



THE PROBLEM OF COORDINATION IN UPAZILA ADMINISTRATION
A CASE STUDY OF TWO UPAZILAS

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INTRODUCTION

Focus of this study:

The Government of Bangladesh, in recent years, has been experimenting with ways and means of reaching the people. A major stride in this direction has been the creation of upazilas. With the professed motive of administrative decentralization, democratization of local bodies and empowerment of the people, 460 police stations of the country have been upgraded, and officials from important government agencies have been stationed at these upazilas. Notably, these government officials have been sent on deputation and they are to work under the supervision and guidance of respective upazila parishads (Sub-District Council). The chief executive of the upazila parishad is the chairman who assumes office through direct election. Since the chairmen are serving their first term, many of them lack knowledge and skill of administration. Interdepartment rivalry and mutual suspicion between officials and the political leadership have made their job all the more difficult. Consequently, smooth and uninhibited development work at the upazila is not taking place. Against the background referred to above, this research project seeks to explore at length the issue of coordination, its significance and bottlenecks at the upazila level.

Rationale of this study:

As hinted earlier, the present research project seeks to highlight the upazila system with particular emphasis on coordination. After coming to power in March, 1982 General Ershad launched a massive programme of administrative decentralization. The upazila system was introduced to bring reform in the administrative system and strengthen local government institutions with the objective of accelerating the pace of socio-economic development through people's participation. The government, the political parties and people at large have closely been monitoring the functioning of this system. The efficiency of the

upazila system has got two dimensions: i) the level of expertise, knowledge and commitment of the individuals involved, and ii) the coordinative mechanisms developed through which all units work well so as to deliver goods and services.¹

Upazilas have been at work for about five years. During the initial days, in-depth studies on strengths and weaknesses of the system were not deemed proper. Any new programme deserves at least a gestation period for subjecting it to critical examination. Now that upazilas are older by half a decade, it may not be too early to undertake a research effort to determine the soundness of the system.

It may further be clarified at this point that the present study has not attempted to make a comprehensive analysis of the whole upazila system. Owing to time constraint and also to ensure depth of treatment, the scope of elaboration has been narrowed down to the vital question of coordination only.

METHODOLOGY

Two Upazilas were selected for this case study. From various reports, Savar Upazila of Dhaka District has been considered as one of the best examples of^a well coordinated system. Similarly, Palashbari Upazila of Gaibandha district has been considered to be an upazila where coordination has been the most difficult to accomplish. Moreover, the location of these two Upazilas is quite different. Savar belongs to Dhaka Division and enjoys some situational advantages of being close to the capital. Palashbari is located in Rajshahi Division and is a typical rural upazila. Palashbari is situated in the northern part of the country — generally deemed to be less developed in terms of economic growth, trade, literacy, mode of communication etc. Savar on the other hand, being near to the capital enjoys many facilities and it is also an industrially developed area. We have therefore consciously selected these two contrasting Upazilas to bring out the various implications about coordination and these may in all likelihood give a typical picture of coordination as practised in Upazilas.

Sources of Data :

In the present case study, data have been collected from primary and secondary sources. Secondary source comprises various government circulars, published research reports and journal articles. Primary sources include structured and unstructured interviews, discussions with related individuals, agencies and observation.

Number and group of Respondents:

Eight types of respondents were selected for interview through eight sets of questionnaires. These groups of respondents are categorised as A, B, C, D, E, F, G and H from two Upazilas. Two Upazila chairmen, 2 Upazila Nirbahi officers (UNO), 26 Upazila Parishad members, 26 transferred officers, 16 retained officers, two Deputy Commissioners and 40 members of the public were examined. The two joint secretaries who are assigned to inspect these two Upazilas were consulted. Table below shows number and categories of respondents:

Table: 1.1

Classification of Respondents and their Numbers

Sl. No.	Class	Respondent	Savar Upazila	Palashbari Upazila	Total Respondent
1.	A	Upazila Chairman	1	1	2 persons
2.	B	Officers of transferred subjects	11	15	26 "
3.	C	Officers of retained subjects	9	7	16 "
4.	D	Members of Upazila Parishad	13	13	26 "
5.	E	Members of the Public (Upazila Elite)	20	20	40 "
6.	F	Upazila Nirbahi Officer, (UNO)	1	1	2 "
7.	G	Deputy Commissioner	1	1	2 "
			Dhaka District	Gaibandha District	
					<u>114 persons</u>

Sampling Procedure:

Except the 'E' category, no sampling method was used to interview the other respondents. The period of data collection spanned from 27th June to 20th July 1987 and all the government officials and members of the upazila parishad present were interviewed during this period.

For respondents belonging to Group 'L' purposive sampling method was used. Of course in this case a list of local politicians, lawyers, school and college teachers, NGO personnel, renowned farmers, retired officials and local elites was prepared with the help of the UNOs and Upazila Chairman and out of this list individuals were examined.

Instruments of Data Collection:

In order to collect data and information, 8 types of questionnaire were prepared in Bengali. Draft questionnaire of each type was pre-tested at Savar and was administered to the interviewees consequent upon its approval by the evaluation committee. Two research assistants were temporarily engaged for administering the data collection. They were M.As and had previous experience in research work. Before sending them to Upazilas they were trained to conduct interviews, administer questionnaires and/briefed about the aims, objectives of the research project and procedures of data collection.

Classification and Tabulation:

Collected data were presented in Uni and Bivariate tables. Necessary statistical data and graphs were used for easy intelligibility.

Limitations:

During this study a few problems were faced for which it was not possible to submit the report within time limit. Those limitations are:

- 1) Government officials at upazilas did not come forward spontaneously to furnish us with the needed information. Many of them were under the apprehension that their views might offend the public representatives/specially upazila chairman. This they wanted to avoid. Consequently, a great deal of data would not be collected.
- 2) During the period of field study, the two concerned M.Ps were out of station and so their opinions on related issues could not be gathered.
- 3) The term "Coordination" and "Coordinative mechanisms" and its other related expressions were unknown to the respondents who perceived these phenomena differently from one another. As a result correct replies were hard to be elicited.

COORDINATION : A CONCEPTUAL FRAMEWORK

Man as a social being cannot function properly without a group. He participates in one way or^{and} other, in different group activities. Such activities need to be^{organized} for accomplishing common goals. It is in this organization of group activities towards common goal that the necessity of coordination becomes apparent. The purpose of organization is to secure unity of efforts of the individuals whose labours are divided. The process of securing this unity is coordination. In fact, one of the basic purposes of organization is to promote coordination. Organization is an impersonal system of coordinated efforts.² Coordination is difficult to achieve because people in an organization come from diverse background, orientation, values and ideas ; these preclude easy communication between them. Having personnel from a similar background eases communication process and creates more harmonious operation which facilitates coordination.³ However, achieving effective coordination is one of the most sensitive and complex management processes. It requires both the ability to diagnose the nature of the coordination problem and the skill to devise and implement the most effective strategy for coping with that challenge. Mooney defines coordination saying, "Coordination is the orderly arrangement of group effort to provide unity of action in the pursuit of a common purpose".⁴ Organizations have two objectives - the internal and the external. The internal objective is to achieve and maintain coordination; external objective refers to the purpose or interest that binds the individuals into a group. It is the process of achieving 'organized efficiency' which is a constant necessity in an organization. It is essential to the existence of the organization itself.⁵

The first and foremost element necessary to achieve coordination is clarification of goal. The functionaries of the organization need to be clear about their respective goals and responsibilities. In the absence of this, conflicts and duplication will arise. Unless goal is defined, there will be little significance of communication between the functionaries because functionaries will not know who

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to communicate with and for what. Thus coordination demands clarity of goals on the one hand and assessing of the capacity of the organization to implement them.⁶

Rationale of Coordination :

Any organization, private or public, is a goal-oriented association of individuals or subunits. The total work of the organization is divided into tasks and activities which are to be carried out by individuals or subunits. Overall organizational goals will be achieved as individuals accomplish their assigned tasks and activities. These tasks are performed not in an isolated or disjointed way but in a coordinated way. This coordination is achieved through creation of interdependency between goals and subgoals.⁷ If there is no congruity between the goals of the subunits, coordination between individuals or agencies will not take place. Coordination thus calls for establishing linkages creating interdependency between goals and subgoals. If overall goals are to be reasonably achieved, the efforts of the various individuals or units must be coordinated. As organizational subunits become more highly interdependent through division of work or breaking goals into subgoals, the need for effective coordination becomes greater.⁸

Information-sharing through meetings or other interpersonal or inter-unit interactions is another reason for which coordination becomes necessary. It is said that information is power. This power needs to be shared to enable the participants to put their energies, time and resources in the right direction. Coordination is necessary because "information could be used to the advantage of the individual or his associates."⁹

Resources are always scarce. Economy and efficiency are the common concerns of effective managers of today. In order that resources are not misused energies are not duplicated or wasted, interpersonal and inter-departmental coordination become essential. In the absence of coordination between interdependent subunits, there remains the possibility of duplication and wastage of resources including time and energies.

Interorganizational Linkage and Coordination:

All organizations are incomplete in the sense that they cannot function in isolation, because they have to exchange information and resources constantly to maintain dynamic equilibrium. In other words, organizations, big or small, have to interact with other organizations for acquisition and exchange of information, resources and energies for which they survive and thrive. These other organizations constitute the environment which influence the focal organization. The interdependence or interrelationship also works here. One organization has to establish linkage with the other and in doing so, it has to perform coordinative functions through exchange of resources and information. As Ahmed says, "The need for coordination, globally, is collective..... It is unlikely that it could be achieved through fragmented, distrustful activity, rather it is more likely to be attained through positive reinforcement of each other."¹⁰ Despite the diversities and differences, interagency coordination among organizations is necessary because they need to have mutual cooperation for sharing a common goal which is survival. The relationship between organizations is based on mutuality of interests which is another basis of coordination. Setting up of a coordinating agency among the interacting organizations is one of the ways of maintaining coordinative link. Interdependence, awareness, and standardization are the three dominant variables that help in carrying out coordination tasks. As Litwak and Hylton say, "Coordinating agencies will develop and continue in existence if formal organizations are partly interdependent; agencies are aware of this interdependence and it can be defined in standardized units of action."¹¹ By interdependency is meant that two or more organizations must take each other into account, if they are to accomplish their goals. By awareness is meant that the agency recognizes that a state of interdependency exists. By standardisation is meant behaviour which is reliably ascertained and repetitive in character. The need for a coordination agency arises where there is a moderate amount of standardization, a high awareness, and a medium number of organizations to be coordinated. When there are few

organizations to be coordinated, conferences between staff from the organizations or informal communication over telephone or luncheon engagement may be the form of coordination.

Mechanisms of Coordination:

Mintzberg suggests five mechanisms to achieve coordination among the components of the organization. These are mutual adjustment, direct supervision, standardization of work process, standardization of work outputs, and standardization of worker skills. These he considers to be "the glue that holds the organizations together."¹²

Mutual Adjustment: Mutual Adjustment is pursuing the process of informal communication which has been discussed earlier. Coordination of work through mutual adjustment can be achieved in the simple, small and 'open' organization; for example, two people on a boat or five people in a pottery studio. The task of coordination can be easily and speedily carried out through informal interpersonal communication or interaction which is possible if the organization is not complex and big.

Direct Supervision: Direct supervision achieves coordination by having one individual responsibility for the work of others by issuing instructions to them and monitoring their actions. In fact, one individual coordinates the activities of several individuals. For example, work of eleven players of a football team are coordinated by a field leader or captain. Here mutual adjustment does not work well.

Standardization: As the organization becomes more complex in size and functions, the mechanisms of mutual adjustment or direct supervision become ineffective in performing coordinative functions. Consequently, work of the organization needs standardization. In standardization, activities are programmed, individuals know exactly what is expected of them and thus organization functions accordingly. This standardization has been described by Lippitt as 'program', which has already been discussed. In standardization of work processes, the contents of the job are

specified or programmed. In standardization of outputs, the results of the work are specified. Standardization of skill coordinates work indirectly through training required to perform the specified work. Here individuals hardly need to communicate because through the process of training, they become cognizant of what to expect of one another. So coordination of work takes place in a natural process.¹³ According to Litterar, two basic elements are required if one is to provide for coordination- communication and programmes.¹⁴ By programmes he means the formalized prescriptions for organizational behaviour. A programme of an employee or member identifies the job elements for his position and indicates how they are to be performed. But coordination can be done effectively by programme, if only circumstances and conditions are static and stable. Experience suggests that situations and jobs often become complex and thus programmes alone are not sufficient for providing coordination.

Communication - Formal and Informal: Communication is a prerequisite and one of the aims of coordination. If there is no communication, there cannot be any coordination. Coordination cannot take place unless those who make interrelated decisions can or do communicate with each other and those who are to carry out the decisions know what is required of them. Coordination implies planning, and communication is the aim of coordination because systematic planning is usually required to ensure that communication among individuals or agencies actually takes place. Coordination involves the provision of needed information at various points in the organization. It is the responsibility of managers to see that needed information are communicated to the right persons or levels and the proper relationships are maintained. Thus communication of information becomes critical to the coordinative effort.

Broadly speaking, coordination is generally provided by two types of communication. These are formal communication and informal communication. Formal and informal communication are based on formal and informal system of which an organization is

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the mixture. A portion of organizational communication is preplanned and required by the formal system and the balance of the communication is 'permitted' to emerge as part of the informal system. Informal communication is mostly unwritten and non-documentary. It is mostly of the face-to-face or telephone variety. Communication in this system is not usually planned or documented.

