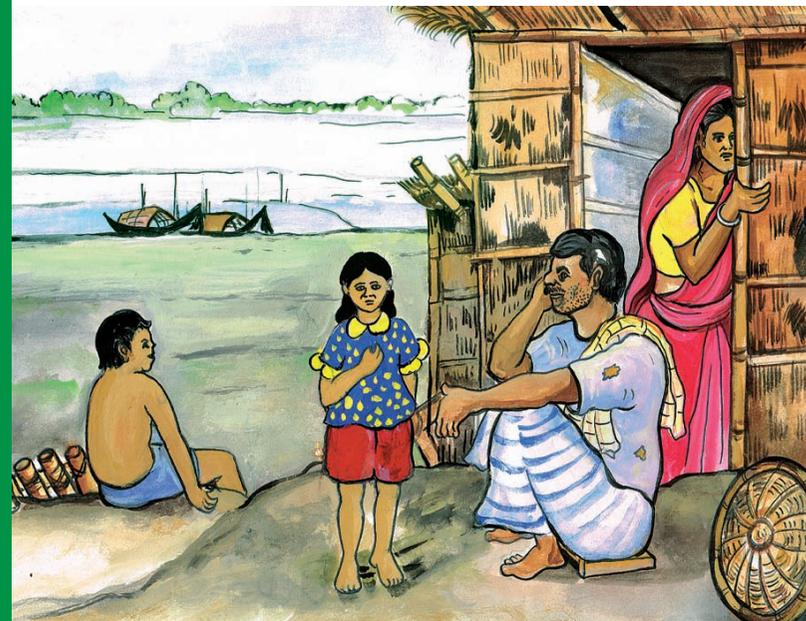


INSTITUTION BUILDING
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Landless Identification



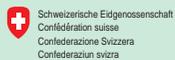
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Message

“Political commitment and the spontaneous participation and cooperation of all sections of society are necessary for the successful implementation of any govt. programme.



“The highest priority programme for the Government of Bangladesh is to eliminate poverty. According to the Millennium Development Goals (MDG) of the United Nations, Bangladesh has achieved significant progress in poverty reduction but to carry this trend forward, it is necessary to prepare transparent lists of the real landless and extreme poor people. These lists can be used for specifically identifying the beneficiaries of various social safety-net and other development programmes. In the absence of such lists it is often not possible to immediately identify the target community, or else the lists become inaccurate or non-transparent.

“Forming the selection committees at union and ward levels has proved to be an effective step to make the list of real landless and homeless people. This in turn has made the identification of the actual landless, poor and vulnerable people easy, acceptable to all and impartial.

“An important task of the government is to allocate khas land and water bodies to the landless. The lists not only make the beneficiary identification process easy but, also enable the government to distribute khasland in an undisputed way. The lists are additionally useful to the local government, local administration and NGOs.

“On behalf of Uttaran, I convey my heartfelt thanks to the district and upazila administrations and all relevant parties for taking up and implementing the initiative.”

Uttaran Director, Shahidul Islam

Introduction

Who are the landless

The majority of the 160 million population of Bangladesh live in villages and rural societies, and the national economy is heavily dependent on their management of agriculture and the land. Furthermore, their own empowerment, prestige and authority is derived from their ownership of the land. Here, those without land are regarded as poor and are often forced into cities, where they become the ‘urban poor’. At a base level, therefore, it is the degree of ownership of land which decides who is poor.



In 1997 the Government of Bangladesh (GoB) introduced the Agricultural Khasland Management and Settlement to redefine the landless as anyone who owns fewer than 10 decimals of land. It also identified new categories of landless recipient, and codified the distribution of agricultural ‘khasland’ (State-owned land) among the landless in every district of the country except the three of the volatile Chittagong Hill Tracts (CHT) region (*for more on the legislative history of land and waterbody management in Bangladesh, see booklet 1 in this series titled ‘History’*).

Why list the landless?

