

TRAINING NEEDS IDENTIFICATION FOR
EFFECTIVE UPAZILA ADMINISTRATION

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LIST OF ABBREVIATIONS

BAED	BANGLADESH ACADEMY FOR RURAL DEVELOPMENT
BPATC	BANGLADESH PUBLIC ADMINISTRATION TRAINING CENTRE
CMLA	CHIEF MARTIAL LAW ADMINISTRATOR
CUP	CHAIRMAN UNION PARISHAD
CUZP	CHAIRMAN UPAZILA PARISHAD
CO	CIRCLE OFFICER
DC	DEPUTY COMMISSIONER
KSS	KENDRIYA SAMABAYA SAMITY
LGED	LOCAL GOVERNMENT & RURAL DEVELOPMENT
PO	PRESIDENTIAL ORDER
PWP	PUBLIC WORKS PROGRAMME
RAA	RURAL DEVELOPMENT ACADEMY
SDO	SUB-DIVISIONAL OFFICER
TTDC	THANA TRAINING & DEVELOPMENT CENTRE
TIP	THANA IRRIGATION PLAN
TCCA	THANA CENTRAL COOPERATIVE ASSOCIATION
UP	UNION PARISHAD
UNO	UPAZILA NIRBAHI OFFICER
UZP	UPAZILA PARISHAD

CHAPTER-I

INTRODUCTION

The Nature of the Problem :

1. The spectacular achievement of the present government of Bangladesh is the decentralization of administration through the introduction of upazila system. It aims at the acceleration of development of rural Bangladesh through an integrated approach.
2. The upazila system came into being on the basis of recommendations made by the "Committee for Administrative Reorganization & Reforms, 1982" constituted in April, 1982. The terms of reference for the committee included "(a) a review of the existing civilian organisation with a view to identifying the inadequacies of the system for serving the people effectively and (b) recommending an appropriate, sound and effective administrative system based on the spirit of devolution and the objective of taking the administration nearer to the people.¹ " Accordingly the process of reorganization of the administrative system at the upazila(then thana)level started from November, 1982. Ordinance was promulgated and

immense power and functions were devolved to the upazila parishad; scope was created for greater participation of the people in administration. Thana Parishads were abolished and the upgraded Thana (renamed as Upazila² in subsequent amendments) Parishads were constituted with (a) an elected Chairman, (b) representative members (Chairmen of the Union Parishad), (c) three nominated women members (d) official members (Upazila Level Officers of the nation-building departments), (e) Chairman of the Upazila Cooperative Association and (f) a nominated member. A civil servant called Upazila Nirbahi Officer (UNO) was entrusted with responsibility act as chief executive of the Upazila Parishad.

3. Virtually, the upazila administration is an experiment to get things done at local level with elected representatives and deputed government officials working together. Except the regulatory functions that the National Government retains,³ all subjects have been transferred to the Upazila Parishad. All local level planning and implementation responsibilities have now been vested with Upazila ParishadXXXXXXXXXXXXXXXXXXXX

Parishad. Upazilas are envisaged as focal point of all development activities in the rural areas.

This is embedded in the functions assigned to the Upazila Parishad as can be seen from the list of their functions which can be broadly divided into developmental, managerial and regulatory, with developmental functions predominating.⁴

- All development activities at the upazila level : formulation of upazila level development plans and programmes and implementation, monitoring and evaluation thereof.
- Preparation of upazila development plans on the basis of Union Development Plans.
- Giving assistance and encouragement to union parishads in their activities.
- Promotion of health, family planning and family welfare.
- Provision for management of environment.
- Training of chairmen, members and secretaries of union parishads.
- Implementation of Government policies and programmes within the upazila.
- Supervision, control and co-ordination of functions of officers serving in the upazila, except Munsefs, Trying magistrate and Officers engaged in regulatory functions.
- Promotion of socio-cultural activities.
- Promotion and encouragement of employment generating activities.

- Promotion and extension of cooperative movement in the Upazila.
- Assistance to Zila Parishad in development activities.
- Planning and execution of all rural public works programme.
- Promotion of agricultural activities for maximising production.
- Promotion of educational and vocational activities.
- Promotion of livestock, fisheries and forest.
- Such other functions as may be specified by the Government from time to time.

4. In discharging the above responsibilities besides UNO there are about 30 officers and about 150 staff relating to both transferred and retained subjects have been working at the Upazila Level.⁵ Of these officers the following Officers set on the Upazila Parishad as non-voting members.

1. Upazila Nirbahi Officer(UNO).
2. Upazila Agriculture Officer.
3. Upazila Education Officer.
4. Upazila Health & Family Planning Officer.
5. Upazila Engineer.
6. Upazila Cooperative Officer.
7. Upazila Livestock Officer.

8. Upazila Fishery Officer.
9. Rural Development Officer.
10. Family Planning Officer.
11. Upazila Revenue Officer.
12. Officer-in-charge of the Police Station.

These ~~xxxxx~~ officers belong to the Central Government Personnel system who are now on deputation to the upazilas.

5. Upazila administration has completed six years in the meantime. Upazila Parishad has, by this time, become well known. The basic objective of the Upazila system is to administer Upazila locally and plan for its future development. They are assigned to formulate plan for the locality, mobilize resources and coordinate all activities for the proper implementation of the development programmes. This requires skill and orientation suiting local needs. But even to-day distribution of powers and functions between elected representatives and government officials has not been clearly spelled out, coordination and cooperation between them are lacking, and accountability has not been fixed. How much the new system has facilitated the people-centred formulation of

planning and their implementation is yet to be clearly established. In this context to what extent training can do to improve the situation? For the proper execution of the development schemes the personnel belonging to development ministries/ organization should be professionally trained enough to meet the requirement. But their better performance presupposes proper understanding of job, possession of required skill and a favourable attitude to work. In the absence of these attributes, performance will be poor and it will be difficult to implement programmes even if these appear sound at the design stage. The first question is how much training these officials already have to match their assigned tasks? If the present level is inadequate, how can it be improved through training?

The Concept of Training :

6. The central aim of training is to develop a more effective and appropriate behaviour of all the personnel in the organization. In other words, to develop the employees or personnel engaged in an organisation with a view to enabling them to perform their assigned duties and responsibilities effectively or satisfactorily, training is considered

necessary for the employees. Effective training helps the achievement of the goals of the organization.

7. When the actual condition differs from desired condition in the human, or "people", and even in the aspect of organizational performance, a change in the present human knowledge, skill or attitude can bring about the desired performance. To bring out such a change training is needed; sometimes change in the organization's structure is needed.

8. Training of personnel is not a choice left to the discretion of top management. It is a requirement of the socio-economic system, a process imposed on the public bodies as a result of institutional / organizational growth, changing technology and a change in the competitive environment in its wider sense. Planned development of officers as well as supportive staff is one of the major tasks of any public body/public office/organization/department/Ministry for its own survival in an increasing changing environment.

9. Training is relevant to the achievement of national objectives. Virtually the training policy should be ⁱⁿ conformity with the achievement of that objectives. The vital link in any training policy is the design of any training programme and the purpose to serve the need of the government. "All the developing countries have realised the impossibility of practising a policy of economic and social development, no matter what the political trend of the regime, without an efficient administration adapted to suit its tasks. The out of date administrative machinery of already long established states calls for a renovation and for new vigour to be injected into the often routine - bound and inadequately trained public services. The recently acquired independence of new states need to be consolidated by the construction of national administration able rapidly to take charge of their countries affairs," ⁶ .The design of a training programme should be such that it will fulfil the objectives of the government in increasing the efficiency of the public service.

10. The objectives of training policy and its design are based on the assessment of training needs. One of the important functions of training policy is the assessment of training needs, so that it would be possible for the various agencies to plan training activities in a meaningful way. The word 'need' implies that something is lacking and there is a shortfall somewhere. There are four main areas to which the term 'training needs' may be applied.⁷

- (i) Needs at National level : Assessment of training needs at national level should be undertaken periodically and should take into consideration the development needs of the government. It includes the assessment of such needs at subnational levels such as, Division, Zila, Upazila and Gram. The various public organizations should be assigned the appropriate training tasks based on this assessment.
- (ii) Needs at organizational level : Here we highlight wherein the organization training ~~xxxx~~ is most needed. Need at group level can be included here.
- (iii) Needs at occupational level , in terms of skills, knowledge and attitudes to carry out the various duties related to a particular job or occupation.

- (iv) Needs at individual level. We are trying to determine who needs training ? in What ? That is, we are discovering deficiencies in particular skills, knowledge and attitude on the part of the individuals.

11. In our case, upazila can be treated as a public organization and a training policy of a public organization must always be based on the assessment of training needs. This is the ideal but in practice a compromise has to be made between the needs and the resources and skills available. Choice should be made not only on the basis of what is best but also on what is feasible. Training needs generally exceed resources available so that it becomes necessary to decide what will and will not go into a plan. "In any situation, resources (money, people, expertise, equipment, accommodation and of course time) will be limited and therefore it will not always be possible to implement all the solutions to problems that have been identified. It therefore becomes necessary to consider the choice of priorities "8

12. Training of the upazila level personnel is an attempt to improve human effectiveness through a planned and deliberate learning process. It can also be termed as an integral part of "organizational learning", a process through which personnel employed at upazila will develop their capacity to understand its own behaviour, and more specifically, the inter-dependent parts of its own decision-making process in the existing environment. Training, therefore, is one of the tools of organization development and is conceived as a planned change involving the whole organization as a complex system, and aimed at increasing the effectiveness of the organization, hence its health.

13. Thus the objective of training is to train the top, middle and lower level management and also supervisory and supportive staff to carry out their tasks in welldefined job-context.

14. The question now comes in which field training should be imparted, for whom, at what costs and for what duration? At the same time how far the assumptions that, the 'on-the-job training' is more likely to increase work efficiency, motivation or job

satisfaction, integration of local system are true needs be verified. Again, however properly the training needs are identified, its application is much more important. In the training needs identification which is a part of training process the evaluation of trainings, post-training assessment for its utilization, training policy at national and organizational levels, even the availability of instructors at the upazila level for carrying out training programmes become pertinent issues. Evaluation of trainees' performance on the job may show the trained behaviours are inappropriate for the real life world⁹. Virtually," evaluation acts as a process of analysis and control designed to determine the relevance, effectiveness, significance and impact' of specific activities and the degree of efficiency with which they are carried out, with reference to the immediate objectives for which they are designed and planned and within the wider frame of reference to more comprehensive often larger term, development objectives of the programme"¹⁰. It is a matter of common knowledge that post training assessment should be suitably linked in with the total training activity and it is not seen as once-and-for-all assessment. Above all, training policy should be supported by

government and all employees. It is more important in countries like ours where training can be abortive if there is no commitment on the part of those who are trained. "Training should not be seen by employees as a penalty but as an opportunity for them to further their knowledge and expertise both in their own and organization's interest."¹¹

15. Because of the divergence of their assigned jobs, functions and educational backgrounds, the training needs of the personnel involved in upazila administration can be broadly categorised into three types as follows :

<u>Category of Training</u>	<u>Clientele</u>
1. Orientation Training	1. Chairman Upazila Parishad 2. Upazila Nirbahi Officer 3. Assistant Commissioner 4. Chairman, Union Parishad 5. Nominated Members of Upazila Parishad.
2. Skill Training	1. Upazila Engineer 2. Upazila Planning & Finance Officer 3. Rural Development Officer 4. Officers of Nation-building departments.

- | | |
|---------------------|---|
| 3. General Training | 1. Members of the Public
Connected with Upazila
Planning and development. |
|---------------------|---|

Training of the Upazila Personnel :

16. With the implementation of Administrative Reforms, upazila administration to-day has become the centre of development activities. Bangladesh has taken a pioneering role in breaking the age-old administrative structure developed during British India. The dominance of the bureaucrats during colonial and sub-colonial days of Pakistan has been curbed down at least in the lower tier of the administration. Since implementation of Upazila administration has been completed with short period of time compared to the envisaged schedule of implementation and consequently upon the necessity of posting a large number of personnel, in the new arrangement trained personnel fell short of requirement and many were posted without nominal training so to say. In order to remove the inconsistency and lack of coordination in administration and to develop efficiency, the identification of training need for the personnel employed at the upazila

level was felt by concerned bodies for a long time. The haphazard and inadequate training imparted to the personnel failed to meet the requirement and to-day even the proponents of decentralized administration feel that unless properly trained personnel are posted there, minimum expected achievement of the system cannot be attained.

Rationale of the Study :

17. The present research project seeks to highlight the decentralized upazila system in Bangladesh with special emphasis on the nature of training needed for the upazila administration personnel.

18. The initial period of setting up the upazila administration is over. The upazila administration, as it appears, has come to stay. With the lapse of about six years after its introduction time is ripe enough to give serious thought for its consolidation. The level of the attainment of the philosophy behind the introduction of upazila administration, its objectives should be reassessed and efforts should be made to channelize all over efforts to the desired ends. Bangladesh being a resource constrained country cannot allow any misuse either financial or human resources. To our estimation

proper training of the personnel involved in upazila administration, after carefully assessing their needs, can contribute to a substantial extent in motivating them to achieve the vowed objectives. Of course, to many, training has a marginal role to play and such a view cannot be ruled out outright.

19. However, upazila administration has different faced problems and it deserves comprehensive study. But owing to time and resource constraints the scope of this study has been narrowed down to the identification of training needs basing on the experience of upazilas in Bangladesh.

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CHAPTER-II

RESEARCH DESIGN

Objectives and Scope of the Study :

20. Assessing the training needs is the central idea of this study. Since, this has been defined as a gap between the desired and actual capacities of those responsible for running the Upazila Parishad, the objectives of this study encompasses a wide range of issues as stated below :

a) To identify the nature of the working relationship between the deputed personnel working under Upazila Parishad and elected representatives at different levels and assess the awareness about their core functions.

b) To assess the nature of the obstacles faced by personnel employed in the Upazila Parishad in discharging responsibilities under transferred subjects, particularly with regards to development activities ;

c) To assess the number of personnel trained so far by different training institutes, the nature of such training and their effectiveness ;

- d) To assess the existing training facilities vis-a-vis its needs;
- e) To indicate the nature and mode of development administrative training requirement for the deputed personnel and public representative and the effectiveness of such training.
- f) Make recommendations towards proper training to indicate the broad focus and direction of the training programme keeping in view the existing resource constraints.
- g) To identify the problems the upazila parishad faces in the preparation and implementation of development programmes within the limited endowment under their disposal.

Scope :

21. With the implementation of Upazila administration system which has by now become the focal point in the overall administrative structure of the country, the scope of training at the stage has broadened both in depth and extension. There are broadly two categories of functions transferred and retained and for both categories, a considerable

number of officers, both class I & II, and supporting staff belonging class III & IV are employed there.

22. This study examines the transferred subjects only. The public representatives and deputed government officers and staff together are discharging the responsibilities assigned to them. The public representatives, most of them having no previous idea about administration and its fundamentals, are determining the policy, guiding and controlling deputed officers and staffs. So, many of them might suggest some training programme for them. But simultaneously many may feel that training is not the appropriate solution. This issue has been taken into consideration. Again, whether the training, if it is suggested for the public representatives, should be along with other officers, since they work in a team spirit. But for meeting special type of training needs since the public representatives have a distinctive position and they are accountable to the public directly training of the public representatives can be met separately (without associating officers) on special cases. But, since the officers and staff on deputation are to discharge routine type of duties and their coordination and cooperation is needed at different stages both among themselves and with public representatives should be trained to boost

up their work ethics and bring about greater productivity. The scope of training need identification covers these areas.

Methodology :

23. Needs assessment is vital to the development of a training programme. "Different methods have been developed for needs assessment and each method has been found useful in the particular setting These needs can be ascertained through the following methods or sources : (1) individual assessment, (2) group (assessment) discussion, (3) questionnaires and surveys, (4) system analysis, (5) organization or community records or reports, (6) professional literature, (7) resource persons, (8) interviews, (9) field visits and (10) Delphi method. "¹

For the purpose of this study, almost all the methods mentioned above have been followed.

24. Actually, the selection of methodology in this study and also the initial stage of the preparation of questionnaire took comparatively more time. We consulted faculty members in preparing the questionnaire. Then we had a number of sitting with the evaluation committee consisting of experts

attached to this study. The two experts suggested two different approaches to collect data. One of them, while accepting questionnaire method to collect data, cautioned that the thrust should not necessarily be on the opinion of the majority. Rather on critical issues, a small percentage of respondents will be able to shed light and we will have to carry on those sparks. Another experts felt that through questionnaire can one hardly get the real picture, the answer often gives false indication. By anthropological study i.e. by developing intimacy with the respondents we can get reliable information. But these cannot be tabulated or presentated in the traditional way. One can raise questions on the validity of such opinion and describe that these are cooked by the study team.

25. However, we have tried to take note of the merits and demerits of both the methods. Needless to say that outwardly somewhat greater emphasis has been given to questionnaire method. Before finalizing the questionnaire it was pretested in Savar Upazila and also by some elites and experts. Then, we collected data from our study area, two Upazilas through these questionnaires.

26. Since, anthropological approach to collect data was taken as complementary to this questionnaire method, we considered it worthy to collect these data by the members of the team. No separate research assistant was appointed to collect data. The team visited the area on number of days, stayed there, tried to interact with respondents and collected the data through questionnaire and also used informal ways, such as, discussion, observation, past performance evaluation, etc. The questionnaires² were prepared in Bangla² which is easily understandable to the respondents and these were translated into English for tabulation and analysis.