Organogram: Organization which is self-contained and which does not face uncertainty in respect of task and environment and which has an interpersonal-relations/climate can best implement an organization format that emphasises the external system. This type of organization will have a relatively tight structure with little scope of deviation from requirements and will go for the formal communication pattern. Here coordination can be accomplished through the formal hierarchical system.¹⁵ In this system individual activities and interactions are reflected in the organogram. Bureaucratic organizations have a high degree of formalism, rules and regulations and here coordination is provided through formal channels. Written correspondence is formal in nature. But the flow of formal communication is often impaired by a number of factors which can be either structural or interpersonal in nature. Where the disruption of formal communication is too great, coordination will be difficult to achieve.

Goal Perception: The lack of a clear understanding of 'who does what' often leads to poor coordination. This situation is known as goal ambiguity. Creation of awareness of individual responsibility can improve the situation. Coordination is affected when more than one individual or department feel that they are responsible for the same activity. As Newman puts it, "occasionally when such fuzzy organization leaves overlapping responsibility, the confusion is confounded by jurisdictional jealousy and these jealousies, in turn, seriously interfere with voluntary coordination."¹⁶

Planning and Scheduling: To secure consistency among plans, a manager must first check one against the other to see whether they all add up to a unified programme, whether they are linked with the organizational goals. "Two aspects of planning are particularly important in achieving coordination in such a review: consistency among the plans and timing of the activities."¹⁷ Coordinated activities must not only be consistent with each other, but also be performed at the proper time. Timing is one of the cardinal features of coordination. Delayed or premature action may cause confusion that will yield negative results. Therefore, each operation assigned to each department or subunit needs to be properly timed. There is no disagreement that voluntary coordination is the best form of coordination. "A wise executive will do what he can to promote voluntary coordination and should seek to imbue his subordinates with a sense of importance and dignity as a vehicle for voluntary cooperation."¹⁸

Personal Contact and Committees: Personal contact also enhances coordination to a great extent. Follet recommends, 'coordination by direct contact of the responsible people concerned.'¹⁹ Committees provide an opportunity for direct interaction and informal communication of ideas and views. Committees are created for the purpose of unifying the individuals whose activities need to be coordinated in order to accomplish organizational goals. Being on the committees, the members find scope to build personal relationship which, also facilitates voluntary coordination. Organizations which face an instable and uncertain environment must rely on methods for achieving coordination and integration. In some cases specific individuals or units or departments are assigned the responsibility for performing the integrative function.

Meetings: Meetings are also useful mechanisms for bringing about coordination. Meetings create scope for the sharing of all information and ideas that can be useful for the accomplishment of the common objectives. Through information-sharing, roles and responsibilities can be specified and all confusions and contradictions, discrepancies and deficiencies can be reduced. But meetings should

not be too frequent. Too much of meetings will simply consume time. Drucker warns as saying, "Meetings are by definition a concession to deficient organization. For one either meets or one works. One cannot do both at the same time."²⁰

Inspection: Inspection is also one of the mechanisms by which task of coordination can be achieved. Inspection is in fact a form of internal check. Inspection has two purposes - to find out faults of the subordinates and to check whether there is any communication gap, contradiction or misunderstanding for which the overall objectives of the organization are found to be difficult to achieve. This inspection task can be accomplished by sending a representative without formal authority. The purpose is to marshal facts, exchange information and take stock of problems faced by the concerned agency or individuals.

Interdepartmental/Interagency Committees: A committee is a group of persons specifically designated to perform some acts. Committees are set up to take care that the coordinative functions are carried out without confusion, misunderstanding or communication gap. Such committees include representatives from the concerned departments agencies who may contribute to the solution of a problem having commonality. Interdepartmental committees enable the people to take joint action. So these committees serve as the instrument of coordination and a device to diagnose areas of conflict and contradiction and find out ways and means to work jointly to achieve common specific goals.

THE UPAZILA SYSTEM : A HISTORICAL PERSPECTIVE

A brief History:

The Government, in pursuit of its policy of Administrative reform and decentralization of administration, has brought about a notable change in the old colonial system of local government inherited from the British. The promulgation of Local Government Ordinance 1982 is significant in the context of decentralised administration as it marked the beginning of a new system by replacing the two hundred year old Thana system. The upazila is a local government institution. This study of upazila will remain incomplete if the various stages of evolution of local government institutions in this part of the subcontinent are not briefly discussed.

Pre British Period:

A study of the origin of local government institutions in Bengal reveals that the indigenous local government institutions had been in existence from time immemorial. These traditional institutions grew up in ancient and medieval periods since villages of Bengal were left to themselves owing to lack of communication and transport facilities. Village affairs were administered in the village itself. During the medieval period, urban communities grew under the Mughals. The office of the kotwal was developed as cornerstone of high status and his first and foremost duty was to maintain law and order. The administration of village was left to the panchayets under the overall charge of the village headman. Each village had its council or panchayet. It appointed or elected its own headman who served as a link between the village and the central government. The panchayet was comprised of five members chosen from the respectable and renowned persons of the village. The panchayet used to look after education, irrigation and religious and moral conduct of the village. Maintenance of law and order, holding of fairs and festivals were also within the charter of duties and responsibilities of the panchayet.

The British Period:

The British East India Company came to this sub-continent for trade, but gradually they got entangled with political affairs and ultimately became our masters till 1947. They ruled the sub-continent for about two hundred years. During the early period of their rule, the British did not realise the importance of local government institutions in administration. They introduced new Zamindari system known as Permanent Settlement in 1793 and thereby the indigenous local government institutions which were in existence from time immemorial became extinct. But soon they realised that the existence of local institutions in administration was necessary for serving their own interest. Consequently, the Village Chowkidary Act, 1870 was passed. The Act provided for appointment of panchayet consisting of five nominated members at the village level by the District Magistrate. The main function of this panchayet was to maintain law and order by appointing village watchman called chowkider. The panchayet was authorised to collect tax from the villagers for payment of salaries to the chowkidars.

Then the Bengal Local Self Government Act 1885 was passed where provisions were made for creation of local self government institutions at three levels namely Union, Subdivision and District, with 5 - 9 members at Union Board, 6 members at subdivision Board and 9 members at District Board. The members of all three boards were nominated by the government.

Thereafter the Bengal Village Self Government Act of 1919 was passed making provision for inclusion of elected members along with nominated members at local bodies. This Act retained the subdivision Board and District Board as before, but replaced Panchayet and Union Committee by Union Board. The bodies were hierarchically structured. The higher body used to exercise its control over the lower body. As a result these bodies could not grow up as independent and effective local government institutions.

Pakistan Period:

The local government system introduced by the British continued in Pakistan period with the following modifications in its composition.

1) The British system of nomination of members to the District Board was abolished. Universal adult franchise for election of chairman and vice-chairman to the union board through secret ballot was introduced.

It was Ayub Khan who brought substantial changes in the British system by promulgating the Basic Democracies Order (BDO) in 1959. The BDO provided for four tier system of local government viz. (i) Union Council, (ii) Thana Council, (iii) District Council and (iv) Divisional Council. The Order changed the names of Union Board as Union Council

and District Board as District Council. It also introduced two new local government institutions namely Thana Council and Divisional Council.

The Union Council was the lowest tier of local government. It had an elected Chairman. All Chairmen of Union Councils were ex-officio members of Thana Council. Thana Agricultural Officer, Thana Education Officer, Thana Health Officer, Thana Fishery Officer and Thana Co-operative Officer were nominated members of Thana Council. But the number of nominated members could not exceed the number of ex-officio members.

The Subdivisional Officer (SDO) was ex-officio chairman and the Circle Officer Development (CO) was ex-officio vice-chairman of Thana Council. In practice, the CO (Dev.) acted as the head of Thana Council as the SDO could not regularly attend the meeting because of his other preoccupations. The Thana Council could not levy tax. Carrying out the task of Co-ordination was its main function. Thana Training and Development Centre (TTDC) was set up in each thana to focus its developmental role.

Before promulgation of BDO by the government, the role of thana was confined to maintenance of law and order and prevention of crimes. But the BDO introduced development circle in each thana and for the first time Thana was recognised as the pivot of development and economic activities. The post of Circle Officer (Dev.) was created for each circle and TTDC became the nerve-centre for promoting co-ordination among nationbuilding departments and local government institutions. All thana level offices were supposed to be located at the TTDC. But all these measures failed to ensure active and effective participation and

representation of people because authority of co-ordination lay in the hands of the bureaucrats having linkage with the Provincial Government.

District Council was composed of officials and nominated members and Deputy Commissioner was its ex-officio Chairman. Later the system of electing one vice-chairman in the District Council was introduced. The District Council was entrusted with development and welfare activities. It used to co-ordinate the activities of local bodies.

Divisional Council too was composed of official and non-official members. Divisional Commissioner was its ex-officio chairman. The main function of the Divisional Council was to co-ordinate the activities of various departments, local bodies and municipalities.

The Bangladesh Period: (1972-1982)

After independence of Bangladesh, basic democracy system was abolished by Presidential Order No.7, 1972 and the nomenclature of Union Council, Thana Council and District Council was changed as Union Panchayat, Thana Development Committee and District Board respectively.

By Presidential Order No. 22, 1972, the name of Union Panchayat was further changed as Union Parishad.

By promulgation of Local Government Ordinance 1976, three tier system of local government comprising of union parishad, Thana parishad and zila parishad was introduced.

The parishad at thana level was composed of official and non-official members. S.D.O. and C.O.(Dev.) were ex-officio chairman and Vice-Chairman respectively of the Thana parishad. The main function of the Thana parishad was to coordinate development activities at Thana level. Side by side there was another local body known as Thana Development Committee and all chairmen of Union parishads were members of this Thana development committee. One chairman of Union Parishad was elected chairman and another chairman Secretary-cum-cashier of the Thana development committee from amongst the members. The main task of this committee was preparation and implementation of development projects known as Works Programme, Thana Irrigation Programme(TIP) and Food for Works programme. The sub-divisional officer had supervisory and financial control over the Thana Development Committee. The fund was released in instalments and the countersignature of the SDO was necessary in the bill submitted by chairman of Thana Development Committee. SDO generally used to countersign such bills on receipt of report on the progress of work by the Project Implementation Officer(PIO).

The Period from 1982 Onward:

Lieutenant General Ershad came to power on 24th March, 1982 and gave serious thought on decentralization of authority and administrative reorganization. With this end in view, government formed a Committee for Administrative Reorganization/Reform under the Chairmanship of late Rear Admiral.M.A.Khan. To implement the recommendations of this Committee, a National Implementation Committee for Administrative Reform(NICAR) was constituted.

In pursuance of the decisions of the NICAR, the Local Government Ordinance, 1982 was promulgated for upgradation of thanas into Upazilas.

The process of upgradation of Thana later called Upazila was completed in ten phases: (Annexure - 1)

On completion of the tenth phase of upgradation of old Thanas as Upazila on 1.2.1984, the upgradation of outlying subdivisions as districts as per decision of NICAR was taken up on the same day.

(Annexure - 2).

Functional Structure of Upazila Administration:

With the creation of the upazila, the structure of upazila administration has undergone a radical change to suit the new system. Government has published Manual of Upazila Administration Volume I, II & III where details of upazila system have been given for necessary guidance.

An organization chart showing strength of officers and staff of transferred and retained subjects in each upazila is appended hereto (Annexure-3). The duties and responsibilities of officers of transferred and retained subjects have also been clearly defined in the Manual.

The Upazila Parishad:

An Upazila Parishad (the Parishad) consists of :

1. Chairman - (To be elected on the basis of direct adult franchise)
2. Representative members - All Chairmen of Union Parishad under the Upazila.
3. Three female members - To be nominated by the Government.
4. Official members - Having no voting right.
5. Chairman of TCCA
6. One member to be nominated by the Government.

Disposal of Business:

All business of a Parishad shall to the extent and in the manner prescribed, be disposed of at its meeting or at the meeting of its committees or by the Chairman of Upazila Parishad or the Upazila Nirbahi Officer (UNO) or any other officer or employee of the parishad.

All meetings shall be presided over by the chairman and in his absence by a representative member, chosen from among themselves. For a meeting, the quorum shall be at least one half of the total number of representative members.

According to section 24 of Manual on Thana Administration Volume 1, a Parishad shall undertake all or any other function. Annexure - 4).

Section 25 of the Upazila Parishad Manual provides that the Upazila Parishad shall coordinate the activities of all Union Parishads and Pouroshavas within the Upazila.

The regulatory and major development functions retained by government are shown in Annexure- 5 .

The services of the officers of the transferred subject have been placed at the disposal of Upazila Parishad and the UNO acts as staff officer to the Upazila Parishad (UZP) chairman who is the executive head of the parishad. The organization chart of Upazila Parishad shows the overall structure of upazila system.

The Upazila has been given a completely new shape through administrative reform and reorganization. It has been made nucleus of the transferred activities. It is for the first time that an elected representative heads the upazila administration and acts as chief coordinator in all development activities at the local level. The list of transferred subjects to the upazila parishad is shown in annexure- 6 .

