

UPAZILA SYSTEM AND AGRICULTURAL
DEVELOPMENT IN BANGLADESH.
A CASE STUDY OF SELECTED UPAZILAS

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CHAPTER-I

INTRODUCTION

i. Background of the Study

Decentralisation of administration, planning and management functions has been considered to be an important strategy for rapid economic development in many third world countries. The governments in these countries began the process of decentralisation during the 1970s and early 1980s. Decentralization policies emerged from widespread dissatisfaction with over- centralized planning and administration. In Bangladesh the government undertook the massive task of decentralisation of administration with a view to reaching the benefits of development at the doorsteps of the rural people. With this end in view, 460 upazilas have been created and the upazila has been made the ultimate unit of local government for administration and development. Decentralization of development and administration through upazila system has provided an opportunity to create a new paradigm of development and has given a new orientation to the development process to meet the challenge of rural development in Bangladesh. The promulgation of the Local Government (Upazila Parishad and Upazila Administration Reorganization) Ordinance, 1982 has provided the legal framework to implement the decentralization policy at the upazila level. This study seeks to analyse the implications of the introduction of the upazila system for agricultural development of Bangladesh. An attempt has been made here first to analyse the major issues and, then, to analyse the data collected from the sample upazilas.

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1. An upazila is the immediate successor of a thana, the lowest unit of administration in Bangladesh. An upazila consists on average of 10 unions (250-300 villages) having an area of about 125 sq. miles with an average population of 2.4 lakh.

ii. The Issues

Slow Growth in Agricultural Production

Agricultural development implies development of crops, fisheries, livestock, forestry and water resources. Agricultural development in general reflects the stage of development in the process of transition from traditional to modern rural economy. A major study in the early seventies had identified "lack of physical capital, human capital and lack of access" as the principal causes for slow growth of developing economies in general and of agricultural development in particular.² 'Access' literally speaking indicates the availability of means, place or way by which achievement of a goal may be approached. Among the many causes of lack of access, physical location of service centres and facilities are often mentioned. It is pointed out that the manner of resolution of questions like the location of the service centre and its jurisdiction will have important bearing on access situation. The relative position of facilities and clientele in space often affects awareness, attractiveness or utilisation of facilities.³ The few "success stories" of agricultural development programmes in the developing countries have invariably involved some form of participation by the clientele in the design and implementation of the programme.

The Upazila System

The upazila system introduced in Bangladesh in 1982 not only effected wide-ranging deconcentration of government functions to small units of administration called upazilas but also led to the transfer of certain powers to them from the centre. It would worthwhile to examine the implications of these reforms agricultural development. This is intended to be done examining the basic features of the system as to their bearing the purported agricultural development and then by analysing the effectiveness of the various factors.

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2. Hollis Chenery et al, Redistribution with Growth. London : Oxford University Press, 1974, p. xv.
 3. Elliott R. Mores et al, Strategies for Small Farmer Development : An Empirical Study of Rural Development Projects. Vol. I, Boulder, Colorado, Westview Press, 1976.

Main Features of the Upazila System

The government of Bangladesh carries out its functions through a hierarchy of administrative units based on geographical boundaries. The hierarchy of administrative units are as follows :

<u>Name of Administrative Unit</u>	<u>Number</u>
Division	4
District	64
Upazila	460
Union	4401

(In urban areas municipalities/city corporations - 90)

Normally a union comprises 25 - 30 villages with an average population of 25,000. An average of 10 unions constitutes an upazila with an average population of 2.4 lakh. A district on average consists of 7 upazilas with an average population of 17 lakhs. A division in turn comprises on average 16 districts with a mean population of 272 lakh. Upazilas are distinctive from their immediate predecessors thanas because of two elements : (i) the upazila parishad is the core of the new institution and (ii) the transferred functions delineate the areas of their operation. The parishad consists of (a) a chairman (directly elected), (b) representative members (chairmen union parishads and chairman/ward commissioners of the pourashavas, if any, in the upazila), (c) three women members (nominated) (d) official members, (e) chairman of the Upazila Central Cooperative Association and (f) one nominated member. Except official members, all other members have voting right. The upazilas thus have a representative character which was absent in thana level administration in the past.

The functions at the upazila level have been distributed between the centre and the upazila on the basis of "retained" and "transferred" subjects. Retained subjects generally correspond to regulatory functions and development activities of a national and regional character. Such activities include law and order, registration and judicial functions and collection of major tax revenues and such development activities as large irrigation and flood control schemes etc.

The decentralization of administration at the upazila level has led to the transfer of the following development functions to the Upazila Parishads, : (1) Agriculture (Extension), (2) Livestock, (3) Fishery, (4) Health and Family Planning, (5) Primary Education, (6) Public Health (Rural Water Supply and Sanitation), (7) Cooperative (Extension), (8) Social Welfare, (9) Relief (Food for Works Programme) and (10) Rural Works Programme. These transferred functions delineate the areas of operation of the parishad.

In accordance with the Section 40 of 1982 Ordinance, upazilas have been entrusted with the task of preparation of upazila level plan, its implementation and monitoring of the same. Additionally, the upazilas have been given substantial autonomy in the exercise of these functions being authorised to prepare their own schemes and implement them without requiring these to be approved by the national government or by any other bureaucratic authority. To carry out the entrusted activities, technical and administrative staff from various line Ministries/Divisions have been deputed to the upazila parishads. Having delineated the basic elements of upazila, it is to be seen as to how far these elements are able to carry forward the movement for further agricultural development. This has been discussed in terms of the following factors : (a) local level planning, (b) investment in agriculture, (c) delivery and distribution system of agricultural inputs and (d) agricultural extension.

(a) Local Level Planning

The 1982 Ordinance mandates that the upazilas would prepare development plans on the basis of the union development plans. Planning Commission guidelines, in furtherance, of the provisions of the Ordinance, requires the upazilas to prepare Five Year Development Plans, maintain an Upazila Plan Book and prepare an Annual Upazila Development Programme (AUDP). However, there is no expertise at the upazila level to do the job. Recently the significance of planning function has been deemphasized by redesignating the Upazila Planning and Finance Officer as Upazila Finance Officer. Efforts at the upazila level for collection of basic data by conducting surveys and analyses of the same are not significant. The inherent thrust in allocating fund has heavily favoured physical infrastructure. If this trend continues, there is little hope that agriculture would get its prescribed share of funds.

(b) Investment in Agriculture

The creation of the upazilas raised the expectation that more investments would be made in the agriculture sector. The level of investment depends on two things: the sectoral allocations made by the national government for the agriculture sector in the Annual Development Programme (ADP) and the allocation made by the upazilas themselves for the sector in their Annual Upazila Development Programme (AUDP) out of grants received from the national government. Allocation for the agriculture sector (crops, fisheries, forestry and livestock) has been declining since the creation of the upazilas as seen in Table-1.

Table-1
Allocation to the Agriculture Sector Before
and After the Creation of Upazilas⁴

Year	Total Budget (Rev.+Dev.)	Total Allocation in Agriculture (Rev. + Dev.)	(in crore taka) Allocation to Agriculture as percentage of total budget
1979-80	3263.96	281.37	8.62
1980-81	4108.03	387.06	9.42
1981-82	4677.80	450.38	9.63
1982-83	5337.63	499.67	9.36
1983-84	5897.80	519.37	8.81
1984-85	6501.00	417.11	6.42
1985-86	7138.72	263.03	3.68
1986-87	8502.00	380.45	4.47
1987-88	9527.00	487.24	5.11

Source: Different Budgets.

4. Upazila system was introduced in November, 1982. 460 upazilas were created in 10 phases, 5 between November, 1982 and March, 1984.

Table-1 reveals that the allocation to agriculture sector in both revenue and development budgets was around 9% on average between 1979-80 and 1983-84. Since then it started declining. Between 1984-85 and 1987-88 the average share of the sector was below 5%. The issue as to whether the possible adverse effects of the declining trend in public sector investment on agriculture would be compensated by upazila level development activities would partly depend on the priority attached by the upazila parishad on agricultural development activities and the resources allocated to them. In order to ensure that national investment priorities are followed and misuse of funds prevented, the Planning Commission issued guidelines for sectoral allocations within the AUDP. The latest government instructions issued in 1988 prescribe a share of 17-30 percent of the AUDP for allocation to the agriculture sector. This is the lowest range so far prescribed. A study of 59 upazilas from 10 districts for the year 1984-85 shows that allocation to agriculture did not even reach the lowest range.⁵ A highly disproportionate amount of fund was spent on physical infrastructure at the cost of agriculture. According to this study, 56 percent of the AUDP was spent on physical infrastructure as against the prescribed maximum of 30 percent while only 9 percent was spent on agriculture as against the prescribed minimum of 20 percent. Whatever little amount was spent on agriculture has also gone for physical construction. It is, therefore, evident that creation of upazila has not been followed by any increasing investment in agriculture by the central government nor have the upazilas been forthcoming in covering up part of the decline by allocating the maximum permissible amount from grant received by them.

(c) Delivery and Distribution System of Agricultural Inputs

Agricultural inputs include seed, fertilizer, irrigation equipments and agricultural credit. Decentralisation is likely to be associated with better delivery of services. However, in the case of Bangladesh, the upazila system may not have any significant impact on the distribution of agricultural inputs as the management of inputs is mostly outside the control of the parishad.

5. M. Moniruzzaman (1986). "Resource Allocation : Policies and Practices at the Upazila Level", Young Economist.

Supply and distribution of fertilizer and irrigation equipment like Low Lift Pump (LLP) and Shallow Tube Wells (STW) are already in the private sector. However, supply and distribution of improved seeds and Deep Tube Wells (DTW) still remained with BADC, an autonomous body. The private sector does not operate on the basis of administrative jurisdiction. It follows the signals from the market and organises its operations accordingly. Before privatisation, BADC was responsible for delivery of all agricultural inputs. For the activities still remaining with the BADC, the upazila system has no influence in its operations. The BADC had been carrying on its activities on the basis of its marketing needs without any reference to administrative jurisdictions. The same is the case with respect to supply of credit. Institutional credit flows from the branch offices according to central guidance and directions and the upazilas will have little control over their operations. Similarly, the activities of the Bangladesh Rural Development Board in terms of providing technical and support services continue as usual and there is no direct influence of the upazila system on its mode of operations.

(d) Agricultural Extension

In the area of agricultural extension the upazila system has led to a very significant augmentation of technical staff. Prior to the introduction of the upazilla system there was no agriculture graduate stationed at the thana level; the post of Thana Agriculture Officer was generally held by a person having diploma in agriculture. Under the upazila system, an upazila has an agriculture graduate as the Upazila Agriculture Officer (UAO), together with two other agriculture graduates one as Additional Agriculture Officer (AAO) and the other as Subject Matter Officer (SMO). They are supported by two agriculture diploma holders as Assistant Agriculture Extension Officer (AAEO) and Junior Agriculture Extension Officer (JAE). A number of Block Supervisors carry out extension activities in the field. Organisationally, most of these people are in place to carry out the extension activities. The optimal use of the manpower has been constrained by a few operational problems. The most important issue arises out of the demands of a new relationship at the local level between the elected members and the civil servants. Agricultural extension is a transferred subject and the entire extension staff at the upazila level are deputed to the upazila parishad. However, their district and divisional levels function as the administrative arms of the central government. There are complaints that the upazila extension staff, by being placed under the upazila parishad, has been cut off from their line department. While the upazila

level agricultural officers are to be supervised on their technical work by their supervising officers at the district level, this does not happen often time because of the preoccupation of the former in carrying out work assigned to them by the Upazila Parishad Chairman. At times, the agriculture people are asked to do odd types of job which have nothing to do with agricultural extension. The T&V system of agricultural extension is geared to close linkage between extension and research. It is also claimed that the upazila system has broken this linkage at many points. While research is still under the control of national and regional staff, extension at upazila is firmly under the grip of the upazila system.

iii. Objectives of the Study

The broad objective of the study is to assess the impact of the upazila system on the development of agriculture. Specifically, the study aims at attaining the following :

- (i) Determine and describe the procedure for preparation of upazila agricultural development plan both long term plan and annual development plan in the selected upazilas;
- (ii) Review the allocation and utilization of public sector fund in agricultural development activities in the selected upazilas;
- (iii) Review the delivery and distribution system of agricultural inputs and technology in the study upazilas;
- (iv) Study the impact of some selected upazila agricultural development projects on the beneficiaries in the selected upazilas and
- (v) Identify constraints to management and implementation of agricultural development programmes in the selected upazilas.

iv. Scope

The scope of the study has been confined mainly to crop sub- sector. An attempt has been made here to study the following issues :

- (a) Planning and implementation of agricultural development projects undertaken at the upazila level,
- (b) Allocation and expenditure in agriculture,

- (c) Delivery and application of various agricultural inputs namely :
 - i) Sale/distribution of seeds
 - ii) Distribution of fertilizer
 - iii) Area and types of irrigation
 - iv) Disbursement and recovery of agricultural credit.
- (d) Extension activities,
- (e) Trends in per acre yield of major crops,
- (f) Problems of agricultural development,
- (g) Staff position in relation to sanctioned strength,
- (h) Project benefits, and
- (i) Training of beneficiaries.

v. Methodology

Selection of Upazilas

A pilot study was earlier undertaken for examining the implications of upazila system on agricultural development in Dhamrai Upazila of Dhaka district for testing methodology and gaining experience. Based on the experience of the pilot study, this study has been undertaken in four upazilas namely Mirzapur of Tangail district, Wazirpur of Barisal district, Nageswari of Kurigram district and Daudkandi of Comilla district. The upazilas were selected by purposive sampling method. Criteria for selection of these upazilas are as follows :

- (i) One Upazila from each of the four Divisions.
- (ii) Selected upazilas to fulfil characteristics of a typical upazila as mentioned by the World Bank. A typical upazila of Bangladesh will have an area of about 125 sq. miles with an average population of over 2 lakhs⁶.

6. The World Bank (1984). Economic Trends and Development Administration, Vol. I.

- (iii) Upazilas to represent both accessible & nonaccessible characteristics. Mirzapur and Daudkandi upazilas are easily approachable to Dhaka city, while Wazirpur and Nageswari upazilas are relatively remote.
- (iv) Upazilas to represent different levels of development. The classification of the upazilas as developed and underdeveloped is made in accordance with the decision of the Inter-Ministerial meeting dated 11.10.86 (communicated vide Memo.No. CD/DA-2/2(1) 1.86-237 dated 2.11.86). The classification has been made keeping in view the stage of development of communication system, agriculture, commerce, industry and education in the upazilas. Mirzapur and Daudkandi are relatively developed upazilas, while Wazirpur and Nageswari are relatively underdeveloped upazilas. So a comparative analysis of the findings of these upazilas is pertinent. Salient features of these upazilas have been given at Annexure-I.

