

CHAR DEVELOPMENT AND SETTLEMENT PROJECT II
CDSP-II

চর উন্নয়ন ও বসতি স্থাপন প্রকল্প ২

BANGLADESH

**Overview of
LOCAL LEVEL PLANNING IN FOUR SELECTED UNIONS
IN THE COASTAL AREAS OF BANGLADESH
(IMPLEMENTATION PERIOD 2000 – 2004)**

Technical Report No 10

Prepared by
Md. Shafiul Alam.
Local Level Planning Adviser
CDSP-II

April 2004

Table of Content

Chapter	Content	Page No.
	Table of Content	2
	List of Abbreviation	3
	Acknowledgment	4
	Summary	5
<u>CHAPTER 1:</u>	Background	
	1.1 Introduction	6
	1.2 Objectives	6
	1.3 Methodology	7
<u>CHAPTER 2:</u>	Planning phase	
	2.1 Planning meeting organization	8
	2.2 About facilitation	8
	2.3 People's participation in planning meeting	8
	2.4 Involvement of different groups	9
	2.5 About some issues during planning	10
	2.6 LLP in UP perspective	11
	2.7 UP role in planning	12
<u>CHAPTER 3:</u>	The output	
	3.1 The planning documents	13
	3.2 Sharing of output	13
<u>CHAPTER 4:</u>	Implementation Phase	
	4.1 Implementation strategies	14
	4.2 Funding for implementation	14
	4.3 Funding possibility by UP	15
	4.4 Role of UP in implementation	15
	4.5 Present status of implementation	15
	4.6 Fate of remaining activities	16
	4.7 Current role LLP	16
<u>CHAPTER 5:</u>	Major Learning and Conclusion	
	5.1 Fulfilment of expectations	17
	5.2 Observed benefits	17
	5.3 Outsider view	17
	5.4 Short comings	17
	5.5 Conclusion	18
	Reference	19
APPENDIX ITEMS		
	<u>I. Inception of LLP in CDSP-II</u>	21
	<u>II Sample Questionnaire of Household Survey</u>	22
	<u>III Methodology adopted by LLP of CDSP-II</u>	28
	<u>IV Proposed and Implementation Targets</u>	30
	<u>V Infrastructure Development Plan of LLP in four Unions</u>	31
	<u>VI Progress of Construction Work under LLP up to February '04</u>	32
	<u>VII Some Evidences of using UDP by UPs in own planning</u>	33

List of abbreviation

ADP	: Annual Development Plan
BARD	: Bangladesh Academy of Rural Development
CDSP-II	: Char Development and Settlement Project-II
DC	: District Commissioner
DDCC	: District Development Coordination Committee
FY	: Fiscal Year
ICZM	: Integrated Coastal Zone Management
LLP	: Local Level Planning
LGED	: Local Government Engineering Department
LGRD	: Local Government Rural Development
MP	: Member of Parliament
NILG	: National Institute of Local Government
NGO	: Non-Government Organization
PIC	: Project Implementation Committee
PIO	: Project Implementation Officer
PRA	: Participatory Rural Appraisal
RNE	: Royal Netherlands Embassy
UDCC	: Upazila Development Coordination Committee
UDP	: Union Development Plan
UNDP	: United Nations Development Programme
UP	: Union Parishad
VDP	: Village Development Plan
VPC	: Village Planning Committee
WFP	: World Food Programme

Acknowledgement

Gratitude is expressed to everyone who has participated at all levels throughout this programme, and sincere thanks for all their valuable contributions.

Acknowledgement is given to the UP Chairmen and members who have rendered important services to organizing meetings in connection to this planning exercise and sharing of their valuable experience.

Last but not least, a sincere thank you to my colleagues for their constant support and cooperation during execution and completion of this planning exercise and in preparation of this report.

Md. Shafiul Alam
Local Level Planning Adviser

Summary

This contribution being vital in updating Technical Report 9 which Technical Report 10 replaces.

In Bangladesh, a number of organisations have been experimenting on grassroots oriented planning approach over the last 20 years or so. CDSP-II involvement in this field came following the advice of ICZM identification mission (see Appendix item I).

The main objective was to establish sustainable capacity building of local level organizations starting at Union and then develop to include Upazila and District in the process. The immediate objective of CDSP-II (from 2000) was to formulate an integrated long-term Development Plan for each of the four selected Unions involving local people.

Women, men, youths and children all participated actively in drawing up their own plans by working together and contributing their full involvement. Participants recognised the importance of their association in planning and expressed their pleasure at working together. Female participants fully involved themselves after overcoming initial uncertainty of their role.

Union Parishads (UP) were recognised to be the focus to organise all the activities and CDSP-II personnel facilitated the planning process. Villagers drew their own plans in an appropriate and congenial environment. Like the planning phase, the UP personnel are working in close cooperation with the people, implementing agencies and CDSP-II to implement the planned activities.

The planning exercise was completed successfully. The available fund from RNE and WFP was limited and could not meet the actual need for implementing all activities proposed by the people. The UPs have limited access to alternate funding sources. Ultimately, decisions had to be made to cover infrastructure development work of four UDPs within the fund available.

The facilitators' experience and flexibility required to work with people in a rural setting combined with conflict resolution abilities played a significant role in the encouragement of genuine participation of people and achievement of the goals.

To conclude, it should be said that there is scope to replicate the process but with a word of caution that in spite of being an excellent idea to plan development at grass-root level, it is meaningless and detrimental if it is not implemented for whatever reasons.

CHAPTER 1: Background

1.1 Introduction

In Bangladesh different agencies including donors, have been working to establish a grassroots oriented approach of planning because of the limited success of top-down ones to address the needs of rural people. In the majority of cases, the activity has been limited to experimenting whether plans could be developed in this approach. In addition, there is limited record of Local Level Planning (LLP) works involving the coastal areas. CDSP-II involvement to LLP came following the advice of Integrated Coastal Zone Management (ICZM) identification mission (more on LLP Inception given in Appendix Item I). The work of CDSP-II involves implementation of planned activities within its capacity and mandate. The RNE and WFP have committed limited funding for implementation of planned activities under LLP.