27. Finally, two upazilas, namely, Dhamrai upazila of Dhaka district and Bhaluka Upazila of Mymensingh district have been taken as representative samples. Of these two upazilas, Dhamrai is urban in^{of} terms transport and communication and Bhaluka is a typical rural upazila lacking such facilities.

(a) Sample survey is widely used as an instrument to assess the training needs. In this case the same method was resorted to. Three different sets of questionnaires were administered to the Government Officers deputed to the UZP, the support staff working there and to the people's representatives involved with the UZP to collect data/information.

(b) The researchers held discussions among themselves over the issues on a number of occasions. They also met different groups of officials and people directly or indirectly related with the system.

(c) They also studied the records and reports published by the government and other agencies concerning the evolution of the local government institutions vis-a-vis the recent administrative decentralization resulting in the formation of the UZP. They also consulted the published/unpublished materials/documents of different government organisations to assess the extent of training facilities available for the training of UZP personnel. They have also studied the professional literature related to the area under study.

(d) They have also talked to the senior officials who once worked in the organization and who are still working in the related field. They have also held discussion with the eminent practitioners and resource persons in the area.

28. They also visited the selected upazilas on a number of times and met the officials, support staff working there, the elected representatives, and cross-section of the people of the society and held free and frank discussions with them in the informal atmosphere without resorting to the structured questionnaire to elicit their frank opinion.

Respondents Groups :

29. For the sake of this study we selected four sets of respondents from two upazilas viz, public representative (22), government deputed officer (24), the supporting staff (31) and local elites and concerned experts in the area (23). The number of total respondents stood at 100. It may be noted here that the central problem posed to the respondents was not easy to answer. Rather many tried to avoid, or kept mum on the issue, when answered, it did not carry any meaning. In some cases, it has been found that a group of respondents belonging to same profession pooled their opinions and tried to ventilate such in a questionnaire. Thus, the total numbers of respondents could not be increased further. However, to reduce the size of the questionnaire we have given less emphasis on the issues such as age, experience, qualification of the respondents and tried to go deep into the sought after areas. Thus, four types of respondents were selected for eliciting opinion through different sets of questionnaire. Out of which three categories viz, A.B. and C. groups of respondents were from upazilas. The respondents classified in D were mostly from outside sample upazilas. The classified group of respondents and their number are shown below in Table - 2.1.

Table - 2.1

Classification of the Respondents and their Number :

Class	Respondents	Dhamrai	Bhaluka	Total Respondents
A	Public Represen- tative	13	9	22
B	Officers of the Transferred subjects	13	11	24
C	Supporting staff of the Upazila	11	20	31
D	Miscellaneous Group	-	-	23
Total				100

30. The questionnaire centre round the issues — departmental responsibilities of the Upazila Parishad, the priority of such responsibilities enumerated by the government and by the respondents, the problems faced in discharging those responsibilities, and the ways and means to meet these problems. The questionnaire also included the issue of need for training, the subject matter included in these training courses, the duration of the training courses, resources available for training, the experience of training taken by them earlier, its relevance **etc.** However formulation of recommendation on these issues got priority in our efforts.

Sampling Procedure :

31. Two representative upazilas, namely, Dhamrai of Dhaka Zila and Bhaluka of Mymensingh Zila were selected as the study areas. Of course, this selection of sample upazilas was purposive. Attempt was made to collect data/information from all the public representatives, upazila level officers and upazila employees through administering three different sets of open-ended questionnaires. However, data/information from all the target respondents could not be collected due to the non-availability and unwillingness of some of the respondents.

32. In all one hundred respondents were interviewed of which 19 were public representatives, 24 were upazila officers, 31 were supporting staff of upazila and 23 respondents were upazila officials working outside the selected upazilas.

Limitations :

33. (1) Assessment of training needs of upazilas officials and people's representatives could be a vast area of study. It would naturally demand considerable resource, manpower and time. Two upazilas were

selected for the study within day's journey from the PATC, so that the study team could visit these places more frequently.

(2) Since the approach of upazila system is new efforts were made to shed light on the crux of the issue i.e. the motivational aspects and change agent role of the personnel of decentralized administration system. It is felt that to draw any meaningful inference, this kind of study should cover a few more Upazilas. But as has been mentioned earlier, this is a exploratory step. A follow-up study in this line covering more areas may substantiate this study and strengthen the findings.

CHAPTER-III

EVOLUTION OF LOCAL SELF GOVERNMENT IN
BANGLADESH : HISTORICAL PERSPECTIVE

34. In order to ensure equitable development of different regions of a country, decentralization of government powers and authority is necessary.

Generally certain powers of the Central Government are transferred to the different local authorities by way of devolution and these local authorities are called local Governments, because governmental authorities and responsibilities are shared by the Central Government and Local Government.

35. In his book "outlines of local Government" John Clarke has defined local Self-Government as "that part of the government of a nation which deals mainly with such matters as concern the inhabitants of a particular district or place and which it is thought desirable should be administered by local authorities subordinate to the central government"¹. The more recent definition of the Local Self-Government has been developed by the U.N. According to it, the term "Local Self-Government" refers to a "political sub-division of a nation or state which is constituted by law and has substantial control of local affairs, including the power to

impose to taxes or exact labour for prescribed purposes. The governing body of such an entity is elected or otherwise locally elected²". The constitution of People's Republic of Bangladesh defines local self-government as bodies composed of persons elected in accordance with law³.

36. According to the encyclopaedia of social sciences " local self government involves the conception of a territorial non-sovereign community possessing the legal right and the necessary organisation to regulate its own affairs"⁴.

37. The democratic government requires active participation of the people in managing its affairs at all levels-higher and lower". The local self government affords excellent opportunities for the common people, particularly at the lower level, to participate in the management of public affairs and thus contributes towards the successful working of democracy. Second, The local self-government can serve as a training ground for imparting primary political training.⁵

38. During the ancient period and Moghal rule in India. certain type of village self government existed. The village government was generally known as village panchayat.

"The Panchayat as an institution did not manifest the uniform, cohesive or for that matter, the universal⁶ structure or function." In this connection it may be stated that the Panchayats village communities were constituted on a narrow basis of hereditary privilege or caste closely restricted in the scope of their duties and were neither conscious instruments of political education nor important parts of the administrative system.⁷

39. " The Moghal having different culture and tradition and forcibly establishing their rule in India, remained isolated from the village people for long time. They did not interfere with the functioning of the panchayats".⁸

40. " During the early period of the British administration the traditional panchayat as a local self governing institution in India was destroyed. But subsequently the British founded a separate type of local governments in our country. " Local Self Government in the modern sense in our country was the creation of the British"⁹ . In the Memorandum on the development and Working of Representative Institutions in the sphere of local self government in India, the Local Self-Government has been described as a

as a representative organization, responsible to a body of electors, enjoying wide powers of administration and taxation, and functioning both as a school for training in responsibility and a vital link in the chain of organisms that make up the government of the country".¹⁰

Development of Local Self-Government :

41. A resolution on financial decentralisation was issued by Lord Mayo in 1870. In response to Lord Mayo's resolution, the Bengal Village Choukidari Act was passed in 1870. The Act marked the beginning of some form of local self-government in the village areas of Bengal. Under the provision of the Act, the country side was divided into unions. A Panchayat was constituted for each union. It consisted of five members. The members were appointed by the District Magistrate (Now Called Deputy Commissioner). The Panchayats appointed Choukidars. They raised funds from all owners and occupiers of house to pay the choukidars. The main function of the panchayats was the watch and ward with the help of the choukidars. The scheme of panchayats was introduced experimentally in a few places only.¹¹

42. In response to the famous resolution of Lord Ripon, the Local self-government Act of 1885 was passed and it provided for an Union Committee for each union. These committees were elected by resident villagers owning or occupying houses or properties by such processes as were familiar to the villagers. They were responsible for the local municipal functions.¹²

43. Thus, since 1885, there were two types of local authorities at the union level, namely, the choukidar panchayats established under the choukidari Act of 1870 and the Union Committees set up under the Local self-government Act of 1885.¹³

44. Under the 1885 Act three tiers of local bodies came into operation. District Board was introduced in the district and at the Sub-Division the Local Board was formed and the Union Committee was introduced in a group of villages called Union. Thus there were two types of local bodies at the Union level-the Chaukidari Panchayat established under the Chaukidari Act of 1870 and the Union Committee set up under the Bengal local self-government Act, 1885.

Local Board :

45. The Act of 1885 provided that the Local Board at the Sub-divisional level should be consisted of not less than six members and two thirds of the members would be elected and one third was to be nominated by the Government. The members of the Board could elect their Chairman from among them subject to the approval of the Lt. Governor. In fact, the local Board acted as an agent of the District Board and exercised powers delegated to it by the District Board. The main function of the local Board was to supervise the activities of the Union Committee. In 1936 the local Board was abolished but it continued to exist at Sylhet where there was no Union Board or District Board.

District Board :

46. The District Board was to consist of not fewer than nine members of whom two thirds were to be elected and the third were to be nominated by the Government for a period of five years. From 1885 to 1920 the District Magistrate acted as the Chairman of the Board. Since 1921 the members could elect a Chairman subject to the approval of the Government. "The District Board

was the focal point of the whole local self government framework having responsibilities of such public interest and utility as communication, health sanitation, water supply, education, census, relief and vaccination".¹⁴ A major change was brought about in respect of local bodies under the Act of 1919. The Chaukidari Panchayats and Union Committees were abolished and a body called the Union Board was set up in each Union except Sylhet & Chittagong Hill Tracts. The Union Board Composed of nine members of whom two thirds were elected and one third nominated by the District Magistrate. The members elected a President who was the Chief executive of the Board. The Union Board was entrusted with the combined duties of the Chaukidari Panchayat and Union Committees. the system of nomination was abolished in 1946 & the Union Board turned into an elected body.

47. A thana was composed of several unions and two/three thanas formed a Circle. There was an officer in charge of each Circle called Circle Officer who used to supervise the functions of the Union Boards.

Pakistan Period 1947-58 :

48. During the years from 1947 to 1958 the system of local self government in the then East Pakistan continued to be more or less the same as was during the last days of the British Raj. However, certain improvement was made by the Government by introducing the universal adult franchise and abolishing the system of nomination. During the period from 1947 to 1958 the local bodies became more representative in character by having elected Chairman & members.

49. A major change was brought about in the system of local self government by President Mohammed Ayub Khan with the promulgation of the Basic Democracies Order in 1958. The Basic Democracy consisted of the following five tiers initially but the last tier was abolished in 1962 :

1. Union Council at the Union Level ;
 2. Thana Council at the Thana level ;
 3. District Council at the District level;
 4. Divisional Council at the Divisional level and
 5. Two provincial development Advisory councils one for East Pakistan and another for West Pakistan.
- This system covered both rural and urban areas.

Union Council :

50. The Union Council consisted of ordinary 10 members of whom two thirds were elected on the basis of adult franchise and one third nominated for a period of five years and the members could elect a Chairman from among them. In 1962, the system of nomination was abolished and the Union Council became a fully representative body. Sub-divisional Officer was the controlling authority but the Circle Officer (Development) used to supervise and guide the Union Council.

51. "In contrast with the provincial character of the earlier local government enactments, this Order (Basic Democracies Order) was a Central legislature having jurisdiction over the whole of Pakistan." ¹⁵

Thana Council :

52. The Thana Council was the second tier in the hierarchy of local bodies. The Thana Council consisted of representative as well as ~~ex~~ official members. The Sub-divisional officer and the Circle Officer (Development) were the Chairman and the Vice-Chairman respectively of the Thana Council. In practice the Circle Officer (Development) acted as

the head of the Thana Council since the Sub-Divisional Officer could not attend the meeting of the Thana Council regularly because of his other pre-occupations. The main function of the The Thana Council was coordination of the activities of the Union Councils under its jurisdiction. It was basically an association of Union Councils rather than a local government in its own right and therefore it was by itself of little benefit to the people.¹⁶

District Council :

53. The District Council was the third tier of the local government under the Basic Democracy system. The District Council Consisted of Official and elected members. The Deputy Commissioner was the Chairman and chief executive of the District Council. There was a Vice-Chairman to be elected from among the elected members by the members of the Council.

54. The Deputy Commissioner could not devote much time to Council due to his pre-occupation and used to rely more on the official Secretary designated as Assistant Director(Basic Democracy) than on the elected Vice-Chairman. The Chairman of the District Council should have been an elected person who devote

enough time to the affairs of the Council and contribute to the development of leadership at this level.

Divisional Council :

55. Every administrative Division had a Divisional Council and it was the highest tier of the local bodies under the Basic Democracy system . The Divisional Council was composed of official and non-official members. The function of the Divisional Council was to co-ordinate the activities of the local bodies at the lower levels.

56. There were serious criticisms against the Basic Democracies system since 1969 when the people of the then East Pakistan organised the opposition movement against the Ayub regime. Immediately after the liberation(of Bangladesh), the institutions of the local self governments were in a suspended state.¹⁷ In 1972 the Union Council introduced under the Basic Democracies Order was abolished and the Union Council was replaced by the Union Panchayat by the P.O.No.7. of 1972. Subsequent enactment changed the name of Union Panchayat created under P.O. 7 of 1972 and it was named as Union Parishad.

Union Parishad :

57. There was a Union Parishad for every Union which was divided into three wards. Three members were elected from each ward and total number of the members was nine. There were one Chairman and one Vice-Chairman directly elected by the voters of the entire Union. The functions of the Union Parishad remained to be the same as were under the Basic Democracies order.

Thana Development Committee :

58. In 1972 the name of the Thana Council was changed into Thana Development Committee. The nature of functions was almost the same as it was under the Basic Democracies system. The Circle Officer(Development) performed the functions in consultation with the local Thana Relief Committee. The Circle Officers managed the affairs of the Thana Development Committee under the over all supervision and control of the Sub-Divisional Officer.

Zila Board :

59. In 1972 the name of the District Council was changed into Zila Board. The Deputy Commissioner was appointed administrator of the Zila Board by the Government.

1976-83 :

60. In November 1976, the Government of Bangladesh issued an Ordinance entitled the Local Government Ordinance, 1976 . The Ordinance provided for the constitution of the local self government institutions, and the following local Parishads were constituted :
(1) Union Parishad for a Union, (2) Thana Parishad for a Thana and (3) a Zila Parishad for a district.

Union Parishad :

61. A Union Parishad consists of a Chairman elected by the voters of the Union and nine members elected from the three wards. Two Women members are nominated.

62. During the early eighties, the then Government introduced Gram Sarker(Village Government). Each village had a Gram Sarker. The President and Secretaries of the Gram Sarker were selected on the basis of the consensus of the Villagers. The Gram Sarker was entrusted with certain development functions. But the Gram Sarker was considered a parallel and rival organisation of the traditional local body like Union Parishad. Gram Sarker was not given fair trial but the efficacy of the Gram Sarker was open to debate. Subsequently this institution was abolished.

63. The initiative is being taken by the Government to introduce the Palli Parishad at the village level. The Palli Parishad has not yet taken any shape, but it may be another form of Gram Sarker.

Thana Parishad :

64. Thana Parishad consists of the S.D.O. as ex-officio Chairman, Circle Officer as ex-officio Vice-Chairman, such other Thana level Officers as determined by the Government and all Chairman of the Union Parishad of the Thana as members. The Co-ordination of the development efforts is the main function of the Thana Parishad.

Zila Parishad :

65. The local Government Ordinance of 1976 provided for constitution of a Zila Parishad in each district. The Zila Parishad consists of such number of elected members, official members and woman members as may be specified by the Government. Both Chairman and the Vice-Chairman will be elected from amongst the elected members/women members. The composition of the Zila Parishad is more democratic than that of the District Council. But no election has been held to constitute the Zilla Parishad asofar. Deputy Commissioner acts as the Chairman of the Zilla Parishad and another government servant acts as the secretary of the Parishad.

67. The Local Government Ordinance 1976 provides for the Union Parishad, Thana Parishad and Zilla Parishad for a Union, Thana and district respectively. Similarly, the municipal committees functioning in the urban areas were Renamed as Pourshava in 1973. Subsequently Dhaka and Chittagong Pourahava were declared Municipal Corporations. The Pourshavas are operating under the provisions of Pourashava Ordinance, 1977 . The Pourashavas and Municipal Corporations provide municipal services to the urban people.

68. In order to ensure the effective participation of the people in the planning and development process, and to bring the administration at the door-step of the rural people, the present Government of Bangladesh carried out the policy of decentralisation by way of upgrading of thanas now renamed as upazila. With the introduction of upazila system, direct linkage has been established between the upazila and the district resulting in the abolition of sub-divisional level of administration. There are now 460 upazilas in the Country.

69. By a Cabiner Resolution in October, 1982 it was decided to reorganise the administration at the Thana level. Following the policy of decentralization, the ~~Thanas~~ Thanas were declared upgraded by phases and subsequently the Upgraded thana was named as Upazila (Sub-district). The upazila has become the pivot of administration in place of district. The Upazila Parishad being a corporate body is headed by an elected Chairman who is assisted by a civil servant called Upazila Nirbahi Officer (UNO). All functions of the Government at the upazila level have been divided into two categories - Retained subjects and transferred subjects. The regulatory functions like law and Orders, land administration, judiciary and major development efforts having national/regional coverage have been retained by the Government and these retained subjects are administered by the officers posted by the Central Government.

