



Stakeholders Participation at Zoning Stage in the National Land Zoning Project of Bangladesh

Major: Governance/public policy

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ABSTRACT

Stakeholders' participation in government decision making process improves the quality of decision and bridge between government and mass people in the planning and development activities. The objective of this paper is to analyze the understanding of stakeholders' participation at on-going stage of current national land zoning project in Bangladesh. The study finds the degree of participatory mechanism that takes place and influence in a course of action. The findings are derived from descriptive fieldwork with Bangladeshi civil servants and various stakeholders. Data collection is based on semi-structured interview, questionnaire survey, focus group discussion, observation and analysis of documents. The research is shown that a lack of participation in decision formation can lead to problems both in the implementation of policy instruments and realization of stated policy goals. The result show, however, that it is important to ask who and why does not participate and analyze the consequence on policy formation and implementation of non-participation. The study proposes a tripartite mechanism of participation for reinventing government policy for public acceptance.

Key words: stakeholders, participation, non-participation, land zoning, local government, impediment, implementation.

Thesis outline

Structure of the Research

In order to present the research findings systematically, the thesis is arranged in the following structure.

Chapter 1: Introduction started with a backdrop – basically a preamble of the study. Gradually arguments presented on significance the study. Basis of the arguments, hypothesis, research objectives and questions framed and discussed. A brief discussion had given on methodological context, scope and limitations.

Chapter 2: The second chapter covered the literature review. This chapter analyzed the concept of land zoning, various aspects of land zoning, stakeholders conceptualization from the perspective of land zoning, stakeholders participation in government policy process specially land zoning process that focus the objectives of the research.

Chapter 3: Research methodology: This chapter explains the details of research methods that used for primary and secondary data collection for the research. Specifically, the research conducted study in the basic tier of local government, upazila and union, level in Bangladesh where questionnaire survey and Focus Group Discussion (FGD) were conducted and primary data collected from various stakeholders in local level. Also, informal interview conducted with central level stakeholders from zoning personnel and government civil servants as well as personnel of local executive agencies and elective representatives.

Chapter 4: Legal Framework, backdrop of study area and conceptualize of stakeholders: This chapter discussed three things legal framework, backdrop of study area and conceptualizes of stakeholders. In the legal framework, the different policies of the government those highlighted the consequence of land use and zoning for integrated planning of the country. The backdrop gave a brief for better understanding the field location, nature of land zoning system in the study area, socio-economic dynamism and conceptualization of stakeholders defined and designated stakeholders in the zoning policy their responsibilities and importance in the land zoning project of Bangladesh.

Chapter 5: Findings and discussion: This chapter accumulated all gathered data in the statistical framework. Here, various statistical analytical tools represented and interpret data for analysis and discussion. This key part of research had shown the real answer of research questionnaire, objectives and identifies the gaps between the policy papers and practical aspects through logical analysis.

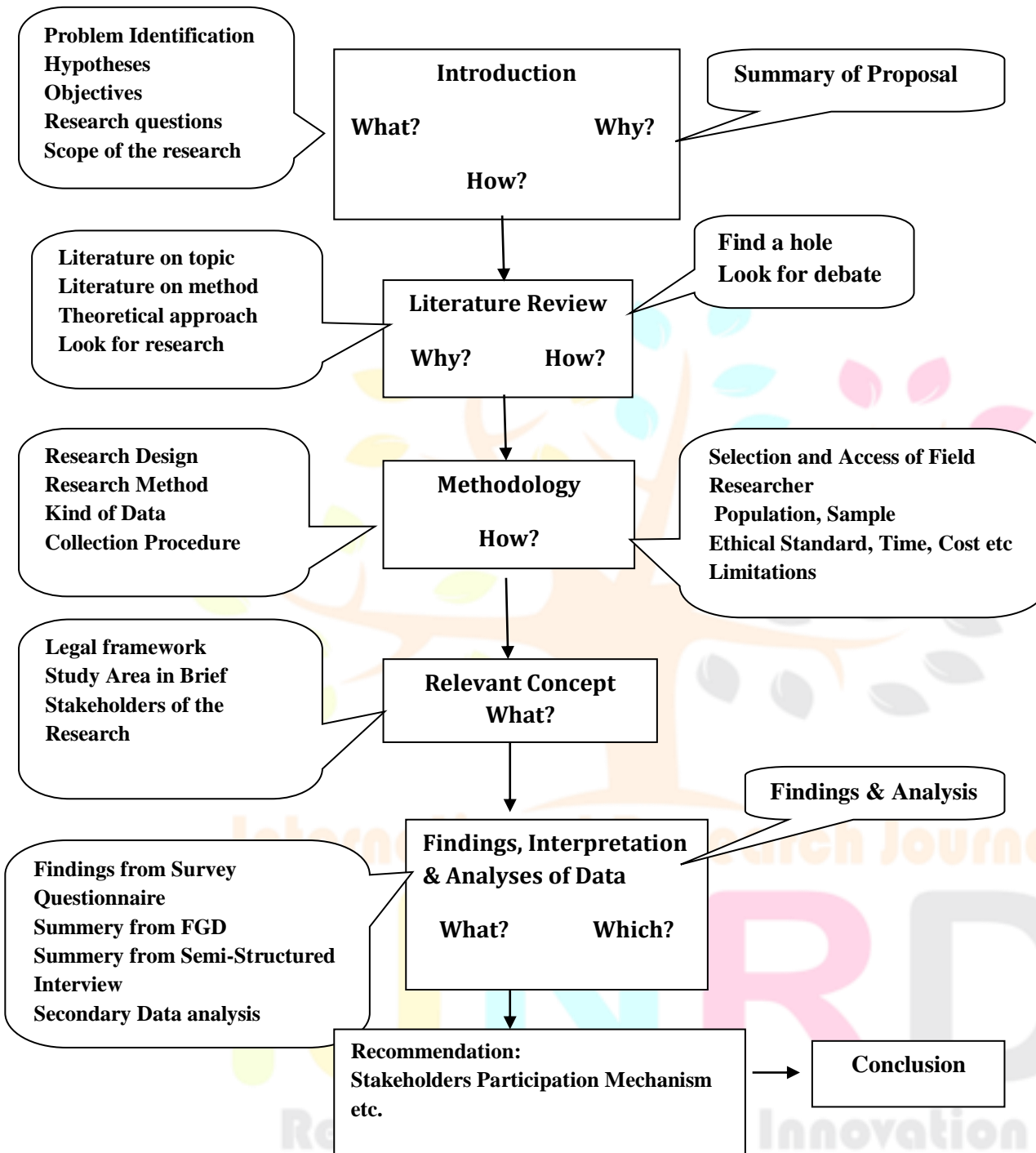
Chapter 6: Recommendations

This chapter provided effective suggestions that gave a sense of rethinking of the land zoning process of Bangladesh.

Conclusion: The concluding parts made a brief review on the overall discussion and end of the thesis.

According to the outline and design of the thesis following flow chart had drawn.

Research flow



Chapter 1: Introduction

1.1 Background

Bangladesh is a densely populated country. It has positioned 8th largest population (163,654,860) (WPR, 2014) in the world with a surface area of 148,460 (WDI, 2015) square kilometers. From 1995 to 2014, population of Bangladesh grew from 121 million to 164 million. Here, land is scarce, limit, immovable and productive which provides not only economic status, social standing and food security but also ensure human settlement, environmental protection and social harmony for agrarian based society of Bangladesh. It is alarming for all concern that land in Bangladesh is more vulnerable natural resources and it is easily affected human and natural factors. Land misuse and mismanagement derived from human factors such as over population, unplanned use, over usage, unplanned habitation and cultivation. At the same time, natural factors such as flood, river erosion, alluvium and diluvium, land slide, land erosion have been degrading land since long. Due to demographic pressure, the demand for expansion of all classes of land uses, increasing demand for new uses, and encroachment and conversion of land from one use to other uses became the diversified characteristic of present land uses. Likewise, 1% percent of agriculture land declining per year (SFYP, 2011). This decreasing nature of cultivated land has been creating tension for Bangladeshi's people. To meet these various challenges, for instance demographic pressure, environmental degradation and improper land use etc, the government of Bangladesh prepared National Land Use Policy (NLUP) 2001. The policy highlights significance and modalities of land zoning for integrated planning and management of land resources of the country (LZR, 2010). In considering the significance of National Land Use Policy and long term vision of government, the National Land Zoning Project started her first phase in 2006 and completed 19 coastal districts in 2011. Total 152 upazila from coastal 19 districts and 2 districts from plain land were completed. Under the second phase of the project, which was started in July 2012, 326 Upazila of 43 districts took up for land zoning and **will be completed** June 2017. Also 25 upazila of the Chittagong Hill Districts (CHT) were included in the second phase o land zoning project during its (project) revision on August 3, 2014, after taking consent from the CHT Affairs Ministry.

The ultimate goals of this project is to demarcation and mapping of a modest number of present land use classes which capture all the important variation in the zone and formulate land zoning resources database and management information system towards building a digital Bangladesh. Throughout the zoning process, a methodological outline was used for multi-sectoral tasks and stages where different categories stakeholder's participations are mandatory to make the project successful for further policy implementation. The gap between the land zoning report and procedural practice regarding stakeholder's participation in on-going zoning stages may create impediment to implement the national land zoning policy. This paper focus on the issues that stakeholder's participation at on-going zoning stage in the local Upazila and Union level assurance the effective implementation of land zoning policy in Bangladesh.

1.2 Hypotheses

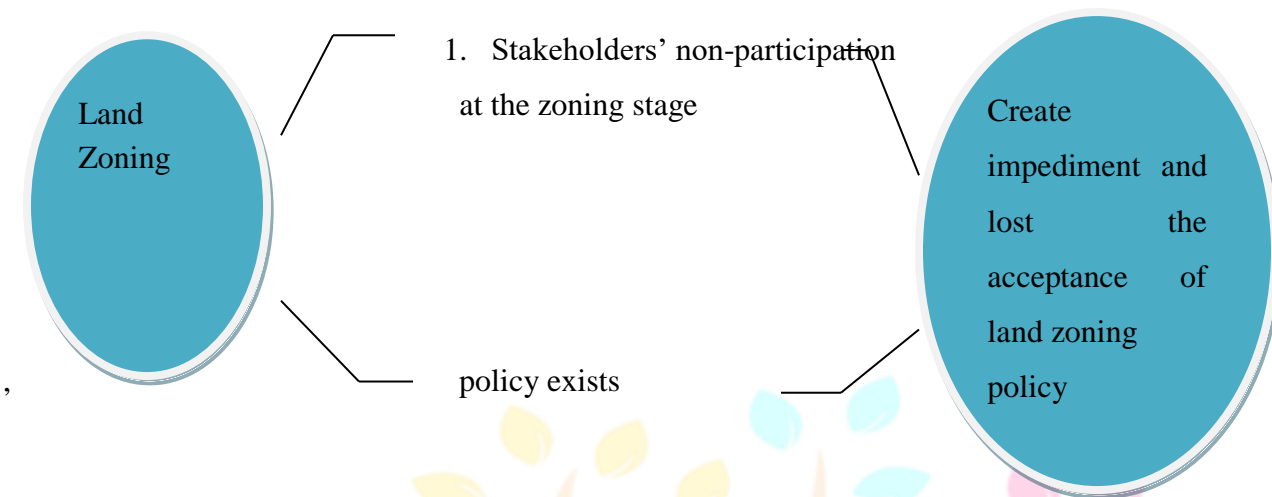
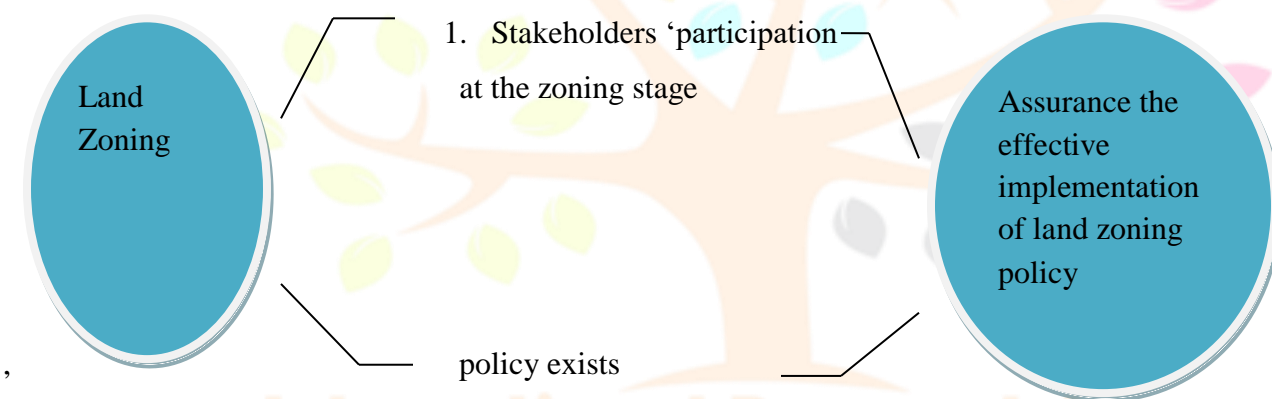
To determine if stakeholders participation do in fact strengthen the quality of implementing outcome that need to apply to land zoning, I propose and test the following two hypotheses. The first test the general assumption that stakeholder's non-participation stakeholders create impediment, lost acceptance and comprehensiveness of the land zoning. The second is reverse to first one and that is stakeholders' participation assurance effective implementation of land zoning.

Hypotheses 1: Non-participation of ground level stakeholders at on-going zoning stage may create impediment, lost acceptance and comprehensiveness of the national land zoning project.

Hypotheses 2: Stakeholder's actively participation at zoning stage in the local Upazila and Union level assurance the effective implementation of land zoning policy in Bangladesh.

1.3 Identification of the problem

Stakeholder participation is important in every stage of policy process, including ongoing management, implementation and evaluation (MPA, 2004). Public policies aim to face social issues with the involvement of political-administrative authorities, target group and beneficiaries in respecting resources and institutional rules. Throughout the national land zoning project, there is a provision of stakeholders' participation in the central ministerial level, mid -divisional and district level and implementing stage of Upazila and Union level. Stakeholders have significant influence and importance for completion the project. In the national level, stakeholders of 'Steering Committee (SC)' provides necessary policy guidelines and gives support and cooperation in conducting the land zoning activities. 'Technical Committee (TC)' provides necessary technical support and cooperation and 'Technical Support Groups (TSG)' response for timely completion and ensuring hands on supports of project activities. In the field level, stakeholders of Divisional Land Zoning Co-ordination Committee (DLZCC) are responsible to coordinate the implementation of land zoning system. District Land Zoning Monitoring and Evaluation Committee (DLZM & EC) is responsible for the direct monitoring of implementation of the land zoning system at Upazila level.

Figure1.1 General Problem statement -1 (Hypotheses 1)**Figure1.2 General Problem statement -2 (Hypotheses 2)**

Source: Developed by author for this study, 2017

Upazila Land Zoning Implementation Committee (ULZIC) is responsible for the direct participation of zoning process and implementation of land zoning system effectively at Upazila level. According to the land zoning report, it's mentioned that, up to district level, key stakeholders are directive to provide policy and management guidance with monitor, support, absorption and coordination of zoning activities. Stakeholders from the basic tier of Upazila and Union are directly involved into the process of zoning draft, MIS and final map making, data collection and authentication, motivation, capacity building, cooperation, awareness building, information sharing, networking, resistance and acceptance. In practice, throughout the zoning process, participation of stakeholders of Upazila and Union level weren't integrated. Though, a few of government officials are being informed the zoning project by providing data and attending workshop at divisional and district level workshop conducted by project team, their number is too little to make contribution. Stakeholders at the ground and implementation level are not informed and integrated into the land zoning process. Without participation of local stakeholders, national land zoning project may not be able to execute her application in the ground level. It will be very clear by giving example. In Bangladesh, 60% of land is devoted to agriculture use, and 56% of this land is privately owned (BBS,

Bangladesh Bureau of Statistics, 2001) and the agricultural sector comprised 52% of national employment (WB, 2009). As local primary stakeholders, land owners livelihood are either adversely affected or benefitted from the zoning policy. They are excluded from the participation process of this policy. Likewise, local government agencies, private sector organizations, NGO/NPO and civil society are not well informed the matter; *what* the project is? *What* is its role? *What* is its outcome? *How* will they be involved? and so on. The consequence of non-participation of local stakeholders is the main problem of national land zoning project towards its implementation.

1.4 Scope of the Research

Participatory land zoning is indispensable for overpopulated Bangladesh. Optimum and sustainable land use is the demand of time. Key stakeholders in ground level play important role for data collection, information sharing, drafting, analyzing, finalizing of land zoning map and management information system. Non-participation of local stakeholders in a policy process tempt to top-down, directive, administrative authoritarian approach that has limited output and outcome. Participation of stakeholders minimizes the negative stance of citizen about the project. The study will analyze the participation of key stakeholders in the zoning stage. More specifically, in the zoning stage; the selection criteria of stakeholders and their interest and influence, participatory events, democratic means, multilevel participation, participation and its consequence with manpower, resource and time, stakeholders' perception, assessment and significance on participation were analyzed. The study also found out the gap between papers and practice of stakeholders' participation. Finally, the study recommended filling up the gap for successful completion and implementation of land zoning project for further policy recommendation for inclusive and sustainable land use in Bangladesh.

1.5 Objectives of the study

The objectives of the research are

- To analyze stakeholders participation at on-going zoning stage in the land zoning project.
- To analyze the gap between land zoning report and procedural practice regarding stakeholder's participation in the national land zoning project.
- To analyze the perception of participation of government and local stakeholders in the zoning stages of national land zoning.

1.6 Research questions

1. What extent stakeholders' participation takes place at on-going zoning stage in the national land zoning project?
2. What are the gaps between land zoning methodological report and procedural practice regarding stakeholder's participation in the national land zoning project?

3. How local stakeholders signify their perceptions on participation in the land zoning process in Bangladesh?

1.7 Methodological Aspects

On the basis of the nature of problem, the research conducted study on three Union of three Upazila where questionnaire survey, semi-structured interview, Focus group discussion (FGD), observation and field visit on land zoning consulted. Since it is a combination of analytical and descriptive study, it is mostly relied on primary data and secondary sources of information. Primary data derived directly from field work. Secondary sources mainly zoning reports of government, journal, and articles were consulted.

Chapter 2: Review of Literature

2.1 Land use policy

Land use policy is a means to achieve political ends (equity), economic ends (efficiency) and environmental ends (sustainability) (UNHABITAT, 2010). Land use planning is the physical layout of community for its long-term resilience. It includes both the built and natural environment by determining development and preservation. The key components are comprehensive planning and zoning regulation where comprise community's goals (Niki, 2014) that include the protection of property values, preservation the character of neighborhoods, preventing environmental degradation, enhancing the property tax base, and encouraging tourism and other economic development (Sprankling, 2012).

2.2 Land zoning

Land zoning are used as a way of grouping land areas with similar characteristics together, integrating mutually beneficial uses, separating incompatible uses and setting outcomes for the area through policy (Commission's, 2011). The policies restrict and limit land use (Chetty, 1998) in order to promote the healthy, safety, and welfare of rural and urban life (Sprankling, 2012). The basic purpose of zoning is to control land use and to delineate on the land and water bodies what are considered to be their non compatible uses (Kling, 2006). The specific objective of zoning is to specify which types of land use are considered appropriate for different 'zones', and it therefore indicates the planning control objectives of the authority for its administrative area. The authority is obliged under the planning acts to designate in its development plan objectives for the use solely and primarily of particular areas for particular purposes (DAP, 2005).

2.3 Legitimacy of Zoning

Legitimately zonings guarantee:

- (1) To prevent incompatible uses of land from unplanned use.
- (2) To increase property values generally by minimizing conflicts and
- (3) To channel development into patterns that may serve larger social goals (Massey, 2006).

2.4 Importance of Zoning

Competition for diverse uses of land resources, huge increase of population, devastation of natural and man-made hazards, economic opportunities and ecological hot spots call for distinctive zone management arrangements through the development of land use zoning (MOL, 2015). Zoning is essential because of facilitating the planned and systematic utilization of land and ensuring the stipulated use of land to ensure maximum utilization of land and stop misuse of land (Barkat, 2007).

2.5 Key issues of Land Zoning

In urban and rural areas land zoning consider various sector agriculture; horticulture, fisheries, livestock, mineral resources, housing; settlement and homestead, forestry; (agro, homestead & community), tree plantation, garden, conservation, wild life, water bodies; and water resources, flood control embankments, fishermen, roads and highways; railways, administrative unite; KPI, public and private institutions, industrialization; commercialization, and coastal areas; char land, hill (DAP, 2005).

2.6 Land use Classification

In the zoning land use classify various zone like agricultural zone, flood flow zone, open space, overlay zone, rural settlement zone, water retention area, water body, urban residential zone, commercial zone (business), commercial zone (office), general industrial zone, heavy industrial zone, mixed use zone (commercial-general industrial), mixed use zone (residential-commercial), mixed use zone (residential-commercial-general industrial), mixed use zone (residential-general industrial), institutional zone and administrative zone (DAP, 2005).

2.7 Land Criteria for land zoning

For the identification of different land zones, some basic criteria are required to analyze for showing their suitability for best uses in different fields. Different zones are established as per their criteria, physio-chemical characteristics and agreed approaches and also people's perception on land use and proposed land zoning (LZR, Land Zoning Report: Asuganj Upazila, Brahmanbaria District, Bangladesh, 2011). To assess land zoning, analyzing of (i) land type, (ii) land capability and (iii) crop suitability is very important. '**Land type**' is the dominant factors which guide the choice of cropping patterns in Bangladesh's agro-ecological situations. Selection of cropping pattern largely depends on the topographic position of land in relation to rainy season inundation depth and its duration (SRDI, 1989). Bangladesh Soil Research and Development Institute (SRDI) identified different types of land like Highland (H) for Non Flooded, Medium Highland up to 90 cm from sea level, Medium Low land 90-180 cm, Low land 180 –275 cm and Very Low land > 275 cm. '**Land capability**' is a qualitative methodology to classify land resources based on soil, topography and climate parameters without taking into account the yield and social economic conditions (IAO, 2016). Land capability class and sub-class is the package built on the interactions of soil properties and environmental factors with the output, providing an indication of

different degrees of potentiality of land for the sustained production of common agricultural crops in a year (SRDI, 1989). According to the capability lands are classified into: (i) very good agricultural land, (ii) good agricultural land, (iii) moderate agricultural land, (iv) poor agricultural land and (v) very poor or non-agricultural land. **'The suitability'** of a given piece of land is its natural ability to support a specific purpose (IAO, 2016). Crop suitability classes this technology, unlike land capability classes provides a basis for determining the degree of prospects and limitations of the soil within an area for growing a specific crop species or variety in a specific season (SRDI, 1989). Key factors related to crop production, such as depth and duration of rainy season, inundation of land, length of period for which the soil can supply optimum quantity of plant available moisture during the dry season, natural fertility status of soil were given special consideration besides climatic and other factors, in the crop suitability assessment. In fact, the crop suitability package is the resultant of the interactions of as many as eleven important soil factors together with the moisture and thermal regimes of the climatic factor (SRDI, 1989). According to the FAO methodology (1976), land suitability is strongly related to the "land qualities" such as erosion resistance, water availability, and flood hazard that are not measurable. Five suitability classes of land are recognized, depending upon the yield of the crop grown and they are as follows: (i) very suitable, (ii) suitable, (iii) moderately suitable, (iv) marginally suitable and (v) not suitable.

2.8 Zoning approaches

Zoning have several dimensional approaches. For instance, **traditional zoning** divides an area into various zones and designates at least one as-of-right use – such as residential. **Cumulative zoning** identifies land use in a spectrum from higher to lower. **Mutually exclusive zoning** permits some uses and excludes all others within the zoned, mutually exclusive zoning is most often used with respect to industrial or heavy commercial areas. **Density zoning** control the density of occupation within any given use area and. **Cluster zoning** is to zone a particular area for a particular use at a specified level of density of occupation (Massey, 2006).

Based on **planning and proper maintenance of resources** of an area zoning classify into three perspectives like **Euclidean zoning** that is the segregation of land uses into specified geographic district and dimensional standards stipulating limitations on the magnitude of development activity. It's categorized into residential (single-family to multi-family), commercial, and industrial. **Performance Zoning** is a goal-oriented criterion to establish review parameters for proposed development projects in an area. Often uses a points-based system whereby a property developer can apply credits toward meeting established zoning goals through selecting from a menu of compliance options (some examples include: mitigation of environmental impacts, providing public amenities, building affordable housing units, etc.) **Incentive Zoning** intends to provide a reward-based system to encourage development that meets established urban development goals. Typically, a base level of prescriptive limitations on development and an extensive list of incentive criteria will be established for developers to adopt or not at their discretion. A reward scale connected to the incentive criteria provides an enticement for developers to incorporate the desired development criteria into their projects (Hagerty, 1995).

From the broader perspectives **Descriptive zoning** presents the factual information in a geographic form by mapping the actual situation in respect of some feature or combination of features, like the occurrence of current land uses, population densities etc. **Analytical or predictive zoning** defines land classes by combinations of physical parameters, expecting that they will predict or explain an important phenomenon like crop yield or land suitability (Mutsaers, 2004).

