

The role of the upazila nirbahi officer (uno) in
coordination process at Upazila administration in
Bangladesh

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Abstract

This study attempts to examine the role of the Upazila Nirbahi Officer (UNO) in coordination process at Upazila administration in Bangladesh from the perspective of other Upazila based officers. Upazila is an important tier of field administration in Bangladesh. It has the offices of all the nation building departments of national government and it serves as a focal point of development administration. As a representative of the national government the UNO is assumed to be coordinating officer at the Upazila level. He/she plays an important role in coordinating with other Upazila based officers for smooth implementation of policies/programs/projects of national government at the Upazila. The UNO also maintains vertical and horizontal coordination through some processes and practices. In this study UNO's role as coordinator in achieving coordination with other Upazila officers has been analyzed under Upazila Development Coordination Committee framework. The study also intends to explore the factors affecting UNO's role as coordinator. The study reveals that factors like *SOP*, *Direct Contact*, *Supervision* and *Trust* have influenced UNO's role as coordinator in the existing process and practice of coordination of Upazila administration. Trust has been viewed in terms of confidence, cooperation and performance of the UNO from the perspective of Upazila based officers. The study also identified the processes and practices of coordination the UNO follows in maintaining coordination with other officers. The commonly used processes include coordination meeting, inspection, informal contact and supervision. It also reveals that practices like visit, feedback and consultation are commonly practiced in achieving coordination with other Upazila level officers.

The study has found that there has been somewhat more moderate level of coordination between the UNO and other Upazila officers in the existing process and practices of coordination in Upazila administration in Bangladesh. It observes that informal communication, direct contact, supervision and trust have played a very positive role in facilitating UNO's role as coordinator in Upazila administration. To assess the level of coordination between the UNO and other Upazila officers the study takes UNO's role as coordinator as dependent variable and *SOP*, *Direct Contact*, *Supervision* and *Trust* have been used as independent variables. In order to establish the relationship between the dependent and independent variables a correlation test has been conducted. The study shows that *Direct Contact*, *Supervision* and *Trust* have been found to be strongly correlated whereas *SOP* has not been found to be significantly correlated. It means that

SOP needs to be made more specific, self-contained and clear-cut to facilitate the process of achieving desired level of coordination between the UNO and other Upazila officers.

The study also identifies that some factors like absence of clear-cut directives for coordination, lack of mutual trust, lack of informal contact and cadre distinction hamper UNO's role as coordinator in Upazila administration. If these factors are addressed proper coordination between the UNO and other Upazila officers will be achieved. The study argues that provision of clear-cut directives for coordination, strong supervision, better functioning of committee and informal communication can be important means for achieving effective coordination between the UNO and other Upazila based officers in Bangladesh.

However, proper coordination is required between the UNO and other Upazila based officers for the smooth implementation of policies/programs/projects of national government in Upazila level. Hence the UNO and other Upazila based officers need to work together to harmonize relationship between the UNO and other Upazila based officers. In order to enhance the level of coordination between the UNO and other Upazila officers, some measures like provision of specific and clear-cut directives for coordination, use of informal communication, extensive supervision, mutual trust and promotion of professionalism and related skills need to be addressed. If these measures are taken into account, there will be desired level of coordination between the UNO and other Upazila level officers. It will ultimately lead to smooth implementation of the policies/programs/projects of national government.

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List of Abbreviations

ACR	Annual Confidential Report
ADP	Annual Development Programme
AL	Awami League
ASRC	Administration and Services Reorganization Committee
BADC	Bangladesh Agricultural Development Corporation
BDO	Basic Democracy Order
BNP	Bangladesh Nationalist Party
BRDB	Bangladesh Rural Development Board
CARR	Committee for Administrative Reform/Reorganization
C O	Circle Officer
DC	Deputy Commissioner
DDC	District Development Coordinator
GoB	Government of Bangladesh
GPRB	Government of Peoples Republic of Bangladesh
LGED	Local Government Engineering Department
LGRD&C	Local Government, Rural Development and Cooperatives
LGSP	Local Government Support Program

MoPA	Ministry of Public Administration
NICARR	National Implementation Committee for Administrative Reorganization/Reform
NIPA	National Institute of Public Administration
PIC	Project Implementation Committee
PIO	Project Implementation Officer
SDO	Sub-divisional Officer
TC	Thana Council
TNO	Thana Nirbahi Officer
TTDC	Thana Training and Development Centre
UAO	Upazila Agriculture Officer
UDCC	Upazila Development and Coordination Committee
UE	Upazila Engineer
UNO	Upazila Nirbahi Officer
UPZ	Upazila Parishad
UZPC	Upazila Project Committee
UZPEC	Upazila Planning and Evaluation Committee

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Chapter One: Introductory Discussion

1.1 Background

“... no phrase expresses as frequent a complaint about the federal bureaucracy as does lack of coordination. No suggestion for reform is more common than what we need is more coordination” - Pressman and Wildavsky 1994, p133

Coordination has been one of the most important concerns in public administration. Coordination has been one of the oldest as well as central concepts found in the literature on public sector governance. Coordination in Upazila administration has been one of the most important challenges for the UNO¹ in the field administration in Bangladesh. Given the multi-dimensional nature of development activity the need for coordination has been significant. It has been observed that coordination is a complex and crucial issue both at the day to day operational level and the policy level (Pandey and Jamil, 2010). Coordination is required to prevent conflict and confusion among the officers in different departments of the Upazila. It contributes to implement the policies/programs/projects of the national government in efficient and effective way.

However, the purpose of the study is to examine UNO's role as coordinator in the existing processes and practices of coordination from the perspectives of Upazila based officers in the context of Upazila Development Coordination Committee². In 1991 the BNP government abolished Upazila parishad promulgating a new ordinance known as The Local Government (Upazila Parishad and Upazila administration Reorganization (Repeal) Ordinance 1991. The government formed a committee called Thana Development Coordination Committee (TDCC, later known as UDCC) in each Thana(now Upazila) (GPRB, 1993). According to this circular Upazila Development Coordination Committee includes three categories of members:

¹ The Upazila Nirbahi Officer is assumed to be coordinating officer of the Upazila and he/she belongs to BCS (administration) cadre of Bangladesh Civil Service. An officer with the rank of senior assistant secretary from BCS (administration) cadre is posted as UNO.

² UDCC means Upazila Development Coordination Committee formed by an executive order of the government to conduct Upazila administration after the abolition of Upazila parishad in 1991(GPRB, 1993). As representative of the national government the UNO is entrusted with the task of coordinating the activities of development of nation building departments and also acts as member secretary of the UDCC. The UP chairman acted as chairman of the committee according to the alphabetical order of their names. It is the decision making forum of all development activities of the Upazila.

all UP chairmen within the jurisdiction of the Thana, (now Upazila) three women UP members nominated by the government and Upazila level officers meaning department heads of the Upazila. This coordination committee meeting was presided over by the UP chairman in turn according to the alphabetical order of their names. The UNO served as the member secretary of the committee and the concerned MP acted as the advisor to the committee. There are about 18 departments³ of the central government in the Upazila (Ahmad1991, p.31). The officers of these departments provide services to the people through implementation of the policies/programs/projects of the national government at the Upazila level. Upazila, in fact, is a composite of multiple departments and each department needs the support and cooperation of others to implement departmental programs effectively and efficiently. Hence there has been a growing need for coordinated efforts between the UNO and other Upazila officers for smooth implementation of national government policies/programs/projects.

Under UDCC system the UNO is assumed to be coordinating officer at the Upazila level. He/she plays an important role in coordinating the development activities of different departments in the Upazila. Naturally some questions arise like what is the role of the UNO as coordinator in Upazila administration?, what are the existing processes and practices of coordination and what factors affect the coordinating role of the UNO in achieving coordination with other Upazila officers for attaining the objectives of the Upazila? What measures facilitate in enhancing coordinating role of the UNO? In Upazila administration the nation building departments do not work under a chain of command. Rather they have their identities and operate under different directorates and line ministries. They have their district level offices and they are also accountable to their district level officers. Their ACR⁴ is also written by their district level officers. As a result, they have to face dual accountability in their work. It has been observed that despite performing self-contained tasks, no agency or department found at the local level can always work in isolation from others (Zafarullah1998,

³ These departments include Upazila health and family planning, Agriculture, Fisheries, Livestock, Engineering, Social services, Family planning, Project implementation, Women affairs, Cooperatives, Rural development, Public health and engineering, Food, Land, Statistics, Youth and development and Police station (thana). In addition to these, there are some project based offices like Palli Jibikayan , Upazila Resource Centre. Upazila Election Office is also there.

⁴ ACR- a structured Annual evaluation report for the government officers. It is given by their supervisors.

p.96). Given the multi-dimensional nature of work in respect of technical knowledge, expertise, experience these departments need to cooperate each other for coordinated actions for attaining the objectives of the Upazila. With the active cooperation and support of other Upazila officers the UNO has to play a significant role in rendering improved services to people and establish discipline in civil administration in the Upazila level. The UNO is supposed to provide needful cooperation as and when required by the officers of other departments.

There are some committees such as coordination committee, inter-departmental committees and some circulars, manuals, charter of duties and regulations through which the UNO maintains coordination with other Upazila based officers for the execution of development activities. The UNO has to maintain horizontal as well as vertical coordination. As regards to horizontal coordination he/she is to coordinate with other Upazila officers of different departments, visit their programs, oversee the progress of the development programs and report to the higher authority through deputy commissioner to the concerned line ministries. The UNO maintains vertical coordination through Deputy Commissioner and Divisional Commissioner to the concerned line ministries. Reports are available that because of absence of conducive rules, lack of effective supervision, absence of harmonious relationship between the UNO and other Upazila officers, low level informal communication and lack of mutual trust desired coordination has not been achieved among the officers in the Upazila. Proper coordination between the UNO and other Upazila level officers is essential for efficient implementation of development programs and projects of different departments in the Upazila. Hence this study is intended to examine the coordinating role of the UNO in the existing process and practice of coordination from the perspective of Upazila level officers in the context of Upazila Development Coordination Committee.

1.2 Statement of the Problem

Coordination among the various departments of Upazila administration has been a critical issue in Bangladesh. Without effective coordination the developments efforts of the Upazila can not be accomplished efficiently and effectively. In Bangladesh the UNO has to play a

pioneering role in maintaining coordination with other Upazila based officers for the smooth functioning of the policies/programs/projects of the national government. The UNO has to maintain coordination with the officers belonging to transferred⁵ as well as retained⁶ subjects in the Upazila level.

Lack of coordination among the officers causes delay in implementation of projects, increases project cost and creates duplication of development projects. It also hampers the smooth implementation of national government policies and programs. Proper coordinating between the UNO and other Upazila based officers involved in planning and implementation of development programs at the Upazila level has been one of the most difficult problems in Bangladesh. The lack of clear understanding of exactly who does what leads to poor coordination (Newman, H.1958.p.392). This lack of coordination among the officers hampers the effectiveness and development potential of Upazila. There are eighteen departments which interact each other for implementation of their programs. The officers of these departments have to listen to instructions of the UNO in performing their activities. They are also accountable to their district level officers. There has been a dual line of accountability and divided loyalty. It has been stated that these officers serve two masters (Alam et.al 1994, p.13). This has created problem of coordination. The officers in many Upazilas are reluctant in following the charter of duties as outlined in the Upazila manual for fear of their department superiors who do not subscribe to decentralized administration (Husain 1985, p.15-16 cited in Ahmad, 1991, p.30). No significant change has occurred in the process of coordination of Upazila administration. Even the recent UNDP study reveals that most of the Upazilas are running their affairs in their previous Thana Development and Coordination Committee manner (The Daily Star, August 31, 2010).

⁵ Retained subjects refer to regulatory functions and major development activities of national and regional coverage. Retained subjects include civil and criminal judiciary, administration and management of revenue, maintenance of law and order, essential supplies, irrigation scheme more than one district, technical and general education, flood control and development of water resources.

⁶ Transferred subjects refer to subjects developmental in nature and include agriculture extension, livestock and fisheries, health and family planning, rural water supply and sanitation, primary education, cooperatives, social welfare, relief and rural works programs.

As coordinator of the Upazila administration the UNO has to harmonize relationship with the officers of the nation building departments. There has been a dispute between the generalists and specialists officers at the Upazila level. The specialist officers working at the Upazila level were placed under the administrative control of the UNO. The UNO was not merely the first among the equals but also was given full administrative control over all other functionaries (Ali, Shawkat.A.M.M.1986, p.97). This has created frustration and discontent among the specialists. They resented the administrative control of the UNO over their own officers. The UNO was also empowered to write annual confidential reports excepting those belonging to the Judiciary (GPRB1983a).Such a change also caused major tension between the generalists and the specialists. The specialists expressed their reluctance to work under the control of the generalist UNO. They argued that the UNO lacked professional knowledge about specialist activities. Because of the resistance of the specialists the government withdrew the UNO's power to write ACRs of the specialists. This has to some extent reduced the coordinating role and influence of the UNO over other officers in the Upazila. As a result, maintaining coordination among the officers at the Upazila level has remained a key problem of Upazila administration.

There has been very low level of trust among the officers in the Upazila administration. There are also attitudinal problems such as reluctance of the government officials to work under Upazila Parishad and resistance among the specialists services to the leadership of the UNO (Ali, 1986.p.89-100). This situation adversely affects the planning and implementation of various development programs at the Upazila level (Ahmad, 1991.p.26). It has been argued that Upazila could not succeed in achieving desired results because of lack of proper coordination. There were conflicts among officers and cooperation was virtually non-existent (Ahmad, 1991.p.16).All these factors led to the unsatisfactory performance of development activities (Sultan, 1974.p.12-14; Schroeder, 1985, p.1137).

It has been argued that the purpose of coordination is to achieve the objectives in time at minimum cost and to avoid duplication of efforts. Proliferation of government agencies, some with overlapping jurisdictions, growth in scale and complexity of government activities and other factors have made coordination a dire necessity in Upazila administration. Problem of

coordination occurs due to involvement of multiplicity of departments and overlapping nature of jurisdictions. An example is given here. BRDB organizes landless and asset less people to provide credit through cooperative. On the other hand there are other line ministry departments doing the same jobs. The end result is nothing but gross duplication of efforts and overlapping of function which would not have been the case if uniform policies and coordinated actions are planned and administered (Mozumder, 1996, p.36).

There has been a lack of clearly defined standard operating procedures regarding inter-departmental relationship of Upazila administration. There has been some ambiguity in the charter of duties of the officers. Lack of clear charter of duties among the officers creates confusion and leaves negative impact on the overall implementation of development programs at the Upazila. The charter of duties hastily framed in 1983 also had some information gaps. The Upazila Agricultural Officer is responsible for coordinating for overall agricultural activities including distribution of inputs such as fertilizer, seed, irrigation equipments and improved agricultural implements. But except in cases of emergency and without prior approval from the government the extension officials have no say in sale of seeds. The Upazila agriculture Officer has little control over these activities (Ali, Shawkat 1986, p.112-113). Lack of adequate rules and regulations create problems of coordination in Upazila administration. The following can be a good example to support this view:

In the field of agriculture Upazila Agriculture Officer (UAO) was the functional head and responsible for all activities regarding agriculture. But in practice, BADC was found reluctant to work under UAO because of absence of clear-cut instructions regarding their relations. It created a lot of problems in relation to the supply of agriculture -input. This kind of lack of instructions has led to a serious dispute between the UAO and his counterpart in the BADC over the distribution of inputs which has affected the carrying out their functions (Obaidullah1999, p.118).

The UNO has to face problems in harmonizing inter-departmental relationship at the Upazila level because of design problem concerning the structure of the Upazila. The UNO has been assigned to establish discipline in field administration and undertake necessary measures to ensure effective coordination at the Upazila level. In the context of Upazila Development and Coordination Committee meeting, the UNO has been assigned to act as member secretary of

the committee. He/she is to assist the committee in execution of the policies of the government in accordance with the existing rules and regulations. This committee is entrusted with the task of coordinating the functions of different departments and reviewing the progress of development projects. It also approves the projects submitted by the chairman of different Union Parishads and officers of different departments. The officers working in the Upazila are not directly accountable to the UNO. Rather they are directly supervised and controlled by the heads of their departments at the district level. The very structure of the Upazila Development Coordination Committee (TDCC/UDCC) has not given the UNO adequate authority to ensure effective coordination among the different departments of Upazila.

Under the framework of decentralization the Upazila has been made the focal point of both regulatory and development functions. In case of violation of any instruction the UNO has not been given adequate authority to compel other officers of different departments to implement decisions. She/he can only persuade them to get things done at the Upazila level. But it depends on their will either to cooperate with him or to avoid him. It also created administrative and developmental conflict in respect of the Chairman's authority over execution of policies and resource allocation. However, the design of the Upazila was intended to make Upazila level bureaucrats accountable to popular leadership placing them under the administrative control of the elected Chairman. Instead of creating a better working environment, it created strained relation between the elected representatives and the officials in matters of coordination in Upazila administration. Because of design problem the operational areas of many departments such as R&H, BADC and Rural Electrification Board do not coincide with the administrative areas of the newly created Upazilas. This also created problems for the UNO to harmonize coordination with other Upazila based officers. It has been stated that unless a proper coordination among the functions of different departments is attained development efforts would be reduced to pieces (Obaidullah, 1999, p.119).

1.3 Scope of the Research

The UNO has effectively become the first among the equals (Siddiquee.N.A., 1997 p.218). As a representative of the national government the UNO has to coordinate all the development interventions of all the departments of Upazila administration. However, the proposed research attempts to examine the role of the UNO in coordination process at Upazila administration. The study will cover coordination from Upazila administration point of view under Upazila Development Coordination Committee context, not in the context of existing Upazila Parishad. It requires to mention that Upazila system continued up to 1990 and in 1991 the BNP government abolished the Upazila parishad and formed Thana Development Coordination Committee (TDCC later on known as UDCC) to run Upazila administration. This TDCC (later on known as UDCC) worked as a coordinating unit among Union parishad, Zila parishad and other national government functionaries (Siddiqui.K.U2005, p.102). It continued till Upazila Parishad election was held in 2009.Under this UDCC framework the UNO acted as secretary (member-secretary) of the UDCC and the Union parishad chairman acted as chairman of the committee by turns according to alphabetical order of their names. The scope of the study is limited to the UDCC framework under the following areas:1) Role of UNO as coordinator in the process and practices of coordination, 2) Identifying factors that affect coordinating role of the UNO from the perspective of Upazila based officers.

The study is intended to cover two Upazilas, Kapasia under Gazipur and Baliadangi under *Thakurgaon* district focusing on UNO's role as coordinator in the existing process and practices of coordination from the perspective of other Upazila officers in Upazila administration. *Kapasia* is chosen because it is semi-urban and about 65 kilometers away the capital. It is intended to have easy communication and coordination with the centre as it is very near the capital. On the other hand, Baliadangi Upazila is situated at the extreme north of Bangladesh. It is far away from the capital. It is extremely rural. It is assumed that a combination of the rural and semi-urban area may add value and quality of the research. Moreover, Baliadangi is situated in the researcher's home district and the researcher's personal network may be utilized to have easy access to data. At Kapasia data can also be collected with manageable time and cost. However, these two Upazilas of different geographical locations can be of great use to have a comparative understanding of the level of

variation concerning the role of the UNO as coordinator in the process and practices of coordination in Upazila administration.

1.4 Significance of the Study

The proposed research aims to shed light on UNO's role as coordinator in the process and practice of coordination from the perspective of other Upazila based officers of Upazila administration. A study on the issue is hardly available. There have been a number of studies on coordination of Upazila administration. Most of the studies concentrate on the structural and administrative issue of coordination where the relationship between bureaucrats and public representatives of Upazila parishad dominates the scene. No specific study on the role of the UNO as coordinator in Upazila administration has yet been done. This study examines the role of the UNO in ensuring effective coordination with other Upazila officers of different nation building departments for accomplishing the objectives of the Upazila. It also explores and identifies the processes and practices of coordination commonly followed by the UNO in Upazila administration. Lack of coordination has been viewed as the main cause of poor and unsatisfactory services. Lack of coordination delays project completion, increases project cost, creates discord and strained inter-personal relationship among the various departments of the Upazila. So the UNO must play a pioneering role in coordinating with other Upazila level officers for smooth implementation of the policies/programs projects of the national government. In addition to that in line with the decentralization 'rhetoric' of the Government some measures have been taken to decentralize field administration in Upazila level. In this connection this study can be of great use to understand the existing realities of coordination between the UNO and other Upazila level officers in Bangladesh. The most common notion of coordination is rule-based and hierarchically organized. Process and practices in coordination are required to ensure effective coordination. Coordination meetings, committee system, inspection and informal communication are important instruments for achieving effective coordination. Due to lack of proper rules and regulations, desired level of coordination has not been achieved.

However, the proposed research will give us some insights into the role of UNO as coordinator in Upazila administration from the perspective of other Upazila based officers. It also explores the existing process and practices of coordination in Upazila administration. It will help identify the nature of problems of coordination which ultimately leads to inefficiency and ineffectivity of the Upazila. It is also intended to identify the factors that affect coordinating role of the UNO. It will provide new dimension to the academics, policy scholars and policy makers to understand the existing problems and to offer appropriate policy directions to overcome those problems. It will also bridge the knowledge gaps between the process and practices of the existing reality for ensuring effective coordination between the UNO and other Upazila based officers.

