services

Responses	No. of Respondents	Percent	Valid Percent	Cumulative Percent
Strongly Agree	0	0	0	0
Agree	7	6.4	6.4	6.4
Agreed to Some Extent	20	18.2	18.2	24.5
Disagree	39	35.5	35.5	60.0
Strongly Disagree	44	40.0	40.0	100.0
Total	110	100.0	100.0	

Source: Field Survey, Sylhet Sadar Upazila, Sylhet, January-April 2015

Table 9: Relationship between Accountability and Transparency of UZP body to Local People and Equality and Justice in Service Delivery

		Accountability and Transparency to the People			Total
		Yes	Partially	No	
Serving Equally	Disagree	3 2.7%	39 35.5%	41 37.3%	83 75.5%
	Agreed to Some Extent	2 1.8%	11 10.0%	7 6.4%	20 18.2%
	Agree	2 1.8%	5 4.5%	0 .0%	7 6.4%
Total		7 6.4%	55 50.0%	48 43.6%	110 100.0%
Pearson's Chi-Square Value		D. F.		Significance	
11.748		4		.019	

Source: Field Survey, Sylhet Sadar Upazila, Sylhet, January-April 2015