The LLP activity by CDSP-II was started at the Union level with the understanding to successively cover the Upazila and District levels based on the experience at this level. The overall goal of LLP was sustainable capacity building of these local government bodies in people-centred planning; institutionalise the process by letting these institutions work in unity to shift the paradigm.

This report aims to present an overview of experience and observation of CDSP-II in local level planning.

1.2 Objectives

The intended exercise was completed in four Unions within four coastal districts. The Unions are Saherkhali, Jahajmara, Char Darbesh and Char Badam of Chittagong, Noakhali, Feni and Lakshmipur district respectively. Planning proceeded to implementation.

The primary objective of the planning exercise was to formulate an overall development plan for each of the four designated Unions. The specific objectives were:

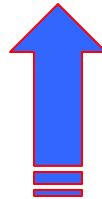
1. To identify existing physical, environmental and livelihood features of the four designated Unions, and prepare the information data base
2. To recognise and prioritise the problems of the people in the designated Unions
3. To explore remedies for the problems identified to improve the livelihood of the people in the designated Unions
4. To formulate an integrated development plan for each Union
5. To share the experience with relevant organizations and institutions
6. To implement the planned activities within the capacity and mandate of the executing agencies.

1.3 Methodology

The methodology followed in this exercise involves distinct steps and are highlighted below.

After completing a survey (sample questionnaire given in Appendix Item II) involving all households within the four selected Unions, separate meetings were organised in all of the villages for male and female participants, to gather general information about the areas and to familiarize the people with CDSP-II specifically with the Local Level Planning (LLP). The collected information was analysed, published (1, 2, 3, 4) and distributed to concern parties.

At a later stage, a planning meeting was organised in each village to formulate Village Development Plan (VDP). A Union Development Plan (UDP) was formulated by pooling information from the respective Village Development Plans. People from the villages participated *en mass* in this procedure, to ensure consensus as far as possible. More on the methodology is summarised in Appendix item III.



CHAPTER 2: Planning Phase

2.1 Planning meeting organization

The male and female members of UP organised planning meetings in their respective villages, and invited all of the inhabitants to the selected venues. The Jahajmara Union had separate meetings for male and female participants showing respect for the local values.

Every measure was taken to create an appropriate and congenial environment to encourage participation, including:-

- ❖ The participants being welcomed by the facilitator upon their arrival at the meeting place, before being guided to their seats
- ❖ Maintaining a contact with every participant throughout the procedure
- ❖ Set boundaries for everyone to abide by
- ❖ Encouraged, listened and valued each participant's opinion and ideas
- ❖ Brought everyone involved into the discussion
- ❖ Acknowledged the time and contribution made by everyone to the proceedings
- ❖ Created environment to maximize participation in the planning process among other measures, by asking elected representative to abstain and allow the people to make the decisions.

The people frequently aired their views informally with the facilitator before or after the meeting. They were treated in a fair and courteous manner, as it was always useful to listen.

It was observed that two to three hours would be the maximum time in one sitting, as people showed disinterest if meetings lasted any longer. It was also very important that women participant could reach their home before dusk after the end of the meeting.

2.2 About facilitation

Much of the success in developing plans involving heterogeneous group of rural people depends on the approach and style of handling the planning process. The main factor to get a comprehensive output and desired level of participation is the style and mode of Facilitation. In rural settings, the facilitation mode has to be accommodated and adaptable within the available facilities including logistics. Thus, the facilitator(s) has to have the qualities, patience and experience to work closely with the rural people. The facilitation plan has to have enough flexibility to cope with the situation.

2.3 People's participation in planning meeting

Local people were at first surprised that they would be expected to formulate their own village plan. The poor were used to being told how to live, and the rich expected to make decisions. However, the situation changed during the progress of the meeting and all recognized the knowledge, skills and capacity of rural people to adopting appropriate means to maintain livelihood and ways to survive by combating natural misfortune.

In the planning meeting, the poor people were commonly seen to designate or refer to a veteran, respected community or religious leader (sometimes male member of UP) to speak on their behalf. This demonstrates the traditional belief and patriarchal relationship of that

person to the local community. This was unacceptable as the ethos of the meeting was that everyone should present her/his own views and all had the right to do so. In such cases, the facilitator had to intervene to create the right environment.

Conversation was very stilted and slow, as people were hesitant to express their views at the beginning of the meeting, so it was important that the facilitator brought everyone into the discussion. Once the common people had gained confidence, the dialogue began, everyone relaxed and discussion took place. The women were at first very hesitant and a special effort had to be made to involve them in many occasions.

At the end of the meeting, the participants expressed overwhelming satisfaction and acknowledgement for the invitation to the meeting. The participants recognized the importance of local level planning and looked forward to seeing the implementation of planned activities. They also articulated past experiences of problems regarding project implementation in similar situations.

2.4 Involvement of different groups

Different groups of participants either separately or in combination, played specific role and interest to drawing out the village plans at initial stage; a few examples are given as follows:

i) Combination of young and elderly people

A major difficulty was expecting the people to draw up a map of their village. Marking out the boundaries would generally take a long time in discussion and debate about their correct position. This was solved by involving both the young and old, often with the young doing the drawing and the elders advising.

ii) Children and young people

In many instances, children and young people were the ones who called to the attention of the facilitator their needs for recreational facilities such as playgrounds. This fact in particular, indicated the importance of inviting a cross section of people to the meeting. Girls demanded to establish parks in the village.

iii) Female participant

Female participants' role was pivotal to ensure that the concerns of women were addressed. Elderly women were vocal in the meetings in arguing and advocating for their rights. Often, the female UP members lead the discussion on women's issues. The male participants kept quiet until provoked by the facilitator, during discussion on women's issues.

iv) UP Personnel

UP members were asked not to participate unless requested, but frequently they ignored it. They are used to leading but unfortunately, as soon as they speak, the general population becomes silent and start nodding their heads in support of the UP members. The facilitator then had to take control of the proceedings to ensure the involvement of all participants.

UP members were observed taking an interest in developing activities in the areas they reside in, as this helps promote votes at election time.

2.5 About some issues during planning

i) Gender issue

As mentioned elsewhere, male participants were reluctant to discuss gender issues in almost all cases. Rather, they agreed to consider the common problems of women after some persuasion by the facilitator.

