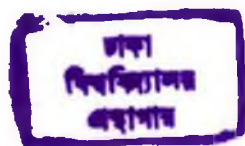


**MANAGEMENT SYSTEM  
AT THANA LEVEL AND BELOW-  
AN EVALUATION FROM 1972 TO 1999:  
THE CASE OF BANGLADESH**

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University of Dhaka, Dhaka, Bangladesh  
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**MANAGEMENT SYSTEM  
AT THANA LEVEL AND BELOW-  
AN EVALUATION FROM 1972 TO 1999:  
THE CASE OF BANGLADESH**

Submitted for the award of the degree of Master of philosophy  
(M. Phil.) From the University of Dhaka

Submitted by: Dilip Kumar Sharma  
M. Phil. Program  
Regn. No. 507/1996-97

**402433**

Supervisor: Dr. Abdur Rab Miah  
Professor (Retired)  
Institute of Business Administration



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Institute of Business Administration  
University of Dhaka,  
Dhaka, Bangladesh  
December 2004.  
(Revised July 2005)

Declaration

I do hereby declare that the present dissertation entitled *Management System at Thana Level and Below- An Evaluation from 1972 to 1999: The Case of Bangladesh* a study of Local Government (the Upazila parishad and union parishad), in Bangladesh is the outcome of my original research work. The subject matter of dissertation partly or fully has not been submitted to any University or Institution for Diploma or Degree. I have corrected, revised and rewritten the dissertation as directed by the examiner.

402433

*Dilip Sharma.*

Dilip Kumar Sharma

Institute of Business Administration

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Dhaka, Bangladesh



## Certificate

It gives me immense pleasure to certify that Mr. Dilip Kumar Sharma, Fellow, IBA, Dhaka University, has completed his M.Phil. Dissertation entitled *Management System at Thana Level and Below- An Evaluation from 1972 to 1999: The Case of Bangladesh*. He conducted the study at his own efforts under my guidance supervision.

To the best of my knowledge and belief, this is an original research work that I recommend for submission for the degree of Master of Philosophy the University of Dhaka. So far my knowledge goes the materials of the work fully or partly, has not been submitted for any other degree or diploma in this University or other university. He has revised, rearranged, and rewritten the dissertation as directed by examiner, which has certainly enriched the report.



Dr. Abdur Rab Miah

Professor (Retired)

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Dhaka, Bangladesh

July 2005.

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I am grateful to authors to the books that I have quoted. I have mentioned the references at the relevant places.

I would like to record here my intellectual and academic debt to Dr. Muzaffer Ahmad, Professor (Retired) IBA, Ms. Khair Jahan Sogra, Associate Professor IBA and Mr. Mahabubur Rahman, Secretary, Ministry of Information, to the Government of People's Republic of Bangladesh for their continuous encouragement and support during the research work.

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Dilip Kumar Sharma.

### **Glossary of Abbreviation and Local Terms used**

AC	Assistant Commissioner
ADC	Additional Deputy Commissioner
ADLG&RD	Assistant Director Local Government and Rural Development
AO	Administrative Officer
AUDP	Annual Upazila Development Plan
AUEO	Assistant Upazila Education Officer
AUFPO	Assistant Upazila Family Planning Officer
BARD	Bangladesh Academy for Rural Development
BDO	Basic Democracy Order
CARE	Cooperation for American Relief Everywhere
BS	Block Supervisor
CUZP	Chairman Upazila Parishad
CMM	Chief Metropolitan Magistrate
CO	Circle Officer
DC	Deputy Commissioner
DDC	District Development Committee
DE	Divisional Engineer
DG	Director General
DPHE	Department of Public Health Engineering
FFWP	Food For Work Program
FWV	Family Welfare Visitors
IGF	Institutional Group Feeding
LGRD	Local Government Rural Development and Cooperative Division
LGD	Local Government Division
MA	Medical Assistant
MO	Medical Officer
OC	Officer in Charge
PIO	Project Implementation Officer



RDA	Rural Development Academy
RMO	Resident Medical Officer
RMP	Road Maintenance Programs
RO	Research Officer
SAE	Sub-assistant Engineer
SDO	Sub-divisional Officer
SAS	Senior Assistant Secretary
SMO	Subject Matter Officer
TRP	Test Relief Program
TTDC	Thana Training Development Centre
UAO	Upazila Agriculture Officer
UACO	Upazila Accounts Officer
UE	Upazila Engineer
UEO	Upazila Education Officer
UNO	Upazila Nirbahi Officer
UP	Union Parishad
UZP	Upazila Parishad
UP&FO	Upazila Planning and Finance Officer
UH&FPO	Upazila Health and Family Planning Officer
UFPO	Upazila Family Planning Officer
ULO	Upazila Livestock Officer
UFO	Upazila Fishery Officer
URDO	Upazila Rural Development Officer
UARDO	Upazila Assistant Rural Development Officer
URO	Upazila Revenue Officer
USO	Upazila Statistical Officer
UZM	Upazila Magistrate
VDP	Village Defense Party
VGf	Vulnerable Group Feeding
ZP	Zila Parishad



VIII

**Abstract**

Local Government in Bangladesh, particularly union parishad is treated as the first line of administration. In independent Bangladesh local government experienced few it can be divided into three distinct parts. Part-1, 1972 to 1982, Part-2: 1982 to 1992 and Part-3: 1992 to 1999. Remarkable changes occurred during 1982-1992, which is popularly known as decentralized administration under Upazila system. Local bodies with devolution of central government power exercised authority in conducting administrative, regulatory and development activities. Upazila system showed positive changes in physical infrastructure, agriculture and communication.

Local government bodies with decentralized authority and power enjoyed autonomy and exercised power in running both administration and development activities. Functions under development i.e. project selection: approval, implementation, evaluation, supervision, feedback and so on were subject of parishad. For even development in the country government built vision, formulated strategy, aligned people, communicated messages, supplied sufficient resources for implementation of development projects. Decentralized administration at Upazila level worked only for nine years. It dissolute such a time when people was showing interest in the subject. The researcher with the capacity of an administrator worked at Upazila and district level witnessed and observed changes being a part of the system. Immediate after decentralization government supplied Taka 170.90 crores (financial year 1982-83) for implementation of development projects under respective annual development program (ADP). To light on impacts of government grants in rural development above mentioned topic has choosen. In Bangladesh, there are 472 Upazila and 4484 Union excepting a few almost all the Upazila in the plain land are of similar in nature. While selecting the samples (Upazila and union) the researcher put more emphasis on backwardness and population of the locality. The respondents were Chairmen Upazila & Union Parishad members Union Parishad and government officers

IX

(worked in the capacity of Upazila Nirbahi Officer, Upazila Magistrate, Assistant Commissioner, Engineer, Doctor, Project Implementation Officers). Research findings depict that parishad chairmen showed interest in project selection, evaluation, implementation and monitoring stages that yielded a positive effect.

After dissolution of Upazila system Thana Development Coordination Committee (TDCC) has been performing the functions of Upazila Coordination Committee (UCC). Now TDCC meetings are being presided over by the elected chairmen of union parishad in the Upazila on rotation. Parliament members (MP) join in the meeting as an advisor but make, take all the decisions as presiding officer. Union parishad chairmen affiliated/associated/belonged to the opposing political party to the government attract little attention from MP. Union existing three wards have divided into nine wards following the delimitation decision of 1997. At present there are nine general wards and three reserved wards for female only.

The policy augmented women participation in rural development e.g. planning and implementation of development projects. Management functions at Upazila level and below examined during research were administration, planning, and finance. It is agreed that Upazila system was not free from corruption or other faults but this system for the first time created opportunity for rural people to express/ ventilate their emotion/thoughts before the administrators. Developed countries like Germany, France and the United Kingdom have arrived at present stage nourishing their self-sufficient local government. Independent local self-villages of the Ancient and Medieval periods are not desired but it is the demand of time to give more autonomy to the local government bodies. For this government should limit its activities in inspection, training, consultation and assistance to the local bodies.

Findings of the study on local level management system depict that rural people always kept at arms lengths from decision-making. Upazila system certainly acted positively to uphold living standard of rural people and created opportunity to avail their entitlements.

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## Chapter I

### BACKGROUND AND OVERVIEW

#### *Introduction*

Bangladesh emerged as an independent sovereign state in 1971 through a nine months war of liberation. In recent past as a province of the British India it observed about 200 years of British rule (June 1757 to August 1947). After decolonization eastern part of Bengal Province joined with Pakistan as East Bengal. Later in 1954 the name East Bengal changed to East Pakistan. Bangladesh lies on the southeast part of Asia. The country is bounded by India to the west & north, India and Myanmar to the east and by the Bay of Bengal to the south.

The country is divided into six administrative regions known as “divisions”. The divisions are divided into 64 “districts”, districts into 472 “upazila”, Upazila into 4484 “unions” and unions are into 87,319 “villages”. Management at the countryside in this region is a successor of the Bengal Chowkidari Act\* of 1870. Under the Act, rural area under Bengal Province was divided into “unions” comprising of area about ten to twelve square miles. These unions were placed under the guidance of nominated “*panchayets*” who were authorized to collect cess and tolls to raise fund for the payment to the “*chowkidars*”. British government formulated and adopted several policies to transform the local bodies into self-sufficient. Functions performed by the *panchayet* during British era were:

- I. Political education for the attainment of administrative efficiency;
- II. Rural local boards performed similar activities to municipal boards;

---

*The Village Chowkidari Act, 1870.* (The Bengal Code Vol. II, Bengal Government, Press, 1939.



- III. All boards constituted a two-third majority of non-officials and also kept the provision for holding election whenever possible;
- IV. Exercising authority and control followed without rather than written order/instructions;

The officials entrusted with the responsibilities acted as an impediment in the normal development of the local government bodies. After decolonization East Pakistan inherited parliamentary democracy that survived only for a few years. The first military ruler of Pakistan Ayub Khan assumed the country power pushing aside the government of Iskander Mirza in 1958. Ayub Khan introduced 'basic democracy'\* management system at union level in 1959 to wrap his autocratic features with it.

Ayub era ended at the assumption of state power by another military dictator Yahya Khan in 1969. In 1970 East Pakistan suffered by a devastating Cyclone at the southern part of country, mostly the coastal area that caused death to about 10,00,000 lives. And property loss was immeasurable. The benchmark, the general election of 1970 constructed the plinth level height of the altar of liberation.

Independent Bangladesh continued with the previous union parishad to perform the relief and rehabilitation activities to the war affected people.

- 
1. Ali, AMM Shawkat. *Politics Development and Upazila* (Dhaka: NILG, 1986), P 34
  2. Statistical yearbook 2001.

Local Government (Union Parishad)\*1(P#37-40) Ordinance, 1976 announced the formal structure and functions of union parishad and Local Government (Upazila Parishad and Administrative Reorganization) 2\* Ordinance, 1982 provided essential legal framework to local government bodies at union and Upazila level respectively. Period considered for evaluation of a management system (1972 to 1999) at Thana level and below is not enough but an inference could be drawn whether it was effective or to what areas interventions required.

- 
1. Siddiqui, Kamal. *Local Government in South Asia, - A Comparative Study*. (Dhaka: UPL, 1995) PP 37-40.
  2. The Local Government (Thana Parishad Administration) Reorganization Ordinance, 1982 Government of People's Republic of Bangladesh, Dhaka, 1982.

***Statement of the problem***

The objective of a government in welfare state is to maximize social benefits to the citizen. Central government always utilizes local bodies to provide services and benefits to the remotest corner of the country. With this objective government decentralized power and introduced Upazila system. Under this system central government decentralized most of its functions to rural local bodies (defining duties, delegating authorities, and establishing accountabilities) through decentralization. Local government system is included in the Constitution of the Peoples' Republic of Bangladesh. Immediate after independence local bodies at union and Thana level performed the relief and rehabilitation works. During that time the government appointed most of the office bearers. In 1973, at union level a post of Vice President created and area divided into three wards. At that time union parishad constituted with elected members: one President and one Vice-President. Government officers performed the functions of the Thana and the District Council. Local Government Ordinance 1976 abolished the post of Vice President to the union parishad and changed the name of union panchayet to union parishad. Union Parishad constituted with an elected Chairman and nine Members and four nominated members, (two from women and two from peasants). Parishad constituted with 14 members was entrusted with 40 functions. Principal functions were (a) Public welfare, (b) Maintenance of law and order, (c) Revenue collection, (d) Development, (e) Adjudication.

Thana parishad constituted with chairman, vice-chairman (sub-divisional officer (SDO), ex-officio chairman; circle officer (CO), ex-officio vice-chairman) and all elected chairmen of unions under it. Thana parishad coordinated all the development activities and prepared Thana development plans in the light of union development plans. In the early days of 1980's an attempt made to village level

local government as 'Gram Sarker'. 'Gram Sarker' headed by an elected representative (member union parishad) and other members were representatives of all classes of people live in the village (women, peasants, and land-less community etc.). Government interventions to this village level local body hindered the normal development. So the *gram sarker* system lost credibility and ultimately turned sterile. Decentralization order of 1982 brought a significant change in local governance to facilitate the rural people to participate in administration and development. The Local Government (Upazila Parishad and Upazila Administration Reorganization) Ordinance\*1 (P#35-36), 1982 introduced local level management at Thana level. The Ordinance abolished the Sub-division, administrative tier between Upazila and district. Sub-divisions upgraded to districts and the Thana to Upazila\*2(P#72-73).

The legal aspects were:

- a. More powers to and decentralize function in favor of local bodies by transferring as many as responsibilities of the central government to them as they can effectively shoulder and
- b. To delegate more powers to central government agencies working at lower tiers of administration in respect of the functions retained by it.

The functions defined at Upazila level divided into 'transferred subjects' and 'retained subjects'\*1 (P#72-73). Upazila authority was competent to prepare plan (Annual, Bi-annual and Multiple), select and implement development projects. Upazila parishad was constituted with an elected Chairman, elected members (all chairmen of union parishad under the Upazila), officers with Technical expertise. Formation of Upazila parishad was:

- 
1. Faizullah Mohammad. Development of Local Government in Bangladesh,
  2. (Dhaka: NILG, 1987),
  3. PP 35-36.
-



- a. One chairman directly elected by the voters of the Upazila,
- b. Representative members, elected to the post of union parishad under it,
- c. Chairman of the Upazila Central Cooperative Association,
- d. Three women members reside in the Upazila, One nominated member, local elite, and Official members, the government officers who have been deputed to the Upazila parishad. Members under officer category possessed no voting right.

Upazila parishad for the first time got authority to run routine work and implement development projects. Central government limited its functions in supervision, monitoring, evaluation, inspection, technical guidance and imparting training to the human resources posted at Upazila. Upazila system started its journey in 1982 and ended in May 1992. After dissolution of Upazila system 'Thana Development Coordination Committee' (TDCC) have been performing coordination functions of Upazila parishad Chairman. A Parliament Member (MP) joins in the committee meeting in the capacity of an advisor but make decisions as chief executive. Under this new system the elected chairmen of the union parishad (under the Thana) presides over TDCC meetings on rotation. There was another change at union level in 1997 that augmented female participation in development and administrative activities. The decision was to delimit existing three wards of a union parishad into nine wards and provision of three reserve wards for female.

Now thirteen member union parishad constituted by

- ❖ One Chairman, to be elected through universal adult franchise.
  - ❖ Nine general members, to be elected from nine wards through universal adult franchise.
  - ❖ The female members to be elected from three reserved wards for the female through universal adult franchise.
-

### ***Objectives of the study***

Objective of the study is to identify the effect of Upazila system on rural development.

The specific objectives are to identify and measure the effect of Upazila system on the social, political, economic and ecological in rural development.

The research questions were:

- i. What were the concrete outcomes from the reform of 1982?
- ii. What was the expected impelling and impeding forces behind it?
- iii. To what extent the system was successful in achieving the targets?
- iv. Have the deserving people identified objectively?
- v. What are the impacts of decentralization on local government and rural development?

### ***Rationale of the study***

Management systems at the countryside in Bangladesh are the heirs of Village Chowkidari Act of 1870. The century old system observed many changes and modifications and overcome many hurdles to be at present stage. Immediate after independent the rural local body, the union panchayet, conducted relief and rehabilitation works to save the war affected people. This rural local body experienced a number of changes/modifications. Union Parishad Ordinance, 1976 was the first attempt to formulate rules to administer these rural local bodies. Government formulated Rules and Regulations to administer these bodies, which included vesting of adjudication power (Civil and Criminal) on elected Union Parishad Chairmen for speedy disposal of petty Criminal and Civil cases. Simultaneously they were also authorized to select, implement and monitor

development projects. The Administrative Reorganization and Decentralization Order opened a new horizon to the rural people to take part in policymaking and administration. Upazila system introduced in 1982 continued only for nine years (1982 to 1991), which has a far-reaching impact on rural development. The system facilitated rural development (infrastructure and psychic) that initiated national development. Abandonment of upazila administration system threw a hard blow to the development process. The researcher being a part of the administration observed and participated in that process that led him to assess the impact of the stated management system in rural Bangladesh. That is the essence for selecting this topic and conduct research to make an inference on this sys management system.

### *Methodology*

To measure the impact of decentralization and administrative reorganization in the rural administrative units the samples have been selected purposively. The researcher personally visited the Monitoring Cell under the Ministry of Local Government Rural Development and Cooperatives, Deputy Commissioners' Offices, UNOs' Offices and Union Parishad' Offices; called on concerned officials, elected public representatives, to collect related documents and information. Personal interview also conducted to collect opinions of the parties (rural people, personnel engaged in running the administration and the society i.e. the government). An attempt was to measure the development indicators (Social, Economic, Political and Ecological) dividing the period into three distinct periods. The statistics on infrastructure, literacy, life expectancy on birth, access to primary health care etc. were the tools to make inference on the issue. Building up of more physical infrastructures indicated social development, shifting of profession and lifestyle pointed economic change, enhancement of female participation in administration indicated paradigm shift in politics and more environment



awareness on the part of general mass indicated the ecological development in the rural area.

***Scope of the Study (Field Area of the Study)***

There are 472 Upazila and 4484 unions in Bangladesh. To conduct any research work and survey on an issue the thumb rule is to select at least 10% of the population. In this case only six out of 472 upazila have selected. The logic behind is almost every upazila in the country attracted equal attention from the central government. The researcher believes that findings yielded from six upazila may vary insignificantly if 48 upazila (10% of the population) were examined. That is why these six upazila and twelve unions have been selected for the study. On the other hand to conduct survey on ten percent population (47 out of 472) is a time and cost consuming and also a hard task to the researcher. That is why the researcher selected six Upazila and twelve unions under Dhaka and Barisal divisions. Justification behind selecting these low-lying and well communicated Upazila and unions are the question of backwardness, dense population; and remarkable development that took place in those Upazila and unions.

***Limitations of the study:***

Since 1972 to 1999 Local Government in Bangladesh experienced many changes including Upazila system. The subject is vast which requires a gigantic task to make a concrete suggestion on it. For this the researcher made attempt to explore the impact of decentralized administration and reorganization in the rural Bangladesh in the name of Upazila. The most important constraints are the budget, time and hard access to restricted information from Administrative officers. Moreover, there exist a few research works on Upazila management system. Most of the works are on administrative reorganization and decentralization. These have put some limitations in making the generalized comment on the subject. Keeping these limitations in mind, the study proceeded to measure management system

effect on rural development under Upazila system. Addressing each of the issue one by one comparison has been drawn between the past and existing system of the selected local government bodies. Besides, non-availability of reliable secondary data moderate sample size is the major limitations of the study.

### *Sources of Data*

- ❖ Primary sources: Data and information collected from the office records of six Upazila parishad and twelve union parishad under Dhaka and Barisal divisions. These are Daudpur and Rupgonj under Rupgonj Upazila, District Narayangonj. Nagari and Mokhterpur under Kaligonj, district Gazipur. Dhanuka and Shoelpara union are under Palong Upazila, Dingamanik, and Bijhari under Naria Upazila, Idilpur and Goshairhat Sadar under is Goshairhat Upazila all under district Shariatpur. Chandpur and Ulania under Mehendigonj Upazila, district Barisal.
- ❖ Secondary sources: Government publications, Statistical yearbook (2001-02) and few study reports published by individuals have been considered in the analysis of management systems of local government.

## **Chapter II**

### **LITERATURE REVIEW**

#### **DEVELOPMENT OF LOCAL GOVERNEMENT IN BANGLADESH**

Compiled by Mohammad Faizullah

Local government in Bangladesh is a legacy of the British and Pakistan. Rural local bodies –union parishad, Thana parishad and zeal parishad performed their business headed by a government officer or nominated person. The public representatives could exercise little authority and had no room to exercise power because they were agents of government officers. Office bearers of union parishad could exercise authority because they were only elected people representatives. The nominated members engaged them to please their appointing authority. Thana parishad chaired by sub divisional officer, other members were circle officer development under respective Thana and union parishad chairmen within Thana. Elected union parishad chairmen and community representatives attended to meetings to demonstrate support to the committee. District council headed by deputy commissioner, other members were sub divisional officer and local elites who represented society. Divisional council headed by divisional commissioner worked with deputy commissioners under division as well as nominated representatives in the division. All the four local bodies performed development works at respective levels.