70. All development activities previously performed by the various nation-building departments have been entrusted to ULP and these activities have been termed as transferred subjects. The

officials concerned with development works have been deputed to the ULP. The UEP is entrusted with the responsibility to formulate, plan, execute, monitor and evaluate the developments projects financed by the bloc funds allocated in the Annual Upazila Development Programme without obtaining approval of any Government authority subject to the guide lines issued by the Planning Commission. UEP was been authorised to raise revenue from the local sources also.

71. More than 30 officers and about 150 staff relating to the transferred as well as retained subjects have been working at the Upazila level. Many of them also worked during the Thana Parishad Period. The introduction of the Upazila system will be an improvement upon the Thana Parishad provided a marked improvement in the delivery of services is ensured. It may be assumed that the officials have necessary educational qualification and technical skill. If the officials can be motivated, they can deliver better services in cooperation with the local people. Of different approaches to motivate the officials, the training is one option which may be resorted to.

72. The introduction of Upazila system in an epoch making event in the history of local government institutions in the country. The system is still in its infancy. It may be too early to evaluate the impact of the system. "Its achievements during the period are not spectacular nor its failures are frustrating, one need not, therefore, be complacent with its success nor scared at its failures. Its success and failures have to be evaluated keeping in mind the socio-economic context in which it has been functioning. It has problem - both internal and external which need to be sympathetically but seriously studied for searching solutions. The necessary remedial measures have to be taken at the right time by all concerned.¹⁸

* Readers interested in the detailed study on the evolutionary development of the local government in Bangladesh may consult the books listed in Annexure - 1).

CHAPTER-IV

EXISTING TRAINING FACILITIES FOR THE
PERSONNEL OF UPAZILA ADMINISTRATION

73. During the early years of implementation process of administrative reform(i.e.) 1982-84), the prime concern of the government was to implement the decentralization programme. Without prior thought on the qualitative aspect, the government placed a huge number of personnel at the upazila level. It is observed that initially the Officers were reluctant to join and work at Upazila levels. Many of them were working half-heartedly. They were not clear about their positions and responsibilities. Since the existing public administration training resources in the country were limited, the newly selected officers and personnel were sent to the places of posting without proper training or any training at all. Thus large number of officers and their supporting staff of the upazilas needed training.

74. Each level of these personnel required orientation, training and improvement as demanded by their jobs and responsibilities. But, an omnibus training strategy for all concerned with the Upazila level administration will be unrealistic. Further, no single training institute can meet such a huge requirement of training.

75. More than six years have already elapsed in cases of some upazilas after their upgradation. The government in different ministries and organizations felt it pressing that adequate survey on training needs should be conducted to formulate comprehensive training programme for the officers & staff of the upazilas. In this context, it was felt desirable that training programmes conducted by different training institutions & agencies should be assessed first for ascertaining the available training facilities and directions for future programmes.

76. One study¹ conducted in 1985 identified the following areas for training of the Upazila Personnel :-

- Orientation training for the elected chairman, representative members and Government officers for mutual acquaintance and awareness of the new responsibilities.
- Training in policy making and management for the Parishad Chairman and UNO.
- Training for Planning and Implementation for the UNO, the officers and staff working for the Upazila Parishad.

- Training for the supporting staff to enhance their knowledge of government regulations, service rules and improve the job specific skills.
- Fiscal training for Upazila Officers.
- Financial Management Training.

77. Most of the officers and their supporting staff working in the upazilas are trained either formally at the training institutions, or informally on-the-job or under the supervision of superior officers / supervisors as probationers. The pertinent issue to be probed into is whether such trainings are based on their requirements. It is commonly seen that the training programme chalked out on conventional thinking or stereotyped course of action, have, in many cases, failed to solve the problems; rather it has aggravated the inefficiencies. In many cases such training has become ritualistic at best.

78. The existing socio-economic-political situation could not generate any impetus among the people at large and the change agents, such as elected representatives, public servants and local/social leaders for sustained zeal in development activities. In the absence of such impetus higher productivity and income generating programme have suffered set-back or could

not achieve expected results. Rather frustrating scenerio prevails both at macro and micro levels. Corruption, malpractice², self aggrandizement has percolated deeply into the social fabrics. "The failure of the planned development in Bangladesh perhaps were not primarily due to lack of organization and lack of knowledge and skill on the part of administrative personnel but due to lack of motivation, orientation, integrity and honesty.

79. The failure of the public administration system may be due to more human factor than resource constraints. It may be noted here that an administrative machinery does not work by itself. It is to be worked by men and women who constitute it.

80. The national policy makers recognized the fact that job-knowledge and skill of the personnel would not by itself increase administrative efficiency unless it is associated with employee motivation, morale and commitment to work. The TFYP envisaged "to provide work-oriented incentives and adequate staff-welfare for improvement of morale and efficiency of the public service"³. The plan's commitment to this problem seems to be rather formal than real. There does not seem to be enough attention in the

national administrative policy to the problem of morale building, motivation and commitment to work, control of corruption and change in the orientation of public servants which are so intimately connected with administrative efficiency.

81. "A new civil servant is a human being, a product of many intellectual and social forces of his environment, who brings to his new employment all the imper-⁴fections of that environment". For a public servant his job is a vocation and a means of livelihood. As such he expects to be paid an emoluments commensurate with his work and enough for his basic necessity. Under the circumstances of rising cost of living and high prices it may sound unrealistic to ask a public servant to work hard with honesty and integrity without providing any means to alleviate his financial hardship.

82. Development at the Upazilas or change of the common mass is, in our context, rural settings is a complex process and many of its goals are not easy to attain. Along with it the government would like to develop the upazilas into growth centres. The experiences of newly independent countries of Asia and Africa amply testify this fact. The process has been termed as complex because of primarily two

reasons. First, rural development has a complex aim at far-reaching changes in the rural areas-such as transformation of social and economic structures, institutions, relationships, process etc. Secondly, there is no standardized path or set formula for rural development that are applicable to all situations. Even successful approach of one developing nation, e.g. Saemaul Undong approach of South Korea, cannot be effectively transferred to another country. This implies that each developing country must evolve its own theory and methods of rural development through process of trial and error.

83. However, to institutionalize the effort of rural development and motivate the concerned personnel in desired direction, training programmes at the appropriate level can initiate a move towards our cherished direction. The 'Change agents' can be and actually are the clientele of these institutions. The training institutions are the most appropriate forum of these clientele.

84. In Bangladesh there are 364 training institutions working on their own programme. Many of them are imparting job-related training. They only marginally influence the motivational aspects.

Upazila administration is manned by both public representative, government officers and staff and they are to discharge manifold duties. In a study conducted by Rural Development Academy, Bogra⁵ it has been found out that of the total 312 officers and public representatives 146 (46.79%) have not received any training. A good number of new officers is being posted in the upazilas but their training needs are not being assessed in a continuous basis. Retained officers are sometimes withdrawn and these vacancies are filled in ~~the~~ with persons having no training for the particular job. It has been found that the professional officers such as upazila agricultural officers, livestock officers, fishery officers, education officer, health and family planning officers, social service officer, cooperative officers take training at their respective departmental training institutes and sometime outside Bangladesh but these purely cover their professional areas. But in the Upazila system the functions of the officer are not to be considered from isolated point of view of individual departments; these functions are to be considered from an integrated approach. It should be taken as an organic whole.

85. According to the objective of the project we are rather more concerned here with orientation and motivational training. A short account of such motivational programmes of selected training institutions, namely, BARD, RDA and BPATC in particular is in order here. These institutions are entrusted with the responsibility of imparting training to the Upazila level officers .

BARD-COMILLA :

86. The first significant experiment for rural development at the Thana level (now called Upazila) in Bangladesh was initiated in the early sixties under the leadership of Akhtar Hamid Khan at the then Pakistan Academy for Rural Development, Comilla.

87. The then Pakistan Academy for Rural Development (now Bangladesh for Rural Development) was established in Comilla in 1959. One of the main purposes of the Academy was to impart training to officers connected with rural development. For this purpose the Academy laid considerable emphasis on the development of training materials, staff training and developing implementation procedures and manuals for the replication of these models.

88. Rural administration was one of these pilot projects which was introduced by the Academy in the early sixties. The concept and model of Thana Training and Development Centre(TTDC) emerged as a part of the experiment on rural administration. The pilot projects undertaken not only changed the attitude of the people, but would also succeeded in evolving improved methods for dealing with rural problems and rural people. The Comilla Model is the outcome of these pilot projects. The components of the model were the results of joint work between the academy and various government agencies. The major components of Comilla Model are :

- a. The Thana Training and Development Centre(TTDC).
- b. The Rural Works Programme(RWP)
- c. The Thana Irrigation Plan(TIP)
- d. The two-tier Cooperative System(ISS-TOCA).

89. One of the basic points of departure of the Comilla model is the shift from multipurpose external agent to single purpose internal change agent. The Comilla Model departs from the traditional community development and agricultural extension approaches which recommend the deputation of trained outsiders

as change agents. Such outsiders had little stakes to the community. As Khan emphasized, "The attempt to send educated people into village is futile.... But actually that is like trying to send river upstream. The tendency in the villagers is-and it seems to be an irreversible trend-that the best people leave villages. Nothing can stop them; they keep on leaving". Moreover, since there was no central person or single opinion leader in the villages, Comilla Model, therefore, used six types of change agents from within villager-Manager of cooperative society, model farmer, accountant, teacher, women organizer and shopkeeper.

90. The success of Comilla Model depends on continuous training. The TTDC was established to combine training and services. As Khan noted "During British time, the Police Station and Zamindar's Lutchery were the chief symbols of government, of law and order and revenue collection. The Thana Training and Development Centre was designed as a new symbol. It represented the government's new concern for the progress of rural areas. The progress was to depend on real partnership. Government experts were to become teachers and trainers of the people whose leaders were to participate fully in

the process of planning and coordination. All services and supplies and experts were to be located in the same building for the convenience of the people".⁷

91. Though the model emphasized thrift deposits by small farmers for resource mobilization, it recognizes that their resources for infrastructure and other facilities can not be mobilized from the locality the resources will have to be provided from above. As Khan observed "During the previous efforts at rural development, the villagers had been told most of the time that they could help themselves. We came to the conclusion that this was really hypocritical and false advice. The villagers need a great deal of investment to be made by government, in the shape of irrigation facilities, electrification, machines, a credit system and so in order to develop rural areas".⁸

92. The Thana Council, which later on became a legal body, consisted of all the union council chairmen within the thana, plus 25 percent officials and 25 percent nominated members.⁹ The Sub-divisional officer, who holds the highest government authority in the sub-division, was made the chairman and the

Circle Officer, who was the supervisory officer of the union boards, was made vice-chairman of the council.

93. "The thana council had no funds of its own or power of taxation. Yet the formation of this council was considered important because the Academy realized that -

The working of the union councils and the thana council is the foundation of all developmental activities. Unless these bodies learn to make and implement systematic plans for economic and social improvement, there would be no real movement".¹⁰

Objectives and Functions of TTDC :

94. TTDC has proved to be a highly innovative institution in the field of rural development and rural administration in Bangladesh. Formally organised in January 1963 at the Kotwali Thana of Comilla, the model was very soon adopted by the Government for replication in all the rural thanas of the Country. TTDC was introduced for achieving a three-fold purpose; organizing the governmental departments at the thana level physically by concentrating all offices at the thana centre;

redefining the role of the thana officers as trainers and organizers; coordinating the activities of all departments and between these departments and local government and other institutions through the thana council and the Circle Officer.¹¹ The objectives have further been clarified by those who were closely associated with the development of this institution at the experimental stage. According to Khan, TTDC was designed as a new symbol of development and progress of the rural areas.

It aimed at

" complete coordination between the nation building departments, and between these departments and the institutions and leaders of local government. It represented the governments' new concern for the progress of rural areas. The progress was to depend on real partnership. Government experts(at the thana) were to become teachers and trainers of the people, whose leaders were to participate fully in the process of planning and coordination. All services and supplies and experts were to be located in the same campus for the convenience of the people. In many respects the TTDC was a significant departure from the colonial past and a far reaching step towards a thriving future".¹²

95. Training is one of the important functions of TTDC. With the establishment of TTDC a new system of rural training and communication has evolved in this

country. By redefining the role of the thana officers as trainers and by creating necessary physical facilities, regular training programmes have been introduced at the centre for the village leaders who are involved in the planning and implementing of various development programmes. Thus TTDC makes a vital contribution to the planning and implementation to the national programme.

96. Regular training programmes were introduced at the Kotwali TTDC in 1962-63. The range and scope of training increased substantially in the following years.

97. It is to be noted here that TTDC training is continuous in nature. It is not a one-shot training as is usually done in many situations. In fact, the training at TTDC begins but does not end. Every week the same group of participants assemble at TTDC and attend classes for three to four hours. Only a few of the groups have their classes once a fortnight or once a month.

Comilla Model and TTDC in 1980s :

98. In the recent years, there has been a considerable discussion at various levels on replication of Comilla Model and the functioning of TTDC. There is a widespread feeling that the effectiveness of these innovative institutions has diminished and the very concept of TTDC is withering away. The thana level coordination has faltered in many places or it does not exist at all in some thanas. Even some of the thana officers are not holding their offices at TTDC. Training, an important function of TTDC, has become dull and lifeless and whatever exists is mostly a routine affair. It does not longer help solving the problems of the participants, and that most of the trainees do not take training seriously. Some studies¹³ pointed out the ineffectiveness of the training programmes at TTDCs. These studies suggest that they became lifeless, ritualistic and without much utility to the clientele.

99. With the introduction of new Upazila administration under decentralized administrative reorganization there was a decision by the government (vide COMA's Secretariat No.7111/7/Imp-1/561 dated 12 December, 1982) that the Officers of the upazilas would undergo a training on Administrative Reorganization and Reform for the period of two weeks. The officers of Rajshahi and Khulna Divisions would be trained at RDA Bogra and those of Dhaka and Chittagong Divisions at BARD, Comilla. It was also decided that initially the following officers would be selected for training :

1. Upazila Nirbahi Officer.
2. Upazila Agricultural Officer.
3. Upazila Health and Family Planning Officer.
4. Upazila Education Officer.
5. Upazila Engineer.
6. Upazila Rural Development Officer.
7. Upazila Planning and Finance Officer.

100. The draft outline of the training syllabus was first prepared independently by RDA and BARD. This was reviewed in a special meeting at CMLA's Secretariat and a list of relevant topics was prepared. On that basis RDA and BARD jointly prepared a common training syllabus. This was again reviewed during the briefing of the trainees at CMLA's Secretariat (from January 2-6, 1983) and an agreed syllabus finally emerged (Annexure-3).

101. The syllabus contains two aspects, namely, the structural issues and the development issues. The structural side includes evolution of political system and power mechanism in Bangladesh, importance of decentralized administration, Organizational structure and functions of thana (upazila) Parishad with special reference to coordination. The second portion of syllabus covers development issues, such as rural development, Cooperative development, role of BRDB, Comilla approach to rural development, educational, agricultural and family planning programmes, small and cottage industries development, health, nutrition and sanitation improvement programmes, local level planning and resource mobilization issues.

102. Such a course, if taken seriously by the participants, helps them to understand the system and enhance their knowledge and skill. But the weaker aspect of this course is that motivational aspect has not been given due importance. The deficiency of the upazila administration lies not in the knowledge and skills of the concerned personnel but in their desired attitude to work sincerely, selflessly and with integrity. This part cannot be taught in class --- an environment must also be created in the society so that public personnel are inspired to attain these qualities in their day-to-day work. Thus, the core concern lies **not** in the acquisition of knowledge on relevant issues, but in the cultivation of conviction to achieve the goals of decentralized administration.

103. Since the resource base is poor in our society, the motivation of the public representatives, officers and social leader is more necessary to cover such a gap periodic intensive on-the-job training of the concerned personnel can help a lot to pursue the goal. It has been noticed in the study of M.A. Mannan et al. ¹⁴ that in the first course the

the issues gained much importance, the discussion on the Motivation, Training and Mobilization for Decentralized Administration was very stimulating. The trainees got the opportunity to discuss the issue with senior officers. But unfortunately in the subsequent courses that spirit could not be sustained. The trainees should have been convinced the underlying philosophy of x administrative reorganization and reforms and their role in its implementation. Without this, the training took the nature of performing the rituals only.