1.5 Research Questions

The main objective of the research is to assess the role of UNO as coordinator in the process and practice of coordination from the perspective of other Upazila based officers. It is also intended to identify the factors that affect the coordinating role of the UNO in Upazila administration.

The following questions may be asked to respond to the above queries:

1. What is the role of UNO as coordinator in the existing process and practices of coordination from the perspective of other Upazila based officers in Bangladesh?
2. What factors affect UNO's role as coordinator in Upazila administration?

1.6 Research Objectives

Effective coordination between the UNO and other Upazila based officers is required for smooth functioning of the policies/programs/projects of national government at the Upazila level. The broad objective of the research is:

1. To assess the level of coordination the UNO maintains as coordinator with other Upazila based officers in the existing process and practices of coordination of Upazila administration in Bangladesh.
2. To identify the factors affecting the role of the UNO as coordinator in Upazila administration.

1.7 Limitations of the Research

Every research has its own limitations. This study has some limitations. Because of time constraint only two Upazilas will be covered for this study. During interview the officers may not respond spontaneously with the apprehension that their views might offend their senior officials and public representatives. The study will take interviews of fifty respondents because of time constraint. Moreover, the study will be done in the context of Upazila Development Coordination Committee context where there was no Upazila Parishad. The respondents have to respond from their experience and refreshing memories.

1.8 Structure of the Thesis

This thesis is composed of seven chapters which are presented below:

Chapter One: Introductory Discussion- It gives an overview of the discussion that deals with background, research problem, significance of the study, research questions, research objectives, scope of the study, limitation of the study and structure of the thesis.

Chapter Two: Methodology- It makes an attempt to employ various methodological approaches used in this study. It also discusses reasons for use of various methodological approaches, how such approaches were justified over others, and how these were incorporated in this study.

Chapter Three: Theoretical and Analytical Framework- discusses review of relevant literature, conceptual dimension of coordination and relationship between dependent and independent variables. A theoretical framework for this study is developed based on the study of the overview of existing literature on theoretical perspectives of coordination. An analytical

framework is also developed based on the relationship of dependent and independent variables. Operational definition of variables is also given here.

Chapter Four: Evolution of the office of the UNO and Upazila - provides a brief background of the evolution of the office of the UNO and Upazila.

Chapter Five: Mapping Coordination Processes and Practices followed by the UNO

In this chapter an attempt has been made to identify existing processes and practices of coordination the UNO follows in achieving coordination with other Upazila officers. It also provides operational definition of process and practice of coordination.

Chapter Six: Factors facilitating UNO's role as Coordinator

In this chapter, attempts are made to assess the level of coordination the UNO maintains with other Upazila based officers. It also examines the extent to which factors like *SOP, Direct Contact, and Supervision and Trust* facilitate UNO's role as coordinator in the process and practice of coordination in Upazila administration. Discussion is mainly based on primary data. Moreover, this chapter also discusses the relationship between mode of coordination and UNO's role as coordinator.

Chapter Seven: Analysis and Conclusion

This chapter highlights the major findings of the study. It also establishes a link between primary data and information drawn from all sources to address the prime research questions in the study. In this connection it also discusses applicability of theories in explaining the research questions and objectives of the study and to what extent can findings are generalized, what conclusion can be made on the basis of such findings, and how this study can be implicated for further research.

Chapter 2: Research Methodology

2.0 Introduction

The purpose of this chapter is to present an overview of the methodological approaches regarding the research questions of the study. It also discusses the process used to collect and analyze data to examine the role of the UNO as coordinator in the process and practice of coordination in Upazila administration in Bangladesh.

2.1 Research Design

The study adopts both qualitative and quantitative method to conduct the research. A research design is a plan of proposed research work (Aminuzzaman1991, p.53). A research design is “the arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance to the research purpose with economy in procedure”(Selltiz,1965 cited in Aminuzzaman 1991,p53).There are three types of research design to conduct research in social science which include qualitative, quantitative and mixed approach. Qualitative and quantitative approaches are mainly used to examine and understand the opinions of the respondents on social problems which make generalization about the problem and examine the relation among the variables used in research to test theories, respectively, while both are considered in using mixed approach (Creswell 2008, p.8). In qualitative research the researcher has to rely on the respondents’ views on the issue studied and examines the information from the perspective of the respondents’ perceptions.

2.2 Research Method

A combination of content analysis, interview with a structured questionnaire has been used in the research. Use of different methods will reduce biasness in the study and work as a reliable tool for research. Interview method helps the researcher to collect data by face to face contact from the respondents. Interview is a systematic method by which a person enters deeply into the life of even a stranger and can bring out needed information and data for research proposal (Aminuzzaman, 1991.p.82). The researcher conducts the interview using interview method. The questions were both open and close ended. Closed ended questions were used to save time and a small portion of open ended questions were used to have in-depth knowledge and insight of the respondents about the coordinating role of the UNO in Upazila administration in Bangladesh. The researcher takes interview of 34 Upazila based officers and 16 Union parishad Chairmen (17 officers from each and 8 Union parishad Chairmen from each Upazila). A comprehensive and in-depth focus was given to officers such as UAO, UHFPO, UFO, and UE during interview.

2.3 Sources of Data and Data Collection Technique

Both primary and secondary sources of data are used. *Primary sources* of data are the first hand data which has been collected from study area namely Baliadangi and Kapasia Upazila. Primary data will be collected through interview method.

Secondary sources of data have been collected from different relevant publications, dissertations, books, journal articles, reports, government publications, rules regulations and acts, websites etc.

Data Collection Technique

Interview: Interview has been carried out with Upazila officers and UP chairman of Baliadangi Upazila from Thakurgaon and Kapasia Upazila from Gazipur district. The interview has been taken by the researcher himself. Data has been collected during March and up to April 07, 2011.

Content Analysis

Content analysis has been done on reviewing different published and unpublished books, journals, research works, articles, government policy papers, rules, regulations, acts and relevant documents, newspapers, magazines and internet documents etc. Secondary data has been used to supplement the data collected from the interview for the study. Documentation on meeting minutes of the Upazila Coordination Committee has been done to explore coordinating role of the UNO with other officers. Moreover, journals, rules, regulations, circulars, manuals and articles from national and international journals, newspapers, internet sources concerning coordination has been used to examine UNO's role in coordination process of Upazila administration in Bangladesh.

2.4 Research Strategy

The present study is mainly intended to examine UNO's role as coordinator in Upazila administration in Bangladesh. More specifically, the study focuses on UNO's role as coordinator in relation with other Upazila based officers for the smooth implementation of policies/programs/projects of the national government. The study is mainly based on exploratory and descriptive research.

The study is intended to cover two Upazilas, *Kapasia* under Gazipur and *Baliadangi* under Thakurgaon district focusing on the role of the UNO as coordinator in the existing process and practices of coordination in Upazila administration. In this connection two Upazilas from two different divisions have been selected for this study. *Baliadangi* Upazila is situated at the extreme north of Bangladesh. It is far away from the capital. Baliadangi is from the district of Thakurgaon which is about 465 km from Dhaka. It is under the division of Rajshahi. It is extremely rural. There are 8 unions in Baliadangi. The area is 284.12 square km. On the other hand *Kapasia* is in the district of Gazipur and is under the division of Dhaka which is about 65 km from the capital. *Kapasia* is chosen because it is semi-urban and about 65 kilometers away the capital. The area of *Kapasia* is 356.98 square km. There are 11 unions in *Kapasia*. It is intended to have easy communication with the centre as it is very near the capital. However, the general assumption is that there has been certain level of variation in the level of coordination between the two Upazilas. It has been assumed that the smaller the Upazila is,

the higher the level of coordination. It is also assumed that a combination of the rural and semi-urban area may add value and quality of the research. Moreover, Baliadangi is situated in the researcher's home district and the researcher's personal network may be utilized to have easy access to data. At Kapasia data can also be collected with manageable time and cost. However, these two Upazilas of different geographical locations and size can be of great use to have a comparative understanding of the level of variation concerning the role of the UNO as coordinator in the existing process and practices of coordination in Upazila administration.

2.5 Data Sampling and Analysis

A total of 50 respondents have been interviewed to examine UNO's role as coordinator in the existing process and practice of coordination in Upazila administration. This study has been conducted in two Upazilas: *Baliadangi* from Thakurgaon district and *Kapasias* from Gazipur. The researcher takes interviews of 34 Upazila officers from two Upazilas (seventeen from each) and 16 Union parishad chairmen (eight from each).

2.6 Data Processing and Analysis

The collected data has been accumulated and analyzed using SPSS tool and MS Excel. The study uses simple mathematical tools like tabulation, percentage, frequency. It also uses some charts, graphs to present data in a graphic manner. A mixed approach of qualitative and quantitative has been used to interpret the data. Quantitative approach has been used to generalize the existing phenomenon from the information/data which has been provided by the respondents. Qualitative approach has been used to explain the significance of the phenomenon, the level of coordination the UNO maintains especially with the Upazila based officers. As regards to content analysis principle of authenticity and objectivity will be maintained.

2.7 Reliability and Cross Validation of Data

The primary data for this study has been collected from the respondents like Upazila officers and Union parishad chairman. The UNO is mainly maintaining coordination with these respondents as they are directly involved in the overall coordination process of Upazila administration in Bangladesh. Caswell and Miller (2000 cited in Caswell 2009, p.1910) opines that validity has been one of the important strengths of qualitative research. Validity refers to trustworthiness of data which is subject to the measurement of the phenomenon, research problem. To confirm validity and reliability of the collected data, data collected from one method are usually cross checked with another method. However, to enhance the trustworthiness of data, secondary documents have been used as a source of evidence to cross check data collected from interview.

2.8 Unit of Analysis

The Upazila Nirbahi Officer is the unit of analysis in the proposed research. He/she plays a significant role in coordinating with other Upazila based officers concerning the functions of nation building departments in Upazila administration in Bangladesh. A senior officer from BCS (Administration) cadre with the rank of senior assistant secretary is posted as Upazila Nirbahi Officer. Upazila has been a field administration tier below the district in Bangladesh. The country has been administratively divided into national/ central administration and field administration. The secretariat is the centre of national administration where all the line ministries are located. From field administration point of view the country has been divided into 7 divisions, 64 districts and 483 Upazilas (MoPA, 2011). The national government functionaries of various ministries and divisions have their departments and agencies at the Upazila level. As a national government representative, the UNO coordinates the various functions of other Upazila based officers both horizontally as well as vertically for smooth implementation of policies/programs/projects of the national government at the Upazila level.

2.9 Conclusion

The chapter has discussed methodological approaches concerning the research questions for the study. To examine UNO's role as coordinator in maintaining coordination with other

Upazila based officers, a mixed approach combination of interview and content of literature have been used. As regards to content analysis principle of authenticity and objectivity has been maintained.

Chapter 3: Theoretical and Analytical Framework

3.0 Introduction

The purpose of this chapter is to present review of existing literature, conceptual dimension of coordination and relationship between dependent and independent variables. A theoretical framework for this study is developed based on the study of literature on theoretical perspectives of coordination. It also formulated an analytical framework based on the relationship of dependent and independent variables. Operational definition of variables is also given here.

3.1 Review of Relevant Literature

There have been a number of studies on coordination both on national and international level. Christensen and Laegreid (2008) analyzed coordination from intra-organizational and inter-organizational point of view. They discuss coordination problems in central governments focusing on the Norwegian case. The main findings are that there are more problems with horizontal coordination than with vertical coordination. Coordination problems are bigger in central agencies than in ministries and a low level of mutual trust tends to aggravate coordination problems. Mintzberg (1979) analyses coordination from intra-organizational perspective. Mintzberg argues that when organizations change from being stable to dynamic structures, different modes of intra-organizational coordination are required. He mentioned five types of mechanism for effective coordination such as a) mutual adjustment, b) direct supervision, c) standardization of work, d) standardization of outputs, e) standardization of

skills. Peters, G.B (1998a) analyses the politics of coordination in managing horizontal government. Coordination has been viewed as an end-state in which the policies and programs of the Government are characterized by minimal redundancy, incoherence and lacunae. Structural problems inherent within the public sector blocked effective coordination; the only solutions for coordination were voluntary actions by individual organizations. Mary Parker Follett (1866-1933) identified four principles of coordination. These principles include coordination –as the reciprocal relating of all factors in a situation, coordination by direct contact, coordination in the early stages, coordination as a continuing process.

Bouckaert et al (2010) examined the trajectory of public sector organizations in seven countries in terms of specialization and coordination. They have developed a classification of coordination mechanisms and instruments, based on hierarchy, market and network as fundamental coordination mechanisms (based on Thomson et al. 1991; Peters 1998; 2003; Verhoest et. al 2003). This study examined the tension between specialization and coordination in public organizations. It reveals that increasing specialization and autonomy of public organizations in response to the NPM ideology was a major driver of the subsequent attempts at coordination. There are factors such as clientele groups, globalization and increased linkages of policy domains which contribute to enhancing coordination. It found that national governments attempted to reassert their control over autonomous organizations using a range of instruments. Market and network instruments can promote better coordination when civil service works as reliable institutionalized network. The pendulum between specialization and coordination of organizations and programs has been swinging for several decades. But the movement continues. Many governments attempted the direction of specialization only to discover the dysfunctions created by an excessive concern with one of the standard principles of organization. There has been an attempt to balance autonomy and fragmentation and this has created a return to more integrated organizational structures. It also created the use of a number of instruments for improving coherence and coordination. This, however, certainly is not the last set of movements, as governments continue to find organizational solutions to their governance problems.

In the context of Bangladesh Pandey (2010) analyzed coordination and its impact on policy implementation on urban governance. He made an attempt to show what happens to policy implementation when the process suffers from problems of coordination. The study also explores how intra- and inter-organizational coordination affects policy implementation and identifies the factors that affect policy implementation process. It observed that central-local relation and democratic versus bureaucratic accountability influence inter-organizational coordination in the policy implementation process. It has been argued that lack of institutionalized rules and regulations create problems in intra-organizational coordination. It showed that central-local relation and democratic versus bureaucratic accountability are important for inter-organizational coordination. Pandey and Jamil (2010) analyzed coordination from intra and inter-organizational viewpoint focusing on urban governance in City Corporation of Bangladesh.

Anisuzzman (1963) conducted a study on the role of the Circle Officer and analyzed his powers and functions, problems and prospects visa-vis the basic democracies. It also focused the emerging role of the Circle Officer as promoter of Thana development and explored the coordinating role of the Circle Officer at the Thana Council. As vice-chairman of the Thana Council the Circle Officer was responsible for planning, organizing, coordinating and controlling the development projects of the thana. He/she is to secure the cooperation and participation of all Thana level officers as well as the basic democracies and others. In absence of the SDO, the Circle Officer presided over the thana Council meetings and thus served as the principal coordinator at the Thana level. The Circle officer played a significant role in the thana by inspecting Union Councils and supervising the development activities of the Union Council. The study found that the Circle Officer had to face serious problems in coordinating with the Thana level nation building officers as there was no clearly stated position /directives for coordination. The study observes that the Circle Officer faced the problems of dual supervision, extensive tour, and logistic support. But the good point was that the government realized the importance of the Circle Officer as the principal coordinator at the Thana level. The Circle Officer served as a link between district and rural administration. It has been argued that much of the development depends, to a great extent, on the Circle

Officer, his quality of leadership and his drive to take initiative. It emphasized the need for inter-departmental coordination to enhance the role of the coordinator at the thana level.

Sultan (1974) explored critical problems of Thana level coordination in the context of Thana Training and Development Committee. The study also examined the role of the Circle Officer as coordinator at the Thana level. With the increase in development interventions in the Thana level there was a need for coordination among the nation building departments in the Thana. The Circle Officer started maintaining harmonious relation with the nation building department officers. As coordinator the Circle Officer had to face three critical challenges such as multiplicity of programs, conflicting role of specialist officers and independent role played by the elected representatives. The study revealed that lack of cooperation and conflict among the officers at the Thana (now Upazila) resulted in poor coordination. It also argued that unsatisfactory coordination at the Thana level was due to organizational and administrative shortcomings. The Circle Officer served as the principal coordinator and hence he was responsible for planning, organizing, coordinating and controlling the development projects at the thana level. As coordinator he had to secure cooperation and participation of all thana level officers as well as the basic democrats and others. It argued that coordination problem was frequently cited as the main cause of poor and unsatisfactory services at the thana level.

Huq et al (1987) explored the issue of coordination in Upazila administration. The study also found that the UNO as coordinator had to face serious challenges to maintain harmonious relation with other departmental officers at the thana level. It observed that inter-departmental rivalry and mutual suspicion between officials and political leadership have made their job of the UNO all the more difficult. It argued that lack of orientation about the processes, procedures and skills of management, lack of clarity of role and importance of coordination among both the officials and public representatives, and unhappy inter-personal relation are main obstacles to achieving coordination at the Upazila level. The study observes that the UNO needs to build harmonious relation with other officers through personal contact, meeting, inspection and making good use of inter-departmental committee for improving coordination. It also stressed the need for building relation between the officers and elected

representatives, better functioning of committees and the participation of district level officers to settle inter-departmental disputes for improving coordination at the Upazila level.

Ali (1987) Shawkat discussed coordination from field administration point of view. With regard to Upazila, Ali observes that coordination problem mainly emanates from function area conflict and generalist-specialist conflict. Expansion of development interventions and creation of multi-level organizations in the field give rise to intra-agency and inter-agency problems of coordination. The study reveals that coordination in the Upazila level is done mainly through coordination committee and different committees. Other factors include lack of interest on the part of both committee chairman and members in the functions entrusted to the committees, lack of professional approach on their part to decision making and their implementation, similar absence of professionalism and interest on the part of ministries and agencies under them.

Ahmad (1991) A.J.U examined problems of coordination in the context of Upazila administration in Bangladesh. The study argued that instead of improving the coordination of field services at the Upazila level, it has failed to establish desired integration –both vertical and horizontal coordination. It also argued that proper coordination among the field services/ various departments does not exist because of anomalous relation between Upazila and the national government, including excessive central control, involvement of multiple agencies of central government in guiding and supervising, absence of clarification from the ministries concerned and the conflict over the allocation of resources. Lack of mutual respect and absence of clear allocation of authority between public representatives and officials also created problems of coordination in Upazila administration. Ahmad opined that an administration needs to be developed where both public representatives and officials work hand in hand. Government commitment is a must to bring progress in the present Upazila system.

Chowdhury (1987 cited in Huda, 1987) discussed coordination from public administration perspective in Bangladesh. He emphasized the need for integration of the individual and groups in the process of administration. Fostering interagency understanding i.e. change of orientation and attitude of the public servants about their work is also important to improve

coordination in public administration .Coordination can also be improved if clear and consistent policies are given by the Government in all cases. Coordination can also be greatly improved by removing difficulties and obstacles through inter-personal communication, group dynamics and motivation. Coordination can not be improved by adhoc and coercive measures. It has been argued that uniformity of jurisdiction of all field organizations, policy consistency, non interference in other agency's sphere of activities, rationalized use of committees system, decentralization of decision making power and authority facilitate the process of coordination in public administration.

Alam et al (1994) examines the process of decision making at the Upazila level and evaluates performance of the local government institutions in initiating and implementing miscellaneous development projects. The study is based on the findings of a survey conducted in 1990 of four erstwhile Upazilas of *Patuakhali* and *Barguna* district. It revealed that in the upazila system the UNO had to assist the Upazila parishad in preparing a coordinated development plan. He also assisted the Chairman in execution of the policies and programs of the Upazila. In this respect the other Upazila based officers of different departments assist the UNO in the planning and implementation of development projects. It also observed that the existing local government system did not function properly because of recurring problems in the process of decision making. It argued that it was due to strained relationship between elected representatives and Upazila level government officers.

Solaiman et al (1997) studied the situation of Thana (now Upazila) administration in respect of planning, coordination and management of development activities. It focused on five areas: inter-departmental relationship, planning and implementation of development activities, resource mobilization, performance of training activities, role in supply and services and performance of decision making process of local government at the Thana level. The study reveals that majority of Upazila level officers 25 (60.98 percent) opined that there did not exist proper coordination and cooperation among the officials with regard to planning and implementation. However, the study stressed the need for effective local government system with sufficient autonomy in all respects.

Begum, A. (2001) examined the nature of inter-departmental relationship and identified the critical areas affecting the process of coordination at the Upazila level. It argued that coordination has been an important mechanism to run the Upazila administration effectively and efficiently. The study found that lack of proper knowledge and skill of administration, conflict between Upazila chairman and Upazila officers, dualism of orders both by Chairman and UNO and lack of communication between Upazila and the national government affect coordination process in Upazila administration in Bangladesh.

Ahmed, N (2009) studied on the roles and relations of politicians and bureaucrats in the policy process of Upazila parishad in its formative stage. It found that the political and bureaucratic roles in the Upazila did not remain mutually exclusive; rather one reinforced the other. Inter-role relationship was characterized by reciprocity and interdependence. It examined each other's role and defined inter-role relationship in the policy process. It revealed that much of the misunderstanding and friction do often arise because of their lack of grasp of new roles and responsibilities. It stressed the need for understanding and trust between the bureaucrats and political representatives to resolve their conflict and thus improve coordination.