Government officers with zeal and commitment found ample field to show prove worth, on the other hand officers with enterprising attitudes did only routine work and passed tenure.

The four local bodies were entrusted with development and coordination functions at respective levels. The author, in his long career in the civil service worked

directly with the local government officials. With the capacity of a sub-division officer (SDO) he worked as a chairman to the Thana parishad, coordinated the functions, as deputy commissioner coordinated the functions of Thana parishad under the district; while working in the ministry as a policy maker directly associated with preparation of different rules, worked as a trainer at the National Institute of Local Government (NILG) with multifaceted practical experiences at field level as a coordinator, policy maker and an academician has articulated the facts impartially. At the concluding chapter many rare and important Ordinances have annexed that bear worth and will assist a researcher to find out his expected references. Introduction of new system to local government opened a new horizon at this sector. The author correctly identified the colonial attitudes and plan of actions of the bureaucrats of Bangladesh. The bureaucrats demanded that they were the ruler without skill, knowledge, and ability to adopt themselves with the changing situations. The developed world already abandoned the traditional thinking and the administration before a pretty long time but the so-called wise and indispensable bureaucrats still are dreaming of day that caused a great loss to the country. Leaving the few shortcomings, the book is an important and reliable source of references and some practical descriptions would meet the thirst of a researcher in this sector.

---

Mohammad Faizullah, *Development of Local Government in Bangladesh*.  
(Dhaka: NILG, 1987).



## ADMINISTRATION OF LOCAL SELF-GOVERNMENT FOR RURAL AREAS IN BANGLADESH

Ali Ahmed

Local government in Bangladesh is heir of the same of British and Pakistan. Local government issues which get priority and attract attention from decision makers are local administration, information collection, control law and order situation and implement development activities. Local self-government system at District, Thana, and Union level experienced British & Pakistan rule and performing in independent Bangladesh passed a long way to arrive at present state. Rules regulations that guide actions of local government bodies are follower of Bengal Chowkidari Act of 1870. Bengal Chowkidari Act was passed to collect information and control activities of *Sawdeshi* who fought against British rule. Successive government of British followed previous system till 1958. Mr. Ayub introduce a new system “basic democracy” in 1959 which was completely different to existing system. Basic democrats were assigned to implement development projects in rural area.

Principal issues are composition, decision-making and conduct of business, committees, personnel administration, functions, financial administration, central control and criticism. During observation the impeding forces identified by the writer that hindered the natural development of local bodies were the government officers, local bourgeois and the comprador class. He targeted all the arrows towards authoritarian bureaucrats who thought that they have born to rule not to be ruled. At the same time he showed little interest to highlight the good works of the bureaucrats. Policy maker and politicians wrongly identified the local elected representatives as competitors They apprehended if the local elected representatives became stronger they would not follow and obey them. They always looked for personal interest at the cost of community interests. With these

few drawbacks the book is a good source of information on local government management and its trend; an academican author identified the loopholes exist in local government management but kept mum on the practical field. At the same the independent Bangladesh attracted little attention to the author.

## **POLITICAL DEVELOPMENT AND UPAZILA**

**AMM Shawkat Ali**

It is a million dollar question that administrative reforms follow political implications of power structure. Basic democracy of Ayub, Gram Sarker of Ziaur Rahman and Upazila system of decentralized administration of Ershad all has above-mentioned reforms were outcome of political motives of person in power. The first government after liberation initiated and inspired local government activities at union level. The body of local government was named as 'Union Panchayet', after six month it changed to 'Union Parishad'. At that time representation from all sectors of the population was encouraged.

The political objectives of the government, conflict between generalist versus specialists and push-pull trick games of the government machineries have been reflected in the book. It is for the first time local people found a forum to express their opinions to administer themselves. The local elites who enjoy unfettered respect and dignity from rural people became focal point of administration. Union parishad chairmen as men in the middle between the government and people found room in decision-making and implement development projects. Public representatives are elected to work, speak, pursue, move or do anything that required to meet public interest. Decentralized administration created opportunity for rural people select and implement development project as and when required, central government in this respect limited its activities in advising, training, and consulting the decision makers and project implementers. Chief executives of the Upazila parishad were elected through universal adult franchise; government officers' were placed at disposal of Upazila parishad to perform works under transferred subjects. The power functions and authority of the Upazila parishad



chairmen were such that the parliament members apprehended to lose their power and importance in the constituencies. Moreover, there emerged conflicts between chairmen of union parishad and Upazila parishad. These conflicts impeded the desired level of activities at Upazila. To make a concrete comment on Upazila management functioning period is not adequate. Political dimensions of administrative reform its implementation stages and Administrative reform measures (1982-84) spell motives of party in power. Chapter three describes National political process and constraints to reform measures. Administrative dimensions of the reform measures and the Upazila experiment: Centralization and Decentralization for development and interferences. Chapter six and seven give inferences on beyond Upazila and general conclusions. There is also an annexure, bibliography at the end.

From the book a reader would be able to reap a lump crop on political movement, objectives of government of the time that stirred government of the time to acquire people support. It is undoubtedly accepted that Upazila system at Thana level initiated a revolutionary change in administration. The ruler ruled attitudes and mentality of central government administrators started changing. Now they try to read the consequences of doing a wrong to any individual at the countryside. The chronological changes in local government with the changes of political party power and their manifestoes also attractive subjects to readers. A reader or a researcher would be able to gather adequate information from the book. A foreigner would get transparent idea on the local government system and the factors those distracted its activities. The power monger political leaders always used rural people and few derailed youths as their militant force and ladder to be/remain in power. After assumption to the power almost all of them avoid the rural people and seldom visited countryside. In presence of an elected Upazila Parishad chairman the parliament members had nothing to do in the rural area but to look after his/her vested responsibilities in the parliament. The political party

government took the issue seriously and dissolved the Upazila system. So it can be concluded, as the book is a good source of information on administrative reorganization as well as political will of the ruling party government. Simultaneously, the other political parties also vehemently opposed the system with the fear of losing power at Upazila and union level.

## **UPAZILA SYSTEM IN BANGLADESH**

**Md. Abdul Karim**

Decentralized administration brought a revolutionary change in rural Bangladesh that created opportunity for rural people to apply latent potentials in their development. Development indicators political, social, economic and ecological generally fit with expectations of common mass. Issue of discussion i.e. decentralized administration system in Bangladesh functioned only for few years (1982 to 1992) that deserve room for debate. New ideas, activities and system generally face hurdles before establishment. Theoretically concepts on decentralization, devolution and delegation in place of centralization are undoubtedly good but theory always does not best fit to reality. Person/s interested or aggrieved always act in favor or against of widely talked issues.

Restructuring administration government put emphasis on speedy disposal of cases and decision-making process. Traditional bureaucracy always follows predetermined way, rules and guidance to perform any work. Room for creativity and innovation remains at arms length from it. Decision-making authority and exercise of power by local elected representatives was beyond imagination to top leaders of the country. Those who relied on enterprising vocations followed set rules, avoided risks and hazards rarely faced excellence. Government with objectives to maximize social benefits to citizen sometimes discourage predetermined rules even may violate them. Decentralized administration and reorganization attracted attention of policy makers who analyzed the issue with of Self-Governed Village of the Ancient periods, Chowkidari Panchayet of the British, Basic Democracy of Ayub Khan and Gram Sarker of (1980). Experience depicts that bureaucratic red tap and colonial attitudes of government officers hinder any kind of innovation. Upazila parishad constituted with one Chairman

(directly elected by the voters of the Upazila), representative member (elected chairmen of union parishad), Chairman of the Upazila Central Cooperative Association, three (nominated) women members reside in the Upazila, and One nominated member (local elite), and official members (deputed to parishad). Members under officer category i.e. government officers deputed to the Upazila parishad attended to meeting and were without voting power.

## **LOCAL GOVERNMENT IN ENGLAND 1958-69.**

**H. Victor Wiseman**

After the second world war most of British colony got freedom, which created economic setback to British Empire. To combat unwanted situation and continue current development process British government of the time selected rural development and first tier of local government is County. Counties run by elected representatives are more or less self-sufficient both in monitorial and non-monitorial aspects. So office bearers are competent make desired decision. The local government bodies provide almost all the community services to citizen, which include adjudication of petty issues.

British local government the counties faced acute problem in funding ongoing development and regular social services. Government of peacetime faced a number of problems after the Second World War. Which acted as an impelling force in deregulating local counties for the sake of peacetime administration. Central government to reconstruct war affected community and restructure damaged utilized these local bodies.

The Local Government Act and Statutory Instrument, number 2115, 1958, formed the local government commissions. The Wales Commission considered the period 1945-1958, England, Wales and London, General and Special review areas. The process of making changed in local government structure under the Act 1958, the role of county council. The commission proposed few suggestions to reform the local government. The evaluation procedure followed the division into different review areas, the length of process, the public ness of the procedure, a politically responsible process, and a rational process.

The Maud Committee considered the quality of councilors, Academic research on local councils and management in local government. Then report contains the local government councilors, the local government elector, local government



administration abroad, local government administration in England, Wales and other evidence. Evaluation of the Maud Committee was based on common intellectual standards. The Mallaby Committee- studied the staffing pattern of local government. The committee studies the methods of Employment, Recruitment, Training, and use of Staff, under training, the points considered for analysis were- Training for the lay administrative officer, Training for clerical staffs, Management training, Refresher training, High-level courses, and Mobility of staff. The staff included internal organization and machinery.

The suggestion on Mallaby Committee includes \*(P#94)

- i. Improving the arrangements made with in local authorities for the more systematic planning and development of training for staff at all levels.
- ii. The development of staff for management
- iii. The training of supervisors
- iv. The improvement of existing training facilities for technicians and the possibilities for a wider use of technicians in all departments.
- v. A comprehensive review of existing arrangements for the training and education of clerical and administrative staff, which will take into account the view expressed by the Mallaby Committee and the new opportunities available both within and outside universities for degrees in administration and similar subjects.
- vi. The need to review and in some cases introduce, basic training schemes for some of the main groups of manual workers in local government, such as school caretakers, staff employed in amenity horticulture, and the staff of the ambulance service

**Comments:** The book is a good source to have an idea on local government in England. Analysis and findings on the basis of the research conducted by the committee on local government in England since 1945 to 1958 and 1958 to 1969 represents the aims and objectives of a welfare state. After the Second World War to reconstruct the severe bomb damaged countryside the government of the time decided to implement a master plan. Four commissions/committees constituted for getting feasible and concrete suggestions. On the basis of the findings and many reformatory decisions had taken that accelerated the development of the county government administration. It is a reliable source to refer in research work. The editor has articulated the reports with erudition that maintained the chronological aspects. It is a good source to get knowledge on local government in England. As well as how the county government got their autonomy. The central government provided assistance to the local government bodies to make them self-reliant in finance and decision-making. The county and local government possessed the authority to fix and levy tax on the dwellers and select projects following the strategic plans of the central government. The local government also accelerated peoples' participation in decision-making.

To avoid dualism the local government followed definite instructions of the central government. Different systems look very different from differing points of view but in all cases the analysis of the effects of different characteristics of local financial system is complicated by the fact that the over all effects are produced only through the effects on each of the individual political administrative systems term as local councils. Changes in law may be produce unintended consequences because they become factors which are integrated into the decision making process of individual local councils.

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Wiseman, H. Victor. *Local Government in England 1958-69*, (London, 1970), Routledge & Kegan Paul.



## LOCAL GOVERNMENT IN THE GERMAN FEDERAL SYSTEM

Arthur B. Gullicks

Germany has a long history of strong local government. Federal Germany today inherited and incorporated a handful number of systems and subsystems in her present administration. The book explains the long tradition of local government in Germany. History tells that many cities in Germany have been enjoying autonomous status. It has observed that the monarchs and Kings in many of the European countries in the sixteen, seventeen and eighteen centuries but during this time German cities enjoyed autonomy. In Germany there exist five levels in administrative system.

These are

- i. The federal government,
- ii. The Lander governments,
- iii. The administrative districts (Regierungsbezirke),
- iv. The counties and county-free cities, and
- v. The municipalities belonging to a county and association of small municipalities.

There are twelve chapters in the book. The chapters are

- a. Introduction
- b. The Development of local government in Germany 1808-1949.
- c. The German Administrative Tradition, the Federal Framework, and Local Government Institutional structure.
- d. Territorial and Administrative Reforms at Local Level,
- e. The Legal Framework of German Local Government.
- f. Local Government and the Distribution of Administrative Responsibilities,
- g. Local Government Finance,

- h. The Public Service and Organization of Local Bureaucracies,
- i. Local Councilors, Parties, and Elections,
- j. Local Government and Intergovernmental Relations,
- k. Intergovernmental Relations and the Undermining of Traditional Administrative Systems,
- l. German and American Local Government. Some Comparisons and Conclusions.

Germany achieved unity under Bismarck's direction as a semi-constitutional monarchy with a federal territorial organization since 1871. Since then many German cities had been enjoying autonomous status as constituent parts of the highly decentralized feudal German empire. The tradition of German administration cultivated the feudal administration in the local bodies that facilitated to enjoy all the rights who were the office bearers and the German Princes. History says that in 1789 there were 314 secular Church territories and 1475 Knight States in Germany. It was the Napoleon who attacked the feudal system and dissolved the monarch empire. The City Charter showed the management system and the office bearers of the local bodies. The office bearers the executives and legislative office bearers entered through election and appointment. The council could raise revenue, determine budget, decide all questions within its own sphere of activities and control the administration. The administrative organ of the city was the collegial magistrat, which consisted both of paid professionals and lay citizen members. The paid professionals were elected by the council for a term of twelve years with pension rights, if removed that is, not re-elected before normal retirement age. The lay members were unpaid local citizens elected by the councils for six years. These citizens served in functional committees of the magistrates that were chaired by paid professional member. The mayor was a professional administrator and the head of the magistrat magistrates. The mayor was elected for six years.

At the beginning of the nineteenth century all the German states Liberals demanded a united Germany under a constitutional monarchy and parliamentary government. In 1849 the Frankfurt National Assembly passed a liberal constitution that provided for a united, “small” German Reich.

The Development of Local Government in Germany 1808-1949 observed a number of phases.

These are the

- I. Napoleon to the Revolution of 1848,
- II. Local Government in Germany, 1848-1919,
- III. The Weimar Era 1919-1933,
- IV. Local Government and the Third Reich, 1933-1945, and
- V. Allied Occupation and Local Government, 1945-1949.

The self-government in smaller towns and villages and in the counties was even more restricted than in the cities, because of the powerful administrative position of the landrat and the limited opportunities for participation by the town and rural population. It is also complained that the local self-government were only for the local bureaucracies and ruling mayors but not for local citizenry. The period between 1945 to 1949, when local government were free of any state supervision and responsible only to the occupying powers for their services, strengthened dramatically the self-confidence of local officials.

The German Administrative Tradition, the Federal Framework, and Local Government Institutional structure showed different models of administration that differed significantly. The administrative decentralization of German federalism introduced into the German model a degree of complexity that the French presumably would not tolerate. Territorial and Administrative Reforms at the local level attracted the interest of the social scientist, economist, and politicians. In spite of the admittedly strong influence of elites, there was probably more

widespread participation in the German local government reforms of the 1960's and 1970's. The Legal Framework of German Local Government is the constitutional protection of Local Government, Local Government Law Forms of Local Government. Local Government and the Distribution of Administrative Responsibilities detected by Federal and Land Administration, Local Government Functions: Delegated and self Government, the Counties as Lower state Administrative Authorities and as units of self-Government, The Distribution of Functions between counties and municipalities are the functions of the "county free" or independent cities, as well as land use planning and zoning. The financing mechanism of local government was based on Fiscal Relationships in Federal Republic, the resources in German Federal System, Federal Aid to the Lander, and Fiscal Equalization among the Lander Fiscal equalization within the Lander, Trend and controversies in local Government Finance.

The public service and the Organization of local Bureaucracies were the Public Servants at the Local Level, the organization of local bureaucracies The Local Councilors, Parties and elections followed the local councils and councilors, political parties and local election law. The intergovernmental relation showed the followings:

- i. Intergovernmental Relations and undermining of German Spatial Federalism
- ii. Intergovernmental Relations and Undermining of American Functional Federalism,
- iii. Intergovernmental Relations in then Federal Republic and the United States, and
- iv. Some differences.



**Criticism:** The author has stitched the local government history of Germany with erudition to complete the garland. A reader will get a clear idea of the administration and local government in Germany. In the concluding chapter a comparison between local government in Germany and another federal state the United States has included. The information and data is a good source for a researcher. From the book a reader can conceive idea on local government inception in the globe. The independent village in south Asia and in Germany shows that the ancient villages were more or less independent which were nursing home of Public Administration, Politics, Economics, Local Government and many advanced issues of the present.

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Wiseman, H. Victor. Routlge & Kegan Paul. *Local Government in England 1958-69*. (London, 1970).



## **LOCAL GOVERNMENT IN SOUTH ASIA-A COMPARATIVE STUDY**

**Dr. Kamal Udding Siddique**

Local Government in south Asia gives comparative statements of local government in South Asian seven countries. Bangladesh, India, Pakistan, Sri Lanka decolonized from British in 1947-48. History of rural local government in India, Pakistan and Bangladesh has same origin. Topography of Nepal, Bhutan and Maldives nurtured different rural government setup. South Asian Association for Regional Cooperation (SAARC) comprises seven states- Bangladesh, Bhutan, India, The Maldives, Nepal, Pakistan and Sri-Lanka. Most of it experience tropical monsoon climate. It covers an area of about 4.6 million square kilometers, which is only 3.31 percent of world's total landmass. In mid-1990, the total population of south Asia was estimated at 1130 million, which is roughly 1/5<sup>th</sup> of the world human race. Agriculture is still the dominant sector in economy. The main cereal crop is rice in Bangladesh, Bhutan, Nepal and Sri-Lanka, while in India and Pakistan, is wheat. The Maldives grows very little of any cereal.

South Asia is distinguished both by unity and diversity. During the ancient and medieval ages, powerful empires embracing the greater part of south Asia flourished several countries at a stretch, and these must have exerted a strong unifying over the region. In the recent past English language, The British and the modern means of transport and communication that came in its awake not only brought south Asians closer but also helped the growth of a powerful nationalist movement region.

India is about 1,229,000 square miles area with the Himalayan Mountains in the north to the Indian Ocean in the south. About 2000 miles border with Pakistan to the west and some 1700 miles with Myanmar to the east. Geographically, India is divided into four main regions. Each of it has own culture, tradition and history. These are the vast plains of North India, irrigated by the Ganges and its tributaries, and populated mostly by the descendants of the Aryans, North-eastern India,

occupying the foothills of the Himalayas and populated mostly by Mongoloid and Austric people, The Deccans Plateau, separated from the north by the Vindhaya Hills and from the coastal areas by the Eastern and Western Ghats and populated by the mixture of different races and the region farther south, near the port of Madras, which is the heartland of the Dravidian people.

Local government in India divided into distinct periods- the ancient period, the Middle Ages, the British period. Period I: 1687-1881; Period II: 1882-1919; Period III: 1920-1937 and Period IV: 1937-1949, structure and composition Village Panchayet (VP), Panchayet Samity (PS), Zila Parishad (ZP), Municipal Corporation, Municipal Council, the Notified Area Committee, Town Area Committee. Functions (Obligatory) civic, welfare and development and optional are welfare and development. Local government Finance (Revenue Sources) purposive grant, establishment grant, plan grant, block grants, incentive grants stamp duty grant, forest revenue grants, deficit adjustment grants; Expenditure pattern, Financial Administration. Personal Administration: State, Division, District, Block and Village. Control and supervision over local government bodies: Control over territorial jurisdiction, Control over councils control over local elections, control over staff, control over functional jurisdiction, control over the inter-Institutional disputes- Administrative control Review resolutions Periodic Inspections; Financial Control: Control and supervision over Municipal government.

Pakistan with an area of 310,400 square miles lies on the west of the sub-continent. Under the constitution of 1973 Pakistan is a federation. The federal legislative List is the prerogative of the parliament, whereas on matters enumerated in the concurrent legislative list; both the provinces and the federation have equal right frame laws with supremacy of the federal parliament ensured in a case of clash. Evolution of local government in Pakistan is similar to that of India

and Bangladesh. Pakistan has 37959 villages, 3414 union councils and 222 Town Committee 46 district councils and 12 Division Councils. The structure and composition, functions, local government finance, personnel system, central-local relations differs a little bit to those of India. Both federal and provincial government provides grants to the local councils, and these are still an extremely important source of income for these bodies, and hence the leverage for control still remains with the government.

Bangladesh emerged as an independent and sovereign state on 16 December 1971 after a nine month long war of liberation against the Pakistani occupation forces. The country is bounded by India to the west and north, By India and Myanmar to the east, and the Bay of Bengal to the south. Bangladesh with 55,598 square miles has six administrative divisions, sixty-four districts, 472 Upazila, 4471 unions and 68,000 villages and also inherited rural government from British India.