SIGNIFICANCE OF COORDINATION IN UPAZILA ADMINISTRATION

Coordination is one of the most important administrative functions of a public enterprise. Its success depends on how its multifarious activities are controlled and coordinated for achievement of a common goal. The dictionary meaning of the word coordination is 'bringing into harmony or proper relation'. In public administration, the term is used to mean harmonising diverse activities of various departments or of the same department committed to the same goal or objective. Demock and Demock defined coordination as 'placing the many aspects of an enterprise in proper position relative to each other and to the programme of which they are a part. It is harmonisingly combining agents and functions toward achievement of a desired goal'.

We have briefly narrated the background to the creation of upazila. We noticed that government took rapid steps for decentralisation of administration. The thanas were upgraded into upazilas and subdivisions into districts almost in quick succession. Through these changes government wanted to bring administration to the door-step of common man and to ensure people's participation in administration. With this end in view not only the nomenclature, but ^{also} the shape of Thana administration now called upazila administration has been changed. We have already described the composition of upazila parishad and the subjects transferred to it. The functions of upazila parishad have also been shown in annexure-4. As many as 17 specific functions have been assigned to upazila parishad including supervision, control and coordination of functions of officers serving in the upazila except munsif, trying Magistrate and officers engaged in regulatory functions. Thus coordination is part and parcel of upazila administration and lack of coordination will bring anarchy in the system. In other words, the key to the success of an upazila parishad lies in the effective coordination of its administration. So long the role of chief

coordinator was played by the bureaucrats. But with the changing circumstances, there was conflict between the generalist and the specialist and even among the bureaucrats themselves. In the new system, the role of chief coordinator has been shifted from the bureaucrats to the elected local leaders. The step is bold no doubt; but the mere thrusting of great responsibilities on the shoulder of elected upazila chairman without considering his capability is not enough. To play the role of chief coordinator effectively one must have education, experience and knowledge of the subjects one will be dealing with. Since the post of Chief Coordinator is to be filled up through election on expiry of fixed term, all the requisite qualifications of an efficient coordinator may not be available in the elected representative and as such there may be some gap for which the upazila administration will always suffer. By pointing out the inherent weakness, we do not decry the entire system as no system is perfect and flawless. Although it is too early to comment on the future of upazila, there is no denying the fact that with the decentralisation of administration the upazila has become the nerve centre of activities which need proper guidance and coordination. Moreover in making elected representative the chief coordinator in upazila administration, government claims to have democratised the system and time will judge if such democratised institution will survive or not.

Various dimensions of Coordination:

There are two types coordination in upazila administration, namely, vertical coordination and horizontal coordination. Vertical coordination may extend from the union parishads which have relation with upazila to the zila and the centre. Horizontal coordination may be defined as coordination between the local leaders and the government officials and it may also include coordination between the generalist and the specialist. Let us turn to vertical coordination. We start with upazila's relation with union parishad. It may be pointed out that section 25 of Local government (Upazila Parishad and Upazila Administration

Reorganization) Ordinance, 1982 authorises the upazila parishad to coordinate the activities of union parishad and pourashavas within the local limits of its jurisdiction. Again Section 47 of the Local government (Union Parishad) Ordinance 1983 requires that annual budget of union parishad shall have to be approved by the upazila parishad. The chairman of union parishads are the representative members of upazila parishad having voting power and two-thirds majority of representative members can remove the chairman of upazila parishad from office. So the chairmen of upazila parishads have to be very skillful in maintaining effective inter-personal relationship with the union parishad chairman. Here accomplishing the task of coordination is not easy. It is more difficult because union parishads are not controlled by upazila parishad alone. Section 77 of Local government (Union Parishad) Ordinance 1983 lays down that the government may, by notification in the official gazette, delegate any of its authority under this Ordinance or the rules to a Commissioner, Deputy Commissioner (DC) or any other officer subordinate to him or to any other person or authority. Section 85 further adds that all regulations made by the union parishad shall be subject to the approval of the Deputy Commissioner.

The Central government can issue standing orders to union parishad (Section 76), hold enquiry (Section 63) or supersede union parishad (Section 64). Moreover, it has supreme control over the activities of union parishad (Section 61) such as —

- a) Quash the proceeding
- b) Suspend the execution of any resolution passed or order made by the union parishad.

- c) Prohibit the doing of anything proposed to be done ; and
- d) Require the union parishad to take such action as may be specified.

Thus central government has wide ranging control over the activities of union parishad and under such circumstances chairmen of upazila parishad shall have to avoid conflict with the central government, Commissioner and Deputy Commissioner in coordinating the activities of union parishads.

An upazila has to maintain its linkage with the District headed by DC. The UZP chairman is an elected local leader while the head of district is a brueaucrat, The proposed zila parishad is yet to take its shape. Frequently, it is asked in the field that the D.C. has very little role to play in the upazila administration. This was true at the initial state when role of the functionaries was not defined. As a matter of fact, D.C. has been given some leverage to oversee the upazila administration. Upazila parishad has to send a copy of the minutes of meetings to the respective D.C. within 14 days of such meeting. The parishad is further required to send a copy of budget, audit report, annual administration report to the D.C. The D.C. can inspect and review the project implementation activities of works programme. Annual Upazila Development Programme (AUDP) cannot be utilized for undertaking any earthwork. If an exception is to be made on ground of local or geographical necessity, this can be done with the concurrence of the D.C.

An upazila has to maintain its relation with the central government as well i.e. with the Cabinet Division, the Local Government Division of Ministry of LGRD, the Establishment Ministry and the Finance Ministry. It is also required to follow the guidelines of the Planning Commission for execution of development

projects. Extract from upazila parishad manual Volume II is given in Annexure-7. Sets of government instructions and guidelines on the parishad's functions and responsibilities are contribution much to effective coordination in the upazila.

As mentioned earlier, the upazila parishad has replaced former Thana Parishad. Now upazila administration has a new structure which consists of officials and staff of transferred and retained subjects. Ensuring effective coordination in such a set-up is not an easy task. Cabinet Division's memo No. DA-12(26)/82-449 dated Dhaka, the 23rd October, 1982 at Annexure-8 indicates the differentiation of activities of the central government and the local government.

The above mentioned circular was followed by some other circulars making further amendments in response to the demand of the situation vide Annexure-9. Now an elected chairman heads upazila administration and the conflict between the generalist and the specialist seems to have subsided for the time being. An UZP chairman though not^{as} trained as bureaucrat has to coordinate their activities for achievement of desired goals. The upazila chairman's sphere of horizontal coordination may include administrative coordination, functional coordination and financial coordination. Administrative coordination includes upazila parishad chairman's exercise of executive powers which extend to the doing of all acts for the due discharge of functions of the parishad. Section 27(2) of Local Government (Upazila Parishad and Upazila Administration Reorganization) ordinance 1982 lays down that the executive powers of a parishad shall vest in and be exercised by its chairman either directly or through the UNO or any other officer or person authorised by him in accordance with this Ordinance and Rules. Section 28 of the Ordinance further lays down that all business of a parishad shall be disposed of

at its meeting or at the meeting of its committee and that all meetings of a parishad shall be presided by the chairman and in his absence by any representative member chosen from amongst themselves. All those functions of UZP chairman come within the purview of administrative coordination.

The organogram of the upazila administration shows that the services of a large number of officers of transferred subjects have been placed at the disposal of upazila parishad. The supervision, control and coordination of the functions of the deputed officers may be called functional coordination. The activities of deputed officers may be diverse but proper coordination and harmonisation of such activities are essential for attaining the goals of the Parishad. The degree of the success of Upazila Parishad largely depends on the degree of achieving coordination among the deputed officers.

An Upazila receives financial allocation from the central government for formulation, implementation, monitoring and evaluation of upazila level development plans and programmes. The responsibility of an UZP chairman is to reallocate the fund and to see that the funds are utilized in accordance with government rules and procedures. This is because he has been made accountable to the Parishad as well as to the government for proper management of fund received from the government. Thus proper financial management in the upazila parishad is one of the main responsibilities of an UZP chairman. Apart from administrative and functional coordination, an UZP chairman is required to ensure discipline in financial matters which may be termed as financial coordination. Being a public servant as defined in penal code he is accountable to the parishad as well as to the government. Section 27(2) of Local Government (Upazila Parishad and Upazila Administration Reorganization) Ordinance 1982 requires the UZP chairman to submit an annual statement of accounts of the parishad to the government and

to the Deputy Commissioner. Section 27(3) of the said Ordinance further requires the UZP chairman to display a copy of the statement of accounts at a conspicuous place of the parishad for public inspection and all public objections and suggestions covering the accounts are to be considered by parishad and brought to the notice of audit. A responsible UZP chairman shoulders this responsibility with utmost care as financial coordination contributes much to the effectiveness of the upazila administration.

Upazila Parishad and Retained subjects:

Government have retained regulatory and major development functions over which the UZP has little control. Without control, supervision and coordination of retained subjects, the UZP chairman can not play his role as chief coordinator in upazila administration effectively. But it is also fact that if UZP chairman is authorised to poke his nose in regulatory matters, there may be misuse of power as he is an elected local leader and as he is not completely free from partizan politics. The major development functions at upazila level - have been retained by government for obvious reason. The upazila parishad is not capable of planning, designing, implementation and monitoring major development projects at upazila level as it lacks in expertise and knowledge.

Upazila Parishad & Local M.P.:

Although the Member of Parliament has no assigned function in upazila administration, he exercises considerable influence in it by virtue of the public post he holds. The local Member of Parliament can always make suggestions

and request measures to be taken and the upazila parishad is expected to honour the request of the M.P. But here there is enough scope for personal clash and misunderstanding. Where there is no political affinity between the UZP chairman and the M.P., upazila administration will not have a smooth sailing. Absence of cooperation and coordination between UZP chairman and the M.P. may not be healthy for upazila administration.

Upazila administration, thus, faces some genuine problems in effecting coordination in various spheres and if these problems can be overcome, coordination may produce good result in such a system.

COORDINATION IN TWO UPAZILAS

In the foregoing chapters the concept of coordination has been discussed at length theoretically in its various facets, alongside its role and importance in upazila administration. It is understood that coordination is nothing like an electronic gadget which automatically starts working whenever someone pushes a button. Neither is it a sort of fixed mechanism which can be perceived like any other material object. In its relation with phenomena like economic development, building of infrastructure, maintenance of law and order, production of food etc, it cannot be measured in concrete terms. Our experience shows that the success of coordination depends, among other factors, upon effective leadership and so the role of chairman in any upazila administration is very important. In this respect coordination is very much a living phenomenon and it is at once individualistic and collective. An UZP chairman even if he knows all the mechanisms of coordination cannot ensure it in his administration if he has deficiencies in his leadership. Experience suggests that people sometime accept leadership of someone unquestionably and sometime they cannot accept another person as their leader for reasons which cannot be explained precisely. The leadership i.e. the ability to command others is very often innate in some persons. In the backdrop of what have been said so far, we now undertake to discuss the impact of coordination in two upazilas: Savar(Dhaka District) and Palashbari(Gaibandha District).

In this regard we have interviewed two upazila chairmen, other upazila officers, Deputy Commissioners, two concerned joint secretaries, members of the public and also two upazila nirbahi officers in an effort to form a better idea as to how the task of coordination is being carried out in executing development activities in upazilas.

A brief description of two upazilas:

Savar upazila under Dhaka District is about 18 miles away from Dhaka city. Recently it has come under the functional jurisdiction of Rajdhani Unnayan Karttripakha.

Palashbari upazila on the otherhand is about 120 miles away from Dhaka city and it is situated beside Dhaka Rangpur High Way. It is one of the oft-discussed upazilas of Gaibandha District. The particulars of the two upazilas are shown in Table 5.1 and the maps of two upazila are appended at annexure - 10

Table - 5.1

Basic information about two upazilas

Subject	Savar Upazila	Palashbari Upazila
Area	108.8 Squaremiles	75 Squaremiles
Total population	2,61,904 persons	1,72,247 persons
Male	1,39,002 "	86,899 "
Female	1,22,902 "	85,348 "

Table - 5.1 Cont.

Subject	Savar Upazila	Palashbari Upazila
Total Nos. of u.ps.	12	09
Total Nos. of village	576	161
Percentage of Literacy	23%	15.38%
Govt. & Non Govt. Primary Schools	95	112
Junior High School	4	6
High School	19	21
Private College	2	1
Madrasha(excluding Ebtedai)	3	7
Kinder garten school	5	Nil
University	1	Nil
Health Complex	1	1
Rural Health Centre	2	5
Nos. of eligible couples	42333	30501
Males who have adopted permanent birth control measures	46	1,186 persons
Females who have adopted permanent birth control measures	6244	3,030 "
Males & Females adopting temporary birth control measures	9110	5,795 "
Metalled road	31 miles	25 miles
Kucha road	155 "	90 "
Voluntary organisations	8	2

From the above Table it is evident that Savar upazila is bigger than Palashbari in terms of population and land. In Savar upazila the rate of literacy is 23% and that in Palashbari upazila is 15.38% though the number of Madrashes, Government Primary, Junior and High Schools is more in Palashbari. There is only one College in Palashbari while Savar has got two Colleges. The rate of literacy is higher at Savar. The location of Jahangirnagar University and other national training institutes like Bangladesh Public Administration Training Centre, National Sports Complex, Livestock Training Institute and other offices might have contributed to its higher percentage of literacy.