Ahsan (2010) conducted a study on coordination in local administration in Bangladesh. This study analyses inter-organizational coordination among various departments at the local level administration in Bangladesh. It revealed that inter-departmental coordination is neither an ends of public administration nor a means of policy implementation at the local level administration. Problem of inter-departmental coordination occurs when there are no proper rules for specifying what each department will do, when, and how. This is an indication of the lack of clear division of labour among departments involved in policy implementation. It revealed that lack of clear division of labour, untimely disbursement of resources, dual authority hamper the coordination process of Upazila administration in Bangladesh. Lack of trust among different cadre of civil service particularly between the generalist and specialist also contribute to coordination problems. Lack of frequent informal communication among officers also creates coordination problem. There are other factors i.e. lack of cooperation, lack of proper functioning of the committee, lack of skilled and human resources and lack of proper linkage among departments affecting coordination in Upazila administration.

Moreover, the role of organizational culture created coordination problems between the generalists and specialists in Upazila administration.

From the studies above, it is evident that there have been a good number of studies on coordination in national and international level. Concerning theoretical dimension, the classists were more concerned with the hierarchical nature of coordination adhering to rules, procedures and structure of the organization. The rationalists' approach did not negate the hierarchical nature of coordination. Rather, they identified reciprocal interdependence and mutual adjustment to accommodate the situational context of the process of coordination. There has been a new way of looking at coordination. These neo-institutional groups emphasized the norms that shaped the behaviors of the members of the institutions. Modern scholars have attempted to analyze coordination from network, market and hierarchy approach. Network like approach requires more negotiation, mediation among the actors involved in coordination process and coordination is likely to occur without applying authority.

In the context of Bangladesh some attempts have been made to understand the nature and dimension of the problems of coordination in Upazila administration. It also made an attempt to identify factors affecting coordination at the Upazila level. It argued that factors like functional area and generalist- specialist conflict, lack of proper orientation in bureaucratic rules and procedures, absence of proper directives for coordination, lack of mutual trust and excessive central control have contributed to lack of coordination in Upazila administration. They stressed the need for effective use of coordination mechanisms i.e. committee system, inspection, and visit for smooth functioning of the development policies/programs/projects in the Upazila.

However, studies conducted on the issue of coordination mainly focused on the structural and administrative dimension of the problems of the Upazila. With regard to coordination in Upazila administration the studies focus on the relationship between the bureaucrats and elected public representative from decentralized point of view. However, the studies are not adequate enough to analyze the role of the UNO as coordinator in Upazila administration in Bangladesh. The studies, however, did not focus much on the coordinating role of the UNO in

achieving the objectives of the organization. In the meantime the Upazila Parishad has been revived and two years have already passed. But no significant study on the coordinating role of the UNO in Upazila administration has yet been conducted in Bangladesh. This has motivated the researcher to study on the role of the UNO as coordinator in Upazila administration. Therefore, the proposed study can be of great use to fill the existing gaps in the literature of coordination especially on UNO's role as coordinator in the process and practice of coordination from the perspectives of other Upazila based officers in Bangladesh.

3.2 Conceptualizing Coordination

Coordination is a systematic arrangement of group effort in the pursuit of common goals and purposes. The object of coordination is to unify all of the manager's organizing efforts to make sure that the organizing process contributes to the achievement of organizational objectives. In the principles of Organization, James Mooney believed it was the duty of management to devise an appropriate organization, and his first principle of organization was coordination (Pearce and Robinson, 1989.p.325). James D. Mooney defined coordination as "the orderly arrangement of group effort, to provide unity of action in the pursuit of common purpose (cited in Pearce and Robinson, 1989, p.325). Without coordination the various efforts of individuals and departments would become haphazard, disjointed and ineffective. It is coordination which contributes to the integration of diverse activities of different departments to pursue organization goals effectively. It has been stated that coordination is placing the many parts of an enterprise in proper position relative to each other and to the program of which they are a part; it is harmoniously combining agents and functions towards the achievements of a desired goal (cited in Dimock and Dimock, 1953).

Coordination is based on the common notion of rule-regulation and hierarchical organization associated with the state as a legitimate controller and coercer (Robinson et. al 2000.p.7). This has strong resonance with the traditional view of management in which the role of manager is

to plan, organize, command, coordinate and control (Fayoll 1916). Fayoll considered coordination as one of the five constituting elements of management and for him coordination is “binding together, unifying and harmonizing all activity and effort” (Khan cited in Huda1987, p.22). Coordination is referred to an end-state in which the policies and programs are characterized by minimal redundancy, incoherence and lacunae (Peters.G.B1998, p.296).

Coordination can take place either horizontally or vertically. *Horizontal coordination* refers to forms of coordination between organizations or units on the same hierarchical tier within government, for example, between ministers, between departments or between agencies. By contrast, *vertical coordination* is the coordination by a higher level organization or unit of lower level actor’s actions (Bouckaert et. al 2010, p.24). Verhoest and Bouckaert (2005) state that inter-organizational coordination is more network-based, while intra-organizational coordination is more hierarchy-based (*cited in Christensen and Læg Reid, 2008: 102*). Inter-organizational coordination may take place at any level: between ministries, between divisions within the same ministries or in different ministries, or between departments or offices within the same or different divisions (Moore 2000: 90).

Malone and Crowston (1991 and 1994) defined coordination as “managing dependencies between activities”. Malone and Crowston (1994) analyzed group action in terms of *actors* performing *interdependent tasks*. These tasks might require or create *resources* of various types. *Tasks* include translating aspects of a customer’s problems into system requirements and checking requirements for consistency against other requirements. While, *resources* include the information about the customer’s problems, existing system functionality and analysts’ time and resources actors in organizations face *coordination problems* arising from dependencies that constrain how tasks can be performed. While developing this framework, Malone and Crowston describe “coordination” mechanisms as relying on other necessary group functions, such as decision making, communications and development of shared understandings and collective sense making.

Metcalf (1994) observes that coordination is a continuum, not a dichotomy and programs are called more or less coordinated based on the extent to which they achieve a specified end state. Scharp (1997) argues that networks can contribute to positive coordination of public

programs in which problems of distribution and common value creation are solved simultaneously (cited in Peters, 1998, p.299).

In organization theory, coordination as a concept is very much related, or even equivalent to, the issue of integration. Integrating organizational parts is achieved through installing coordination mechanisms (Mintzberg 1979; Galbraith 1977).

In the policy and administration literature the following two important and generally applicable definitions of coordination are discussed:

Coordination is the extent to which organizations attempt to ensure that their activities take into account those of other organizations (Hall et. al. 1976.p.459).

“...is mutual adjustment between actors or a more deliberate interaction produces positive outcomes to the participants and avoids negative consequences” (Lindbloom 1965. p154 cited in Bouckaert et.al 2010).

March and Simon (1958 cited in Huda 1987) identified three types of coordination: coordination by standardization, coordination by plan and coordination by mutual adjustment. Under coordination by standardization internally consistent rules are developed for guiding inter-dependent relationship. Coordination by plan each activity is pre-planned and based on past experiences of similar activities and expectation that in future the planned activities follow the same path. There are many situations which are contingent in nature and these can not be predicted in advance. To the extent that contingencies arise, there is a need for more communication among units for mutual adjustment (cited in Huda 1987, p.8).

Great scholars like F.W.Taylor (1856-1915), Henry Fayol (1841-1925), Mary Parker Follet (1868-1933), Chester, I.Barnard (1886-1961) contributed to the concept of coordination. The classical hierarchical view of coordination comes from Gullick (1937), Taylor (1911), Dahl (1947), Follett and Simon (cited in Morris et. al 2007, p.97).

However, recent writings have brought up a new way to look at coordination both in administrative and organizational literature. Coordination has been viewed as an outcome of a “...messy pluricentric process that involves a plurality of endogenously constructed interpretive logic of action that are linked through loosely coupled interactive arenas (Pedersen, Sehested et al; August 2010. p.2).” Coordination is seen as network-like process in which shared meaning and more cooperative interactions are considered as core features.

3.3 Theoretical Framework: Relevant Theories

In the historical development of management literature Mary Parker Follett has been known to be a great believer in the all-embracing virtue of coordination and integration. To her, business represented a great institution and the sociological system of individual cooperation. Follett’s intense belief in coordination led her to emphasize a holistic model of coordination.

She identified four principles of coordination for effective management (Urwick and Metcalf 1941.p.297). These principles are as follows:

1. Coordination by direct contact of the responsible people concerned.
2. Coordination in the early stages.
3. Coordination as the reciprocal relating of all the factors in a situation.
4. Coordination as a continuing process.

Coordination by Direct Contact: The first principle of coordination is coordination by contact of the responsible people concerned. Coordination is achieved through direct personal contact with people concerned. Direct face-to-face communication is the most effective way to convey ideas and information and to remove misunderstanding. It denotes control through cross relations between heads of departments instead of up and down the hierarchy. Say, in the case of international relations direct contact means adjustments between nations should be made not through the foreign office but between those who have responsible authority in the matters concerned, that is between the departmental ministers. Scheme for national planning should follow this principle. It provides for direct contact between responsible heads of industry.

Coordination in the early stages: Coordination in the early stages means that co-ordination can be achieved more easily in early stages of planning and policy-making improving the quality of plans. Here direct contact must begin in the earliest stages of the process involving people from the very initial stages of designing a project, managing any task or coordinating any event. Plans should be based on mutual consultation or participation. Such participation at the early stages benefits the organization through increased motivation and morale. Integration of efforts becomes more difficult once the uncoordinated plans are put into operation. Say the head of the production department while forming his policy, meets and discusses with the other heads the questions involved, a successful coordination is far more likely to be reached. Policy forming and policy adjusting are two separate processes. Policy adjustment can not begin after the separate policies have been completed.

Coordination as the reciprocal relating of all the factors in a situation shows the actual process of coordination. All factors in a situation have to be related to one another. This interrelationship must be taken into account in the process of coordination. It encapsulates what happens between the heads of departments in a business or organization. This is like an interpenetration of every part by every other part. Coordination is like a goal never wholly reached. The process of coordination is like interpenetration and it can not be enforced by an outside body. Rather it is by its very nature a process of auto-governed activity.

Coordination is a continuing process means that the machinery for coordination would be continuous. It should not set up for special occasions. Precedents, experiences and formulation of principles require relating the parts. Follett emphasizes the need for a permanent machinery to achieve coordination from planning to activity and from activity to further planning. It has been a continuous, on-going process rather than a once-for-all activity.

Henry Mintzberg's mechanism to achieve coordination

Coordination is a very complex and sensitive management process. Effective coordination requires the ability to diagnose the nature of the problem and the skill to devise appropriate mechanism to cope with that challenge (Huq et.al 1987,p7). According to Henry Mintzberg

the structure of an organization involves two fundamental requirements –the division of labor into distinct tasks, and the achievement of coordination among these tasks (Mintzberg, 1983). Coordination however, proved to be a more complicated affair, involving various means. These can be referred to as coordinating mechanisms, although it should be noted that they are as much concerned with control and communications as with coordination. Every organized human activity—from the making of pots to the placing of a man on the moon rises to two fundamental and opposing requirements: the division of labor into various tasks to be performed, and the coordination of these tasks to accomplish the activity. The structure of an organization can be defined simply as the sum total of the ways in which its labor is divided into distinct tasks and then its coordination is achieved among these tasks.

Henry Mintzberg (1979) identified five mechanisms for effective coordination i.e. 1) mutual adjustment, 2) direct supervision, 3) standardization of work processes, 4) standardization of outputs 5) standardization of skills and knowledge. These mechanisms seem to explain the fundamental ways in which organization coordinate their work. These should be considered the most basic elements of structure, the glue that holds organizations together.

Mutual adjustment is the process of achieving coordination through informal coordination. Mutual adjustment achieves the coordination of work by the simple process of informal communication. Under mutual adjustment, control of the work rests in the hands of the doers. Because it is such a simple coordinating mechanism, mutual adjustment is naturally used in the very simplest of organizations—for example, by two people in a canoe or a few in a pottery studio. Paradoxically, it is also used in the most complicated organisations. Consider the organization charged with putting a man on the moon for the first time. Such an activity requires an incredibly elaborate division of labor, with thousands of specialists doing all kinds of specific jobs. But at the outset, no one can be sure exactly what needs to be done. That knowledge develops as the work unfolds. So in the final analysis, despite the use of other coordinating mechanisms, the success of the undertaking depends primarily on the ability of the specialists to adapt to each other along their uncharted route, not altogether unlike the two people in the canoe.

Direct Supervision

It is argued that as the organization outgrows its simplest state it tends to turn to a second state coordinating mechanism namely direct supervision. Coordination is best achieved by direct supervision of one individual taking the responsibility for the work of others issuing instructions to them and monitoring their actions.

Work process

Coordination is made possible by specifying the work content in rules or routines to be followed. It is achieved by standardization of work processes. Work processes are standardized and work content is specified. Coordination can also be achieved before the work is undertaken. Say, the worker on the automobile assembly line and the surgeons in the hospital operating room need not worry about coordinating with their colleagues under ordinary circumstances that know exactly what to expect of them and proceed accordingly.

Standardization of Output

In the standardization of output the results of the work are specified. Say, taxi drivers are not told how to drive or what route to take; they are merely informed where to deliver their fares. With outputs standardized, the coordination among tasks is predetermined. Coordination with headquarters is done in terms of performance standards.

Standardization of skills and knowledge

Sometimes neither the work nor its outputs can be standardized, yet coordination by standardization may still be required. Coordination is achieved through specified and standardized training and education. The dimension of the performance is specified. Skills and knowledge are standardized when the kind of training required to perform the work is specified. Commonly, the worker is trained even before joining the organization. The workers appear to be acting autonomously, just as the good actor on the stage seems to be speaking extemporaneously. But in fact both have learned their lines well. So standardization of skills achieves indirectly what standardization of work processes or of work outputs does directly: it controls and coordinates the work. When an anesthesiologist

and a surgeon meet in the operating room to remove an appendix, they need hardly communicate; by virtue of their training, they know exactly what to expect.

It is argued that under specific conditions, an organization will favor one coordinating mechanism over the others. It also suggests that the five are somewhat substitutable; the organization can replace one with another. These suggestions should not, however, be taken to mean that any organization can rely on a single coordinating mechanism. Most, in fact, mix all five. At the very least, a certain amount of direct supervision and mutual adjustment is always required, no matter what the reliance on standardization.

This study will use an analytical framework which has mainly been developed from Follett's theory of coordination and Mintzberg's (1979) mechanisms of coordination. **Trust** has also been used as an independent variable which has been taken from the domain of bureaucratic culture. Bureaucracy as a form of organization has been recognized as a powerful instrument to bring people together to perform a variety of tasks. Smith (1974) defines bureaucratic culture as the historical environment seen from within and stresses bureaucrats' orientation towards a) political system and b) political action. It has been stated that **bureaucratic culture** means patterns of behavior that reflect the totality of certain distinctive values, assumptions, beliefs sentiments and attitudes shared by members of a bureaucracy (Khan 1998.P.33). However, the internal context of bureaucracy refers to interpersonal relationship within the bureaucracy. It is mainly associated with power and authority relationship, organizational commitment, **trust** and autonomy of the bureaucrats (Jamil, 2007.p.189-190).

Trust has been recognized as an important mechanism in intergovernmental relationships. It is often viewed as a mechanism of coordination and control in inter-organizational relations. It is a social phenomenon which makes work within organization easier and collaboration among organizations possible (Sydow, J.p.31cited in Lane and Bachmann, 1998). It has also been pointed out that "[...] in a world of increasing uncertainty and complexity, flat hierarchies, more participative management styles and increasing professionalism, trust is thought to be a more appropriate mechanism for controlling organizational life than the hierarchical power or direct surveillance"(Sydow, 1998). Trust at both interpersonal and inter-organizational level has to play a vital role to ensure a cooperative work environment. It is, therefore, a crucial factor in policy coordination and a necessary precondition for higher level

of policy performance. Trust is defined in different ways. But it has been very difficult to get a definition universally accepted.

Fukuyama (1995) claims that a nation's ability to compete is conditioned by a single, pervasive cultural characteristic: the level of trust inherent in a society (cited in Lane and Bachmann, 1998.p.1). Trust is like a lubricant that helps the organizations to function smoothly (Fukuyama 2000).He advocates a social deterministic approach to understand the concept of trust. Trust is defined as “the expectation that arises within a community of regular, honest and cooperative behavior, based on commonly shared norms, on the part of other members of the community”. Trust, as he analyses, originates and sustains through voluntary association of civil society within the framework of shared norms, such as truth telling, good intention, reciprocity and competence. Hardin (2006) speculates that the more we trust each other, the better we are able to cooperate. Giddens (1990) defines trust saying that trust may be defined as confidence in the reliability of a person or system, regarding a given set of outcomes or events , where that confidence expresses a faith in the probity or love of another, or in the correctness of abstract principles(cited in Lane and Bachmann1998.p.35).

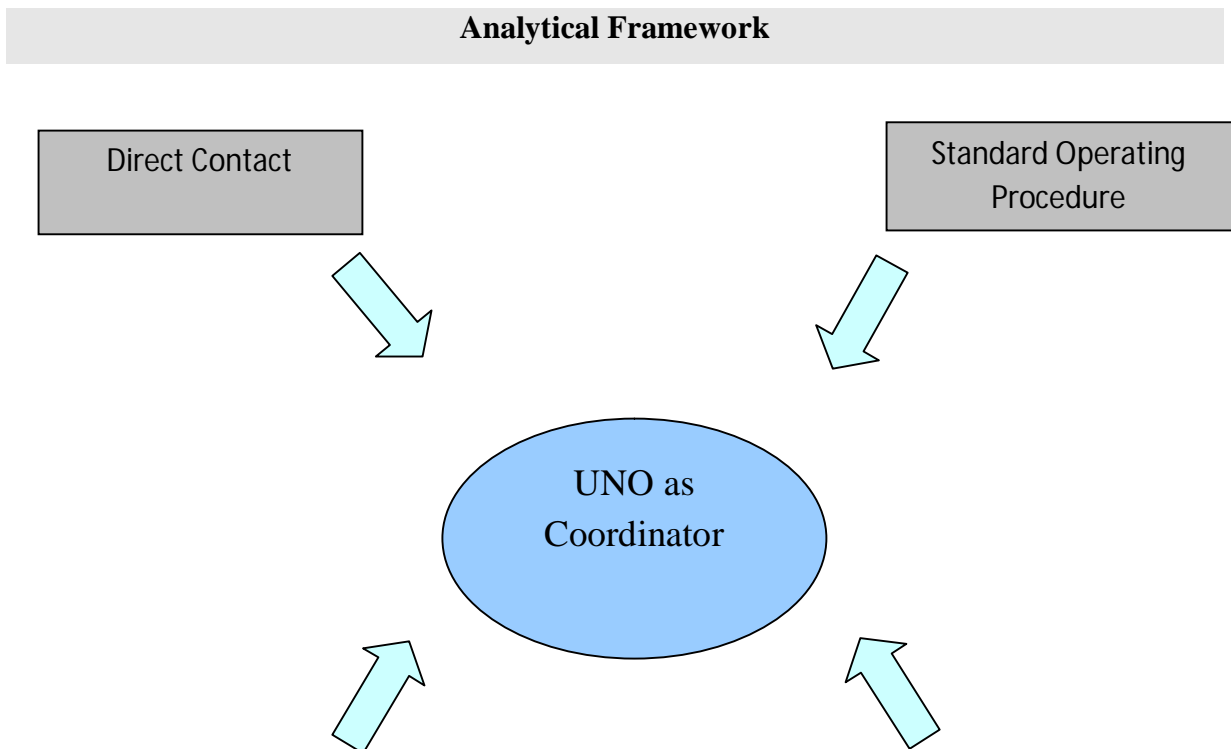
Luhmann (1979) gave an insightful definition of trust. He explains the notion of trust by reference to the social function it performs. For Luhmann trust is a mechanism by which actors reduce the internal complexity of their system of interaction through the adoption of specific expectations about the future behavior of the other by selecting amongst a range of possibilities. He points out that people make predictions and have expectations regarding the behavior of others and if these predictions and expectations are materialized, people trust others. Luhmann is concerned with public trust or confidence in the authority, reliability and legitimacy of political power, money and legal system and other cultural systems (Lewis and Weigert 1985.p.974 cited in Lane and Bachmann1998.p.16). However, the analytical framework will use trust as a component drawn from the domain of bureaucratic culture. Luhmann's concept of trust is also used to explain its relation with the process of coordination at Upazila administration.

Link with Theories

The analytical framework has been drawn up to explain the role of the UNO as coordinator in existing process and practices of coordination in Upazila administration in Bangladesh. *Standard Operating Procedure (work processes) and Supervision* have been taken from Mintzberg. *Direct Contact* has been taken from Follett's theory of coordination. Trust has been derived from bureaucratic culture. *Trust* has been viewed as a mechanism of coordination and inter-organizational relations. It facilitates interpersonal relation and thus facilitates the process of coordination. In this study trust is defined as confidence, cooperation and performance in the authority of the UNO facilitating the process of coordination from the perspective of other Upazila based officers.

3.4 Analytical Framework

The analytical framework has been developed to analyze the role of the UNO in coordination process at Upazila administration in Bangladesh. It is also intended to establish the relationship between dependent and independent variables and relate them with the broad theoretical perspective.