Sources of Data and Sample Size

a. Primary Data

- (i) Primary data were collected from Mirzapur and Wazirpur upazilas. Random sampling method was used in selection of projects and respondents. For gathering project-specific information, 7 agricultural development projects were selected at random from Mirzapur and 6 from Wazirpur upazila. Several field visits were made to the project sites.
- (ii) The respondents fall into two categories : (a) project beneficiaries and upazila officials. 49 beneficiaries of 7 projects in Mirzapur and 40 beneficiaries of 6 projects in Wazirpur were selected at random and interviewed through administering questionnaire. Eleven officials of Mirzapur and Wazirpur upazila responsible for planning and implementation of agricultural development projects were also interviewed by administering questionnaire.
- (iii) Tour diary of one Block Supervisor each in Mirzapur upazila and Wazirpur upazila for 1989-90 was also reviewed for the purpose of the study.
- (iv) Tour diaries of Upazila Agriculture Officers and Subject Matter Officers for 1988-89 were reviewed as well.

b. Secondary Data

Monitoring, Inspection and Evaluation Wing of Local Government Division has been monitoring the development activities of all upazilas since 1983-84. An attempt was made to collect relevant data from this office in respect of two more upazilas -- one from Chittagong Division (Daudkandi of Comilla district) and another from Rajshahi Division (Nageswari of Kurigram district). Field visits were made to both Nageswari and Daudkandi upazilas. The data so obtained have been analysed to make the study a broad-based one. Progress reports of 1988-89 on utilization of development assistance funds and implementation of development projects for 1985-86, 1986-87 and 1987-88 published by the government were also consulted. Besides, relevant government documents, reports, journal articles and books were also consulted.

Format of the Report

The report is divided into 4 Chapters. In Chapter I, some basic issues, objectives, scope and methodology of the study have been presented. Findings of the study have been presented in Chapter II. This chapter contains information on upazila development planning process, investment in agriculture, delivery of agricultural inputs, staffing and revenue expenditure of upazila agricultural officials and cultivated land and production of major crops about the four upazilas as collected from the Upazila Parishads and secondary sources. In chapter III, demographic characteristics of the beneficiaries of Mirzapur and Wazirpur and their participation in projects have been discussed. Responses obtained from upazila functionaries have also been discussed in this chapter. Chapter IV includes conclusions and recommendations of the study. Project specific case study was undertaken in respect of seven projects (4 in Mirzapur and 3 in Wazirpur) which have been given at Annexure II.

CHAPTER-II

GENERAL FINDINGS OF THE STUDY

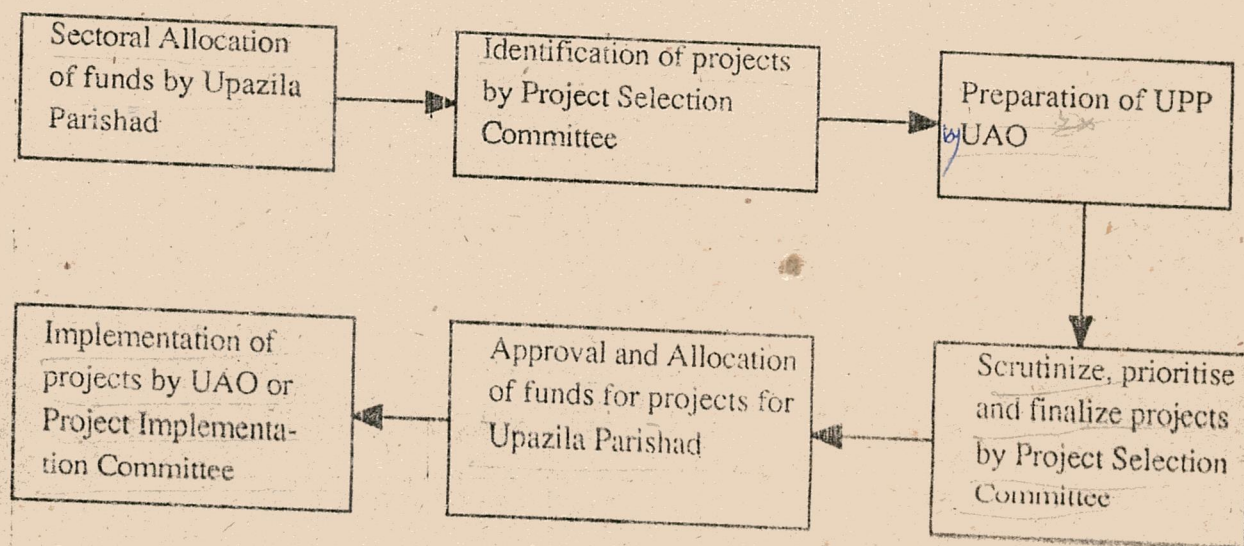
An attempt has been made in section to analyse such issues as : (a) upazila development planning process , (b) investment in agriculture, (c) delivery and distribution system of agricultural inputs, and (d) agricultural extension service at upazila level and (e) impact of some selected upazila development projects on the beneficiaries and agricultural productivity.

(a) Upazila Development Planning Process :

Government places funds including those for agricultural development activities at the disposal of Upazila Parishads. Steps for planning and implementation of upazila agricultural development projects as contained in the guidelines issued by the Planning Commission are as follows :

- a. Upazila Parishad in its meeting first makes sectoral allocation of development assistance funds received from the national government;
- b. Project Selection Committee consisting of both elected members and government officials (not exceeding 7 in number) identifies the agricultural development projects by paying visits to different areas of the upazila and talking to the local people;
- c. On the basis of the identification of projects by Project Selection Committee, Upazila Agriculture Officer (UAO) prepares agricultural development projects in prescribed proforma (Upazila Project Proforma) (UPP) and places the same for consideration of the Committee;
- d. Projects Selection Committee scrutinizes the project proposals, fixes priority and finalizes the projects;
- e. Approval of projects by the Upazila Parishad and allocation of fund for each approved project and

f. Implementation of the projects by Upazila Agriculture Officer and Project Implementation Committee.



Regarding the process of upazila development planning, the findings are as follows:

- (1) Development planning is based on availability and analyses of required data. But in all these upazilas data sources were very poor and records were not properly maintained. Although Planning Commission's guidelines for allocation of funds has provision for undertaking surveys in the upazilas to create necessary data bank, no survey was undertaken by these Upazila Parishads.
- (2) None of the studied upazilas prepared any five-year development plan. However, Annual Upazila Development Programme (AUDP) was prepared and maintained in all these upazilas. AUDP is merely a list of approved projects along with allocation of fund for a given year. Neither objectives nor strategies of the development programme were recorded in the AUDP.
- (3) In allocating funds for different sectors of AUDP, both Mirzapur and Wazirpur followed the guidelines issued by the Planning Commission. But Nageswari and Daudkandi did not follow the same. The amount allocated for agriculture and irrigation sector was much lower than the minimum limit set by the guidelines.

- (4) In allocating funds the trend was noticed in assigning priority to unionwise distribution rather than sectorwise investment.
- (5) In all these upazilas the highest number of projects in agriculture sector was taken up in irrigation programmes. Construction of drainage culverts appeared to have received the highest priority.
- (6) Project Selection Committee was constituted in all these upazilas. In Wazirpur upazila the Committee was found, on average, to sit only once in a year.
- (7) At the time of identification of projects, the beneficiaries of the projects were communicated by Union Parishad Chairmen and members, Upazila Agriculture Officials, Upazila Parishad Chairman etc. About 59% and 70% of the beneficiaries interviewed in Mirzapur and Wazirpur respectively mentioned that they were communicated at the stage of project identification. The majority of the beneficiaries (80% in Mirzapur and 60% in Wazirpur) expressed the view that the projects were taken up on the basis of their recommendations either in writing, orally or through meetings with Union Parishad Chairmen and members and the concerned officials of Upazila Parishad.
- (8) For designing projects Upazila Engineers were found to visit project sites followed by UAO. Other upazila officers, upazila Parishad Chairman and Block Supervisors visited the sites as well.
- (9) In Mirzapur and Wazirpur Upazilas no project proposal in the prescribed upazila project proforma (UPP) was found. It appears from records that upto 1986-87 Nageswari and Daudkandi upazilas did not prepare project proposals in UPP. Since 1987-88 these two upazilas were reported to prepare project proposals by UAO in UPP.
- (10) There was hardly any technical or economic appraisal of projects in any of these upazilas. Political consideration got precedence over technical and economic considerations in the selection of projects.

- (11) There was some participation of the beneficiaries in project implementation in the form of supervision, direct work and cooperation. Forty nine percent of the beneficiaries in Mirzapur and 38% in Wazirpur opined that they participated in the implementation of projects. Three methods have been adopted by the Upazila Parishads in the agriculture of implementation of development projects in sector : (i) through Project Implementation Committee, (ii) through contractor selected on the basis of open tender and (iii) under personal supervision of UAO. For construction and procurement, the first two methods have been generally adopted. For nurseries, demonstration plots and similar projects for technology transfer, the third method has been applied.

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(b) **Investment in Agriculture**

Agriculture sector at the upazila level includes the following sub-sectors namely, (i) crops, (ii) fishery, (iii) livestock, (iv) forestry, and (v) water resources including irrigation, drainage and small flood control embankment. Each of these sub-sectors is discussed below :

(i) ^{of} **Crops: Extension Demonstration Farms and Seed Programmes**

The above two programmes constitute the basic component of agricultural programme under upazila parishad. Demonstration programmes include high yielding variety (HYV) of rice jute, mustard, fertilizer trials, farmers meetings, etc. BADC is responsible for production, procurement and sale of improved seeds. But neither the BADC's Upazila Irrigation Officer, Unit Officers nor their functions are under the control of the upazila. They are supervised by BADC senior staff according to its own organizational structure. Although the location of the seeds stores is at the upazila level, this is only for the appropriateness and convenience of the location for seed distribution, rather than any functional link with the upazila activities. Other agricultural inputs such as pesticides and retail distribution of fertilizer are already in the private sector.

(ii) **Fishery: Digging of Tanks, Reclamation of Derelict Tanks and the Rural Fisheries**

Upazila Parishad excavates or reclaims those tanks owned by the government or whose ownership has been transferred to the upazila.

(iii) **Livestock : Development of Poultry and Livestock**

Poultry and livestock programme of the Upazila parishad consists of Poultry farm, construction of semi-pacca shed for poultry, construction of veterinary hospital, grass cultivation for livestock, etc.

(iv) **Forestry : Development of Social Forestry including roadside plantation and horticulture.**

(v) **Water Resources : Drainage and Irrigation, Small Flood Embankment and Small Irrigation Works**

One of the critical factors for agricultural development in Bangladesh is irrigation expansion. The drainage and irrigation works in the upazila include construction of pucca channel, drainage pipe, culvert, drainage culvert, foot bridge, box culvert, reclamation of irrigation canals, etc. Besides these, coordination of BADC's minor irrigation functions such as supply of Deep Tube Wells (DTWs), Shallow Tubewells (STWs) and Low Lift Pumps (LLPs) with the rest of the agricultural development programme at the upazila level is undertaken through the Upazila Irrigation Committee.

Allocation and Expenditure in AUDP

Upazila Parishad makes allocation for agriculture sector in its Annual Upazila Development Programmes (AUDP) out of grants received from the national government. For this purpose they have to follow the guidelines issued by the Planning Commission. A review of allocation and expenditure in the studied upazilas reveals that total allocation and expenditure in AUDP showed sharp declining trends from 1987-88 to 1989-90 in all the upazilas other than Daudkandi.

Tables 2.1 and 2.2 provide detailed information on sectoral allocation and expenditure in AUDP of Mirzapur and Wazirpur during FY 1986-87 to 1989-90.

At Mirzapur Upazila maximum allocation in AUDP was to the tune of tk. 53.43 lacs in 1987-88 but in the following years it showed gradual decline. In 1988-89 the allocation came to Tk. 26.51 lakh and in 1989-90 it was reduced to Tk. 13.35 lakh which is respectively about 50% and 25% of allocation in 1987-88. The table shows that maximum percentage of expenditure (96.34%) was incurred in relation to its allocation in 1988-89 and minimum percentage of expenditure (75.41%) was incurred in comparison to its allocation in 1987-88. Moreover, highest sectoral allocation as well as expenditure went to the transport & communication sector followed by agriculture and irrigation sector (Table-2.1).

In Table-2.2 total allocation and expenditure in AUDP at Wazirpur show sharp declining trends from 1987-88 to 1989-90. At Wazirpur maximum allocation in AUDP was Tk.46.02 lakh in 1987-88 but in the following years the trend was declining. In 1988-89 and 1989-90 the allocations were Tk.18.75 lakh and Tk.16.67 lakh respectively. Maximum expenditure amounting to Tk.43.16 lakh was incurred at Wazirpur in 1987-88 but in the following two years it came down to only Tk.16.09 lakh and Tk. 9.68 lakh in 1988-89 and 1989-90 respectively. Moreover, the table shows that highest sectoral allocation and expenditure were made in the transport and communication sector followed by agriculture and irrigation sector in all the years.

Table-2.1
Sectoral Allocation & Expenditure in AUDP of Mirzapur during FY 1986-87 to 1989-90

(in lakh taka)

Sector	1986-87		1987-88		1988-89		1989-90	
	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure
1. Agriculture, Irrigation and Industry :								
(a) Agriculture & Irrigation	6.68 (15.96)	5.92 (14.16)	9.23 (17.27)	7.60 (14.22)	5.26 (19.85)	5.07 (19.13)	2.19 (16.41)	1.35 (10.11)
(b) Small & Cottage Industries	.98 (2.34)	.67 (1.60)	1.38 (2.58)	.18 (0.34)	.20 (0.75)	.20 (0.75)	.60 (4.49)	.16 (1.20)
2. Physical Infrastructure:								
(a) Transport & Communication	13.31 (31.82)	8.32 (19.89)	17.69 (33.11)	14.24 (26.65)	3.88 (14.64)	3.61 (13.62)	2.88 (21.58)	2.88 (21.57)
(b) Housing & Physical Planning	7.20 (17.22)	6.40 (15.30)	3.45 (6.46)	2.31 (4.32)	2.95 (11.13)	2.91 (10.98)	1.67 (12.51)	1.55 (11.61)
3. Socio-Economic Infrastructure:								
(a) Development & Education	4.39 (10.50)	4.05 (8.38)	8.83 (16.53)	5.79 (10.84)	4.77 (17.99)	4.90 (18.48)	1.49 (11.16)	1.18 (8.84)
(b) Physical, Mental & Cultural Development of Children					.82 (3.09)	.42 (1.58)	.90 (6.74)	.10 (0.75)
(c) Health & Social Welfare	1.95 (4.66)	1.83 (4.38)	1.15 (2.15)	.35 (0.66)	.75 (2.83)	.75 (2.83)	.72 (5.39)	.34 (2.55)
4. Sports & Culture	.61 (1.46)	.61 (1.46)	2.15 (4.02)	1.27 (2.38)	1.56 (5.88)	1.56 (5.88)	.90 (6.74)	.85 (6.37)
5. Rural Works Programme of Union Level	3.53 (8.44)	3.53 (8.44)	3.71 (6.94)	3.54 (6.62)	1.41 (5.32)	1.41 (5.32)		
6. Miscellaneous Activities	1.16 (2.77)	.86 (2.06)	1.84 (3.44)	1.47 (2.75)	1.79 (6.75)	.84 (3.17)	.60 (4.49)	.49 (3.67)
7. Repair & Maintenance of Tranferred Buildings	2.02 (.83)	.84 (2.01)	4.00 (7.50)	3.54 (6.63)	3.12 (11.77)	3.87 (14.60)	1.40 (10.49)	1.37 (10.26)
Total	41.82 (100)	33.03 (78.98)	53.43 (100)	40.29 (75.41)	26.51 (100)	25.54 (96.34)	13.35 (100)	10.27 (76.93)

Source : Upazila Agriculture Office, Mirzapur

Figures in parentheses indicate percentage of allocation and expenditure.