104. However, following CMILA's Secretariat's instruction and the syllabus agreed upon, BARD and RDA implemented the Administrative Reorganization/Reform training programme during 1983-84 to 1987/88 . As many as 2000 and 1500 upazila level of icers, namely, UNO, Up zila Planning and Finance Officer, Health and Family Planning Officer, Rural Development Officer, Education Officer, Forest Officer, Engineer etc. took training under different categories of courses and also of varied duration of 4 weeks to 2 days at BARD Comilla, RDA, Bogra respectively in 1985. Besides, BARD and RDA organized training programme for two-week duration for 450 and 219 upazila Chairmen respectively.¹⁵

105. It has been observed that during the first year of implementation i.e. 1983-84 the course entitled Administrative Reorganization/Reform started with ~~xxx~~ all its vigour but in subsequent years, the number of trainees covered in this programme fell gradually and the course lost its initial enthusiasm. However, the number of trainees under other courses, such as, Community Forestry Development, Pre-service Training of the Assistant Rural Development Officer, Orientation of TCAD etc. increased. It is likely that in the beginning of any course any institute, so also RDA, faces difficulty in organising the course effectively. Actually such an assessment came out in daily newspaper. The elected public representative when called upon to attend the course, their behaviour was not upto the expectation of the organizers. They even did not bother to listen to the speakers and were sometime busy ~~xx~~ in organizing themselves for achieving their common interest and acquiring more powers. Under the circumstances, it was expected that subsequently more effective and acceptable training programme should have been chalked out for them. Through such training a sense of identification with the problems should have been infused in the trainees, so that they could apply their mind for the solution;

106. Although BMD and KDA were selected by the government to impart orientation courses for the newly created upazila personnel, and they conducted a good number of courses, but after the initial year i.e. in mid-1984 the government in the Ministry of Establishment realised that the upazila level officers, especially the UNOs and the UP & POs most of whom were not acquainted with the decentralised system of Upazila administration and the nature of works peculiar to it, should be given proper training. The idea was first floated by the then Establishment Minister Major General Mahabbat Jan Chowdhury. The broad objectives of the training course were as follows :

- a) "To familiarise with bottom-up planning mechanism of Government as part of decentralised administration.
- b) To provide basic knowledge regarding comprehensive Upazila level planning and implementation thereof, financial procedures, fund distribution and allocation and local resource mobilization -- like revenue collection from hat/bazar, etc.
- c) To provide skills on technical aspects of planning process like project formulation, priority fixing, appraisal, monitoring and evaluation etc. in order to perform coordinating and supervisory roles.
- d) To organize people's participation in planning and development work.

- f) To act as implementators of schemes both planned at local level and at national level.
- g) To evaluate the results of development plans in terms of sectoral growth/per capita income.
- h) Collection of statistics and submission of periodical reports and returns to all concerned by using specific forms, forms to be designed".

107. On the basis of the above objectives, the curriculum was designed by Brig.(Retd) D.S.Yusuf Hyder, the then Additional Secretary, Ministry of Establishment. The main focus of the course was on administration, planning and management of Upazila's. The course-content was divided into **three parts** :

(1) Coordination and Administration, (2) Accounting and Budgeting, and (3) Survey and Development. A detailed list of subjects included in the course may be seen at Annexure-4.

108. The two-week training programme was chalked out by the Government. Sponsored by the Ministry of Establishment, the programme was organized by the BPAC. It was primarily intended that the training would be given to all the UNOs and UP & POs of 460 Upazilas totalling 920 in number. There would be 15 batches, comprising 60 in each batch. But only seven such courses were held. 353 Officers (38.37%) out of estimated 920 officers took part in the course (Annex-5). The remaining courses were not conducted.

It can be presumed from the Annexure-5 that the UNOs & UP & PCs were taking interest in the course and the number of participants was increasing and as such the course should have been continued.

109. Towards the end of 1987, Monitoring and Evaluation Cell of the Ministry of Local Government, Rural Development and Cooperatives designed another training course, namely, Upazila Parishad Management Course. The very name of the course indicates that it lays emphasis on the efficient management of business of the Upazila Parishads. The broad objectives of the course as spelled out are to :

- a) familiarise with the theoretical and historical background of Upazila system and its organizational structure ;
- b) give basic knowledge about the general administration, financial administration and development administration of the Parishad;
- c) highlight the need of coordination and communication in the management of the Parishad;
- d) determine the role of concerned officers in the management of the Parishad and explain its importance;
- e) determine the importance of monitoring and evaluation in the preparation and implementation of a project;
- f) enhance the quality and efficiency in respect of the management of the Parishad.

110. The organizing agency purports to bring all Upazila Parishad Chairmen and UNOs under the training programme. The first course for the UNOs was held on 22.10.87.

The course has seven modules. A detailed list of the course content may be seen at Annexure-6.

The functions the BPATC relating to training have been determined to the followings in the Ordinance of the Centre :

a) to equip senior public and business executive of Bangladesh for their role in a dynamic and developing society;

b) to impart in-service training to persons in the service of the Republic and of local authorities;

c) to provide foundational training to the officers of different cadres and sub-cadres of Bangladesh Civil Service;

d) to provide foundational and refresher training to non-cadre officers of the Government.

111. With the introduction of upazila system duties and functions of Government officials posted at the Upazilas have undergone radical changes. The Upazila Parishads have been entrusted with enormous social and development works. Planning and implementation

of those works are being done by the Parishad itself. **Notwithstanding** the fact that the Upazila Parishad Chairmen are personally responsible for efficient management of business of the Parishads, the role of the Government officers deputed at the Parishads is no less important. In fact, the Upazila Nirbahi Officer/^(UNO) and other officers deputed at the Parishad look after the day to day functioning of their respective sections. They are responsible for successful implementation of functions which are transferred to the Parishads by the Central Government. Besides the deputed officials, there are other officers at the Upazila level who are posted by the Central govt. to conduct businesses in respect of retained subjects as per instructions of the Central Government. Thus the officials deputed at the Upazila Parishad play a vital role in achieving the objectives of the administrative reorganization and reforms initiated by the Government.

112. With the inception of the Upazila System, the government officers deputed at the Parishad need to be acquainted with the objectives of the administrative reorganisation and reforms and they need to be trained about how to prepare a project and implement it . They should be conversant with the overall

management techniques. BPATC has always laid particular emphasis on need-based training of its clientele. With this end in view, the BPATC designs curricula (courses) which are offered for field-level officers. The officers who participate in these courses are mostly engaged in field administration. For example, out of 269 officers who participated in Project Preparation, Monitoring and Evaluation Courses so far conducted by the BPATC 34.26% officers(Annex-7) are UNOs who are directly concerned with the development projects at their respective Upazilas. Most of the officers who had undergone foundation training belonged to BCS(Admn.) Cadre(Annex-8). Curricula of these courses are designed to meet the above-mentioned needs. Though the prime objective of foundation course is to "promote esprit de corps among the various cadres of civil service and enhance theoretical and practical knowledge of administration", modules on organization, decentralisation and evaluation have been included in the curricula(see Annexure-9). A particular module on 'Social and Administrative Change in Bangladesh' in which the system of Upazila administration is studied at length has been included in the curricula.

113. There are eight modules in the Project Preparation, Monitoring and Evaluation Course which concentrate on Preparation of a Project, its implementation techniques, the technique of monitoring and evaluation. Besides, a particular module is devoted to planning perspectives and methods of planning, etc. and another one to development administration with a focus to the concept of decentralisation (see Annexure-10). The purpose of the course was to give necessary knowledge and thereby enhance skill^{and} effectiveness of officers who are directly involved in the preparation of projects and their implementation.

114. From the above discussion, it is evident that training programme organized for the upazila administration personnel served as a unique forum for exchanging opinion among the concerned personnel and share views/experience to facilitate the attainment of the goal of peoples participation. Again a single that is not enough to achieve these objectives - rather a sustained, repeatative efforts are required. But that sort of continuity was lacking in the programme. The responsibility of organizing Upazila management training or personnel entrusted for upazila administration shifted to different organization, Ministries/

institutions—first it was initiated by CMIA Office, organized by them, implemented in collaboration with BARD and RDA, then Ministry of Establishment with the assistance from BPATC took up the matter and lately Ministry of LGRD came into the picture. It has been learnt that a number of International Organization showed interest in matters of training to upazila administration personnel.

115. Let us see how much general people are aware of development programmes. While studying planning and implementation of development programmes in two upazilas Rafia Khatun¹⁸ (one researcher) surveyed the opinion of local elites and general people. In her study, she finds that most of the local elites of both the upazilas are satisfied with the upazila system and its present performance. But the general people are not so satisfied about the upazila system and more so its present performance. One important cause might be the general people are not well aware about the system itself. Such lack of awareness of the general people about upazila system and its ~~present~~ performances, specially from lower socio-economic strata was also found by Nazim and

Islam (other studies). In this study shows that about 76% of the respondents from lower income groups were unaware about the development projects at upazila level.¹⁹ World Bank in its recent study on Bangladesh has identified the impediment of development efforts. Planning and implementation procedures relate to the effectiveness of those who implement them, "the efficiency of the public expenditure program depends on the quality, motivation and sense of common purpose of public employees".²⁰

CHAPTER-V

OPINION OF SELECTED GROUPS ON TRAINING NEEDS

116. From the discussion in the foregoing chapters it appears that Upazila as a system could not come out as a very healthy one as yet this view is shared by a cross-section of public representatives, local elites, general people and even civil officials. It means that the system or its implementation or both leave much to be desired. The fulfillment of one of its basic objectives --- people's participation is still a far cry. As pointed out earlier that the system has been introduced too hastily and no effort was made to test its efficacy in selected upazilas before recommending it for all the upazilas. Since the system has already been implemented, the only alternative left for us is to find the ways and means to consolidate the whole organisation and take necessary measures leading to its effectiveness. Again, in the old system the civil officials once at the helm of affairs of local level development who have now become a complementary group in the new system. The elected Upazila Chairman is the pivot of upazila administration. He is assisted by the officials in the discharge of his assigned responsibilities. The other elected members i.e., union

parishad chairmen were not voted for administering upazila affairs. It is an imposed duty on them, so to say. Although the focus of the upazila system is on the Upazila Parishad Chairman, the actual work is carried out by the upazila level officials. Success of the system therefore lies on the motivation of the office an and hence the importance of their the training.

117. Six years have already passed and now it is time to explore that how much the system can be improved thorough need based training of the public representative, social change agents, and civil officials. One test of effective administration is how to motivate civil officials and social workers in the ^{existing} system. A coordinated and integrated effort of both public representatives and social workers on the one hand and government deputed officers and supporting staff on the other is called for .

118. Although the opinion of the different groups about the training need will comprise the larger part of discussion in this chapter, it has been observed that on many critical issues the respondents were silent, sometime ignorant and sometime, void.

On such points our personal observation and discussion with different groups of people have helped us to overcome the shortcomings to a considerable extent.

119. In the backdrop of what has been pointed out above we now undertake the discussion on the training need as emerged from the opinion of different groups in two upazilas; Dhamrai(Dhaka district) and Bhaluka (Mymensingh District).

120. On this issue we have interviewed two upazilas chairmen, members of the upazila parishad i.e. U.C. Chairmen, Upazila Mirbahi Officers other upazila officers, member of the public, to know their opinion on the upazila system, how training of the concerned can enhance the performance of development efforts as a whole.

A brief discription of two upazilas :

121. Dhamrai upazila under Dhaka districts is about 45 km. to the west from Dhaka City. It is a big business centre. On the other hand, Bhaluka Upazila falls within the jurisdiction of Mymensingh district.

It is about 75 km. to the north of Dhaka City, comparatively less developed, recently connected by road with Dhaka City and Mymensingh district Headquarters. Compared to Bhaluka, Dhamrai is smaller in area but more densely populated. Because of its proximity with the Capital city, the development of Dhamrai has been accelerated and commercial value has increased. The particulars of the two upazilas are shown in table 5.1 and the maps of two upazilas are appended at Annexure-10 .

Table-5.1 : BASIC INFORMATION ABOUT TWO UPAZILAS

Subject	Dhamrai Upazila	Bhaluka Upazila
Area	117 sq.miles	171 sq.miles
Area of land under-cultivation (in acre)	54,580	80,740 acres
Area of land not cultivable (in acre)	20,980	1,697 acres
Total Population	2,65,593	2,16,789
Male	1,34,138	1,11,270
Female	1,31,455	1,05,519
No.of Union Parishads	16	11
No.of Villages	409	114
Percentage of Literacy	16.06	16.2
Govt. & Non-Govt. Primary Schools	155	118
High School	18	22
College	3	2
Madrasha	96	25
Health Complex	1	1
Rural Health Centre	7	2
Metalled road (miles)	18	13
Kucha road	137	475
Voluntary Organization	55+3=58	6
Cooperative Association	216	13
Commercial Banks	14	5

The nature of the problems as viewed by respondents :

122. It has been observed in Table 5.2. that Upazila Parishad members including Chairmen prioritize their assigned jobs which sometime differ from the set job specification given by the government. These elected representatives were asked to describe their job and narrate them in order of priority. It has been found that highest priority was given to construction and repair of roads; second to construction and repair of culverts and bridges and third to Food for Work Programme and fourth to installation and repair of educational institutions.

123. It is evident from table 5.2. that the elected representatives show less interest in development activities, even agricultural development, health and family planning programmes, meagre interest in the development of cottage industries, fisheries and plantation, cooperative movement, and primary and adult education extension programme. Upazilas get 50-70 lacs taka each year as grant in aid from the government. The public representatives in their best intension to utilize this money should have assigned due importance on how to formulate, monitor and evaluate development projects. But actually they did not. Instead they showed overwhelming

21.

interest on the easy spending of money mostly where their personal or group interest were served but these do not help in nation building efforts. Realization of self-interest is apparent from such prioritization. The introduction of Upazila concept has not been made very clear to them. Their traditional thinking and mode of operation or type of discharging responsibilities continuing even though government has a pious wish to make the public representatives more dedicated, responsible and to see them as change agents.

124'. The respondents were asked to place in ranking order the problems they face in delivering the services. Table 5.3. presents the opinion of the public representatives on this issue. The negligence of the nation-building departmental officers such as agricultural officers, engineer etc. came out as one of the prominent problems. Group conflict among the public also emerged as one of the major problems. The problems like erosion of moral values or partiality were also pointed out by them. Illiteracy of the general mass was marked by the respondent as one of the major problems. These problems are not hard to solve through appropriate training. Of course,

Table 5.3 : Distribution of respondents opinion in (ranking their problems faced in delivering services).

Sl.No.	Nature of Problems in delivering Services	Rank Order										Total
		1 (10)	2 (9)	3 (8)	4 (7)	5 (6)	6 (5)	7 (4)	8 (3)	9 (2)	10 (1)	
1.	Inadequency of inputs and equipments	2 (20)	2 (18)	1 (8)	1 (7)	1 (6)	1 (5)					(64)
2.	Neglegence of duties (Agri.Officer/Engr.)	4 (40)	1 (1)		1 (7)			1 (4)				(60)
3.	Want of necessary land (for construction of roads)	3 (30)				1 (6)						(36)
4.	Lack of working experience	1 (10)			2 (14)	1 (6)	1 (5)					(35)
5.	Implementation of Food for works Programme at existing Wage rate	2 (20)			1 (7)							(27)
6.	Lack of proper plann.	2 (20)						1 (4)		1 (2)		(26)
7.	Illiteracy		2 (18)					1 (4)	1 (2)			(25)
8.	Delay in release of Funds/complication therein		1 (10)	1 (8)			1 (5)					(23)
9.	Group conflict among the public	2 (20)										(20)
10.	Partiality	1 (10)						1 (4)				(14)
11.	Religious Fanaticism and Social Superestitions			1 (8)				1 (4)				(12)
12.	Erosion of moral value of the members of the public	1 (10)										(10)
13.	Minimum Transport cost allowed		1 (9)									(9)
14.	Inadequate Transport facility		1 (9)									(9)
15.	Inadequate Communication network		1 (9)									(9)
16.	Old system in the Works Programme			1 (8)								(8)
17.	Lack of coordination among the upazila offices					1 (5)						(5)

in their opinion, the problems like want of necessary land for the construction of roads, inadequacy of inputs and equipment, and implementation of food for works programme at existing wage rate are off-cited hindrances for delivering the services. In a poor country where masses are not enjoying benefits from the development activities, these hindrances are common.

125). The respondents were then asked about the problems they face with other different group of coworkers. Identifying the nature of the problem with Upazila Chairman/other elected or nominated members the respondents were of opinion that centralization of power to the Upazila Chairman is one of the most important problems. Similarly lack of direct communication has emerged as a serious problem. Lack of consensus among public representatives on a particular issue and non-availability of UP chairman at the station came out as a major problems. While pointing out their views on the problems with the people, public representatives are of opinion that the number one problem with the people is that individual interest is given more importance. Oppression by the touts came out as second important

problem. The third important problem is the lack of communication between public representatives and the general public.

126. One of the unresolved issues related to upazila administration (for that matter any local level development effort) is the nature and extent of involvement of the concerned Parliament Member. Officially he is in no way connected with upazila administration. But it is not unlikely that for gaining greater support of the local people he can take interest in local development programmes. In both the upazilas all respondents have unanimously opined that the Parliament Members have no direct communication with the people. This is a bigger issue-how little our Parliament Members depend upon the local people or vice-versa. How much is he accountable to them?

127. The respondents were asked to give their opinion about the expected ways of solving the problems given the present structure of the upazila and its limited resources. It is really a tough question and

the opinion of the respondents have been shown in Table 5.4. About 50% of the respondent could not say anything on this issue and the answer given by another 20% were not relevant. The rest 30% respondents felt that raising of local fund was possible. For example, silted ponds could be handed over to Union Parishad/ Upazila Parishad and they could take initiative for reexcavation they opined. They suggested that tax of the local people should also be increased. They also stated that development works could be done on voluntary basis and they could avoid dependence on monetary assistance from the higher level.

128. One question generally crops up under the above circumstance. Will the structural change of the upazila administration bring any solution? When the elected representatives were asked to ventilate their opinion on this issue, it has been found that around 70% of the opinions were in favour of structural change.