Reluctance of male participants to discuss women's issues was also supported by the observation that, whenever women's issues came up the male participants were immediately pointing either to a female UP member or to any other female participant to talk.

However, it was true that participation of women increased dramatically when women's issues came before the board for discussion. In most occasions, one of the female UP members took the lead and was very vocal when discussing gender issue.

While other female participants were shy of talking, a few elderly female participants argued with the male counterparts regarding men's beliefs, attitudes and perceptions about women. This was astonishing because usually women were rarely seen to talk of their rights and privileges in front of men, but now they openly argued in the meeting for their rights.

It was very important to note that women participants mentioned specific problems that had not been mentioned by the male participants. This fact is pointing to the importance of involving women in the planning meeting.

ii) Conflict resolution

In the planning meetings, the participants in general discussed the problems that adversely affected their lives, and examined possible solutions. There was also a great deal of debate in making decisions on some issues.

Conflicts arose between different interest groups such as the rich and poor, landlords and farmers, men and women mainly at two stages:

- a. During the prioritisation phase and
- b. During the infrastructure planning.

The rich and influential were more aggressive in upholding their demands. A manifestation of class interest didn't escape the eyes of those present. Examples of conflicting issues are:

- The wealthier wanted well-made roads, but the farmers prioritised good drainage schemes.
- The rich wanted tube-wells, roads and culverts in such positions that would mainly serve their own interest but the poor were suggesting sites that would bring benefit to more people of the community.
- When women were talking about oppression by the male, the later group opposed vehemently. In their view, the degree and severity of oppression were much less than mentioned by the women. There would some altercations between the two groups for a while.

In a few cases, the situation got so bad that the ‘poorer/weaker’ section were about to leave the scene silently before the facilitator stepped forward to resolve the conflicts and satisfy every one. The following event gives some idea how the facilitator resolved conflicts

Case 1: Lack of good drainage was identified as one of the main problems in all of the villages of Jahajmara Union. In one village, during prioritisation the wealthier inhabitants were recommending paved road construction, while the farming people including the women were asking for relief from poor drainage. The facilitator allowed the discussion to continue for a while, until it became out of hand. As the meeting was about to collapse the facilitator intervened and calmed down the situation. All opinions were heard and finally the requirement for good drainage was placed above the other claims. Everyone had apparently agreed to the decision and left the meeting contented.

This small event also unveiled the class interest, as the rich use roads more often for trade and business, and they were likely to get the contracts for construction work. Comparatively the rich would harvest more benefits having improved communication system than that of improved land use and higher production. On the contrary, the farmers felt that enhanced land use and productivity would ease their livelihood by creating more employment opportunity during the lean (June to August) period.

2.6 LLP in UP perspective

Although the UP is supposed to involve local people in its annual planning, available records show that this is not how it works. The opinion of UP members about the decision-making process supports the observation:

“Most of the male members and the entire female UP members stated that the chairman alone took all decisions, and that the UP members who had a good relationship with the chairman succeed with their schemes. The female members categorically complained that their views were hardly taken into account by the UP chairmen and their male colleagues. They had no choice but to agree and endorse whatever decisions were made.”

By the way, UP Chairmen’s attitude and perception to the people’s participation in regular planning process were:

- the people do not know the actual situation of the area rather they (UP personnel) discuss the problems amongst themselves in regular UP meetings. They also claimed that they consult local people and use past experience before developing and submitting development schemes to the Upazila. However, the claims were not supported by the UP members.

- in UP’s perception people’s involvement in planning is achieved by integrating the feedback they get when they attend social incidents like shalish, mass gatherings, weddings, religious gatherings, cultural shows etc. It may be noted here that only the elite have access and the capacity to deliver opinions to the UP personnel in such gatherings. The poor if were present, would only be the audience at such events, while the women would not be present.

The reluctant attitude of UP personnel to involve the ‘ordinary’ people in the planning process is based on the traditional view that denies people’s capacity. There is a strong feeling that involvement of the ‘ordinary’ people would cause decision-making difficult, and it might also create confusion and misunderstanding among people of different areas.

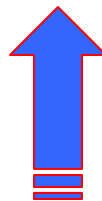
However, they did support the involvement though indirect, of influential people of their choice in the planning process.

The above leads to the conclusion that the existing system of project planning and implementation by the UP was not designed to involve the ordinary people, but that it was biased to serve the local elite, power structure and vested interest groups.

2.7 UP role in planning

The cooperation and support of the UP personnel to the local planning activities in all the four Union was commendable and needs special mention. The main function of UP was to organise the meetings involving as many people as possible. This they accomplished satisfactorily.

Nevertheless, they might have their own agenda for this positive attitude to the local level planning. Firstly, the opportunity to implement an impressive programme in their Union, which would increase the chance of being re-elected, as implementation of the planned activities would impress the local inhabitants. (*For example, UP personnel were eager to begin the implementation phase before December 2002, as they would then be able to include the activities in their achievement list before the election, scheduled for 2003*). Secondly, the UP members were likely to be benefited financially by their involvement as the main person in the Project Implementation Committee (PIC).



CHAPTER 3: The Output

3.1 The planning documents

The planning meeting participants covered many problem areas such as Infrastructure, communication, social issues, agricultural, income generation, health, education, gender, population and environment. Identified problems were prioritised; remedies suggested to them. The participants mentioned that the identified problems were intricately associated with improvement of their living conditions and felt that it would be necessary to address most if not all, of them.

The output of the entire planning exercise was published in three documents. These are:

1. Basic Data of Union (1, 2, 3, 4)
2. Village Development Plan (VDP) for 28 villages
3. Union Development Plan (UDP) for each of four Unions (5, 6, 7, 8)

Of the three documents, the UDP was the intended final product. It was published in 'Bangla'. Limited English version copies are also available. The 'Bangla' version was distributed to all parties concerned, at local and national levels. The content of UDP was presented in eight chapters namely:

1. Present Situation
2. Problem Prioritisation
3. Infrastructure Development
4. Production and Income Generation
5. Social Issues
 - 5.1 Health and Medicare
 - 5.2 Education
 - 5.3 Sanitation
 - 5.4 Drinking Water
 - 5.5 Population
6. Land Settlement and Housing
7. Gender Issues
8. Environmental Pollution

The VDP contained detailed planning information on each village while the Union Data contains survey results. The VDPs and the 'Basic Data of Union' provided ground information to formulate four UDPs.