The most important function of a country's land management system is to protect the rights of those with no or only limited access to land, such as the poor and deprived, women, minority groups, the aged, and the physically or mentally impaired. For its part, the State needs a specific, transparent, flawless, and authentic list of the landless populations if it is to satisfactorily implement development activities, including the redistribution of khasland.

To this end the GoB began a drive to prepare a list of landless and homeless people. To help it achieve this goal, it sought the advice of the district administrations and the technical support and expertise of NGOs including Uttaran. From 2005 onwards Uttaran was instrumental in developing the Tala Model for landless identification.

The origins of the Tala Model

The khasland settlement and management committees formed at upazila and district levels under government policy prior to 2005 were mostly ineffective or dysfunctional. Scheduled meetings were rarely held as planned and the committees were not truly representative as almost all of their members were nominated by State officials. There was no representation from NGOs or civil society, while party-political influence on the decision making process compromised their integrity. In Tala Upazila of Satkhira District the committee was acutely unrepresentative, as it failed to include any members from religious and ethnic minority communities.

Given its background of work on khasland issues over many years, Uttaran was able to persuade the public administrations at upazila and district levels to formally engage it as an external facilitator in their khasland redistribution work. Through the sustained community efforts led by Uttaran, a joint action plan was formed between the government agencies and NGOs under the leadership of the Deputy Commissioner (DC) of Satkhira, Mr Mohammad Ilias, along with the then State Minister for Labour and Manpower, Mr Amanullah Aman.

Under the guidance of the minister and the DC, a meeting of the Tala Upazila Agricultural Khasland Distribution and Management Committee (UAKDMC) was held on 11 August 2005. In this meeting, it

was decided that the national khas land resettlement program would be implemented in Tala on a pilot basis with Uttaran playing a supporting role. A unanimous decision was also taken to create homeless and landless selection committees at the union and ward level throughout Tala, and task these with producing a preferential list of legitimate landless households in the upazila. The new partnership between Uttaran, other NGOs and the government agencies would rectify errors in previous leases or settlements, work towards removing complexities in relation to khasland management, identify khasland and recover it from illegal occupiers for redistribution to the landless people, and assist the government's poverty reduction programmes. Uttaran played a vital role in the process.

This process has been implemented in different places- Dumuria, Paikgasa and Botighata upazila in Khulna district, Shamnagar and Tala upazila in Satkhira district and Jamalpur Sadar upazila in Jamalpur district.

Goal

To prepare a transparent, accurate, and participatory list by identifying the proper homeless and landless people

Objectives:

- ✓ To ensure transparency and accountability through participation of people in selecting the homeless and landless
- ✓ To accelerate the poverty eradication programme through increasing accessibility of the extreme poor people into Government Social safety net programmes and other non-governmental services.

Who can apply?

- a. Households having no satisfactory living home
- b. Poor freedom fighter's family
- c. Households who lost all land due to river erosion
- d. Widow/abandoned women with adult son (as per GoB policy)
- e. Households which neither have agriculture land nor homestead land but fully dependent on agriculture
- f. Agro-dependent family having homestead land of 10 decimals with no cultivable land
- g. Households of no fixed address

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Landless selection committee formation

In unions and wards, homeless and landless selection committees are formed under the supervision of the Upazila Agricultural Khasland Distribution and Management Committee (UAKDMC), in the light of the Khasland Distribution and Management Policy 1997.