Table-2.1(1)
Yearwise Gap between Allocation and Expenditure in AUDP of Mirzapur Upazila

Year	Gap between total allocation & expenditure(%)	Gap between allocation and expenditure in Agriculture Sector (%)
1986-87	21.02	1.80
1987-88	24.49	3.05
1988-89	03.66	0.72
1989-90	23.07	6.30
Average Gap		

Table-2.2
Sectoral Allocation & Expenditure in AUDP of Wazirpur during FY 1986-87 to 1989-90

Sector	1986-87		1987-88		1988-89		1989-90	
	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure
1. Agriculture, Irrigation and Industry :								
a) Agriculture & Irrigation	6.38 (17.85)	6.38 (17.85)	8.48 (18.43)	6.96 (15.12)	3.10 (16.53)	2.84 (15.15)	1.54 (9.24)	.62 (3.72)
b) Small & Cottage Industries	1.72 (4.81)	1.70 (4.76)	2.23 (4.85)	1.83 (3.98)	Nil	Nil	.87 (5.22)	NA
2. Physical Infrastructure:								
a) Transport & Communication	10.34 (28.93)	10.36 (28.99)	15.16 (32.94)	16.56 (35.98)	11.03 (58.83)	9.56 (50.99)	6.44 (38.63)	3.25 (19.50)
b) Housing & Physical Planning	4.48 (12.53)	4.48 (12.53)	4.46 (9.69)	3.65 (7.93)	2.97 (15.84)	2.05 (10.93)	1.91 (11.46)	.44 (2.64)
3. Socio-Economic Infrastructure:								
a) Development & Education	2.93 (8.20)	2.93 (8.20)	3.57 (7.76)	3.47 (7.54)	.44 (2.35)	.43 (2.29)	1.34 (8.04)	1.31 (7.86)
b) Physical, Mental & Cultural Development of Children	Nil	Nil	Nil	Nil	Nil	Nil	.77 (4.62)	.51 (3.05)
c) Health & Social Welfare	2.59 (7.25)	2.60 (7.27)	2.67 (5.80)	3.22 (7.00)	Nil	Nil	1.22 (7.32)	1.22 (7.32)
4. Sports & Culture	.86 (2.41)	NA ?	.89 (1.93)	NA ?	Nil	Nil	.51 (3.06)	.33 (1.98)
5. Rural Works Programmes at Union Level	2.41 (6.74)	2.41 (6.74)	2.49 (5.41)	2.49 (5.41)	1.21 (6.45)	1.21 (6.45)	Nil	Nil
6. Miscellaneous Activities	.86 (2.41)	.86 (2.41)	.89 (1.93)	.89 (1.93)	Nil	Nil	.51 (3.05)	.46 (2.76)
7. Repair & Maintenance of Transferred Buildings	3.00 (8.39)	3.08 (8.62)	5.00 (10.87)	3.92 (8.52)	Nil	Nil	1.56 (9.36)	1.54 (9.24)
8. Contingency	.17 (.48)	.07 (.20)	.18 (.39)	.17 (.37)	Nil	Nil	Nil	Nil
Total	35.74 (100)	34.87 (97.57)	46.02 (100)	43.16 (93.78)	14.75 (100)	16.09 (85.81)	16.67 (100)	9.68 (58.07)

Source : Upazila Agriculture Office, Wazirpur.

Figures in the parentheses indicate percentage of sectoral allocation and expenditure.

Table-2.2(1)
Yearwise Gap between Allocation and Expenditure in AUDP of Wazirpur Upazila

Year	Gap between total allocation & expenditure(%)	Gap between allocation and expenditure in Agriculture Sector (%)
1986-87	2.43	0.00
1987-88	6.22	3.31
1988-89	14.19	1.38
1989-90	41.93	5.52
Average Gap		

Data regarding total sectoral allocation in AUDP and expenditure incurred during the period 1986-87 to 1989-90 for Nageswari and Daudkandi were collected from the records of Monitoring, Inspection and Evaluation Wing of Local Government Division. In Nageswari Upazila total allocation and expenditure in AUDP were declining since 1986-87. Maximum allocation in AUDP was Tk. 62.27 lakh in 1986-87 and minimum allocation was to the tune of Tk. 20.67 lakh in 1989-90 which is only 33.19% of the total allocation in 1986-87. Maximum expenditure of Tk. 53.99 lakh was made in 1987-88 and minimum expenditure amounting to Tk. 17.82 lakh was incurred in 1989-90. The highest sector allocation and expenditure were made in transport and communication sector followed by housing and physical planning in all the years (Table-2.3).

In Table -2.4 total allocation and expenditure in AUDP for Daudkandi Upazila have been presented. In this upazila total allocation and expenditure showed fluctuation. Maximum allocation was Tk. 74.91 lakh in 1987-88 but in 1988-89 total allocation was Tk. 30.55 lakh, while the figure went up to Tk. 61.60 lakh in 1989-90. Maximum expenditure amounting to Tk. 49.68 lakh was incurred in 1987-88 while minimum expenditure (Tk. 5.69 lakh) was made in 1986-87. The highest sectoral allocation and expenditure were made in the transport and communication sector.

Detailed information on sectoral allocation and expenditure in Nageswari and Daudkandi upazilas during FY 1986-87 to 1989-90 is presented in tables 2.3 and 2.4 respectively.

Table-2.3
Sectoral Allocation & Expenditure in AUDP of Nageswari during FY 1986-87 to 1989-90

(in lakh taka)

Sectors	1986-87		1987-88		1988-89		1989-90	
	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure
1. Agriculture, Irrigation & Industries:								
(a) Agriculture & Irrigation	5.26 (8.45)	2.44 (3.92)	8.21 (13.64)	6.47 (10.75)	3.88 (16.27)	3.88 (16.27)	1.99 (9.63)	1.27 (6.15)
(b) Small & Cottage Industries	2.65 (4.26)	1.13 (1.81)	2.14 (3.55)	2.37 (3.94)	1.00 (4.19)	0.99 (4.15)	0.83 (4.02)	0.10 (0.48)
2. Physical Infrastructure:								
(a) Transport & Communication	20.97 (33.68)	11.34 (18.22)	26.53 (44.06)	23.05 (38.28)	7.74 (32.45)	7.74 (32.45)	2.49 (12.05)	2.65 (12.82)
(b) Housing & Physical Planning	15.24 (24.47)	5.00 (8.03)	9.26 (15.38)	8.71 (14.47)	2.50 (10.48)	2.50 (10.48)	3.13 (37.70)	2.93 (15.18)
3. Socio-Economic Infrastructure:								
(a) Development & Education	6.07 (9.75)	2.91 (4.67)	4.43 (7.36)	5.29 (8.78)	2.34 (9.81)	2.34 (9.81)	2.90 (14.03)	3.03 (14.66)
(b) Physical, Mental & Cultural Development of Children	Nil	Nil	Nil	Nil	0.50 (2.10)	0.50 (2.10)	1.66 (8.03)	1.95 (9.43)
(c) Health & Social Welfare	3.33 (5.35)	1.11 (1.78)	2.72 (4.52)	2.77 (4.60)	0.50 (2.10)	0.50 (2.10)	2.75 (13.30)	2.40 (11.62)
4. Sports & Culture	2.11 (3.39)	0.62 (1.00)	0.68 (1.13)	1.34 (2.22)	0.50 (2.10)	0.50 (2.10)	0.41 (1.98)	0.21 (1.01)
5. Rural Works Programme of Union Level	0.38 (0.61)	0.14 (0.22)	3.09 (5.13)	0.95 (1.58)	Nil	Nil	Nil	Nil
6. Miscellaneous Activities	3.25 (5.22)	1.29 (2.07)	3.15 (5.23)	3.04 (5.05)	2.00 (8.38)	2.00 (8.38)	0.41 (1.98)	0.08 (0.38)
7. Repair & Maintenance of Transferred Buildings	3.01 (4.83)	1.59 (2.55)	NA	NA	2.89 (12.12)	2.89 (12.12)	4.10 (19.84)	3.20 (15.48)
Total	62.27 (100)	27.57 (44.27)	60.21 (100)	53.99 (89.67)	23.85 (100)	23.84 (99.96)	20.67 (100)	17.82 (82.21)

Figures in the parentheses indicate percentage of sectoral allocation and expenditure.
Source : Monitoring, Inspection and Evaluation Wing, Local Government Division.

Table-2.3(1)

Yearwise Gap between Allocation and Expenditure in AUDP of Nageswari Upazila

Year	Gap between total allocation & expenditure(%)	Gap between allocation and expenditure in Agriculture Sector (%)
1986-87	55.73	4.53
1987-88	10.33	2.89
1988-89	0.04	0.00
1989-90	17.79	3.48
Average Gap		

Table-2.4
Sectoral Allocation & Expenditure in AUDP of Daudkandi during FY 1986-87 to 1989-90

Sectors	(in lakh taka)							
	1986-87		1987-88		1988-89		1989-90	
	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure
1. Agriculture, Irrigation & Industries:								
(a) Agriculture & Irrigation	5.67 (13.49)	2.23 (5.30)	7.02 (8.59)	5.44 (6.66)	6.71 (22.20)	1.81 (5.99)	2.25 (3.65)	0.20 (0.32)
(b) Small & Cottage Industries	3.13 (7.45)	Nil	0.50 (0.61)	0.50 (0.61)	Nil	Nil	Nil	Nil
2. Physical Infrastructure:								
(a) Transport & Communication	12.74 (30.30)	1.78 (4.23)	13.41 (16.41)	7.21 (8.82)	4.51 (14.92)	2.50 (8.27)	25.32 (41.10)	4.27 (6.92)
(b) Housing & Physical Planning	3.33 (7.92)	Nil	18.17 (22.23)	13.49 (16.50)	6.04 (19.99)	Nil	11.24 (18.25)	0.50 (0.81)
3. Socio-Economic Infrastructure:								
(a) Development & Education	6.44 (15.32)	0.22 (0.52)	23.01 (28.15)	11.27 (13.78)	2.40 (7.94)	Nil	16.49 (26.77)	2.60 (4.25)
(b) Physical, Mental & Cultural Development of Children	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
(c) Health & Social Welfare	2.20 (5.23)	0.27 (0.65)	4.85 (5.93)	4.10 (5.02)	0.50 (1.65)	0.18 (0.59)	1.95 (3.17)	0.10 (0.16)
4. Sports & Culture	1.46 (3.47)	0.94 (2.23)	0.75 (0.92)	0.75 (0.92)	1.16 (3.84)	0.86 (2.85)	1.10 (1.79)	Nil
5. Rural Works Programme of Union Level	2.86 (6.80)	Nil	6.40 (7.83)	6.13 (7.50)	1.57 (5.20)	1.57 (5.19)	Nil	Nil
6. Miscellaneous Activities	1.53 (3.64)	0.25 (0.59)	0.80 (0.98)	0.80 (0.98)	1.38 (4.57)	0.65 (2.15)	2.25 (3.65)	0.44 (0.71)
7. Repair & Maintenance of Transferred Buildings	2.68 (6.38)	1.08 (2.58)	6.83 (8.35)	6.23 (7.62)	5.95 (19.69)	0.80 (2.65)	1.00 (1.62)	Nil
Total	42.04 (100)	6.77 (16.10)	81.74 (100)	55.92 (68.41)	30.22 (100)	8.37 (27.70)	61.60 (100)	8.11 (13.17)

Figures in the parenthesis indicate of percentage of sectoral allocation and expenditure.
Source : Upazila Office, Daudkandi Upazila.

Table-2.4(1)
Yearwise Gap between Allocation and Expenditure in AUDP of Daudkandi Upazila

Year	Gap between total allocation & expenditure(%)	Gap between allocation and expenditure in Agriculture Sector (%)
1986-87	90.50	12.90
1987-88	33.64	2.11
1988-89	71.56	16.04
1989-90	86.87	3.33
Average Gap		

Table-2.5
Yearwise Gap between total Allocation and Expenditure in AUDP at study Upazilas

Year	Total Allocation & Expenditure			
	Mirzapur	Wazirpur	Nageswari	Daudkandi
1986-87	21.02	2.43	55.73	83.90
1987-88	24.59	6.22	10.33	31.59
1988-89	3.66	14.19	0.04	72.30
1989-90	23.93	41.93	17.79	86.83

Gap = Total Allocation - Total Expenditure (in percentage)

Table 2.5 shows the amount that remained unspent (gap between total allocation and expenditure) AUDP of the study upazilas during the period from 1986-87 to 1989-90. Mirzapur upazila showed fluctuations in the gap. In Wazirpur the gap showed an increasing trend while the reverse trend was found in Nageswari. But in Daudkandi remarkable gap was noticed over the years. This large gap might be attributed to the lack of need-based resource allocation and investment in AUDP.

Allocation in Agriculture

Allocation in agriculture sector as percentage of total allocation in Mirzapur and Wazirpur Upazilas was made within the limits set by the guidelines issued by Planning Commission in all the years (shown in table-3) except at Wazirpur in 1989-90 in which allocation (9.24%) was below the minimum level (12%). Allocation of agriculture at Nageswari Upazila was also within the limit of Planning Commission guidelines except the year in 1988-89 which was below the Planning Commission guideline. In Daudkandi, allocation in agriculture was above the maximum limit of PC guideline in 1988-89, while it was below the minimum level in the remaining three years i.e. 1986-87, 1987-88 and 1989-90.

In terms of allocations in agriculture as percentage of total allocation, Mirzapur on average received the highest allocation while Nageswari received the lowest allocation in agriculture. Detailed information is given in table-3.

Table-3
Allocation & Expenditure in Agriculture of AUDP at Sample Upazilas

Sector	1986-87				1987-88				1988-89				1989-90				(in lakh taka)
	M	W	N	D	M	W	N	D	M	W	N	D	M	W	N	D	
1. Total Allocation	41.82	35.74	62.27	42.04	53.43	46.92	60.21	81.74	26.51	18.65	23.85	30.22	13.35	16.67	20.67	61.60	
2. Allocation in Agriculture	6.68	6.38	5.26	5.67	9.23	8.48	8.21	7.02	5.26	3.10	3.88	6.71	2.19	1.54	1.99	2.25	
3. Allocation in Agriculture as % of total allocation	15.96	17.85	8.45	13.49	17.27	18.43	13.64	8.59	19.85	16.62	16.27	22.20	16.41	9.24	9.63	3.65	
4. Expenditure in Agriculture		6.38	2.44	2.23	7.60	6.96	6.47	5.44	5.07	2.84	3.88	1.81	1.35	0.62	1.27	0.20	
5. Expenditure in Agri. as % of total allocation	14.16	17.85	3.92	5.30	14.22	15.12	13.13	6.65	19.13	15.23	16.27	5.99	10.11	3.72	6.14	0.32	
6. PC guidelines minimum	15%	15%	15%	15%	12%	12%	12%	12%	12%	12%	12%	12%	12%	12%	12%	12%	
7. PC guidelines maximum	25%	25%	25%	25%	20%	20%	20%	20%	20%	20%	20%	20%	20%	20%	20%	20%	

Allocation and Expenditure in Sub-Sectors of Agriculture

In the agriculture sector there are five sub-sectors namely crops, fisheries, livestock, forestry and irrigation. Table-4 shows that in all the years maximum allocation and expenditure in agriculture were made in irrigation sub-sector in all the sample upazilas. On the other hand forestry received the lowest allocation and expenditure. Details are given in table-4.