Local government in Bangladesh experienced distinct different periods. These are Ancient and medieval periods; The British periods (1757-1947); Pakistan period (1947-1970) and Bangladesh period.

The structure and composition of local government legitimate on the following Ordinances.

- I. The Local Government (Upazila Parishad and Upazila Administration Reorganization) Ordinance, 1982.
- II. The Local Government (Union Parishad) Ordinance 1983,
- III. The Local Government (Zila Parishad) Act 1988, and
- IV. Palli Parishad Act 1989.

The functions of local government are: Finance, Personnel management, Recruitment Training, Coordination of services, Conduct and Discipline, Leave, Retirement are quiet different from those of India. The National-Local Relations

have been spelled in the legislation on rural and urban local government. The control system includes territorial jurisdiction, compositions of councils, local elections, personnel, functional jurisdiction, inter-Institutional disputes, and Financial and Administrative control.

The Democratic Socialist Republic of Sri Lanka Sri-Lanka got her independence in 1948 after four and a half centuries colonial rule and comprises on large island and several smaller ones, with an area of 65,610 square kilometers. It is situated in the Indian Ocean, about 80 kilometers east of India's southern tip. Sri Lanka with a tropical climate grows paddy, tea, rubber, and coconut, as main and minor exportable crops are cocoa, cinnamon, cardomom, citronella, paper etc. Sri-Lanka divided into nine provinces, 25 administrative districts, and 257 Assistant Government Agent's Divisions and 4475 Gram Sevaka Niladhari Divisions. Colonial rulers created an efficient highly centralized bureaucratic system in order to consolidate their power and collect revenues. During dedival periods, there existed local government systems in the form of Village Councils or Gram Shabhas in some places and regional councils or Ratasabhas in certain areas of the country. Consequently, four types of local authorities emerged in independent Sri-Lanka- (a)Village Committee now Village Councils, (b) Town Councils, (c) Urban Councils and (d) Municipal Councils.

The Kingdom of Nepal is a landlocked country in the Himalayan mountain range. Roughly rectangular in shape, it has an area of 147,181 square kilometers, 83% of it being mountains and 17% plain.



Nepal local government observed the following periods in the history of Nepal.

a. The Kirata Period	About 700 BC to 225 AD
b. The Lichhavi Period	225AD to 899 AD
c. The Dark Period	899 AD to 1200 AD
d. The Malla Period	1201 AD to 1769 AD
e. The Shah Period	1769 AD to 1846 AD
f. The Rana Period	1846 AD to 1950 AD
g. The Interim Period	1951 AD to 1959 AD
h. The Party System Period	1959 AD to 1960 AD
i. The Panchayet System Period	1960 AD to 1990 AD

The Kingdom of Nepal is administratively divided into five developmental regions. Each region is divided into three to five zones, which are further divided into districts. And there are 14 zones and 75 districts.

The Kingdom of Bhutan with an estimated area about 46,500 square kilometers It is landlocked, bordered by Indian state of Sikkim in the west, West Bengal and Assam in the south and Arunachal Pradesh to the north-west. There are 4 zones, 18 Districts 188 Group of Villages or Blocks in Bhutan. In explaining the existing situation only a rudimentary local government in Bhutan, the concentration of power in the absolute monarchical system is no doubt the prime factor. Perhaps, one can also add to it the peculiar terrain of Bhutan, where political centralization seems essential to hold together what is set apart by nature. In this sense Bhutan and Maldives appear to be similar. In both these countries, decentralized and representative local government is hardly existent, and in both the tendencies for centralization seems to be reinforced by the existing geographical conditions. However, Bhutan appears to be a little ahead of the Maldives in evolution of local administration into local government.



The Maldives is an archipelago of tropical atolls in the north-central Indian Ocean about 643 kilometers southwest of Sri-Lanka and roughly the same distance from the southern tip of India. The islands span an area with a total land area of 298 square kilometers. The country consists of 1190 islands of which only 200 are inhabited. Local level administration in Maldives is Ward, Islands, Atolls and Central Government. The present Constitution of Maldives also does not provide for any local government set-up.

Local government in India, Pakistan, and Bangladesh are offspring of British introduced system. Pakistan and Bangladesh continued rural local government as British did. Pakistan brought a change rural government in 1959 that is termed as 'basic democracy' and Bangladesh continued that till 1973. The pattern of local government in Sri-Lanka from the ancient times unto independent in 1948 was not very different from that obtaining in main land South Asia. In Nepal, Bhutan and Maldives, the evolution of local government in pre-modern time bears a strong resemblance to its evolution elsewhere in South Asia although these have also affected by their peculiar geography and history.

### **Chapter III**

#### **DEVELOPMENT AND LOCAL GOVERNMENT IN BANGLADESH**

The term 'development' has evolved from the word 'de-volutes' that means to throw upward, as well as to roll towards a positive direction. To measure the development some indicators have chosen. To indicate the state of development some points need explanation. These are the state of 'enlightenment' which means when an individual gets some information s/he with that can possess some state that is called the state of enlightenment. The second stage is the 'enrichment'. An enlightened person with the messages or information acquires the ability to do or not to do any work or something. In this process the third stage is 'empowerment', which is the effect of enrichment. At this stage an individual acquires power that transforms his/her activities that relate the process of rewarding or punishing someone. The final stage is the 'entitlement', because when an individual attains this stage s/he asks the person concern on the issues of entitlement, which have been enlisted in the constitution of the country. So the process follows these four stages, which are popularly termed as development. So for a sustainable development a government of a welfare state always seeks for the maximization of social benefits to its citizen. Bangladesh today in recent past as a part of the British India then Pakistan observed many changes and experienced colonial rule. The administrators remained busy to serve the purposes of their employers. They paid little or no attention to look for the well being of the citizen. So at the emergence of new system which is popularly known as administrative reorganization and decentralization facilitated the participation of rural people in the decision making process. The new management system, for the first time in the history of administration in this area, created opportunity to the elected representatives to administer them and utilize the resources in the rural area.

The rural people have come through the 'enlightenment', 'enrichment', 'empowerment' and 'entitlement' stages that developed the psyche of the rural people. At present dweller of the remotest corner of the country asks the person concern on their entitlements, which are the effect of decentralization. The local government bodies at union level were controlled and guided by the government officers posted at Thana and district levels. Union parishad chairmen, members i.e. the elected representatives persuaded the government officers to make a development at their respective locality. Government also implemented development projects through the officers. The Upazila system at Thana level also empowered the rural elected representatives to take an active part in the implementation stages of development projects. The most important issues were that they needed no approval from any higher authority. The Upazila parishad itself was empowered to select approve development projects in the light of government guidelines. Government supplied the grants and guidelines and limited its activities in observation, monitoring, training and technical assistance if required. The parishad approved the projects and asked the officers concerned to implement the projects following the guidelines. The contractors and 'project implementation committee' were answerable to the parishad.

## Local Government in Bangladesh

### *Introduction:*

Bangladesh emerged as an independent and sovereign state in 1971 through a bloody war of liberation. In recent past, it came under the British rule, which lasted nearly two centuries, from 1757 A.D. To 1947 A.D. during that period Bangladesh was a part of old Indian provinces of Bengal and Assam. After decolonization in 1947, East Bengal, a part of Pakistan designated East Pakistan. Afterward, we got a sovereign country Bangladesh fighting against the operation searchlight, a massacre started by the brutal Pakistani Army in 1971.

Bangladesh lies in the northeastern part of Asia. The country has long border with India to the west and north, to the east with India and Myanmar and the Bay of Bengal to the south. The area of the country is 143,998 square kilometers.

The urge for freedom and self-determination constitutes the basic tenant of human personality. Just as in case of a nation also in the case of a 'little community', it is true that good government is no substitution of self-government. The right to manage one's own affairs can be bartered away for something else by anyone having self-respect. Autonomy is basic in man's attempt for self-realization. Any human aggregation constituting a 'local community' or a 'gemeinschaft' needs autonomy of decisions and actions. Hardly any other factor can deepen the sense of belonging and enliven the perspective of common interest. Effective and meaningful cooperation may be possible only when the members of the local community are in a position to act as the agent of their free will. 'Local autonomy' in one form or another, in some relative degree, is a fundamental ingredient of a successful nation.'

The idea of self-government of locality, as pointed out in an unpublished memorandum prepared by Lislie Green, "springs from the concept of 'libertas', by which word Cicero translated the Athenian privilege of citizenship. For 'liberates'



implies not merely freedom from restraint. It implies the specific right and duty to participate in the government of one's own community. And, today, the validity of one's right and duty to participate in local government rests upon the sociological fact that a nation is a community of communities.

To participate only in the government of the nation is, therefore, not enough. One has the right and duty to participate in the government of any other community or association of persons to which one belongs, local or central, or economic or otherwise, directly by public meeting or indirectly by elected representatives."

Local self-government, thus, means "the management of services and regulatory functions by locally elected councils and officials responsible to them, under statutory and inspector supervision of the central legislature and executive, but with enough financial and other independence to admit a fair degree of local initiative and policy making. In other words, local government has a participatory value of its own". Effective enjoyment of citizenship demands direct participation in the decision making process of democratic administration. The periodic exercise of one's right of franchise in a general election does not help bring home the relevance of government in one's life in full sense. Citizens cannot purposefully contribute their judgment to the political and administrative process unless sufficient opportunities to them for taking interest in whatever directly concerns their life in the local community. The exaggerated and the natural home for such training are undoubtedly the local community.



*Periods of local government*

a. **The British period (1757-1947):** The East India Company during its earliest days encouraged its servants to form little settlements in the town centre side with Indian suburban, known as “white towns”. These towns were granted charters setting up municipal bodies, first in 1688 and then in 1726. Following the tradition of these municipal organizations the first formal measure of municipal organization in the then Bengal Presidency was introduced in 1842 under Act X which provided for setting up Town Committees for sanitary services. But none of these measures had any impact in the area now constituting Bangladesh.

However, by the Act XXNI of 1850 municipalities were set up for the first time in five towns of Bangladesh namely Nasirabad (1861), Dhaka (1864), Chittagong (1864), Brahmanbaria (1868). In rural areas the company was guided solely by the consideration of revenue collection. The company introduced repeated changes in revenue collection by creating a bourgeois class specially the land tenure system, which culminated in the permanent settlement (1793), and creation of a new class of landlords. Thereby the village society was subordinated permanently to landlord rule. Activities of the landlords dealt a deathblow to the already decaying corporate life of village communities. On the other hand, a centralized system of administration was introduced during this period. Under the Bengal District Act of 1863, the rural area was divided and districts were created. District Magistrates were placed in control of these districts with very wide ranging powers. The district Magistrates, among other things, was entrusted with “local funds” for upkeep of local roads and bridges. By 1850, District Committees, headed by District Magistrates were set up to manage these local funds. Thus, up to the middle of nineteenth century, the British had made virtually no mark on the town and villages of Bangladesh in the sphere of local government.

The appearance of the country remained largely the same, as it were before a hundred years ago. During this period local government in villages also gained some impetus. Bengal District Committee Act of 1871 allowed formation District Committee under the presidency of the District Magistrate. The funds available were so meager that no proper public services were possible by the new District Committees. Village life was hardly touched by the new District Committees. There was however an attempt for a smaller unit of local government at the village level. In 1870 the Bengal Village Chowkidari Act was enacted. Under this Act the countryside was divided into 'unions' comprising about ten to twelve square miles. These unions were placed under 'Panchayet' that raised funds to pay the 'Chowkidars' or village police. These so called 'Panchayet' had only a formal existence, and were popularly regarded not as the representatives of the village people, but as servants of the 'sarker' or the government.

The subsequent period from 1882 to 1907 witnessed a number of attempts to reform the local government system in the sub-continent, spearheaded by Lord Ripon, a liberal Viceroy. Lord Ripon's famous resolution on local government of 18 May 1882 laid down certain principles that influenced greatly the thinking of politics and local government for over three subsequent decades.

These principles were:

- i. Political education is the primary function of local government and is of greater importance than administrative efficiently,
- ii. Rural local boards are to be set up similar to municipal boards,
- iii. All boards should contain a two-third majority of non officials- these should elected whenever possible,
- iv. Election should begin immediately in more progressive towns to be followed gradually and by informal experimentation methods in smaller towns and countryside,

- v. Control should be exercised from without rather than within,
- vi. The chairmen of all local boards should be non-officials whenever possible.

A significant change occurred with the Lord Ripon's resolution, 1882, which established network systems to the rural local bodies. The subsequent development was the Bengal Local Self-government Act, 1885.

A 'two tier' system of local boards- district and local (sub-district) boards came to be set up. The district boards replaced the district committees set up during 1850's.

The Bengal self-government Act of 1885 provided for the creation of union committees combining neighboring villages for sanitary and other services. The post Ripon period stretching up to 1907 observed only marginal development either by way of carrying forward the principles of Ripon or acting contrary to it. A new dimension was however added to the local government by the Indian Council Act of 1892 under which the elected members of local government acted as Electoral College to choose representatives to the legislature. But government control over the local government continued to increase through creation of new bureaucratic departments for public works, education, sanitation, agriculture etc.

All these departments came to have said in local government affairs and rigid system supervision was created spread up to the smallest municipality and local board. In August 1917, the British government made a declaration promising responsible government in India through gradual development of self-governing institutions. In 1918, under the Montague Chelmsford Report the government decided to substitute election by general public on an enlarged franchise, for the existing method of election to the legislature through local bodies as Electoral College. The Village self-government Act of 1919 came with the most complete rural authorities in Bengal. Under this Act a union board was established for an



area of about four square miles and a population of about 8000 in place of old union committees. Boards were two-third elected by males paying local cess, and included maintenance of village police-‘dafadars’ and ‘chowkidars’ upkeep of schools, roads and ponds and the provision of elementary sanitation and medical services. Selected members of the boards might also be formed into judicial benches to try petty criminal and civil cases. In all matters the union boards were to act under the supervision and with the advice of the circle officers as representatives of the district magistrates. By the year 1921 a large number of union boards were formed. On the other hand during this period greater majority of municipal boards were popular non-official bodies from the control of District Magistrate.

The closing years of 1940s were the period of Second World War in which the British government was involved directly. Consequently during this period the situation in local governments did not witness any development worth the name. The British rule ended on the 14 August 1947. By that time, local government was quit well organized in Bengal, both in urban and rural areas. Though in many ways, instead of serving as the school of political education, local government became a mere annex to the national ‘political stadium’ where the struggle for independence was moving towards its climax.

**b. Pakistan Period (1947-1971):** After 1947, local government continued as a provincial subject and the general structure of local government set up continued. At that time in the territory now forming Bangladesh, local bodies were functioning in the urban area with the following distribution.

- i. District Boards            15 (one in each district),
- ii. Union Boards            3581,
- iii. Municipal Boards    43.

The process of gradual development local government was persuading by the provincial government of East Bengal during early years of Pakistan rule. Thus by the Ordinance number I of 1956 nomination to District Boards were abolished and by a decision of the cabinet adult franchise was introduced in all local bodies. The system of representation of seats for the minority community was also done away with. The process of gradual development of local government came to an abrupt havoc in 1958 when on October 27; Ayub Khan clamped martial law over the country. Open politics on party lines were given a good bye. All local bodies were suspended and local officers were entrusted with the entire responsibility to discharge functions of local government. Ayub Khan introduced a new system called 'basic democracy' in 1959, which substantially altered the character of the local bodies in respect of election as well as composition.

Under 'basic democracy' union councils performed multiple functions. They were-Administration, Development, Local self-government and Uphold the Constitution.

They were means to decentralize administration, to provide for collaboration between the elected representatives of the people and the appointed higher government officials. They also utilized to decentralize the planning and coordination of developmental activities at different levels of administration. Basic democracies were a four-tiered set up with union council at the bottom ('union committee' or 'town committees' in town or cities.). Office bearers of union council elected through universal adult franchise, on average one representative for one thousand populations. Initially, one-third members used to nominate by the sub-divisional officers (SDO), which was abolished after adoption of the 1962 constitution. Members elected a chairman from amongst themselves. Thana council members consisted of all chairmen of the union councils in Thana and an equal number of government officials appointed by deputy commissioner. Sub-divisional officer was ex-officio chairman of Thana council. Circle Officer (CO)



was ex-officio member secretary and acted as chairman in absence of SDO. Next highest tier was district council, in which one-half of members were government officials and remaining were non-officials appointed by deputy commissioner. Deputy commissioner was chairman of district council in which membership followed same ratio as in district council. Commissioner is ex-officio chairman of divisional council. Basic democrats elected for five-year term that were directly involved affairs more than their predecessors in development projects. They participated in preparation and execution of local plans, and maintained records and accounts for development projects. Martial law dissolved all political institutions including local bodies and introduced new concepts as 'basic democracy' in 1959. Later general election of 1970 was a landmark in national history of Pakistan where Awami League won absolute majority, in Pakistan. This position was not acceptable to the political and the military junta of West Pakistan. Soon political rights curtailed; national assembly was summoned and not allowed to go on session.

**c. Bangladesh period 1971-1999:** Bangladesh emerged as an independent and sovereign country on March 26, 1971. The people launched a bloody war of liberation. The war lasted for nine months, ending of 16 December 1971. Thus in December 1971 when the new government formed local government bodies were found to be in a morbid stage under official control that was instituted in 1969. The new government paid attention to local government institutions immediately. The President's Order number 7 of 1971 issued on January 20, 1972 that all local bodies as was inherited as the legacy of the formally dissolved and official administrators were appointed to each one of them. The District Council and the Thana Council were placed under the control of deputy commissioner and SDO respectively. The union councils were variedly placed under the charge of circle officers and tehsilder, a lower revenue officer, which continued till 1973.

The President's Order number 22 of 1973 the union parishad in the rural area and the pourashava or the municipality in the urban area were reviewed with marginal change in the composition, but the functions remaining more or less same as before. Under the new arrangement, a position of Vice-Chairman created along with chairman, in each union parishad as well as in pourahsavas. Chairman and vice chairman along with members elected on basis of adult franchise. Union parishad and pourahsavas election held in 1973. Thana council was reconstituted in 1976 at chairmanship of SDO, circle officers as vice chairman and chairman union parishad as representative members in ex-officio capacity, but district council did not get rebirth. Local government Ordinance, 1976 made foundation to rural local bodies substantially altering the functions of them. Inclusion of nominated member to constitute rural local bodies created opportunity for local elites to take part in decision-making process. Representatives from worker and women community also enriched these bodies and position of vice chairmanship dissolved. Election to union parishad and municipalities held in 1977 under new law. Local Amendment Ordinance of 1980 initiated village level local bodies 'Gram Sarker' headed by elected member of union parishad and representation from women, peasants and landless community. Authority and responsibility included rural development, enlarged hand of administration and levy tax from people. Government headed by the President Ziaur Rahman utilized Gram Sarker for political mobilization and buildup base for politics. That is why this body earned low credit and ultimate result did not differ from that of basic democracy.

Governance of Ziaur Rahman came to tragic end at his assassination on 30 May 1981. In March 1982, H.M. Ershad assumed power through a coup and martial law clamped upon the country. Ershad government implemented a massive program of devolution of powers and decentralization of administration in the country. The primary objective of this program has been to bolster rural bodies, to create an effective local government to bring the administration nearer to the people and to facilitate their effective participation in administration and development. With a view to reducing the hierarchical steps in administration the sub-division tier has been abolished.

At the same time it has been decided to provide

- i. More powers to and decentralize functions in favor of local bodies by transferring as many of the responsibilities of the central government to them as they can effectively shoulder, and
- ii. To delegate more powers to the central government agencies working at the lower tiers of administration in respect of the functions retained by it.

Under the scheme of decentralization, a new name of the existing Thana i.e. 'Upazila' or sub-district has been given to the unit of administration, which has so long been known as Thana. Though, generally, an Upazila corresponds than, in some places, two thanes have been brought under one Upazila. So Upazila became the focal point of administration and development at the local level.

This process of conversion into Upazila has been termed as an 'up gradation' in that not only more power, authority and function have developed upon the functionaries of the central government and local government at Upazila level but also

- i. More offices have been created there,
- ii. The status of officer has been elevated,
- iii. Development of physical facilities at the Upazila has been accelerated, and
- iv. More funds are being channeled to Upazila directly.

The resolution of the government, dated 23<sup>rd</sup>. October 1983 is the principal instrument by which the process of up gradation has been set into motion. The Local Government

(Upazila Parishad and Upazila Administration Reorganization) Ordinance, 1982 provided the essential legal framework of local government at the Upazila level. The resolution has divided the government functions at the Upazila level into two groups, namely 'retained subjects' and 'transferred subjects'. Accordingly as per provisions of the resolution the responsibility of all development activities at the local level has been transferred to the Upazila parishad. The government has retained the direct responsibility for regulatory functions and major development activities of national and regional coverage.

#### *Development of local government*

**a. Devolution:** Literally devolution is the act of giving power from a central authority or government to an authority or a government in a local region. To implement devolution program government adopted the following measures.

- i. To devolution more powers to and decentralize functions of the local bodies by transferring as many of the responsibilities of the central government to them as they can effectively shoulder and
- ii. Delegate more powers to central government agencies working at lower tier of administration in respect of the functions retained by it.