UBBC Union Bhumiheen Bachchai Committee
(Union Landless Selection Committee)

WBBC Ward Bhumiheen Bachchai Committee
(Ward Landless Selection Committee)

Efforts are made to ensure that these committees are necessarily representative of the community at their respective levels

Union-level homeless and landless selection committees (UBBCs) are formed of 18 members and headed by the respective UP chairperson. Three seats are reserved for women members and nine for general members of the UP. The remaining five post holders are drawn from civil society and the local land office. Each UBBC committee is structured as follows:

Category	Qty	Designation
Union Parishad (UP) chairperson	1	Convener
Women members of UP (reserved)	3	Member
General members of UP	9	Member
Freedom fighter commander of union	1	Member
High School (or college) teacher of union	1	Member
NGO representative	1	Member
Union Land Assistant Officer	1	Member
Sub-assistant Agriculture Officer	1	Member

NB: The Secretary of the UP will play the secretariat roles of the committee

Ward-level homeless and landless committees (WBBCs) are formed under the supervision of each union committee. They are headed by the respective UP ward member with one seat reserved for a female member. The other committee members are comprised of a school teacher, two religious leaders – an Imam and Purahith to represent the Muslim and Hindu communities - and a member candidate who had contested the most recent UP election.



WBBCs are formed under the umbrella of the UBBCs

The six-member WBBC committee is structured as follows:

Category	Qty	Designation
Elected women member of the ward	1	Advisor
Elected general member of the ward	1	Convener
Imam of mosque/priest of the ward	2	Member
Nearest opposition candidate of the ward (from the last UP election for the post of general member)	1	Member
School teacher of the ward	1	Member

NB: If any member of given categories is not found then the post remains vacant. The NGO representative plays the secretariat responsibilities. In their absence, one Ward committee member will play the role of the position.

Landless people selection committee orientation

A day-long orientation meeting is conducted to familiarise UBBC and WBBC members with their roles and responsibilities, and to orient them on the implementation of the khasland redistribution programme. The UAKDMC can assist in the organisation of a general meeting.

After the orientations a work plan can be drafted for the successful implementation of the selection process in timely and befitting manner in order to obtain a perfect, fair and trustworthy list of homeless and landless households.

The Upazila Nirbahi Officer (UNO) and Assistant Commission (Land) officers participate in the orientations as chief guests. The UNO is a civil service member and is the administrative head of upazila with responsibilities for land management and administration. The AC (Land) is a civil service member and is directly responsible for upazila-level land administration. This position is line manager of the Union Land Assistant Officer (ULAO).

They explain all the processes of landless and homeless selection and emphasise that the process would not ensure the khasland allocation for all listed people. At the end of the orientation the UNO answers a number of questions asked by the participants. UNO also hands over the application template to the ULAO and UP secretary for distribution among the targeted population group. The UNO also hands over an application template to a number of the targeted people.

Landless application form

Development

The landless people are invited to apply for khasland using the homeless and landless application form which was developed by Uttaran through a participatory consultation among UP chairpersons, UNOs, AC (Land), the district administration and other civil society members. (for a sample application form, see Appendix 1)

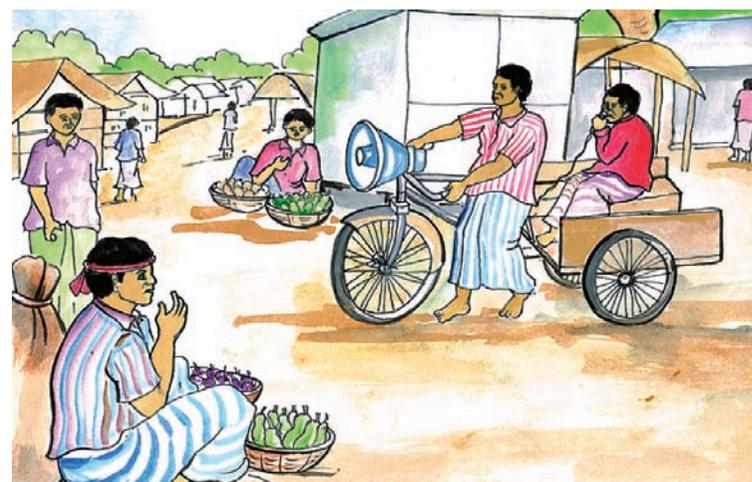
Distribution



The form is distributed to the generally landless and resource-poor households through the UPs, union land offices and Uttaran field staff. A photocopy of the application form is considered to be acceptable, to ensure that a bribe cannot be charged for its distribution.