3.2 Sharing of output

The output of this planning exercise was shared with UP, Members of Parliament (MP), RNE, WFP, DC and concerned officials of four districts, UDCC, NILG, BARD, NGOs, UNDP, Ministry of LGRD, concerned Implementing Agencies, Upazila Engineer's office, interested local elite and other organizations involved or interested in this field. Most of these groups were briefed about the local level planning activities by CDSP-II.

Everyone viewed this as an important task and felt that planning should be based on the participation of local people. Several of the MPs have written to CDSP appreciating the contents and affords.



CHAPTER 4: Implementation phase

4.1 Implementation strategies

Union Development Plans are ready for implementation. It was realized for the first time that CDSP-II was not equipped to implement activities that were outside infrastructure development area under its present mandate. In other words, no arrangement or agency was readily available to undertake the so-called social sector activities proposed in the UDPs.

In this situation, it was decided based on people's priorities, to proceed on with implementation of Infrastructure items. To that end, the total target (as recorded in the four UDPs; see Appendix item No. IV) of Infrastructure development activity was worked out. This gave a chance to gauge the fund requirements. It was discovered that the earmarked fund as well as available time were lamentably insufficient to implementing "all the proposed infrastructure" items. In addition, scope of additional fund availability beyond the already mentioned sources, for implementation of LLP activities appeared to be limited.

The final decision for partial implementation of Infrastructure Development items came in the crux of the situation. Consequently, other planned activities including the socio-economic development needed to be forfeited at least for the time being.

However, it should be noted here that some of the items under Infrastructure Development for example, installation of sanitary latrine and deep tube wells will contribute to improve the health and sanitary situation thus addressing these issues indirectly in few cases.

4.2 Funding for implementation

Everyone involved in this exercise, felt that development of the area is a prime need. It was known to all, that government departments are responsible for undertaking and implementing development projects at Union level. In the present system, the UPs are not in a position to handle development project independently.

Therefore, funding for implementation of planned activities of LLP would have to be channelled from outside i.e. from the GOB or donor. As already mentioned in the present case, the RNE and WFP allocated funding in advance.

Some people were biased against outside funding for implementation and were advocating internal funding. This is normal and expected in this type of exercise. However, there was no scope within the domain of this exercise to look for funding from internal or local sources.

Even after realizing the scope and limitations of funding, the UPs have not demonstrated any concern about fund collection from the GOB or donors.

They may have some reasons behind this. Firstly, they assumed that CDSP-II would find the funding agencies. Secondly, the present system of project implementation by the government agencies could create frustration among them. Third and most importantly, the

UPs are neither capable nor use to collecting fund beyond government allocation, for undertaking development activities.

4.3 Funding possibility by UP

One potential source of funding could be the UP-income from tax collection. However, tax collection by UP is almost non-existent. The amount collected is lamentably low and insufficient to incur the recurrent expenditure of the UPs. The chairpersons of UPs told that the rate of tax is very low and most families are outside of Union Parishad tax net. According to them, there is scope to increase the income of UP horizontally and vertically from tax collection alone.

Nevertheless, they declined to increase tax at this moment. In their opinion, it is likely that the local administration wouldn't approve it without the consent of politicians. Therefore, the possibility of funding LLP activity implementation from UP income is very remote at least for the time being.

4.4 Role of UP in Implementation

The Union Parishads are very keen to implement all the planned activities and play a proactive role in this regard. The UP personnel have been drawing up yearly plans by themselves, following the UDPs and in doing this, they are maintaining close cooperation with CDSP and concerned Implementing Agencies.

UP personnel made steps to include local people's help firstly to addressing constraints that interfered smooth implementation and secondly to make sure that the undertaken activity fulfil the objectives after completion. They do this by bringing identified weakness in the initial fieldwork planning, to the notice of the implementing agencies and CDSP-II. Then all parties work together to modify the plans. This reveals the importance of working with organized local institutions such as the Union Parishad at the grassroots level.

Perhaps, this is the first time in UP's history that the female members have a chance to get fair share in allocating latrines to poor people and voicing their opinion during planning.

4.5 Present status of implementation

Implementation of infrastructure development work has been continuing since FY 2001 – 02 with the earmarked fund (TK. 4.5 crore including cash and food). The amount was allocated equally among the four Unions for infrastructure development during FY 2001-04 periods. Detailed Infrastructure development plan supported by CDSP-II is given in Appendix Item V.

Up to the second year, implementation has been excellent in a few cases like, rural road construction, canal re-excavation and other works that the UPs have been implementing through formation of PIC. However, construction work didn't produce much progress. Construction work progress of LLP is given in Appendix Item VI. Still, it is expected that the remaining of the planned construction work would to be completed in FY 2003 - 04.

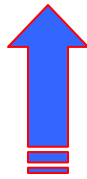
4.6 Fate of remaining activities

CDSP-II can only hope that the UP would implement the remaining infrastructure development activities by channelling annual development budget it receives from the government and other agencies. However, the government allocation to UP appeared to be very small (maximum TK. 15-20 lakh per annum). According to the UP personnel, the resource allocation is gradually shrinking compared to the growing demand of people. Therefore, it may be too optimistic to expect implementation of the remaining activities in next 5 to 10 years. However, the situation is beyond the scope of CDSP-II intervention.

Still, there is reason to be optimistic to a certain degree. Recent observation reveals that the UPs have been taking help of the UDP to identify infrastructures and forwarding those to relevant authorities for development. Evidences from the three UPs are listed in Appendix Item VII. This may be treated as a success of local level planning and it indicates that the UDP helps UP.

4.7 Current role of LLP

Local Level Planning continues to support the UPs in developing detailed yearly implementation plans based on the overall plan (UDP). The LLP ensures that the yearly plans are within stipulated budget. The UPs forward the plans to the relevant implementing agencies.



CHAPTER 5: Major learning and Conclusion

5.1 Fulfilment of expectations

The three main expectations from this exercise were

1. Planning capacities of UPs enhanced
2. Drawing up comprehensive plans
3. Implementation of planned activities

All the expectations were more or less met within the given domain. Fulfilment of these have switched to achieving a third but the core expectation of providing information to ICZM for better understanding the strengths and peculiarities to working in coastal situation.