Local self-government, thus, means "the management of services and regulatory functions by locally elected councils and officials responsible to them, under statutory and inspector supervision of the central legislature and executive, but



with enough financial and other independence to admit a fair degree of local initiative and policy making. In other words, local government has a participatory value of its own". Effective enjoyment of citizenship demands direct participation in the decision making process of democratic administration. The periodic exercise of one's right of franchise in a general election does not help bring home the relevance of government in one's life in full sense. Citizens cannot purposefully contribute their judgment to the political and administrative process unless sufficient opportunities to them for taking interest in whatever directly concerns their life in the local community. The exaggerated and the natural home for such training are undoubtedly the local community.

**b. De-concentration:** De-concentration is the act of giving some of the power of a central-government organization, etc. to smaller parts or organization around the country.

**c. Decentralization:** The idea of decentralization is inherent in practical application democratic ideal to the administrative organization. As administrative process, decentralization is the converse of centralization and 'denotes the transference of authority, legislative, judicial or administrative, from a higher level of government to a lower.' Decentralization has no standardized meaning in English language. Conceptually decentralization embraces the related processes of deconcentration, devolution and delegation. Deconcentration means 'the delegation of authority adequate for the discharge of specific functions to staff of a central department who is situated outside the headquarters'. In other words, it "denotes more delegation to a sub-ordinate officer of capacity to act in the name of superior without a transfer of authority from him." Decentralization, "the other hand, is a process whereby the government divests itself completely of certain duties and responsibilities and devolves them onto some other authority". Decentralization thereby creates a corporate sense of responsibility in the local



decision-making agencies with more or less independent powers. "It is training in self-government. It confides the administration of powers to those who will feel most directly the consequences of those powers".

Decentralization in the sense of devolution of powers has the great merit of retarding conditions favorable to bureaucracy by breaking the administrative hierarchy at specific levels of administration. This process facilitates closer adaptation of legislative and administrative methods to the needs and opinions of given areas. Administration is a problem without establishing adequate contact with the people who will be governed and without establishing suitable channels of communication with the people at large, selling the idea and the programs of development and creating sufficient popular enthusiasm for different welfare projects become practically impossible. Decentralization helps a lot in this direction by providing for suitable institutional agencies for transmitting the message of government to govern and carrying back the grievances of the government. The rural people gladly accepted the process of decentralization and they found a stage to express their opinions. This becomes a great asset in democratic administration for effectively realizing the ideal of the 'grass-roots' democracy.

**d. Democratic Decentralization:** So long as the representative and democratic institutions capable of supplying the local interest, supervision and care can not be created, it would not be possible to evoke local interest and excited local initiative in the field of development administration. In development seeking democratic countries these arguments become very much pertinent. Strictly speaking, the term 'decentralization' should not ordinarily contain any democratic connotation. Hence the adjective 'democratic' is used to impart a special meaning to the term. Democratic decentralization means not merely the creation of a few institutions and revamping the already existing ones to suit the expanding needs of

development administration but something more: a total transformation in the outlook regarding the power relationships and a radical re-orientation of our attitudes towards the power structure in the government. As a political concept, 'democratic decentralization' means the aims at widening the area of people's participation, authority and autonomy through dispersion of powers from the bottom.

Democratic decentralization possesses two virtues. It is consistent with the democratic trend and it is also technically the most efficient method of formulation and execution of the local plan projects. It is democratic in the sense that the source from which power is decentralized has its democratic basis, and the body to which power flows is also democratically organized. Thus the scheme of democratic decentralization facilitates the combination of, and cooperation between the officials' machinery of administration and the non-official leadership and control. While administrative decentralization originates in the quest for efficiency in administration in terms of initiative, speed and performance in the field and particularly at lower level of operation, democratic decentralization aims at something more. Besides, the touch of expert is absolutely necessary in initiating the illiterate rural folks to the process of economic and technological development. But the purpose of development is likely to be defeated unless care is taken to prevent that expert hand turning itself into a grip over these institutions of self-government.

*Conclusion:*

Local government in Bangladesh has overcome many hurdles. Governance system in the country and political party in power always had remarkable influence on local government system. The independent villages of the ancient period enjoyed more or less autonomy in most of the functions. Self-village government continued in the “Das”, “Sultan” and “The Mughal” periods. The British for the first time in the history formulated law “The Village Chowkidari Act of 1870” which is the foundation of union parishad today. The British left the country in 1947. The Pakistan government continued the British system. The first military autocrat of Pakistan used the local government as ladder of stepping to power. The basic democracy Order 1959 apparently showed local government reform but it actually served the purposes of Ayub Khan to place to the throne of the country. After independence the “village panchayet” performed the relief and rehabilitation works. The union parishad facilitated the local class based people to represent in the office. Then we have observed another Ordinance in 1976 in local government management. The union parishad ordinance of 1976 formally spelled their constitution, power, functions and responsibilities. The administrative reorganization and decentralization order of 1982 brought a remarkable change in management system at Thana level and below. It, for the first time, provided autonomy to turn their activities excepting a few. This system continued nearly ten years. In 1992 the system changed and backed to the previous TTDC system. Since the union parishad chairpersons have been presiding over the Thana development coordination committee meetings on rotation. The union parishad management system observed constitutional change with the delimitation of union territory from three wards to nine wards for general members and three-reserved

membership for female community. This has been done to accelerate female participation in local government management.

The elected representatives have enjoyed limited autonomy to run the local bodies. In most of the cases they have relied on the financial assistance of the government, which ultimately stirred the authoritarian attitudes of the bureaucrats. The local bodies showed little or no interests to assess local cess and levy them from the dwellers of the locality with the fear of losing supports. Government also withdrew the sources of finance from the bodies. So dependent bodies always suffered from deficiency and acted at the will of the local level bureaucrats.



## Chapter IV

### **FUNCTIONS OF LOCAL GOVERNMENT AT UPAZILA AND UNION LEVEL**

#### ***Introduction:***

Generally a union is constituted with 10 to 12 square mile area and a population about 15 to 20 thousand. Union for administrative purpose divided into nine general wards and three reserve wards for women. Union parishad constitutes with a chairperson, nine general members from each ward and three female members elected through and among the reserved seats for the female living in the union. The deputy commissioner of the district is authorized to declare any area within his jurisdiction as union. He is also empowered to increase, decrease or delimit the area of a union. \* A union parishad is constituted after the election and administering oaths within thirty days of the election result publish in the official gazette. All the members' union parishad are elected through direct adult franchise. Government may nominate not more than three members in the Chittagong Hill districts to represent the backward tribal classes. Elected representatives are entitled to draw honorarium from the union fund as well as from the government grants. The parishad constituted for five years with effect from the first meeting date after taking oaths to the parishad. It is constitutional obligation that the first meeting must held within thirty days of gazette publication.

Qualification for candidature in union parishad pool- desired person must be a citizen of Bangladesh and attained 25 years age, his name must be enlisted in the voter list of the union. Disqualifications are: insolvent declared by the competent authority or the court, insane declared by the competent court of law, has lost the Bangladesh nationality, has been convicted in the charge of moral turpitude for not

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\* Ordinance Number XC of 1976;



less than two years and five years to pass, or has been appointed to the revenue head post from where he draws pay and allowances, loan defaulter to the government scheduled banks, failed to pay the taxes and cesses fixed by the union parishad or has been removed from the government or autonomous body service.

The chairperson/ members preserve the right of resignation to respective posts through a letter written with own and before the competent authority designed by the government. \* Local government (Union Parishad) Ordinance, 1983 and Local Government (Union Parishad) Amendment Act 1993 & 1997. The post will be vacant from the date the resignation letter is received by the office. A chairperson or member may be removed from the post by the votes of no confidence, remains absent, showing no reasonable cause or grounds, in three monthly meetings, involves in any activity subversive to the state, becomes physically or mentally unfit in to bear the established responsibilities or found guilty in the charge of misconduct or moral turpitude.

Administrative activities: The mandatory and optional functions of the union parishad are as follows:

***Compulsory Functions:***

- a. Assisting the administration in maintaining law and order condition under control,
- b. Adoption of appropriate steps to prevent crimes and smuggling,
- c. Take-up development projects on agriculture, plantation, fisheries and livestock and Enhancement of family planning programs,
- d. Development of local resources and its proper use,
- e. Protection of public properties e.g. roads, bridges, culverts, canals, embankments, telephone lines, electricity etc.
- f. Analyze the development projects of other departments and submit suggestions to the Upazila parishad,

- g. Encourage people in using sanitary latrines,
- h. Registration of birth, death, blinds and destitute & Conduct all types of surveys.

***Optional Functions:***

- a. Protection of roads and paths, protection of public places, open spaces, garden, playground etc. lightening the public places, roads, paths, protection of plants planted by the road side and paths, embankments side etc.
- b. Management and protection of graveyards, places for cremation, public places, public meeting grounds etc.,
- c. Management of rest houses and their protection,
- d. Control of illegal entry to the public places and their maintenance,
- e. Control and prohibit of nuisance at the public places,
- f. Supervision and maintenance union's cleanliness and development of the rivers, culverts, forests, public places within the union territory,
- g. Collection of garbage, cow dung etc. and their management,
- h. Control of illegal and dangerous business,
- i. Control and displace of the body of the dead animals,
- j. Control of slaughtering,
- k. Control of construction and reconstruction of buildings,
- l. Control of the construction of dangerous buildings and mausoleum,
- m. Management and control of water ways, tube wells, wells, water reservoirs, ponds and other water supplying places,
- n. Protection from contamination of the potable waste sources and their management,
- o. Prohibition of the use of suspected contaminated pond, well, tube well, and water reservoirs which are dangerous for public health,

- p. Prohibition and control of cattle bath and cloth washing in the pond, tank, reservoir etc. which have been designed for potable water,
- q. Prohibition of jute processing in the water of the reservoir,
- r. Prohibition and control of tanning in the residential area,
- s. Prohibition and control of kilns, clay works in the residential area, registering the cattle sold in the market,
- t. Arrangement of local fair exhibition etc.
- u. Celebration of public festivals,
- v. Taking appropriate measures at the time of natural calamities e.g. fire burning, floods, hailstorms, earth quake etc.,
- w. Help widows, orphans, poor and destitute, Development and encouraging in establishing of small and cottage industries,
- x. Assist in growing more foods,
- y. Management of environment,
- z. Control and management of the cattle pounds,
- aa. Arrangement of preliminary health care centre,
- bb. Management of library and reading places,
- cc. Assist other local bodies like union parishad,
- dd. Assist in the development of education as directed by the TNO,
- ee. Arrangement of security of the inspecting officers and their resting places.

*Administrative activities:*

The compulsory and optional functions of the Upazila parishad are as follows: Upazila, new unit of administration previously known as Thana omitted from the parlance of general and development administration, Thana continues to be used a unit of police administration; usually the jurisdiction of an Upazila corresponds to think a Thana. However, there are some Upazila, which comprise more than one Thana. The genesis of the Upazila program can be traced back to the recommendations of the committee for administrative reorganization/reforms set by the government in 1882.

\* The conceptual basis for the Upazila program has been provided by the resolution dated October 1982. \*\* The important provisions of these resolution areas follow:

- a. Upazila to be focal point of administrative activities, a local government unit at the Upazila levels, namely Upazila parishad to have responsibility for all local development functions,
- b. Government functions at Upazila level to be divided into retained functions and transferred functions to include all development activities at the local level,
- c. Upazila parishad having the responsibility of all transferred subjects, the service of the government officers dealing with the transferred subjects to be placed under the Upazila parishad and these officers to remain accountable to the Upazila parishad,
- d. Upazila parishad to coordinate all activities at Upazila level and government officers of retained subjects to be answerable to Upazila parishad.

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\* Ordinance Number XC of 1976;

\*\* Presidential Order of 1972:

\*\*\* The Local Government (Union Parishad) Ordinance 1983.



***Financial activities:***

Upazila the process of decentralization introduced by the government since 1982 focused on Upazila level. Central government divided its functions into two parts: the Retained and the Transferred. The Upazila parishad was entrusted with the transferred subjects. At Upazila level were two Accounts officers: one for Upazila parishad another for the Upazila. The Upazila accounts officer was under the guidance and control of Upazila nirbahi officer (UNO); he belonged to transfer subjects. The Upazila accounts officer was under retained subjects. He performed the functions under the direction and control of district accounts officer. He was also a staff officer under the comptroller and auditor general (C&AG). An auditor and two junior auditors assisted the Upazila accounts officers. He shouldered dual responsibilities: maintain the accounts of Upazila level officers posted at Upazila level under retained subjects for the pay and allowances of officers and staffs, provident fund, pension and withdrawal of all government money etc. at the same time the Upazila accounts officer handled the personal ledger (PL) accounts of the Upazila parishad and provident fund, group insurance and benevolent fund of the officers and staff of the Upazila parishad and the transferred subjects and maintained all records relevant thee to.

An accountant and two accounts assistants assisted the Upazila parishad accounts officer. The office was responsible for administering and maintaining records of all moneys of the Upazila parishad e.g. all types of government grants, revenue income and other income of the Upazila parishad, and pay allowances of the officers and staffs of the Upazila parishad and maintained all records relevant there to.



Source of Funds to the Upazila Parishad: Section 32 of the local government (Upazila Parishad and Upazila Administrative Reorganization) Ordinance, 1982 provided guidelines for the constitution of an Upazila parishad. Sources of fund Upazila parishad described in section 32 of the Ordinance.

The sources of Upazila fund are:

- i. The proceeds of all taxes, rates, tolls, fees and other charges levied by the parishad under the Upazila parishad ordinance,
- ii. All rents and profits available or accruing to the parishad from the property vested in or managed by it,
- iii. All sums received by the parishad in the performance of its functions under the ordinance or under any other law for the time being in force,
- iv. All sums contributed by individuals or institutions or by any local authority.
- v. All receipts accruing from the trusts placed under the management of the parishad,
- vi. All grants made by the government and other authorities,
- vii. All profits accruing from investment, and
- viii. Such proceeds from sources of income as the government may direct to be placed at the disposal of the parishad.

The money constituting Upazila parishad fund was categorized into Government Grants and Own income.

Government grants to all Upazila parishad funds transferred into four types:

- i. Grants made by various ministries of the government from the revenue budget for payment of pay, allowances, and contingency expenditures of officers and staffs deputed under the Upazila,
- ii. Grants made out of development budget for block development assistance for financing development activities of the Upazila parishad,

- iii. Grants made by central government agencies divisible components of centrally administered development projects,
- iv. Functional contingencies provided by some government agencies in respect of specialized services rendered by the Upazila parishad e.g. health, family planning, etc.

Under own income category the sources of funds are:

- i. Lease money on Jala mahals situated entirely within the Upazila territory,
- ii. Tax on profession, trades and callings,
- iii. Tax on dramatic and theatrical shows and other entertainment and amusement,
- iv. Street lighting tax,
- v. Fees for fairs, agricultural and industrial shows and exhibitions and tournaments,
- vi. Fees for licenses and permits granted by the parishad
- vii. Toll on services and facilities maintained by parishad,
- viii. Lease money from specified hats, bazaars and ferries determined by the government.

Moreover, both Upazila and union parishad received a fixed percentage of account from the land-transferred tax from the sub-register office. The sub-register used to send a monthly statement to the Upazila and union parishad describing the land transfer amount to be transferred to the respective accounts. Union parishad also received grants from the central government as well as authorized to levy tax from the dwellers of the union. Government grants from the revenue budget for the payment of honoraria for the union parishad chairperson, members, payment of pays allowances and contingencies expenditures of union parishad secretary,

Chowkidars and Mahalladers. Grants made out of development budget for block development assistance for financing development activities of the union parishad.

Own Income: Sources of fund includes:

- a. Lease money on Jala Mahals situated entirely within the union boundary, and the area of the Jala Mahal less than twenty acres,
- b. Tax on profession, trades and callings,
- c. Tax on Tax on dramatic and theatrical shows and other entertainment and amusement,
- d. Fees for fairs, agricultural and industrial shows and exhibitions and tournaments,
- e. Fees for licenses and permits granted by the parishad
- f. Toll on services and facilities maintained by parishad,
- g. Lease money from specified hats, bazaars and ferries determined by the government.

Moreover the Upazila and union parishad prepare plans through a group of experts headed by a government possessing technical and financial expertise. The projects were of three categories- Category A, inside the union and will benefit union people; Category B, cover area more than a union and under the same Upazila, will benefit Upazila dwellers; Category C, area command area beyond the Upazila but under the same administrative district, and districts as a whole will be benefited from them.

### *Management problems*

Before administrative reorganization and decentralization order rural local government bodies acted at the will of the central government. At the introduction of upazila system at Thana level government delegated authority to the parishad to make, select, implement, coordinate and control developmental projects under the upazila. After the abolition of upazila system the decision making authority has withdrawn from upazila parishad. Presently Thana Coordination Committee Meetings are being presided over by the chairman union parishad under the upazila on rotation where the member of the parliament remains present at advisory capacity. The parliament member with his advisory capacity controls, dictates and directs the development projects sometimes he enlarges his hands towards the routine works.

The decentralization order classified the development projects into three categories. Projects within the union boundary and implement able by the project implementation committee termed as category 'A'. Concerned union parishad were authorized to select, pass, implement and supervise them. While category 'B' projects covered more than one union boundary and were in the territory of the same upazila parishad which administration was at the disposal of the respective upazila parishad. And Category 'C' projects covered more than two upazila and within the same district and are the functions of the central government. Government enclosed guidelines with the fund allotment letter describing the rules and guidelines for the implementation of development projects. Payments for any project work followed the completion comments /certificate from the field officer of the respective department. Technical committees headed by the Upazila engineer and by project implementation officers closely supervised the projects (preparation, evaluation, implementation and feed back stages) and submitted reports to the Upazila parishad. Projects category 'A' that 'passed' and 'accepted'



in the union parishad meeting needed formal approval from the Upazila parishad. Chairmen union parishad were the members preserving voting right. Government policies for selection, of development projects were based on the following guidelines.

**Table I**

**Fund Allocation policy of government in the upgraded Thana**

Serial number	Particulars	Percentage of projects to be considered
1.	Population	40
2.	Area	20
3.	Backwardness	20
4.	Activity	20

*Source: Ministry of LGRD Monitoring cell.*

Upazila project committee prepared a priority list and submitted to the parishad; parishad asked the technical committee to submit report on feasibility of the projects. Parishad asked officer concern to implement the project having report positive. Upazila parishad authority limited in projects category A and B. Projects category C parishad made decision and forwarded it with all the supporting documents to the deputy commissioner who was entrusted to take necessary steps.

*Conclusions:*

Management functions at union and Upazila level followed guidelines enclosed with the decentralization order of 1982. Principal functions were administrative, developmental and financial. With the transferred subjects both (union and Upazila) the parishad enjoyed autonomy and exercised authority in selection and implementation stages. National government provided finance and guidelines in selection and implementation stages of projects. Government activities limited to monitoring, evaluation, inspection, technical guidance and training. The administrative functions include communicating governmental instructions to the people, and ventilating peoples' grievances to the national government. The bodies enjoyed autonomy in developmental projects selection, implementation activities. The other social service sectors the Upazila and union parishad contributed little interests. They confined themselves with the development projects only.

## Chapter V

### DESCRIPTION OF THE LOCAL GOVERNMENT BODIES UNDER RESEARCH

#### *Upazila Rupgonj:*

Decentralized administration increased the number of districts under Dhaka division to seventeen from four. Rupgonj is under Narayangonj district situated at the northwest. Dhaka-Sylhet highway passes directing the eastern border with the Historic Sonargaon Upazila. To the south it has border with Fatullah Upazila of the same district. To the south and southwest there lie Demra and Sabujbag police stations under Dhaka City Corporation. To the west and northwest there are Gazipur sadar and Kaligonj Upazila under Gazipur district and to the east there lies Plash Upazila under Narashingdi district.

The river Shitalakshya flows through the Upazila. Historically famous Zamdani Sarees are produced by the weavers. There are textiles and jute mills on the east bank of the river Shitalakhsaya. The industry concentrated mouzas are Murapara, Kanchan, Hataboon, Rupshi, and Demra. Upazila headquarter is about one kilometer east from the stream of Shitalakshya. Rupgonj police station, Sub-registry office and union parishad office is on the west bank of the river. Want of natural resources compelled the dwellers to live under hardship. Introduction of Upazila system facilitated to construct a number of pucca, semi-pucca and kuntcha roads that enhanced mobility. After the devastating floods of 1988 the government implemented three irrigation projects to relieve the people from floods. These are The Narayangonj-Narashingdi Irrigation Project, The Agrani Irrigation Project and the North Rupgonj Water Preservation and Irrigation Projects. After completion these projects made easy livelihoods to the dwellers. Upazila system acted positively to attain food autarky for the dwellers and extended environments to produce plenty of vegetables that led them to reap excess money to consume the luxurious goods. All the union parishad under the Upazila is well communicated,

any one can move easily to the remotest corner of the Upazila with a lower cost and more comfort, which was beyond imagination after independence even at the beginning of 1980's. Three irrigation projects have brought a revolutionary change on standard living of the people of the Upazila.