Table - 5.4 : Distribution of respondents by their expected ways of solving problems when resource is limited and structure of upazila is unchangeable

Sl.No.	Expected ways of solving problems	No. of respondents
1.	No response	9
2.	Irrelevant answer	3
3.	Working on voluntary basis	1
4.	Raising local fund/utilizing local resources	4
5.	No solution of problems is possible in a static structure unless wealth is increased	2
6.	Re-excavation of silted ponds and handing over to Union Parishad	2
7.	To fix up priority of projects within the limited allocated fund	1

Table 5.5 presents the opinion of the respondents on this issue.

Table 5.5 : Distribution of respondents' opinion on the structural change

	Yes	No	Not available	Total
No. of respondents	15 (69.0)	7 (31.0)	-	22

129. However, a good number of suggestions were given by the respondents. Considerable number of respondents suggested ^{for} reduction of the number of government officials at the upazila level. Public representatives felt that the volume of assigned jobs performed by the upazila officials was not much to justify their existing numbers. In other words, the officials failed to show the volume of jobs enough ^{they opined} for justifying their necessity. The second highest number of opinions is in favour of giving full power to UNO in matters of upazila administration. This very opinion of the public representatives suggest that UNO is more acceptable than Upazila Chairman so UNO should be given more powers and functions at the upazila. It leaves also the scope for better understanding, cooperation and coordination between the public representatives themselves. Again, public

representatives suggested that there should be more coordination between Chairman, UNO and Union Parishad members. Inter-departmental coordination is also needed. Other suggestions placed by the public representatives were to establish police camp in every union, handing over forest department to upazila parishad, allowing voting rights to government Officers etc. Some of them suggested that training should be imparted to the elected members of Upazila Parishad for the change of their attitudes and for attainment of skill necessary for their improved performances.

130 . It is evident from the suggestions that the structure of the present upazila administration is not liked by majority of the public representatives. But it is believed that even keeping this upazila administration structure unchanged, and also keeping in mind the limited resource-base, the situation or total performance of the upazila admin. can still be substantially improved through democratization of the system. All the public representatives should assume responsibility or acquire peoples mandate through direct voting, they should be accountable

for their deeds, the government officials who are supposed to be technical expert belonging to line ministries/departments should be given the scope to contribute to the decision-making. The division of powers and functions between elected representatives and government deputed officers can be revised in such a manner that the public representatives prove responsible enough to take up increasing responsibilities. Of course, it is hoped that for the financing of the upazila development programmes the overwhelming dependence on grants-in-aid should be discouraged and more and more they should explore and depend upon local resources. Alternatively, local revenue resource mobilization efforts should be one of the criteria of getting the volume of grants-in-aid. It is through active participation of local people, the meaningful local development will be possible.

OPINION OF THE OFFICERS :

131. The officers working in upazilas on deputation constitute our second group of respondents for the training need identification. They were 24 in number. ✓

60% of these officers fall within the age group of 25 to 35 years. The rest fall in the age group 40-50; many of them were promotees. Again fifty percent of these officers are serving in the upazilas for 3-5 years. Twenty five percent of the total respondents are having more than ten years service experience at the upazilas. It was also noticed that some of the officers who have attained total experience of government service for the period of 4-5 and 5-10 years, but at the upazila level they are serving for almost half of the period or less than that.

132. It may be noticed here that in the beginning of decentralized upazila administrative implementation there was no public representative or elected parishad responsible for running upazila administration.

It was manned by government officers and their supporting staff who initiated set the ball rolling. ✓
Again, these officers are part and parcel of bureaucracy, who are quite dominant in our country, because of the absence of democratic institutions. / They are permanent personal under the government, who can use them as it likes. They are recruited by authorized agency of

the government, appointed under certain terms and conditions set by the government, trained (in most cases) at the formal training institutions meant for this purpose and then sent to ^{their} place of posting. As for the field officers, they are to serve in the field for a specified period.

133. At the outset we wanted to know ^{from} them five most important functions from among different pro-development functions. The reply of the health and family planning officers cover as many as 18 areas. The answers of one officer do not coincide with those of the other. However, some major functions are identified from their replies. These are family planning programme, out-door and in-door treatment in hospitals, vaccination of pregnant mother, motivating people towards vaccination programme, health education, mother and child welfare, teaching family planning methods etc.

134. When Health and Family Planning Officers were asked to give opinion on their own priority of the distribution of functions, they minimized their number of functions. They gave top priority to family planning and population control programme. Vaccination and health education programme were given second and third priority. Out door and

in door treatment and maternity and child welfare programme were not given priority.

135. Thus one can visualize from these opinions that functions of health and family planning officers are not well defined and different persons upheld different views, which is not a healthy sign for achieving goal-oriented services. Such types of diverse opinion will not lead to attainment of sectoral goals. Again they were asked to point out or identify the nature of problems they faced in discharging their duties. Scarcity of necessary equipments and inadequate medicare were, according to their opinions the most important problem. For this reason the health and family planning officers have not given importance to indoor and outdoor treatment and maternity welfare programme. The second most important problem, as identified by them as lack of cooperation among officers and employees of the department and also between public representatives and officers.

136. Then the upazila agricultural officers were asked to mention five most important functions they discharge, Different respondents pointed out as many as nine functions. From their standpoint, the most important five function are : (i) designing and implementation of upazila Agricultural extension programme, ii) implementation of projects taken by the Upazila, iii) impart training to block supervisor, iv) keep liason within department and related departmental officers and v) supervision of field activities and departmental administration.

137. When asked to identify five most important function which they consider they should prioritize, the answers of the respondents were differnt .

It means ~~that~~ neither the government nor they themselves are very clear about their ^{assigned} functions and responsibilities. It is pertinent to note that agriculture officers want to formulate and implement agricultural extension programme. They want to supervise the works of block supervisors and their trainings. Then we asked agricultural officers to point out the problems they are facing in discharging their responsibilities. The major problems they pointed out are as follows, : i) attaching no

importance to departmental officers' opinion,
ii) poor allocation of fund for the department both ^{local} at the national and sub-national/levels, and iii) inadequate technical knowledge of those who select projects.

138. Thus, we find divergence of opinion between the government and the employees of the agricultural department of the government i.e. differences on the allocated functions and responsibilities of the officers and what they feel that they should be entrusted to perform. The problem mentioned by them has another feature ^{grivance} of the officers on their position and responsibilities assigned. In the ~~XXXXXXXX~~ circumstances smooth functioning of the department and all out efforts on the part of the officers hardly be forthcoming.

139. Since our development activities are project-based the government has appointed project implementation officer in each upazila. It is skill-oriented function and he should be given proper weight compared to generalists. We do not find much differences in the responsibilities assigned to him by the govt. and his own views on this issue.

But as regards the problems faced by him in discharging these responsibilities it has been found that due to inadequate manpower, specially technical manpower placed under him his work suffers. ~~Non-~~availability of transport facilities hinders his smooth functioning.

140. Similarly, on the one hand the duties and responsibilities of the nation-building departmental officers, such as, education, livestock and fisheries, social welfare etc. have been recorded in our investigation and also their own views on the priority of functions they should have been assigned on the other. There is no substantial differences between them. But while recording their views on the problems they face in discharging these responsibilities some common features have been noticed. These are :

- 1) Inadequate inputs and manpower
- 2) Inadequate allocation of funds
- 3) Lack of transport facilities to cover the areas under them
- 4) Supervision of their works by serious other than their own department
- 5) Delay in getting the allocated money
- 6) Lack of coordination among different programmes, etc.

141. Having done the stock-taking of the jobs the Upazila Officers performing and their own views on the priority of their work which should have been and also a detail of problems they face in performing their functions we asked their opinion on a basic issue how could they overcome these problems keeping the structure of upazila unchanged and with the limited fund available to them.

Ways of dealing with identified problems :

142. Only 24% of the respondents gave positive reply. The rest 76% respondent do not find any answer under the above circumstances. From the positive replies no clear message is available. Some glimpses of meaning can be traced from these answers. These answers are given in Table 5.6. Thus, the training that is being given imparted by different training institutional (i.e. institutional/formal training) has not created any impact on their thinking, behaviour, ideology and consequently, in the functions also.

143. Looking for the solution from a different angle we sought the opinion of these respondent ~~XXXXXXXXXX~~

Table : 5.6 : Table showing measures to be taken as suggested by the respondents to overcome problems of upazila administration (When the U-P Structure is unchanged and allocation of fund is limited)

Sl.No.	Suggested measures to be taken	No. of responses
1.	Allocation of equal amount of fund to each sub-sector	1
2.	Ex-post evaluation of each implemented project	1
3.	Projects should be taken up keeping in view balanced growth of each sub-sector	1
4.	Keeping higher authority informed of the actions taken	1
5.	Training up the farmers through NGO's at Upazila level	1
6.	Training up field workers through the fund available from Upazila Development fund	1
7.	Creation of coordination committees for development works	1
8.	Expanding income-generating activities of rural people	1
9.	Increasing the number of organised workers	1
10.	No. views	19

who favour changes in the structure of upazila ; we got a number of suggestions. Important of those are given in Table 5.7.

144. From a long list of suggestions it is evident that the present structure leaves the scope for reorganization. Although our effort to identify the training need rests on the existing structure, but the suggestion of some slight changes in the existing structure, to our mind, is not out of place to mention. Bestowing the voting right of upazila level officers in the parishad seems sound enough. Because at present voting rights has been given to public representative only, the nation is deprived of the professional experts' opinion on issues where they are more competent and this would also create a feeling of owning the problems by the officers as their opinions are over-ruled by the voting members. Our earlier views support such changes. The suggestion of increased accountability of public representatives to the Parishad also confirm our views mentioned earlier. Those who are in the decision-making, implementation and evaluation of different development projects should be accountable to concerned authority, may be to the public for all their deeds. The suggestion of appointing UEO as Secretary of the Upazila Parishad can be considered .

Table:5.7 : Distribution of responses opening for structural change in Upazilla Structure.

Sl.No.	Suggested changes in the upazilla structures	No.of responses
1.	Radical change in the present structure	2
2.	Increased accountability of public representatives to the Parishad	2
3.	Delay in implementation of development works should be removed	1
4.	Upazilla Engineer should have the power of inspection of Local Govt. Engineering Bureau	1
5.	Abolition of upazilla Finance Office	3
6.	Upazilla level officers should have voting rights	3
7.	Supervision of departmental technical works by non-technical persons should be stopped	2
8.	Restoration of drawing-disbursing power of upazilla Gazetted Officers	3
9.	UNO and upazilla departmental Heads should have equal pay scale and rank	2
10.	Upazilla development works should be approved by concerned departmental technical committee	1
11.	Delegation of authority by the Upazilla Chairman to concerned Head of Upazilla Officers	1
12.	Creation of atmosphere free from undesired influence	1
13.	Abolition of dual-authority	1
14.	Abolition of power of public representatives over govt. officials	1
15.	Upazilla Central Cooperative Society's president should have more honourable position in Upazilla Parishad	1

- | | | |
|-----|--|---|
| 16. | UNO should be appointed Secretary to the Upazila Parishad | 2 |
| 17. | Transferring the financial matters of Upazilla Health Office from Upazilla Finance Office to Accounts Office | 3 |
| 18. | Upazilla health workers should be trained extensively | 1 |
| 19. | Giving authority to Upazilla Parishad for adhoc appointment of sub-ordinate staff where and when urgent | 1 |

Opinion of the Supporting Staff

145. Our effort to elicit opinions on training need identification brought home comparatively less information from the supporting staff working in selected two upazilas. This is more likely, because the issue was not very easy for them. However we at the very outset while gathering information on age and educational qualification found that almost 44% of them passed H.S.C. exams, 28% passed S.S.C. exams. and 18% graduates and 9% diploma holders. According to age group highest respondents belong to 30-34 years. The next comes age group 24-39 and 35-39. Thus around 75% of the respondents fall in the age between 24 to 39. Likewise, the view point service length 9 to 14 years covers maximum respondents. It may be noted here that in the district administration in most cases more experienced personnel are engaged and qualitative aspects of administrative performance rests upon their availability.

146. Through our questionnaire we tried to know in different offices what were the types of services delivered by them and how much of their time was spent on what types of work. The supporting staff

of UNO are engaged primarily in the preparation of bills including salary bills, maintaining office records, taking dictations and typing. They are less assigned for development activities and administering these sort of works. This is a common feature in almost all offices, except in technical departmental offices where supporting staff are assigned to

service-related duties, e.g. repairing, installing and re-excavation of tubewells in public health engineering office.

147. Then the respondents were asked to express their opinion on the nature of work done by them and the common problems faced in doing so. One of the oft-cited problem is inadequacy of equipment, sometime bugetary allocation. The service rendering departments very often point out that the input requirement has increased substantially becuae of increasing population pressure and awareness of the people about their availability, but at the sametime the supply did not increase proportionately. Upazila Parishad office pointed out that for furnishing information to different quarters the services of the typist has increased to a great extent and very often the typist has to take more work-load compared to his

capacity. Inadequacy of manpower has been mentioned in many offices and this hinder the smooth working of the offices like Upazila agricultural office, livestock office, education office, upazila Health Complex office. In many offices, there were no sufficient space facilities, such as absence of separate room for accounts, store etc. This has created problems and it demand early solution. A good number of respondents have pointed out certain problems and we believe that through proper training these can be minimized. For example, most of the respondents are of opinion that the officials of Cooperative Societies do not know book-keeping. Similarly, respondents from upazila agricultural office pointed out that their accountant is lacking training and similarly upazila engineering office also felt that personnel in charge of record keeping and office management require training in the relevant fields. In the same vein respondents from education office are of the opinion that the people of administrative section require further training ; the record keeping is not properly done, so they require training. It is evident from the bpinions of the supporting staff that training can enhance the knowledge and skill of this category of personnel.

143. We also recorded the nature of training received by the supporting staff of different offices of the upazilas and their effectiveness. Most of them spoke highly in favour of training they received and while showing in percentage of

capacity. Inadequacy of manpower has been mentioned in many offices and this hinder the smooth working of the offices like Upazila agricultural office, livestock office, education office, upazila Health Complex office. In many offices, there were no sufficient space facilities, such as absence of separate room for accounts, store etc. This has created problems and it demand early solution. A good number of respondents have pointed out certain problems and we believe that through proper training these can be minimized. For example, most of the respondents are of opinion that the officials of Cooperative Societies do not know book-keeping. Similarly, respondents from upazila agricultural office pointed out that their accountant is lacking training and similarly upazila engineering office also felt that personnel in charge of record keeping and office management require training in the relevant fields. In the same vein respondents from education office are of the opinion that the people of administrative section require further training ; the record keeping is not properly done, so they require training. It is evident from the bpinions of the supporting staff that training can enhance the knowledge and skill of this category of personnel.

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Table : 5.8 Respondent's source of Wisdom and
Development of attitude to solve problems

Sl.No.	Source of knowledge and attitude development	No.of responses	%
1.	Through on the job training	6	20.69
2.	Through attachment with Senior Officials	1	3.45
3.	Through Institutional/ formal training	3	10.34
4.	Through non-institutional/ non-formal training	3	6.90
5.	From General Educational Institutions	1	3.45
6.	From Family tradition	-	-
7.	No response	16	55.17
	Total	29	100.00

150. The respondents were asked to give their opinion on the role of training in solving the problems now faced in upazilas. The opinions have been shown in Table 8.9. It has been found out that 74% of the respondents are of opinion that solution of the problem is possible through training of the officers. Only 22% of the respondents differed. ✓

151. Our next question to them were on the nature of training they prioritize. The opinions of the respondents have been shown in Table 8.10. It is evident from the table that institutional/formal training scored the highest priority. The second highest opinions favour on-the-job training at the field level. Closer to it, are the opinions who feel that through attachment with senior officers the training need can be met. Six respondents i.e. 30% failed to respond to this issue. It may be noted that officers are trained mostly in formal training institutes and training to many means training at the institutes, where senior officers/experts share opinion with them. But now the situation has changed. The upazila administration is run not by the officers alone, public representatives play dominant role and our expectation is that general people will join them in deciding what ✓

Table - 5.9

Distribution of respondents opinion in
respect of solution of problems through
training of officers.

Sl.No.	Opinion	No.of respondents	%
1.	Solution of problems through training of the officers is possible	17	73.91
2.	No solution of problems through training of the officers is possible	5	21.74
3.	No response	1	4.35
Total		23	100.00

Table-5.10

Distribution of respondents' opinion
regarding priority of nature of training

Sl.No.	Nature of training	Priority					Total
		5	4	3	2	1	
1.	Institutional/formal training	14 (70)	-	2 (6)			(76)
2.	Non-institutional/ non-formal training		2 (8)	2 (6)	4 (8)		(22)
3.	On the job training at field level	1 (5)	11 (44)	2 (6)	1 (2)		(57)
4.	Through attachment with senior officers	1 (5)	2 (8)	6 (18)	2 (4)		(35)
5.	Others	1 (5)			2 (4)	3 (3)	(12)
6.	No response	6 (30)					(30)
Total		23					

to do, how to do and for whom. Moreover, the solution of the problems lies in that area, so on-the-job training combining all the groups and also keeping the constraints in the forefront will be more appropriate. At the same time the idea that attachment with the senior officers will help them in finding proper solution, can be an integral part of the on-the-job training. Of course, one can have an orientation training covering motivational aspect too in the formal training institute, but the testing ground is field, where we can nurse the idea, give proper treatment for its growth and ultimately reap the benefits. Since the respondents of this group is comparatively more knowledgable and have a wide experience we asked their opinion on the issues which can be covered in institutional training and also the issues which can be left for non-institutional training. These suggestion have been compiled in Table 5.11.