5.2 Observed benefits

In addition to the above-mentioned ones, the benefits of grassroots level planning as observed by the group were as follows:

- A chance to meet the people
- Knowing the people's real needs
- Knowing the people's problems
- Having a document mapped out and 'owned' by the people
- Planning Capacity of the UP improved
- Submission of development schemes by UP made easier
- People directly see implementation of activities they had planned
- UPs realized the importance of grassroots planning
- Cooperative role of UP smoothen implementation
- Water congestion reduced and communication improved remarkably.
- More families have access to safe drinking water and sanitation facilities
- Unions adjacent to the LLP working area also benefited

5.3 Outsider view

All those to whom the outcome of the LLP activity was shared, have praised the outcome of the exercise, and hoped to see its implementation. The Chairmen of the nearby Unions (not selected for piloting LLP) also showed their keen interest to be included in the next phase of the project.

5.4 Short comings

The planning exercise was completed successfully and everything went as per plan. However, questions arose on different issues especially related to implementation and sustainability. Some of these are mentioned below:

- Planning for implementation should be addressed before the start of the exercise
- Some so-called weaknesses could be avoided if limitations/mandate of CDSP-II were taken in to consideration at the planning phase of the exercise
- There could be detailed plan for funding involving local funding sources
- Opportunity to update the UDP is slim
- UPs are neither equipped nor able to handle the implementation without outside assistance

- Time period appeared to be tight

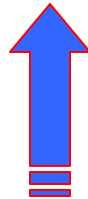
5.5 Conclusion

CDSP's realization is that to make local level planning functional and sustainable there would be more to do in addition to strengthening the planning capacity of UP. The Government Agencies have to realise the acceptance of the concept of the people's participation in UP and make use of it in all development projects at that level. There is no need to overhaul Government Agencies to make grassroots planning a successful one. Rather, this could be achieved through small adjustment in Upazila administration such as, making LLP as one of the criteria for eligibility to receiving fund for Union level project implementation.

The donor agencies could play a guiding role in changing the concept, and local NGOs could develop their plans in the same way so that more people can see the advantages of local planning. Adequate and uninterrupted funding has to be channelled according to the priorities set by the people.

The experience from this exercise leads the project team to discontinue the proposed activity at the Upazila and District levels. Coincidentally, similar recommendation was also given by the Mid-Term Review Mission, fielded in June 2002.

To conclude, it should be said that there is scope to replicate the process but with a word of caution that in spite of being an excellent idea to plan development at grass-root level, it is meaningless and detrimental if it is not implemented for whatever reasons.



Reference

1. Alam, M. S. (2001), *Compiled Data of Char Darbesh Union*, Local Level Planning unit, Char Development and Settlement Project-II (CDSP-II), Sonapur, Noakhali, September 2001.
2. _____, (2001) *Compiled Data of Saherkhali Unions*, Local Level Planning unit, Char Development and Settlement Project-II (CDSP-II), Sonapur, Noakhali, September 2001.
3. _____, (2001) *Compiled Data of Jahajmara*, Local Level Planning unit, Char Development and Settlement Project-II (CDSP-II), Sonapur, Noakhali, September 2001.
4. _____, (2001) *Compiled Data Char Badam Union*, Local Level Planning unit, Char Development and Settlement Project-II (CDSP-II), Sonapur, Noakhali, September 2001.
5. _____, (2002) *Union Development Plan: Saherkhali Union of Mirsharai Upazila, Chittagong District*, Planning document, Local Level Planning unit, Char Development and Settlement Project-II, Sonapur, Noakhali, January 26, 2002.
6. _____, (2002) *Union Development Plan: Jahajmara Union of Hatiya Upazila, Noakhali District*, Planning document, Local Level Planning unit, Char Development and Settlement Project-II, Sonapur, Noakhali January 26, 2002.
7. _____, (2002) *Union Development Plan: Char Darbesh Union of Sonagazi Upazila, Feni District*, Planning document, Local Level Planning unit, Char Development and Settlement Project-II, Sonapur, Noakhali, January 26, 2002.
8. _____, (2002) *Union Development Plan: Char Badam Union of Ramgati Upazila, Lakshmipur District*, Planning document, Local Level Planning unit, Char Development and Settlement Project-II, Sonapur, Noakhali, January 26, 2002.

**APPENDIX ITEMS
I - VII**

Appendix Item I

Inception of LLP in CDSP-II

3.1.4 Strengthening of planning capacity at District, Upazila and Union level

The donor sponsored ICZM identification mission put forwarded the idea to have CDSP involved with efforts to improve local level planning. This idea was adopted by the project formulation mission.

The project's endeavour will be geared towards three institutions in particular: the District Development Coordination Committee (DDCC), the Upazila Development Coordination Committee (UDCC) and the Union Parishad. Four pilot Unions have been selected from four different Upazilas, one out each of the four districts in the overall project area. The selected Unions are: Shaherkhali (Mirsharai Upazila in Chittagong District), Char Chandia {later Char Darbesh (Sonagazi Upazila in Feni District)}, Jahajmara (Hatiya Upazila in Noakhali District) and Char Badam (Ramgati Upazila in Lakshmipur District).

The basic parameters are:

- all activities will take place within the existing legal framework using the basic institutional arrangements
- the subject will be integrated planning of all possible sectors, not limited to water and land
- activities will be carried out in line with the ongoing decentralization process

The objectives could be stated as

- better integration of various sectors during the planning process
- interests of all stakeholders be ensured to a greater extent
- improved linkage between different levels of government
- optimal mobilization and allocation of resources
- more effective and efficient implementation of development activities
- development of a vision on coastal policies among the population

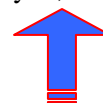
The fieldwork of a survey among DDCC, UDCC and UP members has been carried out. The survey tried to get more information and insight on the existing practice of planning, the extent of people's participation and the mechanisms to ensure such participation. The survey seeks to assess the efficacy of the DDCC and UDCC and the UP in planning, implementation and monitoring of development oriented activities. Finally, the survey tries to indicate what the needs of training of and possible other support measures are for the members of the three institutions. A detailed plan can only be made after the survey report is completed.