Table-4
Allocation and Expenditure in Sub-sectors of Agriculture at Sample Upazilas

		(in lakh taka)															
Sector		1986-87				1987-88				1988-89				1989-90			
		M	W	N	D	M	W	N	D	M	W	N	D	M	W	N	D
Crop	Allocation	0.05	1.22	0.13	NA	5.74	2.10	6.88	1.35	0.53	3.10	1.8	1.75	0.47	0.36	Nil	1.50
	Expenditure	0.02	1.22	0.13	NA	4.77	NA	5.85	NA	0.34	2.84	Nil	Nil	0.30	NA	Nil	NA
Fishery	Allocation	0.90	0.51	0.80	NA	1.00	0.20	0.10	0.30	0.40	Nil	0.45	Nil	0.30	NA	Nil	NA
	Expenditure	0.73	0.51	0.08	NA	0.40	NA	0.27	NA	0.40	Nil	Nil	Nil	0.05	NA	Nil	NA
Livestock	Allocation	1.84	0.52	Nil	Nil	0.77	0.49	0.58	0.24	1.90	Nil	2.73	Nil	0.50	0.42	1.44	Nil
	Expenditure	1.85	0.52	Nil	Nil	0.77	NA	Nil	Nil	1.90	Nil	Nil	Nil	0.40	NA	Nil	Nil
Forestry	Allocation	0.84	0.20	2.18	NA	Nil	0.20	0.65	Nil	0.68	Nil	0.90	Nil	Nil	Nil	0.40	Nil
	Expenditure	0.78	0.20	1.21	NA	Nil	NA	0.35	Nil	0.68	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Irrigation	Allocation	3.05	3.93	2.15	NA	1.72	5.49	Nil	5.43	1.75	Nil	1.30	4.96	1.07	0.66	Nil	Nil
	Expenditure	2.54	3.93	1.02	NA	1.66	NA	Nil	NA	1.75	Nil	Nil	1.31	0.60	NA	Nil	Nil
Total	Allocation	6.68	6.38	5.26	5.67	9.23	8.48	8.21	7.02	5.26	3.10	7.18	6.17	2.19	1.54	1.99	2.26
	Expenditure	5.92	6.38	2.44	2.23	7.60	6.96	6.47	5.44	5.07	2.84	3.88	1.81	1.35	0.62	1.27	0.20

Source : Upazila Agriculture Offices

Table-4.1
Allocation and Expenditure in Sub-sectors of Agriculture at Sample Upazilas

(in lakh taka)

Sector		1986-87				1987-88				1988-89				1989-90			
		M	W	N	D	M	W	N	D	M	W	N	D	M	W	N	D
Crop	Allocation	0.05 (0.75)	1.22	0.13	NA	0.74	2.1	6.88	1.35	0.53	3.10	1.8	1.75	0.47	0.36	Nil	1.50
	Expenditure	0.02 (0.30)	1.22	0.13	NA	4.77	NA	5.85	NA	0.34	2.84	Nil	Nil	0.30	NA	Nil	NA
Fishery	Allocation	0.90 (13.47)	0.51	0.80	NA	1.00	0.2	0.10	0.30	0.40	Nil	0.45	Nil	0.15	0.10	0.15	0.75
	Expenditure	0.73 (10.93)	0.51	0.08	NA	0.40	NA	0.27	NA	0.40	Nil	Nil	Nil	0.05	NA	Nil	NA
Livestock	Allocation	1.84 (27.54)	0.52	Nil	Nil	0.77	0.49	0.58	0.24	1.90	Nil	2.73	Nil	0.50	0.42	1.44	Nil
	Expenditure	1.85 (27.69)	0.52	Nil	Nil	0.77	NA	Nil	Nil	1.90	Nil	Nil	Nil	0.40	NA	Nil	Nil
Forestry	Allocation	0.84 (12.57)	0.20	2.18	NA	Nil	0.20	0.65	Nil	0.68	Nil	0.90	Nil	Nil	Nil	0.40	Nil
	Expenditure	0.78 (11.68)	0.20	1.21	NA	Nil	NA	0.35	Nil	0.68	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Irrigation	Allocation	3.05 (45.55)	3.93	2.15	NA	1.72	5.49	Nil	5.43	1.75	Nil	1.30	4.96	1.07	0.66	Nil	Nil
	Expenditure	2.54 (38.02)	3.93	1.02	NA	1.66	NA	Nil	NA	1.75	Nil	Nil	1.31	0.60	NA	Nil	Nil
Total	Allocation	6.68 (100)	6.38	5.26	5.67	9.23	8.48	8.21	7.02	5.26	3.10	7.18	6.71	2.19	1.54	1.99	2.25
	Expenditure	5.92 (88.62)	6.38	2.44	2.23	7.60	6.96	6.47	5.44	5.07	2.84	3.88	1.81	1.35	0.62	1.27	0.20

NA = Not available.

Source : Upazila Agriculture Office, Daudkandi.

Table-4.2

Gap Between Allocation and Expenditure in Sub-sectors of Agriculture at Studied Upazilas.

(in lakh taka)

Sub-sectors	1986-87				1987-88				1988-89				1989-90			
	M	W	N	D	M	W	N	D	M	W	N	D	M	W	N	D
Crops	0.03	0.00	0.00	NA	0.97	NA	1.03	0.13	0.19	0.26	1.8	1.75	0.17	NA	Nil	NA
Fishery	0.17	0.00	0.72	NA	0.60	NA	-0.17	0.15	0.00	Nil	0.45	Nil	0.10	NA	0.15	NA
Livestock	-0.01	0.00	Nil	Nil	0.00	NA	0.58	0.24	0.00	Nil	2.73	Nil	0.10	NA	1.44	Nil
Forestry	0.06	0.00	0.97	NA	Nil	NA	0.30	Nil	0.00	Nil	0.90	Nil	Nil	Nil	0.40	Nil
Irrigation	0.51	0.00	1.13	NA	0.06	NA	Nil	3.91	0.00	Nil	1.30	NA	0.47	NA	Nil	Nil
Total	0.76	0.00	2.82	3.44	1.63	1.52	1.74	1.58	0.19	0.26	3.30	4.90	0.84	0.92	0.72	2.05

NA = Not available.

Table 4.2 shows gap between allocation and expenditure in the sub-sectors of agriculture at studied upazilas. In the table it is found that some data are not available at Daudkandi and Wazirpur in 1986-87 and 1989-90. Therefore, the table cannot be explained effectively.

Number of Projects in Agriculture Sector

Detailed information on this item is presented in table-5.

Table-5
Number of Projects in Agriculture at Study Upazila

	Crops				Fisheries				Livestock				Forestry				Irrigation				Total			
	M. Pur	W. Pur	Nages	D. Kan	M. Pur	W. Pur	Nages	D. Kan	M. Pur	W. Pur	Nages	D. Kan	M. Pur	W. Pur	Nages	D. Kan	M. Pur	W. Pur	Nages	D. Kan	M. Pur	W. Pur	Nages	D. Kan
1986-87	1	8	8	2	2	3	3	4	2	5	4	0	1	1	3	1	17	7	3	7	23	24	21	14
1987-88	6	8	4	2	2	2	2	0	3	5	1	1	1	1	2	1	6	12	0	6	17	28	9	10
1988-89	2	3	7	2	1	-	3	0	2	-	2	0	1	-	3	0	1	-	3	2	7	3	18	4
1989-90	2	3	0	2	1	1	1	1	1	5	2	0	-	-	1	0	6	2	0	0	10	11	4	3
Total	11	22	19	8	6	6	9	5	8	15	9	1	2	2	9	2	30	21	6	15	57	66	52	31

During 1986-87 to 1989-90 a total of 57 and 66 projects were taken at Mirzapur & Wazirpur Upazila respectively in different sub-sectors in agriculture. The highest number of projects (23) were taken at Mirzapur in 1986-87 and at Wazirpur (28) in 1987-88, while lowest no. of projects were taken at both upazila Mirzapur (7) and Wazirpur (3) in 1988-89. Sub-sector wise highest number of projects (30) were taken in the irrigation sub-sector at Mirzapur and in the crop sub-sector at Wazirpur (22). Lowest number of projects were taken in the forestry sub-sector in both upazilas. Average number of projects per year was 14 in Mirzapur and 17 in Wazirpur.

During 1986-87 to 1989-90 a total of 52 and 31 agricultural development projects were taken at Nageswari and Daudkandi respectively. The highest number of projects (21) were taken at Nageswari and 14 projects at Daudkandi in 1986-87. The lowest number of projects were taken at Nageswari (4) and Daudkandi (3) in 1989-90. Sub-sector wise highest number of projects (19) were taken in crop sub-sector during the years 1986-87 to 1989-90 at Nageswari, while 15 projects were taken in irrigation sub-sector at Daudkandi during that period.

(c) Delivery and Distribution System of Agricultural Inputs :

Agricultural inputs include seed, fertilizer, irrigation equipments and agricultural credit. Sale of seeds of major crops such as rice, wheat and potato are made by BADC. Management of fertilizer distribution has already been in the private sector. Irrigation equipment have been partly privatized. Agricultural credit is disbursed and recovered through the branches of nationalized banks. In this section (i) receipt and sale of seeds of major crops by BADC (ii) management of fertilizer distribution (iii) management of irrigation equipment and (iv) disbursement and recovery of agricultural credit issues have been highlighted.

(i) Sale of Seeds of Major Crops

Generally on the basis of requisition for seeds submitted by BADC local seed office to the district office, seeds are supplied. After the receipt of seeds by the local office, Upazila Seed Inspector informs Upazila Parishad Chairman, UNO, UAO and other concerned officials. Then upazila parishad makes publicity to the farmers through Block Supervisors about the availability of seeds. On receipt on the information regarding availability of seeds in local godown, farmers purchase seeds direct from the BADC godowns. Detailed information on receipt and sale of seeds of major crops in Mirzapur, Wazirpur, Nageswari and Daudkandi is given in Tables-6.1, 6.2, 6.3 and 6.4 respectively.

Sale of Seeds of Major Crops by BADC

Sale of seeds by major crops during 1986-87 to 1989-90 at Mirzapur, Wazirpur, Nageswari and Daudkandi is shown in tables - 6.1, 6.2, 6.3 and 6.4 respectively.

Table-6.1

Sale of Seeds by Major Crops during 1986-87 to 1989-90 at Mirzapur

(in kg.)

Seeds	1986-87		1987-88		1988-89		1989-90	
	Receipt	Sale	Receipt	Sale	Receipt	Sale	Receipt	Sale
1. Aus	1,790	1,640	1,800	220	1,100	170	600	250
2. B. Aman	-	-	-	-	3,015	2,051	-	-
3. T. Aman	8,820	8,060	2,240	1,470	8,224	5,754	5,580	4,750
4. Boro	2,800	900	5,700	5,700	13,790	12,000	400	110
5. Wheat	24,140	14,320	43,268	42,248	27,580	24,460	92,500	89,680
6. Potato	20,520	16,680	4,520	3,560	6,280	6,280	2,440	2,440
7. Mustard	70	70	90	5	1,617	1,617	200	37
8. Jute	7,010	4,590	2,406	2,332	944	944	2,360	1,652
Total	65,150	46,260	60,924	55,535	62,550	53,274	104,080	98,919

Source : BADC Office, Mirzapur.

At Mirzapur sale of seeds by major crops gradually increased during the year in 1986-87 to 1989-90. Total highest quantity of seeds (98,919 kg) was sold in 1989-90. Seeds for wheat and potato were sold at the maximum quantity (Table-6.1).

Table-6.2
Sale of Seeds by Major Crops during 1986-87 to 1989-90 at Wazirpur

Seeds	1986-87		1987-88		1988-89		1989-90	
	Receipt	Sale	Receipt	Sale	Receipt	Sale	Receipt	Sale
Aus	600	600	500	500	600	600	600	600
B. Aman	-	-	-	-	4,725	225	-	4,410
Aman	1,590	1,590	2,200	2,200	2,200	2,190	1,600	1,600
Boro	2,780	2,780	8,000	8,000	7,000	7,000	2,200	1,700
Wheat	2,000	2,000	4,000	4,000	4,000	4,000	3,900	3,900
Potato	5,930	5,930	11,480	11,480	2,800	2,770	5,840	5,840
Mustard	60	60	60	60	73	73	76	76
Jute	986	986	460	460	1,270	1,270	2,898	2,898
Total	12,946	12,946	26,700	26,700	22,668	18,128	17,104	16,024

Source : BADC Office, Wazirpur.

At Wazirpur sale of seeds increased from minimum level quantity of 12,946 kg in 1986-87 to 26,700 kg in 1987-88 and again gradually it came down to 16,024 kg in 1989-90. Among the different seeds mentioned in the table-6.2, potato seeds were sold at the highest quantity in the year in 1986-87, 87-88 & 89-90. But highest quantity of boro seeds were sold in 1987-88 and 1988-89.

Table-6.3
Sale of Seeds by Major Crops during 1986-87 to 1989-90 at Nageswari

(in Kg.)

Seeds	1986-87		1987-88		1988-89		1989-90	
	Receipt	Sale	Receipt	Sale	Receipt	Sale	Receipt	Sale
1. Aus	170	170	140	140	290	290	150	-
2. B. Aman	-	-	-	-	-	-	-	-
3. T. Aman	1600	1600	1660	300	1500	1500	2000	1000
4. Boro	600	600	800	800	1000	1000	400	100
5. Wheat	32300	32300	40000	40000	71000	64600	179000	169400
6. Potato	3000	3000	25000	25000	2800	2800	19,000	19,000
7. Mustard	120	120	100	100	-	-	120	120
8. Jute	19088	2366	13,146	11,503	330	330	1966	675
Total	56,878	40,156	80,846	77,843	76,920	70,502	202,636	190,295

Source : Upazila Agriculture Office, Nageswari.

At Nageswari sale of seeds increased from minimum quantity of 40,156 kg. in 1986-87 to 1,90,295 kg. (473.89% increase) in 1989-90. Wheat, Potato and Jute seeds were sold at the maximum quantity (table-6.3).

Table-6.4
Sale of Seeds by Major Crops during 1986-87 to 1989-90 at Daudkandi

(in Kg.)

Seeds	1986-87		1987-88		1988-89		1989-90	
	Receipt	Sale	Receipt	Sale	Receipt	Sale	Receipt	Sale
1. Aus	620	620	1120	1040	700	520	70	70
2. B. Aman	-	-	-	-	6705	2025	-	-
3. T. Aman	-	-	-	-	-	-	2070	570
4. Boro	5000	3860	2500	2180	1500	1500	2500	1040
5. Wheat	31,000	31,000	16,500	16,500	49,800	49,800	30,100	8,740
6. Potato	4,960	3,600	27,800	24,870	35,460	32,570	27,920	24,620
7. Mustard	120	34	75	75	240	240	584	130
8. Jute	11,656	11,656	3080	3080	565.775	565.775	5302	5158.8
Total	53,356	50,770	51,075	47,745	94,970.775	87,220.775	68,547	40,328.8

Source : Upazila Agriculture Office, Daudkandi.

The sale of seeds of major crops at Daudkandi showed some fluctuation over the years. Wheat, potato, jute and boro seeds were sold at maximum quantity (table-6.4).

Management of Irrigation

Information on management of irrigation in four upazilas in 1989-90 is given in table-7. Total irrigation land at Mirzapur in 1989-90 was 3831 acres which was irrigated by 2237 irrigation equipments comprising DTW, STW and LLPs. Among the equipment used, STW constuted the highest number (1921) of all irrigation equipment in Mirzapur. But in Wazirpur only LLPs were used for irrigation. The size of irrigated land at Wazirpur in 1989-90 was 11,000 acres which was irrigated by a total of 430 LLPs. The size of irrigated land at Nageswari and Daudkandi was 16,475 and 33,222 acres respectively. Detailed information is given in table-7.

