



**Ministry of Local Government, Rural Development &
Cooperatives
Local Government Division
Local Government Engineering Department (LGED)**

5.3 Guidelines for Integration of Community and Formation of Community Group (CG)

**Project Coordination Office (PCO)
City Governance Project (CGP)**

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**Assisted by
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1. Introduction

Rapid urbanization accelerated by industry led economic growth has been taking place in Bangladesh. Potential of economic growth in urban areas is worthy of notice. There are 335 Local Government Institutions which cover 8% of total geographical area of Bangladesh and 30% of total population, while accounting for 60% of total national growth. On the other hand, the negative impact of dramatic change in urban areas is observed. The negative impacts are because the functions of municipalities and city corporations prescribed in Local Government (Pourashava) Act 2009 and Local Government (City Corporation) Act 2009, which are very relevant to the demand of city dwellers and urban development, are not implemented in an appropriate manner. In order to improve the public services provided by urban local governments, several urban development projects are being or were implemented by Local Government Divisions (LGD) and local government and engineering departments (LGED) with financial assistance of different development partners and government's own funds. Based on the experiences gained through implemented projects, effective activities for improvement of urban governance have been formulated as a program that has been well accepted. The urban governance improvement programs have been implemented to ensure good governance of those urban local government institutions namely Paurashava for equal, social harmony and planned development. Initiating urban governance improvement, LGD and LGED with financial support of JICA commenced a project named City Government Project (CGP) in 5 City Corporations.

A guideline has been prepared on Integration of Community and Formation of Community Group that will be used at the community level for ensuring participation and collaboration of community in different services provided by the CC and will be implemented in five (5) City Corporations under the project.

1. Justifications

As there is a provision in the Local Government (City Corporation) Act 2009, Third Schedule, Section 28.2) to prepare a Community Development Plan for each community and implement the plan by involving people, so, formation of community group is needed in each community. Community level planning is very important to identify the appropriate community needs in a participatory needs assessment and planning process. City Corporation is expected to provide regular services to communities through utilizing its own available resources. Active community participation may be a unique approach to enhance sustainable urban services to the city dwellers.

2. Relevant Issues of ICGIAP

2.1 Task

Registered CGs are mobilized as pilot basis to examine the possibility of people's participation in highly urbanized "core area". CG will be involved in development plan and public services delivery so that the transparency and efficiency of public services will be improved.

- Task 1: Conduct workshop for concept and implementation of CG activity according to the PCO guideline
- Task 2: Select target Wards for pilot activity
- Task 3: Form CGs in the pilot Wards
- Task 4: Provide CG members training on management and implementation of activities
- Task 5: Initiate waste collection and other social activities with CGs
- Task 6: Review the activities of waste collection and other social issues and improve the activity.
- Task 7: Conduct training on 3R for CG, and guide them to address other social issues and using community groups to implement solutions.
- Task 8: Review 3R activities by CG, and propose a model approach for community 3R activities in collaboration with CGs
- Task 9: Expand activities of waste collection and 3R in other Wards.
- Task 10: Collect information of existing registered community groups and encourage them to be involved in the community work as guided by PCO
- Task 11: Form community Based Organization (CBO) in the core area of pilot wards.

2.2 Action by

Mayor, WLCC of target Wards, Officer in charge of people's participation

2.3 Time Schedule

- Task 1-4: by end of 1st year
- Task 5, 6: by end of 2nd year
- Task 7: by end of 3rd year
- Task 8: by end of 4th year
- Task 9-11: from 5th year

2.4 Indicators

1ST PR

Waste collection activities with CGs implemented, and model for waste collection in collaboration with CG proposed

2nd PR

3R activity with CG implemented, and model for 3R in collaboration with CG proposed

3. Objectives

- To mobilize the CG on pilot basis to examine the possibility of people's participation in highly urbanized 'core areas' of CC.
- To involve CGs in development plan and public services delivery of CC
- To improve transparency and efficiency of public services in the community.

4. Relevant Organizations, Stakeholders and their role

4.1 Government organization working with Community

- Department of Social Welfare, Department of Youth Development, Department of Women Development and other agencies that work with communities.

4.2 Local Community Organizations

- There are many registered social organizations already in existence in the communities that have been focused on various social, economic, cultural, and professional purposes.
- There are many categories of local community organizations i.e. social organization, self-help group, samity, club, cultural organization, religious committees, CDC and CBO etc.