2.9 Zoning as a comprehensive plan

Zoning is consistent with an independently adopted and basis of local comprehensive plan that occupies state legislators, judges, professional planners, and attorneys (Mandelker, 1976). The comprehensive plan should include issues and opportunities, housing, transportation, utilities and community facilities agricultural, natural, and cultural resources, economic development; intergovernmental cooperation, land use, and implementation (OSPG, 1995). The framers of the zoning plan must make numerous assumptions regarding the future of the area in respect to all of these matters without the benefit of detailed information and study (Mandelker, 1976). Two fundamental considerations need to evaluate in the formulation of the zoning plan; (1) how much area is needed for each broad type of use and how shall it be arranged or balanced in any given community? (2) What regulations are needed in the several use areas to afford good relations between individual structures? (Bassett, 1922).

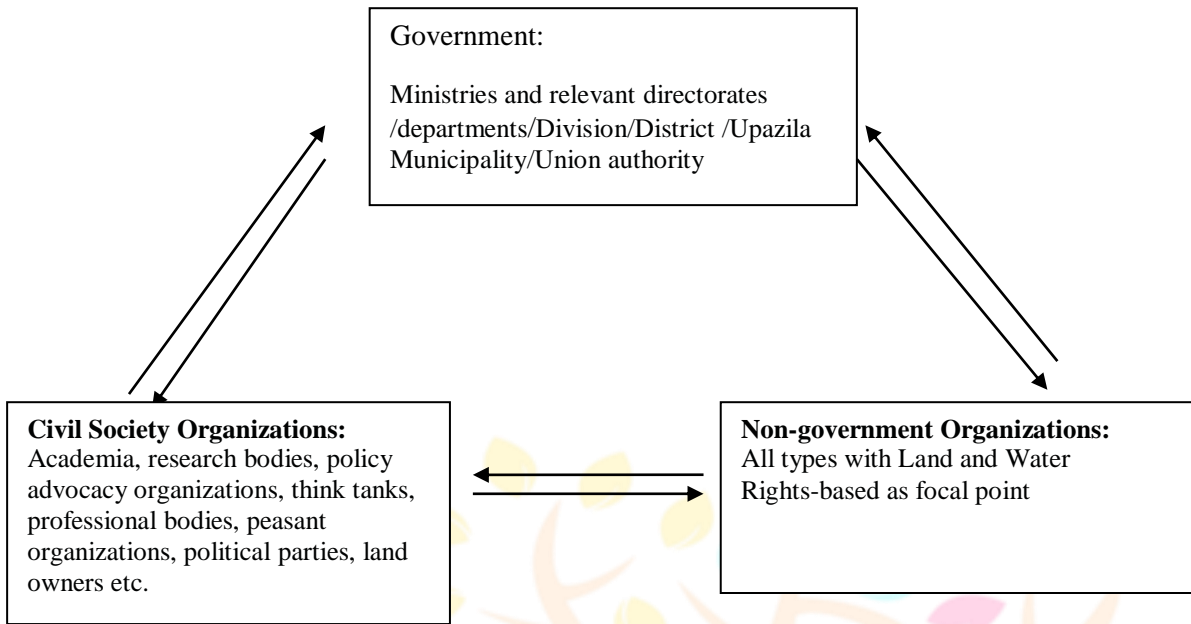
2.10 Zoning and governance

Zoning is a form of legal power which is delegated to development authorities through enabling legislation to ensure the welfare of the community by regulating the most appropriate use of the land (DAP, 2005). Zoning is a tool for government in stimulating, facilitating and regulating social, economic and environmental development, taking into account the interests of different groups of stakeholders and socio-economic and environmental potentials and vulnerabilities (Islam, 2005). It's mostly a community's desire that describes the public policies that a local government actually intends to carry out (Mandelker, 1976).

2.11 Stakeholder's participation in zoning process

The whole exercise of land zoning – due to its long-term sustainable development implications and complexity – should involve active participation of all relevant stakeholders (Barkat, 2007) as shown in the figure below:

Research Through Innovation

Figure-2.1: Stakeholders being participated in land zoning

2.12 Stakeholders in public policy

The concepts of stakeholders' participation in public policies are not new (Lyden, 1969). It becomes familiar among policy actors in the aims of policy direction (R.Mason, 1981). As a democratic right (UNECE, 1998), fundamentally contested (Day, 1997) and historically ambivalent (King, 1999) stakeholders participation is an opportunity to convergence (Filho, 2006) and popular effective policy tools in governments. It is indispensable for inclusive policy making and their effective implementation. It promotes public acceptance and reduce conflicts (Okubo, 2015).

How to define the concept? Stakeholders are defined as those who are affected by or can affect a decision (Freeman, 1984). Participation in decision making is a process through which stakeholders' influence and share control over development initiatives and the decision and resources which affect them (Worldbank, 1996). The process can only be regarded as fully participatory when participants are in direct control of decision making in terms of goal setting, planning, policy making, implementation, and evaluation (Robinson, 2002). The inclusion of specific stakeholders increases the quality of management (Brody, 2003). The aims of stakeholders' analysis are to evaluate their relevance to policies (Lindenberg M, 1981), enhance the quality of the project (Rowe, 2000), develop the legitimacy of decision making and improve trust and perceptions of government (Wamsley, 1990). Stakeholders' participation results a strong sense of ownership over the process and outcomes achieved (Reed, 2008). It comprises better trust in decisions, improves project design using local knowledge, makes better understanding of projects and issues, creates integration of various interests and opinions, optimizes the implementation of plans and projects, get public acceptance of the decisions and foster and develop social learning. Needless to say, risk of participation is an expensive and time consuming process. Sometime, it claims

potential stakeholder frustration, identify new conflicts and involve such stakeholders who are not representative (Reed M. , 2008).

2.13 Theoretical arguments of stakeholders' participation

Preston et.al. describe in 'The Stakeholder Theory of the Corporation: Concepts, Evidence, and Implications' from theorizing as *descriptive, instrumental or normative* perspectives. *Descriptive* theory is characterization of reality, behavior and possibility. Descriptive perspective implies mapping the stakeholders' network based on relational, cognitive, structural and evaluative dimension and implies a shift toward relationship rather than groups of stakeholders. *Instrumental theory* is development of 'if-then' causal relationships for prescribing goal-directed action, especially by management as stewards of assets owned by others. The instrumental perspective based on the relational view focuses on the drivers of relational rents within the network (relational assets, knowledge routine, complementary resource endowments and effective governance). *Normative theory* is an evaluation, typically moral, of ends and means. The normative perspective aims to foster a relational view of society (Preston, 1995).

Bingham and Mier identify three types of theories regarding participation: (a) *psychosocial* theories, which emphasize individual attitudes and the social groupings that condition the development of individual attitudes, beliefs, and so on; (b) *rational calculus* theories, which assume that individuals are mobilized into group-based political action on the basis of their objective assessment of impact of proposed policies or existing arrangements; and (c) *institutionalist* theories, which emphasize the importance of various institutional arrangements in either fostering or limiting citizens' access to governmental decision-making arenas (Bingham, 1993).

McFarlane (2001) identifies three general normative categories in discussing the types of justification for participation: "(1) *instrumental theories* stemming from bureaucratic rationalism and pragmatism that answer the question of how local governments benefit from participation, (2) *democratic theories* promising self-development and transformation that answer the question of what an individual citizen obtains from participation, and (3) *empowerment* or political control (McFarlane, 2001)

(Moynihan, 2003) Stresses three theoretical arguments that support the question of growing public participation. First, the *postmodern discourse* that emphasizes the role of 'postmodern values that include distrust to formal institutions such as government and political parties and a desire for more participatory democracies. The second argument concerns the *disillusionment with bureaucracy*, as one of the characteristics of traditional Weberian hierarchical bureaucratic model was reliance on expertise and qualifications of bureaucrats, lacking responsiveness in relation to citizens. Finally, argument for searching the *democratic ideal* is rooted within the classic normative theory, emphasizing the importance of participation in preventing public alienation from government and maintaining the stability of the political system. Participation also has benefits for citizens by enabling them to fulfill the democratic wish and exert real influence in the governing process.

2.14 Heterogeneity of Stakeholders

A. B. Carroll (1989) distinguished his book 'Business and Society: Ethics and Stakeholder Management' two types *primary* and *secondary stakeholders*. Primary stakeholders, referring to those actors who entertain a direct determined relationship into a process and *secondary stakeholders* combining actors who are situated at the boarder of a system and may be impacted by its action without having any contractual connection to it (Carroll, 1989).

Pelle Culpin(1998) in his 'Paradox of Diffusion Environment Enterprise Europeans' highlighted *institutional stakeholders* that involve in laws, regulations, inter-organizational entities, professional organization that may be specific to a given organization or institution; *economic stakeholders* those actors operate market of an organization in question and *ethical stakeholders* emanate from ethical and political pressure group.

Savely Sen mentioned in 'Involving Stakeholders in Aquaculture Policy-making, Planning and Management' that stakeholder involvement can be classified into three types: i) *instructive*, ii) *consultative* and iii) *cooperative*. *Instructive* involvement is where government makes the decisions but mechanisms exist for information exchange. *Consultative* involvement is where government is the decision-maker but stakeholders have a degree of influence over the process and outcomes. *Cooperative* involvement is where primary stakeholders act as partners with government in the decision-making processes. None of these types of involvement is more desirable than another, or mutually exclusive. Much depends on the tasks to be undertaken and the political and social norms, as well as the capabilities and aspirations of the stakeholders themselves (Sen, 2001)

2.15 Distinctions between public and stakeholders

The distinctions between the public and the stakeholders are that stakeholders are not used consistently and may confuse rather than clarify understanding (Kessler, 2004). The public is often considered as a collection of individuals generally unstructured and unorganized On the other hand, stakeholder can be defined as any group of people organized, who share a common interest or stake in a particular issue or system **Invalid source specified.**

2.16 Principles for stakeholders' participation

Wang emphasizes two aspects of stakeholders' participation: participation in various public service functions and management functions, and participation in decision making, e.g. in goal setting and formulating strategies (Wang, 2001). A number of clear principles for successful participation can be identified through fair, equal, and transparent process which promotes equity, learning, trust and respect among stakeholders and the government. This process make the integration of local and scientific knowledge, establish the rules in advance, open the path of early involvement of stakeholders, merge the integration of all stakeholders (Griffin, 1999) with the presence of experienced moderators, adequate resources, along with proper time . The shades of participation exist including

participation as consultation, as decision-making, as partnerships for implementation, as capacity building, as expressing a need, as covering bases, as ownership, and as a mechanism for decentralization (Donoghue, 2008).

2.17 Distinguish between conventional and authentic participation

Cheryl Simrell King et. al (1998) differentiated the conventional and authentic participation of administration in the citizen affairs. According to their view, in the context of conventional participation, the administrator controls the ability of the citizen to influence the situation or the process. The administrative structures and processes are the politically and socially constructed frameworks within which the administrator must operate. These frameworks give the administrator the authority to formulate decisions only after the issue has been defined. Thus, the administrator has no real power to redefine the issue or to alter administrative processes to allow for greater citizen involvement (Forester, 1989).

Participation in this context is structured to maintain the centrality of the administrator while publicly presenting the administrator as representative, consultative, or participatory. The citizen becomes the "client" of the professional administrator, ill-equipped to question the professional's authority and technical knowledge. This process establishes a "practitioner-client hierarchy" (White, 1993). Participation in this context is ineffective and conflictual and it happens too late in the process, that is, after the issues have been framed and most decisions have been made. Therefore, rather than cooperating to decide how best to address issues, citizens are reactive and judgmental, often sabotaging administrators' best efforts. Administrators are territorial and parochial; they resist sharing information and rely on their technical and professional expertise to justify their role in administrative processes. Citizen participation is more symbolic than real (Arnstein S. , 1969).

The context of authentic participation is very different from the context of conventional participation. Authentic participation places the citizen next to the issue and the administrative structures and processes furthest away. Citizens are central and directly related to the issue; they have an immediate and equal opportunity to influence the processes and outcomes. Authentic participation involves citizens in the making of decisions instead of just judging (Cheryl Simrell King, 1998).

In order to move toward authentic models, all three components of public participation-the administrative structures and processes, the administrators, and the citizens-must be addressed by those working in , and seeking to understand, public administration. Authenticity cannot be achieved by addressing problems in only one area. For example, citizen empowerment in the absence of administrative transformation is problematic. To develop processes that increase participation without changing the power relations between citizens and administrators is also problematic. Models of authentic participation must take a three-pronged approach, addressing all three components, seeking to (1) empower and educate community members,(2) reeducate administrators, and(3) enable administrative structures and processes

2.18 Stakeholder identification

In government policy, stakeholders should be identified and brought in as partners to explore widely anticipated development challenge as perceived by different stakeholders (Hawkins, 2009). This will provide a platform to articulate the relationship model in the decision-making mechanism to achieve the stated goals (Freeman R. E., 2004). Similarly, the identification of the stakeholders is done in a policy to understand key stakeholders positions and perceptions about the proposed change (Tuft, 2009). Above all, the involvements of stakeholders make it possible to seek their views and identify how individual stakeholder can contribute to meeting the identified challenges. Stakeholders involve to different degrees, using parallel and varying participatory techniques. For stakeholder identification, proximity, economy and social values need to emphasize. Stakeholders must have economic interest and they will be motivated by principles or values. Stakeholders attribute taking into account their legitimacy, urgency and proximity. Based on their attributes, Mitchell identified the eight categories of stakeholders as: dormant, discretionary, demanding, dominant, dangerous, dependent, and definitive and non-stakeholders.

2.19 Degrees of participation

Sherry R Arnstein (1969) argued that the stakeholders can be involved at different levels of government (national, local), in a number of different ways (different mechanisms or techniques, e.g. public hearings, public consultations, discussions, surveys, focus groups, forums, etc.), and at different level of citizen engagement according to their possibility to influence the outcome of the process. Arnstein categorized the degrees of participation into three main groups: nonparticipation (manipulation and therapy), degree of tokenism (informing, consultation, and placation) and degree of citizen power (partnership, delegated power and citizen control) (Arnstein S. R., 1969). Stakeholders' participation is especially important on the local level, as citizens may have special local knowledge about the problems within the certain context (Fung, 2006). In addition, mass people today possess the information and knowledge to participate more actively in administrative decisions that affect their lives. The choice of participatory techniques depends on many factors like the degree of involvement, type of stakeholders (prior knowledge and experience, time available, interest, etc), local cultural and social norms, past events (history of development, etc), intended timing of the use of the techniques within the project, and knowledge and experience of the project manager (Reed M. , 2008)

2.20 Public administration and institutions toward stakeholders' participation

Public administrators have a unique opportunity to become the direct conduit for the public voice in policy making, implementation and enforcement by establishing and maintaining parallel relationship of authority with fellow citizens, seeking power with rather than power over the citizenry (Cooper T. L., 1984). Public administrators fulfill its obligations and mandates to engage citizens and stakeholders in governance in ways that enhance the legitimacy of government (Box, 2001).

For understanding the range of institutional possibilities for stakeholders participation three important dimensions are important: who participates, how participants communicate with one another and make decisions together, and how discussions are linked with policy or public action (Fung, 2006). Participants in the central level agencies are mostly exclusive in nature that involves only expertise professional administrator and elective representatives. Participation in the local level, mostly public hearing nature or representative democracy, are professional stakeholders (paid representative), lay stakeholders (are unpaid citizens who have a deep interest in some public concern and those are willing to invest substantial time and energy to represent and serve those who have similar interests or perspectives but choose not to participate), randomly selected person (from among general population is the best guarantee of descriptive representativeness. Initiatives such as deliberative polling, Citizens Juries, and Planning Cells randomly select participants to discuss public issues), targeted recruited person and self-selected. Lastly in the public level diffuse public sphere through direct participation (Fung, 2006)

2.21 Land use policy, local government context and stakeholders participation

Central government versus local question arise when policy affect perceive local interest due to unrelated policy enacted and implemented by the central level of government (Martinson, 2015). Also, relatively high level of central intervention does not leave the responsibility at the local government level. The knowledge of such attitudes may hinder rather than help in the design of land use policy. Local government remain the gatekeepers where land use controls are concerned, despite the prodding's of central level legislation. Local land use decisions made within the context of central government laws and avoiding the milieu of locality can't be functional. It's argued that the distribution of benefits from extra-local legislation is perceived locally as usurping local prerogatives and, therefore, as detrimental to local interests (Martinson, 2015).

Stakeholder participation may not yield the intended objectives if it is not properly executed (Nelson, 1995). This emphasize that in poor stakeholder participatory processes, stakeholders may easily conclude that their involvement has no impact when it becomes clear to them they cannot influence decisions that affect them (Duane, 1999). Rather, participatory process resembles a "talking shop" without concrete action (Vedwan, 2008). Furthermore, information sharing and participation isn't the same thing. Information sometime (not always) updating the matter but there has no participation. While participation ensure the share of knowledge and skilled, easing of litigation, minimize of complexity, holism of total process, acceptance of all stakeholders and so forth. Without stakeholders participation any plan may be face problem in the implementation. In addition, on the first level, stakeholders can participate by being recipients of information (active or passive) from administrative organizations. In the participatory policy making process and implementation level stakeholders can't be excluded due to their obligation. If the some degree of participation with local stakeholders occurs only in the final stage of the administrative procedure, only limited options remain and the scope of participation in the decision-making process also limited to the interested stakeholders, it will be raised question by stakeholders.

Therefore the following questions, those mentioned in the research questions, are raised.

- RQ: 1 What extent stakeholders' participation takes place at on-going zoning stage in the national land zoning project?
- RQ: 2 What are the gaps between land zoning methodological report and procedural practice regarding stakeholder's participation in the national land zoning project?
- RQ: 3 How local stakeholders signify their perceptions on participation in the land zoning process in Bangladesh?

Chapter 3: Research Methodology

3.1 Introduction

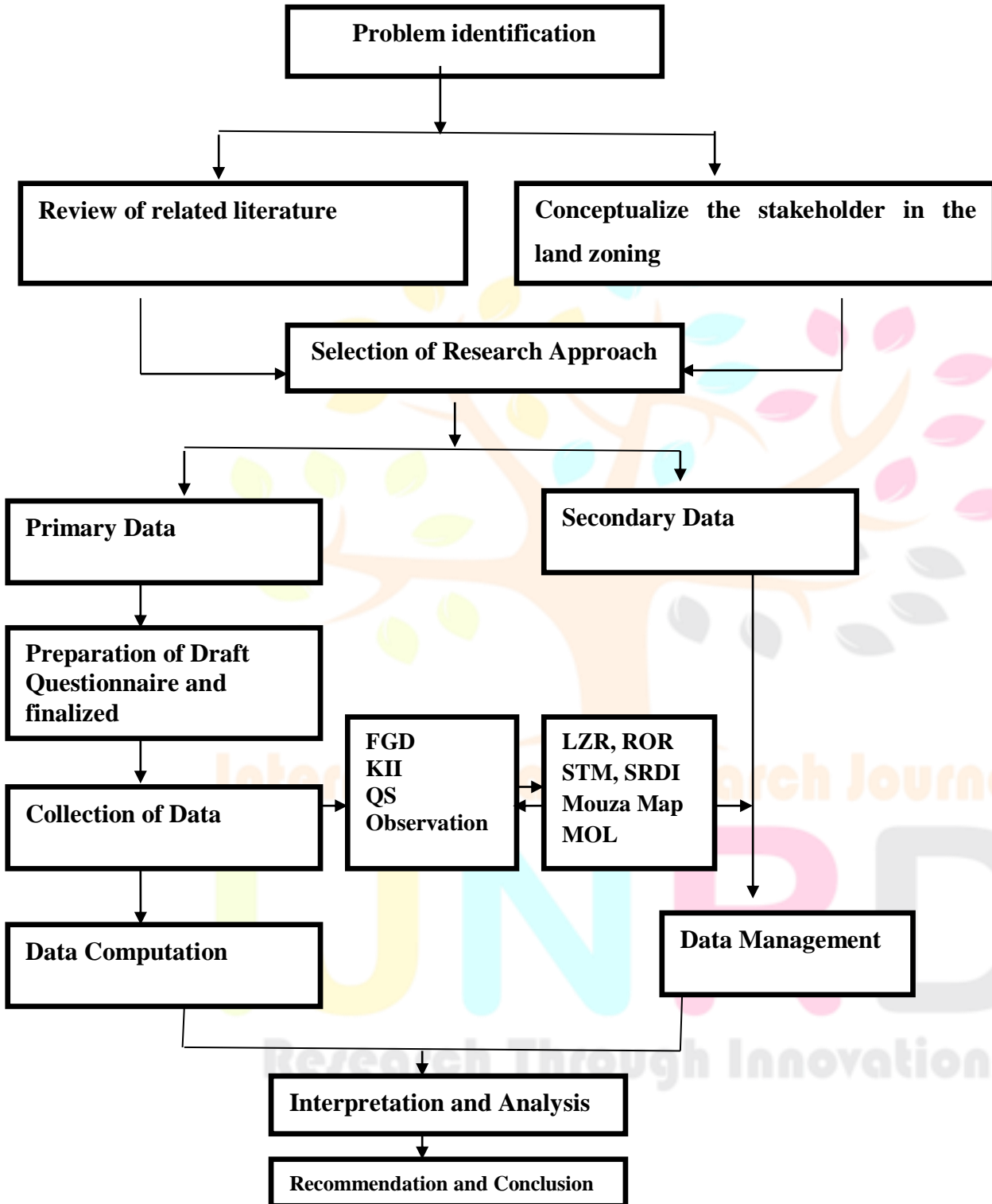
Suitable methods, techniques and tools are important to achieve objectives of any research. These provide a basic framework for collecting, analyzing, and presenting of any study findings and data. Based on the nature of the study, this research applied a number of methods, tools and analytical approaches for a deeper understanding of stakeholders attitudes, actions, knowledge, perceptions and responses towards the problems, issues and dimension of the national land zoning process of Bangladesh. The study is mainly based upon qualitative and quantitative methods. For qualitative, the study applied questionnaire survey, direct observation, focus group discussion, key informant interview and open ended discussion. For quantitative, the study used secondary source of information. The secondary data from land administration and management department of the government of Bangladesh such as upazila land office, union land office, district land settlement office were collected for the study. This chapter briefly discussed reasons for selecting the field, field work, the approaches, methods, tools and techniques of data collection that have been applied throughout the study.

3.2 Sample Selection

The sample of the research was selected for examining the stakeholder participation in the land zoning process throughout the country. The population of survey questionnaire with 26 stakeholders and Focus Group Discussion with 18 stakeholders was based on local jurisdictional context of land zoning from three Upazila. More specifically, the relation with land use, area of knowledge, availability of time, capacity of local executive to arrangement were examined. At the same time, the knowledge and involvement with land zoning project were considered for semi-structured interviews with 10 stakeholders from four areas such as central government bureaucrat, land zoning project personnel, local elective representatives and local executives

Figure-3.1: Research Design

Method: Qualitative and Quantitative



Source: Developed by Author, 2017

3.3 Selection of the Field

Three Union from three consecutive districts were selected for the research. *Charcartala* of Ashuganj Upazila under the district of Brahmanbaria, *Uttar Upadhi* of Matlab South upazila under the district of Chandpur and *Chinispur* of Narshindi Sadar Upazila under the district of Narshindi selected for the research. These three unions from three upazila have different dimensions of land and her changing pattern. Charcartala of Ashuganj is characterized for semi-urban, industrial and commercial used. This upazila has rapidly changing pattern of land class. Chinispur of Narshindi Sadar is a satellite city of the capital Dhaka. It's mostly characterized by commercial and industrial used. Uttar Upadhi of Matlab south is based on agriculture. So the three upazila has three types of land use pattern.

3.4 Focus Group Discussion

Focus Group Discussion (FGD) was conducted to collect ground information. The participants were selected from the basic tier of local government that is Union Council and some other local stakeholders. FGD was carried out with a group of 18 people for a two hour long. Researcher listened to land zoning and land use pattern from the local people. Likely, various issues acknowledged from their perceptions, opinions, beliefs and attitudes towards land use, zoning and socio-economic aspects of the study area, participation, interaction, awareness, knowledge and political process (appendix-2). Some important concepts related with land use and zoning were supplied in an interactive group setting where participants were free to talk with their group members.

3.5 Key Informant's Interview (KII)

A few of in-depth interviews were conducted with the key informants that help to design of applying other methods. Usually, they have been selected various processes like knowledge on the subject, experience and availability. Personnel's of land zoning project, officials of land administration and management, elective representative of local government, official of local government and local stakeholders have been interviewed for collecting multifarious in-depth knowledge and unveil information on land zoning (appendix-5). The interviews had designed in semi-structured manner because it gives more opportunity of listening from the interviewees. Reflective, interpretative and decisional questions related to land zoning were discussed with key informants.

3.6 Questionnaire Survey

A predefined closed-ended questionnaire survey was carried out to collect ground level information from local government employees and elective representatives who are involved into the implementation of national land zoning policy in the local level. This survey was administered by face to face interview. As the land zoning is a new concept in Bangladesh, the survey was best suited to collect new but fresh data with highest response and authentication. The survey was carried out with 26 people from three different upazila areas. In terms of stakeholders' responsibility, the category of population from three upazila had uniqueness. Mostly, all of them were either government employees or elective representatives (appendix-3).

