PLANNING INFRASTRUCTURE FOR AGRICULTURAL DEVELOPMENT:
A STUDY ON UPAZILA PLAN

A thesis submitted to the Department of Urban and Regional Planning, Bangladesh University of Engineering & Technology, Dhaka in partial fulfillment of the Degree of MASTER OF URBAN AND REGIONAL PLANNING.

by:

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DEPARTMENT OF URBAN AND REGIONAL PLANNING
Bangladesh University of Engineering & Technology, Dhaka.
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THESIS

PLANNING INFRASTRUCTURE FOR AGRICULTURAL DEVELOPMENT:

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BY

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I am also very much indebted to Mr. Robert A. Galagher, former teacher of this Department under whose supervision I had started and almost finished this Thesis in 1980.

Besides, I am also grateful to those who directly or indirectly helped me in the different stages of my Thesis.
It is now five years since I started working on this study. Therefore, the entire background, ideas and information are based on the situation then prevailing. The concept of Upa-zila was not there then. The basic tool for planning at the local level was the Thana Plan Book.

The changes that have taken place in the last two/three years in the administrative set-up of the country have reflected in the study by revision and amendments where necessary. The term 'Thana' has been used, still, in order to make things easy for understanding. The recent development in the field of rural planning has also been studied. In order to reflect the changes that have taken place in administration, the Upa-zila plan preparation and implementation has been added in the Appendix. I hope, the present study would encourage others to study how things are taking shape in the local level planning in Bangladesh.
there was no difference in the distribution of respondents according to the type or interaction they practiced
whether they practiced interaction or not
committees of animals
committees of agricultural co-operative
to type of occupation
population of Bangladesh
incidence of poverty in rural Bangladesh

Table No. Title

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1. INTRODUCTION:

For the development purpose, Bangladesh at present faces many problems. But poverty is more than surely a crucial problem. Over the last two decades or so famine and quasi-famine situations have prevailed in the country and deaths are known to have occurred due to uneducated intake of foodgrain and other basic foodstuffs. In a study by Salimullah and Islam the following has been set forth:

"About 79.4 percent of the rural household are found below poverty level, some four-fifth of the rural population are unable to meet their food requirements. And day by day this situation is deteriorating". ¹

The question is which indicator can be used for judging the poverty level of the people? We can take the income of the people and inequality of income distribution for this purpose. The average income is less than US $100 per capita which is inequally distributed throughout the country.

"The highest 20 percent of the household received only (1973-74) over 40 percent of total income. Whereas the lowest 20 percent received only 7.3 percent. Two-third of all households have income less than Tk. 500 per month". ²


² Based on statistical pocket book of Bangladesh, Bangladesh Bureau of Statistics 1977, Table 13.
Another criteria can be chosen for this purpose, that is, calorie intake by the people. From the survey report of National Nutrition in 1962-64 and 1975-76, it is found that at least 45 percent of all rural families had caloric intake below the acceptable level (2100 kilocalorie is normal intake) in 1962-64 and the average daily intake has been estimated to be around 150 calories less in 1975-76 (below poverty level is considered when the intake is lower than 1800 kilocalorie). Some two-third of the population are estimated to suffer from protein deficiency.

Table 1: Incidence of Poverty in Rural Bangladesh (Percent)

<table>
<thead>
<tr>
<th>Year</th>
<th>Absolutely poor Household</th>
<th>Absolutely poor Population</th>
<th>Extremely poor Household</th>
<th>Extremely poor Population</th>
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</thead>
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<tr>
<td>1963-64</td>
<td>51.7</td>
<td>40.2</td>
<td>9.8</td>
<td>5.2</td>
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<tr>
<td>1968-69</td>
<td>84.1</td>
<td>76.0</td>
<td>34.6</td>
<td>25.1</td>
</tr>
<tr>
<td>1975-76</td>
<td>70.3</td>
<td>61.8</td>
<td>50.5</td>
<td>41.0</td>
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</tbody>
</table>


The above table 1 shows the steady increase in proportion of the extreme poverty throughout the years. In 1963-64 the percentage of 'extreme poor' was only 5 percent whereas in 1975 it was 41 percent. 'Absolutely poor' also increased in proportionately.

For the total national development, it is necessary that drastic action be taken against poverty and inequality of income distribution. Without this development programme will not reach its ultimate destination.
For several centuries the land of Bangladesh was an area of relatively food self-sufficiency, even of surplus in good years. In recent decades, it has become a region of growing food deficits although agricultural production has continued on an upward trend, and the import of food grain was also increasing. The fact that the food production is losing out in the race against human reproduction, is the dominant problem of Bangladesh agriculture. It is also the single most important factor, explaining the poverty of Bangladesh.

Table - 2: Population of Bangladesh

<table>
<thead>
<tr>
<th>Year</th>
<th>Population (in Millions)</th>
<th>Average Annual Growth rate (in %)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1911</td>
<td>33.2</td>
<td></td>
</tr>
<tr>
<td>1921</td>
<td>33.9</td>
<td>0.5</td>
</tr>
<tr>
<td>1931</td>
<td>35.8</td>
<td>9.6</td>
</tr>
<tr>
<td>1941</td>
<td>38.8</td>
<td>0.8</td>
</tr>
<tr>
<td>1951</td>
<td>42.6</td>
<td>1.0</td>
</tr>
<tr>
<td>1961</td>
<td>53.4</td>
<td>2.2</td>
</tr>
<tr>
<td>1971</td>
<td>76.2</td>
<td>2.4</td>
</tr>
<tr>
<td>1980</td>
<td>100.0</td>
<td>2.6</td>
</tr>
<tr>
<td>1990</td>
<td>134.2*</td>
<td>2.2</td>
</tr>
<tr>
<td>1995</td>
<td>124.4*</td>
<td>1.9</td>
</tr>
<tr>
<td>2000</td>
<td>134.2*</td>
<td>1.5</td>
</tr>
</tbody>
</table>

* Projected population

Source: BBS, Population and Human Resource Division.
The development strategy relies mainly on more extensive use of fertilizers, irrigation, improved seeds, and supporting services of agricultural extension and financial institutions. To attain self-sufficiency in food grain within the next 10-15 years would require the production growth rate to be accelerated to about 4 percent a year. During the period 1966-76 the annual growth rate of rice production was 1.3 percent, a little less than the longer term trend since 1961. Moreover, there is considerable variation in production from year to year. This makes programming difficult for imports to meet food needs.

Table - 1: Foodgrain Requirement Estimate (in Million tons)

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</thead>
<tbody>
<tr>
<td>Population (Million)</td>
<td>70.6</td>
<td>78.2</td>
<td>85.0</td>
<td>89.6</td>
<td>101.1</td>
</tr>
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<td>Food requirement</td>
<td>11.2</td>
<td>12.3</td>
<td>13.3</td>
<td>14.1</td>
<td>16.0</td>
</tr>
<tr>
<td>Imports</td>
<td>1.6</td>
<td>2.3</td>
<td>1.6</td>
<td>1.3</td>
<td>1.0</td>
</tr>
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</table>

Source: Ministry of Planning.

A major improvement in the agricultural productivity can be achieved only through intensive use of irrigation, fertilizers improved seeds. This is needed also to increase the intensity of cropping. Development control and efficient utilization of water resources will constitute the most important elements of the food production strategy. The Second Five Year Plan

3Bangladesh: Food policy document of the World Bank, December 12, 1977
Report No. 1764a - Bangladesh p.3-4
Projected that almost two-thirds of the projected incremental production in directly attributable to water development programmes. The irrigated areas proposed to be doubled from the current 3.2 million acres to 7.2 million acres. In addition, about 200 million acres are to be provided with drainage and flood control facilities. The priority has been given over the plan period for minor irrigation (L.L.P.S. DTSs, STW and HTWs). Minor irrigation will account for about 50 percent of the incremental irrigated area and 50 percent of the increased production is directly attributable to minor irrigation.

Demand for institutionally supplied HYV seed will increase from the 6,200 tons to about 58,000 tons by 1984-85. Agricultural credit requirements from institutional sources are expected to rise sharply. Medium term credit requirement for financing the purchase of irrigation equipment and agricultural implements will amount to about Tk. 2,500 million (on 1979-80). The volume of short term crop loan is expected to be more than double over the current level of about Tk. 1,500 million per year.

From the above mentioned plan and programme will flash a hope for the future prospects for agricultural development.

Around 1950 majority of the rural population did hold some amount of land for their own after abolition of Zamindari system. Unemployment was there. With the passing of days the general rural people began to
While Bangladesh can grow more food each year, yet irrigation at
working paper of Callaghan, "Careful Management of Water, the Land in
jobs for the many unemployed people in agriculture. According to the
of the labour force, the only sector which can create a great number of
growth cannot absorb more than a small fraction of the natural increase
opportunity did not increase accordingly. From the rate of industrial
As the rate of unemployment increased in the rural areas, the job
population than the present."
Bangladesh has a potential to feed and give employment to a much larger
the main constraints to development are not physical but man-made and
reason to adopt a deterministic, mechanistic vision of future, however
respect has been getting worse during the last two decades. There is
underlying trends continue, introduce this situation in all the above
situation is as we have seen alarming, and even more so the fact the
given some hope for the unemployed people. The report says, "The present
through the year people remained unemployed. But the SIMD report says
and no end to the extent of unemployment. Not only in the off-season but
lands arid poverty gradually increased, the rate of the tenancy increased
miserable. The needs of the people of the villages were higher than their
irrigation increased the rate of agricultural equipment (e.g., tiller)
tron of Bangladesh in 1971 with the rapid increase of prices of dairy goods
lose the lands and were becoming landless and unemployed. After all -
present covers only 15 percent of the cropped area, although it could be extended to 75 percent of the country. And the construction of embankments, roads, and drainage are essential if agriculture is to be developed to produce the potential for millions of man years of employment.

Nor can it be said that Bangladesh is "overpopulated" compared to Taiwan, and Japan employ more than twice as many agricultural workers per hectare.  

In rural areas infrastructure plays a very important role for development. Several attempts have been made by the Government in the past to improve agriculture through infrastructure. The importance of agriculture for rural development in Bengal was first felt after the famine of 1978, and in 1880 an agricultural department was established in Bengali. To meet the credit requirements for agricultural developments some village cooperatives were organized in 1940. After independence in 1947 Government paid attention for developments of agriculture and rural areas. In 1954 Government introduced Village Agricultural and Industrial Development (V-AID), Programme. The objectives of the V-AID Programme were to foster effective citizen participation in all kinds of rural development projects.

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4 Contradictions and Distortions in a rural economy: the case study of Bangladesh. SIDA Report p.12

5 Gallagher, Robert, Bangladesh Today: The present strategy development. Working paper p.5
Later in 1960s renewed emphasis was given to rural development. One of the most important part of this rural development efforts was the Thana Plan, introduced as part of the Rural Works and Irrigation Programme. Mr. Akter Hamid Khan said:

"The rural works programme was an attempt to tackle two fundamental problems: constructions of a net-work of roads, drainage, channels and embankments and provision of employment during the dry seasons to the landless labourers. Roads, drainage and embankments are the infrastructure of rural development. Without link roads, without good drainage and without irrigation there cannot be much agricultural development! And without employment to the rapidly increasing landless villagers no government can hope for stability".6

The objective of the present study was to see the state of affairs of rural level planning. Chapter two gives details of the objective and the methodology applied to the study. The Thana and Union Plans have been studied, their drawbacks asserted and prospects foreseen. The evaluation of the different planning attempts taken place since British times to present Rural Works Programmes, has been reviewed in the Chapter Three. In Chapter Four of the study there is discussion about these Thana and Union Plan Books, their contents, plan preparation and their execution process. The case studies of two Thanas (Joydevpur and Debhata) has been done in the Chapter Five. The case studies describe in detail the existing state of our rural planning and the state of infrastructure.

6 Khan, Akter Hamid, Tour of Twenty Thanas BARD. 1971 pp.3-4
Thus it has been tried to give a full picture of rural planning in Bangladesh. With all the limitations, both in the field of resources and expertise, there is of course ways to overcome the draw-backs of our local level planning. With this end in view some recommendations have been made in Chapter Six.
2. RESEARCH DESIGN OF THE STUDY:

2.1. Objectives:

Bangladesh is primarily an agricultural country with a population of 110 millions. About 80 percent of the people live on agriculture. Over four fifth of the population are considered to be below the poverty line in terms of minimum caloric intake. Poverty, malnutrition, unemployment and illiteracy all these social problems are facing Bangladesh. During the last few decades, attempts were made through a series of development plans to solve the problems but no perceptible improvement in the standard of living of the people has taken place. The development efforts by the government were severely contained because of scarcity of domestic resources, heavy population pressure on land, unpredicted natural calamities, such as, flood, hailstorm and pest attack on agricultural crops.

