



REPORT
OF
THE COMMITTEE
FOR
ADMINISTRATIVE
REORGANIZATION/REFORM

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June 1982

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Rear Admiral M. A. Khan, psn
Chief of the Naval Staff and
D C M L A.

NAVAL HEADQUARTERS
DACCA

22 JUNE, 1982

The Chief Martial Law Administrator
C.M.L.A.'s Secretariat
Old Sangsad Bhaban
Tejgaon,
DACCA.

REPORT ADMINISTRATIVE REORGANIZATION/REFORM
SUBMISSION OF

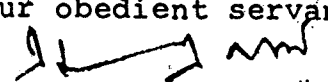
Sir,

I have the honour to submit herewith the report of the Committee for Administrative Reorganization/Reform. The Report is in two parts; Part I, the main report, Part II, annexes.

2. The Committee is deeply grateful for the trust you reposed in it by giving it an opportunity of examining the complexities of national and local administrative system and recommending a framework for participatory management and development of the teeming millions of our countrymen in the neglected and undeveloped rural areas of our country.

3. The recommendations made on the basis of survey and assessment of evidence are intended to eliminate the inadequacies that now exist in the present inefficient Administrative system. It is hoped that the acceptance of the recommendations followed by appropriate policy measures sustained by your dedicated pledge for bringing about a hopeful change in the miseries and agonies of rural life will certainly provide for a framework of administrative and socio-economic establishment and reduce the distance between the government and the people of the country. We also believe that implementation of the report will ensure fair and equitable distribution of national resources for the ultimate benefit of the people whose larger interests remain your uncompromising dedicated goal.

I have the honour to be
Sir,
Your obedient servant,


(M A KHAN)
REAR ADMIRAL
CHAIRMAN
COMMITTEE FOR ADMINISTRATIVE
REORGANIZATION/REFORM

- ⑧ - elected local government at district, thana and union levels should take over all functions of development administration while functions of regulatory and static administration may be transferred to the elected councils within a time-bound frame.

9. The Committee is firmly of the view that meaningful and effective devolution of authority is possible only in a framework of elected local government.

At the same time, it should be distinctly understood that devolution is a means to an end and not an end in itself. The end is, and ought to be, reduction and ultimate elimination of poverty for which well-conceived administrative and socio-economic measures need to be taken in a way that ensures people's participation in the development process. To achieve the ultimate end of eradicating poverty, something more than reorganization of levels/units of administration would be needed. It would need, for instance, a dedicated sense of public service both on the part of the officials and the corps of elected leaders of local government. It would need a committed army of public servants trained in the art of management of public services who are at the same time willing to live and work with our people in the rural areas.

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10. Democratisation of elected local government at District, Thana and Union levels will have to be concurrently supported by a decentralised planning and budgetary system to enable the local government to plan and implement projects of local importance without the usual delay that now exists in the centralised planning and budgetary mechanism. Without adequate decentralisation of planning and budgetary system, the measures for effective devolution of authority will be an exercise in futility.

11. Closely allied to the question of deconcentration of planning and financial authority is the question of deconcentration of administrative functions. All attempts should be made to identify and itemise the various administrative functions which can be transferred to the elected local government. These functions need not be limited to functions of purely administrative and of routine nature. It should include gradual transfer of the statutory functions of District administration within a given time-frame.

12. The question of relationship between the national and local government is another key issue which need closer scrutiny and analysis than has been done in this Report. The basic principle governing this relationship should be adoption of a policy of non-intervention by the national government in matters which are within the purview of the elected local government. The oft-repeated argument that local government needs guidance and

supervision need not be stretched so far as to impair popular initiative or to dominate the decision-making process of the elected leaders.

13. If enfranchising the disenfranchised rural poor is accepted as a principle, well planned administrative and socio-economic measures must be supported by adequate investment in the rural sector designed not only to raise productivity but to create off-farm employment opportunities. The trend of investment in the rural sector in the past, during the First Plan period, shows an investment of about 32% of the total plan outlay. This trend has not been changed during the Second Plan period. It is essential that a higher investment is made in the rural sector than is being done at present or was done in the past. It is our belief that higher investment, a strengthened and competent implementation machinery combined with popular initiative will set in a process of participatory development that may lead to elimination of poverty provided the national government is committed to this goal. The national government must also be committed, on a continuing basis, to the substantive concept that good government is no substitute for self-government. It is through self-government that popular leadership can emerge, popular energy is generated, sustained and used for national development. This Report has indicated the way to self-government.

14. The Committee is indebted to Bangladesh Agricultural Development Corporation for making available the Secretariat and other support. While it is not possible to list the services of all those who worked for completion of the Report, special mention must be made to Messers, G.M. Moyeenuddin, Mohammed Samiurddin, Fazle Rabbi, S.A. Moquit, Ziaul Ansar, and Anisur Rahman. Messers B.B. Barman and Taj Mohammed Moral spent long hours and ungrudgingly typed the Report, always beyond office hours and at times during holidays. The Committee gratefully acknowledges their services and of many more whose names can not be listed here.

S U M M A R Y

The Report is divided into two parts. Part I is the main text of the Report, Part II contains the Annexures.

2. The main text is divided into 8 Chapters. The probable contents of the Chapters were given in the outline as initially suggested by the Member-Secretary and later expanded to incorporate the views of the Chairman and other Members of the Committee.

3. The Report starts with a resume of the views of the previous Commissions since 1972, the Chaudhuri and the Rashid Committees. The major issues dealt with are the services and administrative structure as were perceived by the Commissions. The services structure does not form part of the terms of reference of this Committee but only the relevant parts were briefly dealt with. For it was felt that identification of the inadequacies of the present system does imply and require a brief discussion on the thoughtless state of circumstances under which Reform was undertaken by the government immediately preceeding the promulgation of Martial Law.

4. The major inadequacies of the administrative system may be identified as follows:-

- lack of appropriate, consistent and uniform personnel policies with regard to recruitment

promotion and training of public services.

- tadbir-based approach to decision-making.

✓ - difficulties of the common man to comprehend the compartmentalised functions and complexity in governmental decision-making.

- absence of a sound and durable political process to give appropriate, consistent and uniform policies with regard to public welfare.

✓ * vertical-functional departmentalism that vitiates area-based coordination.

|| - weak local government system rendered weaker by lack of appropriate political direction.

- weakening of traditional administrative and representative institutions at different levels of administration.

- creation of parallel political and administrative institutions leading to conflict in jurisdiction.

✓ - reluctance on the part of the political authority to devolve power to the representative institutions at the local levels.

5. It may not be possible to remove the inadequacies all at once. For, administrative system emerges over time and is shaped and influenced by history, politics, culture and socio-economic factors. The oft-repeated argument of the old District apparatus being a threat to local representative institution is not validated by empirical research. Research has established that the institution of DC has been able to act as an influencer and mobilizer of rural public opinion in a way that no other political-administrative structures have been able to do.

6. This is, however, no apology for the institution of DC. The endeavour should be to build up representative local institutions in the framework of a revitalised system of local government. The Report has shown the way to do it. The Report has also called for elimination of unnecessary levels of administration such as Sub-division and Division in a planned and systematic manner so as not to disrupt the continuity in administration. The major reform measures envisaged are (i) directly elected Chairmen for Zilla, Thana and Union Parishads and (ii) Elimination of certain territorial levels of administration.

7. The elections to ZP, TP and UP can be taken up straightway provided the electoral rolls are updated.

8. As to territorial reorganization, this has to be phased out, the details of which are shown in Annexure VI/1-2. The total cost for 30 Districts out of the Sub-divisions other than Sadar and adjacent ones comes to Tk.4898.70 lakhs @ Tk.163.29 lakhs per District. The details are shown in Table 6.5 (P.158).

9. The major constraint in having a decentralised judicial system at Thana level is the need for construction of jail facilities. This will mean high capital investment. As an alternative to this it has been suggested that in the Thanas having all-weather roads connected with the District HQs, there should be Circuit Courts of Magistrates/Munsiffs. To upgrade administration in 387 Thanas the total cost works out to be Tk.29853.18 lakhs as shown in Table 6.12 (P.164).

(X)

10. It has been the general consensus that the basic precondition of any meaningful effort at administrative reform must be building up of popular and representative institutions at District, Thana and Union levels. The question of extending this to village level should also be one of the objectives.

11. The cost of having a directly elected Chairman for Thana Parishad is not readily available as at no stage of our political history was such election ever held. However, some idea can be gathered from the parliamentary election that was held last. According to Election Commission, a sum of Tk.30,73,8967.42 was spent for preparation of Electoral Rolls. For conducting elections, a sum of Tk.20,52,55,88.53 was spent. The unit expenditure per Thana thus comes to 1.08 lakhs assuming 472 Thanas. The last parliamentary election was held on February 18, 1979.

12. When all is said and done, the administrative reorganization/reform can be effective only in a framework of national political process and the national political system that subsume the administrative system. The need for a political super-structure based on national will and national aspirations cannot be ruled out to give adequate and consistent support to reform measures as outlined in this Report.

REPORT

P A R T - I

political perception of the role of government in nation-building and in socio-economic development. Conversely, the demands and aspiration of the community for particular service or set of services from the government may lead to administrative reorganization.

1.5 Administrative system that Bangladesh inherited is commonly described as colonial because it is rooted in the colonial past. Yet it would be too naive to assume that it did not grow and change over time. It did change and grow over time as can be seen from the pattern of administration right from the Hindu civilization through the Muslim and on to the British colonial period. Professor Anisuzzaman, a Member of this Committee, has drawn interesting parallels of the administrative system starting from the Hindu period down to the British colonial period.³ The comparison drawn by Prof. Anisuzzaman shows structural similarities over a period of time ending with the British colonial rule. The conclusion that he has drawn is that there are indications of change in the administrative system but the nature of change is not yet clear.

1.6 Structural approach to reorganization, however necessary may not adequately meet the needs of reorganization. Change in structural units is just one of the means to attain an objective while administrative reorganization may have multiplicity of objectives. The basic objectives of reorganization measures must, therefore, be clearly delineated and

3. Public Administration in Bangladesh / in Bengali/
CSS, 1981, P.30

changes made in the structure accordingly. Identification of the objectives is a political task and it may vary from regime to regime. The changes of political regimes may affect the administrative system only partially provided the basic political foundation of the State remains stable and immutable as in the cases of the United Kingdom and the United States of America. Administrative system is then adapted to fall in tune with the basic principles of State policy accepted as such by the nation as self-evident truths and not amenable to change with periodic changes of political regimes.

1.7 In the Indian sub-continent, the administrative system was initially geared to meet the needs of a mercantile company but there was no sharp break with past traditions. The East India Company constituted the political authority till 1858. Yet during the period, when Bengal was under the Company's rule (1757-1858), changes occurred through (i) a process of trial and experiments, (ii) through the legislative influence of the British Parliament and (iii) through the individual convictions and beliefs of particular Governors-General. There were two opposing schools of thought during the period of the Company's rule: the Cornwallis School which believed in limiting political power to the minimum and the Munro School which believed in rule by personal discretion which, according to this School, was fully in line with the tradition of the Mughal Government and suited to the genius of the Indian people⁴.

4. Eric Stokes, The English Utilitarians and India, Oxford University Press, 1959.

1.8 It is through the influence of Cornwallis School that attempts were made in Bengal to provide for a large volume of legislative acts governing the administration of justice and revenue. But these measures touched only partially the problems relating to separation of executive from the judiciary. The political-administrative system remained basically centralised without any scope for popular participation although since 1885, attempts were made to introduce a system of nominated /elected local government system. The Indian sub-continent remained largely a bureaucratic state run bureaucratically. Although there was a semblance of popular participation at the bottom, the top remained totally under the control of the British Government.

1.9 Between the years 1909-1947, more political reforms took place as a step towards responsible government. The Morley-Minto Reforms introduced for the first time elected representatives in the Councils of Governor-General and Governors. The Montagu-Chelmsford Report further improved the situation with regard to popular participation. Under the reforms proposed by the Report, subjects in the provincial government were divided : a group of subjects came fully under the elected Ministers while others were retained by the Governor- in Council who was responsible to the British Parliament through the Governor-General and the Secretary of the State. The reforms also freed the local councils from official tutelage. Under the Government of India Act of 1935, more reforms were undertaken. Complete "provincial autonomy" was granted and the Government of India ceased to

have any control over the Provincial Governments except in case of grave emergency.

1.10 The partition of India led to the emergence of the States of Pakistan and India. The Government of India Act 1935 read with the Indian Independence Act 1947 formed the basis of the constitutional framework for both the countries. Yet in terms of a viable political process and a political system that can initiate and sustain the national objectives of development and maintain balance in the social order, the two countries went in two different directions. India symbolised unity with sub-national governments of separate political responsibility. Pakistan provided a typical example of political instability. Both the countries inherited the same administrative system and at the beginning at least, Pakistan by the constitution adopted in 1956, chose, like India, the West Minister model of Cabinet Government. Increasing political instability, however, contributed towards greater centralisation than was necessary. In the midst of frequent changes of government both at the centre and at the provinces, Pakistan's bureaucracy constituted the only element of continuity of the social system. This served to reinforce popular belief in the strength of the bureaucracy.

1.11 Then in 1958 came the Military Government of Ayub Khan who thought the West Minister model of politics was not suited to the genius of the people. He abrogated the constitution of 1956 but in order to run the government adapted some of the constitutional provisions under the Laws Continuance

in Force Order. He also gave Pakistan a constitution in 1962 providing for a Presidential system of Government. The President including the National and Provincial Legislatures were indirectly elected by an electoral college consisting of the 80,000 Basic Democrats who were directly elected by the people. The structure of Basic Democracies is shown in Figure 1.1 below:

Figure 1.1

B.D. SYSTEM IN FORMER EAST PAKISTAN, 1962

DIVISIONAL COUNCIL-4

CHAIRMAN	COMMISSIONER
MEMBERS	
OFFICIAL	ELECTED
50% OR LESS	50% OR MORE

DISTRICT COUNCIL-17

CHAIRMAN	COLLECTOR
VICE-CHAIRMAN	ELECTED BY THE
	MEMBERS.
MEMBERS	
OFFICIAL	ELECTED
50% OR LESS	50% OR MORE

THANA COUNCIL-396

CHAIRMAN	SUB-DIVISIONAL OFFICER
VICE-CHAIRMAN	(SDO)
	CIRCLE OFFICER
MEMBERS	
OFFICIAL	ELECTED CHAIRMAN OF
50% OR LESS	UNION COUNCILS & TOWN
	COMMITTEES
	50% OR MORE

UNION COUNCIL-4032

CHAIRMAN-ELECTED
MEMBERS-ALL ELECTED

SOURCE: A.M.S.Ahmad, Community Development and Local Government in Pakistan:

1.12 Since 1958, the question of reform and reorganization was a matter of continuing debate but it did not attract much attention at the political level i.e. those outside the power structure. Those outside the power structure, the political parties, concentrated more on the constitutional framework, the division of powers and responsibilities between the centre and the provinces and the form of government to be adopted for the country. The political parties, after 1958, combined to form a united opposition to the system of government which Ayub Khan had imposed. The major opposition political parties appeared to have believed genuinely in the fact that a political framework based on West Minister model was necessary first of all, other things could follow.

1.13 Politically, for those outside the power structure, reform/reorganization of the administrative system was a minor issue, the major one being a constitutional framework that guarantees adequate and meaningful devolution of authority to the provinces. In the face of widespread and continued public opposition, Ayub Khan left office leaving the reins of government to the Military in 1969 led by General Yahya Khan. The Military Government of Yahya Khan conceded the opposition demand of universal adult suffrage as the basis of elections to the legislatures, national or provinces. It also conceded a Parliamentary form of government. It promulgated the Legal

Framework Order (LFO) under which elections were fought in 1970. Awami League emerged as a dominant mass party organization. What followed thereafter is known to everybody and need not be repeated. The lesson of politics on and from 1958 has been that nation-building is not to be achieved by show and application of force irrespective of whether the political authority is elected or not.

1.14 This discussion on the political history is intended to show that administration is run in a given political frame-work with or without popular participation through elected government. The political tradition for Bangladesh administration and society has been that for generations the society had experienced absence of democratic process both at national and local levels except for short breaks in between. Before the beginning of the Mercantile Government of East India Company, it was the rule by Monarchs-known in history as Asiatic despotism. The advent of the British rule did not in any way mark a sharp departure from past tradition but the imprint of British democratic thought and ideas are there if only to the extent that was consistent with the basic objectives of British colonial government. Yet the concept of representative local government and representative national and sub-national governments are a boon (some may call it a bane) from the British colonial heritage. This concept marked a break with the Mughal tradition of government

by military force through Mansabdars and Subadars. The British colonial tradition gave the countries of Indian Sub-continent a system of administration based on written laws/regulation that circumscribe the limits of executive authority. It gave a system of procedural laws relating to arrest, detention and trial of persons.

1.15 This is not to argue in favour of the colonial tradition but to point out the reality that must be faced so that it is possible to have an objective and unbiased assessment of the complexities of politics and administration. It would be too naive to argue that the various laws left by the British are still there in immutable form. Many have been changed, some during British rule and some afterwards. It would need more than a herculean effort to assess the relative usefulness of such changes in laws. We have as yet no clear documentation of the social, political and ideological forces that led to changes in laws, of the system of government. In the absence of such documentation, all we have is a shop-talk analysis of the need for change in which we miss the wood for the trees.

1.16 This shop-talk analysis often ignores the most important variable which has a direct bearing on the administrative system. It is the social system, of which administration is merely a part and that too in a political framework. The felt needs of administrative change is yet to be decided although the debate is there. The felt needs of administrative change cannot be decided unless the felt needs of socio-political change is identified and steps taken to achieve

the needed change. During the British colonial rule, the social, political and ideological forces compelled the British colonial government to start (i) the process of representative local government system (ii) to provide for a framework of representative political government in the provinces (iii) to finally concede to the concept of total independence based on the demands of the political process as it existed then. (In the process, the administrative system too felt the impact of representative political process as well as of the growth of departmental hierarchy catering for specialised functions.)

1.17 During the post-British era, the debate on representative popular government was assumed to be a settled issue although in reality, the political process failed to substantiate the fact that this was a settled issue. The principle of representative popular government again had other dimensions. The question of representation on the basis of population or representation on the basis of territorial units forming the sub-national government was another issue. The other important questions were :

- the question of sharing of power between the centre and the provinces.
- the question of sharing of resources between the centre and provinces.

1.18 All these were substantive issues of politics in which administration remained, as it must, a secondary issue. The point that is emphasized here is that administration as a colonial heritage was not exposed to the pressures

of national/provincial political process in a manner and to a degree that many other post-colonial States with democratic tradition were exposed. Consequently, the felt needs of administrative reform/reorganization have been subordinated to the narrow issues of political activities and its immediate gains. Administrative Reorganization and Pay and Services Committees/Commissions that were constituted during Ayub era made a number of recommendations some of which were not accepted or implemented. The acute needs for administrative change were not identified in terms of political and socio-economic goals. These were determined without assessing public opinion. There were two major streams of thought. One was that the administrative system inherited from the colonial past was not suited for the needs of "a new nation". The other was that the system has stood the test of time and drawbacks of the system could be overcome by appropriate policy measures. Without appropriate and consistent politico-administrative direction, it is not possible to have appropriate policy measures intended to meet the challenges of socio-economic development.

1.19 Bangladesh became an independent sovereign republic on December 16, 1971. The administrative set-up then was geared to meet the functions and purpose of a provincial government. With the liberation of Bangladesh the principal tasks before the government were mainly two:

- to reorganise the Secretariat so that it can effectively meet the needs and aspirations of an independent sovereign republic.
- to restore the civil administration in the field to meet the challenging task of relief and rehabilitation besides other functions.

In order to implement the above, the Bangladesh government appointed a Committee called Civil Administration Restoration Committee with Mr.M.M.Zaman, the then Chairman Tea Board as Chairman and four others as Members. This was done on December 27, 1971 and the Committee submitted its report on January 4, 1972. The Committee was in the nature of an interim administrative reorganization Committee to put back on the rails, in the context of the changed political situation, the structure and organization of the government pending detailed examination of the complexity of the issues relating to the administrative system by another Committee to be appointed by the Prime Minister.

1.20 Despite the interim nature of the task assigned to the Committee, its recommendations, accepted later by the government, helped in no small measure, to provide

(i) a reorganised set-up of a national Secretariat and

(ii) measures and principles for rehabilitating the civil administration at the Divisional, District, Sub-divisional and Thana levels. Under its recommendations, the national Secretariat was organised into 20 Ministries with related Directorates/Departments and Corporations.

The Administrative and Services Reorganization Committee, 1972.

1.21 The immediate task of rehabilitation being over, the government then appointed the Administrative and Services Reorganization Committee (ASRC) on March 15, 1972 with Professor Muzaffar Ahmed Chaudhuri, then Vice-Chancellor of Dacca University as Chairman. It was given a most comprehensive terms of reference the major objective of which was to have a broad-based scheme of administrative reorganization consistent with the directive principles of State Policy. There is no doubt that it is the first ever comprehensive Report that deals with

- a reorganised Secretariat system.
- Procedure of work.
- Ministerial and Departmental Organization.
- District and Local Government Administration.
- Pay and Structure of Services.
- Principles of amalgamation and determination of interse seniority of as many as 13 central (including all Pakistan) services and 27 Provincial services.
- Recruitment and Training of public servants.
- Principles of promotion.

1.22 The fundamental difference between the ASRC Committee Report (Hereafter called Chaudhuri Committee Report) and those that preceded it, is the political context in which the reform/reorganization measures were examined, analysed and proposed. The earlier reports with the possible exception of 1969 Pay and Services Report (popularly known as the Second Cornelius Report) were prepared at a time when the debate over the basic political frame-work was not over. The Second Cornelius Report was again finalised at a time when the political concepts and principles introduced by Ayub Khan were in the process of being rejected. The intense debate over the question of devolution of authority on the sub-national governments was fought and won in favour of Provincial autonomy. In 1972 this question had no relevance. The 1972 Constitution of Bangladesh was drafted and adopted at the end of the year. The sense of political direction was clear at least for reorganization and reform of the administrative system.

1.23 The clear sense of political direction plus the maturity and insight of the Chairman and Members who constituted the Committee combined to produce the most comprehensive blueprint for reorganization/reform of administrative and services structure. The recommendations made in these two spheres marked a sharp departure from past in that

- 700 different scales of pay was reduced to 10 grades.

- 40 different central and provincial services and innumerable other posts not classified as service were reduced to one single unified grading structure thus abolishing the concept of class in services.

The principles of amalgamation of the various services and positions were clearly enunciated and recommendations were made for promotion on the basis of merit alone except for posts in lower echelons where length of service was to be the guiding criterion.

1.24 In respect of administration, a strongly argued case was made for democratisation of administration at all levels. In support of democratisation, it placed reliance on Article 59 of the Constitution which provided for elected local government at District, Thana and Union levels. It called for increasing devolution of authority to the elected local government and clearly delineated the areas of responsibility between the National and the Local Governments. Under the recommendations made, the elected Local Government administration and functions which are not central in nature.⁵

5. Chaudhuri Committee Report, paras 9.54, 9.63, pp.286-289 Part-II, Administration, All references unless otherwise indicated are from Part-II of the Report.

Division of Functions between National and Local Govt.

1.25 In formulating the principles of division of functions and responsibilities between the National and Local Governments (paras 10.4-10.5, P.294-295), the Chaudhuri Committee took a pragmatic view saying that "there cannot be any fixity or unalterable rigidity about devolution of functions from National Government to the Local Government" (P.295). Subject to the qualification as above, the guiding principle of allocation of functions between National Government and Local Government accepted by the Chaudhuri Committee was that "a service should be administered by the local body that can administer it effectively" (P.294).

Territorial Reorganization.

1.26 With regard to territorial reorganization of administrative units, the Chaudhuri Committee recommended that the Subdivisions with necessary adjustments, should be converted into Districts in a planned manner spread over a number of years. It called for constitution of a Boundary Commission "to go in depth into the whole problem of the size of the future Districts from all conceivable points of view" (P.271). Similarly, the Chaudhuri Committee called for disappearance of Division as an unit of administration (P.287) but recommended that (i) the post of the Commissioner be converted into that

be created (p.288).

Reorganised Role of Deputy Commissioner (DC).

127 The democratisation of administration at and below the District level as perceived by the Chaudhuri Committee did not imply total extinction of the office of the Deputy Commissioner. The major functions of the Deputy Commissioner were :

- Magistrial
- Public Order
- Revenue
- Development.

In respect of magistracy, the Chaudhuri Committee recommended separation of judiciary from the executive which was fully in consonance with the Directive Principles of State Policy as enunciated in the Constitution. The Deputy Commissioner and other Magistrates were to become Executive Magistrates. In respect of public order, the Report dealt with the question of Magistrial control over police administration and averred that till such time as public order functions are fully transferred to the elected Zilla Parishad, the Deputy Commissioner must continue to have his supervisory role over the police (P.278). It called for continuance of the present system of revenue administration under the Deputy Commissioner. In respect of development administration, it unambiguously stated that this should be the responsibility of the Zilla Parishad except " work of inter-district developments agencies

such as generation and transmission of power, large scale irrigation, national roads and highways" and further that "whenever there would be a necessity for coordination at District level, the responsibility should continue to of the Deputy Commissioner's " (P.282).

1.28 The other functions that needed whole-time attention of the Deputy Commissioner were listed as follows:

- Purposeful and periodic inspection of Thana and Union areas and officials under his command including prompt attention to public grievances ;
- Assessment, collection, remission and review of taxes;
- Administration of regulatory functions under various statutes and control Order including levies, procurement and release of food grains, regulating supplies of essential scarce commodities , like cement, iron, sugar, kerosene, oil etc.;
- Issue of permits and licences for such things as arms, explosives, petroleum and cinemas, issue of passports, extension of visas and control of foreigners;
- Attention to national calamities like fire, floods, cyclones, famine and expeditious disposal of citizen's grievances germane to these functions;
- Miscellaneous functions and duties provided under various Acts, such as Registration, Treasury, Jail etc., and residuary executive duties ;
- Protocol.

Officers of Zilla Parishad.

1.29 The Chaudhuri Committee recommended that the services of all officers engaged in development should be

transferred to Zilla Parishad. The officers whose services would be transferred should work "under the overall direction, control, supervision and coordination of the Zilla Parishad. Further, the Zilla Parishad will need a few high officials such as the Secretary to the Parishad, a Finance Officer and a Chief Executive officer (p.312). The functions of the Chief Executive Officer should be :

- to act as the principle officer to the Chairman of the Parishad;
- to see that the directions of the Parishad to the Heads of Departments working under its control and supervision are carried out properly and in time ;
- to coordinate, on behalf of the Parishad, the activities of all officers posted to the district.
- act as the channel of communication between the Parishad and the departmental officers.

Thana Administration/

1.30 In respect of Thana Administration, the Chaudhuri Committee recommended that Thana should become the basic unit of administration in Bangladesh. As in the case of the District, the elected Thana Parishad should assume full responsibility of development administration at this level. It recommended that " the services of all officers in a Thana, engaged in Development Administration, not necessary to be retained by the National Government,

should be placed at the disposal of the Thana (P.301). The illustrative list of officers whose services would be transferred to Thana Parishad were :

- Agriculture;
- Rural Engineering;
- Animal Husbandry;
- Health and Rural Sanitation ;
- Education and social education;
- Industries, Arts and Crafts ;
- Co-operatives ;
- Fisheries ;
- Communication and Public Works
- Family Planning.

Chief Executive/Thana Development Officer.

1.31 The Chaudhuri Committee stressed the need for what it called a Thana Development Officer " to coordinate the activities of officials engaged in Development Administration in a Thana under the overall guidance and supervision of the Chairman of the Thana Parishad". The job description of the Thana Development Officer was given as follows :

- Acting as the principal staff officer to the Chairman of the Thana Parishad ;
- Organising all attempts to ensure that the objectives , methods and contents of the development projects are understood by the village people throughout the Thana;
- Designing an integrated working plan for the Thana;
- Guiding and supervising the work of the officers and staff in the Thana;

- Properly utilising the funds and maintaining accounts and records ;
- Ensuring that the initiative comes from the villagers.
- Building up stocks of equipment necessary for the community developmental activities and establishing and maintaining supply lines in order to achieve timely execution of the plans
- Arranging regular staff meetings for discussion;
- Organising and properly running the Thana Training and Development Centre ; and
- Touring the Thana for prescribed number of days.

1.32 The main designation of the Thana Development Officer was given by the Chaudhuri Committee as Chief Executive Officer. It was stated that the officer " should be trained in management. His main function should be to see that the direction of the Thana Parishad to the various heads of Department working under its general control and supervision are carried out promptly and expeditiously".
(P.301)✓

Constitution of Local Parishads.

1.33 As to the constitution of Union, Thana and Zilla Parishads, the Chaudhuri Committee recommended as follows :

- fully elective Union and Thana Parishads including Chairman and Vice-Chairman , the election to be held on the basis of universal adult franchise;

that the present government will resolve the problem.

1.37 It may appear that references to the services structure are not strictly necessary. It may also be argued that reference to inter service matters should be avoided as it is likely to cloud the main issue of devolution of authority. The fact, however, remains that the identification of the inadequacies of the civil administration must, of necessity, have some reference to the anomalies that exist and more particularly the anomalies that lead to inadequacy. As has been stated at the beginning of this chapter, reorganization means and includes "Structuring of individuals and functions into productive relationship". The services structure has occupied no more attention than is necessary to highlight the inadequacy of the present personnel policy. In stressing that one of the major inadequacies of the existing civil administration is the lack of appropriate, consistent and uniform personnel policy, this Committee does not hold brief for one particular service or the other. All it argues for is that serious and immediate attention is needed to bring back order and sanity out of the continuing system of selection by personal discretion. It must be clearly understood that no reorganization of administrative system is possible without an appropriate consistent and uniform personnel policy with regard to recruitment, promotion and training of public services.

1.38 The list of Pool Officers were drawn in May, 1981 on the basis of hypothetical dates of promotion reportedly based on length of service criterion. In February, 1982, the government publicly disowned this by a circular bearing No.ED(R-II)S-32/80-31(30) dated February 11, 1982. Subsequently after Martial Law was promulgated, the government sought the opinion of Law Ministry on this issue. The Law Ministry gave clear opinion that the seniority of the officers drawn from various services will be determined on the basis of date of promotion/appointment to the relevant grade. The opinion is shown in Annexure-I/1.

Examples of Field Administration in other Countries.

1.39 As already noted, the most common objection against the field administrative structure a relic of the colonial past. It is also commonly assumed that this structure is peculiar to Bangladesh only. It is, therefore, necessary to briefly state the practice followed in other countries. The situation obtaining in ex-British colonies of Asia and Africa may be of immediate relevance. In India, the

administrative system runs exactly as the British had left it in 1947 with changes at sub-national governments where the popular institution of Panchayati Raj (the name of Indian local government system) operates alongside the old District administration with the District Magistrate and Collector at its head.⁶ The strong and stable parliamentary system of democracy and the elected local government institutions have in no way made the old District Administrative apparatus irrelevant to Indian situation. As far as the organization of public services are concerned, Indian Administrative Service (IAS) is still there as the elite of the civil services and this elitism is the elitism of intellect proved and substantiated by the country-wide open competitive examination and subsequent performance at different levels of decision-making.

1.40 In case of Malaysia, where the parliamentary democracy operates alongside constitutional monarchy, the same old system of District Officer is still operating. The Malaysian higher civil service is also the elite service whose members occupy key positions in the government.⁷

6. Henry Maddick, Panchyati Raj, Orient Longman, 1970.

7. J.H.Beaglehole, The District: A Study in Decentralisation in West Malaysia, Oxford University Press, 1976.

1.41 In Sri Lanka, the equivalent of District Magistrate is known as the Government Agent (G.A.). The GA still functions alongside the District Minister constituting District Political Authority.⁸ It is known that attempts to introduce a more or less similar system in Bangladesh during 1980 did not succeed.

1.42 In the ex-British colonies of Africa, in none of the countries.. except Tanzania has the District officer system been abolished.⁹ In Tanzania the extinction when the District Commissioner has been replaced by the local Chairman of the party cadre in a one-party State.

1.43 In Burma, reforms were introduced in 1953 whereby the services of all District level officers were placed at the disposal of elected District Council. Within two years, the decision was reversed.¹⁰

Typologies of Field Administration.

1.44 It is worthwhile to remember that an administrative system does not ipso facto become dysfunctional

8. Cyril Gamage and Martin Minogue, "The District Political Authority System in Sri Lanka", in Journal of Administration Overseas, Vol.17, 1978

9. A.M.M.Shawkat Ali, Field Administration and Rural Development in Bangladesh, Ph.D.Dissertation, 1980

10. Brian Smith, Field Administration: an aspect of Decentralisation, Routledge and Kegan Paul, 1967.

because it is inherited from the colonial past. In none of the ex-British colonies except Tanzania, as has been shown, was the District Commissioner system discarded. This system is also often attacked on the romantic ground of being a threat to local democracy. The experience in other countries gives one no cause to accept this kind of unsubstantiated argument. India is a case in point and more relevant to our situation than any other country in the world. There is also enough academic study on this question. In these studies a cross-cultural comparison of field administrative system shows similarities as well as differences from country to country. On the basis of such comparisons a three-fold typology of field administrative system has been made.¹¹ The typologies are:

- Decentralized system.
- Functional system.
- Prefectoral system.

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1.45 The Decentralized system is such as is found in the United Kingdom. Under this system governmental functions are devolved on minor units of local government while the central government retains only regulatory control in limited sphere. This is possible in a situation where the units of local government are stable both financially and from the point of view of competent

11. Professor Robert C. Fried, Italian Prefects, A Study in Administrative Politics, Yale University Press 1963.

staff. Even under a Decentralized system, the question of absolute and unfettered operative freedom does not arise. Her Majesty's Government finds it necessary to intervene in such matters as Health and Education to ensure that national standards are adhered to. Departmental coordination is not a problem as policies and standards are known. In case of necessity, the elected head of local council intervenes. But that is rarely necessary. There is no pressing need for day to day intervention.

1.46 In a Functional system that is found in the United States of America, each department is responsible to its departmental Chief. Coordination is political rather than administrative. The lines of demarcation as to responsibility of Federal, State and Local Governments are precisely known. There is no need for an institutional and established mechanism of coordination. The tradition of American history has been that the process of ceding of powers started at the base from the community to the elected Mayor and from the local government to the State and from the State to the Federal Government. Yet the responsibility is on one man acting through the council at local level, the Governor acting through the State legislature and the President acting through the Senate. It is the tradition and the political history then that has shaped and influenced the administrative system. It has emerged ever time. It is not the brainchild of any individual.

1.47 In Australia again there is a mixture of Decentralized and Functional systems. Coordination is largely political. Yet, the latest Royal Commission on Administration held the view in 1980 that there is need for what it called an 'one-stop shop', a super-market as it were, where the individual citizen can come in and have the services without having to go from door to door. In Western Australia and in Queens Land, the concept and practice of a regional administrator has developed for administrative coordination at the regional level.¹²

1.48 The third typology of field administration is what is known as the Prefectoral system. The classical example is that of France. Under this system, the coordination is administrative and not political. The Prefectoral system is further classified into integrated and unintegrated. This distinction is made according to the place of the Prefect in the local government system and his relationship with the officials of other departments within the Prefecture. The French pattern embodies the integrated system. In France, the Prefect is the head of the local government although there is an elected Mayor and all offices of other departments are required to correspond with their respective heads of departments through the Prefect. The position of the Prefect as the head of Administration and the supreme representative of the national government

12. A.M.M. Shawkat Ali, "Regional Government and Administration in Australia", in Administrative Science Quarterly, Vol. X, September 1980, NIPA.

is constitutionally recognized.¹³

1.49 Under the Italian system, the Prefect is not the head of local government nor is he the channel of communication between departmental heads and the other officers. Yet as a matter of convention, he is the recognised head of the national government because of his political importance. The scholars who studied the Prefectoral pattern have averred that Prefectoral system cannot be considered as a threat to stable democracy.¹⁴ Prefectoral system exists in as many as six West European States.

