

PLANNING AND IMPLEMENTATION OF DEVELOPMENT
PROGRAMMES AT THE UPAZILA LEVEL - A STUDY
INTO THE PROBLEMS AND PROSPECTS

A THESIS

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ABSTRACT

The upazila parishad under the reconstituted local government structure is a recent development in Bangladesh. The performances of this local government tier are expected to influence the future development of our country. The decentralized mode of planning raises many substantive issues of initiating, approving and implementing programmes at the local level. Naturally, one would be interested in looking into the functioning of this local government tier to recommend the best way of utilizing resources of the country.

This thesis will explore the present planning process and ways of implementing of various development projects undertaken by the upazila parishads. The research came out with the assumption that there are many inadequacies and shortfalls in preparation of plans and their implementation. The major problems are that the procedures in selection of projects, the guidelines in preparing plans, implementing and evaluating the projects are not exactly followed. There is also a tendency of using personal influence in selection and approval of projects.

The major problems faced by the upazila parishads in planning and implementation are; absence of concrete objectives in selection of projects, lack of proper knowledge on the content of plan, lack of expertise, absence of horizontal and vertical integration, irregularity in disbursement of fund and political influences of the elected representatives in the parishads.

In view of the above, the study suggests for formulation of more detailed guidelines by the National Government and formulation of a spatial plan for the upazila, arrangement of proper training of the elected representatives and government officials about planning, arrangement for timely disbursement of fund and some measures to ensure balanced development of the area.

Title of the Thesis:

Planning and Implementation of Development Programmes at the Upazila Level - A Study into the Problems and Prospects.

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1. INTRODUCTION

In realizing integrated rural development with emphasis on the participation of rural poor in planning, implementation and development programmes in society, local level planning has received considerable attention in the third world countries in the recent years. Local level planning is considered as the first level of integrative planning that takes place above village for project and detailed programme planning. This means that the major functions of local level planning should be those of linking and integrating, that is top-down linking, bottom-up linking and horizontal integration. Thus local level planning should avoid duplication with other planning activities and should limit itself to its linking and integrative function. However, when necessary, local level planning should identify new projects and detailed programmes needed to fill gaps with present or future pattern of actions, but leave elaboration to the relevant agencies.

The rationale for local level planning and development may be stated to be fourfold: (a) better perception of basic issues at the 'grass-roots' level with specific attention to the rural poor and formulation and execution of programmes and projects for their solution; (b) better exploitation of the growth potentials of an area for improving

productivity and increasing production; (c) opportunities for direct participation by the local population particularly the poor majority in development decision making directly at the lowest level and by the representative at the higher, sub-district and district level and also (d) mobilization of local resources, mainly by surplus labour (UNAPDI, 1980).

1.1 Importance of Local Level Planning

The importance of local level planning and development, comes from the central objective of people's participation. Recent interest in local level planning may be traced to the following reasons:

- i) Failure of top down planning
- ii) Failure of conventional planning to ensure participation of local peoples in the planning and implementation process which is largely held responsible for the dismal performance of planned development efforts, particularly in the rural sector in terms of resource mobilization, reflection of local needs and potential, ensuring the requirements of the rural poor and disadvantaged etc.

The basic prerequisite of local level planning is obviously a mechanism through which participation of the rural poor and disadvantaged in the development process may be ensured, so that they are not

mute beneficiaries but are also involved in identifying, planning and implementing development projects and programmes (Hye, 1982):

1.2 Introduction to the Study

The interest of local level planning is growing rapidly in developing countries like Bangladesh. For achieving a coherent pattern of rural development on a sustained basis which aimed at improving the productivity and living conditions of the poor people, the importance of local level planning is very significant. In Bangladesh the majority of the population are living in the rural areas. So if the rural masses which constitute a majority of the population are to be effectively involved in the development process, a decentralized approach is required for the mobilization of human and material resources available in the rural area.

In the government's recent policy of decentralization the upazila has been made the focal point of all administrative and development activities. The main objective of decentralized administration at the upazila level is to induce faster and appropriate development at the local level through direct participation of the local people. The development implications of the upazila system are (a) reduction of dependence of the rural people on the national government for meeting the needs which can be

met locally and development of self-reliance in the process, (b) mobilization and utilization of local resources which have hitherto remained untapped; and (c) reducing the direct involvement of the national government in planning and implementation of projects which are purely local in nature. All these are expected to lay the foundation of solid local government, which would be instrumental in ushering in a better life for the rural people in the near future (Planning Commission, 1983).

According to the resolution of the government, the responsibility of all development activities has been transferred to the upazila parishad (Cabinet Division, 1983). Subjects that have been transferred to the upazila parishad include: (1) Agriculture, (2) Primary education, (3) Health and family planning, (4) Rural water supply and sanitation programme, (5) Food for works programme, (6) Co-operative, (7) Rural works programme, (8) Fishery and livestock development.

The former thana parishad did not have such huge responsibilities, nor did it have much financial power because of its institutional set-up. The former thana parishad was also required to make development plans. But because of limited financial power and functional responsibility, it could not play effective role in local development. It only used to implement development programmes in a limited capacity under direction of the government.

At present the development responsibility and financial ability for plan implementation of the upazila parishad have been substantially increased. Each upazila parishad has been directed to prepare its Annual Development Plan, considering all important sectors of development. For implementation of upazila development plans, the government has made financial provision in the national Annual Development Plan. Some amount of taka is allocated to each upazila every year in the form of block grant to carry out development activities. It has also been authorized to implement its development plans without waiting for sanction and approval by higher authorities. This is for the first time that fundamental changes have been made in respect of the programmes to be initiated, approved and implemented by the upazila parishad.

However, the present upazila parishad is of recent origin and has little experience to undertake large scale planning and implementation of development programmes. Besides, the guidelines given for development at upazila level by the government is not sufficient in many respects and the upazila parishad does not have adequate equipped personnel to undertake the newly formulated responsibilities for the upazila development. For carrying out development programmes, co-ordination problems also arise both at the horizontal and vertical levels. As a consequence of these different problems, the present upazila parishads

are likely to face difficulties in preparing plans and carrying out development programmes smoothly within the upazila.

To find out the problems, not much works have so far been done in Bangladesh on planning and implementation of development programmes at upazila level. Upazila has been identified as the most effective unit for the purpose of local level planning and development. For this reason, the present study will focus on the planning and implementation process of development programmes at upazila level to identify the problems and prospects thereof. However, some basic information about local level planning in Bangladesh and some neighbouring countries have also been discussed for better appreciation of the process of local level planning and its varying forms.

The present study will also aim to identify and evaluate the problems in identifying projects and in preparing plans and implementing development programmes under Annual Upazila Development Plan and to find out ways and means to overcome these problems. It is expected that some suggestions will evolve from the findings of the study, which may contribute to upazila planning in Bangladesh.

CHAPTER 2

2. LOCAL LEVEL PLANNING IN BANGLADESH AND SOME NEIGHBOURING COUNTRIES

2.1. Introduction

In the third world countries, the interest in local level planning is growing rapidly aiming at improving the productivity and living conditions of the poor people. In this regard the countries like China, India, Sri Lanka and Thailand have accumulated much experience in rural development through local level planning over a period, though Bangladesh has little experience in this area. The above mentioned countries, having long experience in local level planning, are close neighbours of Bangladesh. Moreover, their socio-economic conditions are similar to those of Bangladesh. For these, a discussion is made on the pattern of their local level planning.

2.2 Bangladesh

Rural development in the third world countries has become the most vital issue of the moment. Multi-dimensional approaches in different countries of the third world regarding rural development have become the alternative choice of the planner. Of the alternative approaches Rural development approach, Target group approach and now the Local level planning approach are becoming growing concerns of the planners regarding Rural Development.

Local level planning aims at a more comprehensive and pragmatic socio-economic refinement of the rural areas covering the majority of the population of a third world Country. A clear recognition of local level planning in Bangladesh came in the Second Five year plan. Though the concept of local level planning in Bangladesh is in a formative stage, still it is not something new in this country. If looked back, it will be found that local level planning had an institutional existence in this country in different forms since the inception of British rule.

British period

After the inception of British rule "Chowkidary Panchayat" (Tinker, 1967) at Union level was formed for maintaining law and order as well as for collection of taxes.

The "Chowkidary Panchayat" system was further improved with the promulgation of local self Govt. Act of 1885, under which a three tier system of local government namely, District Board, Local Board and Union Committee was introduced. In this system some administrative responsibilities were assigned to the local bodies. But in this system the local bodies had very limited financial power, rather the local bodies had to depend upon the central government for grants. Only change was the addition of more responsibilities. Under village Self-Government Act of 1919, Union Committee was replaced

by Union Board with a wider range of responsibilities. Union Board had the power to collect taxes and cesses for financing their activities. The form and functions of Union Board remained unchanged upto 1947 (Rashiduzze-man, 1968).

The local government in its above form though had some elements of local level planning, but due to paucity of fund and top-down control of planning, it could not achieve the desired goal with regard to participation of people through a well co-ordinated local authority.

Pakistan period

After emergence of Pakistan in 1947, the local bodies remained in its earlier form upto 1952. In 1952 with a view to develop the socio-economic condition of the people Village Agricultural and Industrial Development (V-AID) Programme was launched in 1952 at the village level. With the inception of Village Agricultural and Industrial Development Programme, the local government's lowest tier, that is Union Board was weakened. Simultaneously the Village Agricultural and Industrial Development Programme also failed and ultimately the programme came to an end in 1960 (Tepper, 1966).

In early 60's Comilla Model of Akhtar Hamid Khan emerged for decentralization of administration, aiming at rural development, involving the rural people and local resources. Under this model, development activities were taken at the thana level with a well co-ordinated endeavour of all development agencies. Thana was regarded as the focal point of development. Thana Training and Development Centres (TTDC) were constructed, and long-as well as short-term planning, basing on local resources were also made in this system.

Bangladesh period

In addition to the institutional planning, some more programmes aiming at rural development were also initiated during the last decade. Some of them are worth mentioning.

Rural works programme (RWP): Rural works programme in Bangladesh aimed at development of infrastructure like road, canal, embankment etc. through mobilization of surplus labour in the rural area. The objective of Rural Works Programme was to ensure infrastructural development through employment generation for the unemployed masses. Rural Works Programme involved the people in local level planning through selection and implementation of projects under the programme.

Food For Works Programme (FFW): The Food For Works Programme was first launched in Bangladesh in 1974, following the severe famine in the wake of devastating flood. Primary objective of the programme was relief oriented. Gradually over the years it became a regular programme for rural development. Food for Works Programme becomes effective every year during the dry season, when people in rural area become unemployed. So the objective of the programme is two-fold; one is to create employment for the unemployed masses and the other is to ensure rural development through labour intensification.

Thana Irrigation Programme (TIP): Thana irrigation programme came out in 1967-68 to make irrigation facility available to the rural people. But now the programme has been rapidly dying away with the introduction of Deep Tube Wells and Shallow Tube Wells which are being distributed through integrated effort of Bangladesh Agricultural Development Corporation and Bangladesh Rural Development Board.

Besides Rural Works Programme and Thana Irrigation Programme, many other programmes were undertaken by the Government Agencies and Non-Government Organisations in rural Bangladesh. Of them some are still in existence, while the other has got very limited scope.

Before the inception of upazila system, three types of planning process were in practice at local level. But in April, 1980, by an amendment of the Local Government

Ordinance, 1976 "Swanirvar Gram Sarkar" was introduced at the village level in the form of lowest tier in the hierarchy of the local government system (Law and Parliamentary Affairs Division, 1980) and the nation wide programmes were launched. However, in July 1982, by a Marital law order, this tier was abolished (Ahmed, 1984).

Union Level Planning: Union level planning started functioning in early 60's. Under this planning process, Union Plan Book had to be prepared which contained road, bridges, culverts, embankments etc. alongwith the union map showing the schemes. Union Plan Book is still functioning.

Thana level planning: In the early 60's, with the establishment of Thana Training and Development Centre, the Thana was entrusted with responsibilities for planning and development of the local level. In 1978, Thana Development Committee (consisting of union parishad chairmen and some co-opted members) parallel to the existing Thana Parishad (headed by Sub Divisional Officer and consisting of both officials as well as public representatives), was set up for the purpose of local level planning and implementation of development Projects.

The notification of 1978 said that The Thana Development committee would draw-up schemes for development of agriculture and irrigation and building up rural infrastructure (MOLGRD, 1978). The functions of Thana Parishad were related to maintenance of Thana Training and Development Centre (TTDC), Co-ordination of development activities with the thana etc. The functions relating to thana development committee were (a) construction of roads, culverts, bridges etc. (b) Thana irrigation project, (c) reclamation of derelict tank etc. The thana development committee prepared a five year plan with yearly break-up of projects. The members of thana development committee brought their project proposals within an anticipated annual grant from the central government which was about Tk. 2 lacs. The plan of thana development committee was incorporated in the comprehensive thana plan book through which thana parishad co-ordinated the programmes of Thana Development Committee with those of union parishads. The Thana Plan was supposed to be prepared through the joint efforts of the concerned government agencies and representatives of people constituting the particular thana parishad and Thana Development committee.

Proposals for activities which related to the Thana Training and Development Centre were made by thana level officials but the Circle Officer (dev) played the main role. The schemes were required to be drawn

from the Thana Plan Book which was a rolling five-year development plan for the thana. The technical papers showing descriptions and estimates of the works were prepared by the thana technical staff. The thana parishad used to approve the schemes. The chairman of the Thana parishad was the drawing and disbursing officer. More discussion on thana level planning and administration may be found in decentralization and Peoples Participation (Ali, Rahman and Das, 1983).

District level planning: At the district level, activities were taken up by different agencies through an un-integrated process. Actually at the district level there was no organized integrated planning process. Even the little activities done by the Zila Parishad does not fully reflect the character of local level planning except the Rural Works Programme undertaken by the Zila Parishad.

Upazila level planning: In 1982 (Thana Parishad and Thana Administration Reorganization Ordinance), Upazila (Upgraded Thana) became the focal point of decentralized administration and local level planning (Ministry of Law and Land Reforms, 1982). Under the decentralization programmes the task of thana level planning and administration have been vested in upazila parishad. And the government has given the upazila parishad a wide range of activities and responsibilities with special emphasis on planning and implementation of development activities. For this, the government allocated a block grant to each upazila parishad and the responsibilities of development activities at the local

Table 2.1 Comparison between Thana and Upazila

Thana	Upazila
1. Thana was administered by government official, i.e. the SDO was the ex-officio Chairman of the Thana Parishad and Circle Officer (Dev.) was the Vice Chairman.	1. Elected people's representative is the chairman of the Upazila Parishad. The Upazila Nirbahi Officer works as a member secretary of the Parishad, without any voting right.
2. There was no mention about the tenure of Thana Parishad.	2. The tenure of Upazila Parishad is three years.
3. Thana Parishad consisted of official member, U.C. Chairman ex-officio member and Chairman from higher authority without any nominated member.	3. Upazila Parishad includes three nominated members, elected UP. Chairman as ex-officio member from Upazila without their voting right.
4. Chairman, TCCA was not the member of the Parishad.	4. Chairman of the TCCA (now UCCA) is a member ex-officio.
5. Comparatively junior officers were at Thana level.	5. More senior officers are posted at Upazila level.
6. Chairman of the Thana Parishad and other govt. official members were powerful in the Parishad. The elected members of the Parishad were kept in low key.	6. The elective body of the Upazila Parishad holds supreme power. The govt. officials have no right to vote in the Parishad.
7. Services of the officers and staff were not placed at the disposal of Thana Parishad. They were neither accountable nor answerable to the Parishad for their activities.	7. Services of the officers and staff have been placed at the disposal of Upazila Parishad and they are also accountable to the Parishad (except the judicial unit).
8. The Thana Parishad had no power of taxation	8. The Upazila Parishad has the power to levy taxes, tolls, fees, etc.
9. The Thana Officers were accountable to the line ministries, therefore, horizontal coordination was not possible.	9. The power and scope of the Upazila Parishad is wider. Since the Parishad is supposed to control and coordinate the activities. Horizontal coordination is also possible.
10. The Chairman of the Thana Parishad (SIO) was not accountable to the Parishad.	10. The chairman and member of the Upazila Parishad accountable to the Upazila Parishad.
11. There was no planning and decision making mechanism in the framework of Thana system.	11. A planning mechanism has been initiated at the Upazila level with a decision making power.
12. There was no judicial unit in the Thana system.	12. Independent judicial unit both criminal and civil has started functioning.

Source: Nazem, Islam Nazrul and Islam, Nazrul (in BISS Journal, 1986).

level vested to upazila parishad. The basic organizational and functional differences between thana and upazila are shown in the Table 2.1.

2.3 India

India has had a long years of experience in rural development and has initiated different programmes and applied different approaches. Some of these approaches are, Rural reconstruction approach, Community development approach, Backward area approach, Minimum needs approach etc. (UNAPDI, 1980).

A colossal programme of community development was launched from the very first five year plan which was designed to transform the economic and social life of the Indian villages. While this programme did build up an institutional framework with a multidisciplinary approach to facilitate the implementation of concrete development projects in respect of improved crop production, cattle breeding, transport, rural industry, public health activity and social education, it was not a complete success in decentralized planning for many reasons. Its impact on agricultural development was meagre and worse still, whatever benefit it imparted was restricted to an elitist minority. The vast majority of the rural masses, who lacked the requisite resource base and thinly employed were by passed by the programme. Moreover, it by-passed the fundamental problem of land relations and the related power structure in the villages. On the administrative front, co-ordination of activities of the different government departments at the block level proved to be the

biggest problem. Above all, the schematic approach which it adopted led only to "top-down" planning without initiating a "bottom-up" process in planning.

However for comprehensive block development plan a committee constituted in 1977 under professor Dantwala for preparation of guidelines for block level planning with a view to achieving full employment within ten years. This committee recognized the blocks as viable units of planning in India. The committee attempted on democratization of functions of block level planning from that of the state and district level functions. It also recognized that there would be programmes at district and state levels for resource development cutting across block boundaries and the block could develop complementary programmes.

Dantwala Committee (Rahman, 1984) observed that, the blocks were deficient in technical expertise and staff strength and considered the realities, the committee recommended planning at district level instead of block level planning.

2.4 China

China stresses upon local level planning for individual as well as collective development (Khan, 1974). Since its liberation by phases, China has succeeded in developing a local level management of all the affairs of the people.