However, all the development efforts are to be launched keeping the existing socio-economic conditions of the country. It has been acknowledged by experts that development activities must start from grass root level. Public and private initiative for development has, therefore, been directed towards rural areas. Planning at the rural level has been given high stress. The objectives of the study may be seen in this context. The main objectives of the study are:

(a) to study the process of thana plan preparation and evaluate the success and failure of such plan implementation.
(b) to identify the lessons which might be learned for the better implementation of thana plan.

(c) to study the role of the local general people in the plan making and implementation process.

2.2. Scope of the study:
Throughout the study an effort has been made to ascertain the state of affairs of the rural plan making and its implementation. The view expressed are, therefore, confined to this basic point of the study.

As plan making and its implementation is not an isolated factor in the total process of rural development, other related aspects have also been taken care of. In this connection, the present condition of agriculture has also been studied. Planning the rural infrastructure, among other things, must have a definite role in agrarian development. This point has also been taken in view while making the present study.

The problems that are encountered by institutions responsible for carrying out rural development activities have also been examined and suggestions made in the appropriate cases.

With all the limitations in respect of resources and expertise, prospect of rural planning have been identified. Although the scope of the present study is very much specific, all relevant fields have been covered at to make it a one-whole.
2.3. **Methodology:**

The preparation and the conduct of the research study on Thana Level Planning in Bangladesh requires lot of information and involves lengthy and time consuming process. The present study however, had to consider both questionnaire survey and general observation as methodology.

Besides empirical study, informal discussion were held to supplement the collected data with additional information. Interviews were held with people who are concerned in plan making and implementation process at the rural level. In addition rural common people of various social structure having different economic background were also consulted in order to record their attitudes towards rural development programmes, being executed by different agencies including those of the government. Consultation with rural people was also made to ascertain the extent of their awareness in respect of development work in their own areas.

2.4. **Selection of study area:**

Two Thanas were selected for case study. One of the selected Thana Joydevpur was well developed having good communication with Dhaka city. Besides, the internal physical infrastructure of Joydevpur also is good. Another selected Thana was Debhata in Satkhira District, which is less developed in comparison with Joydevpur. Being a remote place, Debhata does not have suitable communication and it does not receive much attention for development. The two places of
study have great difference in respect of their internal development as well as economic condition of their respective people.

2.5. **Sample design and data collection:**

In the two places of study, survey was made through two types of questionnaire. The emphasis given in the questionnaire was:

- to collect information regarding the process of preparation of Thana and Union Plan;
- to ascertain the feeling of the local common people towards Thana and Union Plan;
- to see the extent of the participation of rural common people in the preparation and execution of such plans.

In addition to survey made through questionnaire, informal discussion with the different level of government officials, elected/selected members of the Thana Union Parishad, consultation of various official documents maintained at the Thana and Union Parishad offices. Common people such as medium and small farmers and landless were interviewed. Interviewing large farmers was avoided on the ground that they somehow manage to influence plan making and implementation process through elected members and officials.

Survey was done in four unions out of eight unions of Joydevpur thana. All elected/selected members of these four Unions were interviewed. Total number of members interviewed here were sixty. In Debhata, three Unions out of five Unions were surveyed and the total number
of members interviewed were thirty-four. Besides Circle Officers, Overseers, Supervisors of the Thana Parishad, T.I.P. Assistant Engineers and Secretaries of the Union Parishads of both the places were interviewed.

A total of 120 people of the four selected Union of Joydevpur were served with questionnaire. From each of the four Union 30 people were chosen (10 from landless group, 10 from small farmer's group and 10 from the medium farmers group).¹ In the case of Debhata the same method of survey was employed. Here, questionnaire were served on a total of 90 people of the three selected unions taking 30 from each union in the same manner as was done in the case of Joydevpur. For this study the three groups of local general people (who were surveyed) have been selected for studying their attitudes towards development programmes, especially, towards plan - making and implementation at the rural level. The study is therefore, confined to the data received from them.

¹Landless = who has no agricultural land. Small farmer = who got up 2 Acres of agricultural land. Medium farmer = who got 2 to 5 acres of agricultural land.
3. REVIEW OF RURAL PLANNING IN BANGLADESH:

3.1. Introduction:

People participation in rural development is not new in this subcontinent. It has a long history of hundred years. During the period of the great Emperor Akbar, a devastating famine broke out (1583-84). He recruited large number of soldiers into the army to provide famine stricken people with work of building a port. This was probably the first attempt to utilize unemployed people in the development work in an organized way. Before the British rule, a number of such attempts were taken by the different rulers for rural development. A brief review of the attempts and programmes concerning rural development since the British period will be made in this chapter.

3.2. British period:

After the death of Akbar, British penetrated in Bengal. By the end of Aurangzeb regime (1558-1707), the British company had taken decisive steps which led to territorial occupation and eventually to domination. After the Battle of Plassey in 1757, the British took over the power of Bengal finally. The importance of agriculture for rural development in Bengal was first felt by the British after 1878 famine. On the recommendation of the Famine Commission, a new department called the Agricultural Department was established

1Srivastave, N.S. The history of Indian famine 1858-1981
(Agra: Sri Ram Mehra and Co. 1968) p.17
in Bengal in 1880 for agricultural development and famine relief.

In 1893, the Bengal Local Self-Government Bill was passed. It established the self-governing bodies in rural Bengal. Its purpose was to give the people of Bengal a substantial interest in and responsibility for the administration of their own affairs and to provide for the establishment of Local Self-Government on a sound and practical basis. The lowest unit was known as Union, which covered twelve square miles of villages. The elected Union Committee ran the administration. They were responsible for management of the primary schools, roads, tanks and drains within the union. Members were elected by the villagers. Above the Union Committee, was a second level of administration known as Local Board. Its members were also elected. A Central Board in Calcutta was established for general supervision of the Local Boards.

In 1885's Local Self-Government Act introduced three tiers of local bodies. These were the District Boards, Local Boards and the Union Committees, which were located at the district, sub-division and union levels respectively. The Local Board was to act as an electoral body for the District Board. It provided a supervisory-cum-grant distributing agency for the Union Committees with no execution or financial power. The Union Committee has no financial power. It used to work as an agent of the District Board. The District Boards were charged with several duties of local affairs, such as private schools, roads, sanitation, hospital and charitable dispensary
famine relief etc. Each District Board consisted of not less than nine members, all of whom were appointed if Local Board was absent. Otherwise, Local Boards used to act as an electoral body. But the District Board suffered from lack of planning and active cooperation of its members. The Annual Government Report of 1911-12 says:

"It is true that the ordinary families of District Boards are insufficient to meet any large or comprehensive schemes of improvement but with better organizations and forethought better results should be obtained with the funds that are available. The arrangements for that are available. The arrangements for the execution of public works are not always sound and the hurried checking of such works in the last month of the year must often result in financial loss to the Board."

The changing of Local Self-Government was with wrong end, for the system ought to have been started from the bottom.

In 1919 the Bengal Village Self-Government Act was passed. Under the provisions of this Act, Circle Officer got the power to control Union Board and to act as a link between the District Board, District Magistrate and Police, and took charge of 2/3 Thanas having 25 Unions. The role of Local Board was unchanged. This system remained up to Second World War. After the partition of India-Pakistan in 1947, the Government of Pakistan retained the system in East Pakistan, but the institutions were almost ineffective.

2Government of Bengal, Local Self-Government Department. The Reports on the working of District Boards of Bengal for 1911-12, Calcutta, p.142
3.3. Village Agricultural and Industrial Development Programme (V-AID):

In 1951 a group of five officials visited USA. They studied the evolution of extension services, the functions performed by agricultural and country agents, Home Demonstration Agent and State Advisory Councils in the USA. On their return they submitted a report for the introduction of an "extension" system in the rural area. The government accepted the recommendations of this Committee and the Village Agricultural and Industrial Development (V-AID) programme was introduced in February 1954.

The main objective of the V-AID programme was to foster effective citizens participation in rural development projects in the fields of agriculture, primary education, adult education, health and sanitation, cooperatives, cottage industry, irrigation, reclamation of land, secondary road construction etc.

The programme sought to accomplish these goals through a process of education, based upon discussion and planned community action, designed to assist the villagers to acquire the attitudes, concepts and skill so that they can solve the problems of the development projects. The basic idea of V-AID was that through this programme the rural people would have confidence in themselves to use cooperative methods and would acquire skill for solving social problems. The people can achieve precision in using scientific methods, competence in using cooperative methods and skill in resolving social conflicts.
The objectives of the V-AID programme are listed below:

1. To raise the production output and real income of the village by bringing modern techniques and knowledge.

2. To increase community services in the village.

3. To create spirit of selfhelp, initiative and leadership in the rural community.

4. To create conditions for a richer and better life in the village society.

5. Coordinate the working of nation building departments of the government at village level and become regular extension agent.

6. To give a welfare bias to government administration.

Organizational structure of V-AID:

**Village worker:** He was the spearhead of the project and principal agent of change, meeting regularly with the villagers. He tried to help them to identify the problem, make plan and execute projects. The village worker was a paid government servant having secondary level of education.

**Supervisor:** Normally 10-15 village workers used to work under supervisor.

**Development officer:** He was a graduate having training in community development work and was charged with development of a thana.

**Village council:** Within a village the most common means of institutionalizing the planning and development of projects, and providing training
to the local leaders was through the creation of a council. The council was elected body of the respective village. All projects were prepared by this Council and executed either by itself or by a smaller committee.

**Area Advisory Committee**: Each development area had an Advisory Committee composed of the Chairman of the village Councils. The committee advised on the solution of the problems.

The programme faced competition with agricultural officer at the thana and union levels. The shortage of funds, lack of training facilities and instability of provincial government were the main cause for slow progress of the programme. The multipurpose rural development programme could not create much impact on provincial economy as it was only an isolated attempt. During the First Five Year Plan (1955-60) a little attention was given to develop East Pakistan. No fund was available for this purpose. The military government abolished the V-ALD in 1961 introducing a new system.

3.4. **Comilla Model:**

The Comilla Academy was founded in 1955 by Akhtar Hamid Khan. In 1961 the Government of Pakistan and the Government of United States signed an extended PL-480 agreement to get the funds for rural development. The Comilla Academy, on request from the Pakistan Planning Commission, prepared a pilot experiment at Comilla Kotwali Thana in 1961-62, which dealt with the specific problem of this thana. It was possible to explore the administrative and planning
capabilities of the local people and civil administrators and develop techniques for planning, execution of which would be applicable through the province. The basic assumption of this approach as it has developed is that the local people can best decide which are their most immediate problems and which should be taken up as first priority. The Comilla Kotwali Thana Programme proved workable. In 1962-63 the programme financed 54 thanas as pilot programme. The 54 thana were the sub-divisional headquarters of the country.

In the Comilla Model there are four different components which work together as an integrated approach towards rural development. These are:

**Rural Works Programme**

Rural works programme is designed to create rural infrastructure like roads, canals, embankments, drainage in the rural areas to provide employment to the rural people. The cost of the programme is borne by the government.

**Thana Irrigation Programme (T.I.P.)**

Thana Irrigation Programme is designed to provide irrigation facilities, cheap credit and subsidized equipments, mainly tube-wells and low-lift pumps for agricultural development.

**Two-tier cooperatives**

The farmers are organized through village based primary cooperative (Krishak Shamaboy Samity, KSS) and their federation at the thana level the
Than Central Cooperative Association (TCCIA) for providing supplies and services. The two-tier cooperative system at present is administered under the Integrated Rural Development Programme (IRDP) throughout the country.

Than Training and Development Centre (TTDC):

This Centre provides training facilities to the cooperative managers and model farmers. It also provides certain services and expert advice to the primary societies.

The achievements of Comilla Model in its four components was very remarkable. Rice production was more than doubled in ten years and average yields per acres of land also increased. The irrigation facilities also increased from 22 to 32.1 percent of the cropped area in between 1964-65 to 1973-75. The Comilla experiment was quite successful in spreading modern agricultural techniques including HYV technology to the farmers. Overall employment also increased. The cropping intensity rose. This Rural Works Programme also increased employment somewhat. These were the early success of the Comilla experiment. But now the rate of development is very slow, the cooperatives have failed to serve against poverty, landlessness, inequality and unemployment.

3.5. Rural Works Programme:

The Rural Works Programme in Bangladesh was an attempt to tackle the fundamental problems of development through creation of rural infrastructure like roads, canals, irrigation, embankments, developments
of 'hats' etc. by labour intensive methods. Utilizing the surplus labour of the rural areas was the aim of the programme. Roads, drainage facilities, embankments and irrigation are basic infrastructure for rural development. Without link roads, good drainage system, protective embankments and irrigation for cultivation rural development is not possible. Also, without employment of the rapidly increasing landless villagers no government can hope stability. The Works Programme proposed to build those infrastructure with the help of local people through participation in the plan making and implementation processes along with government support.

Since 1962-63, the Rural Works Programme is working for offering employment opportunities, for building roads, embankments, khals for irrigation through labour intensive method. The Works Programme is a unique experiment in grass-root planning and mobilization of people for undertaking project of local importance. The Central idea of the programme is to put the underutilized manpower to work in nation-building projects with the liberal provision of basic wage goods.