3.7 Observation and Rapport Building

Here, the researcher attempted to build up rapport with the study areas through gossiping, exchanging greetings, general discussions etc. At the same time; observation was made to gain an overall idea about the physiography of the areas. For understanding reality from the ground, direct observation touched every spare to explore the data and biography of the study areas. Direct observation contributed to the development of the case study and provided opportunity to observe what is happening in real land setting. It provided insight into the taken for granted every aspect that might go unreported by local stakeholders, administrations and land zoning personnel. It gave researcher direct experience of real setting as well as filled up the gap between theoretical conception and practical aspect. First hand data being gathered from the observation that built the overall idea for structuring and designing the research.

3.8 Consultation and review of documents

A number of policies were reviewed for the study. Some policy documents were consulted such as the state acquisition and tenancy act (SA&Tact1950), national land use policy (NLUP)2001, sixth and seventh five year plan (2011-2015, 2016-2021), perspective plan of Bangladesh(2015-2021), coastal land zoning policy 2005, the territorial water and maritime zones act 1974, the national water policy 1999, national agriculture policy 1999, national fisheries policy 1998, national forest policy 1994, national food policy, national sustainable development strategy etc.

A number of relevant literature and working papers were reviewed for the study. These have helped making a comprehensive literature review of land use planning and zoning done in the past in Bangladesh. Secondary data was collected from national land zoning project office, Upazila land office of Ashuganj, Matlab south and Narshindi Sadar and some other different sources.

3.9 Limitation of the research

Regarding stakeholder participation in the land zoning system in Bangladesh, no research has undertaken. Even any study yet to be done on land zoning of Bangladesh. As a result, the author couldn't get any support from other study to carry out the research smoothly. To conduct field work for both the qualitative and quantitative approach, the time of field work was too limited to collect all information related to the study. Limited time was impediment to explore related data to made holistic view for the research. The secondary data that made the author enriched of knowledge and influenced to search new thing for idea generation, was not sufficient in upazila level and for that the researcher had to go to different institutions and organization beyond of upazila.

The fieldwork was carried out on two different types of stakeholders. First, stakeholders from the central government including zoning project carrying out authority and second with local implementation level stakeholders. For the central level data collection, ministry of land and land zoning project office were visited

several time to collect secondary data and conducting semi-structured interview with primary and secondary stakeholders. For the local level data collection, three different upazila of three districts in Bangladesh were visited and consulted. More specifically, to explore ground level data and inside view of mass people, the fieldwork was done also in three Union, the basic tier of local government, to know the basic of stakeholders perception on land zoning. Upazila land office, Union land office, district settlement offices were visited for secondary data. The author had to visit many places and offices and that cost much.

The author requested local upazila executive for arranging interviewees and paid all support in terms of data collection from different government offices, providing assistance for field visit, union level visit and conducting FGD, data collection from district settlement office etc. But most of the arrangements were managed according to executives' capacity, not according to authors demand. For instance, the author requested three executive arrange all related officials and elected personnel for questionnaire survey, but the author found less than half. As a result, the numbers of population on questionnaire survey were different in three upazila and that not done according to the author's expectation. This limitation impacted to figure out the statistical tools for the analyzaton.

Mostly, local executives were too busy with their official various tasks to give time. During the time of field work one upazila was affected flood and for this upazila executive officer was more concentrated to disaster management. The author had to wait until the situation normal. Moreover, all of interviewees are too busy with their designated task to give me time. It was a great challenge for the researcher to arrange such interview with interviewees.

To know the ground scenario of land use pattern and people perceptions the author entirely visited two union of two upazila. Whole area of the two upazila was covered by walking, rickshaw and motor cycle. But one union of one upazila was not covered due to lack of support from executive officer. The real scenario couldn't be able to catch out from the field work of the said union. The author was dependent only secondary data.

To fill up the partial fulfillment, the author selected and decided to conduct informal interviews with the senior bureaucrats of the ministry of land and met with high officials but they refused to say anything. One of the high officials discouraged and sent author to the project office to know zoning matter. As a researcher, it made the author shocked and for that the research couldn't do informal interview with senior bureaucrats of the ministry of land. However, few crises didn't limit to conduct research while the enthusiastic and courageous propensity for new exploration influenced the author to carry out the research.

3.10 Conclusion

Throughout the research, within a number of limitations, qualitative and quantitative methods and their tools and techniques help to understanding stakeholders' perception in the land zoning process. Wholehearted determinations influence the author the successful completion of the study.

Chapter 5: Legal Framework

Introduction

The different policies, strategy, direction and documents of the government have highlighted the consequence of land use and zoning for integrated planning of resource management of the country. Some of the important policy statements are mentioned below:

4.1 The State Acquisition and Tenancy Act 1950

According to the Section 90(2) of State Acquisition and Tenancy Act and section 326 of the Land Management Manual 1990, the agriculture land is not permissible to transfer in favor of non-farmers. Non-farmers are not allowed to purchase possess any agriculture land for business, commerce, industries, resident without the permission of collector. Even in classification change of farm land, during requirement, permission should be sought at the revenue officer.

4.2 The National Land Use Policy in 2001

The Ministry of Land formulated National Land Use Policy in 2001 to prevent land degradation and to ensure its best utilization. The policy highlighted the need for carrying out a national land zoning program for integrated planning and management of the country's land resources. The national land use policy (NLUP) 2001 emphasized (1) preventing the high conversion rate of agricultural land to non-agricultural purposes, (2) utilizing agro-ecological zones to determine maximum land-use efficiency, (3) adopting measures to discourage the conversion of agricultural land for urban or development purposes and (4) improving the environmental sustainability of land-use practices. The NLUP policy stated that agriculture products supply one third of national income and two-third of human living standards. Effective use of land can make sure the numeric contribution to the national GDP. Based on soil suitability, it is important to structures land zoning for controlling unplanned land use, preventing land degradation, preserving natural character and sustainable future. NLUP highlights need, importance and modalities of land zoning for integrated planning and management of land resources of the country. This policy also mentioned the need of formulating a zoning law and village improvement act for materializing the identified land zoning area. Planned use of land according to land zoning maps prepared on the basis of present and potential land uses will be ensured through enforcement of the provisions of relevant laws.

4.3 Sixth Five Year Plan (2011-2015)

One of the key strategic elements of the sixth five year plan is a firm commitment to pursue an environmentally sustainable development process. Natural resources like land and water are limited and their per capita availability is diminishing due to rising population and unplanned use of resources. Thus, the focus of the sixth five year plan's environmental management strategy would be the conservation and maintenance of natural resources. Land is the scarcest factor of production in Bangladesh. Better management of land is of paramount importance for sustaining rapid GDP growth in Bangladesh. Land is essential for agriculture, housing, urban, development etc.

through ensuring best possible use. Planned use of land according to land zoning maps prepared on the basis of present and potential land uses will be ensured through enforcement of the provisions of relevant laws. The Government will take up projects for the development of rural townships where specific areas are to be earmarked for housing, marketplaces, industries and infrastructure. Land acquisition act and policy would be rationalized along with a system of fair and equitable compensation for acquired land.

4.4 Perspective Plan of Bangladesh (2010-2021)

The plan stated that seventy per cent people of Bangladesh live in rural areas and draw their income and employment from agriculture and related activities. Agricultural land is limited and is reducing at 1 per cent per annum. The government must promote sustainable land-use planning and innovative land management practices, with the objective of providing for the land requirements for rural and urban development through integrated and environmentally sound physical planning and land use.

4.5 The National Sustainable Development Strategy (2010-2021)

The National Sustainable Development Strategy (NSDS) 2010-2021, Bangladesh highlighted that land use in the country is diverse and often conflicting. It is intensively used for agriculture, settlements, forests, shrimp ghers, natural fisheries, salt production, industrial and infrastructural developments and tourism. Demand for expansion in all land uses (urban area, settlement, shrimp etc.); increasing demands for new uses (tourism, export processing zones and others); conflicting land uses and demands, and encroachment and conversion of land from one use to the other. The population is increasing and the land is being converted from directly productive purposes, such as crop cultivation, to other uses like housing and roads and urban development. It is reported that cultivated land has been declining by almost one percent per year. Without effective measures to arrest this alarming trend the land available for crop production will continue to fall. Degradation of land refers to loss of its potential production capability as a result of degradation of soil quality and also its loss for effective use. The country loses about 10,000 ha of land to river erosion every year. This loss of land in a land scarce country has serious socio-economic impact.

4.6 The Urban and Regional Planning Act 2017

To bring discipline in land management and prevent misuse of land in the country, 'the Urban and Regional Planning Act 2017' had enacted by the government. According to this act land users or owners must obtain permission from the authority before building a structure on a piece of arable land. This act will foster the economic development through proper use of land in a coordinated manner. It also mentioned that people would require permission to set up houses in rural areas too for planned way of land use.

4.7 Coastal land zoning policy 2005

Coastal land Zoning Policy 2005 highlighted the need for land zoning for the coastal area of Bangladesh. It describes about the need for definite guidelines and raises the possibility of doing coastal land zoning through an

inter-ministerial task force. Zoning regulations would be formulated and enforced in due course. Through the responsible agencies, the Government will take proper plan and implement schemes for reclamation of balanced land from the sea and rivers.

4.8 The Territorial Water and Maritime Zones Act 1974

According to section six (06) of the Territorial Water and Maritime Zones Act 1974 of Bangladesh, the government may, with a view to the maintenance of the productivity of the living resources of the sea, by notification in the official gazette, establish conservation zones in such areas of the sea adjacent to the territorial waters as may be specified in the notification and may take such conservation measures in any zone so established as it may deem appropriate for the purpose including measures to protect the living resources of the sea from indiscriminate exploitation, depletion or destruction.

4.9 National Agriculture Policy 1999

National Agriculture Policy 1999 illustrated that government has the primary responsibility of ensuring optimum use of land. Although land is a privately owned property in general, its use has to be compatible with the overall social goals and utility. Following steps will be taken to ensure planned utilization of land:

- Land zoning programme will be taken up by the government on a priority basis. Integrated approach of government will be further strengthened for this purpose.
- To ensure maximum utilization of land, bottom up planning through people's participation and its implementation will be started from the mouza or village level.
- Fertile agricultural land is going out of cultivation due to its use for non-agricultural purposes such as private construction, house building, brickfield, etc. Appropriate measures will be taken to stop this trend in the light of the Land Policy of the government.
- Acquisition of land in excess of requirement for non-agricultural purposes will be discouraged.

4.10 National Fisheries Policy 1998

National Fisheries Policy 1998 avowed that lakes, beefs, ditches-canal and other open water bodies should not be completely dewatered. Water bodies would be renovated for fish culture and these would not be reduced in sizes. All water bodies primarily used for fisheries will be marked and their appropriate use will be ensured. Soil maps will be developed in almost potential fisheries areas of the country and prescription will be made available regarding requirement of lime and other manure.

4.11 Shrimp Strategy 2004

Draft Shrimp Strategy 2004 stated that the regulatory framework is essential to develop area for zonation. Areas suitable for shrimp cultivation will be identified using a land zoning process which will limit brackish water

shrimp aquaculture to coastal areas. The objective of land zoning is to optimize land use. The zoning process should therefore involve all stakeholder groups.

4.12 National Forest Policy, 1994

National Forest Policy, 1994 affirmed that attempts will be made to bring about 20% of the country's land under the afforestation programs of the government and private sector by year 2015 by accelerating the pace of the program through the coordinated efforts of the government and NGOs and active participation of the people in order to achieve self reliance in forest products and maintenance of ecological balance. Inaccessible areas such as slopes of the hills, fragile watersheds, swamps etc. will be identified and kept as protected forests.

4.13 National Industrial Policy 2010

National Industrial Policy 2010 described that environmental protection and preservation of aquatic resources are of utmost priority in the country which has a huge population and very limited land resources. The government will institute a land-satellite based system to map the land and water terrains in Bangladesh with a view to deciding allocation of land and water resources for industrial projects and to monitor land and water use, land water degradation, soil and beach erosions. For that Government will track major land, water and related industrial projects and their impact on environment and also create awareness among the public on environment protection, pollution, dumping of hazardous material on land and water. In these ways, opportunity to positive efforts toward land and water protection as well as greening of the environment is ensured.



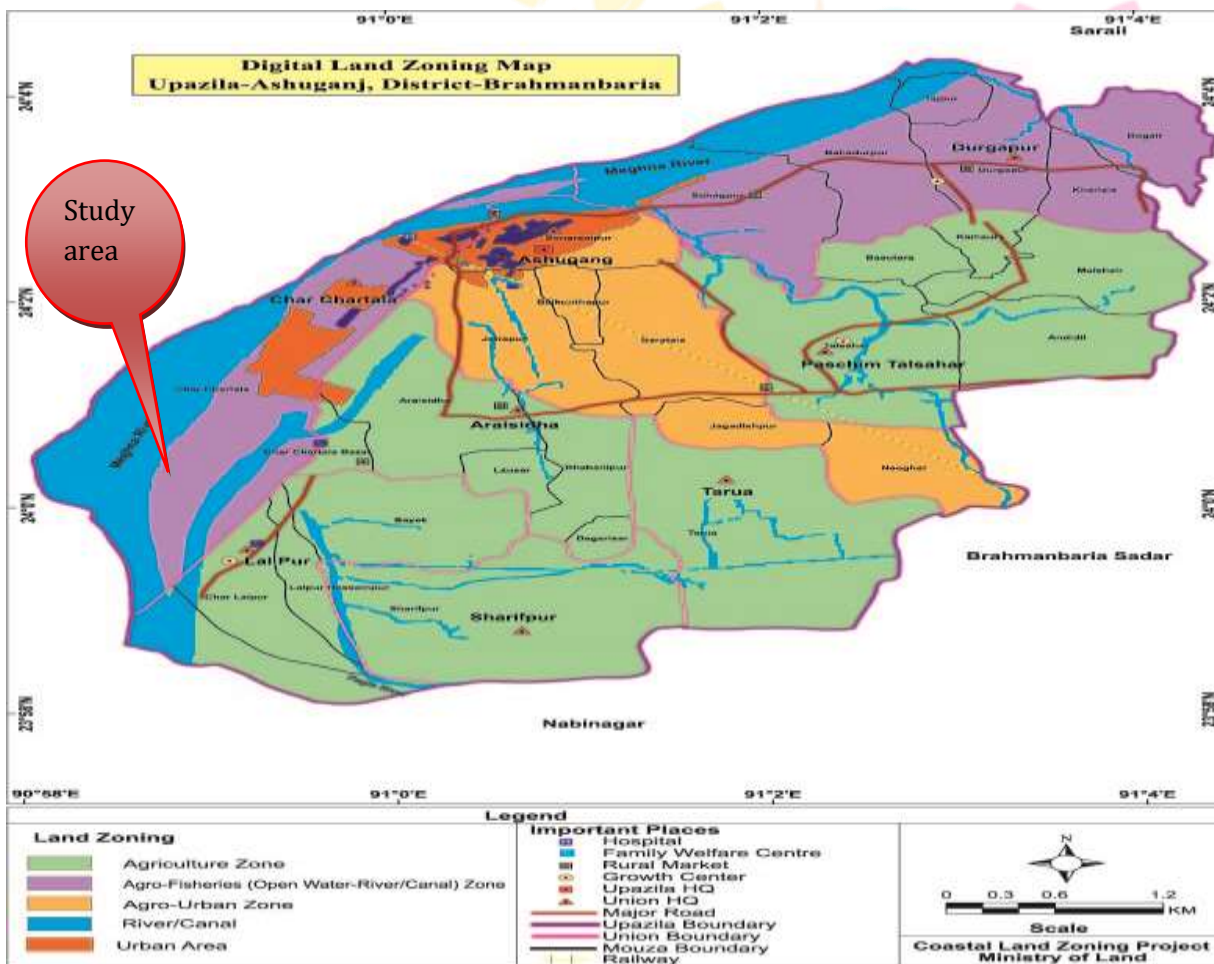
The study area in brief

Three Unions of three different districts has been selected for the study. These Unions have three different characteristics of land use pattern. To know the stakeholders perception on land zoning, these three different types of union has been chosen.

4.14 Charcartala Union

The first Union was *Charcartala* of Ashuganj upazila under the district of Brahmanbaria. It's located between 23°51' and 24°06' north latitudes and 90°53' and 91°19' east longitudes (Banglapedia, Banglapedia, 2016). The area is 1572 acre with 09 wards that consists of one land mouza. The union area alleviated from the river Meghna with four parts and shaped a large land plate named *Char (new land) –car (four)-tala (plate)*.

Map-1: Map of Ashuganj upazila



Source: Land Zoning Map

The river Meghna flows on the south, north and west side in between other bounded upazila. East site belong land boundaries. The union is notable for river port and industrial area of Brahmanbaria district. Recently, Ashuganj land port is under construction. It's a business hub for river and land transportation. Remarkable industry like Ashuganj Fertilizer, food storage silo godawn, Gas compressor station of GTCL, rail way station, ship building industry, rice husking mill and power plan has been instituted here for her importance. International transit point

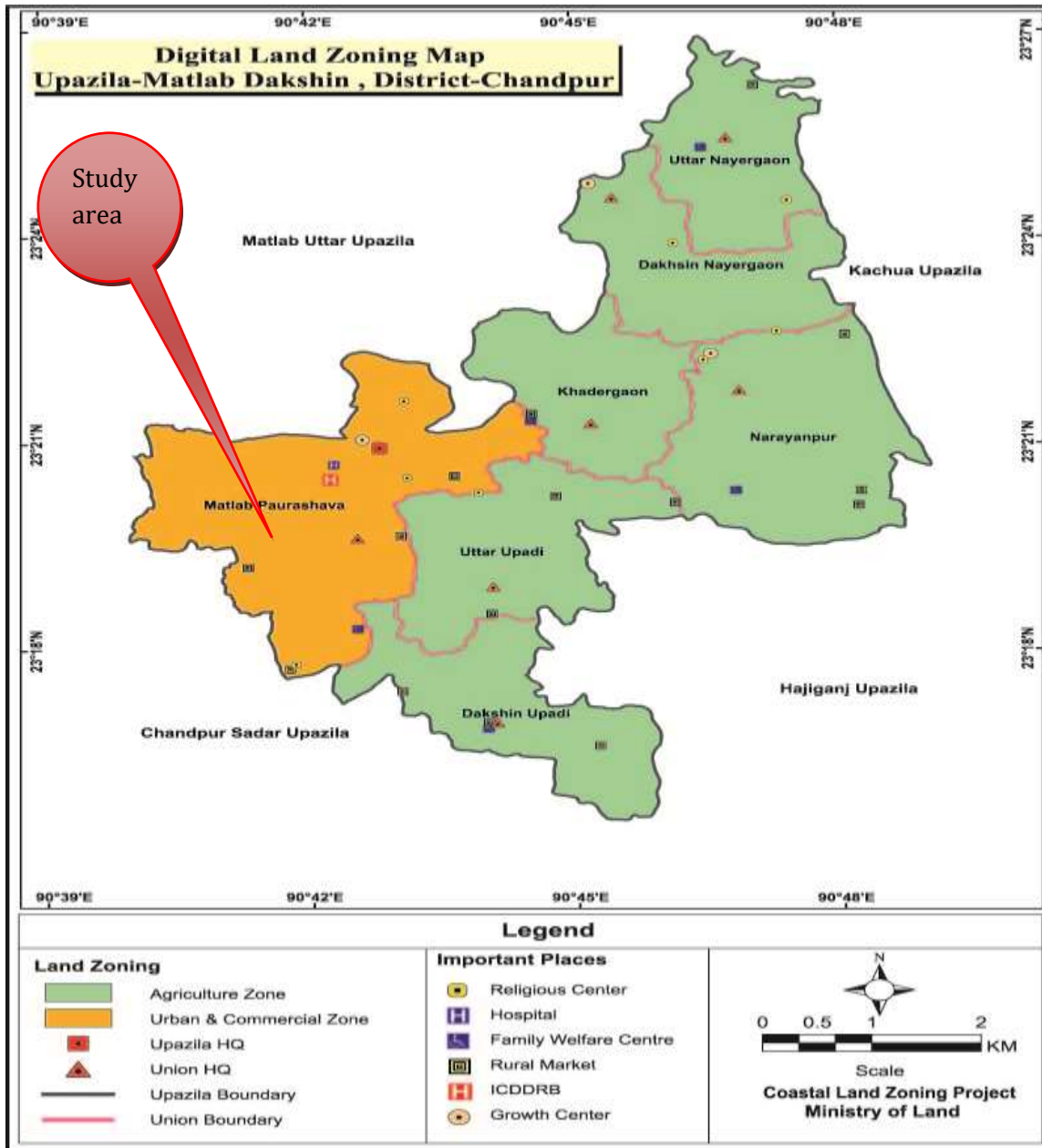
named Ashuganj land port has been constructed to exchange communication with neighboring country India. Railway bridge and Sayed Nazrul Islam Bridge/Vhairab bridge has been built on the river Meghna that make a bridge to communicate with other portion of the country. Due to its dynamic features, the occupation of local people has changed noticeably. 50% of total population is engaged with business while 30% is agriculture, 10% services and remaining 10% with fisheries and others (BBS, 2011). So the land use pattern and her utilization have rapidly altered.

4.15 Uttar Upadhi Union

The second Union was *Uttar Upadhi* of Matlab Dakshin (South) upazila under the district of Chandpur. The Union is comprised of seven (07) mouza having an area of 1,644.53 hectors, of which the net cultivable land is 955 hectors that is 58% of total area of the union. The number farmer family is 2300 where 805 are share croppers. The area under irrigation is about 70% and Boro (HYV) is the main irrigated crop intensively cultivated. Lands are normal inundation level for growing perennial and year round crops (Banglapedia, 2003). The major lands types of this union are medium low land (40%), followed by medium high land (30%). The union lies under Agro-ecological zone: Lower Meghna River Floodplain. The soils are formed from alluvial sediments of the rivers crossing by the upazila. The area is basically notable for agriculture land and remarkable for rural village character. Most of the union belong rural characteristics. Greenery of crops and trees, cannel, ponds, open water bodies during rainy season, cluster village structure of homestead areas, rural infrastructure are the main features of this union. No changes of land use and class occur in this area. Land use pattern are limited between agriculture and homestead use. Some extent static nature of land character has been found the union.



Map-2: Map of Matlab Dakshin upazila



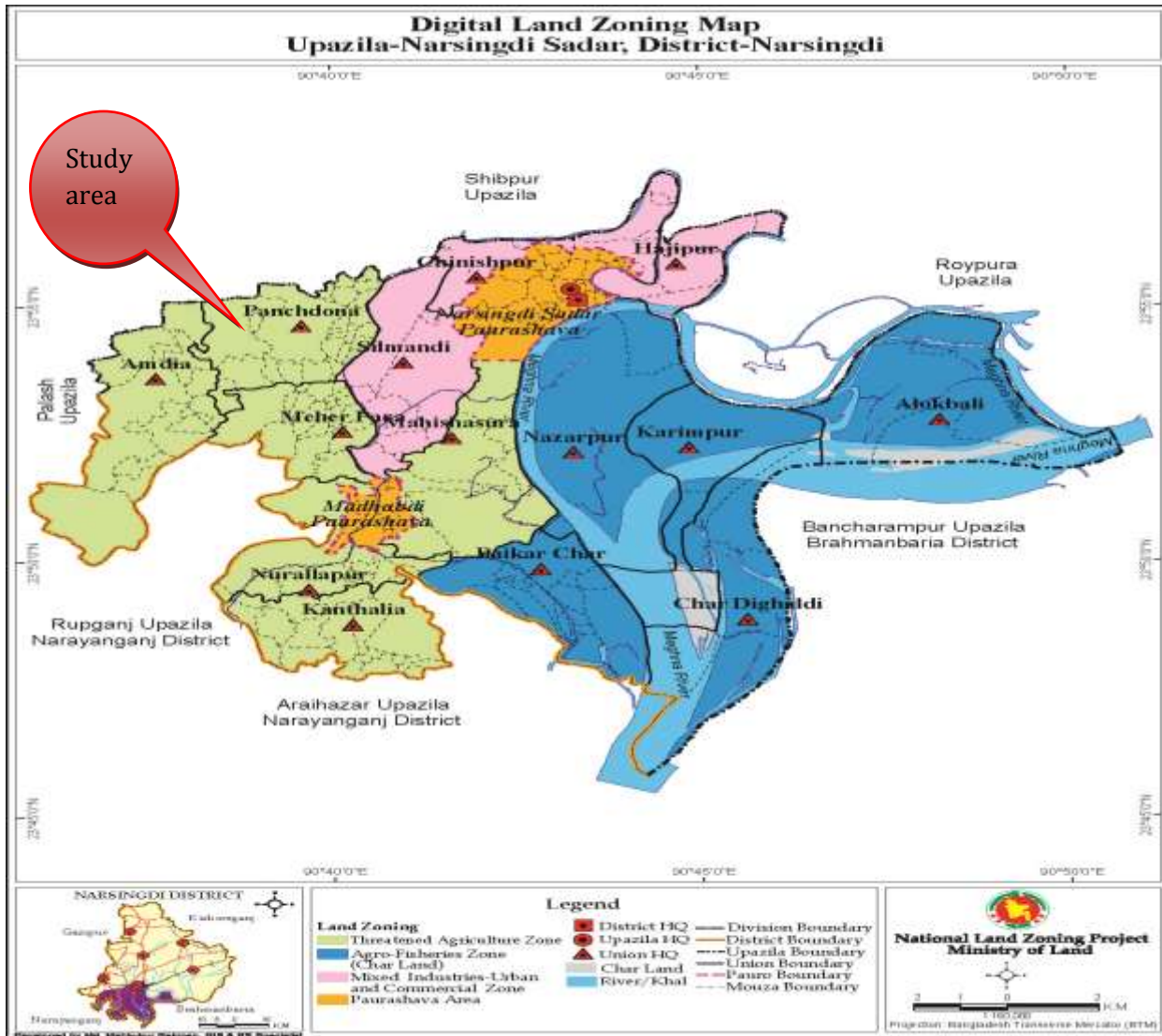
Source: Land Zoning Map

Research Through Innovation

4.16 Chinispur union

The third Union was *Chinispur* of Narshindi Sadar Upazila under the district of Narshindi. The union is comprised of 14 villages and 10 mouza with a total area of 714.8 hector.