A brief profile of Upazila under research is as follows:

**Table II**  
**Profiles of the Upazila under research**

Name of the Upazila	Number of union	Educational institutes					Literacy rate %	Number of Hat-bazar	Roads and Communication system In kilometers			Irrigation projects	Rural health centre
		Primary	Junior	High	College	Madrasa			Public	Brick-soling	Kutcha		
Rupgonj	9	93	-	17	1	32	41	10	28.64	19.75	342	3	4
Kaligonj	8	105	3	32	3	56	47	9	55.00	19.43	368.80	1	8
Palong	7	55	3	8	2	24	38	4	32.00	38.00	248.00	-	4
Naris	15	101	6	15	4	33	41	7	31.00	68.47	408.00	1	3
Goshairhat	6	27	-	5	1	14	29	4	14.00	18.00	224.00	-	4
Mehendigonj	14	47	8	30	5	27	38	13	7.00	32.00	192.00	-	6

*Source: Upazila parishad offices of the respective Upazila.*

- i. **Union Rupgonj:** Rupgonj union is on the west side of the river Shitalakshya. Rupgonj police station is only 800 meters north to the union parishad office. The union is within and enjoying the benefits of the North Rupgonj Water Preservation



and Irrigation Project. It is a thickly populated union and most of the dwellers principal profession is cultivation.

**Table III**  
**Profiles of the union parishad under research**

Name of the union	Year of establishment	Existing work force	Land owned by the parishad in Acres	Educational Institutes				Literacy rate in %	Hat-bazar	Communication system in kilometers		
				Primary	Junior	High	Madrassa			Pucca	Brick souling	Katka
Rupgonj	1927	10	0.60	14	-	3	9	29	3	2.20	48.00	52.00
Daudpur	1906	11	0.49	15	-	3	2	23	4	4.60	36.00	67.00
Nagari	1965	9	0.40	13	1	5	2	37	6	24.60	34.50	61.00
Mokhtarapur	1967	13	0.40	16	1	3	5	30	5	28.50	32.50	48.00
Dhanuka	1990	13	0.34	4	-	2	3	27	5	22.00	42.00	68.00
Shoelpara	1980	13	1.58	6	-	2	2	21	2	8.00	37.00	42.00
Dingamanik	1952	10	1.42	8	1	8	13	33	2	9.00	24.00	45.00
Bijhari	1965	10	0.12	10	1	1	4	40	1	7.00	21.00	37.00
Gosharhat	1958	5	0.18	5	-	1	28	15	2	8.00	18.00	32.00
Idilpur	1960	11	0.42	12	-	3	36	15	1	5.00	22.00	31.00
Ulani	1958	12	0.42	13	2	2	4	20	4	0.00	0.20	70.00
Chandpur	1958	8	0.52	10	2	2	3	25	5	0.00	0.00	80.00

Source: Union parishad office of the respective union

- ii. **Union Daudpur:** Daudpur union is at the northwest of Rupgonj Upazila. Union parishad office is about eight kilometers north from Upazila headquarter. The river Shitalakshya directs the east and northeast border. To the north Tumulia union under Kaligonj, and to the northwest Nagari and Panjora union under

Kaligonj Upazila. Prior to Upazila system dwellers of the union hardly could produce food grains to keep body and soul together. North Rupgonj Water Preservation and Irrigation Project led them to attain food autarky.

***Upazila Kaligonj:***

Upazila Kaligonj is the southeast Upazila of Gazipur district. It is about 20 kilometers east from the district headquarter. The river Shitalakshya is flowing directing the northeast, east boundary of the Upazila. The land of the Upazila is comparatively high; there are a number of Gazari forests and other forests in the Upazila. The Upazila grows a plenty of the national fruits i.e. the jackfruits. Dhaka Chittagong railway runs through the Upazila. There are four jute mills on the west bank of the river. The river Balu separates it from the Gazipur sadar Upazila. Unions studied under this Upazila are Nagari and Mukhtarpur.

i. **Union Nagari:** Nagari union parishad is about 12 kilometers west from the Upazila headquarter Kaligonj. It is also on the high land. The communication network is good enough. There is an old Christian Missionary School at Nagari. The first prime minister of Bangladesh Mr. Taj Uddin Ahmed was a student of this school.

ii. **Union Mukhterpur:** The union parishad is on the west bank of the river Shitalakshya River and about 15 kilometers north from the Upazila headquarter. Main crop of this union is paddy and jute. In summer the union earns a lot of money by selling the national fruit.

***Palong Upazila:***

Palong is a famous Upazila for brass metal cottage industries. The Dassatta and brass products are interchangeable. Palong is under Shariatpur district. This is about 90 kilometers from the capital city Dhaka. The district is separated from Munshigonj district to the north by the great river Padma. To the east the Padma and the Meghna flows demarking the eastern boundary, to the south Upazila Hizla under Barisal district, to the south-west and west Kalkini and Shibchar Upazila under Madaripur district. There are six upazilas under the district. Palong is the sadar Upazila of it. Famous personalities like Hazi Shariatullah, Atul Prasad Sen., Principal Yogis Chandra Ghose, Gopal Chacravarty, Rathi Kanti Ghatak Chowdhury and religious personality Rama Thakur came from this district. It is a low-lying district, and main crops are paddy, pulses, onion, green pepper and other serials. Main profession of the low-lying area people is fishing. The internationally famous pottery cottage industries are situated at Kartikpur under Bhedargonj Upazila. Shariatpur was upgraded to district on first March 1984. The district is well communicated by road, excepting six or seven almost all the union parishad are accessible by road. There are 64 unions under the district. Unions under Palong Upazila brought under study are Dhanuka and Shoelpara.

**i. Dhanuka:** The union is adjacent to the Shariatpur pourashabha. It is about two kilometers south from the Upazila headquarter. There are a number of ponds and water reservoirs in this union. People grow paddy and green peapar and seasonal vegetables here. Antics of history found at Manashabari in a century old abandoned building in this Upazila and social leader and critic of literature Mr. Rati Kanti Ghatak Chowdhury born here. He acted a vital role in selecting the district headquarters at Palong.

**ii. Shoelpara:** The union is about five kilometers northwest from the Upazila headquarter. The union is on the west side of a branch river of the river Padma. Famous 'Chikandi Chowki' is situated here. The union is also famous for its big size *koi fish*.

***Naria upazila:***

Upazila Naria is 10 kilometers east from the district headquarter. The Upazila is divided into two parts by the river Padma. Two unions of it are in the islands of the Padma, the rests are in the main land. Historic personalities Chand Roy and Kedar Roy established their zamindary here. There is also a fort established by the famous ruler Isha Khan at Fatey Zanga Pur under this Upazila. Scientist Gopal Chacravarty, Atul Prasad Sen, Shirsendu Chacravarty have born here. It is also the birthplace of the founder of Ayurveda medicine Yougesh Chandra Ghosh and Ramah Thakur. Sureswar Darbarsharif and Punditshar Majars are situated here. Unions under the Upazila studied are Dingamanik, and Bhijhari.

**i. Dingamanik:** Dingamanik is eight kilometers southwest from the Naria Upazila headquarter. It is well-communicated union famous pottery cottage industries are under this union. It is food deficit area. Most of the people live of fishing and daily physical work.

**ii. Bijhari:** It is about five kilometers west from Naria Upazila headquarter. Famous lyric writer Atul Prasad Sen and prominent scientist Gopal Chacravarty were born in Panchapalli. It is a culturally developed union in the upazila.



**Goshairhat Upazila:** Upazila Ghosairhat Upazila is 18 kilometers south from the district headquarter. It is famous for its 'Betel' farm and 'hogla'. Comparatively low-lying Upazila is a food deficit area. Most of the dwellers live on fishing. Unions under this Upazila studied are Ghoshairhat Sadar and Idilpur.

- i. **Ghosairhat Sadar:** Upazila headquarter is under this union. Literacy rate is comparatively lower. Most of the people are engaged in betel farming. It is also a food deficit area.
- ii. **Idilpur:** It is four kilometers west from the Upazila headquarter. Plenty of green peapar and onion grow here.

***Mehendigonj Upazila:***

It is a revering Upazila under Barisal district. The Upazila is divided into four parts by the rivers Arial Khan, Lata, Mashkata, Hizla and Kalabadar. The Upazila is 40 kilometers northeast from the district Barisal. Means of communication is only the waterways. It is also famous for its 'betel', 'hogla' 'betel nuts' and fish. The Meghna flows to the east directing the east boundary of the district Noakhali. The Elisa River has separated it from the Bhola sadar Upazila, to the south the river lets Ghagra and Tumchars have separated it from Patuakhali district. It has boundary with Muladi Upazila to the west and to the south Hizla Upazila of Barisal district. Patarhat famous beta nut trading centre is under the Upazila. Famous columnist Abdul Gaffer Chowdhury and Poet Asad Chowdhury have come from this Upazila. Main profession of the Upazila is fishing. The food deficit Upazila always suffers from malnutrition and illiteracy. At any natural calamity sufferings of the people knows no bounds. Unions under the Upazila considered to study are Ulania and Chandpur.

i. **Ulania:** It is nine kilometers east from the Upazila headquarter. It is in the main part of the landmass. Only the pucca road runs from Upazila headquarter to ulania. The women of the Upazila are always engaged in weaving pati with the 'hogla'. The consumer of which are the dwellers of the capital city. Businessmen and traders wrap their goods with hogla pati and use the temporary traders to use it as their business purposes. Comparatively poorer dwellers of the union live on fishing. Poverty striven area has attracted the NGOs for their activities.

ii. **Chandpur:** Chandpur is eight kilometers southeast from the Upazila headquarters. It is also famous for betel, and beta nut farming. It is also a poverty-striven area. Three NGOs are running their activities here.

## Chapter VI

### DESCRIPTION OF FUNCTIONS UNDER UPAZILA SYSTEM

Government supplied sufficient amount grants to upgraded Upazila parishad to accelerate development. For this upgraded Thana got top priorities in selection, preparation, and implementation of development projects. Government with fund allocation order supplied guidelines to utilize them. Here government limited its activity in supervision, training and technical assistance to implementation officers as and when asked for or required. The development Grants figure from the central government to 460 Upazila parishad in the financial years (1983-84, 1984-85, 1985-86) were as follows:

**Table IV**  
**Government's grants to the Upazila parishad in the financial year**  
**(1983-84 to 1985-1986)**

Financial year	Taka in crore
1983-1984	170.95
1984-1985	200.00
1985-1986	200.00

*Source: Ministry of LGRD Monitoring cell.*

Grants to Upazila parishad from the central government in the financial years 1983-84, 1984-85 and 1985-86 showed that government provided taka 200.00 crores in the financial year 1984-85 and 1985-86 which represented government intention to make it independent. Government only supplied the guidelines for making choice from the projects in the rural area. Guidelines described the government's intention for even development in the rural area. Selection and implementation of development project based on government guidelines as population 40%, area 20%, backwardness 20%, and activity 20% of upazila parishad officers.

Upazila parishad with discretionary power could make a redistribution of grants to different sub-sector. Government supplied only the sub-sectors name and ceiling for maximum and minimum allotment is made from the grants. Sector wise distribution and redistribution of government fund has shown in table 1.

Government policy for distribution and redistribution of grants at Upazila level represents that government selected transport and communication sector as a thirist one. The followers were Agriculture and Irrigation, Housing and Physical Infrastructure, Housing and Social welfare, Public works at union level, Small and Cottage Industries, Sports and Culture etc.

**Table V**  
**Receipt and disbursement made by the parishad in the financial year 1985-86.**

District	Upazila	Amount receipt in Taka	Expenditure in Taka	Expenditure in %
Narayangonj	Rupgonj	53,02,500.00	51,46,887.00	97
Gazipur	Kaligonj	31,99,000.00	30,75,231.00	96
Shariatpur	Palong	37,45,500.00	30,09,241.00	80
Shariatpur	Naria	42,69,500.00	26,10,519.00	61
Shariatpur	Goshairhat	30,91,500.00	33,91,500.00	100
Barisal	Mehendigonj	51,35,500.00	49,65,610.00	97

*Source: Ministry of LGRD Monitoring Cell.*

Expenditure figure represents, Goshairhat Upazila parishad under Shariatpur district could utilize cent percent government grant, and another Upazila under the same district, Naria utilized only 61% of grant provided by the central government. Upazila Palong under Shariatpur district could utilize 80% grant while Upazila Rupgonj under Narayangonj, Mehendigonj under Barisal utilized 97% of the grant; and Upazila Kaligonj under Gazipur utilized 96% of the fund received from central government. The other side of the coin represents that the officers on deputation who tried to follow government instructions properly utilized less fund. But it was observed that most of the Upazila parishad tried to avoid the preconditions that have been given by the national government. So



government collected reports from the Upazila parishad those conducted the minimum number of monthly meetings as well as the statutory meetings. The result of the report says that in the financial year 1986-87 only 64 Upazila parishad conducted the statutory meeting and other meetings. 396 Upazila parishad conducted meetings but their performances were not at desired level. And 14 Upazila parishad conducted no meeting.

About the fund raising performance, the government authorized the Upazila parishad to assess cess and tax and levy from the dwellers of the Upazila. The report of the monitoring cell says that the Upazila also showed little interest in collecting their fund.

Upazila parishad conducted general and statutory meetings. They were monthly coordination, project selection, monitoring and evaluation and budget meeting. Elected representatives and government officers entrusted with the responsibilities of expenditure of government fund always tried to make a proper use of it. But the officers as well as representatives who were concerned with expenditure only not the accountability spent most of the money. The follow-up report prepared by the Monitoring cell under the Ministry of Local Government Rural Development and Cooperative showed that only 86 Upazila parishad could collect revenue, tax that amounted taka 10.00 lacs or more. 384 Upazila parishad collected taka 1.00 lacs to 5.00 lacs. 26 Upazila parishad could raise taka less than 1 (one) lac. Deputed Upazila officers, elected representatives who paid interests in revenue collection could raise more. Those who followed the traditional way of collection faced difficulties and their collection was least. In performing regular and statutory duty most of the Upazila parishad did not follow government instructions. That is 291 Upazila parishad did not follow guidelines supplied by the central government.

The monitoring report tells that during the financial year 1986-87 Upazila parishad selected 32001 projects for implementation. From the lot 19144 projects implemented which was 60% of the projects selected, project work did not finish were 8254 i.e. 26% of the total, 4603 projects work did not start which was 14%.

In the stated financial year two Upazila parishad selected 300 or more projects for implementation, 71 Upazila parishad took projects from 101 to 299, and 387 Upazila parishad selected projects less than 100. Projects implemented by project committee were 11461 (36%), by contractor 16141 (59%), project implemented and did not follow government instructions 43399 (14%) and 342 Upazila parishad completed projects illegally.

Monitoring report represents that 330 Upazila parishad were unsuccessful in utilization of their grant. Amount taka 50.00 lacs or more in four upazila parishad (1.20%), taka 25.00 lacs to taka 50.00 lacs in 52 parishad (16%), taka 5.00 lacs to 10.00 lacs in 63 Upazila (19%), and less than taka 5.00 lacs in 93 parishad (27%) and 130 Upazila parishad (38%) could not utilize even single taka.

**Table VI**  
**Women's participation in Election of Union Parishad**

Election	Year & Date	Total Number of Women Candidates		No. Of Elected Chairman and Members	
		Chairman	Member	Chairman	Member
1 <sup>st</sup> . Election	19-30 Dec. 1973	-	-	1	-
2 <sup>nd</sup> . Election	13-31 Jan 1977	-	-	4	-
3 <sup>rd</sup> . Election	27 Dec 82-10 Jan 1983	-	-	6	-
4 <sup>th</sup> . Election	1988	79	863	19	-
5 <sup>th</sup> . Election	1992	116	1135	20	110**/ 12723***
6 <sup>th</sup> . Election	1-30 Dec 1997	102	43969**** /465	22	85**/ 12684***

\* Women contested for general seats

\*\* Women elected to the general seats

\*\*\* Women elected to the reserve seats

\*\*\*\* Women contested for general and reserved seats

*Source: Public Relations office, Election Commission, 2004.*

*Dr. Nazma Chowdhury, Women in Politics, Women for Women, 1989.*

Participation in general election by women in our country is comparatively lower. Statement from 1972 to 1999 represents that women in our country started contesting in the election since the first union parishad election held in 1973. The commission could not provide the number contested but they showed in the elections 1973, 1977 and 1982-83 number of successful candidates were 1, 4 and 6 respectively. At this time no member candidate became successful. Election held in 1988, 1992 and 1997 the contesting chairmen and member posts were 79 & 863, 116 & 1135, 102 & 456 respectively. And success figure is 1, 19, and 20 to the post of chairmen and 110 to the post of general members. It should be noted that in the election of 1997 maximum 43969 female contested for the reserve seats and 456 contested for general posts. This also transpires that women can participate and success if they are given proper guidance and opportunity.

**Table VII**  
**Women Chairpersons elected to the Union Parishad.**

Year of Elections	Number of Union	Women candidates	Nominated/Elected Women	Percent of Female	Percent of Male
1973	4652	-	1	0.02	99.98
1977	4352	-	4	0.09	99.91
1984	4400	-	6	0.14	99.86
1988	4401	79	1	0.02	99.98
1992	4050	116	19	0.47	99.53
1997	4472	102	20	0.49	99.51

*Source: Public Relations office, Election Commission, 2004.*

*Dr. Nazma Chowdhury, Women in Politics, Women for Women, 1989.*

The figure says that in the first union parishad election held in 1973 only 0.02% female elected while male was 99.98%. In the following elections highest success is in 1997 where government enacted law in favor of the woman.

## Chapter VII

### ANALYSIS OF THE DATA COLLECTED FROM UPAZILA AND UNION PARISHAD

*Analysis:*

There are 472 Upazila and 4484 unions in Bangladesh. To make any comment on any subject at least 10 percent of the population should be brought under research. Research conducted only on six upazila and twelve union parishad at the jurisdiction of six administrative divisions. Because 10 percent of the population is 47 to conduct a survey on these Upazila it would be time consuming as well as expensive. Moreover, most of the Upazila in the country are similar except a few in the Chittagong Hill tract and Haor district in Sylhet.

It is observed that the management systems at Thana level and below experienced more or less the similar activities. Since 1972 to 1981 rural bodies enjoyed little or no autonomy to run the routine and development functions. The Administrative Reorganization and Decentralization of Administration brought a significant change in management system at this level. The new system for the first time created opportunity to the people of rural area to self-administer. Government functions divided into 'transferred subjects' and 'retained subjects'. The government official associated with transferred subjects was brought under the administrative control of the local elected representatives, the Upazila chairpersons.

The economists and social scientists have urged to formulate plan, select projects, as a part of it. For this reason they have asked the strategic planners and policy makers to visit the remotest corner of the country-side and stay to observe rural people and their activities from dawn to dusk. In the evening how the village people exchange their views and ideas with the neighbors, the planners should



observe keenly each and every everything. At night they will sleep at their hands on a floor bed to protect from mosquitoes they can burn mosquito coils, which are readily available to the villagers. Being a part and with practical experiences when the planners will formulate strategic plans that would be appropriate and sustainable in the country side, otherwise the plans prepared and formulated by the foreign consultants and experts will bring a little or no results.

Introduction of Upazila system augmented the development activities at Upazila and union levels. People of all sects found frontiers to ventilate their ideas, emotions and thoughts. Government officials, who visited rural area occasionally, had to work at Upazila staying there. It is opined that the elected representatives to the parliament suffered from insecurity and apprehension of loosing importance and power at Upazila due to the presence of Upazila parishad chairman. So the parliament members (MP) of the party in power decided to downsize the power of UZP. At the same time newly introduced Upazila parishad and existing union parishad hardly levied cess and taxes for the generation of the respective funds. That resulted dependency to the central government. The union parishad depended on central government fund to make payment of the 50% of the monthly compensation of the parishad employees.

Union parishad in most of the cases failed to make regular payment of the salary and wages to the ill paid workers. So they cannot take appropriate steps against any wrong doer. Study depicts that the union parishad have been defaulting in making payment of these poor employees. There are instances that union parishad have been defaulting to make payment to the poor employees even for more than 29 months. These negated normal development. On the other hand after oaths and assumption to the office the public representatives show little interest to assess, fix and levy cess and tax from the dwellers to raise union fund which will ultimately used for making payment to Chowkidars.

*Management functions under research*

1. *Administration:* Administration system at Thana level and below before decentralization and administrative reorganization the countryside people moved to the district headquarters or sub-division headquarter (erst-while) to solve their problems. Reorganization brought the administration to the doors of the rural people. At the introduction of administrative reorganization for the solution of any problem village people traveled maximum six to ten kilometers to reach at the Upazila headquarter. The union land officers (Tehsildars), Block supervisors (BS), Family Welfare Visitors (FWV), Medical Assistants (MA), and sanitary inspectors, were compelled to attend their offices in time. The union and Upazila medical officers started staying at union and Upazila level because most of them found their practice prospects at the respective levels. People access to the primary health care became easier. All types of information, instructions, and messages from government distributed to the people at a lower cost. People got judicial verdict from the Upazila magistrate and assistant judges.