Rural Works Programme as a means of direct people participation in planning and implementation at the local level is entirely linked up with the Local Government institutions.

In the Second Five Year Plan that is 1965-70, there was no future plan for Works Programme, but it got allocation, and schemes were taken up on an ad-hoc basis, which testify that the building of infrastructure like drainage facilities and roads were no longer considered as crucial
issue. Systematic planning and full participation of people were also not considered crucial. There was also no five-year plan of drainage and roads for 1970-75.

After the liberation of Bangladesh, in its First Five Year Plan, the works of the Works Programme were conducted mainly through Food for Works Programme.

In the present Five Year Plan (1979-80 to 1984-85) the government has given stress on the local level planning. The Works Programme, therefore, prepared a Five Year Plan again.

3.6. Food For Works Programme:

The Food For Works Programme was launched in Bangladesh in 1974 when near famine conditions prevailed in the country due to severe damage of crops by flood in that year. Although initially it started as relief oriented programme, it has gradually evolved as a rural development programme on regular basis throughout the year. During the dry season employment opportunity in the rural area become very little. The landless, day labourer and the marginal farmers of the rural area remain mostly unfed or underfed during this season of the year. The Food For Works Programme is undertaken to provide food to them at that time in exchange of work. The primary objective of the Food For Works Programme is thus to give relief to the landless, poor and unemployed male and female population of the rural area by providing them with direct employment in the rural development schemes. The types of work which are executed
under this programme are mainly excavation, and re-excavation of canals -
construction and repair of embankments through earth work, reclamation of derelict ponds and tanks, repair and construction of village roads
and such others.

The funds for execution of schemes of the Food-For-Works Programme
are provided both from the country's own resources and from the donation
of the World Food Programme, USAID, Canada, U.K., and Australia and West
Germany. Till 1984, under Food-For-Works-Programme, 47,138 schemes have
been implemented, utilizing 2.621 million metric tons of wheat. The
schemes related to excavation of 17,822 miles of rivers/canals and
27,751 miles of construction and reconstruction of embankments and roads.
4. THE THANA PLAN BOOK AND THE UNION PLAN BOOK:

4.1. The Thana Plan Book:

The Thana Plan Book was first supplied in the year 1965-66. The intention was that each Thana should draw up a five year plan identifying the infrastructure for agricultural development, i.e., roads, flood protection embankments, and drainage and irrigation canals.

After liberation of Bangladesh, the Thana Plan Book was supplied in 1974-75 to make a five year plan for 1974-75 to 1979-80 and once again in 1979-80 to make a five year plan for 1980-81 to 1984-85, and also a perspective plan for 20 years (1980-1981 to 1999-2000).

Originally in 1963-64, the prototype Thana Plan had been three year plans. In these first Thana Plan Book, there had been only two sections on roads, and drainage and embankment.

In accordance with government instructions in 1967 irrigation maps were introduced as a separate section in the Thana Plan Book. The present Thana Plan Book consists of three sections:

i. Thana Drainage and Embankment Plan, and location of flood shelters and 'khas' tanks.

ii. Thana Road Plan and location of markets, cottage industries tea estates.

iii. Thana Irrigation Plan.

The form and content of these three sections are discussed below, based upon the instructions given in the Thana Plan Manual.
4.1.1. Thana Drainage and Embankment Plan, and Location of Flood shelters and Khas Tanks:

To safeguard the Aus and Aman crops from flood and increase agricultural production, and also to encourage farmers to invest money in agriculture, the Rural Works Programme gave top priority to Drainage and Flood protection. A Master Plan was to be prepared for Drainage and Embankment, and the effects on drainage system by the other schemes were to be considered, especially by the construction of road embankments. According to the Thana Plan Manual, planning is to be carried out by the Thana and Union Parishad jointly. They will consider those local Drainage problems which can be solved by non-engineers.

The Zilla Parishad is to assist in inter-thana coordination and help with large projects. If any kind of engineering skills are needed, for design of water control structures, the Bangladesh Water and Power Development Board will assist the local parishad.

"There must be complete coordination and cooperation between Bangladesh Water and Power Development Board, the Local Bodies and Civil Administration".  

In this section there are Nine maps which are used for different purposes. On the basis of the best local knowledge Bangladesh Water and Power Development Boards Engineers and the local parishads work together to make the plan successful. They show the problems of the area in Map 1,

\[ \text{\textsuperscript{2}} \text{Thana Plan Books, Introduction Section.} \]
From this map they prepare Map 2, showing suggestions to solve the flood problem. It also shows how the Thana Parishad proposes to change the khal embankments and control structure pattern.

In proforma No. 1 Thana Parishad also prepares Master Plan for drainage embankment. This proforma and Map, 1 and 2 are sent to the sub-divisional headquarters. The WDB Executive Engineer checks all the Thana plans of the sub-division, makes suggestions, improvements, and amendments and also shows order in which projects may be best implemented. He decides which project should be designed by WAPDA and which projects by Thana Parishad and suggests what further improvement is required in the Plan and gives dates for further revision of the Plan and then sends back to the thana parishad.

In proforma No. 2 detail plans for the First year are shown. It is sent to the executive engineer WDB to check the calculation of the estimates and after necessary checking it is sent back to Thana Parishad. The Thana Parishad then can start work on implementing the projects.

Map-3 contains the Five year plan on drainage and embankment for flood protection in the thana. Different symbols and colours are used for presentation of the plan. The plan is prepared as per the agreed solution to the problems by the Thana Parishad. After preparation of the plan it is sent to the concerned executive engineer of the WDB for his clearance. After necessary modifications of the plan, if required, the executive engineer sends it back to the Thana Parishad for implementation.
Maps 4 through 8 contains yearwise work to be done under the plan for each of the five years covered by the plan. It may be mentioned here that without clearance from the WDB engineers no work on any new embankment can be undertaken by the Thana Parishad.

4.1.2. Thana Road Plan, and Location of Markets, Cottage Industries and Tea Estates:

The Thana road plan has long-term objectives of connecting every village market and ghat to national road network by all weather roads wide enough for trucks. From the economic point of view, these roads give opportunity for rural people to all their products at far off markets where they get better price with minimum transportation cost. Secondly, as communication becomes easy with the construction of these roads, the farmers can easily procure fertilizer, tools, seeds etc. for raising production.

The responsibility regarding the road network in the country at four levels. These are discussed below:

National Government Roads:

These roads join district headquarters, sea ports, major river ports, industrial centres and important sub-division headquarters.

District Parishad Roads:

These roads connect thana headquarters, important towns, ghats etc. to the national network by 24 feet wide all weather roads.
Thana Parishad Roads:

Thana Parishad roads connect large markets, bazaars and major population centres. These sixteen feet wide roads are all weather crest roads capable of carrying trucks.

Union Parishad Roads:

These roads connect all villages to thana roads wide enough for rickshaw/bullock carts.

For the purpose of road construction funds are made available to the Thana Parishad on population basis. The emphasis is given for projects of thana importance. For the benefit of the whole Thana the plan is prepared accommodating as many projects as possible that can be brought up to specification during the plan period. All roads of 16 feet crest require to be completed by 1984-85. Each year's work must produce a road initially usable. Every road must be planned that it originates from district roads and joins at thana road allowing cases traffic.

Construction of good quality road, which means long lasting road having good connection and good drainage is emphasized as poorly constructed road becomes an economic liability to the people of the area.

Proforma No. 2 contains the detailed estimate for the projects to be undertaken by the Thana Parishad. To prepare these estimate, Thana Parishad use a manual prepared by the WDB. At least one member of the Thana Parishad staff and the Circle Officer are also given training for
this purpose. The road maps are prepared considering careful planning and construction for each of the years of the plan period separately.

Road Map 1, shows the condition of all the roads in the thana at the beginning of the plan period. Road Map 2, shows condition of the road system planned at the end of the plan period. Road maps-3, through 8, shows the planned phasing of road construction by yearly basis. Each map shows the condition of the road system at a particular year and construction to be undertaken during that year.

In the proforma, the detailed estimates for each road and its phasing are given in the jacket marked "Thana Road Plan" in the Thana plan book. The estimates of construction of bridges and culverts are given separately.

4.1.3. The Thana Irrigation Programme:

This is the third section of the thana plan book. The main objective of the Thana Irrigation Programme is to provide irrigation to every farmer's plot of Bangladesh at the minimum cost. Surface water may be supplied through small projects involving only earthwork, and ground water may be supplied through tubewells or larger projects by Bangladesh Water Development Board. The main idea is to get water at minimum cost and to get the quickest possible return on investment by increased production.
By using irrigation extra crop can be grown in the winter season, it also helps the farmer harvest an early Aus crop by transport. If farmers can rely on irrigation water in time, high yielding varieties of rice may be cultivated resulting in increased production. The importance of irrigation in the thana plan has been well considered and accordingly it has been advised to prepare irrigation plans so that:

"By 1985 Bangladesh must have 150,000 cooperatively organized irrigation groups in operation. This would mean an additional thought of work available for three crore of labourers every winter. In combination with the Works Programme for roads and drainage, this would mean that practically all those now seasonally unemployed in the rural areas would have work for part of the winter season."

The members of the union parishad will work with the officers of the Department of Agriculture, BMIC, Water Development Board, and the Ministry of Local Government, Rural Development and Cooperatives. Every man must support each other to reach the above target on irrigation. Responsibilities of the different agencies regarding irrigation and relating to the preparation and implementation of the Thana Irrigation Programme are described below:

Union Parishads:

Members of the Union Parishad must survey their own words make plan how to irrigate their area by surface water which already exists, and consolidate this into the thana irrigation plan. They will also
organize the project committees, and decide whether channels need to be
evacuated to bring water close to the pumping point. They should also
extend their cooperation for the organization of irrigation groups by
the TCCA/KSS and its support by the government agencies.

The Thana Central Cooperative Association (TCCA) and The Krisha\' Samabay
Sanity (KSS):

The KSS & TCCA organizations are jointly responsible for distrib-
ution of the pumps and tubewells, organization of the users in the form
of cooperatives and collect charges from KSS member for irrigation.

The TCCA has a right to certify the conditions of KSS according to
IRDP manual which is the eligibility of getting credit to our chase pump
or tubewell in their list.

The listed KSS gets financial help according to priority on the
basis of acreage of land owned by the organized farmers for irrigation
by pump or tubewell.

The Bangladesh Agricultural Development Corporation (BADC):

In the past all low lift pumps were distributed through BADC on
rental basis to the irrigation groups. In future the government has a
policy that all pumps and tubewells will be purchased by the cooperative
or by individuals either by cash or securing credit from the banks.
However, BADC is still renting out their pumps, but any cooperative
society can buy a pump or tubewell if they wish to do so. BADC also
supply spare parts and services as well as fuel to run the pumps.
The Bangladesh Water Development Board (BWDB):

To carry out the Thana Irrigation Programme BWDB gives suggestion to improvements of the plan and provide necessary technical know-how and assistance in the design and construction of the control structures.

The Bangladesh Power Development Board (PDB):

The Bangladesh Power Development Board is responsible for supply of power to tubewells and power pumps in operation under TIP.

The Bangladesh Rural Electrification Board (BREB):

The Bangladesh Rural Electrification Board is trying for rural electrification in the country and thereby supplying power to the irrigation units. Where REB has started its operation, PDB does not operate there.

The Department of Agriculture:

It gives technical assistance at the Thana Training and Development Centre and at the union on irrigation, seeds and plant protection, extension services, etc.

4.1.4. Thana Irrigation Planning:

The best local knowledge and ideas are combined with technical skills by government agencies in the Thana irrigation programme. The Thana irrigation map-1 shows the present areas under irrigation and how much areas could be irrigated easily from existing rivers and khals. The Map-2, shows the ideas of local people about how to bring water to additional land by
utilizing khals re-excavated under the drainage plan or by excavating additional channels and by double pumping for small scale irrigation. For large scale irrigation projects using sluice gates etc., the design and technical assistance are provided by BWDB engineers.

The Thana Irrigation Officer of BADC continuously prepare the Thana Irrigation Plan for small irrigation pumps. Thana Agriculture officer also gives assistance in plan preparation for irrigated agriculture. The BWDB Engineer gives his suggestions for the improvement of the plan. After acceptance of the irrigation plan by the Thana Parishad, it is shown in irrigation map 3. The Thana Irrigation Plan summary along with a copy of Map-3 are required to be sent to the Ministry of Local Government and Cooperative showing work to be done by pumps and tube-wells and fund required.

The TCCA classify all KSS's in every six month into four categories A, B, C & D according to their performance in collection of savings and equity capital, repayment of past loan, members attendance in weekly meetings and adoption of improved agricultural method. Category 'A' or 'B' are eligible to receive credit from TCCA or Krishi Bank to purchase pumps or tube-wells.