Table-7
Area under Irrigation Equipments Used in 1989-90 at Study Upazilas

Study Upazila	Irrigation Equipments				Area Under Irrigation (Acres)
	DTW	STW	LLP	Total	
1. Mirzapur	272	1921	44	2237	3831
2. Wazirpur	-	-	430	430	11,000
3. Nageswari	68	920	127	1,115	16,475
4. Daudkandi	*65	200	704	969	33,222*

* One floating pump covered 300 acres.

Source : Upazila Agriculture Office at Sample Upazilas

Disbursement and Recovery of Agricultural Credit

Credit is an important input for agricultural development. In order to review agricultural credit disbursement and recovery situation and take necessary measures for improvement, Upazila Agricultural Credit Committee has been formed with the following :

1.	Upazila Parishad Chairman	Chairman
2.	Upazila Nirbahi Officer	Member
3.	Upazila Agriculture Officer	Member
4.	Upazila Rural Development Officer	Member
5.	Manager, Krishi Bank (Local Branch)	Member-Secretary
6.	Managers of all other Banks in the upazila	Member
7.	Chairmen of Union Parishads	Member

Information on agricultural credit situation at Mirzapur, Wazirpur, Nageswari and Daudkandi are presented in Tables-8, 8.2, 8.3 and 8.4 respectively.

Table-8.1
Agricultural Credit Situation at Mirzapur in 1989-90

(In lakh taka)

Name of Banks	Target	Disbursement of credit	No. of Farmers	Recovery of credit	Credit outdated	
					No. of Farmers	Amount
1. BKB, Mirzapur Branch	53.00	31.64	463	28.52	537	37.32
2. BKB, Hatubhanga Branch	21.00	11.24	135	13.27	679	39.53
3. Sonali Bank, Mirzapur Branch	12.08	6.26	122	1.46	144	15.61
4. Sonal Bank, Gorai Branch	-	-	-	0.09	72	3.51
5. Agrani Bank, Mirzapur Br.	10.85	7.05	178	4.83	369	13.75
6. Agrani Bank, Cadet College Br.	8.40	6.29	216	6.15	313	8.22
7. Agrani Bank, Warshi Branch	-	5.19	148	4.64	155	5.71
8. Agrani Bank, Jamurki Branch	8.85	2.53	82	3.33	254	19.97
9. Rupali Bank, Pakulla Branch	6.50	4.22	108	4.31	566	42.05
10. Janata Bank, Khata Branch	-	5.69	174	78.31	210	11.18
Total	122.68	80.11	1626	144.61	3299	196.85

Source : BKB, Mirzapur Branch (Lead Bank).

Total Disbursement in 1989-90 in Mirzapur Upazila was 65.3% of the target of that year.

Table 8.1 shows that ten branches of nationalized banks were operated at Mirzapur for disbursing agricultural credit in 1989-90. Total credit amounting to Tk.80.11 lakh was disbursed to a total of 1626 farmers. During the year recovery of credit was Tk.144.61 lakh and cumulative amount of credit outdated was Tk.196.85 lakh to 3299 farmers.

Table-8.2
Agricultural Credit Situation at Wazirpur Upazila

(In lakh taka)

Name of Banks	1986-87		1987-88		1988-89		1989-90		Total	
	Disbursement of Credit	Recovery	Disbursement of Credit	Recovery	Disbursement of Credit	Recovery	Disbursement of Credit	Recovery	Disbursement of credit	Recovery
1. BKB, Wazirpur Branch	25.69	15.10	17.90	18.14	26.03	6.47	16.47	16.02	86.09	55.73
2. BKB, Sholok Branch	31.35	50.31	24.91	16.86	22.59	6.61	15.78	19.40	93.63	93.18
3. Sonali Bank, Guthia Branch	2.93	1.45	.58	.54	4.07	1.37	2.50	.14	10.08	3.50
4. Sonali Bank, Wazirpur Branch	18.41	3.62	8.40	1.39	19.28	.25	9.19	-	55.28	5.26
5. Sonali Bank, Dhamura Branch	2.18	.83	6.84	4.85	6.89	3.51	4.47	.48	20.38	9.67
6. Rupali Bank, Shikerpur Branch	2.97	.75	1.87	.23	6.31	1.24	1.87	.03	13.02	2.25
7. Rupali Bank Vhabanipur Br.	12.51	5.85	9.49	3.22	34.22	5.48	1.74	.35	57.96	14.90
Total	96.04	77.91	69.99	45.23	119.39	24.93	52.02	36.44	336.44	184.49
Percentage	100%	81.12	100	64.62	100	20.88	100	70.05	100	54.84

Source : Different Bank Branches, Wazirpur.

In Wazirpur Upazila seven branches of banks disbursed an amount of Tk. 336.44 lakh and recovered an amount of Tk. 184.49 lakh (54.84%) during 1986-87 to 1989-90. The highest amount of disbursement (Tk. 119.39 lakh) and recovery of credit (Tk.77.91 lakh) were made in 1988-89 and 1986-87 respectively (table-8.2).

Table-8.3
Agricultural Credit Situation at Nageswari Upazila

(In lakh taka)

Name of Banks	1986-87		1987-88		1988-89		1989-90		Total	
	Disbursement of Credit	Recovery	Disbursement of Credit	Recovery	Disbursement of Credit	Recovery	Disbursement of Credit	Recovery	Disbursement of credit	Recovery
1. Agrani Bank, Nageswari Branch	1.83	0.98	6.44	3.09	5.62	2.53	10.83	3.08	24.72	9.68
2. Agrani Bank, Matherganj Branch, Nageswari	1.99	0.05	4.85	0.59	10.73	0.24	2.04	0.13	19.61	1.01
3. Sonali Bank, Nageswari Branch	15.50	12.39	26.21	20.72	32.60	21.99	31.56	1.27	105.87	56.37
4. Rajshahi Krishi Unnayan Bank Nageswari Branch	30.63	27.48	12.07	3.40	17.74	5.57	18.86	8.60	79.30	45.05
5. Rajshahi Krishi Unnayan Bank Kachakata Branch, Nageswari	-	-	-	-	-	-	3.57	1.00	3.57	1.00
Total	49.95	40.90	49.57	27.80	66.69	30.33	66.86	14.08	233.07	113.11

Source : Upazila Agriculture Office, Nageswari.

Table 8.3 shows that in Nageswari a total amount of Tk. 233.07 lakh was disbursed to the farmers against which Tk. 113.11 lakh was recovered during the period under study, the recovery rate being 48.53%.

Table-8.4
Agricultural Credit Situation at Daudkandi Upazila

(In lakh taka)

Name of Banks	1986-87		1987-88		1988-89		1989-90		Total	
	Disbursement of Credit	Recovery	Disbursement of Credit	Recovery	Disbursement of Credit	Recovery	Disbursement of Credit	Recovery	Disbursement of credit	Recovery
1. Janata Bank Daudkandi Branch	-	-	1.51	1.07	6.27	2.48	1.34	0.52	9.12	4.07
2. Janata Bank Gouripur Bazar Branch	-	-	2.17	1.17	558	125	-	-	775	242
3. Janata Bank Batakandi Branch	1.81	1.52	1.27	0.73	9.49	5.62	4.22	2.15	16.79	10.02
4. Janata Bank Sundulpur Branch	2.12	1.14	6.07	2.17	12.95	4.15	2.30	0.71	23.44	8.71
5. Sonali Bank Eliotgonj Branch	0.62	0.14	0.35	0.15	3.42	1.62	0.95	0.27	5.34	2.18
6. Sonali Bank Gouripur Bazar Branch	226	100	158	67	907	301	104	75	1455	543
7. Sonali Bank Daudkandi Branch	38	13	15	8	14	7	12	2	79	30
8. Krishi Bank Masimpur Branch	11.88	29.14	7.48	13.42	8.78	707	5.88	14.62	34.02	64.25
9. Krishi Bank Daudkandi Branch	23.98	38.13	37.33	124.18	18.61	15.76	15.99	34.11	95.22	212.18
10. Krishi Bank Nayer Bazar Branch	11.74	68.70	13.61	7.00	25.93	5.76	3.77	10.56	55.05	92.02
11. Krishi Bank Juranpur Branch	0.12	5.01	12.02	15.95	13.23	15.42	16.17	22.83	51.54	59.26
Total	316.27	256.78	254.81	241.38	1577.68	1190.81	226.62	162.77	2599.52	1267.69
Percentage	81.20		94.72		75.47		71.82		48.76	

Source : Upazila Agriculture Office, Daudkandi.

Table 8.4 shows that in Daudkandi upazila a total amount of Tk. 2599.52 lakh was disbursed against which Tk. 1267.69 lakh was recovered during the same period, the rate of recovery being 48.76%.

(d) Agricultural Extension Service at Upazila Level :

Before the introduction of the upazila system, agricultural extension activities in the field of agriculture were undertaken by the officers and staff belonging to the Department of Agricultural Extension posted at the thana level. The following officers were engaged in the extension activities at the thana level prior to the upazila system.

- (i) Thana Extension Officer (1)
- (ii) Thana Agriculture Officer (1)

These officers were assisted by Plant Protection Assistant and other supporting staff such as Union Agricultural Assistant (UAA), Gram Krishi Karmi etc. For agricultural inputs and services, the following officers of BADC also worked at the thana level :

- 1. Seed Inspector (1)
- 2. Fertilizer Inspector (1)
- 3. Unit Officer (1)
- 4. Sub-unit Officer (2)
- 5. Sectional Officer (S.O.) (1)
(STW)
- 6. Sectional Officer (S.O.) (1)
(DTW)

They were assisted by supporting staff. The principal task before BADC officials was to ensure procurement and distribution of inputs to the farmers. With the creation of upazila system, both agricultural extension and input supply and service have been brought under the control of UAO. As per organogram of Upazila Parishad, the office of UAO consists of two wings : (i) agriculture extension wing and (ii) input supply and service wing. Subsequently input supply and service wing was taken out of the office of UAO.

Manpower Position in Agricultural Extension Service at Upazila Level.

The manpower position of agricultural extension service at Mirzapur, Wazirpur, Nageswari and Daudkandi is presented in Table-9.

Table-9
Staffing of Agricultural Extension Service at the Study Upazilas

Name of Post	Mirzapur		Wazirpur		Nageswari		Daudkandi	
	Sanctioned Strength	In position Strength	Sanctioned Strength	In position	Sanctioned strength	In position	Sanctioned strength	In position
1. Upazila Agriculture Officer	1	1	1	1	1	1	1	1
2. Addl. Agriculture Officer	1	1	1	*	1	1	1	1
3. Subject Matter Officer (SMO)	1	1	1	**	1	1	1	1
4. Asstt. Agriculture Extension Officer	1	1	1	1	1	1	1	1
5. Jr. Agriculture Extension Officer	1	1	1	1	1	1	1	1
6. Plant Protection Inspector	1	1	1	1	1	1	1	1
7. Sprayer Mechanic	1	1	1	1	1	****	1	1
8. Plant Protection Makaddam	2	2	2	2	2	2	2	2
9. Head Asstt. Cum Accountant	1	1	1	1	1	1	1	1
10. L. D. A-Cum-Typist	2	2	1	1	1	1	2	1
11. MLSS	4	4	1	1	1	1	1	1
12. Block Supervisors	36	36	32	17 ***	48	48	61	61
13. Office Guard	-	-	1	1	1	1	2	1
Total	52	52	45	28	61	60	76	74

Source : Upazila Agriculture Offices of Study Upazilas.

* = Vacant for a long time.

** = Posting orders are there but did not joined.

= 15 posts of Block Supervisors have been vacant for a long time.

** = Retired on 29.4.91 (Now vacant)

Table-9 shows that sanctioned strength in agricultural extension service at Mirzapur is 52 against which all are in position. It is a good indication that there is no vacant position at Mirzapur. On the other hand, at Wazirpur sanctioned post in Agricultural Extension Service is 45 but only 28 persons are in position (62.22%). In Nageswari Upazila sixty officials are in position against the sanctioned strength of 61, while 74 officials are in position against the sanctioned strength of 76 in Daudkandi.

Salaries and Allowances of Agricultural Extension Officials

The expenditure for salaries and allowances of agricultural officials at the study upazilas have been presented in the table-10. In all the study upazilas there was gradual increasing trends of total expenditure of salaries and allowances of agricultural extension officials. At Mirzapur total expenses were Tk.15.32 lakh in 1987-88 which stood at Tk. 19.73 lakh in 1989-90 which (28.79% increase). On the other han, at Wazirpur total expenses were Tk. 12.12 lakh in 1986-87 which rose to Tk.15.64 lakh in 1989-90 (29.04% increase). In Nageswari and Daudkandi the rate of increase of expenditure for salaries and allowances of agricultural extension officials were 75.19% and 88.35% respectively during the period 1986-87 to 1989-90.

Table-10
Salaries & Allowances of Agricultural Extension Officials at Study Upazilas

						(in "000" taka)
Items/ Upazila & Year		Salary for officers	Salary for employees	Allowances	Other expenses	Total
Mirzapur	1986-87	-	-	-	-	-
	1987-88	98	718	692	24	1,532
	1988-89	107	798	762	12	1,679
	1989-90	122	851	964	36	1,973
Wazirpur	1986-87	49	682	467	14	1,212
	1987-88	75	633	584	17	1,309
	1988-89	77	763	665	18	1,523
	1989-90	74	706	775	9	1,564
Nageswari	1986-87	51	607	497	13	1,169
	1987-88	53	647	539	21	1,260
	1988-89	93	753	800	13	1,659
	1989-90	114	862	1060	12	2,048
Daudkandi	1986-87	66	648	435	61	1,210
	1987-88	113	740	631	95	1,579
	1988-89	110	810	698	99	1,717
	1989-90	123	981	1,068	107	2,279

Source : Upazila Agriculture Office at Study Upazilas.

Staffing of BADC

Staffing of BADC (seeds and irrigation) at study upazilas is presented in table-11. At Mirzapur total sanctioned strength of BADC was 37 but 31 persons were in position. On the other hand at Wazirpur total sanctioned strength was 13 against which all were in position. Details are given in table-11.

Table-11
Staffing of BADC (Seeds & Irrigation) at Study Upazilas

Name of Post	Mirzapur		Wazirpur		Nageswari		Daudkandi	
	Sanctioned	In position	Sanctioned	In position	Sanctioned	In position	Sanctioned	In position
Irrigation:								
1. Senior Sub-Assistant Engineer	3	2	-	-	1	1	3	3
2. Sub-Assistant Engineer	2	2	1	1	*	-	3	3
3. Store Keeper-cum-clerk	3	1	3	3	1	1	6**	4
4. Mechanic	5	5	3	3	*-	2	*-	9
5. Assistant Mechanic	14	15	-	-	1	5	*-	13
6. MLSS / Peon	3	2	1	1	1	1	3	3
7. Darwan	4	2	3	3	1	1	4	4
Seeds:								
8. Upazila Seed Inspector	1	1	1	1	1	1	1	1
9. Store Keeper	1	1	-	-	1	-	1	1
10. Darwan	1	1	1	1	1	1	1	1
Total	37	31	13	13	8	13	22	42

Source : BADC offices of study upazilas.

** Storekeeper sanctioned strength 3, in position 2, clerk sanctioned strength 3, in position 2,

* Not known.

(e) Status of Agricultural Productivity in the Study Upazilas :

In this section an attempt has been made to look at cultivated land and production scenario during the period under study information in Mirzapur, Wazirpur, Nageswari and Daudkandi upazila.

Cultivated Land and Production by Major Crops

Tables-12.1, 12.2, 12.3 and 12.4 show trend of cultivated land and production of major crops in Mirzapur, Wazirpur, Nageswari and Daudkandi respectively.