The Upazila chairman, as an elected representative, was answerable to the mass for activities. They could ventilate their grievances or opinion before him without hesitation. The government officers used to maintain distant from the common people were under the changing process. Introduction of new management system erased the traditional thoughts. People observed that government officers obey and carry out the orders instructions of public representatives. They were also interested to note that some wrong doers were tasked for their deeds. At the same time a bourgeois community developed who started reaping remaining in the middle of the public representatives and common mass. Time allowed for functioning this new management system at upazila level and below is not adequate to evaluate and make an inference on this system, but some rooms are available to put remarks that upazila chairmen and their associates were successful to establish their position and importance as a member of an elite class.

The Upazila chairman where they could make a unity with all the union parishad chairmen there they could do many things that they desired. Simultaneously the government declared that the post of an Upazila chairman was equivalent to the post of a deputy secretary to the government of Bangladesh. This attracted conflict between the Upazila Chairmen and Upazila Nirbahi officers. The Upazila Nirbahi Officers with their educational background as well as service experiences as an administrator more than 15 years tried to defy the instructions of the Upazila chairmen raising the question of experience, legality and existing rules and regulations. There evolved a silly issue that the university highest certificate holders should not bow down to the chairmen who most of the cases were below graduation even many of them were not SSC pass. With the intervention of the central government and joint training program on relationships between government officials and local elected representatives reduced the feelings and wrong attitudes of the officers worked at Upazila level. General mass turned to more vocal about their entitlement. The new management system at Upazila level and below gradually transformed the village people to speak out their entitlement. In this process the first stage is enlightenment, then enrichment, empowerment and finally entitlement.

Under this system the retained subject's officers/employees send routine reports to the Upazila and union parishad chairmen on the activities they performed. Here it can be stated that a fixed percentage of money to be transferred to the Upazila and union funds from the proceeds of the land transfer accounts which are maintained by the sub-register of the Upazila. With the fund the parishad could select and implement development project. Most popularly known land transfer tax (LT Tax) statement from the sub-register office to the Upazila parishad and union parishad office. The statement bears the land transfer information is being sent to the union land office (Tehsil) for updating the land ownership. The Upazila coordination



committee meetings facilitated the union parishad chairmen to enquire about any ambiguous issue from the respective departmental officers.

The officers on transferred subjects prepared themselves to reply the queries or asked for time to perform the job as per legal instructions. On retained subject matter other than judicial matters, if there were unanimous decision the committee asked the UNO to take up the matter with respective department and solve the issue. When the issues were beyond the reach of UNO they were referred to the district level officer or the District Development Committee (DDC) meeting. Upazila chairmen being a member of the DDC persuaded to reap the expected result from the officer concern. Decisions showing any change or modification, the chairmen insisted to record his statement /comments in the minute. So that he could satisfy the members of the Upazila parishad.

There were a number of committees to perform and supervise the public functions. Chairmen of these committees used to submit their monthly reports/statements before the committee (DDC). They were also answerable to the parishad for their departmental activities. The Upazila parishad and union parishad also got a fixed percentage of money from the leased out property owned by the parishad. With this new management system mobility accelerated at Upazila level.

**2. Union level:** Thirteen members constitute the union parishad. There are some compulsory and optional functions for the union parishad. The compulsory functions of the union parishad chairmen are:



- a. Administrative,
- b. Public Relations and Communication,
- c. Revenue & Budget,
- d. Development,
- e. Judicial and
- f. Others.

The functions of union parishad members are:

- a. Prepare the list of the floods, tornado/s or any other natural hazards, victims and distribute relief to the distress.
- b. Guide village-police for controlling the law and order situation,
- c. Attend themselves the monthly union parishad meeting and participate in the decision making process.

Moreover the union parishad are authorized to fix and levy tax, cess from the dwellers of the union. Under the umbrella of administrative heads the functions of union chairmen are:

- a. Assist the administration in maintaining law and order condition under control,
- b. Adopt appropriate measures to prevent crimes and smuggling,
- c. Selection and approval of development projects in agriculture, fisheries, livestock, plantation etc.,
- d. Enhancement of family planning program,
- e. Development of local resources and their proper uses,
- f. Protection of public properties-roads, bridges, canals, embankments, telephone, electricity etc.,
- g. Registration of birth, death and destitute,
- h. Conduct all types of surveys.

b. **Planning:** The union parishad selected and prepared projects to meet the demands of the locality. Names of the selected projects were placed before the Upazila technical committee. After appraisal of the projects found viable, were asked the parishad to proceed with it. Then the union parishad formally prepared the project and placed it in the meeting where a favorable decision was made. The union parishad asked the secretary to place the projects to the Upazila for placement of them in the next Upazila parishad committee meeting. Later, in the monthly meeting of the Upazila parishad, where chairmen of union parishad remained as an elected member to the parishad raised the issue and argued for a favorable decision. The Upazila technical committee members present in the meeting put their comments in favor of the projects. Finally Upazila parishad coordination committee selected the projects following the government instructions /guidelines. The guidelines were: a. Population-40%, b. Area-20%, c. Backwardness-20% and d. Activity-20%. For even development in the rural area in the country government prescribed the policy. The beneficiaries of this policy are the dwellers of the countryside. After final selection of the projects in the Upazila coordination committee, the committee asked the project committee to implement them. The projects at the implementation stage observed government standard rules. The projects of smaller in size were implemented through the projects committees and bigger through contractors. The project committees got formal approval on constitution of the committee from union parishad as well as the chairmen Upazila parishad. The Upazila parishad chairmen asked the concerned officers to make a close supervision on the going projects. The supervisors were also asked to submit reports, which were the foundation to make any payment against the work done. The supervisory and technical guidance role accelerated the implementation process at their cycles. There were another parties i.e. the society, the beneficiary, could also submit comments, allegation or complaints against and mishandling of government property or fund. For multi party supervision most of the projects had successful ending.

- d. **Financial:** Financial activities at Upazila and union level followed government instructions having some discretion. The UNO was responsible for maintaining records of all money receipt and disbursement at Upazila. They were government grants, revenue income and other income of the Upazila parishad, pay allowances of the officers and staffs of Upazila parishad, and maintain all records relevant thereto.

Section 32 of the Local Government (Upazila Parishad and Upazila Administration Reorganization) 1982 says that the sources of funds to the Upazila parishad were

- a. The proceeds of all taxes, rates, tolls, fees and other charges levied by the parishad,
- b. All rents and profits payable or accruing to the parishad from the property vested in or managed by it,
- c. All sums received by the parishad in the performance of its functions under the Ordinance or under any other law for the time being in force,
- d. All sums contributed by individuals or institutions or by local authority,
- e. All receipts accruing from the trusts placed under the management of the parishad,
- f. All grants made by the government and other authorities,
- g. All profits accruing from investment and
- h. Such proceeds from such sources of income as the government direct to be placed at the disposal of the parishad.

The money constituting Upazila parishad fund was of two categories:

- I. Government Grants and
- II. Own Income.

Government Grants contained the followings:

- a. Grants made by various ministries of the government from the revenue budget for payment of pay, allowances and contingency expenditures of the officers and staff deputed to the parishad,
- b. Grants made out of development budget for Bloc Development Assistance for financing development activities of the Upazila parishad,
- c. Grants made by central government agencies in divisible components of centrally administered development projects,
- d. Functional contingencies provided by some government agencies in respect of specialized services rendered by the Upazila parishad such as health, family planning etc.

Sources of own Income of Upazila parishad were as follows:

- i. Lease money on Jalamahals situated entirely within the Upazila territory,
- ii. Tax on profession, trades and callings,
- iii. Tax on dramatic and theatrical shows and other entertainment and amusement,
- iv. Street lighting tax,
- v. Fees for fairs, agricultural and industrial shows and exhibitions and tournaments,
- vi. Fees for licenses and permits granted by parishad,
- vii. Tool on services and facilities maintained by the parishad,
- viii. Lease money from specific hats, bazaars and ferries to be determined by the government,



The Upazila planning and finance officers were entrusted with the responsibilities to deal with the funds of the parishad. And the secretary to the parishad performed the financial activities and maintenance of records of the union parishad. The fund of the union parishad contained:

- a. The balanced placed at the disposal of the union parishad by the previous parishad.
- b. The proceeds of all taxes, rates, tools, fees and other charges levied by the parishad under law,
- c. All rents and profits payable or accruing to the council from the property vested in or managed by it,
- d. All sums received by the parishad in the performance of its functions under law,
- e. All sums contributed by the individuals or institutions or other local councils or by local bodies or other local authorities,
- f. All receipts accruing from the trusts placed under the management of the council,
- g. All grants made by the government and other authorities,
- h. All loans and all profits from investments and
- i. Such proceeds from such sources of income as the government directed to be placed at the disposal of the union parishad.

All moneys credited to the local funds were to be kept in a government treasury or in a transacting the business of a government treasury or in a post office Savings Bank or in such scheduled Bank as were notified. Chairmen were authorized to keep taka 200.00 to meet the emergency costs.

For proper use of local funds following steps were taken, and the following heads of accounts separately showed their inflows and out flows.

- i. Payment of salaries and allowances to the servants of the parishad,
- ii. Repayment of loans
- iii. Meetings expenditure charged on the local funds under law,
- iv. Fulfillment of any obligation and in the discharge of any duty imposed on the parishad,
- v. Meeting of expenditure declared by the union parishad with the previous sanction of the controlling authority to be an appropriate charge on the local fund,
- vi. Meeting of the expenditure declared by the government.

Items of expenditure were “charged” and “non-charged”. The charged expenditures were mandatory on the part of the parishad to meet. The heads of charged expenditure were

- a. All sums to be paid to, or in connection with the employment of any government servant who was in the service of the parishad,
- b. Such sums as the union parishad was required by the government to contribute towards the conduct of elections, maintenance of the service of the auditing of accounts and such other matters as were specified by the government from time to time.
- c. Any sums required to satisfy any judgment, decree or award against the parishad by any court or tribunal,
- d. Any expenditure declared by the government to be so charged.

Out of 60 respondents 26 supported the activities of the Upazila chairmen, that is 43% works of Upazila parishad chairman preferred by the rural people, which was followed by 20% to the UNO, 12% the chairman union parishad, 9% members union parishad, 9% others and 7% the parliament members. Persons accessible

easily to the general mass, response depicted that 40% opined that Upazila chairmen were accessible; the followings were 23% chairmen union parishad, 18% UNOs, 12% member union parishad and only 5% the parliament members. Number of respondents benefited by the UNOs were maximum i.e. 42% of them got expected result consulting/pursuing the government officers. Following were 35% the Upazila chairmen, 23% chairmen union parishad, 12% member union parishad and 7% the parliament members. Local people got solution to their problem maximum from the Upazila parishad chairmen, 38% solution came from CUZP which was followed 31% chairmen union parishad, 12% UNOs, 9% member union parishad, 8% from other-wise and only 2% solutions came from the parliament member. In local development concern the Upazila parishad chairmen took almost all initiatives. The initiated 48% developmental projects considering the welfare of the people and the others were 19% by chairmen union parishad, 14% by UNOs, 12% by member union parishad, 5% by parliament member and 2% fro other corners.

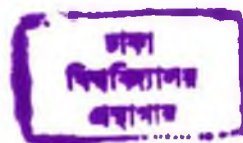
Development project statement depicts that Upazila Ghosairhat successfully completed 81% of the projects undertaken by it. To implement the projects it utilized 98.88% government grants and 68% projects works received government in time. Success was due to the parliament member of the ruling party who persuaded to the government officials for releasing funds at demand. Upazila Mehendigonj with 74% success secured the second position. It also utilized 98.59% of the government grant and 73% projects got fund release in time. This is because the Upazila parishad chairman belonged to the political party in power. Upazila Naria with 72% success utilized 97.96% government grant and 72% project works received fund in time. The State Minister to the government in power acted as catalyst in fund releasing process. Upazila Palong completed 71% of the projects and utilized 98.26% of the grant and only 52% project work enjoyed the fund release in time. This scenario was because neither the public

representatives nor the government officials showed interest in fund release mechanism. Upazila Kaligonj with 65% success utilized 96.96% of the government grant and 68% projects enjoyed grant release in time. The Upazila chairman acted pivotal role in fund release process. While Upazila Rupgonj completed 64% of the projects and utilized 98.02% government grant and received fund release facilities in 55% cases. The Upazila chairman being a businessman engaged himself in personal purposes. Simultaneously government officers paid little interest in this respect.

Statements of the development projects at union level depict that projects chosen by the union parishad were under category 'A' and 'B'. Almost all the projects implemented through project committee under direct supervision of LGED, RMP, PIO, UEO, UAO, and CARE a leading NGO. The projects under category 'A' and 'B' were in most of the cases smaller in nature. These included repair and maintenance of LGED constructed roads, culverts, linking roads between two or more Upazila roads, protection wall to the existing public ways, construction of protection dams to the roads where threats of erosions in the monsoon. Projects also included the protection of water reservoir fisheries and parishad estates and properties.

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Development projects undertaken and implemented in the twelve unions shows that Ulania under Mehendigonj, Barisal took 24 projects and successfully implemented 20 of them. Unions Daudpur & Rupgonj under Rupgonj, Narayangonj, Mokhterpur & Nagari under Kaligonj, Gazipur, Bijhari under Naria, Goshairhat & Idilpur under Ghosairhat Upazila district Sariatpur, and Chandpur under Mehendigonj Upazila district Barisal undertook projects number 18 and more. While unions Dingamanik under Naria, Dhanuka & Palong under Palong Upazila district Sariatpur selected 16 and 15 projects respectively. Success rate is more than 70%. Union Rupgonj, Rupgonj Narayangonj is top of the list with





90.90% success while in case of Bijhari is 70.00%. The project implementation figure shows that rural people played an active role at the implementation stage of the development projects.

Infrastructure development projects figure shows that 29 kilometers pucca roads constructed under Mukhterpur union under Kaligonj Upazila district Gazipur. At the same time no pucca construction did in Ulania and Chandpur under Mehendigonj Upazila district Barisal. Maximum 53 kilometers semi-pucca roads constructed in Dingamanik under Naria Upazila district Sariatpur and minimum 13 kilometers in Chandpur Mehendigonj under Barisal district. Maximum 159 kilometers kutcha roads constructed in Rupgonj union under Rupgonj Upazila district Narayangonj and minimum 28 kilometers in Bijhari, Naria under Sariatpur district. The North Rupgonj Water Preservation and Irrigation Project, The Agrani Project augmented crop production in Rupgonj and Kaligonj Upazila under Narayangonj and Gazipur district respectively. This two irrigation projects implemented in the financial year 1988-99 that led a boost crop production in this two Upazila. The poverty-striven people of these two Upazila now free from hunger and starvation.

## Chapter VIII

### FINDINGS

#### *Introduction:*

The study conducted on the selected Upazila Rupgonj, Narayangonj; Kaligonj, Gazipur; Palong, Naria, and Goshairhat, Shariatpur; and Mehendigonj, Barisal, depicts that the officials tried to follow the government instructions in preparing the annual budget. Need less to say that union parishad budgets (containing related items, heads of account are quite self-sufficient) are being prepared by the secretary, a petty officer to the parishad hand to hand upazila parishad budget prepared by senior officers contained many flaws and mistakes. Tradition is that union parishad budget preparation, pass it in union parishad budget meeting, and submit it to the concerned deputy commissioner's office for approval. This type of structured system was not introduced in case of upazila parishad budget. It was also recorded by the researcher that executives posted to parishad UNO, AC (F) engaged them in budget preparation process. The elected representatives preferred development parts to the other of annual budget. In most of the cases "**the revised budget**" budgets got approval immediate after the submission of the same before parishad budget committee.

In the limitation part it has cited that management system at Thana level and below functioned with restricted autonomy only for nine years (1982 to 1992). It was for the first time that the rural people exercised the right in decision making to administer them. The physical infrastructures, visible today, are the result of decentralization (including buildings, roads, rural electrification, irrigation projects, and forestation). The elected Upazila chairmen, with the new system, tried to adopt themselves without practical knowledge and technical expertise. It cannot be avoided that there were instances of misappropriation of government funds, and project selection process did not follow government's instructions and

guidelines in this respect; and it would be an injustice if positive changes and aspects of the system were denied. Because what the inexperienced and raw hands did were beyond expectation. Country observed first Upazila parishad election in 1985 and that faced vehement opposition from the rival political parties. Succeeding election of 1990 received ample support from political parties of the country. The go, but in the second election held in 1990, the political parties participated to preserve their party interests and to look after the welfare of the rural people. The elected representatives got no credit for their performances; instead they were thrown away with the charge of power mongering. So Declaration of the post of Upazila chairman equivalent to the deputy secretary to the government of Bangladesh stirred the vanity of the government officers, who assumed them members of the so called elite classes. The Upazila chairmen enjoyed and exercised power to run their business at the same time were authorized to make decisions in development projects approval. As a result public opinion started shifting towards the elected chairmen. The authority and power vested on the chairmen attracted the local elites to be associated with the system. So the second Upazila parishad election of 1990 faced a little obstacle. At this time local elites and influential personalities participated and elected as chairmen. In most of the cases three popular stages are followed to bring any changes /observed these are first unfreeze then change as desired and finally refreeze the new situation. The first stage of administrative reorganization where observed in the early eighties. Government followed the same strategy to bring change in administration and establishment of Upazila system. The century old administrative tier at sub-division was replaced by upgraded district. Both the supervised and supervisor worked in new environment with little expertise and skills. Before that, government officers were accustomed with to guide, administer people with authority. But introduction new system inaugurated a number of scope and opportunities before them to make decision for them. The system facilitated rural people to take active part in decision-making.



Government strategy was to fill up the post of upazila parishad chairperson through universal adult franchise. Because elected representatives are always answerable to the people that is why upazila parishad election was considered the only mean to elect the chief executive to the post. Ad-interim arrangement was to authorize UNOs to run the routine works of elected Upazila parishad chairperson. UNOs with charge and authority of parishad chairman exercised and enjoyed authorities and powers of elected chairmen gladly. Assumption of parishad chairman power by elected representative was not perceived spontaneously as they took over the charge of parishad chairman because they identified public representatives as rival tried to power and authority. That is why UNOs tried to foil the activities of elected representatives and disobey them. This stage can be term as unfreeze condition.

Few UNOs with unfettered power of an Upazila chairman, in some cases, behaved like a monarch with the people as well as the other officers deputed and posted at Upazila level. Almost all the Upazila level officers started disposing the post of Upazila chairman that exercised by the government officer, the UNO. This was the changing stage. At this stage government declared the election schedule for Upazila parishad election. Bureaucrats especially UNOs apprehended for loosing authority and power, as elected representatives will replace them at the same time they will control and coordinate their activities. Political parties (opposition to the government) canvassed against the new idea and system. They persuaded and simultaneously organized and initiated movement against change. They asserted that the system was similar to the so-called 'basic democracy' of military dictator Ayub Khan. Despite of continuous movement and propaganda of opposition political parties and vested interested parties government successfully arranged the first Upazila parishad pool. With elected Upazila chairmen and elected members (elected chairmen of the union parishad under the Upazila), nominated members, official members (officers deputed to the parishad) upazila parishad started its



journey. Parishad chairman without proper knowledge on office and project management were dependent on UNOs who were the unwilling horses. At the same time there were some union parishad members who intentionally misguided and opposed activities of parishad chairman. There are instances that the bourgeois community to foil the activities of parishad chairmen utilized some union parishad chairmen. After the first election to the post of upazila parishad chairmen opposition started from government officers who were followed by local black ships popularly known as touts of society. Government officials opposed at the plea of educational qualification, knowledge, skills, attitudes of chairmen. But government firm and bold steps molded the unhealthy and unfavorable situation, which compelled the conspirators to go in hibernation. By this time they were aware of the system and could read the authority and power of an elected representative. The authority and power of chairman attracted attention of union parishad chairmen and started persuasion to upazila parishad chairmen for favorable decisions. The Upazila chairmen were delegated with the authority for approval of the projects passed in the union meeting and monitor the projects at implementation stage in the upazila territory which was a precondition of government grants at union and Upazila level. Upazila chairmen having allied family and academic background were heterogeneous category. Upazila chairmen supported, affiliated, persuaded and belonged to the different political parties but ran administration impartially. Those were guiding forces for positive change of attitude of rural people as a result elected chairmen also faced little hindrances or opposition from environment. This phase may be termed as the refreezing. For any social changes time is so important that plays pivotal role in making any concrete decision.

***Findings based on the objectives showed the following results.***

The objective was to identify the effect of Upazila system in rural development. The stated survey conducted to assess the social, political, economic and ecological effect on rural development. And an attempt was made to find out the effect of the following questions.

***What were the explicit objectives of the government behind the reform of 1982?***

The explicit objectives of the government were to develop the rural area in the country, which has been neglected for a long time. At the same time the military dictator tried to establish a legal political base line and to divert the political movements of the opposition. Government arranged the Upazila pools and successfully completed in 1985. The collective opposition and utilization of militant forces by them hindered the process but government succeeded. After the first Upazila parishad election UNOs handed over the charges of Chairman to the elected representatives. The objectives behind this were to engage the rural people in development activities at the same time to attract the local bourgeois nearer to the power structure. To uphold the position of the chairman government declared the post of chairman equivalent to the post of a deputy secretary to the government. The authority and power upheld the position of the chairman. And most of the rural people started preferring the chairman and persuading him for their personal or group interest. The finding of the Table XI represents the opinion of the rural people and government officers posted and worked at Upazila level.