Planning process in China begins from the grass root level. At the micro level, production team comprising a village, undertakes all production oriented activities and is also accountable for distribution of income, 8-12 production teams comprise a Brigade which is followed by a Commune having 7-10 Brigades.

Commune at the local level in China is a basic and powerful unit of local government. It is accountable for management of five basic needs of humanity that is food, cloth, shelter medical care and funeral expenses. Commune is a self-content system with political, social and economic planning process having complementary liaison with the centre.

Commune co-ordinates among the brigades and is responsible for overall planning. It stresses upon medium scale agro-based industries, large capital projects and also has wide socio-political responsibility.

Thus in China, commune is the fundamental unit accountable for planning and management of agriculture, commerce, and industry. It is also responsible for distribution of income. "Mass line" and "democratic centralism" is the basis of planning process in China, that is planning process generates from the grass root level and moves upward and ultimately goes to the highest hierarchy where it is transformed for macro-level planning and fed back to the micro level through organisation structures for execution.

The planning strategy in China relates "from the masses and to the masses". By dint of this planning process, people's participation is combined with the concentration of decision making power. Rather the process may be called a "decentralized operation of centralized policy."

In the communes, planning for production starts at the production team level; the production brigade and then the commune prepare their annual plans basing on production team level plans. These plans then move upwards to the county and then the provincial levels. The centre finally fixed targets. The commune administration is then fully responsible for the implementation of these policy targets.

Initially communes were responsible for payment of tax. The responsibility has further gone down to the production team level with subsequent decentralization. Now the production team is responsible for payment of tax and distribution of income both in kind and value.

2.5 Sri Lanka

For decentralization of planning process, the Sri Lanka government introduced Regional Development Division under the Ministry of Planning and Economic Affairs (UNAPDI, 1980). The philosophy behind this approach

was to harness local resources, skills and knowledge for development at the local level. Between the central government and the local community, Divisional Development Council used to work as a link for monitoring the activities of the local level community.

For each local authority area, a Divisional Development Council was set up in 1970 and '71. The Divisional Development Council consists of people's organization, such as Village Committee, Women's Samity, Co-operative Society, Rural Development Society, Cultivation Committee and Divisional Level Officers.

Gradually rural development in Srilanka, experienced further changes. Srilanka government emphasized upon integrated rural development project in selected districts basing upon Agriculture services centres, Agricultural productivity committee and lead projects with the help of world Bank. In course of all these changes district remained the focal point for decentralized planning and development even with the introduction of Divisional Development Council for further decentralization. However under Divisional Development Council, development activities were taken at village level.

In 1975, the Divisional Development Council were reorganized and the area of operation became the electorate. As a result the number of Divisional Development Council came down from 607 to 145. The membership was also

reduced to 15. A Divisional Development Council secretariat was established as an independent unit, to which the Development Assistants were attached. Along with this change elaborate Development Co-operative Societies were formed to manage the Divisional Development Council project. Some experimental village level activities are: Agrarian Research and Training Institute (ARTI) organized group cultivation in Kegalla district, Income raising activities in Narengoda village by Marga and Halp village by the Rural Development Society.

Although Sri Lanka has got a wide range of experience in local level planning, yet she would not identify the actual unit of local community for massive and successful planning and development endeavour. The involvement of local poor people in planning process in the true sense are yet to be ascertained.

2.6 Thailand

Local level planning has ushered in a new dimension in Thailand. In the new approach bottom-up planning process has been given emphasis with the involvement of people in formulating plan. This bottom-up approach has got three distinct socio-economic objectives viz (UNAPDE, 1980).

1. To meet basic felt needs in the predominantly rain-fed rural areas where, for the past two decades, the people have been denied the fruits of development.

- ii. To provide adequate rural infrastructure and related productive inputs in order that they will be a better position to help them-selves.
- iii. To enhance further, on a step by step basis, the capability of local self government bodies to become more responsive and viable tools for integrated development in the rural areas.

Keeping in mind the above concept of bottom up planning Provincial Development Plan emerged within the context of the fourth Plan Development strategy.

It was appreciated that the numerous needs of the rural people could not be met with the top-down planning process and instead some action programmes were felt for meeting the needs of the people, and accordingly bottom-up process of planning was initiated.

To facilitate decentralization approach at the provincial level the central government promulgated a provincial planning regulation in July 1977. In this promulgation every province except Bangkok Metropolitan Authority were entrusted to formulate plan at provincial level. The regulation further envisages a two-level development planning mechanism, each of which has got specific function and responsibility as well as authority.

The Central Committee for Provincial Development (CCPD), chaired by the Minister of Interior is composed of some 17 members at the under secretary of state and Director General levels from key ministries (Central Committee for Provincial Development) is vested principally, with the co-ordination and integration of provincial planning and development activities with respect to regional and national objective and with the power to allocate needed financial resources for provincial plan implementation. The Provincial Planning Committee (PPC) chaired by the provincial governor is composed of some 20-25 department representatives of field level and representative of local self governing bodies. Provincial Planning Committee is vested with the development planning function and has responsibility to co-ordinate and integrate both the top-down inputs and the bottom up basic felt needs of villages, communes and districts.

This bottom up planning and development process in Thailand aims primarily to rally more active popular participation and the self help spirit of the rural people in the formulation and especially in the execution of much needed small and simple projects and programmes which can be best improved and implemented as well as operated and maintained by the people themselves.

But despite all these attempts local level planning in Thailand requires clear cut policy directives as well as sufficiently strong institutional and financial supports from the government.

2.7 Conclusion

It is found that in the above mentioned countries, local level planning has been treated as an important aspect in order to achieve certain goals and to ensure people's participation, particularly the participation of the rural poor, through certain programmes or projects. Some of the programme of those countries were successful while the others were not due to lack of co-ordination and integration of different development programme at different planning levels. Moreover, in most of those countries, the problems of determination of unit area for the purpose of local level planning was the main issue for which its success was hampered to a great extent. In case of Bangladesh, more or less a similar trend is observed. In this country also the problems of integration and co-ordination among various development programmes at different planning levels are the great barrier for smooth plan preparation and proper implementation of development activities..

CHAPTER 3

3. RESEARCH DESIGN

3.1 Objective of The Study

The study attempts to know the present planning process and types of development programmes that are undertaken by the upazila parishad under Development Assistance Fund. At present the upazila parishad has been given power to prepare its Annual Development Plan incorporating all important sectors of development. For this purpose, the government provides a sizeable amount of fund at the disposal of the upazila parishad. So, an attempt has been made in this study to know the planning and implementation of development programmes under Annual Upazila Development Plan at the upazila level, for which the specific objectives set in the study are:

1. To study the current planning process and types of development programmes that are undertaken by the upazila parishad.
2. To study how the plans and development programmes are implemented.
3. To identify the problems the upazila parishad face in preparation and implementation of development programmes.

4. To make some recommendations towards proper planning and implementation of development programmes at upazila level.

3.2 Scope of The Study

In the decentralization process, the concept of upazila is something new. Though in the past the thana parishad was well in existence, still that was not so self sustained in respect of local level planning and administration. This is for the first time the government has provided a significant amount of fund as a block grant to the upazila parishad for local level planning and in that consideration the essence of this study was felt.

In this study the discussion and issues have, therefore been confined to planning process and implementation of development programmes by the upazila parishad to find out the problems and prospects. Efforts have been deployed to bring out the real situation in this study and accordingly offer some probable suggestions to overcome the bottlenecks of the system.

3.3 Methodology

For the purpose of the study the following methodology was followed:

1. Two upazilas were taken as case studies. Between these two upazilas, one was of advanced level in

terms of urban services, transport and communication and the other was chosen as typical rural upazila lacking such characteristics.

2. Related literature survey was conducted regarding the present Planning process at the upazila level from different published materials/documents.
3. Information was collected through questionnaire survey from primary sources and personal interviews were made with the official members, representative members, officers other than the members of the upazila parishad and a cross section of people. Findings of the interviews were supplemented by personal observation and studying the present planning process.
4. Analysis of the collected information, views expressed by the concerned officials, members of the public and their elected representatives aimed at identifying the problems, evaluating them and finding ways and means to the solution of different problems of upazila level planning.

3.4 Selection of The Study Area

Two upazilas were selected as case studies. One was Sherpur Sadar upazila in Sherpur District and the other was Phulpur upazila in Mymensingh District. The selection was made to make a comparative study between the two upazilas having varying characteristics.

3.5 Background of the Two Upazilas

3.5.1 Phulpur Upazila

Phulpur is one of the biggest upazilas in the country. It consists of 440 villages and 21 unions. Total area of the upazila is 257 square miles with population of 4,05,171. Density of population per square mile is 1576. The distance of upazila head quarters from the Mymensingh District head quarter is 19 miles to the north east and is linked with 'pucca' road.

The entire upazila has got a lowlying topography and every year during monsoon there is burush of flood water coming from the Indian hills of Maghalaya which causes damage to property and crops. Cropping pattern of the upazila is similar to other plain areas of the country.

Number of different categories of educational institutions is 229. Literacy rate of the upazila is 23%. The upazila has got 25 miles pucca roads and 1070 miles

kutcha roads. Double and tripple cropped acreage of the upazila are 63,893 and 16,238 respectively. Fallow land of the upazila amounts to 550 acres. A total of 28,700 acres of land are taken under irrigation every year. Main agricultural production of the upazila is paddy.

The upazila has got a hospital and seven rural health and family planning welfare centres. In Phulpur upazila there are seven semi-automatic rice mills, one small mustard oil mill and three saw mills.

63,723 families of the upazila depend on cultivation while 12,500, 15 and 1,985 families are dependent on fishing, weaving and carpentry respectively.

Number of landless farmers in the upazila is 22,550. There are 21 community centres and 4 big hats in the upazila.

3.5.2 Sherpur Sadar Upazila

Sherpur-sadar upazila is a bit different from other typical upazila because of its existence at the district Head Quarter.

Sherpur sedar upazila has got an area of 137.70 squara miles. Total land area of the upazila is 88789.25 acres. Land pattern of the upazila is mostly lowlying. Along the western side of the upazila, river Brahmaputra flows. As a result the river-washed areas of the upazila are sandy and unfertile.

Sherpur sadar upazila consists of 253 villages and 13 unions. The upazila has got 40 miles pucca road and 371 miles kutcha roads. Total population of the upazila is 304636 and the habitation per square mile is 2,212.

Sherpur sadar upazila has got 76,500 acres of land under cultivation, of which 14,500 acres are single cropped, 56,000 acres are double cropped and 6,000 acres are tripple cropped. Fallow land area of the upazila is 12,980 acres and land under irrigation is 16,700 acres. Total annual agricultural production is 80,937 tons while the total consumption is 60,198 tons.

There are 5 saw mills and 93 rice mills in Sherpur upazila. The upazila has got one hospital, one dispensary and three health sub centres.

There are twenty thousand landless farmers. Total number of different educational institutions is 163 and the literacy rate of the upazila is 23%.

CHAPTER 4

4. PLANNING AT UPAZILA LEVEL

4.1 Introduction

It has already been mentioned in Chapter 2 that previously both the thana parishad and thana development committee were totally dependent on central government for financial assistance and none had income from revenue sources. They prepared projects and maintained accounts concerning the financial affairs of each project. Every year the central government allocated grants to thana parishad or the Chairman of the thana development committee.

To highlight the development endeavour of the thana, a five year Thana Plan Book containing details of year wise components was introduced. This planning process was a long term one covering various aspects.

Initially, Thana Plan Book had two main parts. First was for drainage and the second part was for communication. Later during 1967-68, Thana Irrigation Programme and other programmes were also included in the Thana Plan Book.

The major components of Thana Plan included activities pertaining (a) Thana Drainage and Embankment, (b) Thana Road, (c) Thana Irrigation, (d) Reclamation of derelict tank, (e) Food for Works Programme, (f) Ulashi Type Thana Irrigation Programme and (g) Thana Land Use.

From the above list of programmes that are included in a thana plan it is clear that the thana plan was concerned only with physical infrastructure and agricultural development. It was not concerned with anti-poverty socio-economic projects, social infrastructure projects etc. Therefore, with an aim to make administration and planning more meaningful and closer to rural people, the thana parishad and Thana Administration Re-organization Ordinance was promulgated in 1982. Thana was upgraded into upazila which has become the focal point of decentralised administration and local level planning.

4.2 Present System of Planning at Upazila Level

In the first chapter it has been pointed out that in the present reorganised set up, each upazila has been made the focal point of administrative and development activities. This is considered as the lowest unit for effective formulation of decentralized plan following the recommendations of the committee for Administrative Reorganization/Reform of 1982 (Government of Peoples Republic of Bangladesh, 1982) the national government has retained some regulatory functions and the major development activities of national and regional coverage, other functions hitherto performed by the national government including repairs, renovations and

maintenance of public institutions and infrastructural facilities will now be performed by the upazila parishads, some solely by itself and some under the supervision and with co-operation of various agencies of the national government (Planning Commission, 1983).

Involvement of upazila parishads (UZPs) in development activities may be divided into the following:-

- i. Development activities relating to transferred subject (See appendix-1) which the upazila parishads will plan and implement on their own, out of block development assistance funds and locally mobilized resources.
- ii. Some Annual Development Plan projects and divisible components of Annual Development Plan projects, which were being implemented by the national government during formation of upazilas were transferred along with financial allocation for their implementation.
- iii. Some Annual Development Plan projects will be jointly implemented by national government and upazila parishads.
- iv. Some Annual Development Plan projects implemented by national government but to be maintained by upazila parishads after completion.

Upazila Parishad will prepare an Upazila Development Plan and maintain a plan book and for each financial year prepare an Annual Upazila Development Programme. Five sectors have been identified for the Annual Upazila Development Plan namely (a) Agriculture, Irrigation and Industry, (b) Physical Infrastructure, (c) Socio-economic Infrastructure, (d) Sports and culture and (e) Miscellaneous. The permissible range for allocation of funds for these sectors is indicated in the Table 4.1.

It may be mentioned that the permissible range for allocation of funds for these sectors have been changed in the newly formulated guidelines by the Planning Commission. (Planning Commission, 1985).

Table 4.1. The permissible range for allocation of different sectors.

Sectors	Minimum share	Maximum share
Agriculture, Irrigation & Industry	30%	40%
Physical Infrastructure	25%	35%
Socio-Economic Infrastructure	17.5%	27.5%
Sports and culture	5%	10%
Miscellaneous	2.5%	7.5%

In undertaking development programme, the upazila parishads will acquaint themselves with (a) the objective and priorities of the national government as reflected in the Five Year Plan and the Annual Development Programmes, (b) the

Projects under implementation in the area by the national government, Divisional Development Board and other agencies. Upazila parishads will undertake only those projects which are not adequately covered by national projects. Upazila Parishads will take up at this step those projects which are immediately productive in nature and which have short gestation period not exceeding two years.

In order to ensure judicious utilization of scarce resources the Upazila Parishads will avoid taking up lumpy projects. Instead, a number of small but viable projects providing benefit to the largest possible number of people should be taken up. To meet these goals the upazila parishads should fulfill some conditions such as: (a) only those projects should be taken up which can be completed within two years; (b) expenditure on one project should not exceed one third of the allocation of a particular sector in the Annual Development Plan. The upazila parishad while taking up development projects will put emphasis on promotion of employment generation including self employment and income-earning activities. Due emphasis should be given to develop the rural hats and bazars, rural roads, construction of small bridges and culverts, etc.

Upazila Parishad will consider taking up development programmes which supplement or are complementary to the projects taken up by the national government. Development funds should not be spent for revenue purpose and also development assistance fund should not be used for payment to any individual as remuneration or loan etc.

Upazila parishad will execute construction works preferably by the contractors and if necessary under the supervision of a project committee.

Good planning depends on reliable and qualitative statistics. It would be better equipped if socio-economic surveys and studies concerning the upazila are undertaken by them. This will ensure planned and effective utilization of funds and help avoid haphazard investments. Normally such tasks are to be performed by engaging local departmental officers and no consultant should be engaged for such work.

Project selected by Upazila Parishad will be within the board framework of upazila plan and cost for individual project will be within the limit prescribed by the government. Upazila Parishad will be approving authority for their development projects. It may constitute sub-committees. Concerned upazila officer will prepare project proposal and place before the parishad according to rules.

Upazila Parishads will identify and nominate the concerned departmental officer to be responsible for implementation of a project. The Upazila Parishads may constitute a project committee including officials as well as non-officials for supervision and providing guidance for implementation of projects, if considered necessary.

The progress of implementation of projects should be periodically reviewed by the upazila parishad — at least once in a month. The parishad may also constitute review committees for close scrutiny and monitoring of the implementation of development projects. The Deputy Commissioner may inspect the project activities as per instructions issued by government from time to time.

4.3 Planning Process and Sectorwise Nature of Projects at the Two Study Upazilas

Regarding the nature, form and the content of upazila plan discussion has already been made in the previous section (4.2). In this section discussion will be made on what is actually happening in the two study upazilas in respect of planning process which were known by interviewing two upazila parishad chairmen, six upazila level officers, eight departmental officers and seventeen union parishad chairmen during field survey.

From the discussion with them it was known that both the Upazila Parishads prepared their Annual Upazila Development Plan taking into consideration the project proposals received from union parishad chairmen and the proposals received from concerned departmental officials who are taking part in development activities.

The respondent officials who are directly involved in preparation of upazila plan in both the upazilas mentioned that after receiving project proposals the parishad held discussion upon those submitted proposals. The respondents also claimed that during preparation of plan, emphasis was given on projects concerning generation of employment and income, improvement of transport and communication, increase of agricultural production, population control and expansion of educational facilities.

But it was revealed from the discussion with the union parishad chairman and departmental officers of both the upazilas that in selecting and approving of projects, their opinion got little importance. Thus it was against the procedure indicated in the guidelines.

It was also observed that in both the upazilas, selection and identification of projects were not done in many cases by the parishad members as per the guidelines furnished by the Government, though it was found that a number of small projects were selected by the parishad members.

However, for selection and identification of projects whatever procedures were followed, formally those were approved in the parishad meeting and were implemented mostly through project committees and the rest through tender committees. Furthermore, during implementation of projects, supervision and evaluation of the projects were also done in an informal manner in both the upazilas.

Moreover, though the respondents of both the upazilas claimed that during preparation of plan they emphasized upon the above mentioned sectors but in most of the cases the development was not so satisfactory.

From the above discussion it can be assumed that the entire planning process at the two upazilas taken under study was not properly functioning. On this issue detailed discussion will be made in the following chapters.