Map-3: Map of Narshindi Sadar upazila



Digital Land Zoning Map of Narsingdi Sadar Upazila

Source: Land Zoning Map

In terms of land use, urban 41%, agriculture 36%, settlement 18%, road 2% and water bodies 3%. Rest of the land is industrial and commercial used. The Union has radical changing pattern of land use due to rapid industrial and commercial characteristics. Land types of the union are medium high land 61%, high land 24%, medium low land 13% and low land 2%. The area declared as mixes industries-urban and commercial zone. Once upon a time, the union was blessed with fertile and suitable agricultural land for various crops and fruits but due to rapid increase of urbanization and industrialization the agricultural land is threatened and decreasing alarmingly. The union is densely industrial area and home to many textile industries. The biggest cloth market of Bangladesh is situated in the upazila. So the effects of urbanization are growing rapidly in the area due to various economic activity, good communication, supply of gas, electricity and other facilities. New industrial and housing estate is encouraged and the investors are attracted to invest in multi sector activities.

Stakeholders' responsibilities in the land zoning processes

4.17 Stakeholders' conception in the land zoning

Stakeholders mean the person or institution or organization that has direct or indirect influence or can affect or can interfere into the land zoning project. These stakeholders have power and strategically relation and interest into the project. More specifically, stakeholders are the person or institute that are affected or benefited from the land zoning project. In the land zoning project, stakeholders have *two types* of dimensions; these are *power relation* and *ownership relation*. In terms of power relation, stakeholders are engaged themselves as policy, strategy and power practices agencies from central government to bottom up local government. Secondly, for the ownership perspective, it is some extent subject to obligation for rightful claim as a part of the policy process. In this aspect, the part may be affected by the process or have chance to be benefited from the process.

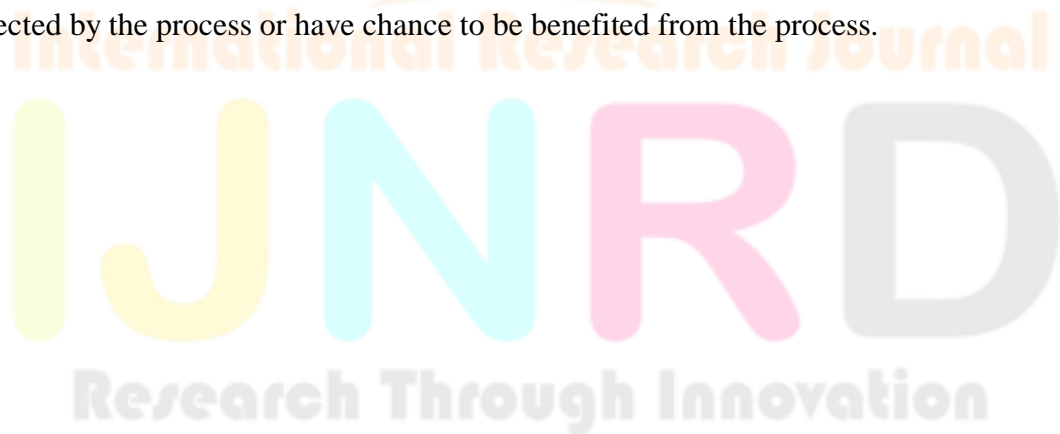
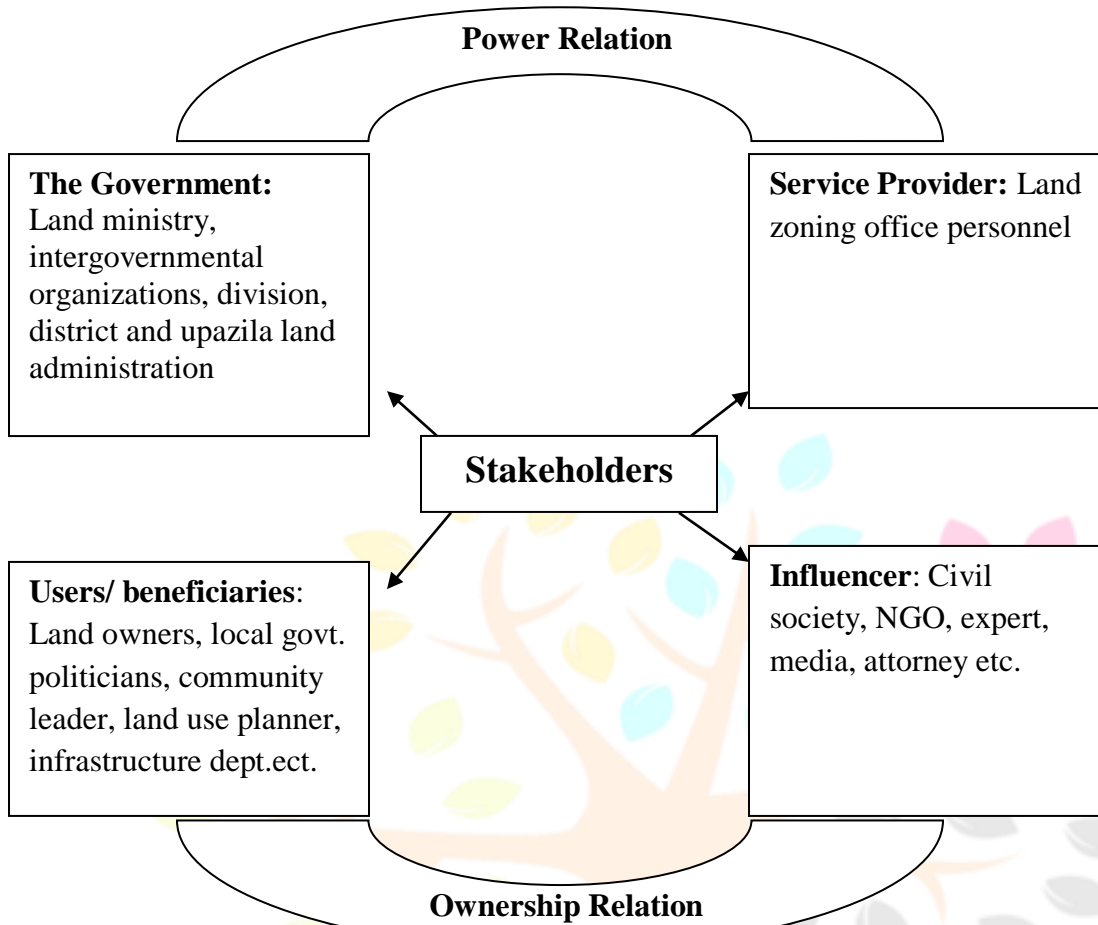


Figure 4.1: Stakeholders of the land zoning

Source: Developed by Author 2017

The government and her institution and organization remain in the apex and land zoning personnel are closely engaged as service provider in the policy making and execution process. Land owners, local government, community people, land use planner, infrastructure department are the direct user of land zoning in the execution stage; they have rightful claim of ownership into the whole process of land zoning. Besides, civil society, NGO, expert, media, and attorney are the intelligent part of all process of the community. Each strategy can be smoothly functioning with their sharing and caring of knowledge and expertise. These four segments of stakeholders have been integrated in the land zoning process.

According to the 'National Land Use Policy 2001' the whole land zoning process has been carried out in an integrated approach where different level of inter-governmental stakeholders and non-government stakeholders take part in various tasks. By the active tasks of zoning personnel and with the full-hearted participation of inter-governmental sectors, the land zoning activities carried out her functions. Accordingly, the project is being implemented by the Ministry of Land with the support and cooperation and collaboration of national level institutional arrangement like Steering Committee (SC), Technical Committee (TC), and Technical Support Group (TSC) where the relevant government and non-government stakeholders are being involved to provide their valuable expertise knowledge and services.

At the same time, institutional arrangement has been intended in the local upazila level for its smooth execution in an integrated way, where local government institutional stakeholders like Upazila Land Administration and Management, Upazila Executives, Agriculture, Fisheries, Livestock, Forest, Food, BIWTA, BRDB, Environment, Social Welfare Officials and other relevant government and non-government stakeholders can work together. This arrangement has been framed in such a way that it can allow their participation, can empower and enable local institutions, local communities including land owners and mass people to enhance their participation, sharing, involvement, access and control over the land resources management.

4.18 Categorization of Stakeholders in the Land Zoning Project

To be able to categorize the stakeholder in the land zoning system, zoning policy papers, interviews, survey, FGD and contact were made through methodological processes with multilevel stakeholders. It is important to categorize stakeholders so as to understand ‘the power relations between them and their interest in the project’. Categorization of stakeholders also makes it possible to identify the boundaries and each stakeholder according to their stake in the project. The categorization of stakeholders in the land zoning project can be described in the following ways:

1. Individual, groups, institutions, community and committees who are affected by or can affect specific segment of the land zoning system.
2. Prioritize them in the decision –making process.

On the basis of above conception two types of stakeholders, namely, the primary and secondary, are identified. Using the primary and secondary distinction enable to consider the stakeholders spheres of influence over the activities of the project.

To be able to identify the stakeholders and categorize them based on the conception, the research conducted Focus Group Discussion (FGD), semi-structured interviews and questionnaire survey with government employees, local government elected personnel, civil society, and women representatives etc to gain a sense of who the likely stakeholders of the project would be. The author had met each of 44 stakeholders to find out their involvement in the project.

4.18.1 Primary Stakeholders

The primary stakeholders of the land zoning project are directly involved in the daily activities of the project which in the context of this study means participation in the execution level in the field of the project. They are called as primary stakeholders because of their direct participation in the project. They are

1. The project manager including team members
2. Upazila Chairman, vice-chairman
3. Upazila level officials like Upazila Nirbahi Officer, Upazila Assistant Commissioner Land, Agriculture Officer, Fisheries Officer, Livestock Officer, BRDB Officer, BIWTA Officer, land owners or their representatives, housing Companies

4. Land owners, land use planner, technical expert etc.

4.18.2 Secondary Stakeholders

Secondary stakeholders are indirectly involved into the land zoning. They are some extent decision maker and some extent experiences and knowledge sharer. As decision maker, they work from managerial perspective. The decisions made by them at this level are relevant to the overall coordination of activities of the project because these stakeholders are responsible for managing the primary stakeholders. Communication, coordination, direction, allocation of budget at this level requires a back and forth process. The secondary stakeholders are the ministry of land, the Inter-Ministerial Steering Committee (SC) Inter-Ministerial technical committee (TC), and technical support group (TSC), Divisional Land Zoning Coordination Committee (DLZCC), District level Land Zoning Monitoring and Evaluation Committee (DLZM & EC). As experience and knowledge sharer, these stakeholders have experience, knowledge, positive and negative accent. They pay response for the greater interest of the project and people. Some of them are mostly expert from private sector, NPO, civil society, developer, land use planner and so on.

The primary stakeholders perform the functions identified by their affiliated secondary stakeholders and report to them on the progress and challenges identified.

4.19 Stakeholders setting for land zoning

At national level, different ministries, department and directorates have been integrated for performing their respective jobs related to policy making, planning and implementation. They are related to specific function of the government and some of them delegated their activities through a network of operational unit at national, district and lower levels. The relevant ministries, departments and agencies are being consulted to carry out the study in an integrated approach.

Chart-4.2: Stakeholders Responsibilities Chart

Stakeholders Arrangements	Stakeholders	Responsibilities
<u>National Level</u> Inter-Ministerial Steering Committee (SC)	Secretary, Ministry of Land is the chairperson and representatives of different ministries are the members	Providing policy guidelines, directives, and arrange all kinds of logistic support etc.
<u>National Level</u> Inter-Ministerial Technical Committee (TC)	Secretary, Ministry of Land is the chairperson and head of relevant government organizations, representatives of NGOs are the members.	Providing technical advices, suggestions and guideline, shared knowledge with project team members.

<p><u>National Level</u> Technical Support Group (TSG)</p>	<p>Project Director, team leader of land zoning project is the chairperson. Relevant senior officials of different government organization, representatives of NGOs and research organization are the members</p>	<p>Shared knowledge, experiences and provide technical suggestions on project activities. Take part in validation of project activities and outputs, assessing all draft reports for necessary improvements and upgradation.</p>
<p><u>Divisional/regional Level</u> Divisional Land Zoning Coordination Committee(DLZCC)</p>	<p>Divisional Commissioner, all DC's, Zonal Settlement Officers, ad of relevant govt. organizations of the division, NGOs and local elites.</p>	<p>Coordinate the implementation of land zoning system including land zoning map at upazila level. Review the progress at upazila, district and inform the ministry for required steps to improve the implementation system. Resolve conflicts of land zoning activities if rise regarding land zoning implementation.</p>
<p><u>District Level</u></p>	<p>DC,CEO,CS,SP,DAE,DFO, DLO, R&HD,LGED,BRDB,NGO's,</p>	<p>Monitor and evaluate land zoning system at upazila level and provide all sorts of necessary logistic supports and advices to upazila implementation committee. Arrange awareness program at upazila level.</p>
<p><u>Local Implementation Stage</u> Upazila Level</p>	<p>UPZ Chairman, UNO,UHFPA,UAO,ULO,URDO,AC Land, LGED, OC, PIO, UWAO,UPC,NGOs etc.</p>	<p>Direct involvement in the implementation of land zoning system. Prepare progress report and make impact assessment of land zoning activities and send it to the MoL for necessary actions. Maintain linkage and coordination with union and community people. Initiate to resolve the land use conflicts effectively.</p>
<p>Union Level (Basic Level)</p>		

Source: Developed by author, 2016

At the national level, Steering Committee (SC) formed for providing necessary policy guidelines, supports and cooperation in conducting the land zoning activities. Secretary, Ministry of Land is the chairperson and representatives of different ministries are the members.

Inter-ministerial Technical Committee (TC) is formed for providing for necessary technical support and cooperation in conducting the land zoning activities. Secretary, Ministry of Land is the chairperson and head of relevant government organizations, representatives of NGOs are the members.

For timely completion and ensuring hands on supports on project activities, Technical Support Group (TSG) is formed who contribute with their technical knowledge and skills. Project Director, team leader of land zoning project is the chairperson. Relevant senior officials of different government organization, representatives of NGOs are the members. The above stakeholders are mostly directive and supervised authorities in the land zoning system. For smoothly functioning of land zoning activities and its implementation, local level stakeholders play vital role in the implementation stage. The present local government system in Bangladesh has three broad categories: urban, rural and special areas. The urban local government has one tier, which is called Municipality or City Corporation. There are 9 City Corporation and 271 Municipalities of three different categories. The rural local government has three vertical tiers: Union council, Upazila Parishad and Zila (District) Parishad. The urban tier of local government is excluded from the land zoning system due to their own system of land use planning.

The rural tier of local government has included in the land zoning. The stakeholders of local government play major role to mobilize the local motivation, capacity building of her members including all women representatives that enable them for participatory planning and implementation land zoning system in an integrated manner.

In the district level, there is a meeting called District Development Coordination Committee (DDCC) headed by the deputy commissioner. Here, all head of line agencies representatives represent their present development activities. This committee is liable to implement government development planning in the district level. Most of the agencies are active members of land zoning system in the district level. Stakeholders of the committee have opportunity to monitor and evaluate land zoning system at upazila level and provide all sorts of necessary logistic supports and advices to upazila implementation committee.

In the upazila level, Upazila Chairman is the head of upazila development activities. Upazila Nirbahi Officer (UNO) is the head of executive from the representatives of central government. According to the land zoning report, line agencies of upazila stage have their individual responsibility for smoothly functioning the land zoning activities in the upazila implementation level. As a key stakeholder, upazila chairman is the supreme authority to motivate, mobilize, awareness building of the land zoning and its implication in the upazila level. As an elected person, he represents the voice of mass people of the upazila. His motivational talk and awareness approaches make the zoning process more fruitful. Upazila Nirbahi Officer is the chairperson of upazila land administration and management committee. He has expertise and responsibility to mitigate all civil types litigation regarding land

use, land ownership, transfer, land tax, government land management etc. UNO is fully responsible making any planning on land in the upazila stage. He is liable to execute the directive of central government and report to the government. Assistant Commissioner Land (AC Land) is responsible for land record correction, demarcation of land, safety of government land, acquisition and requisition of land and so on. Agriculture Officer preserve, manage and provides all information related to agricultural products, land suitability, land capability, pH, fertility, soil structure, crops pattern and many other things. Live Stock Officer work for animal husbandry, dairy and poultry based on land suitability and its capacity to provide sufficient food for animal. Fisheries departments responsible for maintaining open water system and restrict water system of upazila. UFO responsible for fish production, distribution, consumption and management of fish statistics based on land water bodies throughout the year in the grater upazila. Officer-In-Charge (OC) works for maintaining law and order situation from and among the conflict of land owners. Bangladesh Inland Water Transport Authority (BIWTA) works for water transportation and controlling the river. Local Government Engineering Department (LGED) mainly responsible for making upazila land use planning, public works, KPI and other important things related with land. Upazila Rural Development Officer (URDO) works for providing micro credits and loan for self-sufficiency under the umbrella of government social safety net programs. This department is directly related with marginalized people in the rural community level. One of their credits permissible conditions is the amount of ownership of land by which they measure whether the borrowers have capacity to pay loan etc. So, every one of upazila level officials has specific tasks on land and with the land. They can contribute a lot for the land zoning in the implementation stage. The relationship between and among all stakeholders and their specific tasks and interest in the project can make a fruitful and effective land use policy.

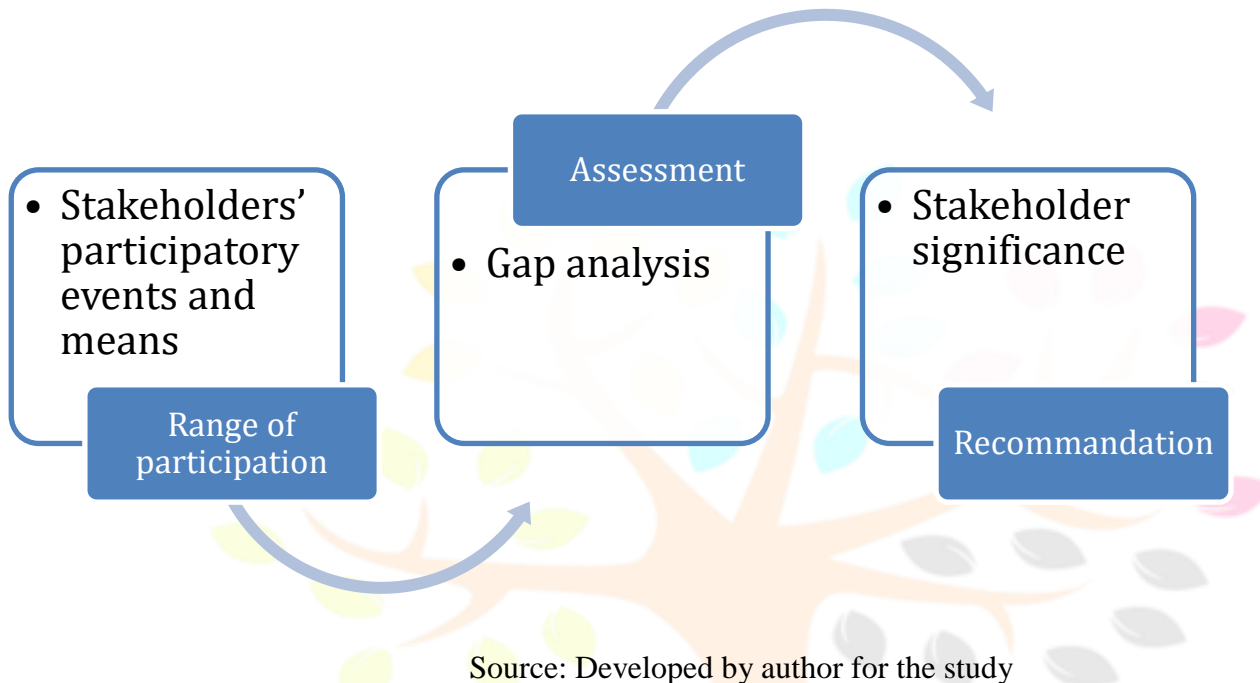
Chapter 4: Findings and analysis

This chapter accumulated all congregated facts in the analytical framework. Here, various statistical analytical tools represented and interpret data for analysis and discussion. This key part of research had shown the answer of research questionnaires, objectives and identifies the gaps between the policy papers and practical aspects through logical analysis. In this chapter stakeholders and their responsibility, their concern on land zoning, institutional participatory events, participation and methodology, participation with consistency of three 'M' (moment, money and manpower), democratic means, political participation, view of land zoning personnel, local executives and local stakeholders, stakeholders' perception on participation, stakeholders' perception on the significance of the land zoning, stakeholders assessment on participation, requirement of stakeholders into the zoning process and many things are discussed elaborately.

5.1 Discussion Framework

Discussion framework contains aspects of organizing the analysis of the research. The segment of each part of the framework represent the key questions of the research that place in the relevant position within the framework. It also makes linkages that demonstrate research questionnaire and help the writer understand decisional context of recommendation and so forth.

Figure 5.0 Discussion framework



Source: Developed by author for the study

The framework has divided into three segments where first one raises the issue of participation and her ranges in various dimension. After securitizing the measurement of stakeholder participation, an analysis of gap between papers and practice of land zoning methodology has been discussed and assessed the procedure and context. Lastly, stakeholders' significance has been discussed and recommendations acknowledged.

5.2 Local Stakeholders and their responsibilities

For the study, 26 stakeholders were interviewed by questionnaire survey. Most of them are worked in upazila local government (second tier of rural local government). For the Focus Group Discussion (FGD), eighteen (18) stakeholders from Union local government (basic tier of rural local government) and others were consulted in a participatory discussion where maximum person shared their views on land zoning. Besides these, eleven (11) key personnel were interviewed from semi-structured questionnaire manner with a view to recognizing the status of stakeholders' participation and their role in land zoning process.

Local government elected representatives and concerned agencies at upazila level were selected for the questionnaire survey. These agencies are jointly responsible executing land zoning.

Figure-5.1: Stakeholders for questionnaire survey

Stakeholders	No	Stakeholders	No
UPZ	1	BRDB	2
UNO	3	UCO	1
AC LAND	1	SAELG	1
UP Chairman	1	UFPO	2
UPZ Vice Chairman	1	UPHE	1
USEO	2	UWAO	1
UPEO	2	OHOF	1
UAO	2	UYDO	1
ULO	2		
UFO	1		

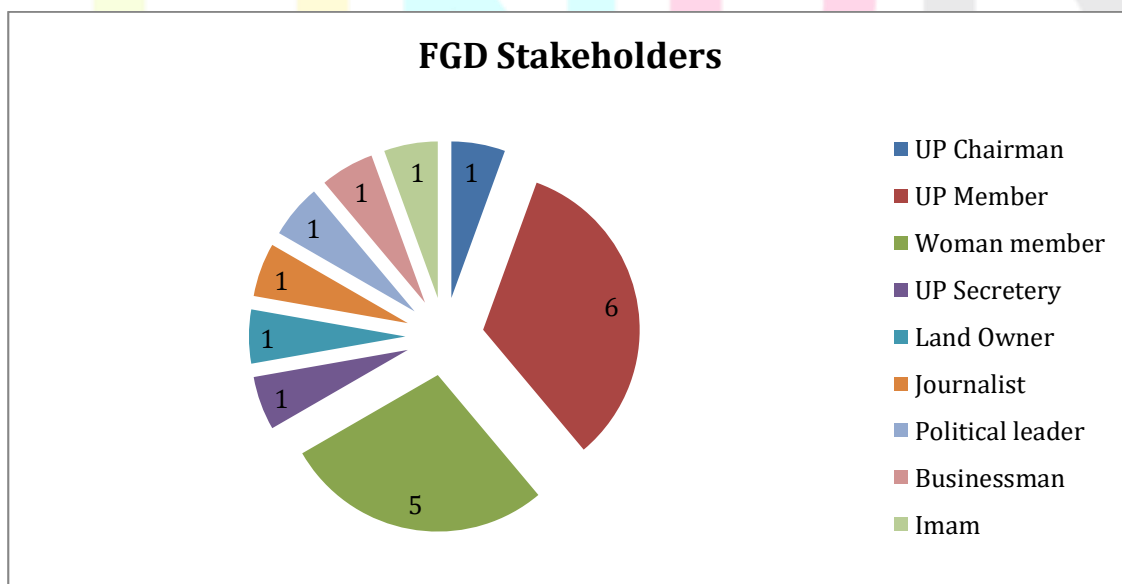
Source: Compiled and developed by author, 2017

Three elected representatives, three upazila executive head, one Assistant Commissioner Land, four education officers, two agriculture officers, two livestock officer, one fisheries officer and others including 26 participants were interviewed from three different type's upazila. Eighteen categories of different government agencies were consulted for the survey. Directly or indirectly everyone is related with the land zoning system. Upazila Chairman (UPZ) is the head of upazila. He represents from mass people. He has the responsibility of all developmental aspects. Upazila Nirbahi Officer (UNO) is the chief executive officer to implement all types of government policy in the local government. He is also the head of land administration and management system in upazila jurisdiction. Assistant Commissioner Land (AC Land) is responsible for discharging land litigation, land record updating, record management, land tax collection and many other activities. Upazila Agriculture Officer (UAO) maintains agro-based information, provides farming training, and builds up awareness. Fisheries officer preserves water bodies, maintains fisheries information, and conducts fisheries training. Livestock officer works for pastoral functions and provides training for dairy and poultry farm. Upazila Primary and Secondary Education Officer basically responsible for primary and secondary education, but they have responsibility to disseminate the information throughout their students and guardians. Upazila Family Planning Officer (UFPO) is the member of upazila land affairs committee. Upazila Engineer and Sub-Assistant Engineer have direct involvement of planning of upazila development projects. Bangladesh Rural Development Board (BRDB), Cooperative Officer (UCO), One House One Farm (OHOF), Youth Development Officer (UYDO) work under the umbrella of social safety nets programs with mass people with the aim to social inclusion. They are involved with land owners, landless, poor, youth, women, institutions and organization in upazila local government.