Table-12.1
Cultivated Land & Production by Major Crops at Mirzapur Upazila during 1988-90(in calender year)

Major crops	1988		1989		1990	
	Land (Acres)	Production (Ton)	Land (Acres)	Production (Ton)	Land (Acres)	Production (Ton)
1. Aus : Local	16,930	9,480	16,260	5,913	16,930	9,480
HYV	558	664	1,490	834	558	664
2. B. Aman	18,950	11,749	17,224	4,882	17,790	
T. Aman : Local	3,052	2,289	10,875	4,447	3,156	
HYV	8,325	13,890	3,750	4,067	7,360	
3. Boro : Local	767	335	-	-	459	381
HYV	33,860	40,015	-	-	36,597	79,457
Total Rice	82,442	78,422	49,599	20,143	82,850	
4. Wheat	7,500	6,818	-	-	3,502	2,292
5. Potato	2,700	9,455	-	-	1,370	8,816
Total Food Grain	92,642	94,695	49,599	20,143	87,722	
6. Mustard	6,975	1,376	-	-	7,299	1,329
7. Jute : Deshi	2,500	1,306	4,630	2,333	5,150	384
Tosha	1,858	1,318	2000	1,344	2,520	1,975
Total Agricultural Production	1,03,975	98,695	56,229	23,820	102,601	

Source : Upazila Agriculture Office, Mirzapur

Table-12.1 shows fluctuating trend of cultivated land and production of major crops in Mirzapur in 1988, 1989 and 1990. Both area and production HYV Aus, Aman shows ups and down, while area and production of Boro HYV showed upward trend.

Important

Output has been increased in the study period

Table-12.2
Cultivated Land & Production by Major Crops at Wazirpur Upazila during 1987-88 to 1989-90

Major Crops	1986-87		1987-88		1988-89		1989-90	
	Land in acre	Production in ton	Land in acres	Production in ton	Land in acres	Production in ton	Land in acres	Production in ton
1. Aus: Local	18,600	8,720	17,520	5,191	17,520	7,918	9,860	4,370
HYV	1,580	1,365	2,200	1,955	2,200	1,589	1,200	1,075
2. B. Aman	12,000	4,147	11,420	3,383	11,420	4,263	5,815	2,652
T. Aman: Local	18,000	8,888	2,020	854	11,650	5,218	12,500	6,875
HYV	3,300	3,264	*(11,650) 1,800 *(4,650)	1,866	4,650	4,513	4,880	5,884
3. Boro : Local	925	571	1,127	612	1,100	495	2,000	896
HYV	4,142	5,625	5,990	8,134	17,000	21,675	14,000	14,075
Total Rice	57,547	32,580	42,077	21,995	65,540	45,671	50,255	35,627

Source : Upazila Agriculture Office, Wazirpur

* Indicate actual cultivated land. Later most of the land & production become damaged during 1988 flood.

In table-12.2 cultivated land and production by major crops at Wazirpur Upazila 1986-87 to 1989-90 are shown. In this upazila both area and production of HYV Aus, Aman and Boro shows ups and down during the period under study.

output has been increased in the study period

Table-12.3
Cultivated Land & Production by Major Crops at Nageswari Upazila during 1987-88 to 1989-90

Major Crops	1986-87		1987-88		1988-89		1989-90	
	Land in acre	Production in ton	Land in acres	Production in ton	Land in acres	Production in ton	Land in acres	Production in ton
1. Aus : Local	28,500	28,500	32,230	14,504	30,504	21,164	37,670	26,105
HYV	3,750	5,625	7,935	7,006	9,470	10,351	8,330	9,105
2. B. Aman	-	-	-	-	-	-	-	-
T. Aman : Local	37,547	28,536	35,278	33,514	34,398	33,022	33,985	32,626
HYV	19,385	29,220	23,450	35,118	22,550	30,252	23,701	32,589
3. Boro : Local	1,819	2,046	1,750	2,210	2,355	2,699	3,625	3,480
HYV	6,904	11,046	7,910	14,064	13,363	22,450	14,850	28,512
Total Rice	97,905	104,973	108,553	106,416	112,676	119,938	122,161	132,417
4. Wheat	9,125	5,880	6,450	4,288	7,368	4,753	7,520	4,694
5. Potato	475	2,126	405	2,003	1,100	5,775	1,400	4,970
Total Food Grain	107,505	112,979	115,408	112,707	121,144	130,466	131,081	142,081
6. Mustard	2,875	978	2,005	722	2,266	850	2,450	849
7. Jute : Deshi	2,900	1,668	2,050	1,179	2,675	1,597	2,500	1,438
Tosha	2,240	1,736	2,640	2,046	2,075	1,639	2,750	2,131
Total Agricultural Land & Production	115,520	117,361	122,103	116,654	128,160	134,552	138,781	146,499

Source : Upazila Agriculture Office, Nageswari.

In Nageswari there is a secular positive trend in respect of cultivate land and production by major crops. Total cultivated land under agricultural production was 115,520 acres in 1986-87 which increased to 138,781 acres in 1989-90 (20.14% increase) and production increased from 117,361 tons in 1986-87 to 146,499 tons in 1989-90 (24.83% increase).

*output has been increased
in the study time*

output has been increased in the study
period

Table-12.4
Cultivated Land & Production by Major Crops at Daudkandi Upazila during 1987-88 to 1989-90

Major Crops	1986-87		1987-88		1988-89		1989-90	
	Land in acre	Production in ton	Land in acres	Production in ton	Land in acres	Production in ton	Land in acres	Production in ton
1. Aus : Local	9,410	3,711	5,061	1,771	5,816	3,200	4,100	2,024
HYV	136	118	81	81	434	325	650	585
2. B. Aman	44,010	17,163	42,018	19,373	43,500	920*	33,000	16,500
T. Aman : Local	2,205	1,177	484	146	-	-	1,900	1,416
HYV	470	508	106	26*	-	-	350	388
3. Boro : Local	1,764	1,489	1,535	1,514	2,020	931	700	431
HYV	19,674	28,731	23,785	36,393	30,035	46,327	33,000	44,811
Total Rice	77,669	52,897	73,070	59,304	81,805	51,703	73,700	66,155
4. Wheat	21,050	9,262	15,230	8,018	16,695	15,585	14,865	5,137
5. Potato	9,260	55,992	14,145	108,684	10,130	54,969	10,700	59,898
Total Food Grain	107,979	118,151	102,445	176,006	108,630	122,257	99,265	131,190
6. Mustard	4,239	1,818	3,080	997	3,742	1,176	5,200	2,629
7. Jute : Deshi	4,293	2,700	3,067	2,480	2,945	1,735	3,650	2,452
Tosha	18	12	60	18	171	40	150	129
Total Agricultural Land & Production	116,529	122,581	108,652	179,501	115,488	125,208	108,265	136,400

*Crop damaged due to flood.

Source : Upazila Agriculture Office, Daudkandi

In Daudkandi Upazila the land and production of major crops showed ups and downs over the years (table 12.4).

Table-13
Yield Per Acre by Major Crops in Sample Upazila

Sector		(Ton per Acre)															
		1986-87				1987-88				1988-89				1989-90			
		M. Pur	W. Pur	Nages.	D. Kan	M. Pur	W. Pur	Nages.	D. Kan	M. Pur	W. Pur	Nages.	D. Kan	M. Pur	W. Pur	Nages.	D. Kan
1.	Aus : Local HYV		0.47 0.87	0.39 0.87	1.00 1.50	0.36 0.56	0.30 0.89	0.35 1.00	0.45 0.88	0.56 1.19	0.45 0.72	0.55 0.75	0.69 1.09	0.56 1.19	0.44 0.90	0.49 0.90	0.69 1.09
2.	B. Aman T. Aman : Local HYV		0.35 0.49 0.99	0.39 0.53 1.08	- 0.76 1.51	0.28 0.41 1.08	0.30 0.42 1.04	0.46 0.30 0.25*	- 0.95 1.50	0.62 0.75 1.67	0.37 0.45 0.97	0.02* - -	- 0.96 1.34		0.46 0.55 1.21	0.50 0.75 1.11	- 0.96 1.38
3.	Boro : Local HYV		0.62 1.36	0.84 1.46	1.12 1.60		0.54 1.36	0.99 1.53	1.26 1.78	0.44 1.18	0.45 1.28	0.46 1.54	1.15 1.68	0.83 2.17	0.45 1.01	0.62 1.36	0.96 1.92
4.	Wheat			0.44	0.64			0.53	0.66	0.91		0.93	0.65	0.65		0.35	0.62
5.	Potato			6.05	4.48			7.68	4.95	3.50		5.43	5.25	6.44		5.60	3.55
6.	Mustard			0.43	0.34			0.32	0.36	0.20		0.31	0.38	0.18		0.51	0.35
7.	Jute : Deshi Tosha			0.63 0.67	0.58 0.78	0.50 0.67		0.81 0.30	0.58 0.78	0.52 0.71		0.59 0.23	0.60 0.79	0.56 0.78		0.67 0.86	0.58 0.77

* Crop damaged due to flood.

About the yield per acre in the study upazilas during 1986-87 to 1989-90 the table 13 does not represent any sharp increasing or decreasing trends, more or less the data are fluctuating in its trends. The highest production rate of Aus HYV is 1.50 ton/acre in 1986-87 at Nageswari upazila with comparison to study upazilas during 1986-87 to 1989-90 and the minimum production rate is 0.56 ton/acre at Mirzapur in 1987-88. In case of HYV T. Aman & HYV Boro the production rate at Nageswari is higher than those of other upazilas throughout the years presented in the table except in case of T. Aman HYV at Mirzapur in 1988-89 where the highest rate is 1.67 ton/acre and in case of Boro HYV at Mirzapur in 1989-90, where the highest rate is 2.17 ton/acre. Considering all the datas with relation to the rice in general, the overall per acre production rate of rice is higher than those of other upazilas throughout the years presented in the table.

In case of wheat Daudkandi possess maximum yield (0.93 ton/acre) in 1988-89 also minimum yield 0.35 ton/acre in 1989-90 with comparison to other upazilas throughout the years presented in the table. In case of potato highest per acre production in tons possess Daudkandi upazila.

Table-14
Cropped Area by Type

							(in "000" acres)
Upazila	Total Area	Cropped Area by Type			Net Area Cultivated	Gross Area Cultivated	Intensity of Cropping %
		Single	Double	Triple			
Mirzapur	92	14	43	19	76	157	207
Wazirpur	61	13	17	15	45	92	204
Nageswari	103	13	49	15	77	156	203
Daudkandi	93	7	54	9	70	142	203

In these upazilas types of cultivated land are single, double and triple cropped area. In Mirzapur, Nageswari and Daudkandi significant portion of land were cultivated twice. The intensity of cropping in Mirzapur, Wazirpur, Nageswari and Daudkandi are 207%, 204%, 203% and 203% respectively.

CHAPTER - III

PROJECT SPECIFIC FINDINGS

One of the major objectives of the study was to assess the impact of some selected agricultural development projects undertaken by the Upazila Parishads on the beneficiaries. This has been done by taking opinion of two categories of respondents: (a) beneficiaries of the projects and (b) officers responsible for planning and implementation of projects. Observation reports by the researchers in the form of cases are given in annexure-

i) Socio-economic Background of the Beneficiaries

In total 89 beneficiaries of the above 13 projects 49 from Mirzapur and 40 from Wazirpur were interviewed by administering questionnaire. Baseline information about the beneficiaries is presented below :

Age composition of the beneficiaries: This information is presented in Table-16.

Table-16
Age Composition of Project Beneficiaries

Age Composition (in years)	Mirzapur		Wazirpur	
	No. of Respondents	Percentage	No. of Respondents	Percentage
15-19	1	2.04	2	5.00
20-24	6	12.24	2	5.00
25-29	6	12.24	7	17.50
30-34	3	6.12	3	7.50
35-39	8	16.32	6	15.00
40-44	4	8.16	3	7.50
45-49	6	12.24	3	7.50
50-54	3	6.12	7	17.50
55-59	6	12.24	3	7.50
60-64	5	10.20	3	7.50
65 and above	1	2.04	1	2.50
Total	49	100.00	40	100.00

Source : Sample Survey

It is evident from table-15 that age of the project beneficiaries ranged from 15 to 65 years and above. About half of the 12 respondents was below 40 years in both Mirzapur and Wazirpur upazilas.

Principal Occupation and Educational Qualification

Agriculture, business and service constituted three principal occupations of the respondents. Of these categories, agriculture was the predominant one, being about 86% and 78% of all principal occupations of the respondents in Mirzapur and Wazirpur respectively. (Table-17)

According to UNESCO, reading a letter by a person is the indicator of literacy. Majority of the respondents, about 55% in Mirzapur and 40% in Wazirpur were found to be illiterate. This was followed by the of respondents having primary education. Only 2% and 5% of respondents were graduate in Mirzapur and Wazirpur respectively (Table-17).

Table-17
Educational Qualifications and Principal Occupations of the Beneficiaries

Educational Qualification	Mirzapur					Wazirpur				
	Agri	Business	Service	Total	Percentage	Agri	Business	Service	Total	Percentage
Illiterate	27	-	-	27	54.72	15	1	-	16	40.00
Primary	10	1	-	11	22.44	11	2	-	13	32.50
Secondary	4	1	1	6	12.14	5	2	-	7	17.50
Higher Secondary	1	1	2	4	8.16	-	-	2	2	5.00
Graduate	-	-	1	1	2.04	-	-	2	2	5.00
Total	42	3	4	49	100.00	31	5	4	40	100.00
Percentage	85.7	6.12	8.16	-	100.00	77.5	12.5	10.00	-	100.00

Source : Sample Survey

Ownership of agricultural land

According to with the Fourth Five Year Plan 1990-95, farmers may be divided into the following categories : (i) small farmers (0.0-1.5 acres of land), (ii) medium farmers (1.5-5.0 acres of land), (iii) large farmers (5.0-10.0 acres of land) and (iv) very large farmers (more than 10 acres of land).

The majority of the respondents were small farmers since 61% in Mirzapur and about 58% in Wazirpur belonged to this category. They were followed by medium farmers being 29% and 32% in Mirzapur and Wazirpur respectively. Only a small portion of all respondents (4% in Mirzapur and 5% in Wazirpur) constituted very large farmers. Detailed information is presented in Table-18.

Table-18
Ownership of Agricultural Land by the Beneficiaries

Size of Agri. Land (in decimals)	Mirzapur		Wazirpur	
	No. of Respondents	Percentage	No. of Respondents	Percentage
0-50	10	20.41	12	30.00
50-100	15	30.6	2	5.00
100-150	5	10.2	9	22.50
150-300	11	22.48	8	20.00
300-400	3	6.12	3	7.50
400-500	-	-	2	5.00
500-1000	3	6.12	2	5.00
Above 1000	2	4.08	2	5.00
Total	49	100.00	40	100.00

Source : Sample Survey

In Mirzapur rice, jute, wheat, mustard and potato are major crops, while in Wazirpur the principal crops are rice and jute.

ii) Participation in Planning and Implementation of Agricultural Development Projects

Regarding the existence of the projects studied, all the respondents in both upazilas expressed their unanimity about the existence of the projects.

a. **Project Identification**

Identification of development projects is the first step in project planning. For sound project planning and implementation, involvement of prospective project beneficiaries is essential. The project beneficiaries were asked as to whether they were communicated at the stage of identification. 59% and 70% of the respondents in Mirzapur and Wazirpur respectively replied in the affirmative. The channel of communication were :

- (i) UP chairmen and members (20.4% in Mirzapur & 40% in Wazirpur)
- (ii) Upazila Agriculture Officials (10.20% in Mirzapur and 20% in Wazirpur)
- (iii) Village youths (10.20% in Mirzapur and 10% in Wazirpur)
- (iv) Upazila Parishad Chairman (14.28% in Mirzapur) and
- (v) Primary school teachers (4.08% in Mirzapur)

Detailed information is presented in Table-19.