Sectorwise nature of projects

Every year upazila parishads take up a number of projects under Annual Development Plan. Examining the nature of projects that were undertaken by the parishads it was found that both the upazila parishads undertook certain projects in violation of guidelines. Such as reconstruction of UNO's residence, revenue office, twine quarter, boundary wall of the upazila parishads, garrage, supply of water etc. which can be found from the list of the

Projects (Appendix 4). From observation and discussion with the official respondents it was known that both the upazila parishads had to take up those projects under certain circumstances. Moreover, it was not also clearly explained in the guidelines. The cost of projects (both total and sector-wise nature of projects are presented in the Tables 4.2, 4.3, 4.4, 4.5, 4.6 and 4.7. It may be mentioned here that due to increase in total allocation in both the upazilaa during 1984-85, sectoral expenditure proportionately increased in that year.

It is revealed from Table 4.2 that in respect of sectoral share of allocation in the year 1983-84 in Phulpur upazila a marginal deviation was observed in socio-economic infrastructure and sports and culture sectors. In the year 1983-84 the percentage of allocation in socio-economic infrastructure sector was 28.35%, while the maximum limit of allocation was fixed, at 27.5% and in the same year the allocation in sports and culture sector was 4.81%, while the minimum limit was fixed at 5% in the guidelines. However, in other three sectors the allocation remained within the limits fixed by the government guidelines. In the year 1984-85 the allocation of all the sectors were also within the limit fixed by the guidelines.

Table 4.2 Total cost of project in each sector in Phulpur upazila (in Taka and percentage)

Sector	Total cost	Total cost
	Year 1983-1984	Year 1984-1985
Agriculture, Irrigation and Industry	10,19,366 (32.69)	23,07,000 (33.23)
Physical Infrastructure	9,89,375 (31.70)	23,97,039 (34.53)
Socio-economic Infrastructure	8,84,014 (28.35)	15,20,555 (21.90)
Sports & Culture	1,50,000 (4.81)	3,75,000 (5.40)
Miscellaneous	75,000 (2.41)	3,42,350 (4.93)
Total	31,17,755	69,41,944

From table 4.3 it is revealed that in the years 1983-84 and 1984-85 in Sherpur upazila also there had some deviation from sectoral share of allocation in the year 1983-84 the percentage of allocation in agriculture, irrigation and industry sector was 40.84%, while the maximum limit was fixed at 40% for this sector by the government guidelines and in the same year the allocation in sports and culture sector was 4.98%, while the provision of minimum limit by the guidelines was at 5%. In Sherpur upazila in the year 1984-85 the percentage of allocation in socio-economic sector was 28.04% and in sports and culture sector it was 4.98%. But the maximum limit was fixed 27.5% for socio-economic infrastructure sector and minimum limit was fixed at 5% for sports and culture sector by the government guidelines.

So, it can be said that the permissible range fixed by the government in sectoral allocation was not always strictly followed by both the upazila parishads in case of few sectors.

Table 4.3 Total cost of project in each sector in Sherpur upazila (In Taka and percentage)

Sector	Total cost	Total cost
	Year 1983-84	Year 1984-85
Agriculture, Irrigation and Industry	614,841 (40.84)	20,83,00 (34.73)
Physical Infrastructure	4,40,600 (29.27)	17,47,000 (29.13)
Socio-Economic Infrastructure	2,70,000 (17.94)	16,81,50 (28.04)
Sports & Culture	75,000 (4.98)	2,74,000 (4.57)
Miscellaneous	1,05,000 (6.97)	2,11,500 (3.53)
Gross Total	15,05,441	59,97,00

Table 4.4 shows the sectorwise nature of projects along with the cost in Phulpur Upazila. It is revealed that in the year 1983-84, 45 projects were under taken in agriculture, irrigation and industry sector costing Taka 10,19,366. In 1984-85, 44 projects were selected in the same sector costing taka 23,07,000. Number of projects in both the years though remained almost the same, allocation in the later year was more than double of then that of the previous year. In the following year

due to increase in the size of projects the average cost also increased (Table 4.5).

In the physical infrastructure sector during 1983-84 a total of 43 Projects were undertaken and in the following year number of projects in the same sector fell down to 16. But it is revealed that though number of projects in 1984-85 declined sharply, the allocation in the later year had a sharp rise amounting to Taka 22,88,039 over Taka 9,89,375 earmarked for 1983-84. In this sector maximum number of projects were meant for development of communication. The average cost of projects in this sector has also risen in the year 1984-85 over the previous year (Table 4.5).

In the socio-economic infrastructure sector a different trend is observed in respect of number of projects. Unlike other two sectors mentioned above the number of projects in this sector during 1984-85 increased to 47 costing Taka 15,20,555 as against 15 projects costing Taka 8,84,014 in 1983-84. In the year 1983-84, only 4 projects were selected for the development of education and allocation for these projects were Taka 3,83,000. In the next year the number of projects taken up for the same purpose sharply increased to 31 and allocation also rose to Taka 8,15,000. Consequently the average cost of projects during 1984-85 declined compared to the previous year (Table 4.5).

Table 4.4 Sectorwise nature of projects along with the cost in Khulpur upazila (in Taka)

Sector	Nature of projects	No. of project		Total cost	
		Year		1984-85	
		1983-84	1984-85	1983-84	1984-85
Agriculture, Irrigation and Industry	1. Irrigation	35	34	6,62,000	13,28,000
	2. Flood control	5	1	1,72,000	3,50,000
	3. Poultry	3	7	1,35,966	3,29,000
	4. Cottage Industry	1	-	50,000	-
	5. Training	-	1	-	1,50,000
	6. Others	-	1	-	1,50,000
Sub Total		45	44	10,19,366	23,07,000
Physical Infrastructure	1. Union Parishad office cum community centre	14	1	2,19,280	98,000
	2. Roads, culverts & bridges	20	15	2,98,875	21,90,039
	3. Union parishad works programme	1	-	3,40,000	-
	4. Public health	4	-	54,000	-
	5. Others	4	-	67,220	-
Sub Total		43	16	9,89,375	22,88,039
Socio-economic Infrastructure	1. Education	4	31	3,83,000	8,15,000
	2. Social Service	3	3	1,55,319	45,000
	3. Public health	-	2	-	65,000
	4. Others	8	11	3,45,695	5,95,555
Sub Total		15	47	8,84,014	15,20,555
Sports and culture	1. Sports, debate and culture	1	3	1,00,000	1,50,000
	2. Public library	1	1	50,000	2,25,000
Sub-Total		2	4	1,50,000	3,75,000
Miscellaneous	1. Birth and death statistics	1	1	25,000	50,000
	2. Distressed relief	1	1	50,000	2,22,000
	3. Collection of information	-	1	-	20,000
	4. Others	-	1	-	50,000
Sub Total		2	4	75,000	3,42,350

*Others includes those projects which are deviation from guidelines

Table 4.5 Sectorwise cost of projects in Khulpur upazila (in Taka)

Sector	1983-84			1984-85		
	Highest cost	Lowest cost	Average cost	Highest cost	Lowest cost	Average cost
Agriculture Irrigation & Industry	50,366	7,000	22,653	3,50,000	5,000	52,432
Physical Infrastructure	3,40,000	6,000	23,084	2,79,774	30,000	1,43,003
Socio-economic Infrastructure	2,58,000	6,000	58,935	1,50,000	10,000	32,352
Sports & culture	1,00,000	50,000	75,000	2,25,000	50,000	93,750
Miscellaneous	50,000	25,000	37,500	2,22,350	20,000	85,588

Similarly, in the sports and culture sector both the number and allocation of projects increased in the later year over the previous year. Table 4.5 shows that the average cost of project in 1984-85 increased from Taka 75,000 in 1983-84 to Taka 8,93,750.

In the miscellaneous sector, number of projects in 1984-85 increased over that of the year 1983-84. This necessiated an increase in allocation in 1984-85 over the previous year. The average cost of project also increased in 1984-85 (Table 4.5).

Table 4.6 shows that the allocation in agriculture, irrigation and industry sector in Sherpur upazila was Taka 20,83,000 in 1984-85 which was more than three time larger than that of Taka 6,14,841 allocated during 1983-84. Average cost of project in this sector was also higher in 1984-85 than of 1983-84 (Table 4.7). The number of projects under the same sector also increased in 1984-85. It is also revealed that in both the years the irrigation sector received maximum number of projects.

Allocation in the physical infrastructure sector increased to Taka 17,47,000 in 1984-85 from Taka 4,40,600 in 1983-84. Table 4.7 shows that the average cost of projects in the same sector during 1984-85 was more than five times higher than that of 1983-84. Number of projects in 1984-85 fell down to 17 from 23 in 1983-84. Maximum number of projects

Table 4.6 Sectorwise nature of projects alongwith cost in Eherpur upazila (In taka)

Sector	Nature of projects	No. of project		Total cost	
		Year		Year	
		1983-1984	1984-1985	1983-1984	1984-1985
Agriculture, Irrigation and Industry	1. Irrigation	29	36	5,00,619	12,40,000
	2. Poultry	2	3	52,222	2,40,000
	3. Training	1	2	30,000	1,60,000
	4. Fishery	-	6	-	2,40,000
	5. Plantation of tree	1	1	32,000	50,000
	6. Others*	-	2	-	1,53,000
Sub Total		33	50	6,14,841	20,83,000
Physical Infra-structure	1. Union parishad office cum community centre	5	3	1,49,117	1,80,000
	2. bridges & culverts	16	13	2,21,483	15,17,000
	3. Others	3	1	70,000	50,000
Sub Total		23	17	4,40,600	17,47,000
Socio-Economic Infra-structure	1. Education	19	11	2,57,000	9,27,500
	2. Public health	2	5	13,000	4,54,000
	3. Others*	9	-	-	3,00,000
Sub Total		30	16	2,70,000	16,81,500
Sports & culture	1. Sports & culture	6	5	75,000	2,74,000
Sub Total		6	5	75,000	2,74,000
Miscellaneous	1. Birth & death statistics	1	2	30,000	1,29,000
	2. Others	5	1	75,000	32,500
Sub Total		6	3	1,05,000	2,11,500

*Others includes those projects which are deviation from guidelines

Table 4.7 Sectorwise cost of Projects in Eherpur Sedar upazila (in Taka)

Sector	1983-84			1984-85		
	Highest cost	Lowest cost	Average cost	Highest cost	Lowest cost	Average cost
Agriculture Irrigation and Industry	49,222	3,000	18,632	5,60,000	6,792	41,660
Physical Infra-structure	85,000	10,000	19,157	3,50,000	20,000	1,02,765
Socio-Economic Infra-structure	30,000	5,000	9,000	2,44,000	1,051	1,05,094
Sports and culture	15,000	8,000	12,500	75,000	25,000	54,800
Miscellaneous	69,400	75,000	17,500	1,49,000	30,000	70,500

in both the years were taken for construction of bridges and culverts.

In the socio-economic infrastructure sector total sectoral allocation in 1984-85 increased to Taka 16,81,500 for implementation of 16 projects from Taka 2,70,000 allocated in 1983-84 for implementation of 30 projects. In both the years maximum number of projects were undertaken for development of education. Table 4.7 shows that like the physical infrastructure sector, the average cost of projects increased in 1984-85 over the previous year.

In the sports and culture sector, number of projects in both the years almost remained the same, despite the increase of allocation in the subsequent year. Average cost of projects in 1984-85 increased from that of the average cost of projects of 1983-84 (Table 4.7).

Number of projects in the miscellaneous sector during 1983-84 was 6 involving an amount of Taka 1,05,000. However, in the following year projects decreased by fifty percent, but allocation increased sharply to make the figure double of that of the allocation of 1983-84. Table 4.7 shows that the average cost of project was higher in 1984-85 than that of 1983-84.

Conclusion:

From the above discussion it is revealed that the total allocation in both the upzilas increased in 1984-85 compared to 1983-84. For this reason the total expenditure on project in the five sectors proportionately increased in the same year. In terms of sectoral allocation marginal deviation in some sectors took place in both the upzilas and some deviations were also found in selection of projects during the periods taken under study. However, during 1984-85 these deviations were lesser. Although total allocation was much higher, but in both the upzilas total number of projects under Annual Development plan decreased during 1984-85. As a result average size and cost of projects were higher.

4.4 Local Resource Mobilization

At present, though Annual upazila Development Plan is being financed by national government grants, but a significant step taken by the government under upazila system is, providing the upazila parishad with revenue raising powers for the first time at this level. Under section 42 of the Local Government Ordinance, 1982 the Upzila Parishad is empowered to raise revenue from eight sources of taxes, rates, tolls and fees specified in the Third Schedule of Ordinance (shown in Appendix-2).

It may be mentioned here that other than these sources, the Upazila Parishad can also earn certain sum of money from few other sources like sale of schedule to the contractor, disposal of construction materials recovered by dismantling old structure etc. It need to be emphasized here that apart from national government contribution, local resource mobilization is also important from the consideration of local level planning and local participation.

In this connection it is revealed from the opinion of the officers of both the Upazilas that the parishads are not much concerned about this potential source of local resource. As a result the share of local resource was insignificant during the periods 1983-84 and 1984-85. However both the upazila parishads reised a certain sum of money from some sources during the two-year period under study, which is shown in the Table 4.8.

Table 4.8 Income of two upazilas from local resources (in Taka)

Name of sources	Phulpur		Sherpur	
	1983-84	1984-85	1983-84	1984-85
Hats & Bazars	49,987	8,85,825	42,300	64,500
Sale of schedule to the contractor	-	12,350	-	28,350
Disposal of construction materials recovered by dismantling old structures	-	-	-	28,650

CHAPTER 5

5. ISSUES RELATED TO UPAZILA LEVEL PLANNING

5.1 Process of Plan Preparation

It has already been mentioned that the upazila parishads prepare their Annual Upazila Development Plan taking into consideration the project proposals received from departmental officers and Union Parishad chairmen.

In this regard it was revealed from the opinion of the departmental officers and union parishad chairmen of both the upazilas that for preparation of upazila plan, though the discussion of the parishad members during approval of projects plays a vital role but they strongly felt that their opinion were not sufficiently considered and as such the interest of the general people is partially hampered.

But in this connection different views came out from some of the respondents of both the upazilas who are directly involved in preparation of upazila plan. All of them expressed that at the parishad meeting the concerned parishad members raised high demand for allocation for their projects in an undemocratic manner within limited financial capacity.

However, it was known from the opinion of some of the officers of Phulpur upazila that finally projects are approved as per the individual decision of the upazila parishad chairmen in most of the cases and according to his decision the upazila plan is prepared.

But in Sherpur upazila it was known from the opinion of similar type of respondents that during approval of projects those who can please the upazila parishad chairman get more allocation for their projects and with those projects upazila plan is prepared.

So, from the above discussion it is revealed that in preparation of upazila plan proper discussion is not held, a clear objective in plan preparation is not set and related formalities are not observed.

It was also found in both the upazilas that other problems which are associated with the preparation of upazila plan are, deficiency of proper knowledge on the content of plan, lack of planning expertise and lack of technical know-how. Moreover, in many cases the personnel who help in preparation of upazila plan have no past experience in local level planning and their involvement in multifarious functions do not allow them to specialise in planning. Similar type of problems were also found in another study (Ahmed, 1983).

5.2 Project Identification and Selection

For proper selection and identification of projects socio-economic survey of upazilas is necessary. Because, by dint of it, priority of projects and requirement of the people and area can be rationally determined and unjustified utilization of fund can be minimized. So, an attempt has been made to see the actual procedure of project identification and selection of projects in both the upazilas during field survey.

It was observed in both the upazilas that the procedure of project identification and selection were also improper. Because, for identification and selection of projects the respective departmental officers and union parishad chairmen are not much aware of socio-economic conditions and technical and feasibility studies. However the upazila Engineering Bureau made frequent visit to the spot.

During field survey it was also observed that projects were selected without emphasizing due priorities. Because in both the upazilas it was found that though they have Annual Upazila Plan Book but in practice it is not actually followed. Similar observation has been made in another study (Mahibullah, 1985). So at upazila level projects are selected haphazardly without fixing priority to them and in most cases projects are selected on individual choice.

Hence, it can be said that the guidelines and instructions issued by the Ministry of Planning and Ministry of Local Government and Rural Development are not properly followed by both the upazila parishads.

5.3 Project Implementation

In both the upazilas it was found that during the periods 1983-84 and 1984-85, projects were implemented both through Project and Tender committees. However, in both the upazilas maximum number of projects were implemented through project committees. Which can be shown in the Table 5.1.

Table 5.1 Number of projects completed by the project and tender committees of the two upazilas (in number and percentage)

Name of upazila	Year	Name of committee	Number of projects	Percentage
Phulpur	1983-84	Project Committee	87	79.09
		Tender Committee	23	20.91
	1984-85	Project Committee	96	84.21
		Tender Committee	18	15.79
Sherpur	1983-84	Project Committee	67	87.02
		Tender Committee	10	12.98
	1984-85	Project Committee	71	71.00
		Tender Committee	29	29.00

It may be mentioned here that project costing upto taka twenty thousand were supposed to be implemented by project committee according to the guidelines. However, this financial ceiling was further enhanced later on by a notification issued by the government (MOLGRD, 1985). Due to this reason number of projects implemented by project committees became higher during 1983-84 and 1984-85 in both the upazilas.

In the process of implementation, considerable obstacles were also observed in both the upazilas. Such as untimely disbursement of fund, lack of construction materials, poor communication system and administrative and political problems.

In both the upazilas it was reported by the respondents that for untimely disbursement of fund, work begins lately and are also pushed to the beginning of the monsoon which hampers the implementation work to a great extent. It was also known from their opinion that smooth plan implementation is also hampered for irregular and insufficient supply of materials such as brick, cement, m.s. rods etc. Moreover, in carrying construction materials to the sites, poor communication also hampered the speedy completion of pucca works. It was revealed from the opinion of the respondents of both the upazilas that political and administrative interference also hindered the timely completion of

Annual Development Plan projects. Two upazila Parishad chairmen and a good number of official respondents of both the upazilas mentioned that project committee is a great barrier in implementing projects. Because they expressed that project committee comprising political persons are less concerned about the timely completion of work and actually pressure can not be given upon them for various reasons.