All respondents are categorized into primary stakeholders. Few participants are directly engaged with land use policy. Upazila chairman and vice chairman have influence towards land owners, landless, land gravers, industrialists, developers, and mass people to utilize land efficiently in their respective areas. Upazila Executive Officer, Assistant Commissioner Land, Engineers are more technical for incorporating into every aspects related with land use policy. They have knowledge of land use, land class, upazila planning, key performance indicator (KPI) and are responsible to discharge land litigation, impose land tax, registration, and ensure punitive measure for law breakers. Furthermore, they are the local authority of central government to preserve and provide all types of information toward land owners, civil courts, civil society and lastly central government. Upazila Agriculture Officer (UAO), Fisheries Officer, Livestock Officer, Upazila Primary and Secondary Education Officer, Upazila Family Planning Officer (UFPO), Bangladesh Rural Development Board (BRDB), Cooperative Officer (UCO), One House One Farm (OHOF), Youth Development Officer (UYDO) has influence to people and obligation to participation through social inclusion policy. They are the member of upazila land management committee. Land owners and mass people come to local government office for seeking their land related problems and solutions. They don't have alternative to solve their problems. Local government bodies, incorporating with elected and government officials, must have to know the kith and kin of land zoning in the upazila. Otherwise, they will not able to solve any forthcoming problems after the completion of land zoning. On the other hand, a number of stakeholders are indirectly involved with land zoning process to utilize land efficiently in their respective alley. In this context, local NPO/NGO, developer, land use planner, media, civil society, expert, advocate, community leader, political representative, businessman, institutional head, religious leader consider as secondary stakeholders.

Stakeholders of Focus Group Discussion (FGD) at Union are elected chairman, ward members, women members, local businessman, farmer, land owners, journalist and political leader.

Figure-5.2: Stakeholders for Focus Group Discussion (FGD)



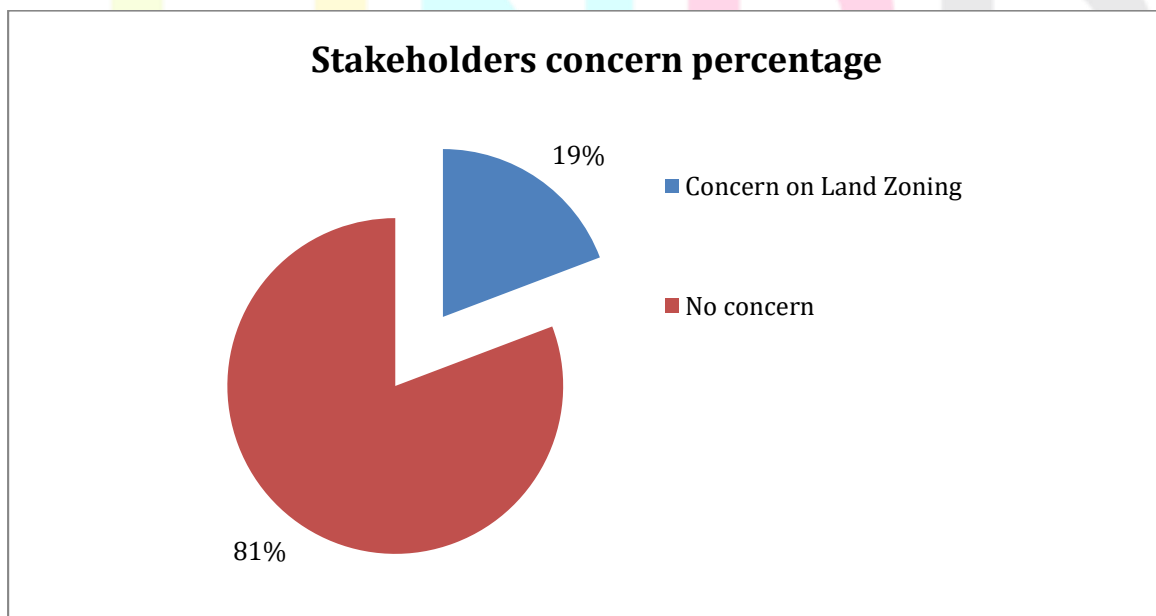
Source: Compiled and developed by author, 2017

Each of stakeholders has specific stake in their arena in the form of participation and contribution into zoning. For example, chairman of Charcartala Union Council pronounced “we are the deliberative body in the union level. We should be the part of the deliberation process from issue framing to decision making. Because, we represent mass people. We meet them and know their problems”. Union council secretary mentioned “policy made but public even local elective bodies do not know the message. How it will be implemented”? All members in union level have individual tasks. For instance, union members have their own wards to motivate land owners and engage mass people into the information and sharing the zoning causes and consequences. These representatives represent village and ward level people. Local businessmen have the contribution to arrangement of job facility for local young potentials. Also they contribute their knowledge and resources for local socio-economic development. For example, rice husking mill owner from Charcartala union provided job for village unemployed and improve their life. Local print media play important role to broadcast news towards mass people. All participants defined as local primary and secondary stakeholders due to their direct and indirect involvement with land, land owners and local contributors on behalf of mass people. Stakeholders from the key informant interviewees are mostly land zoning project personnel, local elective representatives, local executives, land management officials and line agencies at upazila level. Except land zoning project personnel, all stakeholders for informal interview were consulted as dual participation in the survey questionnaire as well as informal interviews.

5.3 Stakeholders acquaintance

Stakeholders ‘concern’ treated as fairly access to land zoning activities. The more concern guarantees the better land zoning. Concern also ensures the acceptance of policies by stakeholders. The questionnaire survey demonstrates the stakeholders concern about land zoning.

Figure-5.3: Stakeholders concern chart



Source: Developed by author, 2017

The above pie chart shows that 81% of total population of questionnaire survey isn't aware of the national land zoning. Among 26 respondents, five (05) participants are aware of the project. One from elective representatives and rest four are government executives and assistant commissioner land. Except upazila executives and assistant commissioner land none of other agencies were incorporated.

Although these agencies are directly engaged with land functionaries and her uses, the exclusion of these agencies prove that the participatory process undertaken for land zoning was not done inclusively. The chart shows that, the policy is mostly directive rather than participatory. Because. Zoning authority fixed up the participating members rather than the prior needs in proper stakeholders in right place and time. In consequence, most of the local government agencies aren't aware and inform the policy. Questions to what extend the mass people will know the policy and will avail opportunity to participate into policy process. Apart from officials, only one elective representative knows the matter. It's alarming for all concern, whether the information will pass towards mass people through representatives. During FGD, the chairman of Charcartala Union Council mentioned "we didn't know the zoning before Our UNO told this". , Even, except chairman, all of the participants, for the first time heard the issue of land zoning during the discussion. The following aspects prove that local stakeholders' acquaintance with land zoning wasn't done according to the expectation of local people. Consequently, people don't show their willingness to response with the government and ignore the cognizance of the land zoning.

5.3 Participatory events

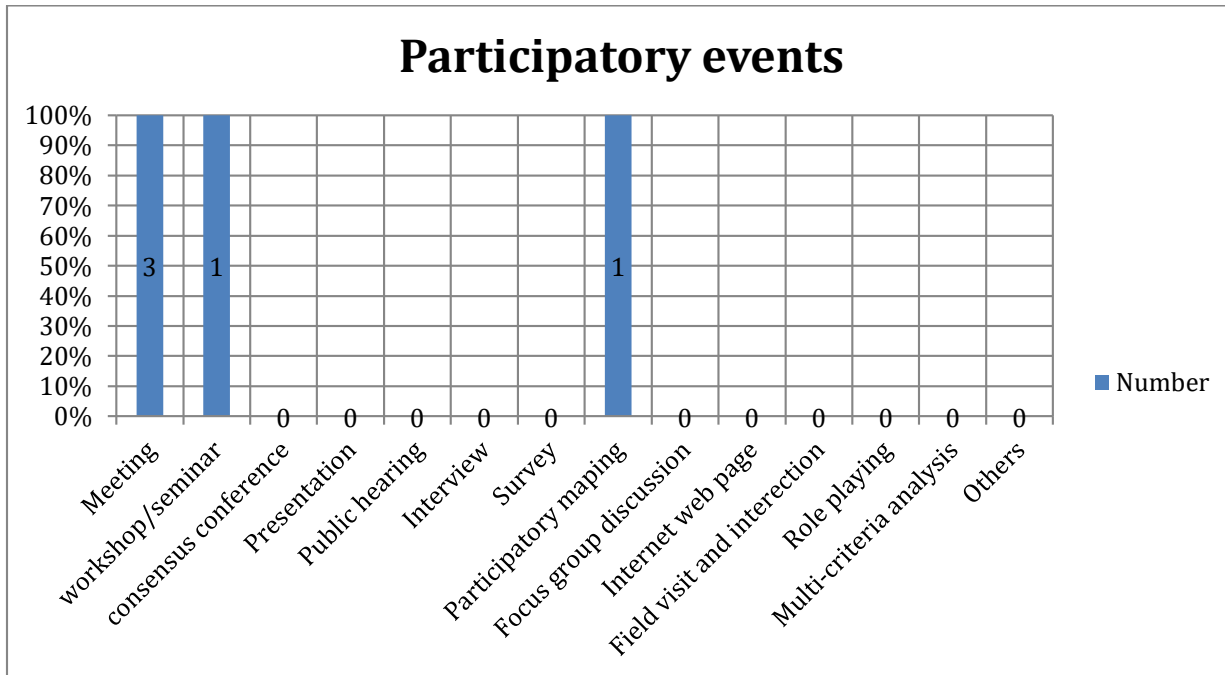
Stakeholders' participatory events render the decisions making process more democratic and improve the quality of decisions. Governments present their thoughts before people and come closer with a view to getting feedback of acting course of action. Policy actors come close to stakeholders and obtain their knowledge. One pattern of co-management takes place through the knowledge and expertise sharing between both the government and stakeholders. By dint of connection, the government carefully takes decision with transference, effective and efficient manner. At all stages, policy matters most to citizen and its outcome highly benefited everyone. Finally, policy acceptance and her everlasting come to pass by policy actors as well as stakeholders.

Participatory events are used for examining people orientation and government thinking for further policy. Before starting people oriented policies, these events assume government for its future continuity and sustainability. Also it depends on the strategy that taken to involve people into policy.

Fourteen categories of participatory events have been selected to look for stakeholders' participation at on-going land zoning process. *Meeting*, a formal or informal deliberative assembly of individual stakeholder, calls to debate and raise important issues and problems on land zoning and take decisions on agreed upon agenda. In the *Seminar*, a formal presentation by zoning project personnel, stakeholders might be encouraged to discuss various issues on land zoning. *Consensus conferences* are attempts by zoning policy makers to include lay stakeholders' opinions in

their decision-making through public engagement. *Presentation* formally submit zoning document for appropriate action. *Public hearing* directly opens up public opinion by written or orally before the policy actors. In the same manner, interview, survey, mapping, FGD, website, field visit and other participatory events produce and comprise collective feelings and consensus to make free people includes them in the government policy process. Moreover, these improve condition to set fair, ethical, equitable democratic values.

Figure-5.4: Stakeholders participatory events



Source: Developed by author, 2017

The chart shows the participatory events of national land zoning project from beginning to end. Three events have been used in the land zoning. Amongst most suited 14 events, some degree of meeting, workshop and mapping have been used. Three of 26 respondents attended meeting, one in workshop and one in mapping. Rests of ten events demonstrate ‘no participation’. Three participatory events couldn’t reach people for better understanding, sharing, judging and accepting the zoning. Likewise, these limitations don’t create collective consensus and included them into policy. In addition, greater absenteeism and ignoring of democratic values have been concealed. Now narrowly will explain the workshop and validation program whether those are participatory or not.

5.3.1 Divisional workshop

The workshop (introduced in the second phase of the project) was conducted at divisional level by Project Director, Mr Md. Kafil Uddin. He mentioned “among 8 administrative divisions, the project office completed three divisional level workshops (until field work) where participants share their valuable suggestion that incorporated into the further work for better land zoning implementation. These attendees (officials), in future, will work in land administration and settlement department and settle the issue of the country’s land zoning. Their

mindset will favor the zoning. So as to give importance of their participation, land zoning become more administrative oriented”.

The minutes of workshop hold on 16th July, 2016 (**annexure/appendix--**) at BIAM Foundation, 63 Eskaton Road, Dhaka, mentions stakeholders’ participation and their role. Divisional commissioner, Dhaka was chair and Minister of the Ministry of Land was the chief guest. Secretary, Land ministry and Chairman of Land Reform Board were special guest. Project director, additional secretary of land ministry and joint secretary were participated the workshop. Five deputy commissioner from five district, two zonal settlement officer from land settlement department, six additional deputy commissioner from six district, nine upazila executive officer form nine upazila, nine Assistant Commissioner Land from nine upazila, one Bangladesh central bank representative, one from house building resource and finance institute were attended the workshop.

The main objective of the workshop is to inform field level officials about the importance of land zoning and invite suggestions and recommendations on drafted law on “Agriculture land saving and land use law”. Various issues were discussed in the workshop. Important issues are present land use pattern and percentages, percentage of new conversion of land use, unplanned use of land, environmental impact for the unplanned use of land, present rules and regulations on land use, unused acquired land, ceiling for industrial use of land, land zoning in textbook, different committees, land registration act, state acquisition and tenancy act, punitive measure and importance of land zoning project. All member mentioned their comments and suggestions in the workshop. Finally some important dtecision was made for the land zoning project. The minutes summarize the comments accordingly and approved by the chairperson.

The below chart shows stakeholders participation in the divisional level workshop:

Figure-5.5: Stakeholders participation at divisional level

Stakeholders	No	Developer	0
Minister	1	Land owner	0
Government Bureaucrat	5	Media	0
Divisional level officer	1	Attorney/advocate	0
District level officer	12	Land settlement department	2
Upazila Level Officer	18	Housing and building research institute	1
Union level officer	0	house building finance corporation	1
NGO/NPO	0	Environment department	1
Civil society	0	Land zoning project personnel	1
Land use planner	0		

Source: Compiled and developed by author, 2017

In terms of stakeholders' participation, from the figure, it shows some analytical views that traced out from the workshop. The workshop was mostly administrative hierarchy mechanism where minister, secretary, divisional and district level civil servant, upazila executives and very few agencies from other sector were attended. This type of administrative or bureaucratic arrangement make controlled behavior by vertical nature of participation. One types of controlled and structured thought always pressure in mind and reasonable causes and consequences, in spite of convey the sharing of knowledge, and can't be expressed in the participatory process.

Moreover, stakeholders mostly selected from land administration and management department due to their significance role in field land management. Rest of departments like agriculture, fisheries, BIWTA, livestock, public works, LGED, Roads, district council and many others were ignored. Zoning activities are correlated with multi-level government agencies to its sustainable execution.

Furthermore, the workshop's limitation was within the government bodies. Rests of stakeholders from different sectors like private developer, land use planner, NGO/NPO, civil society, land owners, media, advocate were not invited or informed. Without participation of multi-level stakeholders its acceptance and justification will go towards questions.

Divisional Land Zoning Co-ordination Committee (DLZCC), arranged the workshop, but the decision made by all participants aren't the member of DLZCC. The ambiguity is whether, decisions made in the workshop will execute or not. Because, no feedback process from the workshop was done and participants are mostly informed rather than participation. Information sharing and participation isn't same. Even, it's not clear whether mass people accept the zoning or rejected or they have 'say' to something in the workshop by any manner.

5.3.2 District workshop

The minutes of district level workshop was collected from the land zoning office. It took place on 12th May, 2016 (annexure--) at the conference room of district collectorate, Dhaka.

State minister of the Ministry of Land was the chief guest. MP Dhaka-5, project director, additional secretary of the ministry of land were participated the workshop. Besides, five agencies in the district level, two officers from upazila level and one from media and lawyer.

Figure-5.6: Stakeholders participation in district level

Stakeholders	No	Stakeholders	No
Minister	1	NPO/NGO	0
Government bureaucrat	1	Environment department	0
District level agencies/department	5	Land zoning project personnel	1
Upazila level officer	2	Electronic & print media	1
Land settlement department	0	House building research institute	1
Land use planner	0	Advocate	1
Developer	0	House building finance corporation	1
Civil society	0	Member of parliament/MP	1

Source: Compiled and developed by author, 2017

The figure shows the number of stakeholders and the importance of participation in the land zoning. Dhaka district is a cosmic area and thousands of land settlement and arrangement set up everywhere. The capital city of Bangladesh is located in the Dhaka district. Though the district administration provides service not only the metropolitan areas but also her surroundings periphery, it's a haphazard system whether people move to capital city from rural semi-urban or satellite area for their service. Various types of people and organization exist there. Central office of all development agencies of government are situated in Dhaka district. So, stakeholders' requirement must be diverse and multi-sectoral. But in the workshop, stakeholder's numbers are too limited within politicians, bureaucrats, and local executives to contribute broadly in the greater areas. For instance, under Dhaka district, five upazila, two thousand village that consists of 79 union, three municipalities, one development circle with the population of 1,25,17,313 (DWB, 2016). But the stakeholders, except government officials, are very few that can't fulfill the objectives of participation.

As the same nature of divisional workshop, district workshop hold without cost benefits analysis. Who will be participator, how many participants need to attend the workshop, what their role, how they will engage and what should be the output from the workshop that difficult to trace out? Without analysis, like a 'talking shop' it just plays games and listener some extent digest voice. Ideally, nothing found for output and outcome from the workshop. It was just pass the message toward some participants in the workshop. How the participatory workshop make the process fruitful and how multilevel stakeholders incorporate for holistic view are not cleared in the workshop.

Furthermore, the same category people of divisional workshop from the same organization were attended as participants. And most of them were played role for advertising rather than participation. There is no alternate role or different strategy for arranging inclusive process for participation. This event proves that it was a talking shop by some political figure with presence of central level bureaucrats before field level officials.

5.3.3 Upazila validation workshop

Validation presented the draft MIS and map of an arena before local stakeholders for further addition, subtraction and recommendation for further proceedings. These procedures are done by zoning personnel's in the upazila level where all stakeholders must attend and provide their valuable contribution.

Recently, from the second phase, validation program has been done in a number of Upazila. Land zoning personnel conduct validation program. Here, they present draft MIS and zoning map before local officials and elective representatives in local Upazila and invite suggestion and recommendations from them. During the validation, few of local staffs and elective representative attend the program and contribute their knowledge. According to their recommendations zoning personnel edit and redesign the zoning map, if needed.

Validation workshop



Source: <http://www.landzoning.gov.bd>

Validation program wasn't introduced in the first phase of the project. Md Abdul Wahhab, Team leader of National Land Zoning Project mentioned "manpower was limited and MIS was finalized. As a result, people awareness and participation was within the limited range. Furthermore, all data had already published and it's not possible to change finalized data".

But, in practice, local stakeholders aren't included into the validation program. They haven't been informed, invited and shared knowledge and experience from the beginning of land zoning. Even, they don't have access and participation into the ownership of their local decision. As local stakeholders had been excluded from initial stage of land zoning specifically, they don't have basic idea or practical knowledge or expertise to make comment on edit or remap the MIS and zoning map. In due course, they don't want to show their interest to participate the validation program. Mr Md Mutakabbir Ahmed, UNO, Narshindi Sadar pointed out that "land zoning office made everything before and presented in the validation workshop. We are not prepared to say about zoning and not experienced enough. Elected representatives have no knowledge about zoning. They can just listen and pass the message to grassroots level. But they cannot give solution to others".

From the above three level of events give the sense of participation and her limit. Three events in the government regional, district and upazila that took place were categorically ignored local key stakeholders. These events

consider participation of few administrative personnel. Same level of field officials attended in the the three same types of events. As a result, some extent, one people attended in three places without any cause. Bureaucratic hierarchical mechanism implies here for arranging awareness program in the three level of administrative arrangement. The arrangements were limited within these field officials and ignored important stakeholders.

5.4 Democratic means for participation

Government has many democratic events like *public statement*; public circular, *medias advertisement*; newspapers and television channels, *place advertisement*; through billboard, festoon, banner, leaflet, rally, *public hearing*; street drama, folk song, special day celebration, *discussion*; with stakeholders by field visitors both GO and NGO, and web-based information; government blog, social media based discussion, mobile phone SMS and lastly; *religious institutions*.

Land zoning authority used website based democratic means broadcasting zoning policy that couldn't avail by mass people living in rural areas. Mass people don't show interest without skill, knowledge and awareness of the policy. Technical person, civil lawyer, specialists don't participate without their incentives. Land grabbers always keep away from participation for their motive. Also, comment in website never been accepted as value additions until their cost-effective analysis. Democratic events opens up the windows of opportunity for building awareness of the land use policy and influence people to incorporate into the system.

Table 5.7: Democratic means for participation

Democratic means	Stakeholders participation (✓ or X)	Level of participation (active/direct or passive/indirect)	Result
Website	x	indirect	No participation
Media	x	indirect	No participation
Government Institutional arrangement (circular, gazette, notification etc.)	x	indirect	No participation
Local arrangement (leaflet, rally, public hearing, street drama, folk song, religious institution, etc.)	x	Direct/indirect	No participation

Source: developed by author, 2017

Project personnel's believe that local newspapers favor their works. In reality, national or local, none of print media broadcasted zoning activities. Authority didn't make arrangement for media. The table proves that the arrangement of democratic means for stakeholders' awareness and participation is too limited to be acquainted with mass people about the land zoning policy of Bangladesh. From the democratic means of participation five main categories had been excluded the stakeholders from direct and active engagement that concluded non participation.

The democratic means show four category of communication between government and local stakeholders. Firstly, website is too limited use in the rural areas to know the information of land zoning. Internet facility doesn't reach everywhere in the country. Importance of internet use isn't cognified by mass people. Consequently, website doesn't reach mass people for awareness. Secondly, media was ignored and their engagement was not possible. As a result, the message of government land zoning doesn't pass message to mass people through media. Thirdly, ministry of land even zoning authority doesn't notify anything to local administration for the further program or activities towards building awareness. Finally, none local agency or central authority arrange any even single events for awareness or participation in the local level. Consequently, the importance and message of land zoning and her importance doesn't reach to mass people. The gap arose between the policy with government and stakeholders.

5.5 Participation with consistency of three 'M' (moment, money and manpower)

5.5.1 Time (moment)

Time management and arrangement is very important to complete the zoning tasks within the deadline. The strategy organizes the process of tasks in a planning way how to divide time between specific activities. The bellow chart was made after discussion with key informant on time management, specification of tasks and deadline to completion.