Likely interventions from the project side in the follow up are:

- training for the members of the three institutions (with an emphasis on UPs) in participatory planning, implementation and monitoring, including techniques for participatory Rural
- Appraisal and collaboration between UPs and NGOs; special support will be given to female UP members.
- support for the preparation of (gender specific) database at Union and Upazila level
- logistic support such as renovation of buildings, provision for equipment

During the process of training, a development plan will be made for each of the four pilot Unions. At a later stage, Upazila and possibly District Plans will be prepared. On the budget of CDSP (reimbursable financial assistance), funds are earmarked for the implementation of the plans or part of the plans.

{Source: INCEPTION REPORT of CDSP-II (Plan of Operations) July 1, 2000- September 30, 2004, p10-11}.



Appendix Item II

Sample Questionnaire of Household Survey conducted for initial information collection in the four selected Unions (Saherkhali/ Jahajmara/ Char Darbesh/ Char Badam)

General Information

Village Area (Sq. Km)	Total #. of Households	Post Office	Electricity	Gas	Telephone facility	# of Bazar	# of Clustered Villages (CV /Adarsha gram /Ashrayan)	Distance from the coast (Km)	Ethnic Community

Demographic Information

Sex	No. of infants (0-1 year)	No. of children (2-5 year)	No. of children (6-14 year)	No. of Adult (14+ year)	Total
	Male				
Female					
Total					

Occupational Status

	Absentee farming	Agri Labour	Begging	blacksmith	Business	Cattle Raising	Computer Operator	Construction Work	Cottage Industry	Day Labour	Village Doctor	Driving	Engineer	Farming	Fishing	Fishing Labour	Gold Smith	Govt. Service	Hair Cutting
# of Male																			
# of Female																			
Total																			
# of Male																			
# of Female																			
Total																			

People's religion

	Muslim	Hindu	Christian	Buddhist
# of families				

House quality

	Building	Semi Pucca house	Kutcha house	Thatched house
# of Household with				

Land and pond information

	(0-0.2 acres) Landless	(>0.2-1.0 acres) Small Farmer	(>1.0-3.0 acres) Medium Farmer	(>3.0 acres) Large Farmer	Total No. of Pond
# of					

Infrastructure

# of cyclone shelter	Kutch Road (Km)	Semi Pucca Road	Pucca Road (Km)	# of Bridge / culvert	Embankme nt (Km)	Khal

Institutions Exist

# of Primary Schools	# of High Schools	# of Girl's High Schools	#of Madrasa (certified)	# of Bank	#of Co- operatives	# of Club	#of NGO

Educational Status (Above 14 years)

	Cannot read and write (illiterate)	Can read And write	Up to 6-9 Grade	SSC/ Equivalent	HSC/ Equivalent	Graduate	Post- Graduate	Received Vocational Training
# of Male								
# of								
Total								

Enrolment Status and Child Labour

	# of Children in School		# of Children at work		
	Do not go to school	Attend school	Household work	Outside work	Household + Outside work
Boys (Age 6-					
Girls (Age 6-					

Agriculture Information

	Aus rice	Aman rice	Aus Aman mixed	Boro rice	HYV rice	Rabi crops	Vegetables	Betal Leaf
# HH Cultivate								
Total area grown last year (acre)								

HYV Rice Information

	HYV Aus		HYV Aman		HYV Boro	
	Increased	Decreases	Increases	Decrease	Increases	Decrease
Did HYV rice cultivation increase or decrease during the last 5 years?						

Irrigation Facility

	Total	Mechanical	Manual	No Irrigation
Acre of land under irrigation				

Source of Irrigation Water

	Canal	Deep tubewell	Shallow tubewell	Pond	Open well	River
Land Area (acre)						

Recreational Facility

# of Play ground	# of Cinema hall	# of Park	# of Club

Extension Services

	Agriculture	Livestock	Fisheries	Forestry	Poultry vaccine	Livestock vaccine
Is extension service available for						

Availability of Agricultural Inputs

	HYV rice seeds	Vegetable seeds	Fertilizer	Pesticides	Distance of the nearest market (Km)
Is available in the village?					
Source					

Livestock and Poultry

	Bullock	Cow	Goat	Sheep	Buffalo	Chicken	Duck	Pigeon
# HH								
Total #								

Medical Facilities

	Govt. Hospital	Private Clinic	Satellite Clinic	Charitable Dispensary	Family Planning Centre	EPI Centre	Para medics
Distance (Km)							
Is Doctor available?							
Is Doctor Present regularly?							
Is medicine available?							

Drinking Water

	Deep Tube well	Hand Tube well	Pond	River	Rain	Open well
# of HH drinking water from						

Sanitation Scenario

	No Latrine	Open latrine	Kutcha latrine without pit	Kutcha latrine with pit	sanitary latrine
# of households with					

Fuel Use for Cooking

	Wood, bamboo, crop residues etc	Kerosene	Coal	Electricity	Gas
# of HH use					

NGO Information

Name of NGO	Credit program		Educational program		Health program		Agriculture program		# of households working with
	M	F	M	F	M	F	M	F	
PROSHIKA									
SOPIRET									
CODEC									
PMUS									

School Information

	Primary school 1	Primary school 2	Primary school 3	Primary school 4	High school 1	High school 2	Madrasa 1
# of teacher							
# of student							
Do all teachers attend classes regularly?							
Are classes held regularly?							
Does SMC function properly?							

Community Asset/resources

Forest	# of Deep Tubewell	# of Hand Tubewell	# of Public toilets	# of Public open well	# of Public ponds	# of Community centre	Grazing land

Gender Information

# of Women	# of Women in	How do women get information?
Divorced	School Management Committee	Radio news
Widow	Market Committee	TV news
Separated	Mosque Committee	Newspaper
Family Court Cases		
Physically tortured	# of Women's group	
Do girls and women face problem in going to school and work places?		Yes

Environmental Issues

Were the tubewells of the village tested for arsenic?	Is there arsenic in water?	Is the village protected from saline inundation?	Is sedimentation a problem in island?

Disaster related Information

How many cyclones/tidal bore happened during the last 5 years?	How many people died in the village?	Was govt. assistance adequate?	What organization other than govt. came forward to assist the affected people?	Is more cyclone shelter needed in the village?