To find out these constraints an indepth quest was made regarding few schemes. In Phulpur upazila five schemes covering 1983-84 and 1984-85 were taken up. These are (i) Construction of five culverts on Khicha-Balucha road (1983-84), (ii) Construction of culverts in Phulpur union (1983-84), (iii) Construction of boundary wall of Shingheswar union parishad office (1983-84), (iv) Construction of office building of Jatiyo Mohila Shangstha, (1984-85) and (v) Bitominus carpeting on Bus stand - Chhankanda road (1984-85). From the discussion with the official respondents and contractors, it is found that all these schemes could not be completed in due time and for this unusal delay the following constraints were stated by the respondents.

Construction project of five culverts on Khicha - Balucha road under the financial year 1983-84 was supposed to be completed on 30th June, 1985. But due to the negligence

of the Chairman of the project committee the work could not be completed even by January 1986. Delay in work order and disbursement of fund by the authority was stated to be another constraint for the unusual delay.

Construction project of five ring culverts in Phulpur union under 1983-84 was supposed to be completed by 30th September, 1985. But due to untimely work order and untimely disbursement of fund, the work was actually completed 3 months later that is on 30th December, 1985.

Construction of boundary wall of Shingheswar union parishad office was also equally delayed. First advance in this project was made on 6th June, 1984 in favour of the project committee. But the work began one year later, that is on 4th August, 1985 and the same was completed on 30th September, 1985, though it was supposed to be completed on 30th September, 1984. Negligence of the project committee was the reason of the delay.

In 1984-85, the construction work of office building of Jatiyo Mohila Shengstha was taken up. The work began on 25th January 1985 and was completed on 31st March, 1985 though the same was supposed to be completed on 12th March, 1985. The reasons for delay was stated to be negligence of the technical staff in supervision of the work and change in estimate of the work during execution period.

The carpetting on Bus stand-Chankanda road was completed on 1st January, 1986 as against the schedule of 10th April, 1985. The work was started on 10th March 1985. Non-availability of roller, natural calamities and erroneous estimate were stated to be the reasons of the delay.

In Sherpur upazila during 1983-84, the extension work of Chilaichar primary School began on 9th January, 1983 and the completion date was fixed on 10th January, 1984. But the same was completed just two years later that is in January 1986. Negligence of the Project committee, non-availability of construction materials, transport problem etc. were known to be the reasons of the delay.

In the year 1983-84, the construction work of Dhala union parishad building was taken up and the completion date was fixed on 10th January, 1985 with the beginning on 20th August, 1984. But the work was completed on 17th April, 1985. Communication problem in carrying construction materials and poor rate of scheduled work were stated to be the constraints to completion of the work in time.

Construction work of 4' - 0" culvert on Rouhabetmari - Astamitola Biltali road under 1984-85 was completed on 24th February, 1986 as against the scheduled date of 19th February, 1985. The negligence of project committee

and non-availability of construction materials were stated to be the reasons of the delay. In 1984-85, construction of a Warehouse in the upazila head quarter was completed on 2nd January, 1986, though the same was supposed to be completed on 1st August, 1985. Poor scheduled rates and financial insolvency of the contractors were stated to be reasons of the delay.

From the analysis of the above projects of the two upazilas, one point distinctly comes out that the work order in all the schemes were given after the financial year was over. Regarding this phenomenon the upazila officials expressed that due to untimely availability of fund and technical and administrative bottlenecks work order was given beyond the specified time.

From the foregoing discussion it is revealed that all the above factors obviously affected the quality of work to a great extent in both the upazilas.

5.4 Project Supervision, Monitoring and Evaluation

In both the upazilas it was observed that the process of supervision and evaluation was not satisfactory. It has been clearly specified by the Ministry of Planning that the upazila parishad may constitute a project supervisory committee including official as well as non-official members for supervision and providing guidance for implementation of projects. It has also been stated

that the progress of implementation of projects should periodically be reviewed by the upazila parishad through review committee for proper scrutiny and monitoring of the implementation of development projects (Planning Commission, 1983). But in practice it was found in both the upazilas that project supervisory committee as per the guidelines was not in existence.

However, in Phulpur upazila it was found that projects are supervised by the concerned departmental officers individually and evaluation of the ongoing projects are done once a month by the parishad members and project Chairman. In Sherpur upazila it was found that though more or less the same procedure is followed, but it was observed that the supervision and evaluation of projects did not follow a particular routine. Similar pictures were also found in another related study (Kalam, 1984).

5.5 Conclusion

From the above discussion on the issues of plan preparation, project identification, selection, project monitoring and evaluation it can be concluded that there are a lot of problems in the planning process at the upazila level. Though at its initial stage these problems and shortcomings are not unexpected, but all out-efforts should be made to solve the problems properly before long. So that immediate and proper solution of the problems would help to materialize the objectives of the upazila level planning.

Chapter 6

6. OPINION ABOUT UPAZILA LEVEL PLANNING AND DEVELOPMENT ACTIVITIES

6.1 Introduction

It was realized that it is necessary to know the views of the general people (who are not associated with upazila plan) about upazila level planning. It was also intended to know their participation in the planning and development process. They were also interviewed to give their opinion about the upazila system and performance. For this purpose questionnaire survey was conducted in both the upazilas. Respondents were classified in two broad groups the elite groups and the common people. This was done with a view to ascertain whether their opinion differ due to their difference in social status. 35 local elites from Phulpur upazila and 32 from Sherpur upazila including teachers, lawyers, businessmen and local politicians were interviewed about the level of development of different sectors under the present planning system. Moreover 50 general people from each upazila including 7 landless, 22 marginal, 12 small, 6 medium and 3 large farmers were also interviewed because of the same reason. To make the number representative, the grouping of general people has been made on the basis of National Statistical data. (Bangladesh Bureau of Statistics, 1985). The opinion of the local elites and general people in details along with percentage are shown in the Tables 6.1 and 6.2.

6.1.1 Opinion of the local elites

From Table 6.1 it is found that 48.57% of the local elites in Phulpur upazila and 62.5% in Sherpur upazila felt that the level of development in the agriculture sector was somewhat satisfactory, while 48.57% of them in Phulpur upazila and 53.13% in Sherpur upazila felt that the level of development in the physical infrastructure sector was satisfactory.

It is also found that the level of development of socio-economic sector was not at all satisfactory as expressed by 54.28% of local elites in Phulpur upazila and 68.75% of local elites in Sherpur upazila. However, 48.56% of them in Phulpur upazila and 65.62% in Sherpur upazila also mentioned that the level of development in the sports and culture sector was satisfactory.

Table 6.1 Distribution of opinion of the local elites about the level of development of different sectors (in number and percentage)

Name of sector	Opinion	Phulpur	Sherpur
		No. of total respondents	No. of total respondents
Agriculture, Irrigation and Industry	Highly satisfactory	4(11.43)	2(6.25)
	Satisfactory	10(28.57)	4(12.5)
	Somewhat satisfactory	17(48.57)	20(62.5)
	Not at all satisfactory	4(11.43)	6(18.75)
	Gross total	35(100%)	32(100%)
Physical Infrastructure	Highly satisfactory	6(17.14)	6(18.75)
	Satisfactory	17(48.57)	17(53.13)
	Somewhat satisfactory	10(28.57)	6(18.75)
	Not at all satisfactory	2(5.72)	3(9.37)
	Gross total	35(100%)	32(100%)
Socio-economic Infrastructure	Highly satisfactory	-	-
	Satisfactory	7(20.00)	4(12.5)
	Somewhat satisfactory	9(25.72)	6(18.75)
	Not at all satisfactory	19(54.28)	22(68.75)
	Gross total	35(100%)	32(100%)
Sports and culture	Highly satisfactory	6(17.15)	3(9.37)
	Satisfactory	17(48.56)	21(65.62)
	Somewhat satisfactory	8(22.86)	5(15.63)
	Not at all satisfactory	4(11.43)	3(9.38)
	Gross Total	35(100%)	32(100%)

6.1.2 Opinion of the general people

From Table 6.2 it is revealed that in expressing opinion about the sectoral performance, 60.00% of the general people in Phulpur upazila and 48.00% of them in Sherpur upazila mentioned that the level of development in the agriculture sector was somewhat satisfactory, while 48.00% of them in Phulpur upazila and 62.00% of the general people in Sherpur upazila felt that the level of development in the physical infrastructure sector was satisfactory.

About socio-economic sector it was found that the level of development in this sector was not at all satisfactory, which is expressed by 46.00% of general people in Phulpur upazila and 56.00% of them in Sherpur upazila. However, 50.00% of general people in Phulpur upazila and 60.00% of them in Sherpur upazila also expressed that the level of development in the sports and culture sector was somewhat satisfactory.

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Table 6.2 Distribution of opinion of general people about the level of development of different sectors (in number and percentage)

Name of sector	Opinion	Phulbur	Sherpur
		No. of total respondents	No. of total respondents
Agriculture, Irrigation & Industry	Highly satisfactory	1(2.00)	-
	Satisfactory	11(22.00)	12(24.00)
	Somewhat satisfactory	30(60.00)	24(48.00)
	Not at all satisfactory	8(16.00)	14(28.00)
	Gross total	50(100%)	50(100%)
Physical Infrastructure	Highly satisfactory	-	2(4.00)
	Satisfactory	24(48.00)	31(62.00)
	Somewhat satisfactory	19(38.00)	15(30.00)
	Not at all satisfactory	7(14.00)	2(4.00)
	Gross total	50(100%)	50(100%)
Socio-economic Infrastructure	Highly satisfactory	-	-
	Satisfactory	6(12.00)	10(20.00)
	Somewhat satisfactory	21(42.00)	12(24.00)
	Not at all satisfactory	23(46.00)	28(56.00)
	Gross total	50(100%)	50(100%)
Sports & culture	Highly satisfactory	-	-
	Satisfactory	3(6.00)	10(20.00)
	Somewhat satisfactory	25(50.00)	30(60.00)
	Not at all satisfactory	22(44.00)	10(20.00)
	Gross total	50(100%)	50(100%)

6.1.3 Conclusion

From the above discussion it is revealed that the level of development in the above mentioned sectors of both the upazilas was similar. It is also revealed from the opinion of the local elite and general people in both the upazilas that except physical infrastructure sector, the level of development of the other sectors is not so satisfactory. However, though the level of development is not so satisfactory, still some sort of development in those sectors have been achieved. But on the contrarily, the level of development in socio-economic infrastructure sector was very poor.

6.2 Opinion about the Upazila System and Performance

The upazila has been formed as an important unit of local level administration and planning. Hence the respondents were interviewed to express their opinion about the upazila system and performance. In this regard their opinion in details along with percentage are shown in the Tables 6.3 and 6.4.

6.2.1 Opinion of the Local Elities

It is revealed from the opinion of local elites of Phulpur upazila that majority of them felt that the upazila is an effective system, while most of the local elitees of Sherpur upazila felt that the system is very effective. Most of the local elites of both the upazilas expressed about the performance that the system is working satisfactorily.

Table 6.3 Distribution of opinion of the local elites about upazila system (in number and percentage)

Opinion about the system	Phulpur	Sherpur
	Total No. of Local Elites	Total No. of Local Elites
Very effective system	8(22.85)	20(62.50)
Effective system	18(51.43)	3(9.37)
Effective to some extent	5(14.29)	8(25.00)
Not at all effective	4(11.43)	1(3.13)
Gross total	35(100%)	32(100%)

Table 6.4 Distribution of opinion of the local elites about upazila performance (in number and percentage)

Opinion about the performance	Phulpur	Sherpur
	Total No. of local elites	Total No. of Local elites
Very satisfactory	-	1(3.12)
Satisfactory	18(51.43)	21(65.63)
Less than satisfactory	11(31.43)	9(28.13)
Not satisfactory	6(17.14)	1(3.12)
Gross total	35(100%)	32(100%)

6.2.2 Opinion of the General People

Most of the general people of both the upazilas viewed the system as effective to some extent. They also expressed about its performance that the system is working less than satisfactorily.

Table 6.5 Distribution of opinion of the general people about upazila system (in number and percentage)

Opinion about the system	Phulpur	Sherpur
	Total No. of general people	Total No. of general people
Very effective system	5(10.00)	7(14.00)
Effective system	8(16.00)	10(20.00)
Effective to some extent	29(58.00)	20(40.00)
Not at all effective	8(16.00)	13(26.00)
Gross total	50(100%)	50(100%)

Table 6.6 Distribution of opinion of the general people about the upazila performance (in number and percentage)

Opinion about the performance	Phulpur	Sherpur
	Total No. of general people	Total No. of general people
Very satisfactory	2(4.00)	1(2.00)
Satisfactory	8(16.00)	10(20.00)
Less than satisfactory	26(52.00)	27(54.00)
Not satisfactory	14(28.00)	12(24.00)
Gross total	50(100%)	50(100%)

6.2.3 Conclusion

It may be concluded from the above discussion that most of the local elites of both the upazilas are satisfied with the upazila system and its present performance. But the general people are not so satisfied about the upazila system and its present performance. This might be because the general people are not well aware about the system itself, and in some cases their expectation from the development projects is very high. So considering their lack of full awareness about the upazila system and performances their opinion should be carefully taken. Such lack of awareness of the general people on the part of upazila system and performances, specially from lower socio-economic groupings was found by Nazim and Islam. In this study it was found that about 76% of the

respondents from the lower income group were unaware about the development projects at upazila level (Nazem and Islam, 1986).

6.3 Suggestions of the Local Elites and General People

During field survey the respondents were interviewed through an open-ended question to suggest some measures by which the upazila level planning would be more effective. The important suggestion received from the respondents are shown in the Tables 6.7 and 6.8.

Table 6.7 Suggestions received from local elites
(in number)

Suggestions	Phulpur	Sherpur
a) Administration will have to made corruption free	30	25
b) Development in the field of agriculture communication and education is to be ensured	24	28
c) Fund available against different projects is to be properly utilized and emphasis need be given on village based projects for general masses	27	23
d) Employment opportunity is to be increased	15	15
e) The power of the upazila parishad Chairman is to be curbed down and provision for his accountability to higher authority need be ensured	28	25
f) Co-ordination among various department is to be ensured	18	21
g) Post of the upazila parishad Chairman is to be abolished	27	21

Total respondents: Phulpur =35
Sherpur =32

Table 6.8 Suggestions received from general people (in number)

Snggestions	Phulpur	Sherpur
a) Emphasis need be given on village based projects for general masses	35	28
b) Employment opportunity and work facilities for the common people are to be increased	32	36
c) Government should give priority to sanctioning more fund for village based projects	33	24
d) Development in the field of agriculture, communication and education is to be ensured	25	36
e) Communication between upazila and unions are to be ensured	20	18
f) People's participation in development activities are to be enhanced	26	20

Total respondents : Phulpur = 50
 Sherpur = 50

6.4 Conclusion

The suggestions of the local elites of both the upazilas clearly indicate that they are not satisfied with the activities of the people's representatives and in some cases they are also unsatisfied with the performance of the upazila level officials. However the general people

of both the upazilas gave their suggestions from a different angle. They suggested that village-based projects beneficial to the general masses should be taken on a wider scale and their participation through employment generation should be ensured.

CHAPTER 7

7. SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS

7.1 INTRODUCTION

This study was an attempt to know the current planning process and types of development programmes under Annual Upazila Development Plan that are undertaken by the upazila parishads and to identify the problems in implementing them. For this purpose, two upazilas were selected as case studies — Phulpur upazila in Mymensingh district and Sherpur Sadar Upazila in Sherpur district. For the purpose of the study a questionnaire survey was made to know the views of the general people, union parishad chairman, local elites, departmental and upazila parishad officials and upazila parishad chairman. Summary of findings has been made on the basis of field survey, experience and observation.

7.2 SUMMARY OF FINDINGS

7.2.1 Preparation of Plan

From the study it is found that both the upazila parishads prepare their Annual Upazila Development Plan after holding a formal discussion in the parishad meeting taking into consideration the project proposals received from union parishads chairmen and departmental officers of the respective department.

From the study it seems that those who are directly involved in preparation of upazila plan are not much aware of the contents and objectives of the plan. They are not also sufficiently equipped with the planning mechanism both technically and methodologically. Moreover, in preparation of upazila plan the opinion of concerned parishad members are not given due emphasis, people's participation is also not ensured in the present planning process. Moreover the upazila plan book which is supposed to be updated every year, is not actually updated and the same is not followed by the parishad members. The people connected with plan preparation are also less experienced in this respect and are confused in many cases.

Project identification and selection

It is revealed that in identification and selection of projects the elected union parishad chairmen and departmental officers are not much aware of socio-economic conditions and feasibility of the projects. So, it is found that projects are identified and selected haphazardly without giving due emphasis on priority and feasibility. In selection of projects sufficient discussion is not held and the dominance and partiality of the upazila parishad chairman, was found to be a problem. The guidelines furnished by the government is not properly followed and as a result the projects selected by the upazila parishada may not serve the interest of the general people.

Project implementation

In both the upazilas it is found that projects are implemented both through tender and project committees. However, untimely disbursement of fund, insufficient supply of construction materials, poor communication system in carrying construction materials to the sites, lack of technical know-how of the concerned people and administrative and political interference are the major constraints in implementation of projects at the upazila level. Moreover, project committee constituting with political persons has been identified as a great barrier to timely implementation of projects.

Monitoring and evaluation of projects

It is observed that there is no permanent basis of monitoring and evaluation of projects in both the upazilas. In Phulpur upazila it is done individually by the concerned department and evaluation of ongoing projects are done once a month by the parishad members in presence of project chairman. In Sherpur upazila, almost the similar procedure is followed, but no particular routine of formal evaluation like that of Phulpur upazila is followed.

7.2.2 Sectoral Performance

It is revealed from the opinion of the local elites and general people of Phulpur upazila that the level of development in agriculture, irrigation, industry and sports and culture sectors is somewhat satisfactory. While they expressed that the level of development in physical infrastructure sector is satisfactory. But the level of development in socio-economic sector is not at all satisfactory according to their opinion.

In Sherpur upazila it is revealed from the opinion of the similar type of respondents that the level of development in agriculture, irrigation and industry sector is somewhat satisfactory and in physical infrastructure sector the level of development is satisfactory. In socio-economic sector the level of development is not at all satisfactory, while they expressed that the level of development in sports and culture sector is somewhat satisfactory.

7.2.3 Resource Mobilization

It is observed that both the upazila parishads are not much interested about local resource mobilization. Although, under section 42 of the Local Government Ordinance 1982, the upazila parishad has been given power to raise revenue from eight sources of taxes, rates, tolls and fees. Mobilization of local resources from these sources have remained almost untapped during

the periods 1983-84 and 1984-85. However, the upazila parishad raised certain sum of money from some other sources like sale of schedule to the contractors and disposal of construction materials recovered by dismantling old structures.