Figure 5.8: Chart on time management, specification of tasks and deadline to completion

Used time and work	First Phase of the Project duration (2006-2011)	End of Project Second Phase (2012-2017)	Total Days- (holiday s- 1,250)	Total upazila	Time for each upazila	Require time and Work for Land zoning methodology					
						Land zoning database develop ment	Land use class identific ation	Draft land use coverage map	Mismatchi ng stage	Validati on stage	Final stage of Upazila land zoning map approval
						At least 7 days	At least 3 days	At least 2 days	At least 1day	1 day	1 day
5years	5 years	2,400	(152	5	15 days						

			days	+327 =) 479	days	Gap: 15-5= 10 days				

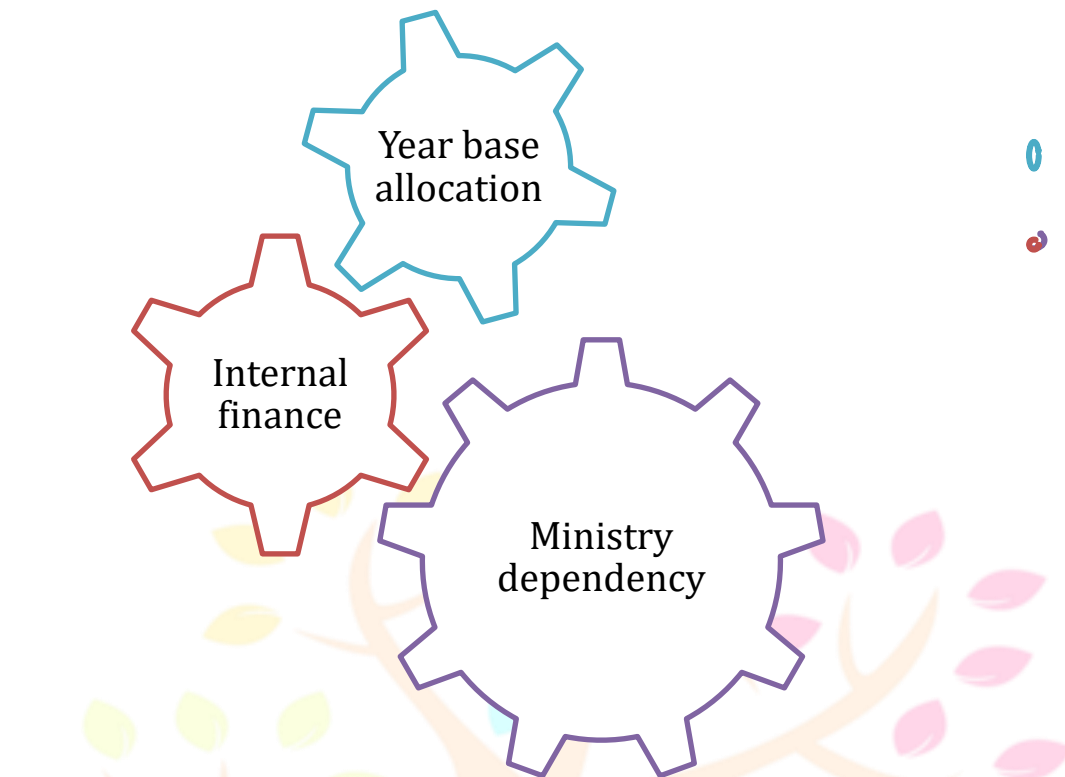
Sources: Compiled and Developed by author, 2017

The above chart shows that the time and duration of projects and the gap between the average allocated duration utilized for each upazila and actual estimate duration that needed to complete the path of zoning methodological steps regarding stakeholder engagement and completion the zoning activities. From the first phase to the finishing stage of second phase, total 10 years that comprise 3650 days. Subtracting holidays, (3650-1144=) 2400 days remain as working days. So, by hook or kook, averagely each of 479 upazilla has to finish their tasks within 5 days. According to the speech of team leader of National Land Zoning Project, Md Abdul Wahhab, more or less 15 days is needed for each upazila land zoning activities. Though statistically they have time to finish within 5 days, one of the interviewees M. Hedayet Hossain, Agricultural Economist, National Land Zoning Project quoted that they have only two days for each upazila. The strategy, zoning report and practice had inconsequence correlation of time management. It's challenging and zoning authority played short-cut strategy by ignoring participation and ground work with multilevel stakeholders and tasks. For instance, they distribute work among a number to team for completion tasks quickly. As a result, each team cannot holistically do their tasks rather than they use simple or shortcut method. They collect information from line agency by using formatted chart and analyze data on the basis of given information. Moreover, they don't go details for ground truthing and observing local perception on land zoning. Team members collect information and develop zoning database. They don't meet local people and local government for consulting. As they don't consult with mass people and local government, they don't think for sharing the issues with them. No land use class identification program done in the local level. They make database themselves in the office. Likely, they themselves drafted land use coverage map. No mismatching arrangement was done by them. Mismatching stage is in the paper not in practice. Furthermore, in the first phase, no validation program was conducted with the local stakeholders. The program started from the second phase. But the number is too scanty and inadequate to arrange participation. Randomly, according to their time and resources, land zoning office arrange validation program. Mostly, present zoning personnel are keen to finish the work within fixed time.

5.5.2 Resource (money)

Land zoning activities require budget. For instance, the more arrangement of participation, the more resources needed. The Ministry of Land has the limitation of allocating whole budget in a fiscal year. They allocate year and requirement based sanction. Land zoning authority can't expense budget according their needs. Project office has to wait until allocation by the ministry. They don't have discretion on financial autonomy. Besides these, they can't make plan for the next year until the budget allocation.

Figure 5.9: Financial limitation circle



Source: Developed by author, 2017

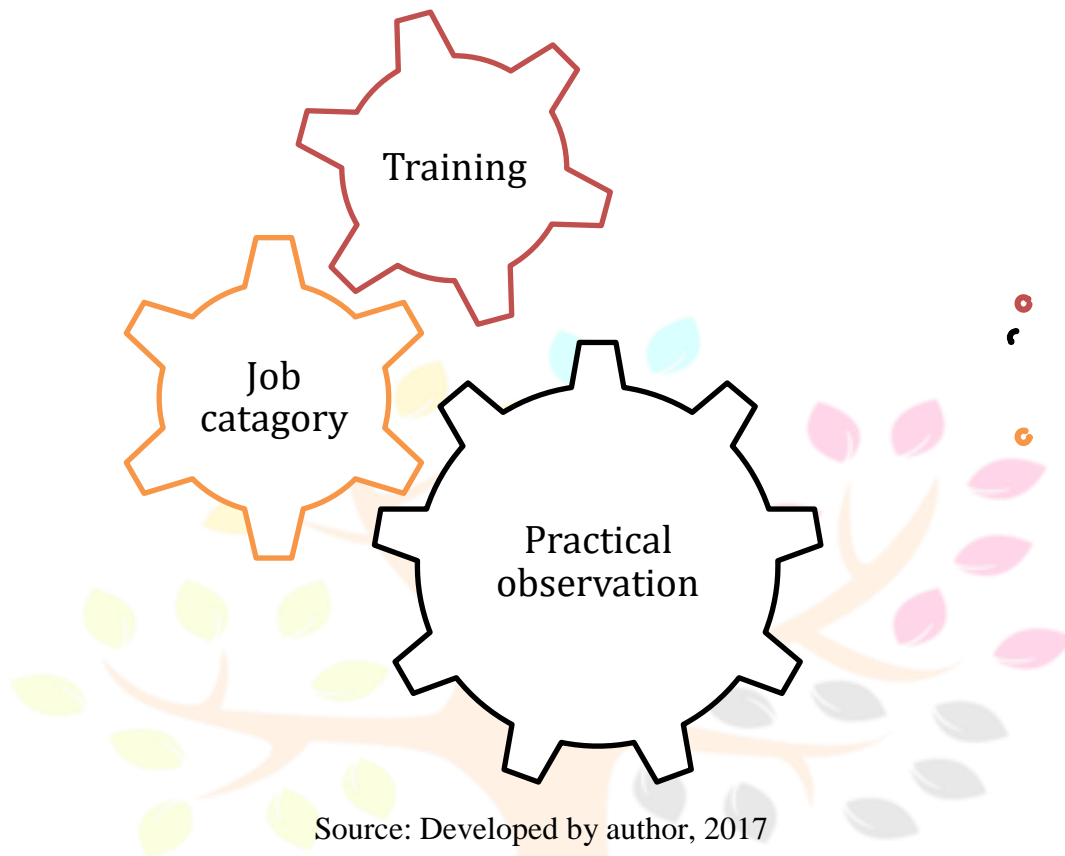
Moreover, all budgets for land zoning came from the government revenue. No alternate options like foreign donation, credit, loan, contributions to smoothly function the project. For instance, for the second phase 2,754.96 lac taka had been approved from the government. In the fiscal year 2015-16, 954.00 lac taka had been approved from the annual development program for the project. According to personnel's of the project, fund collection from the Ministry of Land is a lengthy process. They wait for the land ministry until its approval. Land ministry discharges fund in favor the project director. Even, necessary visit on land zoning to relevant country was undone. It was not included in the DPP and no extra budget sanctioned for the outside model visit. Consequently, zoning personnel don't have knowledge on practical land zoning experience. Land zoning office continues their regular tasks within these resources limitations. Stakeholders' participatory arrangement requires huge money that difficult to manage by these limited resources.

5.5.3 Human Resources Management (manpower)

Since 2006, land zoning project office was shifted different places due to not having its permanent office. Except project director, all personnel are temporary basis. Presently, along with PD; team leader, land use planner, GIS specialists, agriculture economists, fisheries specialists, research assistants and few staffs work in the project. Senior officials are mostly government retired employees and others are fresh recruiters. Tendency of seniors are seeking expand their work for longevity of the project. On the contrary, junior officials quit job due to their better options. Moreover, most of the officials appointed from the second phase and first phase were completed with very

few staffs. Furthermore, after recruitment of second phase staffs, no training on land zoning, practical visit and experience on the aspect was undertaken by the higher authority.

Figure 5.10 Project personnel's limitation chart



These above lacking make hurdle the zoning activities. Two things found from the HRM management system of land zoning authority. Firstly, limited number of staffs and participatory arrangement by them was difficult to organize within their short and limited capacity. Secondly, ignoring technical knowledge and practical experiences without training and foreign visit create impediment on participatory arrangement.

The time, resources, and personnel of land zoning show the following things.

Time has inconsistency with activity and duration. Huge tasks had to complete within short time. Shortcut technique had been utilized in that case. The ignorance of many important tasks take place and avoidance of related stakeholders also ignored. Limited resources and her process limit the boundary of tasks. This boundary limits the engagement of democratic events and means for awareness and participation and uncertainty of job and dissatisfaction with it make acting workforce to limit the boundary of commit to responsibility which also affect on land zoning activities.

5.6 Political participation

Political groups, as a central and local decision maker in a democratic government, play important role in the policy making process. Parties or groups work together, sometime favor or disfavor, positive or negative, democratic or Unitarian whatever the value the importance is to participate into a policy process for national

interest and batter outcome. In Bangladesh, the below chart shows the last four national parliamentary election and seat of groups and parties, there is a ratio of parties participation in the parliamentary decision making process.

Table 5.2: Participation of political parties and their seats in the national elections

Political parties	1991 election	1996 election	2001 election	2008 election
Awami League	92	146	62	230
Bangladesh National Party	169	116	193	30
Jatiya Party	35	32	14	27
Jamat-e-Islam	18	3	17	2
Communist Party	5	0	0	5
Others	11	3	14	6

Source: Compilation by Author, 2017

The table shows that ruling and opposition party hold all but same representation in the national parliament. Their supporters have different views on different strategies. In the land zoning process, ruling party's local leader were invited in district level meeting. Local political leader have the influence and some extent control mechanism over the mass people and many stakeholders. Only leader from ruling party was invited from the local administration. The project director mentioned they made limited invitation among local political leader. Here, they found some problems of participation. All political leaders couldn't invite due to political culture. There have some limitation. Moreover, they are not technically expertise to participate. They may have some voice of people's rights like land less, poor, freedom fighters etc. but they don't poses expertise on land use planning. Therefore, authority didn't invite them into the zoning activities.

Their engagement is important for the successful completion of the project. Md Abdul Wahhab, Team leader of National Land Zoning Project mentioned "in the context of politics in Bangladesh, currently 'Awamileague' is in the power. So, we are bound to invite their local leader. Though most of them have no ideas about land zoning, we invite some vital political person like president and secretary of Awamileague in upazila and union level. We do not invite opposition parties due to our political culture. We cannot think beyond of 'Awamileague'. There have some problem and limitations and we cannot take representative from all party. On the other side, if you invite all, you will find different voice from different group of people and political parties. Opposition will criticize the project rather than suggestion. In addition to say that, if you invite landless people, their voice will be different. Their voice might be on personal needs rather than participation. If you consider land developer and land grabber, their perception is to occupy and to grab land that is their self interest. As a government official, you know better which point you will choose. We take valuable suggestion from participants in three tiers of administration division, district and upazila". According to his talk, zoning authority fixed up a boundary for selecting local political representatives in the participatory process. Only ruling party's representatives avail the priority. Directive scrutinizing system had executed on political culture. Strategically, other party's representatives were

ignored from the process of participation. Their technical knowhow, opinion and suggestion were ignored by the exclusion.

5.7 Hill districts: Excluding key stakeholders

The first phase of land zoning project started in 2006 covering mainly the coastal area of Bangladesh and completed 152 upazila in 2011. National land zoning project (2nd phase) commenced in June 2012 covers 301 plain land upazilas of the country leaving out 26 upazilas of Chittagong hill tracts (CHT) (special arrangement of local government formed by ethnic leaders and representatives) area. This CHT occupy 10% of the total land area of Bangladesh and Ministry of CHT affairs has consented to include this vast area under zoning plan from 2012 to June 2017. The major difference between CHT and rest of Bangladesh is in the topography of land. CHT has hills with some mountains and makeup of the soil helps in understanding the suitability of land and future resource management for the purpose of land zoning. The hilly landscape of CHT is the result of geological uplifting, faulting, folding and dissection of sedimentary rocks during Tertiary period.

The area has various problems between settlers by government and ethnic minority groups. The conflict arose from the conservation, government intervention, migration of settlers from plain land, cultural conflict and so on. The tension between both parties had been making anxiety for long. The lack of trust between both of the party had been going on since long. The above problems didn't influence government to interfere into indigenous freedoms. After a long time conversation the government made a peace treaty with Chittagong Hill tracts indigenous people in 1997. Now the time is going for implementation of the treaty step by step.

The government had been conducting land zoning in the CHT area by managing ethnic leaders and politicians. Arrangements of district level meeting with traditional leaders that backdrop from politicians had been done for avoiding complexity. Now a day, people pose various statuses due to their consciousness on various issues like education, self-sufficiency, land ownership, income, politics and so on. Limited number of ethnic leader, those don't represent whole minority, would not be able to building awareness and consent of mass people. These minorities are divided into many parts due to political culture. Ignoring maximum leaders of ethnic minority, only favors leader attended district level meeting. Settlers had been living this area since 1972. They poses land and owned near about half of areas. Their representatives weren't invited to the meeting. To make peaceful atmosphere of living, Bangladesh military has been working in the area since independence. Military weren't included the participatory events. Due to the boarder district with India, Boarder Guard Bangladesh (BGB) works there and local government like Union Council since long. By ignoring these bodies, it's difficult to execute any government policy in the hill areas.

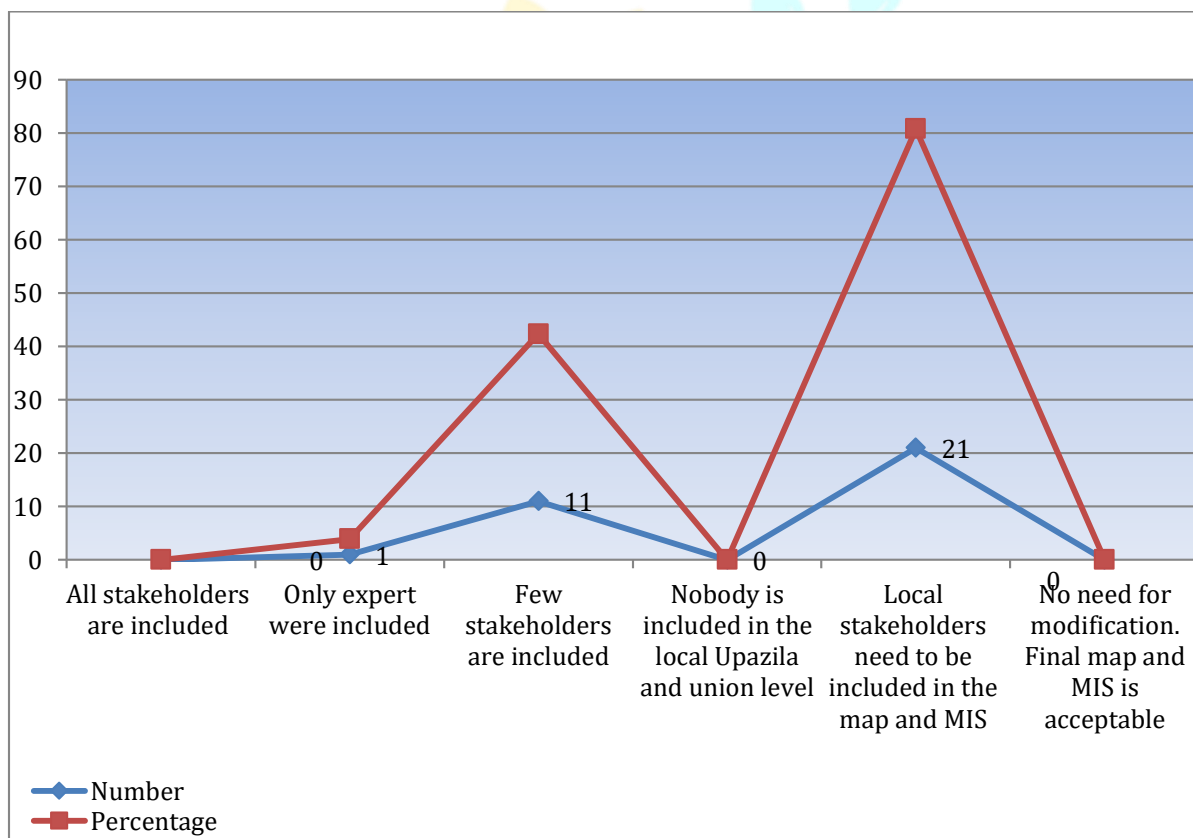
The limited scale meeting with short listed stakeholders in district level is a gloom strategy. This meeting had just informed the message of land zoning and her objectives. It may create complexity of isolation in future, if

government fails to communicate with mass people, CHT district council land owners, headman (traditional land tax collector) and other local bodies.

5.8 Stakeholders' assessment on participation

How they judge the engagement process of stakeholders? Are they satisfied on the stakeholder's arrangement done by zoning authority? How they count the number of participation? Do they show negative appearance on the matter? What are their suggestions on the issue? To know these answer, six criteria of assessment has been introduced in the questionnaire survey.

Figure: 5.12: Stakeholders' assessment



Source: Compiled and developed by author, 2017

The graph shows that 44% respondents mentioned limited scale participation. These take place in all participatory events, democratic means and institutional arrangement of land zoning. Eighty one (81%) participants mentioned local stakeholders need to be included into the process. They work in the local government as officials and elective representatives. They feel the demand of participatory mechanism in the local level is a must. From the core of their heart they emphasize on engagement of local stakeholders in the zoning stage. At the same time, nobody mentioned that all stakeholders were included or no body was engaged. Their answers were standard on mutually acceptance. Their recommended choice made clear perception what to be needed and what was absent in the participation of zoning in the local level

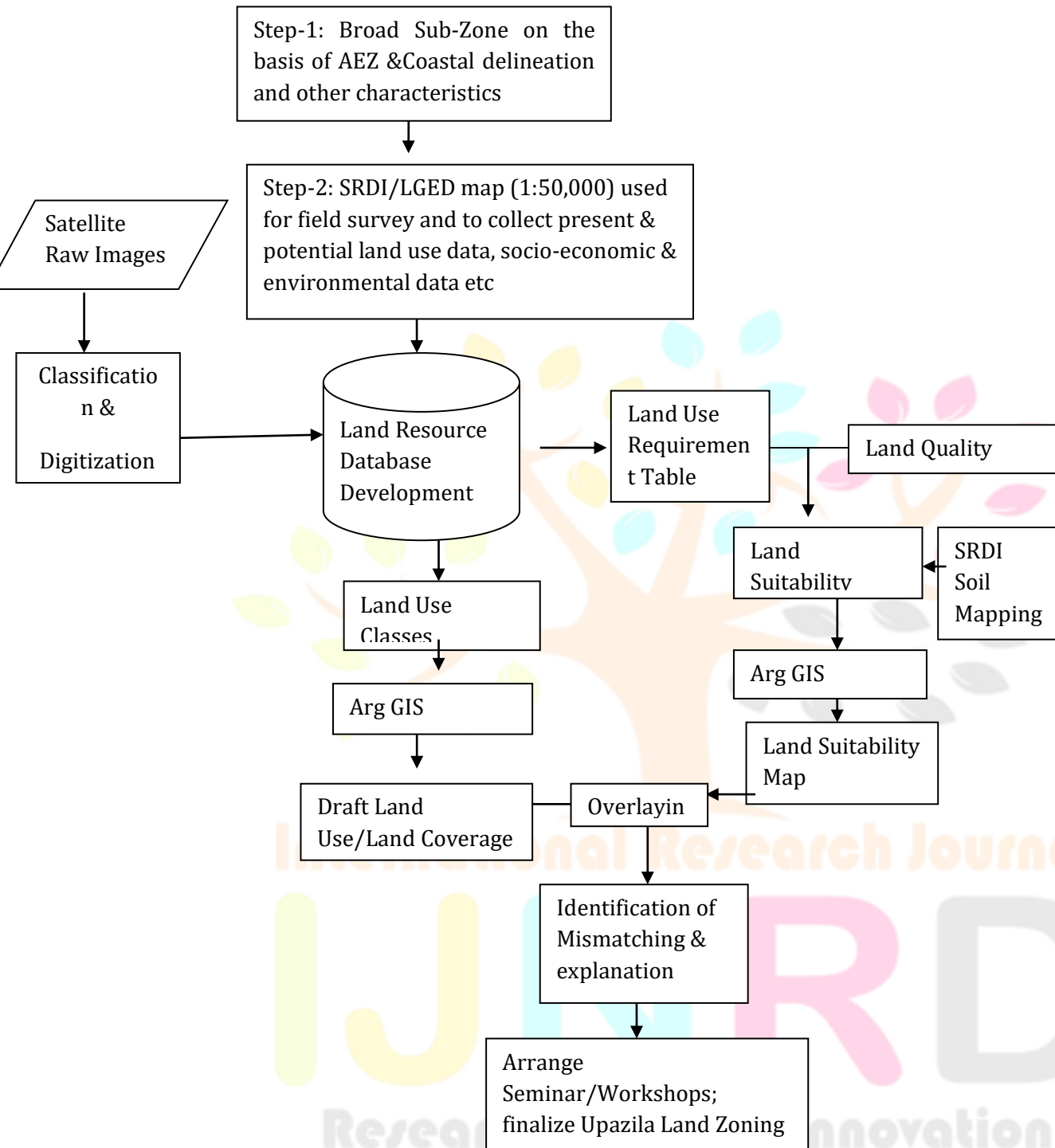
5.9 Participation in the land zoning methodology

The whole process of land zoning activities summarizes the following ways:

- Review and evaluation of the relevant data derived from different sources;
 - Inter-agency consultation meeting at district level;
 - Discussion meeting at upazilla level;
 - The LGIs persons and other relevant upazilla official are discussed and trained for helping data collection and draft map preparation at union level;
 - Secondary data especially Satellite images collect from SPARSO for classifying existing land use and other important features;
 - Field Survey
 - Upazila-wise SRDI and LGED base map as a reference guide for land use mapping;
 - Field survey with LGIs and other relevant upazilla officials including union Porishod Chairman to collect data and demarcation of maps on present land use at union level;
 - Land zoning data and other information collect on the basis of semi-structured questionnaire/checklist;
- Collection of union -wise land use coverage on agriculture, fisheries and forestry through field observation (LZR, Land Zoning Report: Asuganj Upazila, District: Brahmanbaria, 2011).



Figure 5.13: Flow chart of land zoning methodology

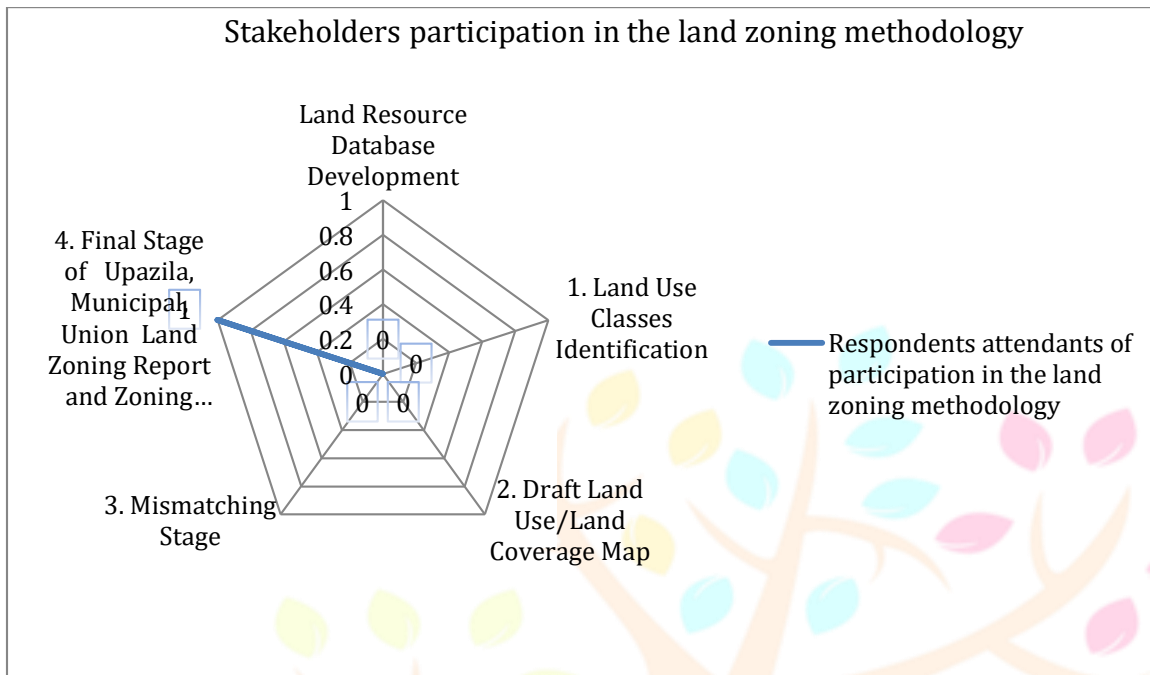


Source: Land zoning report, 2011

According to land zoning methodology, five stage of local stakeholder participation has been incorporated. Zoning authority has scope to invite primary and secondary stakeholders into participation for reliability, acceptability and sustainability the project. For the sake of participation and knowledge sharing, zoning authority set aside options

for participation of different stakeholders. After calculating the questionnaire survey, five stages of participation in the zoning methodology scrutinized from respondents and checked with zoning report.