Supervision

Trust

Figure: 1 Analytical Framework

Variable Indicator Linkage

Independent Variable	Indicator	OVI
Standard Operating Procedure Hypothesis: More the conducive standard operating procedure , the higher the coordination.	Job specification/charter of duties Existence of act, rules and manuals etc. Coordination Committee/ Inter-departmental Committee	Compliance rate Sanction/Department actions taken Resolution/meeting minutes Feedback
Direct contact Hypothesis: More the direct contact, the higher the level of coordination.	Nature of interaction Informal communication/contact Meeting	Correspondence rate Consultation over telephone/meeting in clubs/ tea table discussion Meeting minutes
Supervision Hypothesis: More the supervision, the higher the level of coordination	Supervision Inspection Visit	Supervision Inspection reports Visit reports.
Bureaucratic Culture <ul style="list-style-type: none"> • Trust Hypothesis: The higher the level of trust, the greater the extent of Coordination.	Cooperation Confidence Performance	Cooperative actions Degree of confidence Extent of performance

3.5 Operational Definition of Variables In order to assess the level of coordination between the UNO and other Upazila based officers the study takes UNO’s role as coordinator as

dependent variable and Standard Operating Procedure, Direct contact, Supervision and Trust as independent variables.

UNO as Coordinator: In this study coordination refers to the interactive relationship between the UNO and other Upazila based officers which contribute to achieving the objectives of the organization i.e. smooth implementation of the policies/programs/projects of the national government at the Upazila level. UNO as Coordinator is here used as a dependent variable. The UNO is an officer with the rank of senior assistant secretariat from BCS (administration) Cadre appointed by the Ministry of Public Administration to serve as a representative of national government whose main role is to coordinate with other functionaries of the Upazila.

Standard Operating Procedure:

Standard Operating Procedure refers to rules and procedures including coordination meeting/interdepartmental meeting, charter of duties of the UNO and other Upazila based officers which facilitate the coordinating role of the UNO in Upazila administration. It also refers to acts, manuals, circulars, and instructions, routines, decisions, precedents and conventions and directives specifying allocation of duties and functions among the officers contributing to achieving coordination in Upazila administration.

Direct Contact:

Direct Contact refers to informal as well as direct formal communication between the UNO and other Upazila based officers through committee, inspection and field visit to oversee and monitor the actions of the officers issuing instructions and orders for enhancing coordinating role of the UNO in Upazila administration.

Supervision:

Supervision refers to both the communication between the UNO and other officers as well as the Upazila level officers and their higher authorities from district to ministries in the form of

coordination meeting, inspection and field visit to oversee and monitor the progress of the development activities and actions of the officers through issuing instructions and orders.

Trust:

In this study trust has been defined as confidence, cooperation and performance in the authority of the UNO which contribute to enhancing the role of the UNO as coordinator from the perspective of other Upazila based officers. Trust has been viewed as a mechanism by which actors reduce internal complexity of their system of interaction through the adoption of specific expectations.

Chapter: 4 Evolution of the office of the UNO and Upazila

4.0: Introduction

This chapter is intended to introduce the evolution of the office of the UNO and Upazila. The researcher also felt it necessary to give an understanding of Upazila and the evolution of the office of the UNO before analyzing the role of the UNO as coordinator from the perspective of other Upazila officers in Bangladesh.

4.1 Evolution of the Office of the UNO

The UNO plays an important role in coordinating with other departmental officers in Upazila administration in Bangladesh. The UNO is perceived to be the lineal descendent of the Circle Officer. The Circle officer was usually a junior member of the provincial civil service. He worked under the guidance and supervision of the SDO, DC and Commissioner. He served as a direct link between subdivision and the circle. The Circle Officer was created to “watch over, guide and supervise” the working of the union boards. He also served as an all-purpose officer at the thana level. Circle officers were originally intended to supervise the administration of the local areas under the Bengal Village Self-Government Act of 1919⁷. On the basis of recommendations of The Bengal District Administration Committee of 1913-

⁷ The Act later on repealed under the Basic Democracies Order 1959.

1914⁸. Circle Officers were first appointed under the legal framework of 1919 Act. The Bengal District Administration Committee of 1913-1914 drew some problems to the notice of the Government:

“... the only representatives of the Government with whom the people come into contact outside the courts and offices at headquarters, are the thana police, who are neither a popular agency nor a suitable link in the chain between the people and the district officers”.

“ The proposed system (the circle system) is one of great administrative importance, for it contemplates the creation, not only of a village organization which it may be possible to utilize as the basis of real Local Self-Government in Bengal but also of a supervising local agency, without which no village system can ever be expected to work satisfactorily”⁹.

Under the British administrative system there was no institution at the thana level to oversee rural administration. The Government felt the need to develop a system at the thana level to supervise rural administration and to develop a link between the district administration and rural administration. The Government divided a district in Bengal into a number of sub-divisions and Sub-division was the lowest tier of field administration. The Sub-divisional Officer (SDO) was the lowest executive officer. In fact, there was no executive agency in the thanas and hence it became difficult for the SDO and district administration to maintain close contact between district administration and rural administration. As a result, the interests of the rural people could not be met and rural development could not make any headway. The Levinge Committee (1913-1914) officially known as the Bengal District Administration Committee observed that the government was out of touch with local conditions and the Local self-Government had neither the supervision nor responsibility to make it a success (Sultan 1974, p.3). It also recommended for provision of a lower subordinate officer to serve as a link between district administration and rural people. The Government of India took the matter up in earnest with the British Government and did some exchanges of letters between the Government of Bengal and the Government of India and His Majesty's Government, the Secretary of State for India in London.

⁸ S.G.Hart, Self-government in Rural Bengal Calcutta: M.G.Sarker & Sons, 1927.

⁹ Government of Bengal, Bengal District Administration Report, and 1913-1914(Calcutta: Bengal Secretariat Press, 1915, Arts 28 & 29, part 1. pp.18-19.

The Governor-General of India-in-Council approached the Secretary of State for India in a letter dated 7.08.1913 for the creation of forty additional posts of Sub-Deputy Collectors in Bengal for three specific purposes, i) provision for an agency for better supervision of police, ii) development of the Panchayat system, iii) formation of a link (other than police) between the district administration and people. In Bengal Police was the only link between the district administration and the village people. As there was no agency for the supervision of Panchayat, panchayat system did not make much success. The letter highlighted that appointment of forty additional Sub-Deputy Collectors would develop into a regular system of Circle Officers and they could be given miscellaneous duties. In reply to the request by the Government of India, the Secretary of State gave serious consideration and decided to sanction the posts. He telegraphed his approval on 15th October 1913¹⁰.

The original functions entrusted to the Circle Officer were summed up in the then Chief Secretary's letter to the Government of India in 1913:

“His primary function will be of course to watch over and guide the presidents in their official business; it is of greatest importance that the Circle Officer should realize that these functions are not to be performed in a formal and official manner, which would inevitably result in frictions when dealing with an honorary non-official agency. It will be for him to establish friendly relations with the presidents, and to deal with them as far as possible, in a personal manner and on a footing of equality.”

The functions in respect of which he will be required to exercise supervision and to act as the direct official superior of the presidents and his channel of communication with the higher authorities may perhaps be enumerated as following:

1. The assessment and collection of *chaukidari* tax.
2. Reports on birth and deaths.
3. Reports on epidemics, whether affecting human beings or cattle.

¹⁰ Government of Bengal, Proceedings of Government of Bengal in the political department (Police) for the month of December, 1913 (Calcutta: Bengal Secretariat Press, 1913), pp. 103-104 (cited in Anisuzzaman 1963, p.16).

4. The conduct of statistical enquiries, the dissemination of agricultural information, the collection of information required by the government on these or other matters, and the holding of such special enquiries as government may direct.
5. The inspection of schools, dispensaries and pounds and the submission of reports upon them.
6. The supervision of tanks, wells and village roads.
7. The supervision of public roads and casements in a general and formal manner.
8. The service of processes.
9. The investigation of complaints under section 202, criminal procedure code.
10. The supervision of records of maintenance in districts where the maintenance system is in force.
11. Inspection of boundary marks in cadastrally surveyed area,(rule 160 of Chaukidari Manual).
12. The quarterly payments of *chawkidars*".

The above functions continued to be the main functions of the Circle Officer. After the Second World War and Great famine in 1943, the Circle Officer managed relief operations and development works for union boards. As the supervising official of the union boards the Circle Officer supervised development works and reported to higher authorities about their progress. After independence in 1947 the Circle Officers began to play a significant role in development works of the nation.

The Rowland's Committee of 1944 recommended that there should be one Circle Officer for each Thana and his/her main functions should include planning development work of his circle and coordinating the activities of technical officers working within this area. Under the influence of Basic Democracies System the Circle Officer was entrusted with the task of coordination and this has created grounds for inter-departmental jealousy (Anisuzzaman 1963, p.10). As of January of 1962, the Provincial government made a significant change in the structure and composition of the Circle. Under this reorganization of administration at the thana level, one Circle Officer was assigned to each thana for the specific purpose of "supervising union councils, the basic democratic institutions at the grassroots". Circle

Officers were appointed by Provincial Public Service Commission on an open competitive examination. Later on a new cadre of Circle Officers (Development) was created in the East Pakistan Civil Service (Executive) Class II. There are now as many Circle Officers as there are thanas in East Pakistan- a total of four hundred and thirteen.¹¹ The former Circle Officers were transferred to general duties (Magistracy) and belonged to East Pakistan Civil Service (Executive) Class I. The Circle Officers (Development) was entrusted with the task of supervising unions and assisting thana council in execution of its affairs. In collaboration with basic democrats they had to boost rural development works.

Under the Basic Democracies Order 1959 the Thana Council was created as a system of decentralized system of government and was empowered with the task of coordinating with other departmental officers in the Thana Council. The Sub-divisional Officer and the Circle Officer (Development) acted as the chairman and the vice-chairman of the Thana Council respectively. The members of the nation-building departments were made official members and the elected chairmen of the union councils were made non-official members of the Thana council. As vice-chairman and secretary of the thana council the Circle Officer (Development) was responsible for planning, organizing, coordinating and controlling the development projects of the thana. The Circle Officer had to play an important role in coordinating the officers of nation building departments for rural development. Thus the Circle Officer served as a link between the government and the rural people.

However, after the emergence of Bangladesh as an independent state the system of thana council continued. During Ershad regime a radical change occurred in thana administration. The government upgraded thana as Upazila with regulatory and development functions following the recommendations of Committee for Administrative Reorganization/Reform (CARR) in 1982. The basic structure of Thana Council remained unchanged but it was placed under the control of a directly elected chairman. All functionaries at the Thana (now Upazila) level of government were placed under the administrative control of the chairman of the

¹¹ Government of East Pakistan, Home (G.A. & Appu.) Department's memo no. GAVIII/1236(90) dated, Dacca, December 23, 1961.

Upazila Parishad.¹² The chief executive officer was also named as Upazila Nirbahi Officer (Ali, Shawkat 1986, p.37). Upazila Nirbahi Officer (UNO) acted as the head of civil administration. Under the Local Government Law the UNO acted as chairman of the Upazila for about two years till the Chairman was elected. In the present context the Upazila parishad is functioning under the elected Upazila chairman and the UNO acts as secretary of the Upazila Parishad. The UNO assists the chairman in execution of the development programs of the Upazila. He/she has to coordinate all the retained as well as transferred subjects of the Upazila. He/she is to assist the chairman is supervising all development activities of different departments in the Upazila. The UNO is to ensure that the government directives of Upazila administration are followed and perform such other functions as may be entrusted to him by the Government or the Chairman or as may be conferred on him by the government under any law. Thus the UNO has been a functionary responsible both for subjects transferred to the Upazila parishad and those retained by the Government (Ali, Shawkat 1986, p.104). It was observed that the UNO acts as the principal agent of the central government at the Upazila level and is responsible for law and order and other regulatory functions not specifically assigned to any other agency (Faizullah, M., 1987, p.20).

4.2 Evolution of the Upazila

Upazila is an important tier of field administration in Bangladesh. From administrative point of view Bangladesh has been divided into seven divisions. Under each division there are some districts and in each district there are some Upazilas. In the Upazila there are some unions. There are about 17 nation building departments in the Upazila. These departments are implementing the policies/programs/projects of the central government. An officer of BCS administration cadre with the rank of senior assistant secretary is posted as Upazila Nirbahi Officer (UNO). As a representative of national government the UNO is entrusted to coordinate with the development activities of the nation building departments in the Upazila. In the context of Upazila Development Coordination Committee the UNO acted as member secretary of the Upazila whereas the UP chairman acted as chair in the coordination meeting according to alphabetical order of their names. In the existing Upazila Parishad the Upazila

¹² Government of Bangladesh, Cabinet Division Resolution of May, 1985.

chairman acted as the chair in the Parishad meeting and the UNO served as secretary of the Parishad. Upazila parishad was established through the Local Government (Upazila Parishad and Upazila Administration reorganization) (Second Amendment) Ordinance 1983. Upazila parishad was made representative body consisting of chairman of union parishad, one elected chairman and women members and official members without any voting right. The other departmental officers are placed under the administrative control of the Chairman. But they are also accountable to their respective district level officers as they worked as technical reporting officers. It means that the operational control is vested in the Chairman whereas technical control lies with their departmental officers at the district level. However, the present study deals with Upazila as field administration unit under the framework of Upazila Development Coordination Committee not in the context of existing Upazila parishad.

The Upazila comes from the outcome of gradual transformation of Thana which dates back to the Bengal Regulation of 1792. Under this regulation each district was divided into several police stations known as Thana. Thana was mainly created to maintain two functions such as collection of revenue and maintaining law and order. The average area of the thana was 100-200 square miles. There were some constables; *havildar*, *subedar* and a sub-inspector in the thana. The thana was also divided into a number of unions. The unions were run by a union committee composed of a chairman and members elected by the people. The union committees maintained village police called *chawkidars* under a *Dafadar*. With the passage of time, thana underwent a series of changes. In between thana and district Sub-division was also created in 1859 and the sub-division was headed by the Sub-divisional Officer. In 1911 another unit of administration below Sub-division named *Circle* was created. The Circle Officer was entrusted with the task of supervising and providing guidance to the Union Panchayet.

Under the Basic Democracies Order in 1959 the government also adopted decentralized system of government at the thana level. A junior gazetted officer designated as Circle Officer (Development) was posted in each thana (Ali, 1995, p.56). All nation building departments posted their officers in the thana. The thana complex was constructed to facilitate cooperation and coordination among the nation building departments of the thana. The thana council was

constituted with all the chairman of the Union parishads and thana level officers as members. As chairman of the thana Council the Sub-divisional Officer (SDO) presided over the meeting of the council and the Circle Officer (Development) acted as the vice-chairman of thana parishad. In 1969 thana magistrates were also posted in 54 thanas.

For the Circle Officer the thana Council became an important channel of interaction and communication. Later on, the concept of Thana was strengthened with the introduction of four programs by Comilla Academy i.e. i) Thana Training and Development Centre (TTDC), ii) Rural Works Program (RWP), iii) Thana Irrigation and iv) Cooperatives. It has been argued that because of poor coordination mechanisms these programs failed to provide real services to people (Sultan 1974, p12-30; Schroeder1985, p1137). The Comilla model made an attempt to establish horizontal coordination among the four components and the vertical coordination of villager's institutions with government departments. Thana Training and Development Centre (TTDC) emerged as the centre of inter-departmental coordination. With the creation of TTDC in 1963 many nation-building departments of the central government and their officials were placed at the Thana level (Wahab1996, p.14). After emergence of Bangladesh as an independent state, thana council system continued. During Zia regime no significant change occurred except in terms of creating parallel bodies at thana and village levels.

The Government, however, realized that proper coordination among the officials at various levels is essential for efficient and speedy implementation of development programs and projects. The government issued a directive outlining the administrative arrangement of coordination forming Development Coordination Committee at division, district and thana levels.¹³ The Circle Officer (Development) was made chairman of Development Coordination Committee at the Thana level. The senior officers of all the departments were made members of the coordination committee. The functions of the Committee included, among others, the following:

- a. Overall coordination and monitoring of all development programs and projects under implementation in their respective jurisdiction;

¹³ Cabinet Division, Government of People's Republic of Bangladesh. Memo No.CD/DA/1(3)/76-154(1000) dated, April,13,1982./173

- b. Resolution of all inter-department/inter-agency coordination problems which may impede the pace of execution of projects and programs;
- c. Inspection of projects and suggest measures for removal of bottlenecks so as to accelerate their execution;
- d. Review progress of implementation-both financial and physical –of all development projects and programs and appraise the socio-economic effects of such projects and programs.

However, the committee may call for any report in respect of any development projects from the concerned offices. It may inspect any development project in their respective jurisdictions. Decisions of the committee shall be implemented by concerned functionaries at respective levels.

During Ershad regime a significant change was made in reorganizing the local government system. Following the recommendations of Committee for Administrative Reorganization/Reform (CARR) in 1982 the century-old administrative unit called sub-division has been eliminated and Thana has been upgraded as Upazila¹⁴ with regulatory and development functions. The basic structure of Thana Council remained unchanged but it was placed under the control of a directly elected chairman. All functionaries at the Thana (now Upazila) level of government were placed under the administrative control of the chairman of the Upazila Parishad.¹⁵ However, the government retained regulatory and major national development activities. The UNO had to act as chairman of the Upazila parishad for nearly two and a half years during November 1982-May 1985 (Ahmed, Tofael 1987, p.63). The services of officers dealing with transferred subjects were placed under the Upazila parishad. Officials could participate in the parishad decision-making, but they did not have any voting rights (Alam et al., 1988.p.69).

After Upazila election, Upazila parishad acts as coordinating body for all activities at the Upazila level. The Upazila Chairman was empowered to coordinate all the development activities of the Upazila parishad. Under this framework the UNO acted as the secretary of the

¹⁴ The Bangladesh Gazette, Extraordinary, October 23, 1982, Circular No. CD/DA-1/1(21)/83-140 dated April 10, 1984.

¹⁵ Government of Bangladesh, Cabinet Division Resolution of May, 1985.

Parishad and assisted the Chairman in executing the policies of the government. The UNO was responsible to the Upazila parishad and assisted him in executing of policies and decisions of the parishad. Again in 1991 the BNP government abolished Upazila parishad promulgating a new ordinance known as The Local Government (Upazila Parishad and Upazila administration Reorganization (Repeal) Ordinance 1991. The government formed a committee called Thana Development Coordination Committee (TDCC) in each Thana (GPRB, 1993). According to this circular Upazila Development Coordination Committee includes three categories of members: all UP chairmen within the jurisdiction of the Thana, (now Upazila) three women UP members nominated by the government and Upazila level officers meaning department heads of the Upazila. This coordination committee meeting was presided over by the UP chairman in turn according to the alphabetical order of their names. The UNO serves as the member secretary of the committee and the concerned MP acts as the advisor to the committee. The committee was empowered with the task of coordinating all the developmental functions in the Upazila¹⁶. In addition to serving as member secretary of the committee the UNO is also entrusted with the task of coordinating the functions of all the departments in the Upazila. However, the committee is entrusted with the following functions:

- To assess the overall development needs of Thana and determine areas/sectors for development activities;
- Resolve inter-union and inter-sectoral conflicts/problems;
- Relate local level plan to national plan;
- Give advice to UP on request on planning and implementing development projects;
- Monitor the progress of various development projects within the Thana;
- Prepare and recommend development projects for its own areas and send them to ZP;
- Carry out other responsibilities fixed by the government from time to time.

In other words, the TDCC/ UDCC would act as a coordinating unit among UP, ZP and other national government functionaries (Siddiqui.K.U 2005, p.102). The AL government enacted the Upazila Parishad (Reintroduction, Repeal and Amendment) Act 2009 keeping the

¹⁶ Cabinet Division, Government of the People's Republic of Bangladesh Memo no Maprabi/Jepra-2/4(4)92-72/1(1956), dated, September, 26, 1993.

provision of MP as advisor. Under this legal framework Upazila parishad is functioning and the UNO acts as secretary of the Upazila parishad.

4.3 Conclusion

This chapter, therefore, discusses the evolution of the office of the UNO and Upazila. This study is focused on UNO's role as coordinator in Upazila administration under the framework of UDCC. However, the next chapter maps coordination processes and practices of coordination of Upazila administration.

Chapter 5: Mapping existing Processes and Practices of Coordination

5.0 Introduction

The purpose of this chapter is to provide an account of the existing processes and practices of coordination in Upazila administration in Bangladesh. The existing processes and practices are examined here from the perspective of the respondents.

5.1 Processes and Practices of Coordination

It has been argued that process issues of coordination include such matters as compliance, conflict, motivation and cooperation (Huda1987). Structure is important but more important is to create conditions that induce people to follow processes and practices in achieving coordination with other Upazila based officers for smooth implementation of the policies/programs/projects of national government. Processes include coordination/ inter-departmental meeting, inspection, supervision and informal contact. On the other hand practices include visit, feedback, and dissemination of ideas in social functions, tour and consultation in decision making in the Upazila level. The study conducted by Ahmad (1991) revealed that parishad meetings (Upazila Development Coordination meeting), committee system and inspection are important mechanisms for maintaining both horizontal and vertical interaction among different agencies involved in Upazila administration. Ahsan(2010) argued that Upazila Development Coordination Committee(UDCC), inter-departmental committee and informal communication are effective mechanisms for achieving inter-departmental coordination in Upazila administration.