The yearly map must be ready by 1 April (or by the date set by the Ministry). The Thana Parishad choose scheme from the map for excavation of irrigation Channels.
The Map-4A shows the proposal of the Thana Parishad for 1980-81, where consideration of KSS is certify by TCCA. The map 4B shows the final approval plan by the BWDB engineer, and give notice of the number of pumps and tubewell will be available for the current year.

Each year a new map will show the condition of the KSS's and proposal of THANA Parishad for that year. It will also show the area covered by the pump or tubewell and the area that actually under irrigation.

4.2. The Union Plan Book:

Every Union Parishad has been, like a Thana Parishad, supplied with a Union Plan Book. Instructions for preparation of maps have been printed in Bengali and given in the union plan book. The sectors are same as to be shown in the Thana Plan Book. The Union Plan book contains maps about the existing conditions of a Union, including roads canals etc. Problems are shown sectorwise in the first map, like flood problems in the drainage and embankment sector. The proposed solutions are shown in the next map and works to be executed in each year in the subsequent maps spread out over a period of five years. The same applies to road sector. The Union Parishad Plan and construct feeder roads to be Thana Parishad roads and are also responsible for their maintenance. Likewise, they also excavate and reexcavated subsidiary canals to link up those done by the Thana Parishad.

The first Union Plan Book was also supplied with the Thana Plan Book in the year 1965-66 to draw a five year plan to build infrastructure
for agricultural development utilizing local knowledge and providing employment to the people in the off-season.

After liberation of Bangladesh, the Union Plan Book was supplied in the year 1974-75 to make a five year plan for 1971-75 to 1978-79 and later again in 1979-80 to prepare a five year plan for 1979-80 to 1984-85.

The Union Plan Book has two sectors. These are:

1. The Union Drainage, Irrigation and Embankment Plan; and

2. The Union Roads and Bridge Plan.

The contents of the Union Plan Book are similar to that of the Thana Plan Book. Each section contains number of maps for different purposes. For preparation of the maps necessary instructions are given in the Plan Book. The main instructions are:

(a) Trace out the Union Plan on tracing paper

(b) Use different symbols and colours according to instruction.

(c) Identify and make on the spot survey of roads, bridges, khals, embankment, and culverts etc. before making of five year plan. Utilize local knowledge and technical helps from thana parishad, if necessary for preparation of the plan.

(d) Make plan for every individual project separately.

(e) Make plan for drainage, roads and irrigation in respect to their problems and solutions, and keep it with union plan book.

(f) Union plan map-1 shows the existing roads, embankment for flood protection and khals and irrigation canals in the area.
(g) Map-1 shows the plans of roads, bridges, culverts, embankments, drainage and irrigation channels that are to be constructed under works programme during the current five year plan period.

(h) After detail examination of every project the plan will be taken to thana parishad. Approved projects by the thana parishad will be kept in the union plan book map-3.

(i) Map 4-9 will show the yearly plan which will be executed during the five year plan period.

4.2.1. Union Drainage Irrigation and Embankment Plan:

Map 1, in the section of Union Drainage Irrigation and Embankment shows the existing condition of drainage, irrigation and embankment in the area. It shows:

- Khals which are providing drainage facilities and their direction of water flow;
- All works for digging khals under Food for Works Programme;
- Existing embankments and other embankment constructed by Thana Parishad Plan including embankment constructed under Food for Works Programme;
- Water flow under the bridges and culverts and their directions;
- Low lying area which are blocked, the direction of water flow and flooded area.

Map 2 shows the plans which will be taken during the five year plan period on drainage, irrigation and embankment. Long-term plan for digging khals and embankments by Thana Parishad are also shown here. Detail contents of Map-2 include:
Drainage system within the union by khals;

Long-term plans including digging of khals and their improvement through Food for Works Programme by Thana Parishad;

All drainage and embankment programme during the five year plan period;

New khals for drainage;

Reexcavated khals;

Direction of water flow in the khals;

Bridges and culverts to be built during the plan period;

Comparatively large bridges that will be built by the Thana Parishad;

All bridges and culverts under which water is flowings and direction of water flow;

All area within the union which will be benefited from these programme including areas will be benefited from long-term Thana irrigation, drainage and embankment programme.

Map 3 shows the five year plan on drainage, irrigation and embankment approved by Thana Parishad for the union. The Union Parishad Drainage, Irrigation and Embankment map 4 through 9 shows which project will be taken up each individual of the five year plan period.
4.2.2. Union Road and Bridge Plan:

In this section, Roads and Bridges Map 1 shows all existing roads and bridges under the Union Parishad and their existing condition. It also shows the location of Union Parishad office, community centre, seed godowns small and main markets, and hats.

The Union Parishad roads and bridges Map 2, shows Five Years Plan for 1979-80 to 1984-85 roads and culverts within the Unions. In the Union Parishad roads and bridges Map 3, shows the Union road and culverts Five Year Plan 1979-80 to 1984-85 approved by Thana Parishad. The maps 4-9 shows the yearly plan, of roads and bridges and projects will be taken upto 1984-85.

4.3. Conclusion:

Both the Thana Plan and the Union Plan involves a large amount of work. These deal with different type of works related to building infrastructure. Different sections of the work are dealt with different government agencies and elected members. They must have coordination among themselves. Otherwise the plan will not work properly and it will be very difficult to achieve goals and objectives. In addition to these, from top level to lower level of the process needs technical skills to draw map, to prepare project proforma, to make estimates odd different types of constructions, to study feasibility of projects, to make survey of work etc. In consideration of the existing supports that are provided it is rather difficult to carry out the whole planning process according to the instructions given by the government.
5. CASE STUDY: JOYDEVPUR AND DEBHATA:

5.1. Background of the study area - Joydevpur:

Joydevpur is a thana under Gazipur District of Dhaka division. According to the 1981 census report the total area of the thana is about 171 sq. miles with a population of 232,000. Density of population was 1,357 persons per sq. mile in 1981. It is only 23 miles from the city of Dhaka and is well connected by both road and rail linkes.

Joydevpur is a part of Modhupur Jungle tract. The terrace topography is not flat but consists of low rounded ridges. Southern part of Joydevpur has low lying flat terrace area with grey silty clay loam topsoils. This area is flooded 1-2 feet deep by rainwater during the monsoon and is used for Aus and transplanted Aman crops. The subsoil is mainly neutral to moderately alkaline and locally contains lime modules. These soils are best suited to rice cultivation and are not well suited to dry land crops. Rice yield can be greatly increased by the use of fertilizer. Irrigation would also greatly benefit this area. Irrigation can be done by using surface water from the Torug river on the west, from the Salu river on the south, and from the Chilai river on the east. The area is also good for jackfruit, mango and other fruits, groundnuts and winter vegetables. A small portion of the under Modhupur Forest.

Joydevpur Thana is composed of eight unions and 181 villages. The area is well connected internally by 150 miles of 'kutcha' and 6 miles of...
pucca roads. There are seven khals 53 miles in length, which are also used for water transportation during the rainy season.

The land use of Joydevpur can be briefly described as follows:

The cropped area in 1975-76 was about 76.21 percent of the total area, of which 45.40 percent was single cropped, 17.20 percent double cropped and 3.37 percent triple cropped. About 25.13 percent of the land was used for homesteads, roads, khals, markets etc. Of the total land forest area was about 6.74 percent, current fallow 1.24 percent, and cultivable waste was 0.89 percent. The cropping intensity was about 116.3 percent. Less than a quarter of the cultivated land was under irrigation. Deep tubewells covered 15,000 acres and low lift pumps covered 9,000 acres. However, no data was available in respect of irrigation done by traditional methods. But it can be guessed that about 10-15 percent of the area is irrigated with water from khals ponds etc. This area therefore has higher percentage of irrigation coverage in comparison to Bangladesh as a whole (about 15 percent by traditional and modern methods).

Partly because of irrigation and partly because of its being an experiment area of the Bangladesh Rice Research Institute, the rice production in this area is normally high. Yields vary (at the BRRI) from 20-30 mounds per bigha. Whereas, in Bangladesh as a whole production is about 6-8 mounds per bigha. Jute cultivation is negligible.

1 Thana level Agriculture of Bangladesh Vol. I, 1975-76. Ministry of Agriculture and Forest p.3.
Joydevpur is also very rich for its fruit production, such as jackfruit which is supplied to the city of Dhaka. Daily vegetables for Dhaka city also come from Joydevpur.

5.2. Background to the study area Debhata:

Debhata thana is located at the extreme south western part of Satkhira district. The river Ichamati which flows down along the western border of the thana, also marks the international boundary between Bangladesh and India. According to the census of 1981 the total area of Debhata thana is approximately 66 sq. miles and the total population is 78,000. Total number of households is 11,615 and average household is 6.7 persons. The population density in the area is 1,182 persons per sq. miles, which is lower than the national average density of 1,567 persons per sq. miles.

Most of the areas of Debhata consist of a very gently plain landscape. Some parts in the north and east of the thana are 'Beel' or 'Haor' areas, and are deeply flooded. The main types of soil found in this areas are sandy loam, silty loam and clayed loam. Salinity is found in some areas which hampers agriculture. Many people in the area cultivate fish, which is more profitable than growing crops. Fish cultivation covers nearly 20 percent of the total area. Different varieties of shrimp for the major produce. The total cropped area covers almost 75.26 percent of the area (single cropped 37.06 percent and double cropped 22.45 percent). Current is fellow 15.75 percent and not available for cultivation is
24.26 percent (which covers homesteads, roads khals etc.) and cultivable waste is only 0.47% percent. There is no area under triple crop. The cropping intensity of the area is 137.7 percent. The main crops are rice (jus and aman) wheat, potato and pulses.

There are five unions in Debhata thana. The number of villages is 86. There is only a bazar like most of the 'hats' found in the villages. No luxury goods are available. Almost all the shops usually close down with the end of day light. The bazar is even smaller than a ruwai 'hat', but it sits in every morning.

Debhata thana centre became a municipality in 1876. But since the independence of Pakistan in 1947, it had gradually declined and government ultimately abolished the Debhata Municipality in 1955. Before the partition of Indo-Pakistan there lived fourteen Zamindars, among whom many were famous for their leadership at the national level. These influential Zamindars made Debhata a municipality in 1876. The area at that time was very developed. They provided for street light, water supply and made garden of rare trees. The population was only 5,315 in 1881. After partition of Indo-Pakistan all the Zamindars left this area. A portion of the Hindu population also crossed the border. As a consequence day by day the area lost its glamour.

The only paved road passes from Satkhira to Kaligonj through Debhata. The other roads of the area are kutcha roads.\(^2\) The main

\(^2\)There is no written account available on total length of the roads.
transport of this area is bicycle which is also available on hire. There are some rickshaw vans which are used for carrying goods and peoples. The roads are well connected with all parts of the Thana. Country boats are used as a means of transportation in some of the areas during the rainy season. Electricity has not yet reached in Debhata Thana.

Smuggling is one of the problems of Debhata. No industry can grow because of smuggling. Main smuggled goods from Bangladesh are fish, cloth, especially imported old cloth, rice etc. Another problem is salinity of water in the field. If there is flood farmers loose production for two-three years. To prevent flood one embankment has been built along the side of the river Ichamati. The rice cultivation of this area is lower than its surrounding area. If infrastructure can properly be developed people would have much scope for agriculture, which will ultimately reduce smuggling.
Comparison between Joydevpur and Debhata:

<table>
<thead>
<tr>
<th>General features</th>
<th>Joydevpur</th>
<th>Debhata</th>
</tr>
</thead>
<tbody>
<tr>
<td>Area</td>
<td>171 sq. miles</td>
<td>66 sq. miles</td>
</tr>
<tr>
<td>Population</td>
<td>232,000</td>
<td>78,000</td>
</tr>
<tr>
<td>Population density</td>
<td>1,357 (per sq. miles)</td>
<td>1,182 (per sq. miles)</td>
</tr>
<tr>
<td>Total cropped area</td>
<td>76.21% of the total area</td>
<td>75.26% of the total area</td>
</tr>
<tr>
<td>Single cropped area</td>
<td>40.40% of the cropped area</td>
<td>37.06% of the cropped area</td>
</tr>
<tr>
<td>Double cropped area</td>
<td>37.20% of the cropped area</td>
<td>22.45% of the cropped area</td>
</tr>
<tr>
<td>Triple cropped area</td>
<td>3.37% of the cropped area</td>
<td>Nil</td>
</tr>
<tr>
<td>Cropping intensity</td>
<td>136.3 percent</td>
<td>137.7 percent</td>
</tr>
</tbody>
</table>
5.3. **Prospects of the two study area:**

Because of the proximity to Dhaka city, joydevpur is likely to experience significant urbanization in the future. The Bangladesh Rice Research Institute is located here. The institute has already built up extensive housing facilities for its staff. The Bangladesh Machine Tools Factory has also been established here along with quarters for its staff. There are a number of other industries here and more industries are rapidly growing.

The housing societies from Dhaka have also acquired land to sell out to the general public for housing. Day by day urbanization is increasing in this area. Land value is rapidly increasing because of heavy demand which may be very bad sign for agriculture.