1.50 The purpose of the foregoing analysis is to place District administration system in a cross-cultural perspective and to rebut the oft-quoted argument that such a system is a threat to democracy. Democracy depends on social and ideological forces rather than on a particular type of field administration. It is against this background that the District administration system has to be understood and appreciated. Deputy Commissioner is comparable to prefect. Although the nature of functions and the corresponding degree of authority may vary research has established that the Deputy Commissioner system is comparable to the unintegrated system of Italian variety.¹⁵

14. Robert C. Fried, Op.Cit.

15. A.M.M. Shawkat Ali, Field Administration and Rural Development in Bangladesh, Op.cit.

District Administration.

1.51 Like any other administrative system, District administration was the product of history, politics, tradition and culture. It emerged over time. The initial and primary consideration for its emergence was the collection of land revenue for which the post of Collector was created in 1771. Later the Collector took over magisterial functions through a process of experiments. It was separated from the Collector in 1789 but was given back again. The judicial functions were again separated in 1835 but was again given back. Since then it has continued to remain with the Collector so that he came to be known as District Magistrate and Collector. It is only after 1959 that the name Deputy Commissioner was given to signify the much broader role that he plays aside from revenue and Magisterial functions. He was also initially the head of police and later when regular police organization was established under the Indian Police Act 1861 and separate Superintendents of Police were appointed, the District Magistrate was given regulatory control over the police both under the Police Act of 1861 and the subsequent Police Regulation of Bengal, 1943. Under this regulation the relationship between the Superintendent of Police (SP) and the Deputy Commissioner (DC) is clearly defined. Although the rules codifying the relationship between DC and the Police administration in the District is honoured more in breach than in observance now a days, the fact remains

that the regulatory control is still there in the book. The Police-Magistracy relationship has remained a controversial issue. While enforcement of regulations need not be the only alternative to improve this relationship, it is necessary to explore other alternatives. Adequate training, motivation and mutual accommodation and understanding are needed to improve the relationship.

1.52 Till 1885, the administrative system was rather undifferentiated. It was purely a regulatory and routine administration of tax collection and criminal justice. The DC, however, had to get involved in the welfare of the people as famine occupied a large part of British Indian history. The DC was also responsible for famine administration in terms of relief and rehabilitation. Under the Bengal Famine Code, the provisions of which still operate under a different name, the DC was required to have an intimate knowledge of the socio-economic history of the District under his charge as well as the course of the rivers so as to take timely action in case of crop failure or other natural calamities. This traditional function he still retains and the rural people have thus been conditioned to look upto him for help.

1.53 With the introduction of local government system in 1885, one of the major functions of DC was to establish Union Panchayats and supervise their work. He was also the head of the District Board. Thus it was that the DC

came to be associated with the local government system from its very inception and he continues to supervise the functions of the local councils. In 1913, to strengthen the local government system at the village level, the Circle system was experimentally introduced in the selected Districts of Bengal. A Circle then consisted of a group of Thanas under a Circle Officer (CO).¹⁶ The COs then worked directly under the DC.

1.54 During 1920's the District Board was freed from the control of DC. It was given an elected Chairman. The only control given to DC was that he could suspend execution of any decision by the District Board if he was satisfied that its execution would lead to a law and order situation. Barring this control, the District and Union Boards were allowed to continue as fully elective popular bodies. Although freed from official tutelage, the popularly elected bodies could not function as effectively as one would have expected. Reasons were many: lack of finance, lack of local leadership, village factionalism, absence of adequate staff support.¹⁷

16. J.N.Gupta, I.C.S. Report on the Experimental Introduction of Circle system into selected Sub-divisions of the Presidency of Bengal, 1913.

Also see, Md Anisuzzaman, The Circle Officer: A Study of his Role, NIPA, Dacca, 1963.

17. Hugh Tinker, Local Government in India, Pakistan and Burma, Pall Mall Press, 1968.

D.C. and other Departments (1885-1947).

1.55 On and from 1885, other departments were established. DC had no direct control over them but each departmental head in the District looked up to the DC as and when the need arose. His authority as head of local administration was never in question. The process of erosion of his image and authority started with the Indianization of the elite service, the ICS.¹⁸ Yet DC was held responsible for good government. He was required to see that nothing goes wrong in the District. This responsibility was there but it was not backed up by any administrative authority. The Bengal District Administration Committee Report 1944-45, headed by Sir Archibald Rowlands rightly described the position of the DC as that of 'a comic opera police man'. Rowlands Committee made out a strongly argued case for investing DC with powers to coordinate the activities of all other departments. It dealt with the question of specialist-generalist controversy but came emphatically to the conclusion that coordinative authority must vest in the DC who should have, however, no say in matters of technical details.

DC and other Departments (1947-1971).

1.56 In 1947, when Bangladesh constituted the eastern Province of Pakistan, no further attempt was made to rationalise the position of the DC in relation to other departments.

18. Chaudhuri Committee ,P.262.

On the other hand, attempts were made to debunk the District Administrative system as a relic of the colonial past and hence unsuitable for purposes of development. Those who tried to do so had scanty knowledge of the relationship between the DC and the rural people. For more than hundred years, he was the only officer whom the people in the countryside could look upto at times of distress. He was also the only officer who was intimately associated with rural institution building such as Union and District Boards.

1.57 The note of concern was reflected in the Five Year Plan of Pakistan. The Plan at the same time called for strengthening the office so that it could give effective leadership to the community development programme known as V-AID. The Plan called for giving more authority to the DC so that effective coordination was possible to make the V-AID Programme a success.¹⁹ Nothing was done to act upon the recommendations made in the Plan. Consequently the V-AID plan failed in spite of a total investment of US\$ 37 million.

1.58 This is not to say that the V-AID failed only for this reason. There were other reasons which underline the importance of administrative need for coordination. The specialists departments, mainly agriculture, did not at all cooperate with the V-AID Programme

19. First Five Year Plan of Pakistan, National Planning Board, Karachi 1957 p.101.

as has been shown in the proceedings of the All-Pakistan Seminar on V-AID held in Dacca in 1959. There was also another reason. The proponents of V-AID most of whom were American advisers overlooked the importance of public administration aspects of community development programme. They took for granted the spirit of community development among the people. As various UN reports have shown, community development programmes have been most successful in countries having administrative Districts with a single functionary to coordinate.²⁰ The reports cited the case of India where the Community Development Programmes have been most successful. In India, the leadership was left to the DC.²¹

The Comilla Model of Rural Development and DC.

1.59 The failure of V-AID was an eye-opener for all those who wished to work out a viable rural development programme. The major lesson learnt was that any rural development programme to be successful must be based on an adequate understanding of the administrative and popular institutions in the villages. It is not necessary to describe in detail how the Comilla experiment was begun

20. United Nations, Report on the Mission on Community Organization and Development in South and South-East Asia, New York, 1953; Public Administration Aspects of Community Development Programme, 1959, United Nations Popular Participation in Development: Emerging Trends of Community Development, New York, 1971.

21. B. Mukherjee, Community Development in India, Orient Longmans, 1961.

by Dr. Akhter Hamid Khan. There is abundant literature on the subject.²² When Akhter Hamid Khan spoke about involving the rural people supported by the local administration in building up dams and embankments, culverts and bridges, the taunting reply from the sophisticated planners was : What ? What do the local people and the administration know about hydraulics ? How can a DC or SDO mobilise local labour to build dams? The desperate reply of Akhter Hamid Khan was : Let us try. There is no harm in trying. His lone supporter was Richard V. Gilbert, the Chief of Harvard Advisory Group attached to the Planning Commission of Pakistan. All that was given was few thousands maunds of wheat under PL-480 Programme. In Comilla Kotwali Thana the programme was a success. The rural public works Programme was on. With it as a starting point, the Comilla Model developed and it included TTDC, Thana Parishad and a two tier Cooperative (later expanded into IRDP).

1.60 Today Bangladesh has 471 Thanas of which 414 have complete TTDC building. If these facilities were not developed over the year, the Thana Development administration consisting of the representatives of all functional departments would have been an impossibility. For the

22. BARD Publications since 1961 including Annual Reports, Speeches of Akhter Hamid Khan and Tour of Twenty Thanas.

millions of farmers living in the country-side, the TTDC has provided a one-stop shop. The Thana council has provided a forum where administrative and popular participation is possible, where there can be an exchange of views of the problems facing the villages and the need for official support and guidance. Initially this concept was developed and tested in Comilla Kotwali Thana and was expanded on a countrywide basis. In 1962, each thana was converted into a Development Circle. An attempt was thus made to give Thana, traditionally a police outpost, a new image and a new meaning.

1.61 As has already been noted, politics plays an important part in shaping and influencing the structure and role of administrative system. Comilla experiment could not escape this influence. Under this influence, the rural development programme was built around the system of local government consisting of District council, Thana council and Union council with elected and official members. Except for Union council, District and Thana councils were to be headed by the DC and SDO respectively. Even this was not the main argument against the system. The main argument was the concept of developing democracy from the grass roots under what is known as the Basic Democracies system.

1.62 The system of indirect election was open to attack on the ground that electoral base being so narrow, it was possible to manipulate and buy up votes. However, on the purely administrative side, the country got an integrated system of field administration of the French type. The position of the DC as coordinator was institutionalised as Chairman of District Council. More powers were given to him.²³ The Chaudhuri Committee notes summarily that the increasing powers thus given did not improve coordination at the District and Divisional levels rather it 'affected', to some extent, the voluntary cooperation that was available earlier'. The expression, to some extent, means that the situation was not bad. One is inclined to believe that adequate measures were not provided to enforce compliance. It is common knowledge that adverse report against any departmental official would be resisted by the department itself. It is seldom the case that a department has accepted the failure of of its officer in good grace. The narrow and strong sense of departmentalism is endemic in Bangladesh.

1.63 This basically is a matter of training and of good conscience. When the power of coordinative authority was given to DC, concurrent measures of educating, and motivating the departmental heads were not taken. Conversely, instances of overexuberance to enforce authority cannot entirely be ruled out. Coordination, in the ultimate analysis

23. Chaudhuri Committee Report, pp.164-265.

is a matter of human relations. It depends on the personality, tact, prudence and sense of good judgement of the coordinative authority. Human relations in administrative decision-making is very important.

1.64 The concept of human relations in administrative decision-making is again operationally valid for circumstances and situations which differ from country to country, and not universally applicable. Human relations in Bangladesh context cannot be stretched so far as to blurr the sense of objectivity and impersonality which are vitally necessary for unbiased decisions. One need not elaborate much the fact that an average citizen in Bangladesh never believed that he would get a decision from the government, unless he made the Tadbir or personal request through some one. The citizen could not be blamed. This response, however irrational, is based on actual experience. Their feeling that nothing could be done without Tadbir is so universal that it would need much more than mere public speeches to convince people that it was possible to get decisions without Tadbir. This has been in the past one of the major grievances of the citizens. This experience was not limited to individual citizens. It was extended to inter-Ministerial/departmental process of decision-making as well.

1.65 This brief digression has been made to highlight the socio-cultural environment under which the administration operates both at the national and at

sub-national levels. Bangladesh was turned into a Tadbir based society. Why ? The values had changed. Everyone felt that he was important and must be regarded as such by everybody. His sense of importance was satiated if someone high, talked to him to do a thing which he must otherwise do as a public servant. Conversely, he felt important if he could make one come to him times without number for a decision or a scrap of paper which could be given without any loss of time. Norms, such as these, are a positive impediment to a sound and effective administrative system. THIS IS A MAJOR INADEQUACY WHICH MUST BE REMOVED.

1.66 It must, however, be conceded that it will not be easy to remove this inadequacy overnight. It will take time. It will demand dedicated and determined effort on the part of top echelons of the administrative system. It will require the top departmental heads to get above the sense of narrow departmentalism that exists now. It will need thorough and intensive training of the personnel constituting the field administrative system irrespective of cadre affiliations so that attitudes are changed to appreciate the problems of common man and readiness to solve his problem. The common man today is driven from one bureaucratic door to another to get what is due to him. His demands are simple. A Functional example may help. A farmer may come to the Thana Headquarters to buy a shallow tubewell. He is completely

innocent of the procedures involved in the process of getting a shallow tubewell from a local BADC office. BADC may have printed booklets defining the procedure. It hardly reaches him. Even if it does, it is of no use to him because he cannot read and write. He is told to obtain a form from the local unit officer or sub-unit officer. He might discover that the office of the Unit Officer is locked. Even if it is open, he may be told that no extra forms are available. That headquarter office has been written to for more forms. More often than not he pays for the form and gets one filled up by a deed writer. The deed writer has to be paid. The second stage is feasibility by the Unit Officer. This takes time. During the third stage he goes to the Bank for credit. It takes time. The average time taken is one to three months and even a year. The same story is true of other things, mutation cases for example or a certified copy of a land registration deed from the Sub-Registrar's office or filing of FIR in a police station. It must be clearly understood that this is no reflection on any agency, Government or semi-government. These are just examples of how the administrative system is operating for the welfare of the common man.

Chapter - II : Field Organisation.

2.1 In the preceding chapter a brief resume of the viewpoints of earlier Committees on Administrative Reorganization have been given. A cross-cultural model of field administrative system based on three-fold typologies has been explained. The incapacity of the administrative system, as has been shown, has flowed from the government's unwillingness or inability to accept and implement salutary measures intended to strengthen the administrative system and make it more effective in terms meeting the needs and aspirations of the common man. The major inadequacies identified are:

- Lack of appropriate, consistent and uniform personnel policies with regard to recruitment, promotion and training of public services.
- Tadbir-based approach to decision-making.
- Difficulties faced by the common man to comprehend the compartmentalised functions and complexity in governmental decision-making.

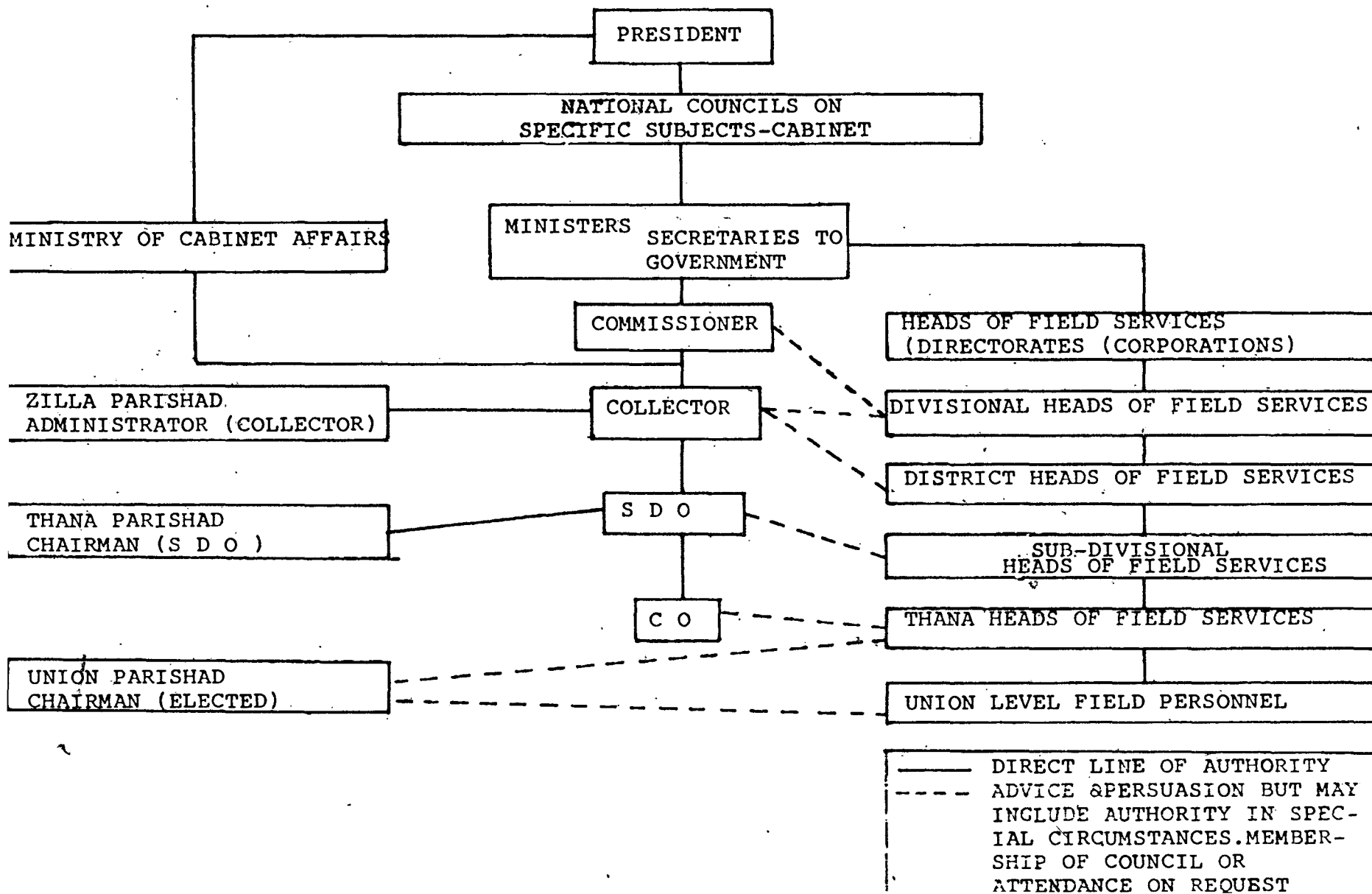
2.2 Enough has been said on the first two aspects of our administrative system. A little more discussion on the positive aspects of the administrative system needs be to stated, To understand and appreciate the positive aspects it has been repeatedly stressed in the preceding Chapter that administrative system in any given country emerges over time and is conditioned by that particular country's politics, history and socio-cultural norms. This being so,

there is no short-cut road to effectiveness of the administrative system. This is not to advocate a conservative approach with a bias towards the status quo. Far from it, Status-quo means absence of motion and therefore, of life. On the other hand, in the name of motion and of life the entire architecture of a well-established design need not be pulled apart only to create a void without alternative. Bangladesh at the present stage of her development cannot afford to have radically innovative experiments. In support of this view we have placed reliance on the experiences of other countries notably India. The continental experience of prefectural pattern has also been cited to dispel misgivings and bring in the element of clarity of thought that is so essential to any meaningful effort at reform/reorganization. With the fundamental assumption that administrative system grows and changes over time, it is necessary now to examine the existing structure and organization of governmental business in Bangladesh.

The Existing Structure :

2.3 The structure existing between the year 1976 to 1979 as shown in Figure 2.1 (P 47), is incomprehensible to a common man. This does not necessarily mean that the business of government has no relevance for the country or for the common man. In administration as in life, the question of taking a polar view to define adequacy does not arise. The effectiveness of administration is a matter of degree which cannot be measured in terms of opposite poles of black and white. At the same time it is a question

FIGURE 2.1
RELATIVESHIP BETWEEN GOVERNMENT, LOCAL COUNCILS AND
FIELD AGENCIES IN BANGLADESH 1976-79



of weighing and balancing the degree of effectiveness. The objective should be to strive for maximum good for the maximum number. This again is an objective which is conditioned as much by sound personnel policy as by socio-economic factors. It is most commonly asserted that weak political authority strengthens the bureaucratic (administrative) position. It is possible to sustain an opposite argument. That bureaucratic power is mostly derivative. "Without a strong executive to back it up, to legitimize its policies and activities, the bureaucracy can often do very little".¹ If a functional example is needed, one might give one. Police is part of the civil bureaucracy and in a wider context, of the administrative system. The Police is lawfully bound to prevent and detect crimes and enforce application of and respect for law. If the action of the police in the discharge of its lawful duty is not backed up by a strong executive or the political power that are, police can achieve very little.

2.4 One may take another functional example from development. It is the duty of the D.C. to approve and enforce implementation of projects according to the procedure prescribed by the government. Unless the DC is backed up by the executive authority to enforce what is prescribed, DC can do very little to achieve financial discipline and timely and proper implementation of projects. The opposite argument may be and often is that the procedure/regulation prescribed is not conducive to or serve the interests of the common man.

1. Robert C. Fried, Comparative Political Institution

This does not necessarily invalidate the procedure/regulation in its entirety. There is a third factor involved: the machinery for implementation. If the machinery does not have a sense of commitment, well-intentioned procedure/regulations might well fail and has failed. This only brings one to what has repeatedly been stressed in Chapter I. If the country does not have a sound personnel management policy, the machinery becomes weak. Consequently no matter how well-intentioned may the public policy be in a particular sphere the policy gets distorted in the process of implementation. The inevitable result is that the image of the government or the political powers that are, gets distorted. The political powers blame the administrative system, the administration blames, the political power. The victim is the man in the street or the man behind the plough.

2.5 The real issues of national development are lost in political bureaucratic infight. The movement then is backwards may be to two or three generations. This exactly is what has happened in Bangladesh since 1972. During the initial years, administration was perceived to be an unnecessary appendage to the political system, a downright evil that must be destroyed or subjected to total servitude. One may do well to recall that there was no country-wide open competitive examination for recruitment to public services until 1973. The constitutional guarantee of public services was taken away by article 133 of the 1972 constitution. The net result was that the concept of an organized public services was totally lost. The administrative system was

weakened beyond repair. Consequently "Fools rushed in where angels feared to tread". In the process, the nation was deprived not only of the chance of having a viable political process leading to a stable political system, but also the services of people who otherwise constituted the administrative system and symbolised the fundamental and substantive concept of continuity in administration. To the extent that the political authority will be deficient in being responsible and responsive to the demands and of the needs and aspirations of the people, the administrative system will be so and even more deficient in its accountability to the people. A responsible administration and a people-oriented administration can only emerge out of a responsible and a people oriented political power irrespective of whether it is elected or otherwise. This is bound to be so because administration is nothing but a subsystem within the political system. What has been stated above is not just matters of abstract theorizing. It is not just a sentimental journey into the realm of governmental business. It is based on what the nation has experienced so long and has endured so long. This experience and this endurance points unmistakably to one hard truth. It is that the nation lacks leadership in the true political sense.

2.6 The basic premise of an effective administrative system is that it must have a sound and durable political superstructure to give appropriate, consistent and uniform policies in matters relating to public welfare

The important question is that this superstructure must not change radically at the will of an individual. In France, for example frequent changes in government has never led to frequent changes in system either in politics or in administration. Bangladesh unfortunately did not have the benefit of mature, consistent and appropriate political leadership. The entire nation became the quinea pig of political and administrative experiments of one type or another. As a result, the nation has been told to vote for a party, for an individual as President. One-party state has also been imposed only to fade away in face of sudden and violent change of government. The nation remains mute or may be it is observing too closely without voicing approval or disapproval. The nation is yet undecided about its form of government. For, it has been conditioned to have the form imposed from the top. This top down process has basically emerged from the political process of charismatic leadership. It is against the backdrop of the political process built around the charisma of an individual, that the effectiveness of the existing organization and structure of the administrative system has to be understood and appreciated. One qualification, however, needs to be added. It is that the structure and organization that exist in Bangladesh are the same in many other countries notably India. Government have recently reorganized the Secretariat set-up and reduced the number of Ministries from 42 to 19. A major aspect of this reorganisation.

has been to rationalise the Ministries and their attached Divisions on the basis of sectoral affiliations. Besides, the CMLA has also constituted a Committee to look into the Secretariat organisation in greater detail. Pending finalisation of details and decision thereon, the Committee feels that it should concentrate more on structural functional relationship between Secretariat, its attached departments/Corporations and the field offices.

2.7 Broadly speaking, the role is clearly defined. The Secretariat formulates policies, identifies the strategies to implement the policies and it is left to the attached departments/Corporations to implement. The individual Ministry within the Secretariat aids and supports the departmental programmes, conducts/attends inter-ministerial meetings to remove bottlenecks and deals generally with such functions as :

- processing development schemes for approval by REC/ECNEC.
- sanction and release of funds.
- approval to smaller projects costing upto Tk. 5 million.
- framing and approval of rules and regulations having bearing on the functioning of attached departments/Corporations.

2.8 One can go on with the list but that is hardly necessary. The Chaudhuri Committee dealt with the question in depth and the recommendations given by that Committee can be acted upon with minor adjustments/modifications if necessary. More important than the structural

functional relationship is the role relationship. Under the present structure, the attached departments/Corporations of each Ministry have their field personnel operating at Division, District, Subdivision, Thana and in some cases Union and village levels. Two major inadequacies emerge out of the structural-functional arrangement of public services: (a) Vertical functional departmentalism that vitiates areal coordination and (b) weak local government system rendered weaker by lack of appropriate political direction.

2.9 In our review of the District administration system in a cross-cultural perspective, the question of relationship between the specialist departments in the field and the DC has been discussed. The form and structure of local government (figure 1.1) have also been explained upto 1970. It was clear from the aforesaid discussion that District administration and the local government system worked hand in hand since the days of British Raj. Depending on the relationship between the DC and the local government system, the pattern of field administration in Bangladesh oscillated between the integrated and unintegrated system of prefectoral variety. Two clearly identifiable factors have contributed to the ineffectiveness of the field administrative pattern :

- Making DC ineffective as a coordinative authority since 1977 when the circular giving DC and his direct field staff the

coordinative powers, were withdrawn.

- Complete absence of elected local councils at District and Thana levels.

2.10 A brief discussion on the importance of field organisation in the business of government may well be in order. If the effectiveness of field organization is lost, the image and credibility of the government is lost. As has been aptly stated by Fesler.

"Capitals of nations and states are popularly regarded as the places where the business of government is carried on. Actually this business brings national and state governments into hundreds and thousands of communities distant from the capital - that is, into " the field ".² For it is in the field that taxes are collected, regulatory laws enforced and governmental field administration presents its distinctive problems for which solutions must be sought. Field administration is one of the ways through which the government projects itself into the field and provides a point of interaction with the common man.

2.11 It should be distinctly understood that a central government may project itself into the field in other than strictly administrative ways. The general pattern in an Anglo-American type of democratic government is that there are at least three links in the chain that

2. James W Fesler "Field Administration" in Elements of Public Administration. Fritz Morstein Marx (Ed) Prentice

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P. ✓
connect the capital with the locality or community:

- the administrative.
- the representative.
- the political.

The representative-political - administrative interrelations constitute a complex web of "personal connections" between local citizens, old friends and neighbours holding high positions in the government at the capital. In Bangladesh context, political and representative structures have been rather weak for reasons which need not be explained here. Even when the political and representative government operated in Bangladesh, it operated under assumptions totally different from those of western societies. Political use of public funds has been more a rule than an exception in Bangladesh. In theory, however, the importance of representative and political institutions as providing alternative means of access to the community to the distant government cannot be denied. Since political institutions do not fall within the terms of reference of this Committee, it would be appropriate for us to limit our discussion to the representative institutions and that too at the sub-national levels.

2.12 Some indication of the administrative and representative institutions has been given in figure 1 and figure 2.1. Figure 2.2 below shows the administrative units and corresponding structures both bureau

and representative at the sub-national levels:

Figure 2.2

CAPITAL	SECRETARIAT HQ DEPTTS
DIVISION	DIVISIONAL COMMISSIONER DIVISIONAL OFFICES.
DISTRICT	DEPUTY COMMISSIONER DISTRICT OFFICES ZILLA PARISHAD
SUB-DIVISION	S D O SUB-DIVISIONAL OFFICERS
THANA	ASSTT.COMMISSIONER THANA OFFICES THANA PARISHAD
UNION	UNION LEVEL OFFICER

In reality, there is no representative institution above the Union level. The elections to Zilla Parishad have never been held since 1958. At Thana level, the old Thana Council now known as Thana Parishad is still operating with elected representatives from Union

Parishads but with much less vigour than before. It is universally acknowledged that the focal point of development administration at the Thana level with the Thana Parishad has been lost. It is necessary to know how this has happened.

Political Response to Local Government and Local Administration (1972-75).

2.13 Following the liberation of Bangladesh, the immediate step taken by the government was to dissolve local councils at all levels.³ In this Order no reference was made to Divisional and Thana Councils implying thereby that these bodies would cease to exist. The order was amended later on 18th February 1972 to include Thana Development Committee to be appointed by the DC. At Union level, a Union panchayat was to be run by a Committee to be appointed by SDO while Zilla Board was to be run by an administrator to be appointed by the government. Later, the Ministry of Local Government appointed DC and SDO as Administrators of Zilla Board and Thana Development Committee respectively. At the same time, the Ministry of Local Government by a circular provided for selection of Committees with political elements by the Members of the Constituent Assembly (MCA). It was provided that MCAs of the Sub-Division would select one of them as Chairman Thana Development Committee. This arrangement was revoked in

Bangladesh Local Councils and Municipal Committees (Dissolution and Administration) Order, 1972, President's Order No.7, 20th January, 1972).

April, 1972 and it was decided to appoint official administrators.⁴

2.14 During the intervening period, in some Districts, the MCAs took over as Chairman of Thana Development Committee but failed to run the affairs on the basis of a fixed agenda. The number of meetings held was also not very regular.⁵ This experience in running local government, pending elections, brings out in sharp relief the political - administrative realities in the social system of Bangladesh. It would be presumptuous not to accept the realities. The realities are that

- the local government administration has to be run by locally elected persons and not by national legislators (MPs).
- the District administration i.e. the DC and his line staff provides and has always provided an alternative administrative structure acceptable to the people and the politicians alike in the absence of a representative structure at the local level.

The Thirteenth Annual Report of BARD earlier referred to has substantiated reality No.1 above.

2.15 As regards reality No.2, the Year-book of 1972 issued by the Ministry of Local Government states as under

4. Local Government Division, Year Book 1972.

5. Thirteenth Annual Report : July 1971-June 1972, BARD, Comilla, June 1974 (P.45).

" Difficulties were, however, faced with regard to the selection of persons for nomination and appointment for the different bodies. Moreover, though for the interim period, nomination to local bodies also provoked serious public criticism. This Ministry, therefore, had to stay the constitution of Committees envisaged in the said Circular ". What has been left unsaid in the Year Book is that in a multi-party frame-work of politics and government, it is rather impossible to secure consensus for nominated people. In such a situation, the administrative structure is perceived to be neutral and acceptable to the people. Hence the need for official administrators when there are no elected bodies.

2.16 What followed thereafter points strikingly to the political perception of the need for and role of government in Bangladesh. The Government then was politically and constitutionally committed to provide for a frame-work of local government and local administration to be run by elected representatives of the people at all levels.⁶ The Chaudhuri Committee constituted by the same government repeatedly invoked Article 59 to strengthen its recommendations for elected local councils at all levels to take over local development administration (Chaudhuri Committee, P.294 Part II). In spite of constitutional commitments ably supported by the clear and unequivocal opinion of the Chaudhuri Committee in favour of an elected system

of an elected government, the government as it was then constituted, remained totally silent on this issue except for allowing election at Union level at the end of 1973. Later, it opted for one-party rule. The rest of the story is known and need not be repeated.

2.17 Following the change over of government in 1975, the same performance was repeated. Except for elections of Union Parishads (UP) in 1977, nothing was done to provide for elected local government at Thana and at District levels. DC continued to remain the Administrator of Zilla Parishad (ZP) and SDO as Chairman of Thana Parishad (TP). At Thana level, the position of TP was made worse by two politically motivated decisions :

- creation of a parallel body named Thana Development Committee.
- introduction of higher scales of pay to a number of Thana level officers other than the CO.

At District level again, things, were made worse by the appointment of political coordinators called District Development Coordinators (DDC). At the same time a Minister from the District was made Chairman of Agricultural Development Coordination Committee. There is no evidence as yet to suggest that these steps did anything to improve the situation. On the contrary, an evaluation made by Professor J.K. Ray suggests that the system failed.⁷

7. J.K. Ray, "Administrative Restructuring and Development: Bangladesh", Asian Affairs, Vol III, No.2, June 1981, pp.144-157.

At the Union level again, further complications were created by the introduction of the so-called 'Gram Sarkar' which acted as a rival body to Union Parishads. The Gram Sarkar was politically pampered to an unbelievable extent so much so that it considered itself in importance next only to the national government.⁸

2.18. There is nothing wrong in being conscious of one's own dignity and importance. But hollow and empty words need not always be a true indicator of consciousness. On the other hand, it could be dangerous if it cuts at the root of the concept of organizational unity and efficiency. This is precisely what has happened in terms of the inter-relationship between UP and Gram Sarkar. The organizational unity and efficiency of an already languished system of local government has been seriously jeopardized by the creation of parallel institutions resulting in conflicts. This is not to say that 'Gram' as a social entity should be totally ignored in any framework of local government and local administration. Far from it. It is important to realise that administrative and political development cannot be achieved by an executive fiat. If anything, administrative and political development is a continuous process involving a complexity of variables of immense magnitude and dimensions that do

8. Speeches of Gram Sarkar Prodhan as reported by the Press. Also see Presidential speech reported in Daily Ittefaq on 8.1.81.

not admit of short-run solutions. Solutions must be sought at different stages of development and certainly not overnight. It would, therefore, be more in consonance with the politico-administrative and social realities of Bangladesh to allow the process to take its natural course. Guidance and intervention will of course be there but these will not emanate from individuals representing group interests and having the coercive powers. It must be based on basic principles of State policy reflecting the national will and the national mind. This policy need not be imposed. Let it grow. Let it emerge.

2.19 The inherent defect in the Gram Sarker concept was that it was imposed from the top. It did not emerge from within. Further it was not organically linked with the established system of local government at the Union level. Gram Sarker as it stands today, was established under Section 86 of the Local Government Ordinance (LGO) but not forming an integral part of the structure of local government as defined in the LGO of 1976. It has remained to this day an exercise in futility in terms of shaping and influencing governmental decision-making or that of the UPs. The romantic concept of Gram being a self-sufficient unit probably influenced the political authority that were, to go in for the Gram Sarker and name it as Swanirvar Gram Sarker in the official statute book. (Reference : SRO No. 139-L/80/S-VI/1A-5/80/283 dated May 24, 1980 published in the Bangladesh Gazette).

This idealistic concept of village being a self-sufficient unit is certainly not what was thought of in post 1975 period. It was conceived by one of the colonial masters of British India Sir Charles Metcalf who perceived the Northern Indian villages as "Little Republics". Whatever considerations might have guided Metcalf to think of villages on Northern India as "Little Republics", the same was not true of the then Bengal if by "Little Republic" Metcalf meant a self governing unit. Research has established that in Bengal there was no such thing.⁹ This is not to say that there was or even now there is no system of settling disputes in the villages or forming a group consensus. There was and there certainly is even now the system of settling local disputes. But this is informal. There is no formalised structure. It is often the case that whenever attempts are made to formalise an informal structure, it loses its purity and its pristine glory. A more comprehensive discussion on the subject is given in Chapter IV of the Report.

National Political Leadership and Local Government.

2.20 \ Looking back over nearly two hundred years of colonial history of local government, one feels that there is no point in blaming the British Raj on the ground that the Raj did not allow the local government to grow in maturity and in strength. Our own political history since 1947 does not justify such a conclusion.

9. Rural Self-Government in Bengali by N.C. Roy, University of Calcutta, 1936, p.1).

Unlike the western societies with political democracy based on multi-party framework, local government did not grow from the bottom in Bangladesh. It was a gift from the top. It was entirely a British innovation. There was nothing inherently wrong in this innovation. The tragedy is that the innovative experience of the British Raj became an object of continuous experiments with the national political leadership. This process of experiment proved counter-productive because it was not based on any accepted political doctrine but was used to satiate individual political ambition or that of the party in power. This assertion is clearly substantiated by the post- 1972 period to which reference has already been made in some detail. The political decision with regard to local government and local administration, as has already been shown, is marked by a total reluctance to strengthen and revitalise the popular representative institutions at the sub-national levels.