Upazila Parishad:

Savar Upazila Parishad is composed of 18 members -12 Union Parishad (UP) chairmen, 5 nominated members (2 male and 3 female) and one Upazila Parishad chairman. Palashbari Upazila is constituted of 15 members namely 9 UP chairmen, 5 nominated members and one UZP chairman. Mr. Ashrafuddin Khan and Mr. Azizur Rahman Sarker are the chairmen of Savar upazila and Palashbari upazila respectively. Mr. Ashrafuddin Khan studied upto Intermediate. He is comparatively young - 38 years old. He has been involved in politics since long but actively so far the last three years. He was elected in June '85. Of the two chairmen, Mr. Khan has an easy sailing in his role as chief coordinator. He discusses his administrative and other related problems with concerned officials. He does not hesitate to seek advice from officers deputed to the Parishad. So far there is no report of conflict between him and other elected or deputed members of the Parishad. On the other

hand, Mr. Azizur Rahman Sarker, the chairman of Palashbari upazila, stands on the other end of the rope. He is an experienced politician of about 58 years. He is a science graduate and has been involved in politics from early life. He was elected M.P. on three occasions from his own constituency. He has been holding his present position since May '85 and has been known in his area as a noted social-worker. He is also respected by local people for his honesty. But so far coordination in his upazila administration is concerned, it is in a very bad shape. Plans and programmes which the chairman wants to implement for long lasting results in the areas of employment generation and self-sufficiency achievement are not well received by elected members i.e. UP chairmen. Whenever development-oriented works such as building of roads, culverts etc are not properly done in strict compliance with rules, it is Mr. Sarker who steps in to get the works done rightly. But UP chairmen want to get the jobs done in a slipshod manner and by inappropriately expending the fund. Gradually the relationship between Mr. Sarker and UP chairmen became strained. They in fact tried to thwart every work undertaken or proposed by him. Ultimately they initiated a "no-confidence" motion against the chairman but the M/O, IG & RD quashed the proposal. This happened in 1985. Again in 1986 another fresh proposal of "no-confidence" against the chairman went upto the Ministry. After proper inquiry the said proposal was turned down. Undaunted the UP chairmen filed a writ petition with the High Court against the decision of the Ministry. This unhappy relation between them naturally

cast an ill impact on all officials both transferred and retained. The officials are also divided on this issue. Under these circumstances it can be well imagined how far and how deep the structure of coordination, the centrepiece of administration has been mauled and impaired. So these two upazilas are on two ends of the coordination yardstick.

General opinion of members of Upazila Elite^{*}

About forty members of elite class of two upazilas were asked to apprise the actual benefit derived by the common people following the introduction of the upazila system. The sixty five percent of them opined that people are benefitted 'to some extent'. 12.50% of them is of the opinion that people are "adequately benefitted". 22.50% expressed that people are "not at all benefitted". Table-5.2 shows their opinion.

Table - 5.2

Assessment of the benefit of the upazila system
made by Upazila Elite

Extent of benefit	Upazila Elite(N-40)	Percentage
Adequately benefitted	5	12.50
To some extent benefitted	26	65.00
Not at all benefitted	9	22.50
Total	40	100%

* Upazila Elite includes lawyers, teachers, politicians, social workers, businessmen, retired government officials, etc.

The above table when further analysed and linked up with the causes of success and failure of the upazila system, we get the following two tables (i.e. Table 5.3 and 5.4) which clarify the position further. According to some elite the creation of the post of UZP chairman has impaired the strength of local administration. But as per opinion of the rest the new system has ushered in more benefit to the area.

Table-5.3

Reasons of deriving benefit from the upazila system
as assessed by upazila elite

Reasons of benefit	Upazila Elite (N-31)	Percentage
The duties are performed quickly and systematically by government officials under the supervision of public representatives	8	25.81
More projects are being implemented at interior areas of upazila	5	16.13
Upazila parishad can itself select any development project	5	16.13
The people's role in administration has been enhanced	14	45.16
The people's communication with government officials is more frequent	9	29.03
All areas of upazila are getting equal attention	10	32.26
Better coordination is ensured under the supervision of public representatives	17	54.84
Local people have more employment opportunity	2	6.45

(Multiple answer was possible)

Table-5.4

Reasons of not being benefitted by upazila system as assessed
by upazila elite

Reasons of not being benefitted	Upazila Elite(N-9)	Percentage
*Thana Parishad was impartial, but upazila parishad is completely partial and political	3	33.33
The control and coordination of thana parishad administration was better than that of present administration	4	44.44
There was no conflict in thana parishad administration but now conflict arises	5	55.56
The upazila administration is now completely dominated by the whim of upazila chairman	2	22.22
The public money is badly used by upazila chairman, but this was absent in thana parishad administration	1	11.11

(Multiple answer was possible)

- * Thana Parishad was then under the leadership of circle officer and sub-divisional officer.

According to Savar UZP chairman, coordination between officials of transferred and retained subjects is needed and it is more so among Livestock, Family Planning and Education Departments. Polashbari UZP chairman is of the same opinion, as he finds lack of coordination between these two groups of officials. According to him lack of definite government instructions and non-cooperative attitude of the government officials are the two important factors contributing to the improper coordination in this area.

Coordination among Officials of Transferred Subjects

The proper supervision of transferred subjects for over all development of upazila is all the more required. The UZP chairman has to coordinate all development activities. In Savar upazila the chairman gets the required cooperation from other departments through his personal tact. But the picture of coordination in Palashbari upazila is altogether different as has already been discussed. The chairman wants to undertake long term projects for creation of more employment and achievement of self-sufficiency in food and also other development programmes. But the UP chairmen are interested to undertake short term programmes even without caring much for observance of financial rules. Unfortunately, officials of transferred subjects are also divided on the issue and this hampers coordination sometime.

Coordination among Officials of Retained Subjects:

Both the UZP chairmen have no direct control over the retained subjects. So they cannot play any coordinative role among the various departments of retained subjects. It is found that there is lack of proper coordination between judiciary and police department in Savar upazila whereas in Palashbari there is want of proper understanding between ansar and V.D.P. department and police department. Both the UZP chairmen complained that the officials of the retained subjects generally do not comply with their request.

Coordination between Government Officials and the Parishad:

Both the Government Officials and UZP members hold the view opposed to each other. According to government officials:

- i) most of the members of the Parishad are elected persons from their own Unions. So they have to take up such development project which satisfy the immediate needs of the local people. The elected representatives do not care to consider the technical impact of the projects which matters a great deal in the long run. Sometime they express annoyance ^{with} the government officials ^{who} offer technical advices as these contradict with their ill-conceived projects;
- ii) development projects and other proposals are undertaken after being passed by majority votes in the Parishad where the officials have no voting right. Therefore, the advice of the officials can easily be ignored;
- iii) on many occasions, government officials are approached with illegal requests and tadbirs from the parishad members. This consequently creates problems for the officials to discharge their duties properly.

But on the otherside of the coin, we see a quite different picture. i) The elected representatives complain that the government officials do not behave properly with UZP members and that they consider themselves as more educated and skillful than public representatives and this hinders proper cooperation and coordination between them. ii) From time immemorial officials have been accustomed to rule over the members of the public. But now at the local level they are very much, for the first time, under the control of a public representative and this they find hard to accept; iii) Government officials do not belong to the local area. So it is unlikely that they would share the sufferings of the local people. They discharge their duties casually and insincerely.

Knowledge of Coordinative Mechanisms:

It would not be out of place here to know what the officials and UZP members actually understand. On different occasions government sent several instructions to the Parishad asking it to form committees through which various types of works could be executed. Many of such committees were however inherited from the former thana administration. Twenty such committees through which upazila administration is supposed to bring coordination among the government officials and the UZP members and among the UZP members themselves and between the central government and the parishad have been named at annex - 11 Government officials (of both transferred and retained subjects), two UNOs, members of both Upazila Parishads were asked whether they knew of the existence of these twenty committees. Only 14% of them told that

they were aware of these committees, 34% of them have heard of such committees and 86% of UNOs said they were not aware of the existence of the twenty committees (Table-5.5).

Table - 5.5

Knowledge of 20 methods of coordination

Knowledge of 20 methods of coordination	Classification of Respondents		
	Officers of transferred subject (N-26)	Officers of retained subject (N-16)	Members of upazila Parishad (N-26)
Well-informed	7.69	25.00	15.38
Informed to some extent	80.78	56.25	53.86
Not at all informed	11.53	18.75	30.76
Total	100%	100%	100%

Coordination between Upazila and Districts:

Though there are instructions from the government that the minutes of upazila parishad meeting, project implementation reports, copies of the Budget, Annual Administrative reports etc. should be sent to respective Deputy Commissioners regularly, in most cases, these are not complied with. D.C. Gaibandha told that he got some reports through his personal effort.

The officers of transferred subjects are at the disposal of upazila parishad. Therefore the communication between these officials and the D.C. is very rare. The D.C. Gaibandha is of the opinion that hardly 50% of the required coordination is maintained with Palashbari upazila. Almost similar opinion is held by D.C. Dhaka. The D.C. Gaibandha wants direct control over upazila parishad for better coordination. According to him frequent inspections by district level officials of their own subordinate offices at upazila should be ensured. He also maintains that no further allotment of development fund be released unless satisfactory progress reports of development works are received by the appropriate authority.

Coordination between the Upazila Parishad and the Centre:

Though the upazila system has been introduced in an effort to decentralize administration down to the grassroot level, some authority and power have still been retained at the hands of the centre. In case of upazila, the centre include Cabinet Division, Ministry of Local Government and Rural Development and Cooperative, the Establishment Ministry, the Finance Ministry and the Planning Commission. All these Ministries control and guide the activities of the upazila parishad. The Cabinet Division determines the policy of upazila administration and issues instructions from time to time. The Cabinet Division also controls the posting and transfer of UNOs. Besides these, the Division has also directed top officials down to Joint Secretary(JS) to inspect the activities of upazila.

The LGRD & Cooperative Ministry sanctions fund with the concurrence of the Ministry of Finance for upazila and receives various reports such as Annual Administrative Report, Budget, Minutes of the meeting, Project Implementation Report etc. from the upazila. This Ministry also receives complaints against chairmen and takes appropriate actions after enquiry. It evaluates the activities of upazilas and sends instructions as and when necessary. A Monitoring and Evaluation Cell under Local Government Division of this Ministry was constituted on 30.5.85 to coordinate the activities of upazila and other local government agencies. This Cell is headed by a Joint Secretary and assisted by a Deputy Secretary and other officers and staff.

The Ministry of Finance as in other cases is the final authority for allocation of fund for upazilas. The Ministry of Establishment conducts transfer and posting of all officers deputed to upazila parishad except UNOs. A Comptroller and Auditor General (CAG) is responsible for conduct of audit in upazilas.

Thus not only the LGRD and Cooperatives Ministry but also other Ministries are involved in regulating the functions of upazilas. We also found lack of proper coordination among the Ministries themselves. Audit is the vital mechanism to ensure financial discipline in any organization. But this audit responsibility is shouldered by CAG. Ministry of LGRD releases fund on the basis of annual progress report submitted by upazilas. Since it does not itself audit the expenditure and examine the actual progress of work of upazilas it remains in the dark about the actual state of affairs prevailing in upazilas.

So far no audit has been done in Palashbari Upazila. But in Savar Upazila it has been done only once since its inception. Though there is arrangement for internal audit which is generally conducted by one Assistant Commissioner but for his lack of skill and appropriate necessary technical knowledge in this field, better result is yet to be achieved.

There are instances of improper use of Government fund owing to lack of mechanisms for proper financial control in upazilas. Upazila Parishad is also not very happy with the role of the centre. According to the Chairmen, in many cases, when instructions are sought from the concerned Ministry, answers generally reach them after a lapse of five to six months thus causing dislocation of work.

Coordination between Upazila and Union Parishad:

The linkage between upazila and union parishad is not as strong as it was in the past. Before the upazila system, Circle Officer(Dev.) used to inspect the union parishad and had a direct supervisory control over it. But now the situation is altogether different. Both the UZP chairman and UP chairman are public representatives. So its chairman does not feel encouraged to oversee the activities of UPs lest this might lead to unfriendly relation between them. Notably, the UP chairmen can unseat the upazila chairman if they can muster the 4/5th majority. Naturally, the upazila parishad chairman wants to maintain a good relation even at the cost of public interest. Where the chairman wants to get the work done honestly and properly as per government instructions he faces difficulties as is evident from the strained relation that exists at Palashbari Upazila.

The UZP Chairmen often grumble that they have no mechanism to control union parishad, but this is not true. Government has instructed the union parishad to send their Audit Report, Project Implementation Report, Budget etc. to the upazila parishad for approval. This has surely enabled the upazila to oversee and exercise control over the union parishads.

At present many of the subjects for levying taxes by union parishad have been withdrawn and given to the upazila parishad. This has created problems for union parishad in generating its own resources. Moreover, UP chairmen now hang around the upazila parishad office to get bigger allocation of fund and wheat for development works in their area. One resident of a local union parishad under Savar upazila described the present state of affairs in his union saying... "For the last three months the union parishad office has been under lock and key, because most of the time chairman stays in upazila head quarters".

Twenty six upazila members were asked to point out whether there was any bottleneck in the union parishad administration as a result of creation of upazila system. In reply 61.54% stated that there was no problem and only 11.54 answered that there was problem. They further clarified that autonomy of union parishad had been curtailed by the new system of administration. (Table 5.6)

Table-5.6

The obstacles created in the activities of union parishad as a result of creation of upazila administration

Any obstacle created or not:	Members of upazila parishad	Percentage
Obstacle is created in the activities of union parishad	3	11.54
Obstacle is not created in the activities of union parishad	16	61.54
Does not respond (Nominated members of upazila parishad)	7	26.92
TOTAL	26	100%

The nature of obstacles stated by 3 members of upazila parishad is as follows:

- * The autonomy of union parishad has been curtailed
 - * The projects of the U.P. are left incomplete.
 - * The independence of the Union Parishad to conduct its own affairs has been lost to upazila parishad
 - * The union parishad has ^{very} little power to collect taxes.
- *The Union Parishad does not get any project unless the upazila chairman so desires.