4.3 Working NGOs

- There are many NGOs working in the CC areas. Some are local, some are regional, some are national and some are international.

4.4 Relevant Departments of CC

- Department of Health including waste disposal section, drain cleaning section, road cleaning section.
- Department of Engineering including electrical section and water section

5. Necessary Tasks and Procedures

5.1 Organized Workshop

A workshop will be organized in a prime location of the ward by inviting at least 30-35 persons including local leaders, local elites/different professionals. The Ward Councilor will preside over the workshop. Female ward councilor and relevant officers of CC will be invited to the workshop. The Mayor also may be invited to the workshop.

The main objectives of the workshop are:

- To share the services providing by CC and existing situations.
- To identify existing potential community organizations in the ward
- To identify the priority sector for community collaboration with CC for providing better services.

Contents of the workshop are:

- To provide an overview on 'Community Collaboration' between CC and CGs
- To share field review on 'Urban Service Condition' in various clusters/para/mohalla of the ward
- To identify prospective sectors for community collaboration among CC and CGs
- To identify the problems and probable solutions on public services delivery by CC.

5.2 Selection of Target Ward

- As pilot 3 to 4 wards will be selected for community collaboration with CGs through consultation with different officials of relevant departments, councilors and finally the Mayor.
- Among those wards in different categories may be selected, such as:
 - one ward may be in core area
 - one ward may be in semi core area and
 - another ward may be composed of urban and rural characteristics

5.3 Listing of Existing Community Organization

The following steps may be taken for listing community organizations for collaboration with CC to provide services more effectively:

- To consult with local community leaders, residents and councilors to identify and locate local organizations.
- The following data collection tools may be used to gather information and assess capacity and feasibility of the community organizations:

Organization Name	Year of establishment	No. of Members	Key functions	Remarks

- The community organizations (CGs) which are better equipped organizationally and managerially to carry out the collaboration work with CC should be selected.

5.4 Identify Field of Collaboration

Possible fields of collaboration should be identified. These may include the following:

Urban Services:

- Solid Waste Management
- Cleaning of drainage
- Cleaning of Roads
- Management of street light

Social Services:

- Skill development
- Employment
- Income generation activities
- Primary health care services
- Non-formal education
- Law and order
- Conflict management
- Sports and cultural programs etc.

5.5 Formation of Community Group (CG)

Many social organizations already exist in the communities that have been formed to focus on various social, economic, cultural, and professional purposes. These

organizations have been formed with self motivation and to serve a local purpose. There is no need to form new organizations in the communities where motivated and functional community organizations already exist. However, it may be necessary to form community based organizations where no functional organization exists or where economically backward communities do not have adequate representation in the existing organizations. The local community organizations include social organizations, self-help groups, samitys, clubs, cultural organizations, CDCs and CBOs etc.

- An average of 5-6 moholla/paras exist in a ward. One CG will be selected for each para/moholla. The CGs should be selected in different categories i.e. CDC, existing other traditional community organization and/or newly formed as para/moholla based CBO.
- If it is necessary to form new CBOs, the guideline is attached as Annex-I.

5.6 Management of Training for CGs

- Leadership training to promote locally acceptable leadership with the assistance of community mobilization facilitator
- Organize public awareness and social mobilization activities
- Capacity building of CC including management capacity as well as human and logistic capacity

5.7 Waste Collection Procedure

Waste collection activities will be organized in collaboration between CC and CGs. The procedure for waste collection will include the following:

- A formal contract should be signed between CC and **CGs (A sample contract attached as Annex-II)**. This contract provides a framework of formal obligation and responsibility on both the community organization and the city corporation to implement the community level collaboration for waste collection.
- CC will provide all necessary equipment and vans for waste collection.
- CGs will initiate the waste collection from home to home using vans and manage all relevant activities.
- A waste collection management committee will be formed through involving all CGs representatives. There should be 7 to 9 members of the committee (i.e. one representative from each CG) including male and female ward councilor and a CC official as member secretary. This committee will coordinate the CC and CGs for contract signing and regular activities of waste collection.

The main functions of the committee are as follows:

- i. Procure all logistics including garbage vans and other tools to implement waste collection activities
- ii. Distribute all procured goods to pre-selected local community organizations based on bilateral agreement signed between CGs and CC.
- iii. Review implementation status on monthly basis
- iv. Advise and support local organizations to realize community contribution and garbage collection service charges

- v. Coordinate with concerned CC departments as and when needed
- vi. Plan and implement ward wide communication and motivational program
- vii. The committee will meet once in a month and prepare minutes of the meeting.