7.2.4 Upazila System and Performance

It is found that majority of the local elites of Phulpur upazila felt that the upazila is an effective system and it is working satisfactorily. But majority of the general people of this upazila felt that the system is not so effective and the system is not working so satisfactorily.

In Sherpur Upazila majority of the local elites felt that the upazila is a highly effective system and the same is working satisfactorily. But the general people of this upazila also expressed similar opinion about the system and performance like the general people of Phulpur upazila.

It may be mentioned here that on the one hand, the general people at local level are not much aware about the local level planning and the concept of upazila and on the other hand their expectations are also too high. They are also not fully aware about the resource and other constraints. So, their opinion about the concept and performance of upazila should be carefully considered.

7.2.5 Process of Plan Preparation

There is no linkage in the planning process for which lacking in both vertical and horizontal integration and co-ordination among different planning levels takes place. At the upazila level it is observed that on the one hand, due emphasis has not been given in complementing the national policy objective, and on the other hand, lack of co-ordination among different agencies is a great barrier to the sound planning process.

It is also observed that planning at the upazila level is fully sectoral in nature. Though at lower level the spatial dimension of planning is more important, the same is very weak at the upazila level.

It is also observed that allocation in agriculture, irrigation and industry and socio-economic sectors is not sufficient. As a result activities in socio-economic sector are mostly confined to renovation and reconstruction of different educational institutions and activities in agriculture sector does not fulfill the demand of the local area in entirety. Moreover, in case of sectoral allocation, rigidity in the guidelines has been identified as a major problem. Due to this rigidity interchange of fund among different sectors is not possible, for which many important works of different sectors which deserve more share can not be given due emphasis.

It is also revealed from the opinion of the upazila level officials concerned in the planning activities that one year development plan partially fails due to physical indivisibility of some projects, resource constraints, limitation of time and untimely disbursement of fund.

7.3 RECOMMENDATIONS

From the study it is revealed that in preparation of upazila plan the concerned people are not clear about the content of the plan and setting of objective in the plan. Moreover, though planning is a vital issue of development, efficient and technically equipped person in plan preparation has not been placed at the upazila level. For this reason an overnight change over the present practice may not be achieved and the process of plan preparation has virtually remained the same as it was practiced by thana parishad. Similar observation has also been made by some authors (Ali, Rahman & Das, 1983). As a result expected objective could not be achieved and the people connected with the planning at the upazila level fails to prepare a balanced and pragmatic plan. Whereas, planning as the term is concerned, has some specific meaning and it has got a procedural course. It involves decision making and allocation of funds for particular or series of projects amounting to development of particular or whole of the society (Robert, 1975).

So, to make a pragmatic plan, training need be imparted to the people concerned with plan preparation at upazila level. Moreover, a more flexible but comprehensive set of guidelines is to be devised in which different aspects of planning such as stages of planning, technique of socio-economic survey and feasibility study should be outlined with proper illustrations.

It is also revealed from the study that one year development plan partially fails. The reasons for which one year development plan fails has been mentioned. Therefore, to maintain the continuity of plan and to solve the problem of indivisibility of projects, one year development plan should be rolled over two years. It may be mentioned here that similar suggestion also came out in a seminar (NILG, 1984). For the smaller projects at upazila level, further long-term plan is not necessary and also upazila does not have sufficient resource and technical expertise to make the long-term plan.

It is found that in identification and selection of projects no priority based projects on objective criteria exists and projects are selected subjectively and haphazardly.

But real identification and selection of projects can be made possible through socio-economic survey. Because, the task of planning requires not only formulation of policy

framework, but also the specification of details which would be possible only in the light of relevant information and data which are available on the spot (Misra and Sundaram, 1980). So, before going for preparing a plan and identification of projects, upazila parishad should immediately take up detailed socio-economic survey.

In the perspective of upazila plan, implementation of projects seem to be full of defects and constraints due to lack of technical know-how. During implementation, monitoring and evaluation of the projects are not done systematically. Success of projects depend on effective implementation of projects. Because defective implementation results in unexpected outcome.

So, to find out the defects of the plan, monitoring and evaluation should be carried out. In the phase of evaluation, higher level planner can play a vital role. Because internal and external evaluation of projects may give a good result.

Above all, the problems that seem to run through the entire planning process indicate that there is neither the rational allocation of fund/resources among different sectors nor a conscious effort to integrate spatial aspects with sectoral aspects exist. Due to lack of spatial dimension of planning, identification and selection of projects do not seem to be done systematically on the one hand. On the other hand, as fund in agriculture,

irrigation and industry and socio-economic sectors is allocated on piecemeal basis the objective of these sectors can not always be achieved.

Since Bangladesh is an agro and rural based country its overall development depend mostly on expansion of agricultural facilities and also improvement in literacy and educational facilities. So, more fund is necessary for these sectors and the same may be ensured by mobilizing untapped local resources. Because if the local resources can be mobilized their utilization in the development activities can be more fruitfully ensured. Because in utilizing the local resources there is no restriction that is upazila parishad can use this resources more liberally. And also share of allocation in these sectors may be raised by cutting share of other sectors. It is appreciable that the share of allocation of these sectors have already been modified in the government guidelines furnished by the Planning Commission (Planning Commission, 1985).

Rather, due to rigidity in the guidelines, certain projects which can better serve the purpose of the local people can not be undertaken.

To make the plan a balanced one, rigidity in the guidelines as to the sectoral allocation of fund under Development Assistance Grants should be relaxed and the upazila parishad should be given liberty to allocate fund as per

sectoral and spatial priority of the areas. Interchange of funds among different sectors should be allowed subject to the approval of the government, so that more important works of public utility get proper attention. Moreover, since the whole of Bangladesh does not belong to the same topography, allocation in typical upazilas should be more justifiable and in this context ministry should be more analytical and concerned so that typical rural areas are not deprived of the due share.

The planning process seems not to be error-free. The horizontal and vertical integration of plans at different planning levels have not clearly been explained, for which problems exist at both horizontal and vertical levels.

Upazila level plan should complement to the national level plan and there should be an articulation between local and national levels. At the same time, co-ordination among different departments in respect of development planning need be ensured. At the national level, Planning Commission ensures articulation and integration of development activities. Similarly upazila level should have a planning cell with a professional planner, who may effectively handle the coordination of planning activities.

Due emphasis has not been given on spatial dimension of planning like that of sectoral planning. Development planning has two essential dimensions --- sectoral dimension and spatial dimension (Misra, Sundaram and Rao, 1978). But in practice planning at upazila level is fully sectoral in nature and the spatial dimension of planning at this level is almost absent. But planning at the local level calls for more significance of spatial dimension. Because, it deals with the system of settlement at different hierarchies, the process of public works (roads, building, housing, hospital, education, building etc), physical development of the area and the location of economic activities in relation to housing, service facilities and settlement (Hasnath, 1976). Resource is not the only problem, but where and how the resource should be utilised is the main thing.

Sectoral dimension of planning is designed to develop various sectors such as agriculture, industry, transport and communication etc. This type of plans are based on the average of supply and demand on the one hand and aspiration and achievement on the other. Being a sector oriented process, it ignores spatial factors and it rarely brings a functional co-hesion to development process, where as spatial dimension of planning is based on a recognition of the impact of general trends of development on the spatial system (Misra, Sundaram and Rao, 1978).

Hence, upazila as a new tier of development planning, its sectoral and spatial dimension of planning may ensure equitable distribution of resources and supports sectoral plan. So, at the upazila level, spatial dimension of planning should be given due emphasis side by side sectoral dimension of planning. By emphasizing the spatial dimension of planning at upazila level, the required economic and social services such as marketing facilities, transport and communication facilities, physical development of the area can be ensured through which benefit of these services can be reached to the rural people. Moreover haphazard selection of schemes can be avoided by spatial planning device and the services under this planning device can be presented to the people in a more meaningful and systematic manner.

Conclusion:

The concept of upazila as a local level planning unit is appreciable for involving the people in rural development through their participation in identification of projects and their planning and implementation. At its initial stage, shortcomings and problems will be there; but if these problems are solved the upazila system may get a concrete shape for achieving objectives. In this regard the government should be more analytical and comprehensive and objectives of local level planning must be closely

linked with the national level planning objective. To make the system a success, technically equipped manpower will have to be placed at the disposal of upazila parishad and more village based projects for the rural masses are to be taken. Side by side accountability of the upazila parishad in utilization of government funds should be tightened.

Moreover, rigidity in the guidelines should be relaxed through making a provision in the guidelines by which the upazila parishad can retain the unspent amount of money in hand or can carryover the fund from one head to any other head for meaningful expenditure. For example, at present each upazila parishad is supposed to earmark and spend 5% of the allocated amount for industries sector every year. But this nominal amount of money is not sufficient for meaningful expenditure to set up a suitable industry. So if upazila parishad is given authority to carryover this fund say for about 3/4 years, then the upazila parishad may be able to invest purposefully in industries sector. Furthermore, each upazila does not have sufficient technical personnel to handle the planning activities in appropriate manner. There is also problem of lack of inter upazila co-ordination with regard to planning and implementation of projects. Therefore to solve the problem of co-ordination and to provide necessary technical and advisory services there may be a planning unit at the District level.

This study made an attempt to make an inquiry into the problems and prospects of planning and implementation of development programmes at the upazila level. However, it may not be claimed as inclusive, because many other issues relating to upazila planning some of which are fundamental in nature could not be addressed. For example, whether upazila is the appropriate unit of planning has not been explored. Planning at some higher level might be more appropriate concerning development in some of the sectors. Local level planning at some other higher level with clear division of responsibilities at the upazila level and that higher level should also help to solve the problem of vertical integration. Further research on these issues should be undertaken with a view to make the upazila as an appropriate unit for local level planning.

Appendix - 1

Subjects transferred to
Upazila Parishad

1. All development activities at the upazila level; formulation of upazila level development plans and programmes and implementation, monitoring and evaluation thereof.
2. Preparation of upazila development plans on the basis of union development plans.
3. Giving assistance and encouragement to Union Parishads in their activities.
4. Promotion of health, family planning and family welfare.
5. Provision of management of environment.
6. Training of Chairmen, Members and Secretaries of Union Parishads.
7. Implementation of Government policies and programmes within the upazila.
8. Supervision, control and co-ordination of functions of officers serving in the upazila except Munsifs, Trying Magistrates and Officers engaged in regulatory functions.
9. Promotion of socio-cultural activities.
10. Promotion and encouragement of employment generating activities.

11. Such other functions as may be specified by the Government from time to time.
12. Promotion and extension of co-operative movement in the upezilla.
13. Assistance to Zila Parishad in development activities.
14. Planning and execution of all rural public works programme.
15. Promotion of agricultural activities for maximising production.
16. Promotion of educational and vocational activities.
17. Promotion of livestock, fisheries and forest.

Appendix - 2

Taxes, rates, tolls and fees which may be levied by upazila parishad and other sources of Income

1. Lease money on Jalamahals situated entirely within upazila boundaries.
2. Tax on profession, trades and callings.
3. Tax on dramatic and theatrical shows and other entertainment and amusement.
4. Street lighting tax.
5. Fees for fairs, agricultural and industrial shows and exhibitions and tournaments.
6. Fees for licences and permits granted by the Parishad.
7. Toll on services and facilities maintained by the Parishad.
8. Lease money from specified hats, bazars and ferries to determined by the Government.

Composition of the Upazila Parishad
(Cabinet Division, 1983)

1. A Parishad shall consist of ---
 - a) A chairman
 - b) Representative Members
 - c) Three Women Members
 - d) Chairmen of the Thana Central Co-operative Association and
 - e) One Nominated Member
2. The Chairman shall be elected by direct election on the basis of adult franchise in accordance with the provisions of this Ordinance and the rules:

Provided that till such time as the Chairman elected under this Ordinance enters upon his office, the upazila Nirbahi Officer or any other person nominated by the Government shall act as Chairman.
3. The Chairmen of the Union Parishad and also Chairmen of the Pourashava if any in the Upazila shall ex-officio be the representative members of the Parishad.
4. The women members of the parishad shall be nominated by the Government from among the women residing in the upazila.
5. The holders of such offices in the upazila as may be specified by the Government shall ex-officio be the official members of the Parishad without voting right.
6. The Government may appoint a person resident in an upazila and eligible for election as Chairman of the said Parishad to be a nominated member of the Parishad.

Appendix - 4

Annual Upazila Development Plan 1983-84
Upazila - Sherpur Sadar, District - Sherpur
Total allocation: 15,05,441.00

Sector: Agriculture, Irrigation and Industry
Allocation: 614841.00

Sl. No.	Name of Projects	Allocation
1.	Construction of pucca drain of shibchar Deep Tube Well under Kamarer char union	8,926.00
2.	Construction of pucca drain of Gualdanga Deep Tube Well under Char Sherpur union	14,780.00
3.	Construction of pucca Deep Tube Well drain at Protabia under Bajitkhila union	16,082.00
4.	Construction of pucca Deep Tube Well drain at Balia under Bajitkhila union	19,801.00
5.	Construction of pucca Deep Tube Well drain at Balukanda under pakuria union	16,722.00
6.	Construction of pucca Deep Tube Well drain.	18,722.00
7.	Construction of pucca Deep Tube Well drain at Tilkandi under Pakuria union	18,729.00
8.	Construction of pucca Deep Tube Well drain at Koroikandi under Gazirkhamar union	20,692.00
9.	Construction of pucca Deep Tube Well drain at Sainkar kanda under dhala union	18,910.00
10.	Construction pucca Deep Tube Well drain at dhala kanda under dhala union	18,910.00
11.	Construction of pucca Deep Tube Well drain at Krishnapur Daripara under Lesmanpur union	29,560.00

Sl. No.	Name of Projects	Allocation
12.	Construction of pucca Deep Tube Well drain at Bhatpara under Bhatshala union	32,516.00
13.	Construction of pucca Deep Tube Well drain at Harindhra under Charmuchria union	7,390.00
14.	Construction of pucca Deep Tube Well drain at Moksudpur under Charmucharia union	7,390.00
15.	Construction of pucca Deep Tube Well drain at Raghunathpur Kunsitapara under Kamararia union	11,824.00
16.	Construction of pucca Deep Tube well drain at Baroghoria under Kamararia union	11,824.00
17.	Tree plantation in different union	32,000.00
18.	Training programme for the model farmers	30,000.00
19.	Demonstration grass plot in the UTDC complex	3,000.00
20.	Construction of poultry farm in the UTDC complex	49,222.00
21.	Construction of 4'-0" long culvert near Lataria Primary school under Kamarer char union	17,300.00
22.	Construction of 4'-0" long culvert near the house of Nader Ali on Sherpur - Jhagarar char road under char Sherpur union	17,800.00
23.	Construction of 4'-0" long culvert near Protabia Government Primary School under Bajitkhila union	13,500.00
24.	Construction of 4'-0" long culvert near Karaikandi Government Primary School under Gazirkhamar union	15,500.00
25.	Construction of 4'-0" long culvert near the house of Sainuddin under Dhala union	15,500.00

Sl. No.	Name of Projects	Allocation
26.	Construction of 5'-0" long culvert near Khujulla Government Primary School under Pakuria union	23,241.00
27.	Construction of 4'-0" long culvert near Mia Bari on Kanashskela - chhankanda road under Ehatshala union	17,800.00
28.	Construction of 4'-0" long culvert at Tangaria para under Lasmanpur union	16,500.00
29.	Construction of 4'-0" long culvert on Munshirchar T.C. road under charmucharia union	17,800.00
30.	Construction of 4'-0" long culvert on Haindhala - Jangaldi road under Cherpakkhimain Union	17,000.00
31.	Construction of 4'-0" long culvert on Nayapara - Char Jangaldi road under Belair char union	17,800.00
32.	Construction of 4'-0" long culvert on Khunua kalirghat road under Kamaria union	17,800.00
33.	Construction of 4'-0" long culvert on Mrigi river near Halgora Phatimari High School under Rowhabetmari union	17,800.00
Sub Total		6,14,841.00

Sector: Physical Infrastructure
Allocation: 4,40,600.-

Sl. No.	Name of Projects	Allocation
1.	Construction of 6'-0" long culvert on Char Sherpur - Jagrachar road under char Sherpur union	51,483.00
2.	Construction of 10'-0" long culvert on Astamitola - Beltali road under Rowhabetmari union	85,000.00

Sl. No.	Name of Projects	Allocation
3.	Construction of 10'-0" long culvert on Sherpur - Nandina road under Lasmanpur union	85,000.00
4.	Repair of Pakuria union parishad office	10,000.00
5.	Repair of charmucheria union parishad office	10,000.00
6.	Repair of Rowhabetmari union parishad office	49,117.00
7.	Repair of Bhatshala union Parishad office	10,000.00
8.	Repair of Dhala union parishad office	70,000.00
9.	Water Supply in the upazila complex	30,000.00
10.	Supply of sanitary latrine in different unions	40,000.00
Sub Total		4,40,600.00

Sector: Socio-Economic Infrastructure
Allocation: Tk. 2,70,000.-

Sl. No.	Name of Projects	Allocation
1.	Repair of Ramkhila Government Primary School under Pakuria union	12,000.00
2.	Repair of Badeteghoria Government Primary School under Pakuria union	14,000.00
3.	Repair of Chakara Government Primary School under Pakuria union	10,000.00
4.	Repair of Tirsa Government Primary School under Pakuria union	80,000.00
5.	Repair of Alinaparn Government Primary School under Kamarua union	12,000.00

Sl. No.	Name of Projects	Allocation
6.	Repair of Khunua Government Primary School under Kamarla union	12,000.00
7.	Repair of Kulur char Beparipara Government Primary School under charpakkhinari union	20,000.00
8.	Repair of Takemari Government Primary School under Charpakkhimari union	8,000.00
9.	Repair of Dikpara Government Primary School under Charpakkhimari union	8,000.00
10.	Repair of Lasmanpur Government Primary School under Lasmanpur union	10,000.00
11.	Repair of Dubar char Government Primary School under Kamarer char union	5,000.00
12.	Repair of Munshirchar Motijahan Junior High School	30,000.00
13.	Repair of Tirsa Junior High School under Pakuria union	15,000.00
14.	Repair of Bajit Khila Junior High School under Bajitkhila union	7,000.00
15.	Repair of Rahitunnessa Junior High School under Balair char union	10,227.00
16.	Repair of Char Sripur Junior High School under Balair char union	30,000.00
17.	Repair of Chaitankhila Junior Madrasa under Pakuria union	8,000.00
18.	Repair of Khunua Junior Madrasa under Kamarla union	8,000.00
19.	Repair of Gazirkhamar Rural Health Centre under Gazirkhamar union	5,000.00
20.	Repair of Kamarla Rural Health Centre under Kamarla union	8,000.00
21.	Repair of Shikhati Government Primary School under Sherpur Pourashava	29,773.00
Sub-Total		2,70,000.00