These difficulties ultimately hinder the smooth functioning of co-ordination between UP and UZP.

Impact of socio-economic factors on co-ordination:-

Socio-Economic Aspect of Coordination: Upazila Member's opinion.

Only two UZP members have noticed no sign of improvement in development activities arising out of coordination in local

administration. The rest are of the opinion that coordination has expedited the development - 17% of the members said that the pace of development has been accelerated due to coordination (Table 5.9)

Table - 5.9

Positive impact of coordination in development activities as viewed by members of upazila parishad

Scope created out of development activities	Members of upazila parishad (N-26)	Percentage
Development projects are executed speedily	4	15.38
Supply of agricultural inputs has increased	5	19.23
Progress of family planning activities has been made	5	19.23
Communication between cultivators and agricultural officers has increased	1	3.85
Food for Works Programme has been intensified	1	3.85
No good effect is noticed	2	7.69
No response	8	30.77
Total	26	100%

Views of two UZP chairmen on the impact of coordination

Savar Upazila Parishad Chairman has expressed that coordination has played a very vital and effective role in the development activities in his area. Palashbari upazila parishad chairman has told that in a limited sense this coordination is effective in his area. It is however known from earlier discussion why the situation is so in his upazila.

As regards the impact of coordination on local politics, both the chairmen stated that time is not ripe yet to pass any remark on this. Some more time is required for them to comment on this issue.

Authority and Responsibility of the Upazila chairman:

An UZP chairman is voted to office by the electorate of his constituency. To run the administration he is assisted by both public representatives and government officials. Though it appears that there should not be much problem in running the administration, in practice it is found that upazila chairman at times faces hindrance in carrying out his responsibility. The chairmen in some cases are not allowed to undertake long term projects in their areas owing to opposition by UP chairmen. Projects undertaken for creation of better job opportunity and internal resources take time for fruition. But UP chairmen want projects to be completed immediately.

Both the UZP chairmen are of the opinion that more authority should be vested in them to effect better coordination. Palashbari UZP chairman mentioned a few points in this regard. According to him:-

- i) An UZP chairman should have more power and control over UP chairmen so that they can be debarred from taking up uneconomic and nonviable projects;
- ii) An UZP chairman should be authorised to take action against the corrupt UP chairman;
- iii) Authority for appointing and transferring 3rd and 4th class employees should be given to the UZP chairman;
- iv) Government officials should be agreeable to comply with the decisions of the Parishad.

For the sake of maintaining better coordination and good relation, UZP chairman sometime has to yield to illogical and improper demands of the elected members of the parishad.

When the other members (Union Parishad chairmen) were asked about the power of the UZP chairman, 73% of them remarked that they have sufficient authority. Only 27% of them felt that authority vested with them is not adequate. The latter opinion is held by the nominated members of the Parishad. According to them, an upazila parishad chairman should have more control over UP chairmen, more authority to curb corruption and to undertake better projects. According to these nominated members, most of the decisions taken in the parishad serve individual interest more than real welfare of the people (Table-5-10)

Table 5.10

The spheres in which the powers of the upazila chairman require to be increased for better coordination as held by nominated members.

Recommendation for increase of power of Upazila Chairman	Members of Upazila Parishad (Nominated) (N=7)	Percentage
Education Department is to be fully placed under the control of upazila chairman(specially in respect of establishment of schools and their repairs)	1	14.28
Upazila Chairman is to be vested with power of eradication of corruption	1	14.28
More power is to be given to upazila chairman for control of Health and Family Planning Department	1	14.28
Food Department is to be placed under Upazila Chairman as transferred subject	1	14.28
Sufficient power to be given to Upazila Chairman for taking up various activities/ project	1	14.28
More power is required to be given to Upazila Chairman to control UP Chairman	2	28.57
TOTAL	7	100%

The role of the chief coordinator:

Twenty five percent officers of retained subjects and twelve percent officers of transferred subjects consider the role of chief coordinator as appropriate. But the most of the officials considered the activities of the two chairmen as appropriate to some extent. The details of their opinion may be seen in table 5.11.

Table 5.11

Government officials' perception about the appropriate role of chief coordinator

Evaluation of the role of chief coordinator	Officers of transferred subject(N-26)	Officers of retained subject(N-16)
Role of chief coordinator is appropriate	11.54	25.00
Role of chief coordinator is to some extent appropriate	50.00	37.50
Role of chief coordinator is not appropriate	38.46	25.00
No response	-	12.50
TOTAL :	100%	100%

Some of the officials mentioned indicators that suggest the inappropriate role of the chief coordinator. These indicators and percentage of officials who expressed their opinion are detailed in table 5.12.

Table - 5.12

Inappropriate role of the chief coordinator

Indicators of inappropriate role	Officers of transferred subject (N=10)	Officers of retained subject (N=4)
Chief coordinator behaves autocratically in decision making	70.00	50.00
Chief coordinator always prefers his relatives, groups, party and his locality	30.00	-
Does not pay due respect to the govt. officials	50.00	50.00
Ignorance about administration and coordination	30.00	50.00
Interferes in retained subjects (specially in judicial matter)	-	75.00
Does not think about long term development of the upazila	40.00	-
Makes unilateral decision to take up development projects and their implementation	60.00	-
Does not like to accept any departmental suggestion	40.00	-
Tries to avoid all govt. officials of the upazila except P.I.O. and upazila engineer	60.00	-

(Multiple answer was possible)

Officials also spelled out the activities that were construed as indicators of appropriate role. Table 5.13 shows those activities.

Table 5.13

Appropriate role of chief coordinator

Indicators of appropriate role	Officers of transferred subject(N-16)	Officers of retained Subject(N-10)
Chief coordinator continuously communicates with all officers and all sections of upazila administration	50.00	30.00
Discusses all problems with all sections in upazila parishad meeting	37.50	50.00
Convenes upazila parishad meeting whenever any problem arises	6.25	-
Attaches importance to logical opinion and takes decision accordingly	6.25	20.00
Takes decision on the suggestion of district level officials, when it is necessary	6.25	-
Sincerely tries to coordinate at all time	18.75	-
Motivates all government officials for coordination	-	20.00
Initiates coordination among all the subsystems of the upazila administration	31.25	-

(Multiple answer was possible)

According to government officials and members of upazila parishad, the desired role of chief coordinator should be as focused at table-5.14

Table - 5.14

The desired role of chief coordinator

The desired role	Officers of transferred subject	Officers of retained subject(N=9)	Members of upazila parishad (N=18)
Every problem should be discussed in the meeting of upazila parishad	16.67	22.22	27.77
Views of all members be considered and given due importance	25.00	-	16.67
Personal contact to be maintained with each officer	8.33	66.68	-
The work of each department is to be supervised at least once a week	25.00	-	-
Should influence other officials to work together	25.00	22.22	-
To render social service selflessly		22.22	11.11
Should avoid conflict with U/P chairman	-	-	11.11
Give importance to decision of upazila parishad while taking up projects	-	-	5.56
To inspect each U/P at least once a month	-	-	11.11
To pay due respect to U/P chairman and govt. officials	-	-	11.11
To impart training to U/P chairman and other members of upazila parishad on co-ordination	-	-	5.56
Total	100%	100%	100%

OBSTACLES TO COORDINATION:

The officers of both transferred and retained subjects of Palashbari and Savar upazila cited many causes that hinder the process of coordination in upazila administration. According to them, government officials have no voting power in the UZ parishad. This has enabled the public representatives to pay little heed to the experienced and technical suggestions of the officials. Thus they can undertake such projects which have little or no sustainability in the long run.

Both the upazila chairmen and upazila members are locals. Many of them contested for UZF chairmanship. The defeated candidates in some cases are the members of upazila parishad. In some cases there are ill-feelings and malice among the members on purely personal grounds. This continual unhappy interpersonal relation among them is one of the main obstacles to coordination.

The accountability of chairman to the parishad and the centre is not being emphasized through inspection and internal and external audit. As a result the chairmen go on acting on whims and caprices.

Also there is lack of conceptual clarity about the role and importance of coordination among both the officials and public representatives. There is obvious lack of training and orientation about the process, procedures and skills of management. Table 6.1 shows the detailed causes of obstacles to coordination.

Table - 6.1

Impediments to coordinationⁱⁿ upazila administration.
(Opinion of the govt. officers of Savar and Palashbari upazila)

Impediments to the present system of coordination	Officers of transferred subject (N=26)	Officers of retained subject. (N=16)
Govt. officials have no voting power	15.38	37.50
Lack of accountability on the part of upazila chairman	-	37.50
conflicting orders by upazila chairman, UNO and other divisional authorities	11.54	-
Lack of coordinating attitude of members of upazila parishad and govt. officials	11.54	6.25
Frequent absence of members of upazila parishad in parishad meeting	7.69	-
Lack of communication of upazila parishad with district and central government	3.85	-
Non-receipt of ADF fund by upazila in time	3.85	-
Lack of scope for discussion in parishad meeting by govt. officials	-	6.25

(Multiple answer was possible)

Two joint secretaries who are assigned to inspect these two upazilas report that chairmen are lacking in proper administrative capacity. Moreover, government officials lack proper training on coordination and they are yet to show the appropriate mentality to accept the newly-introduced upazila system. They further opined that Deputy Commissioner should inspect the activities of the parishad officials more frequently and exercise authority properly in respect of upazila administration. They observed that on many occasions government circulars/instructions reach the upazila too late and sometimes they do not reach at all and this creates information gap and hindrance in proper discharge of duties. Audit of upazila parishad should be carried out regularly to correct faults and restrict the evil desire of anybody empowered to incur expenditure. They also stressed the need for mobilisation of internal resources and undertaking of more income generating projects.

COORDINATIVE MECHANISMS IN PRACTICE:

Meeting of upazila parishad:

One of the mechanisms of effective coordination is holding of upazila parishad meetings regularly. In Savar upazila, generally one particular date between 20th and 25th of each month is fixed for monthly coordination meeting. Sometimes special meetings are also convened. The minutes of these special meetings are however not kept regularly. In Palashbari upazila, every Sunday in the second week of each month is fixed for monthly meeting. This upazila also holds special meetings as and when considered necessary. Here the minutes of special meetings are maintained properly. In this upazila eleven general monthly meetings and five special meetings were convened during July'86 to January' 87. In Savar upazila twelve general monthly meetings and two special meetings were held during the same period.

It was found during the study of both the upazilas that some of the officials were not at all invited to these meetings. Some of the officials and upazila members do not receive the minutes of the meetings regularly. This may be understood from Table 7.1 and Table 7.2

Table : 7.1

Invitation to officials to attend monthly meeting of upazila parishad

Invitation to monthly meeting	Officials of transferred subjects(N-26)	Officials of retained subjects(N-16)
Invited	84.62	75.00
Not invited	15.38	25.00
Total :	100%	100%

Table : 7.2

Maintenance of the minutes of monthly meeting

Maintenance of the minutes	Officials of transferred subjects(N-26)	Officials of retained subjects(N-16)	Members of upazila parishad(N-26)
Minutes are received	84.62	75.00	96.15
Minutes are not received	15.38	25.00	3.85
Total :	100%	100%	100%

The two UNOs are of the opinion that minutes are not sent to Deputy Commissioners regularly. They also complained that the transmission of minutes of the meetings are unnecessarily delayed owing to negligence on the part of the chairmen. It was also observed by them that some of the UZP members did not attend meetings punctually and some of them were of the habit to leave the meeting in the midst of discussion. It was also found that in Savar upazila about 90% of parishad members and in palashbari about 75% of members generally attend the parishad meetings.

Inspection of upazila offices by District level officials:

Inspection of offices by higher officials is one of the important means of maintaining vertical coordination. But the routine inspections as enjoined by government instructions registered a dramatic fall since the inception of upazila system. This is primarily because most of the District level officials were under the impression that chairman of upazila would wield all the authority over all the offices in upazila and transferred offices in particular. Table 7.4 and 7.5 show the frequency of inspection of various offices located in these two upazilas during July'86 to June'87.

Table 7.4

Inspection of retained offices by District officials(July'86 - June'87)

Subjects	1 time	2 times	3 times	4 times	5 times	6 times	7+	No res- ponse	Total	Percen- tage
Office Work	2	1	1	-	-	1	5	-	10	62.50
Accounts					1				1	6.25
Food godown							1		1	6.25
Field work							2		2	12.50
No response (Munsif)								2	2	12.50
Total	2	1	1		1	1	8	2	16	100%
Percentage	12.50	6.25	6.25	-	6.25	6.25	50.00	12.50	100%	

In examining 16 retained officials, it is learnt that 8 of them have inspection books and inspection notes are recorded therein. Two officials have no inspection book at all. Two other officials have inspection books but inspection notes are never recorded therein.