Figure -5.14: Stakeholders participation in the land zoning methodology



Source: Compiled and developed by author, 2017

In the *land use class identification stage*, local land office, agriculture departments and other government agencies, civil society, land expert as well as elective representatives have the scope of participation. The chart shows that none from local government participated into the first stage of land use classification. Even, none of respondents from the study had attended in this stage. Upazila Executive Officer is the head of land administration and management and Assistant Commissioner Land is directly engaged with land use system. Both of them were not informed and no scope provide for them for participating in this stage.

During the *drafting of land use map*, no participatory events were arranged in the local level. In this stage, there have more scope to arrange the participatory events in the local government level. Zoning personnel had scope to make drafting map with the active participation of local government agencies as well as local primary and secondary stakeholders. Participation of local stakeholders maximizes the opportunity to its holism and minimizes the probability of isolation and complexity from local people. It also opens up the reliability and sustainability of zoning map.

Mismatching stage is basically the technical tasks being done by the land zoning authority. This stage is the correction or mismatch among GIS map and land use data base. After collection of satellite image and land use data, the zoning authority draw a map and make correction, addition, subtraction where needed. In this stage, for the sake of rationally land use classification and zoning, they have full discretion to change zoning map. Here, people's voice is totally ignored and no scope remains to share or input local knowledge. Though land is owned by

mass people, they don't have opportunity to share their views by excluding in the mismatching stage. From the survey none of participants were found as a knowledge sharer in mismatching stage.

Zoning map is finalized in the final stage. In this stage, zoning personnel meet and present the map before local government elective representatives and officials. The survey found that only one participant knows the process of participation but he didn't attend. He didn't get invitation for attending this stage. During the first phase of land zoning, the provision of participation in the final stage was not done. As a result, 152 upazila local government stakeholders were unknown to the regarding knowledge. In the second phase of national land zoning project, 326 upazila has been included.

Though, the zoning methodology mentioned the arrangement of participatory events during the final stage of zoning map, the survey from three upazila stakeholder found that proper participatory programs weren't arranged by the zoning authority in the local level. Throughout the whole process of zoning methodology, participatory events with local stakeholders were not done properly. It is also found from the chart that among the five stage of zoning methodological aspects, four stages were totally ignored participation. Except zoning authority, none from the local government or local stakeholders was participated. So, there is found a gap between the zoning methodological explanation and practical aspects from the study. Consequence is that the **implementation authority of zoning policy is totally unaware, participation of local stakeholders totally ignored and finally, the acceptability and reliability of zoning policy by mass people are about to numbers of questions.**

5.10 Stakeholders view on participation

5.10.1 Project personnel view on land zoning and participation

Methodology of zoning report explained the level of participation. From the questionnaire survey and semi-structured interview, it's clear that limited level participation take place in division, district and upazila level. The limitation is bordered by government agencies. Basic levels like Union, Mouza, village, and mass people have no participation. Md Abdul Wahhab, Team leader of National Land Zoning Project mentioned that "each level, public participation is important. Zoning office collects data from local government agencies like land administration, agriculture, fisheries, livestock, social welfare and other department. Mass people levels have limited options of sharing and participation. In upazila, project office arranges validation workshop for local government agencies, elective representatives, union council chairman, and educational institutional head. Here, draft report and zoning map present and seek comment and suggestion. In the workshop, important idea invite for further addition or subtraction. In consultation with local agencies, project personnel finalize data and map. Zoning office tries to make them understand the objectives and necessity of zoning. In this way, we meet people". He continued "in the district level workshop, we invite line department, political leader, local elected representatives, electronics and print media. In the divisional workshops, land administration and management department as well as land settlement department invite where Commissioner, DC, Zonal Settlement Officer, ADC Revenue, UNO, RDC, and

AC Land attend. In the mean time, zoning office finished three divisional level workshops”. He mentioned “the ministry of land plans to promulgate an act after compilation the zoning. Land administration and management department in the field level will be accountable to implement the act”. He argued,” in these manners, land zoning involve people”.

Project personnel statement establishes a theme of exclusion of local stakeholders in all aspects. This exclusion takes place by the central authority as pre-decide agenda. They determined their agenda from the very beginning not to involving stakeholders in the local level. This top down thinking doesn't reserve space for local stakeholders. It is a delegated collaboration in the government agency to government agency (G2G) for executing policy without involving of beneficiaries. Without a bridge between government and mass people (G2P) policy acceptance and its output place questions.

The team leader argued that in the economic scale, it cannot ignore urbanization, industrialization, settlement and development of land. It's a trade-off between agriculture and better life. For example, as Charcartala of Ashuganj is a semi-urban industrial and commercial place, government builds a land port in the area that will use for export - import transportation purpose between India and Bangladesh.

After figure out the scenery of land zoning project and practical aspects of land use in the local level a diachronic observation was found. In the mean time, eleven years have passed for first and second phase of zoning and most of the portion of agriculture land class has changed from agriculture to residential, industrial and commercial use. Any measure has taken yet. How the forthcoming act will minimize the ongoing situation, it's a matter.

Likely, people have money to make their home. They shift their land from crops to residents”. He cited example and rationalized zoning in Bangladesh that “our zoning isn't like developed country's zoning. Their tasks are on urban or city planning 'where' to settle 'what'? But ours is not like them. Our DAP works such kind of planning. In abroad, first planning then settled issues come. But in Bangladesh, people take position first, then planning. You cannot change and rearrange them. So, in spite of willingness, you cannot do whatever you want”.

After figuring out the explanations of team leader and cross his speech with the real situation its find that in Bangladesh, more than 60% land is owned by private land owners. Generally, their importance and necessity can't be ignored. More to the point, there have NGO, civil society, land expert, attorney or advocate and representative of land owners or local voice. These stakeholders were shrewdly excluded from their concern and participation.

5.10.2 Local executives view on land zoning and participation

Mr Md Mutakabbir Ahmed, UNO, Narshindi Sadar, Narshindi district explained "public didn't favor the project. It's a blame that they have right to change and use their land according to their needs. The map that made by zoning office was not consistent. For instance, in the map, agriculture land was shown as residential. Mass people voice was the implementation of designed map will be impossible in the execution level. Without reserving the

landowner's rights, participation of mass people and information sharing towards them is limited by administration". He continued "industrialist's purchase land for business purpose. People do not respect the existing laws. They emphasize the scale of economic development rather than saving agriculture. Land owners give priority to opportunity cost". If they earn more from commercial use of land, why they will wait for traditional agriculture system, it's a question. He argued "without promulgating any laws, how the current zoning activities will prevent the change of present status and class of land isn't clear to mass people including local administration". He continued "how the new zoning process incorporate local stakeholders into the process isn't also clear to us. Government doesn't do anything against ceiling cross done by industrialists in the semi-urban areas. Whether, it is strictly prohibited according present laws. How zoning will mitigate this ambiguous". He pointed out "in the land management manual of government, which notified that industrialist will take permission from land management authority for purchasing agriculture land from farmers. Reality is different. Nobody from industrialists or land developer and other businessman care the laws. So, what will be the output of zoning policy? It is a question for us now days". He reflected the 'Narshindi Sadar' upazila, according to land record, maximum land class is agriculture. However, veracity is different. Most of the land portion shifted to residential and industrial use. Highest number of crop land class, in the mean time, changed to industrial and commercial use. Land owners never wait for government laws. They shifted their occupation from agriculture to farm and industry. Here, they earn more and gain profit. Why will they remain in the same land class? It's trade off thinking. They will change their choice according to their needs and demand. It's the demand and need for time. This area is incredibly changing towards industrial and residential development. As it is nearest to the capital city Dhaka and government emphasizes industrial investment for economic development, none can ignore investors. This shifting emphasized in the government industrial policy. We can't stop and say, in those cases, they are not respecting laws. They emphasize their prosperity". His perception on land zoning "...everybody will raise voice against the zoning due to not examined the reality, rationality and participation of mass people". He describes "if you say the reality, zoning authority describe the physiographic situation of this area which already remain in the respected department and ministries in their documents. I think, it's may be a description, that will help in future for phisibility study in any developmental projects. Why they work for description or MIS of zoning whether they use GIS. Because, mostly, it's found that their map is based on GIS. They are very much rigid to change their map. They think that they know the matter batter then us. They may have technical expertise. But I should say, the project will be implemented through a law and will be executed by local government". He stated ". Zoning authority tried to make us understand the importance of the project rather than its effectiveness. We don't ignore the project. We think for the sake of our nation, we need it. But the way they approach is totally controlled by them and it is mostly directive. No consultation with local land owners and local government". He mentioned his weakness "as a local level officer, we just follow up the order of central government. We cannot say anything against the project rather we do follow up of local condition to the central government".

Mr Sohidul Islam, Upazila Nirbahi Officer, Matlab South pointed out “public awareness and their participation are needed into the process. But question is how they will participate. Different people have different background, attitude and condition. Individual or personal participation is less impact in a process. Sometime many people tend to be polarized by their leader or leaders. Likely, people have no time and money to come. We don’t give them information. They have lack of information and people usually don’t have enough knowledge about this issue be discussed. Also they have lack of confidence in their ability to be effective for influencing the zoning”. From the statement it’s established that local stakeholders were totally ignored from their opening and sharing. Government’s prioritized development in one site that is economic growth without considering land use planning. On the other side, it imposed restriction by ignoring awareness and participation of land owners and land users. Likely, without consistency of land use planning haphazard and scattered development creates avoidance culture among land users. Lastly, without execution of acting laws same types of order and its execution by other forms and name may be repetition.

5.10.3 Local stakeholders view on land zoning

Local stakeholders have their ‘emic’ view that based on socio-cultural and polity-economic behavior. They define their life from homeostatic perspectives. To realize their inside perception, a focus Group Discussion (FGD) was conducted with basic rural people to know how they explain land zoning and which process they want to exercise for seeking solution. Members start their opinion by defining zoning. Union Council member Tajul Islam mentions “ Zoning is the machinery, the device by which the plan of orderly and harmonious land utilization is made a reality. It transfers the plan from the paper to the land”. Charcartala Union Council chairman Md Ayub Khan stated “zoning is appropriate to make up a local area. Zoning is, in out context, as to the nature, location and physical extent of structures and activities in undeveloped areas”. To give the importance of zoning, he explains the nature of decreasing land due to anthropogenesis activities and its impact on occupation in rural people. He continued “government took major portion of land of Charcartala union for acquisition purpose. The Union is semi urban character. Government plans to build a land port here for trade and commerce with India. Already, in the area, Ashuganj fertilizer industry, river port, silo, power plant, GTCL, petrobangla, Abdul Halim Bridge, compress house of titas and bakhrabad gas, Vhairab Bridge occupied most of the portion. These activities required and acquired most of the land. As a result, the area of agriculture land is declining day by day and occupation on agriculture land shift to others”. When the point of information on zoning come one of participants, Md Sohraf Mia, he mention “Knowledge of mass people, even ours, concerning the impact of zoning on land is scant”. Council chairman mentioned “the land zoning does not have interaction with mass people, local representative and local administration. We cannot realize anything of the zoning because it’s less information and we don’t know how to participate. We don’t know what to do.” He continued “participation of local people was abysmally low because we have known that people not to participate. However, if people are inviting to participate, there is still the nature of people life itself, we are very busy, perhaps too busy to participate”. Which isn’t the authentic

participation? To know the answer, one of the participants, Selim Parvez, mentioned “some local people from selective basis on politics, power, economy, business, education and their attending in meeting is not authentic participation. It’s just favoring particular interest groups. For selection of participants government need to show transparency. The present, one way, process influences administrative corruption done by zoning authority and local government officials”. Then he explained the authentic participation. According to him “authentic participation is the ability and opportunity to have an impact to the decision- making process”.

What gaps they found in the zoning? Union council chairman mentioned “if you conduct a public survey, you will see the real scenery of public awareness and acceptance. No visual appearance hanged or to be found anywhere. For knowing the land zoning by mass people satisfactory level techniques need to be applied. It can be expanded through various processes”.

Md Sohraf Mia mentioned “If you go to the community with a total preset agenda that doesn’t work”. He continued “bringing people into the process too late also doesn’t work. Because, this area had already done land zoning. But we can say, until now we have time before enact the regulation to implement”

Miss Rozina mentioned “people need to know that their input is important and will be considered in decision making. Mostly, we, the women, are always staying outside of decision. We just attend but don’t get benefit from any concern. So people cannot rely on us for their solution”.

One of the council members Md Fazlur Rahman mentioned “it seems to me that the political process gets in the way. You can do all the things that should be done, get the mass people together, get them involved, get their input. But if the decision has already been made in central level, it’s all window dressing. We have to get past that first. How do you do that when the decision which way it’s going to go”?

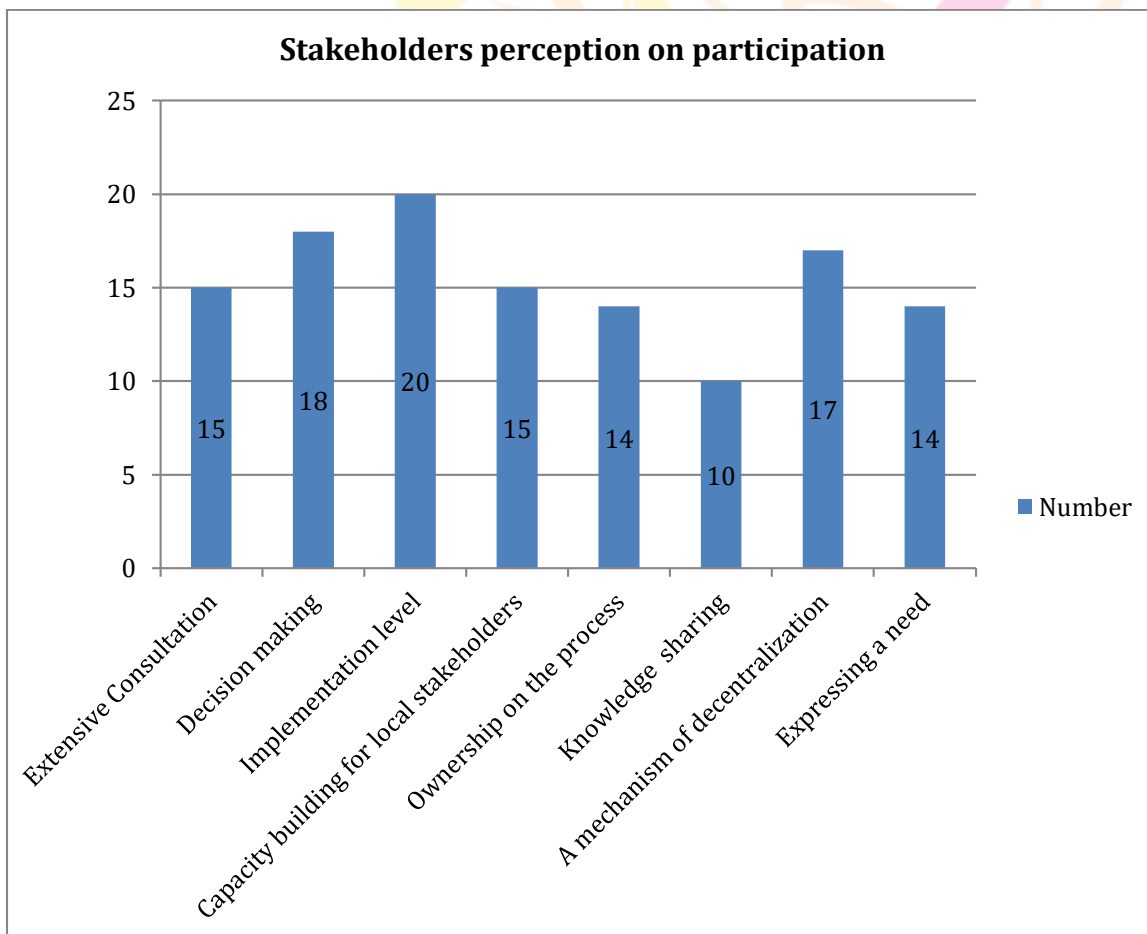
What to be recommended for local stakeholders’ participation? To know the answer, union council chairman mentioned “training for some local community people on land zoning activity need to be emphasized otherwise they will not able to contribute the zoning process with government”. Council secretary mentioned “it would be better, if authority make public hearing for actual acceptance of the policy”. Md Tajul Islam mentioned “it is very important that landowners be given the opportunity, prior to the decision being made, to provide input. Local people have enough knowledge, experience and time to participate any government policy process”. Md Kutub Mia mentioned “we, the local people, can advocate that such a plan would encompass a future land use plan and a plan for land owners as well as community awareness. Without these tripartite types of comprehensive planning, we will not able to save our agriculture land”. Md Faizur Rahman mentioned “there were needed much talk about the importance of civic appearance”. He continued “village level consultation is needed for approval of zoning map. Because farmer will be annoyed due to interfere into their ownership’. He recommended “we need a village level committee for land zoning”. Government and land owners need to make an agreement for land use zoning. What should be the process? To know the answer, Selim Parvez mentioned “Mass people will prior to attend in the

making of decision instead of judging. We can say that there have two way of participation. Firstly ‘making’ which includes doing something and secondly judgment. A lot of people from us go to meeting, seminar, workshop where we do nothing but judge. But we cannot do anything, or our judging do not countdown. It’s the making and the doing that I think we are all wishing more people participated into the process of land zoning as well as any other policy make by the government”. What to be outcome? To know the answer, Mr Habibur Rahman mentioned “when I change perception in discussion with mass people, I think it is a success. We are known to the matter. We can start from now. Because act being implemented yet”.

5.11 Stakeholders’ perception on participation

In respecting the zoning policy and its acceptance by beneficiaries including mass people, eight types of people’s perception for participation introduced in the survey questionnaire of the research.

Figure-5.15: Stakeholders’ perception on participation



Source: Compiled and developed by author, 2016

Extensive consultation develops the bridge of relationship between government and beneficiaries like local stakeholders over the long time. It’s an opportunity for mutual benefit and getting feedback for improvement of zoning project design and outcome. It is also helps to identify and control of external risks to implement the policy

as an example of best practice. Among 26 participants, 15 were emphasized on extensive consultation with the local stakeholders.

Secondly, *participatory decision* making is an opportunity of stakeholders to share their knowledge and experiences in the government land zoning process. It opens up the collaboration with stakeholders and reaching consensus of land zoning. Eighteen (18) out of twenty six (26) participants were agreed to add decision making as a tool of participatory perception in the zoning process.

Thirdly, *implementation level* is an important stage of the national land zoning. As the zoning, in future, will mostly include mass people, all types local stakeholders need to involve into the process of execution or implementation of the process. Local government will work as key actor to implement the policy in the ground level. So, for the sake of reliability, acceptability and building awareness of land zoning, it is essential to incorporate *implementation level* as a participatory perception in the study. Twenty out of twenty six participants agreed that participation is necessary for the implementation of land zoning in the local level. This rank belongs to highest position among eight events of perception.

Fourth, government participation with local stakeholders makes a joint management and opens up the path of accountability to stakeholders which build trust and new institutional arrangement. 15 participants agreed that the active participation of the land zoning policy process at the level of local stakeholders develop their capacity of knowledge, sharing experience, build consensus etc. by which social assessment are being ensured.

Fifth, participation gives a sense of ownership and responsibility to sustain the zoning over long period. Fourteen participants choose the option that make a sense of own, care, do and sustain.

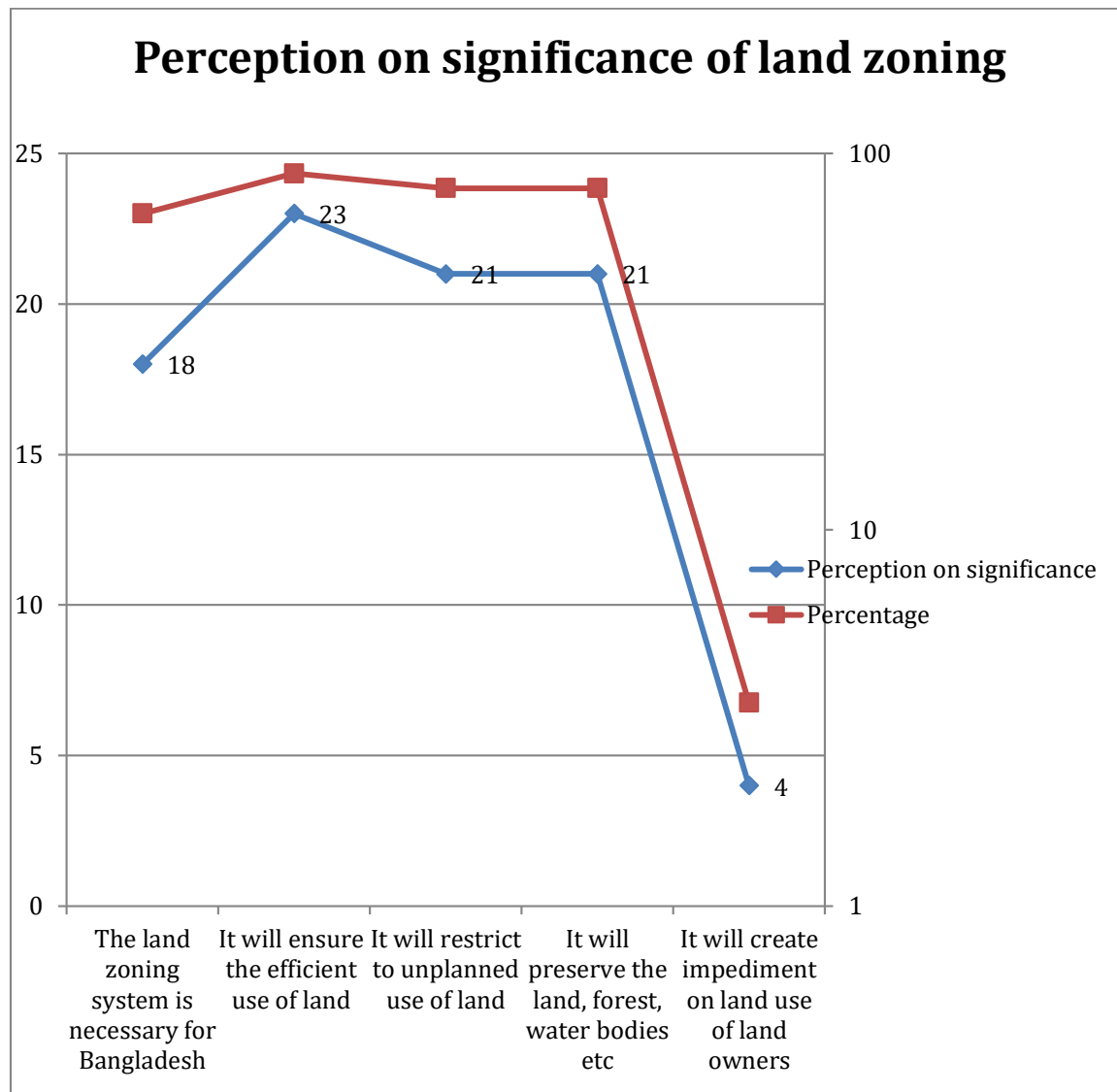
Sixth, participation makes partnership between government and various stakeholders outside from government. It is an opportunity to knowledge transfer from both the government and mass people. Ten (10) out of twenty six (26) participants choose the option of knowledge sharing for participation perception.

Also a mechanism of decentralization of decision making process might be ensuring through the participation.

5.12 Stakeholders' opinion on the significance of the land zoning

Local government is the sole authority for implementing land zoning in the local level. To know the significance of land zoning, the study chooses five (05) options of connotation.