Publicity for the application form distribution is generated through activities such as mobile loudspeakers - known locally as 'miking' – and through folk song performances and the circulation of leaflets and posters in each village and ward of the union (refer to booklet 5 in this series on 'Public Awareness Raising Activities' for an exhaustive account of Uttaran's work in this area). The messages provide

information on how and when to collect the application form, as well as who is eligible.



Completion

Advice is also given on completing the form and submitting it to the UP. Enlistment in the khasland programme is free of charge and protective measures will be taken to prevent the applicants from falling victim to fraudsters.

Uttaran field facilitators monitor the field and enlist local youth volunteers to ensure the people are aware of the application process, including on how to complete the application form as the landless people, are mostly illiterate

Collation

Once completed by the landless and homeless households, the application forms are then submitted only to the respective UP secretary. The UP maintains a register of applicants' names, ages, addresses, and occupations using serial numbers. Local youth volunteers can be enlisted to support the UP secretary as necessary.

An application number and name token is given to each applicant and all the received application forms are segregated by ward and sent in bundles to the relevant WBBC.

Consideration

At the grassroots level the WBBCs scrutinise the forms and send the preliminarily short-listed applications up to the UBBCs. The union committees in turn at their level scrutinise the applications and send the further short-listed ones up to the UAKDMC. The upazila committee in turn at its level further scrutinises and filters the applications and prepares a list of provisionally selected ones as per the selection criteria. The forms are then computerised, printed and made public through the UPs on a publicised date for their scrutiny and acceptance by the wider community. From this, the final lists are approved.



Ward-based landless selection procedure

Preparatory meeting

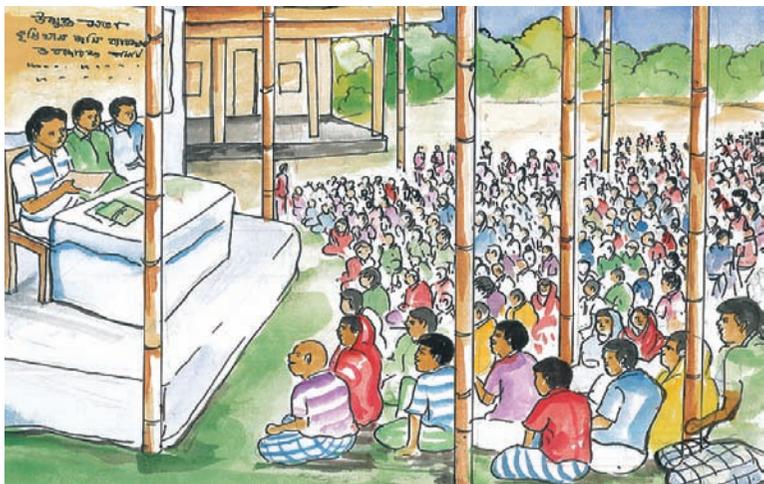
The chairperson of the WBBC must call a preparatory meeting of all the members. Together they take decisions on the time, place and date for an open public gathering, and discuss the duty and responsibilities of the members of the WBBC with regards to the procedure for selecting the landless and homeless. Resolutions must be prepared following each and every meeting of the ward committee. The chairperson and other members present must put their signatures to the resolutions.



Open public gathering

The WBBC must then arrange the open public gathering in order to publically and transparently check the submitted application forms.

Attendees should include the committee members plus every applicant and/or their representative(s). Publicity and awareness of the meeting can be generated through mobile loudspeakers.



At the beginning of the meeting, committee members should describe the selection process to the applicants before inviting them to share their views in front of each other.

The submitted applications are then separated on the basis of village and para (locality). Local youth volunteers announce the name and number of applicants. The volunteers then ask information about each applicant to the community to check whether he or she has provided genuine information about themselves and their status.