Table 7.5

Inspection of transferred offices by District officials(July'86-June'87)

Subjects	Not at all	1 time	2 times	3 times	4 times	5 times	6 times	7+	No res- ponse	Total	percen- tage
Offices and projects	-	-	-	1	1	-	2	12	-	16	61.54
School	-	-	-	-	-	-	-	2	-	2	7.69
Relief work	-	-	-	-	1			1	-	2	7.69
No Inspec- tion	1	-	-	-	-	-	-	-	-	1	3.85
No res- ponse (Doctors)	-	-	-	-	-	-	-	-	5	5	19.23
Total	1	-	-	1	2	-	2	15	5	26	100%
Percentage	3.85	-	-	3.85	7.69	-	7.69	59.69	19.23	100%	

In the above case out of 26 officials, 17 officials had no inspection book at all. Only three officials had inspection books but inspection notes were not recorded therein. One official had inspection book but no inspection note recorded in it.

RECOMMENDATIONS

The suggestions, views, opinions put forward by different categories of officials (2 UNOs, 2 Deputy Commissioners, 2 Joint Secretaries, 42 retained and transferred officials), both elected and nominated members and some upazila elite (2 Chairmen, 33 Upazila Parishad members, 40 elite) and few officials of LGRO & Cooperative Ministry have duly been explained in previous chapters. Out of these suggestions and in conjunction with our own realisation we have arrived at the following recommendations that may be considered and accepted if deemed fit.

The coordination between public representatives and government officials is considered most vital. If this can be attained to an optimum extent, , coordination in other areas can be relatively easy to accomplish. It is found from the earlier discussion and is supported by our own experience that at the initial stage of upazila system there was a greater number of unhappy incidents between Chairmen and UNOs. In some cases matter went even upto police and court. Though the initial agitation has apparently died down still there is unhappy relation between them in many cases. This is also quite evident when we examine the opinions of both the groups. The officials claim that they are not properly treated by public representatives and even their technical advice is ignored by a sheer force of majority in the Upazila Parishad meeting.

Some officials maintain that they should also have voting power. Public representatives equally complain that they are not shown proper respect by the government officials who always work with a non-cooperative attitude.

The level of education, mental maturity, honesty, proper behaviour, tactfulness etc. are the prerequisites of an ideal Chairman. Unfortunately these are rarely found. There are few hundred corruption cases filed so far

against the UZP chairmen all over the country and instances of misbehaviour by chairmen are rampant. On the other side, officials should be prepared to accept the leadership of a public representative. They should behave properly and honestly in collaboration with the public representatives to build the country. In few cases there are reports of excellent relation between the government officials and elected representatives as we found in case of Savar Upazila.

Some government officials opined that the post of UNO should be abolished and it should be replaced by a junior magistrate. There may be some truth in it. Formerly UNOs were at the helm of affairs and all on a sudden they were divested of all powers and trappings. Though some time has elapsed and some of the newly-posted UNOs have never tasted the position as it was before, still in their back of mind there lingers those pompous pictures of the past and this may hinder the achievement of coordination. Now the job of UNOs has been boiled down to that of a staff officer to Chairman. So in the fitness of things a young magistrate should be posted and if necessary the post may be redesignated as secretary to Upazila Parishad. Moreover, before sending him to Upazila he should get proper training and be conversant with relevant rules and regulations so that whims and caprices and illogical desire of Chairman and other elected members can be trimmed as demanded by law.

Training of the Upazila Chairman is a must because they had no previous exposure to management of such a high office. They should also learn that when they become a chairman their responsibility does not peg down to their own locality only but includes the whole upazila. They should be impartial, fair and just in their official disposition. They should remember that they are bound by law and rules and that the government officials are not their adversary but partners of development efforts.

As regards the coordination between transferred and retained officers and among the officers of the same group, the chairman as non-official person can

effectively improve the situation. In necessary cases concerned district level officers should come to Upazila and settle misunderstanding or conflicts, if any, among the officials.

In this connection a vital question has been raised by both the chairmen and some of the officials: whether all the retained subjects ^{the disposal of the} can be placed at/Upazila Parishad. This issue needs to be re-examined from the point of view of coordination also. We believe that except Magistracy and Police including Ansar and VDP all other officials of retained subjects may be transferred to Upazila Parishad. And in due course transfer of Ansars and VDP to Upazila Parishad may also be considered. This will enable the chairman to know his officials more closely and thereby bridge the chasm of relation among the officials by keeping most of them under a single umbrella of command.

By a recent order twenty three out of twenty eight subjects formerly taxed on by Union Parishad has been withdrawn and given to Upazila Parishad without caring to know the difficulties that would arise for collection of taxes. Many taxable items/subjects are difficult to reach considering the distance from Upazila Headquarters and the shortage of hands for collection duties. Union Parishads could have done the job of tax collection better and it is also ⁱⁿ keeping with the spirit and policy of decentralization. This withdrawal has also impaired further the meagre source of resources for Union Parishad. Moreover, since all the sources of fund has been accumulated to Upazila Parishad there is occasion of misunderstanding and ultimately possibility of malcoordination between UZP chairman and UP chairman at the time of allocation of fund between them. This could have been minimised if some sources of fund would have been given at the disposal of Union Parishad. Government should reconsider this point and revert it to earlier position.

Government has introduced the system of inspection of Upazila by higher officials from Joint Secretaries to Secretaries of different Ministries. This system needs to be reviewed to decide whether this could be kept as such for future. Senior officials are already encumbered with their usual work. Many a time they could not be spared by respective higher authorities to visit Upazilas owing to exigencies at the centre. Infrequent visits once or twice a year in particular Upazila by senior officials can hardly bear any fruit if this is not followed up in a regular manner. Job of them could be safely vested in Assistant Director, Local Government; Deputy Director, Local Government; Commissioner and Zila Parishad Chairman who are at field level and thereby they can afford more time to do the needful.

District level officers should regularly inspect the activities of their own line officials at the Upazila. The constant inspection would also bring the Chairman to senses where they appear to take up irregular, biased, illogical and non-viable projects. This will also enhance and boost up the morale of the official who due to pressure and other extraneous influence hesitate to evoke the lawful instructions of the government.

From the very inception of Upazila system almost every one and officials in particular laboured under the misconception that this system is the exclusive baby of the chairman. And this realisation was further augmented by the typical behaviour of the upazila chairman. In many places Deputy Commissioners and other Departmental Heads washed their hands off the Upazila Administration under the apprehension that their visit/inspection of upazila offices would engender not only misunderstanding but also illfeeling. This feeling, however ill-founded it may sound, has been corroborated by a plethora of glaring examples. We shall not allude to many such unhappy incidents of the past which sometimes even made headlines in the newspapers but refer to a particular case where one A.D.L.G. was denied the

right to inspect the Upazila Parishad office and the said parishad made a resolution not to allow such inspection in future which decision ultimately had to be quashed by Local Government Division of the Ministry. And this happened that curiously enough in the month of April, 1987 - when all thought the situation has improved than before.

Though the Monitoring and Evaluation Cell has been established on May 30, 1985 it has keyed up its activities from early part of 1987. It has circulated instructions urging Deputy Commissioners, Departmental Heads, D.D.L.G. and A.D.L.G. in particular to inspect various offices of Upazila Parishad and offer advice to chairman whenever so deemed. Much depends on how effectively this cell functions and how faithfully its instructions are carried out and implemented by D.D.L.G., A.D.L.G. and of course upazila parishad chairman.

UZP chairman should be made accountable primarily to the upazila parishad. Minutes of all meetings, complaints, if any, should be promptly attended to by the A.D.L.G. who may seek instructions whenever necessary from the D.D.L.G./Ministry's Monitoring & Evaluation Cell.

Annual financial report commensurate with the actual progress of work should be the basis of further release of government fund for each Upazila.

UZP chairmen, Parishad members and all government officials should be given short training and orientation to let them be conceptually clear about the role of coordination in local development.

Election to Zilla Parishad should be held as early as possible and Zilla Parishad Chairman should have authority over Upazila Chairman.

In Savar and Palashbari Upazila, there are twelve and seven coordination Committees respectively in practice. Out of these committees only the Education Committee, Agriculture Loan Committee, Tender Committee, Relief Committee, Project Committee for Food for Works have been in action. In fact all other Committees whenever necessary should be reactivated to ensure the participation of other officials in decisionmaking.

Both the Upazilas have officers' Clubs. But in both places, UNOs and chairmen reportedly, visit the clubs rarely. The club is also one of the places to develop healthy and happy interpersonal relation between officials and non-officials, which ultimately results in better coordination. The chairman and UNO should avail of this opportunity.

The creation of the Monitoring and Evaluation Cell should not be construed as a mechanism to negate the fruits of decentralization programme. Moreover, we should not be blind to the quality of the people available at the Upazila level in particular. The constant supervision, inspection and coordination by all authorised officials are bound to usher in the desired result. One should keep in mind that "an organization which lacks a centralized structure has a potential weakness."²⁵

FOOTNOTES

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(ANNEXURE - I)

Date	Phases	Total Number of Thana upgrade
2.11.1982	1st phase	45
15.12.1982	2nd phase	55
24.3.1983	3rd phase	55
15.4.1983	4th phase	57
2.7.1983	5th phase	51
1.8.1983	6th phase	47
14.9.1983	7th phase	50
7.11.1983	8th phase	37
1.12.1983	9th phase	18
1.2.1984	10th phase	45

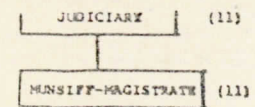
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The following is the table of upgradation of subdivisions as districts:-

<u>Old District</u>	<u>New District</u>	<u>Dated</u>
1. Mymenshingh	1. Kishoregonj	1.2.1984
	2. Netrokona	1.2.1984
2. Sylhet	3. Sunamgonj	1.3.1984
	4. Habigonj	1.3.1984
	5. Moulivibazar	22.2.1984
3. Rajshahi	6. Naogaon	1.3.1984
	7. Natore	1.3.1984
	8. Nowabgonj	1.3.1984
4. Rangpur	9. Kurigram	1.2.1984
	10. Gaibandha	15.2.1984
	11. Nilphamary	1.2.1984
	12. Lalmonirhat	1.2.1984
5. Dinajpur	13. Thakurgaon	1.2.1984
	14. Panchagur	1.2.1984
6. Bogra	15. Joypurhat	26.2.1984
7. Pabna	16. Serajgonj	30.6.1984
8. Kustia	17. Chuadanga	26.2.1984
	18. Meherpur	25.2.1984
9. Khulna	19. Bagerhat	23.2.1984
	20. Sathkhira	25.2.1984
10. Barisal	21. Pirojpur	1.3.1984
	22. Zhalokati	1.2.1984
	23. Bhela	1.2.1984

<u>Old District</u>	<u>New District</u>	<u>Dated</u>
11. Dhaka	24. Naftayangonj	15.2.1984
	25. Manikgonj	1.3.1984
	26. Munshigonj	1.3.1984
	27. Narshindi	15.2.1984
	28. Gazipur	1.3.1984
12. Comilla	29. Brahmanbaria	15.2.1984
	30. Chandpur	15.2.1984
13. Chittagong	31. Cox's Bazar	1.3.1984
	(Patiya not yet upgraded as District remains with Chittagong District)	
14. Noakhali	32. Feni	1.3.1984
	33. Lakshmipur	28.2.1984
15. Fariapur	34. Shariatpur	1.3.1984
	35. Gopalganj	1.2.1984
	36. Madaripur	1.3.1984
	37. Rajbari	1.3.1984
16. Patuakhali	38. Barguna	28.2.1984
17. Jamalpur	39. Sherpur	22.1.1984
18. Zessore	40. Magura	1.3.1984
	41. Norial	1.3.1984
	42. Jhenidah	23.2.1984
19. Tangail	Nil	Nil
20. Chittagong Hill Tract	Rangamati	
21. Bandhorban		
22. Khagrachari		

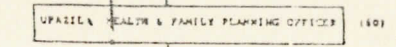
Kaptai, Lama and Rangarh have not yet been upgraded as districts. At present Kaptia remains with Rangamati, Lama with Bangharban and Rangarh with Khagrachari.



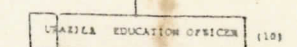
- Personnel: 11**
- 1 x Munsiff-Magistrate (NMS: 750-1470/1150-1800)
 - 1 x Sheristadar (NMS: 325-610)
 - 1 x Bench Clerk (NMS: 300-540)
 - 1 x Accountant (NMS: 300-540)
 - 1 x Typist-cum-Copyist (NMS: 300-540)
 - 1 x Naik (NMS: 300-540)
 - 3 x Process Server (NMS: 240-345)
 - 2 x MLSS/Peon (NMS: 225-315)

Note

- The initial appointment of Munsiff-Magistrate shall be in lower scale and the incumbent shall be entitled to the higher scale on promotion to that scale.



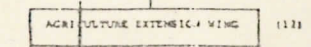
- Personnel: 7**
- 1 x U.M.F.P.O. (NMS: 1150-1800)
 - 1 x Head Assistant-cum-Accountant (NMS: 370-745)
 - 1 x Statistician (NMS: 370-745 if graduate otherwise NMS: 300-540)
 - 1 x Clerk-cum-Typist (NMS: 370-745 if graduate otherwise NMS: 300-540)
 - 1 x Cashier (NMS: 370-745 if graduate otherwise NMS: 300-540)
 - 1 x Store-keeper (NMS: 300-540)
 - 1 x Peon (NMS: 225-315)



- Personnel: 10**
- 1 x UED (NMS: 425-1115)
 - 1 x AUEO (NMS: 370-745)
 - 1 x UDA-cum-Accountant (NMS: 370-745)
 - 2 x Clerk-cum-Typist (NMS: 300-540)
 - 1 x MLSS/Peon (NMS: 225-315)

Note

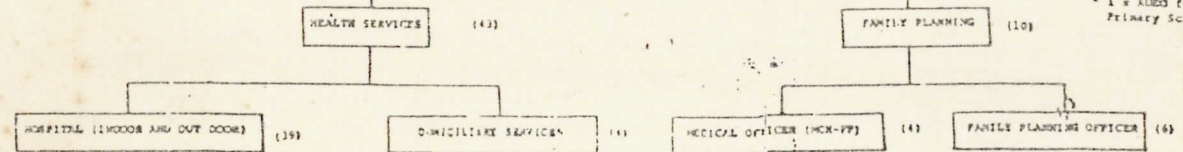
- 1 x AUEO for every 20-25 Primary School.