Sector: Sports and Culture
Allocation: 75,000

Sl. No.	Name of Projects	Allocation
1.	Inter union and inter school sports completion for development of sports	13,000.00
2.	Inter Primary School Sports completion	12,000.00
3.	Distribution of Drum sets among different educational institutions	15,000.00
4.	Distribution of sports materials among different clubs	8,000.00
5.	Distribution of sports materials among different primary schools	12,000.00
6.	Provision for Inter upasila sports (Football, seasonal games and swimming)	15,000.00
Sub Total		75,000.00

Sector: Miscellaneous
Allocation: 1,05,000.00

Sl. No.	Name of Projects	Allocation
1.	Registration of birth and death	30,000.00
2.	Repair of Char Shapur Nur Mohammad Gana Ucha Biddalaya	30,000.00
3.	Repair of Dhatipara High School under Charmucharis union	8,000.00
4.	Repair of Nagar Ali High School under Rowhabetmari union	10,000.00
5.	Repair of Kamarer char High school under Kamarer char union	8,000.00
6.	Miscellaneous (Repair of Flood Control Embankments)	19,000.00
Sub Total		1,05,000.00
Grand Total		15,05,441.00

Annual Upazila Development Plan 1984-'85
Upazila - Sherpur Sadar, District - Sherpur

Total Allocation: 59,97000.00

Sector: Agriculture, Irrigation & Industry
Allocation: 614841.00

Sl. No.	Name of Projects	Allocation
1.	Excavation of derelict tank at Badekhat under Pakuria union	57,902.68
2.	Re-excavation of derelict tank at Pakuria Fakir khal under Pakuria union	32,914.00
3.	Re-excavation of derelict tank at Badetgharia under Pakuria union	
4.	Re-excavation of anonymous derelict tank under Pakuria union	
5.	Re-excavation of derelict tank at Kirdhahari under Kamaria union	1,49,183.32
6.	Re-excavation of derelict tank at Kamarer char bazar under Kamarer char union	
7.	Construction of livestock sub-centre at Kamarer char bazar under Kamarer char union	80,000.00
8.	Construction of livestock sub-centre at Khunua under Kamaria union	80,000.00
9.	Training programme for 725 participants on livestock management	1,10,000.00
10.	Construction of pucca drain of Juguibag Deep Tube Well under Char Sherpur	10,000.00
11.	Construction of pucca drain of Talukpara Deep Tube Well under Char Sherpur Union	10,000.00
12.	Construction of pucca drain of Shannashi char Deep Tube Well under Kamarer char union	10,188.00
13.	Construction of pucca drain of Hossain khila Deep Tube Well under Bajit khila union	18,000.00
14.	Construction of pucca drain of Krishnapur Deep Tube Well under Bajitkhila union	18,000.00

Sl. No.	Name of Projects	Allocation
15.	Construction of pucca drain of Krishnapur Deep Tube Well under Bajitkhila union	11,500.00
16.	Construction of pucca drain of Furbeshal-chura Deep Tubewell under Gazirkbamar union	11,500.00
17.	Construction of pucca drain of Dhalapanjar Deep Tube Well under Dhala union	23,000.00
18.	Construction of pucca drain of Dhala Naya para Deep Tube Well under Dhala union	23,000.00
19.	Construction of pucca drain of Baratia Deep Tube Well under Pakuria union	20,000.00
20.	Construction of pucca drain of Pakuria Furbapara Deep Tube Well under Pakuria union	20,000.00
21.	Construction of pucca drain of Badeteghoria Deep Tube Well under Pakuria union	20,000.00
22.	Construction of pucca drain of uttarshapmari Deep Tube Well under Bhatshala union	20,000.00
23.	Construction of pucca drain of Houragar Deep Tube Well under Bhatshala union	12,000.00
24.	Construction of pucca drain of Baira Parapur Deep Tube Well under Bhatshala union	12,456.00
25.	Construction of pucca drain of Dighaldi Deep Tube Well drain under Lasmanpur union	13,584.00
26.	Construction of pucca drain of Harindhara Deep Tube Well under Chermucharua uninn	16,980.00
27.	Construction of pucca drain of Khaspara Deep Tuba Well under char pakhimari union	6,792.00

Sl. No.	Name of Projects	Allocation
28.	Construction of pucca drain of Greerampur Deep Tube Well under Kamaria union	15,000.00
29.	Construction of pucca drain of Alinapara Deep Tube Well under Kamaria union	18,000.00
30.	Construction of pucca drain of Nabi Nagar Deep Tube Well under Sherpur Pourashava	25,000.00
31.	Construction of pucca drain of Sheikhati Deep Tube Well under Sherpur pourashava	25,000.00
32.	Construction of livestock sub-centre at Gazir Khamar bazar under gazir khamar union	80,000.00
33.	Training on cottage industry	50,000.00
34.	Tree plantation	50,000.00
35.	Construction of cross-drain on different roads	5,60,000.00
36.	Construction of warehouse in the upozilla complex	1,00,000.00
37.	Purchase of spray machines for distribution among different unions	53,000.00
38.	Provision for 10% of CARE Project of Gbar Sherpur union	27,070.00
39.	Provision for 10% of CARE project of Dhala union	18,507.00
40.	Construction of 5'-0" long culvert on the western side of house of Amjad Ali Moulavi under Kamar char union	25,120.00
41.	Construction of 4'-0" long culvert near the house of Askar Ali under Bajitkhila union	16,080.00

Sl. No.	Name of Projects	Allocation
42.	Construction of 4'-0" long culvert near the house of Saruj Ali on Shalchara - Gazirkhamar road under Gazirkhamar union	19,748.00
43.	Construction of 4'-0" long culvert at Balu kanda under Pakuria union	29,324.00
44.	Construction of 5'-0" long culvert near Shapmari Primary School under Bhatshala union	25,245.00
45.	Construction of 4'-0" long culvert at Namasherichar on Sherpur - Daripara U.P. road under Lasmanpur union	20,815.00
46.	Construction of 5'-0" long culvert near the house of Rahmatullah on Jangaldi road under Charpakkhimari union	27,515.00
47.	Construction of 5'-0" long culvert on Kusheem hati - Kamaur char road union	24,760.00
48.	Construction of 5'-0" long culvert at Charmunguldi muginadi that under Balairchar union	24,120.00
49.	Construction of 4'-0" culvert near the house of Surjadisona under Kamaria union	29,736.00
50.	Construction of 4'-0" long culvert on Astamitola - Beltoli road under Rowhabetmari union	29,960.00
50	Sub Total	20,83,000.00

Allocation: 17,47,000.00

Sl. No.	Name of Projects	Allocation
1.	Construction of office-cum-community centre in Balair char union	1,80,000.00
2.	Construction of 10'-0" long culvert on Rampur - Chaitankhola road under Dhala union	97,500.00
3.	Construction of 8'-0" long culvert on Rampur - Chaitankhila road under Pakuria union	77,500.00
4.	Construction of 30'-0" long bridge near Puradukan under char pakkhi mari union	3,00,000.00
5.	Repair of two bridges under Badair char union	50,000.00
6.	Construction of 6'-0" long culvert on Kushmhati - Nandina road under Balair char union	50,000.00
7.	Construction of 15'-0" long bridge near Karaitola under Kamarechar union	1,00,000.00
8.	Construction of 15'-0" long bridge on C&B - Kumarer char bazar road under Kamarer char union	1,50,000.00
9.	Construction of 10'-0" long bridge on Nakla - Astamitola road under Kamaria union	3,50,000.00
10.	Construction of 20'-0" long bridge on Kamaria C & B - Kamariabazar road under Kamaria union	
11.	Construction of 6'-0" long culvert near Najgar Ali High School on Astamitola - Beltali road under Rowhabetmeri union	50,000.00
12.	Construction of 10'-0" long bridge on Probhatia - Chaitankhila road under Bajitkhila union	1,00,000.00
13.	Construction of 10'-0" long bridge near Puradukan on Jangaldi road under charpakkhimari union	1,00,000.00

Sl. No.	Name of Projects	Allocation
14.	Construction of 4'-0 long culvert near Surjadi bazar on Tarakandi - Surjadi road under Kamaria union	20,000.00
15.	Water supply for two twin quarters of the upazila parishad	50,000.00
16.	Construction of culverts in different unions	72,000.00
Sub Total		17,47,000.00

Sector: Socio-Economic Infrastructure
Allocation - 1681500.00

Sl. No.	Name of Projects	Allocation
1.	Construction of chandrakanta Government School and Sherpur Pourashava	1,50,000.00
2.	Reconstruction of a Junior High School nt Char Karpur	37,500.00
3.	Development of Bipin ghosh play ground under kamaria union	50,000.00
4.	Development of Rajendra ghosh play ground under pakuria union	
5.	Supply of furniture to 117 Primary Schools	1,90,000.00
6.	Training on Family Planning and other aspects of development	10,000.00
7.	Repair of Rowhabetmari Primary School	6,000.00
8.	Construction of Chakpathak Primary School building under Shupur Powrashava	1,98,950.00
9.	Construction of Phatimari Govt. Primary School Bldg. under Rowhabetmari union	1,93,999.00

Sl. No.	Name of Projects	Allocation
10.	Repair of Bitmari Primary School and Charkharpur Primary School under Rowhabetmari union	1,054.00
11.	Supply of teaching aids and projects on public health	2,44,000.00
12.	Reconstruction of educational institutions	1,00,000.00
13.	Construction of Garraze in the upazila complex	17,834.00
14.	Repair of official residence of the upazila Nirbahi officer	23,097.00
15.	Construction of a bathroom in the residence of the upazila Nirbahi officer	33,050.00
16.	Construction of gate at the entrance of the upazila complex	21,580.00
17.	Repair of BADC Cafeteria	35,115.00
18.	Electrification of BADC cafeteria	21,107.00
19.	Repair of Parishad officer building	31,726.00
20.	Repair of two twin quarters in the upazila complex	70,985.00
21.	Construction of boundary wall	46,506.00
22.	Construction of building for Shishu Academy	1,25,000.00
23.	Supply of sports good and musical instruments to different children organizations	50,000.00
24.	Cultural functions for the children	25,900.00
Sub Total		16,81,500.00

Sector: Sports and culture
Allocation: 274,000.00

Sl. No.	Name of Schemes	Allocation
1.	Upazila sports competition & inter union foot ball completion	75,000.00
2.	Supply of bond set for development scout movement	25,000.00
3.	Repair of Auditorium and supply of musical instruments	25,000.00
4.	Repair of Hall Room-cum-Auditorium	75,000.00
5.	Supply of sports goods and musical instruments to different clubs and schools	74,000.00
5	Sub Total	2,74,000.00

Sector: Miscellaneous
Allocation: 211500.00

Sl. No.	Name of Schemes	Allocation
1.	Registration of birth and death	30,000.00
2.	Disaster relief	32,500.00
3.	Reserve for repair of flood control embankment	1,49,000.00
	Sub Total	2,11,500.00

Annual Upazila Development Plan 1983-84
Upazila - Phulpur, District - Mymensingh

Total allocation: 31,17,755

Sector: Agriculture, Irrigation and Industry
Allocation: 10,19,366

Sl. No.	Name of Projects	Allocation
1.	Reconstruction of Embankment of Banua canal under Shingashar	38,000.00
2.	Construction of Charnimat pucca Drain under Ramvadrapur union	40,000.00
3.	Re-excavation of Canal from Khila Kuri bill to Swai river under Biska	19,000.00
4.	Re-excavation of canal from Shyampur beel to Dhoria river under Bhait kandi union parishad	38,000.00
5.	Construction of Embankment of both sides of Rangsha river under Golagaon union parishad	38,000.00
6.	Re-excavation of canal from Achintapur to Hilar kanda under Kamargaon union parishad	38,000.00
7.	Re-excavation of Ghitri canal under Rampur union parishad	19,000.00
8.	Construction of Embankment from Tarakanda to Hilar kanda on both sides of Ransha river	19,000.00
9.	Reconstruction of Embankment from Haily beel to Barail beel	20,000.00
10.	Re-excavation of Embankment from Narayanpur to Hirarkanda	19,000.00
11.	Construction of Naldighi (No. 3) Deep Tube Well drain	38,000.00
12.	Construction of Valki Deep Tube Well Drain	18,000.00

Sl. No.	Name of Projects	Allocation
13.	Construction of Matichadpur Deep Tube Well drain	18,000.00
14.	Construction of Rayton beri Deep Tube Well drain	18,000.00
15.	Construction of Rupchandpur Deep Tube Well drain	18,000.00
16.	Construction of Chakdhakir kanda Deep Tube Well under Rahingonj union Parishads	18,000.00
17.	Construction of Dhakirkanda Deep Tube Well drain	18,000.00
18.	Construction of Hat para Deep Tube Well drain	18,000.00
19.	Construction of South Pangnai Deep Tube Well drain (under Kakhn union)	18,000.00
20.	Construction of one slab culvert with slwitch gate	38,000.00
21.	Construction of 3'-0" ring culvert from Azampur to suttia para road	9,000.00
22.	Construction of 3'-0" pipe culvert on Tukako Sunatula road	11,000.00
23.	Construction of 3'-0" pipe culvert on chakna to Kali har river	9,000.00
24.	Construction of 2'-0" culvert on Bowlar union parishad office to Suttia para	9,000.00
25.	Construction of Deep Tube Well drain at Chandlura	18,000.00
26.	Construction of Deep Tube Well Drain at Keichapur	18,000.00
27.	Construction of Deep Tube Well at Bhalki	18,000.00

Sl. No.	Name of Projects	Allocation
28.	Construction of Deep Tube Well Drain at Madhay Nagar	18,000.00
29.	Construction of Deep Tube Well drain at Bashtals	18,000.00
30.	Construction of Deep Tube Well drain at Karahe	20,000.00
31.	Construction of Deep Tube Well drain at Shahapur under Payari union parishad	18,000.00
32.	Construction of Deep Tube Well drain at Madya hat Pagla under payari union parishad	18,000.00
33.	Construction of Deep Tube Well drain at north hat Pagla under Peyari union parishad	18,000.00
34.	Construction of Deep Tube Well drain at Kashiganj under Sandhara union parishad.	18,000.00
35.	a) Construction of Nursery Shade in upazila development and training centre	50,366.00
	b) Nursery at Upazila Training and Development Centre	40,000.00
36.	Re-excavation of derilict tanks at Gala gao	50,000.00
37.	Cottage Industry for distressed women	50,000.00
38.	Establishment of duck farm	45,000.00
39.	Construction of 3'-0" Pipe culvert for the road of Kashiganj and Biske	12,000.00
40.	Construction of ring culvert near the house of Nur Mohammad in Kashi govt. road	7,000.00

Sl. No.	Name of Projects	Allocation
41.	Construction of 2'-0" pipe culvert on the Khicha balucha road	7,000.00
42.	Construction of 3'-0" Pipe culvert in the Khicha Balucha road	8,000.00
43.	Construction of 2'-0" pipe culvert in the Khicha Balucha same road (Near the house of Manik Miah)	8,000.00
44.	Construction of 3'-0" Pipe culvert in Khicha Balucha road (Sharilla Market)	7,000.00
45.	Construction of 2'-0" pipe culvert in the road of south Monati	7,000.00
45	Sub total	10,19,366.00

Sector: Physical Infrastructure
Total Allocation: Tk. 9,89,375

Sl No.	Name of Projects	Allocation
1.	Repair of Sandhara union parishad office	13,500.00
2.	Repair of Sandhara community centre	7,000.00
3.	Repair of Ramvadrapur union parishad office cum community centre	8,000.00
4.	Construction of 2'-0" pipe culvert at Shahapur - Ramvodrapur road under Ramvadrapur union Parishad	6,000.00
5.	Construction of 2'-0" pipe culvert at Ramchandrapur road of Suadanga	6,000.00

Sl No.	Name of Projects	Allocation
6.	Construction of 2 pipe culverts at Shahpur - Ramvadrapur road under Vitekandi union Parishad	7,000.00
7.	Construction of pipe culvert at Sunnsaiya in the road of Shahapur Ramvadrapur	7,000.00
8.	Construction of boundary wall of Shingheswar union Parishad	23,000.00
9.	Construction of pipe culvert in the road of Phulpur - Defulia under Phulpur union Parishad	20,000.00
10.	Repair of Phulpur union parishad office cum community centre	10,000.00
11.	Construction of 3'-0" pipe culvert at Amnuakanda Ramvadrapur road under Payari union Parishad	10,000.00
12.	Construction of pipe culvert at Amuakanda Ramvadrapur road near the market to Amua kanda	10,000.00
13.	Repair of community centre under Rahimganj Parishad	20,000.00
14.	Repair of Balikha union parishad office	10,000.00
15.	Construction of 3'-0" pipe culvert in Basuna T.C. road under Balikha union parishad	10,000.00
16.	Construction of 2'-0" pipe culvert at Kakni Bastola road	6,000.00
17.	Repair Kakni community centre	17,000.00
18.	Construction of 2'-0" pipe culvert at Pagla Biharenga road	6,000.00
19.	Repair of Rupshi union parishad office cum community centre	15,000.00

Sl No.	Name of Projects	Allocation
20.	Construction of 3'-0" pipe culvert at Balia Maishaunda Road	9,000.00
21.	Construction of 3'-0" pipe culvert at Maishaunda Sutarpara road	9,000.00
22.	Construction of Public Toilet at Bowla Market	16,000.00
23.	Construction of 3'-0" pipe at Bowla - gotla road	7,000.00
24.	Repair of Dhakua union parishad office cum community centre	22,000.00
25.	Repair of Banihala union parishad office cum community centre	21,000.00
26.	Repair of Tarskanda union parishad office	18,000.00
27.	Construction of shed for fisharies of Rajdarikel market	20,000.00
28.	Repair of Shidhala union parishad office cum community centre	25,000.00
29.	Construction of R.C.C. culvert at Kashiganj - Rampur Road	20,000.00
30.	Construction of Drain at Kashigonj market under Kamaria union	20,000.00
31.	Construction of Biska union parishad office	10,000.00
32.	Construction of Public toilet at Biska Market	8,000.00
33.	Construction of Herring bond from Phulpur bus stand to Sankanda	1,00,000.00
34.	Construction of two Sanitary Bondh of Phulpur upazila	15,000.00