***To what extent the system achieved its objectives?***

The time considered in research from 1972 to 1999 has been divided into three distinct parts. Part-I, started in 1972 and ended in 1982, Part-II started in 1982 and ended in 1992, and Part-III started in 1992 and ended in 1999. Upazila system remained in functioning in the Part-II. Part-I and III received little interest from

the central government. While period under Part-II, enjoyed full autonomy and exercised power in preparation, selection, implementation and evaluation of development projects under the parishad. Time under part-I & III was under control of the government. During this time government implemented development projects by the officers in the respective departments. The government officers are answerable to their higher authority but the Upazila chairman was accountable and answerable to the parishad. And the parishad was the members represented the people of the Upazila. Finding of the Table XII transpires that the Upazila chairman as well as elected representatives who showed interests and put initiatives, most of the projects had successful endings.

***To what extent government was committed to let function the Upazila administration freely?***

Government with the introduction of new system made grants to the local bodies. Table II shows that government allocated taka 170.95 crores to the Upazila parishad in the financial year 1983-84. In the following financial year the amount raised to taka 200.00 crores which continued till the dissolution of the system. Government supplied only the guidelines with the order of allotment of money. The guidelines contained the reallocation of money and project selection criteria. Statement of the development projects during the financial year 1986-87 showed that 32001 projects selected by the Upazila parishad in the stated financial year. The Upazila parishad successfully completed 19,144; projects under implementation were 8,254 and 4,603 projects work yet to start. During the stated period total taka 4624.26 lacs spent by Upazila parishad.

***Who were the real beneficiaries of this system?***

The beneficiaries of the system are the rural common people. So analysis of information and data collected from the Upazila and union parishad reveals that rural people favored supported and enjoyed upazila system. Statement on



development projects (selected and implemented) at union level depicts that union parishad were concerned with only two categories of projects they are category “A” and “B”. Most of the projects during upazila system were implemented through project implementation committee at guidance and direct supervision of related government officer posted at Upazila. The projects on repair and maintenance through LGED were constructed roads, culverts, linking roads, protection of embankments, dams, etc. The irrigation projects implemented in Rupgonj, Palong and Naria Upazila acted a positively to alleviate poverty in these three Upazila. Development projects undertaken and implemented in the twelve union parishad showed that Ulania under Mehendigonj, Barisal took 24 projects and successfully implemented 20. Union under Rupgojn, Narayangonj; Kaligonj, GAZipur; Palong, Sariatpur; and Naria, Sariatpur selected projects that number ranged from 16 to 18. And success rate is more than 70%. Union Rupgonj, Rupgonj, Narayangonj topped the list with successrate 90.90% and Bijhari, Naria, under Sariatpur district lowest with success rate 70.00%. Thr project implementation figure shows that rural people played active role in the implementation stage of the development.

***What is the impact of local government decentralization on rural development?***

The Upazila system brought a remarkable development in all sectors. For a speedy development government declared the transport and communication as thirist sector. Infrastructural development projects figure shows that 29 kilomentes pucca roads constructed under Mukhtarpur union, Upazila Kaligonj, Gazipur. Under Upazila Mehendigonj there was no pucca road in Ulania and Chandpur union. After the introduction of the new system this reverie Upazila could construct more than 13 kilometers brick-soling roads that increased mobility in these two unions. Statement shows that maximum 53 kilometers semi-pucca roads constructed in Dingamanik under Naria Upazila district Sariatpur. Maximum 159 kilometers



kutcha roads constructed in Rupgonj under Rupgonj, Narayangonj and minimum 28 kilometers under Bijhari, Naria under Sariatpur district. The North Rupgonj Water preservation and Irrigation Project, the Agrani Project and Narayangonj-Narashingdi Irrigation Projects augmented crop production in these two Upazila. This two irrigation projects implemented in the financial year 1988-1989 that led a boost crop production in this two Upaziloa. The poverty-striven people of these two Upazila are now free from hunger and starvation.

## **Chapter IX**

### **CONCLUSIONS**

Local Government in Bangladesh experienced many changes since 1972 to 1999. The period can be divided into three distinct parts. These are part-1, 1972 to 1981; part-2, 1982 to 1992, and part-3 1992 to 1999. During part-2 local government institutes observed a remarkable change that is during this period local bodies enjoyed autonomy and exercised power to administer in true sense. The local bodies with the devolution of power exercised authority in both administrative and developmental activities. The effect of this system showed positive changes in rural area. The development indicators e.g. Social, Political, Economic and Ecological show positive changes. The Upazila and union profile (selected) show that literacy rate has increased from 15%-21% to 41% -49%. In the selected Upazila and unions, most of the area was without any pucca or semi-pucca roads. The only means of communication were human puller rickshaw, van or carts. Irrigation projects in the three Upazila have brought a revolutionary change in crop production and cropping pattern. The poverty-striven people have been able to overcome hunger, poverty ignorance and illiteracy. Union and Upazila profile show that literacy rate has increased. Physical infrastructure (pucca, semi-pucca, roads) development occurred and irrigation projects construction increased crop production (especially staple foods).

On the basis of the objectives set up by the researcher the following analysis have been done to arrive at a conclusion. Findings depict that decentralized administration system and its functions performed by an elected representative protected and preserved public interests (Table XI). Simultaneously public representatives were successful in implementation of development projects shouldered by them. Parishad chairmen also showed keen interest in selection, implementation, monitoring and evaluation of development projects that showed

positive changes under the system. At the beginning government grant to the Upazila parishad ranged from taka 25 lacks to taka 50 lacks (Table II). A remarkable physical infrastructures (office buildings, residential accommodation, educational institutions, religious places, bridges, culverts, hat-bazaars, irrigation projects etc.) development occurred (Table XIII & XIV). Migration to capital city and other cities showed downward trend. A new-urbanization development started centering the Upazila. The elected representatives were answerable to the people of different sects. At four time people or any aggrieved person could ventilate his/her grievances to their representatives. The highly educated Upazila parishad chairmen easily could adopt themselves with the situation. The bourgeois representatives found their new work field. They were able to mould both the elected union parishad chairmen (who were members to the Upazila parishad) as well as the officers deputed to the UZP .The rests tried to coop with the situation. Introduction of Upazila system attracted all sects of people and officers attention.

The century old union parishad lost their importance. The union parishad chairmen, members remained busy with the development projects. They engaged themselves in implementing the projects as a project chairmen or members (Table VII). The respective department or institution's representatives always acted as a mum-witness having any supports or opposition to the activities of the chairmen of the project committee. The union parishad became a pocket office of the UP chairmen. He started carrying on official pad, a stamp pad, and issue certificate to the person(s) who asked for it (Table XI). UP secretaries duty confined in drafting the annual budget and submission that to the UP meeting, and carry it to the deputy commissioners office for having an official approval.

The system continued up to May 1992 till dissolution of the UZP. This happened because political party government found few UZPs who belonged to the political party in power. Simultaneously parliament members of the ruling party found

UZPs were attracting more importance at Upazila level than the MPs (Table XI). So they apprehended for losing supports at his constituency for the influences of the UZP chairmen. This was enough to identify the chairmen UZPs as their political and administrative rival. The Thana development coordination committee (TDCC) replaced the Upazila coordination committee (UCC). Presently elected chairmen of the union parishad under it are presiding over TDCC meetings on rotation. Parliament member join as advisor and decide everything as chief executive. The union parishad chairmen associated, belonged to the opposing political party to the government can attract little or no interest from the MP. Presently there exists no local government at Thana level.

The union level management also got momentum with the introduction of new system at Thana level. Government, in 1997 enacted another law to delimit union territory into nine wards in place of three. And inclusion of three reserve seats for the female to accelerate their participation in these local government bodies (Table IX & X) to make an even development in the rural area. On the basis of the above analysis and findings it can be inferred that in the context of peoples' participation decentralization administration acted positively and this system was preferred by the general mass.

The government, provider of maximum social benefits to the citizen has been working in this area. The local government bodies have observed the Self-sufficient local villages of the Ancient periods, Chowkidari system of the British which is treated as the mother of union parishad today. Union board and union parishad in Pakistan era, union panchayet and then union parishad in independent Bangladesh experienced many changes. It indicates that a change in the power structure of the central government also changes the local government management system at Thana level and below. It is accepted that an individual always seeks to maximize the net future benefits, for this s/he sacrifices the



present consumptions/enjoyments that is why an individual makes a savings. A businessman seeks to maximize net present benefits that s/he engaged/ employed. In no way s/he agrees to wait for the future. The government, the largest organization in a country seeks to provide maximum social benefits to her citizen.

Local government in Bangladesh carries a long history. With the change in the governance in the country local government management has also faced the changes. The Ancient, Medieval, Sultan, Mughal, the British, Pakistan period showed the legacy of management system of this institution. In independent Bangladesh the Ordinance of 1976 showed the formal structure and functions at union level. The Ordinance of 1982 brought a remarkable change in management system at Upazila level. Again in 1992 the Upazila system has been abandoned. At present there exists a committee named as Thana Development Coordination Committee which only conducts the Thana level coordination committee meetings. The committees are being presided over by the elected union parishad members on rotation but they can exercise no authority and control over it. In 1999 there was another change, which has delimited the existing three wards of a union into nine general wards and the inclusion of three reserved seats for the female of the union who would be elected through universal adult franchise.

Introduction of mandatory female participation in administration augmented women participation in development activities that include planning and implementation stages. A small group, the bourgeois always attempted to impede social benefit extending hands of government. This so-called elite class always engaged in exploitation from rural people. Superficially they shed crocodile tears for oppressed but in need they are found busy with other responsibility. Government is striving to uphold living standard rural people through multidimensional activities. But most of these initiatives face unnatural death for incriminating activities of these parasites. Hand to hand ruler ruled attitudes of

bureaucrats and a few immoral politicians utilized local government bodies as a platform to step to the power.

The management functions at Upazila level and below brought under research were administration, planning, and finance. The time frame and resource constraints hindered the researcher to move at the deeper in the subject. The active role players who worked/performed the functions of Upazila nirbahi officer, Upazila chairmen, and Upazila level officers expressed their opinions spontaneously. It was quiet impossible on the part of the researcher to note all the comments they made. Local government system, whether it is “good” or “bad”; “effective or “ineffective” depends on the situation as well as the application of it. Despite of all the drawbacks local government management system at Thana level and below for the first time created an opportunity for the local people to ventilate their emotion, thoughts, and or plans to implement.

So local government management systems at Thana and Upazila level should be monitored and updated to meet the demands of the time. The developed countries like Germany, France and the United Kingdom have become successful to provide the maximum social benefits to the people through the local government. In Germany, France and the United Kingdom the local government the local governments unit at countryside level is termed as a “county”. The independent local self-villages of the ancient and medieval periods are not expected but it could be done to transform the local bodies to be more autonomous. This will facilitate them to run their business independently. Government should limit its activities in inspection, training, consultation and assistance to the local bodies. The union parishad should hang the ‘Citizen Charter’ so that the people can understand that how and from where they can solve their respective problems. The aim and objective of the government will be achieved when the dwellers of the country will be able to reach at entitlement stage.

## ANNEXURES

### *a. Questionnaire*

Please put your opinion on the following questions.

1. What is your opinion with the introduction of Upazila system at thana level of 1982?
2. Do you think that UNO's responsibilities as a chairman of Upazila parishad were satisfactory?
3. What was the UNO's attitude towards the people and officers posted at Upazila level?
4. How do you evaluate the activities of UNO during the first Upazila election?
5. Do you think that all accepted first Upazila parishad election?
6. Were all Upazila parishad chairmen elected in the first election were competent enough?
7. What is your opinion on development that happened under Upazila system was it a sustainable or not?
8. Upazila system cans develop the physical infrastructure. Do you agree with it?
9. Does Upazila system accelerate the rural development?
10. Upazila system started a new urbanization process centering the new tier of administration. Do you agree with the statement or disagree?
11. Do you think that Upazila parishad chairmen or union parishad chairmen gave patience hearing to the general mass?
12. In your opinion who were efficient Upazila chairmen? The local educated personalities? Or the local bourgeois?
13. Can the educational qualification be criteria for election in the Upazila parishad election?
14. Were the Upazila parishad chairmen the rivals to the any member of the parliament?
15. Whom do you think well? The Upazila parishad chairman or the member of the parliament?
16. Have you worked in any development project implemented by the project committee?
17. Are the union parishad chairmen interested to assess, fix and levy the Chowkidari taxes?
18. Who is more accessible Upazila chairman or UNO?
19. Whom do you prefer an elected representative or a government officer?
20. Do you think that the revival of Upazila system will benefit you more?



*b. Appendices*

Government's Circular/ Ordinances, SRO etc.

1. Union Parishad and Pourashavas (Amendment) Act, 1973, (Act IX of 1973) 30 June 1973.
2. President's Order Number 7 of 1972
3. President's Order Number 22 of 1973
4. The Conciliation of Disputes (Municipal Areas) Ordinance Number V of 1979
5. SRO419-L/80/S-VI/3R-I/445 Dhaka, 5 December 1980. The Pourashava Commissioner's and Chairman (Resignation, Removal and Vacation of Office) Rules, 1980.b
6. The Local Government (Union Parishad) Ordinance, 1983, Ordinance numbers LI of 1983, Dhaka, and the 12<sup>th</sup>. September 1983.
7. SRO 51-L/84/S-XI/3r-I/84/18 Dated the 1st. February 1984. The Pourashavas (Oath of office) Rules, 1984.
8. SRO, 419-L/85/S-XI/4T-2/85/85, Dated the 23<sup>rd</sup>. September 1985. The pourashavas Model Tax Schedules, 1985.
9. SRO, 129-Law/87/S-11/IT-2/85/190, Dated the 10<sup>th</sup>. September 1987. Amendment Act of Pourashavas Model Tax Schedules.
10. SRO, 225-Law/88/Sha-11/IR-87/148, Dated the 14<sup>th</sup>. July 1988. Amendment Act of Pourashavas Ordinance, 1977 (XXVI of 1977)
11. The Local Government Laws (Amendment) Ordinance, 19 of 1988.
12. SRO No. 139/Law/91/Sha-Proje-3/IR-6/90, Dated the 2<sup>nd</sup>. June 1991, The Pourashavas Ordinance, 1977 (XXVI of 1977).
13. SRO No. 53/Law/91/Sha-Proje-3/IR-3/91/41, Dated the 7<sup>th</sup>. March 1992, Pourashavas Amendment Ordinance.
14. Local Government (Union Parishad) Ordinance, 1983 (LI of 1983) Dated the 22<sup>nd</sup>. July 1993.
15. Union Parishad and Pourashavas (Special Responsibility) Ordinance, s1995, Ordinance No. 6 of 1997.
16. The Local Government (Union Parishad) Amendment Act, of 1977, Ordinance No. 8 of 1997.
17. SRO No. 222-Law/95 Dated the 20<sup>th</sup>. December 1995, Amendment, the Declaration of Municipalities Rules, 1978.
18. Local Government (Union Parishad Second Amendment) Act, 1977, Law No. 20 of 1997.
19. SRO No. 25-Law/97 Dated the 14<sup>th</sup>. January 1997, Declaration and Alteration of Municipalities Rules, 1978.
20. The Upazila Parishad Amendment Law, Law No. 24 of 1998
21. Amendment of Local Government (Union Parishad) Ordinance, 1983, Amendment July 22, 1993.
22. SRO No.102-L/84/S-XI/3R-3/84/39 Dated the 12<sup>th</sup>. March 1984.
23. CD/DA-II/3(33-A)/85-186(10000) Dated the 21<sup>st</sup>. May 1985. Deputation of Government Officers dealing with transferred subjects to the Upazila parishad.



24. Evaluation Report of Development Projects undertaken by the Upazila parishad in the financial year 1983—84 & 1984-85.
25. Evaluation Report prepared by the Monitoring & Evaluation Cell in the year 1987.
26. The President's Order No. 7 of 1972. The Bangladesh Local Councils and Municipal Committees (Dissolution and Administrative) Order, 1972. Ministry of Law and Parliamentary Affairs Dhaka 1972.
27. SRO 419-L/85/S-XI/4T-2/85/85 Dated the 23<sup>rd</sup>. September 1985. The Pourashavas Model Tax Schedule 1986.
28. SRO 419-L/80/S-VI/3R-I/80/445 Dated the 5<sup>th</sup>. December 1980. The Pourashavas Commissioners and Chairman (Resignation, Removal and Vacation of Office) Rules, 1980.
29. SRO 25-Law/97 Dated the 14<sup>th</sup>. January 1997. Declaration and Alteration of Municipalities Rules, 1978.
30. SRO 115-Law/94/Ga Sa-19/92 Dated the 3<sup>rd</sup>. April 1994. Declaration and Alteration of Municipalities Rules, 1978.

*c. Books/Journals*

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2. Ahmed, Ali. Administration of Local Self-government for Rural Areas in Bangladesh, NILG, Dhaka, 1979.  
A Comparative Study, The University Press Limited, Dhaka, 1995.
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*Annexure*

*Annexure I*

Reserved functions of central government (Regulatory and development)

1. Civil and Criminal judiciary.
2. Administration and Management of central revenue like Income Tax., Customs and Excise, Land revenue, Land Tax etc.
3. Maintenance of Law and Order.
4. Registration.
5. Maintenance of essential supplies including food.
6. Generation and distribution of electric power.
7. Irrigation schemes involving more than one district.
8. Technical education and education above Primary level, viz. Agricultural, Engineering, Medical, etc. Education, High School, College and University education.
9. Modernized District Hospitals and hospitals attached to the Medical Colleges.
10. Research organizations like Council of Scientific and Industrial Research (C.S. I.R.) Laboratories.
11. Large scale seed multiplication and diary farms and Large-scale industries.
12. Inter-district and inter-Upazila means of communication, viz. posts, telegraph, telephones, railways, mechanically propelled road and inland water transport, high-ways, civil aviation, ports and shipping.
13. Flood control and development of water resources.
14. Marine fishing.
15. Mining and mineral development.
16. Compilation of national statistics.