- Personnel: 11**
- 2 x Subject Matter Officer (NMS: 750-1470)
 - 1 x Asst Agriculture Extension Officer (NMS: 425-1115)
 - 1 x Junior Agriculture Extension Officer (NMS: 425-1035)
 - 1 x Head Asst-cum-Accountant (NMS: 370-745)
 - 1 x Plant Protection Asst (NMS: 370-745)
 - 1 x Clerk-cum-Typist (NMS: 300-540)
 - 1 x Sprayer Mch (NMS: 250-342)
 - 2 x Mukaddam (NMS: 240-345)
 - 1 x MLSS/Peon (NMS: 225-315)
 - 1 x Chowkidar /Night Guard (NMS: 225-315)

Note

- Will also look after jute



- Personnel: 39**
- 1 x R.M.O. (NMS: 300-1610/1150-1800)
 - 1 x Surgical Specialist (NMS: 1150-1800)
 - 1 x Gynaecologist (NMS: 1150-1800)
 - 1 x Medical Specialist (NMS: 1150-1800)
 - 1 x Dental Surgeon (NMS: 300-1610)
 - 2 x Medical Officer (NMS: 300-1610)
 - 2 x Medical Assistant (NMS: 425-1035)
 - 1 x Compounder-cum-Dresser (NMS: 325-610)
 - 5 x Staff Nurse (NMS: 300-540/425-1035)
 - 2 x Lab Tech (NMS: 325-610)
 - 1 x E.P.I. Tech (NMS: 325-610)
 - 1 x Driver (NMS: 325-610)
 - 1 x X-Ray Tech (NMS: 300-540)
 - 1 x Junior Mechanic (NMS: 300-540)
 - 1 x L.D. Asst (NMS: 300-540)
 - 3 x Wardboy (NMS: 225-315)
 - 2 x Aya (NMS: 225-315)
 - 1 x Mail (NMS: 225-315)
 - 2 x Darwan/Chowkidar (NMS: 225-315)
 - 1 x Cook (NMS: 225-315)
 - 1 x Mukhalchi (NMS: 225-315)
 - 5 x Sweeper (NMS: 225-315)

- Personnel: 14**
- 1 x Health Inspector (NMS: 125-610) (For 1 A.M.I.)
 - 1 x Sanitary Inspector (NMS: 125-610)
 - 1 x Peon-cum-Medicine Carrier (NMS: 225-315)
 - 1 x Peon-cum-Lab Specimen Carrier (NMS: 225-315)

Note

- No. of Health Inspectors will depend on the number of Asst Health Inspectors.
- One peon-cum-Lab Specimen carrier for one Health Inspector.

- Personnel: 4**
- 1 x Medical Officer (NMS: 300-1610/1150-1800)
 - 1 x Family Welfare Visitor (NMS: 370-745)
 - 1 x Aya (NMS: 225-315)
 - 1 x MLSS/Peon (NMS: 225-315)

- Personnel: 6**
- 1 x FPO (NMS: 425-1115/750-1470)
 - 1 x APFO (NMS: 425-1115)
 - 1 x FPA (NMS: 300-540)
 - 1 x MLSS/Peon (NMS: 225-315)

* Where transport is available

1. Selection
2. Establis
3. Training
organiza

(Annexure-4)

- 1) All development activities at the upazila level: Formation of thana level development plans and programme and implementation, monitoring and evaluation thereof.
- 2) Preparation of upazila development plans on the basis of union development plan.
- 3) Giving assistance and encouragement to union parishads in their activities.
- 4) Formations of family planning and family welfare.
- 5) Provision for management of environment.
- 6) Training of Chairman, Members and Secretaries of union parishad.
- 7) Implementation of govt. policies and programme within the upazila.
- 8) Supervision, Control, and Co-ordination of function of officers serving in the upazila except Munsif, Trying Magistrate and Officers engaged in regulatory functions.
- 9) Promotion of socio-cultural activities.
- 10) Promotion and encouragement of employment generating activities
- 11) Such other functions as may be specified by the govt. from time to time.
- 12) Promotion and extension of co-operative movement in the upazila.
- 13) Assistance to zilla parishad in development activities.
- 14) Planning and execution of all rural public works programme.
- 15) Promotion of agricultural activities for maximising production.
- 16) Promotion of educational and vocational activities.
- 17) Promotion of livestock, fisheries and forest.

1. Civil and criminal judiciary.
2. Administration and management of central revenue like income tax, custom and excise, land revenue, land development tax etc.
3. Maintenance of law and order.
4. Registration.
5. Maintenance of essential supplies including food.
6. Generation and distribution of electric power.
7. Irrigation schemes involving more than one district.
8. Technical education and education above primary level, viz, agricultural, engineering, medical education, high school, college and university education.
9. Modernised district hospitals and hospitals attached to the Medical College.
10. Research Organisations like Council of Scientific and Industrial Research.
11. Large scale seed multiplication and dairy farms.
12. Large scale industries.
13. Inter-district and inter-upazila means of communication viz. posts, telegraph, telephones, railways, mechanically propelled road and inland water transport, highways, civil aviation, ports and shipping.
14. Flood control and development of water resources.
15. Marine fishing.
16. Mining and mineral development.
17. Compilation of national statistics.

Subjects transferred to the upazila parishad:

1. Agriculture
2. Primary education.
3. Health and Family Planning.
4. Rural Water Supply and Public Health Engineering.
5. Rural Works Programme.
6. Food for Works.
7. Relief in natural calamities.
8. Co-operatives.
9. Fisheries Development.
10. Livestock.

Extract from upazila Manual Volume II

Planning, designing, implementation and monitoring of development projects at the upazila level at a scale as is envisaged following the devolution of these activities to the upazila parishads, will require considerable expertise and knowledge. But currently these being limited at the local level, the Committee to determine a system of Financial allocation and Management for the Upgraded Thana recommended that the Planning Commission, in consultation with the Ministries, will provide guidelines indicating the areas of investment, the sectors of emphasis and the broad objectives of the schemes and programmes to be undertaken with the block allocation. Paragraph A (vi) of the Cabinet Division's circular No. CD/DA-I(21)/83-140, issued on 10th April, 1983 may also be referred to in this connection. In the light of this recommendation, a set of guidelines has been prepared and it is expected that the upazila parishads will adhere to these guidelines in administering their development activities.

Subject : Reorganisation of Administration at the Thana Level.

Government has decided to reorganise the Administration at the Thana level. Under this reorganised set up each Thana will be the focal point of all administration activities. Responsibility for all development activities at the local level shall be transferred to the Thana Parishad. For the present Government will retain the direct responsibility for regulatory functions and major development activities of national and regional coverage as illustrated at Annexure-I.

2. The services of officers dealing with subjects transferred to the Thana Parishad will be deemed to have been placed at the disposal of the Thana Parishad and they will be accountable to the respective Thana Parishad Govt. and respective Departments however will continue to be responsible for the appointment, transfer, promotion, discipline and remuneration of these officers.

3. The officers dealing with the subjects retained by the government will be answerable to the Thana Parishad. The Thana Parishad will be competent to call for report from Thana Officers on their activities and also summon them for hearing. Thana Parishad will also be entitled to cause inspection of their offices and report to Government on any lapse in the discharges of their duties which may come to the notice of the Parishad. Thana Parishad will also provide the necessary assistance to enable these officers to function effectively in the Thana.

4. The organizational chart of the reorganised Thana Administration and the charter of duties of the officers named in the chart may be seen at Annex-II.

5. The reorganised administrative set up will be introduced in phase.

In the first phase 45 thanas will be brought under the reorganised administrative set up with effect from 7th of November, 1982. The list of these is at Annex-III. These thanas will cease to be part of sub-divisional administration and will function directly under district administration.

6. Till such time, Chairman of Thana Parishads are elected, the Thana Nirbahi officer will act as the Chairman of the Thana Parishad. Necessary amendment in the legislation is being made.

By order of the
Chief Martial Law Administrator

Sd/- M.A. Zaman,
Cabinet Secretary.

List of Transferred Subjects:

Pursuant to the Resolution on "Reorganisation of the Administration at the Thana Level" and Upgradation of Thanas, a question has been raised regarding the subjects which stand transferred to the Thana Parishad. Because, in the Resolution only an illustrative list of "regulatory and major development functions retained by the Government" has been provided but no list of "transferred subjects" has been shown. In order to remove any doubt in this regard following clarification is issued.

2. A careful examination of the illustrative list would indicate that though the "transferred subjects" have not been specified it is not difficult to identify them by the method of simple exclusion. This means that firstly, the subjects which are regulatory in nature are to be treated as retained by the government. Secondly, all the development subjects which have not been retained specifically by the government should be treated to have been transferred to the Thana Parishad.

3. In the above view of the matter a look at the Organogram will further facilitate identification of transferred subjects. Accordingly, the set up and the offices shown under the Thana Parishad in the Organogram very clearly indicate the specific subjects that come under the "transferred list".

4. A question however remains that creating offices like Social Welfare have not yet been created in all Upgraded Thanas. In such thanas the Thana Parishad will be fully competent to undertake development activities covering

these matters, in the spirit of the concept of "transferred subjects". Similarly there may be some other development activities which may not clearly fall under any particular Thana Officer of the transferred subjects and in such cases the Thana Parishad will be competent to undertake development schemes in respect thereto provided such activities do not fall in the category of regulatory functions or do not come within the purview of the retained subjects.

5. All concerned are requested to carefully follow the above clarification in respect of functioning of the Upgraded Thana Parishad, particularly in the matters of preparation of Budget and Development plan of the Parishad.

Sd/-

Mohammad Faizullah

Joint Secretary.

POLICE STATION PALASBARI
 OLD REVENUE THANA GOBINDAGANJ
DISTRICT RANGPUR

Scale 1" = 1 Mile
 Surveyed in Season 1914-15

DINAJPUR

P. S. PIRGANJ

P. S. SADULLAPUR

P. S. GAIBANDHA

P. S. SAGRATA

P. S. GOBINDAGANJ

REFERENCES

Actual Boundary	.....	Survey & Plan
Police Station Boundary	.....	
Village Boundary	.....	
Revenue Boundary	.....	
Boundary lines with bridge, etc. shown & marked	.....	
Unsurveyed Road	.....	
Dist. Road	.....	
Railway with double track	.....	R.A. Division
Railway with single track	.....	R.A. Division
Railway with telegraph line	.....	R.A. Division
Railway with telegraph line & telegraph	.....	R.A. Division
Plotted to Boundary (Survey & Plan)	.....	R.A. Division
Four miles, four & a half miles	.....	R.A. Division
Sub-divisional Boundary	.....	R.A. Division
Survey	.....	R.A. Division
Survey Station	.....	R.A. Division
Survey with Survey	.....	R.A. Division
Dist. Rd.	.....	R.A. Division
Station village	.....	R.A. Division
Regulation Office	.....	R.A. Division