The area has very fertile land for agriculture and the production per acre is also very high. Even so, production can easily be increased from the present level by using irrigation more extensively. Thus better irrigation would appear to be one main prospect in Joydevpur. There should be measure for protection of good agricultural land from urbanization.

Dehbata is located on the border area with India. It could not develop because of high rate of smuggling. There is little possibility of growing industries here. Only fish processing industry can be established in this area. The area is very fertile for fish cultivation,
which is more profitable than rice cultivation. Investment in fish
cultivation is smaller than other kinds of business.

As it appears from the study, if the area can be irrigated by
shallow tubewell, the people can grow three crops instead of present
two crops yearly. The land is very fertile. For the area, only pla-
mmed irrigation is needed for the development of agriculture.

5.4. Institutions Responsible for Plan Making and Implementation:

Different government organizations ranging from the Union level
to the Zilla level, work as a chain. As per provisions of the Local
Government Ordinance 1976, a three-tier Rural Government system has
been established. The grassroot level is the Union Parishad, middle
tier is the Thana Parishad, and the third tier is Zila Parishad. In
addition to their responsibilities for building and maintaining the
infrastructure, roads, drainage and irrigation and supervising public
health, sanitation education and social welfare in their respective
areas, the Local Government institutions are also required to ensure
effective planning coordination and mass participation in the develop-
ment programme at the different levels.

5.4.1. The Ward Project Committee:

At the union level all Rural Works Programmes are prepared and
implemented by Project Committees named as Ward Project Committee.
This committee includes three elected union members (from whom one will be the Chairman of the committee); other members are chosen according to government instruction from different social classes, such as landless, small farmer, school teacher etc. The size of the committee varies from 6 to 10 members. The composition of the committee has to be approved by the Thana Parishad. The committee implements schemes, but supervision is done by the Thana Parishad technical staff. After completion of the project and submission of accounts, the committee is dissolved. The elected members however, continue to work for preparing future plans within their area of concern. They are the permanent members of the Ward Project Committee. They work for the Rural Works Programme within each ward. If a project crosses the boundary of two wards, the project is done either by two separate project committees or by one committee formed by taking members from both the wards. Any of these alternative arrangements has to be approved by the Thana Parishad. There is no office and salaried staff for the Ward Project Committee.

5.4.2. The Union Parishad:

The Union Parishad is composed of nine members and one Chairman, directly elected by the voters of the union. Two women and two peasant members are nominated by the sub-divisional office concerned. The Union Parishad prepare five year plan including one-year-plan for the development of the Union. The plan is prepared according to the Government instruction by the Ward Project Committee. The Ward Project Commi-
ttee send the plan to the Union Parishad. The Secretary of the Union Parishad, who is employed by the Parishad, draws the Union plan and makes estimates of scheme for the Union Parishad. Then the plan goes to the Thana Development Committee for scrutiny and approval.

After approval of the plan the Project Committee implements the plans. The Thana Parishad supervises the project of the Union Parishad.

5.4.3. Thana Parishad:

According to Government circular from the Ministry of Local Government Rural Development and Cooperatives, the Thana Parishad is formed with the Sub-Divisional Officer (SDO) as the Chairman, Circle Officer (Dev.) as the Vice-Chairman, and all the Thana level government officers and elected Union Parishad Chairman as the members.

The main functions of Thana Parishad are:

1. Co-ordination of all development activities within the Thana;
2. Implementation of development projects;
3. Give approval to the Thana Development plan from the Thana Plan Book;
4. Providing assistance and encouragement to the Union Parishads in their activities;
5. Promotion of family planning;
6. Arrangement of training programme for the Chairman and Secretary of the Union Parishads.

The Circle Officer [Dev.] supervised the work of Thana Development Committee regarding plan-making and implementation.
5.4.4. Thana Development Committee:

The circular of the Ministry of Local Government of the 28th April, 1972 changed the name of the Thana Council into Thana Development Committee. All functions of it were performed (before 1972) by the Circle Officer (Dev.) concerned in consultation with the Thana Relief Committee. The nature of functions is the same and as it was under Basic Democracies. The functions were to coordinate the all development works of the Union Councils, preparation of Thana Plan Book for the area from the consolidating Union Plan Book, implement and supervise the work, allote funds to the Union Council, for the development works etc. The Sub-Divisional Officer used to control the Circle Officer in the performance of his functions and in running the administration of Thana Development Committee. The present Thana Development Committee of Joydeypur Thana was formed on July 1973. After the election of union parishad in 1977. This was formed according to Government circular.

Present number of members of Thana Development Committee is composed of Chairman of Union Parishad and three coopt members are chosen by the Thana Development Committee from elite persons within the Thana. The Committee is approved by the Thana Parishad.

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^4 Govt. of Bangladesh Ministry of LGRD Local Govt. Division (Section-I) Memo No. 5-1, IU-7/72/103 dated 28th April 1972.
5.5. The Progress of Plan Making in Joydevpur and Debbata:

5.5.1. Union Level:

In Joydevpur, Union Plans were first introduced in 1962 which was then a three year plan (1962-65). After that, five year plans were adopted for 1965-70 then 1970-75 and then 1975-80. The present plan covers the period from 1979-80 to 1984-85.

The Union Plans of 1965 and 1970 however, were reported to have been destroyed during the war of liberation. In the post liberation period the government once again distributed Five Year Plan in 1973.

In the most recent Union Plan (1979-80 to 1984-85), the process of plan preparation for the Rural Works Programme was initially done at the lowest level of Ward Project Committees formed by the Union Parishad. The Union Parishad consolidate the plans submitted by each of the Ward Committee into the Union Plan Book. According to the Government Circular concerning the preparation of schemes for 1980-81 a time schedule was given to the Union Parishad to prepare the plan which was from May 3rd to June 3rd.

The members of the Union Parishad at a meeting decides the preparation of the Union Plan along with the yearly proposal. After the meeting, the Secretary of the Union Parishad draws the proposals in the Union Plan Book and makes the proforma for the yearly programme and sends it for approval of the Thana Parishad through Thana Development Committee.
All of the four unions surveyed in Joydevpur had prepared and submitted the five year (1979-80 to 1984-85) plans to the Thana Development Committee within the required one month time.

Thus all the planning stages, from Ward level to Union Level, were completed within one month. In addition to the general proposal for the five year programme, the Union Parishad had also prepared and submitted one year proposal in detail (for the year 1979-80 to 1980-81) for approval of the Thana Development Committee. It is in their own interest of the unions to submit their proposals in time. So they do it. The detailed proposals, such as volume of earth work, costs, etc., were prepared for the first year only. At the time of interview (June-July 1980) the remaining four year’s detailed proposals had not been prepared, though it should have been completed.

Although project committees had been established at the Ward level these committees did not do the planning for the Union Plan. Simply the Ward Member (the ‘Permanent’ member of the Ward Committee) sat with the Union Parishad and suggested project for inclusion in the plan.

However, the short time span and the speed with which the proposal are discussed, selected, estimated and recorded in the Union Plan illustrate complete absence of proper planning or effective participation. For example, detailed survey of the local area was not carried out. The Union plans are drawn from the previous plans meaning that the new map-1 is
traced out from the existing old map, and then on this new map proposals are drawn. The proposals are drawn by the Secretary of the Union Parishad. Because of lack of time and money, the supervisors of the Thana Parishad did not go to the Union Level to only survey the proposed project. After the projects have gained approval and when the project is about to be started the supervisor goes to check the work.

The Secretaries of most of the union surveyed had received some basic training from the Thana Training and Development centre on the preparation and estimation of the projects for inclusion in the Union Plan Book. It is a six week training programme. There is a provision to take training at TTDC for two persons from every union, but usually only the Secretary takes the training. The Chairman do not go to take training.

The time given by the Thana Parishad to draw the Union Plan is insufficient. If any kind of difficulty arises, Union Parishad obtain help from the supervisor of the Thana Parishad, who is a Technical person in the Thana Parishad. But although the Thana supervisors are full time government employees they do not visit the sites themselves during the Union plan preparation. They frequently provide unofficial help in the map-drawing and sometimes it is also found that the Chairman and Secretary of the Union Parishad go to the Supervisor's office and sit together to make the plan before submission for approval. The plan preparation, in these instances, takes place at the eleventh hour of submission of the plan.
The Union Parishad usually sit in monthly meeting to discuss regular business. However, from the survey it was found that the Union of Joydevpur Thana had only 8-10 meetings during the last year (1980). Every member tries to attend these meetings because there is less than one meeting in a month and they have an interest with respect to project selection.

On the other hand, when any project is being implemented the members of the Ward Project Committee sit in the weekly meeting to see the progress and problems faced in the implementation of the Project Committee level.

Now we can look into the case of Debhata, where the process of Union level planning is not very much different from the case of Joydevpur. There are five unions in Debhata Thana, and each union consists of three wards. The Union Parishad was elected by the people in 1977. The Union Parishad was formed according to the Government circular dated 3.7.76.

From the survey of three Unions out of five Unions of Debhata thana it has been found that every union has a committee composed of elected and selected members. All the surveyed unions has 16 members in the Union Parishad Committee among whom there is one Chairman and nine elected members. Recently 2 women and two peasant members have been included in the Committee.
At the ward level there was no Ward Project Committee. But when they get any project for a Ward, the Union Parishad forms a Project Committee which includes three elected members of that ward and the Chairman. The number vary from 7 to 11 in the Committee. The Committee is approved by the Circle Office and has been found that this process was also followed in Debhata. This is because every year one or two small projects is implemented in each Ward (may be construction of culverts, or repairing a wooden bridge etc.). So they did not bother to form a permanent Project Committee at the Ward level.

To fill-up the proforma is not a difficult task. Calculation, measurement of earth work etc. are tough, it needs good training, so that resource utilization can be properly done.\(^5\)

The Union Parishad sits in monthly meeting. In the year (1978-1979) they had 7-9 meetings of the Union Parishad. One week before meeting, the members of Union Parishad are informed by a notice including agendas. All records of the meeting are kept in the minutes book. Before any work the Union Parishad do not give publicity to the general people nor even take the consent of local people for any kind of project. When a project is going to be started the Project Committee place a signboard on the spot which shows the nature of work, time scale, the amount of allocated money or wheat, rate of wage etc. But in some cases no signboard was found. For the preparation of plan the Union Parishad follows the government rule in some respect. They prepared the plan in time and submitted the plan to the Thana Development Committee.

\(^5\) Interview with Secretary of Union Parishad of Debhata Thana.
in time and submitted the plan to the Thana Development Committee in time for the approval. Otherwise the plan will not be accepted. In the preparation of the plan the role of Union Parishad Chairman is dominating.

5.5.2. The Thana Level:

For the approval of the Union plans, the Union Parishad send their plans to the Thana Development Committee, where all Union Plans are consolidated into the Thana Plan Book and then sent to the Thana Parishad for final approval.

Both Joydevpur and Debhata Thana first prepared a Thana Plan as early as 1962-63 (a three year plan). Subsequently five year plans were prepared in 1965, 1970 and 1975. But again, like the Union, these earlier plans were either lost during the war of liberation, or discarded once the new plan had been prepared. Thus comparison could not be made between the old and new plans.

The Thana Development Committee of Joydevpur and Debhata prepared their most recent Five Year Plan (1979-80 to 1984-85) in the Thana Plan Book, in which yearly proposals were included for each of the five years. The Thana plans represent consolidated plans of all of the Union plans. In addition it contains Thana Level schemes devised by the Thana Development Committee itself, for implementation by the Thana Development Committee. Usually Union Parishad submits a 'big claim', unions tend to be
ambitious, and the Thana Development Committee has to reject proposals mainly on the ground of lack of funds. The schemes approved by the Thana Development Committee are recorded in the Thana Plan Book. The projects of Thana Development Committee are bigger than those of Union Parishad. For one year plan of fixed lump-sum grant is given which the Thana Development Committee can spend without any control or advise from approving authority.

But their plan is to be approved by the Thana Parishad. For these projects Thana Development Committee make survey with the help of technical staff of the Thana Parishad.

For the preparation of Union Plan the Union Parishad gets one month's time. They prepared Union Plan on 1:1 mile scale. For the preparation of Plan Book at thana level the Thana Parishad of both Joydevpur and Debhata have technical staff—one Supervisor and one Deputy Supervisor for road plan, one overseer for irrigation plan and one Plan Implementation Officer for overall supervision.

The qualification of all the technical staff has to be at least S.S.C. passed. In addition they get training from TTDC and Comilla Rural Academy for preparation and estimation of the plan. They also help Union Parishad Secretary in preparing Union Plan Book. Usually the first year's scheme and budget is done after the Thana Development committee has received indication of the amount of the fund likely to be available. The Committee choose projects according to the availability of fund and arrange the projects in order of priority.
The Thana Development Committee of Joydevpur and Debhata prepared their yearly estimate for the year 1979-80. The Thana Parishad mentioned the amount of funds likely to be sanctioned that year. The Thana Development Committee then submitted their proposals for approval along with maps, diagrams and cost estimates in the form of a plan proforma, choosing projects according to the amount of funds they expected to receive from the Thana Parishad.