Miscellaneous Information

	Husband	Wife	Combined	Daughter	Son	None	Maid
# HH with Land ownership with							
# HH with Pond ownership with							
# HH where drinking water fetched by							
# HH where cooking fuel collected by							
# HH with involvement in group / samity or community activities?							

Major problem of this village

Commun ication	Lack of School	Lack of medical facility	Water logging	Bank Facility	Electricity	Lack of Irrigation facility	Bad law and order situation	Drinking water problem	Low availability of Agril. input
Sanitation		Bridge	Embankment		Cyclone Shelter				



Appendix Item III

Methodology adopted by LLP of CDSP-II

All decisions beginning from the planning process through implementation were made jointly among the relevant CDSP-II consultants. Moreover, the progress and constraints were discussed from time to time in the group. Major steps to developing Union Development Plans of the four pilot Unions are mentioned below to supplement lack of information if any in the original report.

a) After selection of the 'Local Level Planning' working area, a survey of all households of the four Unions to collecting detailed information on agro-climatic, socio-economic conditions and other areas of livelihood (Sample Questionnaire given in Appendix II).

b) Following the survey work meetings were organised in each village (28 in total) involving men, women, young people and children to get to know them, letting them know CDSP's objective in the area, get to learn first hand information on major issues, rapport building and cross checking information collected by survey. The elected body of the Union Parishad (UP) were involved in organising these meetings.

c) The data and information gathered through survey and mass meetings were analysed, compiled and shared with respective UPs to use during the planning and in other fields as required.

d) The steps to develop Union Development Plan (UDP) were as follow:

i) The initial step to formulating UDP was to develop village plans in all 28 villages under four pilot Unions. In order to develop the village plans at least one mass meeting was organised in each village in which men, women, young people and children of particular village participated actively to draw the plan of their village. The UP personnel organised the meetings.

ii) *Participatory Rural Appraisal (PRA)* tools and techniques were adopted in two Unions while in the remaining two Unions '*Village Planning Committee*' (VPC) was formed to chalk out the village plans. The decision to adopt two types of strategies for developing village plans was made to compare whether one is better than the other is. In this way, Village Development Plans (VDP) of 28 villages was developed.

iii) The information of all (VDP) under one Union was pooled together to formulate the 'Union Development Plan' (UDP) of that Union. In formulating UDPs, conscious attempt was made to avoid changing the views and intent expressed by the people. To put in other words, people's expressed views and opinion were adopted unchanged in the plan as much as practical and minimum modifications done when it was inevitable. The first draft of UDP came into being at this stage.

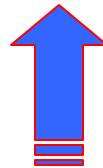
iv) While still in development stage, preliminary content of UDP was presented and shared in a workshop attended by the UP personnel and two representatives from each village of the concerned Union Parishad. Their observations, comments and suggestions were included in the final document. The same process was applied in all four Unions.

v) The UDP contains eight chapters namely, *‘Identification, Prioritisation of Problem, Infrastructure Development, Production and Income Generation, Social Development, Land Settlement, Gender and Environment’*.

vi) Once finalized, the UDP was distributed to all the UPs and concern persons, forums and organisations. Some of the recipients were Member of Parliament (MP) of the Upazila, Upazila Development Coordinating Committee (UDCC), National Institute of Local Government (NILG), Local Government Division of Local Government Ministry and Local Government offices, ICZM, UNDP, DCs and others. In many cases, the content of UDP was briefed.

vii) Each UP, the owner of the UDP was supplied with an additional document - a compilation of development plan of all villages. This is unofficial but could be used as reference to get detail plan of a village in case of confusion to using the UDP during implementation.

viii) Separate Implementation plans were worked out for each Union (see Appendix Items IV and V).



Appendix Item IV

Proposed Target and Implementation Target of Infrastructure Items by LLP in four Unions during FY 2001-04 Period.

SL No (1)	Description of Infrastructure Development Activities (2)	Unit (3)	Proposed* Target by People (4)	Implementation Target By LLP (5)	Est. Cost for # 5 in Lakh Taka (6)
1	Rural Road Construction	Km	145	85	137.70
2	Resectioning of Rural Road	Km	85	47	38.07
3	Re-excavation Drainage Canal	Km	95	44	35.64
4	Supply of Pipes for culvert	No	500	325	6.50
5	Installation of Safe latrine	No	20000	1373	109.84
6	Housing (CV) for Rural People	No	16800	16	32.00
7	Playground Improvement	No	20	08	8.00
8	Improvement of Rural Market	No	5	02	2.00
9	Construction of Box Culvert	No	50	5	20.00
10	Deep Tube-well	No	1850	5	2.25
11	Construction of Killa	No	7	3	3.00
12	Low Embankment	Km	8	1	1.86
13	Stair Case	No	2	1	10.00
14	Pucca Road	Km	15	2	40.00
15	Construction of Mandir	No	1	1	1.50
17	Girls' Common room in school	Sq.ft	1000	300	1.65
18	Sluice	No	5	0**	0
19	Primary School Building	No	22	0**	0
20	High School Building	No	9	0**	0
21	Improvement of Mosque	No	15	0**	0
22	Construction of Cyclone Shelter	No	7	0**	0
23	Rural Hospital/Clinic	No	20	0**	0
24	Total Cost in Lakh Taka				450.01

* Cumulative Figures of Four Unions.

** Items proposed but not considered for implementation at this moment.

Comment: A comparison between the figures of implementation target (column 5) and corresponding proposed target (column 4) should immediately tell that it would be a Herculean task to accomplish the implementation of all *proposed* infrastructure works in terms of resource and time. In this situation, the *implementation target* was set based on priority.