152. Table 5.11 shows that training in project management drew the attention of highest number of respondents. It is likely that decentralization of administration programme has entrusted the upazila parishad to take up a number of small development

Table : 5.11

Table showing respondents' opinion regarding appropriate Institutional and non-institutional training required.

Sl.No.	Through Institutional Training	No. of responses	Through Non-institutional Training	No. of responses
1.	Project Management	5	<i>Through Non-institutional Training</i> Training Through Radio and TV.	1
2.	Government Policies including development Policies	4	Increasing efficiency of Class-III employees through collectorate attachment	1
3.	Decentralization of Administration	3	On Government Rules and orders	1
4.	Development Administration and Planning	3	Leadership development	1
5.	Office Management and Secretariat Training	2	Public representatives should be trained	1
6.	Relevant rules and Existing procedure of works	2		
7.	Combined refresher course of officers and Public representatives	2		
8.	Audit, accounts and budget	2		
9.	On the job training	2		
10.	Technical training for generalists and general training for technical personnel.	1		
11.	Foundation Training	1		
12.	Human Relations in Development admn.	1		
13.	Religious awareness	1		
14.	Human resource Development	1		

projects and to ensure better use of grants-in-aid and local resource mobilization necessarily require knowledge in project preparation, monitoring and evaluation. In the absence of this knowledge and also accountability in many upazilas the development efforts has been misdirected. This phenomenon has brought a large number of issues to our forefront. A large number of suggestions included in Table 5.11. relates to the proper use of institutional arrangement that has been made, the proper use of resources placed at the disposal of the UP. The second highest opinions was noticed on the issue on government including development policies followed by training need on policies and decentralized administration. Actually, decentralized administration is a part of government policy. The policies, to be implemented demands that the executives should be very clear on this issue and also the hindrances they would encounter should be assessed and proper attention must be given towards solution. It has been pointed in the earlier chapters that the policies of the government was not clearly explained to the field

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level officers and implementing bodies. Training need on development administration and planning drew attention of significant portion of respondents. The respondents have judiciously pointed out that a combined refresher courses for the officers and public representatives can be organized and a part of such programme can be conducted at the training institute. We feel that other part can be at the field level. The problems of development administration can be sorted out in such courses. Respondents also identified that training on office management and Secretariat, relevant rules and existing procedure of works, audit, accounts and budget, etc. should be also imparted to cater^{to} the need of the hour emerged out of present decentralised administration. Thus, the existing procedure of works can be improved substantially. Once the key issues are taken care of, other issues will not stand in the way for achieving the objectives of decentralized administration.

Findings from the Field Observation.

153. Besides administering questionnaires to the selected officers and staff of the Upazilas, the researchers personally met the officers and the

support staff and held information and open talks. During the informal talks, the following problems came up for examination :

- (1) Among the officers the generalist-technocrat dichotomy still persists and chairman, Upazila Parishad (CULP) perhaps due to his inexperience, could not ensure better performance of the Officers by bridging the gap between the two groups of officers.
- (2) Most of the CULP do not have the basic ideas of financial rules and administrative systems.
- (3) The support staff do not have the necessary knowledge and skill to perform the day to day functions. The support staff at the upazila level are mostly new recruits and as such inexperienced. Some of the staff were declared surplus in other departments. Their knowledge and skill may be increased through training.
- (4) The deputed officers~~x~~ have divided loyalty. In certain respects, they are answerable to the ULP and in other respects they are answerable to their parent departments. This duality has affected the efficiency of the officers.
- (5) The system of interdepartmental and intra departmental coordination is not developed.

154. To overcome the aforesaid problems - the following measures may be adopted :

- (1) The Generalist - Technocrat dichotomy is a common problem which is being experienced by many countries of the world. This problem may not be not eradicated but may be brought under reasonable control by the sagacity of the political leadership. The technocrats should appreciate the human aspect of the complex administrative system and at the same time the Generalist should acquire scientific temper. The motivation may play an important role in this area.
- (2) A short administrative management training may be arranged for the CUZP so that they may acquire elementary ideas about the administrative procedures and Financial Rules.
- (3) Basic office management training for a period of one month may be arranged for the support staff so that they may acquire reasonable knowledge and skill for efficient performance of the day to day functions.
- (4) Normal rules of deputation should be applicable in case of officers deputed to the UZP.
- (5) If the CUZP acquires the art of coordination by attending team building Course, they will be able to sort out the problem of coordination.

155. The members of the study team also visited Dhamrai & Bhaluka Upazila and met the people of different strata of the society - retired govt. servants, professors of the local college, teacher of high schools, primary schools, madreshas, members of local Union Parishads, local businessmen, small farmers, Rickshaw Pullers, shop keepers and students & local journalists to get an idea regarding the prevalent attitude of the people towards the Upazila Parishads.

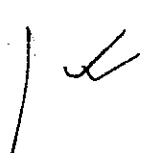
156. From the frank ^{and} free discussions with them, it was gathered that consequent upon the increment of govt. grants, activities at the upazila level increased but they did not notice any significant improvement in the quality of services rendered. They could not find any qualitative change between the former Thana Parishad and the Upazila Parishad in this regard.

157. People in the upazila were of the opinion that the officials deputed to the Upazila Parishad did not lack skill to perform~~x~~ their job properly and efficiently but they lacked proper kind of motivation and incentives. Some sector of the society showed their pessimism regarding the improvement of the situation; they could only think of divine intervention. But other people were not that

pessimistic; they made some concrete suggestions for the improvement of the situation which are narrated below :

- 1) By increasing the salaries of the officials.
- 2) By rapid promotion of the officials who perform better in the upazila.
- 3) By inculcating in them a sense of patriotism and commitment.
- 4) The public representative may be imbued with a spirit of patriotism and dedication.

158. They considered that the changed attitude of the officials and people's representative with more dedication and government officials. The constant supervision, guidance, counselling & coaching by the superior officers may ~~ix~~ also help to change the attitude. The consciousness of the citizens coupled with strict supervision of the superior authorities may put indirect and direct pressure upon the officials to mould their attitude. The attitudinal change can be brought about through training.



159. The formal questionnaire was not administered to them for three reasons : (a) the structured questionnaire often can not accommodate their varied opinions and expressions ; (b) some times they feel hesitant to opine in writing and (c) some people cannot fill in the questionnaire form because of illiteracy. So, the researchers talked to them in a free atmosphere to elicit their opinion.

CHAPTER-VI

SUMMARY OF THE FINDING AND SUGGESTIONS

160. From the study it is revealed that during the initial years, the philosophy behind the introduction of decentralized administration at the Upazila level was not understood clearly by those who were entrusted with the responsibility of its implementation. Many of them were upholding the idea of former thana administration and virtually their pattern of thinking and activities remained the same.

161. The new system has brought administration at the door step of the rural people. A huge number of personnel has been placed at the upazila level, but the desired objective that they would act as change agents, social worker and contribute positively to the development efforts, could not be achieved; the people engaged in the upazila administration did not seem to be convinced of the new philosophy.

162. In the absence of such lack of understanding of the proper perspective, expectation of the people did not materialize to the desired extent.

163. So, it may be rightly opined that to start with a new system the concerned personnel who were entrusted with the responsibilities of implementation should have been oriented, to be familiarized and infused with the new thinking through training before they took up the new task. This is more true about upazila administration because it did not have its

own officers and staff. All its officers and some of its staff are central government employees and deputed to the upazila administration. Moreover, the decentralized upazila system has been introduced too hastily and the government deputed personnel were compelled to join different upazilas, where many of the common and basic facilities were lacking. Of course, the government was aware of such responsibilities and shortcoming. CMLA Secretariat in consultation with relevant personnel and institutions designed a training programme and entrusted the responsibilities of conducting those programmes to Rural Development Academy, Bogra and Bangladesh Academy for Rural Development, Comilla. Both the Institutions started the training programme with much enthusiasm in the beginning, but they experienced certain limitation or pitfalls.

- a) many government deputed officers, could not realize the new spirit of administration and could not change their attitude readily due to former orientation;
- b) the elected public representatives were suddenly entrusted with considerable administrative responsibilities with which they were not acquainted;
- c) the elected representatives were not motivated enough to undergo training and many of them did not take this programme seriously, rather they used the forum to organize themselves to put forward their common cause and enhance their privileges;
- d) of the different areas covered in the training, it was not clearly identified how much time should be devoted to orientation, motivation and skill development.

However, there should have been sustained efforts in this direction and the programme should have been revised accordingly.

164. It has been observed, that in both the institutions, (RDA, BARD) in the yearly training programmes (1983-84) the importance of the course Administrative Reorganization/Reform declined. Sometime late in 1984 Establishment Ministry took up the task of Upazila Management Training Programme to familiarise the concerned personnel with the new system. They could not continue with the programme and abandoned it in the mid way. Lately, Local Government Division took interest in Upazila Parishad Management Course. They conducted some courses. But because of various constraints, they kept the course suspended for sometime; of late the Local Government Division has started the course again.

165. One can notice from the above discussion that the responsibilities of Upazila Management Training was being shifted to different organization and Ministries and no body could continue with the programme for a long time and such a situation is not conducive to meet effectively the training needs. On the other hand, Bangladesh Public Administration Training Centre (BPATC) in its different courses from the foundation to senior staff courses has been trying to highlight the basic issues of decentralized administration and the objectives of upazila administration. But this component is a part of many issues included in the training programmes of the Centre.

166. It is also revealed that because of the lack of orientation, the public representatives who have been assigned pivotal task is not very clear about their jobs specified by the government. They do not assign priority to development works properly. Construction and repair of roads, construction of culverts and their repair, food for works programme allure them and they prefer spending huge amount of budget in these works. But such a nature of expenditure is not in conformity with the guidelines set by the government for the upazila development.

167. It is also observed that most of the public representatives show less interest in nation-building activities, such as agricultural development, cottage industries development, health, family planning and sanitation facilities programme, primary and adult education programme, cooperative movement, development of fisheries and livestock. And for that matter public representatives did not show any urge to know how to formulate, monitor and evaluate development projects. From our personal observation, we have marked that public representatives do not care much about accountability to the public in general. Many of them are busy otherwise. This affects development. If they were serious about locality development, surely they would take interest in local-level planning and acquaint themselves with project management techniques.

168. However, with a view to expanding the development activities and also solving the present problems, the public representatives felt that more resources should be placed under them and most of them could not think that development activities could be accelerated with the limited resources available to them. To their estimation development means availability of more physical or financial or both resources. They have no realization that today in our society what is most needed is the dedicated social worker whether a public representative or a public servant. Both at the national and local levels, the resources are drained out, so to say, because project managers are not capable enough to utilize them properly, or not bold enough to prevent their misuse. Present socio-political environment is not also conducive to the fairplay of development efforts.

169. Among various causes, failure to realise the merits of the present upazila system had led to its poor performance. Two-thirds of the public representatives favour structural changes. On certain issues, they are quite clear and vocal. For example, the volume of works performed by upazila officials do not justify their existence in present number, rather they feel, that less number of officials are needed. Secondly, a number of public representatives other than Chairmen suggested that the responsibilities of the Chairman should be curtailed and that of the UNO should be increased and it would lead to more neutral character of the upazila

administration. This can also be interpreted that public representatives should develop more knowledge and skill through training to handle upazila administration, properly. Or there should be better coordination and cooperation between public representatives and government deputed personnel. In our view, the situation of the total performances of upazila administration can be substantially improved through the democratization of the system. To say more specifically, the Chairman of the Union Parishad who have become members of the UZP, have no mandate for such position. In the absences of such mandate, the representative members of UZP do not give serious thought on productive use of resources placed under them. The issues like expansion of income generating activities and local resource mobilization are not getting due importance.

170. It is revealed that although upazila administration is headed by upazila parishad chairman, the people in general expect much from the offices. In the present set up there are a good number of officers in the upazila. The number is quite high compared to the former thana administration. It was observed that many of the officers were not very clear about the priority of duties. These officials have to perform different types of function and no pre-determined priority is fixed; they have the tendency to prioritize them on their own.

177. If they could be brought under a common platform i.e. in the training institution, such anomalies could be well taken care of and some consensus on the priority of duties could come out among different duties and responsibilities. Experiences gathered from some of the "Team Building " courses conducted in the Bangladesh Public Administration Training Centre show that interaction in a training situation among the public representatives, policy planners, and officer of the upazila administration help immensely to solve problems of coordination and proper communication . The participants are also effectively reoriented to the desired goal. In their interviews the officers pointed out that inadequate resources of budgetary provisions stood on the way of increased delivery of services; some of them were not happy with their present status and the conditions under which they are to work. It is a matter of mentality. They should accept the supervision, control and supremacy of the elected public representatives. Such a situation demands two way approach :-

- (a) Officers should accept the public representatives as the decision-maker and work under their leadership ;
- (b) the public representatives should be fair and competent enough to guide and supervise the works properly. Of different approaches training can serve both the purposes to a large extent.

172. While carrying out development efforts, many officers attach too much importance to financial allocation for the department/office/institution, and human resources are treated as complementary to that. But now strategy is to be redefined; development of human resources i.e. motivating the officers to serve as social development agent should be treated as prime force and financial resource should play the secondary role.

173. While it is the policy of the government to effect development by ensuring participation of the people, it is also justified to tell that the officials also should be given chance to participate effectively in the decision making process. For the implementation of the development programmes of the Upazila Parishad, UNO can be utilized to larger extents.

174. It is revealed from the opinion of the supporting staff working in upazilas, that most of the staff are new and lacking in the technical skill. They require training on record keeping, book-keeping, store-maintenance, typing, familiarity with rules and regulations, etc. It is likely that they will insist on the problems of inadequate manpower, financial allocation. In their training, stress may be given on changing their attitude. It should be asserted that allocation of money alone is not enough for successfully carrying out development activities. It may be opined that exploration and utilization of human resources and also

through people's participation many of the problems which are hindering our progress can be solved. And for that matter, imparting on-the-job training i.e. learning by doing commends itself shortly.

\ 175. From the opinions of the miscellaneous group of respondents, who were more or less expert/experienced persons, it was revealed that through training the effectiveness of the upazila administration could be improved substantially. Since the whole concept of upazila administration is a new one and officers, public representatives and general public will have to work in a common platform, a formal training of concerned personnel with the high officials and political leaders as well as resource persons can go a long way to motivate the concerned personnel to achieve the desired end. Of course, for programme implementation, on-the-job training has also been emphasised by them. It has been argued that while people's participation and improvement of the lot of the toiling masses have been accepted as policy, training in such a situation is apt to be at the field levels. Along with that, the attachment programme of senior officers to each upazila can be integrated in the whole system. To say more specifically, the senior officers (ranging from Joint Secretary to Secretary to the government of People's Republic of Bangladesh) now entrusted with the responsibilities of inspecting of the upazilas can act as

the resource persons to decide the nature of training needed for the upazila administration. They may also act as the supervising officers for implementation of these training programmes. It has also been observed that under decentralization of administration, the responsibility of project identification, monitoring and evaluation have increasingly been entrusted to local level. Along with the grants-in-aid which now almost entirely finance the local level projects should increasingly be supplemented by local resource mobilization. Keeping the scenario in mind the project management training course should be an important aspect of the training.

176. From the informal and open talks of the researchers with officers and supporting staff of UZP it transpired that the following problems stand on the way of improved performance of the Upazila Administration :-

(a) Coordination among the officers of different development departments of the upazila parishad could not be achieved to desired extent; generalist-technocrat conflict was perhaps one of the major reasons. Chairmen of the Upazila Parishad could also not play their due role in bridging the gaps between these two groups.

(b) Chairmen, Upazila Parishads could not demonstrate their administrative skills; their lack of knowledge in financial and administrative rules and regulations acted as bar.

(c) Many of the supporting staffs were newly recruited and inexperienced; they were found to lack necessary knowledge and skill to run the routine activities of the respective departments/offices.

(d) The officers showed divided loyalty -- they were partly responsible to their departmental higher officers and partly to the Upazila Parishad. This affected smooth discharging of responsibilities.

177. To overcome the aforesaid problems, inter alia, short management training for the Chairmen UZP, basic office management training for the supporting staff, team-building course for the concerned personnel of upazila administration and senior officers of different developmental department/ ministry have been suggested.

178. Likewise, the researchers met people of different strata of the society in both the upazilas. General impressions that could be gathered are narrated below :

(a) Allocation of grant money has increased and hence the development activities in the upazilas, but people did not notice any significant improvement in the quality of services rendered.

(b) It was not necessarily true that the officers deputed to the Upazila Parishad did lack necessary skills in performing their jobs but proper kind of motivation was lacking among them.

179. People in general considered that the key to the success of the upazila system lie in the change of the attitude of the officials and public representatives towards dedication and selfless services. The constant supervision, guidance, counselling and coaching by the superior officers may also help in changing their attitude. The consciousness of the citizen, who should take increasing interest in development activities both in the public and private sectors, should serve as vanguard. The need for attitudinal change for better performance of the upazila system has been spelled out from different quarters. Our impression is that a thorough training of the personnel of the upazila parishad will serve to increase the level of motivation.

180. This study was somewhat unconventional ; it tried to identify the officers, staff and people's representatives working in the upazila system. It was assumed that the upazila system was not established as another conventional organization to help government interventions in the rural areas. Upazilas were created rather to carry out development of the people by themselves at local levels, and with the help of government

officials and resources. This naturally demands committed workers, both from the government side and people's side. The study revealed that these elements were utterly lacking both among the people's representatives and govt. deputed personnel. This lead us to conclude that a training intervention is called for.