2.21 This reluctance to have local representative institutions emanates from the fear, however unfounded or based on solid ground, that if free and fair elections are given, many of the ZP and TP chairmanships may go to the opposition political parties. This will imply loss of political control over the sub-national units of government.

Consequently, this will mean loss of political control over local communities. This will mean loss of votes for the power that are at the national level. The centralist tendency, therefore, takes precedence over all other interests. The question of devolution just does not arise in such a situation. For, devolution is a constitutional concept. It means, in the language of public administration, surrendering authority by constitutional means, to minor units of government. In a situation where minor units of government of some significance such as ZP do not exist or where even with constitutional commitment, there is no devolution, the answer must be found in some other form of surrender of power to the units below the national government.

2.22 This form of surrender of power or authority is known in theory of public administration as deconcentration or administrative decentralisation. In Bangladesh, this has not been resorted to. The DC and his line staff through whom political control over the distant local communities are sought to be maintained by the central government, have the same powers and functions as during days of British Raj. In reality, the situation is even worse. It is true that more responsibilities since 1972 have been given to DC and his line staff, but these responsibilities did not carry with them the corresponding authority. What is worse still, the image and authority of the DC

and his line staff have been subjected to continuous erosion both politically and functionally. Although no systematic study of the transfer of DC and SDO has yet been made, it is common knowledge that transfer on political grounds are more common and frequent than ever before. Functionally, the DC has to bear the onslaught of specialist services who combined to demand the total extinction of the office aside from land administration and land management None seems to realise and appreciate the fact that a two hundred year old institution just cannot be uprooted overnight without providing a replacement that should at least be equally effective.

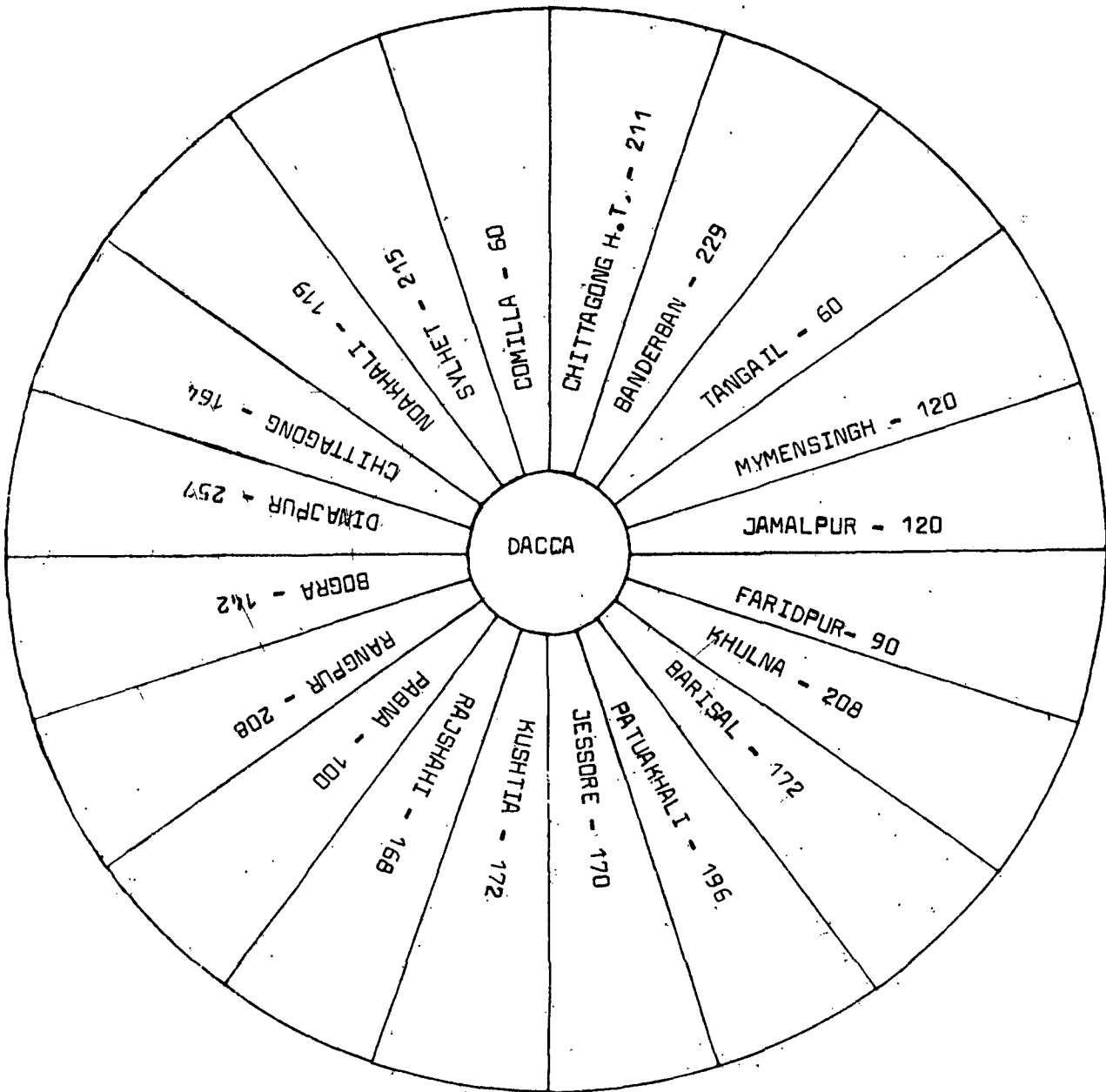
2.23 The inevitable result of such a situation has been that local representative as well as administrative institutions are at present in an amorphous state. The political powers that are or were have been doubly harmed. On the one hand, they lost an alternative channel of communication, via the representative local government, with the local communities away from the capital and thereby denied the community access to the distant government. On the other hand, the weather-beaten D.C. and his line staff can no longer provide the administrative leadership on behalf of the distant central government nor can they serve as an alternate access to the government for the local communities. As things stand now in Bangladesh, the three lines of communication, the administrative, the representative and the political, strung up between the

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capital and the locality are gone. The distance between the community and the government has widened more than over before. || #

The Physical Distance.

2.23 The widening gap between the distant local communities and the central government is explainable, as has been shown, in terms of the absence of a viable political-representative process with its debilitating effect on the national administrative system. There is, however, more to it than meets the eye although it is purely physical and can be quantified. Consider, for instance, the fact that our national highway system linking the capital with outlying 20 districts (minus Dacca) covers only 3002 miles (Reference : Statistical Year Book of Bangladesh, 1980, P.512). This means that on an average the road mileage per District is only 150 miles of national highway system. This too is again very unevenly distributed so that road communication link with the capital is much less than what is expected. Even more worse than this is the fact that intradistrict road communication is much less than what it should be. The figure 2.3 below shows the distance of Districts from the capital :

Figure 2.3

2 24 The distance of Districts with the capital as shown in Figure 2.3 does not adequately reflect the inadequacy of the road communication facilities in Bangladesh. In most cases there are no link roads connecting Sub-Divisional and Thana HQs with the national highway system. Table 2.1 below shows the extremely limited availability of all weather roads in selected Districts under ZP.

Table 2.1
Miles of Zilla Parishad Roads.

Name of District	Paved	Unpaved	Total
Tangail	8	686	694
Sylhet	82	466	548
Rangpur	122	2263	2485
Faridpur	3	352	2885

Source : USAID Study, March 1981.

Table 2.1 shows the bad state of road communication in selected Districts. Faridpur is an extreme case of under development in so far as road communication is concerned. Rangpur, on the other hand, has relatively larger mileage of paved roads but compared to the total mileage within the District, the mileage is too negligible to be of any significance. It is true that road mileage need not be the only indicator as there are other mode of transport such as railways and waterways. It must be conceded, however, that intra-District road connections linking

villages with Unions, Unions with Thana and Thana with Subdivisions and Subdivision with District may provide answer to many of our problems facing the rural population, agricultural development for instance.

2.20 There can absolutely be no doubt that the relative under-development of the road communication system is the largest single factor contributing to the physical distance between the village communities and the capital on the one hand and the distance between the village communities and the District, Thana, and Subdivisional HQ, on the other. Thana is the lowest unit where regulatory and development administration unite minus the judicial administration coverage. Subdivision is the lowest unit where regulatory and development administration are fully united including judicial administration of both civil and criminal jurisdiction up a certain degree. The next unit is the District where decision-making with regard to regulatory (including magistracy) and development administration unite. Then comes the Division as an unit of administration. No substantive decision taken at this level except in the sphere of land management and land administration. Yet it has continued since 1829 as an unit of administration. Whether Division as an unit of administration should be continued or not has been a matter of debate since the days of the British Raj.¹⁰

10. The Bengal Administration Enquiry Committee Report, 1944-45, (Sir Archibald Bengal Secretariat Press, 1945. Rowlands, Chairman).

2.26 The Rowlands Committee recommended its total extinction and suggested practicable measures for the transfer of functions of the Divisional Commissioner.¹¹

The Chaudhuri Committee too held the same view and stated emphatically that :

" Many of their (Commissioners) statutory functions can be transferred to the District Officers and the rest to the Government. The post of Divisional Commissioner can thus be abolished and the Divisions as Administrative tiers may disappear"(P.287).The Chaudhuri Committee further recommended that:

- Pending establishment of Ombudsman the Commissioner's post may be converted into that of a Vigilance Commissioner.
- Regional Planning Authorities may be created.
- The jurisdiction of Circle Range, Inspection Inspection Divisions may be conveniently determined depending on work load and complexity and need not be territorially similar in all cases (P.288)

It is necessary to point out that since 1829 when the post of the Divisional Commissioner was first created, lot of development has taken place with regard to Divisional administration. All departments including Corporations have their Divisional level officers a list of which is given in Annexure II/I. The question of

11. Rowlands Committee, Ibid, P 32-34.

abolition of Division as an unit of regulatory and development administration is not so simple now as it was in 1944-45 when Rowland Report was printed or in 1973 when the Chaudhuri Committee Report was printed. Besides, during Ziaur Rahman regime, the Division as an unit of development administration was strengthened when Commissioners were made the Chairman of Divisional Development Board.

2.27 At the same time, from village to Thana, Thana to Subdivision, Subdivision to District, District to Division and Division to the Capital- the seat of the central government is a far cry. There are too many levels that a villager has to cross before he can reach the central government. There would appear to be every justification, therefore, to eliminate unnecessary levels. The trend of thinking as reflected in the reports of the previous Committees of administrative reorganization has been that Division is an unnecessary level which must disappear. Closely related to the question of abolition of Division is the view that Districts today have become too large certainly in terms of population and quite a few in terms of size. As a solution to this, it has been suggested that there is need for reorganization of Districts.¹² What should be the optimum size of a District both in physical and in terms of population has never been agreed upon. The Rowlands Committee

12. A M A Muhith, Thoughts on Development Administration, Dacca, 1981, p.35.

dealt very briefly with the question and held the view that the "manageable size of a District is a matter of judgement rather than of formula" (P.30). In so far as East Bengal, as Bangladesh was called then, was concerned, the Committee suggested creation of more Districts out of Mymensingh, Dacca and Bakerganj. Dacca has not been divided till now except in terms of more subdivisions- Narsingdi and Gazipur. Mymensingh is now divided into Tangail and Jamalpur while the District of Patuakhali has been created out of Bakerganj.

2.28 The Chaudhuri Committee made a strong recommendation for upgrading the existing subdivisions into Districts (P.270). It recommended that conversion of Subdivisions into Districts "may be attempted in a planned manner spread over a number of years" and that "a Boundary Commission should be set up to go in depth into the whole problem of the size of the future Districts from all conceivable points of view" (P.271). This was not done except during the brief spell of one-party rule when 61 District Governors were appointed who could never take over. The point that has to be noted here is that it is neither practical nor desirable to make sweeping recommendations to achieve reduction of levels of administration so as to bring the administration nearer to the people. Besides, what is desirable administratively, may not be a popularly acceptable solution. It may be worthwhile to recall

that the demand to create Narayanganj as a separate District comprising Munshiganj and the newly created Narsingdi Subdivisions met with stiff public opposition both from Munshiganj and Narsingdi. As a result the decision had to be postponed. It must, however, be conceded that such opposition is more likely to come when attempts are made to create Districts by amalgamation of more than one subdivision than in cases where a single subdivision is accepted as the basis of a new District. Historically, the trend of bringing administration nearer to the people has been that either more Districts were created or more Sub-divisions were created with corresponding increase in creation of Thana in some cases. This trend is shown in Table 2.2 below :

Table 2.2

Name of Division	No. of Districts		No. of Subdivisions	
	1916	1981	1916	1981
Dacca	4	5	16	18
Chittagong	4	6	7	20
Rajshahi	5	5	11	16
Khulna	2	5	7	17
Total :	15	21	41	71

Source : Rai Monmohan Chakrabatti Bahadur, A Summary of of the Changes in the Jurisdiction of the Districts in Bengal 1757-1916, The Bengal Secretariat Press, Calcutta, 1918 and District Census Reports of Bangladesh.

2.29 Table 2.2 indicates that the rate of creation of Districts has been much slower than the rate of creation of Subdivisions. Between the years 1916 to 1981, a span of 65 years, Bangladesh got only six new Districts. This implies that Bangladesh had one new District in every ten or eleven years. As regards Subdivisions over the same period thirty new units have been added so that each year Bangladesh could get only two units. Implicit in this statement is the fact that the process of areal reorganization is painfully slow. At the same time areal reorganization of units by elimination and amalgamation appear to be an appropriate alternative to reduce the distance between the village communities and the central government administration. The Committee, therefore, is fully in agreement with what the Chaudhuri Committee has suggested to which reference has already been made. It is that the conversion process has to be done in a systematic and planned manner. This is certainly not to suggest a pessimistic view of areal reorganization. If the existing Subdivisions with minor adjustments are each taken as an unit for a District, the reorganization may be quicker than is ordinarily believed.

Chapter III : Findings of the Committee:

Evaluation and Assessment of Evidence.

3.1 In the previous Chapter the nature and importance of field administration and popular participation have been discussed in relation to the inadequacies of the present system of administration. It has been repeatedly stressed that the distance between the little village communities and the capital has widened more than ever before. The major inadequacy arises out of the

- ✓ | - absence of political-representative institutions at the Sub-divisional level.
- | - weakening of the two-century old administrative institution of the District apparatus without providing for an alternative model.

The absence of representative institutions at the local level has cut at root of the concept of popular participation not only in administrative decision-making but also of the local development administration. The little village communities that make up the PEOPLE'S REPUBLIC OF BANGLADESH have been denied the right to participate in their own affairs at the local level. At the same time a two hundred year-old administrative institution - the office of the DC - has been weakened beyond repair although each successive government since 1972 placed reliance on this institution in matters relating to rural development. Right from the constitution of the local representative councils in 1885, the building up

of a viable Rural Works Programme (RWP), the Thana Training and Development Centre (TTDC) and the Thana Council (TC now known as TP), it is the administrative structure of the Deputy Commissioner which was the implementing agency and the focal point of regional development administration.

3.2 As explicated in Chapter II, the concept of

* devolution of authority cannot work in a structure and organisation which does not make room for a representative-political process at the local level. If the concept of minor units of government in the sense of provinces or states is ruled out in an unitary framework of government that is in existence in Bangladesh, the mechanics of devolution of authority on an elected system of local government is basically a political one. In the past, as has been shown, elected national governments had a positive distrust of the concept and practice of devolution to locally elected councils. The primary reason, as already stated, has been the fear of loss of political control over distant local communities. In the past again, the elected governments did not choose the alternative to devolution i.e. administrative decentralisation. This lack of political decision served only to strengthen the centralist tendencies thereby contributing to the sense of remoteness that is felt by a villager. The persistent trend of centralist tendency again has contributed to sharpen the

ordinary villager's perception that the capital-based government is the real government. It is a super entity that stands on a high pedestal. It is the repository of all powers. The villager looks up, the central government looks down.

3.3 There is always an element of patronage involved in such a situation. The central government, irrespective of its political philosophy, takes on the role of a patron-saint telling and sermonizing the villager to work hard, to produce more and thus contribute to the making of a prosperous country which is self-reliant. This politics of exhortation has been a key element in the political process of Bangladesh. In this process of exhortation, people have been repeatedly told that the people are the source of all power. Yet, it is a known fact that people at the distant villages have never shared power let alone exercising power. Any meaningful effort at devolution of power with a view to bringing administration nearer to the people must have a major condition precedent. It is that the political powers that are or will be in future must unequivocally accept the concept of surrendering power to the little village communities. They must be left free to decide their own affairs without intervention but with adequate and positive support from the central government. The adequate and positive support that we are talking of is limited to providing required funds

for sustaining a participatory process of development as
 [REDACTED] for diffusion of new technology. This basically means combining popular with administrative participation.

3.4 To elicit opinion of the members of the public on this issue, the Committee visited 8 thanas in the country representing four Divisions. Besides holding interviews, a short questionnaire annexed to this report at Annexure III/2 was circulated. Interviews with academicians, bureaucrats and journalists were also held in Dacca as well as in some District Headquarters. Besides, the copies of the Chaudhury Committee Report as well as the NIPA study on decentralisation of powers was circulated to the Chairman and members of the Committee. The NIPA study is a very large volume and it was prepared for the Advisory Panel in Public Administration, Ministry of Planning. Printed in February 1981, the study still remains 'Restricted' in circulation.

3.5 The NIPA study is entitled "A Study on Decentralisation of Administration and People's participation at all Administrative Levels in Bangladesh".

This study, based on a much larger sample and basic data, provides a major source of evidence on basically the same issues that the present Committee has been asked to inquire into and give its findings on. The major issues

on which opinion was sought are:

-Elimination of levels of administration.

*-Level of administration where coordination is needed most.

*-Who should be the coordinator at District, Sub-division and Thana levels.

On the first question i.e. elimination of levels of administration, out of 400 persons interviewed, 256 were officials and 144 non-officials. The response is as shown in table 3.1 below.

Table 3.1.

Administrative levels Recommended
to be Eliminated.

Units	Officials	Non-officials	Frequency	Percentage
Union	26	22	48	12
Thana	22	17	39	10
Sub-division	48	15	63	16
District	24	7	31	8
Division	136	83	219	54
Total	256	144	400	100

Source: NIPA Study on Decentralisation, p.44

(Appendix) Table -5/occup.

Table 3.1 shows that a large number of the persons interviewed (54%) want elimination of Division as an unit of administration. The next in order is the Subdivision(16%)

and lastly the Union (12%). According to the response as shown above, District is still looked upon as an useful unit and very few (only 8%) wish that it be eliminated.

3.6 On the question of at which level coordination is needed must, the response was as shown in Table 3.2 below.

Table 3.2

Level of Administration where coordination is needed must.

Level of Admn.	Official	Non-official	Frequency	Percentage
Village	123	70	193	16
Union	135	162	297	25
Thana	287	166	453	38
Subdivision	69	36	105	9
District	89	36	125	10
Division	10	5	15	2
Total	713	475	1188	100

Source : NIPA Study on Decentralisation, p.52
(Appendix) Table : 9/Occup

Table 3.2 shows that out of 1188 persons interviewed the largest number i.e. 453 constituting 38% feel that coordination is most needed at Thana level. The next

* in importance is Union and then village. Division ranks lowest (only 2%) in terms of the need for coordination. According to this perception, there is need for strengthening Thana administration in terms of coordination. At the same time, there is a preference for giving adequate attention to Union and village levels. In relation to Division and Sub-division the District still ranks higher although the gap between the preference for Subdivision and District is very narrow. This narrow gap coupled with the preference for Union and village signifies the preference for a decentralised system of administration.

3.7 On the question of the choice of coordinator, out of 1186 persons interviewed the preference was for DC followed closely by a directly elected public representative. The position is shown in Table 3.3 below:

Table 3.3

The choice of Coordinator at the District level.

Coordinator	Official	Non-offi- cial	Frequency	Percen- tage
Deputy Commissioner	280	164	444	37
District Officer of same rank by rotation	70	17	87	7
District Officer for one year to be elec- ted by all officer	80	26	106	9
Directly elected pub- lic representative	186	185	371	31
Public Representative elected by UP Chair- man from among them- selves.	22	24	46	4
Public representative elected by UP Chair- man/Members from am- ong themselves.	24	19	43	4
Public Representati- ve indirectly elec- ted by UP Chairman/ Members from out- siders.	20	21	41	4
A local MP appoin- ted by the Govt.	22	26	48	4
Total	704	482	1186	100

53%

Source: NIPA Study on Decentralisation, P.62
(Appendix)Table -12/Occup.

Table 3.3, therefore, shows that the preference of Coordinator is limited to DC or a directly elected public representative. The other categories such as District level officers of same rank by rotation or by election from amongst themselves have little support. Of more fundamental

significance than this is the fact that choice of a coordinator to be elected by UP Chairman/Members or a MP to be appointed by a government, there is even much less support than is ordinarily believed.

3.8 On the question of choice of a coordinator at Sub-divisional level, the situation is the same as in the case of the District with the fundamental difference that at this level, a directly elected public representative as a coordinator ranks highest closely followed by the SDO. Out of 1176 persons interviewed, 37% was in favour of a directly elected public representative, 28% in favour of SDO, while others as shown in Table 1.1 at p.60 of NIPA Study on Decentralisation scored between 3% to 10%.

3.9 At the Thana level where coordinative need is felt most, the pattern is the same as in the case of Sub-division. The position is shown in Table 3.4 below :

Table 3.4

The Choice of coordinator at the Thana level.

Coordinator	Official	Non-official	Frequency	Percentage
Circle Officer	153	77	230	19
All Thana Officer of same rank by rotation.	93	28	121	10
One Thana Officer for one year to be selected by all Thana Officer.	99	34	133	11
One Thana Officer for one year to be selected by all UP Chairman.	33	15	48	4
Directly elected public Representative.	233	245	468	39
Public Representative elected by UP Chairman from amongst themselves	24	25	49	4
Public Representative indirectly elected by UP Chairman /Members from amongst themselves.	29	20	49	4
Public Representative indirectly elected by UP Chairman/Members from amongst themselves/ outsiders	14	18	32	3
Local MP assigned by Govt	45	20	65	6
Total	713	482	1195	100

44%

Source : NIPA Study on Decentralisation,
P.54 (Appendix), Table -10/Occun

3.10 Besides the above issues already discussed, the NIPA Study has also drawn opinion on the entire gamut of governmental activities touching the life of a citizen.

These include :

- Size of Thana.
- Establishment of civil and criminal courts at Thana level.
- Constitution of Law and Order Committee at Thana level.
- Transfer of Subdivisional level powers to Thana.
- Conversion of Subdivisions into Districts
- Establishing Planning and Evaluation Cell in Thana Parishad.
- Establishing Family Planning and Cooperative Committees in Thana Parishad.
- Lodging of FIR at Thana Parishad and Post offices.

3.11 As regards the size of a Thana, the NIPA study notes that there has been a strong demand for reducing the present size of a Thana so that each Thana has no more than 4 to 5 Unions. On the question of making law and order administration as well as land administration more people-oriented than they are at present, the NIPA study suggested formation of Sub-committees on the above two subjects within the Thana Parishad. On law and order administration the study quoted a MP who suggested radical changes in the existing laws such as Cr P C, BPC and Police act. It suggested the formation of a Committee

headed by a directly elected representative of the people with O/C P.S. as Member-Secretary and the Thana Administrator or Chief Executive Officer as Vice-Chairman. It also suggested that charge sheet or final report in a case may not be sent to the Court without approval of the Thana Law and Order Committee. Out of 1001 persons, 86% were in favour of such a Committee.

3.12 The study also suggested the formation of a Thana Land Administration Committee for dealing with matters relating to Land Administration and Land Reforms. It should be headed by a Member of the Thana Parishad with the Thana Administrator or Chief Executive Officer as Vice-Chairman and Thana Revenue Officer as Member-Secretary. Three elected Chairman of UP would be nominated to the Committee to act as Members. This Committee would hold fortnightly meetings to

- review progress and disposal of mutation cases.
- settlement of Khas land
- administration of Sairat Mahals, Hats and Bazars etc.

3.13 The study has also dealt with the question of decentralisation of the administration of justice both civil and criminal. It referred to the introduction of Thana Magistrate in February 1971 and also to the Chaudhuri Committee Report which proposed for its reintroduction. On this question a total number of 1001 persons were interviewed of whom 958 responded. The majority opinion (57.72%) and not

*Report
submitted
to the
Govt*

support the idea of vesting the existing Circle Officer with powers of a Magistrate of 1st class. At the same time, the presence of a senior Magistrate at Thana formed and looked upon to be of benefit to the rural population. As regards procedure of trial, suggestions were given by some that selected UP Chairman should act as assessor in criminal cases. On the civil side, it suggested that Munsiff's court should be established at least for more than one Thana basis if not for a single Thana. On the revenue side, it suggested more power to the Thana Revenue Officer under G.E. Manual and other relevant Acts/Laws.

3.14 The question of intra-sectoral coordination specially for agricultural development also received the attention of the NIPA Study. It noted that there was lack of horizontal coordination which frustrated the objectives of agricultural development. As many as 1001 respondents were asked to give their opinion whether they support the idea of Thana Extension Officer as the coordinator for agricultural related activities at the Thana level. Out of 987 who responded, as many as 963 were in favour of such an arrangement.

3.15 The frame-work of Thana administration suggested by the NIPA Study provides for a Thana Parishad headed by a directly elected public representative and supported by a senior Magistrate to be named Thana Administrator or Chief Executive Officer whose primary duty would be to ensure that the decisions of the Thana Parishad are executed by the concerned departments working at the Thana level.

The Chief Executive Officer shall discharge all his functions under the overall guidance and supervision of the elected Chairman acting through the Thanha Parishad. The elected Chairman shall write the ACRs of the Chief

Executive Officer. The latter shall write ACRs of all other Officers to be countersigned by the elected Chairman.

All officers working at the Thana shall be treated as Officers of the Thana Parishad. The Chief Executive Officer shall exercise all functions of the Subdivisional Officer. At the District level, the study suggested revival of elected Zilla Parishad (ZP) and gradual transfer of more functions to the elected ZP.

3.16 The NIPA Study reveals, as already indicated, the following features relating to field administration and developmental activity:

- the image of the DC as an administrative institution is still high and majority opinion favours DC as a Coordinator in preference to an elected representative (Table 3.3).
- at Subdivisional and Thana level, the majority choice is for a directly elected public representative as Coordinator (Table 3.4 and p.85)
- at Thana level again, the preference is for a senior officer with magistrial background to act, with all the powers of the SDO, as a principal staff officer to the elected Chairman but with full functional control over officers of all other departments

- District, Thana, Union and Village are considered appropriate units where administration should concentrate (Table 3.2).
- decentralisation of administrative, judicial and revenue power at Thana level.

A Review of the current Thoughts on Administrative Reform

3.17 Besides the NIPA report which is yet to be made public, it may be worthwhile to have a brief discussion on some of the current thoughts on administrative reform/reorganization.

Lutful Huq Chowdhury raises substantive issues concerning Administrative Reorganization/Reform.¹ He makes a distinction between development administration and traditional administration of colonial vintage. He argues the case for careful examination and evaluation of inherited administrative system such as the Secretariat and the field administration. According to Chowdhury the substantive questions concerning any meaningful effort at reorganising the administrative system are :

- ✓ - What is the basic concept of development ?
- What would be the relationship between the State and the citizen in Bangladesh ?
- What would be the role and extent of governmental involvement in development ?

1. Lutful Huq Chowdhury, "Politics in Bangladesh and Administrative Reform" (in Bengali) Dacca University.

- How is it possible to implement development programmes with the nation's own resources and that too in a peaceful manner ?
- Which type of organization shall have preference in the public administration system ?
- Is it possible to attain the speed and objectives of development with the traditional administration ? If it is not possible, what alternative structure exists in relation to the bureaucratic organization.

11 According to his perception, administrative reform must be based on some norms such as

- ✓ - Reduction of bureaucratic dominance and creation of popular leadership which shall have importance at all levels.
- Popular participation in administration and in administrative decision-making to the maximum possible extent.
- the administrative system and the administrator must be socially conscious and be imbued with democratic ideals so that there is deep understanding between the administrators and the citizens.
- importance must be attached to concept of accountability of the administration to the people...
- administrative system and organization must be development-oriented and administration should be accessible to the people...

It is argued that if the above norms are accepted, administration can be made people-oriented. He also argues the case for political appointees in certain administrative positions although he does not mention which are these positions. His basic theme is popular participation in administration. To implement this concept, he further argues for deeper examination of the following issues:

- To what extent and in which spheres will people participate in administration ?
- What would be the organisational structure through which such participation will be possible ?
- How and under what circumstances will the common man be able to actively participate in administration ?
- What will be the impact of popular participation on government decision-making ?

3.19 Unfortunately, Dr. Lutful Huq Chowdhury raises more questions than he answers. He views the existing system from a prescriptive criterion and calls for giving rise to a new "administrative philosophy" that will include philosophy, political philosophy and national values. The monograph in which these ideas have been expressed are laden with thoughts with which none would disagree. There can be no doubt that administrative system does not and can never operate in isolation of the society or the social system of which it is a part. To the extent that the social system is deficient in

its acceptance of the norms and values that Dr. Lutful Huq Chowdhury has prescribed in his monograph, the administrative system will be so or even more deficient. These preconditions provide a much bigger canvass. The administrative system occupies a very small portion of it. It has been asserted more than once in this Report that an administrative system does not grow overnight. It emerges out of the socio-economic, political and ideological forces. The interaction of these forces leads to change in the social system of which administration is a part. However, the monograph has directed our attention to (i) the need for popular participation (ii) a framework to ensure popular participation and (iii) whether any alternative socio-political structure exists which can replace the much debunked colonial administrative system.

3.20 It has been asserted more than once in this Report that without a viable political process which makes room for popular participation at all levels, there can be no question of ensuring popular participation. It has also been shown how political and constitutional commitments were shamelessly sacrificed for political expediency. It has been amply demonstrated that it is the ruling political elite since 1972 which was the chief stumbling block to a meaningful devolution of authority to popular and representative councils at the local level. It is only a viable political process that can instil the kind of values that are necessary for meaningful and effective change in the society. The political leadership at the top has, since

1977, failed to give the kind of direction necessary to build up a society in which the individual citizens can live with full human dignity and freedom from fear, from oppression of any form. In the socio-political context of Bangladesh, popular participation is more a gift from the central government than a fact of life. In contributing to such a situation, everyone of us irrespective of his position in the society has a share. This share need not fully be ascribed to the politicians.

3.21 Theories are good and it is possible to propound highly philosophical theories. Unless theories are based on solid, empirical grounds, these have no relevance. These are certainly not relevant for day to day life. Administration deals with, as it must, the day to day life of citizens but in a political framework of some kind. The practitioners' point of view is often ignored. One would be entering into a long diatribe on many of the fundamental and substantive issues concerning the society of Bangladesh as it exists now. This is neither necessary nor desirable given the limited time and scope of the terms of reference of the Committee. One would like to leave it to people who have more time and leisure and of course the competence to initiate a debate.

3.22 As a practical administrator, B. Majumder deals with the question reorganisation and decentralisation of Thana administration.² This is perhaps the only

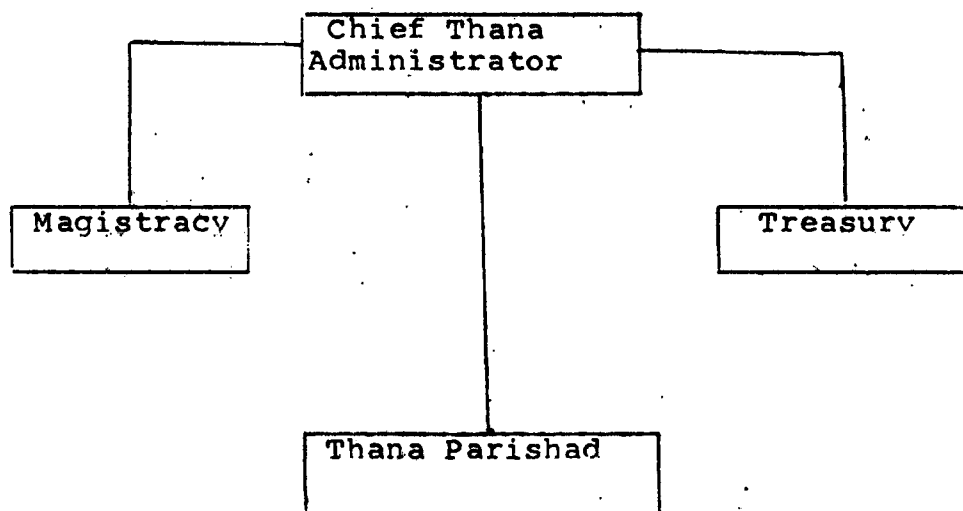
2. B. Majumdar, "Thana Administration- Its Reorganization and Decentralisation" (In Bengali), August, 1981.

available book in Bangladesh on Thana Administration-its reorganization and decentralisation. The author, based on his practical experience, gives an empirical account of the existing system of Thana Administration, the number of officers representing various Ministries working at Thana level, the problems as seen and perceived by the author and suggested solutions to improve the present system. Based on the case study of Birganj Thana of Dinajpur District, the author identifies that there are as many as 41 different governmental offices representing 14 Ministries. The reorganised set-up at the Thana level as proposed by Majumder has the following features:

- ✓ Each Ministry operating at Thana level must have a coordinator.
- ✓ There should be a Chief Coordinator, the comparatively young in age to be drawn from BCS(Admn) cadre;
- ✓ The Chief Coordinator will be called Chief Thana Administrator and shall also be the Chairman of Thana Parishad;
- ✓ As Chairman Thana Parishad, he shall have full administrative and functional control over all other officers of Thana level and be responsible for implementation of development programmes;
- ✓ The Chief Thana Administrator shall also exercise judicial powers in the same manner as SDO in a Subdivision ;
- ✓ The treasury functions can be taken over at the Thana level as every Thana has a branch of Sonali Bank.

3.23 The set-up proposed at the Thana Level is as shown in figure 3.1 below:

Figure 3.1



Source : Majumder, Ibid., P.84

The set-up as proposed in Figure 3.1 militates against the principle of popular participation. This is nothing but a replication of the set-up that exists at the District level. This would be the normal reaction of those who have read some of the text books of public administration. Yet this knowledge is limited and does not necessarily reflect the whole truth. As already stated in our discussion on a cross-cultural comparison of field administration in Chapter I, such a set-up represents an integrated system of administration in countries where there is a high level of democratic participation both at the central and local level. One has here a view completely opposite to what is ordinarily perceived by an urban-based intellectual who does not probably

know how Thana Administration operates or has operated so long in a given socio-economic and political context at the local level. The set-up as shown by figure 3.1 is proposed by a practitioner who had probably no access to the textbooks on public administration. Yet he has a viewpoint which is based on his actual experience. He may be wrong but that does not necessarily mean that the opposite view is right. At least he has said publicly that he consulted ordinary villagers as well as officers (p.66). None else has said anything to the contrary based on empirical investigation.

3.24 Whether one accepts it or not, the fact remains that his views are strengthened in accuracy by what the NIPA Study has gathered by interview of as many as 9000 persons. There is no other finding on public record to the contrary. The NIPA study has shown that bulk of the people interviewed want a senior presence at the Thana level to be called Thana administrator. The only difference is that the Thana administrator will work according to NIPA Study, under the overall guidance and supervision of the elected Chairman and yet have the full administrative and functional control over all other Thana level officers. Majumder's study on Thana administration has also provided the other side of the coin as it were. It is that the concept of intra-sector coordination is totally lacking at the Thana level. He has identified the major functions of Thana Parishad with the Chief Thana Administrator as Chairman and Chairman of UPS

as Members to be:

- Law and Order.
- Agriculture.
- Population Control.
- Preparation and Implementation of development Projects (short term and long term).
- Cooperation.