Appendix Item V

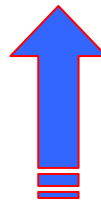
Infrastructure Development Plan of LLP in four Unions during FY 2001-04

DESCRIPTION OF WORK	Unit	FY WISE QUANTITY			Total Quantity 01-04	Rate Lakh TK	Total Cost Lakh TK 01-04
		01-02	02-03	03-04			
1. Char Badam Union							
Rural Road Construction	Km	0	12	0	12	1.62	19.44
Resectioning of R. Road	Km	0	9	5	14	0.82	11.34
Drainage channel re-excav	Km	0	0	14	14	0.81	11.34
Supply of Pipe for culvert	No	0	100	25	125	0.02	2.50
Box Culvert	No	0	0	3	3	4.00	12.00
Common room for Girls	Sq.ft.	0	0	250	250	.0055	1.38
Sanitary Latrine Installation	No	0	0	154	154	0.08	12.32
CV (Twine) house Complex	No	16	0	0	16	2.44	39.04
Improvement of Bazar	No	0	0	1	1	0.50	0.50
Improvement of Playground	No	0	1	2	3	1.00	3.00
Total of Char Badam							112.86
2. Char Darbesh Union							
Rural Road Construction	Km	0	9	0	9	1.62	14.58
Resectioning of R. Road	Km	0	6	25	31	0.81	25.11
Drainage channel re-excav	Km	0	10	9	19	0.81	15.39
Supply of Pipe for culvert	No	0	0	50	50	0.02	1.00
U-Drain, Pipe Culvert	No	0	0	7	7	2.00	14.00
Improvement of Mandir	Sq.ft.	0	0	300	300	0.01	3.00
Sanitary Latrine Installation	No	0	0	450	450	0.08	36.00
Improvement of Playground	No	0	1	2	3	1.00	3.00
Total of Char Darbesh							112.08
3. Shaherkhali Union							
Rural Road Construction	Km	19	0	1	19.50	1.62	31.59
Resectioning of R. Road	Km	0	0	26.5	26.5	0.81	21.45
Drainage channel re-excav	Km	0	0	8	8	0.81	6.48
Supply of Pipe for culvert	No	0	25	70	95	0.02	1.90
Construction of Pucca Road	Km	0	1	0	1	20.00	20.00
Sanitary Latrine Installation	No	0	105	160	265	0.08	21.20
Const of U-Drain, culvert	No	16	0	0	16	0.5	8.00
Improvement of Playground	No	0	0	2	2	1.00	2.00
Total of Shaherkhali							112.62
4. Jahajmara Union							
Rural Road Construction	Km	0	7	5	12	1.62	19.44
Resectioning of R. Road	Km	0	5	13	18	0.81	14.58
Drainage channel re-excav	Km	0	9	7	16	0.81	12.96
Supply of Pipe for culvert	No	0	50	70	120	0.02	2.40
Box Culvert	No	0	0	3	3	4.00	12.00
Killa Construction	No	0	2	2	4	1.00	4.00
Sanitary Latrine Installation	No	0	200	170	370	0.08	29.60
Deep Tubewell Installation	No	0	0	8	8	0.45	3.60
Improvement of Bazar	No	0	1	0	1	1.00	1.00
Improvement of Playground	No	0	1	0	1	1.00	1.00
Stair Case	No	0	1	0	1	10.00	10.00
Low Embankment	No	0	1	0	1	1.86	1.86
Total of Jahajmara							112.44

Appendix Item VI

Progress of Construction Work under LLP up to February 2004

UP/ACTIVITY	Target	Unit	Estimated Progress in LLP Work in Percentage					
			100	<75	<50	<25	<0	0
Char Darbesh UP								
Supply of Pipes	50	No						50
Const. drain, Culv	7	No					5	
Const of Mandir	1	No						1
Safe Latrine	450	No						450
Shaherkhali UP								
U-Drain	15	No				7		8
Box Culvert	2	No						2
Pucca Road	1	No			0.60			
Supply of Pipes	95	No						95
Safe Latrine	265	No						265
Char Badam UP								
Box Culvert	3	No						3
Supply of Pipes	100	No						100
CV House Const.	1	No				45%		
Girls' C. Room	250	Sq. ft.						250
Safe Latrine	154	No						154
Jahajmara UP								
Box Culvert	3	No						3
Supply of Pipes	120	No						120
Cosnt. of Stairs	1	No						1
Safe Latrine	370	No						370
Deep Tubewell	8	No						8



Appendix Item VII

Some Evidence of Using UDP by the Union Parishads in their own Planning

It has been observed that the UPs were using the ‘Union Development Plan (UDP)’ as guide to submit development projects to other agencies mainly the government. This fact should make one hopeful about the LLP at least for followings:

1. The UP personnel are using the UDP although most of them are new to the office, and 2) it is possible that most of the planned activities would be implemented by the UP. A few schemes undertaken by three UPs during FY 2002-03 outside of CDSP-II funding are listed below:

Name of UP	Name of Work	Quantity	Implemented by
Char Badam	A. Rural Road Improvement		
	1. East Char Sita Road construction	0.50 km	FFW
	2. Molla Road	0.50 Km	FFW
	3. Nuria Hajirhat to Azadnagar Road	1.50 Km	LGED
	4. Ramgati to Chewankhali Road	1.00 Km	LGED
	5. Rob Road	2.00 Km	LGED
	6. Shadat Road	0.80 Km	LGED
	B. Drainage Channel Re-excavation		
	1. Branch of Khurulla River	0.60 Km	LGED
	C. Construction of Safe Latrine	6 No	LGED
	D. Ashrayan: Rural Housing	240 families	PIO
	E. Improvement of Playground	2 No	ADP/LGED
	Char Darbesh	A. Rural Road Improvement	
1. Abdul Aziz Road		1.00 Km	PIO
2. Basanta Road		1.00 Km	PIO
3. Ali Akbar Road		0.80 Km	PIO
4. Keramatia Road		1.00 Km	PIO
5. Senerkhil Natun Bazar Road		1.00 Km	PIO
6. Natun Bazar to Darogahat Road		1.00 Km	PIO
7. Adarsha Gram Road		1.00 Km	PIO
8. Elias Haji Road		1.00 Km	LGED
9. Molla Road		1.00 Km	PIO
B. Carpeting of Guptakhali Road			LGED
C. Foot bridge, Box Culvert etc	3 No	Upazila Parishad	
Shaherkhali	A. Rural Road Improvement		
	Moulavi Badiul Alam Sarak	1 Km	LGED
	Darji Bari Sarak	1.00 Km	LGED
	Brick Soling of Badiuddin Road	0.02 km	LGED
	Brick Soling of Bisu Mia Road	0.02 Km	LGED
	B. RCC Pipe Supply	56 No	LGED