Table-19
Media of Communication to the Beneficiaries at the time of Project Identification

Media of Communication	Mirzapur		Wazirpur	
	No. of Respondents	Percentage	No. of Respondents	Percentage
1. Through UP chairmen and Members	10	20.40	16	40.00
2. Through Upazila Agriculture Officials	5	10.20	8	20.00
3. Through Village Youths	5	10.20	4	10.00
4. Through Upazila Parishad Chairman	7	14.28	-	-
5. Through Primary School Teachers	2	4.08	-	-
6. Not Communicated	20	40.84	12	30.00
Total	49	100.00	40	100.00

Source : Sample Survey.

The majority of the respondents (80% in Mirzapur and 60% in Wazirpur) expressed the view that the projects were taken up on the basis of their recommendations either in writing, orally or through meetings with Union Parishad members and Chairmen and the concerned officials of the Parishad. The reasons for their recommendations are both for deriving immediate benefits and long-term benefits.

For designing projects, Upazila Engineers were found to visit project sites followed by Upazila Agriculture Officers. Other Upazila Officers, Upazila Parishad Chairmen and Block Supervisors also visited the spot. Detailed information is presented in Table-20.

Table-20
Opinion of Beneficiaries about the Project Design

Officials visited for Project Design	Mirzapur	Wazirpur
	No. of Respondents	No. of Respondents
1. Upazila Engineer	15	9
2. Upazila Agriculture Officer	7	10
3. Upazila Chairman	4	2
4. Other Upazila Officers	13	4
5. Block Supervisors	2	1
None visited	7	8
Not known	8	10
No reply	7	1
Total	63	45

Source : Sample Survey

N.B.- Multiple responses recorded.

Project Implementation

Participation of the beneficiaries in project implementation is essential for successful completion of projects. 49% of the beneficiaries in Mirzapur and 38% in Wazirpur participated in the implementation of the projects. On the other hand, 43% of the beneficiaries in Mirzapur and 60% in Wazirpur did not participate (Table-21).

Table-21
Participation of the Beneficiaries in Project Implementation

Participation in Implementation	Mirzapur		Wazirpur	
	No. of Respondents	Percentage	No. of Respondents	Percentage
Yes	24	48.97	15	37.50
No	21	42.85	24	60.00
No reply	4	8.16	1	2.50
Total	49	100.00	40	100.00

Source : Sample Survey.

Participation took the form of supervision, direct work and cooperation in implementation of the projects. Where participation of the beneficiaries were not there, implementation was carried out through village youths, contractors, Union Parishad Chairmen and members.

Most of the beneficiaries (76% in Mirzapur and 63% in Wazirpur) did not face any problem in project implementation stage. Others mentioned the following problems : (i) land related problems (land acquisition), (ii) inadequate availability of inputs and (iii) internal conflicts within Union Parishad. Details may be seen in Table-22.

Table-22
Problems Encountered during Project Implementation

Problems	Mirzapur		Wazirpur	
	No. of Respondents	Percentage	No. of Respondents	Percentage
1. Land related problems	6	12.24	3	7.50
2. Inadequate availability of inputs	3	6.12	6	15.00
3. Internal conflict within UP	-	-	5	12.50
4. No reply	3	6.12	1	2.50
5. No problem	37	75.52	25	62.50
Total	49	100.00	40	100.00

The respondents suggested some measures for solving the problems. The suggested measures are : (i) through discussion, (ii) through procurement of inputs and (iii) assurance given by Project Implementation Committee (Table-23).

Table-23
Methods of Solving Project Implementation Problems.

Methods of Solving Problems	Mirzapur		Wazirpur	
	No. of Respondents	Percentage	No. of Respondents	Percentage
1. Through discussion	3	6.12	15	37.50
2. Assurance given by Project Implementation Committee	4	8.16	4	10.00
3. Through procurement of inputs	3	6.12	4	10.00
4. Not applicable	37	75.50	10	25.00
5. No reply	2	4.08	7	17.50
Total	49	100.00	40	100.00

Source : Sample Survey.

As regards the nature of project implementation, a large number of respondents (39% in Mirzapur and 43% in Wazirpur) opined that the projects were implemented in time, while 12% in Mirzapur and 48% in Wazirpur stated that the implementation was delayed (Table-24).

Table-24
Opinion of Beneficiaries Regarding Timely Implementation of Projects

Project Implementation	Mirzapur		Wazirpur	
	No. of Respondents	Percentage	No. of Respondents	Percentage
1. Timely implementation	19	38.80	17	42.50
2. Delayed implementation	6	12.24	19	47.50
3. Not known	18	36.72	2	5.00
4. On-going	6	12.24	2	5.00
Total	49	100.00	40	100.00

Source : Sample Survey.

iii) Benefits from the Projects

Almost all the respondents expressed the view that they derived benefits from the projects. The benefits accrued from all the 13 projects in two upazilas fall in the categories of (i) increased production, (ii) increased employment, (iii) better service, (iv) better communication and better irrigation and drainage facilities. The maximum benefit was gained in production of crops (HYV) through increased irrigation, extension work etc. (Table-25).

Table-25
Opinion of Beneficiaries about the Nature of Project Benefits

Benefits	Mirzapur		Wazirpur	
	No. of Respondents		No. of Respondents	
1. Production	39		25	
2. Employment	3		11	
3. Service	7		9	
4. Communication	6		13	
5. Irrigation & Drainage	1		16	
6. No benefit	1		4	
Total	57		78	

Source : Sample Survey.

N. B.- Multiple responses recorded.

iv) Extension Work

Extension plays an important role in increasing productivity of the farmers. This is why Agriculture (Extension) has been made a transferred subject of the Upazila Parishad. The extension work is undertaken through Training and Visit (T&V) System. Under this system the Block Supervisors who are the grassroot level extension agents play an important role in the process of transfer of modern seed-fertilizer-irrigation technology to the farmers. It appears from their tour diary that BS and VFA pay regular visits to the farmers' fields. But what do the farmers say about the BS and livestock workers? About 59% of the beneficiaries in Mirzapur and 38% in Wazirpur have not known and seen the BS and VFA. 37% in Mirzapur and 38% in Wazirpur have either known them by name or seen (Table-26).

Table-26
Beneficiaries Opinion on the Identification of BS and VFA

Identification of BS/ VFA	Mirzapur		Wazirpur	
	No. of Respondents	Percentage	No. of Respondents	Percentage
1. Known & seen	18	36.74	15	37.50
2. Not known & not seen	29	59.18	23	57.50
3. No reply	2	4.08	2	5.00
Total	49	100.00	40	100.00

Source : Sample Survey.

About 60% of the respondents who knew BS and VFA opined that they (respondents) were not in good terms with them because they did not maintain any contact with them. The remaining respondents (40%) gave opinion in favour of BS and VFA since they gave them advice on soil preparation, application of fertilizer and insecticides, rearing of crops, training preventive and curative measures for livestock.

v) Nature and Availability of Inputs

Agricultural inputs such as seed, fertilizer, insecticides, irrigation and credit are essential for agricultural upliftment. The nature of these inputs included both improved and local variety. In respect of fertilizer, insecticides, irrigation improved method/variety was used because of their timely availability, while seed was mostly in local character. Most of the beneficiaries could not take credit because it was not available in time. Moreover, there were procedural complexities. Detailed information is presented in Tables-26.1 & 26.2.

Table-26.1
Opinion of Beneficiaries regarding Nature and Availability of Inputs in Mirzapur

Input	Nature of Inputs			Availability of Input		
	Improved	Local-Not taken	Total	In time	Not in time	Total taken
Seed	44	32	76	47	-	47
Fertilizer	46	1	47	47	-	47
Insecticides	44	3	47	46	1	47
Irrigation	44	-	44	41	3	44
Credit	2	43	45	2	43	45
Total	180	79	259	183	47	230

Source : Sample Survey.

N.B- Multiple responses recorded.

Table-26.2
Opinion of Beneficiaries regarding Nature and Availability of Inputs in Wazirpur

Input	Nature of Inputs			Availability of Input		
	Improved	Local-Not taken	Total	In time	Not in time	Total taken
Seed	-	26	26	20	-	20
Fertilizer	15	9	24	26	-	26
Insecticides	14	12	26	19	1	20
Irrigation	23	2	25	18	7	25
Credit	10	15	25	1	5	6
Total	62	64	125	84	13	97

Source : Sample Survey.

N. B.- Multiple answers available.

vi) **Training received and Training Needs Identification by the Beneficiaries**

Most of the beneficiaries (90%) in Mirzapur and 80% in (Wazirpur) did not receive any training. The remaining beneficiaries received training in (i) improved cultivation practice, (ii) driving irrigation equipments, (iii) disease control and (iv) animal rearing. The training organizations include both government and NGOs. Government organisations were Department of Agricultural Extension, BRDB, BADC, while NGOs included BRAC and CCDB. The duration of the training ranged from 1 day to 3 months. NGOs imparted training in farmers' fields, while government organisations imparted training mostly in class rooms (Table-27)

Table-27
Training received by Beneficiaries

Field of training	Mirzapur		Wazirpur	
	No. of respondents	Percentage	No. of respondents	Percentage
1. Improved cultivation practice	4	8.16	5	12.50
2. Driving irrigation equipments	-	-	2	5.00
3. Pest control	1	2.04	-	-
4. Animal rearing	-	-	1	2.50
5. No training	44	89.80	32	80.00
Total	49	100.00	40	100.00

Source : Sample Survey.

Identification of Training Needs

Most of the beneficiaries felt training needs. The fields of training identified by them included (i) crop rearing, (ii) pest control, (iii) production oriented, (iv) preparing land for cultivation and (v) fertilizer application. Detailed information is presented in Table-28.

Table-28
Training Needs Identified by Beneficiaries

Identification of Training Needs	Mirzapur	Wazirpur
	No. of respondents	No. of respondents
1. Crop rearing	30	12
2. Pest control	8	5
3. Production oriented	4	15
4. Preparing land for cultivation	15	6
5. Fertilizer application	3	8
6. No reply	4	1
7. No training need	8	4
Total	72	51

Source : Sample Survey.

N.B.- Multiple responses recorded.

vii) Problems of Agricultural Development

It is pertinent to examine the impact of the upazila system on agricultural development of Bangladesh. For project planning and implementation, Upazila Parishads have been given authority. But they are faced with a number of problems. The findings of the study reveal the following problems : (i) shortage of funds, (ii) little involvement of the project beneficiaries, (iii) conflict between representatives of the people and upazila officers, (iv) inadequate monitoring and supervision of projects by upazila officials, (v) official complication in getting credit, (vi) inadequate availability of inputs in the market and (vii) lack of training of officials etc (Table-29).

Table-29
Problems of Agricultural Development : Opinion of Beneficiaries

Problems	Mirzapur	Wazirpur
	No. of respondents	No. of respondents
1. Shortage of funds in agriculture sector	15	7
2. Little involvement of project beneficiaries in planning and implementation	10	4
3. Conflict between people's representatives and officers	5	6
4. Lack of adequate monitoring and supervision by Upazila Officials	3	5
5. Official complication in getting agricultural credit	14	12
6. Inadequate availability of inputs in the market	10	9
7. Lack of training of officials	5	4
8. Impure insecticides	-	8
9. No problems	3	1
Total	65	56

N. B. - Multiple answers recorded.

The suggestions offered by the beneficiaries for development of agriculture are presented in Table- 30.

Table-30
Suggestions of Beneficiaries for Agricultural Development

Suggestion	Mirzapur	Wazirpur
	No. of respondents	No. of respondents
1. Adequate supply of inputs	7	16
2. Training in modern technology	6	3
3. Spread of modern technology	2	-
4. Increase of allocation in agriculture	10	7
5. More involvement of beneficiaries in planning and implementation	7	5
6. Better coordination between people's representatives and officers	3	5
7. Regular monitoring and supervision by officials	-	-
8. Control of Upazila Parishad over inputs	-	7
9. Providing easy credit to needy farmers	10	8
10. Resource mobilization at Upazila Level	2	3
11. No suggestion	3	1
Total	53	50

Source : Sample Survey.

N. B.-Multiple responses recorded.

(b) **Opinion of Upazila Officers responsible for Planning and Implementation of Development Projects**

A total of 15 officers (6 in Mirzapur and 9 in Wazirpur) responsible for planning and implementation of upazila development projects were interviewed by administering questionnaire. They offered their opinion about the planning process and their involvement in planning and implementation of development projects. Their opinions are given below:

a. Existence and nature of upazila development plan

Asked about the existence of upazila development plans, all the officers replied in the affirmative. But all of them stated that they prepared only short-term development plans (one year duration).

b. Objectives of upazila development plan

The officers interviewed mentioned the following specific objectives of upazila development plans with special reference to agriculture sector :

- i) Socio-economic development of the upazila
- ii) Overall agricultural development
- iii) Reduction of unemployment problem
- iv) Improvement of communication system
- v) Adoption of improved technology
- vi) Plantation of more trees

c. Involvement of upazila officers in project planning and implementation

The officers interviewed for the purpose of the study stated that they were involved in the following stages of planning and implementation of agricultural development projects:

- i) Preparing UPP
- ii) Scrutinizing the projects
- iii) Providing technical advice
- iv) Implementing the approved projects
- v) Monitoring and supervising the projects.

The officers performed the above functions in their capacities as members of the Upazila Parishad, members of Project Selection Committee and Project Implementation Authority / Committee etc.

d. Problems faced by the officers in managing agricultural development projects

The officers pointed out the following major problems in managing upazila agricultural development projects:

- i) Lack of adequate funds
- ii) Pressure from different quarters regarding project *selection and* implementation
- iii) Not taking projects on priority basis in all cases
- iv) Lack of availability of required inputs
- v) Delay in release of funds
- vi) Not involving the concerned officers in project implementation
- vii) Conflict between people's representatives and the officers
- viii) Lack of regular monitoring and supervision of projects
- ix) Dualism in accounting system

e. Suggestions of the officers for solving the problems faced in managing agricultural projects

1. Increasing allocation in agriculture sector
2. Coordination between people's representatives and officers
3. Increasing the supply of agricultural inputs
4. Taking projects in consultation with the project beneficiaries
5. Controlling political pressure
6. Regular monitoring and supervision of development projects
7. Unified accounting system
8. More demonstration and training facilities
9. Control of Upazila Parishad over supply of agricultural inputs.