S1 No.	Name of Project	Allocation
35.	Electrification of resident of upazila Nirbahi officer	14,685.00
36.	Electrification of office	14,870.00
37.	Reconstruction of Twin quarters	22,445.00
38.	Construction of 3'-0" ring culvert near Phulpur High School	10,750.00
39.	Construction of two ring culvert near Phulpur thana	6,850.00
40.	Construction of ring culverts near Phulpur Primary school	7,275.00
41.	Construction of two ring culverts near Amvakanda bazar	23,000.000
42.	Two ring culvert near charitable dispensary of Phulpur Thana	18,000.00
43.	Union Parishad works Programme	3,40,000.00
Sub Total		9,89,375.00

Sector: Socio-economic infrastructure
Total allocation: 8,84,014

S1 No.	Name of Projects	Allocation
1.	Construction of boundary wall within the upazila training & development center	1,37,500.00
2.	Construction of classroom of Phulpur girls' high school	34,000.00
3.	Construction of hostel of Phulpur girls' high school	6,000.00
4.	Construction of classroom of Phulpur College	85,000.00

Sl No.	Name of Projects	Allocation
5.	Construction of office of Muktijoddah sangsad	30,000.00
6.	Repair of residence of Phulpur Thana's officer in charge	92,297.00
7.	Repair of Revenue office	12,500.00
8.	Construction of motor garage and development of U.N.O's residence compound	30,000.00
9.	Repair of old Thana Parishad building at Tarakanda	20,000.00
10.	Construction of room by the side of upazila training & development centre	10,000.00
11.	Completion of incomplete work of upazila parishad building	29,000.00
12.	Electrification of T.I.P. workshop	14,398.00
13.	Construction of Jatiya Mahila Sangstha office	85,000.00
14.	Construction of flood shelter center	40,319.00
15.	Repair of 28 educational institutions affected by flood	2,58,000.00
15	Sub Total	8,84,014.00

Sector: Sports & Culture
Total Allocation: 1,50,000

Sl No.	Name of Projects	Allocation
1.	Development of sports - culture and education	1,00,000.00
2.	Public library	50,000.00
2	Sub Total	1,50,000.00

Sector: Miscellaneous
Total Allocation: 75,000

Sl. No.	Name of Projects	Allocation
1.	Collection of birth & death statistics	25,000.00
2.	Collection of information affected by natural calamities	50,000.00
2	Sub Total	75,000.00

Annual Upazila Development Plan 1984-85
Upazila - Phulpur, District - Mymensingh

Total Allocation: Tk. 70,00,000.00

Sector: Agriculture, Irrigation and Industry
Allocation: 23,07,000.00

Sl. No.	Name of Projects	Allocation
1.	Construction of embankment of Kodalia	3,50,000.00
2.	Tree plantation on connecting road of Halua ghat - Mymensingh in the part of Phulpur	50,000.00
3.	Purchase of spray machine for Agriculture work	79,000.00
4.	Purchase of two Refrigerator for vaternary hospital	30,000.00
5.	Construction of Pucca drain for Chandhara Deep Tube Well	30,000.00
6.	Construction of pucca drain in Kashigonj for Deep Tube Well	30,000.00
7.	Construction of culvert from Bahadurpur to Chashbat road	30,000.00
8.	Construction of Deep Tube Well (DTW) on Paswari (Bhait kandi U.F)	30,000.00
9.	Construction of Deep Tube Well on Mokamia (Singheswar U.P)	30,000.00
10.	Construction of five ring culverts in ward No. 2	30,000.00
11.	Construction of godamia Deep Tube Well drain godamia (Phulpur U.P.)	30,000.00
12.	Construction of Shapur Deep Tube Well drein (Payari U.P)	30,000.00
13.	Construction of Partala Deep Tube Well drain (Rahimagong U.P.)	30,000.00

Sl. No.	Name of Projects	Allocation
14.	Construction of Dhakor kanda Deep Tube Well drain (Balikha U.P)	30,000.00
15.	Construction of Outdhar Deep Tube Well drain (Kakni U.P)	50,000.00
16.	Construction of Kaichpur Deep Tube Well drain (Balua U.P)	30,000.00
17.	Construction of Bonla Deep Tube Well drain (Bonla U.P)	30,000.00
18.	Construction of Badrakanda Deep Tube Well drain	30,000.00
19.	Construction of Banihata Deep Tube Well drain (Banihata U.P)	30,000.00
20.	Construction of Kalikan Deep Tube Well drain (Kamaria U.P.)	30,000.00
21.	Canal digging from Sonapara to Nail river (Rupshi U.P.)	30,000.00
22.	Canal digging from Sidhler bit to Balabia	30,000.00
23.	Construction of duck farm at Marar Bill	1,00,000.00
24.	Construction of two ring culvert at chakdhakirkanda for Deep Tube Well drain	20,000.00
25.	Re-digging of TDC pond	50,000.00
26.	Construction of pucca drain from godaria to Khan river under Phulpur union parishad	70,000.00
27.	Construction of Pucca drain from Chandkanda to Khasa river	1,00,000.00
28.	Tree plantation at Marar Bill	15,000.00
29.	Upazila Nursery development	50,000.00

Sl. No.	Name of Projects	Allocation
30.	Training for technical staff and purchasing of equipments	1,50,000.00
31.	Construction of culvert on Suai canal	27,000.00
32.	Repairing of TTP workshop	1,50,000.00
33.	Construction of two ring culverts from Amuakanda to Ramadrepur	14,000.00
34.	Construction of pucca drain at upazila complex	50,000.00
35.	Construction of pucca drain at Amua kanda Bazar	20,000.00
36.	Construction of five ring culverts from Atkuchi to Putya road	50,000.00
37.	Construction of two ring culverts on kalikha - Mash kanda road	20,000.00
38.	Construction of five ring culverts on Baharakandi - Hasanpur road	50,000.00
39.	Construction of four ring culverts on Bahpalashia road	40,000.00
40.	Collection of Agriculture statistics	5,000.00
41.	Construction of five ring culverts Amukanda - Hogla road	57,000.00
42.	Construction of nine ring culverts from Tukanda to Goetala road	100,000.00
43.	Construction of five ring culverts from Phulpur to Kashiganj road	57,000.00
44.	Construction of three ring culverts from Bihardanga road to Rupsha	60,000.00
44	Sub Total	23,07,000.00

Sector: Physical Infrastructure
 Total allocation: 23,97,039

Sl. No.	Name of Projects	Allocation
1.	Bituminas carpating on Amukanda Ramandrapur road from C&B road to LSD godown	2,54,000.00
2.	Bituminas carpating from Phulpur Shakuai road Bus stand to chankanda bazar	1,55,502.00
3.	Construction of 25'-0" Bridge on Goraduar Talukdana road	2,79,774.00
4.	Construction of 15'-0" culvert on Baugunda Char-Ishwordia road under Kakni union	1,96,890.00
5.	Construction of 10'-0" culverts in Gagli under Balikha union	1,00,000.00
6.	Construction of 20'-0" bridge on Dhalir kanda Bhugli road	2,79,774.00
7.	Construction of 10'-0" culvert on Ghituri - Shimulya road	1,96,809.00
8.	Construction of 15'-0" culvert on canel of Shayamganj - Kagion puttya road	1,96,890.00
9.	Construction of 15'-0" Balia Kanagaon road (on Bahar khal)	1,99,400.00
10.	Construction of box culvert on Balia kanagaon road	50,000.00
11.	Construction of one culvert on Dista cauri road	1,00,000.00
12.	Construction of one culvert and one bridge on Bishka meghla road	1,60,000.00
13.	Construction of one culvert Rankanda - Haria road	50,000.00

Sl. No.	Name of Projects	Allocation
14.	Construction of one slab on batra patya road	50,000.00
15.	Construction of one culvert on Phulpur - Shakurya road	30,000.00
16.	Construction of Boula union Parishad building	98,000.00
16	Sub Total	23,97,039.00

Sector: Socio-Economic Infrastructure
Total Allocation: 15,20,555

Sl. No.	Name of Projects	Allocation
1.	Construction of upazila parishad mosque	1,25,555.00
2.	Construction of upazila court Library Building	1,10,000.00
3.	Rest House for upazila court witnesses	70,000.00
4.	Repairing of char Goadanga madrasha	30,000.00
5.	Repairing of Belijury High School	30,000.00
6.	Repairing of Ramganj High School	25,000.00
7.	Repairing of Tarakanda High School	20,000.00
8.	Repairing of Tarakanda Narikeli High School	20,000.00
9.	Extension of Phulpur College	80,000.00
10.	Supply of school furniture	1,35,000.00
11.	Repairing of Phulpur High School	20,000.00
12.	Purchase of Refrigerator for Hospital	15,000.00

Sl. No.	Name of Projects	Allocation
13.	Supply of preventive medicine	15,000.00
14.	Repairing of Sanura madrasha building	15,000.00
15.	Repairing of Raitan Beri Primary School	15,000.00
16.	Repairing of Rambhadrapur High School	15,000.00
17.	Repairing of Dhalikanda Primary School	15,000.00
18.	Repairing of Batrabhatpur High School	10,000.00
19.	Repairing of Khariapara Primary School	15,000.00
20.	Repairing of Bhalki Primary School	15,000.00
21.	Repairing of Shahid Smriti High School	15,000.00
22.	Repairing of Hat pagla High School	15,000.00
23.	Repairing of Bahadurpur High School	15,000.00
24.	Astomikhala Repairing	15,000.00
25.	Kalikha High School repairing	15,000.00
26.	Construction of Freedom Fighters office building	15,000.00
27.	Repair of Boula High School	30,000.00
28.	Repairing of Biska Junior High School	15,000.00
29.	Repairing of Shinghasawri High School	25,000.00
30.	Repairing of Chak Dhakir kanda forkania madrasha	15,000.00
31.	Construction of upazila complex boundary wall	1,00,000.00
32.	Repairing of Naldighi Primary School	10,000.00

Sl. No.	Name of Projects	Allocation
33.	Repairing of Majhiali Primary School	10,000.00
34.	Repairing of Panihari Primary School	10,000.00
35.	Repairing of Goadange Primary School	10,000.00
36.	Press club construction	20,000.00
37.	Construction of sweeper sheds	15,000.00
38.	Repair of upazila hospital	15,000.00
39.	Construction of pond ghat of upazila parishad mosque	50,000.00
40.	Water supply to UNO residence	1,50,000.00
41.	Construction of upazila parishad pucca latrine	50,000.00
42.	Construction of kitchen of police barrack	30,000.00
43.	Construction of Balia madrasa building	20,000.00
44.	Construction of upazila auditorium	20,000.00
45.	Electrification of Phulpur girls high school	30,000.00
46.	Repairing of Vitekandi Chilagai Islamia School	10,000.00
46	Sub Total	15,20,555.00

Sector: Sports and Culture
 Total allocation: 3,75,000

Sl. No.	Name of Projects	Allocation
1.	Construction of Public library and purchase of furnitures	2,25,000.00
2.	Supply of sports goods	50,000.00
3.	Development of sports field	50,000.00
4.	Exhibition stall construction and competition of debate & sports	50,000.00
4	Sub Total	3,75,000.00

Sector: Miscellaneous
 Total allocation: 3,42,350

Sl. No.	Name of Projects	Allocation
1.	Registration of death & birth statistics	50,000.00
2.	Data collection and presentation	20,000.00
3.	Disaster relief	2,22,350.00
4.	Miscellaneous	50,000.00
4	Sub Total	3,42,350.00

Thesis Title : Planning and Implementation of development programmes of Upazila level-A study into the problems and prospects.

Name of the Upazila :

Name of the Interviewer:

Date of Interview :

Name of the respondent :

Age : Designation :

PART I : PLAN PREPARATION :

1. How do you usually prepare the Upazila plan ? (That is what procedure do you follow for preparation of Upazila plan ?).

2. Do you set objectives when you prepare a plan ?

Yes

No

If yes, what are those in order of importance ? (please rank 1, 2, 3 and so on in a descending order).

- | | | |
|----|--------------------------|---|
| a. | <input type="checkbox"/> | Generation of employment. |
| b. | <input type="checkbox"/> | Generation of income. |
| c. | <input type="checkbox"/> | Increase of agricultural production. |
| d. | <input type="checkbox"/> | Expansion of educational facilities. |
| e. | <input type="checkbox"/> | Improvement of transport and communication. |
| f. | <input type="checkbox"/> | Up liftment of socio-economic condition. |
| g. | <input type="checkbox"/> | ----- (Specify) |
| h. | <input type="checkbox"/> | ----- (Specify) |

3. What is the major development problems of your Upazila ?
 (Please rank them 1, 2, 3 and so on in a descending order).

- a. Shortage of food.
- b. Lack of irrigation.
- c. Lack of loan facilities.
- d. Illiteracy.
- e. Unemployment.
- f. -----(Specify)
- g. -----(Specify)
- h. -----(Specify)

4. How far have you been successful in achieving the objective of the plan ?

- a. Highly successful.
- b. Successful
- c. Successful to some extent
- d. Not satisfactory.
- e. Unsuccessful

5. What is the rate of success in the following sectors ?

<u>Name of Sectors</u>	<u>Rate of success</u>
a. Agriculture, Irrigation and Industry .	a. High rate <input type="text"/>
	b. Medium rate <input type="text"/>
	c. Low rate <input type="text"/>
b. Physical Infrastructure .	a. High rate <input type="text"/>
	b. Medium rate <input type="text"/>
	c. Low rate <input type="text"/>

9. Do you think that the present guidelines are helpful for preparation of plan ?

Yes

No

If yes, a) how it helps you ?

b) If no, why ?

10. What is your opinion about the present guidelines for plan preparation.

11. What is the role of other parishad member in preparation of plan ?

12. What type of problems do you face in preparing a plan ?

a. Deficiency of proper knowledge on the content of plan.

b. Lack of technical know-how.

c. Lack of planning expertise.

d. Lack of appropriate planning decision.

- c. Lack of inter-departmental co-ordination.
- f. Lack of equipment.
- f. Depth of higher level technical input.
- h. -----(Specify)
- i. -----(Specify)

15. How the district level Officer may assist in planning, implementation and evaluation ?

- a. Technical assistance in selection and formulation of projects.
- b. Advice to project works for implementation.
- c. Expertise for project management and evaluation.
- d. -----(Specify)
- e. -----(Specify)

16. Do you have any maintenance plan under ADP projects ?

Yes No

If yes, do you give emphasis on the maintenance of projects after completion ?

Yes No

If yes, how many projects have you brought under maintenance ?

14. In your opinion do you have any deviation of guidelines ?

Yes

No

If yes, why? (please mention).

PART II : PROJECT IDENTIFICATION AND SELECTION

1. How do you usually identify a project ?

2. Do you face any problem in selecting a project ?

Yes

No

If yes, what type of problems ?

- a. Inadequate finance.
- b. High demand of the members.
- c. Unparliamentary attitude of the members.
- d. -----(Specify)
- e. -----(Specify)
- f. -----(Specify)
- g. -----(Specify)

a. Directly productive sector.

b.

c.

d.

e.

f.

g.

h.

i.

j.

k.

l.

m.

n.

o.

p.

q.

r.

s.

t.

u.

v.

w.

x.

y.

z.

5. Do you give priority to the project that gives quick return ?

Yes No

If yes, what type of projects are those ?

4. How do you determine the priority of different projects ?

a.

b.

c.

d.

e.

f.

g.

h.

i.

j.

k.

l.

m.

n.

o.

p.

q.

r.

s.

t.

u.

v.

w.

x.

y.

z.

3. How do you adopt decision in approving the project ?

a. Individual decision.

b. Through board meeting.

c. As per the instruction of the higher authority.

d. _____ (Specify)

e. _____ (Specify)

f. _____ (Specify)

- b. Employment oriented sector.
- c. Income generating sector.
- d. Industrial sector.
- e. Transport and communication sector.
- f. -----(Specify)
- g. -----(Specify)
- h. -----(Specify)

7. Do you give emphasis upon the generation of employment while selecting projects ?

Yes No

If yes, what is the total number and cost of employment during 1983-84 and 1984-85 ?

Year -- No of people employed-- Total cost of employment

8. Do you think that the percentage of sectoral share of allocation for the following sectors is sufficient. ?

Yes No

If no, what is your opinion about it ?

<u>Sectors</u>	<u>Opinion</u>
a. Agriculture, Industry and Irrigation :	
b. Physical Infrastructure :	
c. Socio-Economic Infrastructure :	
d. Sports and culture :	

- c. Poor scheduled rate of work order.
- d. Lack of technical know - how.
- e. Lack of manpower.
- f. Lack of materials.
- g. Lack of skilled hand.
- h. communication problem.
- i. -----(Specify)
- j. -----(Specify)
- k. -----(Specify)

6. Is there any existence of project supervisory committee for supervision of project during implementation period ?

Yes

No

If yes, do they supervise timely and how they supervise ?

7. What is the role of concerned departmental officer in implementation of project in their respective sectors ?

8. Are all the projects under ADP completed within specified period ?

Yes No

If no, what are the constraints ?

a. Resource

b. Materials.

c. Technical.

d. Administrative.

e. Political.

f. _____ (Specify)

g. _____ (Specify)

h. _____ (Specify)

PART IV : PROJECT EVALUATION :

1. Do you undertake periodical evaluation of the project ?

Yes No

If yes, how ?

2. Do you modify projects on the basis of evaluation.

Yes No

If yes, what is the procedure of modification ?

3. After periodical evaluation do you place the reports in parishad meetings for consideration ?

Yes No

If yes, what measures do you take ?

PART V : LOCAL RESOURCE MOBILIZATION :

1. How do you mobilize local resource ? (That is what are the sources of local resource) ?

2. How much income did you derive from the sources of revenue provided in the ordinance during the period 1983-84 and 1984-85 ?

<u>Name of Items</u>	<u>Year (1983-84)</u>	<u>Year (1984-85)</u>
----------------------	-----------------------	-----------------------

3. What is the share of local resource ?

4. Do you have any other sources of income ?

Yes No

If yes, what are these sources and total amount of these sources ?

Name of sources : Amount (in taka)

a.

b.

c.

d.