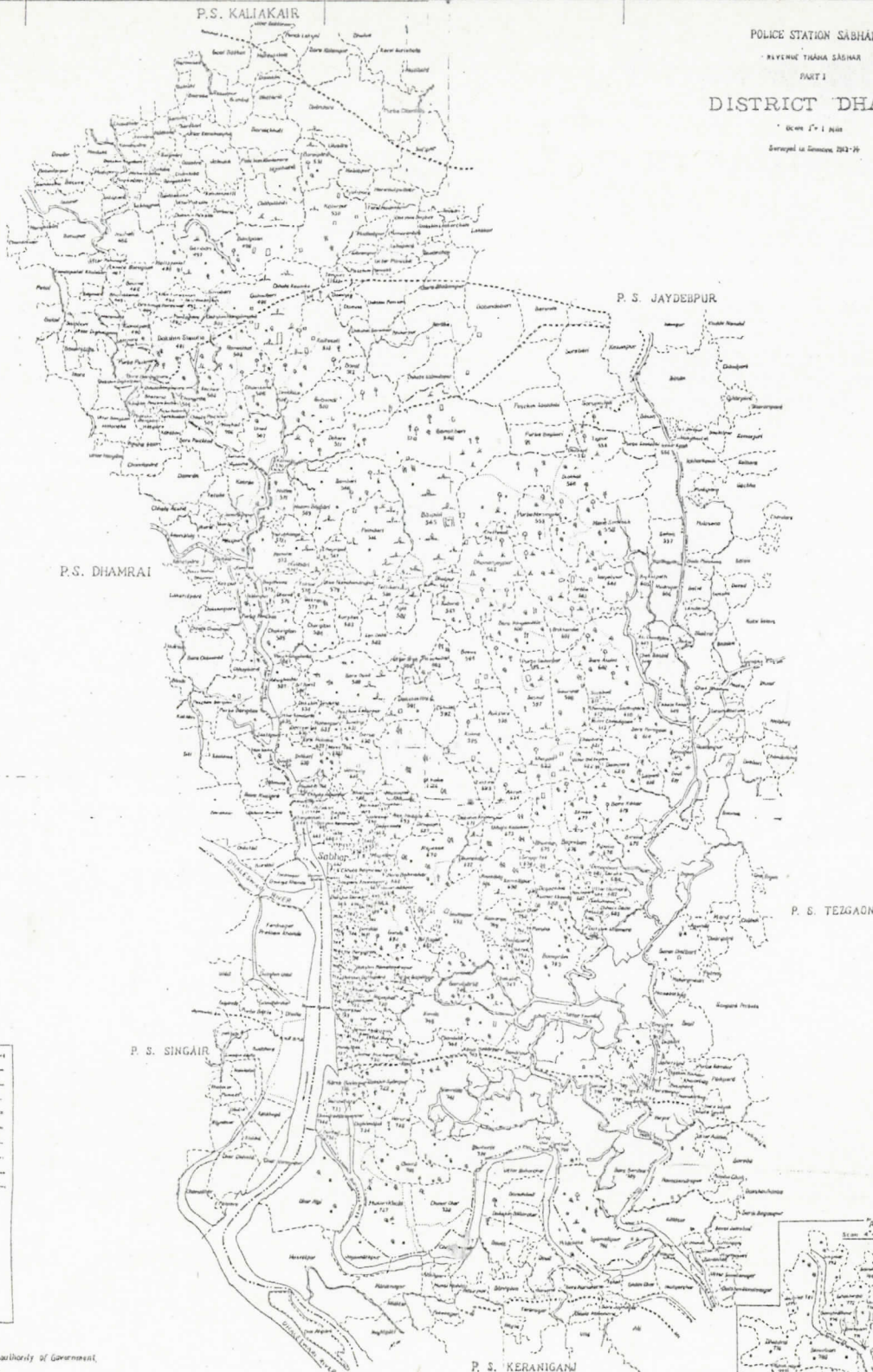
Made and published under the authority of Government
 in 1918
For Bell
 Stationed Officer

DISTRICT DHAKA

* Scale $\dot{\gamma} = 1$ MPa

Overseas in Service, 1942-46

ANNEX-10


$$g(t) = f(t) + \frac{1}{2} \frac{d^2 f}{dt^2}(t) + \frac{1}{6} \frac{d^3 f}{dt^3}(t) + \dots$$
[illegible]

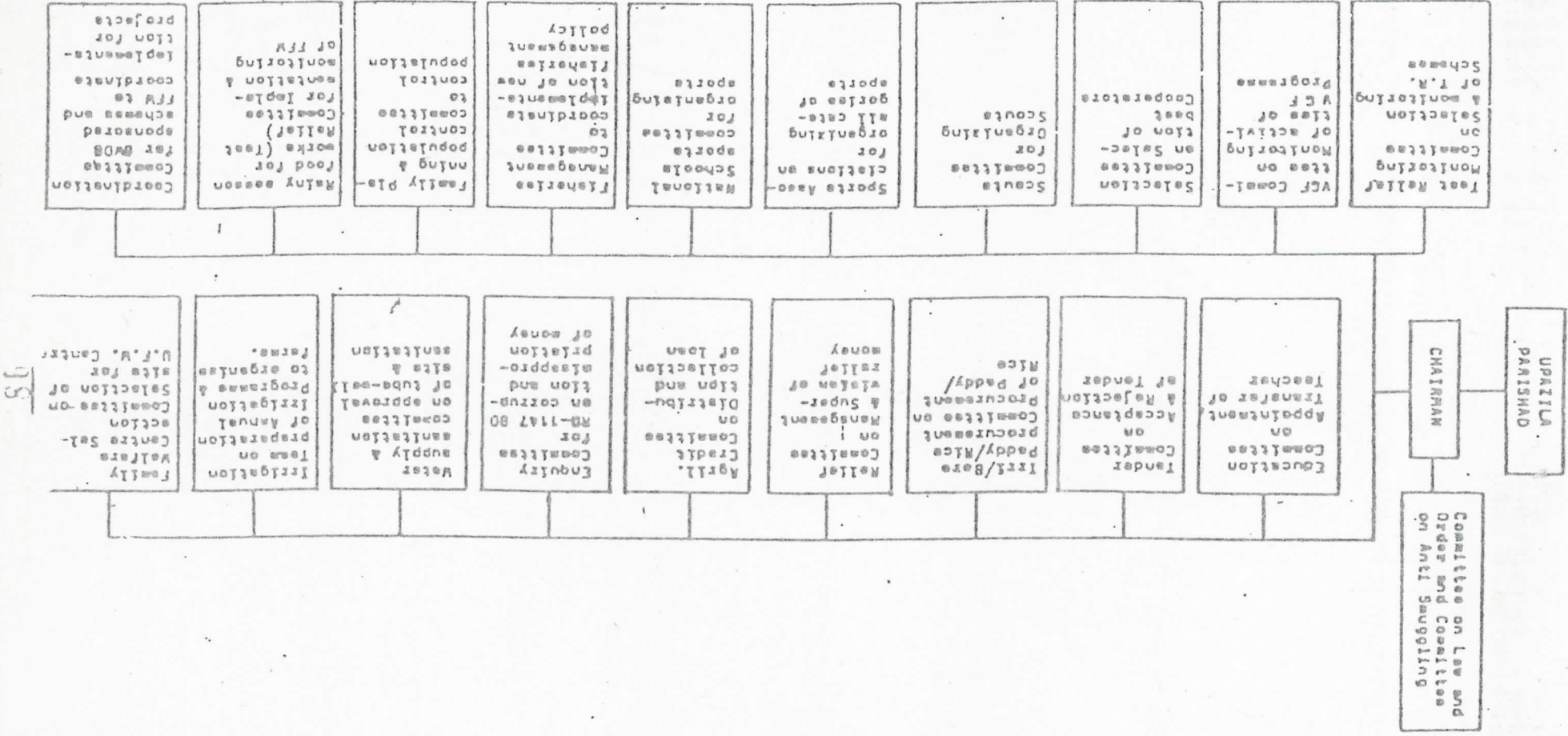
REFERENCES

Process or Service	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	2041	2042	2043	2044	2045	2046	2047	2048	2049	2050	2051	2052	2053	2054	2055	2056	2057	2058	2059	2060	2061	2062	2063	2064	2065	2066	2067	2068	2069	2070	2071	2072	2073	2074	2075	2076	2077	2078	2079	2080	2081	2082	2083	2084	2085	2086	2087	2088	2089	2090	2091	2092	2093	2094	2095	2096	2097	2098	2099	2100	2101	2102	2103	2104	2105	2106	2107	2108	2109	2110	2111	2112	2113	2114	2115	2116	2117	2118	2119	2120	2121	2122	2123	2124	2125	2126	2127	2128	2129	2130	2131	2132	2133	2134	2135	2136	2137	2138	2139	2140	2141	2142	2143	2144	2145	2146	2147	2148	2149	2150	2151	2152	2153	2154	2155	2156	2157	2158	2159	2160	2161	2162	2163	2164	2165	2166	2167	2168	2169	2170	2171	2172	2173	2174	2175	2176	2177	2178	2179	2180	2181	2182	2183	2184	2185	2186	2187	2188	2189	2190	2191	2192	2193	2194	2195	2196	2197	2198	2199	2200	2201	2202	2203	2204	2205	2206	2207	2208	2209	2210	2211	2212	2213	2214	2215	2216	2217	2218	2219	2220	2221	2222	2223	2224	2225	2226	2227	2228	2229	2230	2231	2232	2233	2234	2235	2236	2237	2238	2239	2240	2241	2242	2243	2244	2245	2246	2247	2248	2249	2250	2251	2252	2253	2254	2255	2256	2257	2258	2259	2260	2261	2262	2263	2264	2265	2266	2267	2268	2269	2270	2271	2272	2273	2274	2275	2276	2277	2278	2279	2280	2281	2282	2283	2284	2285	2286	2287	2288	2289	2290	2291	2292	2293	2294	2295	2296	2297	2298	2299	2300	2301	2302	2303	2304	2305	2306	2307	2308	2309	2310	2311	2312	2313	2314	2315	2316	2317	2318	2319	2320	2321	2322	2323	2324	2325	2326	2327	2328	2329	2330	2331	2332	2333	2334	2335	2336	2337	2338	2339	2340	2341	2342	2343	2344	2345	2346	2347	2348	2349	2350	2351	2352	2353	2354	2355	2356	2357	2358	2359	2360	2361	2362	2363	2364	2365	2366	2367	2368	2369	2370	2371	2372	2373	2374	2375	2376	2377	2378	2379	2380	2381	2382	2383	2384	2385	2386	2387	2388	2389	2390	2391	2392	2393	2394	2395	2396	2397	2398	2399	2400	2401	2402	2403	2404	2405	2406	2407	2408	2409	2410	2411	2412	2413	2414	2415	2416	2417	2418	2419	2420	2421	2422	2423	2424	2425	2426	2427	2428	2429	2430	2431	2432	2433	2434	2435	2436	2437	2438	2439	2440	2441	2442	2443	2444	2445	2446	2447	2448	2449	2450	2451	2452	2453	2454	2455	2456	2457	2458	2459	2460	2461	2462	2463	2464	2465	2466	2467	2468	2469	2470	2471	2472	2473	2474	2475	2476	2477	2478	2479	2480	2481	2482	2483	2484	2485	2486	2487	2488	2489	2490	2491	2492	2493	2494	2495	2496	2497	2498	2499	2500	2501	2502	2503	2504	2505	2506	2507	2508	2509	2510	2511	2512	2513	2514	2515	2516	2517	2518	2519	2520	2521	2522	2523	2524	2525	2526	2527	2528	2529	2530	2531	2532	2533	2534	2535	2536	2537	2538	2539	2540	2541	2542	2543	2544	2545	2546	2547	2548	2549	2550	2551	2552	2553	2554	2555	2556	2557	2558	2559	2560	2561	2562	2563	2564	2565	2566	2567	2568	2569	2570	2571	2572	2573	2574	2575	2576	2577	2578	2579	2580	2581	2582	2583	2584	2585	2586	2587	2588	2589	2590	2591	2592	2593	2594	2595	2596	2597	2598	2599	2600	2601	2602	2603	2604	2605	2606	2607	2608	2609	2610	2611	2612	2613	2614	2615	2616	2617	2618	2619	2620	2621	2622	2623	2624	2625	2626	2627	2628	2629	2630	2631	2632	2633	2634	2635	2636	2637	2638	2639	2640	2641	2642	2643	2644	2645	2646	2647	2648	2649	2650	2651	2652	2653	2654	2655	2656	2657	2658	2659	2660	2661	2662	2663	2664	2665	2666	2667	2668	2669	2670	2671	2672	2673	2674	2675	2676	2677	2678	2679	2680	2681	2682	2683	2684	2685	2686	2687	2688	2689	2690	2691	2692	2693	2694	2695	2696	2697	2698	2699	2700	2701	2702	2703	2704	2705	2706	2707	2708	2709	2710	2711	2712	2713	2714	2715	2716	2717	2718	2719	2720	2721	2722	2723	2724	2725	2726	2727	2728	2729	2730	2731	2732	2733	2734	2735	2736	2737	2738	2739	2740	2741	2742	2743	2744	2745	2746	2747	2748	2749	2750	2751	2752	2753	2754	2755	2756	2757	2758	2759	2760	2761	2762	2763	2764	2765	2766	2767	2768	2769	2770	2771	2772	2773	2774	2775	2776	2777	2778	2779	2780	2781	2782	2783	2784	2785	2786	2787	2788	2789	2790	2791	2792	2793	2794	2795	2796	2797	2798	2799	2800	2801	2802	2803	2804	2805	2806	2807	2808	2809	2810	2811	2812	2813	2814	2815	2816	2817	2818	2819	2820	2821	2822	2823	2824	2825	2826	2827	2828	2829	2830	2831	2832	2833	2834	2835	2836	2837	2838	2839	2840	2841	2842	2843	2844	2845	2846	2847	2848	2849	2850	2851	2852	2853	2854	2855	2856	2857	2858	2859	2860	2861	2862	2863	2864	2865	2866	2867	2868	2869	2870	2871	2872	2873	2874	2875	2876	2877	2878	2879	2880	2881	2882	2883	2884	2885	2886	2887	2888	2889	2890	2891	2892	2893	2894	2895	2896	2897	2898	2899	2900	2901	2902	2903	2904	2905	2906	2907	2908	2909	2910	2911	2912	2913	2914	2915	2916	2917	2918	2919	2920	2921	2922	2923	2924	2925	2926	2927	2928	2929	2930	2931	2932	2933	2934	2935	2936	2937	2938	2939	2940	2941	2942	2943	2944	2945	2946	2947	29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Choudhury
Officer in Charge Drawing Office Bengal

VILLAGE NUMBERS	NOTIFICATIONS	TRANSFERRED
519-522, 524-529 532-547, 549, 550, 553-555.	MO. P.W-5/78 III Mile (Puma-1) BSS dated 2-12-1978	To P.S. Jaydalpur of District Ghazal.



Source : A.T.U. Chemical Ruds, ed. Coordination in Public Administration
In Bengalee, Chok, STAT, 1987, p. 51.