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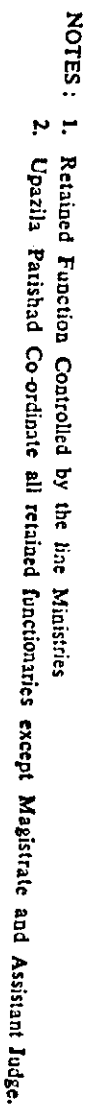
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Upazila Administration



Training Syllabus

1. Briefing on the course and the Academy.
2. The Local Government (Thana Administrative Reorganization) Ordinance, 1982.
3. Organizational Structure and Functions of Thana Parishad with special reference to Coordination.
4. Evolution of Political System and Power Mechanism in Bangladesh and the Importance of Decentralized Administration.
5. Workshop on Decentralized Administration and related issue.
6. Plenary Session : Presentation of Workshop Reports.
7. An Overview of Rural Development Efforts in Bangladesh.
8. Cooperative movement in historical perspective and fundamental principles of cooperation.
9. Role of Bangladesh Rural Development Board (BRDB) in rural development.
10. Comilla Approach to Rural Development.
11. Education Policies and Programmes of the Government and its Implementation at the Upazila.
12. Agricultural Development policies and Programmes of the Government.
13. ~~XXXX~~ Field Trip to an Upazila.
14. The Problems of Population Growth, Population Control and Family Planning Programme in Bangladesh.
15. Importance of Small and Cottage Industries for Rural Development.
16. Rural Health, Nutrition and Sanitation with special reference to Herbal and Traditional Methods of Treatment.
17. The Need, Scope and Process of Local Level Planning, Popular Participation and Mobilization of Local Resources for Rural Development.

18. Appraisal, Management and Implementation of Development Projects.
19. Motivation, Training and Mobilization for Decentralized Administration.
20. Tax Base for Upazila Parishad and Principles and Procedures of Budgeting including Basic Financial and Accounting Rules.
21. Planning and Execution of Rural Works Programme, Food for Works Programme and Thana Irrigation Programme - The Thana Plan Book.
22. Law and order for Development and the Rule of Police in the concept of Upazila Administration.
23. Workshop on the following issues :
 - i) Agricultural Development and Related Issues.
 - ii) Rural Institution, Planning and Training.
 - iii) Population, Health & Nutrition.
 - iv) Education and Rural Industries.
 - v) Works Programme.
24. Consolidation, Finalization and presentation of Workshop Reports by the Groups.

Curriculum of Training of UNOs and UP&FOs on
Administration, Planning and Management of Upazilas

<u>Sl.No.</u>	<u>Name of Subject/Topics</u>
	<u>Co-ordination and Administration</u>
1.	Co-ordination and Team Building
2.	Mass Mobilisation for Local Level Development
3.	Procedure for Food for Works Programmes and Integration of National Programmes
4.	Administration of Law and Order in Upazila
5.	Criminal Administration
	<u>Accounting and Budgeting</u>
6.	Government Accounting, Treasury Functions, Budget and Audit
7.	Government Budget
	<u>Survey and Development</u>
8.	Bench Mark Survey
9.	Socio-Economic Structure of Upazila
10.	Towards an Appropriate Technology for Bangladesh Development
11.	Use of Co-operative Movement for Development
12.	Assessment of Local Resources and Methods of Mobilization
13.	Instructional Plan on Upazila Development
14.	Decentralization for Development
	Preparation of Upazila Development Plan:
15.	Approval, Monitoring and Implementation
16.	Agricultural (Farming) and Industrial Potential of the Rural Sector.

Number of Participants in Training
Course on Administration, Planning
and Management of Upazilas sponsored
by the Ministry of Establishment

Course Serial	Number of UNOs	Number of UF&PO	Course wise total no. of Participants
1st Course (9.6.84-21.6.84)	15	14	29
2nd Course (7.7.84-19.7.84)	29	22	51
3rd Course (28.7.84-9.8.84)	29	22	51
4th Course (18.8.84-30.8.84)	23	27	50
5th Course (15.9.84-27.9.84)	27	29	56
6th Course (13.10.84-25.10.84)	26	32	58
7th Course (10.11.84-22.11.84)	29	29	58
Total	178	175	353

Upazila Parishad Management Course

Subject Matter
of the Course

The course is divided into 7 modules, mainly -

- | | | |
|----------|----|--|
| Module-1 | | General concept and background of decentralisation and Local Govt. |
| " | -2 | Institutional Structure of Upazila Parishad |
| " | -3 | Communication, Coordination and Administrative Management of UZP |
| " | -4 | Financial Management of UZP |
| " | -5 | Development Management of UZP |
| " | -6 | Role of UZ Chairman and UNO |
| " | -7 | Monitoring and evaluation of the activities of UZP. |

Course-wise total no of U.N.Os who
participated Project preparation
Monitoring and Evaluation Course.

Course-serial	Total no. of participants	No. of U.N.O.	%
1st (21.8.85-15.10.85)	20	2	
2nd	24	9	
3rd (25.1.86-21.3.86)	23	13	
4th (7.7.86-3.9.86)	33	20	
5th (5.11.86-30.12.86)	46	15	
6th (3.3.87-23.4.87)	36	10	
7th (1.7.87-30.8.87)	43	13	
8th (1.11.87-31.12.87)	31	13	
9th (18.1.88-17.8.88)	33	4	
	<u>289</u>	<u>99</u>	<u>34.26</u>

No. of participants belonging to
BCS(Admn.) Cadre out of total
participants in Foundation Course

Course serial	Total no. of participants	No. of Asstt. Commissioner/ Magistrate	%
Ist Course (15.7.84-14.11.84)	56	14	25.45
2nd Course (12.1.85-12.5.85)	63	10	15.81
3rd Course (28.3.85-12.5.85)	68	28	41.18
4th Course (18.9.85-21.1.86)	60	33	55.00
5th Course (5.2.86-4.6.86)	183	58	31.69
6th Course (23.8.86-22.12.86)	187	71	37.97
7th Course (27.12.86-25.4.87)	131	58	44.27
8th Course (7.10.87-26.8.87)	132	98	74.24
Ist Special Course (20.6.87-26.8.87)	124	98	79.03
2nd Special Course (16.2.88-13.4.88)	126	87	69.05
3rd Special Course (28.5.88-4.8.88)	144	110	76.39
4th Special Course (14.8.88-12.10.88)	181	115	63.54
Total	1,454	780	53.65

Relevant Modules on Upazila System in the Curriculum of Foundation Course

Module : 3 Social and Administrative Change in Bangladesh

<u>Sl.No.</u>	<u>Name of Subject/Topic</u>
BS-21	Social Structure and its mobility in Bangladesh
BS-22	Rural Power Structure
BS-23	Peasant Movement in Bangladesh
BS-24	Rural Administration and Upazila (Legal Structure of Upazila Parishad)
BS-25	Rural Administration and Upazila (Planning and Financial System of Upazila Parishad)
BS-26	Problems and Possibilities of Upazila Parishad
BS-27	Migration from Village to Urban areas
BS-28	Problems of Urbanisation
BS-29	Social Problems of Landless People in Bangladesh
BS-30	Social Problems of Woman Folk in Bangladesh

Module : 4 Financial System and Project Management

PA-37	Project Management Cycle and Project Preparation
PA-38	Project Approval Process
PA-39	
PA-40	Project Evaluation

Module : 5 Development Administration in Bangladesh :
Analysis of Some Examples

PA-44	Decentralisation of Administration
PA-45	Decision Making
PA-46	Project Preparation
PA-46	Project Implementation
PA-47	Project Preparation

Annexure- 10

Curriculum of Project Preparation,
Implementation and Evaluation Course

PA 301 : Planning in Bangladesh

Serial No.

Name of Subject/Topic

PA 301-01

- 02 Planning Perspective-I
- 03 Planning Perspective-II
- 04 Methods of Plan Preparation-I
- 05 Methods of Plan Preparation-II
- 06 Domestic Resource Mobilisation for Planning
- 07 Sector Analysis
- 08 Plan Implementation
- 09 Analysis of Recent Annual Development Programme
- 10 Evaluation of Planning Performance in Bangladesh

PA 302

Development Administration: Objectives and Strategy

PA 302-01

- Background of Development Administration
- 02 Evolution of Objectives in Development Administration
- 03 Decentralization
- 04 Decentralization and horizontal Coordination
- 05 Institution building and Neutral Administration
- 06 Participation of People in Development
- 07 Case Studies
- 08 Case Studies
- 09 Case Studies
- 10 Examination

PA 303 Project Preparation

- PA 303-01 Definition of a Project and its Classification
- 02 Financing of the Project : Public Sector
 and Private Sector
- 03 Project Cycle
- 04 Exercise
- 05 Logical Framework-I
- 06 Logical Framework-II
- 07 Exercise
- 08 Cash Flow-I
- 09 Cash Flow-II
- 10 Exercise

PA 304 Determination of Project Value

- PA 304-01 Feasibility Study in determining the value of
 a Project
- 02 Financial and Social Cost :Present and Future
 Cost/Value
- 03 Cost-Benefit Analysis-I
- 04 Cost-Benefit Analysis-II
- 05 Yardstick of determining the value of a
 Project
- 06 Methods of determining the Internal Rate of
 Return-I
- 07 Methods of determining the Internal Rate of
 Return-II
- 08 Exercise
- 09 Report Preparation for Project Value
 Determination
- 10 Discussion

PA 305 Project Planning

- PA 305-01 Types of Project Proforma
- 02 Sanctioning Process of Development Projects,
Sample of Sanction Proforma of Executive
Committee of the National Economic Council
- 03 Project Preparation-I
- 04 Project Preparation-II
- 05 Exercise
- 06 Exercise
- 07 Sanctioning Process of a Project with Technical
Assistance
- 08 Project Approval Procedure in Private Sector
- 09 Plan Formulation and coordination in Private
Sector in respect of agricultural and rural
development at Upazila level-I
- 10 Plan Formulation and coordination in Private Sector
in respect of agricultural and rural development
at Upazila level-II .

PA 306 Project Implementation

- PA 306-01 Critical Path Analysis in Project Implementation-I
- 02 Critical Path Analysis in Project Implementation-II
- 03 Critical Path Analysis in Project Implementation-III
- 04 Review Procedure of Programme Evaluation-I
- 05 Review Procedure of Programme Evaluation-II
- 06 Procedure of Cost Control-I
- 07 Procedure of Cost control-II
- 08 Release of allotted Fund under Development Budget
- 09 Financing of Project in non-Government Sectors/
levels
- 10 Discussion and Evaluation.

PA 307 Project Monitoring and its Evaluation

- PA 307-01 Idea of Project Monitoring
- 02 Administration and Management of Monitoring
 - 03 Project Monitoring in Local and National Level
 - 04 Definition, Nature and scope of Evaluation
 - 05 Necessity of Evaluation and its Classification
 - 06 Application of Evaluation Procedure and its Justification
 - 07 Management of Evaluation Process
 - 08 Planning of Evaluation
 - 09 Discussion
 - 10 Exercise/Examination

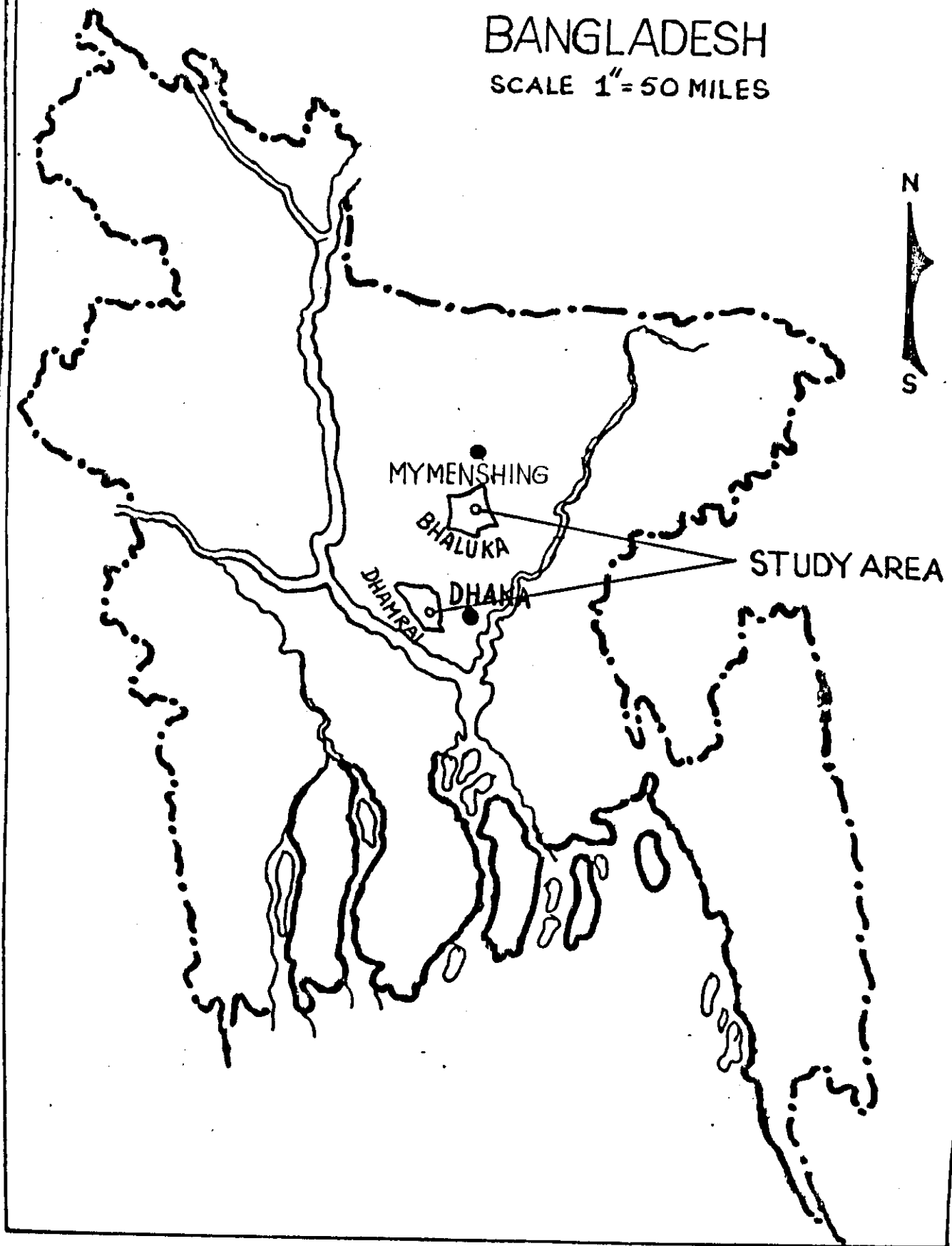
PA 308 Foreign Assistance in Financing a Project

- PA 308-01 Role of Foreign Assistance in Economic Development
- 02 International Development Agencies
 - 03 Sources and types of Foreign Assistance in Bangladesh and its Management
 - 04 Procedure of Bangladesh in Collecting Foreign Assistance-I
 - 05 Procedure of Bangladesh in Collecting Foreign Assistance-II
 - 06 Procedure of World Bank-I
 - 07 Procedure of World Bank-II
 - 08 Extension Lecture: Foreign Assistance and Self Reliance.
 - 09 Extension Lecture: Foreign Assistance and Foreign Trade
 - 10 Extension Lecture: Technology Transfer.

100
Annexure-11

BANGLADESH

SCALE 1"=50 MILES



Period of Study : 28.4.87 to 27.10.88

BPATC/PPA/722

Date/19/8/87

উপজেলা প্রশাসন : প্রশিক্ষণের প্রয়োজনীয়তা নিরূপণ

(উপজেলা প্রশাসনে হস্তানুরিত বিষয় সমূহের ক্ষেত্রে নিয়োজিত কর্মকর্তাদের জন্য)

কঃ সাধারণ তথ্য সমূহঃ

- ১। নাম ----- পদবী -----
- ২। বেতন স্কেল ----- বর্তমান প্রাপ্য মোট বেতন -----
- ৩। বয়স -----
- ৪। সরকারী চাকুরীর মেয়াদ ----- বৎসর ----- মাস -----
- ৫। উপজেলা পর্যায়ে কাজ করার মেয়াদ ----- বৎসর ----- মাস -----

খঃ দায়িত্ব/কার্যাবলী সংক্রান্তঃ

৬। উপজেলায় সরকারী পর্যায়ে আপনাকে সে সমস্ত উন্নয়নমূলক কাজ সম্পাদন করতে হয় সেসব কাজের মধ্যে সবচেয়ে গুরুত্বপূর্ণ পাঁচটি কাজের নাম অগ্রাধিকার ভিত্তিতে লিপিবদ্ধ করুন।

- ক) -----
- খ) -----
- গ) -----
- ঘ) -----
- ঙ) -----

৭। আপনার মতে যে কাজগুলো অগ্রাধিকার পাওয়া দরকার সেগুলোর মধ্য থেকে অগ্রাধিকার ভিত্তিতে পাঁচটি কাজের নাম উল্লেখ করুন।

- ক) -----
- খ) -----
- গ) -----
- ঘ) -----
- ঙ) -----

৮। উপজেলা পর্যায়ের উন্নয়নমূলক কার্যাবলী সম্পাদনের ক্ষেত্রে আপনাকে কি কি ধরনের সমস্যার সম্মুখীন হতে ইচ্ছা উল্লেখ করুন :

- ক) ----- চ) -----
খ) ----- ছ) -----
গ) ----- জ) -----
ঘ) ----- ঝ) -----
ঙ) ----- ঞ) -----

৯। উপজেলা পরিষদের বর্তমান কাঠামো অপরিবর্তিত থাকলে এবং সরকার কর্তৃক প্রদত্ত সম্পদের পরিমাণ বৃদ্ধি করা না হলে উপরোক্ত সমস্যার উত্তরণ ঘটানো সম্ভব বলে আপনি মনে করেন? (টিক চিহ্ন দিন)

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১০। উত্তর হ্যাঁ হলে সে ক্ষেত্রে আপনি কি কি পদক্ষেপ গ্রহণ করে থাকেন/করবেন (উল্লেখ করুন)

- ক) -----
খ) -----
গ) -----
ঘ) -----
ঙ) -----

১১। উন্নয়ন মূলক কাজ সঠিকভাবে করবার জন্য উপজেলার বিশেষ কোন কাঠামোগত পরিবর্তনের প্রয়োজন আছে বলে কি আপনি মনে করেন?