The information given in each application form is examined in front of the other applicants and their neighbours. On the basis of the testaments of the neighbours and in consultation with other committee members, the selection committee can then choose to register an applicant on the landless and homeless list. Committee members do not have the right to cancel any application but they can recommend for inclusion or exclusion. In the case of applications being marked for exclusion, clear reasons must be written therein. The WBBC chairperson has to sign each and every application.

Field investigation

In the case of the absence of an applicant or their designated

representative at the open public gathering, or confusing information, the application is set aside for field investigation by Uttaran staff.

Sometimes, confusing information is provided by the applicants. The concerned committee members can opt to visit the households of the applicants so that they can be sure about the information. The committee fixes a day in order to visit the households of the applicants. After the visits, the members meet to decide whether or not the investigated candidates will be recommended. The convener of the committee countersigns all of the applications from the investigated households. The committee then informs the applicants who were not recommended by the Ward committee that they are not prevented from reapplying in the future.



Nominated candidates list

A list of nominated candidates is prepared as per the prescribed form below. All members of the WBBC must sign every page of the form.

A B C D E					
List of recommended applicants					
					Class:
Village : Ward : Union: Upazila:					
serial	Name of the family head	father/husband's name	occupation	quantity of land	comments

The applications which are not recommended should be kept in a different file and listed according to the form below. Again, every member of WBBC must sign every single page of the form. The reasons for not recommending inclusion on the list should also be mentioned there.

Application not recommended : Ward Union Upazila					
serial	Name of the family head	father/husband's name	occupation	quantity of land	comments

The ward committee prepares detailed decision notes, detailing the total number of recommended applicants and total number of applications not recommended. After the final listing on the register book, the convener of the committee will sign on its behalf. The register with all applications which are relevant to the selection process must be submitted to the UP on the next day after an open selection process.

Union-level verification & approval of landless

After receiving the application forms, the convener of the UBBC calls a meeting of committee members to carefully scrutinise the ward-based application forms.



After examining all recommended applications, the UBBC gives its opinion and prepares detailed meeting notes in which all amendments, inclusions and exclusions from the original list are highlighted. Minutes of this meeting are signed by all the committee members.

The convener of the union committee (always the UP chairperson) must sign every application form - whether recommended or not recommended - and every page of the list finalised by the UBBC. On applications which are not recommended, the reasons why must be given. After the meeting the UBBC sends the recommended/not recommended applications, lists and resolutions to the Upazila Nirbahi Officer (UNO), who is the chairperson of the UAKDMC.

Number of applicants listed as landless under Tala Model

For the SALE Project under Jamalpur Sadar Upazila, July-October 2014

Sl No.	Name of union parishad	Number of applicants	Number listed	Number who were homeless
1	Shahabajpur	2,314	1,621	250
2	Laxmirchor	1,690	1,188	283
3	Rashidpur	2,120	1,527	269
4	Nurundi	1,918	1,284	64
5	Kendua	1,650	1,267	174
6	Sripur	1,475	1,002	442
7	Titpolla	1,801	1,153	52
8	Baschora	923	742	64
9	Itail	1,510	1,216	149
10	Mesta	1,282	953	147
11	Ghoradhap	942	717	148
12	Tulshirchor	1,288	1,020	122
13	Digpait	2,068	1,605	256
14	Sharifpur	2,268	1,530	183
15	Ranagacha	2,045	1,765	111
TOTAL		25,294	18,590	2,714

Final approval

On receipt of all the application forms from the union committee, the UNO calls a meeting of the UAKDMC. In the meeting the recommended and not recommended applications by the ward and union landless and homeless selection committees are thoroughly examined and verified and after reaching a consensus the UNO gives the final approval and signs.



If any further verification is requested regarding the information provided in the form - such as the name of the applicant, their occupation, the quantity of land, khasland etc - a field investigation is conducted by the ULAO and on the basis of their report the committee can approve or reject applications.