CHAPTER - IV

CONCLUSION AND RECOMMENDATIONS

The study made an attempt to analyse the implications of the introduction of the upazila system for agricultural development of Bangladesh. The major findings of the study are discussed below :

- 1) In all the upazilas studied records were not found to be properly maintained. Although there is a provision in the guidelines issued by the Planning Commission for allocating fund for undertaking survey, no survey was undertaken by the Upazila Parishads for generating data for planning and implementation of development projects.
- 2) None of the upazilas prepared five-year development plan. Annual Upazila Development Programme (AUDP) was prepared by the Parishad on the availability of funds from the national government. Neither objectives nor strategies of AUDP were mentioned. Moreover, the guidelines issued by the Planning Commission were not properly followed. In allocating funds the trend was noticed in assigning priority to unionwise allocation rather than sectorwise investment. The highest sectoral allocation as well as expenditure was made in the transport and communication sector. A declining trend was observed in allocation of fund to agriculture sector during the period 1986-87 to 1989-90. In agriculture the highest expenditure was incurred in irrigation sub-sector which mainly included construction of drainage culverts.
- 3) Upazila Parishads did not prepare project proposals in the prescribed Upazila Project Proforma.
- 4) There was no technical or economic appraisal of projects. Political consideration got precedence over technical and economic considerations in the selection of projects

- 5) The majority of the respondent project beneficiaries expressed the view that the projects were taken up on the basis of their recommendations either in writing, orally or through meetings with the Union Parishad members and Chairmen and the concerned officials of the Parishad. The reasons for their recommendations are both for deriving immediate and long-term benefits.
- 6) Three methods adopted by the Upazila Parishads in the implementation of projects in agriculture sector are : (i) through Project Implementation Committee constituted by the Parishad, (ii) through contractor selected on the basis of open tender and (iii) under personal supervision of UAO. Some project beneficiaries also participated in the project implementation in the form of supervision, direct work and cooperation.
- 7) The respondents derived benefits from the projects in the form of (i) increased production, (ii) increased employment, (iii) better service and (iv) better communication, irrigation and drainage facilities. The maximum benefit was derived from production of HYV crops through increased irrigation, extension work etc.
- 8) Block Supervisors (BS) and Veterinary Field Assistants (FVA) are the grassroot level extension agents. On perusal of their tour diaries, it appears that they paid regular visits to the farmers. But reality speaks otherwise. Most of the respondent project beneficiaries opined that they neither knew nor saw BS and VFA in the villages.

RECOMMENDATIONS

- (1) Proper planning and implementation of development projects require reliable and valid data. For this Upazila Parishad should undertake extensive surveys to collect data on the socio-economic characteristics of the villagers.
- (2) For planned development of the upazilas, Upazila Parishads must prepare five-year development plans and within the framework of the five-year plan, annual plans should be formulated. The objectives and strategies of the plans should be clearly spelt out. Local resources need to be mobilised for financing plans.

- (3) In allocating funds emphasis should be given on sectorwise allocation rather than unionwise allocation. Investment in agriculture should be increased in AUDP. Allocation in all the sub-sectors of agriculture should be made in such a way that a balanced development takes place.
- (4) In preparing development projects, all the steps of project cycle must be followed carefully. Project proposals must be prepared in UPP. In planning and implementation of development projects, technical and economic factors should be taken into account.
- (5) There should be more participation of local people in planning and implementation of development projects. For this people should be educated and motivated.
- (6) The performance of grassroot level extension agents (BS and VFA) should be regularly monitored and closely supervised. The Upazila Parishad should set up a Monitoring Cell for the purpose. Regular training of the extension agents should be conducted by the Upazila officials.

About a decade has elapsed since the upazila system was established in 1982. Time has come to evaluate the performance of the system. The study reveals that the decentralized decision making process at the upazila level has involved the local people in planning and implementation of agricultural development projects and in deriving benefits from the projects. In this way the worthiness of the system has been proved. But the problems highlighted in the study needs to be addressed. With the solution of the problems, this tier of local government would be able to make useful contribution to the overall development in general and agricultural development in particular.

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Salient Features of Mirzapur, Wazirpur, Nageswari and Daudkandi Upazilas

Annexure-I

Mirzapur Upazila

Mirzapur is a Upazila in the district of Tangail. The boundaries of the Upazila are Basail of Tangail at the North, Delduar and Nagarpur of Tangail at the West, Satura of Manikganj and Dhamrai of Dhaka at the South, Kaliakair and Shafipur of Ghazipur at the East. It has an area of 144 sq. miles (92,160 acres) with a population of 343,198 where 50.22% is male and 49.78% is female. The density of population is 2,383 per sq. mile. About 82% of total population are muslims. The literacy rate in 1981 census was 23.4%. The upazila consists of 13 Unions and 231 villages.

The total cultivable land at Mirzapur is 71,206 acres. The main crops grown at Mirzapur are rice, jute, wheat, mustard and potato. In the upazila 40,224 acres of land are under irrigation which is about 56% of total cultivable land. The cropping intensity of Mirzapur is 207%.

The total number of households at Mirzapur is 51,587, average size of households is about 7. Per capita availability of land about .27 acres. There are 50,554 farm households at Mirzapur which is about 98% of total households. The size of the farming classes are as follows : (i) large farmers- 2.14%, (ii) Medium farmers-19.05%, (ii) Small farmers- 51.95% and (iv) Landless-26.86%.

Classwise Distribution of Farm Households And Land Possessed

Item	Upazila	Farmers Class				Total
		Large Farmer 7.5 & above	Medium Farmer 2.50-7.49	Small Farmer .50-2.49	Landless 0-.49	
No. of Farm Households	Mirzapur	1081 (2.14%)	9,635 (19.05%)	26,269 (51.95%)	13,579 (26.86%)	50,554 (100%)
Cultivable Land (acres)	Mirzapur	9,729	38,540	26,269	514	75,052

Source : UAO, Mirzapur.

Mirzapur has been treated as well communicated developed upazila. Dhaka-Tangail Road has gone through the five unions of this upazila. There are 29 km. pucca road, 19 km. semi-pucca, 1000 km. cucha road and 71 km water ways. There are famous educational institutions and hospital in the upazila namely Mirzapur Cadet College, Varatesshory Homes and Kumudiny Hospital. Besides these, some industrial units, jute mills, saw mills, brick fields, engineering workshops, handloom etc are located at Mirzapur upazila.

Wazirpur Upazila:

Wazirpur is a upazila in the district of Barisal. It has an area of 96 sq. miles (61,372 acres). According to the census 1981, the population of the upazila is 210,437. At present the population is 255,895 by considering growth rate of 2.475. The density of population by now is 2666 per square mile. Literacy rate of this upazila is 36.7%. There are 9 Unions and 125 Villages in the Wazirpur.

The cultivable land is 45,492 acres, which is about 74% of total land. The main crops grown at Wazirpur are rice, jute, O. The cropping intensity of Wazirpur is 204%. In the upazila 11,000 acre of cultivable land of under irrigation which is about 24% of total cultivable land.

The total number of households at Wazirpur is 38,617, average size of household is about 7 and per capita availability of land is .24 acres. Classwise farm households at Wazirpur is (i) large farmer-20, (ii) medium farmer-465, (iii) lower medium-3485 and (iv) small farmers-11,732, Total- 15,702 . There are 134 Primary Schools, 28 Secondary School and 5 Colleges. Wazirpur has been treated as underdeveloped upazila.

Nageswari Upazila

Nageswari is a upazila in the district of Kurigram. It has an area of 161.22 sq. mile (1,03,181 acres) with a population of 2,35,744 where 50.82% is male and 49.18% is female. The density of population is about 1,462 person/sq. mile. The upazila consists of 15 Unions and 93 Villages.

The total cultivable land at Nageswari is 76,725 acres. The main crops grown at Nageswari are rice, jute, wheat, mustard and potato. In the upazila 11,285 acres of land are under irrigation which is about 15% of total cultivable land. The cropping intensity of Nageswari is 203%.

The total number of households at Nageswari is 39,506 average size of household is about 6 per capita availability of land is about 0.44 acres. There are 27,504 farm households at Nageswari which is about 70% of total households.

Nageswari Upazila has been treated as underdeveloped upazila. There is no direct road communication with the Kurigram district. There are 12 mile pucca road, 3 mile semi-pucca and 755 mile kacha road and 5 main rivers. There are one degree college, 16 high schools including 2 girls high schools, 118 primary schools, 4 senior madrasa, 36 forkania madrasa, 482 mosque and 16 mandir in the upazila Nageswari.

Daudkandi Upazila

Daudkandi is a Upazila in the district of Comilla. It has an area of 145 sq. miles (92,800 acres) with a population of 4,07,916 where 49.22% is male and 50.78% is female according to the census of 1981. The density of population is 2872 person/sq. mile. The upazila consists of 22 Unions and 477 Villages.

The total cultivable land at Daudkandi is 70,000 acres. Most of the cultivable land is double crop land (54,000 acres). The main crops grown at Daudkandi are rice, jute, wheat, potato and mustard. In the upazila 33,692 acres of land are under irrigation which is about 48% of total cultivable land. The cropping intensity of Daudkandi is 203%.

The total number of farm households at Daudkandi are 63,859 in 1983. Daudkandi has been treated as well communicated developed upazila. Dhaka-Chittagong highway has gone through this upazila. It has been known as a famous commercial centre.

Some Cases

1. Installation of One Deep Tubewell at Demonstration and Training Farm at Rahimpur Mauza (Gorai, Mirzapur)

The case study is based on interviews with some beneficiaries of the project : (i) Abdul Hamid, Belayet Hossain, Shahidur Rahman and Sohrab Ali and observations made by the researchers.

The project was taken up at the demand placed by the local people with the Upazila Parishad. Before the project was launched, most of the land of the area remained fellow and only single crop could be cultivated due to acute problem of irrigation. During the FY 1988-89 the project was approved by the Upazila Parishad at a cost of Tk.1,05,000/-. The objective of the project was to establish demonstration plot, seed production and to train farmers. As many as 131 farmers have been brought under the coverage of the project with a total of 80 acres of land. The farmers are mostly small and marginal farmers. The farmers now produce multiple crops rice (IRRI), jute, mustard and vegetables. The per acre yield is on average 65 maunds. One farmer informed that he received Tk. 1800/00 by selling vegetables produced in the project area during the last season. The project has brought some positive changes in their lives in the form of higher income and employment.

2. Construction of Kitchen and Katcha Latrin of Veterinary Sub-Centre at Jamurki (Mirzapur)

Based on interviews with a few beneficiaries of the project (Abdul Quddus, Kari Md. Ashraf Ali, Paresh Karmaker) and VFA Azhar Ali and observations made by the researchers, the case is an example of a project which failed to serve the purpose for which it was undertaken.

Upazila Parishad, Mirzapur undertook the project during FY 1986-87 at a total cost of Tk. 1,65,000/-. The objective of the project was to make the veterinary sub-centre residential for the VFAs working at the sub-centre.

The beneficiaries expressed their views about the usefulness of the sub-centre. On average 10 livestock are brought to the sub-centre daily for treatment. Of the two VFAs, none lives at the sub-centre. VFA Azhar Ali lives at Pakulla and other VFA A. Jalil lives in Tangail. As a result, the local people are not getting their full time service. The condition of kitchen was found to be in deplorable condition. Medicine is poorly available.

3. Construction of Box Culvert Near Hayet Ali's House at Bhatkara (Mohera, Mirzapur)

The case study has been prepared by taking interviews of some beneficiaries of the project namely Abdul Quddus, Jobed Ali, Khoka Mia and Wahed Sikder and observations made by the researchers.

Before the launching of the project, vast area was submerged under water during rainy season every year. Water logging stood as a major problem in production of crops in about 100 acres of land. As a result, the farmers, mostly small, could not cultivate any crop upto the Bengali months of Agrahayan-Paush.

The problem was brought to the notice of the Upazila Parishad by the local people. The Parishad constructed a culvert at the cost of Tk. 59 thousands. With the construction of the culvert, Water logging problem is over. The farmers now cultivate different crops in rainy and other seasons. Two more crops viz. mustard and IRRI rice are grown now.

4. Upazila Horticulture Nursery at Mirzapur

It is an income generating project taken up by the Upazila Parishad in 1987-88. The objective of the project is to produce and sell different kinds of fruit, wood and vegetable plants to the people of the upazila. Mirzapur Sadar is selected because of easy communication and better supervision by upazila officials.

In 1988-89 the project earned Tk. 64,230/- against investment cost of Tk. 1,49,076/-, while in 1989-90 the income was Tk. 17,267/- against the investment cost of Tk. 30,000/-. The rate of return on investment during FY 1988-89 and 1989-90 was only 43.09% and 57.56% respectively

5. Upazila Demonstration and Training Project (Mahar, Wazirpur)

The project was undertaken by Upazila Parishad, Wazirpur during FY 1988-89 at the instruction of the government for setting up at least one such project in each upazila. On 1/9/88 the project was identified by UAO. But no UPP was prepared. The Parishad approved the project on 6/10/88 at a total cost of Tk. 68,310/-. The main objective of the project is to motivate the farmers to adopt modern technology. The project included 115 farmers covering 100 acres of land. On 6/2/89 a cheque amounting to Tk.68,310/- was issued in favour of Senior Sub-Assistant Engineer (Irrigation), BADC, Wazirpur for supplying 2 Lister ST-2 pump set for the project.

Seven beneficiaries of the project namely Kazi Mohammad Shahjahan, Md. Fazlul Haque Howlader, Anil Kumar Halder, Salek Ahmed, Md. Ali Akbar Howlader, Md. Shamsul Haque Howlader and Hari Mohan Bepari were interviewed. All of them expressed their opinion in favour of positive impact of such a project on production. But they complained that the pump supplied by BADC were defective and as a result, they had to stop operation of pumps for about 3 months incurring losses. They brought the matter to the notice of the Upazila Parishad in writing. On 10/2/90 Upazila Parishad took decision to pay Tk. 18,729/- from its own resources for repair and replacement of some ^{parts} powers of the power pumps.

6. Construction of a Box Culvert Near Gutia Signboard (Wazirpur)

The case study has been prepared by taking interviews of 7 beneficiaries of the project (Sharif Mofizur Rahman Nantu, Md. Nurul Haque Howlader, Md. Joynal Abedin, Enayet Sikder, Md. Ayub Ali Molla, Sultan Ahmed and Md. Joynal Abedin) and observation made by the researchers about the project.

The project was taken up by the Upazila Parishad during FY 1986-87 at a total cost of Tk. 35,730/-. The major objective of the project is to increase production of rice by removing additional water from the area. Before taking up the project local people were informed about the project through Union Parishad and the people gave their opinion in favour of the project. No UPP was prepared. The project which was approved by the Upazila Parishad on 2/3/86 was implemented by a Project Implementation Committee and was completed on 13/5/87. The project beneficiaries complained that project work has not been done as per specification.

As a result of the project, per acre yield of rice has increased. On average 60 maunds of rice are produced per acre. But due to problems of getting loan from banks, the farmers cannot reap the full benefits of the project. The project has some externalities - setting up of 3 shops at the project site, facilitating communication of the area etc.

7. Construction of Hastisundu Veterinary Sub-Centre (Wazirpur)

Undertaken by the Upazila Parishad, Wazirpur during FY 1984-85 at a total cost of Tk. 1.07 lakh, the project aims at providing facilities for treatment of contagious disease of livestock. Before taking up the project, local people were communicated through Union Parishad and they gave recommendations in favour of the project. The project was approved by the Upazila Parishad on 2/4/84 and work was completed through contractor on 18/2/85.

This case study has been prepared on the basis of opinion of 7 beneficiaries of the project (Altaf Hossain Molla, Shahabuddin Ahmed, Abdul Kader Sarker, Abdus Sattar Fakir, Panna Howlader, Wazed Ali Howlader and Abdul Hakim Molla). Moreover, the researchers made some observation about the project. All the project beneficiaries recognised the importance of the project. But the construction of the 2 roomed veterinary sub-centre was so faulty that it may collapse at any time. A Veterinary Assistant (VA) is posted there. As he has no residential accommodation, he does not reside in the area. The beneficiaries complained that during rainy season he (VA) hardly attends his duty. Moreover, there is dearth of required medicine. Panna Howlader (30), a project beneficiary told that three cows owned by him died because of lack of proper treatment at the sub-centre.