In accordance with the instruction of the Government the Thana Development Committee prepare schemes showing 20 percent increase in the cost estimate to meet for inflation.

In the case of the union plans, the Thana Plans for Joydevpur and Debhata although having proposals for each of the five years of the plan period, did not include detail estimates or cost for any of these years except for the first years proposals. They are supposed to prepare estimates for all of the years.

In preparing the existing condition of the Thana (map-1) they just transfer the old map on the tracing paper. No discussions are made with other groups or organization at lower level, such as KSS, TCCA and higher level such as WAPDA engineer, who are very much included with plan preparation and implementation.

6 Although the five year plan was originally prepared in 1979 and the authors survey was conducted one year later in June 1980.
Food for Works Programme:

The Food for works programme is done at the Thana level. No work is done at Union level. It is because only big project are done through Food For Works Programme, such as roads, embankments etc. In Rural Works Programme money is used for pucca works small works e.g. culvert, bridge, repairing works etc.

The Projects of the Food for works programme are chosen from the 2nd-5th year of the five year plan. Detail 2nd-5 years. In the year 1979-80, the Joydevpur Thana get Tk. 58,000/- survey of these projects are not made. As a result, fruitful implementation of these project become difficult years. All work is done through Thana Project Implementation Committee. Thana Project Implementation Committee is composed of Circle Officer as Chairman, project implementation officer as Secretary and all the Union Chairman are member, along with four other persons nominated by the sub-divisional officer from different level of people. The Committee is approved by the sub-divisional officer.

For the year 1979-80 Joydevpur Thana Project Implementation Committee submitted 13 schemes out of which only 3 schemes were approved. Because of shortage of wheat the rest would not be approved.

Ulashi Type Project:

To spread out the knowledge of Ulashi type project, every Thana Development Committee must execute such project in their area. The main emphasis is given upon joint effort of voluntary services from
local people and governmental help for the rural development work such as, building, roads, embankments, to introduce fish cultivation, poultry farming, removing illiteracy from the villages and tree plantation etc. These need participation and the local people. This type of project also included irrigation project which is known as Ulashi type Thana Irrigation Programme (TIP). The Ulashi type TIP project can get help from the officials of BADC members of the union Parishad and local irrigation overseers and Ward Project Committee.

Every year in the month of November, the Chairman of the Thana Development Committee, sits in a meeting with the members of Union Parishad and Thana Development Committee for further plan and select program. They also make a five year plan for the area. The programme is carried out in the month of January (generally in dry season).

3.6. Participation of the local people in process of plan making and its implementation:

One of the major objectives of the study has been to ascertain the extent of local people's participation in the process of plan making. With this end in view, local common people of both the fields of study were surveyed/interviewed.

The nature of participation in the plan making process by the people varies from one group of people to another depending on their social and economic standing in the area. For example, those who are economically better-off and have a little of education have been found
to be rather directly involved in the plan making of the area. Those who are poor and illiterate have little participation in the process of plan making, their participation is mostly in terms of working as day labourer in the projects, that is, their participation is in the execution stage of a plan.

The data collected on the participation of the rural people in both the fields of study have been described below. However, the information received through the data specifically relate to the surveyed people of the study area.

Table - 4 shows that about 37% of the surveyed people in Jovdevpur were employed mainly in cultivating their own land while 30% were cultivating own land as well as land taken for share cropping. Only share croppers were about 4%. The percentage of people cultivating own land as well as land taken from share cropping at Debhata is the highest. It is 51% while people cultivating own land is about 16%. The number of only share croppers at Debhata is rather significant, it is 20%. The landless are in both places are either day labourer or only share croppers.
Table - 4: Distribution of respondents according to type of occupation:

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Joydevpur</th>
<th>Debhata</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
</tr>
<tr>
<td>Cultivating own land</td>
<td>44</td>
<td>36.3</td>
</tr>
<tr>
<td>Cultivating own land plus share cropping</td>
<td>36</td>
<td>30.0</td>
</tr>
<tr>
<td>Only share cropping</td>
<td>4</td>
<td>3.5</td>
</tr>
<tr>
<td>Day labourers</td>
<td>36</td>
<td>30.0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>120</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

In both Joydevpur and Debhata most of the surveyed people own some kind of agricultural equipments. Around 12% at Joydevpur and about 17 at Debhata do not have any kind of agricultural equipments. Simple equipment such as 'Nirani', Sickle, plough jowal are owned by most of the people in both places.

Table - 5: Distribution of respondents according to ownership of agricultural equipments.

<table>
<thead>
<tr>
<th>Type of equipments owned</th>
<th>Joydevpur</th>
<th>Debhata</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
</tr>
<tr>
<td>Plough</td>
<td>106</td>
<td>88.0</td>
</tr>
<tr>
<td>Jowal</td>
<td>100</td>
<td>83.0</td>
</tr>
<tr>
<td>Nirani</td>
<td>116</td>
<td>96.0</td>
</tr>
<tr>
<td>Ladder</td>
<td>32</td>
<td>26.0</td>
</tr>
<tr>
<td>Achra</td>
<td>52</td>
<td>52.0</td>
</tr>
<tr>
<td>Sickle</td>
<td>76</td>
<td>64.0</td>
</tr>
<tr>
<td>No equipment</td>
<td>14</td>
<td>11.6</td>
</tr>
</tbody>
</table>
We will discuss what has been stated above. The factors of irrigation cooperation, the factors in Table 6, and the level of cooperation being low at 06.0% for water and also for people's being members of irrigation cooperatives. The level of irrigation cooperation around 15%, which is the level of irrigation cooperation to develop and the result of the survey of people's participation in irrigation cooperation at Debheira is only 10% of the respondents practice irrigation at Debheira as shown in the table below:

<table>
<thead>
<tr>
<th>Type of Animal Owned</th>
<th>Number</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>No Animal</td>
<td>41</td>
<td>47.7</td>
</tr>
<tr>
<td>Goat</td>
<td>16</td>
<td>19.2</td>
</tr>
<tr>
<td>Ox</td>
<td>10</td>
<td>11.7</td>
</tr>
<tr>
<td>Calf</td>
<td>59</td>
<td>70</td>
</tr>
<tr>
<td>Cow</td>
<td>70</td>
<td>80</td>
</tr>
</tbody>
</table>

Table 6: Distribution of respondents according to ownership of animal.

Those who do not have any kind of animal are mostly landless people. The most common type of animal that they own are cows and goats. About 1/2 of the respondents at Gyoghur and 1/14 at Debheira own oxen while most of the people of the surveyed area own some kind of animals.
Table - 7 : Distribution of respondents according to whether they practise irrigation or not.

<table>
<thead>
<tr>
<th>Area</th>
<th>Practise Irrigation</th>
<th>Do'nt practise irrigation</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percentage</td>
</tr>
<tr>
<td>Joydevpur</td>
<td>62</td>
<td>52</td>
</tr>
<tr>
<td>Debhata</td>
<td>13</td>
<td>14.4</td>
</tr>
</tbody>
</table>

Table - 8 : Distribution of the respondents according to their membership of irrigation cooperatives.

<table>
<thead>
<tr>
<th>Whether Member</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Area</td>
<td>Number</td>
<td>Percent</td>
</tr>
<tr>
<td>Joydevpur</td>
<td>46</td>
<td>38</td>
</tr>
<tr>
<td>Debhata</td>
<td>13</td>
<td>14.4</td>
</tr>
</tbody>
</table>

The main means of irrigation, as has been found in Joydevpur is deep tube well and power pumps. Those using these means are members of the irrigation cooperatives. The picture is different in case of Debhata where only 15% of the respondents have been found to practise irrigation. Because of water salinity in the area people can not often go for irrigation (Table - 9).
Table 3: Distribution of respondents according to the type of irrigation they practise.

<table>
<thead>
<tr>
<th>Type of irrigation</th>
<th>Joydevpur</th>
<th></th>
<th>Debhata</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
<td>Number</td>
<td>Percent</td>
</tr>
<tr>
<td>Deep tubewell</td>
<td>24</td>
<td>20</td>
<td>5</td>
<td>5.5</td>
</tr>
<tr>
<td>Shallow tubewell</td>
<td>-</td>
<td>-</td>
<td>4</td>
<td>4.4</td>
</tr>
<tr>
<td>Power-pump</td>
<td>22</td>
<td>18</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Hand tubewell</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Khal</td>
<td>16</td>
<td>13</td>
<td>2</td>
<td>2.2</td>
</tr>
<tr>
<td>River</td>
<td>16</td>
<td>13</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Ponds</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>2.2</td>
</tr>
<tr>
<td>Don't practice</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The education level of the respondents is worth mentioning in particular. Their ability to participate in plans and making could be closely related to their ability to read and write. In Dehata 85% of the respondents are illiterate which is higher than the national average of (23.8%). But in Joydevpur illiteracy is 50% which is lower than the national average. Only around 4% and 5% fall in the group of above secondary level in Joydevpur and Dehata respectively. They can be called 'higher' educated in the context of rural Bangladesh. Most of them are medium farmers.
Table - 10 : Distribution of respondents according to level of education.

<table>
<thead>
<tr>
<th>Level of education</th>
<th>Area</th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Joydevpur</td>
<td>Dehata</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
<td>Number</td>
<td>Percent</td>
<td></td>
</tr>
<tr>
<td>-----------------------------</td>
<td>----------</td>
<td>--------</td>
<td>--------</td>
<td>--------</td>
<td></td>
</tr>
<tr>
<td>Illiterate</td>
<td>60</td>
<td>50.0</td>
<td>76</td>
<td>84.9</td>
<td></td>
</tr>
<tr>
<td>Primary level</td>
<td>44</td>
<td>36.5</td>
<td>7</td>
<td>7.7</td>
<td></td>
</tr>
<tr>
<td>Secondary level</td>
<td>12</td>
<td>10</td>
<td>3</td>
<td>3.3</td>
<td></td>
</tr>
<tr>
<td>Above secondary</td>
<td>4</td>
<td>3.5</td>
<td>4</td>
<td>4.6</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>120</td>
<td>100.0</td>
<td>90</td>
<td>100.0</td>
<td></td>
</tr>
</tbody>
</table>

Participation in the plan making and its implementation:

In both the study areas it has been found that the people do not know anything about the plan books. During this study the people came to know for the first time about plan books, although there is instruction from the government to display the plan book to the public at the Union Parishad office.  

---

7 Government circular of 30th September 1976, Ministry of LGRD.
It is also found that the people do not have any knowledge about Project Committee, and about its meetings. In the case of Debhata people know the members only as Union Parishad members and not as members of the project committee (Table -10-13).

Table - 11 : Whether the respondents have any knowledge about plan book.

<table>
<thead>
<tr>
<th>Area</th>
<th>Knowledge about plan book</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td>Number</td>
</tr>
<tr>
<td>Joydevpur</td>
<td>-</td>
</tr>
<tr>
<td>Debhata</td>
<td>-</td>
</tr>
</tbody>
</table>

Table - 12 : Whether the respondents have any knowledge about project committee meeting.

<table>
<thead>
<tr>
<th>Area</th>
<th>Have knowledge</th>
<th>Have no knowledge</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
</tr>
<tr>
<td>Joydevpur</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Debhata</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

Table - 13 : Acquaintance of the respondents with the project committee members.

<table>
<thead>
<tr>
<th>Area</th>
<th>Have acquaintance</th>
<th>Have no acquaintance</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
</tr>
<tr>
<td>Joydevpur</td>
<td>97</td>
<td>80.8</td>
</tr>
<tr>
<td>Debhata</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>
Participation through works:

Most of the surveyed people in the study area have been found to be engaged in working on their own land. Only 28% in Joydevpur and 17% in Debhata worked under the Rural Works Programme. In other programmes, such as Food For Works, self-reliance programme and canal digging the participation of the respondents was not remarkable (Table 14, 15 & 16).

Table - 14: Distribution of respondents according to whether they worked in the Rural Works Programme or not.

<table>
<thead>
<tr>
<th>Area</th>
<th>Worked in RWP</th>
<th>Did not work in RWP</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
</tr>
<tr>
<td>Joydevpur</td>
<td>24</td>
<td>28</td>
</tr>
<tr>
<td>Debhata</td>
<td>16</td>
<td>17.2</td>
</tr>
</tbody>
</table>

Table - 15: Distribution of respondents according to their work in programmes other than rural works programme.

<table>
<thead>
<tr>
<th>Area</th>
<th>Worked in other programmes</th>
<th>Not worked in other programmes</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
</tr>
<tr>
<td>Joydevpur</td>
<td>28</td>
<td>23.3</td>
</tr>
<tr>
<td>Debhata</td>
<td>28</td>
<td>31.0</td>
</tr>
</tbody>
</table>
Table - 16: Distribution of respondents according their work in different programme.