The upazila committee then prepares a draft list of the approved application forms from the landless and homeless which is then computerised and printed for distribution throughout the ward on notice boards. The draft list of the landless and homeless can be displayed in every UP for 15 days, during which time any applicant can withdraw. If anyone drops out of the list he or she can apply to the Upazila committee within 15 days. If anyone remains absent in the

locality during the time of preparing the draft list of the landless and homeless, he or she can apply to the UNO to be included in the list under special consideration within a month of the draft being prepared.

Any form of complaint or objection or opinion regarding the draft list can be made to the Upazila committee. In this regard the UAKDMC pro-actively addresses all of the objections and complains.



Publication of the final landless

After receiving the approval of the UAKDMC, every landless and homeless applicant is provided with a 12-digit number. The first six digits reflected the district, upazila and union; the seventh digit is for the ward; and the remaining five digits reflect the serial number of the applicant.

One copy of the list of homeless and landless household people is held by the UP, one copy in the union land office, one copy in the upazila land office, and one copy in the office of UNO. The copy preserved in the union land office should be retained as the register.



Summary



The Tala Model promotes a collaborative approach between communities, NGOs and the local government administration. The transparent selection process and multi-stakeholder approach helps to restrict corrupt practices and promote the flow of information about khasland from the State to the people who most need it, with Uttaran playing a vital facilitating role to bridge the gap.

Uttaran's pioneering work in Tala is viewed to be unique and its success means the tried and tested methodology has been replicated in other areas in the region. For the target groups, selection through the model can also lead to them being accepted for other government services and schemes other than khasland.



What next?

Institution building for the Landless

Landless people lack institutions which can raise a voice for them. Under the Tala model primary organisations are formed under the umbrella of a Gono Unnayan Federation (GUF) support network to enhance the capacity of landless people by giving trainings on leadership, orientations on land issues, as well as life skill trainings (*refer to booklet 2 titled 'Primary Organisation and GUF formation'*).

Bhumi Committee

A committee under the name of Bhumi committee is formed at upazila level of representatives from various strata of civil society. It supports the voice of the landless as well as assists in the identification of the landless, and khasland and its distribution (*refer to booklet 4 titled 'Bhumi Committee'*).

Legal Support

To ensure landless people's access to khasland and their sense security, legal assistance is provided under the model project (*refer to booklet 6 titled 'Legal Support'*).

Financial Assistance

Under the model a fund under the name of Bhumi Tahabil is created to provide financial support to the landless people which they can use as the expenditure to have temporary and permanent settlement of land or for other economic activities. For temporary lease for acre of land 2000 taka as interest free loan while for permanent settlement 5000 taka is provided to a family.

Appendices

Appendix 1

Application form of enlisting name as homeless and landless

Appendix 2

The implementation plan of action for preparing Homeless and landless list

Appendix 3

Structure of the Upazila Krishi Khashjomi Bondobosto o Babosthapon Committee (UKKBBC)

Appendix 1 Application form of enlisting name as homeless and landless Upazila: Jamalpur Sadar, Jamalpur

1. Union : 2. Ward No:

3. Village : 4. Locality :

5. Name of family head's father/husband:

6. Family head's father/husband :

7. Describe the own homestead (if any) : Mouza..... Line..... Ledger..... Quantity of land.....

8. Description of houses in the homestead (if any) :

9. Description of demesne (if any) Mouza..... Line..... Ledger..... Quantity of land.....

10. Applicant's class as landless and homeless (give tick) :

A. destitute freedom fighter family

B. not having any satisfactory living home

C. river eroded family

D. family of husband abandoned women or widow with active child

E. family without agricultural land and landless agro-based family

F. agro-based family having homeland of 10 decimal lands but not any cultivable land

G. floating destitute family

11. List number in case of Freedom fighter family:

12. Description incase of the disability of family head:

13. Family Types (give tick): Nuclear family Extended family

14. Describe the living place due to the unavailability of own homestead:

15. Number of Family Members and description:

Sl	Name	Age	Relation	Occupation	Comments

16. Mobile Number (if any):

Declaration

I am, hereby, promising that the above mentioned information are true. In case of cancellation of my application due to any misinformation I will not have any complain

Signature/finger tip of the applicant:

Name of the applicant:

Address:

1. All the provided information is true. Recommended as a landless/homeless
2. Not recommended as a landless/homeless
- Comments: (In case of not recommending).....