5.8 Monitoring Tools for Review Activities

A monitoring procedure might be an effective mechanism for enhancing services by proper management of existing workforce, equipment and facilities. Ward level staffs do not have proper work schedules and supervision. Sometimes CC officials do not have proper information about ward level work force that is being paid for maintenance and cleaning activities. There are some Conservancy Inspectors at CC level and they do not have any plan to monitor the work of ward level staff. The following work scheduling tool may be used for monitoring the work of existing workforce of CC:

SL	Name of Employee	Design	Working area/ Name of community						Working hours/ Time			
			Sat	Sun	Mon	Tues	Wed	Thu		Fri		
			H. E-1	H.E 2	Nurpur (S+W)	Hazra tpara	Katabil	Nurpur (North)		Co unc ilor		
1.												
2.												
3.												
4.												
5.												
6.												
Weekly action plan who are working under Women Councilor									Time: 6:00 hours			
SL	Name of Employee	Designat ion	1stweek		2 nd week		3 rd week		4th Week &			
			Name of Communities									
			Sat	Sun	Mon	Tue	Wed	Thur	Sat	Sun		
1.										Followed above time		

- The Community Organization will continue the garbage management activities with their own contribution, management, supervision and monitoring.
- Coordinate with the CC officials to ensure that ward cleaning staff works at least once a week in their area and keeps the drainage system clean and functional.
- CGs will coordinate with CC to access other city services.

5.9 Training on 3R Activities

- A training on 3R activities will be organized by the facilitator/consultant

6. Organization Chart for replication

6.1 Roles of City Corporation

1. CCs publish a notice in the Gazette on peoples' participation under CC Law 2009, Third Schedule, Section 28.2
2. Allocate budget for collaborative works
3. Employ at least one officer for collaboration works
4. Formation of monitoring team

6.2 Ward Councilor's Roles

1. Staff supervision
2. Coordination with CC's monitoring team
3. Coordination with CBO leaders/CBOs

6.3 Community's Roles

1. CBOs formulation with para based representatives
2. Problem analysis, planning, budgeting and implementation
3. Cost sharing and decision making
4. Motivate people and information dissemination

7. Implementation Schedule

Sl	Actions	Action by	Time schedule
1.	Conduct workshop	Off. in charge	by end of 1 st year
2.	Select target Wards	Mayor, WLCC	by end of 1 st year
3.	Provide trainings to CG members	Off. in charge	by end of 1 st year
4.	Review activities of waste collection	Mayor, WLCC	by end of 1 st year
5.	Conduct training on 3R for CG	Off. in charge	by end of 2 nd year
6.	Review 3R activities	Off. in charge	by end of 2 nd year
7.	Expand waste collection activities and 3R in other Wards	Mayor, WLCC	by end of 3 rd year
8.	Collect information of existing registered community group	Off. in charge	by end of 4 th year
9.	Form Community Based Organization (CBO) in core area	Off. in charge	from 5 th year

Note: After project support CC will continue the activities by their own initiative.

8. Cost of Implementation

Indicative cost breakdown of the activities for each CC

S1	Name of Activity	Cost in Tk.	Remarks
01	Conduct workshop	50000.00	
02	Select target Wards	20000.00	
03	Provide trainings to CG members	200000.00	
04	Review activities of waste collection	50000.00	
05	Conduct training on 3R for CG	200000.00	
06	Review 3R activities		
07	Expand waste collection activities and 3R in other Wards	50000.00	
08	Collect information of existing registered community group	50000.00	
09	Form Community Based Organization (CBO) in core area	200000.00	
	Total cost	820000.00	

Annex I Sample for Community Collaboration Agreement between Community and City Corporation

Community Collaboration Agreement

Between

..... City Corporation and Community Group (Name)
Towards ensuring sustainable urban service to local communities

..... City Corporation has limited capacity to provide quality services to the city dwellers. CC aims to improve urban services to city dwellers through promoting collaboration between City Corporation and Local Community organizations. City Corporation jointly with the local communities has identified a number of collaboration areas and specific schemes at Ward No Local community organizations will plan, implement and operate such schemes in collaboration with local communities and CC towards extending urban services to local communities in a sustainable way. These collaboration activities will be closely followed up by assigned CC officials.