*Annexure II: (Tables)*

**Table-VIII**  
**Upazila and Union Parishad offices brought under research**

Serial Number	Name of the UP	Name of the UZP	Name of the District	Name of the Division
1.	Daudpur	Rupgonj	Narayangonj	Dhaka
2.	Rupgonj	Rupgonj	Narayangonj	Dhaka
3.	Nagari	Kaligonj	Gazipur	Dhaka
4.	Mokhtarpur	Kaligonj	Gazipur	Dhaka
5.	Dhanuka	Palong	Sariatpur	Dhaka
6.	Sholpara	Palong	Sariatpur	Dhaka
7.	Dingamanik	Naria	Sariatpur	Dhaka
8.	Bijhari	Naria	Sariatpur	Dhaka
9.	Idilpur	Goshairhat	Sariatpur	Dhaka
10.	Goshairhat Sadar	Goshairhat	Sariatpur	Dhaka
11.	Chandpur	Mehendigonj	Barisal	Barisal
12.	Ulania	Mehendigonj	Barisal	Barisal

*Source: Statistical year book, 1999.*



**Table IX**  
**Distribution and redistribution of government grants at Upazila**

Serial Number	Sector	Minimum allotment in percentage	Maximum allotment in percentage
1	Agriculture and Irrigation	15	25
2	Small and Cottage Industry	5	10
3	Transport and Communication	17.5	30
4	Housing and Physical Infrastructure	10	17.5
5	Education (development)	5	12.5
6	Health and Social Welfare	7.5	15
7	Sports and Culture	2.5	7.5
8	Public Works at Union Level	5	7.5
9	Miscellaneous	2.5	5

*Source: Monitoring cell, Ministry of LGRD.*

**Table X**  
**Sources of Funds to the Upazila parishad in the financial year 1986-87**

	Particulars	Description
1.	Revenue Collection	3075.41 Taka in lacs.
	a. Fund collected more than taka 10 Lacs	86 UZPs
	b. More than taka one lacs and less than taka 10 lacs	348 UZPs
	c. Less than taka one lacs	26 UZPs
2.	Tax, cess etc. collection	209.04 Taka in lacs.
	a. Collection more than 50,000.00 Taka and performance moderately satisfactory.	37 UZPs
	b. Collection ranged from taka 10,000.00 to 50,000.00	366 UZPs
	c. Collection less than taka 10,000.00	57 UZPs
3.	Deposit of counterpart funds	
	a. Total development deposit	21065.60 Taka in lacs
	b. Development Grants (Government)	16000.00 Taka in lacs
	c. Government instructions did not follow	291 UZPs

*Source: Ministry of LGRD Monitoring Cell.*

**Table XI**  
**Statement of development projects during the financial year 1986-87.**

Serial Number	Particulars	Nos. of projects
1.	Total projects	32001 in number
2.	Projects implemented	19144 in number
3.	Projects under implementation	8254 in number
4.	Project work yet to start	4603 in number
5.	i. Projects taken up by UZP more than 300.	2 in number
	ii. Projects taken up by UZP ranging from 101 to 300.	71 in number
	iii. Projects taken up by Upazila parishad less than 100.	387 in number
6.	i. Projects completed by project committee	11461 in number
	ii. Projects completed by contractors	16141 in number
	iii. Projects completed not following government instructions	4399 in number
	iv. Projects completed illegally	362 UZP
7.	Unutilized funds at the end of the financial year 1986-87.	
	i. Total unutilized amount (Taka in lacs)	4624.26
	ii. Funds utilized (Including the on going projects)	330 UZP
	iii. Fund unutilized amount more than taka 50.00 lacs	4 UZP
	iv. Fund unutilized amount more than taka 25.00 lacs and less than taka 50.00 lacs	52
	v. Fund unutilized amount more than Taka 5.00 lacs and less than taka 10.00 lacs	63 UZP
	vi. Fund unutilized amount less than taka 5.00 lacs	93 UZP
	vii. No unutilized amount	130 UZP

*Source: Ministry of LGRD Monitoring Cell.*

**Table XII**  
Development projects in the selected Upazila from July 1982 to 1991.

Name of the Upazila	Number of projects Taken up & implemented	Source of fund in lacs taka	Total cost in lacs taka	Government released fund in time %	Comments
Rupgonj	45 & 29	125.00 & 2.52	127.52	55	Upazila chairman remained busy with personal business
Kaligonj	52 & 34	134.00 & 2.78	136.78	68	Chairman persuaded to the government officials for fund release
Palong	31 & 22	78.00 & 1.38	79.38	52	Upazila chairman performed only the routine work
Naria	29 & 21	67.00 & 1.39	68.39	72	Deputy minister influenced in fund release
Goshairhat	21 & 17	59.00 & 0.90	60.90	68	Parliament member influenced in fund release
Mehendigonj	31 & 23	71.00 & 1.02	72.52	73	Parliament member of the ruling party influenced in fund release

*Source: Executive engineer LGED office Narayangonj, Gazipur, Shariatpur and Barisal.*

**Table XIII**  
Activities of public representatives and government officer at Upazila level

Indicators	M P	%	U Z P	%	C U P	%	M U P	%	U N O	%	Others	%
Like the activity	4	7	26	43	8	12	5	9	12	20	5	9
Accessible	4	7	24	40	14	23	7	12	11	18	0	0
Benefited by	3	5	21	35	4	6	7	12	25	42	0	0
Problem solving	2	2	23	38	18	31	5	9	7	12	5	8
Initiative taken to develop the area	3	5	29	48	11	19	7	12	8	14	2	2

*Source: Survey result (Responses from the interviewed).*

**Table XV**  
**Projects implemented since 1982 to 1991 in the union under research.**

Union	Projects in number			Implementing agency	Area benefited	Cost involvement Tk. in lacs
	Selected	Implemented	%			
Daudpur	21	18	85.71	LGED, RMP, PIO	Four villages	8.90
Rupgonj	22	20	90.90	LGED, PIO	Two unions	9.00
Nagari	18	14	77.77	PIO, RMP	Five villages	6.30
Mokhterpur	21	16	76.19	CARE, LGED	Three unions	7.20
Dhanuka	15	12	80.00	PIO, LGED	Two unions	5.40
Shoelpara	19	15	78.94	LGED, RMP	Three villages	6.75
Bijhari	20	14	70.00	LGED, PIO	Two unions	6.30
Dingamanik	16	13	81.25	LGED, FFWP	Five villages	7.20
Idilpur	18	13	72.22	LGED, RMP, UEO	Four villages	8.10
Goshairhat	21	18	85.71	LGED, PIO	Six villages	9.45
Ulania	24	20	83.33	LGED, RMP, UEO	Two unions	9.00
Chandpur	21	19	90.47	LGED, PIO, UEO	Two unions	8.55
Total	236	192	81.33			

*Source: Upazila engineer, PIO, Upazila Education Officer and CARE office.*



**Table XIV**  
**Development projects since 1982 to 1991 in the selected Upazila**

Name of the Upazila	Projects (In number)		Source of fund Taka in lacs		Total cost	Fund released in time %	Comments
	Selected	Implemented	Govt.	Parishad			
Rupgonj	45	29	125.00	2.52	127.52	55	Upazila chairman remained busy otherwise personal
Kaligonj	52	34	134.00	2.78	136.78	68	Upazila parishad chairmen took initiatives
Palong	31	22	78.00	1.38	79.38	52	Government officer took interest
Naria	29	21	67.00	1.39	68.39	72	Sitting minister influenced
Gosahirhat	21	17	59.00	0.90	60.90	68	Party in power MP initiated
Mehendigonj	31	23	71.50	1.02	72.52	73	Backward Upazila

*Source: Office records of executive engineer Local government engineering department from district Narayangonj, Gazipur, Shariatpur and Barisal.*

**Table XV**  
**Projects implemented since 1982 to 1991 in the union under research.**

Union	Projects in number			Implementing agency	Area benefited	Cost involvement Tk. in lacs
	Selected	Implemented	%			
Daudpur	21	18	85.71	LGED, RMP, PIO	Four villages	8.90
Rupgonj	22	20	90.90	LGED, PIO	Two unions	9.00
Nagari	18	14	77.77	PIO, RMP	Five villages	6.30
Mokhterpur	21	16	76.19	CARE, LGED	Three unions	7.20
Dhanuka	15	12	80.00	PIO, LGED	Two unions	5.40
Shoelpara	19	15	78.94	LGED, RMP	Three villages	6.75
Bijhari	20	14	70.00	LGED, PIO	Two unions	6.30
Dingamanik	16	13	81.25	LGED, FFWP	Five villages	7.20
Idilpur	18	13	72.22	LGED, RMP, UEO	Four villages	8.10
Goshairhat	21	18	85.71	LGED, PIO	Six villages	9.45
Ulania	24	20	83.33	LGED, RMP, UEO	Two unions	9.00
Chandpur	21	19	90.47	LGED, PIO, UEO	Two unions	8.55
Total	236	192	81.33			

*Source: Upazila engineer, PIO, Upazila Education Officer and CARE office.*

**Table XVI**  
**Infrastructure development in the Upazila under research**

Union	Road in kilometers			Area under irrigation area in acres			Total area in acre
	Pucca	Semi pucca	Kutchra	Three crops	Two crops	One crop	
Daudpur	5	15	132	280	124	194	598
Rupgonj	9	22	159	197	281	184	662
Nagari	15	28	152	342	282	148	772
Mokhterpur	29	32	128	247	34	129	697
Dhanuka	5	15	62	-	426	128	554
Shoelpara	8	18	59	-	241	380	621
Bijhari	12	28	28	-	285	287	572
Dingamanik	21	35	45	-	308	149	457
Idilpur	10	18	47	-	281	226	507
Goshairhat	5	21	52	-	253	248	501
Ulania	-	15	46	-	284	428	712
Chandpur	-	13	39	-	324	287	611

*Source: Office records of the respective union parishad.*

### *Annexure III*

#### **Charter of Duties of Upazila Parishad Chairman and Officers**

1. Charter of Duties of Upazila Parishad Chairman (CUZP).
2. Charter of Duties of Upazila Officer (UNO)
3. Charter of Duties of Upazila Planning and Finance Officer (UFO)
4. Charter of Duties of Assistant Commissioner (AC)
5. Charter of Duties of Upazila Project Implementation Officer (PIO)
6. Charter of Duties of Upazila Health and Family Planning Officer (UHFPO).
7. Charter of Duties of Resident Medical Officer (RMO).Upazila
8. Charter of Duties of Gynecological/ Surgical/ Medical Specialists.
9. Charter of Duties of Dental Surgeon.
10. Charter of Duties of Medical Officer/ Medical Officer (MCH-FP).
11. Charter of Duties of Upazila Family Planning Officer (FPO).
12. Charter of Duties of Upazila Assistant Family Planning Officer (AFPO).
13. Charter of Duties of Upazila Education Officer (UEO).
14. Charter of Duties of Assistant Upazila Education Officer (AUEO).
15. Charter of Duties of Upazila Agriculture Officer (UAO).
16. Charter of Duties of Subject Matter Officer (SMO), Assistant Agriculture Extension Officer, sectional Officer, Unit Officer and Junior Agriculture Extension Officer.
17. Charter of Duties of Upazila Engineer (UE).
18. Charter of Duties of Sub-Assistant Engineer (SAE), Rural Works Program.
19. Charter of Duties of Sub-Assistant Engineer (SAE), (DPHE).
20. Charter of Duties of Sub-Assistant Engineer (SAE), Electrical.
21. Charter of Duties of Sub-Assistant Engineer (SAE), Civil.
22. Charter of Duties of Upazila Cooperative Officer.
23. Charter of Duties of Upazila Livestock Officer (ULO).
24. Charter of Duties of Veterinary Assistant Surgeon (VAS).
25. Charter of Duties of Upazila Fishery Officer.
26. Charter of Duties of Upazila Social Welfare Officer.
27. Charter of Duties of Rural Development Officer (RDO).
28. Charter of Duties of Assistant Rural Development Officer (ARDO).
29. Charter of Duties of Upazila Mass Communication Officer.
30. Charter of Duties of Upazila Accounts Officer
31. Charter of Duties of Upazila Magistrate (UZM).
32. Charter of Duties of Upazila Revenue Officer (URO).
33. Charter of Duties of Officer in-charge, police station (OCPS).
34. Charter of Duties of Upazila Ansar and village defense party (VDP) Officer.
35. Charter of Duties of Upazila Statistical Officer (USO).
36. Charter of Duties of Upazila Munciff (Assistant Judge).



## *Charter of duties*

### **Upazila parishad Chairman**

1. The Chairman Upazila Parishad is responsible for conduct of the day-to-day administration of the UZP and the supervision and control of the staff of the UZP.
2. The Chairman disposes the following business of the UZP.
  - a. Appointment, transfer, punishment or removal of any servant of the Upazila parishad, not being a government servant.
  - b. Collection and recovery of all taxes, rates, tolls, fees and other dues.
  - c. Receipt of all amounts on behalf of the UZP.
  - d. The UZP may specify incurring of expenditure on any item within sanctioned budget not exceeding such limit as.
  - e. Conduct of all correspondences on behalf of the UZP.
  - f. Issuing notice on behalf of the UZP.
  - g. Compounding of all offences under Ordinance.
  - h. The Government may specify and other business as.
3. The CUZP coordinates all development activities of the Upazila.
4. CUZP initiates formulation of policies in development matters, identify projects and schemes and ensure timely implementation, monitoring and evaluation of the schemes.
5. Is responsible for relief works at the time of natural calamities, famine and epidemics.
6. Promotes and organizes employment-generating activities including agriculture and food productions.
7. Promotes socio-cultural activities.
8. Is responsible for proper administration and function of primary education.
9. Responsible for implementation of the FP program.
10. Responsible for ensuring implementation of Government policies and program within the Upazila.
11. CUZP shall extend necessary help and assistance for maintenance of law and order.
12. He will initiate the Annual Confidential Report to the UNO.

### Upazila Nirbahi Officer

1. He is the staff officer of the elected Chairman of the UZP who is the Chief Executive (CE) of the Upazila. He is also the Chief Executive Officer (CEO) of the UZP, is also responsible to the CUZP and assists him in implementation of policies and decisions of the UZP.
2. Assists the Chairman in supervising all Upazila level development administrative work.
3. Assists the parishad in preparing a coordinated development plan of the Upazila and ensure its execution.
4. Exercise powers under section 144 Criminal Procedure Code (Cr.P.C.) when the UZM is unable to attend the court on any ground, he sits in the court and perform the following factious:
  - a. Taking cognizance of cases,
  - b. Hearing bail matters,
  - c. Granting adjournments etc.
5. Initiate Annual Confidential Report (ACR) of all Upazila level officers except Magistrate, Munciff. The CUZP is the countersigning officer. District officer of respective departments are the technical reporting officer of UFOs. He countersigns the ACRs initiated by the functionary heads except Munciff.
6. Attend emergency duties, such as relief operation following natural calamities, receive stores including food and distribute relief materials as directed by the UZP.
7. Protocol duties.
8. Supervise and control revenue and budget administration of the Upazila.
9. Ensures that the government directives on Upazila administration are followed.
10. He is responsible for all training matters of his department within the Upazila and coordinates all Upazila level training.
11. He grants casual leave and countersigns the TA bill of all functionary heads except Munciff.
12. He acts as drawing and disbursing officer (DDO) in respect of officers and staff working directly under him.
13. He supervises the activities of the officers and staff working under him.
14. Performs such other functions as may be entrusted to him by the government or the CUZP or as may be conferred on him by the government under law.

### **Upazila Planning and Finance Officer**

1. To help the CUZP in administering the UZP fund under the supervision of the UNO, and to act as financial advisor to the CUZP.
2. Help the CUZP in preparing Annual budgets under guidance of UNO.
3. To arrange for disbursement of funds on account of expenditure on local development projects after the UZP budget is approved. This needs
  - a. Advising the chairman on authorization of development and non-development expenditure from the zila parishad fund,
  - b. Assisting the UZP in obtaining releases from the government development funds directly earmarked for development projects in the Upazila.
4. Assists the UZP in preparation of Upazila development projects in the Upazila.
5. To maintain progress and expenditure reports of development projects in the Upazila.
6. To arrange for periodic reviews of development projects in the Upazila by the CUZP/UNO.
7. Periodically carry out socio-economic survey of the Upazila in cooperation with officials of other departments.
8. To help the UZP in formulation, appraisal, implementation, monitoring and evaluation of development projects in cooperation with officials of other departments.
9. To carry out all administrative functions of the Upazila planning and finance office.
10. To assist the UNO in his coordinating role as the development manager in the Upazila.
11. To assist the UNO in organizing training programs for functionaries engaged in development activities at Upazila level.

### **Assistant Commissioner**

1. He works under the guidance of UNO.
2. He works as a magistrate and exercises magisterial powers vested in him.
3. He tries criminal cases, which he is competent to try.
4. He acts as Upazila planning and finance officer in addition to his own duties.

### **Upazila Project Implementation Officer**

1. He works under the guidance of CUZP as coordinated by UNO.
2. He is the member secretary of the Upazila parishad project implementation committee for Food for Works Program (FFWP).
3. He assists the UNO and the committee in selection of FFWP schemes out of Upazila parishad and union plan books and ensures their technical soundness. He also advises the UNO on the formation of project implementation committee for every project.
4. He closely supervises and ensures project and timely execution of projects FFWP and recommend to the UNO on spot verification, release of food grains in installments on the basis of measurement of earth work. He submits regular progress report on the projects to the UNO.
5. He extends all assistance to the NGO Cooperated American Relief Everywhere (CARE) and World food Program (WFP) officials in inspection and monitoring of projects under FFWP.
6. He ensures proper maintenance of all records for audit/ inspection.
7. He is responsible to the UNO for vulnerable group feeding program (GVFP) and institutional feeding centre and acts as member secretary of the project committee for supervision of VGFP centre and of the committee for consideration of disposal of damaged foodstuff in warehouse.
8. He prepares the list of deserving beneficiaries in consultation with village leaders, project committee members and submits it to the UNO.
9. He ensures proper utilization and checking of accounts of foodstuff submitted by the VGFP centre and consolidates them for submission to the UNO. He also regularly inspects and supervises the VGFP centre.
10. He is responsible for all relief and rehabilitation activities in his area including test relief (TR), gratuity relief (GR), house building grants, etc.
11. He extends all assistance to the UNO during the pre-disaster and post-disaster stages of calamity as spelled out in relevant action plan.



### Upazila Health and Family planning officer

1. He works under the guidance of CUZP as coordinated by the UNO.
2. He is responsible for technical and administrative supervision of health and family planning activities at the Upazila level and below.
3. He is the controlling officer in respect of officers and staff of both health and family planning divisions (H&FPD) and supervises their activities.
4. He is the sanctioning authority for expenditure of funds for both H&FPD and ensures proper utilization of these funds. He designates the RMO or one MO as DDO in respect of all funds allocated by the health division.
5. He is responsible for the management, administration and maintenance of the Upazila health complex.
6. He is responsible for the implementation of all family planning programs in his area including operation cases.
7. He is responsible for all training matters of both health and family population control division in the Upazila.
8. He allocates duties among the medical officers regarding clinical activities and technical supervision of both health and population control program. He also allocates area of responsibilities among the field supervisory staff of both health and population control division and specifies the jurisdiction of field workers.
9. He ensures maintenance of necessary information and statistics in the Upazila health complex (UHC) and transmits the reports and returns to the higher authorities.
10. He visits the unions and village regularly to acquaint him with the problems and achievements of health and family planning control activities.
11. He ensures the Upazila level officers and supervisors working under him contact union parishad, schools and specific representative groups to ascertain their health needs and demands and follow-up previously noted needs by regular inspection of the areas.
12. He is responsible for timely procurement, distribution and proper utilization of stores.
13. He is responsible to implement HFP which includes *inter alia* primary health care as mentioned below:
  - a. Control of communicable diseases,
  - b. Family Planning,
  - c. Expanded Immunization Program,
  - d. Maternal and Child Health Care,
  - e. Prevention and control of locally epidemic diseases.
  - f. Health education,
  - g. Promotion of safe drinking water and sanitation,
  - h. Promotion of nutrition.
14. He works in cooperation and collaboration with the concerned officers/agencies of the government and community.

15. He initiates ACRs of all officers and staffs of both the divisions working directly under him.
16. He is responsible for the supervision of enforcement of health legislation including Drug Act, Pure Food Ordinance etc.
17. He performs any other duties that may be assigned to him time to time related to his responsibilities.

### **Resident medical officer**

1. He is responsible for patient care including in-patients and outpatients and emergency under the overall supervision of UH&FPO.
2. He provides curative services to the indoor and outdoor patients and is particularly responsible for such services to the indoor patients during and after office hours.
3. He ensures dietary supply according to the approved schedule.
4. He ensures the maintenance of sub-stores for hospital under him.
5. He is responsible for maintenance and cleanliness of wards, beds, furniture, equipment etc. in the hospital.
6. He performs sterilization and other family planning operations in the hospital as may assigned to him by the UH&FPO.
7. He maintains hospital service statistics and prepares monthly report on such statistics.
8. He performs any other duties that may be assigned to him by the UH&FPO.

### **Gynecological/Surgical/Medical specialists**

1. The specialists provide curative services to the outdoor and indoor patients in Upazila health complex including attending emergency as may be assigned to them by the UH&FPO.
2. They provide specialist services in their respective field in HUC or in any other area in the Upazila as may be assigned by the UH&FPO.
3. They perform sterilization and other family planning operations in UHC and in the area of the Upazila that may be assigned to them by the UH&FPO.
4. They perform any other duties as may be assigned to them by the UH&FPO.

### **Dental surgeon**

1. He provides dental care services to the outdoor and indoor patients in the UHC and in the area that may be assigned to him by the UH&FPO.
2. He performs any other duties that may be assigned to him by the UH&FPO.

### **Medical officer/ Medical officer (MCH-FP)**

1. He provides curative services to the outdoor and indoor patients in the UHC including attending emergency as may be assigned to him by the UH&FPO.
2. He performs sterilization and other family planning operations in the UHC and in the area that may be allocated to him by the UH&FPO.
3. He carries out other health activities including primary health care service in the UHC or in any other areas that may be assigned to him by the UH&FPO.
4. He is responsible for the store management if assigned to him by the UH&FPO.
5. He performs any other duties as may be assigned to him by the UH&FPO.

### **Upazila Family planning officer**

1. He works under the control and supervision of UH&FPO.
2. He is responsible for implementation of family planning program within the Upazila.
3. He is responsible for implementation for administration, personnel management and supervision of family planning workers and supervision of family planning workers and supervisory staff working under him.
4. He acts as drawing and disbursing officer in respect of funds allocated by the population control division.
5. He receives store and issue family planning logistics and supplies and maintains accounts thereof.
6. He organizes family planning information, education and motivation activities within the Upazila.
7. He promotes MCH activities and primary health care program.
8. He collects, compiles and prepares reports, returns and financial statements and submits the same to UH&FPO.
9. He assists UH&FPO in organizing the training programs of the field workers.
10. He holds periodical meetings with the field workers.
11. He evaluates individual performance/achievements of field workers and supervisory staff.
12. He supervises activities of FWCs-MCH centre and health and family planning staff.
13. He performs any other duties related to his sphere of activities that may be given to him by the UH&FPO.

**Assistant Upazila Family planning officer**

1. He works under the control and supervision of UFPO and assists him in discharging his duties.
2. He performs such other function as may be assigned to him by the UFPO.

**Upazila Education officer**

1. He works as the chief functionary of the ministry of education at the Upazila level and works under the guidance of CUZP as coordinated by the UNO.
2. He is responsible for execution of all directives related to primary education and work under the direction of Primary Education Officer/ Area Project Officer.
3. He makes field trips on at least 15 days, including 5 overnight stays, in month, for the purpose of inspection of schools, supervision and public relations.