Figure: 5.16: Perception on the significance of the land zoning



Source: Compiled and developed by author, 2017

The chart shows the significance of land zoning, efficient use of land, restriction of unplanned use of land; impose preservation and impediment of lands owners. The first one is the 'land zoning is necessary for Bangladesh'. As a highly densely populated country, Bangladesh faces the scarcity of land. In considering scarcity, the management of land use plan is a great challenge. To face this reality, land zoning is crucial need for the country. Seventy percent (70%) participants consciously mentioned that land zoning is necessary for Bangladesh. The second connotation is 'zoning will ensure the efficient use of land'. One of alternate options of land use planning is the efficient use of land in all aspects. Efficiency can reduce the misuse of land, unplanned use of land and degradation of land. Zoning makes the planning use of land according to needs and demand. Ninety (90) percent of population from the survey mentioned that efficient use of land in every spare can be possible by zoning. Economically rational people think marginal. In the case of zoning, as it will be a planned land use so some 'restriction might impose to unplanned use' of land. The chart show that 80% respondents choose the option of restriction use and

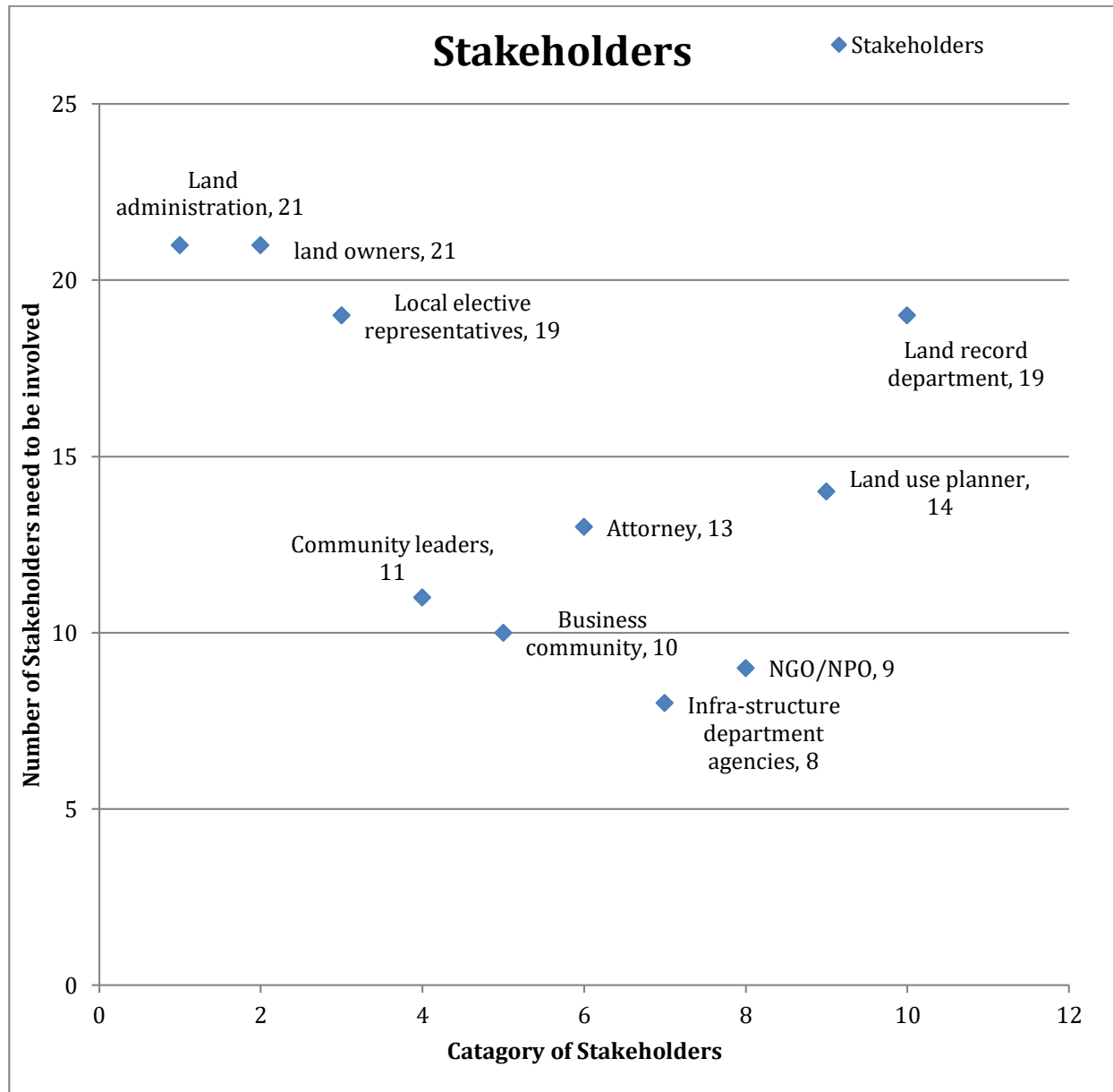
this chooses is necessary from the positive and sustainable use of land. Zoning may ensure the planned use of land but it cannot work by the destruction of natural forests and water bodies. As one of the objectives of land zoning of Bangladesh is to preserve and protect ecosystem, the percentage of participants on preservation by land zoning was same as restriction. On the other hand, only four participants mentioned that land zoning create impediments of land owners. This number is too small to acknowledge.

5.13 Stakeholders proposal

Land has multipurpose users and use. Engagement of stakeholders with land has varieties criteria's like land owners who possess land, beneficiaries who get advantage from it, attorney who solve and create litigation and mitigation on it, planner who make plane for efficient and effective use, business community who use land as economic goods, government who take care of countries land governance, politicians who make strategy and policy for present and future utilization and so on.



Figure: 5.17: Stakeholders necessity chart



Source: Developed by Author, 2017

Each of stakeholders has individual opinion on its use. For the survey, in the context of Bangladesh, ten categories of stakeholders have been selected for participants to mention the importance of them into land zoning process. Twenty one (21) respondents mentioned the need for active participation of local land administration and management agency of government into the zoning process. This department is the sole authority in the local level discharging all types of land related service, mitigation of land litigation, land tax impose and collection and many other things. Likely, same level respondents choose land owners need to be incorporated into zoning process. Land owners are directly involved with land use and utilization and they play every right on land that they belong. Ignoring land owners, any land planning by any agency will not be fruitful to its best possible use. The third highest option is local elective representative. Basically, local land owners don't have much knowledge to represent everything that favor or disfavor them. Mostly, they don't have feeling and unwilling to show interest in

attending government policy. They prefer to shift their responsibility to others who vocal or able to do something in favor of them. In a developing country Bangladesh, local elective representatives are key person to represent local land owners. But the participation of small scale land owners has the opportunity to spread out the information others. Through this insight perception, 19 respondents choose options of land owners those need to be participated into land zoning implementation process. Likely, same level respondents choose land record and settlement department to be a part of participation. The settlement department is generally responsible for land survey. Its task is mostly technical. Respondents thinking is to link together of zoning and land settlement can be a best fit.

Land use planners create programs and plans for land development and usage. They present these to internal and external stakeholders, who might include the general public, zoning officials, government officials etc. their tasks are mostly technical expertise knowledge based. For the zoning process, they are very important for smoothly functioning and completing the operational activities. Fourteen (14) respondents mentioned that land use planner is important to national land zoning process.

Lawyer's role provides the legal right of landowners in land zoning process. In Bangladesh, most of criminal cases originated from land litigation. Civil laws are controlled by government but implemented civil court and partly by government land administration bodies. In every case, land advocate is must for establish right and title and many other function on land. In respecting these, lawyer's, as stakeholders, need to be included into zoning process. Thirteen respondents mentioned their attendance.

In the rural areas of Bangladesh, communal harmony is vital to live with peace and prosperity. Government sector tries to go door to door. Community people play vital role for communal problems and prospects. So, eleven (11) respondents mentioned their importance.

Business community like land developer, housing company, investor on land etc are important for land. They possess land for economic benefit as well as users-client need. Their number is increasing in Bangladesh day by day. Ten (10) respondents mention their participation.

5.14 Summary of Discussion

Stakeholders aren't noticed and aware of the land zoning. In consequence, they have no knowledge and scope to show their appreciation, realization, interest and recognition. This unawareness and recognition isolated them from participation. People into policy only possible by engage them in a horizontal bottom up consensus that ensure fair and equitable democratic values. On contrary, administrative hierarchical mechanism influence controlled behavior and demand unilateral strategy that set up inadequate border line for coexistence of government and mass people. In this context, any other democratic means, from small scale to widespread, doesn't work well to reach people even remain dysfunctional. Also, inconsistency of time, value of money and management construct

impediment for sustainable end of tasks. To overcome this unwillingness, the government behaves ambiguously and ignores people limiting her boundary.

Table 5.18: Summary of discussion chart

	Discussion	Questions	Match to RQ	Consequence	Participation (√ or X)
1	Stakeholders acquaintance	(How much local stakeholder's acquaintance with land zoning?)	RQ-1	Incognizances	X
2	Participatory events (Divisional, district workshop, upazila validation program)	(How top down approach ignore local stakeholders from their participation? What extent administrative arrangement takes place?)	RQ-1	Unilateral policy, Very limited level of participation	Administrative participation
3	Democratic means	(Why inadequate democratic means doesn't reach to people?)	RQ-1	Deficiency	X
4	Participation with consistency of time, resource and HRM.	(How much consistencies take place in strategy?)	RQ-1	Discrepancy	X
5	Political participation	(Why governments ignore people?)	RQ-1	Leaning	Favorable
6	Hill districts: excluding key stakeholders.	(How people exclude?)	RQ-1	Isolation	X
7	Stakeholders' assessment on participation	(What extent participation takes place?)	RQ-1	Limited	Partial

8	Participation in land zoning methodology	(How differ from zoning methodology to practice?)	RQ-2	Gap between paper and practice	X
9	Stakeholders view on participation (Project personnel, Local executives and Local stakeholders)	(How key stakeholders evaluate process?)	RQ-3	Evaluation	X
10	Stakeholders' perception on participation.	(Why people feel the necessity of participation?)	RQ-3	Regard	-
11	Stakeholders' opinion on significance of the land zoning.	(How land zoning is important for Bangladesh?)	RQ-3	Significance	-
12	Stakeholders' proposal.	(Whose involvements need to incorporate in the land zoning?)	RQ-3	Recommendation	-

Source: Developed by author for the study, 2017

The government also consciously or unconsciously hides originality of policy input and output by exclusion of stakeholders. As a result, various question raise by stakeholders to judge their participation procedure as well as wide gaps find in the policy and her execution aspects. Accordingly, stakeholder categorically stake them as critique and pledge on evaluation the gap and limitation, ignorance and negligence effectiveness and efficiency and avoidance. Non-participation of stakeholders create impediment, lost acceptance and comprehensiveness of policy that signified in the hypothesis of the research. In this stage, government anticipates the bright side of the system and its output to make acceptance and to overcome obstacle and difficulty. Despite these limitations,

stakeholders never end their importance rather they feel and let the ways and means of importance of participation towards a fair, equitable, democratic value in the government.

Chapter 6: Recommendations

Land zoning is one of the most important planning tools for efficient use of land. Stakeholders' participation in the participatory land use policy is inevitable for agro based community in Bangladesh. The following recommendations may consider for the land zoning.

Stakeholders' participation

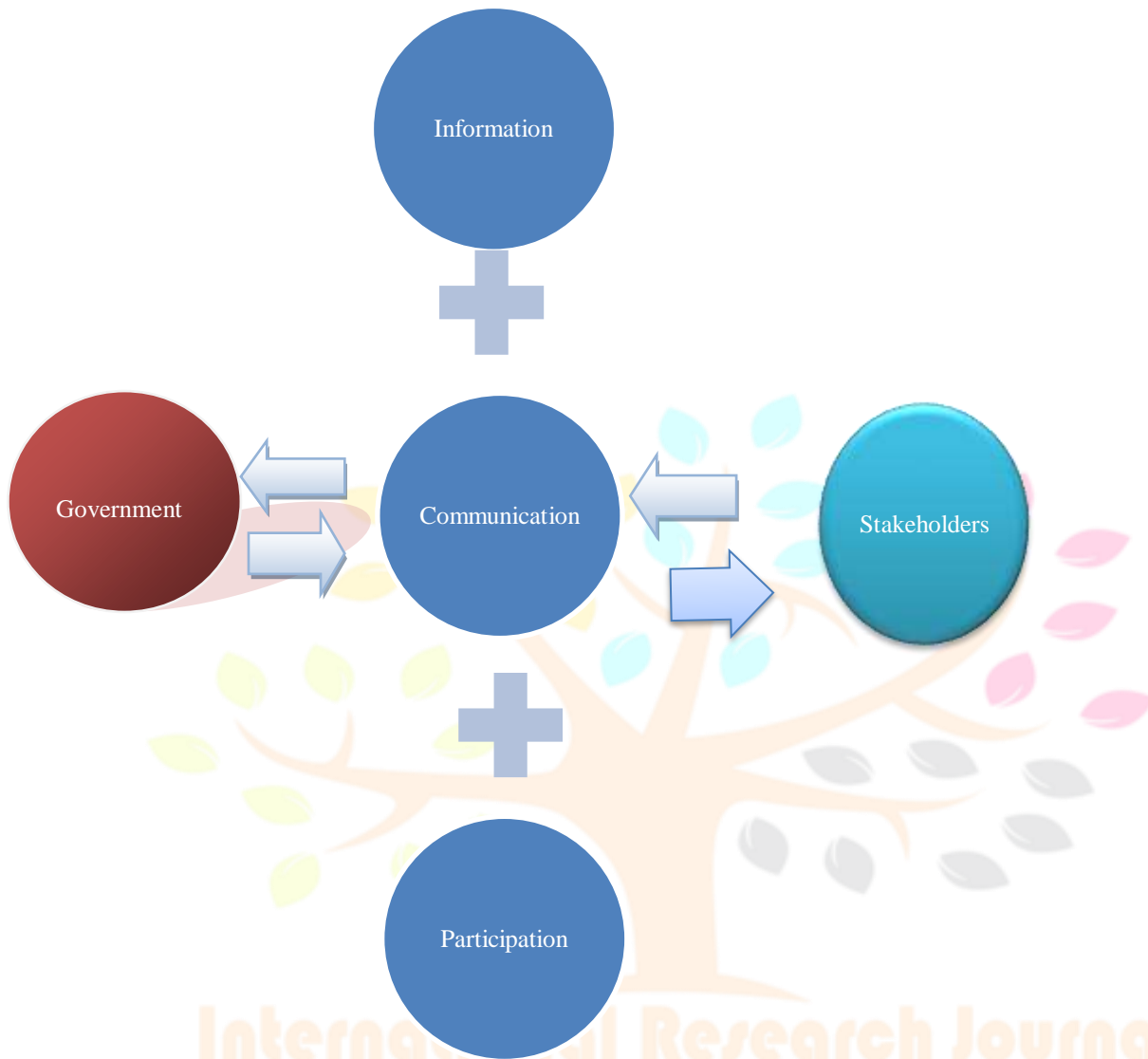
Stakeholder's participation engage people and government together for deliberation and collective action within the policy specific, institutions and network, developing civic identity and involving people in governance process (Cooper T. L., 2005). The active participation of first, second, third and fourth sector might consider into the present land zoning system in Bangladesh. Besides, more or less, all level stakeholders can be considered as a knowledge sharer with their direct or indirect participation throughout the process of digitization of land maps and management information system towards formulating zoning policy. The policy maker might consider the restructuring or redesign the DPP of land zoning project for inclusion of stakeholders and their participation applying various democratic means. Ministry of land can notify to local land administration for preliminary works for land use efficiency, little bit restrictions, priority of land use, need assessment of land use, awareness of mass people and some events by which people know the cause and consequence, positive and negative aspects, cost-effectiveness, benefit and doubt, impact and many other things. In considering these issues land owners and land users may rethink the issues of land use system in a rational, planned, structured way.

Stakeholders Participation Mechanism

The 'tri-partite' means of involvement between government and stakeholders can open up windows of opportunity for rethinking participation of local stakeholders into the land zoning. The three means are information, communication and participation. These three means have their different dimension within a unique framework for the participatory land zoning of Bangladesh.

The following mechanism shows these three possible means between the government and local stakeholders can build trust, promote confidence, diffuse information and reduce risk.

Figure: 6.1: A Framework for Participatory Land Zoning



Source: Developed by Author for the study, 2017

Through the *information approach* government provides all aspects of information about land zoning towards all stakeholders like second sector, third sector, fourth sector, citizen, civil society, land owner, land use planner, advocate, elected representative, land administration, media and so forth. This information ensures on analyze, criticize, evaluate, and value addition. At the same time government collect information from the following sector for her holistic view of the zoning. The information work as mirror image of government land zoning policy and her input-output and stakeholders perceptions about the issue. It ensures decision-making based on all available information not only with the government but also with various stakeholders on collective judgment. Secondly, by *the communication approach*, government builds a bridge between stakeholders and government by which mutual cooperation strengthens and misunderstanding reduces. Communication makes a consensus that diminishes involvement any opposition by any interest groups. It also ensures the update of knowledge and expertise on the

issue that add value into the process. Various means of communication procedure can be used throughout the process. For example; Public statement, Public circular on newspaper, Physical attendance by field visitors both GO and NGO, Web-based information/Government blog, notification, advertisement in social media, Social media based discussion, advertisement through billboard, festoon, banner, leaflet, rally etc , mobile phone SMS, institutional support, religious institutions and so forth. Finally, through the *participatory approach*, mission of government policy and stakeholder's perception merge together making a consensus based effective policy. Various means of participatory approaches like meeting, workshop, seminar, consensus conference, presentation, public hearing, interview, survey, participatory mapping, FGD, internet web page, field visit and interaction, role playing etc. can consider for ensuring participation. Participation is a shift of traditional top-down to bottom-up approaches characterized by decentralized style of policy making. Greater array of stakeholder involvement determines comprehensive and stronger plan, and proposals made in participatory zoning plan. Government can stimulate broader involvement by stakeholders by directly inviting more groups, sectors, experts, beneficiaries and affected people to take part in the zoning process and by providing opportunities for dialogue in which government both inform citizens about zoning issues and listen to citizen concerns. Participation also stimulates the horizontal ties between the government and private sector as well as important stakeholders and adapts co-management of land zoning for social learning. According to the requirement of land zoning policy participation is something coexistence of the government and stakeholders.

For the neutral and justified identification and participation of stakeholders few things need to consider. Firstly, zoning officials including decision makers to find out what the public preferences are so these can play a part in their decision. Secondly, improve decision by incorporating citizens' local knowledge in a calculus. Both are important as government gets larger and more distance from its constituencies. Thirdly, an application of fairness and justice in terms of selecting stakeholders need to execute. Fourthly, stakeholders' participation needed for getting legitimacy for their decision.

Re-validation program

Zoning office, in the mean time, completed most of upazilas. In the first phase, no validation workshop was done. In the second phase, for the first time, validation workshop has been introduced. The stakeholders' engagement in this program was done in limited scale and level that means only upazila level. Whether, the land use zoning originated from the basic mouza and village level. The amalgamation of village and mouza consist union and union consist upazila. For the ground level participation and acceptance, stakeholders of these level and their suggestions can be integrated in validation program. Participation of local stakeholders in re-validation program helps to its acceptance and better execution of land zoning. All level stakeholders may consider in the workshop so that their perception and engagement influence positive outcome for the land zoning. Remaining upazilas from first phase can be reconsidered for revalidation.

Zoning policy and its execution

It is high time to formulate a zoning law for Bangladesh. Village or mouza should be the unit for implementing land use zoning policy. Primarily, village level zoning committee may work for smoothly functioning the land zoning. After preparation and approval of zoning map, no changes should be made in the zoning maps unless approved by competent authority. However, in unavoidable circumstances, the authority may consider for transformation of land class. Zoning map prepared by the land ministry, local government institution must follow as implementing agencies. For the implementation of zoning map and MIS, local government must strengthen by knowledge, skill and commitment.

Local government and zoning

The local government institutions, like Upazila Porishod and Union council are directly engaged with local people. These institutions, in terms of service provider, are accountable and liable for all supports in the local level. These institutions should be entrusted with the duties and responsibilities with zoning policy. Zoning policy must be implemented effectively by the local government. In that case, in considering local different character, local by-laws should be enacted for local perspectives. There should be a national land zoning law where country's boarder perspective can be considered. On the other side, there should be local by-laws for its suitable use and implementation. Merger of local government institutions can be considered for a sustainable land zoning.

Reform and execution of acting laws

To implement the land zoning policy present existing laws are correlated and supportive to its best utilization. Presence laws like SA & T Act 1950, Land management manual, land administration manual, land acquisition and requisition act, government land management regulations and real execution is important for land zoning activities. The more enacted laws without functioning are a harsh. Rather the reformation of present land related laws are important for land zoning. At the same time, correlation with other laws also important and coordination with other department of land ministry is important.

Integration of union land assistant officer

In the basic tier of union local government, land assistant officer work. They know of land use, ownership and structure of land in the union, village and mouza level. In the land management manual, they are the investigating and proposing authority while changes of land class take place with the permission of revenue officer. Their responsibility, on the basis of land use of land owners, is to impose tax on land use pattern. Consequently, their direct engagement with land and as government officials, they play vital role in the basic level land administration and management. For the sake of participatory land zoning they need to be included.

Executive order to stop present haphazard conditions

Executive orders need to be issued by the ministry of land for stopping the present haphazard land use. These orders may provide message and lesson for unplanned land user and grabber further use of land. The longevity of the order may pass for a period of time. Long term and short term measure need to be taken for arising mitigation the litigation in the period. Before issuing order, land ministry must inform the matter throughout the country by notification and her boarder publication with various ways and means. The government also need to rationalize the order so that nobody go to civil court for depriving from human right from land laws.

Digitization of whole process

For the best and planned use of land and her resources, the digitization of land information with graphical presentation is the demand of time of country's people. The digital information can make the whole system more simple and easy to receive service from government. The whole process like land record, land registration, land use map etc. can be digitalized for land owners as well as government for their crying need and demand. In this context, the coordination among land management, land settlement, land registration agencies is prior need for better execution of land related laws.

Inter agencies cooperation

Inter-agencies cooperation and coordination should be obliged to make the policy implementation process more effective and fruitful. In the local government, more or less, most of government agencies are directly or indirectly involved with land use and management. Besides, non government organization and other local stakeholders and their coordination with implementing authority need to be re-modified. Government planning and development authority, infrastructure department, public works, local government and engineering department, roads and highways, house building finance corporation, agriculture, forest and water development bodies need to be incorporated into the land zoning.

Awareness building

Awareness building develops communication between government and citizen. It also let people to know how the land zoning going on and occupy more space in ground level than even before. Awareness moreover, advocate and campaign to change policies and mobilize citizens to support change and social acceptance. It also opens up windows of opportunity for government to nearer to citizen. Through the program, on the one side, government expresses her views towards her people and mass people get the message of government action. The government, on the other side, becomes benefit and mass people become knowledgeable on the issues. To make the land zoning system more participatory, the dissemination of information into ground level is important to make awareness of mass people local beneficiaries, civil societies, NGO's, professional bodies and other agencies.

Good governance

All activities with good governance can ensure the people's participation with satisfaction and social justice. Mis-governance in any process with government may create problem of acceptance, recognition and implementation. In commencement every process with good governance, the system will come into more successful and thus government will be justified and finally society will be benefited.

Conclusion

This paper describes the stakeholders' participation at on-going stage of current national land zoning project in Bangladesh. It, while describing the limits of participatory process and events, also finds gap between land zoning report and procedural practice regarding stakeholder's participation. Does stakeholders' participatory events and process in the current national land zoning project arrange properly? Do the distances of papers and practice will make impediment in the execution of policy? If then, how stakeholders signify their engagement in the national land zoning project that explore from the study.

Stakeholder's participation engage people and government together for deliberation and collective action within the policy specific, institutions and network, developing civic identity and involving people in governance process. Authentic participation ensures the fair, equitable, and transparent process for building trust and respect among government and stakeholders.

Non-participation doesn't make the sense of awareness, shareness and careness. In consequence, bureaucratic hierarchical directives take place where very few options remain for stakeholders' engagement. This system ignores people's values and expectation rather encourages limited types of administrative boundary. Democratic values, with a view to engaging people into policy, in these cases become dysfunctional despite consideration of various measures. Because, applied tools circling among government and mass people don't access or can't access crossing government boundary. Limited participatory events and mechanism does not work well and reach to people. Because, same or some stereo types events doesn't fit for all stakeholders to be integrated. Rather, avoidance behavior take place and irrelevancy sometime invite ignorance. Inconsistency of management pledges the ambiguity in her traits. So many ways and means apply to overcome gaps and inconsequence. But most of them apply without their judgmental measures. Government limits the boundary in every stage ignoring the stakes of mass people. A tendency of avoiding attitude finds in almost cases due to not attain bothering from outside criticism. People doesn't show their interest and willingness when they know their engagement ignored. They think that decided issue presented before them for showing the eye-wash. Even, no measure signifies from their issues to effectively functional the system. Accordingly, their participation and influence has no impact on decision that affect or benefit them.

Despite showing the bright site as anticipation of the policy by the government, outside the government, uncounted number of assessments and issues raise by stakeholders. Demands and expectations, criticism and effectiveness, acceptance and rejection and what not issues come forth before everyone. Many gaps find in the policy objective and her execution process that take place in the current national land zoning project in Bangladesh.

In these context, rethinking of policy actors open up the windows of opportunity for inclusive land zoning policy. Here, thinking take place with the inclusion of holistic view from each segmental attainment with the active engagement of multilevel stakeholders.

Participatory mechanism in triangulation of information, communication and participation between government and stakeholders' make bridge for co-management of land zoning. Likewise, awareness building of stakeholders, good governance, digitization of process and management, governmental inter agency cooperation, application of government laws and orders, strengthening of implementing agencies and their inter-intra connection can assure a participatory land zoning.

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