Peters (2003) argued that basic processes of coordination are authority, power, information, bargaining, mutual cooptation and norms (Peters 2003 cited in Bouckaert et. al 2010, p.34). Mintzberg (1979) summarized organization theory literature in his well-known book *The Structure of Organizations* and identifies several means of coordination within organizations, including mutual adjustment, direct supervision, and standardization of work processes, output and skills. Later on he added standardization of norms and values as an instrument for coordination. Huq et.al (1987) also identified coordination/inter-departmental meeting, inspection, personal contact and committees as important mechanisms of coordination. Chisholm (1989) argued that although most analyses of coordination are based on hierarchy and the use of formal powers, effective coordination can be achieved by relying upon more informal mechanisms (Bouckaert 2010, p. 47).

In this study *process* refers to mechanisms such as coordination meeting/inter-departmental meeting, supervision, inspection and informal contact and procedural rules including charter of duties of officers through which the UNO achieves coordination with other Upazila based officers for the smooth implementation of the policies/programs/projects of national government in Upazila level. *Practice* refers to informal way of developing interaction between the UNO and other Upazila based officers by means of surprise visit, feedback, and dissemination of ideas in social functions, tour and consultation in decision making process. These practices are followed to facilitate the process of coordination of all development initiatives in the Upazila.

As regards to process of coordination, *coordination meeting* plays an important role in maintaining both vertical and horizontal coordination among the officers in Upazila administration. Thana Development Coordination Committee (TDCC) has been created under an executive order of the government after The Local Government (Upazila Parishad and Upazila Administration Reorganization) Ordinance, 1982 was repealed in 1991. Later on Thana has been renamed as Upazila and the committee was named as Upazila Development Coordination Committee (UDCC). In order to administer administrative and development affairs the UNO was entrusted with the responsibility of overall coordination of development programs and projects of different departments in Upazila administration. It is the forum of coordination between the UNO and other Upazila officers and other members including

Union parishad Chairman. The committee comprised ex-officio members, nominated members and official members. The Union parishad Chairman were the ex-officio members of the coordination committee. Other members are three women members nominated by the government from among the UP members of the Upazila and Upazila level officers. The UNO acted as member-secretary of the Upazila Coordination Committee (UDCC) and the local MP acted as adviser to the Committee. However, the terms of reference (Cabinet Division, 2005, p. 156-157) of the committee are as follows:

- To assess the overall development needs of the Upazila and determine priority sectors for development activities
- Give advice to Union parishad on request on planning and implementation of development projects
- Coordinate/relate local level plan with national plan
- Formulate development plan/projects and send them to Zila parishad
- Resolve inter-union and inter-sectoral dispute/problems
- Monitor the progress of various development projects within the Upazila
- Carry out other responsibility as instructed by the government from time to time.

The Union parishad Chairman preside over coordination meeting by turns according to the alphabetical order of the names. 17 Upazila level officers have been included in the Upazila Development Coordination Committee (Cabinet Division, 2005, p.157).

Coordination process also refers to procedural rules, allocation of duties/charter of duties, responsibilities created to achieve coordination between the UNO and other Upazila based officers. The charter of duties of the UNO can be an important process document to analyze UNO's role as coordinator in Upazila administration. The annexure-ii of the Resolution on Upazila Administration Reorganization contained organizational chart of Upazila administration and charter of duties of the Upazila chairman and Officers. But in the context of coordination committee the UNO is entrusted with the task of coordinating retained as well as transferred subjects in the Upazila. The UNO has been given the responsibility to coordinate administrative and development activities in Upazila administration. The UNO serves as the member-secretary of Upazila Development Coordination Committee. As a

representative of the central government, he/she serves as chief executive of the Upazila administration. However, the charter of duties has been discussed in the context of Upazila Development Coordination Committee, not in the context of Upazila parishad.

The Charter¹⁷ of duties of the UNO is as follows:

1. The UNO serves as the member-secretary of Upazila Development Coordination Committee. He/she will be the chief executive of the Upazila and shall be responsible to the Upazila Development Coordination Committee and assist the committee in implementation of policies and decisions of the Upazila.
2. Assist the committee in supervising all Upazila-level development and administrative work.
3. Assist the committee in preparing a coordinated development of the Upazila and ensure its execution.
4. Exercise powers under section 144 Cr.P.C.
5. Attend emergency duties, such as relief duties following natural calamities, receive stores including food and distribute relief materials as directed by Upazila coordination committee.
6. Protocol duties.
7. Supervise and control revenue and budget administration of the Upazila.
8. Ensure that the Government directives on Upazila administration are followed
9. He/she will be responsible for all training matters of his department within the Upazila and will coordinate all Upazila level training activities.
10. He/she will act as drawing and disbursing officer in respect of officers and staff working directly under him/her.
11. He/she will supervise the activities of the officers and staff working under him/her.

¹⁷ GPRB, 1983. Manual on Thana Administration, Vol 1 p.30. It has been developed with some modifications in accordance with the circulars time to time formulated by the government.

12. Perform such other functions as may be entrusted to him by the Government or the Upazila Development Coordination Committee or as may be conferred on him by the Government under any law.

13. It will be the mandatory duty of the UNO to inspect primary educational institutions located within his/her jurisdiction. He/she may, however, visit secondary schools and colleges also located within his jurisdiction.

The above charter of duties has been taken from the Resolution of Upazila Administration Reorganization with some modifications. Moreover, in the changed perspective, in addition to providing secretarial services to the coordination committee, the UNO also takes effective measures to implement the decisions of the coordination meeting. He/she will coordinate the activities of all the departmental officers in the Upazila. He/she will also supervise all developmental and administrative programs of the Upazila.

As coordinator the UNO has to play instrumental role in administrative, developmental and disaster management activities in Upazila administration. The UNO has to undertake all necessary measures to establish discipline and promote good governance to the people. He/she secures cooperation in performing his or her role as coordinator in Upazila level. There are a good number of committees through which the UNO achieves coordination with other Upazila based officers. In most cases, the UNO becomes the chairman/president of departmental committees and the concerned departmental officer becomes the member secretary.

As chairman of the Upazila Law and Order committee the UNO also plays a significant role in maintaining law and order and peace in the Upazila. He/she has to provide lawful instructions to the officers in charge of the police station as well as the Union parishad chairmen. The UNO is also responsible for conducting public examinations, national, local government elections, to conduct mobile courts etc. Success of the above mentioned tasks need effective coordination between the UNO and other Upazila based officers including law enforcing agency i.e. police. Law and Order Committee is entrusted in maintaining law and order at Upazila level. This committee is assigned to examine the role of police in maintenance of law and order, discuss about law and order situation, take decisions to

improve law and order situation and implement those decisions. He/she has to work as a crisis manager in managing disaster and natural calamities. On the whole the UNO has to coordinate all the development initiatives/programs of all the departments in the Upazila.

Committee system plays an instrumental role in achieving coordination in the Upazila level. Inter-departmental Committees are created for specific purposes of accomplishing the activities of different departments which require being coordinated to achieve the ultimate goal of the program. Such committees involve participation of representatives of different departments who can contribute to the solution of a problem through joint effort. It creates an opportunity of direct interaction and exchange of ideas between the UNO and other Upazila officers. Information sharing can make role and responsibilities more clear and specific. Any confusion about roles and responsibilities can be reduced. It can maintain checks and balance and avoid conflicts and bickering (Ahmed, 1981, p.110). It creates an environment where the officers can develop more interactive relationship which facilitates voluntary coordination. It can facilitate UNO's role as coordinator by adequately strengthening him/her as an effective leader in the Upazila level. Committees comprise a small number of members who can effectively participate in the decision making process. The officers feel confident in sharing valuable opinions in a small forum like committee and they become more participative and cooperative when their opinions are valued in the meetings. It has been argued that committee system as an important mechanism of coordination secures inter-departmental cooperation (Ahmad 1991, p.34). The Divisional Commissioner is instructed to inspect an Upazila bi-monthly¹⁸. On the other hand the Deputy Commissioner has to inspect at least one Upazila once a month¹⁹.

Inspection has been used as an important process of coordination. It stimulates the activities of different departments of the Upazila. Inspection can also be used as an important process to achieve vertical coordination. The senior/higher officers usually inspect the Upazila level offices to examine whether government orders and instructions are properly followed to facilitate implementation process of development interventions in Upazila administration. However, the inspecting officers are instructed to stay at least 6 hours to conduct a thorough,

¹⁸ Cabinet Division, mapabe, je: pro-2/5(52)96-97/11(70), 12 February 2002.

¹⁹ Cabinet Division, mapabe, je: pro-4/2(15)/89-92/795, 03 October, 1992.

in-depth inspection examining files and necessary documents. The Deputy Commissioners are instructed to strictly follow the instructions concerning inspection (Cabinet Division, 2005, p.127). The purpose of inspection is to discover facts, exchange information and take stock of problems faced by the respondents in Upazila administration.

Supervision: Supervision is an important process of coordination. The UNO in most cases supervises the development programs/projects of different departments of Upazila by means of visit and inspection. Through supervision sense of accountability of the officers is maintained. Supervision has been commonly used by the UNO in the study Upazilas.

Practices of Coordination

There are some practices which the UNO follows to maintain coordination with other Upazila based officers at the Upazila level. This study discusses practices of coordination from the perspective of the respondents. These practices include visit/surprise visit, feedback, and dissemination of ideas in social functions, tour and consultation in decision making.

Visit is also recognized as important technique for achieving vertical coordination (Ahmad1991). Visit has been an informal way of coordinating development activities of different departments of Upazila administration. As regards to *feedback* the UNO asked the respondents about their opinions on any issue/project/problem as practice of coordination. It is required to improve the existing level of coordination. The Upazila based officers feel confident when they find that their opinions are valued in the coordination/inter-departmental meetings.

Dissemination of ideas in social functions is another important practice of coordination. The UNO as chief guest attends social functions and disseminate ideas relating to quality services and good governance. He/she requests other stakeholders to participate in the decision making process.

As regards to *tour* the UNO visits development programs/projects to oversee the implementation of development interventions. This practice has not been commonly used by the UNO in Upazila level.

Consultation in decision making process has been followed as a practice by the UNO to have more interactive participation of the officers for effective coordination. This is an important practice commonly followed by the UNO. In the study Upazilas majority of the respondents expressed their opinions that consultation in decision making process facilitates the process of coordination. Through consultation many decisions are taken and the respondents' morale is categorically boosted up.

5.2 Processes of Coordination followed by the UNO

In answering to the questions of processes and practices followed by the UNO the respondents' opinions are discussed here. The role of the UNO has been discussed from the perspective of the Upazila based officers. The study also identifies the existing processes and practices of coordination which the UNO follows in achieving coordination with other Upazila based officers for the smooth execution of policies/programs/ projects of national government in Upazila administration.

Table 1: Processes of Coordination followed by the UNO in the Upazila

n=50

Processes of Coordination	Baliadangi (%)		Kapasias (%)	
	Rarely Practiced	Commonly Practiced	Rarely Practiced	Commonly Practiced
Coordination Meeting	-	100	-	100
Committee system/Inter-departmental committee	4	96	-	100
Inspection	36	64	52	48
Supervision	28	72	36	64
Informal Contact	4	96	-	100

Source: Field data

It has been found that the UNO usually follows some processes of coordination such as coordination meeting, committee system/inter-departmental committee, inspection, and informal contact to maintain coordination with other Upazila based officers in the Upazila level. The study reveals that majority of the respondents were in the view that as process of coordination, coordination meeting (100 percent), committee system/inter-departmental committee (98 percent), informal contact (98 percent) and supervision (68 percent) are commonly used by the UNO. However, there has been a variation in the opinions of

respondents concerning inspection as a mode of coordination. In Baliadangi, 64 percent respondents claimed that inspection has been commonly used as a process of coordination whereas in Kapasia, 52 percent respondents replied that inspection has rarely been practiced as a process of coordination. Baliadangi is smaller than Kapasia in area and population. The UNO has more time to visit/inspect development activities of different interaction. It is assumed that because of small size and better communication facilities the UNO can move different unions to oversee the development works. The smaller the area, the higher the mobility of the UNO is. Hence it has been very convenient for the UNO to do inspection in Baliadangi. Moreover, inter-union communication in Baliadangi is very smooth and easy. On the other hand Kapasia is larger than Baliadangi in area and population and there have been a good number of development initiatives and the UNO has to remain busy with other preoccupations. As it is semi-urban, the UNO has to remain busy more with development and law and order activities and hence can not afford more time in visiting/inspecting development activities of different departments.

5.3 Practices of Coordination followed by the UNO

The respondents have been asked about which practices are followed by the UNO in achieving coordination with other Upazila based officers. The respondents opined that the UNO followed surprise visit, feedback, dissemination of ideas, tour and consultation in decision making as practices of coordination in the Upazila level.

Table 2: Practices of Coordination followed by the UNO in Upazila

n=50

Practices of Coordination	Baliadangi (%)		Kapasia (%)	
	Rarely Practiced	Commonly Practiced	Rarely Practiced	Commonly Practiced
Surprise visit	28	72	32	68
Feedback	8	92	8	92
Dissemination of ideas in Social Function	64	36	72	28
Tour	64	36	92	8
Consultation in Decision-making	-	100	-	100

Source: Field data

It has been found from the study that on average majority of the respondents opined that surprise visit/visit (70 percent), feedback (92 percent) and consultation in decision making (100 percent) have been commonly followed by the UNO as a practice of coordination at the Upazila level. On average tour (78 percent) and dissemination of ideas in social function (68 percent) have rarely been followed by the UNO.

Concerning tour as a practice of coordination a great majority of respondents in both the Upazilas claimed that tour has been rarely followed by the UNO.

5.4 Conclusion: However, this chapter identifies the existing processes and practices of coordination that the UNO follows in achieving coordination with other Upazila based officers. The study finds that the commonly practiced processes followed by the UNO are coordination meeting, committee/inter-departmental meeting, informal contact and supervision. It also reveals that practices like visit/surprise visit, feedback and consultation in decision making are commonly followed by the UNO in achieving coordination with other Upazila based officers. Tour and dissemination of ideas in social functions are rarely used as practice of coordination in Upazila level. The next chapter examines factors facilitating UNO's role as coordinator at Upazila administration in Bangladesh.

Chapter 6: Factors facilitating UNO's role as Coordinator

6.0 Introduction

The Upazila Nirbahi Officer (UNO) plays an important role in coordinating with other Upazila based officers for the smooth implementation of policies/programs and projects of national government in the Upazila level. As a representative of the national government the UNO has to maintain vertical and horizontal coordination through different processes and practices. In this study the role of the UNO as coordinator in Upazila administration has been viewed from the perspective of other Upazila officers. The purpose of the chapter is to analyze the extent to which Standard Operating Procedure, Direct Contact, Supervision and Trust affect coordination role of the UNO in Upazila administration. It is also intended to examine how these factors facilitate the process of achieving coordination between the UNO and other Upazila based officers.

The respondents were asked about the level of coordination between the UNO and other officers, existing processes and practices, factors affecting coordinating role of the UNO, and measures to enhance coordinating role of the UNO in the Upazila administration in Bangladesh. To examine UNO's role as coordinator in Upazila administration both Upazila based officers and Union Parishad chairmen have been interviewed. The study has attempted to assess the level of coordination the UNO maintains with other Upazila based officers.

6.1 A Brief Overview of the Upazilas under Study

This chapter also provides some background information about the Upazilas under study to have an understanding of the context. Data collected from the interview and secondary sources have been furnished with necessary analysis. The findings are supported by secondary source examples keeping in mind with research questions in the study. In order to conduct the study two Upazilas namely Baliadangi and Kapasia have been selected. Baliadangi is extremely rural whereas Kapasia is semi-urban. Moreover, a combination of the rural and semi-urban area may add value and quality of the research.

However, some key information of the Upazilas under study is shown in the following table.

Table 3: Key Information of the Upazilas under Study

Information	Baliadangi	Kapasia
Area	284.12 square km	356.98 square km
Population	1,70298	3,21454
Male	87538	1,62303
Female	82726	1,59151
Union	08	11
Educational Institution		
College	04	06
High School	34	64
Govt.Primary	60	140
Non-Govt.Primary	64	27
Madrasha	29	67
Poverty Map* Poverty Index	34%	39%
Population	59795	131935
Communication		
Asphalted/Pucca Road	55.54 km	174.81

Kacha/Earth Road	457.10	439.18
Bridge/Culvert	805	485
Distance from District	25 km	31 km
District from Capital	465 km	65 km

Source: Information collected from Upazilas under study

* BBS and WB in collaboration with WFP completed Poverty Map in 2009.

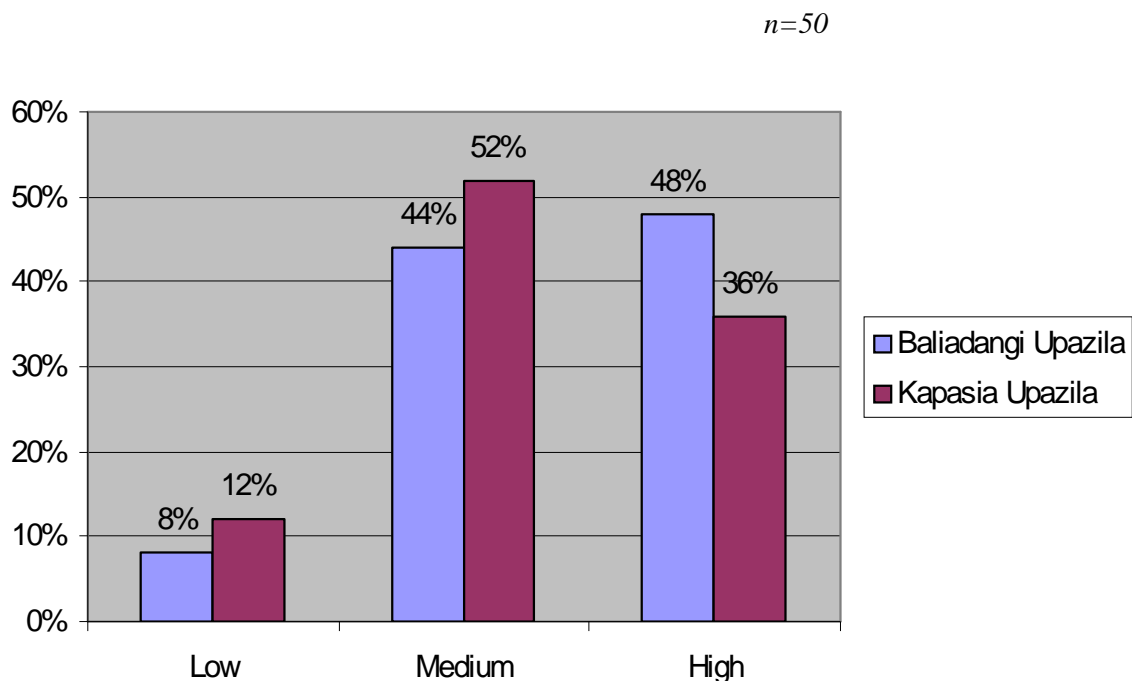
It has been evident from the above table that *Baliadangi* is smaller than *Kapasia* in terms of land area and population. Baliadangi Upazila is 465 km north of Dhaka, capital of Bangladesh, whereas Kapasia is approximately 65 km from Dhaka. The area of Baliadangi is 284.12 square km whereas Kapasia is 356.98 square km. These two Upazilas from two different divisions have been selected for this study. Baliadangi is under the division of Rajshahi. It is extremely rural. There are 8 unions in Baliadangi. On the other hand Kapasia is in the district of Gazipur and is under the division of Dhaka which is about 65 km from the capital. Kapasia is chosen because it is semi-urban. There are 11 unions in Kapasia. It is intended to have easy communication with the centre as it is very near the capital. Baliadangi Upazila is relatively smaller than Kapasia. There has been better inter-union connectivity in Baliadangi than that of Kapasia. However, the general assumption is that there has been a certain level of variation as regards to coordination between the two Upazilas. The smaller the Upazila is, the higher the level of coordination. The rate of literacy in Baliadangi is 41.83 percent whereas in Kapasia it is 56.41 percent²⁰. Mr. Moniruzzaman, the UNO of Baliadangi, belongs to 22nd batch of BCS (administration) cadre. On the other hand Mr. Saroj Kumar Nath, the UNO of Kapasia, belongs to 20th batch of BCS (administration) cadre.

²⁰ Census BBS,2001

6.2 Level of Coordination the UNO maintains as Coordinator

UNO's role as coordinator in Upazila administration has been used as dependent variable in the study. In order to assess the role of the UNO as coordinator the respondents have been asked about the coordinating role/the level of coordination the UNO maintains in achieving coordination with other Upazila officers in Bangladesh. The following table shows the level of coordination the UNO maintains in achieving coordination with other Upazila based officers.

Chart: 1 Level of Coordination in Baliadangi and Kapasia Upazila



Source: Field Data

In answering the question of what level of coordination that the UNO maintains with Upazila based officers majority of the respondents replied that there has been somewhat more moderate level of coordination between the UNO and other Upazila based officers in Bangladesh. However, the above chart shows that in both the study Upazilas on average 48

percent respondents claimed that there has been a moderate level of coordination between the UNO and other Upazila officers. About 42 percent replied that there has been high level of coordination prevailing between the UNO and other Upazila officers. Here scores of options like 'high' and 'very high' have been merged as high in the figure.