This memorandum of agreement (hereinafter referred to as “the community Collaboration Contract”) will be signed by the representative of CC and the Convener of the concerned Community organization after approval of the City Corporation. The terms and conditions of the above mentioned memorandum of agreement with respect to the management and implementation of the community collaboration schemes are as follows:

1. Collaboration areas and schemes: Garbage Collection and Drainage cleaning
(Description of scheme location and rationale will be inserted here from the pilot scheme document. Description of exert cleaning area will be attached as annex)
2. Duration: This MoA will come into effect from the date of its signing and expire only after a written notification of either parties and agreed by the other party. The community organization will continue the operation and maintenance activities with support from local communities and the CC. Detail activity plan covered under this contract described in a separate clause.
3. Contribution and cost sharing: The above mentioned community collaboration schemes will be implemented with joint collaboration through co-financing. Details are as follows:
 - a. CC will provide all logistical support including garbage VAN, Bucket to the community organization to operate garbage collection system of door to door garbage collection from households
 - b. Community Organization will pay the salary of the Van drivers and helpers as well as for regular maintenance.
 - c. CC will provide a one-time grant of up to% (not exceeding Tk.) to undertake the drain cleaning operation. The rest of the amount Tk.

..... will be provided by the community organization as their counterpart contribution.

4. The community Organization will fix monthly garbage collection fee for each household based on family income and willingness to pay. Community Organization will mobilize the households to pay the service charge accordingly. They will also organize especial campaign to motive those who are currently unwilling to pay service charges. CC Ward councilor and women councilor and officials will participate in these campaigns.
5. The community organization have jointly prepared a cost estimate towards implementing the pilot schemes as described above. Financial contribution from the respective parties has been estimated. The detail cost estimate is attached in the annex. (budget to be attached)
6. Management of the scheme: [Name of the community organization] has set up a three/five member task force to implement and monitor the pilot schemes. Members of the task force are: (list of persons are available in the scheme document)
7. Mr.will work as the lead person of the task force and coordinate with the CC. Main responsibilities of the task force will include but not limited to the following:
 - a. Appoint VAN drivers and clearing preferably from the local community
 - b. Fix variable service charge for the households based on their economic conditions
 - c. Supervise VAN drivers and cleaning workers
 - d. Work with the pilot team to develop service charge collection system
 - e. Monitor service charge collection and take steps to ensure that every one pay regularly
 - f. Coordinate with local ward councilors to ensure that drains are cleaned with ward cleaning workers
 - g. Organize community level motivational meetings
8. Main responsibilities of the CC will include but not limited to the following:
 - a. CC will provide necessary logistics and human resources to the community organization to continue its collaborative activities
 - b. CC Ward ----- will prepare roster of its master role staff to support the community organization maintain cleanliness in its working cluster
9. Monitoring system: The collaboration schemes will be monitored jointly by the CC and the local community organization.
 - Community organization committee members will meet at least once in a month to review the progress of the schemes. Ward Commissioner and female ward councilor will be invited in this meeting.
 - Community Organization will provide a representative to the Ward level collaboration scheme steering committee. This committee will meet quarterly.

- CC officials will also independently carryout monitoring based on observation checklist and sample survey. Finding from this monitoring will be shared and discussed with the community organization.

10. Schedule of planned activities

Major Collaboration activities	Time period
Collection of Garbage Van and accessories	By
Recruit garbage collectors from local community	By
Introduction and management of service charges	By
<ul style="list-style-type: none"> • Household wise monthly service charge fixation • Develop of payment management system 	
Finalize drain cleaning area and budget	By
Mobilize contribution money for drainage cleaning	By.....
Drainage cleaning operation	By.....
Community awareness and mobilization activities	Periodically
Scheme review meeting	Monthly
Coordination meeting with Ward Counselor and Medical Officer	Monthly

11. Continuation of collaboration activities

- The Community Organization will continue the garbage management system with their own contribution, management, supervision and monitoring
- Coordinate with the Ward Secretary to ensure that ward cleaning staff works at least once a week in their area and keep the drainage system clean and functional.
- Coordinate with CC to access other city services

This memorandum of Agreement is signed on the

On behalf of City Corporation	On behalf of the Community Organization
Witness 1:	Witness 2:

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