PART VI : GENERAL ASPECTS ON PLANNING :

1. What is your opinion about the present planning process.

at Upazila level ?

- a. A potential process for a sustained basis of development in future.
- b. A process of balanced development within the whole Upazila and the whole country as well.
- c. A process of identification of local/ Upazila level problems for planning and implementation of development programmes.
- d. A good beginning of local resource mobilization.
- e. A good means for communicating local planning problems and strategies to the national / higher level authorities.
- f. -----(Specify)
- h. -----(Specify)
- i. -----(Specify)

2. In your opinion what are the limitations of the present Planning process at Upazila level ?

- a. Lack of socio-economic data.

- b. Lack of adequate fund
- c. Political pressure.
- d. Lack of co-ordination.
- e. _____ (Specify)
- f. _____ (Specify)
3. To overcome the limitation what is your suggestion ?

4. Would you please say something about the existing Upazila plan book ?

5. Do you think that the development process has accelerated within the Upazila through the present planning system ?

Yes : No

If yes, to what extent and how ?

6. In your opinion do you think that under the present planning system identification and selection of projects have become easier ? (Please give your comments).
7. Do you think that availability of fund for different projects have become easier under the present planning system ? (What is your opinion on it).
8. How do you think to improve the process of implementation
9. In your opinion do you think that present planning process has ensured local resources mobilization ?
- Yes No
- If yes, how and to what extent ?

- e. Health and Family Planning.
- d. Education
- c. Industry.
- b. Agriculture.
- a. Communication.

If yes, in which of the following sectors the development is worth mentioning ?

Yes No

development epoch ?

9. Do you think that the Upazila system has ushered in a

PART VII : OTHER ANSWERS :

11. Do you have any suggestion to improve the planning process at Upazila level ? (please explain).

10. Would you please say something about your current annual-development plan ?

- f. Sports and culture.
- g. Social welfare
- h. -----(Specify)
- i. -----(Specify)
2. What is your opinion about the employment opportunity at Upazila level in different sectors ? (Please give your comments).
3. Do you complement the development activities of the adjacent Upazila ?
- Yes No
- If yes, how co-ordination with the adjacent Upazila for common projects at the peripheral area is held ?
4. What is your opinion about the co-ordination of development activities at Upazila level.
5. Please say something about your future development programmes.

Questionnaire

Thesis Title : Planning and Implementation of Development Programmes at Upazila Level-- A study into the problems and prospects .

Name of the Upazila :

Name of the Interviewer :

Date of Interview :

Name of the respondent:

Age : Designation :

P A R T - I

1. How do you usually identify a project ?

2. Do you give priority to the project that gives quick return.

Yes No

If yes, what type of projects are those ?

3. How your project is finally approved ?

4. Do you usually face any problem in approving a project ?

Yes No

If yes, what type of problem ?

- a. Non-Co-operation of the Chairman/UNO.
- b. Non-Co-operation of the other Parishad members.
- c. Biasness of the Chairman/UNO to other members.
- d. -----(Specify)
- e. -----(Specify)
- f. -----(Specify)

5. In your opinion which of the following committees is more effective in implementing the project ?

- a. Project committee.
- b. Tender committee .

6. Which of the above committee do you prefer and why ?

7. Is there any existence of project supervisory committee for supervision of project during implementation period ?

Yes No

If yes, do they function properly ?

8. Are all the projects under ADP completed within specified period ?

Yes No

If no, what are the constraints ?

a. Resource

b. Materials.

c. Technical.

d. Administrative.

e. Political.

f. -----(Specify)

g. -----(Specify)

9. Do you undertake periodical evaluation of the project ?

Yes No

If yes, how ?

10. Do you modify projects on the basis of evaluation.

Yes No

If yes, what is the procedure of modification ?

11. After periodical evaluation do you place the reports in Parishad meetings for consideration ?

Yes No

If yes, what measures do you take ?

12. Do You face any problem to follow the government guidelines ?

Yes No

If yes, what type of problems (Please mention).

a.

b.

c.

d.

PART -II

FOR AGRICULTURES OFFICER :

1. For boosting agricultural production what type of projects have you taken in hand under ADP in the year 1983-84 and 1984-85 ?
 - a.
 - b.
 - c.
 - d.
2. What was the objective in agriculture sector during 1983-84 and 1984-85 ?
 - a. To increase agricultural production.
 - b. To save the crops from the attack of insects.
 - c. To ensure supply of improved variety of seeds and fertilizer among the farmers.
 - d. -----(Specify)
 - e. -----(Specify)
 - f. -----(Specify)
3. How far have you been successful in attaining the objective ?
 - a. Highly successful.
 - b. Successful.
 - c. Successful to some extent
 - d. Not satisfactory.
 - e. Unsuccessful.
4. What type of problems do you face in implementing the projects ?
 - a. Shortage of fund.
 - b. Shortage of equipments.
 - c. Insufficient supply of improved variety of seeds and fertilizer.

- d. ----- (Specify)
- e. ----- (Specify)
- f. ----- (Specify)
5. How far cropping intensity has been increased in the current year ?

6. What was the total acreage of land under irrigation during 1981-82, 1982-83 and 1983-84, 1984-85 ?

7. What is your opinion about the performance of your sector as compared to previous system ?
- a. Much better than before.
- b. Slightly better than before.
- c. Worse than before.

PART - III:
FOR EDUCATION OFFICER

1. What type of projects you have taken for the education sector during the period 1983-84 and 1984-85.
 - a.
 - b.
 - c.
 - d.

2. What was the objective of education sector during 1983-84 and 1984-85.
 - a. To promote primary education.
 - b. To increase the rate of literacy.
 - c. To ensure educational facility.
 - d. ----- (Specify)
 - e. ----- (Specify)
 - f. ----- (Specify)

3. How far have you been successful in attaining the objectives?
 - a. Highly successful
 - b. Successful.
 - c. Successful to some extent.
 - d. Not satisfactory.
 - e. Unsuccessful.

4. What type of problems do you face in implementing the projects ?
 - a. Insufficient financing.

- b. Problems of availability of teaching aids.
- c. Insufficient teaching staff.
- d. Untimely supply of text books.
- e. _____(Specify)
- f. _____(Specify)
- g. _____(Specify)
5. What qualitative development you have achieved in education sector now than before ?
- a. Standard of education has increased.
- b. Literacy rate has increased.
- c. Accomodation facilities have increased.
- d. _____(Specify)
- e. _____(Specify)
- f. _____(Specify)
6. What is your opinion about the performance of your sector as compared to previous system ?
- a. Much better than before.
- b. Slightly better than before.
- c. Worse than before.

PART - IV

FOR HEALTH AND FAMILY PLANNING OFFICER :

1. For supplementing national plan do you have any project for population control and health care under ADP in the year 1983-84 and 1984-85 ?

Yes No

If yes how do you initiate the projects in this sector ?

2. What was the objective of population control and health care during 1983-84 and 1984-85 ?

- a. To ensure primary health care.
- b. To check epidemic.
- c. To check population boom.
- d. To curb-down child mortality.
- e. -----(Specify)
- f. -----(Specify)
- g. -----(Specify)

3. How far have you been successful in achieving the objective ?

- a. Highly successful.
- b. Successful.
- c. Successful to some extent.
- d. Not satisf. every.
- e. Unsuccessful.

4. What type of problems do you face in implementing the projects ?

- a. Shortage of fund.

- b. Superstition of the rural people.
- c. Lack of Coordination between health and family planning wings.
- d. -----(Specify)
- e. -----(Specify)
- f. -----(Specify)
5. What qualitative development have you achieved now than before?
- a. Awareness of the people about health care and family planning has increased.
- b. Number of users of population control devices has increased.
- c. Immunization drive have been extended.
- d. Storage facility for vaccine has increased.
- e. -----(Specify)
- f. -----(Specify)
- g. -----(Specify)
6. What is your opinion about the performance of your sector as compared to previous system ?
- a. Much better than before.
- b. Slightly better than before.
- c. Worse than before.

PART - V :
FOR FISHERY OFFICER :

1. For fish cultivation what type of projects have you taken during 1983-84 and 1984-85 under ADP ?

- a.
- b.
- c.
- d.

2. What was the objective in this sector in the year 1983 and 1984-85 ?

- a. To develop pisciculture.
- b. To ensure supply of fish fry.
- c. To bring the abandoned water sources under fish cultivation.
- d. To create self-reliant employment opportunity.
- e. -----(Specify)
- f. -----(Specify)
- g. -----(Specify)

3. How far have you been successful in attaining the objective ?

- a. Highly successful.
- b. Successful.
- c. Successful to some extent.
- d. Not satisfactory.
- e. Unsuccessful.

4. What type of problems do you face in implementing the projects.

- a. Insufficient financing.
- b. Shortage of skilled hand.
- c. Problems of preservation of fish.
- d. Lack of interest among the people for fish cultivation.
- e. -----(Specify)
- f. -----(Specify)
- g. -----(Specify)

5. What qualitative change has come in this sector now than before ?

- a. Considerable number of abandoned water sources has been brought up for fish cultivation.
- b. Supply of fish has been increased.
- c. Creation of interest among the people for fish cultivation.
- d. Self-reliant employment have been
- e. -----(Specify)
- f. -----(Specify)
- g. -----(Specify)

6. What is your opinion about the performance of your sector as compared to previous system ?

- a. Much better than before.
- b. Slightly better than before.
- c. Worse than before.

PART - VI :

FOR LIVE-STOCK OFFICER :

1. For development of live stock and poultry what type of projects, you have taken up under JADP during 1983-84 and 1984-85 ?
 - a.
 - b.
 - c.
 - d.

2. What was the objective of this sector during 1983-84 and 1984-85 ?
 - a. To increase the number of poultry and live stock.
 - b. To provide incrimination facility.
 - c. To curb-down the mortality of poultry and live stock.
 - d. To provide technical know-how to the people.
 - e. -----(Specify)
 - f. -----(Specify)
 - g. -----(Specify)

3. How far have you been successful in attaining the objective?
 - a. Highly successful.
 - b. Successful.
 - c. Successful to some extent.
 - d. Not satisfactory.
 - e. Unsuccessful.

4. What type of problems do you face in implementing the projects ?

- a. Shortage of fund.
- b. Shortage of skilled hand.
- c. Problems of co-ordination with the Upazila Parishad.
- d. Derth of knowledge of the people about poultry and live stock management.
- e. -----(Specify)
- f. -----(Specify)
- g. -----(Specify).

5. What qualitative change you have achieved now than before ?

- a. Rate of mortality of poultry and live stock has decreased.
- b. Training facilities have been increased.
- c. Number of artificial insemination has increased.
- d. Immunisation facilities have increased.
- e. -----(Specify)
- f. -----(Specify)
- g. -----(Specify)

6. What is your opinion about the performance of your sector as compared to previous system ?

- a. Much better than before.
- b. Slightly better than before.
- c. Worse than before.

PART VII

FOR SOCIAL SERVICE OFFICER :

1. Do you have any project aiming at social welfare in the year 1983-84 and 1984-85 ?

Yes No

If yes, what was the objective in the sector of social welfare?

- a. To create employment opportunity for the people.
- b. To create work facility for the women.
- c. To provide child care facility.
- d. To make the people self-reliant.
- e. -----(Specify)
- f. -----(Specify)
- g. -----(Specify)

2. How far have you been successful in achieving the objective ?

- a. Highly successful.
- b. Successful.
- c. Successful to some extent.
- d. Not satisfactory.
- e. Unsuccessful.

3. What type of problems do you face in materializing your projects ?

- a. Shortage of fund.
- b. Scarcity of skilled hand.
- c. Shortage of equipment.
- d. Non availability of capital.
- e. -----(Specify)

f. -----(Specify)

4. What qualitative development have you achieved out of your project now than before ?

- a. Employment has been generated for the unemployed youth.
- b. People have been trained in different vocational trades.
- c. Work facility for the women has been ensured.
- d. -----(Specify)
- e. -----(Specify)
- f. -----(Specify)

5. Do you think that by your project, participation of different class of people has been increased ?

Yes No

If yes, what class of people ?

- | | |
|---|--|
| a. <input type="checkbox"/> Students. | e. <input type="checkbox"/> Businessmen. |
| b. <input type="checkbox"/> Women | f. <input type="checkbox"/> Landless people. |
| c. <input type="checkbox"/> Unemployed youth. | g. <input type="checkbox"/> Farmers. |
| d. <input type="checkbox"/> Service holder. | h. <input type="checkbox"/> Local elites. |
| <input type="checkbox"/> | i. <input type="checkbox"/> Elected representatives. |
| j. <input type="checkbox"/> -----(Specify) | |
| k. <input type="checkbox"/> -----(Specify) | |

6. What is your opinion about the performance of your sector as compared to the previous system ?

- a. Much better than before.
- b. Slightly better than before.
- c. Worse than before

Thesis Title: Planning and Implementation of development programmes at the upazila level - A study into the problems and prospect.

Name of upazila :

Name of Interviewer :

Date of Interview :

Name of the respondents :

Age :

Occupation :

1. How do you usually identify a project?

2. What type of problems do you face in preparing a plan

(a) Lack of technical know-how

(b) Deficiency of proper knowledge about planning

(c) Lack of planning expertise

(d) ----- (Specify)

(e) ----- (Specify)

3. Are the project proposals prepared according to prescribed proforma?

Yes No

If no, why?

4. Do you have Union Plan Book?

Yes No

If yes,

(a) Is it updated?

(b) Do you follow it?

5. What type of problems do you face in approving project in the Parishad meeting?

(a) Non co-operation of the Chairman/UNO

(b) Non co-operation of the other parishad members

(c) Biasness of the Chairman/UNO to other members

(d) Limitation in expressing opinion

(e) ----- (Specify)

(f) ----- (Specify)

6. Do you undertake those projects which gives quick return?

Yes No

If yes, what type of projects. Please mention

(a)

(b)

(c)

(d)

7. What type of problems do you face in implementing development programmes
- (a) Untimely disbursement of fund
- (b) Lack of technical know-how
- (c) Non-availability of construction materials
- (d) High price of the construction materials
- (e) Problems of communication in carrying construction materials
- (f) -----(Specify)
- (g) -----(Specify)
8. Do you think that the projects are taken by the upazila parishads serves the interest of the common people or influential group of people?
- (a) For common people
- (b) For influential people
- (c) For both
9. What is your opinion about the role of local representative in development activities.
- (a) Has strong role
- (b) Has moderate role
- (c) Has no role at all
10. After the inception of upazila do you think that employment opportunity has increased?
- Yes No
- If yes, what is the rate of employment?
- (a) Very high rate
- (b) High rate
- (c) Medium rate
- (d) Low rate

11. How much development do you notice in the following sectors. Put your answer in the appropriate box.

<u>Name of Sectors</u>	<u>Development</u>
A) Agriculture, Irrigation and Industry	a) <input type="checkbox"/> Highly satisfactory b) <input type="checkbox"/> Satisfactory c) <input type="checkbox"/> Some what Satisfactory d) <input type="checkbox"/> Not at all satisfactory
B) Physical Infrastructure	a) <input type="checkbox"/> Highly satisfactory b) <input type="checkbox"/> Satisfactory c) <input type="checkbox"/> Some what satisfactory d) <input type="checkbox"/> Not at all satisfactory
C) Socio-Economic Infra-structure	a) <input type="checkbox"/> Highly satisfactory b) <input type="checkbox"/> Satisfactory c) <input type="checkbox"/> Some what satisfactory d) <input type="checkbox"/> Not at all satisfactory
D) Sports & Culture	a) <input type="checkbox"/> Highly satisfactory b) <input type="checkbox"/> Satisfactory c) <input type="checkbox"/> Some what satisfactory d) <input type="checkbox"/> Not at all satisfactory

12. What changes do you see after the creation of upazila?
Please give your opinion.

13. Please give your comments about the whole system of upazila?

System Functioning

- a) The system is working very satisfactorily
- b) The system is working satisfactorily
- c) The system is working somewhat satisfactorily
- d) The system is not working satisfactorily

Effectiveness of System

- a) Very effective system
- b) Effective system.
- c) Effective to some extent
- d) Not at all effective

14. How the system might be improved? Please give your comments.

Questionnaire

Thesis Title: Planning and Implementat
programmes at the upazila
into the problems and pro

Name of upazila :

Name of Interviewer:

Date of Interview:

Name of the respondents:

Age:

Occupation:

-
1. Do you think that the projects are taken by the upazila parishads serves the interest of the common people or influential group of people?
- (a) For common people
- (b) For influential people
- (c) For both
2. What is your opinion about the role of local representative in development activities.
- (a) Has strong role
- (b) Has moderate role
- (c) Has no role at all
3. After the inception of upazila do you think that employment opportunity has increased?
- Yes No

If yes, what is the rate of employment?

- (a) Very high rate
 (b) High rate
 (c) Medium rate
 (d) Low rate

4. How much development do you notice in the following sectors. Put your answer in the appropriate box.

<u>Name of sectors</u>	<u>Development</u>
A) Agriculture, Irrigation and Industry	a) <input type="checkbox"/> Highly satisfactory b) <input type="checkbox"/> Satisfactory c) <input type="checkbox"/> Some what satisfactory d) <input type="checkbox"/> Not at all satisfactory
B) Physical Infrastructure	a) <input type="checkbox"/> Highly satisfactory b) <input type="checkbox"/> Satisfactory c) <input type="checkbox"/> Some what satisfactory d) <input type="checkbox"/> Not at all satisfactory
C) Socio-Economic Infrastructure	a) <input type="checkbox"/> Highly satisfactory b) <input type="checkbox"/> Satisfactory c) <input type="checkbox"/> Some what satisfactory d) <input type="checkbox"/> Not at all satisfactory

- D) Sports & Culture
- a) Highly satisfactory
- b) Satisfactory
- c) Some what satisfactory
- d) Not at all satisfactory

5. What changes do you see after the creation of upazila?
Please give your opinion.

6. Please give your comments about the whole system of
upazila?

- | | |
|---|--|
| (a) <input type="checkbox"/> The system is working
very satisfactorily | (a) <input type="checkbox"/> Very effective
system |
| (b) <input type="checkbox"/> The system is working
satisfactorily | (b) <input type="checkbox"/> Effective system |
| (c) <input type="checkbox"/> The system is working
somewhat satisfactorily | (c) <input type="checkbox"/> Effective to some
extent |
| (d) <input type="checkbox"/> The system is not
working satisfactorily | (d) <input type="checkbox"/> Not at all effective |

7. How the system might be improved? Please give your comments.

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