The most intriguing part that he has pointed out is that there is absolutely no concept of intra-sectoral coordination. He has identified as many as 8 officers under the Ministry of Agriculture minus the Water Resources and Livestock Divisions. According to him, all these eight offices exist like separate islands (p.80). None knows what is happening in this or the other island. Yet it is admitted by all including agricultural experts that development in agriculture needs coordinated and integrated effort. He has argued the case for one coordinator from each sector. It is known that similar situation exists in Health and Family Planning Sectors.

Experiment of Appointing Officers in their own Thana.

3.25 Majumder's study has also thrown light on the experimental scheme of appointing officers in their own Thana. Birganj, on which his study is based, was the experimental Thana in Dinajpur District. The experiment was discontinued within one year of its introduction. His findings based on the interview with members of the public as well as officers, are that the experiment cannot

succeed in the prevailing socio-cultural norms and that it should be discontinued forthwith (p.92). Of more fundamental significance than this is the total absence of people's participation in the existing committees at Thana level. There are as many as 10 Committees at Thana level. Not only that the Committees do not have any non-official member, these are working without any coordination and liaison among them. A list of the Committees identified is given in Annexure III/1. Majumder is of the opinion that the plethora of Committees as listed in Annexure III/1.... have created more misunderstanding and confusion than ever before.

3.26 Majumder's statement that none of the Thana level Committees as shown in Annexure III/1. has any public representation, is not entirely correct. The Thana Development Committee is certainly not one where there is no public representation. Thana Development Committee was constituted in terms of Local Government Division Notification No. S-IV/2E-1/78/282 dated May 24, 1978. It was to be constituted only with the Chairman of UPs. The Committee could coopt 3 to 8 leading non-officials as its members. This does not necessarily invalidate the findings given by Majumder with regard to 9 other Committees. Majumder's recommendation with regard to elimination of levels is as shown in figure 3.2 below:

Figure 3.2

A comparison of the Proposed and the Existing
set-up of Administration.

<u>Existing</u>		Population 800,00,000	<u>Proposed</u>	
	Centre			Centre
* 200,00,000	Division-4			
* 40,00,000	District-20	* 11,26,000		District-71
11,26,000	Subdivision-71			
1,87,000	Thana-427	1,87,000		Thana-427
18,000	Union-4346	18,000		Union-4346
1,173	Gram-68,185	2,045		Gram Administrative Unit-39114

* Population on an average per unit.

3.27 ✓ The set-up proposed envisages elimination of both Division and Subdivision as units of administration. While Division is recommended to be totally eliminated, the existing Subdivisions are proposed to be converted into Districts as already recommended by Chaudhuri Committee in 1972 to which reference has already been made. There is no doubt that the set-up proposed has obvious advantages in terms of bringing the administration nearer to the people which is the declared objective of the present government. There are also difficulties which would be discussed later in this Chapter.

3.28 Another stream of thought analyses the present malaise in the role of DC as coordinator.³ Tracing the history of coordination in the District, Quddus Khan comes to the conclusion that 'Unity of Command' in administration has been broken. He argues that without leadership no administration can be effective. If, Quddus Khan further concludes, coordinative leadership of DC smacks of colonialism, one must then work-out an alternative.

3. Mohammad Quddus Khan, "Problems of District Administration Relating to Coordination" in Public Administration in Bangladesh, (In Bengali) Op.Cit.

Views of Service Association/Professional Institutions :

3.29 In response to the request made through the Press to apprise the Committee of current thinking of individuals and associations on the administrative structure, the only professional institution i.e. Institution of Engineers, Bangladesh sent printed booklet entitled "Memorandum on Administrative and Services Structure for Bangladesh" prepared by the Engineer' Central Action Committee on March 20, 1978. Golam Mohiuddin who signed for Honorary General Secretary informed the Member-Secretary of the Committee in a letter bearing No.HQ/IEB/767/82 dated 18.5.82 that the Institution still holds the views embodied in the Memorandum. The relevant recommendations are as follows :

- People through their elected representatives, not the civil servants, shall be the "eyes and ears" of the government (p-6).
- Public representatives should run the local administration at District, Thana and Union levels with the provision of reviewing the operational aspects of various functional heads working in the District, Thana and Union (p-7).
- Public representatives shall make necessary cooordination among the officers of various services in their respective area. Officers of inter-district national development agencies like power generation and transmission, water projects, Roads & Highways, Railways etc. shall not come

within the jurisdiction of local authorities, although representative from these organisations shall attend the coordination meetings at different levels (p-7).

- The Deputy Commissioner, S.D.O. or the Circle Officer shall not be the coordinator at any level. Till public representatives take up the coordination work, Coordination Committee meetings will be presided over by the respective heads of different services by rotation for a period of three months each. The Deputy Commissioner, S.D.O. and the Circle Officer will act as a Secretary of the respective Coordination Boards (p-11).
- The posts of the S.D.O. and the Divisional Commissioner being superfluous, should be abolished (p-10).
- The posts related to development works at all levels (from Union to National) like C.O.(Dev), ADRD, ADC(Dev) should be filled up by either engineers or agriculturists depending on the nature of job he is to perform or coordinate.
- Instead of creating agencies like the Regional Development Boards or authorities with overlapping functions, special and concentrated development efforts in particular region may be done through existing national as well as local development agencies. Creation of new agencies need to be well-conceived (p-11).

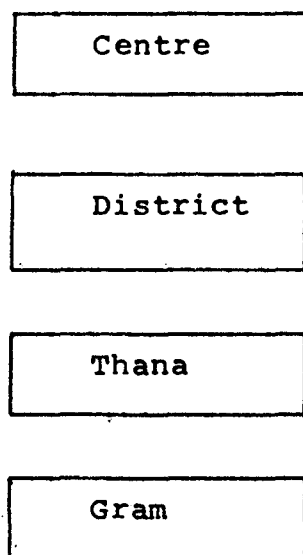
3.30 The views as set forth above are nothing new. These have been repeated over the years. As already stated the Chaudhuri Committee took similar views way back in 1972. It has also been explained earlier in this Report that the process of decentralisation of administration at all levels was not implemented as the political powers that were never wanted to implement the same. On the other hand, as NIPA study has shown, DC is still perceived to be a necessary element in matters relating to corordination at the District level (Table 3.3). Pending election to locally elected councils, the suggestion given by the Institution of Engineers that every departmental head will be the Coordinator on rotation for a period of three months, does not have public acceptance. Only 7% out of a total number of 1186 persons favour it (Table 3.3).

3.31 The views of the academicians were also obtained by the Committee. A discussion meeting was held at NIPA where Drs. Lutful Huq Chowdhury, B.K. Jahangir, Emajuddin Ahmed and Monowar Hossain were present. Dr. Lutful Huq Chowdhury reiterated his views already stated in his Monograph which has been discussed earlier in this Chapter. In addition to the points already made in his Monograph, Dr. Chowdhury discarded administrative decentralisation as an option to bring administration nearer to the people. His perception

is that the presence of a senior officer is likely to inhibit the process of democratisation of administration and thus further widen the distance between the common man and the administration. He called for experimental steps to initiate and sustain popular initiative based on rural conditions. As a step towards attaining this objective it was necessary to reduce the attitudinal gap between the people and administration. He also stressed the need for adequate and intensive training of the popular leaders of local level in the same way that civil servants are trained to shoulder responsibilities. Dr. Chowdhury further emphasised the need for education as a step towards political socialisation. He held the view that a committed and organised military may well give leadership in the process of nation-building. This the military can do either by itself or in partnership with the civilian bureaucracy which should be equally committed to the national goals of development.

3.32 Dr. Emajuddin Ahmed stressed the need for a holistic approach to the current issues of administrative reorganisation/reform. He stressed the need for a constitutional framework as the basis of a people-oriented administrative system. He held the view that there was scope for reduction of the units of administration. The total number could be reduced to four as shown in Figure 3.3 below:

Figure 3.3
Levels of Administration



Dr.Ahmed also held the view that an international comparison of population of Districts in Bangladesh relative to some countries will show that Bangladesh was underadministered.He called for strengthening Gram Sarker as a popular institution to bring the administration nearer to the people. In interpreting the holistic approach, Dr.Ahmed said that a total view of popular and administrative institutions need be taken. Without people's participation at all levels, there could be no meaningful reform.

3.33 Dr.B.K.Jahangir held the view that without clear delineation of the regime's political philosophy, it was not possible to approach the question of administrative reorganization/reform. He stated that it was possible to think in terms of radically innovative measures but one must first ascertain if the society can absorb the shock of such measures.

Dr. Jahangir held the view that at Thana and other levels development administration must be run by elected representatives. The popularly elected councils must be the focal point of development administration. He stressed that whatever reorganization is attempted based on the principle of popular participation, a time-frame of at least five years would be needed for the measures to take shape. These should not be discarded within a year or two.

Dr. Jahangir also referred to the social tension that exists because of lack of coordination between the activities of Non-Government Organizations (NGO) and the government departments operating in the rural sector. He held the view that in any effort at reorganization, the existing social norms and values must be taken into account. Bangladesh society, according to his perception, is a status-ridden society, it is a hierarchically-ordered society. He also held the view that the concept of Gram Sarker should be examined with greater care and caution than is being done at present. In Philippines and in Indonesia, the nominated Gram Sarker is not working well.

3.34 Dr. Monowar Hossain very strongly argued for representative political institutions specially at Gram level. The basis of such representation should be direct election. He stressed the need for accountability of the government servants to the people whom they are expected to serve. This accountability should be open. One of the

ways to achieve this would be to hold yearly meeting of villagers where an open account would have to be given by each officer in respect of his activities. On the question of the widespread news paper reports against the corruption and misuse of authority by the Gram Sarker Prodhans, Dr.Monowar Hussain stated that the concept of village self-government need not be blamed for the misdeeds of a small number of Gram Sarker Prodhans. He stated that if the Gram Sarker was allowed to work free from political influence, it could emerge as an effective base for popular leadership at a level which is meaningful to the people living in the villages. According to him, socio-economic institutions for participatory development must be rooted in the villages to reduce the distance between the villagers and the national government. He further stated that the entire concept of relationship between the government officials and the villagers must be changed. Instead of the villagers coming to the officials, as under the present circumstances, the officials should go to the villagers. Under the present circumstances, Dr.Monowar Hussain added, the national government machinery wishes to decide what is good for the villagers. This attitude must change. If the villagers are allowed to organise and have a say in matters that relate to their welfare, the need for governmental intervention would be greatly reduced.

Evidence Gathered during Tour of Districts/Thanas.

3.35 The Committee visited the following Thanas to gather evidence from the members of the public, local leaders and officials :

- Kotwali and Chandina under Comilla District.
- Nikli under Mymensingh, Niyamatpur under Rajshahi and Jaipurhat under Bogra Districts.
- Shariatpur under Faridpur, Mollahat under Khulna and Kotwali under Sylhet Districts.

Besides holding face to face discussion meeting, a written questionnaire as at Annexure III/2 was also distributed to elicit public opinion. The questions included in this questionnaire were published in the form of a news item to get further information from the members of the public.

Comilla.

3.36 The Committee visited Kotwali and Chandina Thana on May 6, 1982. During discussion with a large number of persons, both at Kotwali and at Chandina, representing various groups, the inquiry was mainly directed to

- Law and order including police-magistracy relationship and administration of justice at Thana & District levels.
- the constitution and functions of Thana and Zilla Parishad.

- relationship between elected representatives and the government officials.
- resource mobilization at local level.
- reduction of levels of administration.

3.37 The President of Comilla Bar Association spoke in detail on a decentralised judicial administration. The Bar Association President welcomed the idea of a decentralised judicial system but sounded a note of caution with regard to its implementation. He stressed the need for developing reasonable facilities like jail, judicial lock-up and residential facilities for Magistrates and Munsiffs. He held the view that law is a complex subject. The CPC, Evidence Act, CrPc if tampered with may lead to more problems than the government can solve. In reply to a question by Brig. Mahmudul Hasan, the Bar Association President replied if the procedure for trial was simplified to include elected members either as agents or as judges at Thana level, this will mean more hardship for litigants. In reply to another question the Bar Association President said that those who constitute the Village Courts now might be trained to get better results. On the question of relationship between Magistracy and Police, the opinion was that it should be cordial and as defined in relevant statutes.

3.38 The Bar President also favoured the idea of associating the Public Prosecutor more closely with the process of investigation than is being done at present. Cabinet Secretary, Mr. M.M. Zaman asked the Bar President to identify a procedure whereby good people could be elected. In reply, the Bar President referred to the old British system of nomination and said that a local council could be partly elected and partly nominated to ensure presence of good people within the council.

3.39 The Chairman and Members of UP, Thana Development Committee (TDC), Chairman, TCCA and other local leaders discussed the major issues-decentralisation of powers to locally elected Councils, the relationship between the officials and the elected councils and the coordinative mechanism at District and Thana levels. Although each participant approached the various questions differently, the consensus was as set forth below :

- there should be elected local councils at Union, Thana and District levels.
- the officers operating at these levels could be members of the respective councils with or without right to vote.
- elected Chairmen of Thana and District Councils would be the coordinative authority but he should be assisted by a senior officer at Thana

- elected Chairmen of UP could be Members of the TP while the Chairman of TP could be directly elected.
- Chairman ZP could be directly elected but Chairmen of TPs could be Members of ZP.
- TDC should be abolished forthwith.
- On the question of Gram Sarker, the opinion was divided. Some felt it was doing good work but majority felt it should be discontinued and in its place the Word system should be strengthened.

3.40 The District level officers who were interviewed generally favoured the idea of elected Councils as well as the elected Chairman as the coordinative authority provided people of competence were elected. Their only apprehension was that, as the past experience had shown, people of competence do not generally get elected.

Chandina.

3.41 At Chandina Chairman, Members of UP, TDC, leading social workers and Thana level officials were interviewed. Besides the questions that were asked in Comilla Kotwali Thana, the participants present were asked to give their views on :

the desirability of placing the services of
Thana level officers at the disposal of the

- the desirability of restricting the right of appeal in civil/criminal cases i.e. in cases where the judgment is confirmed by the appellate, no further appeal will lie.
- the desirability of holding mid-term polls to ascertain whether the elected Chairmen still enjoy the confidence of the people.
- the desirability of having local police.

The elected local leaders as well as leading social workers favoured the idea of elected councils at Union, Thana and District levels with powers to coordinate the activities of all departments. Like Comilla, they asked for staff support for the elected Chairmen and felt that C.O. could act as Chief Executive Officer in an upgraded position. As to the composition of the Thana Council, the consensus was that wards should be constituted on the basis of population of roughly 1000 persons each having one member. The Union Parishad Chairman should be directly elected and will become automatically a Member of TP which should have a directly elected Chairman. The idea of having a Vice-Chairman at each level was not at all favoured.

3.42 As regards Gram Sarker, the general view was that it should be integrated with the ward. On the question of restrictions as to right of appeal, the idea was generally favoured. The question of having mid-term polls did not have general acceptance and opinion was divided. As regards

local police, the majority response was negative.

In support of this contention they cited the case of Primary School teachers as well as to the experimental introduction of the system posting officers to their home Thana. They cited the case of an O/C P.S. who was completely dominated by his own relations in deciding cases of criminal investigation. This according to them, led to large scale harrassment of innocent people. The local Thana level officers did not favour the concept of placing them under the control of elected Chairman. Their contention was that with the prevailing level of education, it would be impracticable to take such a step.

NIKLI

3.43 At Nikli, one of the remote and inaccessible Thanas of Nymensingh District, the Committee met and talked to a large number of people including locally elected leaders, Primary and High School teachers and local officers. The general consensus was in favour of elected local councils at UP, Thana and District levels. At all these three levels, a directly elected Chairman was acceptable. The official representations in these councils were also looked upon as a matter of practical necessity. The participants in the discussion meeting also favoured a decentralised judicial system, simplification of present procedure with regard to trial of cases and a larger

investment in the rural sector. They also pleaded for according more powers to the elected councils in regard to planning, implementation, and budgetary approval of projects.

Niyamatpur.

3.44 Niyamatpur is another remote Thana under Rajshahi District which the Committee visited. Unlike other places such as Comilla and Nikli, the people here were less articulate but equally conscious of the need for state intervention in matters relating to rural welfare. Their basic perception to organizing rural life was that locally elected leaders and government officials should jointly work in harmony for the betterment of rural conditions. They favoured the idea of fully elective councils at Union, Thana and District levels. They were very clear about one thing. It is that all their problems must be solved at the Thana level.

Jaipurhat.

3.45 At Jaipurhat the Committee met a highly articulate group of local leaders and officials. Some of these local leaders had long and uninterrupted experience in local government. In one case at least, the experience spread over a period of five decades. One of Members of the Committee (Professor Anisuzzaman) termed this as THE VOICE OF EXPERIENCE. The voice of experience articulated his feeling by what might be called cautious

optimism in the present endeavour to bring administration nearer to the people through the mechanism of devolution of authority. His major precondition was that in an attempt like this the rural social conditions and socio-cultural norms and values must be properly understood before going in for a major reform effort of more than two-century's old administration. He argued with conviction if not always convincingly that a system which has stood the test of time cannot summarily be dismissed as inadequate. The major inadequacy, according to his perception, lies in the people who run the system. The people who run the system now have, according to him, become willing tools in the hands of Touts. The touts in the village today act as a link between the administrators and the citizen. Unless this link is broken and contact between the administration and people established through the elected representatives no meaningful reform effort can succeed.

3.46 The Voice of Experience made out a strongly argued case against rash decentralisation of authority specially in the judicial sphere, at and below the Thana level. Is the Voice of Experience necessarily the Voice of Reason ? This is a highly complex issue which falls outside the terms of reference of this Committee and, therefore, need not be entered into. It might, however, be worthwhile to mention that the rural society of

Bangladesh is not the same today as it was thirty years ago. The Bangladesh society again is not a homogenous society with unity of thought and unity of culture. It is in the first place, a dichotomized society being divided into urban and rural. The former decides what is good for the society. The latter is asked to accept in obedience to what is decided. The urban part of the society is deeply entrenched in colonial values and colonial ethos and yet they are the first to speak loudly about the immediate need for total extinction of colonialism without themselves relinquishing the values that they are speaking against. The rural part constituting about 90% of the population do not understand what the urban part is talking about but accepts without demur what the urban part is saying. The reason is simple. The urban part represents according to the perception of an ordinary villager the superior culture and one that has to be emulated. This cultural gap arises principally out of the yawning difference in the level of education as well as and perhaps more important, in the level of living. 'Touts' or brokers thrive most in a dichotomized society in which the overwhelming majority the silent 90% has to find out a link in the chain that connects the rural society with the urban. The touts or the broker provides this link in the chain. He becomes a necessary element in the social

system whether one likes it or not. (Reference : Peasant Society and Culture, Robert Redfield, University of Chicago Press, 1960).

3.4.7 This digression has been made to stress the importance of cultural dimensions of reform measures. Without an adequate appreciation of cultural dimensions of social change, a top-down approach to change in administrative system may prove counter-productive. The point that is stressed here is that change in the administrative system is perceived to be a necessary element in the process of social change. It might well be argued that systematic change in administration may not automatically lead to social change as administration may not be the major variable in the process of social change. The priority has to be given to the process of political change. This necessarily means a clear delineation of limits of political responsibility at the centre and the units below the centre. Will the central government (the urban sector) be willing to share authority with the rural sector not just by way of election on a national basis but by way of real division of authority in such major areas as law and order, administration of criminal justice and development administration.

3.48 In Jaipurhat, the old guards, The Voices of Experience want the change to occur over time and not suddenly. The general consensus, however, was the same as elsewhere in the country. It is that popularly elected local councils must be installed as a first step towards decentralisation of powers and authority. The TP, ZP and UP must have directly elected Chairman. The officials will be members at the respective levels with or without voting rights. On the question of voting rights, they are divided in their opinion but they firmly cling to the principle of popular representation as the basic requirement for a meaningful devolution of political authority from the centre to the units below.

Shariatpur

3.49 Shariatpur, which the Committee visited to elicit popular opinion, is a newly created Subdivision under Faridpur District. The assemblage of people that the Committee had seen and encountered, represented like Jaipurhat, a highly articulate group. Like Jaipurhat, the persons present knew what they were talking about. They were all in favour of popularly elected representative councils^o that are physically nearer to them than the distant urban government at the Centre. Many of them were not even sure if a Zilla Parishad exists at the District HQ of Faridpur. But they all knew that a Thana Parishad exists that creation of Shariatpur out of Madaripur Subdivision has provided many answers to the problems that they have been faced or had faced in the past.

According to their perception, creation of a relatively high unit of existing ones means basically that the central government has come nearer than before. A Munsiff nearer at home, a Subdivisional Magistrate nearer to the door mean a lot to the people. They know if the SDO has come with his office, the other things will follow. The general trend of discussion with the local people indicated that

- elected local councils will bring the administration nearer to the people.
- official participation in these councils will be helpful for the elected leaders to prepare and implement plans of local development.
- a decentralised judicial system but not under the control of elected leaders will benefit the local people.

Mollahat.

3.50 Mollahat, a difficult Thana, in terms of communication under Khulna District was visited by the Committee. Discussion was held with a large gathering of local people, UP Chairmen and Members as well as local officials. The local people heartily welcomed the idea of vesting more powers with the elected local councils at Union, Thana and District levels. On the question of constitution and functions of Thana Parishad, the general consensus was that the Chairman should be directly elected by people while the Chairmen of UPs elected

directly at their level, should become Members of the TP. They also hold the view that a senior presence would be needed at Thana level to provide adequate and effective staff support to the elected Chairman of TP. The elected leaders called for greater coordination among and accountability of public servants at Thana level. In reply to a question by Brig. Mahmudul Hasan, those present in the discussion meeting could not readily identify the number of government offices operating at Thana level let alone describe their functions. It was suggested to them if it would be a good idea to have the organisation and functions of Thana administration included in the syllabi of high schools so that the younger generation can know what is going on at Thana level at an early age. The answer was in the affirmative.

Sylhet.

3.5.1 At Sylhet Kotwali Thana discussion was held with a large number of local people including elected leaders who came from all the corners of the District. The general consensus was for elected local councils at Thana District and Union levels with official participation. For officials the opinion was divided as to voting rights but the general view was that they should have a right to speak on all matters that are discussed in the councils. Some suggested to broaden the scope of TP by inclusion of school teachers in TP. There was also strong support in favour of the idea of popular control over the local police. The question

of delimitation of Union boundaries came up for discussion and it was pointed out that there is scope for rationalisation of boundaries. The majority favoured direct election of Chairmen at all levels. A minority view called for direct election of Members to the District Council on the basis of 10 Unions per Member. There was acceptance of the idea of government servant's accountability to the elected representatives.

Conspectus.

3.52 Everywhere the Committee had visited, it received well-articulated response on the issue of devolution of authority to locally elected councils. The means of devolution, according to their perception, lies in vesting more powers and functions with the local councils at Union, TP, ZP the Chairman of which must be directly elected. The general consensus may be summed up as follows :

- ZP, TP and UP must have directly elected Chairman.
- Elected Chairman of UP will be the Members of TP.
- Officials will be Members of the Councils at the respective levels with or without voting rights. The majority view was in favour of voting rights.
- A decentralised judicial system will benefit the rural people but this must be done with due care and caution.

- Law and order at Thana level may be separate from the elected council which shall, however, have the right to ask questions/discuss law and order situation.
- Elected councils must not have any control over the judicial system at Thana or District levels.
- Officials should be made accountable to the elected council.
- The elected Chairman must have adequate staff support for which a senior officer may be appointed to be called Chief Executive Officer.

3.53 The replies to Annexure III/2 (the questionnaire) was received. The responses received so far from 198 persons largely confirm the evidence already gathered during public interview, although replies to one or two questions are not in conformity with the general pattern. The overwhelming majority are in favour of elected councils. The details are shown in Annexures III/3.

Chapter IV: Governmental Perception on Rural Development: Framework and Policies.

4.1 The Planning Commission held an inter-ministerial meeting on Rural Development, Framework and policies. The meeting held on May 6, 1982 was chaired by Prof. S.H.K. Eusufzai, Member, Planning Commission. The basic assumptions for a framework of Rural Development agreed upon in the meeting were :

- People's participation -elected bodies- Chief Co-ordinator.
- Amalgam of Bottom-up and Top-down Planning
- Collection of data and statistics and estimates of requirements and potentials from village (as ward of union) upwards.
- Fixation of targets and resource allocation from top down wards on the basis of afore-said facts and figures from bottom upwards.
- Implementation of RD Programmes at Thana and downward levels (thana being the most important level).
- Development of infrastructure by Thana and union parishads.
- ✓ - Production functions by cooperatives
- BSBL should not have exclusive responsibility for administration of rural credit. They should compete with other commercial banks.

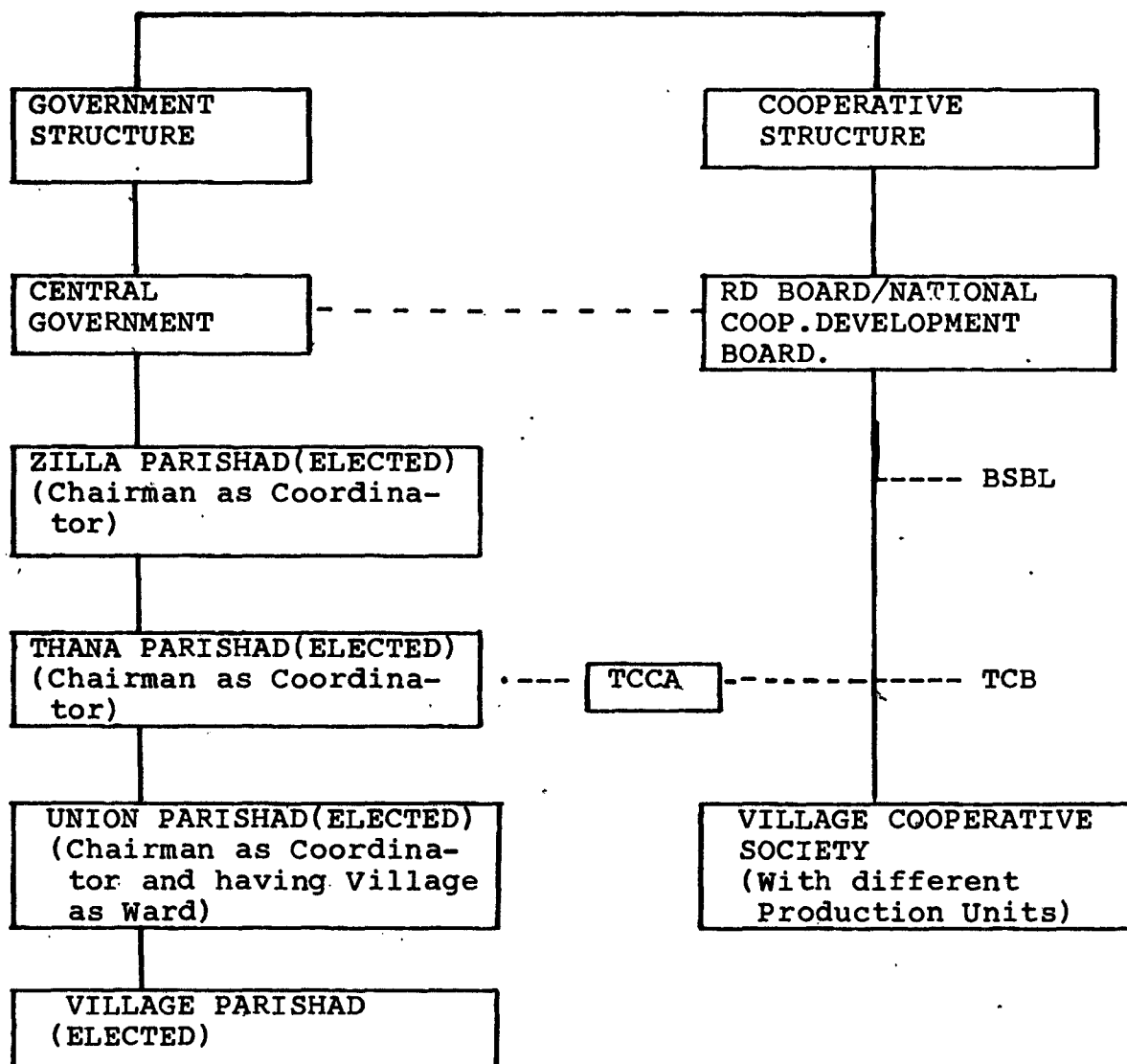
The consensus arrived at were :

- Thana should be an important tier of institution for rural development.
- District is also an important tier in local government set up and as such both at Thana and District level elected local bodies should be constituted.

- Union and Village- a village as a component of union as a local government institution was deleted.

The organizational structure for Rural Development was as shown in figure 4.1 below.

Figure 4.1 : Organizational Structure of Rural Development



The minutes of the meeting held in Planning Commission is given at Annexure- IV/1.

4.2 Mr. A.Z.M.Obaidullah Khan has favoured the Committee with his own ideas on an organisational framework for action with regard to Rural Development. The points which are of immediate relevance are reproduced below:

An Organizational Framework for Action.

4.3 A successful rural development effort in Bangladesh, in the short run, depends more on the creation of an organizational system and on human and financial discipline than on financial resources.

4.4 Rural development requires organizational building blocks which allow the people to press their demands upon the Government and in which new concepts allow the government to provide its services to the people.

4.5 The goal and realities of redistributing income in rural areas in a policy context has only recently emerged. It was only when "growth, trickle-down, and the green revolution" failed that the rural poor became a "target group", and it is only in that brief period that those who have become seriously concerned with, and committed to, the redistribution of income have realized that very natural human instincts and very powerful interest groups have embanked beside the "mainstream of economic development". There are some very obvious reasons why, in the first instance, only "trickle-down" was called for, and equally obvious reason why the drip was insufficient. Little, if any, of these obvious factors merited attention in western-oriented and published economic text books.

4.6 In short, before Bangladesh begins its first true battle for rural development, the policy-makers and the Committee people must themselves realize that it is indeed a war. And wars are won or lost on the basis of organization and logistics. - motivation
- pressure to
- from below
- to
- how

4.7 The Organizational infra-structure for action in the short run is in place, but it now must be mobilized and monitored. The conceptual framework for the medium and long-term organization also exists.

4.8 The Government resources exist to staff up the TTDC's. There must be a responsible Government official of every relevant Government Ministry (and that means every Ministry related to the development process) located at the TTDC. The physical facilities of the TTDC's are there but active use of them by all the relevant Ministries requires discipline, principally because of the bureaucratic jealousies and empire-building tendencies that exist throughout the world. Instructions must not only be issued, but also regularly followed up by every relevant Ministry to locate and staff up the TTDC's. When the above is done, the second and essential building blocks, the technical resources and the upward and downward communications links to the Central Government, will be in place

4.9 At the local level there must also be an organisational mechanism for the responsible coordination and use of the technical resources. The organizational building block also exists in the form of the Circle Officer, but the Circle Officer must be upgraded given the authority and the incentives to coordinate role of the Circle Officer must be activated and kept active.

- 4.10 For rural development to materialize there must be links among the people and the representatives of the people, on one side, and the bureaucracy on the other side. This does not mean that the people and their representatives should behave in a position of confrontation. Quite to the contrary, they must cooperate and work closely with the bureaucracy supporting the people.
- 4.11 The basis for link exists but the economic and human rationale has to be established firmly and promptly. The human rationale involves the continuous training of the bureaucracy at all levels both in technical matters and the fundamental role of the bureaucracy in the process of rural development. Facilities for training already exists at Comilla. Training materials and approaches appropriate to the new context of Bangladesh need to be developed. "Training of Trainers" should be carried out quickly. Training is the fuel-both petrol and the oil-of the organizational machinery for rural development.
- 4.12 There is another human rationale for the linkage between the political process but this second linkage must be cultivated and fostered. Namely, humans seek and desire information. People have traditionally gone to the market not only to buy and sell but also to learn and gain information. The TTDC must acquire this "Bazar" function if rural development is to proceed efficiently.
- 4.13 Quite naturally, the economic and human rationales are quite closely inter-related and, in practice, they are inseparable. The economic rationale for the linkage must be established through the people being able to express their development priorities, and the people seeing the results in increased and better

goods and in increased and better services to the extent that they will be willing to pay for the services.

- 4.14 The organizational machinery for this requisite bottom-up planning already exists. In the first instance, the people will plan and actually map their road, drainage, and irrigation requirements. The bureaucracy must assist in the making of the plans and accept and discharge the responsibility for vetting the plans. The plans are assembled at the Union level and the project selection and approval occurs at the Thana level.
- 4.15 The Thana Council, meeting at the TTDC, is the forum for the decision making and here economic provides the meeting ground between the bureaucratic and the political process. The Government servants approve the technical soundness and the economics of each project. However, the political leaders make the choices concerning which projects are to be undertaken, because in the short-run, and most probably ad infinitum, there will be more projects than allocations.
- 4.16 By convening at the Thana level, at the Thana Council, the likelihood of abuse is reduced considerably. The representatives of the people are a check against the bureaucrats and the bureaucrats are a check against the people. More significantly, the political leaders are a check on themselves.
- 4.17 Decentralization of responsibility is essential to this process. The decisions must be taken in the field, because rural development in an area specific process. The Local Councils must be made viable for the process to function.
- 4.18 Organizationally, administratively, and financially it is vital to realize that productive rural deve-

lopment needs a steady flow of funds. Like the Union Councils, the thana councils must mobilize their own resources through taxation, management of Government land, Sairat Mahal etc. Beside, the sectoral allocation of agriculture, education, health, medi-care, feeder-roads etc. must be proportionately allocated from the Central to the Thana Budgets according to the functions given to the Thana Councils to perform.

- 4.19 The district councils are the next important tier in the structure of local councils. An early decision in this respect will remove the present vacuum in the process of planning and coordination. Strong district councils would promote the decentralization of development administration and provide the necessary support to the councils at lower levels i.e. the thana councils and the union councils. At the lower levels, the key role is that of thana and union councils and rural cooperatives.

- 4.20 The main functions of local councils are to assume responsibility for

- Planning and execution of development.
- Coordination with the various departments.
- Mobilization of local resources.

For planning and coordination:

- The thana Training and Development Centres need further support and revitalization.
- They, in their turn, should support the union councils with services, supplies and training.
- The Thana Councils should be made specially responsible for the planning and execution of rural works and irrigation.
- The departments should collaborate whole heartedly with local councils and cooperatives.
- Regular monthly meetings of the Thana Councils should review all development and departmental

*Prioritization
of activities
based on
needs*

progress report, and the next month's plan of action in this session, and answer questions and accept constructive criticism.

Further the departmental officers should wholeheartedly accept their role as trainers and carefully organize and attend training classes and conferences of union council members cooperative managers, model farmers and other group representatives.

For mobilization of local resources:

- 4.21 While the national government should increase its support for rural works and irrigation an intensive effort should also be made to educate the local councils to raise local taxes and gradually strive towards financial solvency. ✓
- 4.22 The responsibility for maintaining the complete rural works projects with local taxes should be written into the initial agreement within Union Councils. ✓
- 4.23 In the case of drainage and surface irrigation projects the union councils should be trained to prepare the beneficiary lists and impose proportionate taxes. ✓
- 4.24 Where the village cooperatives are already organized the union councils may utilize them as convenient units and agents for preparation of beneficiary lists and realization of maintenance taxes.

Need for and Functioning of Viable Cooperatives.

- 4.25 The two basic problems of Bangladesh agriculture are
 - Low productivity, and
 - Lack of capital and increasing demand for subsidies (for pumps, fertilizer, credit extension).
 Cooperative organization is an attempt to solve both problems simultaneously

If forty or fifty farmers are cooperatively organized in a village they can economically utilize pumps, tube-wells, credit, fertilizers and extension.

- ✓ - The cost of providing these without any cooperative organization, on a purely individual basis, to the overwhelming majority of small farmers, is otherwise very high, and is the root cause of increasing subsidies.
- Cooperative organization is an efficient instrument of collecting savings and creating equity capital. Thus the village cooperatives can become owners through purchase, of tube-well, pumps, and other machines.
- And the thana cooperative association (the TCCA) can, through collection of equity capital, gradually become self-supporting as a bank, and also sponsor self-managed and self-financed marketing and processing units.

4.26 Two hundred and fifty thanas and 30 thousand villages have already been organized on a cooperative basis.

- Now strong government support is needed to promote this movement of rural cooperation.
- ✓ | - The TCCA and the village cooperatives must be closely linked with local councils and government departments.
- ✓ | - Cooperatives must be regarded by all departments as their most important client and provided with necessary inputs and services.
- While the most intensive effort should be made to educate the cooperatives to raise equity capital and become self-supporting at the initial stage,

they should be provided adequate quantities of credit. Their autonomy should be respected by giving them long term loans and encouragement towards self-management. They should not be kept in a subservient position through seasonal crop loans and bureaucratic control.

Institutions Are Not Dispensable.

4.27 Like all human efforts, rural institutions are imperfect and, when there are large numbers of them, their performance ranges from very bad to very good. Some perfectionist experts do not want to accept this human condition. They think that institutions are dispensable and time should not be wasted in establishing or improving them. They think that quicker results can be achieved through individual efforts and there is no need for institutions. Their arguments contain a two-fold fallacy. In the first place, when they discover that some institutions are working badly they conclude that all are doing the same and no improvement is possible.

Secondly, they think that quicker and better results can be obtained by individualistic approach. By applying the same perfectionist formula to other institutions like schools, colleges, universities, government departments, we should recommend that all of them should be discarded. Then everybody, including the perfectionists, would dismiss our recommendation as absurd.

4.28 There is no basic disagreement between the Planning Commission views and those of Obaidullah Khan. A framework for Rural Development based on two-tier cooperatives and elected local councils at Union, Thana and District level exists. These institutions have to be strengthened to meet the challenging task of rural development. There will be absolutely no point in creating new institution other what is

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A refurbished local government system combining popular with administrative participation and a two-tier cooperative system may provide an appropriate conduit for rural development.

ORGANIZATION AT THE GRASS ROOT LEVEL.

- 4.29 Enquiries and deliberations of the Committee led it to conclude that, by and large, a unanimity of opinion existed to the effect that the present hierarchies of administration at the Division and Sub-Division levels could be readjusted and the Thana ought to be made the hub of the decentralised administration. Opinion have, however, been diverse as to whether below the Thana, there should be administrative tiers both at the union and village or (alternatively, Mauza or Ward levels) or one of these two could be dropped.
- 4.30 Amendment of the Local Government Ordinance of 1976 through promulgation of the Local Government (Amendment) Act of 1980 and the Rules framed thereunder provided for local government administrative structures both at the Union and the Village levels in the form of Union Parishad and Swanirvar Gram Sarker. Regrettably neither of these has been effective or even functional in the true sense. Deliberate omission to provide for any hierarchical linkage between the local government tiers at the union and the village levels has been rather ill-conceived. Soon after the election in 1977 the Union Parishads were to be proclaimed to be the cornerstones of government and were promised to be given more powers and were pampered in many ways. But the scene changed sharply

establishment of the Swanirvar Gram Sarkers in 1980 when the Union Parishads were totally ignored or by-passed while the Gram Sarkers were declared to be the "real government " and were pampered even more heavily. The Union Parishad functionaries did not naturally like to be elbowed out of the power stream in that manner and extreme disaffection and unhealthy rivalries ensued between the Union Parishad and Swanirvar Gram Sarker which was to the peril of the both. However, in the melee, the Swanirvar Gram Sarkers were to suffer inspite of the patronage given to them.

4.31 The objectives of generating awarness about the socio-economic problems amongst the rural populace and involving them in solving those in order to create a prosperous society through the institution of Swanirvar Gram Sarker were no doubt laudable. But unfortunately, the Swanirvar Gram Sarker experiment failed due to many reasons, the following few amongst which are worth noting:

- The Swanirvar Gram Sarker was set up in isolation from the main structure of the local government and no linkage was established with the existing institution of the Union Parishad.
- The possibility of developing any indirect or informal relationship between the Swanirvar Gram, Sarkers and the Union Parishads was also closed by disqualifying the sitting members and Chairman of the Union Parishads to be chosen as office bearers of the Swanirvar Gram Sarkers.

- Swanirvar Gram Sarkers were introduced too soon without preparing the ground for the same and expand all over the country much too rapidly.
- The institution of Swanirvar Gram Sarker was used for political purposes and there were undue interferences by the ruling political party in choosing the office bearers of the Swanirvar Gram Sarkers.
- No training was provided either to the Organizing Committee comprised of officials of the Thana level or the office bearers of the Swanirvar Gram Sarkers about discharging their functions and very few know what were the next steps.
- ✓ - No supervision was maintained from the government side as to how the Swanirvar Gram Sarkers were functioning and in fact, no capable machinery for the necessary supervision even existed.
- Strong local organisations like Youth Complexes were created and vested with un-precedent powers that subverted the authority of the existing institutions as well as of the Swanirvar Gram Sarker.

4.32 The Draft Second Five Year Plan of Bangladesh had focussed on the need for creating a village level corporate body to foster comprehensive rural development centered around the "rural growth centres" provided under the strategy of spatial planning and facilitate "bottom up planning". The concept of the village level organisation under the SFYP was expressed as follows:

" 7.15 A village level corporate body, hereafter called the village government, is proposed to be created within a hierarchical system of local government with a view to undertaking comprehensive rural development. To make the village government effective and viable, proper linkages of the village government with the Union, Thana and District level

Government have to be established through proper local planning, administrative restructuring, especially through increasing devolution of powers and functions to the regional tiers of decision making and local government. This issue has been thoroughly discussed and debated in the past two years, specially in the Preliminary Thoughts on the Perspective Planning. It has been observed that strong local government with adequate linkages are conducive to rapid rural developments, be it in capitalist or socialist country. The agenda for work in this connection will be :

- To constitute the village governments, encourage them to have a village land and employment plan and to implement it as far as possible without disturbing ownership of individual family farming.
- To initiate consolidation of holdings, if possible, under the existing laws and to arrange taking over on lease of such land as may not be cultivated or developed according to the village plan or land of the non-cultivating owners for cultivation by the joint-farms managed by the village government"

4.33 On the question of village level organisation and decentralisation of administrative and planning process, the Draft SFYP continues to state:

The Plan efforts for rural development would greatly rely on development of local institutions as viable administrative and political units for mobilising of local resources and ensuring greater participation of the people in planning, implementation and distribution. A local level planning process will be initiated in which the people will identify their own projects and implement them.

34. The above proposals would necessarily mean a decentralised administrative and political system associated with local level planning and implementation process. Excepting the present Union Parishads, people's representation in planning and decision making through an elected body is practically absent. Again in the present system of bureaucratic administration, people's participation even in this local body is marred by the decision from above. Thus there is no system for registering people's wishes or franchise.

35. During this plan a beginning will be made of instituting the local governments from grass-root level of the Village up to the District through Union and Thana levels. At the Zilla, Thana, Union and Village levels there will be democratically elected bodies and at all such levels there will be elected Sarkers (Government) from among Members not exceeding 12 including Chairman which will be known as Gram, Union, Thana and Zilla Sarkers. Each member of the Sarker will be in charge of one or more departments within its functional jurisdiction. For the activities delegated to the various levels of the local sarkers there may be staff appointed by them or officers of concerned Government Departments placed under the local Sarkers on deputation. For all other activities, falling within the jurisdiction of the national government, the officers of the national government posted at various levels will provide support and services to the local institutions.

Specially Gram Sarker in its functions will be responsible for land use production plan, employment planning, education, family planning and environmental health as its primary function. The function and jurisdiction activities and linkage between the Central Governments and the Local Governments and between the Local Governments from the district down to the village will clearly be delineated.

It is true due to the resource and trained manpower constraints initially there may be some difficulties in implementing a comprehensive regional planning. But there should be a strong national commitment to implement this programme. The democratic process of devolution should start at the very beginning of the Plan and progressively developed within shortest possible time. Local Governments are to be developed into real self sustained organic units and proper horizontal and vertical linkages amongst them will be the key factors for mutual and complementary development. Historically it has been seen that whether in a capitalist or in a socialist economy, one of the key factors for rural and regional development is the local Government. There are empirical evidence that the countries which have used local governments for planning and development are more successful in achieving higher economic growth and per capita income than the countries which have not used the local institutions and are still at the stage of stagnation".

4.37

All the intellectuals interviewed by the Committee supported the concept of devolution of power and strengthening the local Government institutions right up to the grass root levels. However, a large number amongst them held the view that Thana having been made the focal point of the structure of local Government one might come from the Thana straight to the Village by dispensing with the Union tier which has never been effective any way. The need for village level organisation and strengthening the same was emphasized by them.

4.38

The Planning Commission had pleaded for District, Thana, Union and Village level organisations. The intellectuals also advocated for the same, minus perhaps, the Union Structure. What exists in ground to-day provides for, in theory, organisations at all the tiers from the Division down to the Village level. As discussed elsewhere in the Report, in order to bring the administration closer to the people, the need for doing away with the tiers at the Division and the Sub-Division levels have been clearly established. But the villages are where the people live, hence the question remains, without a foundation in the villages, how good the superstructure will be and how meaningful will be the intended devolution of power without involving the villages and the villagers in the administrative system. It has been observed that the Union level may be considered close enough to the people for normal law and order as well as the revenue collecting administration and the conceived new set up in which

the government functionaries will be subordinate to the elected people's representatives may also provide the basis for an effective local government for the said purposes. But the goals of the government do not stop at the bars of routine administration and revenue collection. The teeming millions have to be lifted from the state of abject poverty and given a reasonably decent life. It, therefore, needs to be ensured that the administrative re-organisation and reform that the government is aiming at provides for achieving these objectives too.

The matter was discussed quite at length during the deliberations of the Committee at which the consensus emerged that a village level organisation was also indispensable for an effective local government system with true devolution of power to the people and for providing for a process that could meaningfully strive towards attaining the goals of betterment of the condition of the people. The sum total of various taxes and imposts which the Union Parishads can collect now would add up to only a pittance that is utterly insignificant in the context of the actual development needs. The national government also does not have enough resources at its disposal to cater for the enormous needs of funds that would be required even for marginal improvements of the 86185 villages. Where then will the resources for development come from? It is a common knowledge that in Bangladesh both the land and water and human resources are heavily underutilized. Yields from the cultivated fields are utterly low; even the so-called landless has, besides his homestead, a few decimals of land which have never been

put to any productive use ; the majority of the able bodied persons are either out of work or under employed. The only way of getting out of the poverty trap is to mobilize these resources and use them efficiently in a spirit of self-reliance without waiting forever for the external assistance. This calls for allowing the people to decide for themselves what are their pressing needs and problems and what are their solutions and in which way they can contribute themselves in solving those. People will participate in the process of identifying their development needs and work towards realising them only when one sees clearly how they are going to be benefitted by the same. In this process, every household and all members of a family have to be brought within the count. And this process of grass root level planning for development, mobilizing resources and implementation is so complex that it cannot be done from a distance or in a top-down fashion. The size of this task for even a unit of 1000 to 1500 people inhabiting a village is large enough to justify a local organisation at the village level for this purpose. The village plans can then be the basis for a Union plan, and the Union plans for a Thana plan. The Committee concluded that a village plan and a village organisation were essential for the conceived planning and development process.

4.40 The question then remains what would be the shape and character of this organisation at the village level and how this can be installed. In this context, the dynamics of the traditional power structure in the society becomes an important consideration. Social re-organisation and economic development have always

been impeded owing to the existence of the powerful vested interest group who, in collusion with or under patronage of some government functionaries and political forces have usurped for themselves the benefits of whatever resources that might be available. A counterveilling force is, therefore, needed which should be provided through the local government organisation. And needless to say that this process has to start from the foundation level, that is the village. In order to organise the people in a manner that could match the guile and force of the vested interest groups, as well as to provide the means of increasing production using technology and inputs in an efficient manner, it is necessary to bring together the people of common economic and social interests. No perfect social organisation is possible, but experience of a large number of villages all over Bangladesh who have achieved considerable success in mobilising resources and improving production and distribution indicates that they were able to bring about the reform by organising themselves in the following socio-economic groups, - (a) Farmers, (b) Landless (c) Women, (d) Youth and (e) people of other vocational groups such as blacksmiths, potters, carpenters, traders, etc. These are flexible organisations and permit certain extent of inter-group mobility, but by and large, they have been able to safeguard the main group interests and generate remarkable group leadership which would have been unthinkable if such forums and opportunities were not available. This mechanism was recognised by the government earlier also and thus it had provided for representation of such functional and socio-economic occupational groups in the Swanirvar Gram Sarkers.

How unimaginative handling of the government sponsored Gram Sarkars did not permit the society to derive benefit from the system is another matter. But where such social organisations were born through voluntary efforts and not thrust from the top, satisfactory results were obtained. There are many villages in Bangladesh who, long before the onslaught of the government Gram Sarkars, organised themselves on the basis of the aforesaid five socio-economic interest groups, established on their own informal village governments, drew up village development plans and achieved significant increases in agricultural production, improved family planning acceptances and reduced population growth well below the national average, increased literacy substantially and created income generating activities for the disadvantaged groups of the society. These models are worthy of emulation and accordingly deserve to be supported.

4.41 The secret of success at those places was undoubtedly their organisation. They were able to bring all sections of the society within the fold of a participatory process in which everybody's interest was looked after. Being an organised force, they were also able to elicit the understanding and assistance of the government functionaries in obtaining necessary services and input supplies from them. Such a cooperative process based on organisation of interest groups is undoubtedly an effective alternative to class struggle and is conducive to bringing about collective good to all sections of the society. The interest groups can function as multipurpose cooperative of the members of the respective groups and can also

serve as electoral colleges to provide representatives to the local governments at all tiers. The Committee observed that such an organisation has the potential for bringing about fruitful reform in the society, mobilizing local resources, drawing up and implementing development plans at the grass root on the basis of felt-needs, increasing efficiency in use of resources by reducing misuse and malpractices and carrying out meaningful rural development on the principles of self-reliance. One of the major roles of the government would be to create an environment in which such transformation from within can commence and once that happens, give them recognition and support. The Committee, therefore, recommends that the village organisation based on five occupational socio-economic groups, namely, Farmers, Women, Youth, Landless and other Vocational Groups be promoted and given all support.

42 The Committee also concludes that for true devolution and decentralisation, local government tiers will be needed for all the levels at District, Thana, Union and village (or some suitable variation of the village). But in view of the fact that the given village tier in the form of Swanirvar Gram Sarkars could not function properly owing to its defective handling, it is expedient that this be suspended for the time being. However, it recommends that Section 85 of the Local Government Ordinance 1976 be suitably modified or if a new law is enacted, provision be made in the same, for villagers to constitute Gram Parishads and/or Co-operatives based on

five occupational socio-economic groups of Farmers, Women, Youth, Landless and People of other vocations on voluntary basis. It may also be provided that as and when such village organisations are established on the basis of permissive provision of the legislation, the same be given formal recognition by the government. Initially, such recognition may be in the form of taking cognizance of the village plans, allocating a share of the national government resources to supplement local resources and other revenues for executing the approved village plan, and ensuring that the services of appropriate government functionaries are available to the village organisation for implementing their plans and other purposes. Gradually, some powers should also be given to such organisations. Flexibility should be the essence for the legislative and administrative provisions for establishing local government at village level with correct linkages with the upper hierarchies. Mr. Samad, a Member of this Committee has also written a note on village and development programme. This note is given in Annexure IV/2 at his own request.

Chapter V

Recommendations of the Committee of Action Plan for the Reorganisation/Reform.

5.1 In formulating the recommendations for administrative reorganization/reform, it is necessary to reiterate the consensus that has emerged out of public interview with local leaders of local public opinion as well as officers. At the risk of repetition, these are set forth below :

- Directly elected Chairman at ZP, TP and UP.
- Officials to be Members of the Councils at the respective levels.
- Elected Chairman to be the Chief Coordinator at all levels (NIPA Study has suggested DC to be the Coordinator in preference to elected Chairmen or others).
- Elected Councils to have full functional control over the officials working at that level.
- Elected Chairmen to be provided with full and adequate staff support in the form of a senior officer to be called Chief Executive Officer.
- Chairmen of UPs to be the Members of TP.
- Chairmen of TP to be Members of ZP.
- Adequate devolution of administrative, judicial and financial powers at District and Thana levels.

- Strengthening of Village Courts in terms of authority and training.
- Development of infrastructure at Thana level to make development of adequate authority possible.
- Elimination of unnecessary levels such as Subdivisions and Divisions.

5.2 This broadly is the framework for a reorganised administrative system. One might well call it a reorganized administrative and local government system as the latter has occupied a large part of the Committee's attention. This attention had to be there in view of persistent and continued public demand for a revitalised system of locally elected councils.

5.3 As is clear from an examination and assessment of evidence, there is difference of opinion among various groups of people with regard to the desirability of retaining Union as a level of local government. As shown in Chapter III, the academicians' view point favoured four-tier structure starting from village, then Thana, District and the Centre. Besides, the questions of broader representations at Thana and Union level was also not debated and settled. In Sylhet and at Nikli, where women representatives were present, the opinion was in favour of increasing participation of women. How this representation would be ensured, whether by nomination

or by election from amongst the eligible women voters, nobody was sure. As against the elimination of Union favoured by the academicians, the popular point of view as reflected in the public discussion wished to retain Union and eliminate Gram Sarker. In the meeting held in the Planning Commission already referred to, the opinion was divided and it was decided there that it should be more closely investigated.

5.4 The other issue on which consensus was not fully available was whether representation to UP should be on the basis Gram, Mouza or Ward. At present, the Ward forms the basis of electoral unit at the Union level. There are at present roughly 6 - 7 villages per ward and 20-21 villages per UP. If Mouza which is an unit of revenue administration is accepted as the electoral unit the number of villages per Mouza will be less than that of a ward. A Mouza now is bigger than a village but smaller than a ward. This is a question which needs closer examination as it is bound up with the question of average population per Mouza. There is a strong demand for representation on the basis of population. On the other hand, there is a strong sociological ground for accepting Gram as the electoral unit as Gram is essentially a social concept. There may be a Gram of 200 people or a Gram of 1000 people or more. Such variations may again happen in case of Mouza. It is a question for consideration as to whether the well-settled principle of representation on the

basis of population should be sacrificed to accommodate geographical representation.

5.5 The agreed recommendations are as shown below:

- Elected local Councils at Union, Thana and District levels.
- Directly elected Chairman at Union Parishad (UP), Thana Parishad (TP) and Zilla Parishad (ZP). In case of Zilla Parishad, an alternative of electoral college comprising of all UP & TP members may also be considered.
- Chairmen of UP to be Members of TP.
- Chairmen of TP to be Members of ZP.
- All officials working at Union, Thana and Zilla levels to attend and participate in Parishad Meetings at their respective levels.
- ZP/TP to be provided with senior staff support.
- UP/TP/ZP Chairmen to be Chief Coordinators of all government activities except Magistracy/Judiciary which will be separate.
- Elected Chairmen to be vested with adequate powers to ensure accountability of local officers.
- Regulatory administration should be brought under the purview of local Councils within a time-bound Programme.
- Village Courts as they are functioning now may be strengthened in terms of enforceability of decisions as well as in terms of adequate training.
- There should be restriction on appeals from the judgement of village Courts and this may be based on the following principles :
 - (i) No appeal against unanimous verdict.
 - (ii) No appeal in case of confirmation of verdict by the appellate Court.
 - (iii) Second appeal to be in case of divided opinion among Members constituting the Court or if the verdict is set aside by the appellate Court.

*main for
setting up*

- Areal reorganization of existing administrative units should be made in terms of converting existing Sub-divisions into Districts and abolition of Division as an unit of administration.
- The post of the Commissioner may be converted into that of Vigilance Commissioner while other offices as are functionally organised may act as Inspectorates/technical support-giving agencies. ✓
- All Thana level Committees may be abolished and TP may form Committees as and when necessary.
- The wide proliferation of field staff specially at Thana level should be stopped forthwith and existing manpower should be deployed on rational principles keeping in view the needs of particular regions. The rationalisation of deployment may include, among other things, project based administration rather than permanent set-up. ✓
- ZP/TP to be given powers to oversee Police functions and regulatory control as provided under relevant statute should be strengthened.
- A permanent Inter-ministerial Committee for implementation of the recommendations should be established.
- Until such time as jail facilities are developed at Thana level, judicial administration will have to operate from their present locations i.e. Sub-division. However, the question of holding trial at Thana level by Circuit Magistrates may be considered.
- The question of Mouza/Ward as an electoral unit for local government elections may be considered based on 1000 to 1500 voters in a unit.
- In view of the large number of Districts created, it may be necessary to provide regional planning and vigilance support. Seven such centres may be created which will include the existing four Divisions. The grouping may be as follows:
 - (i) Barisal, Patuakhali and Faridpur with HQs. at Barisal.
 - (ii) Chittagong, Chittagong Hill Tracts and Bandarban with HQs at Chittagong.

(iii) Sylhet, Comilla and Noakhali with HQs at Comilla.

(iv) Dinajpur and Rangpur with HQs at Rangpur.

(v) Bogra, Pabna and Rajshahi with HQs at Bogra.

- In a framework of elected local government, the roles of the Commissioners and Deputy Commissioners will be as shown in Annexure VII/1.

The locations of HQ are tentative and may be finally decided after further examination by the National Implementation Committee.

Organograms of Zilla and Thana Parishads based on the recommendations are given in Annexures V/1-2.

Chapter VI

Estimated Need of Manpower, Physical Facilities and Costs of Reorganization.

6.1 The major costs if the recommendations as set forth in Chapter V are acted upon, will be in sphere of providing jails and subjails. The costs are as shown in Table 6.1 below:

Table 6.1

Costs of Construction of Jails/Subjails.

Unit	Cost	Capacity
Jails (New Construction)	Tk. 2,57,00,000/-	200
Subjails (Expansion)	Tk. 50,00,000/-	200

Note: At current prices.

The construction cost of a new jail of 200 capacity is estimated at current prices to be Tk.2,57,00,000/-. In case of expansion /renovation of existing subjails from their present capacity of 100 to 200, the estimated cost at current prices is Tk.50,00,000/-. At present, out of 71 Sub-divisions, the following new Sub-divisions do not have any Subjail:

- Ramgharh.
- Panchagarh.
- Lalmonirhat.
- Luxmipur.
- Patiya.
- Lama.
- Kaptai.
- Ghazipur.

In addition to the above, subjails are under construction at

- Shariatpur.
- Narsingdi.
- Jaipurhat.

6.2 The recurring costs of a District and Subjail are shown in Table 6.2 below :

Table : 6.2
Recurring Cost of Jails/Subjails

Jail	Registered Capacity	Av.No.of Prisoners confined	Recurring Cost	
			Salary	Other Expenditure
District Jail	345	390	Tk.10,89,000/-	Tk.57,81,000/-
Subjail	200	270	Tk. 1,73,000/-	Tk.10,50,000/-

Source : I.G. Prisons

6.3 Although the jail construction and maintenance cost looks prohibitive, a closer look will show a more encouraging picture. If we leave out existing Subdivisions already named which do not have any jail facilities now, the total number comes to 63. Out of this 63, 21 are Sadar Subdivisions which will not need any additional jail cost either in terms of construction or in terms of maintenance. The rest of the 42 Subdivisions have subjails with capacity varying between

23 in Rajbari to 177 in Pirojpur. I.G. Prisons confirmed that at no Sub-division is there any Subjail having 200 capacity for prisoners. Assuming that the average capacity is 100 per Sub-division, the expansion cost from 100 to 200 will be Tk. 50.00 lakhs per unit as shown in Table 6.1. For 42 Sub-divisions the cost will come to Tk.21.00 crore.

6.4 It is necessary to go about the problem in a selective manner. By a process of amalgamation of sub-divisional units, it is possible to create 51 Districts out of 71 units. Of these 51 Districts, 21 will be Sadar and contiguous Sub-divisions and the remaining 30 will be new Districts. The details are shown in Annexures VI/1-2. The Division-wise break-up of these Sub-divisions are shown in Table 6.3 below :

Table 6.3

Division	No. of Sub-division	Population
Dacca	7	above 1 million
Chittagong	8	"
Rajshahi	8	"
Khulna	7	"
Total	30	-

Source : Census Figures.

6.5 The recurring expenditure for a Sub-jail with registered capacity of 200 prisoners is Tk.12,23,000/-. It is assumed that this expenditure is being incurred at present as in all Sub-jails the number of prisoners held is more than the registered capacity. However, a small sum of Tk.71000/- may be needed for three additional officers/staff.

Manpower Cost.

6.6 The total number of existing District level officers is 41 of which an existing Sub-division now has 19 officers who could be upgraded. This leaves a balance of 22 to be newly posted. The list of officers is given in Annexure VI/4.

Table 6.4

Particulars	Existing	Additional	Total
Pay & allowance	3,90,000/-	4,62,000/-	8,52,000/-
Contingency (4 times of pay & allowance)	15,60,000/-	18,48,000/-	34,08,000/-
Total	19,50,000/-	23,10,000/-	42,60,000/-

Note : Staff cost not included.

6.7 The staff cost could not be estimated as the staffing pattern as well as pay scales vary from office to office. It is estimated that the staff cost will be four

times of cost of salary of the head of office. If the additional unit cost on account of pay and allowances is Tk.4.62 lakhs, the staff cost will be four times i.e. Tk.18.48 lakhs. For 20 Sub-divisions, the total annual additional cost will be Tk.12.68 crore. It may be possible to reduce cost if a rigorous analysis is made for staffing District offices according to requirement and not by a routinized approach.

Cost of Functional Buildings.

6.8 It is estimated that renovation of existing structures and new construction would be needed of at least 25% of the total number i.e. total of 10 offices each have additional/renovated space of 2000 sft. calculating @ Tk.250/- per sft, the cost comes to Tk.50 lakhs per district. The total of 30 Districts will need Tk.15 crores.

Cost of Residential Buildings.

6.9 It is widely known fact that the scale of residential accommodation provided by the government and semi-autonomous bodies are much too meagre compared to the actual need. For only 8 officers accommodation at rate of 1000 sft, the cost will be Tk.630 lakhs. This is the minimum that will be needed

The itemwise cost estimate for 30 new Districts is given in Table 6.5 below :

Table 6.5

Cost estimate for 30 Districts (New).

(Taka in Lakh)

Particulars of work	Quantity per unit	1982-83 (30 Sub-division)
<u>Capital Cost</u>		
1. Functional Building Construction 10 Officers -2000 sft each.	20,000 sft. @ 250/- sft.	1500.00
2. Residential Accommodation for 8 units 1000 sft.each Sub-division plus cost of land one lakh for one acre for each Sub-division.	8,000 sft @ 250/- sft.	630.00
3. Renovation of Subjail including house construction for Jail officials.	50.00	1500.00
Capital Total:	121.00	3630.00
<u>Recurring Cost.</u>		
1. Pay, allowances	4.62	138.60
2. Staff cost (4 times of 1)	18.48	554.40
3. Contingencies(4 times of 1)	18.48	554.40
4. Pay and allowance(Jail)	0.71	21.30
Total	42.29	1268.70
Grand Total:	163.29	4898.70

6.10 Elimination of Sub-division as an unit of Administration will necessarily involve a reorganised and expanded Thana Set-up that will decide issues previously decided at the Sub-divisional level. This will be in line with the declared policy of the present government to convert Thana into an unit of administration effective in terms of both regulatory and development administration. One way to minimise cost of a decentralised judicial administration would be to provide the system of circuit courts of Magistrates/Munsiff for those Thanas (320 in all) which are connected by all-weather roads with the District HQs. Since the thanas are connected by all weather road it will not be difficult for the urban based lawyers to go to the Thanas. According to information obtained from the Roads and Highways Directorate, there are 320 such thanas in Bangladesh and the Division-wise break up is given in Table 6.6 below:

Table 6.6

No. of Thanas connected by all weather road per Division

<u>Name of Division</u>	<u>No. of Thanas</u>
Dacca	82
Chittagong	102
Khulna	49
Rajshahi	87
Total :	320

It is understood that a good number of these Thanas are located in Metropolitan areas of Dacca and Chittagong as well as urban areas of Khulna and Rajshahi. The number of such thanas will not in any event exceed 30. This will mitigate only partially the problem of minimising cost. There will be other problems relating to the absorption and utilization of existing Sub-divisional and Thana level officers in the reorganised set-up. In order that one may better appreciate the situation, the present position is shown in Table 6.7 below:

Table - 6.7Number of Sub-Division, Thana and Union

<u>Division</u>	<u>No. of Sub-Division</u>	<u>No. of Thana</u>	<u>No. of Union</u>
Dacca	18	130	1200
Chittagong	20	127	1147
Rajshahi	16	120	1093
Khulna	17	95	878
Total	71	472*	4318

Source: LGRD Ministry. According to Statistical year Book 1980 the number of Thana is 478.

6.11 There is no unanimity in the number of Thanas. It varies from 472 to 495, the latter figure is based on Home Ministry Sources. It is also a fact that the number of Thanas and the number of Unions are not the same. According to local Government Division sources, there are 435 circles. Of these, the present scale of physical facilities in terms of residential and office accommodation are shown in Table 6.8 below:

Table 6.8Existing No. of Thanas with physical facilities.

<u>Division</u>	<u>No. of TTDC</u>	<u>No. of TTU</u>	<u>No. of THC</u>	<u>Staff Quarter</u>	
				<u>CO</u>	<u>Twin</u>
Dacca	106	4	89	107	210
Chattagong	107	3	28	97	234
Rajshahi	111	20	92	110	207
Khulna	88	2	70	87	206
Total	412	29	333	401	857

Note: (a) There are 17 residential accommodations in each Thana Health Complex -4 for Doctors, 8 for class III employees, 4 for class IV employees and 1 for nurses.

(b) Each twin quarter is a two-storied building and has four flats.

6.12 Accepting that the variations in the number of Thanas as well as Unions(according to statistical Year Book, 1980, the total number of Unions is 4472) as a minor issue, it is possible to work out a strategy of a reorganized Thana Set-up on the basis of the following criteria :

- 401 Thanas with TTDC as well as staff quarter can be taken up.
- Out of 401 Thanas, only those thanas having more than 200,000 population can be included in the first phase;
- the Second phase may include Thanas of 100,000 and more;
- the Thanas below 100,000 population;

6.13 According to the above criteria, the phase-wise up-grading programme of Thana administration will be as shown in Table 6.9 below :

Table 6.9

Phase-wise programme of Up-grading
Thana Administration

Division	Ist phase	2nd phase	3rd phase
Dacca	39	49	10
Chittagong	34	39	33
Rajshahi	22	65	17
Khulna	21	45	13
Total	116	198	73

387

6.14 According to the information obtained from the Thana officials, the annual recurring expenditure per Thana varies from Tk.23.91 lakhs at Nikli to Tk.69.55 lakhs in Chandina. Of the seven Thanas that the Committee had visited, the average recurring expenditure per Thana comes to Tk.45 lakhs. It has been estimated that out of 472 Thana 401 Thanas have TTDC buildings as well as staff quarters. Out of 401 Thanas, 387 Thanas can be taken up for upgradation leaving the urban Thanas out of the scheme for upgrading. The list of 387 Thanas is shown in Annexure VI/3. For the 387 Thanas as phased down in Table 6.9, the unit cost of upgradation will be as shown in Tables 6.10 and 6.11 below :

Table - 6.10.

Additional cost for upgrading Thana Administration.

(Figure in lakh taka).

Recurring :

<u>Particulars</u>	<u>Unit cost.</u>
1. Pay of officers 3 new offices @ 1500/- per month.	0.54
2. Topgrading 50% officer i.e. 10 Nos. @ 500/- per month.	0.60
3. Staff cost for new 3 offices (approx.).	1.00
4. Contingencies (approx.)	1.00
5. Cost of POL of Transport	0.50
Total :	<u>3.64</u>

Table -6.11

Additional cost for upgrading Thana
Administration.

(Figure in lakh Taka)

Capital :

<u>Particulars</u>	<u>Unit Cost.</u>
1. Cost of office - 3 new offices of 1000 sft each @ Tk.250/- per sft.	7.50
2. Expansion 50% offices to 500 sft each for 10 office @ Tk.250/- per sft.	12.50
3. Residence 1000 sft each for 3 offices @ Tk.250/- per sft.	7.50
4. Residence for 10 offices of 600 sft each @ Tk.250/- per sft.	15.00
5. Staff offices 30 in each thanas @ 400 sft each @ Tk.250/- per sft.	30.00
6. 5 Motor cycles for Officers	1.00
Total: 73.50	

6.15 The combined total cost as shown in Table 6.10 and 6.11 comes to Tk.77.14 lakhs. This cost is based on the assumption that 10 out of 21 Thana level officers will be up-graded while 3 more officers of higher status will be shifted to Thana (Annexure VI/5 page.235). The total additional expenditure of upgradation of Thana Administration through out the whole country will be as shown in Table 6.12.

22 + 3
= 25
at 02

Table - 6.12

Additional Expenditure of upgradation of Thana Administration in phase.

(Figure in lakh taka)

Phase	No. of Thana	Expenditure
1st Phase	116	8948.24
2nd Phase	198	15273.72
3rd Phase	73	5631.22
	387	29853.18

Note : Calculated on the basis of unit cost at Table 6.10 and 6.11, out of 472 thana 71 Sub-Division Headquarter thana and 14 metropolitan thana were exeluded.

6.16 It is clear from Table 6.12 that the process of up-gradation of Thana administration is highly expensive. If the process is completed by 1985, the expenditure will vary from Tk. 56 crore to Tk. 152 crore as shown in Table 6.12. It is unlikely that government will be able to imple-
ment the process of up-gradation all at a time for the simple reason that the expenditure needed will be very high. The phasing out, therefore, will have to be determined by the government's ways and means position.

Chapter -VII ; Constraints for the Recommended Measure.

7.1 In Chapter VI a cost estimate under various items have been worked out with regard to conversion of Subdivisions into Districts. In all 51 Districts will be created by amalgamation. The details have been spelt out in para 6.4 and Annexures VI/1-2.

7.2 The socio-political constraints of reform measures mainly relate to dissimilar pattern of field organization if only 51 Districts are created (21 Sadar + 30 outlying Subdivision). This will leave as many as 20 Subdivisions. If the principle of amalgamation of contiguous Subdivisions is accepted to create say 10 Districts out of 20, it may lead to severe public reaction. Two functional examples can be given. The cases are those of Jaipurhat and Shariatpur. The former was created a Subdivision 12 years ago. If it is proposed to be merged with Bogra the people of Jaipurhat may well be justified in saying that it is a retrograde step taken against the interests of the people. In case of Shariatpur a new Subdivision created about 4 years back, the proposal for merger with Madaripur District is likely to create social tension. The people of Shariatpur might well argue that creation of a District HQ at Madaripur by eliminating Subdivisional HQ at Shariatpur will not

solve their problem. The rationale of creating Shariatpur out of six remote and inaccessible Thanas of Madaripur was to solve the problems of criminal administration and development for the people inhabiting these Thanas. These issues have to be faced politically. The proposal for creation of 51 Districts out of existing Subdivisions will be, it is expected, less open to public criticism than if the Districts are created in a phased programme. As and when exigencies of public interests so demand, creation of more units may be necessary.

7.3. The recommendation for expansion/renovation of existing Sub-jails has been made to minimise the capital cost of reorganization. It may well be that in many places, there is no scope for expansion. As an alternative, vertical expansion has been suggested. Mr. M. M. Zaman assured the Committee that this may be done and has in fact, been done already in some places, while he was Home Secretary. He further apprised the Committee that two constraints are generally there if vertical expansion is attempted to. One is that of the design of the existing subjail i.e. whether the existing design can take the load of vertical expansion. The other relates to objections made by the residents of the locality in which Subjails are at present located. In cases where the design cannot take the load, the existing structure can be demolished to make room for vertical expansion.

Alternatively, the jail could be shifted to a location farther away from the residential area. This will take time. While this is a matter of closer scrutiny, the Committee is of the view that it is possible to make a start with expansion programme to minimise cost of reorganization.

7.4 The suggested recommendation with regard to disappearance of Division as an unit of administration will also need careful thought. What powers and functions of the Divisional Commissioner should be transferred to DC as well as to the ZP need to be worked out. Similar situation will have to be faced in respect of other Divisional level officers. Exceptions will also have to be made in cases of project-based administration which are nationally organised like generation and transmission of power, national highway system and public utilities like Railway. It will also be necessary to clearly delineate the reorganised role of the Divisional Commissioner and Deputy Commissioner, once the elected councils take over their functions. This reorganized role of the Commissioner and Deputy Commissioner may be exactly on the lines suggested by the Chaudhury Committee (pp.280-288). The details are shown in Annexure VII/1.

7.5. It is necessary to provide a cost estimate of ZP and TP and UP elections. The estimates provided by

the Election Commissioner for election to ZP scheduled to be held in June 1982 show that a sum of Tk.5,88,50,200/- will be required. For election to TP no estimate is available but some idea of the cost can be made from the parliamentary election. For elections to UP, the actual expenditure as obtained from Local Government Division for UP elections of 1977 was Tk.3,85,19,000/-

7.6 Reorientation in the outlook of the officers working in the field is a key area on which concurrent attention should be given to make the reorganization/reform measures a success. For generations the people have looked up for assistance and guidance from the appointed officials.

Consequently, the officials have been conditioned to believe that their role is to provide leadership and guidance to the local people. Under the reform measures proposed, the table is now completely turned upside down. The officials now will have to work under the guidance and leadership of the popularly elected councils. It would be too much to expect that a change in attitudes amongst the appointed officials can be achieved overnight. In fact there could be resistance or at least non-cooperation. Government will have to take well-thought out steps to make the reorganization measures a success.

7.7 One of the ways to do it would be to organize short-term inservice training courses where the elected Chairmen and key officials will participate.

During the course of training both groups should be encouraged to make a free and frank exchange of views about their respective spheres of duty, the problems faced and the steps to be taken to overcome the problems. If it is left to individual Ministries/Departments to implement by way of routine circulars, as has often been done in the past, it is likely that the intentions behind the reform measures would get frustrated.

Chapter VIII: Suggested Plan of Implementation.

8.1 The creation of Districts may be in one phase.

The 21 Sadar plus 12 contiguous Sub-divisions may be declared as Districts immediately as no extra cost is needed. The remaining 38 Sub-divisions may be grouped into 30 districts.

8.2 Before the creation of Districts, the elections to TP and UP may take place as soon as is practicable. The ZP elections may follow after the Districts have been created so that there is enough time for division of assets and liabilities from the older ZPs to new ZPs. For this a special task force for each old ZP may be made to work under the supervision of Local Government Division. Similarly to divide the revenue, criminal and treasury and other records, a task force in each District will be necessary with representations from concerned Ministries/Divisions.

8.3 Since there is widespread public approval of the scheme to reorganize the administration, the entire set of recommendations may be implemented by 1985, the terminal year of SFYP. Total and unqualified government commitment will be needed to put the reorganization plan into practice. The total cost of reorganization including election costs is shown in Annexure VIII/1.

8.4 If the principle of devolution is to be carried out in letter as well as in spirit, there appears to be no alternative to refurbished local government set-up. To achieve this goal, one can do no better than to reiterate the views of Chaudhuri Committee as set forth in Chapter

X part II, pp.293-325. In these pages the Committee has given the basic principles upon which Local Government Administration is to be predicated on, the composition and functions of ZP, TP and UP . The details of the functions are given in Annexure VIII/2.

8.5 The set up of the reorganized Thana and District local government is shown in Annexures V/1-2. It will be seen from the organograms of Thana and District local government administration that the elected heads at these two levels will be the focal points of development administration. There are certain functions which cannot be transferred to the elected councils, there are certain functions which can be transferred within a time-bound frame and the functions not falling in either of these two categories have already been shown in Annexure VIII/2 and these can be transferred immediately to the elected local councils. Functions that cannot be transferred at all being of national importance are shown in Annexure VIII/4. The functions which can be transferred within a time-bound frame relate mainly to transfer of supervision over police functions, gradual taking over of management of land administration in such spheres as hats and bazars and settlement of khas land. There should be host of other functions relating mainly to those administered under special laws which can be transferred within a time-bound frame. This gradualist approach is an inevitable and practical necessity for a number of reasons. First, the local government institution must have time to absorb all functions of the Central

government which are purely local in nature. Secondly, there is as yet no clear delineation of the activities of the local and central government. Although the Local Government Ordinance does list out the functions, in practice the central government gets involved in practically everything thus perpetuating the dependence syndrome on the part of the local government.

Thirdly, the existing machinery of the local government is not adequate to take over the activities of development administration. This had led to our proposal that the central government will have to loan out the services of the officers now engaged in implementation of Programmes on behalf of their respective departments. Fourthly, in the absence of elections to Thana and Zilla Parishads for a long time, competent popular leadership could not emerge. One must give sufficient time for the emergence of this leadership.

8.6 It has been recommended that a high-powered National Implementation Committee will have to be constituted to implement the measures that are recommended in this Report. It is also our firm belief that devolution cannot be a half-way house. Nor can 'devolution' be effected overnight. The real problem lies in the absence of institutions where the functions will devolve from the centre. It is true that these institutions exist in the shape of ZP, TP and UP. It does not need much argument to convince anyone that these institutions in their present form cannot take on the larger functions which 'devolution' in the real sense envisages. In recommending a gradualist approach as an implementation

strategy, it is certainly not the intention of the Committee to make 'devolution' a half-truth. The gradualist approach is dictated by the sense of pragmatism which should guide all our attempts for reorganization/reform measures. That is why the transfer of regulatory functions have been proposed within a time-bound frame to be worked out by the National Implementation Committee. This Committee should be a small but high-powered Committee consisting of CMLA as Chairman, ~~the one of the DCMLAs~~ as Vice-Chairman, Ministers for Finance, Agriculture, Law and Local Govt. as Members. The Cabinet Secretary may act as Secretary to the Committee.

8.7. One of the major tasks of the Implementation Committee would be to:

- identify functions of the various departments which can be transferred to the elected local government at various levels within a time-bound frame.
- work out the principles of control mechanism of the elected Parishads over the government functionaries.
- work out immediately a decentralised budget and planning mechanism for the elected local government so that the release of ADP funds under the present centralised planning process can further be decentralised to suit local needs and requirements.

-identify and work out the training needs and training contents both for appointed and elected officials so that the new framework of local government administration may work to the best advantage of the people.

8.8 At present only the Zilla and Union Parishads have power to raise revenues by taxation. The list of items on which taxes can be levied and collected is spelt out in the Local Government Ordinance, 1976. Under this Ordinance, no such powers are given to the Thana Parishad. If Thana is to become the hub of governmental activity the question of according taxing power to the Thana Parishad cannot be ignored. The National Committee for Implementation that we have suggested may suggest possible sources of income for the Thana Parishad. An indicative list, which is not exhaustive, is given in Annexure VIII/3. It will appear from the list that most or all of the items are already given the Local Government Ordinance. It may, therefore, be necessary to divide the areas of taxation between the elected councils.

ANNEXURES

P A R T - I I

Opinion of the Law Ministry.

General principle for determination of seniority is the date of appointment/promotion, unless there is any exception specified in the relevant rules to, this principle. In this context, seniority of an officer should be counted from the date of his appointment/promotion.

Seniority once acquired or conferred cannot be subsequently interfered with by a post-period rule or principle. An officer who earned promotion before the commencement of the Senior Services Pool Order, 1979 cannot be subjected to paragraph 4B of that Order for determination of his seniority.. His promotion cannot be disturbed by applying paragraph 4B of the said Order, and as a result his seniority is to be counted from the date of his promotion.

In the above consideration seniority of an officer who got the promotion before the commencement of the Senior Services Pool Order, 1979 should be counted from the date of his promotion and it will not be legal and advisable to interfere with his acquired seniority by applying paragraph 4B of the said Order. In other words, we would support the suggestion in 'kha' of para 4 of the referring note.

Sd/- Illegible
(N.Z. Choudhury)
Joint Secretary In-Charge
Law & Parliamentary Affairs
Division.
8.4.82

Note: Para 4 referred to is the alternative suggestion of Establishment Division.

National & v O,
Public Admin. Cell

LIST OF DIVISIONAL LEVEL OFFICERS(DACCA) P.176-181

<u>No.</u>	<u>Designation</u>	<u>No. of Officers</u>	<u>Controlling Ministry Division/Agency</u>
.	Commissioner	1	Establishment Division
.	D.I.G. of Police	1	-do-
.	Addl. Commissioner	1	-do-
.	Deputy Director, B.A.C.	1	-do-
.	D.D.P.I.	1	Ministry of Education
.	D.I.G. of Prison	1	Establishment Division
.	Dy.Chief Inspector of Factories	1	Industries
.	Director, Family Planning	1	Ministry of Health
.	Dy. Director, Industries	1	Industries.
.	Dy. P.M.G.	1	Ministry of PT&T
.	Deputy Director, Livestock	1	Agril. & Livestock
.	Deputy Director of Ansars	1	Ansars Directorate
.	Regional Controller of Food	1	Food Division.
.	Dy. Director, Social Welfare	1	Labour & Social Welfare.
.	Divisional Manager, BADC	2	Agriculture.
.	Asstt.Director, National Savings	1	Finance
.	Joint Director of Labour	1	Labour
.	Deputy Director, Health	1	Health
.	Deputy Director, Fisheries	1	Agriculture
.	Dy. Director, Agril.Marketing	1	Agriculture
.	Dy.Controller of Factories & Liquor	1	Industries
.	Dy. Chief Conservator of Forests	1	Agriculture
.	Deputy Election Commissioner	1	Election Commission
.	Chief Engineer, Dacca Electric Supply	1	Power & energy
.	Supdt. Engineer, P.W.D.	1	Public Works.
.	Supdt. Engineer, PHE	1	L.G.R.D.
.	Supdt. Engineer(H & S)	1	P. W. E.
.	Supt. Engineer, BADC(M&P)	1	Agriculture
.	Supdt. Engineer, BADC(TW)	1	Agriculture
.	Supdt. Engineer, PWD, Circle-I	1	P. W. D.
.	P.W.D. Circle - IV	1	P. W. D.
.	Supdt. Engineer(H&S)	1	Railway & Roads

Total

33

ANNEXURE - II/1

LIST OF DIST. LEVEL OFFICERS

<u>Sl.No.</u>	<u>Designation</u>	<u>No.of Officers</u>	<u>Controlling Ministry/ Division/Agency</u>
1.	Deputy Commissioner	1	Cabinet Division.
2.	Addl. Deputy Commissioner	7	-do-
3.	Superintendent of Police	1	Police Directorate under Ministry of Home Affairs
4.	Addl. Superintendent of Police	3	-do-
5.	Civil Surgeon	1	Health Directorate under Health Division.
6.	Asstt. Director, LGRD	1	Ministry of LGRD
7.	Dist. Extension Officer	1	Agri. Directorate under M/O Agriculture.
8.	Dist. Controller of Food	1	Food Directorate, Ministry of Food.
9.	Dist. Information Officer	1	Directorate of Mass Co- mmunication under M/O Information.
10.	Dist. Education Officer	1	Education Directorate under M/O Education.
11.	Dist. Pry. Education Officer	1	-do-
12.	Deputy Director, Family Planning	1	Family Planning Directo- rate under M/O Population control & Family Plg.
13.	Dist. Social Welfare Organiser	1	Directorate of Social Welfare.
14.	Divisional Forest Officer	1	Ministry of Agri. & Forest
15.	Dist. Livestock Officer	1	Livestock Directorate
16.	Dist. Fishery Dev. Officer	1	Directorate of Fishery
17.	Dist. Marketing Officer	1	Directorate of Marketing and Price Control.
18.	Dist. Malaria Eradication Officer	1	Directorate of Health.
19.	Asstt. Director Agri(Jute)	1	Directorate of Jute.
20.	Asstt. Registrar Co-operatives	1	Registrar of Co-operative
21.	Project Director, I.R.D.P.	1	Directorate of I.R.D.P.
22.	Chief Manager, B.K.B.	1	Bangladesh Krishi Bank

(Cotd.)

ANNEXURE-II/1

- 2 -

<u>Sl.No.</u>	<u>Designation</u>	<u>No.of Officer</u>	<u>Controlling Ministry/ Division/Agency.</u>
23.	Dist. Manager, BADC	1	B.A.D.C.
24.	Dist. Manager(Seeds), BADC	1	B.A.D.C.
25.	Executive Engineer(M&P)BADC	1	B.A.D.C.
26.	Executive Engineer(DTW)BADC	1	B.A.D.C.
27.	Executive Engineer, W.D.B.	1	Water Dev. Board.
28.	Executive Engineer,Buildings	6	P. W. D.
29.	Executive Engineer(R&H)	5	Directorate of R&H
30.	Executive Engineer(PHE)	1	Directorate of Health
31.	Dist. Adjutant of Ansars	1	Ansars Directorate.
32.	Dist. Adjutant of V.D.P.	1	-do-
33.	Dist. Relief Officer	1	D. C.
Total		50	

Note :- The number of XENs/AEs may vary from District to District. This list is for Dacca District.

ANNEXURE -II/1

LIST OF SUB-DIVISIONAL LEVEL OFFICERS.

<u>Sl.No.</u>	<u>Designation</u>	<u>No.of Officers</u>	<u>Controlling Ministry/ Division/Agency</u>
1.	Sub-Divisional Officer	1	Establishment Division
2.	Sub-Divisional Police Officer	1	Police Directorate.
3.	Sub-Divisional Health and Population Control Officer	1	Ministry of Health and Population Control.
4.	Deputy Civil Surgeon	1	-do-
5.	Sub-Divisional Medical Officer	1	-do-
6.	Sub-Divisional Extension Officer	1	Ministry of Agriculture
7.	Sub-Divisional Controller of Food	1	Ministry of Food.
8.	Sub-Divisional Information Officer	1	Ministry of Information
9.	Sub-Divisional Education Officer	1	Ministry of Education
10.	Sub-Divisional Social Welfare Officer	1	Social Welfare Directorate.
11.	Sub-Divisional Live Stock Officer	1	Directorate of Livestock
12.	Executive Officer, Co-operative Societies.	1	Registrar of Co-operatives.
13.	Sub-Divisional Manager, BADC	1	B.A.D.C.
14.	Sub-Divisional Adjutant of Ansars	1	Directorate of Ansars.
15.	Asstt. Engineer Buildings	1	C & B
16.	Sub-Divisional Adjutant of V.D.P.	1	Ministry of Home Affairs.
17.	Asstt. Engineer(PHE)	1	PHE Directorate.
18.	Asstt. Engineer(R&H)	1	R&H Directorate.
19.	Sub-Divisional Relief and Rehabili- tation Officer.	1	Ministry of Relief,

Total

20

Note : This list may vary depending on the size and nature of projects under development Ministries.

ANNEXURE - II/1

LIST OF EXISTING PERSONNEL AT THANA LEVEL.

<u>No.</u>	<u>Designation</u>	<u>No. of Officers</u>	<u>Controlling Ministry/ Agency.</u>
1.	Circle Officer(Dev.)	1✓	Establishment Division.
2.	Project Implementation Officer	1✓	Ministry of Relief and Rehabilitation.
3.	Supervisor	1✓	Ministry of L.G.R.D. & Co-operatives.
4.	Deputy Supervisor	1	-do-
5.	Overseer	2	-do-
.	Staff	8	-do-
6.	Thana Extension Officer	1✓	Ministry of Agriculture
	Thana Agriculture Officer	1✓	-do-
	Plant Protection Officer	1✓	-do-
	Union Agriculture Assistant	11	-do-
	Staff	5	-do-
7.	Jute Extension Officer	1✓	Ministry of Agriculture
	Jute Extension Assistants	11	-do-
	Staff	3	-do-
8.	Thana Co-Operative Officer	1✓	Ministry of LGRD & Coop.
	Assistant Inspector	1	-do-
	Staff	2	-do-
9.	Thana Livestock Officer	1✓	Ministry of Fisheries & Livestock
	Thana Livestock Assistants	2	-do-
	Compounder	3	-do-
	Field Assistant	1	-do-
	Staff	2	-do-
10.	Thana Fishery Officer	1✓	-do-
	Staff	3	-do-
.	Project Officer	1✓	Bangladesh Agricultural Development Corporation
	Sub-Unit Officer	1	-do-
	Mechanics	3	-do-
.	Thana Health Administrator	1✓	Ministry of Health
	Sub-Asstt. Surgeon	1	-do-
	Sanitary Inspector	1	-do-
	Asstt. Health Inspector	3	-do-
	Staff	3	-do-
.	Medical Officer	1✓	-do-
	Compounder	6	-do-
	Staff	11	-do-

ANNEXURE-II/1

= 2 =

Sl.No.	Designation	Numbers	Controlling Ministry/ Agency.
14.	Thana Family Planning and Population control Officer	1	Ministry of Health and Population Control.
	Family Welfare Visitors(Ladies)	11	-do-
	Family Welfare Assistant	11	-do-
	Health Assistant	11	-do-
15.	Sub-Asstt. Engineer	1	Ministry of Works and Urban Development.
	Mechanic	5	-do-
	Staff	2	-do-
16.	Thana Education Officer	1	Ministry of Education.
	Assistant Inspector of Schools	1	-do-
17.	Circle Officer(Rev.)	1	Ministry of Land Adminis- tration & land reforms
	Loan Assistant	1	-do-
	Certificate Officer	1	-do-
	Field Kanunga	1	-do-
	Surveyor	1	-do-
	Tahsildar	4	-do-
	Asstt. Tahsildar	4	-do-
	Staff	11	-do-
18.	Officer-in-Charge of Police Station	1	Ministry of Home Affairs
	Asstt. Sub-Inspector of Police	1	-do-
	Constables	11	-do-

Total :

178

Note :- With the proliferation of Project-based bureaucracy,
it is expected that the number of personnel will go up.

17 officers

22.

Annexure III/1List of Committees at Thana level.

1. Thana Power Pump approval Committee.
2. Thana Agricultural Committee.
3. Thana Intensive Transplanted Aman Committee.
4. Thana Family Planning Committee.
5. Thana Education Committee.
6. Thana Food Production Committee.
7. Thana Adult Education Committee.
8. Thana Sports Committee.
9. Thana Development Committee.
10. Thana Irrigation Committee.

প্রশাসনিক পুনর্গঠন/ পুনর্বিন্যাস কমিটি

এম্বিক নং :- -----

স্থান :- -----

নাম :- -----

ঠিকানা :- -----

স্বাক্ষরের তারিখ :- -----

প্রশ্নমালা

- ১। বর্তমানে থানা পরিষদের কাজ কিরূপ চলছে ?
পরিষদের সদস্যবৃন্দ থানা পরিষদের কাজ কর্ষে যথেষ্ট আগ্রহ দেখাচ্ছেন কিনা ?
- ২। থানা পরিষদে কি কি সমস্যা উত্থাপিত ও আলোচিত হয় ?
- ৩। আপনি কি মনে করেন যে থানা উন্নয়ন কমিটি বিলুপ্ত হওয়া উচিত ?
- ৪। থানা পর্যায়ে কোন ধরনের সমন্বয় পদ্ধতি চালু হওয়া উচিত ?
- ৫। থানা পরিষদে এবং থানা পর্যায়ে নিয়োজিত কর্মকর্তাদের মধ্যে আরও কত কমতা ও কাজের পরিধি বৃদ্ধি করা যেতে পারে ?
- ৬। আপনি কি মনে করেন যে থানা পরিষদের চেয়ারম্যান নির্বাচিত প্রতিনিধি হওয়া উচিত ?
- ৭। থানা পরিষদ চেয়ারম্যানের নির্বাচন পদ্ধতি কি হওয়া উচিত ?
- ৮। থানা পরিষদের গঠন প্রণালী কি হওয়া উচিত ?
- ৯। থানা পরিষদের নির্বাচিত চেয়ারম্যানের কার্যকাল (মেয়াদ) কত দিন হওয়া উচিত ?
- ১০। কি কি সমস্যা সমাধানকল্পে আপনার জিলা এবং মহকুমা পর্যায়ে ভ্রমণ করার প্রয়োজন হয় ?
- ১১। আপনি কি মনে করেন যে বর্তমান মহকুমাগুলোকে জিলায় বৃহত্তর করা হলে আপনার সমস্যার সমাধান হবে ?
- ১২। জিলা প্রশাসন এবং জিলা পর্যায়ে অন্যান্য কর্মকর্তাদের মধ্যে কি ধরনের সম্পর্ক হওয়া উচিত ?
- ১৩। চেয়ারম্যানসহ জিলা পরিষদ কি সরাসরিভাবে নির্বাচিত হওয়া উচিত ?
- ১৪। জিলা প্রশাসক এবং জিলা পরিষদের মধ্যে কি ধরনের সম্পর্ক হওয়া উচিত ?
- ১৫। আপনি কি মনে করেন যে পুলিশকে জিলা পরিষদের নিয়ন্ত্রণাধীনে আনা উচিত ?
- ১৬। পুলিশের উপর কি ধরনের বিচার বিভাগীয় (ম্যাজিস্ট্রেটরিয়াল) নিয়ন্ত্রণ থাকা উচিত ?
- ১৭। পুলিশ- বিচার বিভাগের মধ্যে সম্পর্ক উন্নয়নে কি কি পদক্ষেপ অবলম্বন করা উচিত ?

- ২ -

- ১৮। পুলিশ- জনগণের মধ্যে সম্পর্ক উন্নয়নে কি কি পক্ষা অবলম্বন করা উচিত ?
- ১৯। আপনি কি মনে করেন যে জনগণের অভিযোগ ও দুঃখ দুর্দশা মোবার জন্য আকুলিক 'ন্যায়ালয়' (ওমবাডস্‌ স্যান) থাকা প্রয়োজন ?
- ২০। প্রশাসনিক জনগণের কাছাকাছি নেয়ার জন্য অব্যাব্য কি কি পক্ষা আপনি প্রস্তাব করেন ?
- ২১। স্থানীয় পরিষদসমূহ হতে সংগ্রহের উদ্যোগসহ আপনার চহবিল বাড়ানোর ব্যবস্থা কিরূপে বৃদ্ধি করা যায় বলে আপনি মনে করেন ?
- ২২। আপনি কি মনে করেন যে আপনি নিজে উন্নয়ন প্রকল্প প্রণয়ন ও বাস্তবায়ন করতে পারেন ?
- ২৩। জিলা পরিষদ / সরকার কর্তৃক গৃহীত প্রকল্পের পরিকল্পনা এবং বাস্তবায়নে আপনার কিরূপ ভূমিকা থাকা উচিত বলে আপনি মনে করেন ?

স্বাক্ষর গ্রহণকারী :- _____

তারিখ :- _____

উত্তর পাঠানোর ঠিকানা :-

ডঃ এ, এম, এম, শওকত আলী
সদস্য-পরিচালক (সরেজমিন), বিএডিপি

ও

সদস্য-সচিব, প্রশাসনিক পুনর্গঠন/পুনর্বিন্যাস কমিটি
"কৃষি ভবন"
৪৯-৫১, দিলকুশা বাণিজ্যিক এলাকা,
ঢাকা - ২।

Annexure III/3
(P.185-210)

Q. No.1A : How is Thana Parishad Functioning ?

Category of Res- pondents	Very good		Good		Normal		Not good		Very bad		No comment		Total No.
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
Govt. Official	-	-	6	17	15	42	13	36	-	-	2	6	36
Non- Official	1	1	10	6	22	14	107	66	12	7	10	6	162
Total :	1	-	16	8	37	19	120	61	12	6	12	6	198

Annexure III/3

Q. No. 1B : Do the members take adequate interest
in Thana Parishad affairs ?

Category of Res- pondents	Very interested		Somewhat interested		Interested depending on self interest		Not interes- ted		No comment		Total No.
	No.	%	No.	%	No.	%	No.	%	No.	%	
Govt. Officials	-	-	14	39	-	-	20	56	2	6	36
Non- Official	5	3	25	15	5	3	120	74	7	4	162
Total	5	3	39	20	5	3	140	71	9	5	198

Annexure III/3.

Q. No. 2 : What are the problems raised and discussed in Thana Parishad ?

Category of Respondents	Development		Law & order		Social & cultural		Credit		Relief & Rehabilitation		Other		No comments		To No
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
Govt. Official	34	94	-	-	-	-	-	-	-	-	1	3	1	3	36
Non-Official	143	88	7	4	2	1	-	-	-	-	5	3	5	3	162
Total :	177	89	7	4	2	1	-	-	-	-	6	3	6	3	198

Q. No. 3 : Do you think Thana Development Committee should be abolished ?

Category of Respondents	Yes		No		No comment		Total No.
	No.	%	No.	%	No.	%	
Govt.official	22	61	14	39	-	-	36
Non-official	121	75	39	24	2	1	162
Total :	143	72	53	27	2	1	198

Annexure III/3

Q.No.4 : What type of Co-ordinative mechanism should operate at Thana level.

Category of Respondents	Thro-ugh elec. Rep.		Thro-ugh Govt. offi dals		Thro-ugh Comi-lla proc less		Thro-ugh elected cum Govt officials		Others		No comm-ents		Total No.
	No	%	No	%	No	%	No.	%	No	%	No	%	
Govt. official.	3	8	15	42	6	17	6	17	5	14	1	3	36
Non-official;	24	15	51	31	3	2	72	44	7	4	5	3	162
Total	27	<u>14</u>	66	<u>33</u>	9	5	78	<u>39</u>	12	6	6	3	198

Annexure III/3

Q. No.5A : What more powers and functions can be given to thana level officers and also to thana Parishad ?

Category of Respondents	More than existing powers.		Existing		No comment		Total No.
	No.	%	No.	%	No.	%	
Govt. official	34	94	-	-	2	6	36
Non-official	142	88	7	4	13	8	162
Total :	176	88	7	4	15	8	198

Annexure III/3

Q. No.5B : What other powers and functions can be given to thana level officers and also to Thana Parishad ?

Category of Respondents	Functional and Execution powers		Other powers		No comment		Total No.
	No.	%	No.	%	No.	%	
Official	33	92	-	-	3	8	36
Non-official	109	67	-	-	33	33	162
Total :	142	72	-	-	56	28	198

Annexure III/3

Q. No. 6 : Do you think that Thana Parishad Chairman should be elected ?

Category of Respondents	Yes		No		No. comment		Total No.
	No.	%	No.	%	No.	%	
Official	20	56	15	42	1	3	36
Non-official	149	92	10	6	3	2	162
Total :	169	85	25	13	4	2	198

Annexure III/3

Q. No. 7 : What would be the procedure for election of
Thana Parishad Chairman ?

Category of Respondents	Elected through direct vote		Nominated by Govt.		Class Represen- tation		Selection before election		No comment.		Total No
	No.	%	No.	%	No.	%	No.	%	No.	%	
Official	16	44	10	28	4	11	-	-	6	17	36
Non-official	138	85	14	9	6	4	-	-	4	2	162
Total :	154	78	24	12	10	5	-	-	10	5	198

Annexure III/3

Q. No. 8 : What should be the composition of Thana Parishad ?

ory s- nts	Elected Representative only		Govt. Representative only		Some Govt. & some elected		Village Representative		Ward Representative		Others		No comment		Total No.
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
ial	11	31	-	-	22	61	-	-	-	-	-	-	3	8	36
cial	90	56	2	1	58	36	5	3	-	-	1	-	6	4	162
:	101	(51)	2	1	80	(40)	5	3	-	-	1	-	9	5	198

Q. No. 9 : What should be the tenure of office of elected
Thana Parishad ?

Category Residents	1 year		2 years		3 years		4 years		5 years		Above		No comment	Total No.	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
Official	1	3	-	-	10	28	-	-	17	47	-	-	8	22	36
Non-official	2	1	3	2	35	22	13	8	94	58	2	1	13	8	162
Total :	3	1	3	1	45	23	13	7	111	56	2	1	21	11	198

Q. No. 10 : Identify the problems for which you need to travel to Sub-Division and district levels ?

Category	Project for mutation & its approval		Project Implementation and inspection		Input Procurement for production		Supervision for Input Distribution		Other		No comment		Total
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
Official	16	44	3	8	-	-	1	3	14	39	2	6	36
Non-official	10	6	2	1	4	2	-	-	138	83	8	5	162
Total :	26	13	5	3	4	2	1	1	152	77	10	5	198

Annexure III/3

Q. No.11 : Do you think conversion of existing sub-division and districts will solve your problems ?

Category of Respondent	Yes		No		Not sure		No comment		Total
	No.	%	No.	%	No.	%	No.	%	
Official	25	69	7	19	-	-	4	11	36
Non-official	62	38	56	35	2	1	42	26	162
Total :	87	44	63	32	2	1	46	23	198

Annexure III/3

Q. No. 12 : What should be the relationship between the DC and other District level Officers ?

Category of Respondent	Supremacy of Deputy Commissioner as Coordinator		Coordination by other high officials		Others		No comment		Total No.
	No.	%	No.	%	No.	%	No.	%	
Official	4	11	23	64	8	22	1	3	36
Non-official	57	35	29	18	40	25	36	22	162
Total :	61	31	52	26	48	24	37	19	198

Annexure III/3

Q. No. 13 : Should Zilla Parishad be fully elective with a directly elected Chairman ?

Category of Respondent	Yes		No		Co-ordination between appointed & elected representative		Other		No comment		Total
	No.	%	No.	%	No.	%	No.	%	No.	%	
Official	13	36	19	53	2	6	1	3	1	3	36
Non-official	121	75	30	19	3	2	2	1	6	4	162
Total :	134	(68)	49	(25)	5	3	3	2	7	4	198

Annexure III/3

Q.No:14: What should be the relationship
between Zilla Parishad and DC ?

Category of res- pondent	District Ad- ministration under Dist- rict council.		District council under Dist. Administration		Close co- operat- ion betw- een two		Other		No comm- ent		Total
	No	%	No.	%	No.	%	No	%	No	%	No.
Official	8	22	21	58	3	8	4	11	-	-	36
Non- official.	85	52	18	11	34	21	17	10	8	5	162
Total	93	47	39	20	37	19	21	10	8	4	198

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Q. No. 15 : Do you think that Zilla Parishad should control the Police ?

Category of Respondent	Yes		No		Others		No comment		Total
	No.	%	No.	%	No.	%	No.	%	
Official	21	58	14	39	1	3	-	-	36
Non-official	98	60	49	30	6	4	9	6	162
Total :	119	(60)	63	32	7	4	9	4	198

Annexure III/3 /

Q. No.16 : What type of Magistarial control should be there on the Police ?

Category of Respondent	Regulatory Control		Coordinative control		Writing of CCR of Police Administration			Other		No comment		Total
	No.	%	No.	%	No.	%	%	No.	%	No.	%	
Official	29	81	2	5	-	-	5	14	-	-		36
Non-official	111	68	4	2	1	1	34	21	12	7		162
Total :	140	71	6	3	1	1	39	19	12	6		198

Annexure III/3

Q. No. 17 : What measures should be taken
to improve police-magistracy
relationship ?

Category of Respondent	To keep police under the controll of magistracy		To keep police seperate from magistracy		To impart training to police		Other		No. comment		Total
	No.	%	No.	%	No.	%	No.	%	No.	%	
Official	15	42	7	19	-	-	9	25	5	14	36
Non-official	35	22	85	52	2	1	18	11	22	14	162
Total :	50	25	92	46	2	1	27	14	27	14	198

Annexure III/3

Q.No.18:- What measures should be taken to improve Police-Public relationship?

Category of respondent	Mass-oriented training for police		Keeping police under the elected representative		Others		No comments		Total No.
	No	%	No	%	No	%	No	%	
Official	24	67	5	14	6	17	1	3	36
Non-official	122	75	21	13	10	6	9	6	162
Total:-	146	74	26	13	16	8	10	5	198

Q.No.19:- Do you think it is necessary to have a regional 'Ombudsman' to hear public complaints and grievances ?

Category of respondent	Yes		No		No comments		Total No.
	No	%	No	%	No	%	
Official	31	86	5	14	-	-	36
Non-official	94	58	57	35	11	7	162
Total :-	125	63	62	31	11	6	198

Annexure III/3

Q.No.20 :- What other measures would you suggest for
taking the administration nearer to the
People ?

Category of respondent	Decentralisation of administration			To strengthen local government			Others		No comments			Total No.
	No	I	%	No	I	%	No	I	No	I	%	
Official	32		89	2		6	1	3	1		3	36
Non-official	136		84	12		7	3	2	11		7	162
Total :-	168		85	14		7	4	2	12		6	198

Annexure III/3

Q.No.21 :- How do you think your fund raising capacity can be enhanced including mobilization from local council?

Category of Respondent	Prop- er rea- lisati- on of exist- ing taxes.	Delegation of power for reali- sation of land re- venue	Income from khas land abandoned/ vested property	Collec- tion of toll/ taxes from Nat Ba- zar etc	Othe- rs	No co- mments	Total No
	No. %	No. %	No. m%	No. %	No. %	No. %	
Official	2 6	2 6	- -	1 3	25 69	6 16	36
Non-official	31 19	53 33	9 6	23 14	30 19	16 10	162
Total:	33 17	55 28	9 5	24 12	55 28	22 11	198

10%

Annexure III/3

Q.No.22(A) :- Do you think you can plan your development projects ?

Categories of respondent	Yes		No		Uncertain		No comments		Total NO.
	No	%	No	%	No	%	No	%	
Official	31	86	3	8	-	-	2	6	36
Non-official	121	75	12	7	8	5	21	13	162
Total :-	152	77	15	8	8	4	23	11	198

Q.No.22(B) :- Do you think you can execute your development Project ?

Category of respondent	Yes		No		Uncertain		No comments		Total
	No	%	No	%	No	%	No	%	No
Official	29	81	5	14	-	-	2	6	36
Non-official	121	75	13	8	8	5	20	12	162
Total :-	150	76	18	9	8	4	22	11	198

Annexure III/3

Q.No.23 :- What type of participation you think you should have in planning and execution of project oriented by the District council/Government ?

Category of respondent	Direct			Indirect			Others			No comments			Total
	No	I	%	No	I	%	No	I	%	No	I	%	No
Official	27		75	5		14	1		3	3		8	36
Non-official	100		62	40		25	4		2	18		11	162
Total :-	127		64	45		23	5		3	21		11	198

ANNEXURE - IV/1
(P.211-216)

Minutes of the Meeting on Rural Development
Framework and Policies

Date and time : 6th May, 1982, 2.30 P.M.

Place : Conference Room of the Planning Commission.

Chairman : Prof. S.H.K. Eusufzai,
Member, Planning Commission.

List of Participants:

- | | |
|----------------------------|--|
| 1. Mr. Azizul Haq | - Director, CIRDAP, Comilla and former Adviser, Ministry of Agriculture & Forests. |
| 2. Dr. S.D. Choudhury | - Spl.Consultant ADB/SIRDP and former Member, Planning Commission. |
| 3. Mr. K.A. Zaman | - Director General, IRDP |
| 4. Mr. A.T.M.Shamsul Haque | - Joint Secretary in Charge, Rural Development and Co-operative Division of the Ministry of Local Governments. |
| 5. Dr. Mohammad Yunus | - Director, Grameen Bank Project and Professor, Chittagong University. |
| 6. Dr. Monwar Hossain | - Chairman, BIDS. |
| 7. Mr. M.K. Shams | - Principal, Civil Officers' Training Academy. |
| 8. Mr. A.H.M. Abdul Hye | - Commissioner, Chittagong Division. |
| 9. Mr. Mushfequr Rahman | - Joint Secretary RD and Co-operatives Division. |
| 10. Mr. Irshadul Haq | - Executive Director, RD-I Project, IRDP. |
| 11. Mr. Nasiruddin | - Registrar, Co-operative Department. |
| 12. Mr. S.A. Quadir | - Director, NFRHRD. |
| 13. Mr. M.Nurul Haque | - Director, Rural Development Academy, Bogra. |
| 14. Dr. M. Alamgir | - Section Chief, Planning Commission. |
| 15. Mr. M.A. Quasem | - Assistant Chief, Planning Commission. |

1. The Chairman introduced the subject for discussion emphasizing the role and importance of rural development. He stated that rural development was the key element in the national development effort because the country is 90% rural while at the sametime poverty is endemic in the rural areas. He emphasized further that renewed thinking in terms of strategies and policies of rural development was of utmost importance. In this context, he stated further that the benefit of development should accrue to all who live in the rural areas irrespective of their level of family income and social status. Participatory development approach instead of top-down approach should, therefore, be meticulously followed. He pointed out that the present Government has given topmost importance to rural development. With these introductory statements he presented a simplified proposed organisational structure of rural development reflecting the local government and cooperative organisations of different levels/tiers.
2. The Chairman also emphasized that continuous consultation with the eminent persons having fairly long experience and involvement in rural development was a necessity so that a framework of rural development emerged on the basis of a general consensus.
3. Existing structures on both local governments and Cooperative sides came up for detailed discussion and it was generally felt that they need to deliver much more than they are doing now.
4. Second Five Year Plan (SFYP) enunciated among others the following objectives :
 - i) "To bring about a significant improvement in the quality of life in the rural areas through greater participation of the mass in the development activities through local bodies".

- ii) "To expand opportunities for gainful employment beyond the growth of labour force so that people have access to resources for their basic needs".
- iii) "To move towards a more equitable distribution of income, resources and opportunities for better social justice".

In the context of the above objectives the framework for rural development should be thought over and substantive ideas for improvement and restructuring (wherever necessary) should be suggested.

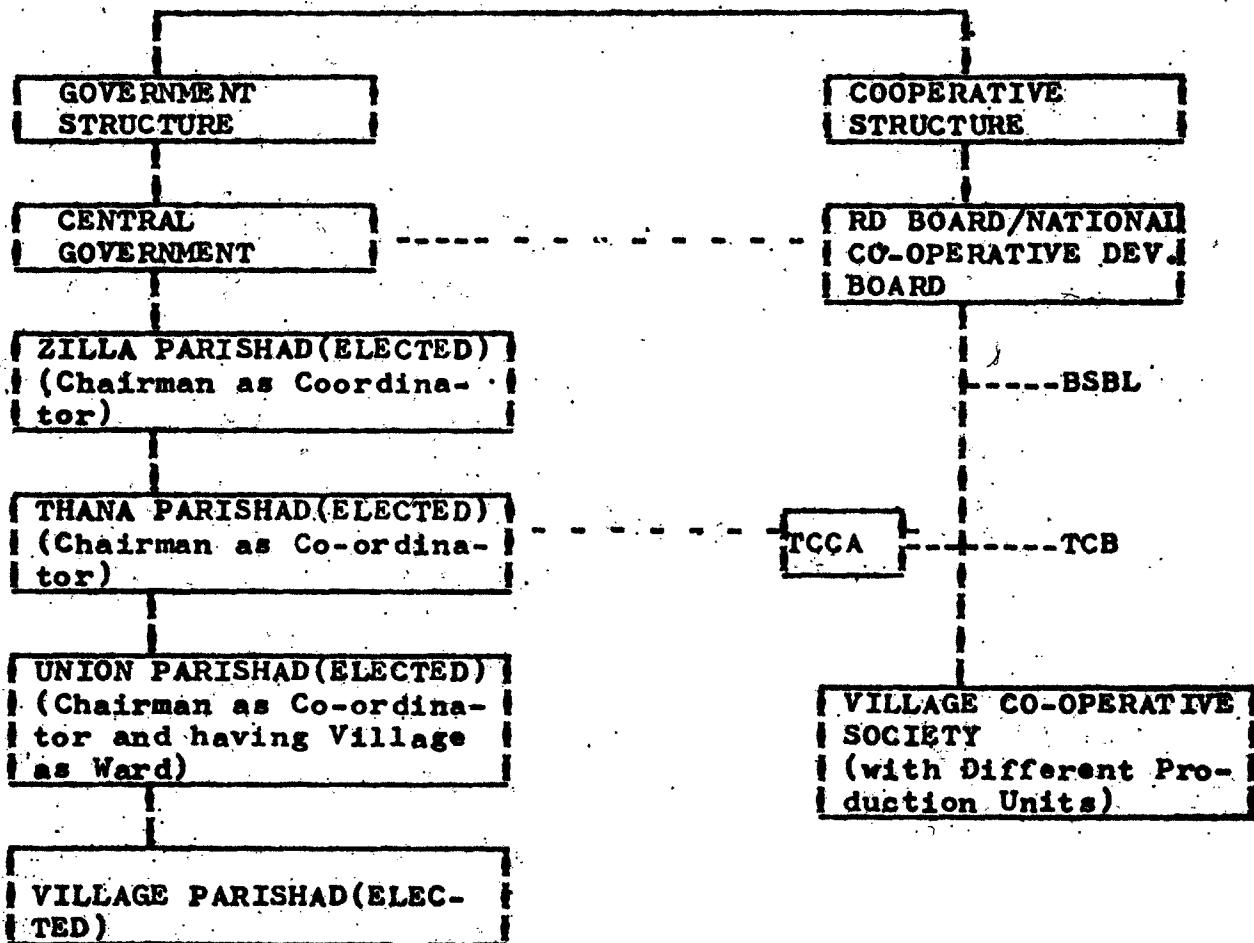
5. Certain assumption were then agreed upon as follows:

- i) People's participation - elected bodies - Chief Co-ordinator.
- ii) Amalgum of Bottom-up and Top-down Planning.
 - Collection of data and statistics and estimates of requirements and potentials from village (as ward of union) upwards.
- iii) Fixation of targets and resource allocation from top down wards on the basis of aforesaid facts and figures from bottom upwards.
- iv) Implementation of RD Programmes at thana and down ward levels (thana being the most important level).
- v) Development of infrastructure by thana and union parishads.
- vi) Production functions by cooperatives. ✓
- vii) BSBL should not have exclusive responsibility for administration of rural credit. They should compete with other commercial banks.

Participation of the people through a three or four tier local government structure came up for detailed discussion. A three tier structure would recognise Zilla Parishad, Thana Parishad and Union Parishad. Whereas a four-tier structure would extend itself down to the Village level. On the Co-operative side a two-tier structure could be thought over having the basic units

at the village level and their federation at thana level. The structure would look as follows :

ORGANISATIONAL STRUCTURE FOR RURAL DEVELOPMENT



6. Decentralisation, devaluation and dispersal of administrative, judicial, Planning and implementation powers and responsibilities was considered to be a precondition for successful implementation of the above framework.

7. Delineation of functions, activities and responsibilities needed to be streamlined for all tiers of local government and cooperative structures. It was suggested that the building of infrastructure should be the responsibility of the local bodies/institutions/parishads while running the production activities would be the responsibility of cooperatives.

8. An amalgam of bottom up and top down process should be introduced. Data and statistics and estimates of requirements and potentials from village upward needs to be done.
9. Financing of programmes for rural development should simultaneously be done by central as well as local governments. Adequate credit from institutional sources should be made available in time wherever necessary.
10. Thana was emphasized for the last 30 years to become the focal point of development administration. It has, however, not emerged as such till date. It is, therefore, necessary to consolidate thana as an outfit of development. Along with thana other important tiers of development administration were identified as district above the thana and either union or union & village below it. ✓
11. One group of participants argued for creation of more thanas and district while others considered it premature from the point of view of cost involved.
12. Village was recognised as a very important tier in development works because that is where most economic activities take place. The village, therefore, should have an institution that is involved in economic activities. These institutions could be a cooperative in any form. A possible structure could be a village based cooperative that takes care of all interest groups forming their respective production units under it. The village cooperatives could federate at the thana level for greater economic and financial viability. The Cooperatives should not be a rigid institution because most problems arise out of rigidities. It is also pointed out that obligatory cooperatives would never be accepted. ✓

Contd.

13. After detailed discussion consensus was arrived on the following :

- 13.1 Thana should be an important tier of institution for rural development.
- 13.2 District is also an important tier in local government setup and as such both at thana and at district levels elected local bodies should be constituted.
- 13.3 Union and Village or village as a component of union as a local government institution was debated. It was, therefore, felt necessary to study the issue in greater depth for appropriate decision.
- 13.4 This dialogue will continue and similar meeting would be arranged once in every month.

Sd/-

(Dr.S.H.K. Eusufzai)
Member,
Planning Commission.

Comments from M.A. Samad, Member,
Administrative Reorganization/Reform Committee

A. The terms of reference are :

1) Inadequacy in structure & organization:

There are two major inadequacies in the present system :-

a) Structural :

The present structure inherited from colonial rulers might have suited for law and order, justice and revenue collection but the sphere of activity covers only about 10% of the people and 90% who are real problems in family planning or resource utilisation are left out.

b) Cultural :

Government appointed servants and leaders selected or elected instead of taking the responsibility that carry with the post, play the role of masters and bestow favour to the fortunates instead of serving the real people.

Due to the above system and age-old dependance, people's initiative is lacking and entirely depend on Govt. to get things done.

2) Taking the administration to the people and based on a spirit of devolution :

This means participation of the people in general in the development of the country and transferring power to them. This probably does not mean posting of a high official at the local level with adequate powers which may create more dependance, more subjugation and less participation.

B. Reorganization or reform:

A reorganisation may improve or even may deprove the present order but to design an administration for voluntary participation of people a drastic reform rather than reorganization is essential. Such a reform should actively consider 4 basic elements inherent in our social systems.

a) Affinity for the family, educated or illiterate, is very strong and therefore, normally a family should be the unit of development but since this is not possible, a village should be the basic unit and its programme should cover every family so that Govt. contribution however meagre reaches the right families.

b) Without a system of special security which in our case at the moment means ensuring minimum calories none can grow a feeling to participate in the welfare of the state.

c) The non-development expenditure in the reform should not stand in its way and should be done away with as far as possible keeping in mind the prevailing social standard.

d) Our people have a strongly Islamic feeling. The contribution of prophet Mohammed (peace be on him) as a law-giver and Hazarat Umar as one running a welfare state should be enunciated. Provision should be there to educate the leaders and the employees on the same.

C. A short note on how the village will operate:

1. Each village consisting of 160 House holds will elect a leader, who will be a member of the Union/Thana Council. At higher level, the member will represent but at village level, entire village will participate in the decision making.

2. The villagers will sit once a fortnight may be after dusk at a fixed place, date, time to decide on previously agreed agendas for a programme for the coming fortnight where a Govt. employee will always attend.

3. Resources made available by Govt. e.g. loan, ration, or food, sprayers, poultry vaccine, family planning materials etc. will be displayed on the notice board and be planned and distributed in this sitting.
4. With land reform, fullest use of land within the jurisdiction of the village on scientific basis will be planned in this sitting.
5. Other individual household resources and village resources will be planned here e.g. water, labour etc.

6. Finance:

A. Bank & special security:

a) Each H.H. will have a bank account and pass book. In the pass book his assets e.g. no. of labour, water resources, land etc. shall be noted by the village leaders. While the surplus ones shall deposit to the bank, the deficit ones will be able to draw OD against assets or against assurance by village leaders.

b) The village will give social security to every H.H. through bank and insurance.

c) The bank shall be controlled at the thana level and insurance at the district level.

B. Source of Fund:

a) Local Tax on property, car, truck, mechanical Rice hauler, mechanical carts etc.

b) Tool on market & bridges.

c) On more number of children.

d) Jakat, fetra, korbani chamra etc.

Annexure IV/2.

7. Village Sub-committee:

To coverage groups, sexes and different professional groups there should be sub-committee to organise and look after their interests.

8. Co-operatives:

a) In the fortnightly sitting in each village, the objective and utility of co-operative shall be explained effectively.

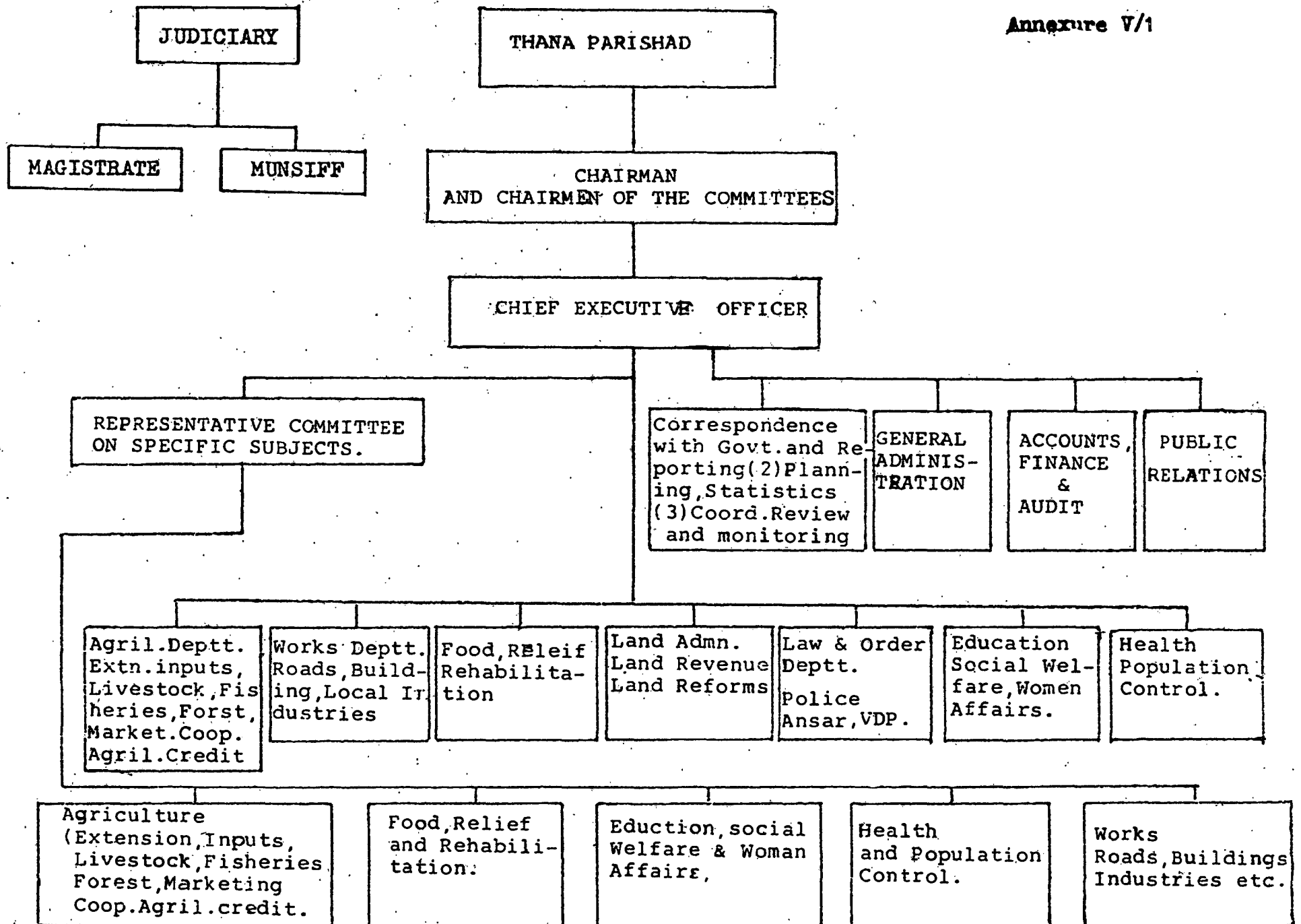
b) Mutual aid teams based on needs should be formed, e.g. one has one bullock, one has not enough land for one pair of bullock, one has not enough labour by one pair of bullock, leasing a Govt. tank for fishery to several land less farmers & etc. All these will work as a sort of pre-co-operative so that people understands the principle of co-operative.

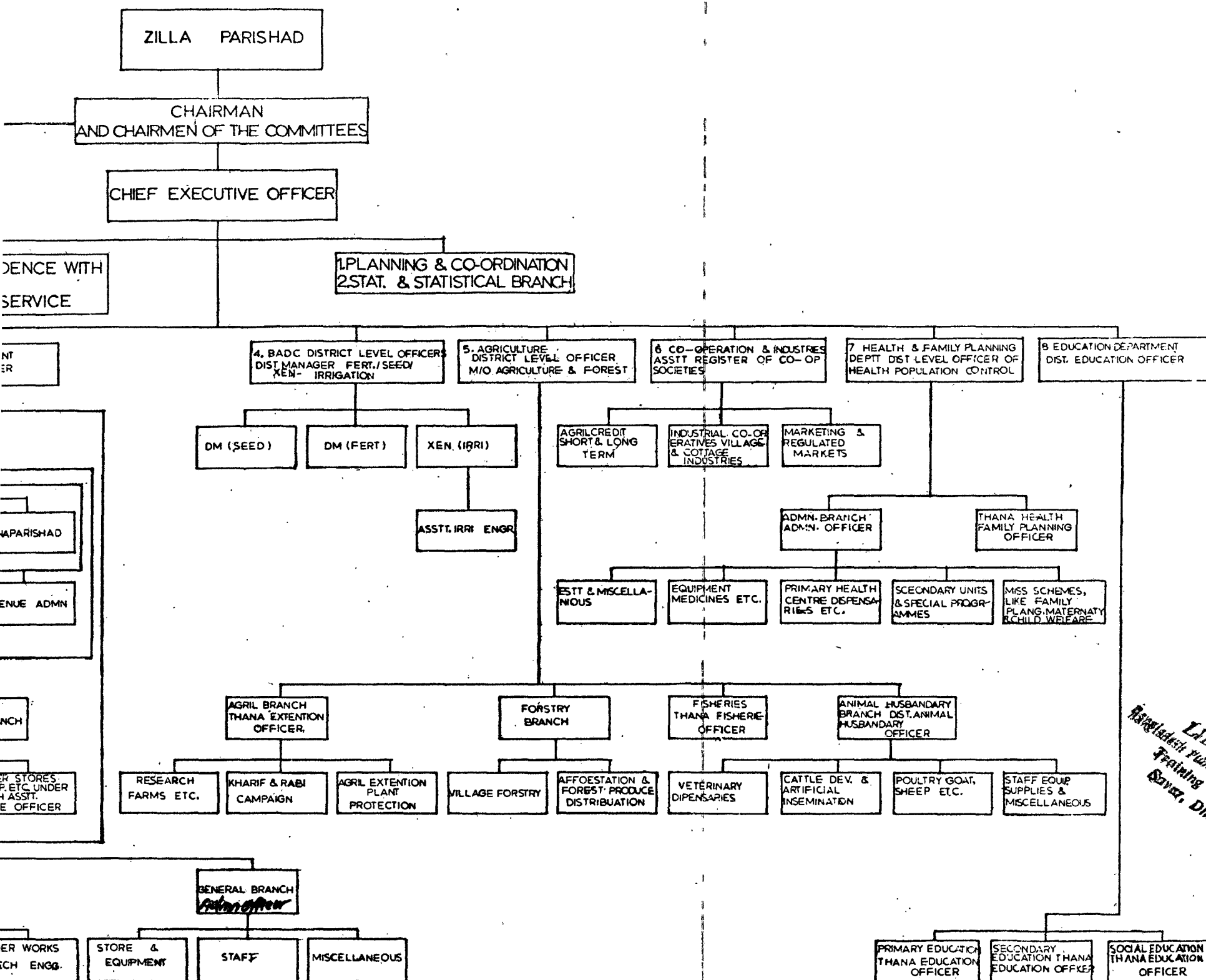
c) Co-operative will be started purely voluntarily to organise

- i) To market surplus output.
- ii) To obtain input.
- iii) To obtain day to day needs.

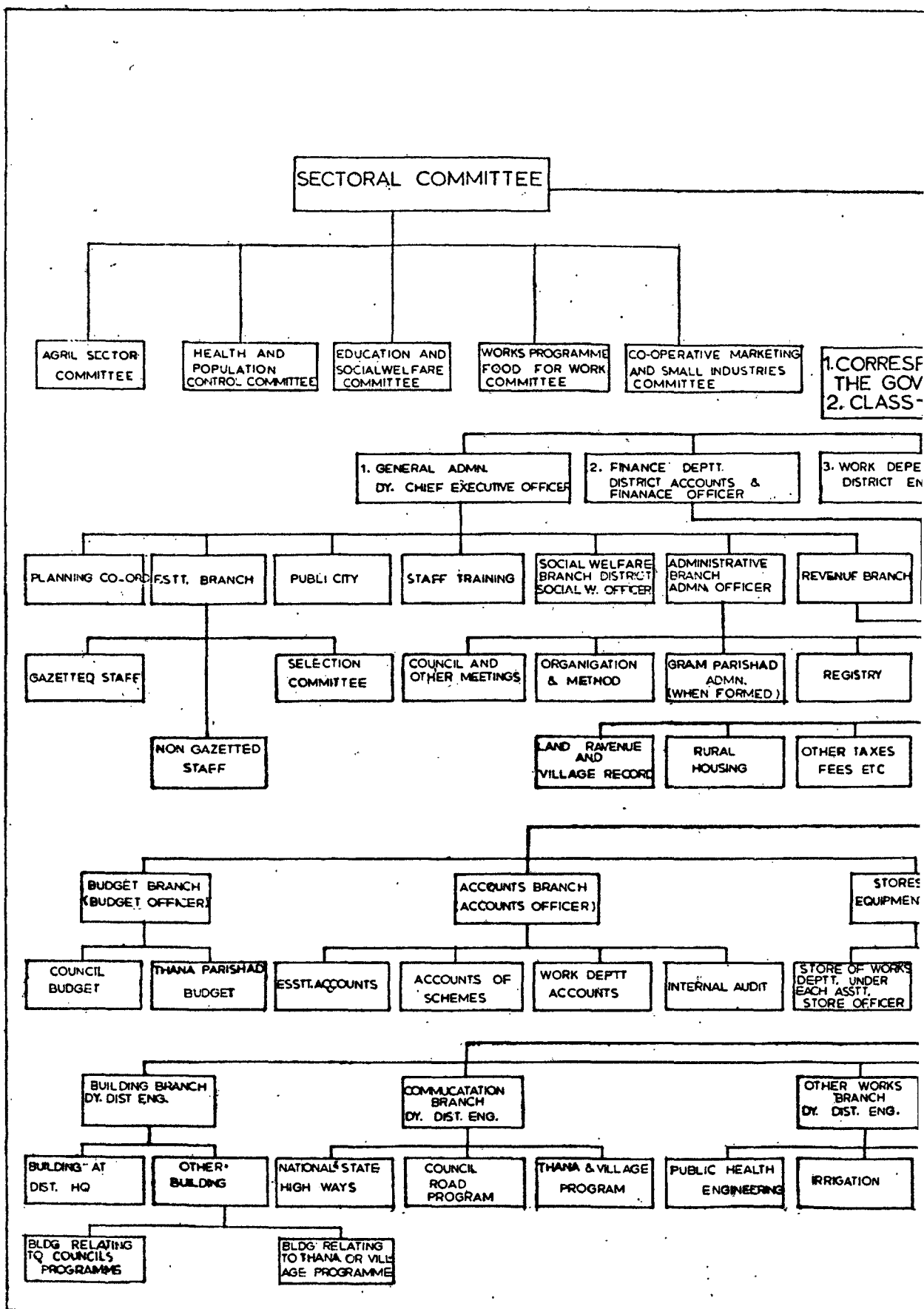
M.A.Samad.

Annexure V/1





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Names of outlying Subdivisions plus smaller and contiguous Subdivisions to be merged to one district.

Division	District	Name of Subdivisions to be merged
DACCA	Dacca	1. Manikganj 2. Munshiganj 3. Narayanganj Narshingdi
	Faridpur	4. Gopalganj 5. Madaripur Shariatpur
	Jamalpur	-
	Mymensingh	6. Kishorganj 7. Netrokona
	Tangail	-
Division Total	:	7
CHITTAGONG	Chittagong	8. Cox's Bazar
	Chittagong H.T	9. Ramgarh Khagrachari
	Comilla	10. B. Baria 11. Chandpur
	Noakhali	12. Feni Laxmipur
	Bandar Ban	-
	Sylhet	13. Habiganj 14. Maulavi Bazar 15. Sunamganj
Division Total	:	8
RAJSHAHI	Rajshahi	16. Nawabganj 17. Natore 18. Naogaon
	Bogra	-
	Pabna	19. Sirajganj
	Dinajpur	20. Thakurgaon Panchagarh

	Rangpur	21. Gaibandha
		22. Kurigram
		Lalmonirhat
		23. Nilphamari
Division Total		: 8
KHULNA	Barisal	24. Bhola
		25. Pirojpur
	Jessore	26. Jhenaidaha
		27. Magura
		Narail
	Khulna	28. Bagerhat
		29. Satkhira
	Kushtia	30. Chuadanga
		Meherpur
	Patuakhali	
Division Total		: 7

1	2	3	4	5	6
2. Dacca	1. Dacca	1. Sader	1. Dhamrai 2. Savar 3. Noabganj	1. Dohar	-
		2. Geziour	1. Kapesia 2. Sraepur	1. Keligenj 2. Keliakair	1. Tong
		3. Manikganj	1. Singair	1. Douletpur 2. Ghior 3. Harirampur 4. Saturia 5. Shibeloya	-
		4. Munahiganj	1. Serajdi- khan	1. Gezaris 2. Lonhajong 3. Sreenager 4. Tongibari	-
		5. N. Ganj	1. Araihezer 2. Baiddarbezer 3. Rugganj	1. Fetulla 2. Bender	1. Shidherganj
		6. Narshingdi	1. Monohardi 2. Raypura	1. Palaah 2. Shippur	-
	2. Faridpur	1. Sader	1. Goalbari 2. Nagarkanda	1. Sadarpur 2. Bhanga	1. Char Bhadra son 2. Alfadanga
		2. Goalanda	1. Pankeha	1. Buliakendi	1. Goalandaghat
		3. Gopalganj	1. Kashiani 2. Mokaupur	1. Kathalipara	1. Tongipara
		4. Maderipur	1. Kalkini 2. Shibchar	1. Rajor	-
		5. Sariatpur	-	1. Naris 2. Palong 3. Jonjira	1. Damorda 2. Hoshairhat
	3. Jamalpur	1. Jamalpur	1. Dawanganj 2. Islampur 3. Melandeh 4. Sariakabari	1. Motherganj	-
		2. Sherpur	1. Sree Boardi	1. Zhinaigati 2. Nikla 3. Nalitebari	-

(Contd.)

1	2	3	4	5	6
4. Mymenshingh	1. Kirhorganj	1. Katiedi	1. Austegram 2. Bazitpur 3. Bhaireb 4. Hossainpur 5. Itne 6. Kerimganj 7. Kuliarcher 8. Nikli 9. Pakundia 10. Tareil	-	
	2. Sader (N)	1. Isharganj 2. Nandail	1. Dubeura 2. Haluaghat	-	
	3. Sader(S)	1. Bhaluka 2. Fulbari 3. Geffergoan 4. Muktagacha 5. Trihal	-	-	
	4. Netrokona	1. Kendua	1. Atpara 2. Berhata 3. Durgapur 4. Kalmekenda 5. Modon 6. Mohonganj	1. Khelajhuri 2. Purbadhala	
5. Tangail	1. Tangail	1. Ghatail 2. Gopalpur 3. Kalihati 4. Modhupur 5. Mirjapur 6. Nagerpur	1. Basseil 2. Bhuepur 3. Shekhipur	-	
3. Khulna	1. Barisal	1. Sader(N)	1. Gournadi 2. Mahandiganj	1. Hijla 2. Muledi	-
		2. Sader(S)	1. Bakenganj 2. Ujirpur	1. Babuganj	-
		3. Bhole	1. Borhanuddin	1. Charfashin 2. Doulatkha 3. Lalmohon	1. Manpura 2. Tajimuddin
		4. Jhalakathi	-	1. Kakhalia 2. Nalohiti 3. Rajapur	-

(Contd.)

1	2	3	4	5	6
	5. Pirojpur	1. Mothbaria	1. Banoripara 2. Bhendria 3. Nazirpur 4. Sherumkathi	1. Indurekhai 2. Kenkhali	
2. Jessore	1. Sader	1. Monirampur	1. Avaynagar 2. Bagerpara 3. Chougachha 4. Zhikergacha 5. Keshobpur 6. Sheraha	-	
	2. Zhineidahe	1. Sailekupe	1. Harinskunda 2. Kaliganj 3. Mohapur	1. Katchandpur	
	3. Magura	-	1. Mohammadpur 2. Selika 3. Sraapur	-	
	4. Nareil	-	1. Kalika 2. Lohagora	-	
3. Khulna	1. Bagerhat	1. Rampai 2. Morolganj	1. Fakirhat 2. Kachua 3. Mollarhat	1. Sarankhdia	
	2. Sader	1. Doulatpur	1. Dumuria 2. Batiaghata 3. Dapok 4. Koyra 5. Paikgacha 6. Terkhader	1. Sunderbon 2. Fultalla	
	3. Satkhira	1. Ahasahuni 2. Kaliganj 3. Sennagar	1. Talla	1. Dhabhata 2. Kolaroa	
4. Kustia	1. Chudanga	1. Alamdanga	1. Damorhuda 2. Jiban Nagar	-	
	2. Sader	1. Doulatpur 2. Kumarkhali 3. Mirpur	1. Bharamara	1. Khukaha	
	3. Maherpur	-	1. Gangni	-	

(Contd.)

1	2	3	4	5	6
5. Patuakhali	1. Barauna	1. Amtoli	1. Betaki 2. Patharghata	1. Bamna	
	2. Sader	1. Baufal 2. Galachipa	1. Kalapara 2. Mirjaganj	1. Deaumina	
4. Rajshahi	1. Bogra	1. Sader	1. Gabtali 2. Shibganj 3. Dhunet	1. Adamdighi 2. Dupchachia 3. Kahalu 4. Nandigram 5. Sariakandi 6. Sherpur 7. Sonatole	-
	2. Joypurhat	-	1. Akkelpur 2. Khetlal 3. Panchbibi	-	
2. Dinajpur	1. Sader	1. Parbatipur	1. Birganj 2. Birol 3. Bochaganj 4. Chirirbonder 5. Noabganj	1. Fulbari 2. Ghoreghat 3. Hakimpur 4. Kaharol 5. Khanahama 6. Birampur	
	2. Panchagar	-	1. Boda 2. Debiganj	1. Atwari 2. Tetulia	
	3. Thakurgaon	-	1. Baliadangi 2. Pirganj 3. Ranisandail	1. Haripur	
3. Pabna	1. Sader	1. Chatmohor 2. Iahwerdi 3. Sathia	1. Atghoria 2. Bera 3. Faridpur 4. Sujanagar	-	
	2. Seraiganj	1. Kozipur 2. Sehejadpur 3. Ullepore	1. Belkuchi 2. Chowhali 3. Royganj 4. Tareah	1. Kamarkanda	
4. Rajshahi	1. Noageon	1. Manda	1. Atrai 2. Badelgechi 3. Dhemoirhat 4. Mohadebpur 5. Niametpur 6. Patnitole 7. Reninagar	1. Pouraha 2. Shapahar	

(Contd.)

Annexure VI/3

- 7 -

1	2	3	4	5	6
	2. Natore	1. Singra	1. Bariagram 2. Gurudaspur 3. Lalpur	1. Bhagatipara	
	3. Noabganj	1. Shibganj	1. Gomoatapur	1. Bhulahat 2. Nachole	
	4. Sadar	1. Bagmarah	1. Boalia 2. Chorghat 3. Durgapur 4. Gudagari 5. Mohonpur 6. Putia 7. Tannore		
5. Rengpur	1. Gaibandha	1. Gobindaganj 2. Sadullapur 3. Sundarganj	1. Fulchari 2. Palaabari 3. Saghata		
	2. Kurigram	1. Nageahwari 2. Ulipur	1. Bhurungamari 2. Fulbari 3. Roumari 4. Chilbari	1. Char Ragibpur	
	3. Lalmonirhat	-	1. Adilmari 2. Hatibandha 3. Kaliganj 4. Patgram		
	4. Nilphamari	1. Kisorganj	1. Dimla 2. Damer 3. Jal Dacca 4. Saidpur		
	5. Rengpur ~ Sadar	1. Mithapukur 2. Pirgacha 3. Pirganj	1. Badarganj 2. Gangachara 3. Kownia	1. Teraganj	

Annexure VI/4

(P.234-235)

Estimated Cost for Conversion of Existing Sub-division
to District (Other than Sadar Sub-division.)

Sl. No.	Designation of Dist. level officer	Availa-ble No.	Addl. reqmt.	Pay & Allowances Existing	Addl.	Total Tk. P.M.
1.	D.C.	-1	-	1	-	2,500/-
2.	A.D.C.	-3	1	2	2000/-	4,000/-
3.	S.P.	-1	-	1	-	2,000/-
4.	Addl.S.P.	-1	-	1	-	2,000/-
5.	A.S.P.	-3	1	2	2000/-	4,000/-
6.	Civil Surgeon	-1	1	-	2000/-	-
7.	Asstt.Dir.LGRD	-1	-	1	-	1,500/-
8.	D.E.O.	-1	1	-	1500/-	-
9.	D.C.Food	-1	1	-	1500/-	-
10.	Dist.Infl. Officer	-1	1	-	1500/-	-
11.	Dist.Edu.officer	-1	1	-	1500/-	-
12.	Dy.Dir.Family Plg.	-1	-	1	-	1,500/-
13.	Dist.Social Welfare Officer	-1	1	1	1500/-	-
14.	Div.Forest Officer.	-1	-	1	-	1,500/-
15.	Dist.Fisheries Officer.	-1	-	1	-	1,500/-
16.	Dist.Livestock Officer.	-1	1	-	1500/-	-
17.	Dist.Marketing Officer.	-1	-	1	-	1,500/-
18.	Dist.Malaria Officer.	-1	-	1	-	1,500/-
19.	Asstt.Dir.Jute	-1	-	1	-	1,500/-
20.	Asstt.Reg. Cooperative	-1	1	-	1500/-	-
21.	Proj.Dir.IRDP	-1	-	1	-	1,500/-
22.	Chief Manager B.K.B.	-1	-	1	-	1,500/-
23.	Dist.Manager Fertilizer.	-1	1	-	-	1,500/-
24.	Dist.Manager Seed.	-1	-	1	-	1,500/-
25.	XEN,M&P	-1	1	-	2000/-	-
26.	XEN,DTW.	-1	1	-	2000/-	-
27.	XEN,Blg.	-1	1	-	2000/-	-
28.	XEN,R&H	-1	1	-	2000/-	-
29.	XEN,PHE	-1	1	-	2000/-	-
30.	Dist.Adjt. Ansar	-1	1	-	1500/-	-
31.	Dist.Adjt. VDP.	-1	1	-	1500/-	-

: 2 :

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Sl. No.	Designation of Dist. level Officer	Available No.	Addl. reqmt	Pay & Allowance Existing	Addl.	Total Tk. PM.
32.	Dt. Regn. Officer -1	- 1	-	1500/-	-	1,500/-
33.	Dt. Pry. Ed. Officer-1	-	1	-	1500/-	1,500/-
34.	Dist. Judge	-1	1	-	2500/-	2,500/-
35.	Addl. Dt. Judge	-1	1	-	2000/-	2,000/-
36.	Sub-Judge	-2	2	-	3000/-	3,000/-
		-41	19	22	32,500/-	38,500/-
						71,000/-

Annexure VI/5

List of officers in the Proposed Set up
at the Thana level.

Sl.No.	Designation	Sl.No.	Designation.
1.	C.E.O.	12.	Thana Livestock Officer
2.	S.D.P.O.	13.	*Thana Fishery Officer
3.	Thana Magistrate/ Munsiff.	14. ^o	Project Officer
4.	Circle Officer (Dev.)	15.	Thana Health Administra- tor.
5.	Project Implementation Officer.	16.	Medical Officer
6.	Supervisor	17.	Thana Family Planning and Population Control Officer.
7.	Deputy Supervisor	18.	Sub-Assistant Engineer.
8.	Overseer	19.	Thana Education Officer
9.	Thana Extention Officer.	20.	Circle Officer (Rev.)
*10.	Jute Extension Officer	21.	Officer-in-Charge of Police Station.
11.	Thana Co-operative Officer		

* Not in all Thanas.

Note: With the proliferation of Project-based bureaucracy,
it is expected that the number of personnel will go up.

Reorganised Role of the Deputy Commissioner.

The present functions of the Deputy Commissioners are broadly the following:-

- (i) Maintenance of public order ;
- (ii) Supervision and Administration of the lower Criminal Courts, i.e., the Magistracy ;
- (iii) Collection of land revenue and other government dues, maintenance of record of rights and settlement of land, acquisition and requisition of land for public purpose, i.e. administration of Land Laws ;
- (iv) Supervision and co-ordination of development activities of all agencies in the District ;
- (v) Issue of permits and licences ;
- (vi) Regulatory function like regulating the supplies of essential commodities, procurement and distribution of foodgrains (supervision of Food and Civil Supply offices);
- (vii) Emergency duties like attending to relief following natural calamities like flood, cyclone, fire etc.
- (viii) Services carried on behalf of other Departments, like- Information, Jail, Finance (Treasury), disbursement of loans and grants, etc;
- (ix) Protocol ; and
- (x) Residuary executive duties.

We have already suggested that till the responsibility of public order is transferred to the Zilla Parishad, the Deputy Commissioners should continue to have supervisory and control role over the Police. He should also co-ordinate the activities of other law enforcing agencies in the District viz. the Rakkhi Bahini, the Bangladesh Rifles and the Customs specially in respect of anti-smuggling measures. He should also continue to exercise his powers under Chapters VI to XII of the Code of Criminal Procedure for the prevention of the breach of peace.

In respect of the role of the Deputy Commissioner regarding the Judicial and Revenue Administration, we have already expressed our views.

The Deputy Commissioner should have no responsibility with regard to the supervision and co-ordination of the work of the various intra-district development agencies in the District. This work should be transferred to the Zilla Parishad. This is likely to bring in necessary cohesion and vigour in the District Administration removing the present non-co-operation and jealousy of the officers of other Departments consequent to the over-centralisation of powers in the hands of the Deputy Commissioners.

The developmental activities are bound to expand rapidly because the Government is committed to the socio-economic welfare of the people on a massive scale. These will be complex and diversified. The speed and magnitude and the variety of development programmes pose complicated problems. They have to be analysed, understood and solved quickly if quick results are to be achieved.

Annexure VII/1

These cannot be left to the discretion of the officers of individual Departments. In accordance with the constitutional provisions of entrusting to the Local Government, the task of the preparation and implementation of the plans relating to public services and economic development, the responsibility of supervising and co-ordinating the activities of various development agencies in the District should go to the Zilla Parishad. This would ensure popular support and participation. However, in respect of the work of inter-district development agencies such as generation and transmission of power, large scale irrigation, national roads and highways, which cannot be transferred to the "Zilla Parishad", whenever there would be a necessity for co-ordination at district level, the responsibility should continue to be of the Deputy Commissioner's.

J With the transfer of responsibility for development work, the Deputy Commissioner would be able to devote himself exclusively to the regulatory functions. Thus, he should be able to manage effectively the collection of land revenue and land management, land administration and settlement of disputes arising from land grants, survey and settlement, acquisition of land for public purposes and payment of compensation, disbursement of loans and grants, transfer of properties, maintenance of the record of rights and the like.

✓ Apart from the above, it will also enable the Deputy Commissioner to devote full attention to the following functions:

Annexure VII/1

(a) Purposeful and periodical inspection of the thana and union areas and other officials under his command, prompt attention to public grievances, control and supervision of subordinate offices, performance of his statutory functions under the various Acts. He should be assisted by senior officers in these respects ;

(b) Assessment and collection, remission and reviews of taxes ;

(c) Administration of regulatory functions under various Statutes and control orders including levies, procurement and release of food-grains, regulating supplies of essential scarce commodities, like cement, iron, sugar, kerosene oil, etc.;

(d) Issue of permits and licenses for such things as arms, explosives, petroleum and cinemas, issue of passports, extension of visas and control of foreigners ;

(e) Attention to natural calamities like fire, floods, cyclones, famine and expeditious redressal of citizen's grievances germane to these functions ;

(f) Miscellaneous functions and duties provided under various Acts, such as Registration, Treasury, Jail, etc. and residuary executive duties ; and

(g) Protocol Duties: An aspect of a Deputy Commissioner's work which can be a source of considerable difficulty and embarrassment is the one associated with the protocol duties and functions to be performed when dignitaries visit a District. Protocol duties trend to cast a heavy burden on the Deputy Commissioner. It is our view that the work connected with the reception of VIP's, their accommodation and other comforts, interviews, tour programmes, etc., ,

Annexure VII/1

need not engage the personal attention of the Deputy Commissioner himself. We do not imply that such arrangements are unnecessary, but we feel that the burden such work cast on the Deputy Commissioner and other district officers, should be reduced to the minimum. As a general rule, Ministers and other dignitaries should give advance intimation of their visit and state specially whether they wish to see the Deputy Commissioner or any particular officer, and if so, at what time. Except for the officers who are specially required, it should not be necessary for any other officer to receive the dignitary and to meet him during his visit. Visits of the President, the Prime Minister and foreign dignitaries not below the rank of the Minister will, however, be an exception to this rule. Regarding arrangements for their accommodation, meetings and interviews, these tasks can be left to an assistant of the Deputy Commissioner.

✓
Tours

One of the important duties of the Deputy Commissioner, which has tended to recede into the background very much, is touring in the rural areas, specially in the interior of the District. The size of the Districts will be reduced and also with the improvement in the system of communication, this should not pose a great problem. If the burden of duties of the Deputy Commissioner, is reduced in the manner as described above, it should be possible for him to do intensive touring in the District, halting at camps at nights. We feel that it should be insisted upon that the Deputy Commissioner and other officers of the various Departments including the development departments spend a prescribed

minimum number of days on tour with night halt in camps.

We propose the following guiding principles for inspection:-

- (a) Inspection should be constructive in nature, the intention being the location of difficulties and shortcomings so as to effect improvements. Efforts should be made to encourage the officer whose work is being inspected to put in better performance. Deliberate defaults and careless work should, however, be taken note of and suitable action taken ;
- (b) In order to ensure that all important aspects of the functioning of an officer are covered, a suitable proforma should be devised. The intention of this step is that inspecting officers should not miss any essential point. It will be open to an inspecting officer to look into any other matter he thinks necessary. In this connection, instruction contained in the existing Inspection Manual should be strictly followed. Moreover, the Inspection Manual should be more up-to-date covering all the offices that have since come into existence ;
- (c) Formal inspections should be conducted at regular intervals and should be so planned that compliance of the preceding inspection can be checked at a succeeding one. In addition, a sufficient number of purpose inspection should also be carried out ;
- (d) The follow-up of the inspection note is of equal importance as the inspection itself. Positive steps should be taken by inspecting officers and their superiors to ensure the timely compliance of inspection notes and

(e) In the course of inspections, special attention must be paid to disposal of work with due expedition. Serious case of delay should be adequately dealt with.

We are confident that if the inspection duties are carried out properly, these will have a salutary effect on the administration and will tone up the system. There is, however, a general feeling that most touring officers avoid carrying out prescribed inspections, and even if they do so, they are superficial and perfunctory. There is an intimate connection between field inspections and intensive interior touring. It is only if officers are made to undertake tours away from their headquarters in the interior villages that effective field inspections can be carried out. In our view, it is essential that the Government should insist that all officers at all levels in the District carry out a sufficient number of field inspections. In order to check whether they are, in fact, fulfilling their quota of inspections and whether any effective work is being done, every officer including the Deputy Commissioner must be required to submit a detailed tour diary to the next higher level for scrutiny and comments.

The posts of Deputy Commissioners should be in the General Administration Area Group and placed in Grade III.

Development Administration :

We have already suggested that in accordance with the constitutional provision, the Zilla Parishad should be given the responsibility of the Development Administration in the District. In view of the present state of development and also in view of

Annexure VII/1

of the fact that many functions are of national importance and are beyond the capability of a Zilla Parishad, it may be neither possible nor desirable to transfer them to the Zilla Parishad. Some of these functions are stated below:

- (i) Generation and distribution of electric power : These works are of capital intensive and national in nature because of their countrywide coverage ;
- (ii) Irrigation schemes involving more than one District;
- (iii) Technical education and education above secondary level : viz, agriculture, engineering, medical etc. education, College and University education. The facilities created for this education in a District should not be limited to the students of the said District only. Moreover, the financial, technical and administrative involvement of these functions would be beyond the capabilities of the Zilla Parishad;
- (iv) Modernised District Hospitals and hospitals attached to the Medical Colleges. (For similar reasons as above)
- (v) Research organisations like Council of Scientific and Industrial Research (C.S.I.R.) laboratories. For similar reasons as above ;
- (vi) Large scale seed multiplication and dairy farms. For reasons as above ;
- (vii) Large scale industries which are capital intensive in nature and require imported raw materials;

- (viii) Inter-district means of communication, viz., posts, telegraph, telephones, railways, mechanically propelled inland water transport, highways, civil aviation, ports and shipping ;
- (ix) Flood control and development of water resources;
- (x) Marine fishing ; and
- (xi) Mining and mineral development.

All other development activities, not enumerated in the above paragraph should be the responsibility of the Zilla Parishad. The services of all officers of these development departments engaged in a district should be transferred to the Zilla Parishad. The officers would, however, be transferable from one district to another by their respective parent Department. Such transfers should not be too frequent. While posted in a district, these officers should be under the full operational control of the relevant Zilla Parishad. We would discuss more about the control of these offices while dealing with the Local Government Service in the next chapter.

Arrangements will naturally have to be made for deploying officers separately for carrying on development work retained by the Government.

The financing of the execution of the development projects by the Zilla Parishad should not pose any extra problem. Obviously, these projects would have been executed by the respective Departments out of development grants of the Government. These grants should now be placed at the disposal of the Zilla Parishad.

For the proper supervision and co-ordination of the development activities, the Zilla Parishad should constitute a number of committees and sub-committees. Although the officers and staff of the corporate sector would not be transferred to the Zilla Parishads, nevertheless, their work which are not inter-district in nature should be performed within the overall co-ordination of the Zilla Parishads.

Divisional Administration :

(including administration of the Ranges, Circles, Regions, etc)

We have already said that the Divisional Commissioners in their present role are acting as mere post offices - an unnecessary link between the Government and the District. Many of their statutory functions can be transferred to the District officers and the rest to the Government. The post of Divisional Commissioner can thus be abolished and the Divisions as Administrative tiers may disappear. But the problem of supervising the work of large number of Deputy Commissioners on upgradation of the Subdivisions to Districts would remain. It would not be possible for the Government to directly manage the supervision of the work of so many Deputy Commissioners specially the supervision through regular inspection.

Similar would be the case with other Departments. Most of them have set up circle, range, or regional offices - their jurisdiction being mostly co-terminus with the administrative divisions mainly for supervision and inspection purposes. While the operational control of the officers engaged in development work would remain with the Zilla Parishad, the technical

supervision and regular inspection would continue to be carried on by the superior officers of the respective Departments. We would, therefore, recommend that the regional, circle or range etc. offices should be reorganised mainly as inspectorates in the cases of the development Departments. For the supervision of the work of the Deputy Commissioners, the Government should create posts of Vigilance Commissioners. Their duties may include regular inspection of the offices of the Deputy Commissioners and giving them such guidance as they may require from time to time. They should also receive, till Administrative Tribunals are set up, public complaints in respect of any office, enquire into the same and suggest remedial measures which should not be ignored except under orders of the Government. The post of Vigilance Commissioner may be in Grade II. The jurisdiction of the Circle/range/region/inspection offices may be conveniently determined depending on the work load and complexity and need not be territorially similar in all cases.

Regional Planning Authorities :

Although Bangladesh is a small and compact area, its population is vast. It also has areas with distinct and special problems. In this regard, the cases of Northern Bengal, the 'Haor' areas, the Chittagong Hill Tracts, etc. can be cited. These areas deserve special and concentrated development efforts on an overall basis. It would be appropriate to set up Regional Planning Authorities for the quick development of these areas.

Total Cost of Reorganization.

Items of Cost.	In Lakh Tk.
1. Conversion of 30 Sub-division into District. (Recurring & Capital)	4898.70
2. Election of UP (25% escalation over 1977 cost).	482.00
3. Election of TP	482.00
4. Zilla Parishad Election	588.50
5. Upgradation of Thana Administration of 387 thanas.	29853.18
Total: 36304.38	

Note: If UP and TP elections are held together, total cost will be reduced by about 400 lakhs.

FUNCTIONS PROPOSED FOR UNION, THANA AND ZILLA PARISHADS.

A. UNION PARISHADS.1. AGRICULTURE

- (i) Adoption of measures for increased food production.
- (ii) Advancement and improvement of agriculture.
- (iii) Agricultural, industrial and community development, promotion and development of co-operative movement, village industries, forests, livestock and fisheries.
- (iv) Crop-competition.
- (v) Demonstration and propagation of improved agricultural methods and practices and establishment and maintenance of model agricultural farms in private lands.
- (vi) Distribution of improved seeds.
- (vii) Establishment and maintenance of godowns(union seed stores).
- (viii) Increasing production of fruits and vegetables.
- (ix) Intensive paddy cultivation.
- (x) Jute and Rabi crop campaigns.
- (xi) Maintenance of farmers' service centres with attached demonstration farms.
- (xii) Reclamation of land for productive purposes.
- (xiii) Regulation of collection, removal and disposal of manure and street sweepings.
- (xiv) Supervision of the work of all Union level government servants.
- (xv) Union Advisory Committee for settlement of disputes between two or more persons with regard to their mutual rights in respect of the use, construction and maintenance of water courses or embankments.

2. ANIMAL HUSBANDRY

- (i) Distribution of improved poultry and other live-stock.
- (ii) Fodder development plots.
- (iii) Training of volunteers for periodical vaccination of poultry stock of villages with poultry vaccine shipped by the Government and scientifically preserved at the union veterinary aid centres.
- (iv) Veterinary aid centres.

3. ARBORICULTURE

- (i) Plantation and preservation of trees in general and plantation and preservation of trees on public ways, public places in particular.

4. MASS PARTICIPATION AND LOCAL DEVELOPMENT

- (i) Mass participation programme.

5. CO-OPERATION

- (i) Creation of common fund by establishment of "dharmagola" in villages.
- (ii) Promotion and extension of co-operative movement.

6. COTTAGE INDUSTRIES

- (i) Giving of grants-in-aid and loans to individual craftsmen.
- (ii) Promotion and development of cottage and village industries.

7. EDUCATION AND CULTURE

- (i) Aid in the promotion of education under the direction of Zilla Parishads.
- (ii) Maintenance of crops of literates for spread of adult education, mass literacy and non-formal female education.
- (iii) Management of primary schools by an Education Sub-Committee headed by the Chairman (subject to Education Commission's Report).

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- (iv) Promotion of public games and sports.
- (v) Provision of equipments and playgrounds.
- (vi) Provision of libraries and reading rooms.

8. FISHERIES

- (i) Carrying out scientific pisciculture in ponds, tanks, reservoirs owned by the Parishad.

9. FORESTS

- (i) Measures for development of village waste-land for pasture, fodder and forests.
- (ii) Protection and management of village forests and grass-land (including improvement of grass land).

10. LAW AND ORDER AND ADMINISTRATION OF JUSTICE

- (i) Civil disputes up to the valuation of Tk.2,000 against the existing valuation limit of Tk.500.
- (ii) Conciliation Court.
- (iii) Maintenance of rural police.
- (iv) Union Bench for trial of petty offences.
- (v) Family Laws Courts under Family Laws Ordinance.

11. MEDICAL

- (i) Maintenance of Union Parishad dispensaries.
- (ii) Provision of first-aid centres.

12. MISCELLANEOUS

- (i) Building model villages (including grants and loans for the purpose).
- (ii) Celebration of public festivals.
- (iii) Co-operation with other organisations engaged in activities similar to those of the Union Parishads.

- (iv) Economic welfare of villages.
- (v) Holding of fairs and shows.
- (vi) Local works or measures likely to promote safety, comfort or convenience of the public.
- (vii) Maintenance and regulation of cattle pons.
- (viii) Management and maintenance of shamilats-burning and burial grounds, common meeting places and other common properties.
- (ix) Preparation of Five Year Plan.
- (x) Prevention and regulation of encroachment of public ways, public streets and public places.
- (xi) Provision and maintenance of accommodation for travellers.
- (xii) Registration of births and deaths and maintenance of such vital statistics as may be prescribed.
- (xiii) Registration of marriages.
- (xiv) Registration of the sale of cattle.
- (xv) Regulation or prohibition of the establishment of brick kilns, potteries and other kilns within residential areas.
- (xvi) Rewards for destruction of wild animals.
- (xvii) Sairats.
- (xviii) Voluntary registration of the sale of cattle and other animals.

13. PLANNING

- (i) Preparation of union development plants.

14. POOR FUND

- (i) Maintenance of poor fund by public donation.

15. PUBLICITY

- (i) Publicity by local means.

- (ii) Publicity through recreational activities.

16. PUBLIC HEALTH ENGINEERING

- (i) Surface drainage in villages.
- (ii) Village water supply - wells and tubewells.

17. PUBLIC HEALTH AND SANITATION

- (i) Adoption of measures for preventing contamination of the sources of water supply for drinking.
- (ii) Family planning clinics.
- (iii) Prevention and abatement of nuisances of public ways, public streets and public places.
- (iv) Prohibition of the use of water of wells, ponds, and other sources of water supply suspected to be dangerous to public health.
- (v) Provision and maintenance of wells, water pumps, tanks, ponds and other works for the supply of water.
- (vi) Regulation of slaughter of animals.
- (vii) Regulation or prohibition of dyeing or tanning of skins within residential areas.
- (viii) Regulation of offensive and dangerous trades.
- (ix) Regulation or prohibition of the excavation of earth, stones or other materials within residential areas.
- (x) Regulation or prohibition of the watering of cattle, bathing or washing at or near wells, ponds or other sources of water reserved for drinking purposes.
- (xi) Regulation or prohibition of the steeping of hemp, jute or other plants in or near ponds or other sources of water supply.
- (xii) Sanitation, conservancy and adoption of other measures for cleanliness of the Union.
- (xiii) Supervision of the work of the Family Planning workers and Dais including verification of T.A. claims and disbursement of pay of aias.

(xiv) Supervision of the work of the Union Health Assistants.

18. PUBLIC WORKS

- (i) Construction and repair of bunds and embankments.
- (ii) Construction of culverts and bamboo and wooden bridges.
- (iii) Construction of new kutchha roads.
- (iv) Excavation and re-excavation of canals for drainage and irrigation purposes subject to the approval of the Thana Parishads. ✓
- (v) Excavation of tank and re-excavation of derelict tanks.
- (vi) Improvement of market places managed by the Union Parishads.
- (vii) Lighting of public ways, public streets and public places.
- (viii) Local public ferries excluding those maintained by the Government Departments and Zilla Parishads.
- (ix) Provision and maintenance of public places, public open spaces, public gardens and public play-grounds.
- (x) Provision and maintenance of public ways and public streets.
- (xi) Regulation of erection and re-erection of buildings in the Union.
- (xii) Regulation of dangerous buildings and structures.
- (xiii) Repair of existing kutchha roads.
- (xiv) Small Halls and Bazars.

19. RELIEF

- (i) Provision of relief measures in the event of any fire, flood, hail-storm, earthquake or other natural calamities.
- (ii) Relief for widows, orphans, the poor and persons in distress.

(iii) Food for Works Programme.

20. RURAL HOUSING

(i) Rural housing and model housing.

21. SOCIAL EDUCATION

(i) Adult literacy centres.

(ii) Children's organization and welfare.

(iii) Community recreation centres.

(iv) Conducted visits.

(v) Dissemination of information.

(vi) Fairs, shows and exhibitions.

(vii) Farmers' meals.

(viii) Short camps.

(ix) Sports, games, playgrounds, equipments and welfare organizations.

(x) Women's organisation and their welfare.

B. THANA PARISHADS

1. AGRICULTURE

- (i) Construction and repair of bunds and embankments.
- (ii) Oversee Distribution of seeds, pumps, fertilizers, insecticides and improved agricultural implements, either through the Committee concerned or through TCCA. *method suggested used.*
- (iii) Establishment and maintenance of model agricultural farms(demonstration farms at Thana level). *actually*
- (iv) Excavation and re-excavation of canals for drainage, irrigation and communication ; thana irrigation projects and inter-union schemes.
- (v) Intensive paddy cultivation.
- (vi) Organization of fairs, crop competition etc.
- (vii) Preservation of cowdung-manure and preparation of compost.
- (viii) Reclamation of land for productive purposes.
- (ix) Thana Advisory Committee for settlement of disputes regarding irrigation matters.

2. ANIMAL HUSBANDRY

- (i) Distribution of improved poultry.
- (ii) Establishment and maintenance of poultry farms(for multiplication of improved breed as approved by the Department).
- (iii) Fodder development plots.
- (iv) Veterinary aid centres.

3. CO-OPERATION

- (i) Promotion and extension of co-operative movement.

4. EDUCATION AND CULTURE

- (i) Arranging of inter-union sports, literacy and cultural competitions.

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5. FISHERIES

- (i) Carrying out scientific pisciculture in ponds and reservoirs owned by the Parishad.
- (ii) Stocking of fish in tanks and reservoirs in Thana Headquarters and supervision of fisheries in the Union.

6. MISCELLANEOUS

- (i) Co-operation and supervision of activities of all Union Parishads.
- (ii) Execution of inter-union projects.
- (iii) Thana training and development centres.

7. PLANNING

- (i) Approval of the annual development programme of Union Parishads.
- (ii) Development control, based on plans approved at District level.
- (iii) Preparation of development plan for Thanas.
- (iv) Perspective planning for the thana area for 20 to 30 year period in broad outline, showing relationship of villages to Unions and Thanas :-
 - (a) Survey - as for Zilla Parishad in more detail and also including land value and brick work areas for future village development.
 - (b) Plans (scales 2½" to 1 mile) :-
 - (i) Thana maps showing long term (20-30 years) distribution of Urban Centres indicating relationship between Thana Centres, other union growth points, Union Centres and Villages.

- (ii) Communication improvement.
- (iii) Other major public works.
- (iv) Development of markets and storage centres.
- (v) Area for future brick-works.
- (vi) Major industrial areas.

- (c) Programme - (i) Upto 10 years
 - (ii) 10 to 20 year period
 - (iii) 20 year plan

To be related to financial resources and manpower requirements.

- (d) Area for compulsory acquisition - to be based on approved plan and maps to larger scale (25" to 1 mile)-
 - (i) Plan for thana township and other town maps (scale 6" to 1 mile).
 - (survey, plan, programme, area for compulsory acquisition and action area plans).
 - (ii) Plans for selected villages to achieve greater development.

8. PUBLIC HEALTH

- (i) Rural Health Centres and Family Planning Clinics.

9. PUBLIC WORKS

- (i) Construction and repair of bridges.
- (ii) Conversion of existing kutcha roads into pucca roads.
- (iii) Construction of new kutcha roads.

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C. ZILLA PARISHADS1. AGRICULTURE

- (i) Adoption of measures for increased agricultural production.
- (ii) Construction and repair of embankments, supply, storage and control of water for agricultural purposes in respect of large or inter-thana projects.
- (iii) Crop campaigns (including Kharif and Rabi crop campaigns and intensive paddy cultivation).
- (iv) Crop competitions.
- (v) Demonstration of improved agricultural practices.
- (vi) Distribution of improved seeds.
- (vii) Establishment and maintenance of agricultural demonstration farms at District level.
- (viii) Establishment and maintenance godowns.
- (ix) Extension services and supplies in the field of agriculture as is done by the Ministry of Agriculture in the District.
- (x) Formation of District Irrigation Committee.
- (xi) Holding of fairs and shows.
- (xii) Preservation and reclamation of soil and drainage and reclamation of swamps (as given by the National Government).
- (xiii) Reclamation of land for productive purposes.
- (xiv) Seed farms.
- (xv) Supervision and technical support to all agricultural activities carried out at Thana and Union levels.
- (xvi) Supervision of crop protection.

- (xvii) Supervision of distribution of fertilizers and agricultural implements.
- (xviii) Supervision of Thana Parishad work in agricultural extension.

2. ANIMAL HUSBANDRY

- (i) Artificial insemination sub-centres (maintenance of bull according to national breeding policy and semen used by the sub-centres should be certified as one maintaining minimum standard fixed by the Department).
- (ii) Distribution of improved poultry and other live-stocks.
- (iii) Establishment and maintenance of cattle farms, dairies and poultry farms.
- (iv) Improvement of the breeding of cattle, horse and other animals and the prevention of cruelty to animals (according to the breeding policy of the government).
- (v) Intensive poultry, cattle and sheep development blocks (as per policy given by the Department).
- (vi) Measures to alleviate diseases of animals and birds, and prevention and control of contagious diseases among birds and animals (mass vaccination only against contagious diseases in basence of outbreak, In other cases, vaccination may be performed when the disease is confirmed by the Veterinary Department).
- (vii) Organisation of cattle shows and rallies.
- (viii) Provision and maintenance of veterinary hospitals and dispensaries (under rigid supervision of the Veterinary Department).
- (ix) Other measures likely to promote animal husbandry and welfare of birds.

3. ARBORICULTURE

- (i) Plantation and preservation of trees on major road sides and public places.

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4. CULTURE

- (i) Celebration of national and public festivals.
- (ii) Establishment and maintenance of information centres.
- (iii) Maintenance of radio sets at public institutions and public places.
- (iv) Organisation of inter-thana and inter-district sports, literary and cultural competitions.
- (v) Organisation of museums, exhibition and art galleries.
- (vi) Preservation of the historical and indigenous characteristics of the local areas.
- (vii) Promotion of public games, sports and cultural activities.
- (viii) Provision and maintenance of public halls, public meeting places and community centres.
- (ix) Reception of distinguished visitors.
- (x) Other measures likely to promote cultural progress and advancement.

5. ECONOMIC WELFARE AND DEVELOPMENT OF INDUSTRIES

- (i) Adoption of other measures likely to promote the development of rural industries.
- (ii) Executive work relating to enforcement of Weights and Measures Act.
- (iii) Provision of facilities for procurement of raw materials and marketing of products of village industries.
- (ix) Provision, regulation and maintenance of markets.
- (v) Other measures likely to promote economic welfare.

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6. EDUCATION

- (i) Formation of a Secondary Education Committee (subject to Education Commission's Report).
- (ii) Maintenance of printing presses.
- (iii) Maintenance of depots for the sale of school books and articles of stationery.
- (iv) Payment of grants and subsidies to educational institutions.
- (v) Promotion and assistance of educational societies.
- (vi) Promotion of mass literacy and non-formal female education (also in Unions and Thanas).
- (vii) Provision and maintenance of libraries and reading rooms.
- (viii) Provision and maintenance of secondary and vocational schools and hostels and community workshops (subject to Education Commission's Report).
- (ix) Provision of equipments and playgrounds for schools.
- (x) Provision of milk supply and meal for school children.
- (xi) Provision of school books to orphans and indigent students free of cost or at concessional rates.
- (xii) Provision of scholarships for school students.
- (xiii) Secondary Education.
- (xiv) Undertaking of educational surveys, framing of educational plans for the District and implementation thereof (subject to Education Commission's Report)
- (xv) Other measures likely to promote the cause of education.

7. FISHERIES

- (i) Conducting scientific pisciculture in ponds and reservoirs owned by the Zilla Parishad.

8. FOREST

- (i) Management, protection and maintenance of village forests.

9. MEDICAL

- (i) Grants-in-aid to private charitable hospitals, dispensaries, maternity homes and other such institutions.
- (ii) Grant of financial assistance to institutions giving anti-rabies treatment to indigent persons.
- (iii) Provision and maintenance of hospitals and dispensaries other than the modernised district hospitals.

10. MISCELLANEOUS

- (i) Building model villages(including grants and loans for the purpose).
- (ii) Maintenance and regulation of public ferries, other than those maintained by the Government Departments.
- (iii) Prevention, regulation and removal of encroachments.
- (iv) Provision, maintenance of public gardens, public playgrounds and public places.
- (v) Provision and maintenance of serais, dak-bungalows, rest-houses and other buildings for the convenience of travellers.
- (vi) Regulation of traffic, licensing of vehicles other than motor vehicles and the establishment and maintenance of public stands for vehicles.
- (vii) Representation of Zilla Parishad in the Regional Transport Authority.
- (viii) Rewards for destruction of wild animals.

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11. PLANNING

I. Approval of Annual Development Plans of Thana Parishads.

II. Development control.

III. Preparation of Annual Development Plans.

IV. Perspective planning for the district for 20 to 30 years period in broad outline.

(a) Survey -

(i) Population growth and change.

(ii) Employment structures.

(iii) Land available for urban development.

(iv) Communication and traffic flows.

(v) Housing requirements and density.

(vi) Public utility supplies.

(vii) Educational requirements.

(viii) Shopping and market facilities.

(ix) Industrial location.

(x) Maps showing existing settlement pattern and communication.

(b) Plan (scale 1" to 1 mile) -

(i) Long-term (20 to 30 years) distribution of urban centres (Thana centres and other favoured growth points).

(ii) Communication :

(a) road.

(b) rail.

(c) river.

(d) air.

(iii) Higher educational centres.

(iv) Industrial estates.

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(c) Programme -

(i) Works programme in first 10 year period.

(ii) 10 to 20 year period.

(iii) 20 year plans.

To be related to financial resources and manpower position.

(d) Compulsory acquisition -

To be based on approved plans with maps to larger scale (25" to 1 mile).

12. POPULATION CONTROL

(i) Management of Population Control Clinics.

(ii) Formation of Population Control Committees.

(iii) Formulation and management of population control measures and programmes.

13. PUBLICITY

(i) Organising publicity through mobile cinema vans and other mass communication media.

14. PUBLIC HEALTH

(i) Co-ordination and supervision of rural health centres.

(ii) Enforcement of vaccination.

(iii) Establishment, management, maintenance and the visiting of health centres, maternity centres and centres for the welfare of infants and children, the training of Dais and the adoption of other measures likely to promote health and welfare of women, infants and children.

(iv) Establishment, management, maintenance and visiting of Unani, Ayurvedic and Homeopathic dispensaries.

(v) Formation of District Health Committee for better administration of public health and medical affairs.

(vi) Framing and implementation of anti-malaria schemes and schemes for the prevention and control of infectious diseases.

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- (vii) Medical inspection of dispensaries, compounders, nurses and other medical workers.
- (viii) Organization and maintenance of first-aid centres.
- (ix) Prevention and abatement of nuisance.
- (x) Prevention, regulation and control of infectious diseases.
- (xi) Promotion and encouragement of societies for the provision of medical aid.
- (xii) Promotion of education in public health.
- (xiii) Protection of foodstuff and prevention of adulteration.
- (xiv) Provision and maintenance of mobile medical-aid units.
- (xv) Provision of sanitation and public health.
- (xvi) Provision of water supply, construction, repair and maintenance of water works and other sources of water supply.

15. PUBLIC WORKS

- (i) Construction of administrative and other buildings in connection with the Zilla Parishad requirements.
- (ii) Construction and repair of bunds and embankments.
- (iii) Construction of works assigned by the Buildings Directorate within the District.
- (iv) Construction, repair and maintenance of all public roads - kutchha and pucca roads including bridges and culverts.
- (v) Drainage, water-supply, pavement of streets and other works of public utility.
- (vi) Excavation and re-excavation of canals meant for drainage, irrigation and communication.

16. RELIEF.

- (i) Maintenance of poor houses.
- (ii) Relief measures in the event of any fire, flood, hail-storm, earthquake, famine or other natural calamities.

17. SOCIAL WELFARE AND COOPERATIVES

- (i) Establishment, management and maintenance of welfare homes, asylums, orphanages, widow-homes and other institutions for the relief of the distressed.
- (ii) Establishment of handicraft centres.
- (iii) Financing of burial and cremation of paupers found dead within the local area (work to be done by the Union Parishad).
- (iv) Inclusion of members in the list of jail visitors.
- (v) Organization of legal aid for the poor.
- (vi) Organization of social service volunteers.
- (vii) Participation in the rehabilitation of released offenders.
- (viii) Popularization of the co-operative movement and the promotion of education in co-operatives.
- (ix) Promotion of co-operatives.

Note:

Annexure VIII/2 is reproduced from Chaudhuri Committee Report, (pp.545-556) with minor additions/alterations.

Annexure VIII/3.

List of Items for Taxation by Thana Parishad.

Tax on the annual value of buildings and lands or a union rate to be levied in the prescribed manner.

Tax on hearths.

- 3) Tax on the transfer of immovable property.
- 4) Tax on professions, trades and callings.
- 5) Tax on births, marriages and feasts.
- 6) Tax on advertisements.
- 7) Tax on cinemas, dramatic and theatrical shows, and other entertainments and amusements.
- 8) Tax on animals.
- 9) Tax on vehicles (other than motor vehicles), including carts and bicycles and all kinds of boats.
- 10) Lighting rate where applicable.
- 11) Drainage rate where applicable.
- 12) Rate for the execution of any works of public utility.
- 13) Conservancy rate where applicable.
- 14) Rate for the provision of water works or the supply of water.
- 15) Fees on applications for the erection and re-erection of buildings.
- 16) School fees in respect of schools established or maintained by a local ~~thana~~ parishad.
- 17) Fees for the use of benefits derive from any work of public utility maintained by a local Thana parishad.
- 18) Fees at fairs, agricultural shows, industrial exhibitions, tournaments, and other public gatherings.
- 19) Fees for markets.
- 20) Fees for licences, sanctions and permits granted by a local thana parishad.
- 21) Fees for specific services rendered by a local thana parishad.
- 22) Fees for the slaughtering of animals.
- 23) Any other tax which the Government is empowered to levy by law
- 24) A special community tax on the adult males for the construction of any public work of general utility for the inhabitants of the local area concerned, unless the local parishad concerned exempts any person in lieu of doing voluntary labour or having it done on his behalf.

Annexure VIII/4.

(Chaudhuri Committee.

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The functions are stated below:

- i) Generation and distribution of electric power: These works are of capital intensive and national in nature because of their countrywide coverage ;
- ii) Irrigation schemes involving more than one District;
- iii) Technical education and education above secondary level: viz. agricultural, engineering, medical etc. education, College and University education. The facilities created for this education in a District should not be limited to the students of the said District only. Moreover, the financial, technical and administrative involvement for such an order would be beyond the capabilities of the Zilla Parishad;
- iv) Modernised District Hospitals and hospitals attached to the Medical Colleges. (For similar reasons as above);
- v) Research organisations like Council of Scientific and Industrial Research (C.S.I.R.) and other similar organisations. For similar reasons as above;
- vi) Large scale industries which are capital intensive in nature and require imported raw materials;
- vii) Large scale industries which are capital intensive in nature and require imported raw materials;
- viii) Inter-district and inter-parishad services like telegraph, telephones, railways, mechanically propelled boats and other public passenger services, ports and shipping;
- ix) Flood control and development of water resources;
- x) Marine fisheries and aquaculture;
- xi) Mining and mineral development;
- xii) Administration and Management of Central Revenue, like Income Tax, Customs and Excise, Land Revenue, Land and other taxes which the Government is empowered to levy.