From the above chart it has been evident that there has been a slight variation in the level of coordination between the two Upazilas under study. In Baliadangi 48 percent claimed that the UNO maintained a high level of coordination with other officers whereas in Kapasia 36 percent respondents replied the same. In Baliadangi 44 percent respondents answered that the UNO maintained moderate level of coordination with other Upazila officers whereas in Kapasia 52 percent respondents replied the same. It has been assumed that because of small size of Upazila and low preoccupation with other activities the UNO at Baliadangi gets more time to interact through informal communication and face to face contact with other officers. Hence there has been somewhat higher level of coordination between the UNO and other officers in Baliadangi than that of Kapasia. It may to some great extent support the assumption that the smaller the geographical of the Upazila, the higher the level of coordination.

6.3 Factors affecting UNO's role as Coordinator

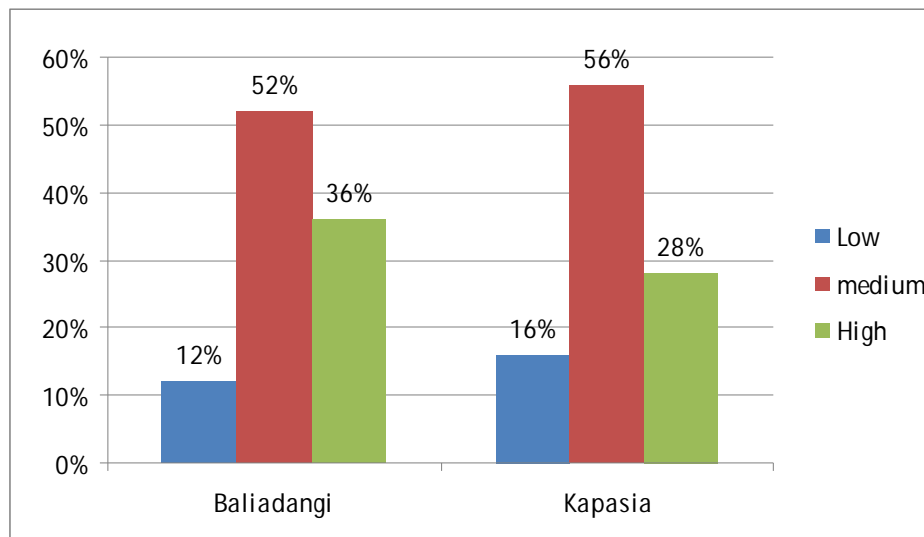
In answering the question about the factors like Standard Operating Procedure, Direct Contact, Supervision and Trust affecting UNO's role as coordinator in the existing process and practice of coordination, the respondents expressed their views in the affirmative. They are also asked to rank the factors affecting coordinating role of the UNO. Under each independent variable the respondents were asked some questions which, in fact, establish the relationship between variable and indicators.

6.4 Standard Operating Procedure

Standard Operating Procedure has been used as an independent variable in this study. Standard Operating Procedure includes charter of duties, coordination committee, inter-departmental committee meeting minutes, rules, regulations, circulars, manuals, instructions which facilitate the process of coordination the UNO maintains with other Upazila based officers. In order to collect information about Standard Operating Procedure affecting UNO's role as coordinator in the Upazila level the respondents were given five options low, very low, medium, high and very high. None responded in favor of very low option. The value of point low, medium and high (high includes very high) is shown in the following graph.

Chart 2: SOP facilitating UNO's role as Coordination

n= 50



Source: Field data

However, the above figure shows that on an average 54 percent respondents claimed that SOP facilitates moderately UNO's role as coordinator in Upazila administration. About 52 percent respondents in Baliadangi replied that Standard Operating Procedure facilitates moderately

whereas in Kapasia 56 percent replied the same. It means that SOP²¹ somewhat moderately affects the role of the UNO as coordinator in Upazila administration in Bangladesh. On the other hand in Baliadangi 36 percent respondents claimed that SOP highly facilitates coordinating role of the UNO whereas in Kapasia only 28 percent replied the same. This finding appears to support Pandey's (2009) view that structured rules facilitate process of coordination. Pandey (2009, p.79) observes that coordination among various departments within an organization largely depends on the extent that rules are clearly specified and everybody is well aware of his or her responsibility. It means that structured rules facilitate the process of coordination.

6.4.1 Conduciveness of Existing SOP

Under Standard Operating Procedure the study has examined the conduciveness of SOP from the perspective of the respondents. The respondents were asked questions no 7, 8, 9 and 10. As regards to conduciveness of SOP about 38 percent respondents opined that the existing SOP has been conducive enough to enhance UNO's role as coordinator in Upazila administration whereas 62 percent respondents claimed that SOP has not been conducive enough to enhance coordinating role of the UNO. The study reveals that SOP needs to be made more specific, self-contained and clear-cut to enhance UNO's role as coordinator in Upazila administration in Bangladesh.

Table 4: Conduciveness of Existing SOP (In percentage)

n=50

Option	Baliadangi	Kapasia	Average
Yes	40	36	38
No	60	64	62

Source: Field data

6.4.2 Charter of Duties of the UNO

²¹ SOP means standard operating procedure which refers to rules and procedures including coordination meeting/interdepartmental meeting, charter of duties of the UNO which helps the UNO achieve coordination with other Upazila based officers in Upazila administration

Charter of duties of the UNO has been an important element of Standard Operating Procedure. It has been observed that under the existing charter of duties the UNO finds difficulties to involve the participation of other officers with public representatives for their bias for immediate gains and pressure for inclusion of favored persons in the project committee (Hye et al 1985 cited in Ahmad 1991). The following table reflects the respondents' view about the appropriateness of existing charter of duties.

Table 5: Appropriateness of Charter of Duties of the UNO (In percentage)

n=50

Options	Baliadangi	Kapasias	Average
Yes	36	28	32
No	64	72	68
Total	100	100	100

Source: Field data

As regards to appropriateness of the existing charter of duties of the UNO the study reveals that about 68 percent respondents replied that the existing Charter of duties has not been effective. During interview when they were asked the reason of Charter of duties not being conducive, they commented that the charter of duties has not been self-contained and clear-cut and the UNO has not been empowered with adequate authority to coordinate with other officers effectively. On the other hand only 32 percent respondents replied in the affirmative. There has been a slight variation in the perception of the respondents regarding their views about appropriateness of charter of duties of the UNO. About 36 percent respondents in Baliadangi opined that the existing charter of duties of the UNO is effective whereas in Kapasia only 28 percent respondents answered the same.

6.4.3 Committee System

Committee system has been viewed as an instrument of Standard Operating Procedure in achieving coordination with other Upazila based officers. It also contributes to enhancing the role of the UNO as coordinator in Upazila administration. In order to examine the extent to which committee system facilitates the UNO's role as coordinator in Upazila administration the respondents were asked question number 9.

Table 6: Committees enhancing UNO's role as Coordinator

n= 50

Options	Total (%)
To some extent	12
A great deal	88

Source: Field data

The study shows that a great majority of respondents (88 percent) expressed their opinions that committee system contributes to enhancing UNO's role as coordinator at the Upazila level. During interview they also commented that in practice only 20 to 25 committees are, in fact, functioning and hence the number of committees needs to be clustered and reduced to a minimum range of 20 to 25 to facilitate better coordination.

Examination of Meeting Minutes of Upazila Coordination Committee

In order to examine the effectiveness of coordination committee in facilitating the process of coordination an examination of coordination meeting minutes of the year 2008 of both the study Upazilas has been done. It reveals that coordination meeting cover a wide range of development activities of different departments and Union parishad. Development projects under ADP received from the Union parishad chairman are submitted to the meeting and after a thorough discussion coordination committee approves the projects. Discussion includes matters relating to submission of development projects, progress of development programs/projects, and formation of project committee and seeking cooperation from each other for the smooth implementation of all the programs. Upazila officers seek cooperation of the Union parishad chairman for preparation/submission of list of beneficiaries of different projects and overall cooperation for the implementation of respective departmental programs. The Union parishad chairman also seeks cooperation from other departmental officers for timely allocation of fund. They also request them to share recent circulars and instructions regarding implementation of projects. The UNO also plays an important role in clarifying the content of circulars and request the officers and the chairmen to implement development

programs in consistent with rule and regulations. He/she also requests them to maintain effective coordination among them. If any officer makes any delay or shows negligence in implementing his/her tasks, the meeting expressed dissatisfaction and caution him/her. On behalf of the committee the UNO requests the concerned officer to do the needful within the stipulated timeline. An example is given here:

In Baliadangi Upazila, the Upazila Education Officer was making dilly-dally in forming management committee of Kalanda Paschim Para Registered Primary School of Vanor Union and Kismat Palashbari Registered Primary School of Barapalashbari Union. The issue was raised in the meeting by the concerned Union parishad chairman and the UNO asked the Education officer to take immediate measures to form management committee. The meeting expressed dissatisfaction against the attitude of the UEO regarding his delay in taking measures for forming management committee. The UNO also provides directives to the Education officer for quick disposal of the matter.

6.4.4 Sanction measures for Violation of Coordination rule/instruction:

However, the respondents were also asked about the types of sanction measures are usually taken by the UNO if anyone violates any rule/instruction for coordination. About 44 percent respondents in Baliadangi and 32 percent in Kapasia answered that show cause and warning is least frequently used. About 66 percent respondents in Baliadangi and 72 percent in Kapasia replied that the UNO calls for the person and caution him/her not to do it again. This measure has most frequently been used. This is a cautionary measure of informal/unwritten nature. It is like a warning of informal nature.

Table 7: Sanction measures for violation of Coordination rule/instruction

(In percentage)

n=50

Options	Baliadangi	Kapasia
Show cause	44	36
Warning	44	32
Suspension	0	0
Proceeding	0	0

Others(Specify): Caution/informal warning	66	72
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Source: Field data

From the table it has been evident that the UNO does not have adequate power and authority to take punitive measures against other Upazila based officers in case of violation of any rule/instruction for coordination. The study reveals that the UNO usually takes cautioning measure and during interview it is claimed that the UNO does not have any power to suspend or draw proceeding against any officer who violates decision or rule of coordination. It has been a paradox that the UNO has been made representative of the national government but has not been empowered with proper authority to compel others to follow decisions or instructions of coordination.

6.5: Direct Contact

Direct Contact has been used as an independent variable to establish relationship with the dependent variable UNO's role as coordinator in the study. The respondents were asked about to what extent direct contact affects/facilitates UNO's role as coordinator in Upazila administration. Some more questions like whether informal communication facilitates coordinating role of the UNO, how informal communication takes place, how often the respondents interact with the UNO about their departmental/UP work and whether their feedback/opinions are valued in coordination/departmental meeting in the Upazila level. The opinions of the respondents are shown below:

Table 8: Direct Contact facilitating UNO's role as Coordinator (in percentage)

n=50

Options	Upazila		Average
	Baliadangi	Kapasia	
Low	8	8	8
Medium	32	44	38
High	60	48	54

	100	100	100
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Source: Field data

It has been found from the field data that in both the study Upazilas 54 percent respondents opined that direct contact facilitates highly UNO’s role as coordinator. Only 38 percent respondents answered that direct contact moderately facilitates the coordinating role of the UNO. In Baliadangi about 60 percent respondents claimed that direct contact highly facilitates UNO’s role as coordinator whereas in Kapasia 48 percent answered the same. Direct contact has been established through meeting, informal communication and discussion /consultation on any issue with the UNO. Through direct contact face-to –face communication is also achieved. It enhances a common understanding through exchange of information, sharing of experiences and ideas. It has been assumed that in Baliadangi the UNO has more direct face to face contact with other Upazila based officers than the UNO in Kapasia. It is because of small area, well-communication system and inter-personal communication. The study reveals the fact that direct contact has a very positive role to facilitate effective coordination between the UNO and other Upazila based officers.

6.5.1 Informal Communication facilitating UNO’s role as Coordinator:

As regards to informal communication a great majority of respondents about 92 percent respondents replied in the affirmative that informal communication facilitates UNO’s role as coordinator in the existing process and practice of coordination in Upazila administration. The UNO needs to maintain informal communication and show mutual respect to other Upazila officers to ensure their cooperation and coordination. Informal communication increases opportunities for better mutual understanding and makes it easier to promote interactive relationship between the UNO and other Upazila officers. However, the respondents’ perception about informal communication is shown in the following table:

Table 9: Informal Communication facilitates UNO’s role as Coordinator

n=50

Options	Total (%)
Yes	92
No	8

Source: Field data

A great majority of respondents 92 percent highlighted the importance of informal communication in enhancing coordination between the UNO and other Upazila based officers. Informal communication is achieved through telephone, tea table discussion, meeting in the clubs and family get togetherness. Of them telephone and tea table discussion are more frequently used. About 95.8 percent ($n=48$) respondents claimed that telephone is used as a means of informal communication between the UNO and other Upazila officers whereas 62.5 percent responded in favor of tea table discussion.

6.5.2 Frequency of interaction between the UNO and other Upazila Officers

As regards to informal communication Organizations operate informally as well as through a formal hierarchy (Cohen, 1988, p.148). In order to get things done informal communication is important. An organizations formal communication is a tiny portion of its total communication. Regarding the frequency of interaction between the UNO and other Upazila based officers in respect of departmental/official work, respondents had to interact with the UNO once a week (33.33 percent), twice a week (15.55 percent), fortnightly (27.08 percent) and once a month (25 percent). The following table shows frequency of interaction between the UNO and other Upazila based officers:

Table 10: Frequency of interaction between UNO and other Upazila Officers

(In Percentage)

$n= 48$

Options	Baliadangi	Kapasia	Average
Once a week	41.66	25	33.33
Twice a week	16.66	12.50	15.55
Fortnightly	25	29.16	27.08
Once a month	16.66	33.33	25
Total			100

Source: Field data

It has been evident from the table that there has been a slight variation of frequency of interaction in the option 'once a week'. In Baliadangi 41.66 percent respondents replied that

they had to interact once a week with the UNO about their official/departmental work whereas in Kapasia only 25 percent responded the same. It is assumed that the officers have a very good understanding among themselves because of their association with officers' club activities and stay in the duty station. Kapasia is very near the capital and the officers' children in most cases are studying in Dhaka. Hence they have to frequently move from duty station to the capital. As a result, they can not make frequent interaction with the UNO for their departmental/official work.

6.5.3 Value of Feedback in Coordination/Inter-departmental Meeting

The respondents have face to face contact with the UNO and other Upazila based officers in the coordination/interdepartmental meeting. The respondents were asked whether their opinions are valued in the coordination/interdepartmental meeting. As regards to the respondents' opinions/feedback being valued in the coordination/departmental meeting, about 88 percent respondents replied in the affirmative. It indicates that the respondents' opinions/feedbacks are valued in the decision making forums like coordination meeting and other inter-departmental meetings in the Upazila.

Table 11: Value of Feedback in Coordination/ Inter-departmental Meeting

n = 50

Options	Total (%)
Yes	88
No	12
Total	100

Source: Field data

From the above analysis it has been found that the respondents have direct face to face contact through meetings and their feedback/ opinions are valued in coordination/inter-departmental meetings. The respondents feel important and it fosters reciprocal respect, reduces complexity in reaching decision which ultimately enhances UNO's role as coordinator in the Upazila level. It generates a cohesive understanding between the UNO and other Upazila based officers which facilitates improved coordination among them. Hence the hypothesis 'More the direct contact, the higher the level of coordination may be said to be supported by the findings.

6.6 Supervision

Supervision has been used as an independent variable in this study. Under supervision some questions were asked to the respondents keeping in mind with the indicators developed to analyze how supervision affects the level of coordination the UNO maintains with other Upazila based officers. As regards to supervision the respondents were asked to get their opinions whether it facilitates the coordinating role of the UNO at the Upazila level. The following table shows that how supervision facilitates UNO's role as coordinator in the Upazila. The relationship between supervision and UNO's role as coordinator are analyzed from the perspective of the respondents.

Table 12: Effect of Supervision on UNO's role as Coordinator (in percentage)

n = 50

Options	Upazila		Average
	Baliadangi	Kapasia	
Low	4	4	4
Medium	36	48	42
High	60	48	54
	100	100	100

Source: Field data

The above table shows that on average 42 percent of the respondents mentioned that supervision, in general, moderately and 52 percent highly affects the role of the UNO in achieving coordination with other Upazila based officers. Again in Baliadangi 36 percent respondents replied that supervision affects coordination moderately whereas in Kapasia only 48 percent replied the same. In Baliadangi 60 percent respondents claimed that there has been a high level of supervision whereas in kapasia only 48 percent answered the same. There has been a slight variation in the perceptions of the respondents regarding the extent to which

supervision affects coordinating role of the UNO. It has been assumed that because of close proximity and good inter-union communication the UNO finds it convenient to visit Baliadangi and supervise the development activities of other departments in the Upazila.

Moreover, as regards to supervision four questions were asked to the respondents like whether superior/higher officials inspect their office, whether Upazila officers undertake follow up actions in the light of inspection reports, how often the UNO visits their departmental programs/projects.

6.6.1 Supervision facilitating the process of Coordination

In response to the question ‘whether supervision, in general, facilitates the process of coordination’ 88 percent respondents replied in the affirmative. The following table shows the opinions of the respondents about whether supervision facilitates coordination process.

Table 13: Supervision facilitating the process of Coordination

n=50

Option	Percent
Yes	88
No	12
Total	100

Source: Field data

6.6.2 Frequency of Inspection by the Seniors/superiors

Inspection of offices by senior officers is one of the important means of vertical coordination. It has been observed that routine inspections have registered a dramatic fall since the inception of Upazila. (Huq et.al 1987, p.61). As regards to the question how often superior/senior officers visit their office, 38 percent officers replied that senior/superior officers visit their offices quarterly. Only 25 percent respondents claimed that the senior officers inspect their offices bi-monthly. The following table shows the frequency of inspection. Inspection has been used as an indicator of supervision.

Table 14: Frequency of Inspection by the Seniors/superiors

n=50

Options	Baliadangi (%)	Kapasia (%)
Once a month	8	0
Bi-monthly	36	24
Quarterly	40	36
Bi-annually	12	32
Annually	4	8

Source: Field data

The above data also supports the findings of Huq et.al (1987, p.61) that there has been a decline in inspections by the senior officers of the government. The district officials are also not willing to inspect departmental offices in the Upazila as there has been dual line of authority and administration in the Upazila level.

6.6.3 Frequency of Visit/Inspection by the UNO

The UNO also visits departmental programs/projects and thus achieves coordination with other Upazila based officers. In answering to the question how often the UNO visits/inspects their department/programs/projects, 37.49 percent respondents replied saying bi-monthly, 31.25 percent once a month. However, the following table reflects the frequency of visit by the UNO in Upazila administration.

Table 15: Frequency of Visit/Inspection by the UNO (In percentage)

n=48

Options	Baliadangi	Kapasia
Fortnightly	12.50	0.0
Once a month	37.50	25
Bi-monthly	29.16	45.83
Quarterly	16.66	20.83
Bi-annually	4.16	8.33

Source: Field data

As regards to undertaking follow up action on inspection/visit, 88 percent respondents replied that they maintained follow up actions. It has been revealed from the study that supervision has been an important factor which facilitates UNO's role as coordinator in establishing relationship with other Upazila officers.

From the above analysis it can be said that collected data presented in the table appear to support the hypothesis 'More the supervision, the higher the level of coordination'.

6.7 Trust

Trust has been used as an independent variable to establish the relationship between UNO's role as coordinator and trust in this study. Trust, however, affects role of the UNO in achieving coordination with other Upazila based officers in Bangladesh. The following table establishes the linkage between trust and UNO's role as coordinator in Upazila level.

Table 16: Effect of Trust on UNO's role as Coordinator (In percentage)

n=50

Independent Variable	Options	Upazila		Average
Trust	Low	Baliadangi	Kapasia	
		4	8	6
	Medium	40	44	42
	High	56	48	52
Total		100	100	100

Source: Field data

About 42 percent respondents claimed that trust moderately affects coordinating role of the UNO in relation with other Upazila based officers. Again in Baliadangi 56 percent respondents claim that trust highly affects UNO's role as coordinator in Upazila administration whereas in Kapasia only 48 percent claimed that trust highly affects coordination. In order to explore the effect of trust on UNO's role as coordinator the respondents were asked three more questions formulated on the basis of indicators like *cooperation, confidence and performance*.

6.7.1 Cooperation facilitates UNO's role as Coordinator:

As regards to cooperation, the respondents were asked how much cooperation they have from the UNO in respect of their departmental/official work, about 72.91 percent claimed that they get a high-level/great deal of cooperation from the UNO in respect of their work. Only 27.08 percent claimed that they get low level of cooperation from the UNO in respect of their departmental/official work. The following table shows the kind of cooperation the respondents receive from the UNO.

Table 17: Respondents' perception about Cooperation (in percentage)

n = 48

Options	Baliadangi	Kapasias
Low	25	29.16
High	75	70.83

Source: Field data

The above table shows that the other Upazila based officers have received a high level of cooperation from the UNO. This finding appears to refute the findings conducted by Ahmad (1993) that the UNO tried to interfere in the internal matters of other departments and this created a bitter relationship in Upazila administration (Ahmad, 1993, pp.203-204 cited in Solaiman et.al 1997, p.21).

However, those who claimed low level of coordination put some arguments in support of their views. UNO's cooperation is only required in the form of legal support/advice. In technical matters UNO's cooperation is not required. Implementation of development programs is more convenient through departmental committees. The respondents claiming low level of cooperation may be insignificant from numerical point of view but their arguments indeed seem to be interesting.

Cooperative attitude and proper behavior contribute a lot to facilitating coordination between the UNO and other Upazila based officers. The UHFPO at Baliadangi commented

In my twenty five years of service I had problems with only two UNOs. They were commanding in nature. They were not always cooperative too. Once I was in problem with shortage of medicine in the department. People were angry and I sought help

from the UNO. The UNO came and asked “Why did you not inform me earlier?” However, he scolded me before people and I felt embarrassed. Later he helped me in tackling the situation. What we require from the UNO is that he/she behaves properly and shows due respect to other officers. He/she is expected to cooperate us in time of crisis. To ensure better coordination between the UNO and other officers there must be positive attitude on the part of the UNO. However, UNOs need to be cooperative instead of being commanding/authoritative.

The observation shows that mutual respect and cooperative attitudes between the UNO and other Upazila officers can enhance coordination among them in Upazila administration.

Nature/areas of Cooperation

As regards to nature/areas of cooperation opinions were sought from the respondents. The respondents opined that they require cooperation from the UNO in areas like administrative support for execution of development programs, assistance in preparation of development plan, supervision of development programs and provision of necessary suggestions for improvement, local dispute resolution and inter-departmental conflict resolution. Of them, 87.5 percent respondents speak in favor of administrative support for execution of development programs, 79.16 percent in favor of assistance in development plan preparation, 72.91 percent for supervision of development programs and provision of suggestions for improvement. About 54.16 percent respondents claimed that the UNO cooperate them in resolution of local disputes. UNO’s cooperation is also required in inter-departmental conflict resolution. About 47.91 percent expresses their views in favour of inter-departmental conflict resolution. Cooperation facilitates coordination between the UNO and other Upazila based officers. The study shows that the respondents require cooperation from the UNO for the smooth implementation of the policies/programs/projects of national government.

6.7.2 Confidence over UNO’s role as Coordinator

As regards to question about how much confidence the respondents have over the UNO as coordinator in Upazila administration, majority of the respondents (68.74 percent) replied that they have a high level of confidence over the UNO as coordinator in the Upazila. About 31.24 percent respondents have low confidence over the role of the UNO as coordinator in Upazila administration. However, the following table reflects the views of the respondents about their confidence over the UNO.

Table 18: Confidence over UNO’s role as Coordinator (in percentage)

n=48

Options	Baliadangi	Kapasia
Low	33.33	29.16
High	66.66	70.83
Total	100	100

Source: Field data

6.7.3 Performance of the UNO as Coordinator

In answering to the question about how much they are satisfied with the existing performance of the UNO as coordinator, majority of the respondents (77.08 percent) claimed that they are highly satisfied with the performance/coordinating role of the UNO at the Upazila level. Only 26.66 percent respondents replied that they have low level of satisfaction with the performance /coordinating role of the UNO. However, the following table shows the extent of satisfaction over the performance of the UNO as coordinator from the perspective of the respondents.

Table 19: Performance of the UNO as Coordinator (in percentage)

n=48

Options	Baliadangi	Kapasia
Low	25	28.83
High	75	79.16
Total	100	100

Source: Field data

6.8 Factors hampering coordinating role of the UNO

The respondents were asked to collect data to identify factors hampering coordinating role of the UNO in achieving coordination with other Upazila based officers. The respondents were given seven options to rank which factors are mainly responsible for hampering coordinating role of the UNO. A great majority of respondents claimed that lack of informal contact (74

percent), lack of mutual trust (70 percent) cadre distinction (66 percent) absence of directives (66 percent), and are main factors that hamper coordinating role of the UNO in the Upazila level. However, they did not choose supervision by multiple agencies, dual accountability and lack of delegation of authority as important factors that hamper coordinating role of the UNO and hence these options are given low weight. Because of insignificant rank their weight is not mentioned here. During interview the Upazila Engineer of Baliadangi Upazila mentioned that *delay* also hampers coordination. He commented:

*He has a good coordination with the UNO. According to him, coordination problem usually occurs in delay of payment of bill. The UNO sometimes receives complaints that quality of work is poor. In some cases the UNO does not become satisfied with documents like completion reports and quality of construction work. The contractors demand quick disposal of bills. It takes time to prepare proper documents and ensure quality of work. This delay created misunderstanding between the UNO and Upazila Engineer. The contractors put pressure on him to pay bill as soon as possible. He has to resolve the problem through submission of proper documents and convince the UNO for payment of bills. **Delay sometimes blocks effective coordination.** Quick disposal of bills facilitates effective coordination. However, mutual trust is required to reduce confusion and misunderstanding. It contributes to achieving effective coordination between the UNO and other Upazila officers.*

6.9 Measures enhancing coordinating role of the UNO

The respondents were also asked questions about measures which contribute to enhancing the coordinating role of the UNO in Upazila administration. The respondents stressed the need for some possible contributing measures for enhancing the coordinating role of the UNO in the Upazila level. Their suggested measures are produced here in descending order of importance: better use of committee (100 percent), mutual respect (96 percent), provision for clear-cut directives for coordination (87.8 percent) and more informal contact (69 percent).

Regarding informal communication and mutual respect the comments of UAO of Kapasia Upazila is mentioned here:

Coordination problem occurs when the UNO does not show proper respect to other senior Upazila officers. The other officers are implementing the development activities of their departments. Sometimes the UNO does not try to understand that the other officers have to listen to the instructions of their senior officers at the district level regarding implementation of development activities. The UNO also wants quick reports from them

on the progress of development activities. This dual accountability/divided loyalty creates problem of coordination. What is really needed for effective coordination is that the UNO should show positive attitude to other officers and maintain more informal communication with them. More understanding and mutual respect are required for better coordination.

6.10 Relationship between Modes of Coordination and UNO’s role as Coordinator

Coordination has been a very important issue for smooth implementation of national government policies in Upazila administration in Bangladesh. As a representative of the national government the UNO has to play an instrumental role in maintaining coordination with other Upazila based officers. This study examines the level of coordination the UNO maintains with other Upazila based officers in the existing process and practice of coordination in Upazila administration. The role of the UNO has been used as a dependent variable in this study. Standard Operating Procedure, Direct contact, Supervision and Trust have been used as independent variables to examine the relationship between dependent and independent variables in the context of collected data and theoretical framework. Initially some hypotheses are formulated. The hypotheses include ‘More the conducive standard operating procedure, the higher the coordination’, More the direct contact, the higher the level of coordination’, More the supervision, the higher the level of coordination’, and ‘the higher the level of trust, the greater the extent of coordination’. In order to examine the hypotheses data have been collected from primary and secondary sources. 50 respondents were interviewed in two Upazilas taking 25 from each Upazila. The collected data has been analyzed using SPSS. Generalization and relationship between dependent and independent variables have been developed in this study. The following table shows the relationship between independent variables with UNO’s role as coordinator.

Table: 20 Relationship between Mode of Coordination and UNO’s role as Coordinator

Mode of Coordination	‘r’
Standard Operating Procedure	0.197*
Direct Contact	0.556**
Supervision	0.505**

Trust	0.566**
Inspection	0.183*

** Significant at the 0.01 level.

Source: Field data using SPSS.

Pearson's correlation has been applied to verify the initial hypotheses. It has been evident from the table that there has been a low degree of positive correlation between Standard Operating Procedure and the role of the UNO as coordinator ($r=0.197$). It indicates that correlation has not been very significant between the two variables. There has been a positive correlation between direct contact and UNO's role as coordinator ($r=0.556$). It means that more the direct contact, the higher the level of coordination. Moreover, there has been a high degree of positive correlation between supervision and UNO's role as coordinator ($r=0.505$). It shows that the more the supervision, the higher level of coordination. As regards to trust there has been a strong level of positive correlation between trust and the role of the UNO as coordinator ($r=0.566$). It means that the higher the level of trust, the greater the extent of coordination. There has been a low level of positive correlation between inspection and UNO's role as coordinator ($r =0.183$). It has been observed that direct contact, supervision and trust have strong positive effect on UNO's role as coordinator in Upazila administration. Inspection and SOP have not been very effective in establishing strong correlation but variables like trust, direct contact and supervision have positively facilitating UNO's role as coordinator in the Upazila level. SOP needs to be more specific, clear-cut to enhance UNO's role as coordinator. It has been assumed that inspection has not been done in thorough, detailed and extensive manner. During inspection in-depth analysis of documents and more consultative approach need to be maintained.

6.11 Conclusion

However, this chapter furnishes the findings of the study systematically. The respondents' views about dependent and independent variables have been documented using statistical tools such as SPSS and Excel. It has been found that Standard Operating Procedure, Direct contact, Supervision and Trust have affected the role of the UNO as coordinator in the Upazila level. The study revealed that direct contact, supervision and trust have strong level

of positive correlation with the dependent variable, the role of the UNO. On the other hand Standard operating procedure and inspection has a low level of positive relationship with the role of the UNO. The study also identifies some factors hampering coordinating role of the UNO in working with other Upazila based officers. It also explores some possible measures to enhance the coordinating role of the UNO from the perspectives of the respondents. The study also documents the existing process and practices of coordination the UNO follows in achieving coordination with Upazila based officers. However, the next chapter deals with analysis and conclusion of the study.

Chapter 7: Analysis and Conclusion

7.0 Introduction

This chapter presents the discussion about major findings, variation in coordination process, applicability of theories used in the study and possible policy directives in line with the information collection from interview and secondary sources. It also discusses how this study can be used in further research.

7.1 Major Findings of the Study

The study is conducted to assess the role of the UNO in coordination process of Upazila administration from the perspective of other Upazila based officers. It also identified factors affecting UNO's role as coordinator in Upazila administration in Bangladesh.

The study also explores the existing process and practices of coordination from the perspective of the respondents. The study reveals that the UNO usually follows some processes of coordination such as coordination meeting, committee system/inter-departmental

committee, and informal contact most frequently to maintain coordination with other Upazila based officers in the Upazila level. As regards to practices of coordination, it reveals that majority of the respondents opined that surprise visit/visit feedback and consultation in decision making have been commonly followed by the UNO. However, tour, and dissemination of ideas in social function are least rarely used by the UNO as practice of coordination.

Regarding the level of coordination it has been found that in the study Upazilas the UNO maintains somewhat more moderate level of coordination with other Upazila based officers. There has been a slight variation in the perception of respondents about the level of coordination in Baliadangi and Kapasia. In Baliadangi the level of coordination is slightly higher than that of in Kapasia.

The study reveals that *direct contact*, *supervision* and *trust* have positive impact on the coordinating role of the UNO. These variables have played important role in ensuring coordination between the UNO and other Upazila level officers. On the other hand SOP has not been very conducive in facilitating UNO's role as coordinator. Regarding the existing standard operating procedure the study reveals that it has not been significantly conducive in facilitating UNO's role as coordinator at the Upazila level. The UNO usually uses his/her leadership quality, and competence to foster harmonious cooperation and coordination with other Upazila based officers. Coordination largely depends on how the UNO maintains informal contact and how the UNO has been able to get things done by others through persuasion.

The study also reveals that informal contact largely facilitates coordinating role of the UNO. There has been a slight variation in the perception of respondents regarding the extent to which direct contact affects coordination. Majority of the respondents interact with the UNO once a week for their departmental work and this helps foster more interactive cooperation. Meeting has been an important means of getting face to face contact. Majority of the respondents claimed that their opinions were valued in the coordination and inter-departmental meeting. Moreover, there has been a high level of cooperation, confidence and satisfaction over performance of the UNO from the perspective of the respondents.

As regards to identification of factors hampering coordinating role of the UNO the study reveals that lack of informal contact, lack of mutual trust, cadre distinction and absence of directives are main factors that hamper UNO's role as coordinator in the process and practice of coordination at the Upazila level.

As regards to identification of measures to enhance the coordinating role of the UNO the study reveals that informal contact, better use of committee, mutual respect and provision for clear-cut directives for coordination are important possible measures to enhance UNO's role as coordinator in the Upazila level.

Extent of Variation in Coordination

It has been evident from the study that there has been some variation concerning the level of coordination between the UNO and other Upazila based officers in the two Upazilas under study. Of the four variables, two variables like *direct contact* and *supervision* have been able to show noticeable variation in coordination experiences. In *Baliadangi* direct contact highly facilitates UNO's role as coordinator and it is more visible than that of *Kapasias*. Cultural features like informal communication and interactive relationship have been able to explain such variation in coordination. *Direct contact* as a mode of coordination explains variation in coordination. It can be argued that small geographical coverage, close proximity and higher level of interaction lead to variation in coordination process between the UNO and other Upazila based officers. *Supervision* facilitates UNO's role as coordinator at a higher level in *Baliadangi* than that of *Kapasias*. *Inspection* as a mode of coordination also shows substantial level of variation in coordination process. Because of small size of Upazila, close proximity and relatively better inter-union connectivity the UNO in *Baliadangi* seem to afford more time for inspection whereas for *Kapasias*, such factors are not supportive for the UNO. In *Kapasias* the UNO remains busy with development and many other pre-occupations like maintaining law and order and related problems and hence he can not afford more time to inspect developmental activities of other departments in the Upazila. It seems that smallness matters in variation of coordination between the UNO and other Upazila based officers in the two Upazilas. SOP as a mode of coordination does not make any significant difference in nature and process of coordination in both the Upazilas under study.

7.2 Applicability of Theories used in the Study

The study uses variables like SOP, direct contact, supervision and trust in the theoretical framework. Direct contact has been taken from Follett's theory of coordination. It argues that direct face to face contact facilitates the process of coordination. Accordingly a hypothesis has been formulated 'More the direct contact, the higher the level of coordination'. The study reveals that direct contact has positively influenced UNO's role as coordinator in achieving coordination with other Upazila based officers. It has been evident from the respondents' view that more the direct contact, the higher the level of coordination'. Standard Operating Procedure (work processes) and supervision have been taken from Mintberg's theory of coordination. Accordingly two hypotheses 'More the conducive SOP, the higher the coordination', 'More the supervision, the higher the level of coordination'. The study reveals that SOP facilitates UNO's role as coordinator. But it has not been able to facilitate significantly. On the other hand supervision has been very effective in influencing UNO's role as coordinator with other Upazila based officers. The UNO makes frequent visit to supervise/oversee the progress of the development programs and thus facilitate the process of coordination with other Upazila based officers. It appears that the hypothesis more the supervision, the higher the level of coordination has been to a great extent proved. It can be said that two mechanisms of Mintberg's theory of coordination such as *Supervision* and *SOP* have been meaningful in enhancing UNO's role as coordinator in the Upazila. Trust has been taken from the domain of bureaucratic culture. Trust has been discussed in terms of cooperation, confidence and satisfaction over performance of the UNO as coordinator. A hypothesis has been formulated like 'The higher the level of trust, the greater extent of coordination'. Trust has been very effective in ensuring coordination between the UNO and other Upazila based officers in Upazila administration. In both the study Upazilas trust has strongly correlated with the dependent variable UNO's role as coordinator. It has been evident from the study that trust has been an important instrument for achieving effective coordination between the UNO and other Upazila officers. However, an attempt was made to establish relationship between UNO's role as coordinator as dependent variable and independent variables like SOP, direct contact, supervision and trust. The study reveals that direct contact,

supervision and trust are useful in enhancing coordinating role of the UNO in working with other Upazila based officers. Moreover, SOP is an important factor but there has been a low level of correlation between SOP and coordinating role of the UNO in the Upazila level. It has been evident from the analysis that direct contact, supervision and trust have been very meaningful variables which support the views propounded by Follet in respect of *direct contact* and views as propounded by Mintzberg in respect of *Supervision*. *SOP* (work processes) drawn from Mintzberg's theory of coordination has also been positively correlated. It has, however, not been significantly correlated with UNO's role as coordinator.

7.3 Conclusions and Implications

Mapping the role of the UNO as coordinator in Upazila administration has been the main objective of the research. The study identifies several factors which determine the nature of coordinating role of the UNO in the existing process and practice of coordination in Upazila administration. There has been somewhat more moderate level of coordination the UNO maintains with other Upazila based officers. The UNO has been able to achieve this level of coordination by using variable like *SOP*, *direct contact*, *supervision* and *trust*. It has also been observed that lack of informal contact, lack of mutual trust, absence of directives for coordination and cadre distinction are main factors that hamper coordinating role of the UNO in the Upazila level. The respondents opined that that informal contact, better use of committee, mutual respect and provision for clear-cut directives for coordination are important possible measures to enhance the role of the UNO as coordinator in the Upazila level.

Some policy directions can be drawn from this study. It has been observed that cultural features like informal communication, informal contact, direct contact, cooperation, confidence and satisfaction have positively facilitated UNO's role as coordinator in Upazila administration. Hence more emphasis needs to be given on these cultural aspects for ensuring effective coordination between the UNO and other Upazila officers. In order to improve coordination between the UNO and other officers the UNO and other officers need to be oriented with proper understanding of the changed reality and the importance of motivational

approach and pro-active attitude and mutual trust for achieving effective coordination. There should be a provision for change management training, orientation training to generate cohesive understanding and trust among the officers.

Provision for specific and clear-cut directives for coordination needs to be ensured for effective coordination between the UNO and other Upazila based officers in the Upazila.

The UNO can be empowered with *adequate authority* to ensure effective coordination with other department officers. It is a paradox that as representative of national government the UNO does not have adequate authority to compel other officers to execute decisions and instructions. Hence the UNO needs to be empowered with appropriate legal authority to compel other officers to adhere to the instructions of coordination. It can contribute to improving the existing level of coordination between the UNO and other Upazila based officers.

The study reveals that *informal communication* and direct contact and trust have been very meaningful in facilitating coordination between the UNO and other officers in Upazila administration. Informal communication promotes more interactive relationship which generates cooperative actions. It also creates opportunities for better coordination and makes it easy to undertake important decisions. Hence there should be more room for informal communication, direct contact and developing professionalism and related skills for enhancing UNO's role as coordinator in the process and practice of coordination.

Extensive supervision from the UNO and senior officers needs to be done to reduce confusion and communication gap between the UNO and other Upazila based officers. *Inspection* also needs to be thorough, detailed and meaningful for promoting effective coordination between the UNO and other officers.

Better functioning of the committees especially inter-departmental committees needs to be ensured through reducing the number of the committees. In practice 20 to 25 committees are actively functioning. During interview it has been observed that there have been a good number of committees which are basically circular and task based. Committees need to be clustered and reduced to 20 to 25 so that committees can function effectively for developing interactive relationship between the UNO and other officers for better coordination.

However, the present study makes room for further research. A more in-depth analysis of coordination in the context of Upazila parishad can be undertaken. This study focuses on only the role of the UNO as coordinator in Upazila administration in the context of Upazila Development Coordination Committee. Moreover, more Upazilas can be studied to explore the level of variation in the issue of coordination. In addition to that there has been a necessity of doing further research in line with the changed reality with the introduction of Upazila parishad under elected Chairman and vice-chairman. However, this study is unique in a sense that there has not been any study on the role of the UNO as coordinator in Upazila administration in Bangladesh. Hence this can be of good use to policymakers, policy scholars, researchers and development partners in Bangladesh

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Appendix-A: The Questionnaire: (For Officers and Union Parishad Chairman).

Research Topic: The Role of the Upazila Nirbahi Officer (UNO) in Coordination Process at Upazila Administration in Bangladesh.

Personal Information

Position:

Sex:

Age:

Address:

1. Cadre/Department:

2. Length of Service:

3. Education level:

General questions on Coordination:

1. Which of the following practices of Coordination are followed by the UNO in the Upazila level?

	Least frequently (1 2 3)			Most frequently (4 5)	
a. Surprise visit	1	2	3	4	5
b. Feedback	1	2	3	4	5
c. Dissemination of ideas in social functions	1	2	3	4	5
d. Tour	1	2	3	4	5
e. Consultation in decision making.	1	2	3	4	5

2. Which of the following processes/mechanisms are used by the UNO in achieving coordination at the Upazila level? Please rank them. Rarely followed(1 2 3) Commonly followed(4 5)

1) Coordination meeting	1	2	3	4	5
2) Committee System	1	2	3	4	5
3) Inspection	1	2	3	4	5
4) Supervision	1	2	3	4	5
5) Informal contact	1	2	3	4	5

3. What level of coordination/interactive relationship does exist between the UNO and other Upazila based officials in the Upazila level?

1) Very Low 2) Low 3) Medium 4) High 5) Very High

4. To what extent the following factors affect coordinating role of the UNO in the Process and Practice in Upazila administration?

a) Standard Operating Procedure b) Direct Contact c) Supervision d) Trust

a) *Standard Operating*

Procedure Very High (5) High (4) Medium (3) Low (2) Very Low (1)

b) *Direct Contact*

Very High (5) High (4) Medium (3) Low (2) Very Low (1)

c) *Supervision*

Very High (5) High (4) Medium (3) Low (2) Very Low (1)

d) *Trust*

Very High (5) High (4) Medium (3) Low (2) Very Low (1)

5. In your opinion to what extent the following factors hamper UNO's role as coordinator in Upazila administration?

1) Absence of directives for coordination.

Very High (5) High (4) Medium (3) Low (2) Very Low (1)

2) Cadre distinction (Generalist vs Specialist)

Very High (5) High (4) Medium (3) Low (2) Very Low (1)

3) Lack of informal contact

Very High (5) High (4) Medium (3) Low (2) Very Low (1)

4) Lack of mutual trust

Very High (5) High (4) Medium (3) Low (2) Very Low (1)

5) Supervision by Multiple Agencies

Very High (5) High (4) Medium (3) Low (2) Very Low (1)

6) Dual accountability

Very High (5) High (4) Medium (3) Low (2) Very Low (1)

7) Lack of delegation of power

Very High (5) High (4) Medium (3) Low (2) Very Low (1)

6. Do you think the following measures enhance coordinating role of the UNO in Upazila administration? 1) YES 2) NO. If yes, how do you rank them?

Least important (1, 2, 3)

Most Important (4 5 6)

a) Provision of clear-cut directives for coordination.	1	2	3	4	5
b) Mutual respect	1	2	3	4	5
c) Creating good working environment	1	2	3	4	5
d) More informal contact	1	2	3	4	5
e) Supervision	1	2	3	4	5
f) Better use of committee.	1	2	3	4	5

Standard Operating Procedure

7. Do you think that the existing Standard Operating Procedure is conducive to enhance the role of the UNO as coordinator in Upazila level?

1) Yes 2) No

8. Do you think that existing charter of duties of the UNO is adequate enough to coordinate effectively with other Upazila based officers?

- 1) YES 2) NO

9. In your opinion, to what extent does the Committee System contribute to enhancing the role of the UNO as coordinator in Upazila administration?

- 1) Not at all 2) To some extent 3) Moderately 4) A great deal 5) Don't know

10. If anybody violates any rules/procedure, what actions are usually taken?

- 1) Show Cause 2) Warning 3) Censure 4) Suspension 5) Proceeding 6) others (specify):

Direct Contact

11. Do you think that informal communication facilitates coordinating role of the UNO?

- 1) Yes 2) No

12. How does informal communication take place among various departments in Upazila level?

- 1) Telephone 2) Tea table discussion 3) Meeting in clubs 4) Family visit 5) Others (specify):

13. How often do you interact with UNO about your departmental/UP work?

- 1) Once a week 2) Twice a week 3) Fortnightly 4) Once a month e) Bi-monthly

14. Are your opinions/feedback respected /valued in decision making process of coordination meeting/ interdepartmental meeting?

- 1) Yes 2) No

Supervision

15. Do you believe that supervision, in general, can facilitate the process of coordination?

- 1) Yes 2) No

16. Do your superior/higher officials inspect your office? If Yes, how often?

- 1) Yes 2) No

1) Fortnightly 2) Once a month 3) Bi-monthly 4) Quarterly 5) Bi-annually.

17. How often does the UNO visit /inspect your departmental/UP programs/projects?

1) Fortnightly 2) Once a month 3) Bi-monthly 4) Quarterly 5) Bi-annually.

18. Do you undertake any follow up actions in the light of the inspection reports?

- 1) Yes 2) No

Trust

19. What kind of cooperation/In what areas do you get cooperation from the UNO as coordinator in Upazila administration?

- 1) Administrative support for execution of development programs
- 2) Development plan preparation
- 3) Supervision of development activities and
Provision of suggestions for improvement
- 4) Local dispute resolution
- 5) Inter-department conflict resolution
- 6) Provision of legal advice
- 7) Others(please specify):

20. In your opinion how much cooperation do you receive from the UNO?

- 1) Not at all 2) low 3) Moderately 4) A great deal 5) High level of cooperation

21. How much confidence do you have over the UNO as Coordinator in the Upazila?

1) Not at all 2) low 3) Moderately 4) A great deal 5) High confidence

22. How do you rank the level of performance of the UNO as Coordinator in Upazila administration?

1) Not at all 2) Low 3) Moderately satisfied 4) Highly satisfied 5) Very Highly satisfied.

Appendix -B

Original Functions of the Circle Officer

Source: Government of Bengal, Police Department,

Union Board Manual Vol. 11 (Calcutta: Bengal Police Department, 1928), pp.47-57.

THE CIRCLE OFFICER

115. Main duties of the Circle Officer. The Government attached great importance to the duties which a Circle Officer is called upon to perform... ..Commissioners' and district Magistrates should find opportunities for impressing these views on the Circle Officers.

116. D. M & S. D. O. should, when on tour, take the Circle Officers with them and see them inspect Union Boards in their presence and show them how inspections should be made.

117. Supplementary Instructions to Circle Officers:-

(1) The success of a Circle Officer will depend largely on the extent to which he realizes that his work has a definite purpose and that he is not performing a mechanical task. The purpose is "development of representative institutions" and its importance is indicated in section 84A of the Government of India Act.

118. Circle Officers should cultivate friendly relations with Presidents and Members of Union Boards.

119. Circle Officers should pay special attention to chaukidars' work. They should attend chaukidari parade at the thana and at the Union Board Office.

120. Circle Officers should enquire at such chaukidari parade regarding good work done or valuable information given by a chaukidar and recommend for his reward.

121. Circle Officer should inform D.M. through S.D.O. which Presidents and Members of Unions Boards have worked with special zeal and ability so that their services may be rewarded.

122. It is a special duty of the Circle Officers to see that the chaukidars and Dafadars are paid punctually.

123. When he inspects a Union Board, the Circle Officer shall record his inspection notes in the inspection book in Bengali so that the members may be able to read it. A copy of the note should be sent to S.D.O. and another of the District Board.

124. The annual audits of a Union Board's accounts shall be made by the Circle Officer and a copy of the audit note, with a report on the working of the Union Board shall be submitted by him to District Board.

125. Circle Officer should frequently look into the working of Union Benches and Union courts.

126. The Circle Officers shall check the quarterly and annual returns of the work done by the Union Benches and Union Courts and submit them when errors have been to S.D.O with his remarks.

127. It shall be the duty of the Circle Officers whenever they come into the Sub-Divisional Head Quarter to see that the chaukidari clerks has all his registers posted upto date and that he has carried out all orders passed by S.D.O. & D.M. or other authority.

128. His other duties--- The normal duties of the Circle Officers, in addition to their duties concerned with the administration of the Village Self-Government Act include :-

i) The maintenance of good relations between the people and all department of government of the government ascertaining the state of public feeling, disseminating correct information on public affairs, and checking false rumors.

- ii) Making local enquiries in connection with agricultural and land improvement loans and reporting on the state of the crops;
- (iii). taking an interest in the cooperative movement and assisting cooperative societies with advice and encouragement, by arrangement between the Registrar of Cooperative Societies and the District Officer. Circle officers may be employed to act as arbitrators to decide disputes under the Cooperative Societies Act (Sec.43 (2), to make enquiries into the working of the societies under section 35of the Act to act as liquidators under section 42 of the Act(11 1912).
- iv) reports on weather and crops and statistics required for crop forecasts (rules 130 & 131);
- v) Duties in connection with the collection of other statistical information under the instruction of the District Officer and no other authority;
- vi) enquiries in probate cases;
- vii) reports on matters of urgent public importance , e.g. epidemics(rule 129);
- viii) supervision of the periodical inspection of mauza boundary marks by dafaders and members of union boards(rules 21 and 44).

Appendix -C

Functions and Duties of Circle Officer (Development)

Source: Government of East Pakistan, Basic Democracies and Local Government Department's CircularNo. S-V1/2E-4/62/143(80),dated,Dhaka, February26,1926.

1. Circle Officer and Union Councils- In relation to the union council, the Circle Officer should have the following duties:

- (1) advise and assist union councils in the preparation of their plans and formulation of their budget and taxation proposals;
- (2) exercise general control and supervision over all aspects of union council activity , including functions performed under different laws and acts in force, and under executive orders of the government;
- (3) inspect and approve the assessment list of the union councils;
- (4) inspect registers in the union councils and ensure that these are properly maintained;
- (5) audit accounts of receipt and expenditure and ensure that these are properly maintained;
- (6) plan his tour programmes so as to be able to attend more regular meetings of the councils;

(7) visit each union at least once a month and spend ten nights on tour away from headquarters;

(8) arrange training programmes of the councilors and staff of union councils;

(10) arrange training camps for volunteers from union councils in cooperation with other government departments.

2. Circle Officer and Thana council. In relation to the thana councils the duties of the Circle Officers should be as follows:

(1) act as vice chairman of the thana councils;

(2) prepare and circulate agenda of meetings, place before the council important policy matters, record minutes of meetings;

(3) examine the budgets and annual plans and annual plans of union councils in his jurisdictions and place these before thana councils for such inter-union coordination as may be necessary;

(4) obtain the annual programmes and targets of each government department in the thana, place these before thana councils for such inter-departmental and union department coordination as may be necessary;

(5) ensure through the thana council that union council budget and departmental programmes supplement each other and that there is no duplication;

(6) consolidate the programmes of different sectors and obtain and consolidate progress reports from union councils and the departments and place them before the thana council for its consideration.

Appendix-D

Transferred and Retained Functions of Upazila

The government Resolution of 1982 divided the government functions at the upazila level into two distinct categories namely retained subjects or functions and transferred subjects or functions. The responsibilities of transferred subjects are given to the Upazila Parishad and national government retained the responsibilities of important subjects at the upazila level. In spite of providing a list of retained subjects, Resolution did not provide any list of transferred

subjects. Later, functions transferred to the Upazila Parishad were enumerated in the Second Schedule of the Local Government Ordinance, 1982.

a. *Transferred subjects or functions*

The functions transferred to the Upazila Parishad are given below:

1. All development activities at the Upazila level; formulation of Upazila development plans and programs: and implementation, monitoring and evaluation thereof.
2. Preparation of Upazila development plans on the basis of union development plans.
3. Giving assistance and encouragement to the union parishad.
4. Promotion of health, family planning and family welfare.
5. Provision for management of environment.
6. Training of Chairman, members and secretaries of the Union parishads.
7. Implementation of government policies and programs within the upazila.
8. Supervision, control and coordination of functions and officers serving in the Upazila except Munsifs, Trying Magistrates and Officers engaged in regulatory functions.
9. Promotion of socio-cultural activities.
10. Promotion and encouragement of employment generating activities.
11. Such other functions as may be specified by the government from time to time.
12. Promotion and extension of cooperative movement in the upazila.
13. Assistance to the Zilla Parishad in development activities.
14. Planning and execution of all rural public works programs.
15. Promotion of agricultural activities for maximizing production.
16. Promotional of educational and vocational activities.
17. Promotion of livestock, fisheries and forest (Rahman, 2000: 71-72).

b. *Regulatory or retained subjects or functions*

Functions retained by the government at the Upazila level are as follows:

1. Maintenance of law and order.
2. Civil and criminal judiciary.
3. Administration and management of central revenues like income tax, customs, excise, land revenue, land tax etc.
4. Maintenance of essential supplies.
5. Large scale industries.

6. Irrigation schemes involving more than one district.
7. Mining and mineral development.
8. Generation and distribution of electric power.
9. Technical education and all other education above primary level.
10. Modernized district hospitals and hospitals attached to medical colleges.
11. Inter-district and inter-upazila means of communication.
12. Flood control and development of water resources.
13. Compilation of national statistics (Faizullah, 1987: 104).

Appendix-E

List of committees where the UNO was Chairman /President in the Context of Upazila Development Coordination Committee (UDCC) in Upazila administration.

Upazila Land Management/Land Office:

01. Upazila Khash Land Settlement and Management Committee
02. Upazila Revenue Conference/Committee
03. Upazila Adarsha Gram Project Implementation Task Force
04. Upazila Abason Project Implementation Task Force
05. Upazila Ashrayan Project implementation Task Force
06. Upazila Jalmahal(water bodies) Management Committee
07. Upazila Hatbazar Management Committee

08. Upazila Auction (old trees felling and goods) Committee
09. Upazila Cluster Village Implementation Committee/Task force
10. Upazila Vested Property/Exchange Committee

Upazila Health Department:

11. Upazila Avian Flue Prevention Committee

Upazila Agriculture Department:

12. Upazila Fertilizer and Seed Monitoring Committee
13. Upazila Krishi Punarbasan Bastabayan Committee (Agriculture Rehabilitation implementation)
14. Upazila Fruit bearing Tree Fair Observance Committee
15. Upazila Irrigation Committee

Upazila Fisheries Department:

16. Upazila Fish fry Release Committee
17. Upazila Fisheries Microcredit Committee
18. Upazila Aqua- culture Management Committee
19. Upazila National Fisheries Week Observance Committee
20. Upazila Water bodies Selection and Fish fry Procurement Committee
21. Local Management Committee (Halda River Rui Fish Protection)

Upazila Livestock Department

23. Upazila Livestock/Animals/Nutrition technology Transfer Committee
24. Upazila Poultry Farm and Dairy Farm Registration Committee
25. Bird flue Punarbasan (Rehabilitation) Committee
26. Upazila Poultry rearing for Poverty Reduction Program Committee
27. Upazila goat rearing for poverty reduction program Committee

Upazila Education Department:

28. Upazila Education Committee
29. Upazila Mousumi (seasonal) Sports Competition Committee
30. Upazila Textbook Distribution and Preservation Committee
31. Upazila Samapani (Primary final) Examination Committee
32. Upazila Ebtadaee(Samapani/Final) Examination Committee
33. Upazila Prize Competition Committee

Upazila Secondary Education Committee:

34. Upazila Textbooks Distribution Committee
35. Upazila Examination Conduction (Preparation meeting) Committee
36. Upazila School and Madrasha Sports Committee
37. Upazila Women hostel Management Committee

Upazila Engineering Department (LGED):

38. Upazila Tender Evaluation Committee
39. Upazila Project Selection Committee
40. Upazila Accommodation (Abasan) Allocation Committee

Department of Social Services:

41. Upazila karjakram (Programs) Implementation Committee
42. Upazila Loan Committee for Rehabilitation of Acid Burnt Women and physically handicapped.
43. Upazila Committee for Old age Allowance
44. Upazila Widow Allowance Implementation Committee
45. Upazila Disabled/handicapped Allowance Committee
46. Upazila Freedom Fighters Allowance Committee
47. Upazila Stipend Program Implementation Committee for the disabled/handicapped.

48. Upazila Samaj Kallayan Parishad
49. Upazila Committee for Release of Child and Adolescent Prisoners
50. Upazila Committee for Support Services for the Students of Ramkrishna Mission, Buddha Bihar and Moth.
51. Upazila Committee for Capitation Grant

Department of Family Committee:

52. Upazila Family Planning Committee
53. Upazila Family Planning Best Worker Selection Committee
54. Upazila World Population Day Observance Committee

Upazila Project Implementation Office:

55. Upazila Rural Infrastructure Repair/Maintenance Committee
56. Upazila Test Relief Committee
57. Upazila Vulnerable Group Development Committee
58. Upazila Vulnerable Group Feeding Committee
59. Upazila Disaster Management Committee
60. Upazila 100-Days Employment Generation Committee
61. Upazila RCC Bridge Construction and Implementation Committee

Department of Women Affairs:

62. Upazila Committee for Allowance of Poor Pregnant Mother
63. Upazila Vulnerable Group Development Committee
64. Upazila Women Repression Prevention Cell
65. Upazila Women in Development Committee

66. Upazila Women Development Coordination Committee

67. Upazila Committee for Distressed Women and Child Welfare Fund

Department of Cooperatives:

68. Upazila Comprehensive Village Development Committee (CVDB 2nd phase)

69. Upazila Cooperatives Prize Committee

Department of Rural Development:

70. Upazila Ekti Bari Ekti Khamar Project Implementation Committee

71. Upazila Loan Committee for Freedom Fighters

72. Palli Jibikayan Project Coordination Committee

73. Palli Pragati Prakalpa Committee

Department of Public Health and Engineering:

74. Upazila Sanitation Task Force

75. Upazila Watsan/Water and Sanitation Committee

76. Upazila Arsenic Mitigation Committee

Upazila Food Office:

77. Upazila food Procurement Committee

78. Upazila Open Market Sale (OMS) Committee

79. Upazila Fair Price Committee

80. Upazila Bazar Monitoring Committee

81. Upazila Dealer Recruitment Committee

Upazila Statistics Department:

81. Upazila Census Committee

Depart of Youth development:

82. Upazila Youth Development Committee

83. Upazila (Non-formal) Loan Approval committee

84. Upazila National Service committee

85. Upazila Loan Committee

Local Governance Support Project:

86. Upazila Block Grant Coordination Committee.

NGO Affairs:

87. Upazila NGO Affairs Coordination Committee

88. Upazila NGO and Institution Supervision Committee

Others:

89. Upazila Agriculture Loan Allocation Committee

90. Upazila Programs Implementation Committee for socio-economic development of the Indigenous people.

91. Upazila Nutrition Project/Program Implementation Committee

92. Upazila Coordination Committee for Preparation of Voter ID Card

93. Upazila Server Station Construction Supervision Committee

94. Upazila Law and Order Maintenance Committee

95. Management Committee of Non-government Secondary School

96. Management Committee of Non-government College

97. Committee for Disposal of Damaged Goods under project.

98. Upazila Food for Work Committee

99. Tree Auction Committee (Under the Jurisdiction of Upazila Parishad)

100. Upazila Project Implementation Committee

101. Upazila Khas Collection Committee

Appendix-F

List of Persons Interviewed at Baliadangi Upazila

Officers

SL.	Name	Position
01.	Mr. Moniruzzaman	Upazila Nirbahi Officer
02.	Mr. Doctor Ruhul Amin	Upazila Health and Family Planning Officer (UHFPO)
03.	Mr. Anisur Rahman	Upazila Agriculture Officer (UAO)
04.	Mr. Ashrafuzzaman	Upazila Fisheries Officer (UFO)
05.	Mr. Nazmul Haque	Upazila Livestock Officer (ULO)

06. Mr. Ershadul haque choudhury	Upazila Education Officer (UEO)
07. Mr. Belayet Hossain	Upazila Engineer (UE)
08. Mr. Saiful Islam (USEO)	Upazila Secondary Education Officer
09. Mr. Syeda Sultana	Upazila Social Services Officer (USSO)
10. Mr. Mosharaf Hossain	Upazila Family Planning Officer (UFPO)
11. Mr. Babul Chandra Roy	Project Implementation Officer (PIO)
12. Mr. Abul Kalam Azad (UYDO)	Upazila Youth Development Officer
13. Ms. Hosnera Begum	Upazila Women Affairs Officer (UWAO)
14. Mr.A.K.M Jahangir Alam	Upazila Cooperative Officer (UCO)
15. Mr. Babul Hossain (URDO)	Upazila Rural Development Officer
16. Mr.Shamsar Ali	Upazila Food Controller (UFC)
17. Mr. Abdul Mannan Prakalpa	Assistant Engineer, Barendra Bahumukhi

List of Union Parishad Chairman interviewed at Baliadangi Upazila

SL.	Name	Union
01. Mr.	Ahsan Habib Bulbul	Paria Union Parishad
02. Mr.	Abdul Barek Montu	Charol
03. Mr.	Samar Kumar Chattapaddhaya	Dhantala Union Parishad
04. Mr.	Babul Hossain	Barapalashbari Union Parishad
05. Mr.	Emdadur Rahman	Duoso Union Parishad
06. Mr.	Abdul Wahab	Vanor Union Parishad
07. Mr.	Sheikh Aiub Ali	Amjankhor Union Parishad
08. Mr.	Shafiqul Islam	Barabari

List of Persons Interviewed at Kapasia Upazila

Officers

SL.	Name	Position
01.	Mr. Saroj Kumar Nath	Upazila Nirbahi Officer (UNO)
02.	Mr. M.A Khaleque (UHFPO)	Upazila Health Family Planning Officer
03.	Mr. Kazi Jahangir Kabir	Upazila Agriculture Officer (UAO)
04.	Mr. Abdul Majid	Senior Upazila Fisheries Officer (UFO)
05.	Mr. Akhil Chandra	Upazila Livestock Officer (ULO)
06.	Mr. Khalilur Rahman	Upazila Education Officer (UEO) in charge

07. Mr. Bachchu Mia	Upazila Engineer (UE)
08. Mr. Ishmail Hossain	Upazila Secondary Officer (USEO)
09. Mr. Abdullah Al Mamun	Upazila Social Services Officer (USSO)
10. Mr. Arafat Hossain	Upazila Family Planning Officer (UFPO)
11. Mr. Abdur Rahman	Project Implementation Officer (PIO)
12. Mr. Towhidur Rahman	Upazila Youth Development Officer (UYDO)
13. Mr. Rinat Fowzia	Upazila Cooperative Officer (UCO)
14. Mr. Reazuddin Ahmed Khan	Upazila Rural Development Officer (URDO)
15. Mr. Hasina Akhter Khanam	Upazila Women Affairs Officer (UWAO)
16. Mr. Abdus Satter	Upazila Sub Assistant Engineer, PHE (SAE)
17. Mr. Jamal Uddin Mir	Officers In Charge, Police Station (OC)

List of Union Parishad Chairman interviewed at Kapasia Upazila

SL.	Name	Union Parishad
01.	Mr. Mafizuddin	Kapasia Union Parishad
02.	Mr. Ishmail Hossain	Chandpur Union Parishad
03.	Mr. M.A. Wahab	Durgapur Union Parishad
04.	Mr. Khalilur Rahman	Targaon Union Parishad
05.	Mr. Anwar Hossain	Barishav Union Parishad
06.	Mr. Sharif Abdul Wahed	Toke Union Parishad
07.	Mr. Abdus Samad	Ghagatia Union Parishad
08.	Mr. Shahidullah	Singhasree Union Parishad

Appendix-G Maps of the Upazilas under study, Baliadangi and Kapasia.

Baliadangi Upazila



(Source: Banglapedia)

Kapasia Upazila



(Source: Banglapedia)