Chairman
Ward Landless and Homeless Selection Committee

1. All the provided information is true. Recommended as a landless/homeless
2. Not recommended as a landless/homeless
- Comments: (In case of not recommending).....

Chairman
Union Landless and Homeless Selection Committee

1. All the provided information is true. Recommended as a landless/homeless
2. Not recommended as a landless/homeless
- Comments: (In case of not recommending).....

Chairman
Upazila Landless and Homeless Selection Committee

Enlisted as a Landless and Homeless. The Landless and Homeless number of the applicant:

--	--	--	--	--	--	--

On behalf of Upazila Committee

Who can apply?

- Households having no satisfactory living home
- Poor freedom fighter's family
- Households who lost all land due to river erosion
- Widow/abandoned women with adult son*
- Households which neither have agriculture land nor homestead land but fully dependent on agriculture
- Agro-dependent family having homestead land of 10 decimals with no cultivable land
- Households of no fixed address

* As per government policy

Appendix 2

The implementation plan of action for preparing list Homeless and landless

The activities started at Jamalpur Sadar Upazila by September 1, 2014

Sl	Activities	Time limit	Responsibility
1	Inauguration of the programme	14 August, 2014	District & Upazila Administration
2	Awareness meeting about Upazila Krishi Khashjomi Bondobosto o Babosthapona Committee	22 August, 2014	Upazila Administration, Uttaran
3	Union Level orientation about preparation of homeless and landless list and selection process	6-24 September, 2014	Union Parishad, Union land office, Uttaran
4	Distribution and submission of application form	15 days	Related Union Parishad, Union Land Office and Uttaran officials
5	Last date of sending applications to Ward offices from UP office	2 days	The secretary of related Union Parishad
6	Selection by the Ward committee in a open meeting and sending relevant documents to the Union committee	10 days	Ward Selection Committee
7	Selection by the Union committee and sending to the Upazila committee	7 days	Union Selection Committee
8	Verification and approval by the Upazila Krishi Khashjomi Bondobosto o Babosthapona Committee	15 days	Union Parishad and Upazila Krishi Khashjomi Bondobosto o Babosthapona Committee
9	Publication of Union level draft list	15 days	Upazila Krishi Khashjomi Bondobosto o Babosthapona Committee
10	Application submission by the drop out and last date of mitigating	One month	Upazila Krishi Khashjomi Bondobosto o Babosthapona Committee
11	Revealing final list	One month	Upazila Krishi Khashjomi Bondobosto o Babosthapona Committee

Annex - 2

**Structure of the Upazila Krishi Khashjomi
Bondobosto o Babosthapona Committee**

Advisor :

- a. Honourable Member of Parliament (related)
- b. Union Parishad Chairman

Member of the committee:

1. Upazila Nirbahi Officer (UNO)	Chairman
2. Upazila Agriculture Officer	Member
3. Acting Police Officer	Member
4. Upazila Co-operative Officer	Member
5. Related Forest Range Officer	Member
6. Related UP Chairman	Member
7. A representative from the co-operative association of poor (Nominated by the DC)	Member
8. A representative from the co-operative association of farmers (Nominated by the Honourable Land Minister)	Member
9. An honest, important local figure who is interested to do humanitarian work (DC will nominate the name with the suggestion of related MP)	Member
10. The principal of a local college or high school (DC will nominate the name with the suggestion of related MP)	Member
11. A representative from the association of freedom fighters	Member
12. Assistant Commissioner (Land)	Member secretary