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না	
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১২। উত্তর হ্যাঁ হলে পরিবর্তনযোগ্য দিকগুলি সংক্ষেপে উল্লেখ করুন।

গঃ প্রশিক্ষণ সংক্রান্তঃ

১৩। ১০ নং কলামে আপনি যে সকল পদক্ষেপের কথা উল্লেখ করেছেন, সে ক্ষেত্রে কার্যকর জ্ঞান ও মনোভাব আপনি কোথা থেকে পেয়েছেন?
(প্রযোজ্য ক্ষেত্র/ক্ষেত্রগুলিতে টিক চিহ্ন দিন)

☐ হাতে-কলমে শিক্ষার মাধ্যমে

☐ উর্দ্বতন কর্মকর্তার সাথে সংযুক্ত হয়ে

☐ প্রাতিষ্ঠানিক/আনুষ্ঠানিক প্রশিক্ষণের মাধ্যমে

☐ অপ্রাতিষ্ঠানিক/অনানুষ্ঠানিক প্রশিক্ষণের মাধ্যমে

☐ সাধারণ শিক্ষা প্রতিষ্ঠান থেকে

☐ পারিবারিক ঐতিহ্য থেকে

☐ বিদেশে প্রতিষ্ঠিত কোন পন্থা অনুসরণে

☐ অন্যান্য (উল্লেখ করুন)

১৪। আপনি কি মনে করেন কর্মকর্তাদেরকে প্রশিক্ষণের মাধ্যমে আপনার উল্লেখিত সমস্যাগুলি সমাধানের যোগ্য করে তোলা সম্ভব? (টিক চিহ্ন দিন)

হ্যাঁ		না	
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১৫। উত্তর হ্যাঁ হলে কি জাতীয় প্রশিক্ষণের মাধ্যমে তা করা সম্ভব (অগ্রাধিকার ভিত্তিতে নিম্ন ছক থেকে বাছাই করুন ও বামদিকে গুরুত্বের অনুপাত বসান)

গুরুত্বের অনুপাতঃ

☐ প্রাতিষ্ঠানিক/আনুষ্ঠানিক প্রশিক্ষণের মাধ্যমে

☐ অপ্রাতিষ্ঠানিক/অনানুষ্ঠানিক প্রশিক্ষণের মাধ্যমে

☐ মাঠ পর্যায়ে হাতে-কলমে শিক্ষার মাধ্যমে

☐ উর্দ্বতন কর্মকর্তার সাথে সংযুক্তির মাধ্যমে

☐ অন্যান্য (উল্লেখ করুন)।

১৬। আপনার অগ্রাধিকার তালিকায় যদি প্রাতিষ্ঠানিক প্রশিক্ষণ স্থান পেয়ে থাকে, তবে কি ধরনের প্রশিক্ষণকে আপনি উপযুক্ত/যথাযথ বলে মনে করেন?
(প্রশিক্ষণের বিষয়ভিত্তিক নাম উল্লেখ করুন)

- ক> -----
খ> -----
গ> -----
ঘ> -----
ঙ> -----

১৭। আপনার অগ্রাধিকার তালিকায় যদি অপ্রাতিষ্ঠানিক/অনানুষ্ঠানিক প্রশিক্ষণ স্থান পেয়ে থাকে, তবে সেসব প্রশিক্ষণের বিষয়ভিত্তিক নাম উল্লেখ করুন এবং কিভাবে সেসব প্রশিক্ষণ দেয়া সম্ভব তা উল্লেখ করুন।

প্রশিক্ষণের বিষয়ভিত্তিক নাম

কিভাবে এসব প্রশিক্ষণ দেয়া যায়?

- ১। -----
২। -----
৩। -----
৪। -----
৫। -----

১৮। উপজেলা পর্যায়ে আপনার সহকর্মীরা কি আপনাকে আপনার কর্ম সম্পাদনে যথাযথভাবে সহযোগিতা করেন?

হ্যাঁ	
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না	
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১৯। উত্তর "না" হলে, কি কি কারণে তাঁরা সহযোগিতা করেন না বলে আপনি মনে করেন?

২০। উপজেলা পর্যায়ে সহকারীরা কর্ম সম্পাদনের ক্ষেত্রে আপনার সহযোগিতা চাইলে এবং আপনি সে ব্যাপারে সহযোগিতা পুর্দানে অসমর্থ হয়ে থাকলে, তার কারনগুলো উল্লেখ করুন।

১। -----
২। -----
৩। -----
৪। -----
৫। -----

২১। সরকারী চাকরিতে যোগদানের পর আপনি যে সমস্ত প্রতিষ্ঠানিক/আনুষ্ঠানিক প্রশিক্ষণ পেয়েছেন, নিম্ন ছকে সেগুলোর সংক্ষিপ্ত বিবরণ দিন :

ক্রমিক নং	প্রশিক্ষণের নাম	প্রশিক্ষণ প্রতিষ্ঠানের নাম	মেয়াদ ও সময়কাল	প্রশিক্ষণের মূল বিষয় সমূহ
১।				
২।				
৩।				
৪।				
৫।				
৬।				
৭।				

২২। আপনি যে সমস্ত প্রশিক্ষণ গ্রহণ করেছেন, সেগুলোর নিম্ন ছকে উল্লেখ করে বাসুব
ক্ষেত্রে উক্ত প্রশিক্ষণের কার্যকারিতা কতটুকু, তা কাজের নামসহ উল্লেখ করুন :

ক্রমিক নং	প্রশিক্ষণের নাম/ধরণ	কি কাজের জন্য বাসুব ক্ষেত্রে কার্যকরী	কার্যকারিতার মাত্রা(%)
১।			
২।			
৩।			
৪।			
৫।			
৬।			
৭।			

২৩। উপজেলা পর্যায়ের উন্নয়নমূলক কাজের জন্য আপনার সমপদবী ধারী কর্মকর্তার
কার্যাবলী সন্তোষজনক মনে করে কি কি ধরনের কাজের জন্য কি কি
ধরনের প্রাতিষ্ঠানিক প্রশিক্ষণের প্রয়োজন রয়েছে উল্লেখ করুন : (প্রযোজ্য হলে
উত্তর দিন)।

কাজের নাম	প্রয়োজনীয় প্রশিক্ষণের বিষয়
১।	
২।	
৩।	
৪।	

কাজের নাম	প্রয়োজনীয় প্রশিক্ষণের বিষয়
৫।	
৬।	
৭।	
৮।	

২৪। কর্মক্ষেত্রে প্রয়োগযোগ্য ও কার্যকরী প্রশিক্ষণ সম্পর্কে আপনার ~~কোন~~ মনুবা যদি থাকে :

- ৯। বর্ষ সম্বাদনের ক্ষেত্রে আপনি যে সকল সমস্যা/অসুবিধা অনুভব করেন গুরুত্বের ক্রমানুসারে তা উল্লেখ করুন।

বাজের নাম	অনুভূত সমস্যা/অসুবিধা

- ১০। উপজেলা পদ্ধতি প্রতিষ্ঠার পূর্বে কি আপনি খানা পর্যায়ে বর্ধিত ছিলেন ?

/ হ্যাঁ / / না /

- ১১। ১০ নং প্রশ্নের উত্তর হ্যাঁ হইলে নিম্নের প্রশ্নাবলী বিবেচনা করুন :-

(ক) উপজেলা পদ্ধতির প্রবর্তনের ফলে আপনার কর্মের প্রকৃতির কোন পরিবর্তন হইয়াছে কি ?

/ হ্যাঁ / / না /

উত্তর হ্যাঁ হইলে কি ধরনের পরিবর্তন হইয়াছে তাহা চিহ্নিত করুন।

- (খ)
- (১) -----
- (২) -----
- (৩) -----
- (৪) -----
- (৫) -----

(গ) উপজেলা পদ্ধতি প্রবর্তনের ফলে আপনার সম্বাদনীয় কর্মে কোন সমস্যা/জটিলতা সৃষ্টি হইয়াছে ?

/ হ্যাঁ / / না /

উত্তর হ্যাঁ হইলে কি ধরনের জটিলতা/সমস্যার সৃষ্টি হইয়াছে চিহ্নিত করুন।

- (১) -----
- (২) -----
- (৩) -----
- (৪) -----
- (৫) -----

୩ : ପ୍ରଶିକ୍ଷଣ ସଂଗ୍ରହାନ୍ତୁ

১২। আপনার ঘরে উপরোক্ত সমস্যাবলীর উত্তরণে কি কি পদক্ষেপ নেয়া যেতে পারে (প্রয়োজ্য ক্ষেত্রে/ক্ষেত্রগুলিতে টিক চিহ্ন দিন)।

ପ୍ରାତିଷ୍ଠାନିକ/ଆନୁଷ୍ଠାନିକ ପ୍ରଶିକ୍ଷଣ ପ୍ରଦାନ ।

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অপ্রাতিষ্ঠানিক/অনানুষ্ঠানিক প্রশিক্ষণ প্রদান।

অন দি জব ট্রেনিং ।

ପ୍ରଯୋଜ୍ୟ ନୟ ।

১০। আপনি কোন প্রশিক্ষণ পেয়ে থাকলে তা নিম্ন ছকে লিপিবদ্ধ করুন ।

প্রশিক্ষণের নাম	প্রশিক্ষণ প্রতিষ্ঠান	মেয়াদ ও সময়	প্রশিক্ষণের বিবরণ

১৪। কৰ্মক্ষেত্রে আগবঢ়াৰ প্ৰাপ্ত পুৰিষ্কাৰেৰ কাৰ্যকাৰিতা শতাংশে প্ৰকাশ কৰুন।

[illegible]

১৫। আপনার দায়িত্বাবলী সম্বাদনের জন্য বর্তমান অবস্থায় বিভিন্ন পর্যায়ের কর্মচারী/কর্মকর্তাদেরকে কি কি ধরনের প্রশিক্ষণ দেয়া প্রয়োজন বলে আপনি মনে করেন ।

১৫ (১) আপনার পর্যায়

১৫ (২) উর্ধ্বতন পর্যায়
(আপনার নিয়ন্ত্রণকারী
কর্মকর্তা পর্যায়)

১৬। প্রশিক্ষণ সম্পর্কে আপনার অন্য কোন ঘনুব্য থাকলে লিখুন ।

উপজেলা প্রশাসন : প্রশিক্ষণের প্রয়োজনীয়তা নিরূপণ জরুরী

 উপজেলা পরিষদে নির্বাচিত/মনোনীত গণপ্রতিনিধি বৃন্দের জন্য

ক) সাধারণ প্রশ্নাবলী

- ১। নাম (প্রিন্টে) :
 ২। বয়স :
 ৩। শিক্ষাগত যোগ্যতা :
 ৪। নির্বাচিত/মনোনীত পদবী:

খ) দায়িত্ব সমূহ/কার্যাবলী

৫। উপজেলা পরিষদের উন্নয়ন মূলক কার্যক্রমে আপনি কি কি ক্ষেত্রে জড়িত থাকেন?
 কাজের গুরুত্বের অনুসারে উল্লেখ করুন।

- ১) ----- ৬) -----
 ২) ----- ৭) -----
 ৩) ----- ৮) -----
 ৪) ----- ৯) -----
 ৫) ----- ১০) -----

৬। আপনি ৫ নং প্রশ্নে যে সকল দায়িত্বাবলীর কথা উল্লেখ করেছেন তা সৃষ্টি বা সুব্যবস্থার/সম্পাদনের ক্ষেত্রে যে সকল সমস্যা দেখা দেয় তা উল্লেখ করুন।

- ১। ----- ৬। -----
 ২। ----- ৭। -----
 ৩। ----- ৮। -----
 ৪। ----- ৯। -----
 ৫। ----- ১০। -----

৭। উপজেলার উন্নয়নমূলক কার্যক্রম বা সুব্যবস্থার ক্ষেত্রে আপনি যে সকল সমস্যার সম্মুখীন হন ব্যক্তিগত/বিষয়গত ক্ষেত্রে নিম্নভাবে উল্লেখ করুন।

১) পরিষদ চেয়ারম্যানের সাথে বা
 নির্বাচিত ও মনোনীত গণপ্রতিনিধিদের
 সাথে :

২) জনগণের সাথে :

- ২ -

৩) সরাসরী কর্মকর্তাবৃন্দের সাথে :

৪) নির্বাচিত সংসদ সদস্যের সাথে:

৫) আর্থ ব্যবস্থাপনায়/বা উপকরণ
সরবরাহের ক্ষেত্রে :

৬) অন্যান্য উল্লেখ করুন :

৮।

উপজেলা পরিষদের বর্তমান কাঠামো অপরিবর্তিত থাকলে এবং সরকার কর্তৃক প্রদত্ত সম্পদের পরিমাণ বৃদ্ধি করা না হলে ৬ নং এবং ৭ নং প্রশ্নে উল্লেখিত সমস্যাবলী উত্তরনে আপনি কি কি ধরনের পদক্ষেপ গ্রহণ করে থাকেন/করবেন?

১) -----
২) -----
৩) -----
৪) -----
৫) -----

৯।

উন্নয়নমূলক কাজ সঠিকভাবে সম্পাদন করার জন্য উপজেলার কোন কাঠামোগত পরিবর্তনের প্রয়োজন আছে বলে কি আপনি মনে করেন?

হ্যাঁ		না	
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১০।

উত্তর ইয়া হলে পরিবর্তনগুলো দিকগুলো সংক্ষেপে উল্লেখ করুন।

১) -----
২) -----
৩) -----
৪) -----
৫) -----

৭৩ প্রশিক্ষণ সংক্রান্ত

১১। আপনার চিহ্নিত সমস্যাবলীর উত্তরণে কি কি পদক্ষেপ নেয়া যেতে পারে ?
(প্রযোজ্য ক্ষেত্রে/ক্ষেত্রগুলিতে টিক চিহ্ন দিন)।

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প্রাতিষ্ঠানিক/আনুষ্ঠানিক প্রশিক্ষণ প্রদান

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অপ্রাতিষ্ঠানিক/অনানুষ্ঠানিক প্রশিক্ষণ প্রদান

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অনদি জব ট্রেনিং/হাতে-কলমে প্রশিক্ষণ

/

প্রশিক্ষণ আদৌ কোন কাজে লাগেনা।

১২। আপনি নিজে কি কি ধরনের প্রাতিষ্ঠানিক প্রশিক্ষণ পেয়েছেন। নিম্নে ছকে লিপিবদ্ধ করুন।

প্রশিক্ষণের নাম	প্রশিক্ষণ প্রতিষ্ঠানের নাম	প্রশিক্ষণের সময় ও মেয়াদ	প্রশিক্ষণের বিষয়

১৩। আপনি যে সকল প্রশিক্ষণ পেয়েছেন আপনার বর্তমান দায়িত্ব পালনের ক্ষেত্রে তা কতটুকু কার্যকরী বলে আপনি মনে করেন? প্রশিক্ষণের নাম অনুসারে তা কার্যকারিতার মাত্রা পতাংশে প্রকাশ করুন।

প্রশিক্ষণের নাম	কর্মক্ষেপে কার্যকারিতার মাত্রা(%)

১৪। আপনার মতে উপজেলা পরিষদের কার্যাবলী সুষ্ঠুভাবে সম্পাদনের জন্য বিভিন্ন পর্যায়ের কর্মকর্তা/কর্মচারীদের ক্ষেত্রে কি কি ধরনের প্রশিক্ষণের প্রয়োজন রয়েছে ?

কর্মকর্তা/কর্মচারীর পর্যায়	প্রশিক্ষণের ধরণ
ক) উপজেলা পরিষদ চেয়ারম্যান	ঃ ----- ----- -----
খ) উপজেলা নির্বাহী কর্মকর্তা	ঃ ----- ----- -----
গ) অন্যান্য কর্মকর্তা	ঃ ----- ----- -----
ঘ) কর্মচারীদের ক্ষেত্রে (শ্রদ্ধমাত্র তৃতীয় শ্রেণীর) :	----- ----- -----
ঙ) গণপ্রতিনিধিদের ক্ষেত্রে	ঃ ----- ----- -----

১৫। প্রশিক্ষণ সম্পর্কে আপনার অন্য কোন মনুব্য (যদি থাকে)