<table>
<thead>
<tr>
<th>Programme</th>
<th>Joydevpur</th>
<th></th>
<th>Deh Dealta</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
<td>Number</td>
<td>Percent</td>
</tr>
<tr>
<td>Food For Work</td>
<td>18</td>
<td>15</td>
<td>11</td>
<td>12.2</td>
</tr>
<tr>
<td>Self-Reliance</td>
<td>10</td>
<td>8.3</td>
<td>7</td>
<td>7.7</td>
</tr>
<tr>
<td>Canal Digging</td>
<td>-</td>
<td>-</td>
<td>10</td>
<td>11.1</td>
</tr>
<tr>
<td>Other</td>
<td>28</td>
<td>23.3</td>
<td>28</td>
<td>31.0</td>
</tr>
</tbody>
</table>

Local benefit programme:

In both the study areas, the majority of the respondents opined that the rural development programmes (RDP, RDP, Self-reliance etc.) are very much useful for them. Through these programmes they get roads, irrigation and embarkment facilities. Besides, these programmes are sources for employment for the rural employed people (Table 17 & 18).

Table - 17: Attitude of the respondents towards the usefulness of various rural development programme.

<table>
<thead>
<tr>
<th>Area</th>
<th>Useful</th>
<th>Percent</th>
<th>Not Useful</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Joydevpur</td>
<td>80</td>
<td>66.6</td>
<td>40</td>
<td>33.3</td>
</tr>
<tr>
<td>Deh Dealta</td>
<td>72</td>
<td>80</td>
<td>18</td>
<td>20.0</td>
</tr>
</tbody>
</table>
Table - 18: Distribution of the respondents who derive benefit from
the different programmes according to their source of
benefit.

<table>
<thead>
<tr>
<th>Source of benefit</th>
<th>Area</th>
<th>Joydevpur</th>
<th>Debhata</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
<td>Number</td>
</tr>
<tr>
<td>Roads</td>
<td>86</td>
<td>71</td>
<td>70</td>
</tr>
<tr>
<td>Irrigation</td>
<td>73</td>
<td>65</td>
<td>47</td>
</tr>
<tr>
<td>Employment</td>
<td>74</td>
<td>61</td>
<td>45</td>
</tr>
<tr>
<td>Embankment</td>
<td>72</td>
<td>59</td>
<td>31</td>
</tr>
<tr>
<td>Drainage</td>
<td>10</td>
<td>8.3</td>
<td>14</td>
</tr>
</tbody>
</table>

Resources for taking part in plan making and implementation process:

In Joydevpur and Debhata, the majority of the surveyed people were found to be interested to participate in the plan making and implementation processes. Most of the people said that they were interested to take part in plan making and its implementation because they would help ensure proper use of funds. Some were interested because they would get job out of these programmes. In both the places some people did not want to take part because of their engagement elsewhere (Table 19).
Table - 19: Opinion of the respondents as to why they want to take part in the making and implementation processes.

<table>
<thead>
<tr>
<th>Reason for participation</th>
<th>Joydevpur</th>
<th>Debhata</th>
</tr>
</thead>
<tbody>
<tr>
<td>It is beneficial</td>
<td>30 25 %</td>
<td>17 18.8%</td>
</tr>
<tr>
<td>It means proper use of fund</td>
<td>28 23.3%</td>
<td>42 46.7%</td>
</tr>
<tr>
<td>It gives employment</td>
<td>12 10%</td>
<td>23 25.6%</td>
</tr>
<tr>
<td>It means opportunity to participate in nation building programme</td>
<td>12 10%</td>
<td>– –</td>
</tr>
<tr>
<td>Not taking part</td>
<td>38 31.6%</td>
<td>8 8.8%</td>
</tr>
</tbody>
</table>

Involvement of elected/selected members in plan preparation and implementation:

Most of the elected/selected members were rich farmers. Only a few were small farmers. A very insignificant number is landless. In Joydevpur 48% of the members owned above 5 acres of land while in Debhata percentage of this group is 65 (Table 20).

Table - 20: Distribution of elected/selected members according to their land ownership.

<table>
<thead>
<tr>
<th>Amount of land owned</th>
<th>Joydevpur</th>
<th>Debhata</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
</tr>
<tr>
<td>Landless</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Upto 2 acres</td>
<td>16</td>
<td>27</td>
</tr>
<tr>
<td>2.1 to 5 acres</td>
<td>18</td>
<td>30</td>
</tr>
<tr>
<td>Above 5 acres</td>
<td>24</td>
<td>40</td>
</tr>
<tr>
<td>Total</td>
<td>66</td>
<td>100</td>
</tr>
</tbody>
</table>
In Joydevpur 55% of the elected and selected members have educational level ranging from class VI to beyond Class-X. In Debdhata percentage of the members of this level of education is 46. A significant number of members in Debdhata is illiterate (Table 21).

Table - 21 : Distribution of elected/selected members according to their level of education.

<table>
<thead>
<tr>
<th>Level of education</th>
<th>Area</th>
<th>Joydevpur</th>
<th>Debdhata</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
<td>Number</td>
</tr>
<tr>
<td>Illiterate</td>
<td>2</td>
<td>3</td>
<td>7</td>
</tr>
<tr>
<td>Class - V</td>
<td>25</td>
<td>42</td>
<td>12</td>
</tr>
<tr>
<td>Class VI to X</td>
<td>18</td>
<td>30</td>
<td>8</td>
</tr>
<tr>
<td>Above Class X</td>
<td>15</td>
<td>25</td>
<td>7</td>
</tr>
<tr>
<td>Total</td>
<td>60</td>
<td>100</td>
<td>34</td>
</tr>
</tbody>
</table>

The main occupation of most of the members in both the places is cultivation. Those who cultivate their own land are rich farmers. In Debdhata 12% of the members are service holders while in Joydevpur there is no service holder (Table 22). They are selected as members from school teachers.
In December, 79% of the members said they had no plan to vote.

In December, 75% of the members surveyed said they had a plan to vote.

<table>
<thead>
<tr>
<th>Type of occupation</th>
<th>Number</th>
<th>Percent</th>
<th>Number</th>
<th>Percent</th>
<th>Number</th>
<th>Percent</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Farming, Fishing</td>
<td>2</td>
<td>3.3</td>
<td>2</td>
<td>3.3</td>
<td>2</td>
<td>3.3</td>
<td>6</td>
</tr>
<tr>
<td>Agriculture, Mining</td>
<td>22</td>
<td>36.7</td>
<td>22</td>
<td>36.7</td>
<td>22</td>
<td>36.7</td>
<td>66</td>
</tr>
<tr>
<td>Cultivating, Forestry</td>
<td>20</td>
<td>36</td>
<td>20</td>
<td>36</td>
<td>20</td>
<td>36</td>
<td>60</td>
</tr>
<tr>
<td>Service</td>
<td>4</td>
<td>6.7</td>
<td>4</td>
<td>6.7</td>
<td>4</td>
<td>6.7</td>
<td>12</td>
</tr>
</tbody>
</table>

Table 2: Distribution of elected/elected members according to type of occupation.
Table - 23: Distribution of elected/selected members according to their length of membership.

<table>
<thead>
<tr>
<th>Duration of membership</th>
<th>Joydevpur</th>
<th></th>
<th>Debhata</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Percent</td>
<td>Number</td>
<td>Percent</td>
</tr>
<tr>
<td>Less than 5 years</td>
<td>46</td>
<td>77</td>
<td>6</td>
<td>17.6</td>
</tr>
<tr>
<td>5 to 10 years</td>
<td>11</td>
<td>18</td>
<td>15</td>
<td>44.10</td>
</tr>
<tr>
<td>10 to 15 years</td>
<td>3</td>
<td>5</td>
<td>7</td>
<td>20.58</td>
</tr>
<tr>
<td>Above 15 years</td>
<td>-</td>
<td>-</td>
<td>6</td>
<td>17.7</td>
</tr>
<tr>
<td>Total</td>
<td>60</td>
<td>100</td>
<td>34</td>
<td>100.0</td>
</tr>
</tbody>
</table>

This sharp contrast between Joydevpur and Debhata can be attributed to the fact that one is located very near to the capital and, therefore, have good contact with relevant authorities while the other is in remote place having little contact with the appropriate authority (Table 24).

Table - 24: Distribution of elected/selected members according to their having plan book.

<table>
<thead>
<tr>
<th>Area</th>
<th>Have plan book</th>
<th>Do not have plan book</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>percent</td>
</tr>
<tr>
<td>Joydevpur</td>
<td>45</td>
<td>75</td>
</tr>
<tr>
<td>Debhata</td>
<td>8</td>
<td>21</td>
</tr>
</tbody>
</table>
6. SUMMARY OF THE FINDINGS, CONCLUSION AND RECOMMENDATIONS:

Any effort for rural development in Bangladesh means development of agriculture upon which depends the livelihood of nearby 80 percent of her population. Throughout this present study, it has been the principal aim to highlight the existing state of affairs of the various infrastructures of agrarian development. To gain some insight on this subject, studies have been made on thana and union plan, including past attempts (from British era to Rural Works Programme) to present introducing thana landuse plan.

All the development efforts undertaken in the rural areas of Bangladesh both in the private and public sectors if went flawless, it could be safely concluded that no further effort would have been necessary. But these efforts did not go flawless. In fact, these started with flaws, developed with flaws and ended with flaws.

The present study was conducted in the two thanas - Joydevpur and Debhata. As is evident, without proper planned development of our rural physical infrastructure, target development in the field of agriculture is difficult. Again, physical infrastructure constructed without due head to planning ethics will mean mere misuse of our limited resources. Therefore an effort has been made to see how and to what extent rural infrastructures are made in accordance with the principles of planning.
In both the cases the following drawbacks have been found in the sphere of local level planning:

- In the preparation of Union plan book, from the Ward level to Union level, they took only one month including the survey. Because of this short time and the speed with which they make the proposal, there is almost absence of proper planning such as project selection, cost estimate and volume of earthwork etc. The detailed survey of the local area was not carried out. The Secretary of the Union Parishad traces out the new map from the existing old map showing the proposed plans on it. In the Union surveyed, old union plan book was not found except the plan of last year. The union parishad does not keep the old plan book, so it is difficult to make comparison with old plan book to new plan book.

- The Project Committee is supposed to prepare plan at the ward level but they do not do it. Only permanent ward members sit with the Union Parishad at the Parishad office to do the plan by themselves. In one meeting they do the plan for the whole year. They did not call any public meeting to pass the plan by the public.

- The Chairman is a dominating character at the Union Parishad. He has number of pet Union Parishad members. Normally the Chairman select the projects of his pet members. So uneven development results. Rest of the members do not want to make quarrel with the Chairman, because the Chairman is always a very influential person of that area.
In the implementation stage of the plan, the three problems that may be encountered are
made before preparation of a plan. It is also to be ascertained before
people on the other side. It thus follows that proper steering should be
the limited resources at hand on the one side and the need of the
the plan in order to do one of development, should take care of

Instructions (and as a result they remain unperceived)
do not hold any meeting with public (though there is clear government
enterprise) can be judged. Unfortunately, the Ward Project Committee
holding meeting with the local people during plan preparation, so that
honoured. Another way to achieve people’s participation is through
can effectively contribute. The views of the selected member must be
accepted by selecting members in to the Ward Project Committee, who
implementation process. The participation of local people can be
most of the general people want to participate in plan making and

- preparation technique

- preparation technique. Others do not show any interest to know about plan
- preparation of plan preparation is the secretary of the union
- the secretary to the TUC. So the only person who knows the
- program. For the plan preparation training, chairman spans
- then book. They know that the plan is done in the project.
- Most of the Union Partischad members do not know about union
6.1. **Recommendation:**

The present state of our local level planning is not satisfactory. Our total economic upliftment depends heavily on sound rural level planning which will contribute to the organized development of our rural physical infrastructure. Without sound and effective physical infrastructure efforts for agricultural development will not be very much effective. The drawbacks as has been stated before may be overcome if the following measures are effectively taken:

- For the time being we can leave the Union Plan Book. The Thana Plan Book should be executed properly such as detailed survey of the thana has to be done with all technical aspects, landuse maps, all physical infrastructure must be up-dated in the Plan Book. Then, Union Plan Book will be introduced properly with a technical expertise at the Union level. At the first phase, we leave union plan book, just because of limitation, of technical staff, large number of plans, time limit etc.

- The Union Plan Book should be done in coordination with other organizations who are involved in building physical infrastructure at union level such as BRDB, BADC and EWBD etc. They should also be involved in plan preparation, execution and monitoring level.

- The plan should be related to cost estimation or fund allocation. It should be realistic not a shopping list. Regular allocation of fund should be given to the Thana by the National Government so that they can prepare the plan according to the cost estimate. Local revenue collection should be geared up so that it can be used for execution of the development works. In order to overcome deadlock for want of needed fund, there should also be made
keeping in view of the priority areas. This will help to keep flow of fund in the right track.

The rural development plan have so far emphasized on the immediate needs of the people. This is no doubt very much important. But one of the major drawbacks of these plans is that they employ rural people for the time being. Such plans do not give any permanent solution of the economic problems of the people. Hence, there should be efforts to draw such scheme as building small scale industries, cottage industries, so that the rural people may be employed for whole time and this will solve, to a great extent, their economic problems. In this context the Thana Parishad can play a vital role.

To conclude, it may be stated that an all-out effort has been lunched to bring about facts relating to rural development. But in any way, it is not claimed to have been a comprehensive study. I must acknowledge the many flaws here and there. With deeper analysis and more case studies, I am sure, there will come out more facts. It can, however, be said that the present study will help those who want to go deeper into the study of the system of rural development of Bangladesh.
GUIDELINES FOR UPAZILA DEVELOPMENT PLAN - I

In the recent years there has been much changes in the total planning approach at the local level. The present government has introduced Upazila system in an effort to bring administrative machinery to grass-root level so that harmonious development may be ensured and people’s participation in the development work may be encouraged.

Through promulgation of Ordinance the present government has set forth certain guidelines for planning, designing and implementation of development schemes to be undertaken by Upazila Parishads. These guidelines mainly look after the priority areas of development at the local level. For a balanced growth such guidelines are no doubt very much necessary.

The main focus for entrusting Upazila Parishads with development work at a such a magnitude are:

(a) to reduce dependence of rural people on the national government for meeting such needs which can be locally met.

(b) to mobilize and utilize local resources which are yet be tapped.

(c) to reduce involvement of national government in planning and execution of development projects which are local in nature.

The fund for the development schemes at Upazila level will comprise of lump-sum allocation in the Annual development programme on a regular basis in favour of the Upazila Parishads. The criteria which should gene-

rally be followed for fund allocation are (the figures within parenthesis indicate the relative weights of the elements to be considered in making the allocation):

1. Population (0.2)
2. Area (0.1)
3. Extent of backwardness (0.2)
4. Performance (0.2)

Other sources of fund at the Upazila parishad will be comprised of its own revenue surplus or from any other source, such as local contribution will be used for financing the local development programmes.

Planning procedure at the Upazila level:

The Upazila parishad should prepare a 5-year development Plan and maintain a Upazila Plan Book on the line of the Thana Plan Book so long maintained by the Development Circles. The Plan Book should be updated every year. They will also prepare an Annual Upazila Development Programme (AUDP) for each financial year.

The Upazila parishad will undertake a socio-economic survey and studies concerning the Upazila for the preparation of Plans particularly on the following elements:

1. Physical infrastructure - roads, bridges, culverts and market places of the Upazila.
2. Upazila Irrigation and flood protection Plan.
3. Agriculture land use and crop production plan.

Ministry of local Govt. rural development & cooperatives, local Govt. Division, Circular, dated 29.9.1983.


Plan preparation and approval of schemes:

The Upazila Parishad will first make a sectoral allocation of the development fund and ask the respective Upazila officers to prepare schemes. Project proposal in prescribed proforma will be prepared by the Upazila Officer of the concerned department under guidance of the Upazila Parishad. He will also responsible for placing the same to the Upazila planning and Evaluation Committee (UZPEC). This committee may consists of 5-7 members (official and non-official) to be constitutedly the Parishad. Upazila Nirbahi Officer may be Chairman, and Upazila Planning and Finance officer may be the member-Secretary of this committee. This committee will examine the schemes and place them in the Upazila Parishad meeting for final approval. Upazila Parshads will be the approving authority for their development projects. The decision to approve a scheme will be taken in the Parishad meeting by consensus.

Union Parishad schemes will be prepared and sent to the Upazila Parishad for approval after approved by the Union Parishad itself. While preparing schemes they may consult Union Level Officers. They may ask for technical assistance of Upazila Parishad if considered necessary.
Implementation and supervision of the projects:

Upazila Parishad will nominate the concerned development officer to be responsible for implementation of a project. On the recommendation of Parishad, advance payment is possible to the project officer. Consisting of 5-7 persons, a Project Committee may be constituted by the Upazila Parishad for supervision of the work of each project. The project officer shall be responsible for overall supervision and implementation of the project. He will act as a Chairman of the project committee and other committee members may be taken from social workers, unemployed educated youth, school teachers, Imams, representative of Target group and other local personality. At each project site signboards should be displayed indicating name of project, location, estimated cost, volume of work, wage rate, date of completion of the project, names of the Chairman and secretary of the project committee.

Upazila Parishad may constitute a 3-5 member project inspection committee (PIC) to inspect work of the project of Upazila and Union Parishad during execution in the field level. Project Inspection Committee (PIC) should consist of members other than those included in the project committee or involved directly in the implementation of the project.

Review, Evaluation and Reporting of the Project:

The monitoring and reviewing of the implementation of development projects will be done by the Upazila Planning and Evaluation Committee.
(UZPEC) at least once in a month and place their report in the meeting of the Upazila Parishad to furnish quarterly statement showing expenditure and physical progress of each project to the Deputy Commissioner. The Deputy Commissioner will send the consolidated report to the Local Govt. Division within 15 days after closing each project.
A questionnaire survey on the attitude of general people regarding their participation in local plan making.

(For landless, medium and small farmers)

Joydevpur and Debhata Thana

<table>
<thead>
<tr>
<th>Type</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Identification:

Name of the Union: ____________________________ Ward No.: ____________________________

Name of the respondent: ____________________________ Age: ________ Years.

Education:

<table>
<thead>
<tr>
<th>Illiterate</th>
<th>Class I-V</th>
<th>Class VI-X</th>
<th>Above Class - X</th>
</tr>
</thead>
</table>

Occupation:

<table>
<thead>
<tr>
<th>1. Cultivating own land.</th>
<th>2. Cultivating own land as well as land taken for share-cropping.</th>
<th>3. Only share-cropping</th>
<th>4. Landless</th>
</tr>
</thead>
</table>

Total agricultural land: ________ Bighas. Nil: ________

Family members: Male ______ Female ______ Total ______

Agricultural land from father/other: ________ Bighas

Land sold: ________ Bighas Land bought: ________ Bighas

Agricultural equipments owned:

<table>
<thead>
<tr>
<th>Plough</th>
<th>ladder</th>
<th>Jowal</th>
<th>Achra</th>
<th>Nirani</th>
<th>Sickle</th>
</tr>
</thead>
</table>

Animal owned:

<table>
<thead>
<tr>
<th>Cows</th>
<th>Bull</th>
<th>Ox</th>
<th>Goat</th>
</tr>
</thead>
</table>

1. Do you practice irrigation? [ ] Yes [ ] No

If 'yes' then, how much land under irrigation? ________ Bighas

2. Type of Irrigation:
<table>
<thead>
<tr>
<th>Type</th>
<th>Year of adoption in the village</th>
<th>Year of your adoption</th>
<th>Land under irrigation</th>
<th>Crops</th>
</tr>
</thead>
<tbody>
<tr>
<td>Deep tube well</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Shallow tube well</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Power pump</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tube well</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Khal</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>River</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pond</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

3. Are you a member of irrigation cooperative society?  [ ] Yes  [ ] No

4. Do you need credit?  [ ] Yes  [ ] No

   If yes, what do you know about Union plan book? (specify)

5. Source of credit:

<table>
<thead>
<tr>
<th>Source</th>
<th>Amount (in Tk.)</th>
<th>Season</th>
<th>Condition</th>
<th>Reason</th>
<th>Repayment time</th>
</tr>
</thead>
</table>

6. Do you know any thing about Union plan book?  [ ] Yes  [ ] No

   If yes, what do you know? (specify)
7. Do you know about project committee meeting? [ ] Yes [ ] No
   If yes, how and what (explain)

8. Do you know members and official of the committee? [ ] Yes [ ] No

9. Do you know about the purpose and sanction of funds and their uses?
   [ ] Yes [ ] No
   If 'yes', explain:

<table>
<thead>
<tr>
<th>Year</th>
<th>PURPOSE</th>
<th>AMOUNT</th>
<th>USED</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Road, Khal, Culvert</td>
<td>1 2 3 4</td>
<td>1 2 3 4</td>
</tr>
<tr>
<td>1975-76</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1976-77</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1977-78</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>1978-79</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1979-80</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

10. Did you work in Rural Works Programme? [ ] Yes [ ] No
    If 'yes', why
    If 'not', why not

11. Did you work in any other programmes besides rural programme?
    If 'yes', names of the programme
12. Do you think that this kind of programme really useful? Yes No
   If 'yes' in which way
   If 'no' why not

13. Do you think any other type of programme will be more useful to you?
   Name or nature of the programme

14. What types of benefit do you get from that programme?
   a. Irrigation
   b. Roads
   c. Embankments
   d. Drainage
   e. Employment

15. Do you want to take part in the plan preparation and execution?
    Yes No
   If 'yes' why?
   a. because of better benefits
   b. because of employment
   c. because of proper use of fund
   d. because of taking part in nation building program.
   e. any other purpose, explain

16. In your area, what types of work do you need? List according to priority:
   a.
   b.
   c.
   d.
   e.

Name of the Interviewer

N.B.: *Use opposite page with Q.No. for detail information.
     *Write any other information for detail study
A questionnaire survey for planning infrastructure at Thana/Union level
(For Ward/Union/Thana project committees)

Joydevpur and Debhata Thanas

Date

Identification:

Name of the Union ____________________________ Ward No. ____________________________

Name of Respondent ____________________________ Age ________ Years

Education:  

Illiterate  

Class I - V  

Class VI - X  

Above Class - X

Occupation:

1. Cultivating own land

11. Cultivating own land as well as land taken for share-cropping.

111. Only share-cropping

iv. Landless

Total agricultural land ________ Bighas. Nil ________

Family members: Male ________ Female ________ Total ________

1. Do you have any Thana/Union plan book?  

[ ] Yes  [ ] No

If 'yes', Why? specify ____________________________

2. How many do you have in last 5 years?

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Road</td>
<td>Old New</td>
<td>Old New</td>
<td>Old New</td>
<td>Old New</td>
<td>Old New</td>
</tr>
<tr>
<td>Canal</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Embankment</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Culvert</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bridge</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sluice gate</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
3. How did you prepare the plan?
   a. Yourself
   b. With the help of associate members
   c. With help of local people
   d. Any other way

4. Did you call any public meeting for passing out the plan?
   [ ] Yes   [ ] No
   If 'no', why not? Specify__________________________________________

5. In the project committee meeting how many members were present, and who are they?
   No. of total attended members_______ Total members_______
   Profession of the members:
   a. ____________________  f. ____________________
   b. ____________________  g. ____________________
   c. ____________________  h. ____________________
   d. ____________________  i. ____________________
   e. ____________________  j. ____________________

6. Did participants in the meeting increased since early 70s?
   [ ] Yes   [ ] No

7. Is the project committee approved by the Union/Thana parishad?
   [ ] Yes   [ ] No
   If 'no', why not? Specify__________________________________________

8. Do you sit in the meeting?
   Weekly/Fortnightly/Monthly/Quarterly/Irregularly.

9. Total No. of meeting in 1975-6_______ 1976-7_______ 1977-8_______
    1978-9_______ 1979-80_______
15. Did you prepare a 5 year plan book in your area? Yes / No

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Allocation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1979-80</td>
<td></td>
</tr>
<tr>
<td>1978-79</td>
<td></td>
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<tr>
<td>1977-78</td>
<td></td>
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<tr>
<td>1976-77</td>
<td></td>
</tr>
<tr>
<td>1975-76</td>
<td></td>
</tr>
</tbody>
</table>

14. In last 5 years, what was total allocation of money/wheat and how

- [ ] a
- [ ] b
- [ ] c
- [ ] d

13. Did you get full allocation of money on time? Yes / No

- [ ] a
- [ ] b
- [ ] c
- [ ] d

12. What are the causes of irregularity of meeting?

- [ ] a
- [ ] b
- [ ] c

11. Do you write all resolution in minute book? Yes / No

- [ ] a
- [ ] b
- [ ] c

10. What did you discuss in the meeting?
16. Did you have any trained person for plan preparation? [ ] Yes [ ] No
   If 'yes' who is he? Designation

17. Did Chairman and members taken any training programme? [ ] Yes [ ] No
   Place
   Nature: a. ___________________________ Length
            b. ___________________________ Length
            c. ___________________________ Length

18. Do you think the training is sufficient for plan preparation and implementation? [ ] Yes [ ] No

19. Did your all submitted project passed by the higher authority? [ ] Yes [ ] No
   If 'no' why: a. ___________________________
                b. ___________________________
                c. ___________________________

20. Do you think in your area, the yield of the crops is increased as a result of the schemes? [ ] Yes [ ] No
   If 'yes' how much? (a) very little (b) almost double (c) triple

21. What are the problems did you face in plan preparation and implementation?
   a. ___________________________
   b. ___________________________
   c. ___________________________
   d. ___________________________
   e. ___________________________

22. And what are the best solution do you think?
BIBLIOGRAPHY:


Bibliography-2:


Bibliography-3:


