

Governance in Rural Energy Utilities in Bangladesh: A Study of Palli Bidyut Samity



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Fellow:

A.K.M.Reazul Hassan

Registration No. 58

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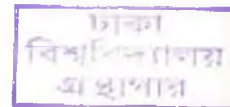
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Supervisor:

Professor Dr. Nazmul Ahsan Kalimullah

Department of Public Administration

University of Dhaka



Certificate

This is to Certify that A.K.M. Reazul Hassan has complied with the regulations of the Doctor of Philosophy under the University of Dhaka in completing his thesis entitled "Governance in Rural Energy Utilities in Bangladesh: A Study of Palli Bidyut Samity".

N. A. Kalimullah
14/12/2005

(Dr. Nazmul Ahsan Kalimullah)

Supervisor &

Professor

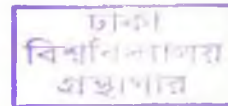
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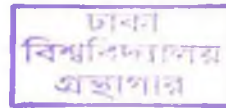
Declaration

The research work entitled "Governance in Rural Energy Utilities in Bangladesh: A Study of Palli Bidyut Samity" is submitted as a dissertation for the degree of Doctor of Philosophy (PhD) of the University of Dhaka and has been submitted for no other degree. Except where due acknowledgement is made, the work is original.

Hassan
14.12.2005

(A.K.M. Reazul Hassan)
PhD Research Fellow
Department of Public Administration
University of Dhaka
Dhaka-1000
Bangladesh

448774



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Abstract

The PhD dissertation entitled “Governance in Rural Energy Utilities in Bangladesh: A Study of Palli Bidyut Samity” is started with the hypothesis ‘better governance in public utilities creates better customer satisfaction towards the delivery of services’. Governance is considered here as ‘legitimate relationship between state (Palli Bidyut Samity/Rural Electric Cooperative) and civil society (Customers)’. Thus quality of governance has suggested a thorough inquiry about participation, transparency, accountability and competence those are observed as the basis of ‘legitimate relationship’ between Palli Bidyut Samity (PBS) and its Customers on the one hand, and an investigation on customer attitudes to the services, on the other.

The research findings from the case of Dhaka Palli Bidyut Samity-1 (DPBS-1) have indicated that customer are being deprived of their due participation at different levels of PBS activities because of irregularities in executing motivation programs. Although the Board of Directors and Lady Advisors, the representatives of the customers, can take part in Board Meetings and some of them hold offices like president, secretary and treasurer, they are to seek approval from Rural Electrification Board (REB) on all crucial decisions. The DPBS-1 has to maintain its transparency to the stakeholders by disseminating manuals, by-laws, policy instructions, form-550, monitoring report etc. But the local news reporters of national dailies are found critical about the openness of this PBS in respect of ‘right to know’. It is observed that the GM has to answer at Board Meetings for all matters regarding PBS activities on behalf of management. The internal accountability of each functional division in this PBS follows the job descriptions properly. On the other hand, it is found that the directors and lady advisors of DPBS-1 has achieved considerable entrepreneurship quality and the managers and employees have developed much of their professionalism and technical expertise through imparting training and career experience. But they need more training.

The attitude survey on DPBS-1 shows that the customers are satisfied towards services like ‘attendance in written complains’, ‘checking service lines’, and ‘maintaining quality feeder lines’ and highly satisfied to ‘meter reading’, ‘bill preparation’, ‘bill delivery’, ‘bill payment through bank’ and ‘system loss (non-technical) management’. But, the customers in this Samity are highly dissatisfied to the intense ‘load shedding’ and indifference of ‘director in solving local electrical problems’. One category of statistics shows that the average service provision or quality of governance from the customers’ point of view (in a scale of 20-100 percent) in DPBS-1 (70.92%) is better than NPBS (60.42%) and lesser than SPBS (78.92%). And it is found from the T-Test that there is no significant difference in service provision between DPBS-1 and NPBS or between DPBS-1 and SPBS or between NPBS and SPBS. However, it is revealed from the Focus Group Discussions that the household, irrigation, commercial and industrial customers of these PBSs are harassed as they have to bribe village electricians and wiring inspectors for customer meter order (CMO).

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Chapter 1

Introduction

The Problem

Provision of basic public goods and services like food, education, energy, health care etc. is a great concern to the governments all over the world. For this, they undertake policies and programs and create agencies and delivery institutions of their own or contract out some of the activities to NGOs or leave those to private sectors. Sometimes they replace highly centralized, hierarchical organizational structures by decentralizing management environments where decisions on resource allocation and service provision are made closer to the point of delivery, and which provide scope for feedback from clients and other interest groups. Moreover, governments establish productivity targets and create competitive environments within and among public-sector organizations (Cheung, 1997:436). No doubt, these activities are designed to achieve efficiency and effectiveness in delivery institutions that cause clients' satisfaction. Following this direction, many government agencies and institutions in the world have shown better performance and put forward lessons for replication to the same. The Palli Bidyut Samity (PBS) of Bangladesh is a case in point here. The PBSs are electric power supply utilities registered with the Rural Electrification Board (REB) of Bangladesh Government. They are entitled to ensure "effective use of electricity to foster rural development with special emphasis on increase of use of electric power for economic pursuit," (*The Rural Electrification Board Ordinance, 1977*). The PBS system has a built in mechanism for community participation at different levels. The purpose of the present study, therefore, is to examine the managerial capability or the quality of governance of Palli Bidyut Samity in provisioning electric supply. Before setting research objectives, we would like to make an outline of the Rural Electrification Program of Bangladesh Government, Rural Electrification Board and the Palli Bidyut Samity below.

Rural Electrification Program

At the time of partition of British India in 1947, there was a tiny electric system in the then East Pakistan now Bangladesh. The total power generation capacity was only 21 megawatts. A significant development in the power system happened later. But those efforts were taken basically for urban development and industrial expansion. Although the agro-based economy needed rural electrification, the authority paid little attention to that direction. As consequence, during Pakistan times, many traditional rural industries got no way to survive.

After independence of Bangladesh in 1971, the whole strategy of development planning was reconstructed. The long neglected rural economy got priority and the government considered rural electrification as a constitutional obligation and a state principle (*The Bangladesh constitution: 16th Para*). In 1972, Rural Electrification Directorate was established under the Bangladesh Power Development Board (BPDB). The BPDB planned to energize thana headquarters, local bazaars, irrigation engines and deep tube wells and they got significant success of their efforts. But the planners soon understood that the idea of comprehensive rural electrification was something more than the electrification of some important local centers and provision of electricity for a limited section of consumers. This idea could have only been possible by introducing an electric network that would ensure reliable electric supply to each and every potential customer. As the program required huge investment and preliminary experience, they sought for a pre-investment feasibility study. In 1976, M/S COMMONWEALTH ASSOCIATES INC. and the National Rural Electric cooperative Association (NRECA) of USA undertook a comprehensive feasibility study, financed by USAID, jointly. The major recommendations of the study were the following:

- The program should be implemented in phases—preferably in 5 phases.
- The projects should be undertaken on Area Coverage Rural Electrification (ARCE) with the ultimate aim of total electrification in each project area.
- To ensure direct participation of the beneficiaries, each project area should form an electric cooperative, called Palli Bidyut Samity.
- To organize, administer, and monitor the activities of the PBSs, a central agency should be established.

According to the suggestion of consultants, the Area Coverage Rural Electrification: Phase-I project was prepared and the planning commission approved it with some minor change. This project included 13 PBSs covering 54 thanas. At present, there are 67 approved PBSs. Those are registered with REB and are being operated commercially.

The RE program has got both financial and technical assistance from outside. Following USAID many international agencies like IDA, IDB, CIDA, NORAD and some governments as Finland, Netherlands Saudi Arabia etc. have come forward with generous assistance. The NRECA (National Rural Electric Cooperative Association, USA) has played a remarkable role in technical cooperation over the years.

RURAL ELECTRIFICATION PROGRAM IN BANGLADESH

Key Statistics

(As of June 30, 2002)

- First PBS energized: Dhaka PBS-1, June 2, 1980.
- Number of PBSs organized: 67
- Number of PBSs commercially operated: 67
- Number of Districts under the Program: 61
- Number of Upa-zillas under the program: 424
- Number of villages energized: 35,672
- Distribution lines constructed: 1,44,137 km.
- Total no. of 33/11 kv sub-stations: 272
(New Construction: 220 & Renovation: 52)
- Number of total consumers: 4,058,362

Categories of Consumers

- a) Domestic: 33,49,284
- b) Small Commercial: 4,59,528
- c) Irrigation: 103,980
- d) Industries: 73,827
- e) Charitable: 64,541
- f) Others: 10,202

- Total Land Irrigated under RE Program: 16.7 Lac Acres
- Average rate of collection of bills: 98.19%

- Average System Loss (67 PBSs): 16.00%
- Average System Loss of 61 PBSs: 13.48%
(Excepting 6 PBSs with huge taken over of PDB & DESA lines)
- Average System Loss of 6 PBSs: 27.48%
(with huge taken over of PDB & DESA lines)
- The 6 PBSs are: Chadpur, Narsindi-1&2, Manikganj, Bramanbaria& Mymensingh-2.

[REB, June 2002: Annual Report (2000-2001 & 2001-2002)]

Rural Electrification Board

Rural Electrification Board was established under the Rural Electrification Board Ordinance, 1977 (LI of 1977, Dhaka October 31, 1977). REB is a semi-autonomous government agency controlled by the Power Division of the Ministry of Power, Energy & Mineral Resources (MPEMR). The REB Head Office is established at Dhaka. It has a chairman and four full time members covering Administration, Engineering, PBS & Training and Finance. There are four other part-time members representing the Bangladesh Power Development Board (BPDB), Bangladesh Agricultural Development Corporation (BADC), Bangladesh Small and Cottage Industries Corporation (BSCIC) and Bangladesh Rural Development Board (BRDB). Various divisions and directorates are designed to facilitate necessary responsibilities. About 1050 employees are working under REB payroll.

The principle responsibilities of REB are the following:

1. To prepare and coordinate development plans for rural electrification.
2. To carry out a comprehensive program of full electrification for rural areas of the country.
3. To verify fulfillment of required minimum consumer sign-ups prior to initial system development.
4. To secure repayment of loans on a predetermined schedule and ensure operational conditions in the borrower's system to make such payment possible.
5. To promote development of irrigation and small-scale commercial utilization of electrification.
6. To establish both a power use and customer loan program.
7. To provide technical assistance to electric pump irrigation.

8. To assist in securing an adequate supply bulk power from the BPDB/DESA at the lowest cost and maintain right of approval of all power supply arrangements.
9. To determine the standard and specification for design, construction materials and equipment for the project system.
10. To purchase materials and equipment for system construction.
11. To provide sufficient fund and specialized tools to construction for line, sub-station, and engineering construction.
12. To perform inspection of all lines and construction before initial energization.
13. To advise, assist, and train the PBS Board of directors, General Managers, and staff.
14. To analyze and make recommendations for PBS operations through a review of monthly PBS operating and financial reports.
15. To promote research for developing indigenous materials and process for use in the program to minimize foreign exchange requirements and to promote rural employment.

[REB, September 2000:Master Plan (2000-2020)]

Palli Bidyut Samity

Palli Bidyut Samity or Rural Electric Cooperative is an autonomous and decentralized body registered with REB. It is a corporate entity owned by the customers and largely managed by the government through REB. PBS is operated on cooperative principles with no-profit motive.

The idea of Rural Electrification is not a new one. It has been working successfully in the USA for about 50 years and 30 other countries have followed it for some years together. In USA, 50 years back, other than the urban centers about 15 percent of the rural areas were electrified covering mostly the big villages. And now, 99.9 percent of the country including the rural areas is electrified. This great success has been possible primarily for the implementation of cooperative methods. At the moment, 865 distribution and 60 generation & transmission cooperatives (co-ops) are in USA. In addition to electric service, many electric co-ops are involved in community development and revitalization projects, e.g., small business development and job creation, improvement of water and sewer systems, and assistance in delivery of health care and educational services (<http://www.nreca.org/>).

In Bangladesh, REB is entitled to provide financial and technical assistance to every level of PBS right from the organization to the construction, operation and maintenance of the distribution system. REB has been maintaining adequate control and direction over PBSs until now following the examples of initial years of co-ops by US Rural Electrification Administration (REA). As soon as they gain experience and earn capability to manage their PBSs as active business entities, REB is expected to gradually reduce its control and influence from them.

The success of a PBS largely depends on the honesty and sacrifices of general members, members of the board of directors, managers and employees. The successful realization of the idea of PBS would follow the proper understanding, acceptance and practice of the basic principles of the organization and its activities done by the member-consumers. These principles are elaborated here.

Free and voluntary membership is emphasized in PBS to ensure participation of members with their vigor and willingness. Right to participate in PBS activities indicates the members' responsibility to the organization.

Democratic member control- one member- one vote is applied to all consumers irrespective of the volume of power use, amount of service received or the number of meters. Members are allowed to express their opinions in areas like the acceptance of resolution of PBS objectives, approval of or change bye-laws, in electing board of directors and examining and approving or rejecting reports presented by management or board of directors.

Working on the basis of 'no profit' is to make electric energy available to its members at the lowest cost consistent with sound economy and good management. It means that (a) PBS should be operated for all the time on the basis of no profit, (b) no interest or dividends shall be paid or shall be payable by the Samity to any Samity member, consumer or patron and (c) all incomes of the Samity would be spend to the purpose for which it was organized.

Continuous member-education is a unique feature of Palli Bidyut Samity. It is something more than the formal education in that members are owner here and they are motivated to learn business principles and the safe and profitable use of electricity. Ever changing membership is another ground for continuous member-education. They are taught the role of Palli Bidyut Samity in society, impact of Samity on the end-users, risks and opportunities to the members in the context of upcoming economic, social and political trends of the country.

Research Questions

The study poses the following research questions in the overall investigation and analysis:

- 1) To what extent the governance in Palli Bidyut Samity is effective?
- 2) How far the customers are satisfied with the delivery of services under Palli Bidyut Samity?

To understand the effectiveness of governance, a conceptual scheme about governance will be developed in the research methodology chapter that will suggest the measurable criterions to investigate Palli Bidyut Samity. And, a customer attitude survey will answer the level of satisfaction towards the delivery of services.

Objectives of the study

With a view to analyzing the quality of governance of Palli Bidyut Samity, the present Study attempts to fulfill the following objectives:

- To review literature on governance, rural electrification, rural development, and energy issues etc.
- To evaluate organizational structure of PBS and, duties and responsibilities of the officials concerned.
- To investigate human resource management strategies in PBS.
- To critically examine quality of governance in a PBS.
- To measure the level of satisfaction of PBS customer to the delivery of services.
- To recommend some policy suggestions related to governance in PBS.

Justification

REB has sufficient database (Annual Reports, MIS Reports, Booklets and Bulletins etc.) on Rural Electrification Program and Palli Bidyut Samity. In addition, some impact evaluations of RE program (Hasanuzzaman and Khan 1991; REB/ NRECA/ UNNAYAN SHAMANNAY 1996) and Commentary on Electrification and Rural Development (Murphy et al. 2002) are there. But, there is hardly any academic research output about rural electric utilities of Bangladesh from governance perspective so far. So is needed the present study.

Work plan

Chapter two deals with the methodology of the research project i.e. operationalizing the concept of governance, establishing a procedure for data collection and data analysis.

Chapter Three reviews many books, articles and commentaries relating to governance, rural electrification, rural development and energy issues.

Chapter four evaluates organizational structure of PBS, duties and responsibilities of directors, general manager and assistant general managers of PBS. It also scrutinizes the relationship between PBS directors and general manager and role of REB in PBS operation.

Chapter five investigates the human resource management strategies that are being exercised in PBS. It tries to focus recruitment and training policies for PBS officials and employees. It also inquires performance target agreement (PTA) and its influence on service delivery.

Chapter six critically examines governance aspects of PBS service delivery system. Four major governance attributes i.e. participation, accountability, transparency and competence are used as tools for this examination. For analytical purpose, it incorporates views of directors, general manager, assistant general managers and employees at different levels. An attitude study and many opinions of end-users from focus group discussions are also employed here. Moreover, a number of direct observations on PBS

functioning like election of directors, annual general meeting, monthly board meeting, energization meeting, bill collection etc. are included in this chapter.

Chapter seven concludes the study with some policy recommendations for improving the PBS governance system so that customers can feel more satisfied towards the provision of services.

Chapter 2

Research Methodology

Conceptual Framework

Now a day, Governance has become a subject of discussion and studies in development circle both the national and international arenas. Scholars, social scientists, donors, NGOs, political leaders, government bureaucrats, businessmen, judges, lawyers etc. have shed light to various aspects of public affairs from the governance point of view. The major thrust of their effort is to put good governance as prerequisite to sustainable development.

For a conceptual framework to study Palli Bidyut Samity as a case study in light of good governance here follows a discussion on governance and good governance.

Governance refers to 'the act of governing in a wide sense'. It is the emerging outcome of public-private interactions (*Larmour, 1997:383*). According to the International Institute of Administrative Science,

it is "the process whereby elements in society wield power and authority, and influence and enact policies and decisions concerning public life, and economic and social development. Governance is a broader notion than government. Governance involves interactions between these formal institutions and those of civil society" (*Weiss, 2000:797*).

UNDP views governance as:

"The exercise of economic, political and administrative authority to manage a country's affairs at all levels. It comprises mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences" (*UNDP, 1997: 2-3*).

OECD suggests that

"The concept of governance denotes the use of political authority and exercise of control in a society in relation to the management of its resources for social and economic development. This definition encompasses the role of public authorities in establishing the environment in which economic operators function and in determining the distribution of benefits as well the nature of the relationship between the ruler and the ruled" (*OECD, 1995: 14*).

The above definitions have only emphasized the institutional factors of governance.

In fact, they do not meet the challenge of actual problems of governance in the Third World and East European countries, as there remain personalization of power, lack of human rights, endemic corruption and un-elected and unaccountable governments. Against this backdrop, the World Bank prescribed good governance as

“ Predictable, open, and enlightened policy making, bureaucracy imbued with a professional ethos acting in furtherance of public good, the rule of law, transparent processes, and a strong civil society participating in public affairs” (*World Bank, 1997*).

Along this connotation, many international organizations referred good governance to associated the attributes like transparency, accountability, participation, rule of law, responsiveness, equity, competence, legitimacy etc. depending on the nature and extend of public organization (*UNDP, 1995; ODA, 1993; UNCHS, 1996*).

PBSs are decentralized as power distribution units where clients’ representatives are allowed to take part in the decision-making body. They have, among others, a clearly defined human resource policy and a monitoring network for overseeing the performance of officials and employees. So we may suggest transparency, accountability, participation and competence as major attributes of good governance to study a PBS. These attributes are mutually reinforcing.

1. Transparency

Transparency is meant here as the free flow of information that is directly accessible to those concerned with PBS. The information should be enough and accurate to understand and to monitor the PBS activities.

2. Accountability

Accountability involves the existence of mechanism, which ensures that both officials and employees of PBS are answerable in upward and downward direction for their actions, use of public resources and performance.

3. Participation

Participation demonstrates the direct and indirect involvement of the client and their representatives at different levels of PBS.

4. Competence

Competence envisages the capacity of PBS officials to make effective decisions and the capacity of employees to implement them efficiently. The study will pay attention to PBS Service Delivery System with a view to examining how far the attributes of good governance are working there. An inventory of governance attributes is furnished below to make the conceptual framework visible.

Inventory of governance attributes

1. Participation: Policy formulation

- Board of Directors make PBS Policy Manual
- Board of Directors suggest in Area Coverage Map
- Board of Directors take part in regular monthly meeting for decisions

Policy Implementation

- Board of Directors Oversee PBS activities
- Customers take part collectively in reducing non-technical
- Loss

2. Transparency: REB Monitoring Level

- Manuals
- Policy Instructions
- Form 550
- MIS Report
- Management audit reports
- Financial Audit reports
- Performance target Agreements
- Annual Reports
- Monthly Meeting Minutes etc.
- Annual Budget

Board of Directors Level

- Manuals
- Policy Instructions
- Form 550
- MIS Report

- Management audit reports
- Financial Audit reports
- Performance target Agreements
- Annual Reports
- Monthly Meeting Minutes etc.
- Annual Budget

Annual General Meeting Level

- Annual Reports
- Answering Questions of Customers

3. Accountability: Upward/REB

- Administrative
- (1) Management & Operations Audit
- Financial
- (1) Internal Audit
- (2) External Audit

Downward/PBS

- Directorial
- (1) Monitoring Finances
- (2) Monitoring Operations
- General
- (1) PBS members' queries in Annual General Meetings

4. Competence: Managerial

- Board of Directors
- General Manager
- Assistant General Managers

Technical

- Meter Readers
- Bill Messengers
- Billing Assistants
- Meter Testers
- Line Technicians
- Linemen
- Meter Repairer
- Wiring Inspectors
- Power use Coordinator
- Member Service Coordinator

Inventory of PBS Distribution System

- Power Transformers
- Voltage Regulators
- Oil Circuit Reclosers
- Switches & Fuses
- Arrestors & Insulators
- Meter & Instrument Transformers

- Poles & Crossarms
- Conductors & Grounds
- Distribution Transformers, Meters, Service Drops. etc.
- Right of Way
- Electrical Wires
- Electrical Equipments

Proposition

The study follows the proposition that better governance in public utilities creates better customer satisfaction towards the delivery of services.

Unit of Analysis

Since the study is about the governance in Palli Bidyut Samity and the reactions of the customer about that governance, the unit of analysis of the research would be — the quality of governance.

Data Collection

The case study is based on different sources of evidences as documentary information, archival records, interviews, focus group discussions, customer attitude survey and direct observation. These are elaborated here below.

Documentary Information

Among a huge variety of documents the study has considered the following major items:

- REB ordinance, PBS by-laws, policy instruction series, of REB and PBSs etc;
- Official letters, memoranda, and communiqués;
- Agendas, announcements and minutes of meetings, and other written reports of events;

- Administrative documents—proposals, MIS reports, annual reports, performance target agreement reports, management & operations audit reports etc;
- Evaluations about rural electrification program—socioeconomic impact and evaluations reports, management & operations evaluation reports etc.

Archival Records

Many archival records—some of them in computer floppy disks are also found relevant in the following way:

- Organizational records, such as organizational charts and budgets over a period of time;
- Service records, such as those showing the number of clients served over a given period of time;
- Maps and charts of PBS energy distribution system and geographical characteristics of the PBS under study;
- Lists of name of the board of directors and managers and officials of PBS under study;
- Personal records, such as performance evaluations of personnel, telephone numbers of the PBS officials.

Interviews

A significant portion of data has been collected from the Board of Directors, Managers, Employees and clients of Dhaka Palli Bidyut Samity-1. Most of the Directors and Managers including the General Manager, and a sample of employees such as linemen, meter-readers, bill-messengers, billing assistants, meter-testers etc. have been interviewed with semi-structured questionnaires. The contents of questionnaires have covered the attributes of governance as has been mentioned earlier. The questionnaires are pre-tested so as to adjust frame of references of the respondents and to make sure that those are unbiased and communicative (questionnaires are attached as appendices).

Focus Group Discussions

Three focus group discussions are held in three Zonal Areas of Dhaka Palli Bidyut Samity i.e. Amin Bazar, Dhamrai, and Kaliakyoir. Two other focus group discussions are held in Netrokona Palli Bidyut Samity and Sherpur Palli Bidyut Samity. It is ensured that

all categories of customers have taken part in each focus group discussion (FGD). Both structured and unstructured questions are employed at this stage.

The interview and FGDs has been tape-recorded. The data is transcribed and compiled. The structured data is also collected and coded accordingly. Finally, all these data is produced as reference to the analytical part of this research project.

Schedule of Focus Group Discussion

Discussion with	Topic of Discussion	Number of Participants
Board of Directors of Dhaka PBS-1	Board-Management Relationship	8-10
Industrial and Commercial Customers of Amin Bazar under DPBS-1	Conditions of pre-connection and post-connection electric service	8-10
Irrigation and Household Customers of Dhamrai under DPBS-1	Conditions of pre-connection and post-connection electric service	8-10
Household and Commercial Customers of Kaliakyoir under DPBS-1	Conditions of pre-connection and post-connection electric service	8-10
Industrial, Commercial, Irrigation and Household Customers of Netrokona PBS	Conditions of pre-connection and post-connection electric service	8-10
Industrial, Commercial, Irrigation and Household Customers of Sherpur PBS	Conditions of pre-connection and post-connection electric service	8-10

Direct Observations

Direct observations are aimed at different points of PBS activities that mostly include:

1. Monthly Samity Board Meeting, DPBS-1 HQ
2. Foreigners' Visit at DPBS-1
3. Training Program at DPBS-1
4. Bill Payment at Krishi Bank
5. PBS Director's Election
6. Bill Payment at Private Bank
7. Annual General Meeting,
8. Monthly Staff Meeting, DPBS-1
9. Village Energization Meeting, DPBS-1
10. DPBS-1 Office Environment

Customer Attitude Survey

Opinions toward the PBS service delivery are collected from some 80 samples customers among different category. This survey is held in three electrified zonal areas of Amin

Bazar, Dhamrai, and Kaliakyoir under Dhaka PBS-1. For comparisons, a sample of customers under Netrokona and Sherpur PBSs is conducted. The structured data is coded accordingly. Finally, all these data is produced as reference to the analytical part of this research project.

Sampling Frame for Customer Attitude Survey

PBS/ Zone	Industrial Customers	Irrigation Customers	Commercial Customers	Household Customers	Charitable Institute	Total
Amin Bazar Zone under Dhaka PBS-1	3	0	5	16	0	24
Dhamrai Zone under Dhaka PBS-1	3	13	7	5	2	30
Kaliakyoir Zone Under Dhaka PBS-1	6	0	8	10	1	25
Netrokona PBS	6	5	5	10	0	26
Sherpur PBS	3	4	5	12	1	25
Grand Total						130

Literature Survey

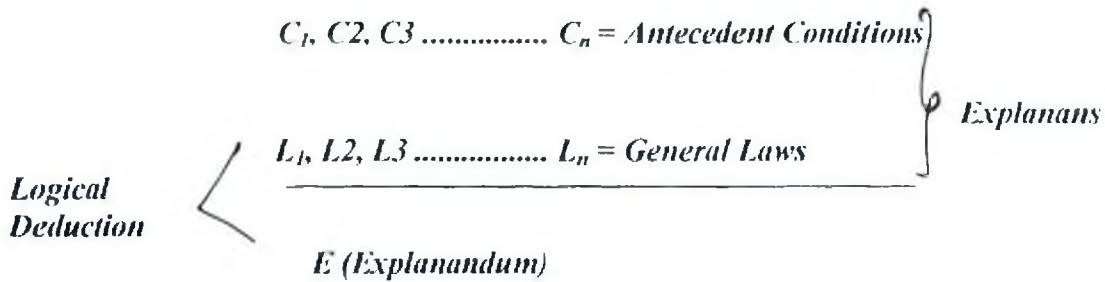
Information for reviewing literature on governance, rural development, energy issues etc. is collected from studying at Dhaka University library, UNDP library, Dhaka; World Bank library, Dhaka, Transparency International library, Dhaka; CIRDA library, Dhaka; BIDS library, Dhaka, BPATC library, Savar, Dhaka, NILG library, Dhaka, Community Development Library, Dhaka and NRECA Website.

Secondary data and information for the purpose of analysis, evaluation and interpretation about Rural Electrification Program, Rural Electrification Board and Dhaka Palli Bidyut Samity-1 is collected from REB Head Office, Dhaka; NRECA, Dhaka; Dhaka Palli Bidyut Samity-1, Savar.

Data Analysis Technique

All the data will be pulled to follow the research proposition mentioned above. Together, these will try to establish causal relations between independent (attributes of governance) and dependent (customer satisfaction) variables. In this study, by and large, we shall apply the causal analysis technique constructed by Carl G. Hempel and Paul Oppenheim. They consider the Explanandum (E) as an outcome of Explanans, while Explanans as an

empirical statement wherein General Laws (L) can be logically deduced from Antecedent Conditions (C) (Issak, 1981). The schema of their explanatory device can be shown as following:



An example of the above analytical technique is given below:

REB has set rules, procedures and guidelines for the PBSs to ensure quality of governance that ultimately causes customer satisfaction towards the delivery of electric services.

In this passage C, L & E should be read as following:

- C = Rules, procedures and guidelines of REB for PBS Management and Operations
- L = Quality of Governance
- E = Customer Satisfaction towards delivery of electric services

The data analysis, however, attempts to find out the limitations of the proposition from the empirical point of view and finally, a modified proposition is constructed for the studies of such kind leading to a theory of governance for rural energy utilities.

Reliability and Validity of Data

- For the reliability of data collection, the study has taken case study protocol and developed a case study database thereafter.
- For framing correct operational measures, a concept under the theory of governance is established. For validity of data collection, the research has used multiple sources of evidence (mentioned in the methods of data collection section) and has established chains of evidence.
- For internal validity of data analysis, the project follows explanation-building procedure.

Limitations of the study

Although every PBS has the same organizational setup, recruitment pattern, training, service standard etc., they all vary in age, consumer mix and geography. Among 67 PBSs, only one PBS is selected here to study. In choosing Dhaka PBS-1, the present researcher has followed three considerations. Firstly, Dhaka PBS-1 is the pioneer of rural electric utilities of its kind in Bangladesh. In terms of organizational experience it is the farthest among all. Secondly, it is very much closer to REB Head Office in Dhaka. So, REB has closer attentions to it. Thirdly, the research work in Dhaka PBS-1 has been cost-effective than in any other PBS in Bangladesh.

Among many attributes of governance, only four common ones are selected as parameters to study the quality of governance of an electric utility within given time and limited resources. Moreover, it is a case study research. So the work should not be considered as a complete governance study on rural electric utilities of Bangladesh.

Chapter 3

Review of Relevant Literature

The research project entitled “Governance in Rural Energy Utilities in Bangladesh: A Study of Palli Biddyut Samity” has required a host of literature to be overviewed. But to be specific and relevant, this chapter attempts to review literatures focusing the following areas: (a) conceptual issues of governance i.e. definitions, categories and scope of governance; (b) governance related public sector reforms concerning service delivery, local governance, role of market forces, civil society and non-governmental organizations in governance mainly that of Bangladesh; and (c) state of governance in energy sector particularly about the problems and issues of rural electrification in Bangladesh.

Governance: Meaning, Categories and Scope

In his *Overcoming Fuzzy Governance in Bangladesh: policy Implementation in Least Developed Countries*, Jorge Barenstein (1994) has considered “capacity to govern” as the focal point in conceptualizing governance. According to him, governance is: a specific socio-economic mix of state and civil society, that is, the balance between the public, private and nonprofit sections where the interlinkages between various actors and sectors occur at both policy making and policy implementation levels with a view to achieving civil service and administrative reforms and better governance (Barenstein, 1994:29-33). Having based on the ‘market-plus-democracy model’ the author proposes an agenda for governance and policy research. This includes as a) comparative governance studies, b) point-of-delivery studies, c) research on reform strategies (public sector reform activity strategies), and d) institutionalization of policy intelligence (to which training is assigned) (Barenstein, 1994:166-178). Finally, he has shaped an action plan for overcoming the fuzziness of governance in countries like Bangladesh. The strategic parameters of this plan consist of 1) abandoning comprehensive gradualism, 2) designating strategic hanging points for reform, 3) organic linking between public sector reform (PRS) and macro economic and political reforms, 4) calibrating and prioritizing reforms using an ad-hoc cost-benefit analysis scheme, and 5) providing mechanisms for organic and

synergic coordination among donors. The substantive parameters, on the other hand, include 1) focusing reform of the administrative systems around the regulatory technology and institutional arrangements required by the new policy environment, 2) focusing the reform of the civil service around (modified and adapted) concepts of public management and entrepreneurship, 3) linking new training for top civil servants to changes in personnel management regulations, and 4) focusing on governance at the local level (Barenstein, 1994:179-194). Jorge Barenstein's intellectual exercise in searching proper meaning of governance and his attempt to modeling it for a reform agenda is no doubt a praise worthy matter. But his paradigm of governance is very much critical about two conceptual issues relating to governance. One of them is 'good governance' that Barenstein ruled out, as it is a relative concept— since it varies from county to country. This view poses a serious shortcoming as we see he confides on 'market-plus-democracy model' where 'democracy' itself is a well-known relative concept. More over, the author used the concept 'fuzzy governance' as a special brand of bad governance, which is opposite to good governance. The other issue is 'categorization of governance' such as economic governance, corporate governance etc. that Barenstein does not consider as a scholarly practice since, in his view, governance primarily concerns itself with policy process—not with policy contents. Again, this is a very much conservative opinion about the scope of studies on governance. We know as a grand paradigm 'democracy' can be studied with three basic approaches as a) institutional, b) behavioral, and c) processual. And for operational definitions, democracy is categorized on different basis to focus different aspects of social phenomenon. Therefore, studies on urban governance, local governance, global governance, environmental governance and so on encompass dimensions of the real world and exhibit diverse explanatory powers of governance paradigm.

In analyzing the nature of governance, Mohammad Mohabbat Khan (1997) has considered the definition of Halfani and his associates as a successful attempt to broadening the meaning of the concept. According to them: governance refers to a "system of government concentrating on effective and accountable institutions, democratic principles and electoral process, representation and responsible structures of

government, in order to ensure an open and legitimate relationship between the civil society and the state” (Khan, 1997: 2-3). But, Khan is not fully satisfied with this definition. He believes there remains a compelling need to concretize actual governance with the emphasis on its normative qualities—i.e. good governance. He opines legitimacy can be achieved through the use of mechanism of accountability, transparency, responsiveness and meaningful participation. And good governance is premised on a number of positive values like democracy, probity and fairness. In fact, he views the relationship between civil society (that is private sector, civil associations, non-government organizations, community based organizations and social movements) and state need to be understood in all its ramifications. Further, Khan tries to explore whether good governance is realizable and under what conditions. For this, he has reviewed official positions of international donors like World Bank, UNDP, USAID and ODA and found some challenges in their agendas of rightsizing the state, reorienting the public bureaucracy, strengthening civil society and curbing corruption. In conclusion, he suggests that exercise of governance should be country specific. Any attempt to capacity building of public institutions should be incorporated with attractive incentive package for the personnel. Interactions-- what he calls ‘another governance’— among state and NGOs and CBOs should be addressed at all levels of reform program. Mohammad Mohabbat Khan’s efforts to find out the meaning, issues and challenges of governance from a holistic perspective deserves attentions from all corners such as academicians, bureaucrats, businessmen and voluntary activists.

In his “Models of governance and public administration”, Peter Larmour (1997) treats governance as coordination between public and private spheres of social life. First, he portrays basic features of three ideal type models based on market, hierarchy and community. In a freely competitive market, he observes, there are a large number of buyers and sellers; they know what they want; they are able to pay for it; they act independently; they are free to enter and leave the market; information about prices and products is free and accessible; and there are no costs in making deals. Here markets coordinate the production and distribution of goods and services. Even market-like forms of coordination are being accommodated in the public sector, in purchaser/provider splits

or contracting out of services. In characterizing pure hierarchy, he follows Hood's (1976) model of 'perfect administration' that includes unitary organization, shared norms and values, perfect obedience, full information and all time needed to do the job properly. It is a public sector oriented view, where coordination among departments happens to appear in a setting of top-down policies, rules and regulations. In showing conditions of idealized community, he describes the views of Michael Taylor (1982). It maintains common beliefs and values; direct many-sided relationships; reciprocity; threats of self-help retaliation; and use of gossip, shaming and supernatural sanctions. Social groups had to share beliefs and face-to-face dealing to achieve coordination, Taylor observed. In the next, Larmour explains limitations of each model in the real world with an example, as—drugs may be bought over the counter (market), prescribed by certified medical professional (hierarchy) or concocted at home according to custom, traditional wisdom (community). The drug markets fail where qualified doctors are few in number; hierarchy fails when patients have religious objections to medication; and community coordination may fail in big cities where people live outside their families. Finally, Larmour suggests, among others, a renewed training program for the administrative officials to overcome the above limitations. The program emphasizes negotiation, bargaining, contracting, monitoring, regulating, pricing of services suggested by market models, and training in networking, building trust and managing egalitarian informal relationships which community model suggests. From the Larmour's analyses, we may get two lessons. One, the social life contains a mixture of these three models although one may predominate. Another, policymakers may compare the forms of coordination to avoid failures and reduce overheads.

Jennifer M Coston (1998) considers democratic or good governance as state's ability to meet society's needs in his "Administrative avenues of democratic governance: the balance of supply and demand". The supply side of democratic governance has the following components, he observes: a) enhancing implementations capacity, or the capacity to carry through policy reforms and implement regulations, tax collection etc.; b) changing the role of the state from producer to facilitator to achieve the optimal balance between the state, society and the economy; and c) enhancing the capacity of the state to

appropriately formulate policy, independent of imbalanced pressure from society or other special interests (including corruption from within). The components of the demand side of democratic governance, on the other hand, includes the functions of various civic organizations for aggregating and expressing societal interests like social integration, social participation, representation, information dissemination, generation of consent by state, promoting the practice of democratic values. Coston is concerned about the risks associated with both supply and demand side of governance in bringing the state and society closer together. He argues if supply is not perceived to be in the public interest or, it is not appropriately supported and rewarded, it cannot be considered democratic governance. Similarly, where credible demand is virtually lost, the balance between the two sectors remains absent. However, he is not pessimistic; rather he proposed some criterion to achieve balance. These are a) an increasing reliance on market mechanisms of control, b) a reorientation of hierarchy/bureaucratic mechanisms of control, particularly to establish opportunities for exit and voice, and c) the development of clan mechanisms of control, essentially directed at changing the operating culture of state-society relations. Coston's operationalization of governance is significant on grounds that it tacitly links governance with good governance; and it puts emphasis on consensus building through series of negotiations among stakeholders.

"Perceptions of Governance by Bilateral and Multilateral Donors" is an attempt by Megna Guhathakurta and Shahnaz Karim (1998) to make a comparison of the views of British Overseas Development Agency (ODA), United States Agency for International Development (USAID), United Nations Development Programs (UNDP) and World Bank (WB). The common concerns of development related governance issues among the donors they have found in this paper are public management, rule of law, accountability and information. However, they pin down the perceptions of each donor on state, civil society, politics and administration, political recipient, local government and corruption in reforming the countries of Asia, Africa and Latin America. While ODA considers third world state as political decision-making and executive branch, USAID concentrates on upper bureaucracy and political parties with civil society groupings. UNDP suggests that state should follow either the market-based (for East Europe) or contingency-based (for

Asia) as development model. But World Bank advises the states to accept measures of market efficiency or correcting market failures. ODA includes business interests; USAID non-business and non-partisan; UNDP freedom of association and participation; and World Bank freedom association and expression of opinion in their definitions of civil society. ODA views checks and balances should work within the bureaucracy; in contrast, USAID sticks to outside the bureaucracy to ensure effective and efficient delivery of services. In this regard, UNDP takes the issue of participatory institutions to work with government and World Bank advocates making political commitment and dialogues. ODA's is interested to achieve its economic objectives through investment and employment generation in the third world countries. USAID intends to expand political influence and gain strategic objectives. On the other hand, UNDP and World Bank wishes to realize human development and structural adjustment respectively. ODA directs its assistance to political parties; USAID prefers NGOs while UNDP and World Bank favor mainly through government with complementary role of NGOs. ODA perceives two tiers local government; but USAID emphasizes local bodies should be reach up to government in a bottom up process of development. ODA maintains the cultural and historical context to curb corruption; UNDP sees cultural variations only for Asia whereas USAID and World Bank consider no cultural distinctions. Despite similarities and differences, Guhathakurta and Karim opine, all donors except ODA fails to provide any credible formula about how governance issues enhance sustainable development.

“Governance, good governance and global governance: conceptual and actual challenges” by Thomas G Weiss (2000) is an attempt to discover the scope governance in the context of globalization. He argues globalization has profound consequences for the nature of collective action in both domestic and international arena. As market activity expands and economic organization becomes increasingly complex, the institutional scale of political structures is no more capable of providing a suitable range of public goods. Consequently, globalization is undermining the effectiveness of state-oriented collective action that was extremely weak at the outset. Even though the state remains a cultural force, its effectiveness as a civil association has significantly decreased. It's a major

difference from the past. In this respect, he relies on the characteristics of global governance by US political scientist James Rosenau, that goes as 'systems of rule at all levels of human activity—from family to the international organization—in which the pursuit of goals through the exercise of control has transnational repercussions'. He recognizes that at both the national and global levels, global governance encompasses more than government. But he utters the question, as there is no government at the global level, what is utility of the notion. Is it an agreeable notion without substance like the bodiless Cheshire cat in *Alice in Wonderland*? Further, he has been convinced with the logic of the Commission on Global Governance where they consider the notion as a broad, dynamic, complex process of interactive decision-making that is constantly evolving and responding to changing circumstances. Finally he observes that the UN system can play significant role in bridging the governance gap between the national and international actors. However the role of UN is yet undefined. Here he finds the actual challenge. Weiss's article definitely broadens the scope of governance reaching up to the global scale. But it is not understandable, why he shies about to provide a framework for UN reform in consonance with the notion of global governance.

In "A Governance approach to Development: New Role for Development Co-operation" G. Shabbir Cheema (2000) has strived to curve out links between governance and development against the backdrop of multilateral co-operation towards third world countries. At the outset, he critically reviews the existing development approaches. He calls economic growth models as urban biased, and basic needs approach as a modest attempt towards economic growth and equity. He finds little human face in the strategies of structural adjustment, liberalization, and globalization by World Bank (WB) and International Monetary Fund (IMF). He also appraises technical projects initiated by United Nations Development Programs (UNDP) as poorly designed; inadequate monitoring and evaluation system; heavily dependant on long-term expatriate expertise; disparities between salaries of expatriates and that of their local counterparts; and, insufficient involvement of aid receiving governments at the levels of projects preparation, implementation and evaluation. However, he advocates UNDP's concept of Sustainable of Human Development (SHD) as it provides a new framework that places

people at the center of development, but recognizes the importance of linking social, economic, and environmental considerations as the foundations of sustainability. He argues, “ For people to realize their potential and enlarge the scope of their choices, the social, economic, and political environments must reflect notions of security, participation, cooperation, equity, and sustainability. The term governance is commonly used to describe the processes that generate these conditions. In this way, governance and sustainable human development can be seen to be indivisible”. He, further, elaborates UNDP’s comprehensive program assistance to governance efforts in program countries. The areas are as follows: governing institutions, public and private sector management, decentralization, civil society organizations, and governance in special circumstances.

Hasanat Abdul Hye (2000) has treated governance as the focal point of development discourse in his “Good Governance: A Social Contract for the New Millennium”. He considers local government, private sectors and civil society as informal organs of state alongside the formal organs like parliament, executive (government) and judiciary. Most of the developing countries, due to colonial legacies, show a common pattern of governance that the informal organs of state are not allowed to play freely in their own areas. Even among the formal organs, the executive branches of governments are very common to exercise dominance over others. This is so happened because these states do not inhere an ideology of social contract. Instead, there remains a political agreement that reflects incomplete social formations of the colonial past. Hye, however, observes that these societies have changed over time and a new pattern of governance has emerged where formal organs of state are used to encourage the private sector and the civil society to grow and flourish. This gives rise to a new configuration of institutions in respect of their social acceptance, autonomy and resources. He calls this a new pattern of governance. In the context of developing societies, he terms it as the new ‘social contract’ on which the ‘political contract’ of the states can be based. Further, Hye argues that governance is not only about the organs or actors, but it is also about the qualities of governance that expresses itself through the attributes like accountability, transparency, efficiency, empowerment, participation, sustainability, equity and justice. He says, “since the attributes of good governance are the outcome of the institutional behaviour of the

organs, analysis of the qualitative aspects of good governance has to cover the functioning of all the organs and in different context: independently, in their mutual relation and as a collective” (Hye, 2000: 7).

Governance: Issues of Reform Initiatives

Towards Good Governance in Bangladesh by Kamal Siddiqui (1996) is a comprehensive study of governance problems. In this ‘fifty unpleasant essays’, he has expressed his own experience and thoughts about the bureaucratic culture and practices in Bangladesh. Under general issues cutting across the civil bureaucracy, Siddiqui deals with colonial hangovers of administration, factionalism in bureaucracy, combating bureaucratic corruption, tatbir management, attendance in official meetings, dress code of officials, problems in dispatch section, bottlenecks in purchase procedures, hassles in entering secretariat buildings etc. About the personnel matters common to all sectors of administration, he discusses problems like downsizing of government, restoration of senior service pool, civil service training, code of conduct and discipline for civil servants, postings and transfers, promotion and lateral entry, annual confidential report, retirement age etc. And also, he pays attention on problems specific to particular organizations and sector such as, ombudsman, policy unit in the prime minister’s office, restoration of Upazila Parishad, revision of secretariat instructions, rules of business and relations between minister & secretary, government’s dealing with private sector and NGOs, improvement of police administration, reforms in tax administration, public service commission, institution of deputy commissioner etc. Siddiqui is bold enough when he comments: “donor pressure in areas beyond economic management would be rightly viewed as gross interference in the internal affairs of the country. This may produce a backlash taking us to another extreme”; he is far-sighted when he reminds us about governance reforms: “Whether we like it or not, these issues cannot be wished away by whoever is elected to power in the next term. These are bound to come back to us in many different forms”; and again, he is pragmatic in fixing the timeframe for ‘unpopular’ reforms: “The first phase of implementation should be completed before the first year of the next five-year term”. But Siddiqui is not understandable when he keeps silent about the need for separation of judiciary from administration for good governance

in Bangladesh in any of his essays. He seems misleading of his senses when he opines the functions of the Public Service Commission (PSC) should be restricted only to conduct the competitive examinations, not to advise the government on recruitment, service rules, disciplinary cases and inter-service seniority of public officials, because the role of PSC was so designed in the constitution to check the overwhelming power of the Establishment Division and to ensure justice through a built-in mechanism like the present one. Even, Siddiqui appears conservative since he fails to mention about equal and adequate training for the technical and professional cadres with that of the BCS (administration) officers although he suggests filling up half of higher posts (it is also conservative) from joint secretary and the above with earlier categories through Senior Service Pool (SSP).

Mizanur Rahman Shelley (2000) has attempted to find out the problems of governance in the public administration of Bangladesh from a holistic point of view in his article "Governance and Administration: Challenge of New Millennium". He outlines how the heritage of elite civil service of British India, imperfect rules of business together with authoritarian rule, whether the regime is a populist or military force, diminished the validity of the participative and popular polity, and reduced the independence, objectivity, neutrality and efficiency of the public sector administration services in this country. He observes, these factors result in run-away *ad hocism* in matters of recruitment, training, posting and promotion of administrative officials and functioning in the sector that ultimately ends in disorder and confusion. Further, he tries to evaluate some recent reform efforts out of internal and external pressures. The major reports in this respect are: a) Public Administration Efficiency Study, November 1989 (funded by USAID), b) Public Administration Sector Study in Bangladesh, July 1993 (funded by UNDP), c) Towards Better Government in Bangladesh, September 1993 (funded by the British ODA), d) Administrative Reorganizing Committee 1993-1996, Known as Nunun Nabi Committee), and e) Government that Works, 1997 (fielded by World Bank). However, to secure good governance he wishes to stick to the recommendations of UNDP that covers the following areas: performance and accountability; policy and decision-making; organization and structure; civil service management; human resources

development and training; and technological infrastructure. Shelley's analysis and comments about the civil administration in this article deserves serious attention to the political leaders of both the treasury and opposition who can take a meaningful reform initiative.

Yousuf Abdullah Harun (2000) has focused the need for an enabling environment for the private sector in Bangladesh in his paper "Governance and Economy". At the outset, he reminds us about the severe conditions of government regulatory framework that gravely threatens the survival of private businesses. He believes, in this regard, Bangladesh requires a 'jump-start in efficiency and effectiveness of the government, if she has to accelerate and sustain growth, reduce poverty, harness opportunities and face challenges of the upcoming new millennium'. Then, he raises some concrete recommendations as agenda of policy reforms on behalf of the Federation of Chambers and Commerce and Industry (FBCCI)—the apex body of business community. Of them, the major ones are the following: a) there should be a permanent Regulatory Reform Commission (RRC) with an active representation from private sector; b) Joint Collaboration Committee should be set up both at National and Local levels; c) government should provide conducive Credit Policies, low rate Credit Guarantee Schemes for the Small and Medium Enterprises (SMEs); d) government's Legal Reform Commission should take action to update business and trade related laws; e) it is desirable to form a joint Private Sector Industries (PSI)/Government Sector Industries (GSI) committee to recommend in the issues about Custom Clearances; and f) a Centralized Information System ought to be developed for which FBCCI should function as the focal point of the private sector with necessary financial support from the government. Harun has rightly pinned down some issues of reforms regarding governance mechanism that has impact on the private investment in Bangladesh. But his recommendations could easily include among others the battered law and order situation, which affects the private business, no less than the other factors.

Another initiative to shed light on the political economy of governance reform is Zaidi Sattar's (2000) "Washington Consensus and Economic Governance in Bangladesh". Here, he has viewed Bangladesh economy with ten policy principles of World Bank

under the captions of *Stabilization*, *Liberalization* and *Opening Up*. To achieve stabilization, he suggests the government to maintain fiscal discipline through curbing budget deficits; to redirect public expenditure to areas of high economic returns; and to expand tax base. For liberalization, the author insists to attain a market-determined interest rate; a competitive exchange rate; and a uniform tariff rate in the range of 10 per cent. Finally for opening up the economy, he advocates to abolish all impediments to foreign firms for their investments; to privatize state enterprises; to removing regulations that hinder the entry of new firms or restrict competition; and to provide legal system that would ensure property rights without excessive costs to the business and investment community. But, he is concerned about many divergent views and disagreements pointed to the above reform package. Some of these are the following: the desirability of maintaining capital control; how rapidly and how far inflation should be reduced; whether and to what extent income should be deliberately redistributed in the interests of equity; whether there is a role for industrial policy etc. Sattar, however, recognizes the fact that no reform can be implemented without ownership of and political commitment to it by the regimes in power.

In his article "States without Citizens: The Problem of the Franchise State", Geof Wood (1997) has expressed sheer criticism about contracting out of public delivery to NGOs in poor countries. In Bangladesh, he observes, state reveals incompetent and corrupt due to structural reasons; on the other hand, market has shown as an inefficient and unfair allocator of resources because of its interlocked and non-transparent character. This situation has led the policy-makers to franchising of public goods and services to the third sector. But he is suspicious about how far NGOs will take the alternative institutional form—or will it take the course of failed story of Farmers' Cooperatives (KSS) and Assetless Cooperatives (BSS). He argues: "Although assumed to have comparative advantages over large-scale government organizations in social development, NGOs cannot easily insulate themselves from prevailing organizational culture. This is specially the case as they become larger, more significant, receive more funds and have to account for those funds through complex review and reporting procedures. Many countries in the poor world contain strong hierarchical and authoritarian social forms, often stemming

from the authority structures within peasant households and wider structures. These are reproduced throughout the political economy in all forms of social interaction (employment, credit, exchange of services), sustained through poverty and pervasive inequality, and reinforced by deeply rooted religious philosophy and associated social practices (for example, caste and gender differentiation)". However, Wood suggests the institutional triangle of state, market and community to take initiatives for removing poverty in these countries. He views: to adjust poor people's needs in marketplace, there should be long-term capacity building program for households by state; to renovate public sector institutions, state should learn from the experience of innovative contractors and replicate the best practices to similar government agencies like the case of Local Government Engineering Board (LGEB) through the SIDA-funded infrastructure project; and to establish right-based community, NGOs should create official wings like that of Institute for Development Policy Analysis and Advocacy in Proshika, Development Management Centre in BRAC or Centre for Advocacy in GSS.

In his "Urban Local Governance in Bangladesh: An Overview", Mohammad Mohabbat Khan (1997) has focused many areas of governance problems in metropolitan cities and municipalities of Bangladesh. At first, he briefly outlines the Origin and Development of Urban Local Government. He reviews different approaches to local government during Mughal, British, Pakistani and Bangladesh times. In the second place, by indicating the Constitution of 1972 he illustrates the legal basis and responsibilities of local government. Next, he discusses the role, function and limitation of institutions involved in urban governance. These are as follows: a) Municipal Government—City Corporations of Dhaka, Chitagong, Rajshahi etc., b) Special Development Bodies—such as Rajdhani Unnayan Kartipakka (RAJUK), Khulna Development Authority (KDA) etc., c) Special Purpose Authority—Dhaka Water and Sewerage Authority (DWASA), Chitagong Water and Sewerage Authority (CWASA) etc., and d) Special Government Bodies—as Public Works Department (PWD), Directorate of Public Health and Engineering (DPHE) etc. Later, he comes up with some crucial governance issues those determine the effectiveness of urban institutions. The issues Mohabbat Khan critically examines in this paper are coordination, control, participation, accountability and

transparency. His analysis shows us hectic problems in every institution regarding the issues, which affect the service delivery in terms of quality and timeliness. For better future in Urban Local Governance, Khan, suggests about Redefinition of Powers between government and urban local governments, Realignment of Urban Institutions, Overcoming Exclusion and Lack of Participation, and Research Needs.

In their chapter, Kamal Siddiqui and Jamshed Ahmed (2004) in *Mega City Governance in South Asia: A Comparative Study* have attempted to dig out the crisis of governance in Dhaka city with a comprehensive view. They have vigorously focused major issues and problems regarding legal framework, elections, background of ward commissioners, structure and composition, functional domain, financial management, relationship between the DCC and the Central Government, personnel problems. They have also tried to measure the views and perceptions of stakeholders on attributes like accountability, transparency, coordination, participation, efficiency, corruption, service quality etc. with much intensity and diversity. The stakeholders are: CBO functionaries, NGO functionaries, PSO functionaries, Parastatal functionaries, Journalists/Researchers, DCC officials, Ward Commissioners, Community leaders, Leaders of Lions/Rotarians/Trade Unions/Chamber of Commerce and Industry/Political Parties. The researchers have found that the overall governance of DCC is average but the poor consider it as bad to worse.

In analyzing the factors contributing or impending governance reforms of DCC, Siddiqui and Ahmed have drawn our attention to power structure, informal governance, social advocacy and internal resistance. They have observed that the upper echelon in Dhaka consists of, among others, leaders of mainstream political parties (such as Awami League, BNP, Jatio Party etc.), leaders belonging to Bangladesh Chattra League (BCL) and the Nationalist Students Party (JCD), newspaper owners or so-called editors of important dailies and weeklies, religious leaders such peers and maulanas, top office-bearers of various chambers of commerce and industries and mastans. The major objective of these people is to gain wealth and power to themselves and maintain status quo. For few years, they are sharply divided into rival political camps—Awami League and BNP. This situation is the single most important factor that hinders any reform initiative taken by any quarter. The authors have identified the least powerful sections of

Dhaka city are the people from poor and uneducated women in the informal sector such as maid servants, poor children as laborers, poor and uneducated men in the informal sector, for example, rickshaw pullers and hawkers etc. they are weak in all terms –i.e. least access to income, shelter, education, information social network and the like. Moreover, these sections are disorganized and trapped in vertical relationship. But among them, the female garment workers are the only group who has the potentiality to be organized on horizontal line with rights-based agendas in the foreseeable future. In the second place, Siddiqui and Ahmed view that informal governance (like resolution of various disputes through Shalish and collective community development activities) in Dhaka city has declined over time due to the spread of central government agencies, local government institutions, NGOs, CBOs, etc. The city elites pay little interest to solve community problems because most of their individual and collective needs are being fulfilled outside their neighborhoods, such as, in posh clubs, in expensive restaurants and travel abroad etc. On the other hand, the poor people of Dhaka city cannot congregate in to a forceful community due to various kinds of patron-client relationship. But, in contrast to the rich and poor, the middle and lower middle class people, those are educated and engaged in self-help activities, have possibilities to become social capital. Third, the research exhibits that Dhaka city has seriously lacked social advocacy groups as against its mounting problems. The only organizations that have taken up some responsibilities to public issues are NGOs like BLAST, BELA and Ain-o-Shalish Kendra. And finally, Siddiqui and Ahmed have observed that the governance reforms in Dhaka city are very much opposed by the people who control the permanent functionaries related to DCC and the elected leadership who enjoy the power.

In “Civil Society and Governance”, Atiur Rahman and his associates (2000) have attempted to establish structural linkages between governance and civic engagement in public affairs. In the beginning, they identify governance as a set of interrelated variables such as a) vision, b) commitment and c) capacity. Actors like political leaders, bureaucrats, private sector, donors NGOs, and pressure groups set vision. That vision is later concretized in long and short-term goals by government, and then comes the question of capacity to implement them. At this stage, the authors have discovered the

role of civil society as a support group to enhance the capacity of governance. They have found different types of institutions within civil society such as media (Press, Television and Radio), trade unions, professional bodies, private voluntary organizations, sports and cultural bodies, social welfare organizations etc. Next, they have tried to examine activities of these institutions in Bangladesh context. To them, NGOs here have played marginal role in policy formulation; but very recently they have been active in advocating special needs of the disadvantaged sections of the community. At public enterprise level, they have observed that the trade union leaders are very much unwilling to accept collective bargaining as a norm of negotiations and trade union membership outside labor leaders. While they praise print media as an active player in turning agendas of governance by publishing news, views and debates, they find serious drawbacks in National Radio and Television to promote good governance. However, the authors are optimistic about the role of cultural organizations and many professional groups like Lawyer's Organization, Journalist Associations, Doctors Associations, and Human Rights Associations in contributing to the cause of good governance in Bangladesh. At the end, Atiur Rahman and his colleagues come up with the opinion that even though many factors have helped in the gradual strengthening of civil society for years together, Bangladesh is still missing a culture of consensus on major developmental issues among different political quarters.

In his article "Civil Society and Good Governance: Relevance for Bangladesh", Jeffrey E. Key (2000) has considered civil society as a buffer between state and citizens; and those associations which have no political object. But, participating in civil society helps prepare citizens to fulfill their civic obligations as well as to exercise their rights. It enhances two-way communication between state and people. In this way a strong and vibrant civil society is essential for achieving good governance.

In applying his views to Bangladesh context, Key has come to realization that the evolution of civil society here lags behind state building and economic development; and this gap is being fulfilled wrongly by Non-Governmental Organizations (NGOs). First, there are a number of NGOs in Bangladesh, only 7 or 8 have monopolized the sector. Second, their openness and accountability, relations with donors, and efficacy of their

programs have been under scrutiny. Next, one person who is not accountable to an independent board of trustees controls most NGOs of this country. Further, they have no independent choice in initiating new programs as they thrive for funds and follow the changing donor priorities. Again, NGOs operate primarily as contractors executing donor programs that ultimately diminish their contribution to civil society. Moreover, they are seen to be involved in politics, which undercuts their autonomy to the wishes of the political party they serve. However, Key identifies some genuine links about the expansion of authentic and indigenous civil society in Bangladesh. He finds in the Bangla Language Movement and the Liberation War, an eternal source of inspiration for civil society to promote democracy. He observes that a large number of competing newspapers and magazines have made possible to turn citizens' voice. Finally, he indicates, different TV channels, Internet, Cell Phones and Cyber Cafes have dramatic impact on prospective civil society in the offing.

State of Governance: Rural Electrification and Development

In Report of the Taskforces on Bangladesh Development Strategies for the 1990's: Developing Infrastructure Dr. Nazrul Islam et al. (1991) have appraised the performance of REB/PBSs. They have observed that system operation and the revenue collection of PBSs is satisfactory. Major factors behind the improvement, they opine, are the participation of the consumers themselves in the management, consumer owned cooperatives, trade union-free organizations and a system of incentives for officers and employees based on 'performance target'. In this regard, they have recommended the power distribution management of the entire rural Bangladesh be handed over to the REB. The Taskforce is impressed to have known that during Fourth Five Year Plan period REB would be assigned with the responsibility of fabricating and distributing 5000 solar Cookers and 4000 solar hot boxes for their operation in the energy deficit areas of Rajshahi Division, Coastal districts etc. They have encouraged the plan to hold REB responsible for establishing 25 centers (50 KW) in coastal, hilly and other isolated areas for generating solar electricity for transmission and distribution to the potential users like hospitals, hotels, motels, cyclone shelters, telecommunications, fish processing

and preservation centers, salt industry, cold storage etc. They also support the plan to install windmill based power generation units (10 KW) in three coastal districts of Cox's Bazar, Noakhali and Barisal under the supervision of REB. Again, they appreciate the idea of setting up of 1 MW capacity micro-hydropower generation plants in suitable sites around the country with the operational responsibility of REB. In all the above initiatives, they have strongly recommended for private sector participation. Yet again, the Taskforce views: since REB is considered as the lead agency for implementing various projects under Rural and Renewable Energy sub-sector of National Plans, REB should be renamed as Rural Energy Board instead of Rural Electrification Board.

The article "Electrification in Dhaka Palli Bidyut Samity-1: an Assessment of its impact" by Al Masud Hasanuzzaman and M. Salimullah Khan (1991) is an outcome of an empirical study on the customers of Dhamrai, Savar and Kaliakior Upazilla conducted in 1986-87. In this investigation, the researchers have compared the impact of rural electrification program with two sets of variables as 1) Economic—average cost of irrigation, occupation of households, change in production, electric connection and satisfaction; 2) Social—social change, cooperative consciousness, and family planning awareness.

In economic sector, they have found, the average cost of irrigation per bigha in the non-electrified villages are twice as much as the cost in the electrified villages. In occupational terms, the ratio of poor, agriculturist and unemployed persons is higher in non-electrified villages than in electrified ones. 38% of the rich people under electrified villages have had an average yield of above 151 mounds of paddy in one year, whereas the only 8% of the rich section of the non-electrified villages can get the same amount of yield during a year. In electrified villages, 61% households have electric connections and out of them, 89% are more or less satisfied with electrification in their villages. But, the research shows, in matter of change in production, the condition of the middle and poor classes in the electrified villages is no better than their counterparts in the non-electrified villages.

In social sector, the study observes, positive changes in security, education, recreation, working hour, household income and employment in the electrified villages than that of

the non-electrified villages. And, in matters of cooperative consciousness, most of the Samity members (76%) do not regularly attend Palli Bidyut Samity meetings. But, the study finds, there is no significant difference in terms of awareness of family planning and its methods, and political consciousness between most of the respondents of electrified and non-electrified category.

The World Bank in its publication *Bangladesh Government that Works: Reforming the Public Sector* has drawn contrasting features about the performance of Dhaka Electric Supply Authority (DESA) and Palli Bidyut Samities (PBSs). It observes: During FY94, the system loss of DESA was 31% compared to 15% for the PBSs, at the same time, collection of billing were 78% and 98%, respectively. In the same year, the collection-purchase ratio for DESA was 54% while for PBSs it was 83%. Each DESA employee serves only 92 customers as against 188 for PBS, despite the higher consumer density of DESA franchise area. And at the end of FY94, DESA's account receivable was equivalent to 7.6 months of average billing, whereas for PBS it was a mere 2.2 months.

Success behind, for the Bank, the PBSs are of some institutional attributes that are neither incorporated nor properly exercised in DESA. First of all, PBSs are arranged in area-based decentralization, and are allowed some freedom of operation despite rigorous monitoring system by REB. Second, PBSs has adopted performance-based accountability principles into management e.g. hiring and firing by General Manager, promotion and pay raise (including bonuses) based on performance, and incentive packages against Performance Targets, renewable yearly contracts with meter readers on satisfactory performance etc. Third, in every PBS, customers get the highest priority, as they are the owner of the organization — monthly Board Meeting of the customers' elected representatives and customers' attendance in Annual General Meeting, Complaint Centers to attend the consumers' immediate demands etc.

Management Assessment Final Report: Rural Electrification Board & Palli Bidyut Samities (PBS), RPPR Intermediate Results 2.1 is produced by REB/NRECA/USAID (1998). In this report, the research team lead by Jim Ford of NRECA is surprised at the story of the Rural Electrification Board's journey in electrifying the rural Bangladesh. They observe: as of then, the central station electricity has been extended to about 90% of

the nation; about 35% of the rural villages receive electricity with an average 12,000 to 15,000 new connections adding in each month; and about 20% sustained annual customer growth after two decades of its inception.

With the program mission: “to reduce rural poverty by enhancing the capacity of the PBSs to provide efficient user-owned electric service”, the team has assessed The 1910 Electricity Act & 1977 Ordinance, Rural Electrification Board Bye-laws Preamble, REB-PBS Bye-laws, REB 1994 Strategic Plan, Policy Instruction, REB-PBS Engineering & Operations and REB Computers. Some of the major findings of these assessments are the following: a) in the Bye-laws given at the registration of the Samity, some Bye-law sections seem to be in conflict with the Bye-law Preamble provisions, encouraging success as an independent organization; b) as because 1977 Ordinance identifies REB’s role as a rate regulator, not rate setter, REB should shift their role by providing guidance to the PBSs in establishing revenue requirements for the Samities; c) the strong annual margins should be evaluated to determine if the present interest charges to the PBSs are set to high; d) the REB Procurement Policy should be evaluated since its procedure does not fully provide the ability for a PBS to acquire needed maintenance material; and e) the training function for management, technology, engineering, financing and operations and maintenance needs to be redefined for both the REB and Samities and brought to the PBSs on the local and regional basis.

In his “Introduction to the Bangladesh Rural Electrification Program”, M.A. Samad (2001) draws our attention to, among others, an overview of Bangladesh Power Sector, Key Factors to the Success of RE Program and Obstacles and Challenges to RE Program.

According to Mr. Samad, the Power Division of the Ministry of Power, Energy and Mineral Resources (MPEMR) governs the Power Sector. Entities under Power Sector are as follows: (1) Bangladesh Power Development Board (BPDB)—responsible for generation, transmission, and some distribution in divisional cities, district headquarters, and most municipal areas except greater Dhaka; (2) Rural Electrification Board (REB)—responsible for generation, transmission and distribution of electricity to the rural Bangladesh including some district headquarters and municipal areas through Palli Bidyut Samities (PBSs); (3) Dhaka Electric Supply Authority (DESA)—responsible for

transmission and distribution of electricity in the greater Dhaka area; (4) Dhaka Electric Supply Company (DESCO)—formed as initial step of a phased process leading towards privatization of DESA; (5) Power Grid Company of Bangladesh (PGCB)—created as part of power sector reform process that would ultimately reform BPDB and takeover the sector's transmission system (132 KV and above); and (6) Rural Power Company (RPC)—responsible for power generation contributed by REB and some PBSs.

The author considers the performance of RE Program satisfactory in the way that it has covered 24% of the rural people to have electricity with 96% bill collection and 16.29% system loss since 1978 to 2001 despite the average Employee-Consumer ratio of 1:250. Some of the factors contributing to this success, as he outlines, are: presence of standards in engineering and construction, approved specifications for equipment and materials, necessary 'checks and balances' through monitoring by REB over PBSs to ensure proper performance, bi-annual management audit, annual performance target agreement (PTA), continuous training for personnel at all levels and non-political nature of RE program etc. Alongside, the obstacles and challenges for RE program, as he points out, are: need for capital to expand and upgrade the system, need for government subsidy to assist less viable areas, inadequate power supply, poor consumer mix, and inaccessibility in remote areas etc.

Md. Abdul Hamid Mollah (2001) in his article "Renewable Energy in Rural Electrification" has reviewed feasibilities of the 'Solar Photovoltaic Project' installed in an island community under the service territory of Narshindi Palli Bidyut Samity-I.

At first, he compares the investment cost of conventional grid line to the Solar Photovoltaic (SPV) System in the river islands. According to estimation, total cost of the necessity of a long River-crossing Transmission Line and internal grid network for 4 islands would be about US \$ 2.5 million excluding the Operation and Maintenance (O&M) costs. On the other hand, the SPV system would cost less than US \$ 1 million only for the same. So the SPV project is viable in technical sense.

In the second place, Mollah attempts to assess the market potentials of Solar PV in the rural electrification based on a market survey. The respondents are willing to pay for both small (36.67%) and large (40.50%) categories of Solar Home Systems (SHS), but not to

Battery Charging (3.33%). They prefer PBSs (61%) to Dealer (19.3%) or Local Cooperative (18.1%) with monthly bill payment (64.84%). The customers fall in two categories i.e. Rural Area PV Market and Remote Location Market. The Rural Area Market includes: rural home systems (stand alone), rural health centers (medical refrigerator), rural school, rural telecommunications, PV pumping, village power plants and rural street light. And the Rural Remote Location Market includes: cyclone shelters, cathodic protection of oil and gas pipelines, microwave repeater stations, forestry management, coastal aquaculture, lighthouse signaling, army (defense) applications (battery chargers), railway signaling and crossings, offshore oil and gas platforms, fuel (petrol/diesel) dispensing stations and grid interactive SPV stations. According to the survey, total estimated market potential would be 83 MW PV system based on the projected average, which would earn US \$ 664 million. This is a direction for financial viability of Solar PV system.

Finally, the author appraises the management of the solar PV systems administered by Narsingdi PBS-I. He observes that a separate billing and collection system are developed for the project and technicians to operate battery-charging systems. The technicians are also trained to install household PV system and post-installation services. The monthly bill collection is recorded 90% at the very highest.

In Economic and Social Impact Evaluation of the Rural Electrification Program in Bangladesh published by IDRC/NRECA/REB (October, 2002), Abul Barkat et al. has studied impact associated with four categories of rural electric-consumers as household, industrial, irrigation and commercial during 1983-2002.

In household level, the report shows that the total number of direct beneficiaries is 20.5 million with the average growth rate of about 42.5%. It estimates: as because of rural electrification 1.1 million persons are employed in farmlands, 983,829 persons in rural industries and 848,630 persons in retail and wholesale shops in rural areas. Another figure exhibits: in the electrified households, 40% of the population have come to below the absolute poverty line as opposed to 51% in non-electrified households and 44.3% in the national level. According to the Human Development Index (HDI) calculated in the study, the value of the electrified household is 0.642 while the values are 0.436 and 0.478

for non-electrified household and national level respectively. The report observes positive impact of electricity in many other areas of household level such as income-enhancing effect, asset-building, expenditure pattern and standard of living, saving, demography, health status, education and socio-economic status of woman.

In irrigation sector, according to Barkat and his associates, electricity powered equipments cover 10 acres more net area, 12 acres more total area, and 3 acres new-to-irrigation area as compared to the diesel used irrigation equipments. As a result, the electricity-powered irrigation has got 24% higher productivity than that of the diesel operated ones. Again, they observe: Rural Electrification Program covers 2.3 million acres of land for HYV Boro and Aman that is 34% of the total irrigated land under Boro and Aman.

Rural industry, the report says, is the second highest consumer of electricity using 42.3% of the total MWH. Total volume of output in electrified industries has increased by 74% while the same growth has been achieved only 8% in the non-electrified industry. By the same token, the productivity in electrified industries is Tk. 131.07 per hour against Tk. 45.38 per hour in the non-electrified.

During 1983-2002 rural electrification has covered, report estimates, 24% of the total commercial shops in the rural areas. In case of retail shops, PBSs' contribution to the additional sales is 34.5% and the contribution is 15.1% for the wholesale shops. Another figure shows that RE connected shop's share is 23.6% of the total annual sales turnover of all shops in Bangladesh in the fiscal year 2001.

In *Electricity for all: Electrification and Development in Rural Bangladesh*, Rose Murphy et al. (2002) have identified four general problems in the Bangladesh Power Sector. These are following: a) Load shedding and voltage variation, b) Operating Inefficiency, c) System loss, and d) Unadjusted tariff structures and ineffective billing procures. But they find a very positive force within Palli Bidyut Samities (PBSs) as because, since the inception of REB in 1977, 67 PBSs have been covering 90% of the rural areas of Bangladesh with 4 million connections spanning 34,000 out of 64,000 village posing a track record of lower system loss for distribution than Bangladesh Power Development Board (BPDB) or Dhaka Electric Supply Authority (DESA). Despite these

successes, they opine, a great deal remains to be accomplished in Rural Electrification if Bangladesh wants to prosper economically.

In this regard, Murphy and his associates have come up with some concrete recommendations. To begin with, they suggest that REB should place a high priority on major expansion of power generation independent of the national transmission grid in off-grid areas. The investment may come from different corners — either REB together with a group of PBSs or Independent Power Producers (IPPs) or Private firms on build-own-operate (BOO) basis.

Secondly, they insist on establishing a regulatory regime capable of assuring appropriate tariffs throughout the REB/PBS network. In this case, if PBSs substitute power generated by IPPs for power other than from the BPDB, average tariffs charged may need to be readjusted to a higher degree. But it would ultimately lead PBSs to achieve self-sufficiency, they argue.

Thirdly, Murphy and others suggest initiating a harmonious relationship between REB and PBSs. In particular, they hope to allow more autonomy to the competent PBSs and to take trusteeship of the financially poor PBSs by the REB.

Fourthly, the authors observe that the rural poor of this country would not be unwilling to pay for electrical services if the service is reliable and their present living condition is somehow managed to rise up the subsistence level. Hence the need of extending the credit programs for the rural poor with appropriate loan guarantees to finance connections either from REB or the existing micro-credit organizations such as Grameen Bank or BRAC.

And finally, with a view to extending electrical services in the low load areas in a shortest possible time, Murphy and his associate suggest decentralized alternatives such as diesel, biomass, solar and wind energy systems.

In *Energy Policy for Bangladesh*, Dr. Alimullah Miyan and Dr. John Richards (2004) have found a positive correlation between Per Capita Energy Consumption and Human Development (mainly per capita income, literacy rate and average life expectancy) in some selected Asian Countries. They observe, per capita energy consumptions of

Bangladesh, Myanmar, and Nepal are 138.5Kgoe, 266.9Kgoe and 333.7Kgoe while their human development indexes are 0.502, 0.549 and 0.499 respectively. But on the other hand, per capita energy consumptions of China, Thailand and Malaysia stand 895.8Kgoe, 1112.1Kgoe and 1965.2Kgoe as against 0.721, 0.768 and 0.790 of HDI respectively. Then, the researchers elaborate a logical map of potential effects of improved energy service on wellbeing, health, education, economic opportunity, production, and public budgets and services. With this view in mind, Miyan and Richards attempt to identify current problems of energy sector in Bangladesh and persuaded a set of policy goals and strategic objectives to overcome them within the shortest possible time.

In resetting goals for Bangladesh, the authors primarily view that the energy policy must be concerned not only with present supply, but also with the country's long-term needs, say for 50 years. Next, they put emphasis on efficient production, distribution and quality of energy so that the customers feel encouraged to pay the cost of energy they consume. Further, they opine, the energy policy should ensure all Bangladesh citizens both in urban and rural to have equal energy access.

And, in reformulating strategic objectives, Miyan and Richards at the very beginning recommend not to export natural gas from Bangladesh; instead, the government should put emphasis on continued exploration so that electrical generation can be possible from potential gas fields. In the next, authors view, there should be a regulatory commission in this sector, which will encourage private investment and assure customers reasonable price and reliable service. Thirdly, they suggest, the government should encourage REB to develop a network of small-scale (10 –100 MW capacity) combined cycle gas turbine plants that would be primarily used by the rural customers. The other recommendations they put forward are: to sale coal for domestic cooking in rural areas; to continue to facilitate substitution of CNG for liquid petroleum fuels and to undertake high profile social marketing activities to improve utilization of biomass fuels in country side.

Chapter 4

PBS Organization- Its Nature and Scope

A PBS is developed as a co-operative organization to execute complex activities of an electric distribution system. Here, members are given the top most position in the organizational hierarchy. Then comes the board of directors followed by the general manager, five assistant general managers in five functional divisions and a number of employees in each division. But a deputy general manager for zonal office ranks in between the GM and AGM. Three lady advisors are selected to assist the board of directors. One legal advisor and one or more consultants are appointed to discharge their respective services to the PBS. In this chapter, we will primarily attempt (1) to describe the rights and obligations of members, (2) to explore the responsibilities and functions of board of directors and general manager, (3) to devise the functional divisions of PBS, (4) to find out the interrelationship between board and general manager, and (5) to identify the role of REB in PBS management.

Members

Any person of legal age, firm, association, corporation, club or organization may become a member of Palli Bidyut Samity under the following conditions:

- a) One should apply and declare in a prescribed form.
- b) Applicant agrees to comply with and be bound by the Byelaws of the Samity and rules and regulations adopted time to time.
- c) The Samity Board of Directors must accept the application.
- d) Applicant has to begin using electric power within ninety days from the date of Samity Board's formal acceptance of the application.
- e) No membership shall be transferable.

[REB: PBS Model Byelaws, 1995:2-3]

Alongside many obligations, the member consumers of PBS can enjoy various rights. Through these they are allowed to take part in various activities of management and operation of the organization. Some of the rights and liabilities are elaborated here:

- a) Although members are the owners of the organization their private Property shall be exempted from execution or other liability for debts of the Samity.

- b) Each member has to, when requested, execute and deliver to the Samity Such grant or grants of easement or right of way in, under or above the surface of all land owned by the member as may be reasonably required by the Samity.
- c) Byelaws, Rules and Regulations of Samity will be treated as a contract between the Samity and patron.
- d) Members encouraged to participate in Annual and Special meetings.
- e) They have voting power to elect their representatives as Board of Directors.
- f) Irrespective of consumer categories each and every member has equal opportunity and rights to exercise in voting for directors or otherwise.

[RFB: PBS Model Byelaws, 1995:6-9]

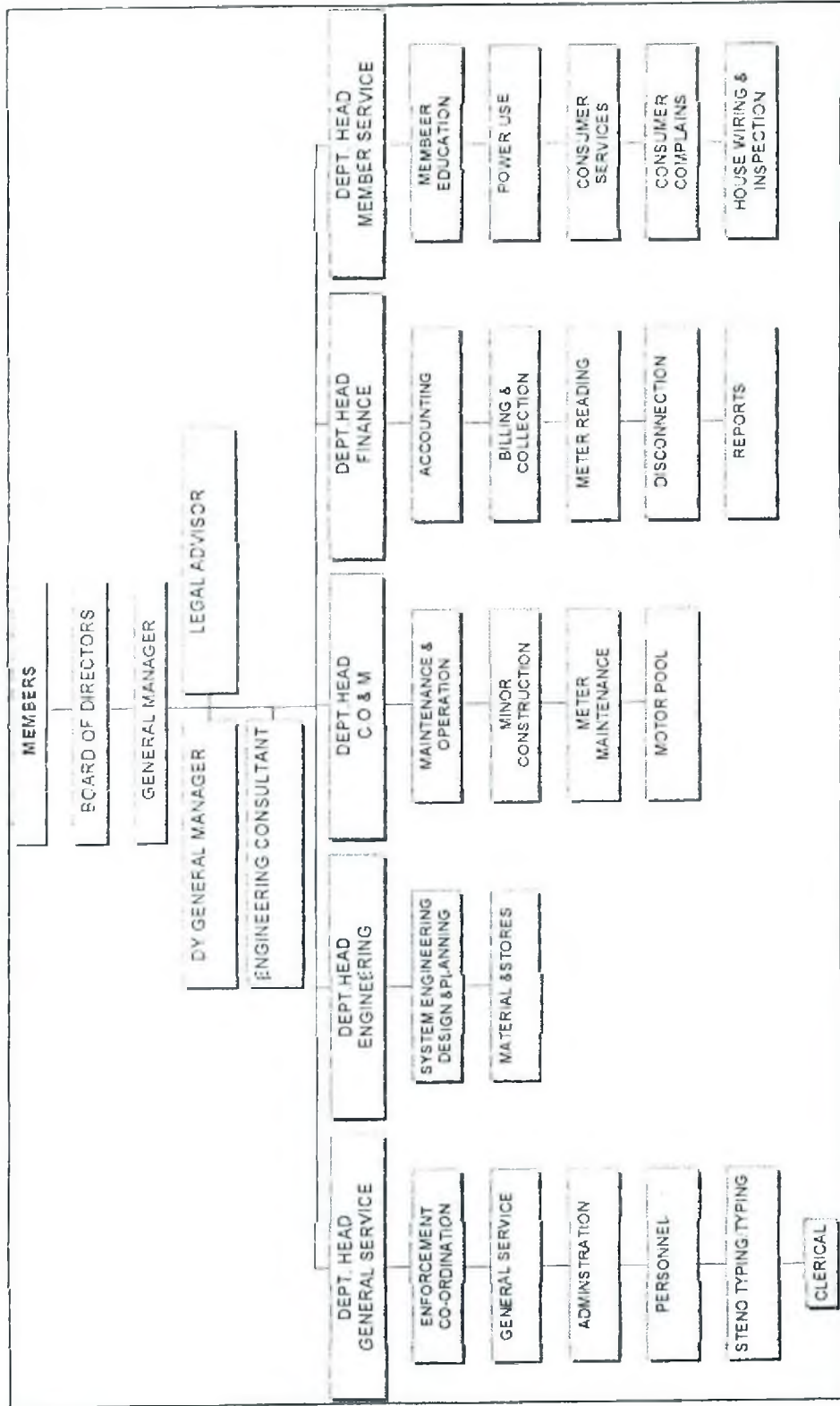
Board of Directors

The board of directors or the Samity Board of a Palli Bidyut Samity exercises the power of a PBS not conferred upon or reserved to the members. The power of the Samity Board is exerted only by actions and determinations taken in a regular or special and legally held meeting of the Samity Board, with such actions and determinations recorded in the official minutes of the Samity Board meetings. The directors, by law, are responsible to the members for the efficient management of their PBS.

The boards of directors are elected as representatives of members consisting of a maximum of 15 members. Each year one third of the directors are elected from designated Elakas and each director holds office for a term of three years. To represent the views, concerns and desires of the female members of the Samity, the Board of Directors nominates a maximum of three Lady Advisers to the Board. They serve for three years, but they have no voting power on any question placed to the Samity Board. The board of directors gathers to held regular monthly meetings at the principal office of the Samity. In rare case, they also held special Board meeting.

After the adjournment of the annual meeting of members where the results of the elections of the directors are announced, the Board of Directors elects PBS Office Bearers among themselves at a meeting. The office bearers of Samity are a President, Vice-president, Secretary and Treasurer. The President is the principal executive office bearer of the Samity while the Vice-president performs all duties of the president in the event of his inability to act. The Secretary serves all notices of meetings and keeps the

Organizational Chart of a PBS



meeting minutes, certificates of membership, Samity registration documents, Byelaws etc. The treasurer has to assure proper custody and accounting of all funds and securities of the Samity (*REB: PBS Model Byelaws, 1995:9-23*). Board of Directors, however, has to offer a written pledge to share certain responsibilities and have to perform a number of functions.

Responsibilities of Samity Board

- To make Policy subject to the approval of REB
- To make Plans for Samity development
- To provide for competent management and operations of the Samity
- To ensure financial viability
- To promote full Area Coverage
- To provide for member and general public education in Palli Bidyut Samity concept and the productive utilization of electric power and energy
- To enlist active member participation and promote good community relations

[REB: PBS Policy Instruction 300-12-attachment-A, Revision Date: 31/10/1996]

The Five Major Functions of Samity Board

- 1. To establish and maintain legal entity to**
 - Registration and byelaws
 - Make legal contracts
 - Defend & protect legal rights

- 2. To act as trustee of members' with respect to**
 - Soundness of investments
 - Security of assets
 - Continuity of enterprise
 - Quality of service
 - Prestige and good will
 - Character and personality of the organization

- 3. To plan with respect to**
 - Viewpoints
 - Objectives
 - Goals
 - Policies
 - Major facilities
 - Resources

-Board and annual meetings

4. To provide operating requirements for

- A qualified Manager
- Adequate authority for Manager
- Financial resources in terms of cash or credit
- Member support
- Community support
- Conducts productive Board meetings

5. To take measures and Controls as to

- Prevents unauthorized actions
- Receives, reviews adequate reports
- Sets strategic points- warning signal
- Establishes standards
- Arranges for audits and consulting services as needed
- Provides report to member on Board accountability

[REB: PBS Policy Instruction 300-15, Revision Date: 31/10/1996]

General Manager

The General Manager is the chief executive of the PBS. All management functions of Samity activities are vested in a general manager who is appointed by the Samity Board with approval of REB. He is responsible and accountable to both the Samity Board and the REB. The Samity Board cannot suspend or remove the General Manager without the approval of REB. The REB, however, can exercise those powers without the concurrence of the Samity Board (*REB: PBS Model Byelaws, 1995:23-24*).

Scope of Responsibilities of General Manager

Under the delegated authority from the Samity Board of Directors, the General Manager is responsible to the Samity Board for the following:

1. Managing the affairs of the PBS, with the objective of making area coverage electric service available to all farms, homes, commercial and industrial establishments, and community facilities within the PBS registration area.
2. Advising and assisting the Samity Board of Directors in developing sound written policies and in making informed decisions about objectives, programs, and basis controls for the PBS.

3. Developing among the members an understanding as to their ownership responsibilities and benefits in the PBS, and an acceptance of the PBS objectives and policies in the local communities.
4. Providing at the lowest feasible cost, an adequate as to supply of dependable electric energy that will add profitability to farming and industry and develop the local economy.
5. Developing a program and organizing a staff for the engineering, construction and operation of the electric facilities required meeting needs of the PBS.
6. Operating the PBS on a prescribed margin basis for service in accordance with modern principles of management organization and sound human relations.
7. Assuring good working conditions for the PBS personnel and providing them opportunity for maximum creativeness personal satisfaction, and sense of accomplishments.
8. Developing and implementing the operational directives required carrying out the policies and decisions of the Samity Board of Directors.
9. Developing management practices, methods, and procedures to assure effective operations of the system.
10. Providing advice and assistance to the organization staff to carry out an efficient operation.

[REB: PBS Policy Instruction 300-41, Revision Date: 31/10/1996]

A General Manager is basically a generalist. He may or may not have technical knowledge; he should be a specialist and expert in five fundamental management functions.

The Five Major Functions of General Manager

1. Planning

- Informs Board of economic, social and other trends.
- Advises & assists in developing procedure.
- Provides research information for long range plans.
- Helps Board identify needs.
- Transforms plans to procedure, budgets & reality.
- Keeps Board informed.
- Presents information & reports for Board consideration & decision.

2. Organizing

- Determines organizational structure
- Determines need of additional or elimination of positions in academic with the support organizational structure.
- Develops qualifications for recruiting, transfer and promotion of employees.
- Selects, transfers, promotes & releases employees in academic with REB/PBS policy.

- Determines Salary adjustments.
- Insures a trained staff.
- Appraises performance of immediate staff.
- Insures uniform system of appraisal.
- Develops written job descriptions for all personnel.
- Administers employees benefits, consultants, and negotiates contracts.

3. Directing

- Uses & teaches subordinates to use techniques to promote interchange of information among employees.

4. Coordinating

- Attempts to fully utilize capabilities and potential of each employee.
- Keeps staff informed.
- Puts policies, decisions and procedures in writing.
- Delegates' authority (in writing).

5. Controlling

- Advises & assists Board in establishing controls.
- Provides information & reports which Board need to exercise effective controls.
- Advises Board of need for re-planning to permit change and to meet long-range & short-range needs.
- Keeps Board informed of progress in major areas of operations.

[REB NRECA USAID: I-Beam Form of Management, undated: 13-25]

Functional Divisions of PBS

Palli Bidyut Samity at full operation has five functional divisions. An Assistant General Manager with respective knowledge and expertise heads each division. Major functions of each division is elaborated below:

1. General Services Division

- Maintenance of Estates
- Operation and Maintenance of Transport
- Legal Affairs
- Personnel Administration
- Logistics

2. Construction, Operation & Maintenance Division

- Operation and Maintenance of the Power Distribution System

- Meter Fixation and Service Drop
- Meter Maintenance and Repair
- Minor Construction Works

3. Finance Division

- Preparation of Annual Budget
- Accounting
- Billing the Consumers
- Collection of Revenues
- Bank Operation
- Disconnection for nonpayment
- Submission of Monthly Report in Prescribed Form

4. Member Service Division

- Educating Member Consumers about economic and safety use of electricity
- Rendering of Technical Advices to Members
- Recording and Addressing Consumer Complaints
- Inspecting House Wiring
- Conducting Primary Survey for New Connection

5. Engineering Division

- Feasibility Study
- System Design and Staking
- Inspection of Distribution Lines
- Oversees the Performance of Local Engineering Consultants
- Operation of the stores

[Habib, 2001: 4-5]

Each divisional head is assisted by a number of employees. In Dhaka PBS-1 there are 14 staff under AGM (GS), 65 under AGM (Finance), 5 under AGM (MS), 19 under AGM (CO&M) and 4 under AGM (Engineering) stationed in the Head Quarter at Savar (See Detail in the Organizational Chart of Dhaka PBS-1). They all are responsible to the GM for their respective division.

Other Offices Under PBS

Palli Bidyut Samity has scope to expand organizationally to meet the needs as the number of consumers continues to grow. Complain centers, Area Offices and Zonal Offices are setup to provide facilities to the customer.

Complain Center is a remote load center having up to 4000 consumers that staffed with one Line Technician and three to five Linemen. Dhaka PBS-1 has two complain centers stationed at Ashulia and Zirani Bazar under the Head Quarter.

Area Office is a remote load center having more than 4000 but up to 7000 consumers that staffed One Junior Engineer, One Line Technician, Five Linemen and One Cashier (in the absence of Banking facilities only).

Zonal Office is formed to cover more than 7000 consumers that provides all sorts of consumer services such as: preliminary survey, receipt of application for new connection, wiring inspection, service connection, meter reading, billing, collection of revenue, disconnection, complain attendance and operation & maintenance of distribution lines. A Deputy General Manager heads each Zonal Office. One AGM (CO &M), One Junior Engineer, Line Crews, Billing Personnel, Meter readers etc. are entitled to assist him. Dhaka PBS-1 has five Zonal Offices at diverse geographical areas. Zonal Office at Savar has two complain centers stationed at Fullbaria and Razashan. Zonal Office at Dhamrai controls five complains centers at kalampur, Balia, Suapur, Shimulia and Kushura. Kaliakair Zonal Office operates two complain centers at Baraibari and Benupur while Aminbazar Zonal Office maintains one complain centers at Vakuta. The Konabari Zonal Office has two complain centers at Cha Bagan and Mouchak.

Samity Board/General Manager Interrelationship

The interrelationship between Samity Board and General Manager can be compared with the relationship between the organs of government, that is, the parliament and the executive. While the Samity Board represents the member consumers and formulates policies and oversees PBS activities, the General Manager as a Chief Executive Officer (CEO) takes responsibility to implement those policies on behalf of management. This relationship is sometimes explained with *I-Beam Form of Management* like the following:

Board

- **Establish Procedures**
- **Monitor Finances**
- **Long Range Planning**
- **Approval Annual Budget**
- **Monitor Operations**
- **Approve Major Contracts**
- **Listen and Respond**

General Manager

- To carry out policy instruction
- To develop procedures
- To report policy violation to Board
- To recommend procedure changes
- To ensure responsibility for revenue & expenses
- To prepare monthly reports
- To advise Board of problems & opportunities
- To help Board identify needs
- To transform plans to procedure, budgets & reality
- To keep Board informed
- To develop workable budget
- To monitor budget-to-actual
- To operate within budget
- To obtain Board approval for “out of budget” items
- To discharge day-to-day responsibility
- To advise Board President immediately of major concerns
- To obtain Board and/or REB approval for large unusual events
- To resolve member & public concerns
- To report monthly to Board
- To negotiate as appropriate
- To make recommendations to Board
- To manage approved contracts
- To resolve problems
- To respond to opportunities
- To maintain – public relations
- To encourage openness

[REB NRECA USAID: I-Beam Form of Management, undated: 25-26]

By nature, a General Manager has to work in two-way direction. On the one hand, he performs as a service provider and adviser to the Samity Board and on the other hand, plays the role of an executive to his subordinates. So, full understanding and active cooperation between Board and General Manager is a precondition to make a PBS successful.

Role of REB in PBS Management

According to the Rural Electrification Board Ordinance, 1977, REB is a semi-autonomous government agency that will carry out its mission of creating a full service electricity utility or other electric utilities and companies with single or multiple responsibilities. Palli Bidyut Samity, on the other hand, is primarily an electricity distribution company registered with REB that has to comply with rules and regulations adopted and amended by REB. The Byelaws preamble of REB provides a guideline to understand the role of REB in PBS management:

- Each Samity is an independent corporate body that is responsible for efficient and effective management of its affairs and expected to repay all indebtedness on schedule according to the terms of its loan agreement and establish policy;
- All REB activities shall be carried on in a way to help develop the resources and ability of each PBS to meet its needs, operates its own affairs effectively, and achieve as soon as possible the internal strength and soundness to assure its success as an independent enterprise. As a Samity develops adequate internal strength and financial capability, direct REB assistance will diminish accordingly;
- REB must furnish technical and management assistance to each PBS and protect the security of each outstanding loan;
- REB shall establish terms and conditions in loan security documents and policies and procedures to assure the proper implementation of its assigned objectives;
- REB will require from PBS those reports and audits that are essential to the protection of loan security, achievement of the objectives of the Ordinance, and that may otherwise be requisite to the success of area coverage rural electrification;
- For each Samity borrower, REB will encourage active participation of all Samity consumer-members in the affairs of their organization to assure maximum benefits to themselves and to the development of their rural communities thereby contributing their part in the overall development of Bangladesh.

[REB: Byelaws Preamble, 1978:1-2]

The Preamble suggests that, in essence, Palli Bidyut Samity is an independent cost and management center while REB is a registration authority of PBS that acts as an oversight body upon PBS to protect loan security and to achieve program objectives. REB, however, have many directorates to do these jobs. Some of these are discussed here.

PBS Development & Management Directorate finds out all problems of PBS management, identifies irregularities, and conducts elections of directors of PBS Board. Among other interests of this directorate are recruitment and procurement in PBS, PBS Board functions, consumer services etc.

REB Finance Directorate regularly monitors PBS financial activities. The personnel of this directorate used to review conformance form # 550 data with the General ledgers, Subsidiary ledgers and other related files. They also oversee Cash Management, Pay Roll, Electric energy sales and consumer accounting, General accounting, and Plant and property accounting.

System Operation Directorate of REB plays a key role in major maintenance of substations and critical operational problems. It assists PBS with expert services and provides services of tools and equipments that are costly for individual PBS to maintain. The directorate also assists PBS with training on maintenance of workshop, maintenance of substations and equipment repairing.

Training Directorate provides training assistance to PBS other than the trainings that are centrally conducted in REB. It assesses training needs of a PBS, develops standard curriculum and pays regular visit to PBS training Program. The Training Directorate of REB conducts all post-training examinations (*Islam, 2001:1-3*).

In this chapter, we have tried to discuss the organizational structure of PBS. Responsibilities, functions and roles that have been elaborated here are formal and legal. These, however, will guide us to observe and investigate the actual positions of participation, accountability, transparency and competence- governance attributes in Dhaka PBS-1.

Chapter 5

Human Resource Management in PBS

Management experts have no doubt that quality of service largely depends on proper human resource management of an organization. It is about the policies and practices to carry out the “people” or human resource aspects of a management position, including recruiting, selecting, training, compensating, appraising etc. in an organization (Dessler, 2000: 1-31). From the governance perspective, however, competence, accountability and transparency of managers and employees are directly or indirectly related to the formal and informal arrangement of human resources of the concerned organization. For this obvious reason, I attempt to present an outline of PBS human resource management in this chapter.

Responsibilities/Duties of the PBS GM

- The PBS General Manager has the ultimate responsibility for all human resource management functions within his PBS.
- Specific duties as outlined in PBS Instruction 300-11 and 300-14 include:
 - Recruitment and selection of general staff.
 - Performance appraisals for all officers and staff.
 - Wage and salary administration.

Responsibilities/Duties of the AGM GS

- The AGM General Services is responsible for most of the normal human resource functions within the PBS.
- Supportive role to GM in all aspects of human resource management functions.
- PBS Instruction 300-14 outlined the following specific duties:
 - Personnel records.
 - Position descriptions.
 - Training and development of personnel.
 - Assistance with the development of wage and salary plan.

Supportive Duties of All AGMs

The AGM GS and the concerned AGM provide support to the GM with regard to the recruitment, selection and performance evaluation of PBS non-officer personnel.

REB's Involvement in PBS Human Resource Management

- Provide for recruitment, selection, promotion, and transfer of PBS officers and selected staff.
- Provides monitoring of human resource management functions within the respective PBS Departments by concerned REB Directorate.

[REB (1994, August): course no. IM 145, lesson 01, section06]

Selection of Employees

A. Job Analysis

Job analysis is the procedure for determining the duties and skills requirements of a job and the kind of person who should be selected for it. Two basic components of job analysis are job/position description and job specification.

- Job/position description is an organized, factual statement of the duties, responsibilities, reporting relationships of a specific job or position.
- Job specification is a list of job's "human requirements" that is, the requisite education, skills, personality, experience, training, physical effort and so on.

Job description and job specification of the PBS Personnel are described in PBS Policy Instructions 300-11 and 300-14. Here below is a sample of that.

POSITION: WIRING INSPECTOR

DEPARTMENT: MEMBER SERVICES.

ORGANIZATIONAL RELATIONSHIP:

Reports to: Member Service Coordinator.

I. JOB SPECIFICATION:

- a) S.S.C. or equivalent Examination in 2nd Division with 2 (two) years Electrical Trade Course from any Institute affiliated with the Board of Bangladesh Technical Education.
- b) Initial appointment will be made on probation for 1 (one) year.
- c) Regularization of employment will be subject to satisfactory performance during the probation period & successful completion of General

Orientation, Basic Consumer Wiring Trading Course from REB Trading Directorate.

- d) Candidates have experience in Meter reading and bill collection in any PBS with requisite qualifications may be given preference.

II. SCOPE OF RESPONSIBILITY:

Responsible for inspecting the Wiring of PBS Members houses, shops, agricultural, commercial and industrial installations.

III. FUNCTIONS AND DUTIES:

Inspects Wiring Installations of PBS Members in accordance with REB Standards.

Advises Wiring Contractors how to correct deficiencies in wiring.
Reports approved wiring installations to Wiring Coordinator.

Advises and assists members on wiring problems.

[REB: PBS Policy Instruction 300-14-52, Last Revision Date: 31 10 1996]

B. Recruiting

In every organization, recruitment is considered as a process of searching for prospective employees and stimulating them to apply for a job/position within the organization. Recruitment is personnel function and responsibility is especially important because the quality of the organization's human resources depends on the quality of its recruits.

Sources of Human Resources

In PBSs, there are two major sources of recruitment:

- Internal—provides candidates from personnel who are currently working within the organization and who are qualified for promotion or transfer.
- External—provides candidates for two instances:
 - When no qualified personnel are available within the organization.
 - When the organization is expanding and additional personnel is needed.

Advertising for Personnel

Advertisement is a must for PBS personnel recruitments. In this regard they choose both local and national dailies. These advertisements usually contain the following key element:

- Some information about the organization.
- Specific job requirements and responsibilities.
- Contact information (how and where to apply).
- A statement regarding benefits and compensation.

Basic Elements of Application Form

PBSs design application forms for their posts of appointment. Among other information, the formats of application contain the following basic elements:

- Personnel Biographical Data—(e.g., name, address, age, etc.).
- Record of Education—(e.g., Institutions attended, dates, Certificates and Diplomas earned, etc.).
- Record of Employment—(e.g., Former employers, dates, positions held, duties performed, etc.).
- Applicant's Statement—(A signed statement acknowledging all information to be correct.

[REB (1994, August): course no. IM 145, lesson 04, section 01-04]

C. Testing

After reviewing the application and checking past employment/ references, the most qualified candidates are tested for aptitudes and learning ability. The major objectives for testing are that:

- Testing for aptitudes indicates the types of work for which a person is fit as well as his/her preference and interest.
- Testing for learning ability provides an indication of how far a person can go before the job becomes too difficult and his/her ability to learn work other than that for which the application is made.

Types of tests

In PBS the following types of tests are considered suitable for testing the prospective candidates:

- Manual dexterity tests—determine applicant’s aptitude for operations where the use of hands is of prime importance (i.e. typing, Lineman skills, etc).
- Clerical tests—confirm applicant’s aptitude for clerical or office work.
- Trade tests—determine candidate’s knowledge of a particular subject or trade area (i.e., general administration, finance, technical/engineering, etc)

D. Interviewing

In selection process of PBS, interview is regarded as a formal, in-depth conversation conducted to evaluate an applicant’s acceptability for employment. The interview is conducted for the candidates who successfully qualify the tests. It provides the following opportunities:

- To obtain information that is not available from other sources (i.e. Application, test, previous employers).
- To enable the applicant to get his first impression whether the organization would be a desirable place to work.

[REB (1994, August): course no. IM 145, lesson 05, section04]

E. Finalizing the Selection

In PBS, a selection committee reviews and analyzes the results of the testing and interviewing of most qualified candidates and develops a list of those recommended for selection. The finally selected applicants are immediately informed and they require a medical fitness certificate before joining and posting.

Selection of Managers

A manager is a person charged with the “overall” responsibility for getting the work done. He/She is involved in the administration, namely planning, directing, organizing,

controlling and coordinating. Moreover, manager provides the leadership to get the work done. In PBS, there are enforcement coordinator, power use coordinator, member service coordinator and junior engineers who are responsible for the day-to-day functions of their respective division. They are called supervisors. The basic procedures for selecting the managers/supervisors in PBS follow the same like that of employees. But the managers/supervisors are required to have certain personal characteristics and managerial qualities. Their interviews are conducted in different manner. These are elaborated below:

- Personal Characteristics of managing:
 - A favorable attitude toward authority.
 - A desire to compete.
 - An assertive behavioral pattern.
 - A desire to exercise power.
 - A desire for a distinctive position.
 - A sense of responsibility.

- Important managerial qualities:
 - Personal Desire to Manage.
 - Intelligence.
 - Analytical Ability.
 - Ability to Communicate.
 - Integrity.

- Sample interview questions for experienced managers/supervisors:
 - What makes you an effective manager/supervisor?
 - What do you consider to be your management style?
 - What is your description of the ideal manger or supervisor?
 - How would you describe you delegating skills?
 - Describe your relationship with your last subordinates.
 - Describe what you consider to be your strength as a supervisor or manager.
 - What task do you have the most difficulty with as a manager?

[REB (1994, August): course no. IM 145, lesson 06, section 01-04]

Employee Development

A. Training and Coaching

There are two types of training programs in PBS.

Formal Training Programs are of different kinds like the following:

- **Entry level training**
 - To provide new employees with overall knowledge of the organization, basic attitudes and job skills required for initial job performance.
Example: PBS Orientation Program (all employees); Lineman Part I (newly recruited Lineman); PBS System Construction and Inspection (REB Inspectors).
- **Remedial Training**
 - To correct observed deficiencies in employee knowledge, skills and attitudes.
Example: Tool Maintenance (Lineman); Refresher Program (PBS Directors).
- **Upgrading or Advanced Training**
 - To improve, enlarge, increase, and/or update job skills and knowledge.
Example: Managerial Accounting (PBS GMs); Controlling- Measuring Results (PBS Directors); Lineman Part II, III, IV (PBS Lineman).
- **Retraining**
 - To equip employees with new skills to replace skills made obsolete by changes resulting from new equipment, new procedures, etc.
Examples: PBS Billing Procedures- New PBS Accounting Procedures (PBS Billing Supervisors and Billing Assistants).

Informal Training Programs are also of many forms listed below:

- **On-the-Job Training**
 - On-the-Job training (OJT) is the most common, widely accepted, and necessary method of training in skills needed for acceptable job performance.
 - Conducted in the work place by competent and highly experienced personnel or by the employees' immediate supervisor.
Examples: PBS Meter Readers, PBS Billing Assistants, on-going training for new and experienced PBS Lineman.
- **Coaching**
 - A type of training that is basically done through a close one-to-one relationship between the employee and supervisor, with the skills and knowledge about a particular job being passed from to the employee.
 - This is most frequently used for supervisory and management development (AGMs in PBSs).
 - Coaching can be used as a follow-up to formal training in all areas, but particularly for personnel involved in jobs requiring psychomotor skills such as technical work (Lineman, Meter Technician) and clerical and accounting type work (PBS Accountant, PBS Billing Assistant).
- **Job Rotation**

-A training method used in conjunction with coaching to expose potential managers to all areas of an organization by rotating their positions through the organization.

-To be most effective, this type of training still requires the supervision of an experienced manager.

-There are a variety of forms of rotation through which personnel can pass (e.g., through non-supervisory positions, several management training positions, assistant positions, and observation assignments).

- Understudy or Assistant Assignments
 - Another informal method of training used primarily for supervisor/management development.
 - A management trainee is assigned to work as an assistant to an executive in order to have first-hand exposure to a variety of managerial practices.
- Committee Work
 - A method used extensively to develop young potential managers.
 - The potential managers are assigned to work on committees that deal with real problems within the organization, and where proposals are developed and submitted to the executive who gives consideration to the proposal's contents while making his/her actual decision.

[REB (1994, August): course no. IM 145, lesson 11, section 03-04]

B. Counseling

A supervisor often involves in counseling interviews with his/her subordinates for problem-solving or discussing job problems, development plans, or problems merely of personal origin. REB Personnel Directorate considers this type of counseling as one of the vital methods of employee development in that it helps decrease the problem. For this, they have suggested PBS supervisors the following approaches:

- Directive Approach relates to an exchange of information that results in a supervisor suggesting a solution to an employee's problem and motivating him.
- Non-directive Approach indicates a supervisor to be a good listener at the beginning and then to keep advice so that the employee himself/herself can solve the problem.
- The Collective Approach is combination of both the direct and non-direct approaches results in the supervisor and employees jointly developing solutions to a problem.

[REB (1994, August): course no. IM 145, lesson 12, section 01-02]

Manager Development

The prime thrust of manager development is to provide the organization with qualified people to meet future needs for management personnel resulting from replacement and expansion. There are three levels of training programs for management development in PBS so far. These are elaborated below:

- First Level Training program is designed for the supervisory position and incumbent supervisors. The general objectives of this training are:
 - To give the participant the essential knowledge of his/her responsibilities so as to make decisions compatible with those of the organization.
 - To provide the participant with the knowledge essential to good management practices so that knowledge may guide day-to-day management decisions.
 - To assist the people in the development process in a positive and productive manner.

The major areas of this level of training program includes the topic like: responsibilities of a supervisor, work planning and scheduling, delegation, communication, safety interviewing, training, performance appraisal, organizational policies, grievances etc.

- Middle-Level Management training programs involves people who are from one of the two groups below:
 - A) Those being prepared to enter the middle management level who are experienced as supervisors and who are currently serving in that capacity.
 - B) Those experienced managers currently at the middle management level.

The major objectives of the middle management level training includes:

- To help incumbent managers to be more effective.
- To provide additional managers to meet the need for expansion.

Topics for program at this level include such as: management theory, organization theory and applications, motivation theory and applications, planning and setting objectives, and leadership skills etc.

- Top Level Management training programs are offered to department managers who are candidates for senior-level or general management positions. The prime objectives of this trainings include:
 - To provide a review of management theory and principles and the updating of knowledge and technical developments in managing.
 - To improve the knowledge and skills required performing executive type duties that are different from middle and upper management positions.

Topics in the syllabus at this level frequently include the following: leadership, policy making, strategic planning, decision making, resources allocation, change management, financial management, programming, government relations and socioeconomic concepts.

Methods of training for Managers/supervisors

The training Directorate of REB determines the methods of training for each level of management training. In selecting training methods, following considerations get priorities:

- The program itself-content, duration, program objectives (changes in knowledge, skills, and/or attitudes).
- The target population-their managerial level experience, age, previous training.
- The trainer- their level, experience, skills and abilities.

- Accepted Classroom Methods include the following:
 - Lecture
 - Syndicate or Group Discussion
 - Case Study
 - Role-Playing
 - Management Games

- Other Accepted Methods incorporate the following:
 - Coaching
 - Field Training
 - Planned Progression
 - Job Rotation
 - Creation of “Assistant-to” Positions
 - Temporary Promotions
 - Committee Assignments
 - University Management Programs
 - Self-Development Programs

All PBS management personnel receive classroom training according to specific Curriculum Plan designed by REB Training Directorate. And, field training for them includes attachment to a PBS for intensive review of duties and assignments related to their perspective position in an on-the-job training situation.

[REB (1994, August): course no. IM 1-45, lesson 13, section 01-06]

Performance Appraisal: Employees

Performance appraisal is a process of evaluation of performance of an employee by supervisor with regard to the employee's job requirements. Major objectives of performance appraisal are listed below:

- To promote employee performance.
- To enhance employee development.
- To encourage supervisory understanding.
- To assist with future position changes.
- To implement wage and salary administration.
- To assist validation of personnel program.

PBS Personnel Appraisal Forms

The overall performance appraisal process for the PBSs is outlined in Section D of PBS Instruction 300-17. Following are the types and procedure for using forms:

- Types of forms:
 - Management Performance Appraisal for PBSs GMs (REB form 105)- completed by PBS Executive Committee with review by REB and with final approval by Chairman, REB.
 - Management Performance Appraisal for Grades 10-16 (REB form 105A)- completed by the GM, with review and final approval by the PBS Executive Committee.
 - Employee Performance Appraisal for Grades 3-9 (REB form 105B)- completed by the appropriate AGM and processed the same as Form 105A with the exception of final approval by the GM.
 - Employee Performance Appraisal for Grades 1& 2 (REB form 105C)- completed the same as Form 105B.
- Procedures for Using Forms:
 - PBS Appraisal Forms are prepared according to Instruction 300-17 on the basis of the calendar year (1/1- 31/12) with completion being 31/1 of the next year.
 - The AGM GS is responsible for the initial preparation of the appropriate Forms, with distribution to the concerned supervisor. An exception would be for the

GM's Appraisal Form that would be handled by the PBS Executive Committee, with submittal to REB for final approval.

-The concerned supervisor completes the appropriate Forms for each subordinate.

-A performance appraisal interview is conducted to review the contents of the appraisal and to discuss plan/methods for improvement.

[REB (1994, August): course no. IM 145, lesson 08, section 07]

Course Outlines for Management and Institutional Training

Code	Subject
<i>Finance</i>	
IF 300	PBS General Accounts Manual
IF 305	PBS General Accounts Manual
IF 310	PBS General Accounts Manual
IF 315	PBS Accounting Procedure Manual
IF 320	Accounting/Billing Procedure Manual
IF 325	Preparing Financial Report (500)
IF 330	Preparing Financial Report (500)
IF 332	Preparation of Electricity Bill & Collection Procedure
IF 338	Instruction: Series – 200
IF 340	Plant and Property Accounting
IF 341	Daily Collection Report Preparation
IF 345	PBS Audit Procedures
IF 355	Retail Rate Construction
IF 360	Financial Planning and Cash Management
IF 362	Imprest Fund Management
IF 365	Financial Planning and Cash Management
<i>General</i>	
IA 300	Annual Conference
10300	Field Training (PBS Attachment)
10305	Field Training
10315	Field Training (PBS Attachment)
10330	Field Training (PBS Attachment)
10335	Field Training (PBS Attachment)
<i>Management</i>	
IB 310	PBS Directors Orientation
IB 315	Understanding PBS Policy Instructions
IB 340	Policy Development

IB 345	Performance Appraisal & Board Development
IM 100	Basic Supervision
IM 105	Management- Its Nature and Scope
IM 106	Office Management
IM 115	Records Management
IM 116	Records Management
IM 145	Personnel Management
IM 165	Controlling-Measuring Relations
IM 260	Labor and Industrial Relations
IM 265	রাইট-অব-ওয়ে এবং পাবলিক মর্টিভেশন
IM 270	Electricity Act & Rules
IM 271	Electricity Act & Rules
IM 272	Electricity Act & Rules
IM 275	Training of Trainers (TOT)
IM 310	Managing the General Services Department
IM 315	Managing the PBS COM Department
IM 320	Managing the PBS Engineering Department
IM 325	ম্যানেজিং-এ পিবিএস মেম্বার সার্ভিস ডিপার্টমেন্ট
IM 330	ম্যানেজিং-এ পিবিএস ফাইন্যান্স সার্ভিস ডিপার্টমেন্ট
IM 340	PBS Policy Instructions
IM 341	PBS Policy Instructions
IM 342	PBS Policy Instructions
IM 343	PBS Policy Instruction Series 200, 300
IM 344	Instructions: 300
IM 345	PBS Bye-Laws, Instructions, Elections
IM 355	Performing the Job Effectively in the Board Room
IM 400	Establishing Good Member Relations
IM 401	Establishing Good Member Relations
IM 405	Conducting A Membership Drive
IM 410	Planning and Holding Successful Annual General Meeting
IM 420	Village Adviser Training

[REB (1998,September): 3]

Course Outlines for Technical Training

Code	Course Name
<i>Annual Conferences</i>	
TA 310	Annual Conference- AGM (COM)
TA 312	Annual Conference- AGM (ENG)
TA 313	Annual Conference- Junior Eng.

Construction Courses

TC 015	PBS System Construction & Inspection
TC 016	PBS System Inspection & Construction
TC 017	Construction & Inspection of PBS System
TC 018	PBS Line Construction Practice and Procedures
TC 019	Construction Management
TC 020	PBS System Construction
TC 030	Advanced Safety and Line Work Practice
TC 080	PBS System Construction Management
TC 100	PBS Substation Construction for Engineers
TC 110	PBS Substation Contractors Course
TC 210	Warehouse Management for Engineers
TC 220	Warehouse Management
TC 230	Warehouse Supervision
TC 240	PBS Distribution Line Construction

Engineering Courses

TE 001	Orientation for Consultant Engineers
TE 002	Orientation for Consultant Inspectors
TE 010	PBS System Design
TE 140	REB Material Planning & Management
TE 142	Material Planning & Management
TE 144	Material Planning for GM
TE 170	Evaluation of Material Bids
TE 200	Distribution Line Staking Course
TE 203	Distribution Line Design & Staking
TE 300	Losses Study & Power Factor Improvement
TE 340	Producing A Sectionalizing Study
TE 350	PBS System Study & Long Range Planning
TE 360	Producing A Voltage Drop Study

Lineman Courses

TL 010	Part 1 Lineman's Training Course
TL 020	Part 2 Lineman's Training Course
TL 030	Part 3 Lineman's Training Course
TL 035	Part 3 Lineman's Field's Course
TL 040	OCR Maintenance & Repair (Pt. 4A)
TL 042	Transformer Maintenance & Repair (Pt. 4B)
TL 044	Voltage Regulator Maintenance & Repair (Pt. 4C)
TL 050	Hot Stick Lineman Pt.1 (Equipment Work)
TL 060	Hot Stick Lineman Pt.2

TL 070 Tool Maintenance Field Workshop

Operation & Maintenance Courses

TO 010	Introduction to PBS Distribution System
TO 016	PBS Distribution System Introduction
TO 100	PBS System Operation & Maintenance
TO 150	PBS Distribution System Operation & Engineering
TO 220	Maintenance & Repair of OCRs
TO 225	OCR Maintenance & Repair for Technicians
TO 230	Maintenance & Repair of Transformers
TO 232	Transformer Maintenance & Repair for Technicians
TO 235	Maintenance & Repair of Voltage Regulators
TO 237	Regulator Maintenance & Repair for Technicians
TO 241	Meter Testing
TO 250	Single Phase Meter Testing & Repair
TO 260	Three Phase Meter Testing
TO 266	Meter Repair
TO 350	Hot Line Program Monitoring & Administration
TO 410	Wireless Operation
TO 420	Wireless set/Line tools Operation and Maintenance
TO 610	Transport Maintenance
TO 620	Management of Transport Maintenance
TO 630	Meter Reading, Bill Collection and Meter Disconnection System
TO 710	Tool Maintenance Workshop

Consumer Wiring Courses

TW 010	Basic Consumer Wiring for the AGM (MS)
TW 015	Basic Consumer Wiring
TW 020	Basic Consumer Wiring for Village Electrician
TW 050	PBS Consumer Wiring Standards
TW 100	Advanced Consumer Wiring for the AGM (MS)
TW 110	Advanced Consumer Wiring
TW 115	Advanced Wiring (Irrigation, Commercial and Industrial Wiring)
TW 350	Providing Technical & Advisory Services
TW 720	Field Training for the AGM (MS)

[REB (1998, August): Table of Contents]

Performance Appraisal: Managers

Performance Appraisal for the PBS managers is different from those of the employees.

Manager's appraisal is directed to two general areas:

- A) Accomplishment of specific goals and objectives that judges the manager's ability.
- B) Determination of managerial functions of planning, organizing, directing, coordinating and controlling as it relates the accomplishment of the goals in key performance areas.

PBS Management Appraisal Forms

REB Forms 105 and 105A are used as Performance Appraisal Forms for PBS GMs, DGMs, and AGMs. The two forms are basically same except the form 105 contains the additional review and approval section provided for GMs. Key elements of the two Appraisal Forms are the following:

- General Information—stresses importance of performance appraisal interview appraisal interview and pattern of use.
- Instructions—contains general directions regarding the Performance Appraisal process and how the Forms are to be completed.
- Definitions—provide definitions of the five management functions.
- Points for Marking—defines the meaning of the numerical values 1 to 5 as means of maintaining consistency.
- Management of Performance Appraisal—appraisal questions covering the 11 key Performance Areas for a PBS.
- Personal Character Appraisal—appraisal questions covering 6 personal characteristics.
- Remarks and Recommendations—final comments by individual completing the Form with place for signatures. (Forms 105 contains blanks for signatures of the PBS Executive Committee who complete the appraisal of the GM).
- Employee's Signature—a place for the employee to sign the appraisal and to confirm that it has been personally discussed with his/her supervisor.
- Review and Approval Pages for Next Higher Authority—a space for final remarks and recommendations by the next higher authority.

[REB (1994, August): course no. IM 145, lesson 09, section 01-05]

Performance Target Agreement (PTA)

Performance Target Agreement is another appraisal method that evaluates each PBS every year. In this case reward and punishment is given to all managers and employees. Otherwise, it is a group evaluation.

Performance Targets		Weight Factor		
		Gr. I	Gr. II	Gr. III
1	System Loss	24	22	28
2	Account Receivable	18	18	25
3	Accounts Payable	2	2	2
4	Debt Service Coverage	2	2	--
5	Plant Revenue Ratio	0	0	--
6	Equity Status	0	0	--
7	Recovery of Amount Written-off	3	2	--
8	Payment of Debt Service Liability	8	5	--
9	Annual Load Factor	6	6	4
10	Revenue Per KM of Line	7	7	--
11	Total Cost of Providing Electric Service Per KM of Line (Excluding Power cost, Depreciation & Amortization Expense, Interest expenses and Provision for un-collectible Amount, i.e. 0.5% of sale of electricity)	10	8	6
12	Percentage of Billing each Month	2	2	2
13	Annual Growth in Consumers (Ser. in Pl.)	5	9	14
14	Annual Growth in KWHs or MWHs Sold	--	6	11
15	Re-connection of Disconnected Consumers	3	3	3
16	Liquidity Status (Quick Ratio)	0	0	0
17	Inspection of Distribution Line (KM)	2	1	0
18	Maintenance of Distribution Lines (KM)	3	2	0
19	Preventive Maintenance of Transformer & OCR (No)	2	2	2
20	Repair of Damaged Transformer & OCR (No)	3	3	3
21	Consumer Hour Outage	0	0	0
	Total	100	100	100

[Rahman, Md. Khalilur, 2001: 8]

PTA Evaluation Principles:

- Within 21 targets, 17 targets have weight factor and the summation of weight factor is 100.
- PBSs that achieve 110 points including achievement of System Loss and Accounts Receivable targets get 15% Bonus on Base Pay.
- PBSs that achieve 90 or above but below 110 points, including achievement of System Loss and Accounts Receivable targets get 10% Bonus on Base Pay.

- PBSs that achieve 70 or above but below 90 points, including achievement of System Loss and Accounts Receivable targets get 6% Bonus on Base Pay.
 - PBSs that achieve 70 points or above but fail to achieve the target of System Loss and Accounts Receivable get no bonus and no penalty.
 - No bonus and no penalty is also applicable to the PBSs that achieve 50 and above but less than 70 points.
 - PBSs that achieve below 50 points are liable for penalty of 1% on Base Pay.
- [Rahman, Md. Khalibur, 2001: 8]

Compensation: Employees and Managers

Compensation refers to all forms of pay or rewards going to employee and manager arising from their employment. It has two main components—one, *direct financial payments* in the form of wages and salaries and the other, *indirect payments* like benefits and services (Dessler, 2002: 396).

Wages and Salary

Wages are frequently refer to the pay of hourly employees, but may also refer to salaries and bonuses paid. Salaries, on the other hand, when compared to wages, are paid to other than hourly rated employees. Major objectives of wage and salary administration plan are of the followings:

- To acquire qualified personnel through a wage and salary plan that offers competitive compensation.
- To retain present employees by providing competitive compensation that will encourage employees to remain with the organization.
- To ensure equity to all employees, both internally and externally.
- To reward designed behavior by providing suitable incentives that recognize desired behavior and reward employees for that behavior—both past and future.
- To control costs incurred by the organization by ensuring that employees are neither overpaid nor underpaid.
- To comply with legal regulations and all governmental regulations as required.

Plan outlined in PBS Instructions 300-17 and 300-18

- The basic Wage and Salary Plan for all PBS employees is established through PBS Instruction 300-17, with specific details being provided for Grades 1 to 15.
- PBS Instruction 300-18 provides specific details regarding the pay scale grading of General Managers.

- Instruction 300-17 and 300-18 serve as guidelines for the Wage and Salary Plans for the PBSs, with each individual PBS having its own unique Wage and Salary Plan as jointly approved by the PBS Board of Directors and REB.

Basic Features of PBS Instruction 300-17

- The Wage and Salary Plan are based on 16 pay grades with 16 steps in each grade.
 - 6 steps of the 16 are below the predetermined “competency-level-point”, with the remaining 9 being above that point.
 - The predetermined “competency-level-point” has been established on the basis of an employee being fully competent and proficient in the assigned duties and responsibilities as outlined in the individual position descriptions contained in Instruction 300-14.
- Pay Grades are used together with a point system that ranks each grade on 5 job factors as below:
 - Education—5 levels- 5, 10, 15, 20, 25 points.
 - Job Skills—3 levels- 5, 10, 15 points.
 - Experience—3 levels- 5, 10, 15 points.
 - Complexity—3 levels- 5, 10, 15 points.
 - Number of People Supervised –4 levels- 5, 10, 15, 20.
- Each post is matched to the total point value based in the 5 factor and is set against that pay grade.
- There are 7 proposed salary patterns developed for use by the PBSs, with the selected position, etc.
- Details regarding aspects of salary and posting and initial pay fixation are thoroughly presented in appropriate sections of this Instruction.
- Payments for employees are based on the results of the annual performance to be completed in the appropriate REB Forms 105, 105A, 105B or 105C.
- Performance appraisals for all employees are to be completed by 31/12 of each calendar year, with all appropriate step increases going into effect on the employee’s anniversary date.
- The impact of appraisal ratings (based on a maximum of average of 5) on the change in the number of grade steps are as follows:
 - 5 results in 3 grades steps,
 - 4.00-4.99 results in 2 grades steps,
 - 3.00-3.99 results in 1 grade steps,
 - 1.5-1.99 results in 6 months probation to bring rating to minimum of 2.0 or be subject to dismissal,
 - Rating below 1.5 results in being subject to immediate dismissal.

[REB (1994, August): course no. IM 145, lesson 14, section 01-06]

Benefits and Services

Benefits and services represent a vital part of just about each employee's pay; they can be defined as all the indirect financial and non-financial payments an employee receives for continuing his or her employment with the organization (Dessler, 2002:476). There are three major objectives of benefits and services:

- To reduce employee turnover.
- To improve employee morale.
- To enhance employee security.

Like other organizations, PBSs provide a comprehensive benefit and service program for their employees. These are elaborated as following:

- **PBS Insurance Benefits**

- a) Group Insurance
 - Made in the event of death and based on employee's base salary.
(Covered in PBS Instructions 300-17 and 300-34).
- b) Workman's Compensation
 - Provided for personnel in hazardous duty positions.
(Covered in PBS Instructions 300-32).
- c) Medical Insurance
 - Full medical and surgical coverage provided to employee and his/her family.
(Covered in PBS Instructions 300-17).

- **PBS Employee Security Benefits**

- a) Service Gratuity
 - Payable at retirement or time of release- in the event of death the payment is to nominee.
 - Based on one month of last base pay for each year of service.
(Totally funded by PBS).
- b) Contributory Provident Fund
 - Payable in lump sum at retirement or release- death payment is to nominee.
 - Based on a contribution of 10% of monthly salary by PBS and the employee, as well as interest.
 - For a dismissal, only the employee's contribution is paid with interest.
(Covered in PBS Instruction 300-17 and as referenced in PBS Service Code).
- c) Benevolent Fund
 - Payable in the event of death to nominee for an established number of years.
 - Based on an employee's contribution of a fixed percentage of monthly salary.
(Not available in all PBSs).

- **Payment For Time Not Worked- PBS**

- a) Holiday Pay
- b) Religious Holidays
- c) Paid Lunch Periods
- d) Earned Leave (Full Pay)
 - Salary is paid at full rate.
 - Earned at the rate of 1 day for every 11 work days or holidays.
 - There is no established maximum number that can be accumulated.
 - Other leave charged to this category include: disability leave, study leave, ex-Bangladesh leave, and pilgrimage leave.
 - (May vary from PBS to PBS).
- e) Earned Leave (Half Pay)
 - Salary is paid at one half rate.
 - Earned the same as Earned Leave at Full Pay.
 - Used When Earned Leave at Full Pay is not available- converted at 2-1 year.
 - To be used for leave related sick time, deaths, etc.
 - (May vary from PBS to PBS).
- f) Casual Leave
 - Salary is paid at full rate.
 - Earned at the rate of 15-20 day/year with no carryover to the next year.
 - To be used for leave related sick time, death, etc.
 - (May vary from PBS to PBS).
- g) Maternity Leave
 - Advisable to female employees twice during their career.
 - Salary is paid at full rate up to 90 days each leave.
 - Over and above other Earned leave and is not deducted from other leave time.
 - (May vary from PBS to PBS).

- **PBS Employee Services**

- a) Medical Allowance
 - A fixed monthly medical allowance is provided for employee and family.
- b) Medical Facilities
 - Provides for provision of medical facilities for employee and family.
 - (Covered by PBS Instruction 300-29).
- c) Housing Allowances.
 - Paid at rate of 40% of base pay if employee does not live in PBS residential accommodations.
 - For single-occupation apartment in PBS residential accommodations, 5% of base pay deducted monthly with 25% credited towards house rent each month.
 - For PBS family accommodations, 5% of base pay is deducted monthly for house rent allowance.
 - (Covered by PBS Instruction 300-17).
- d) Loan Funds
 - Loans available for purchase of a bicycle, motorcycle, and/or motorcar.
- e) Travel and Daily Allowances

-For official travel away from assigned posting.
(Covered by PBS Instruction 300-28).

f) Personal Use of PBS Transport

-Provides for employee use of PBS transport for use and school children transportation-requires payment to the PBS at an assigned rate.
(Covered under PBS Instruction 300-27).

g) Parties and Picnics.

h) Office Newspapers and Magazines.

i) Annual Reports and Newsletters.

j) Athletic Team and Competition.

• **PBS Employee Bonuses and Awards**

a) Festival Bonuses

-Total annual amount of bonus is equal to two month's base salary.

-One month's salary paid to Muslim employees at Eid-ul-Fitr and Eid-ul-Azha.

-Paid to other than Muslims in one lump sum at their festival time.

b) Overtime Payments/Tiffin Allowance

-Payments are provided to hourly personnel, non-supervisory personnel and shift duty personnel for additional time worked beyond the normal workday.

-May be considered by some to be part of organization's wage and salary plan.

c) Incentive Bonuses

-Bonuses are tied to performance of the PBS with regard to achievement of Performance Targets established for their individual PBS under an annual agreement called Performance Target Agreement (PTA).

-The same Performance Targets have penalties tied to the PBS not achieving the established targets.

[REB (1994, August); course no. IM 145, lesson 15, section 01-07]

Chapter 6

Governance in Palli Bidyut Samity

We have conceived that governance deals with legitimate relationship between state and civil society— no matter, the problem is concerned about institutions at local, national or otherwise. But legitimacy can be achieved through the use of mechanism of accountability, transparency, responsiveness, participation etc. So, actual governance study demands a focus on normative aspects of the organization. [See: *Review of Relevant Literature*].

In this regard, we see, Palli Bidyut Samity (PBS), by nature, allows member-consumers to take part in its activities. Here, transparency and accountability of directors, managers and employees are considered as basic components for proper management. And, competence of the personnel in PBS is crucial to ensure better services for the customers. These features entail a critical examination for understanding the quality of governance in PBS.

To do so, in this chapter, I will attempt to analyze incorporating various types of field level data and information from Dhaka Palli Bidyut Samity-1 (DPBS-1). Some data are also included from Netrokona Palli Bidyut Samity (NPBS) and Sherpur Palli Bidyut Samity (SPBS) for the purpose of comparisons.

Participation

According to *The Rural Electrification Board Ordinance, 1977*, Palli Bidyut Samity has to organize prospective consumers of electricity in to formal or informal groups for the purpose of execution and management of scheme and providing related services. [REB, *Ordinance No. 11 of 1977*]

According to the preamble of *Rural Electrification Board Bye-laws*, “REB will encourage active participation of all Samity consumer-members in the affairs of their

organization to assure maximum benefits to themselves and to the development of their rural communities thereby contributing their part in the overall development of Bangladesh.” [Attachment 3, REB Bye-laws (Preamble), REB, Ordinance No. 11 of 1977]

Participation in Palli Bidyut Samity emanates from the four basic principles of PBS. These are:

1. Free and Voluntary Membership
2. Democratic Member Control — One Vote.
3. Work on the basis of—No Profit.
4. Continuous Member Education.

[REB, *Introduction to Rural Electrification Functions (1998, September): 34*]

Participation of Member-Consumers

PBS members are designed to take part in various ways. Most important of them are discussed here.

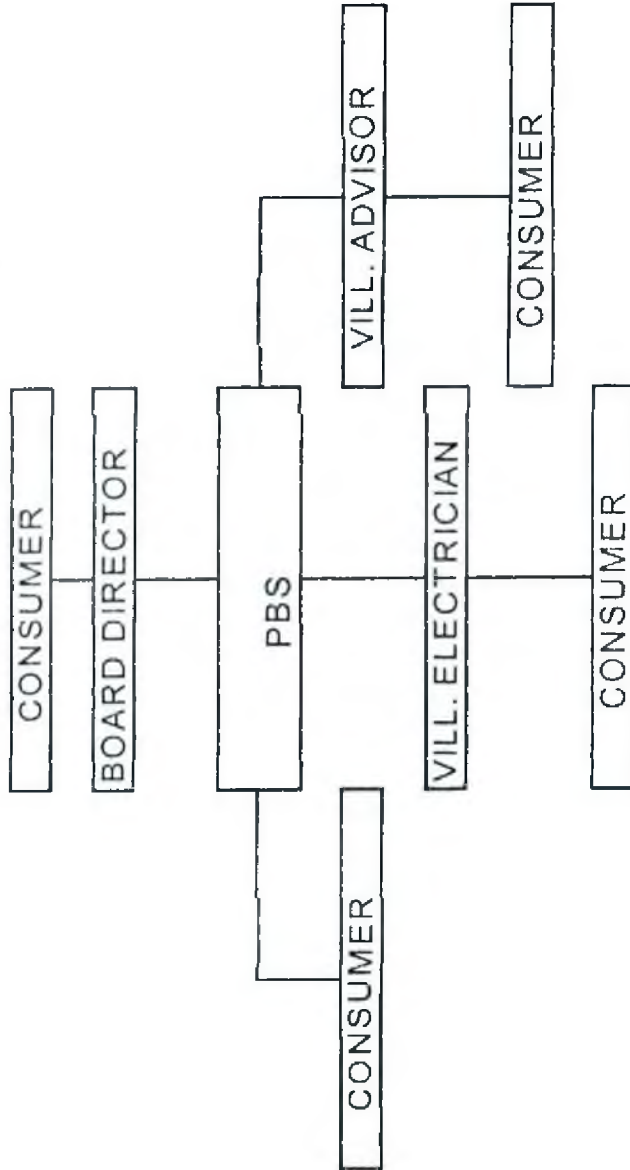
1. Customer Awareness Program

Apart from REB-PBS Model Bye-laws, customer awareness has got prime importance in the PBS Policy Instructions as well. It has outlined the following means to educate PBS member-customers:

- Distributing of Newsletters.
 - Conducting Seminar on Safe and effective use of electricity.
 - Holding Co-ordination meeting with different development agencies.
 - Arranging Elaka (locality) meeting.
 - Selecting and training of the Village advisors
 - Facilitating Village advisor’s training program
- [Annexure-4, PBS Policy Instruction 300-10]

In this respect it is worth mentioning the comment made by Syed Nur-ul Islam, a REB official: “Arrangements are in place in all PBS to organize regular motivation meeting on important location; issues like procedures for getting connection, PBS policies practices, necessity of right of way clearance, development of patience with growth of system of PBS, to increase feeling of ownership and protecting PBS property, greater understanding of load shedding comes up in the discussion.” [Syed Nur-ul Islam, 2001: 4-5]

Consumer Participation in PBS Activities



[Source: Dhaka Palli Bidyut Samity-1 At a Glance, Date: 04/01/2004]

K.M Rabiul Karim, AGM (MS), DPBS-1 who has 17 years of experience in many positions including power use coordinator, member service coordinator and assistant general manager (member service) in different Palli Bidyut Samities observes:

“We attempt to make our member-customers aware in various ways. At the initial stage in membership collection drive, we discuss with the probable customers in a locality about the PBS system, its goals and objectives, how to be member, rights and duties of members, major rules and regulations of PBS etc. Later, at the energization stage, we attempt to motivate the people of electrified village in issues like safe use of electricity, regular bill payment and rules of punishment for non-payment, PBS Director’s election, criteria of eligible candidate and voters etc. And in the post-connection stage, whenever a new PBS rule is introduced, we address customers in particular place on particular date and time to disseminate the full text of the rule with a view to strengthening their sense of ownership. Further, we select One Village Adviser in one union and train him up so that he can suggest customers for immediate solution of their problems.” *[K.M Rabiul Karim, AGM (MS), DPBS-1, Tape: 10B (00:01-30:18)]*

When asked if there was any annual plan for customer awareness program and if so, whether that was followed regularly in DPBS-1, Rabiul Karim said with perplexity, “We have outlined customer awareness programs for each month. But Dhaka PBS-1 is a large Palli Bidyut Saminty with huge customer at about 1,76,000 under six zonal areas. So with the existing man power, sometimes we fail to do so properly.” *[K.M Rabiul Karim, AGM (MS), DPBS-1, Tape: 10B (00:01-30:18)]*

In answering the above question, Md. Abu Taher, Power Use Coordinator, MS Division, Netrokona PBS and Zakia Kamrun Nahar, AGM (MS), Sherpur PBS expressed similar views. Although they failed to provide a copy of current annual program of their department, both Taher and Nahar wanted to make link between the Performance Target Agreement (PTA) and Annual Program. This situation indicates that after the introduction of Performance Target Agreement (PTA) in PBSs, Annual Programs has got

secondary attention because the later one is not mandatory and was not incorporated into PTA.

[Md. Abu Taher, Power Use Coordinator, MS Division, Netrokona PBS, Tape: 09A (08:00-25:32)]

[Zakia Kamrun Nahar, AGM (MS), Sherpur PBS, Tape: 09B (00:01-28:37) 09B-ad (00:01-01:57)]

However, to overcome current problems of customer awareness in PBSs, the Public Undertaking Committee of Jatio Sangshod (National Assembly of Bangladesh) has taken some steps, such as, there should be held at least two motivation meetings with the local community at large including distinguished personalities, elected representatives, teachers of schools/colleges/ madrasas and village advisors of PBS. *[REB Executive Order, Ref. No. REB/C/1/1.02/2003/1041 Date: 11/11/2003]*

2. PBS Election

PBS election is a vital means for member participation in PBS activities in that it is a mechanism for transmitting views of customers through their representatives in the PBS Board. According to the REB-PBS Model Bye-laws, PBS members- grouped in Elaka (locality)- are entitled to elect one Director from each locality not exceeding fifteen (15) Directors in total. It says, " A Director shall be elected for a term of three (3) years, PROVIDED THAT in the first election one third (1/3) of the total number of Directors named in the application for registration documents shall stand for election."

[REB-PBS Model Bye-laws (last Revised: 11-01-1995), Article VIII, Section 2, p. 13]

However, according to a recent amendment to the REB/PBS Bye-laws, members of each Elaka will elect one representative as PBS Board Director for 5 years. *REB Secretary (B: S: -361) 2003/99 Date: 21/09/2003]*

Recent Bye-election (at Kalyakoyer):

- a) Number of Candidates: 02
- b) Total Number of Voters in the Voter List: 3675
- c) Total Number Vote Casting: 1876
- d) Name of the two Candidates who contested in the election and the number of votes they received:

No.	Name of Candidate	Total Vote received
01	Biresh Chandra Sarkar	1553
02	Shamsedur Rahman	323

[Data Source: K.M Rabiul Karim, AGM, Member Service, DPBS-1]

During the bye-election at Kalyakoyer held on 26th December 2003, both Biresh Chandra Sarkar (Symbol: *Budb*) and Shamsedur Rahman (Symbol: *Fan*), the contesting candidates, and their agents expressed their satisfaction about the arrangements of election. Some voters were observed happiness after casting their vote in free and fair environment. In this way, when asked why so many nomination papers had been canceled that year in the three other Elakas thereby the incumbents were selected to hold office for the next term for 5 years, Md. Nazrul Islam, the returning officer of the DPBS-1 Election/2003 said, “the candidates were scrutinized on the basis of 11 parameters such as, no moral deviation, no bill defaulter, no allegation on electricity pilferage, right signature in the nomination form etc.” In answer to another question, Mr. Islam expressed that he had conducted PBS elections for about 10 years. He faced no unwanted situation in those elections. *[PBS Director’s Election at Kalyakoyor Thana HQ, Presiding Officers, Poling Agents, Election Commissioner, One Candidate & Exit Voters, Tape: 04A (00:01-07:25)]*

But in contrast, Khorshed Alam, a disqualified nomination submitter, referring to the latest circular on the election/2003 alleged, “Election commissions are advised to be liberal in scrutinizing nomination papers when minor defects are found with a view to make the member-customers of PBSs election-oriented. In that circular, election areas revised and tenure of a director would be 5 years instead of 3 year’s term from these elections. The DPBS-1 election commission scheduled elections to be hold in 3 areas for 5 years term and 1 area for 1-year term through bye-election. We suspect that the incumbent directors of the 3 areas those who are wanted to retain their positions uncontested had collaborated the election commission and high officials of DPBS-1 and REB. That’s why we attempt to draw the attention of the Court to bring justice to these anomalies”.

Sydur Rahman, another candidate whose nomination paper was rejected in the scrutiny said, “ Last term, I submitted nomination paper and contested the election. This term, when I heard my nomination paper had been rejected, I verbally wanted to know the cause behind the rejection from the peoples of election commission. When they did not respond, I wrote an application to have the proper reason. Even when the commission did not reply this time, I asked the authority in a form of legal notice adding court fees. And when they did not bother any of my appeals, I finally went to the Court to exercise my right to know.”

[Annual General Meeting (under Injunction by the High Court), DPBS-I HC, 01/01/2004. Cross Section of Officials, Disgruntled Petitioners for High Court Injunction, Tape: 05B (16:33-31:42) 06A (00:01-09:00) 06A (24:57-31:38) 06A-ad (00:01-05:56)]

And following their appeal, the High Court made an injunction over the meeting up to 04/01/2004 that affected the 22nd Annual General Meeting of DPBS-I scheduled to be held on 1st January 2004. It was an unprecedented event in the history of DPBS-I since its inception in 1983.

3. PBS Annual General Meeting

Annual general meeting is another forum for the ordinary member-consumer to take part in the affairs of PBS. The REB-PBS Model Bye-laws says, “ The first annual meeting of the Samity members shall be held within eighteen (18) months after the Samity has been formally or commercially energized (whichever is earlier) and annually thereafter in the month of at such place within the operating area of the Samity as selected by the meeting. The Samity Board, by resolution, shall be allowed to set the annual meeting date in the one month preceding or in the one month succeeding the month designated above. It shall also be the responsibility of the Samity Board to make adequate plans and preparations of the annual forfeiture or dissolution of the Samity.” *[REB-PBS Model Bye-laws (last Revised: 11-01-1995), Article VII, Section 1, p. 11]*

Here are some of my observations of the 22nd annual general meeting of DPBS-I that was held at last on 10th January 2004:

- a) The date of the meeting was announced in national dailies of that very day, i.e. the 10th January 2004. As a result, the gathering of members in this Annual General Meeting was very poor. Only 676 member-consumers enrolled their name.
- b) The meeting continued about only one hour and a half.
- c) In the meeting, at first, Md. Sarwar Hossain, general manager of DPBS-1 addressed the audience. Later, Md. Nazrul Islam, the returning officer of the just concluded elections, officially declared the results of the elected candidates and the duration of their term. Finally, the president read out the answers that were previously submitted for the 'Question Hour Session'.

[Annual General Meeting, DPBS-1 HQ, 10/01/2004, Cross Section of Consumers & PBS Officials, Tape: 06B (28:31-31:20) 07A (00:01-18:18)]

Recent Annual General Meeting:

- e) Number of Participants (member-consumers) enrolled in the meeting: 676
- f) Number of Questions for "Question Hour Session": 03
- g) Number of Consumers who won the lottery by Category:

Domestic & Others	21
Commercial	05
Small Industries	03
Large Industries	02
Irrigation	03
Highest Bill Payers	03
Registration	10
Total=	47

[Data Source: K.M Rabiul Karim, AGM, Member Service, DPBS-1]

In an interview, showing a copy of his questions for the Question Hour Session, Md. Selim, Manager of Deep Tube Well Irrigation Scheme of Dhamrai, who had been taking part in DPBS-1 annual general meetings for years together, observed that the authority had much opportunity to put aside the embarrassing questions since they never allowed open questions in the meeting. *[Md. Selim, Manager of Deep Tube well Irrigation Scheme, Dhamrai, Tape: 06B (14:21-28:30)]*. Although K.M Rabiul Karim, AGM, Member Service Division of DPBS-1 denied this view, we cannot disagree with Md. Selim's argument when we see only 03 (three) questions (!) were selected to answer in the "Question Hour Session" in the 22nd annual general meeting. However, the other

activity, that is, presenting the best consumers through a lottery system was really a convincing event.

Despite pitfalls mentioned above, member-consumers of PBS were seen in taking part in various stages of system installation and maintenance with full vigor and much enthusiasm. Some of these are:

1. Consumers allow their lands to dig pole and to cut trees to make a right of way for electric wire amid less controversy with a view to contributing for the greater interest of the community.
2. Consumers come forward in making vigilance-teams to protect illegal connection and stealing of electrical equipments such as transformers, cables and so on.
3. Consumers congregate in unison be it the village energization meeting or consumer meeting for safe use of electricity or an event like the first operation of a transformer on a pole in their area.
4. Consumers eager to elect their own candidate as Director to have a stake at PBS Board level for the benefit their locality.

[Direct Observations of activities in DPBS-1, Netrokona PBS and Sherpur PBS]

Participation of PBS Directors and Lady Advisors

PBS directors are elected persons who are bonafide members of the Samity aged between thirty (30) and seventy (70) and have passed S.S.C or equivalent from any recognized School/Board/University as well as bonafide resident of those Ulakas for which they represent. But lady advisors are nominated members of PBS Board who have the same qualifications except the age not exciding fifty (50). They are appointed from the womenfolk to address the views, concerns and desires of the female members of Samity. The lady advisors have no voting right on any question to the Board. However, PBS directors and lady advisors take part in various formal and informal activities of PBS.

1. Office Bearing

According to the REB-PBS Model Bye-laws, some PBS Directors have to hold official positions on voluntary basis. These are a post of president, vice-president, secretary and treasurer. These are filled up by secret ballots each year by the Samity Board Members at the meeting of Samity Board that holds immediately after the closing the annual general

meeting at which the results of the election of the Directors is announced. Some of the activities that are performed by the office bearers are elaborated below:

- a) The President or the Vice-president (in absence of President) shall,
 - 1) Be the principal executive officer of the Samity and unless otherwise determined by the members or the Samity Board, shall preside at all meetings of the members and Samity Board;
 - 2) Sign, with the Secretary, certificates of membership, the issue of which shall have been authorized by the Samity Board or the Samity members, and may sign any deed, mortgage, deed of trust, note, bond, contract or other instruments authorized by the Samity Board to be executed, except in case in which the signing and execution thereof shall be expressly reserved to the Rural Electrification Board or delegated by the Samity Board or by the Bye-Law to some other office bearer or agent(s) of the Samity, or shall be required by law to be otherwise signed or executed;

- b) The Secretary shall be responsible for:
 - 1) Keeping the minutes of the meetings of the members and of the Samity Board in one (1) or more books provided for that purpose and kept stored in a secured file within the administrative office of the Samity;
 - 2) Ascertaining that all notices are duly given in accordance with the Bye-Laws or as may be required by national laws;
 - 3) The safe keeping of the accounts, records and the seal of the Samity and affixing the seal of the Samity to all certificates of membership prior to the issuance thereof and to all documents, the execution of which on behalf of the Samity under its seal is duly authorized in accordance with the provisions of Bye-Laws;
 - 4) Signing, with the President, certificates of membership the issuance of which shall have been authorized by the Samity Board;

- c) The Treasurer shall be responsible for:
 - 1) Assuring proper receipt and accounting of all funds and Securities of the Samity;
 - 2) Assuring the proper receipt of and the issuance of receipts for all take due and payable to the Samity in such bank or banks as shall be selected by the Samity Board in accordance with the Policies, guidelines and directives to be issued by Rural Electrification Board from time to time;

[REB-PBS Model Bye-laws (last Revised: 11-01-1995), Article X, Section 4, 5, 6 & 7, p. 23-24]

As office bearers, the executive body of Samity Board has to take part in contracting agreements with Rural Electrification Board (REB). In this regard, Kazi Humayun Kabir, President and Director, DPBS-1, expressed his feelings as following, “Whenever we, the executive body, come in contact with REB for any matter of concern, we raise our arguments based on reasons and experience from grass roots level. As for example, when we met REB officials with a view to contracting Performance Target Agreement or PTA, we categorically analyzed performance targets of the previous year and proposed reasonable targets for the next year. As result of the arguments and counter arguments, we and the REB authority came in to an agreement for new PTA for the next year.” [Kazi Humayun Kabir, President and Director, DPBS-1, Tape: 03B (09:37-26:37)]

It was observed in DPBS-1, the President of the Samity Board used to preside over the meetings with delegates from local and foreign alike. Again, Kazi Humayun Kabir, President and Director, DPBS-1, said about his experience of a recent meeting with delegates from SAARC countries as such, “on behalf of Samity I presided over the meeting and exchanged views with the representatives from India, Sri Lanka, Nepal and Bhutan. They were moved at seeing the high performance of Dhaka Palli Bidyut Samity-1 particularly of reducing system loss and rate of bill collection projected as ‘At a Glance’ on the screen. The delegates expressed their deep interest in learning from Dhaka PBS-1.”

[Kazi Humayun Kabir, President and Director, DPBS-1, Tape: 03B (09:37-26:37)]
[Foreigners’ Visit at DPBS-1, Delegates of India, Sri Lanka, Bhutan and Nepal, Tape: 02A (00:01-30:38) 02B (00:01-13:39)]

2. PBS Board Meeting

One of the most crucial participating forums for Directors and Lady Advisors is PBS Monthly Board Meeting. According to the REB-PBS Model Bye-laws, “A regular meeting of the Samity Board shall also be held monthly at the principal office of the Samity Board and on such day of the month and at such time of the day determined by the Samity Board from time to time. Such regular monthly meetings may be held without notice other than such resolution fixing the date and time thereof.” [REB-PBS Model Bye-laws (last Revised: 11-01-1995), Article IX, Section 1 p. 20]

In DPBS-1, this Board Meeting is generally held at 11.00 a.m. on the third Sunday of each month. Below are some of my observations of such a meeting in DPBS-1:

- a) Meeting started on time. All Directors and Lady Advisors except one were present. The president of the samity presided over the meeting.
- b) Some reports were presented to the board. These are: General Manager's monthly general report and monthly conveyance and repairing expense report; Executive Engineer's monthly progress report and, Retainer Engineer's monthly report.
- c) The directors discussed financial and statistical reports.
- d) All most all directors were engaged in a debate over allocation of mileage among different areas and priority setting for the under construction line extension project. The General Manager and the Executive Engineer explained the whole matter. Finally, the directors came to an agreement and took decisions all and sundry.
- e) The directors showed democratic norms during the meeting.

[Monthly Samity Board Meeting, DPBS-1 HQ, Directors, Lady Advisors, General Manager, Deputy General Managers, Assistant General Managers, Tape: 01A (00:01-31:47) 01B (00:01-16:30)]

During the year 2003, the Directors of DPBS-1 took 73 (Seventy Three) Decisions on different issues presented to Monthly Board Meetings. The categories of these decisions are the following:

1. Tender Approval and Work Order
2. S.T.D Account Opening in Banks
3. Dividends Adjustment under Share Equity of Mymensing Power Station Phase-3
4. Power Connection after Line Construction
5. Appointment and Renewal Appointment of Meter Readers/Bill Messengers on Contract Basis
6. Approval of Annual Performance Evaluation made by GM
7. Approval of renting House for Complain Center
8. Approval of Renewal of Medical Retainer on Contract Basis
9. Sub-Station Insurance Agreement Done
10. Ante Dated Approval for Work Orders of Urgent Maintenance of Lines in Natural Disaster Affected Areas
11. Transformer Installation to meet Overload Problem
12. Date Fixation for Annual General Meeting
13. Others
 - Hajj Pilgrims of Employees
 - Construction of Prayer Room
 - Construction of PBS House Building
 - Medical Attendance Fees for Employees

-Approval of Earn Leave for Medical Treatment

-Feasibility Study of House Hold Customers according to Serial Number of Application

[Summary of Minutes of Regular Monthly Meetings of Dhaka PBS-1, No.294 to No. 305]

In this regard, Md. Wakilur Rahman, Director and former President, DPBS-1 said, “We take decision on the basis of the guidelines made by REB. We cannot take all decisions. Some of the issues discussed in the Board are sent to REB as proposals for final approval. Some times this creates problem. The speed of construction work may be hampered when the approval for purchase of materials delays. On the other hand, our PBS makes profit TK. 50-60 crores every year. But when we directors attempt to reduce rate of electric power, REB does not pay heed to the matter. Again, when PBS Board recommends any appeal to compensate a victim other than PBS employee during construction work, REB always rejects this view. What I would like to say, as the consumer growth under Dhaka Palli Bidyut Samity-1 is very high, and as our PBS is financially sound, such powers for decisions should be delegated to the PBS Board.” *[Md. Wakilur Rahman, Board of Director, DPBS-1, Tape: 02B (18:23-31:40) 03A (00:01-17:12) 06B (00:01-14:20)]*

Another factor that affects PBS decision-making is the power of allocation of electric lines or mileage by the respective Members of National Parliament. It was observed in the PBS Board Meeting, some directors felt helpless when they saw their own localities were being deprived of electric lines then or near future although those proposed villages had passed all conditions including revenue coverage. However, the Board of Directors here are fortunate enough to take decision for constructing additional lines almost every year with DPBS-1’s own fund without any political interference. *[Monthly Samity Board Meeting, DPBS-1 HQ, Directors, Lady Advisors, General Manager, Deputy General Managers, Assistant General Managers, Tape: 01A (00:01-31:47) 01B (00:01-16:30)]*

It is worth mentioning that the Lady Advisors can take part in the discussions regarding policy matters although they have no voting rights. In an interview, Jahan-ara Haque and two other Lady Advisors of DPBS-1, said, “We have pains in our mind regarding the voting power. In many occasions, we have raised demand for our voting right in PBS Board Meetings. REB authority always denied. Whereas, we see, women representatives

are allowed to take part fully in decision making in local governments.” [Jahan-ara Haque, Mrs. Rokeya Haque & Hena Bugum, Lady Advisors, DPBS-1, Tape: 01B (16:30-30:30)]

3. System Energization

The Board of Directors and Lady Advisors take part not only in policy-making, but sometimes their participation in policy implementation is considered very crucial in PBS. Here below is a list of major responsibilities of Board of Directors and Lady Advisors along with various authorities from REB and PBS for implementation in order to ensure the preliminary system development of all new Palli Bidyut Samity:

1. Secure temporary office accommodations; procure minimum basic office equipment and furniture; Request Allocation of operating fund.
2. Establish Board Meeting Schedules, Board Standing Committee; Select banks for membership and general fund deposits.
3. Complete Basic Line Design and prepare Key Map for REB Approval.
4. Conduct Membership Drive based on Approved Key Map; Establish membership records by serial number and elaka (locality).
5. Establish area for construction priorities.
6. Establish plans and methods necessary to verify industrial applications, rice mills, irrigation pump locations, etc.
7. Adopt Retail Rate Schedule.
8. Establish billing procedures, meter-reading routes.
9. Adopt PBS Service Code, PBS Rules and Regulations and PBS Employee Conduct Code.
10. Test Energize sub-station and lines; take over completed construction-being PBS operation.

[REB: PBS Policy Instruction 300-10 (Annexue-1), Revision Date: 31/10/1996]

Transparency

Every PBS is managed by various rules and regulations. Further, almost all major activities in a PBS are recorded and evaluated. These official documents and reports are supposed to be known to all the stakeholders concerned. Here below we first attempt to delineate the official methods of transparency of PBS activities and later, examine the effectiveness of these methods.

Methods of Transparency

- **Manuals and Policy Instructions**

The daily operation of PBS is well documented in the respective PBS Manual and in the general Policy Instruction Series. PBS management has to follow the rules and all concerned such as consumers, the Board of Directors, managers and employees of PBS, and the Rural Electrification Board know regulations of Manual and Instructions. The REB-PBS Model Bye-Laws consists of the following articles:

- a) Article I- Name and Organization
- b) Article II- Purpose
- c) Article III- Place of Business
- d) Article IV- Principal Office
- e) Article V- Membership Office
- f) Article VI- Rights and Liabilities of Members
- g) Article VII- Meeting of Members
- h) Article VIII- Samity Board
- i) Article IX- Meetings of The Samity Board
- j) Article X- Office Bearers
- k) Article XI- Non-Profit Operation
- l) Article XII- Financial Transactions
- m) Article XIII- Miscellaneous
- n) Article XIV- Seal
- o) Article XV- Amendments
- p) Article XVI- Interpretations

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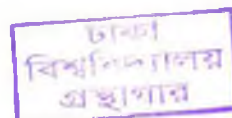
On the other hand, the Policy Instruction Manual regarding PBS consists of the following series:

Policy Series	Subject	Number of Policies
PBS Instruction 100	Engineering and Materials	57
PBS Instruction 200	Finance	31
PBS Instruction 300	PBS Development and Training	59

- **Form-550**

In the prescribed Form-550, the PBS management presents details of its financial and statistical report to the Board of Directors every month. The form contains information under the following headings:

- a) Statement of Revenue and Expenses.
- b) Accounts Aging of Consumer Receivable-Electric.
- c) Balance Sheet.



- d) Consumer Sales and Revenue Data.
- e) Energy and Demand Data as per Billing Meter.
- f) Plant and Consumer Data.
- g) Aging of Accounts Payable.
- h) Un-Collectibles Written Off Recovered and Percentage of Recovery.

[Habib (2001: 8)]

Later the Rural Electrification Board publishes the summary of the Form-550 in monthly Management Information System (MIS) report that is made available to all concerned agencies.

- **Monitoring Reports**

Major REB Directorates like Management Operations, Office System (Finance), System Operation and other relevant offices regularly monitor the activities of PBSs and report in prescribed forms. These reports reflect information about all Key Performance Areas (KPA) of a PBS.

[Habib (2001: 8)]

- **Management and Operations audit reports**

The REB high officials conduct Management and Operations Audit in the PBS every alternative year. This audit covers all aspects of PBS activities with a view to thorough check up of the utility in a routine manner. Reports are published subsequently for the concerned agencies. The Management and Operations Audit Report contains the following information:

- a) Management Function (Check List) that includes Planning, Organizing, Directing, Coordinating, Controlling, Training, Tariff, General Services Department and Member Service Department.
- b) Construction, Operation & Maintenance Department (Check List) that includes Line Inspection and Right Off Way, Work Order Procedures, Work Planning and Complain Attendance, Delegation of Duties, Safety Practice, Stock of Tools and Tools Maintenance, Policy Instructions, Manpower and Training, PTA Target Achievement, Meter Testing and Repairing Facilities, Workshop Facilities, and Substation.
- c) Finance, Accounting & Billing Department (Check List).
- d) PBS Loans & Audit (Check List) that includes Policy Instructions and Audit Recommendations, Budgetary Control, and Loan and Fund Interest.

[Habib (2001: 8)]

- **Financial Audit reports**

A PBS's financial activities are audited by two agencies. The Loan and Audit Directorate of REB conducts one, and an independent Charter Accounting firm

conducts the other. Both the reports are presented to the bodies like REB Board, PBS Board of Directors and Donor Agencies.

[Habib (2001: 8)]

- **Annual Reports**

The PBS management presents an Annual Report to the consumer-members in the Annual General Meeting every year. This report generally contains the following areas:

- a) Up to Date Basic Data about PBS
- b) Financial Statement
- c) Balance sheet
- d) Progress of PBS Activities
- e) Introducing the Board of Directors
- f) Introducing the Management
- g) Tips of Safe Use of Electricity to the Consumers
- h) Other Important Issues.

- **Performance Target Agreement Report**

The Performance Target Agreement Report is a yearly statement produced by REB. It consists of the following contents:

- a) Program Schedule
- b) Performance Target Fixation
- c) Performance Calculation Formulae
- d) Basis for System Loss & Accounts Receivable Target Fixation
- e) Information of Different PBSs
- f) Bases for Fixation of Other Targets
- g) Break-even Summary
- h) Historical Record of PTA

- **Management Information System Report**

Management Information System (MIS) Statement is a publication of the Finance Directorate of REB. It contains the PBS-wise monthly statistical figures on the following items:

- a) Date of Commercial Operation (Age-year)
- b) Number of Village Electrified (Cumulative this Month)
- c) Kilometer of Lines Energized (Cumulative this Month)
- d) Percentage of System Loss (12 month average this Month)
- e) Percentage of Collection (12 month average this Month)
- f) Percentage of Billed of Current Consumers (this Month)
- g) Number of Consumers Disconnected (Total to date)
- h) Services Connected up to this Month (This Month only)

- I) Domestic
 - II) Commercial
 - III) Irrigation
 - IV) Industrial
 - V) St. Light
 - VI) Total
- i) Amount Billed (12 month average)
 - j) Total Receivable Amount (Number of month receivable)
 - k) Cost of Power Purchased (12 month average this month)
 - l) Amount of Bill Paid by PBS to BPDB (this month)
 - m) Subsidy from Government
 - I) Required by PBS cumulative up to this month
 - II) Received by PBS cumulative up to this month

- **Bimonthly PBS Bulletin**

REB has been publishing their bimonthly news bulletin “Palli Bidyut Shongbad Bichitra” since its inception. The Bulletin generally contains the following news:

- a) Success and failure of Rural Electrification Program
- b) Inauguration of New PBS
- c) Visits of PBSs and Installations by the Distinguish Persons
- d) Annual General Meeting of PBSs

- **Monthly Meeting Minutes**

The monthly meeting minute of DPBS-1 usually consists of the following items:

- a) Date, time and place of meeting
- b) Name of the Directors/Lady Advisors and others presented in the meeting
- c) Agendas of the meeting
- d) Abstracts of monthly reports submitted by treasurer of the Board, executive engineer, retainer engineer etc.
- e) Specific decisions by the PBS Board
- f) Specific proposals for approval from REB authority
- g) Signature of the President and Secretary of PBS Board

In this regard, Ahsan Habib, Executive Director, REB, observes that the ‘Question & Answer Session’ in Annual General Meeting, Public Meetings on the occasion of some ceremonies, consumer education program, visits by external delegates, seminars and symposiums should also be considered as methods to ensure transparency for a any PBS
[Habib (2001: 8)]

In similar tone with Ahsan Habib, Md. Wahiduzzaman, AGM (GS), DPBS-1, has expressed that there is nothing 'secret' in PBS, the officer writes even the Annual Performance Appraisal of an employee in his/her presence. [*Md. Wahiduzzaman, AGM (GS), DPBS-1, Tape: 15B (13:58-31:31) 14B (16:00-27:42) 14B-aid (00:01-02:01)*]

In this respect, Kazi Humayun Kabir, President and Director, DPBS-1, viewed, "all management activities of Dhaka Palli Bidyut Samity-1 are transparent to the PBS Board. We can see Form-550, FDRs, Balance Sheets and Reports. In fact the GM can do nothing without the prior knowledge of the PBS Board." [*Kazi Humayun Kabir, President and Director, DPBS-1, Tape: 03B (09:37-26:37)*]

But the News Reporters of National Dailies at Savar and Dhamrai areas differed about the openness of the activities of DPBS-1. In their words, "We are rarely invited other than the Annual General Meetings or the big events like this. There is no monthly 'News Briefing' in practice. Whenever we are invited, they keep us only silent spectators." [*Firoz Mahmud, Kazi Mahbub, Jaminec Sarker & Miznur Rahman, Local News Reporters of different National Dailies, Savar and Dhamrai areas. Tape: 06A (14:51-24:56)*]

However, during this study, various government organizations like BRDB and District Administration were observed to come in contact with DPBS-1. 36 delegates visited DPBS-1 from February 20th to August 22nd of 2003. Most of the delegates were from foreign countries like USA, Germany, Netherlands, India, Zambia and organization like Word Bank and USAID [*Dhaka Palli Bidyut Samity-1 Visit Book, 2003*]. In one occasion with the delegates from SAARC countries, the President and GM and other officials DPBS-1 were found smartly answering the questions they encountered [*Foreigners' Visit at DPBS-1, Delegates of India, Sri Lanka, Bhutan and Nepal, 02A (00:01-30:38) 02B (00:01-13:39)*].

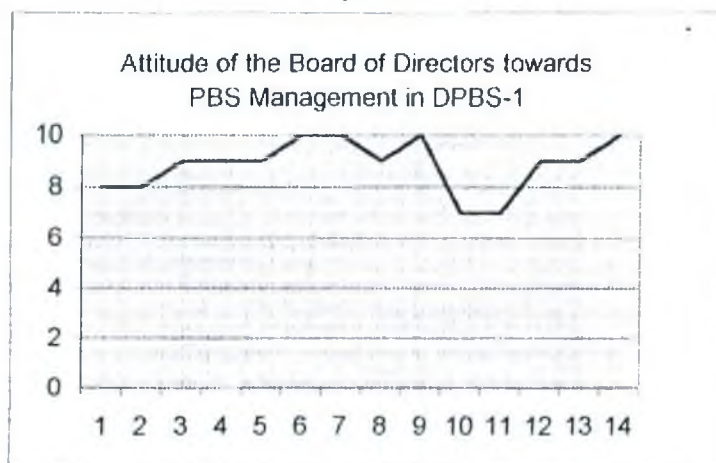
Accountability

In chapter two, we have already defined accountability as the existence of mechanism, which ensures that both officials and employees of PBS are answerable to the appropriate authorities. In PBS, these authorities lie at three levels viz. Board of Directors, Management and REB. For the purpose of studying good governance, in this section, we will attempt to examine how far the mechanism of authority relationship between PBS Board and Management is smooth; how much pragmatic is the arrangement of delegation of authority by GM and AGMs; and how far the control or oversight mechanism by REB over PBS is effective?

Board of Directors Level Accountability

In a PBS, the Board of Directors or the representatives of consumer-members performs like a parliament and the General Manager and his fellow Assistant Managers of different divisions play the role of executive of a government. On behalf of the Management, primarily the GM is accountable to the Board for implementing the tasks those are assigned for him in his Job Description (The responsibilities of GM have already been discussed in the chapter four).

Graph 1

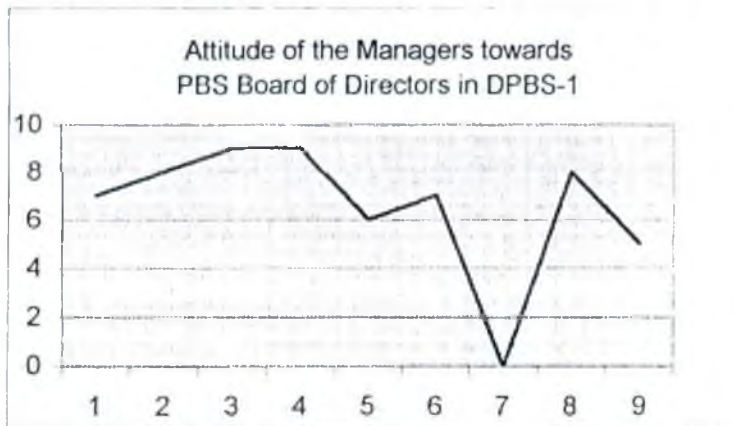


[Source: Field Survey Data from DPBS-1]

According to the REB-PBS Model Byelaws and its subsequent amendments, Samity Board neither appoints nor suspends or removes or appraises the GM. Such powers are absolutely lies with the REB. Consequently, The GM's ultimate accountability goes to REB. However, the GM has to submit reports to the Board in the monthly Board Meeting or any Special Meeting so that the later can discuss, decide or send proposals to REB for approval about any policy matter.

In this regard, Kazi Humayun Kabir, President and Director, DPBS-1, opines, "The management is always accountable to the Board. GM cannot do anything without the consent of the PBS Board. He even has to seek signature of the President or the Secretary of Samity in issuing a bank cheque worth more that TK. 100,000 (One Lakh taka)". *[Kazi Humayun Kabir, President and Director, DPBS-1, Tape: 03B (09:37-26:37)]*

Graph 2



[Source: Field Survey Data from DPBS-1]

In this connection, Md. Wahiduzzaman, AGM (GS), DPBS-1, observes, "Sometimes Samity Board attempts to review the annual performance of an assistant general manager appraised by the GM. In this way, the Board can check the power of GM" *[Md. Wahiduzzaman, AGM (GS), DPBS-1, Tape: 15B (13:58-31:314) 14B (16:00-27:42) 14B-ad (00:01-02:01)]*.

The accountability of management to the PBS Board can also be analyzed by looking it in to the attitude of one group towards the other. The Graph 1 and Graph 2 exhibit the

attitude of 14 directors and 9 managers of DPBS-1 responding to the question “How cooperative is the board-management relationship in DPBS-1?” on a 10-point scale. Most of the directors (12 of them point more than 8) and managers (7 of them point more than 6) view that the relationship is harmonious. This is a reflection of the opinion of Kazi Humayun Kabir, President and Director, DPBS-1, as he said, “unlike many other PBSs, the Board and Management Relationship in this PBS is far more better, smooth and functional.” [Kazi Humayun Kabir, President and Director, DPBS-1, Tape: 03B (09:37-26:37)].

Management Level Accountability

In the management of a PBS, the General Manager is the Chief Executive Officer (CEO). He delegates his powers to the heads of five functional divisions viz. Assistant General Manager (Finance); Assistant General Manager (Engineering); Assistant General Manager (COM); Assistant General Manager (MS) and Assistant General Manager (GS). But in DPBS-1, there are some Deputy General Managers (DGMs) who head the Zonal Offices. These DGMs rank between the GM and the AGMs. The DGMs exercise the delegated authority of the GM.

Finance Division

Assistant General Manager (Finance) is the head of this division. He reports to General Manager of PBS for Accounting, Billing and Collection. [PBS Instruction 300-14, p.6-7]

To assist the AGM (Finance) in accounting functions, there are accountant, plant accountant and cashier with their assistants. While the accountant is assigned to report for the development and maintenance of the general books, the plant accountant is responsible for the records on PBS plant and properties. On the other hand, the cashier is assigned for receiving and accounting for all cash receipts, deposit of funds, and reconciliation of the PBS's bank accounts. [PBS Instruction 300-14, p.8-17]

The billing supervisor is accountable to AGM (Finance) for the accurate billing of consumers and recording of the billing as well as for the collection of consumer bills. He

supervises billing assistants, meter readers and Disconnection for Non-Payment (DNP) Crews. *[PBS Instruction 300-14, p.17-22]*

Engineering Division

Assistant General Manager (Engineering) is the chief of PBS engineering division. He reports to General Manager. AGM (Engineering) has the responsibilities of providing advice and assistance to the General Manager on distribution system Engineering, Design & Planning. He assures the construction of system facilities according to approved technical standards that will provide adequate, safe and economical electric service to all members within the PBS's service area. He will coordinate the Planning & Design works of Electrical Consultancy/Retainer Firm in such fields as PDB System take over, Relay coordination between PDB & PBS System, Existing System Study & Improvement with respect to power factor & load factor, reliability, safety and other related fields. He will also coordinate with local Consulting/Retainer firm in recommending the proposed sub-station sites at appropriate load center. *[PBS Instruction 300-14,p.23]*

The AGM (Engineer) delegates the authority of initial design and development of system planning to the Junior Engineer (Engineering)/Staking Engineer. *[PBS Instruction 300-14, p.25]*

Construction, Operation & Maintenance (COM) Division

As the head of this division, Assistant General Manager (COM) is accountable to the General Manager of PBS. But, an AGM (COM) under a Zonal Office reports to the DGM. His responsibilities encompasses the following areas:

- a) Training and maintaining of an adequate work force for the construction and maintenance of the PBS's electric system
- b) Construction of the electric system in accordance with approved plans and specifications in the most efficient and economical means possible
- c) Maintenance of the electric system to provide adequate, economical, and continuous electric service
- d) Planning of work schedule for construction and Operations and Maintenance department with the Engineering Department
- e) Coordination of the functions of the Construction, Operations and Maintenance department with the Engineering Department

- f) Maintenance and repair of the PSB's transportation and work equipment
[PBS Instruction 300-14, pp.26-27]

Junior Engineer (COM), Assistant Junior Engineer (COM), Line Technician, Lineman Grade-1, Lineman Grade-2, Apprentice Lineman, Meter Repairer and Meter Tester are accountable to the AGM (COM) for their designated jobs.

The Junior Engineer (COM) is responsible for the performance of the working crew and the manner in which the work orders issued by the Line Supervisor are completed. He is also responsible for organization of crews to execute construction and maintenance and safety of the working crew as per standards. At the execution level, he assigns the Assistant Junior Engineer (COM) to oversee the work of crews. *[PBS Instruction 300-14, pp.29-32]*

The Line Technician reports to the Junior Engineer (COM) because he is responsible as Leader of a work crew for performing his duties in a coordinated manner in the interest of efficient team performance. The Lineman Grade-1 is directly accountable to the Junior Engineer (COM). Further, the Lineman Grade-2 and Apprentice Lineman are answerable to the Lineman Grade-1. *[PBS Instruction 300-14, pp.33-39]*

The Meter Repairer is responsible for the servicing, repair and maintenance of all disordered or damaged energy meter of the PBS as per instructions and directives. And, Meter Tester is responsible for accurate testing and calibration (when need arises) of single-phase energy meters as per REB approved standard specifications to be issued from time to time. *[PBS Instruction 300-14, pp.40-44]*

Member Service Division

Assistant General Manager (MS) is the chief of this division. He reports to the General Manager of PBS. As a key employee in the management staff, he is responsible for the following area:

- a) Assisting for enforcement of any policy as far as it relates to consumer-member and general public e.g., Bill Collection Drive, Disconnection of Services, Right of Way problems and etc.
- b) Assisting in organizing and conducting union/village meetings to explain PBS operational system and procedure, safe and proper use of Electric Energy, Consumers' duties and responsibilities for prevention of theft of Electricity and line-materials.
- c) Assisting in organizing and conducting extensive motivational works to make the consumer conscious and aware of the penalties and punishment that may be imposed for theft of energy, improper use of energy, resale of energy, illegal line extension and electric connection.

[PBS Instruction 300-14, p.58]

In this regard, Md. Wahiduzzaman, AGM (GS), DPBS-1 expresses, "the Dhaka PBS-1 is now the biggest PBS in Bangladesh in terms of rapid consumer growth. At the moment, there are as many as 1,70,000 registered customers in this PBS while the total number of staff are only 500. So, it is very much urgent to increase the number of employees as well as managers. Our GM feels to delegate some of his daily responsibilities to a DGM in the Head Quarter but such a post has not been created yet."

[Md. Wahiduzzaman, AGM (GS), DPBS-1, Tape: 15B (13:58-31:314) 14B (16:00-27:42) 14B-ad (00:01-02:01)]

REB Level Accountability

It has already been mentioned in the Chapter Four that REB has a stake in PBS management. Each PBS is accountable for its activities to the REB Board and the Directorates associated with it. According to the Preamble of REB-PBS Byelaws, "REB will require from PBS those reports and audits that are essential to the protection of loan security, achievement of the objectives of the Ordinance, and that may otherwise be requisite to the success of area coverage rural electrification" *[REB: Byelaws Preamble, 1978: 1-2]*. How the accountability of a PBS goes to REB is discussed below:

- **Oversight of PBS Functions**

Every PBS is an independent cost and management center. They do their activities according to the rules of PBS Manual and relevant Policy Instructions Series followed by the standard REB guidelines. As an oversight body REB regularly monitor among others management functions, engineering functions

and, financial and accounting functions. PBS officials are accountable to REB for these functions.

- a) Officials of PBS Development & Management Directorate pay regular visit at PBS with a view to finding problems of PBS management and identifying irregularities. The other areas of inquiry of them are recruitment, procurement, PBS board functions, consumer services, and election of directors of PBS Board etc.
- b) PBS finance division is responsible for their activities to the finance directorate of REB. Personnel under finance directorate regularly monitor the following areas of a PBS:
 - Conformance Form # 550 data with the General ledgers, Subsidiary ledgers and other related files.
 - Cash Management
 - Pay Roll
 - Electric energy sales and consumer accounting
 - General accounting
 - Plant and property accounting.
- c) PBS Engineering division is responsible for the proper operation and maintenance of substations, lines and equipments under the respective PBS. REB Engineering directorate constantly monitor and check quality and usability of Substations, distribution lines, tool and equipments and habit of crews to safety norms.

- **Management & Operations Audit**

Each PBS is accountable to REB for the performance of its management & operations. Every alternate year, a team comprising the officials from directorate of PBS Development & Management, directorate of Engineering and directorate of Finance thoroughly check the management & operations activities of a PBS with standard checklists. The respective PBS has to comply with the recommendations of this audit.

- **Financial Audit**

Other than monitoring the financial activities of PBS, the REB Finance directorate conducts financial audit at PBS every so often. This is also a kind of accountability measure to a PBS.

But, one report conducted by NRECA says this form of day-to-day oversight or regulation by REB on PBS is somewhat inimical to the very spirit of the Preamble of the REB-PBS Byelaws. The Preamble outlines:

“ All Rural Electrification Board activities shall be carried on in a manner to help develop the resources and ability of each Palli Bidyut Samity to meet its needs, handles its own affairs effectively, and achieve as soon as possible the internal strength and soundness to assure its success as an independent enterprise. As a Samity develops adequate internal strength and financial soundness, direct Rural Electrification Board assistance will diminish accordingly”

[REB: Byelaws Preamble, 1978: 1]

The report argues based on an empirical study over 9 PBSs that the present Byelaws, given by REB at registration, are sufficient for the initial years of operations or until the Board and Staffs are appropriately trained. So after five years of any PBS, the Byelaws become inconsistent with the 1977 Ordinance and the intent of the Preamble. *[REB/NRECA/USAID (1998), Management Assessment Final Report: Rural Electrification Board & Palli Bidyut Samities (PBS), RPPR Intermediate Results 2.1,p. 16]*

In DPBS-1, we have observed almost similar views prevailing among the Board of Directors in a discussion meeting. They expressed, “this PBS Board has actually no power to take any crucial decision regarding rate setting or so even after it reaches the age of 20/22 years and even the PBS makes profit of about some TK. 800 million each year. It only follows the directions of REB. Otherwise our directorship will be canceled” *[A.K.M Sirazul Islam, Kazi Humayun Kabir, Md. Shah Jahun, Md. Mizanur Rahman & Md. Wakilur Rahman, Board of Directors, DPBS-1, Tape: 03A (17:13-31:35) 03B (00:01-09:36)]*

Competence

Competence is the single most important attribute of PBS governance. A group of entrepreneurial directors and lady advisors, a number of professional managers and a host of employees with sufficient technical know-how can really make a difference not only in achieving goals and objectives of PBS but also in customer satisfaction as well. So, competence in an electric supply utility like PBS needs a workable Human Resource Management Policy. In Chapter Five, We have already discussed about the prevailing state of Human Resource Management regarding recruitment, training, motivation, and placement for the PBS officials. In this section, however, we will attempt to assess how

far the directors and lady advisors, managers and employees of DPBS-1 are efficient in carrying out their respective roles.

Entrepreneurship of Directors and Lady Advisors

Entrepreneurship in an organization emanates from, among others, socio-economic background, training and commitment of the persons who are in charge of decision-making.

In DPBS-1, we have found that among the 14 directors and lady advisors, half (50%) are aged between 45-50; more than half (42% BA/BSc/Bed and 21% MA/MSS) are graduates and postgraduates in education; and most of them are businessmen (57%) or teachers (35%) by profession. And majority of the directors and lady advisors' (71%) income ranges between TK.4000-12000. The features of socio-economic background of the directors and advisors of DPBS-1 indicate that majority of them come from Bangladeshi middle class families and they are well educated to take the responsibility of directing a cooperative organization (See the tables below).

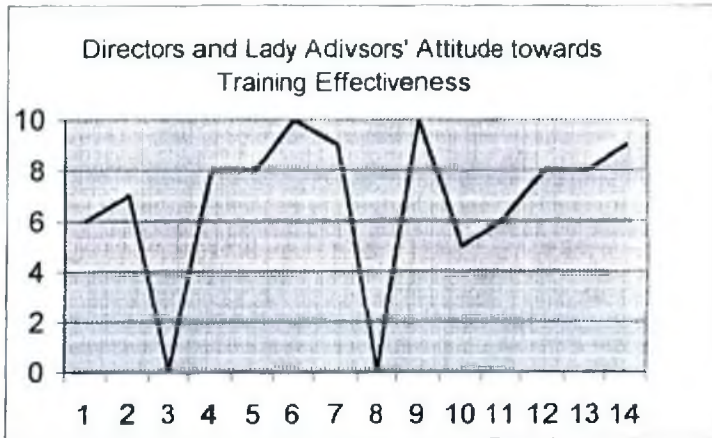
Table 1: Some Basic Features of the Board of Directors/Lady Advisors of Dhaka Palli Biddyt Samity-1, 2004 (Total Number of Respondents = 14)

Age	Number (%)	Education	Number (%)	Profession	Number (%)
35-40	2 (14%)	SSC	2 (14%)	Agriculture	1 (7%)
40-45	2 (14%)	HSC	2 (14%)	Business	8 (57%)
45-50	7 (50%)	BA/BSc/Bed	6 (42%)	Teacher	5 (35%)
50-55	1 (7%)	MA/MSS	3 (21%)		
55-60	1 (7%)	Diploma Eng.	1 (7%)		
60-65	1 (7%)				

Monthly Income TK	Number (%)	Serving the Samity	Number (%)	Training	Number (%)
4000-12000	10 (71%)	1-5 years	4 (28%)	No Training	2 (14%)
12000-20000	2 (14%)	5-10 years	2 (14%)	7-days	2 (14%)
20000-28000	1 (7%)	10-15 years	3 (21%)	12-15 days	6 (42%)
28000-above	1 (7%)	15-20 years	2 (14%)	Above 15 days	4 (28%)
		20-25 years	3 (21%)		

[Source: Field Survey Data from DPBS-1]

Graph-3



[Source: Field Survey Data from DPBS-1]

In the second place, it is observed in the Graph: 3 that the directors and advisors of DPBS-1 are very much optimistic about the quality of training they have received (See Graph: 3). But the duration of training days seems inadequate in comparison to their experience i.e. serving the Samity in terms of years. The tables above exhibit that 2 of them (14%) have no training at all; another 2 directors/advisors have only 7-days training and still another 6 (42%) have training not more than 15 days. Against this backdrop, the directors and advisors of DPBS-1 have track record of repetitive service in the Samity Board. Among them, more than half have experience ranging from 10 to 25 years (See table above). So, training needs of the Board of Directors/Lady Advisors of DPBS-1 deserves keen attention (See the table below).

Table 2: Training Needs of the Board of Directors/Lady Advisors of Dhaka Palli Bidyut Samity-1, 2004 (Total Number of Respondents = 14)

Needed Topic/ Subject	Number of Concerned	(%)
PBS Policy Instruction	2	(14%)
PBS Member Service	1	(7%)
Practical Knowledge on Electrical Issues	2	(14%)
Form 550	5	(35%)
Over all Rural Electrification Program	1	(7%)
Management Issues	4	(28%)
Training Abroad	5	(35%)

Source: Field Survey

And finally, the directors and lady advisors in every PBS are pledged-bound to serve the PBS. The full text of the their official Pledge is furnished bellow:

“To justify the honor and trust the Rural Electrification Board and my fellow Palli Bidyut Samity members have placed in me, I pledge that I will inform myself about:

1. Palli Bidyut Samity principles and the responsibilities of a Samity director;
2. The Rural Electrification Board programs and my Samity’s relations with the Rural Electrification Board;
3. The history of my PSB and its value to the nation and community;
4. The By-laws; policies; regulation, operating rules and practices of my PBS;
5. The rural electrification program concept and how best it may be applied in order to build a system to provide electric power and energy to majority of my fellow countryman.

Make it my duty to:

1. Attend board meetings regularly and do my share of committee work;
2. Vote according to my best judgment, but only after careful and open-minded consideration of the matter to be acted on;
3. Comply with and honor majority decisions;
4. Act for the good of all Palli Bidyut Samity members, not for self interest or just my friends and neighbors;
5. Promote democratic representation and control of the Samity by its members;
6. Share fully the boards responsibilities to: make policy, subject to REB approval; make plans for Samity development, provide for competent management operations of the Samity; ensure financial viability; promote full area coverage; provide for member and general public education in Palli Bidyut Samity concept and productive utilization of electric power and energy; enlist active member participation and promote good community relations”

[REB: PBS Policy Instruction 300-12, Revision Date: 31/10/1996]

It is very difficult to measure how far the directors and lady advisors comply with their pledge. But my observation in the Monthly Board Meetings and analysis of the meeting minutes convinces me that all most all the directors and lady advisors of DPBS-I used to attend meeting regularly and they used to debate over an issue in democratic manner.

[Monthly Samity Board Meeting, DPBS-I HQ, Directors, Lady Advisors, General

Manager, Deputy General Managers, Assistant General Managers, Tape: 01A (00:01-31:47) 01B (00:01-16:30)]

In this connection, once again, we may recall comments of Kazi Humayun Kabir, President and Director, DPBS-1. He says, “We directors, not every one off course, are fully committed. We have prepared a Project Profile (PP) with that we have already initiated some self-financing programs to utilize the PBS’s surplus money. First, we have opened shareholder system for each of the 1,67,000 consumer-member of DPBS-1 in REB Revolving Fund. Second, we have started helping many PBSs by providing materials in crucial times without any service charge. Third, we have preceded some self-financing line construction projects in our PBS area. Fourth, as DPBS-1 is financially well off, so we have bought share in the Rural Power Company (RPC) that is going to generate electricity 140 MW at this moment and more up to 210 MW within few years. And finally, we have 52% investment share in the Dhaka North Power Plant (DNPP) at Tongi that will be engaged in supplying electricity only to the consumers of DPBS-1. Of the 11 member-executive body in DNPP, 3 directors from DPBS-1 represent there” [Kazi Humayun Kabir, President and Director, DPBS-1, Tape: 03B (09:37-26:37)].

Professionalism of Managers

Professionalism in the career managers of an organization primarily based on completion of relevant training courses, gathering experience from real life situations and success in departmental examinations.

In PBS system, managerial corpse has to complete 4-years basic training Program. Each manager is entitled to attend 11-13 designed training courses. Here below is an example of the basic training for AGM (Finance).

Basic Training for AGM (Finance)

Sl. No.	Course Name	Days	Year
1.	REB/PBS Office Orientation	6	
2.	Managing a PBS	3	
3.	PBS Accounting Procedure Manual	3	

4.	PBS Policy Instruction	3	1 st
5.	Management- Its Nature and Scope	4	
6.	PBS Audit Procedures	2	
7.	Office Management	3	
8.	PBS General Account Manual	6	2 nd
9.	Purchase, Procurement & Budget	3	
10.	Preparing Annual Work Plan and Budget	4	3 rd
11.	Introduction to PBS Distribution System	3	4 th
12.	Personnel Management	7	
13.	Labor and Industrial Relations	3	
Total days=		50	

Table 3: Some Basic Features of the Managers of Dhaka Palli Bidyut Samity-1, 2004 (Total Number of Respondents = 9)

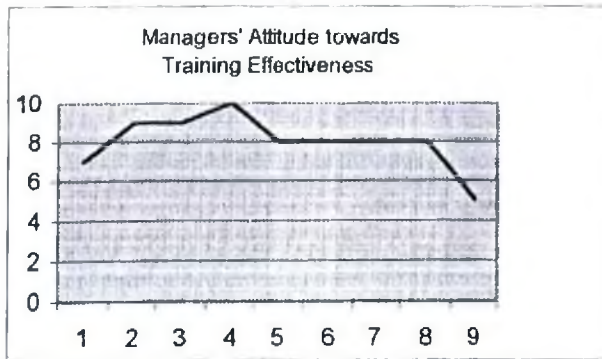
Position	Number	Experience as Manager	Number (%)
DGM	3	1-5 years	2 (22.22%)
AGM	6	5-10 years	4 (44.44%)
		10-15 years	2 (22.22%)
		15-20 years	1 (11.11%)

Training	Number (%)
10-20 days	1 (11.11%)
20-30 days	2 (22.22%)
30-40 days	1 (11.11%)
40-50 days	4 (44.44%)
Above 50 days	1 (11.11%)

Source: Field Survey

In DPBS-1, we see in the table 2, among the 9 managers, 4 (44.44%) have completed their requisite training program; 1 (11.11%) of them has yet to fulfill the training courses. While 1 (11.11%) manager has training more than 50-days, another 2 (22.22%) have training ranged between 20-30 days and still another has obtained training of about 10-20 days. Most of the managers of DPBS-1 have opined that training program is effective (See the Graph: 4 below). But they expressed their training needs of different kinds (Table 4).

Graph-4



[Source: Field Survey Data from DPBS-1]

Table 4: Training Needs of the Managers of Dhaka Palli Biddiyut Samity-1, 2004 (Total Number of Respondents = 9)

Needed Topic/ Subject	Position Concerned
Advance Management	DGMs
Personnel Management	DGMs, AGM (GS)
Public Relation	DGM, AGM (finance)
Key Accounts Management	DGM, AGM (finance)
Total Quality Management	DGM
Transport Maintenance	AGM (GS)
Security System	AGM (GS)
Purchase	AGM (GS)
Electrical Devices	AGM (COM)
Visit to the Electrical Equipment Manufacturing Company	AGM (COM)
Foreign Visits	DGMs
Information Technology	AGM (Finance)

[Source: Field Survey]

However, the experiences of the managers of DPBS-1 exhibit the similar view to that of the training they have had. 4 (44.44%) of them have 5-10 years and 2 (22.22%) other have 10-15 years of experience. Again, while 1 (11.11%) manager has the experience more than 15 years, the rest 2 (22.22%) have served the Samity for about 1-5 years.

On the other hand, every manager in PBS has to qualify the three-part departmental examinations in the initial years after joining his/her job. While the Paper II and I are common for all, the Paper III is specified to the particular category of managers. Here below is an outline of departmental examination for the AGM (GS) in PBS.

Paper I (Common For All): Section-A

Time: 2:30 Hours

Qualifying Marks: 35

Sl.No.	Subject	Marks
1.	REB Ordinance & Bye-laws	10
2.	PBS Bye-laws	10
3.	Electricity Act- 1910 with all amendments	10
4.	Electricity Rules- 1937	10
5.	PBS Service Code	10
6.	Labor & Industrial Rule	20
	Total	70

Paper I (Common For All): Section-B

Qualifying Marks: 15

Sl.No.	Subject	Marks
1.	Ex tempore Speech on any assigned subject	15
2.	Speech on any Written assignment	15
	Total	30

Paper II (Common For All)

Time: 3 Hours

Qualifying Marks: 50

Sl.No.	Subject	Marks
1.	PBS Policy Instruction Series 100	30
2.	PBS Policy Instruction Series 200	30
3.	PBS Policy Instruction Series 300	40
	Total	100

Paper III (For /AGM-GS)

Time: 3 Hours

Qualifying Marks: 50

Sl.No.	Subject	Marks
1.	Managing a PBS	25
2.	Ware House Management	15
3.	PBS Management Audit	15
4.	Management- Its Nature and Scope	10
5.	Office Management	15
6.	Records Management	10
7.	Personnel Management	10
	Total	100

In this regard, as I approached Mr. K.M Rabiul Karim, AGM (MS), DPBS-1 with a view to understanding how far he was managing his department in compliance with the PBS Policy Instructions, he replied about customer motivation program and procedure for customer meter order (CMO) as the following:

“As per instructions, the Member Service division is entitled to motivate the village people in their pre and post connection electrical uses. But in DPBS-1, due to shortage of employees as against the huge number consumers at about 1,69000 my department has lagged behind to do so properly. Despite that we regularly publish leaflets, posters and announcements in national dailies with a view to motivate our customers for their proper, safe and rational use of electricity.

My department is engaged in ordering meter for the customers of five types viz. industrial, commercial, irrigation, household and charitable institutes. In fact the procedure is long for a customer to get his/her meter order. However, ideally (1) the One Stop Service section supplies application forms; (2) The application then is filed out by the consumer; (3) Within 3 days of receiving the application form, one representative of Member Service division provides preliminary inspection report; (4) Then the MS division sends proposals to the consultant firm to make staking sheets for only the qualified applications forms; (5) Within 4 days after getting proposals, the consultant firm submits reports to the MS division completing design and staking sheets; (6) Next, the MS division recommends the application forms to the General Manager with necessary notes for each application to meet the conditions; (7) After receiving approval from the General Manager, the MS division issues letters to the applicants to fulfill the terms and conditions; (8) Having completed the conditions such as ‘electrical equipments as per PBS standard must be purchased’ and ‘house wiring program should be completed by the authorized electrician’ etc., the applicants report the PBS; (9) On the basis of the final report from the wiring inspectors, the applicants are advised to pay deposit money for getting Customer Meter Order (CMO). In this way, an applicant gets the electric

connection within a span of 15-45 days. But again, due to shortage of wiring inspectors and authorized electricians, sometimes we fail to comply with it.”

[K.M Rabiul Karim, AGM (MS), DPBS-1, Tape: 10B (00:01-30:18)]

By the same token, as I asked Soleman Mollah, AGM (Finance), DPBS-1, he readily answered about the competence in management of Billing, Meter Reading and Collection system under his department:

“As per details of location, load etc. known from Customer Meter Order Form the Billing Supervisor assembles meter reading sheet and the route set through which the meter reading of the respective month takes place. Meter reading books are arranged in numerical order adding (+ -) 100 sheets and number using a three digit beginning with 001 through 999. Each individual consumer will be assigned with an account number with four digits from 1000, keeping sufficient gap between each assigned account.

For reading the industrial and irrigation customer meters, supervisory level employees or officers of PBS are usually assigned. The other meters like that of domestic, commercial customers are read by Meter Readers. Meter reading routes and schedules of all consumers is so designed that no meter could be left out of reading by 20th day of each month. However, to accommodate all consumer meter reading, a 30-day cycle is maintained.

For collection of bills, we have opened cash counters both in Head Quarter/Zonal Offices as well as in branches of Banks those stand closer to or convenient within the service area for the consumer to make payment. As long as the regular and timely bill payment culture is yet to develop among PBS customers, we have enrolled 2 additional employees for every 10 (ten) thousand consumers to detect default consumers. We do not hesitate to disconnect the power supply when a consumer fails to pay his/her bill within approved time or date. When revenue outstanding figure goes high in a month, we conduct a massive crash program called DNP (Disconnection for Non-payment) against the bill defaulters with a team comprising of almost all employees in our PBS.”

[Soleman Mollah, AGM (Finance), DPBS-1, Tape: 10A (00:01-22:57) 10A-ad (00:01-04:01)]

With similar vain, when I interviewed Md. Abdul Hakim, AGM (COM), DPBS-1, he categorically responded in explaining the common strategies to the operational issues for managing DPBS-1 distribution system as following:

“For power supply management, we and local PDB officials jointly chalk out an annual plan in which seasonal demands are fixed up. Secondly, to improve the loss of electric appliances at the consumer’s end under single phase line, we use Auto-voltage Regulators those have on load tap-changer to raise or lower the voltage 10%. Thirdly, to reduce high system loss and low voltage, we install capacitors both in lines and customer’s end. The customers having less than 90% power factor must install capacitors. Fourthly, to contain pilferage of electricity, we sometimes install poll meters.

When PBS fails to maintain the supply-demand balance, load shedding is inevitable. To combat load shedding, we take demand side management (DSM) measures. On the one hand, we introduce seasonal tariffs and make adjustable load contracts and ask the customers to shift production to holidays. On the other hand, we use to encourage the customers through our motivation programs both to shift peak loads and use off peak demands.”

[Md. Abdul Hakim, AGM (COM), DPBS-1, HQ, Tape: 08B (00:01-28:29)]

In this respect, I attended a Monthly Staff Meeting in Amin Bazar Zonal of Office, DPBS-1 with a view to perceiving how far Abdus Shahid, the DGM, is professional. Following are the observations:

- ❑ The meeting was started in due time and all staff were present.
- ❑ The staff responsible to their respective issues discussed the agendas.
- ❑ The DGM conducted the whole discussion in an inquisitive manner.
- ❑ The DGM directed the staff for their future course of duties and functions point by point.
- ❑ After the meeting, a team spirit was observed among the staff.

[Monthly Staff Meeting, Amin Bazar Zonal Office, DPBS-1, DGM, AGM (COM) & all Other Employees of Amin Bazar Zonal Office, Tape: 12A (00:01-30:00) 12B (00:01-19:51)]

Further, Mr. Abdus Shahid has informed that with the direction of Md. Sarwar Hossain, General Manager, DPBS-1, they have developed a monthly reporting form along side the existing ones, which is useful for managing PBS affairs more effectively. Here below are two samples:

Dhaka Palli Bidyut Samity-1
Duty Roster for the Month of February 2004

Line Crews	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	
1	M	M	M	M	M	M	H	M	M	M	M	M	M	H	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	
2	M	M	M	M	M	H	M	M	M	M	M	M	H	M	M	M	M	M	M	M	H	M	M	M	M	M	M	M	M	M
3	M	M	M	M	H	M	M	M	M	M	M	H	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M
4	M	M	M	H	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M
5	M	M	H	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M
6	M	H	M	M	M	M	M	M	M	H	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M
7	H	M	M	M	M	M	M	H	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M
8	M	M	H	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M
9	A	A	A	A	A	A	H	A	A	A	A	A	A	H	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A
10	A	A	A	A	A	H	A	A	A	A	A	A	H	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A
11	A	A	A	H	A	A	A	A	A	A	H	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A
12	N	N	N	H	N	A	G	H	N	N	H	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A	A
13	G	G	G	G	G	A	N	G	G	G	A	G	H	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G
14	G	G	G	G	G	N	G	N	G	G	N	G	H	G	G	G	G	G	N	G	H	G	G	G	G	G	G	G	G	G
15	G	G	G	G	G	H	G	G	G	G	G	H	G	G	G	G	G	G	G	H	G	G	G	G	G	G	G	G	G	G
16	G	G	G	G	G	H	G	G	G	G	G	H	G	G	G	G	G	G	H	G	G	G	G	G	G	G	G	G	G	G

Group1= 1&2, Group2= 3&4, Group3= 5&6, Group4= 7&8, Group5= 9&10, Group6= 11&12, Group7= 13&14, Group8= 15&16
 Group1= Meter Installation. Group2= Complain. Group3= ROW. Group4= Remove Illegal Connection. Group5= Meter Change.
 Group6= Maintenance. Group7= Line Construction. Group8= S.D. & Jumping Upgrading.
 M= Morning (07-00AM to 03-00PM). A= Afternoon (02-00PM to 10-00PM). N= Night (10-00PM to 06-00AM). H= Holiday.

1. Md. Moklesur Rahman, L.T. 2. Md. Azad Ali, L.M-2, 3. Md. Rafiqul Islam, L.T. 4. Md. Jamal Hossain, L.M.-2
5. Md. Nuruzzaman, L.T. 6. Md. Shahadat Hossain, L.M-2, 7. Md. Akhtarul L.M-2, 8. Md. Sahaneewaz, L.M-2
9. Md. Haidar Ali, L.M-2 10. Md. Rafiqul Rahman, L.M-2 11. Md. Mahfuzur Rahman, L.M 12. Sushil Chandra, L.T
13. Md. Mamunur Rashid, L.T. 14. Md. Akhtar Faruk, L.M-1 15. Shadan Kant Datta, L.M-2 16. Subir Ranjan Majumder, L.M-2

Note: One J E/AJE is to ensure the departure with the service order on or before 07-00 AM.
 Copy to 1. General Manager, Dhaka PBS-1, Kind information only.

2. Jr. Enggr./A Jr. Enggr. Head Quarter, Dhaka PBS-1. ----- AGM (COM), Dhaka PBS-1

Dhaka Palli Bidyut Samity-I

Reporting Month:

Name of Office:

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	Total			
Description of Work																																			
Meter Installation																																			
Meter Reconnection																																			
Meter Change																																			
Meter Disconnection																																			
Meter Removed																																			
Line Construction																																			
Transformer Installation																																			
Transformer Change																																			
Transformer Removed																																			
Transformer Maintenance																																			
Pole Straightening																																			
Pole Change																																			
Conductor Joint																																			
Conductor Change																																			
Fuse Change																																			
Jumping Upgrade																																			
Grounding Correction																																			
Guy Change																																			
3 Phase Meter Checked																																			
1 Phase Meter Checked																																			
Right of Way																																			
Line Inspection																																			
Bill Collection																																			
Illegal Connection																																			
Safety Meeting																																			
Meter Report																																			
Meter Reading																																			
Miscellaneous																																			

Prepared by:

L. T./Junior Engineer

Checked by:

AGM (CO&M)

Approved by:

DGM/GM

Technical Know-How of the Employees

Technical knowledge through adequate training and experience of employees are two major sources of competence in Palli Bidyut Samity.

The training courses for PBS employees are huge both in number and intensity. In chapter five, we have only outlined the course titles. Here is an example of course details for a PBS Lineman:

TL010. Part I Lineman's Course		1st Year
No.	Topic	No. of Periods
T-1	Registration	1
T-2	Area Coverage Rural Electrification	1
T-3	Concepts of PBS	1
T-4	REB/PBS Organizational & Functional Structure	2
T-5	Introduction to PBS Lineman Course & Job	2
T-6	Introduction to PBS Distribution System	2
T-7	Implementation & Construction Schedule	1
T-8	Basic Electricity	3
T-9	Basic Mathematics	6
T-10	Mechanical Advantage (Block & Pulley)	4
T-11	Pole Introduction	1
T-12	Pole Loading, Hauling & Unloading	2
T-13	Use & Care of Climbing and Personal Tools	2
T-14	Ropes, Knots & Hand lines with Usage and Examination	14
T-15	Digging, Setting & Facing of Poles	12
T-16	Pole Climbing Introduction	30
T-17	Pole Climbing Exercise and Examination	24
T-18	Introduction to Overhead Construction Materials	12
T-19	Introduction to Overhead Construction Tools	2
T-20	Overhead Construction Practice	12
T-21	Introduction to Distribution Transformer	3-
T-22	Personal & Job Safety and First Aid	6
T-23	Mid Course Review & Examination	7
T-24	Right of Way	2
T-25	Service Drops & Meters	3
T-26	Installation of Service Drops & Meters	9
T-27	Introduction to Tools Maintenance	3
T-28	Operation of OCRs & Fuse Cutouts	2
T-29	Operation and Maintenance of Wireless Equipment	2
T-30	Summary & Review	4
T-31	Written Final Examination	3
T-32	Practical Examination & Oral Examination	11
		189

[REB (1998, August): 36]

In DPBS-1, we see in the table 5, among the 21 employees, 6 (28.57%) have 38-58 day-training and 5 (23.80 %) have no training at all. While 4 (19.04 %) employees have completed 19-24 days training, another 4 (19.04 %) have training only of 12-16 days. But 2 (9.52 %) employees have training more than 58-days. Most of the employees of DPBS-1 have opined that training program is effective (See the Graph: 5 below). But they expressed their concerns about training needs of different kinds (Table 6).

Table 5: Some Basic Features of the Employees of Dhaka Palli Biddyt Samity-1, 2004 (Total Number of Respondents = 21)

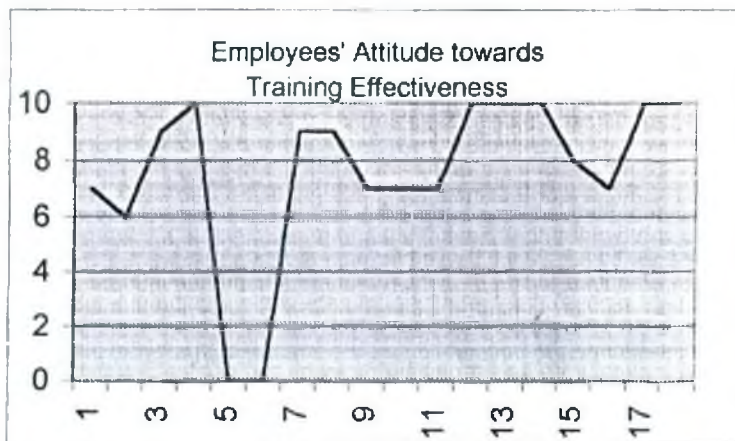
Position	Number
Asstt. Junior Eng.	4
Wiring Inspector	5
Billing Supervisor/Asstt	4
Line Technician	2
Lineman Grade I & II	3
Meter Tester	1
Meter Reader	1
Bill Messenger	1

Experience as Employee	Number (%)
1-5 years	9 (42.85 %)
5-10 years	5 (23.80 %)
10-15 years	3 (14.28 %)
15-20 years	1 (4.76 %)
Above 20 years	3 (14.28 %)

Training	Number (%)
No Training	5 (23.80 %)
12-16 days	4 (19.04 %)
19-24 days	4 (19.04 %)
38-58 days	6 (28.57 %)
Above 58 days	2 (9.52 %)

[Source: Field Survey]

Graph-5



[Source: Field Survey Data from DPBS-1]

Table 6: Training Needs of the Employees at Different levels of Dhaka Palli Biddyut Samity-1, 2004 (Total Number of Respondents = 21)

Needed Topic/ Subject	Position Concerned
New Equipment like ACR, OCR, AVR, Power Transformer, Voltage Regulator, Switch Gear, Wire, Cable etc.	Asstt. Junior Eng. (COM), Lineman Grade I
Substation Maintenance & Operation	Asstt. Junior Eng. (COM)
Repairing of One Phase & Three Meter	Asstt. Junior Eng. (COM)
Electricity Act	Asstt. Junior Eng. (COM)
Office Management	Asstt. Junior Eng. (COM)
Improvement of Consumer Service & Consumer Awareness	Asstt. Junior Eng. (COM), Wiring Inspector
Basic Consumer Wiring & Advance Wiring	Wiring Inspector
First Aid	Wiring Inspector
Computer Fundamentals	Billing Supervisor, Billing Asstt., Line Technician
Training in Other PBSs	Wiring Inspector
Departmental Training	Wiring Inspector, Bill Messenger
Basic Supervision	Billing Supervisor, Line Technician
Lineman's Basic-Part III & IV	Lineman Grade I & II
Meter Testing	Meter Tester
Geographical Information System (GIS)	Wiring Inspector
Training of Trainers (TOT)	Wiring Inspector
Foreign Training	Wiring Inspector

[Source: Field Survey]

However, the experiences of the employees of DPBS-1 exhibit some different views to that of the training they have had. 1 (4.76 %) of them has 15-20 years and 9 (42.85 %) have 1-5 years of experience. Again, while 3 (14.28 %) employees have the experience in a range of 10-15 years, another the rest 5 (23.80 %) have served the Samity for about 5-10 years. But 3 (14.28 %) employees have experience more than 20 years.

On the other hand, employees like Assistant Enforcement Coordinator, Assistant Junior Engineer, and Power Use Coordinator etc have to qualify the two-part written and oral test examinations for confirmation of job and promotion for the next higher post as Assistant General Manager.

In this regard, with a view to understanding how far do the employees of DPBS-1 show their competency in discharging their respective know-how I furnish some snap shot interviews below:

Snapshot 01: Wiring Inspectors

“As per Policy Instructions, I have to complete feasibility study of a consumer line in 3-7 days time. But due to shortage of manpower against a vast number of consumer connections, sometimes we take more time. On the other hand, consumers may suffer in searching valid village electricians. As a condition, an REB licensed electrician must complete every house wiring.”

[Md. Shahab Uddin Morol, Wiring Inspector, Amin Bazar Zonal Office, DPBS-1, Tape: 11A (22:04-28:53) 11A (00:01-06:51)]

Snapshot 02: Meter Reader

“As a meter reader I am assigned to collect reading of 1700 meters per month and submit the reading book to a particular Billing Assistant. I also report about defective meters. My schedule of routes is changed or rotated opposite to that of Bill Messenger on every six months.”

[Md. Tayabur Rahman, Meter Reader, Amin Bazar Zonal Office, DPBS-1, Tape: 12B (24:27-27:01) 12B-ad (04:33-07:04)]

Snapshot:03: Billing Assistant

“We Billing Assistants are allotted to prepare bill for 1400 consumer each month, in addition to keeping all records maintaining personal file connected with each of these number of consumer member. But after the installation of computerized billing system in DPBS-1 and our knowledge in operating relevant software through training, we can now prepare 2500 bills each month and number of mistakes in billing is almost nothing.”

[Hosne Ara, Billing Assistant, DPBS-1, Tape: 10A (22:58-24:00)]

Snapshot:04: Bill Messenger

“As a Bill Messenger I engage myself to deliver the bill to respective consumer-member’s location for subsequent payment. I am also obliged to take readings of 10-12

meters in each month for cross checking the readings those are previously taken by the Meter Reader. My schedule and assignment of routes are changed or rotated on every six months.”

[Bashir Ahmed Talukder, Bill Messenger, Amin Bazar Zonal Office, DPBS-1, Tape: 13A (00:01-03:08)]

Snapshot:05: Billing Supervisor

“I am assigned to prepare electric bills from meter reading sheets. Further, I arrange bills in order for collection. I also make adjustments to bills where corrections are necessary and prepare summaries of consumer billing in accordance with prescribed format. I reconcile billing records with General Ledger Accounts. To me, computer led accounting System has opened a window of hope for faster and accurate ledger maintenance.”

[Md. Sowkat Ali, Billing Supervisor, DPBS-1, Tape: 10A (24:01-29:19)]

Snapshot 06: Meter Tester

“I follow the instructions and directives in performing all works required in connection with testing & calibration of both single-phase and three-phase energy meters for installations to the electric facilities of the system. Testing and calibrating the disordered meters are also under my disposal. Usually I can test 25-30 meters every day. I maintain records and registers for testing & calibration energy meter including its receiving and issue statistics and particulars as per PBS Policy Instruction 300-3.”

[Md. Mahbub Hossain, Meter Tester, Amin Bazar Zonal Office, DPBS-1, Tape: 12B (19:52-24:26) 12B-ad (00:01-04:32)]

Snapshot:07: Lineman

“I carry out the directions of the Line Technician in performing all work required in connection with the construction of and/or replacement of the electric facilities of the system. I work as crewmember both in HT (High Tension) and LT (Low Tension) lines. We have to strictly follow safety codes when we perform our duty. For ensuring safety, we take temporary grounding measure between the poles.”

[A.K.M Zahid Hossain, Lineman, Grade 1, Amin Bazar Zonal Office, DPBS-1, Tape: 13A (03:09-10:28)]

Snapshot:08: Line Technician

“As a Line Technician, I perform in maintaining system functions to assure adequate and continuous services required. Apart from directing the line crewmembers, I always assess load factors both in substation and feeder lines. When I see any substation or transformer becomes overloaded or Oil Circuit Recloser (OCR) trips down permanently, I readily report it to my supervisor to take necessary measures.”

[Abdul Kader, Line Technician, Amin Bazar Zonal Office, DPBS-1, Tape: 13A (10:29-17:10)]

Snapshot 09: Assistant Junior Engineer

“I organize employees into efficient teams capable of carrying out the work assignment. I develop work procedure to facilitate the execution of assign tasks as economically and as efficiently as possible. I facilitate training programs for the work crews to develop skills and ability in work performance. I inspect completed work and oversee safety standards.”

[Md. Alauddin, Assistant Junior Eng., Kaliakayoir, DPBS-1, 11B (23:41-31:02)]

Measuring competence in quantitative terms is very difficult. Even though, the achievement of DPBS-1 against 23 targets in the table below indicates that it is the outcome of competence of the directors, managers and employees.

Dhaka Palli Bidyut Samity-1 Performance Target Agreement Financial Year (2002-2003)

Sl. No.	Particulars		Weight Factor	Target 2002-2003	Achievement 2002-2003
01.	System Loss	L.B	24	9.68%	9.66%
02.	Accounts Receivable	L.B	20	1.68	1.63
03.	Accounts Payable	L.B	2	1.00	1.00
04.	Debt Service Coverage	H.B	2	11.18	8.33
05.	Plant Revenue Ratio	H.B	0	2.25	3.35
06.	Equity Status	H.B		76.52	74.76
07.	Recovery of Amount Written off	H.B	3	5%	5.07%
08.	Payment of Debt Service	H.B	8	47932	48466743
09.	Annual Load Factor	H.B	4	65%	65.56%
10.	Revenue Per K.M. of Line	L.B	7	514	533
11.	Total Cost of Providing Electric Service/Exp./K..H. (Ex. PC & Depr. In. & Pro. Uncoll.	L.B	6	23	22.90

	Amt.(TK.)				
12.	Percentage of Total Connected Consumer Billed	L.B	2	100%	100.61%
13.	Annual Growth in Consumer	H.B	5	145000	153736
14.	Reconnection of Disc. Consumer	H.B		5000	8588
15.	Liquidity Status	STD 1: 1.25	0	13.20	11.71
16.	Inspection of Distribution Line	H.B	2	725	782
17.	Maintenance of Distribution Lines	H.B	3	725	779
18.	Maintenance of Transformer & OCR	H.B	2	600	604
19.	Repair of Damaged Transformer & OCR (No.)	L.B	3	500	672
20.	Consumer Hours Outage	L.B	0	25	23.53
21.	Ratio of Service in Place and Consumer Connection	L.B	3	97.90	97.99
22.	Ratio of Connected & Staked Consumer	H.B	0	94	99.11
23.	Ratio of Disconnected (over 90 days) & Disconnectable (over 90 days) Consumer	H.B	0		13.92
			100		

[Source: Dhaka Palli Bidyut Samity-1 At a Glance, Date: 04/01/2004]

In the above discussion, we have attempted to critically examine the quality of governance in DPBS-1. Here we try to summarize the investigation:

First, the customer motivation program in DPBS-1 has not been taking place regularly. A bye- election held during the research period was fair and competitive. But participation of member-consumers in the subsequent annual general meeting was not satisfactory. The 'Question Hour Session' in the annual general meeting was also not efficacious.

Second, an executive body consisting of President, Vice-President, Secretary and Treasurer was used to bear their official responsibilities. The Board of Directors and Lady Advisors of DPBS-1 were found regular in monthly Board Meetings. They are allowed to take only routine decisions. REB and sometimes Member of Parliament of the respective locality take crucial decisions. But the directors and lady advisors are encouraged to participate in system energization.

Third, the activities of DPBS-1 exhibit transparency in a number of published documents like Manuals and Policy Instructions, Form 550, Monitoring Reports, Management and Operation Audit Reports, Financial Audit Reports, Annual Reports, Management Information System Reports, Performance Target Agreement Reports, Monthly Meeting Minutes and Bimonthly Bulletins etc. REB publishes many of the reports except few.

Fourth, the managers of DPBS-1 are found properly accountable to the Board of Directors. The attitude toward each other shows that the Board-Management relationship in this PBS is harmonious. It is observed that the job description of each manager and employee under any functional division i.e. General Services; Finance; Construction, Operation & Maintenance; Engineering and Member Service are so designed that every official is bound to report to his/her senior official for specific duties and responsibilities. In addition, DPBS-1's accountability also goes to REB as the later not only plays the role of an oversight body but also audits and directs in all aspects of management, operation and finance.

Fifth, the socio-economic background, training and commitment of the Directors and Lady Advisors of DPBS-1 convinces that they have got considerable entrepreneurial qualities in leading the organization. On the other hand, combination of training, experience and knowledge in the managerial corps indicates that they are professionally sound. It is also found that training and experience of the employees under Finance division and Construction, Operation and Maintenance (COM) division coupled with a system of monitoring and supervision has created an environment in discharging their technical know-how properly. But inadequacy of manpower and long process in ordering customer meters has left the employees of the Member Service Division (MS) in shamble. Overall, the achievement of Directors, managers and employees of DPBS-1 in Performance Target Agreement (PTA) during financial year 2002-2003 is noteworthy.

Customer Attitude toward PBS services

At the out set of this research, I have hypothesized that 'better governance in public utilities creates better customer satisfaction towards the delivery of services'. So, the study of governance in DPBS-1 demands a customer attitude survey to justify the

proposition. For widening the scope of generalization and comparing the state of governance, here below I will attempt to deal with customer attitudes from survey data of Dhaka PBS-1, Netrokona PBS and Sherpur PBS:

The table: 7 indicates that all most half of the customers of DPBS-1 are dissatisfied about the application procedure for new electric connection. On the other hand, more than three quarters of the customer in NPBS and SPBS are satisfied in this respect.

Table 7: Procedure for Application for Electric Connection

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	5.06	0	16
Satisfied	43.04	84.61	76.00
Do not Know	0	0	0
Dissatisfied	12.66	3.85	8.00
Highly Dissatisfied	39.24	11.54	0

[Source: Field Survey]

The table: 8 exhibits that more than sixty percent of the customers of DPBS-1 expressed satisfaction towards the quality of house wiring program as against nearly ninety percent of the NPBS and cent percent of SPBS.

Table 8: House Wiring Program

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	6.33	0	0
Satisfied	54.43	88.46	100
Do not Know	1.27	0	0
Dissatisfied	17.72	7.70	0
Highly Dissatisfied	20.25	3.85	0

[Source: Field Survey]

The table: 9 shows that all most all the customers of SPBS and NPBS are satisfied to the house wiring inspection, while just a few above fifty percent of DPBS-1 view to the same.

Table 9: House Wiring Inspection

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	11.40	0	20.00
Satisfied	46.83	84.61	76.00
Do not Know	5.06	0	0
Dissatisfied	16.46	7.70	4.00
Highly Dissatisfied	20.25	7.70	0

[Source: Field Survey]

In table: 10 we see more than three quarters of customers of DPBS-1, NPBS and SPBS are satisfied towards meter reading.

Table 10: Meter Reading

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	26.58	7.70	40.00
Satisfied	58.22	65.38	44.00
Do not Know	1.27	0	0
Dissatisfied	11.40	23.08	12.00
Highly Dissatisfied	2.53	3.85	4.00

[Source: Field Survey]

The table: 11 convince us that the customers of SPBS and NPBS have no or little complain against bill preparation of the respective Samity. But few customers in DPBS-1 are critical to the bill preparation.

Table 11: Bill Preparation

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	34.18	26.92	52.00
Satisfied	55.70	65.38	48.00
Do not Know	0	0	0
Dissatisfied	10.12	3.85	0
Highly Dissatisfied	0	3.85	0

[Source: Field Survey]

From the table: 12 we observe that more than sixty percent customers of DPBS-1 and NPBS are highly satisfied and fifty percent of SPBS are satisfied to the bill delivery system.

Table 12: Bill Delivery

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	69.62	61.54	52.00
Satisfied	25.31	34.61	48.00
Do not Know	0	0	0
Dissatisfied	3.80	0	0
Highly Dissatisfied	1.27	3.85	0

[Source: Field Survey]

The table: 13 shows that no customers of NPBS expressed dissatisfaction in paying bill through bank while except few most of the customers of DPBS-1 and SPBS are highly satisfied or satisfied in this regard.

Table 13: Bill Payment through Bank

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	55.70	53.85	32.00
Satisfied	39.24	46.15	52.00
Do not Know	0	0	0
Dissatisfied	5.06	0	16.00
Highly Dissatisfied	0	0	0

[Source: Field Survey]

The table: 14 exhibits that more than seventy percent of the customers of SPBS responded satisfied to attendance of PBS employees following written complains about electrical problems while number of satisfied customers in DPBS-1 and NPBS are nearly sixty percent and less than fifty percent respectively.

Table 14: Attendance in Written Complains

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	7.59	0	16.00
Satisfied	58.23	46.15	72.00
Do not Know	17.72	0	0
Dissatisfied	1.27	30.77	12.00
Highly Dissatisfied	15.19	23.08	0

[Source: Field Survey]

The table: 15 portrays that both in DPBS-1 and NPBS, less than fifty percent customers satisfied regarding One Point Service at PBS premise. Surprisingly, about more than forty percent customers of DPBS-1 do not know what the One Point Service is. However, most of the customers of SPBS are satisfied in this regard.

Table 15: One Point Service at PBS

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	1.27	0	0
Satisfied	44.30	46.15	88.00
Do not Know	44.30	0	0
Dissatisfied	10.12	50.00	12.00
Highly Dissatisfied	0	3.85	0

[Source: Field Survey]

The table: 16 show a rosy picture of highly satisfied and satisfied customers of SPBS to the office environment (physical facilities i.e. toilet, fans, bill counters etc.). In this

respect, nearly sixty percent customers of DPBS-1 and more than ninety percent customers of NPBS expressed their satisfaction.

Table 16: Office Environment (Physical Facilities) in PBS

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	6.33	0	64.00
Satisfied	59.49	92.30	36.00
Do not Know	13.92	3.85	0
Dissatisfied	20.25	3.85	0
Highly Dissatisfied	0	0	0

[Source: Field Survey]

The table: 17 delineates that not a single customer is dissatisfied about behavior of the officials of SPBS while a considerable number of customers of both DPBS-1 (more than a quarter) and NPBS (more than one third) are critical about cordiality of the respective officials.

Table 17: Cordiality of PBS Officers

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	16.46	7.70	48.00
Satisfied	54.43	34.61	52.00
Do not Know	3.80	11.54	0
Dissatisfied	16.46	26.92	0
Highly Dissatisfied	8.86	19.23	0

[Source: Field Survey]

The table: 18 shows that more than forty five percent customers of DPBS-1 are dissatisfied and almost thirty eight percent are highly dissatisfied for load shedding in their locality. While almost ninety percent customers of NPBS are highly dissatisfied for load shedding, fifty two percent customers of SPBS expressed dissatisfaction in this regard.

Table 18: Load Shedding in Customer's Locality

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	0	0	0
Satisfied	16.46	3.85	48.00
Do not Know	0	0	0
Dissatisfied	45.57	7.70	52.00
Highly Dissatisfied	37.97	88.46	0

[Source: Field Survey]

The table: 19 exposes that more than sixty percent customers of DPBS-1 do not know whether the PBS officials and employees circulate posters, leaflets etc. for concerning about important issues. Similarly, in NPBS and SPBS, this figure is around sixty percent and twenty four percent respectively.

Table 19: Quality of PBS's Posters, Leaflets etc

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	0	0	0
Satisfied	31.64	15.38	76.00
Do not Know	60.76	57.69	24.00
Dissatisfied	7.60	23.08	0
Highly Dissatisfied	0	3.85	0

[Source: Field Survey]

From the table: 20 we see that fifty percent of the customers of NPBS are dissatisfied towards linemen in checking their service line. But more than sixty percent customers of DPBS-1 and seventy two percent customers of SPBS are satisfied on regular checking of the service line.

Table 20: Regularity in Checking of Service Line

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	0	0	8.00
Satisfied	62.02	30.77	72.00
Do not Know	1.27	3.85	8.00
Dissatisfied	32.91	50.00	12.00
Highly Dissatisfied	3.80	15.38	0

[Source: Field Survey]

The table: 21 shows that all most hundred percent customers of all the three PBSs are either highly satisfied or satisfied to the existing pattern of management in non-technical system losses of electricity.

Table 21: System Loss (non-technical) Management

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	53.16	61.54	60.00
Satisfied	45.57	38.46	36.00
Do not Know	0	0	0
Dissatisfied	1.27	0	4.00
Highly Dissatisfied	0	0	0

[Source: Field Survey]

The table: 22 exhibits that above seventy two percent customers of DPBS-1 are satisfied to the quality of feeder line in their locality. This figure is about eighty percent both in NPBS and SPBS.

Table 22: Quality of Feeder Line in Customer's Locality

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	11.40	3.85	4.00
Satisfied	72.15	88.46	88.00
Do not Know	1.27	0	0
Dissatisfied	15.19	7.70	8.00
Highly Dissatisfied	0	0	0

[Source: Field Survey]

The table: 23 indicates that seventy percent customers of SPBS, almost fifty five percent customers of DPBS-1 and around seventy percent customers of NPBS are satisfied are to quality of electric meters they use. But, more than thirty percent customers of DPBS-1 shows high satisfaction in this regard.

Table 23: Quality of Customer's Electric Meter

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	31.64	7.70	16.00
Satisfied	54.43	69.23	76.00
Do not Know	0	0	0
Dissatisfied	13.92	19.23	8.00
Highly Dissatisfied	0	3.85	0

[Source: Field Survey]

The table: 24 exposes different picture. While hundred percent customers of NPBS and eighty eight percent customers of SPBS express satisfaction to the quality of voltage in service line, this figure is only fifty three percent in DPBS-1.

Table 24: Quality of Voltage in Service Line

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	1.27	0	8.00
Satisfied	53.16	100.00	88.00
Do not Know	0	0	0
Dissatisfied	22.79	0	4.00
Highly Dissatisfied	22.79	0	0

[Source: Field Survey]

The table: 25 tells us that ninety two percent customers of SPBS and sixty two percent customers of DPBS-1 are satisfied to the regularity in delivering or announcing PBS notices. On the other hand, only fifteen percent customers of NPBS express satisfaction in this respect.

Table 25: Regularity in Delivery/Announcing PBS Notice

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	1.27	0	0
Satisfied	62.02	15.38	92.00
Do not Know	8.86	7.70	0
Dissatisfied	25.32	65.38	4.00
Highly Dissatisfied	2.53	11.54	4.00

[Source: Field Survey]

The table: 26 shows that around forty percent customers of DPBS-1 and sixteen percent customers of SPBS as well as more than fifteen percent customers of NPBS do not know about functions of directors in PBS system. Three quarter customers of DPBS-1 are either dissatisfied or highly dissatisfied to the promptness of PBS directors in solving problems. This figure is almost eighty percent in NPBS and above sixty percent in SPBS.

Table 26: Promptness of PBS Director in Solving Problems

Satisfaction	DPBS-1 (%)	NPBS (%)	SPBS (%)
Highly Satisfied	10.12	3.85	0
Satisfied	21.52	0	16.00
Do not Know	39.24	15.38	16.00
Dissatisfied	16.46	38.46	32.00
Highly Dissatisfied	12.66	42.31	36.00

[Source: Field Survey]

From the customer attitude survey, we have seen the comparative picture of DPBS-1, NPBS and SPBS on twenty items. Now we try to summarize the comparison:

First, DPBS-1 shows half-hearted performance in 'Procedure for Application for Electric Connection' and 'House Wiring Inspection'; and better performance in 'House Wiring Program'. But, NPBS has performed better and SPBS has performed best in all these service area. Also, both DPBS-1 and NPBS are lagging far behind from SPBS in 'One Point Service at PBS'. It is surprising enough, DPBS-1 could not open 'One Point Service' counter in all its zonal offices!

Second, all these PBSs exhibit their high competence in areas of 'Meter Reading', 'Bill Preparation', 'Bill Delivery' and 'Bill Payment through Bank'.

Third, DPBS-1 and SPBS show that their employees pay much attention in written complains; check service lines and serve or announce notices almost regularly and their officers express cordiality whenever they encounter customers. But NPBS employees and officers show indifference in these respects.

Fourth, the employees and officers of DPBS-1, NPBS and SPBS exhibit their better performance in ensuring quality feeder lines in customer's locality, quality electric meters for their customers and system loss (non-technical) management. But in terms of quality voltage in service lines, DPBS-1 performs very low than NPBS or SPBS. On the other hand, SPBS shows better performance in maintaining quality in its posters and leaflets etc. while DPBS-1 and NPBS fail to do so.

Fifth, all the three PBSs has to maintain high load shedding in customer's locality. And, directors of all these PBSs show little promptness in solving problems of customers they represent. However, office environment (physical facilities) in these PBSs is praise worthy.

However, from the raw data matrix of Likert response of DPBS-1, NPBS and SPBS, we can also add some more statistical analysis like Pearson's r , Mean and Standard Deviation (S.D.) that may show us other avenues of reality prevailing in these PBSs.

In the table 27, we see that the Question 7 (How far are you satisfied to the PBS bill payment through bank?) and the Question 15 (How far are you satisfied with the non-technical system loss management of PBS?) have low invariability to the customers of DPBS-1. From the arithmetic mean, it is revealed that the customers in this PBS responded general satisfaction (3>) against 12 questions and high satisfaction (4>) against 4 questions. But they are generally dissatisfied (<3) to the Question 1 (How far are you satisfied to application procedure for PBS electric connection?) and the Question 18 (What is your comment about the quality of voltage in PBS service line in your

locality?) and highly dissatisfied (<2) to the Question 12 (How much load shedding is there on PBS service line in your locality?). For Question 20 (How much prompt is your PBS director in solving problems of your locality?), the customers of this PBS generally remained undecided (3). It means, on average, customers do not know about the role of director who represent them. Again, Standard Deviations (S.D.) in the table 21 indicates that service provisions are dispersed in procedure for application for electric connection (1.49), house wiring program (1.34), house wiring inspection (1.38), attendance in written complains (1.28), cordiality of PBS officers (1.21), load shedding in customer's locality (1.02), regularity in checking of service line (1.03), quality of voltage in service line (1.31) and promptness of PBS director in solving problems (1.14).

In the table 28, we see that the Question 4 (How far are you satisfied to the PBS meter reading?) has low invariability and Question 18 (What is your comment about the quality of voltage in PBS service line in your locality?) has no variability to the customers of NPBS. And, the arithmetic mean reveals that the customers in this PBS responded general satisfaction (3>) against 8 questions and high satisfaction (4>) against 3 questions. But they are generally dissatisfied (<3) to the Question 9 (How far are you satisfied to the one point service at PBS?), Question 11 (How much cordial are PBS officers to solve your problems?), Question 13 (How far are you satisfied to the quality of PBS's poster, leaflets etc.?), Question 14 (How much regular is the checking of service line in your locality?) and the Question 19 (Does PBS regularly serve you notice about elections, annual general meetings etc.?). Moreover, the customers of this PBS are highly dissatisfied (<2) to the Question 12 (How much load shedding is there on PBS service line in your locality?) and Question 20 (How much prompt is your PBS director in solving problems of your locality?). Again, Standard Deviations (S.D.) in the table 22 indicates that service provisions are not equal in procedure for application for electric connection (1.03), meter reading (1.07), attendance in written complains (1.29), one point service at PBS (1.07), cordiality of PBS officers (1.32), regularity in checking of service line (1.1) and quality of customer's electric meter (1.03).

In the table 29, we observe that the Question 2 (What is your comment on the PBS house-wiring program?) has no invariability and the Question 12 (How much load shedding is

there on PBS service line in your locality?) and the Question 18 (What is your comment about the quality of voltage in PBS service line in your locality?) has low invariability to the customers of SPBS. From the arithmetic mean, it is revealed that the customers in this PBS responded general satisfaction (3>) against 11 questions and high satisfaction (4>) against 7 questions. But they are generally dissatisfied (<3) to the Question 12 (How much load shedding is there on PBS service line in your locality?) and the Question 20 (How much prompt is your PBS director in solving problems of your locality?). And, Standard Deviations (S.D.) in the table 29 indicates that service provisions are dispersed in meter reading (1.14), load shedding in customer's locality (1.02) and promptness of PBS director in solving problems (1.09).

In the table 30, we see that in an attitude scale of 20-100 percent (high dissatisfaction-high satisfaction), the total score of SPBS (78.92%) is greater than that of DPBS-1 (70.92%) and NPBS (64.42%). This indicates that the average service provision or quality of governance of SPBS is the best among the three PBSs.

However, in T-Test we observe that there is no statistically significant difference between customer satisfaction of DPBS-1 and NPBS ($0.0346777 < 2.074$) or between DPBS-1 and SPBS ($0.02352623 < 2.074$) or between NPBS and SPBS ($0.00013737 < 2.074$). This indicates that the nature of service provision of the three PBSs is more or less similar.

Table 27: Pearson's r, Mean and Standard Deviation in "Likert" Responses of DPBS-1

	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10	Q11	Q12	Q13	Q14	Q15	Q16	Q17	Q18	Q19	Q20
r total	0.76	0.78	0.75	0.32	0.22	0.24	-0.16	0.78	0.64	0.62	0.81	0.62	0.37	0.73	-0.2	0.5	0.32	0.41	0.67	0.67
Mean	2.62	3.09	3.13	3.95	4.14	4.58	4.46	3.25	3.37	3.52	3.53	1.95	3.24	3.22	4.51	3.8	4.04	2.87	3.34	3
S.D.	1.49	1.34	1.38	0.99	0.86	0.79	0.75	1.28	0.68	0.89	1.21	1.02	0.58	1.03	0.57	0.84	0.94	1.31	0.96	1.14

[Source: Field Survey]

Table 28: Pearson's r, Mean and Standard Deviation in "Likert" Responses of NPBS

	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10	Q11	Q12	Q13	Q14	Q15	Q16	Q17	Q18	Q19	Q20
r total	0.52	0.57	0.47	-0.1	0.12	0.37	0.4	0.74	0.77	0.28	0.79	0.16	0.26	0.76	0.42	0.55	0.07	####	0.16	0.55
Mean	3.58	3.73	3.62	3.5	4.08	4.5	4.54	2.69	2.88	3.88	2.85	1.19	2.85	2.5	4.62	3.88	3.58	4	2.27	1.85
S.D.	1.03	0.78	0.94	1.07	0.89	0.86	0.51	1.29	1.07	0.43	1.32	0.63	0.73	1.1	0.5	0.59	1.03	0	0.87	0.97

[Source: Field Survey]

Table 29: Pearson's r, Mean and Standard Deviation in "Likert" Responses of SPBS

	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10	Q11	Q12	Q13	Q14	Q15	Q16	Q17	Q18	Q19	Q20
r total	0.11	####	0.27	0.15	0.56	0.28	0.43	0.49	0.55	0.14	0.65	-0	0.69	0.49	0.17	0.18	0.35	-0.3	0.36	0.08
Mean	4	4	4.12	4.04	4.52	4.52	4	3.92	3.76	4.64	4.48	2.96	3.76	3.76	4.52	3.88	4	4	3.8	2.12
S.D.	0.71	0	0.6	1.14	0.51	0.51	1	0.81	0.66	0.49	0.51	1.02	0.44	0.78	0.71	0.6	0.71	0.5	0.71	1.09

[Source: Field Survey]

Where 5= Highly Satisfied, 4= Satisfied, 3= Do not Know, 2 = Dissatisfied, 1 = Highly Dissatisfied

Table 30: Respondent Code Number for T-Test

Name of PBS	1	2	3	4	5	6	7	8	9	10	11	12	Average
DPBS-1	80	78	74	76	71	75	70	52	73	81	50	71	70.92
NPBS	70	68	74	68	75	64	51	55	59	64	62	63	64.42
SPBS	75	83	75	81	73	81	73	81	82	83	79	81	78.92

[Source: Field Survey]

Here, for total 20 questions in the likert scale, high dissatisfaction and high satisfaction of customer attitude is 20 and 100 percent. It is calculated and sampled from the pivot tables.

TTEST Between DPBS-1 and NPBS = 0.03436777

TTEST Between DPBS-1 and SPBS = 0.02352623

TTEST Between NPBS and SPBS = 0.00013737

These are 2 tails and type 1 tests.

The t -value in the T Table at $P= .05$ for $df = 22$ (24-2) is 2.074. We see all the test result is below the t -value.

So, there is no statistically significant difference between customer satisfaction of DPBS-1 and NPBS or between DPBS-1 and SPBS or between NPBS and SPBS.

Focus Group Discussions with Customers

Apart from likert responses, I have conducted five focus group discussions (FGDs) with different categories of customers of DPBS-1, NPBS and SPBS with a view to understanding their concerns about PBS services both in pre-electric connection and post-electric connection phases.

Conditions of Pre-electric connection

We see that household customers of Uttar Dariapur, Kaliakayor under DPBS-1 complained against their Director who took bribe for making arrangement of some new electric connections. They also alleged PBS authority for long delay in energizing their village [Box 1]. The irrigation customers of Kalidash Patti, Dhamrai objected to wiring inspector for taking speed money [Box 2]. The industrial and commercial customers of Amin Bazar, Savar under this DPBS-1 expressed their concerns about intense delaying of PBS officials for new connections [Box 3]. The customers in the focus group discussions at Kazla, Shyamgonj under NPBS and at Kushumhati under SPBS expressed similar types of complains against the officials of their PBSs [Box 4 and Box 5].

Box 1: Response of Household Customers in DPBS-1

- ❑ The consumers have got new connections after 4 years of group application.
- ❑ They had to bribe Mafizur Rahman—the late director of the area—1500-2000/- Taka each for 80 Customer Meter Orders (CMO).
- ❑ They have to pay 10,000/- Taka for installing one pole for service drop line without getting any receipt.
- ❑ The late director has warned these consumers of disconnecting the service line if they disclose about bribing.

[Md. Abdul Mazid, Md. Badal Mia, Md. Shah Jahan Mia, Sabiha Begum & Others. House Hold Customers, Uttar Dariapur, Kaliakayor, Tape: 04A (07:26-31:48); 04B (00:01-24:25)]

Box 2: Response of Irrigation Customers in DPBS-1

- ❑ Irrigation connections are a seasonal matter. At the start of the season, consumers have to deposit security money for electric connections and, the lines are disconnected after the season. The PBS employees i.e. wiring inspector, linemen—delay the connection procedure if they are not given due speed money.

- In case of new household connections, consumers have to give 1300-3300/- Taka for each meter order as bribe to agents unless they do not have powerful lobby to influence the PBS officials.
- Recently, most customers have got bitter experience as they are compelled to give speed money for every step of connection procedure i.e. application, feasibility, line installation etc. Md. Nazimuddin alleged that Annes Ali, a wiring inspector under Dhamrai Zonal Office had managed to receive 4500/- Taka from 8 household consumers with a commitment to providing electric connection.
- Md. Khademul Islam, imam of kalidash Patti Mosque, alleged that Abed Ali—a professional collaborator to the PBS employees—is used to settle each meter order for 1000/- Taka to negotiate a new electric connection.

[Md. Bachchu Mia, Shabesh Ali, Md. Nizam Uddin, Md. Rajjab Ali, Md. Ali Hossain & Others. Mostly Irrigation Customers, Kalidash Patti, Dhamrai, Tape: 05A (00:01-31:43) 05B (00:01-12:03)]

Box 3: Response of Industrial and Commercial Customers in DPBS-1

- For 2/3 years, getting new electric connections for industrial plants have become a very difficult matter. “The officials of DPBS-1 Head Quarter delayed my application procedure even for a year,” the representative of Dekko Accessories says.
- To avoid complexities of application process for another connection for the plant that would be extended in future, the industrial customers attempt to approve ‘load consumption’ more than the current demand.

[Md. Shamsuzzaman (Sentu), Md. Zakir Hossain, Shah Alam, Joyonta Kumar Sarker, Md. Abul Bashar, Md. Amin & Md. Hillal, Industrial and Commercial Customers of Amin Bazar Zone, DPBS-1, Tape: 15A (00:01-31:15) 15B (00:01-13:57) 15B-ad (00:01-03:45)]

Box 4: Response of Mixed Customers in NPBS

- Now a day, Netrokona PBS officials do not treat properly to the new applicants who hive for meter order.
- To get new connections for irrigation or otherwise, every consumer has to bribe officials through agents.
- Village electricians and wiring inspectors are openly engaged in illegal practices for new meter orders.

[Abdul Mannan, Shahabuddin, Md. Shaheen, Md. Shamsuddin Ahmed, Sujon Talukder, Nizam Uddin & Secretary of Kazla Jamme Mosque, Different Categories of Customers, South Kazla, Shyamgonj, Netrokona PBS, Tape: 07B (00:01-23:33)]

Box 5: Response of Mixed Customers in SPBS

- Some of the customers had to pay bribe for new meter orders.
- The Sherpur PBS officials do not pay importance to the new applications properly.
- Some customers had to fill out applications twice or thrice due to unavailability of their submitted forms in PBS office.

[Md. Golam Rabbani, Md. Abdul Halim, Wahed Ali, Shahamat Ali, Md. Anwar Hossain, Md. Fazal Haque, Md. Shahjahan Ali & others, Different Categories of Customers, Kushum Hati, Sherpur PBS, Tape: 08A (00:01-30:35)]

Conditions of Post-electric connection

We observe that the household customers of Uttar Dariapur, Kaliakoir under DPBS-1 complained against the meter readers for making average billing instead of reading properly. They also concerned about the reluctance of linemen for not paying heed to attend any complain. They very much frustrated about load shading in evening and during summer [Box 6]. On the other hand, the irrigation customers of Kalidash Patti, Dhamrai under DPBS-1 expressed about their suffering for paying electric bills as the Zonal office or bank was far away from their locality. They were highly concerned about load shading and low voltage as because these cause disruption in their production and damage deep and shallow tube wells as well as meters and transformers. They also objected to the officials of PBS for not holding monthly village meetings [Box 7]. In this regard, the industrial and commercial customers of Amin Bazar, Savar under DPBS-1 complained against not only load shading or low voltage but also voltage fluctuation during summer that cause serious damage to their valuable machines and decrease production [Box 8]. The customers in the focus group discussions at Kazla, Shyamgonj under NPBS and at Kushumhati under SPBS expressed similar types of complains about the post-electric connection services of their PBSs [Box 9 and Box 10].

Box 6: Response of House Customers in DPBS-1

- The meter readers do not read meters properly and make average bill when the customers denies paying tips.
- The linemen are reluctant to attend complains in Dariapur locality.
- The officials of the Kaliakoir Zonal office show bizarre attitude to these customers.
- Quality of leaflets, posters & handbills of DPBS-1 is better.
- Load shading soars up in the evening and during summer.

[Md. Abdul Mazid, Md. Badal Mia, Md. Shah Jahan Mia, Sabiha Begum & Others. House Hold Customers, Uttar Dariapur, Kaliakayor, Tape: 04A (07:26-31:48); 04B (00:01-24:25)]

Box 7: Response of Irrigation Customers in DPBS-1

- ❑ It is very difficult to pay electric bill because bank is far away from Kalidash Patti.
- ❑ Most of the deep tube wells have been disordered for low voltage and load shading.
- ❑ The shallow tube wells are to restart time and again when load shading prevails.
- ❑ Load shading and low voltage affect aversely meters and transformers of irrigation consumers.
- ❑ The customers have no faith on employees like wiring inspectors and linemen. They still keep trust with GM or DGM, but their accesses to these officers are restricted.
- ❑ After the village energization meeting, there has not yet been hold any village gathering organized by the PBS.

[Md. Bachchu Mia, Shabesh Ali, Md. Nizam Uddin, Md. Rajjab Ali, Md. Ali Hossain & Others. Mostly Irrigation Customers, Kalidash Patti, Dhamrai, Tape: 05A (00:01-31:43) 05B (00:01-12:03)]

Box 8: Response of Industrial and Commercial Customers in DPBS-1

- ❑ Prepaid meter card will not be feasible for the industrial or commercial customers because in that case they will have to pay their huge amount of electric bill in advance.
- ❑ The industrial and commercial consumers have been paying more to PBS than their counterparts do to PDB or DESA.
- ❑ Load shading is very high several times during summer.
- ❑ Low voltage and voltage fluctuation damages industrial machimes very severely and, decreases commercial business.
- ❑ In Amin Bazar household areas, many electric poles are either leaned or short, so that they may cause severe accidents.
- ❑ To develop a harmonious customer-PBS relation, there should be regular deliberations between the parties and, even TV programs focusing these problems would be helpful.

[Md. Shamsuzzaman (Sentu), Md. Zakir Hossain, Shah Alam, Joyonta Kumar Sarker, Md. Abul Bashar, Md. Amin & Md. Hillal, Industrial and Commercial Customers of Amin Bazar Zone, DPBS-1, Tape: 15A (00:01-31:15) 15B (00:01-13:57) 15B-ad (00:01-03:45)]

Box 9: Response of Mixed Customers in NPBS

- ❑ Each customer has to pay 10/- meter charge per month. He has to penalty for tempering meter even though the meter is disordered from natural calamity.
- ❑ Rate of electric bill has been increased every so often without noticing the customers. The rate of VAT has also not mentioned. Billing is manual, not computerized.
- ❑ Linemen do not attend complains irrespective of complainers.
- ❑ Load shading persists acutely during evening hours.
- ❑ Village motivation meeting is absent in kazla.

[Abdul Mannan, Shahabuddin, Md. Shaheen, Md. Shamsuddin Ahmed, Sujon Talukder, Nizam Uddin & Secretary of Kazla Jamme Mosque, Different Categories of Customers, South Kazla, Shyamgonj, Netrokona PBS, Tape: 07B (00:01-23:33)]

Box 10: Response of Mixed Customers in SPBS

- ❑ Per unit electricity rate is very much higher than the rate of PDB: 5.11 Taka for commercial; 2.81 Taka for household; more than 5.00 Taka for industrial and more than 4.00 Taka for irrigation meters. More over they have to pay 10/- Taka meter charge and 5/- Taka service charge for each bill per month.
- ❑ In a recent circular, REB has increased 2000/- Taka charge to the previously deposited security money for the irrigation customers.
- ❑ The consumers got invitation for Annual General Meeting but they are totally ignorant about “Village Motivation Meeting”.

[Md. Golam Rabbani, Md. Abdul Halim, Wahed Ali, Shahamat Ali, Md. Anwar Hossain, Md. Fazal Haque, Md. Shahjahan Ali & others, Different Categories of Customers, Kushum Hati, Sherpur PBS, Tape: 08A (00:01-30:35)]

Major Research Findings

In this chapter we have attempted to critically analyze the quality of governance in Dhaka Palli Bidyut Samity and relate it to customers’ satisfaction. Now we summarize the major research findings:

First, customers can take part in system installation, village energization, election and annual general meeting. But their participation was insufficient because village motivation meeting in DPBS-1 was very much irregular. Moreover, in the annual general meeting, question hour session was found ineffective.

Second, board of directors and lady advisors were found actively participating in monthly board meeting. They have power to make decisions but most cases with the approval of REB. Some directors were legally allowed to bear official positions like president, secretary and treasurer of the Samity. Also, directors and advisors used to play vital role in keeping relationship between customers and Samity in system energization.

Third, the DPBS-1 has to follow some uniform methods of transparency guided by REB. The methods like manuals & policy instructions, form-550, monitoring reports, management and operations audit reports, financial audit reports, performance target agreement report, management information system report, bimonthly PBS bulletin and monthly meeting minutes are open and transparent to the stakeholders like executive directors of REB, board of director and president and Assistant General Managers of DPBS-1. But the local news reporters of national dailies expressed criticisms about the so-called openness of DPBS-1 in respect of 'right to know'.

Fourth, the management of DPBS-1 headed by General Manager is answerable to the Board of Directors. The Board-Management Relationship has been followed 'I-Beam Form of Management'. The attitudes of Directors and Managers toward each other are found satisfactory. On the other hand, the internal accountability of each functional division in DPBS-1 viz. finances division; engineering division; construction, operation & maintenance division; member service division and general service division do follow the job descriptions properly. Next, like other Samities, the DPBS-1 is accountable to REB through the mechanism like oversight functions, management & operations audit and financial audit by the later one. But these kinds of accountability are found inimical to the DPBS-1 that has achieved considerable maturity over more than two decades of its experience and is financial solvent in operating its programs.

Fifth, the Directors and Lady Advisors, Managerial corpse and Employees of DPBS-1 are found much competent. The directors and lady advisors of this Samity has achieved considerable entrepreneurship quality as because half of them are middle aged and at least graduates; most of them come from middle class families and are businessmen by profession; most of them have served the Samity for at least 5-10 years and have got

proper training facilities. On the other hand, the managers have achieved much professionalism and the employees have got adequate technical know-how through the completion of relevant training courses, successes in departmental examinations and adequate experience. As a result of the competence, it is found that the DPBS-I has showed high performance against almost all targets under the Performance Target Agreement (PTA) during the financial year 2002-03.

Sixth, the customer attitudes of DPBS-I show a half-hearted performance in 'procedure for application for electric connection' and 'house wiring program'. But the customers are satisfied towards services like 'attendance in written complains', 'checking service lines', and 'maintaining quality feeder lines' and highly satisfied to 'meter reading', 'bill preparation', 'bill delivery', 'bill payment through bank' and 'system loss (non-technical) management'. However, the customers in this Samity are highly dissatisfied to the intense 'load shedding' and indifference of 'director in solving local electrical problems'. One category of statistics shows that the average service provision or quality of governance from the customers' point of view (in a scale of 20-100 percent) in DPBS-I (70.92%) is better than NPBS (60.42%) and lesser than SPBS (78.92%). And it is found from the T-Test that there is no significant difference in service provision between DPBS-I and NPBS or between DPBS-I and SPBS or between NPBS and SPBS.

Seventh, it is revealed from the Focus Group Discussions in DPBS-I that the household, irrigation, commercial and industrial customers are harassed both in the pre and post-electric connection phases. They alleged that the village electricians and wiring inspectors are mainly engaged in getting bribe or speed money for customer meter order (CMO). The industrial, commercial and irrigation customers become panicked on the face of intense load shedding and frequent voltage fluctuation as these cause serious damage to their valuable machineries. The scenario of the NPBS and SPBS are almost same in this regard.

Hypothesis Revisited

As we have already examined the state of governance in Palli Bidyut Samity with the causal hypothesis – ‘better governance in public utilities creates better customers satisfaction towards the delivery of services’- it is now important to revisit the proposition on the basis of research findings so as to make it more empirical, explanatory and predictable.

First, the research findings indicate that there is a causal relation between governance in PBS and the satisfaction of its customers towards the service delivery system.

Second, as the ‘quality of governance’ is a value-laden concept and ‘customer satisfaction’ can be measured with attitude scales, so the hypothesis has the scope of analysis combining the qualitative and quantitative data.

Third, it is evident that PBS is primarily a public energy distribution agency. It has functional linkages with generation and transmission of energy. As a result, quality of governance in PBS is not confined to the boundary of the distribution agency alone — it is highly dependent on energy supply efficiency of other public organizations.

Therefore, the above arguments convince us to reformulate the proposition with – ‘better governance in public distribution agencies tends to create better customer satisfaction towards the delivery of services provided supply efficiency is ensured by timely and proper generation and transmission’.

If we apply the renewed hypothesis to our research findings, we can predict two logical outcomes in course of PBS governance:

- A) If the supply of electricity is ensured by the generation and transmission agencies, the customer satisfaction will definitely improve as inadequate supply causes crisis among customers in getting earlier electric connections and inadequate supply breeds corruption among PBS officials.
- B) If the customer participation is ensured with various means and ways, the quality of governance in PBS will certainly

improve as it broadens the scope of accountability of the PBS officials and enlarges the scope of transparency of PBS activities.

Chapter 7

Conclusions & Policy Recommendations

In the research project “Governance in Rural Energy Utilities in Bangladesh: A Study of Palli Bidyut Samity”, I have encountered two questions: a) to what extent the governance in Palli Bidyut Samity is effective? And b) how far the customers of Palli Bidyut Samity are satisfied with the delivery of services?

With a view to answering the above questions, first, I have developed a research methodology, including a conceptual framework, methods of data collection, data analysis technique, reliability and validity of data and limitations of the study. In the conceptual framework, I considered governance as ‘a legitimate relationship between state institutions and associated civil society/ groups’. For Palli Bidyut Samity, I have shown, this legitimacy can be achieved through use of four attributes i.e. participation, transparency, accountability and competence.

In the second place, I have reviewed a number of relevant literatures in order to make a theoretical backup of my conceptual framework. The review highlights the following area: a) conceptual issues of governance i.e. meaning, categories and scope; b) governance related public sector reforms concerning service delivery, local governance, role of market forces, civil society and non-governmental organizations in Bangladesh; and c) state of governance in energy sector in Bangladesh.

Next, I have tried to map out the nature and scope of PBS organization by a) describing the rights and duties of member-consumers, b) exploring the responsibilities and functions of board of directors and general manager, c) devising the functional divisions of PBS, d) finding out the interrelationship between board and management, and e) identifying the role of REB and in PBS activities.

Further, I have presented an outline of the human resource management policy of PBS in that it directly or indirectly affects competence, accountability and transparency of

managers and employees. This includes among others a) selection procedures of managers and employees, b) methods of developing employees and managers, c) performance appraisal of managers and employees, d) performance target agreement (PTA), and e) compensations for managers and employees.

Also, I have attempted to assess the quality of governance by examining participation, transparency, accountability and competence in Dhaka Palli Bidyut Samity-1 (DPBS-1). In this effort, I have imparted data both from secondary and primary levels. While I used documentary information and archival records, I have incorporated data from interview protocol, direct observations and socio-economic survey. In explanation, however, I have established chain of evidence in logical sequence for internal validity.

Finally, I have concentrated on testing my working hypothesis “better governance in public utilities creates better customer satisfaction towards the delivery of services” by analyzing and comparing statistical data imported from customer attitude survey on Dhaka Palli Bidyut Samity-1 (DPBS-1), Netrokona Palli Bidyut Samity (NPBS) and Sherpur Palli Bidyut Samity (SPBS). In addition, I have conducted Focus Group Discussions (FGDs) with different categories of customers of DPBS-1, NPBS and SPBS in order to understand their opinion about pre-electric connection and post-electric connection services.

On the basis of research findings, however, I have revised my working hypothesis with – ‘better governance in public distribution agencies tends to create better customer satisfaction towards the delivery of services provided supply efficiency is ensured by timely and proper generation and transmission’— to give other researchers a way to operate more empirical, explanatory and predictable study of such kind.

In this connection, one can obviously raise the question, how far the theory of governance imported in the present study is applicable to study other public institutions at local, national or otherwise? Before answering the question I would like to present the following rationales in constructing my operational devices on the study governance in Palli Bidyut Samity:

- a) Every energy system has two basic components i.e. energy field and energy functions; and energy functions can be divided into four major categories such as generation, transmission, distribution and consumption.
- b) The basic premise of theory of governance is 'legitimate relationship between state and civil society' and the legitimacy can be obtained by some attributes like democratic principles, rule by representatives, people's participation, transparency, accountability, competence, decentralization, rule of law etc.
- c) Palli Bidyut Samity (a state institution) is an energy distribution agency and, it is directly related to consumers (a group in civil society). The legitimate relationship between PBS and consumers is structurally ensured by four governance attributes i.e. participation, transparency, accountability and competence.
- d) The study on the quality of governance in PBS suggests the inquiry of effectiveness of participation of consumers and their representatives at various levels of PBS activity; of transparency of facts and figures; of accountability of PBS officials to the proper authority and of competence of human resources.
- e) The hypothesis "better governance in public utilities creates better customer satisfaction towards the delivery of services" suggests some measures on customers' attitudes and tends to analyze logical relations between governance attributes and customer attitudes.

Thus, I firmly believe that the basic premise of the theory of governance can be applicable to study any public institution that provides public goods/services. But, features of the institution, nature of testing hypothesis and researcher's willingness to spend time, energy and money to the enterprise would determine the construction of operational devices.

Here below, I would like to offer some policy recommendations for improving the quality of governance in Palli Bidyut Samity so as to increase customer satisfaction regarding its services:

A. Ensuring sufficient electricity

1. Government should immediately take steps to ensure sufficient electricity to PBSs by installing new power generation plants big, medium or small whatever these may be.
2. Government should extend transmission lines up to the PBS substations on emergency basis.

B. Ensuring meaningful customer participation

1. REB should devise proper directives to PBSs for ensuring regular monthly village motivation meeting.

2. PBSs should train Village Advisers regularly.
3. REB/PBSs may introduce Customer Services Charter (CSC).
4. REB or any other concerned organization may telecast popular TV Program on PBSs focusing customer awareness and opinion.

C. Ensuring proper representation

1. Electoral rules and procedures should be updated to avoid all kinds of confusions among candidates for the Board of Directors.
2. Lady Advisors should represent a constituency through direct election instead of mere nomination so that they can have their voting power in the Board Meeting and they can compete for the posts of president, secretary or treasurer of PBS.

D. Ensuring transparency of PBS activities

1. Relevant information i.e. facts and figures should be available to all stakeholders of PBS.
2. In PBS, regular monthly news briefing session with the journalists should be reintroduced.
3. Government should abolish the Official Secrets Act of 1923 and, instead, should introduce a new Act of Right to Know.

E. Establishing proper accountability mechanism

1. REB should give more autonomy to the older PBSs who have become profitable.
2. REB should regularly maintain Management Audits in PBSs.

F. Increasing competence of human resources

1. REB should establish a Training Academy that will provide training facilities regularly.
2. The present curriculum should be updated in view of both tasks and performance analysis of the PBS officials.

Appendices

Persons Interviewed

1. President of the PBS Executive Committee/Board of Directors
2. Secretary of the PBS Executive Committee
3. One Lady Adviser
4. General Manager (GM)
5. AGM (MS)/Power Use Coordinator
6. AGM (CO&M)/Junior Engineer
7. AGM (Finance & Accounts)/Accountant
8. AGM (Engineering)/Junior Engineer
9. AGM (GS)/Enforcement Coordinator
10. One Village Educator
11. One Billing Assistant
12. One Bill Messenger
13. One Meter Reader
14. One Lineman (Complain Center)
15. One Line Technician (Complain Center)
16. One Wiring Inspector
17. One Meter Tester
18. One Banker
19. One Local Media Reporter
20. One Local Development Worker

- Question No. 1:** (a) How do ordinary member-consumers take part in PBS activities?
(b) Is there any motivation Program to enhance member participation? How does the Program work? Are these effective?
(c) How do the members take part in PBS elections? How far the elections are free and fair?
(d) How do the members take part in system loss and line security?
(e) How do the members take part in annual general meeting? Do the members participate in question hour session in that meetings? How far are these effective?
(f) Is there any award system for the best customers?

Areas of Concern:

Scope of Participation

1. Cooperation in Energy System Installation
2. Cooperation in Energy System Maintenance
3. Electing the Board of Directors
4. Making Opinions

Sources of Data:

Documents: (b) yearly customer awareness programs of Member Service Division
(c) PBS By-laws and Policy Instruction 300
(e) PBS By-laws and Policy Instruction 300

Interviews: (a) GM, AGM (MS), President of Board and Village Educator.
(b) AGM (MS) and Village Educator.
(c) GM, AGM (GS) and AGM (MS).
(d) AGM (MS) and Village Educator.
(e) Secretary of Board, AGM (MS) and Village Educator.
(f) AGM (MS).

Focus Group Discussions: How far the participation of general members are proper and just?

Direct Observations: Attend in Question Hour Session of Annual General Meeting as as an observer.

Question No.2: (a) How are the elections for the Directors conducted? What criterions are to be obeyed by the candidates? What are the voter turnouts?
(b) How the Executive Committee and other committees are formed?
(c) How the monthly Board meetings and other meetings are held? How the decisions are made in these meetings?
(d) In what areas Directors take Part in reaching agreements with REB? How they do this?
(e) What roles do the Directors play with delegates those come to visit PBS?
(f) Do the Director Members attend the monthly meetings regularly?
(g) What roles do Directors play among the PBS customer-members in their respective Elakas?
(h) Do the Lady Advisers have enough voice in monthly meetings? Why or Why not?
(i) What are the opinions of the Directors regarding more participation of the representatives in PBS activities?

Areas of Concern:

Scope of Participation

1. Decision making
2. Agreements with REB
3. Dialogue with Delegates

Sources of Data:

Documents: (a) PBS By-laws and Policy Instruction 300
(b) PBS By-laws and Policy Instruction 300
(d) PBS office records under AGM (GS)

- Interviews:** (c) GM, President of Board and Secretary of Board.
(d) GM, President of Board and Secretary of Board.
(e) GM, President of Board and Secretary of Board.
(f) President of Board, Secretary of Board and Lady Adviser.
(h) Lady Adviser.
(i) President of Board, Secretary of Board and Lady Adviser.

Focus Group Discussions: What are the opinions of the Directors regarding proper participation of the representatives in PBS activities?

- Direct Observations:** (1) Monitor a PBS Election.
(2) Attend in a Monthly Meeting as an observer.

- Question No.3:**(a) What methods are being practiced to ensure transparency of PBS activities? What are the contents of each method? How each method works?
(b) What method is open to whom?
(c) How the documents are circulated/disclosed?
(d) To what extent are these documents reliable?

Areas of Concern:

Methods to Ensure Transparency in PBSs

1. PBS Manual
2. Policy Instructions
3. Form 500
4. MIS Report
5. Monitoring Report
6. Management Audit Report
7. Financial Audit Report
8. Performance Target Agreement Report
9. Annual Report
10. Monthly PBS Bulletin
11. Seminar and Symposiums

Sources of Data:

Documents: (a) PBS By-laws and Policy Instruction 300

- Interviews:** (a) AGM (GS) and AGM (MS).
(b) AGM (GS) and AGM (MS).
(c) AGM (GS) and AGM (MS).
(d) President of Board and Secretary of Board, GM, AGM (GS), and AGM (MS); Village Educator, Local News Reporter, Local Development Worker and Few Consumers.

Focus Group Discussions: What are the opinions of the Directors, Consumer members about the methods of transparency in PBS?

Direct Observations: Attend in an Annual General Meeting and a Monthly Meeting with Media as an observer.

Question No.4:(a) What mechanisms are being practiced to ensure accountability of PBS activities? What are the contents of each mechanism? How each method works?

(b) Who is accountable to whom?

(c) To What extent are these methods effective?

(d) How the opinions of consumer members, media-people, development workers, REB and external delegates are accommodate in PBS decision-making?

Areas of Concern:

Mechanisms to Ensure Accountability in PBSs

1. Annual General Meeting
2. Monthly Board Meeting
3. Monthly Meeting with Local News Media
4. Monthly Meeting with Local Developing Agencies
5. Annual Meeting with REB for PTA
6. Visits of External Delegates

Sources of Data:

Documents: (a) PBS By-laws and Policy Instruction 300

Interviews: (a) AGM (GS) and AGM (MS).

(b) AGM (GS) and AGM (MS).

(c) AGM (GS) and AGM (MS).

(d) President of Board and Secretary of Board, GM, AGM (GS), and AGM (MS), Local News Reporter, Local Development Worker and Few Consumers.

Focus Group Discussions: What are the opinions of the Directors, Consumer members about the mechanisms of accountability in PBS?

Direct Observations: Attend in an Annual General Meeting, a Monthly Meeting with Local News Media and a monthly meeting with Local Developing Agency as an observer.

- Question No.5:**(a) What kinds of strategies are applied to enhance competence in PBS? what are the contents of these strategies? How each strategy works?
(b) How effectively has the I-Beam form of Management been practiced in your PBS to improve the Board-Management Interrelationship?
(c) What kinds of trainings have got? How far are these trainings effective to your practical needs?
(d) Please explain your duties/activities/tasks you perform in PBS. What steps are taken to improve your performance reaching up to the standards set by REB Monitoring Unit?

Areas of Concern:

- Strategies to Ensure Competence
1. I-Beam form of Management
 2. Training Needs Assessment
 3. Key Performance Indicators

Sources of Data:

Documents: (a) PBS By-laws and Policy Instruction 300

Interviews: (a) AGM (GS) and AGM (MS).

(b) President of Board and Secretary of Board, GM, AGM (GS).

(c)& (d)

1. President of the PBS Executive Committee/Board of Directors
2. Secretary of the PBS Executive Committee
3. One Lady Adviser
4. General Manager (GM)
5. AGM (MS)/Power Use Coordinator
6. AGM (CO&M)/Junior Engineer
7. AGM (Finance & Accounts)/Accountant
8. AGM (Engineering)/Junior Engineer
9. AGM (GS)/Enforcement Coordinator
10. One Village Educator
11. One Billing Assistant
12. One Bill Messenger
13. One Meter Reader
14. One Lineman (Complain Center)
15. One Line Technician (Complain Center)
16. One Wiring Inspector
17. One Meter Tester

Focus Group Discussions: What are the opinions of the Directors, Consumer members about the Strategies to ensure competence in PBS?

Direct Observations: Overall observations.

Palli Bidyut Samity (PBS) Customer Attitude Survey: Questionnaire

Name of Customer:
Service No:

Type of Customer:
Locality of Customer:

1. How far are you satisfied to the application procedure for PBS electric connection?

Highly Satisfied	Satisfied	Don't Know	Dissatisfied	Highly Dissatisfied

2. What is your comment on the PBS house-wiring program?

Highly Satisfied	Satisfied	Don't Know	Dissatisfied	Highly Dissatisfied

3. What is your opinion about the PBS house wiring inspection?

Highly Satisfied	Satisfied	Don't Know	Dissatisfied	Highly Dissatisfied

4. How far are you satisfied to the PBS meter reading?

Highly Satisfied	Satisfied	Don't Know	Dissatisfied	Highly Dissatisfied

5. How far are you satisfied to the PBS bill preparation?

Highly Satisfied	Satisfied	Don't Know	Dissatisfied	Highly Dissatisfied

6. How far are you satisfied to the PBS bill delivery?

Highly Satisfied	Satisfied	Don't Know	Dissatisfied	Highly Dissatisfied

7. How far are you satisfied to the PBS bill payment through bank?

Highly satisfied	Satisfied	Don't know	Dissatisfied	Highly dissatisfied

8. How much attentive are PBS employees to your written complains?

Highly attentive	Attentive	Don't know	Indifferent	Highly indifferent

9. How far are you satisfied to the one point service at PBS?

Highly satisfied	Satisfied	Don't know	Dissatisfied	Highly dissatisfied

10. How far are you satisfied to the PBS office environment (physical facilities)?

Highly Satisfied	Satisfied	Don't know	Dissatisfied	Highly dissatisfied

11. How much cordial are PBS officers to solve your problems?

Highly cordial	Cordial	Don't know	Indifferent	Highly indifferent

12. How much load shedding is there on PBS service line in your locality?

Too less	Less	Don't know	High	Too high

13. How far are you satisfied to the quality of PBS's posters, leaflets etc.?

Highly satisfied	Satisfied	Don't know	Dissatisfied	Highly dissatisfied

14. How much regular is the checking of service line in your locality?

Highly regular	Regular	Don't know	Irregular	Highly irregular

15. How far are you satisfied with the system loss (non-technical) management of PBS?

Highly satisfied	Satisfied	Don't know	Dissatisfied	Highly dissatisfied

16. How many times does the feeder line of your locality need repairing?

Very few	Few	Don't know	Often	Very often

16. How many times does your electric meter need repairing?

Very few	Few	Don't know	Often	Very often

18. What is your comment about the quality of voltage in PBS service line in your locality?

Very good	Good	Don't know	Bad	Very bad

19. Does PBS regularly serve you notices about elections, annual general meetings etc.?

Very regularly	Regularly	Don't know	Irregularly	Very irregularly

20. How much prompt is your PBS director in solving problems of your locality?

Too much prompt	Prompt	Don't know	Indifferent	Too much indifferent

Your opinion (if any):

Signature of Interviewer:

Date:

Signature of Interviewee:

Date:

Survey on Board of Directors/Lady Advisors of Dhaka Palli Bidyut Samity-I

1. Name: _____ 2. Area: _____
 3. Age: _____ 4. Education: _____
 5. Profession: _____ 6. Monthly Income: _____
 7. Duty as Directors/ Lady Advisors in PBS: Duration

- a) _____ from _____ to _____
 b) _____ from _____ to _____
 c) _____ from _____ to _____
 d) _____ from _____ to _____

8. Participation in Training Courses as PBS Director/Lady Advisor:

<u>Subject of Training</u>	<u>Venue</u>	<u>Duration (Month/Day)</u>
----------------------------	--------------	-----------------------------

- a) _____
 b) _____
 c) _____
 d) _____

9. How far have these training courses helped you in directing PBS? (Tic only one)

1	2	3	4	5	6	7	8	9	10
---	---	---	---	---	---	---	---	---	----

10. Training courses in which you need to take part as PBS Director/Advisor:

- a) _____
 b) _____
 c) _____
 d) _____

11. How cooperative is the board-management relationship in DPBS-I? (Tic only one)

1	2	3	4	5	6	7	8	9	10
---	---	---	---	---	---	---	---	---	----

Signature (optional)

Survey on Managers of Dhaka Palli Bidyut Samity-1

1. Name:

2. Designation:

3. Duty as manager in different PBSs: Duration

- | | | |
|--------------|------|----|
| a) Position: | from | to |
| b) Position: | from | to |
| c) Position: | from | to |
| d) Position: | from | to |
| e) Position: | from | to |

4. Participation in PBS Training Courses as Managers:

<u>Subject of Training</u>	<u>Venue</u>	<u>Duration (Month/Day)</u>
----------------------------	--------------	-----------------------------

- a)
- b)
- c)
- d)
- e)
- f)
- g)
- h)
- i)
- j)
- k)

5. How far have these training courses helped you in managing PBS? (Tic only one)

1	2	3	4	5	6	7	8	9	10
---	---	---	---	---	---	---	---	---	----

6. Training courses in which you need to take part as PBS Manager:

- a)
- b)
- c)

7. How cooperative is the board-management relationship in DPBS-1? (Tic only one)

1	2	3	4	5	6	7	8	9	10
---	---	---	---	---	---	---	---	---	----

Signature (optional)

Focus Group Discussion with Different Categories of Customers in Palli Bidyut Samity

Place:

Date:

Name:

Service Number

Signature

1.

2.

3.

4.

5.

6.

7.

8.

9.

10.

Recommendations:

a)

b)

c)

d)

e)

f)

Signature of Anchorman & Date

Table 1: Some Basic Features of the Board of Directors/Lady Advisers of Dhaka Pali Biddyt Samity-1, 2004
(Total Number of Respondents = 14)

Age	Number
35-40	2
40-45	2
45-50	7
50-55	1
55-60	1
60-65	1

Education	Number
SSC	2
HSC	2
BA/BSc/Bed	6
MA/MSS	3
Diploma Eng.	1

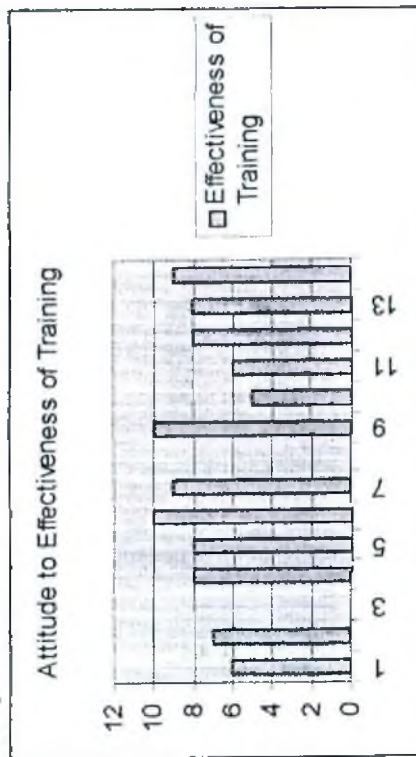
Profession	Number
Agriculture	1
Business	8
Teacher	5

Monthly Income	Number
4000-12000	10
12000-20000	2
20000-28000	1
28000-above	1

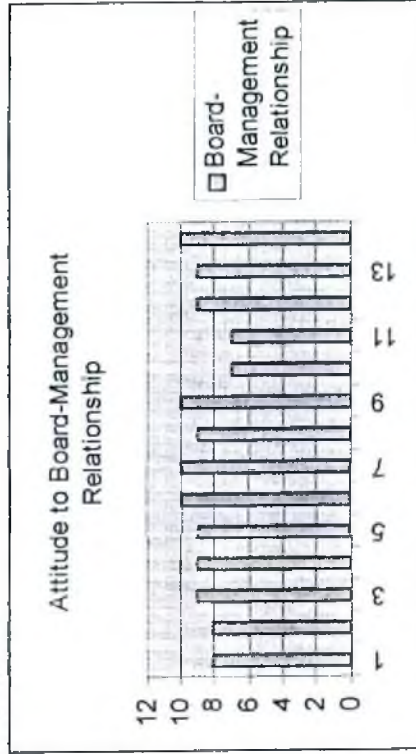
Serving the Samity	Number
1-5 years	4
5-10 years	2
10-15 years	3
15-20 years	2
20-25 years	3

Training	Number
No Training	2
7-days	2
12-15 days	6
Above 15 days	4

Graph: 1



Graph: 2



Source: Field Survey

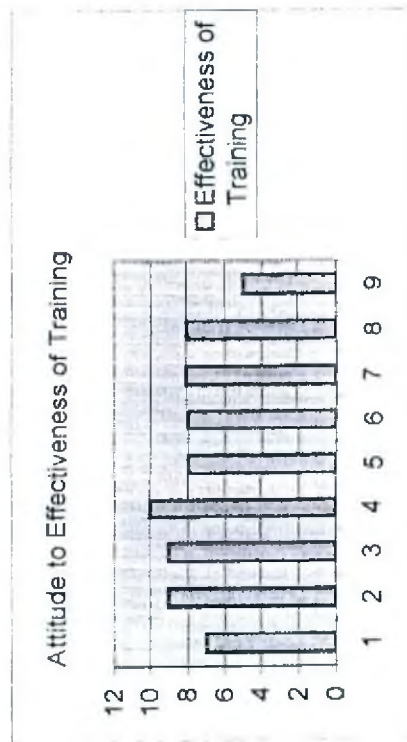
Table 2: Some Basic Features of the Managers of Dhaka Palli Biddyt Samity-I, 2004
(Total Number of Respondents = 9)

Position	Number
DGM	3
AGM	6

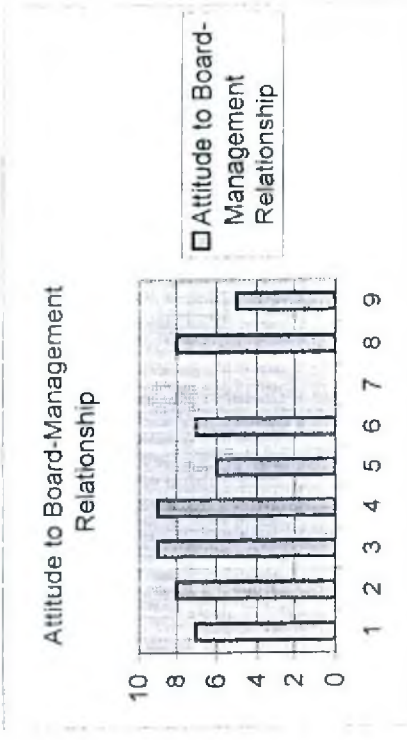
Experience as Manager	Number
1-5 years	2
5-10 years	4
10-15 years	2
15-20 years	1

Training	Number
10-20 days	1
20-30 days	2
30-40 days	1
40-50 days	4
Above 50 days	1

Graph: 3



Graph: 4



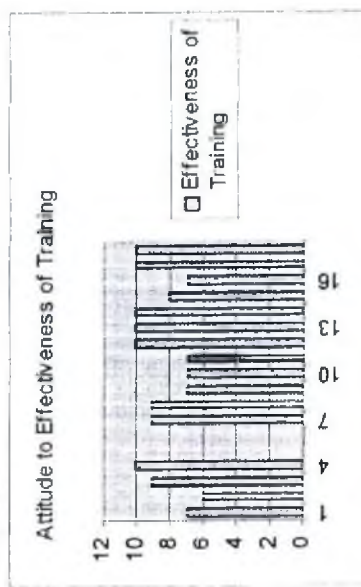
Source: Field Survey

Table 3: Some Basic Features of the Employees of Dhaka Palli Biddiyut Samity-1, 2004
(Total Number of Respondents = 21)

Position	Number
Asstt. Junior Eng.	4
Wiring Inspector	5
Billing Supervisor/ Asstt.	4
Line Technician	2
Lineman Grade I & II	3
Meter Tester	1
Meter Reader	1
Bill Massager	1

Experience Employee	Number
1-5 years	9
5-10 years	5
10-15 years	3
15-20 years	1
Above 20 years	3

Graph: 5



Source: Field Survey

Table 4: Score Card of Attitude of the Customers of Dhaka Palli Biddyyut Samity-1, 2003-2004
(Total Number of Respondents = 79)

No.	Attitude Towards	Highly Satisfied		Satisfied		Do not Know		Dissatisfied		Highly Dissatisfied	
		N	%	N	%	N	%	N	%	N	%
1.	Procedure for Application for Electric Connection	4	5.06	34	43.04	0	0	10	12.66	31	39.24
2.	House Wiring Program	5	6.33	43	54.43	1	1.27	14	17.72	16	20.25
3.	House Wiring Inspection	9	11.40	37	46.83	4	5.06	13	16.46	16	20.25
4.	Meter Reading	21	26.58	46	58.22	1	1.27	9	11.40	2	2.53
5.	Bill Preparation	27	34.18	44	55.70	0	0	8	10.12	0	0
6.	Bill Delivery	55	69.62	20	25.31	0	0	3	3.80	1	1.27
7.	Bill Payment through Bank	44	55.70	31	39.24	0	0	4	5.06	0	0
8.	Attendance in Written Complain	6	7.59	46	58.23	14	17.72	1	1.27	12	15.19
9.	One Point Service at PBS	1	1.27	35	44.30	35	44.30	8	10.12	0	0
10.	PBS Office Environment (Physical Facilities)	5	6.33	47	59.49	11	13.92	16	20.25	0	0
11.	Cordiality of PBS Officers	13	16.46	43	54.43	3	3.80	13	16.46	7	8.86
12.	Load Shedding in Your Locality	0	0	13	16.46	0	0	36	45.57	30	37.97
13.	Quality of PBS's Posters, Leaflets etc.	0	0	25	31.64	48	60.76	6	7.60	0	0
14.	Regularity in Checking of Service Line	0	0	49	62.02	1	1.27	26	32.91	3	3.80
15.	System Loss (non-technical) Management	42	53.16	36	45.57	0	0	1	1.27	0	0
16.	Quality of Feeder Line in Your Locality.	9	11.40	57	72.15	1	1.27	12	15.19	0	0
17.	Quality of Your Electric Meter	25	31.64	43	54.43	0	0	11	13.92	0	0
18.	Quality of Voltage in Service Line	1	1.27	42	53.16	0	0	18	22.79	18	22.79
19.	Regularity in Delivery/Announcing PBS Notices	1	1.27	49	62.02	7	8.86	20	25.32	2	2.53
20.	Promptness of Your Director in Solving Problems	8	10.12	17	21.52	31	39.24	13	16.46	10	12.66

Source: Field Survey

Table 5: Score Card of Attitude of the Customers of Netrokona Palli Biddiyut Samity, 2004
(Total Number of Respondents = 26)

No.	Attitude Towards	Highly Satisfied		Satisfied		Do not Know		Dissatisfied		Highly Dissatisfied	
		N	%	N	%	N	%	N	%	N	%
1.	Procedure for Application for Electric Connection	0	0	22	84.61	0	0	1	3.85	3	11.54
2.	House Wiring Program	0	0	23	88.46	0	0	2	7.70	1	3.85
3.	House Wiring Inspection	0	0	22	84.61	0	0	2	7.70	2	7.70
4.	Meter Reading	2	7.70	17	65.38	0	0	6	23.08	1	3.85
5.	Bill Preparation	7	26.92	17	65.38	0	0	1	3.85	1	3.85
6.	Bill Delivery	16	61.54	9	34.61	0	0	0	0	1	3.85
7.	Bill Payment through Bank	14	53.85	12	46.15	0	0	0	0	0	0
8.	Attendance in Written Complain	0	0	12	46.15	0	0	8	30.77	6	23.08
9.	One Point Service at PBS	0	0	12	46.15	0	0	13	50.00	1	3.85
10.	Office Environment (Physical Facilities) in PBS	0	0	24	92.30	1	3.85	1	3.85	0	0
11.	Cordiality of PBS Officers	2	7.70	9	34.61	3	11.54	7	26.92	5	19.23
12.	Load Shedding in Your Locality	0	0	1	3.85	0	0	2	7.70	23	88.46
13.	Quality of PBS's Posters, Leaflets etc.	0	0	4	15.38	15	57.69	6	23.08	1	3.85
14.	Regularity in Checking of Service Line	0	0	8	30.77	1	3.85	13	50.00	4	15.38
15.	System Loss (non-technical) Management	16	61.54	10	38.46	0	0	0	0	0	0
16.	Quality of Feeder Line in Your Locality	1	3.85	23	88.46	0	0	2	7.70	0	0
17.	Quality of Your Electric Meter	2	7.70	18	69.23	0	0	5	19.23	1	3.85
18.	Quality of Voltage in Service Line	0	0	26	100.00	0	0	0	0	0	0
19.	Regularity in Delivery/Announcing PBS Notices	0	0	4	15.38	2	7.70	17	65.38	3	11.54
20.	Promptness of Your Director in Solving Problems	1	3.85	0	0	4	15.38	10	38.46	11	42.31

Source: Field Survey

Table 6: Score Card of Attitude of the Customers of Sherpur Palli Biddyt Samity, 2004
(Total Number of Respondents = 25)

No.	Attitude Towards	Highly Satisfied		Satisfied		Do not Know		Dissatisfied		Highly Dissatisfied	
		N	%	N	%	N	%	N	%	N	%
1.	Procedure for Application for Electric Connection	4	16.00	19	76.00	0	0	2	8.00	0	0
2.	House Wiring Program	0	0	25	100.00	0	0	0	0	0	0
3.	House Wiring Inspection	5	20.00	19	76.00	0	0	1	4.00	0	0
4.	Meter Reading	10	40.00	11	44.00	0	0	3	12.00	1	4.00
5.	Bill Preparation	13	52.00	12	48.00	0	0	0	0	0	0
6.	Bill Delivery	13	52.00	12	48.00	0	0	0	0	0	0
7.	Bill Payment through Bank	8	32.00	13	52.00	0	0	4	16.00	0	0
8.	Attendance in Written Complaints	4	16.00	18	72.00	0	0	3	12.00	0	0
9.	One Point Service at PBS	0	0	22	88.00	0	0	3	12.00	0	0
10.	Office Environment (Physical Facilities) in PBS	16	64.00	9	36.00	0	0	0	0	0	0
11.	Cordiality of PBS Officers	12	48.00	13	52.00	0	0	0	0	0	0
12.	Load Shedding in Your Locality	0	0	12	48.00	0	0	13	52.00	0	0
13.	Quality of PBS's Posters, Leaflets etc.	0	0	19	76.00	6	24	0	0	0	0
14.	Regularity in Checking of Service Line	2	8.00	18	72.00	2	8.00	3	12.00	0	0
15.	System Loss (non-technical) Management	15	60.00	9	36.00	0	0	1	4.00	0	0
16.	Quality of Feeder Line in Your Locality	1	4.00	22	88.00	0	0	2	8.00	0	0
17.	Quality of Your Electric Meter	4	16.00	19	76.00	0	0	2	8.00	0	0
18.	Quality of Voltage in Service Line	2	8.00	22	88.00	0	0	1	4.00	0	0
19.	Regularity in Delivery/Announcing PBS Notices	0	0	23	92.00	0	0	1	4.00	1	4.00
20.	Promptness of Your Director in Solving Problems	0	0	4	16.00	4	16.00	4	16.00	8	32.00
										9	36.00

Source: Field Survey

Table 7: Training Needs of the Board of Directors/Lady Advisors of Dhaka Palli Biddyut Samity-1, 2004
(Total Number of Respondents = 14)

Needed Topic/ Subject	Number of Concerned
PBS Policy Instruction	2
PBS Member Service	1
Practical Knowledge on Electrical Issues	2
Form 550	5
Over all Rural Electrification Program	1
Management Issues	4
Training Abroad	5

Table 8: Training Needs of the Managers of Dhaka Palli Biddyut Samity-1, 2004
(Total Number of Respondents = 9)

Needed Topic/ Subject	Position Concerned
Advance Management	DGMs
Personnel Management	DGMs, AGM (GS)
Public Relation	DGM, AGM (finance)
Key Accounts Management	DGM, AGM (finance)
Total Quality Management	DGM
Transport Maintenance	AGM (GS)
Security System	AGM (GS)
Purchase	AGM (GS)
Electrical Devices	AGM (COM)
Visit to the Electrical Equipment Manufacturing Company	AGM (COM)
Foreign Visits	DGMs
Information Technology	AGM (Finance)

Source: Field Survey

Table 9: Training Needs of the Employees at Different levels of Dhaka Palli Biddiyut Samity-1, 2004
(Total Number of Respondents = 21)

Needed Topic/ Subject	Position Concerned
New Equipment like ACR, OCR, AVR, Power Transformer, Voltage Regulator, Switch Gear, Wire, Cable etc.	Asstt. Junior Eng. (COM), Lineman Grade I
Substation Maintenance & Operation	Asstt. Junior Eng. (COM)
Repairing of One Phase & Three Meter	Asstt. Junior Eng. (COM)
Electricity Act	Asstt. Junior Eng. (COM)
Office Management	Asstt. Junior Eng. (COM)
Improvement of Consumer Service & Consumer Awareness	Asstt. Junior Eng. (COM), Wiring Inspector
Basic Consumer Wiring & Advance Wiring	Wiring Inspector
First Aid	Wiring Inspector
Computer Fundamentals	Billing Supervisor, Billing Asstt., Line Technician
Training in Other PBSSs	Wiring Inspector
Departmental Training	Wiring Inspector, Bill Messenger
Basic Supervision	Billing Supervisor, Line Technician
Lineman's Basic-Part III & IV	Lineman Grade I & II
Meter Testing	Meter Tester
Geographical Information System (GIS)	Wiring Inspector
Training of Trainers (TOT)	Wiring Inspector
Foreign Training	Wiring Inspector

Source: Field Survey

Table 10: Summary of Focus Group Discussion: One
(Total Number of Participants = 08)

Issue: Role of Directors in the Locality	Issue: Role of Directors in the PBS Board
<ul style="list-style-type: none"> <input type="checkbox"/> Directors are elected representatives of member-customers of samity. <input type="checkbox"/> They deal with the customers about problems like, area coverage, mileage distribution, line construction, consumer meter order, Bill Payment & others issues of electrical concern. <input type="checkbox"/> Often, they discuss issues with the consumers in "Village Motivation Meetings". <input type="checkbox"/> There are "Village Advisors" in every village of entire electrified area who suggests customers in solving their immediate problems and communicate with the respective director. 	<ul style="list-style-type: none"> <input type="checkbox"/> President of the samity, who must be a director, presides over Board Meetings. <input type="checkbox"/> Directors place the problems of their locality in the "Monthly Board Meetings". <input type="checkbox"/> They debate over issues and finally decide all and sundry. <input type="checkbox"/> Although PBS Board is the sole authority in making decisions, but REB is the final arbiter of approving these decisions. <input type="checkbox"/> One director opines that REB's guardianship shades 70% positive and 30% negative impact on PBS Board. <input type="checkbox"/> Every PBS is undoubtedly General Manager oriented organization, but the GM is accountable and transparent to the Board in many respect. <input type="checkbox"/> Though the Board of Directors is not allowed to interfere in the daily affairs of PBS activities, the President or treasurer of the Board have to counter sign all bank checks. <input type="checkbox"/> Board of Directors appraises the GM and revise appraisals of AGMs annually.

Source: Audio Tape 03A (17:13-31:35) & 03B (00:01-09:36)

Table 11: Summary of Focus Group Discussion: Two
(Total Number of Participants = 05)

Issue: Condition of Pre-connection PBS services	Issue: Condition of Post-connection PBS services
<ul style="list-style-type: none"> <input type="checkbox"/> The consumers have got new connections after 4 years of group application. <input type="checkbox"/> They had to bribe Mafizur Rahman—the late director of the area—1500-2000/- Taka each for 80 Customer Meter Orders (CMO). <input type="checkbox"/> They had to pay 10,000/- Taka for installing one pole for service drop line without getting any receipt. <input type="checkbox"/> The late director had warned these consumers of disconnecting the service line if they would disclose about bribing. 	<ul style="list-style-type: none"> <input type="checkbox"/> The meter readers do not read meters properly and make average bill when the customers deny paying tips. <input type="checkbox"/> The linemen are reluctant to attend complains in Dariapur locality. <input type="checkbox"/> The officials of the Kaliakoir Zonal office show bizarre attitude to these customers. <input type="checkbox"/> Quality of leaflets, posters & handbills of DPBS-1 is better. <input type="checkbox"/> Load shading soars up in the evening and summer season.

Source: Audio Tape 04A (07:26-31:48) & 04B (00:01-24:25)

Table 12: Summary of Focus Group Discussion: Three
(Total Number of Participants = 09)

Issue: Condition of Pre-connection PBS services	Issue: Condition of Post-connection PBS services
<ul style="list-style-type: none"> <li data-bbox="313 998 486 1970">❑ Irrigation connections are seasonal matter. At the start of the season, consumers have to deposit security money for electric connections and, the lines are disconnected after the season. The PBS employees i.e. wiring inspector, linemen—delay the connection procedure if they are not given due speed money. <li data-bbox="491 998 595 1970">❑ In case of new household connections, consumers have to give 1300-3300/- Taka for each meter order as bribe to agents unless they do not have powerful lobby to influence the PBS officials. <li data-bbox="599 998 813 1970">❑ Recently, most customers have got bitter experience as they are compelled to give speed money for every step of connection procedure i.e. application, feasibility, line installation etc. Md. Nazimuddin alleged that Annes Ali, a wiring inspector under Dhamrai Zonal Office had managed to receive 4500/- Taka from 8 household consumers with a commitment to providing electric connection. <li data-bbox="817 998 951 1970">❑ Md. Khademul Islam, imam of kalidash Patti Mosque, alleged that Abed Ali—a professional collaborator to the PBS employees—used to settle each meter order for 1000/- Taka to negotiate a new electric connection. 	<ul style="list-style-type: none"> <li data-bbox="313 282 382 907">❑ It is very difficult to pay electric bill because bank is far away from Kalidash Patti. <li data-bbox="387 282 457 907">❑ Most of the deep tube wells have been disordered for low voltage and load shading. <li data-bbox="461 282 531 907">❑ The shallow tube wells are to restart time and again when load shading prevails. <li data-bbox="535 282 624 907">❑ Load shading and low voltage affect adversely meters and transformers of irrigation consumers. <li data-bbox="629 282 773 907">❑ The customers have no faith on employees like wiring inspectors and linemen. They still keep trust with GM or DGM, but their accesses to these officers are restricted. <li data-bbox="777 282 881 907">❑ After the village energization meeting, there has not yet been hold any village gathering organized by the PBS.

Source: Audio Tape 05A (00:01-31:43) & 05B (00:01-12:03)

Table 13: Summary of Focus Group Discussion: Four
(Total Number of Participants = 07)

Issue: Condition of Pre-connection PBS services	Issue: Condition of Post-connection PBS services
<ul style="list-style-type: none"> <input type="checkbox"/> Now a day, Netrokona PBS officials do not treat properly to the new applicants who hive for meter order. <input type="checkbox"/> To get new connections for irrigation or otherwise, every consumer has to bribe officials through agents. <input type="checkbox"/> Village electricians and wiring inspectors are openly engaged in illegal practices for new meter orders. 	<ul style="list-style-type: none"> <input type="checkbox"/> Each customer has to pay 10/- meter charge per month. He has to penalty for tempering meter even though the meter is disordered from natural calamity. <input type="checkbox"/> Rate of electric bill has been increased every so often without noticing the customers. The rate of VAT has also not mentioned. Billing is manual, not computerized. <input type="checkbox"/> Linemen do not attend complains irrespective of complainers. <input type="checkbox"/> Load shading persists acutely during evening hours. <input type="checkbox"/> Village motivation meeting is absent in kazla.

Source: Audio Tape 07B (00:01-23:33)

Table 14: Summary of Focus Group Discussion: Five
(Total Number of Participants = 07)

Issue: Condition of Pre-connection PBS services	Issue: Condition of Post-connection PBS services
<ul style="list-style-type: none"> <input type="checkbox"/> Some of the customers had to pay bribe for new meter orders. <input type="checkbox"/> The Sherpur PBS officials do not pay importance to the new applications properly. <input type="checkbox"/> Some customers had to fill out applications twice or thrice due to unavailability of their submitted forms in PBS office. 	<ul style="list-style-type: none"> <input type="checkbox"/> Per unit electricity rate is very much higher than the rate of PDB: 5.11 Taka for commercial; 2.81 Taka for household; more than 5.00 Taka for industrial and more than 4.00 Taka for irrigation meters. More over they have to pay 10/- Taka meter charge and 5/- Taka service charge for each bill per month. <input type="checkbox"/> In a recent circular, REB has increased 2000/- Taka charge to the previously deposited security money for the irrigation customers. <input type="checkbox"/> The consumers got invitation for Annual General Meeting but they are totally ignorant about "Village Motivation Meeting".

Source: Audio Tape 08A (00:01-30:35)

Table 15: Summary of Focus Group Discussion: Six
(Total Number of Participants = 10)

Issue: Condition of Pre-connection PBS services	Issue: Condition of Pre-connection PBS services
<ul style="list-style-type: none"> <li data-bbox="305 1360 550 2022">❑ For 2/3 years, getting new electric connections for industrial plants have become a very difficult matter. "The officials of DPBS-1 Head Quarter delayed my application procedure even for a year," the representative of Dekko Accessories says. <li data-bbox="550 1360 793 2022">❑ To avoid complexities of application process for another connection for the plant that would be extended in future, the industrial customers attempt to approve 'load consumption' more than the current demand. 	<ul style="list-style-type: none"> <li data-bbox="305 250 409 1360">❑ Prepaid meter card will not be feasible for the industrial or commercial customers because in that case they will have to pay their huge amount of electric bill in advance. <li data-bbox="409 250 483 1360">❑ The industrial and commercial consumers have been paying more to PBS than their counterparts do to PDB or DESA. <li data-bbox="483 250 520 1360">❑ Load shading is very high several times during summer. <li data-bbox="520 250 587 1360">❑ Low voltage and voltage fluctuation damages industrial machines very severely and, decreases commercial business. <li data-bbox="587 250 661 1360">❑ In Amin Bazar household areas, many electric poles are either leaned or short, so that they may cause severe accidents. <li data-bbox="661 250 793 1360">❑ To develop a harmonious customer-PBS relation, there should be regular deliberations between the parties and, even TV programs focusing these problems would be helpful.

Source: Audio Tape 15A (00:01-31:15), 15B (00:01-13:57) & 15B-ad (00:01-03:45)

Table 16: Direct Observations

Events & Tape References	High Lights of the observation
<p>Monthly Samity Board Meeting, DPBS-1 HQ 01A (00:01-31:47), 01B (00:01-16:30)</p>	<ul style="list-style-type: none"> □ Presided over by the president of the samity, the Board Meeting was started in time. Three reports were presented to the board. These are: GM's monthly general report and monthly conveyance and repairing expense report; ExEn's monthly progress report and, Retainer Engineer's monthly report. □ The directors discussed financial and statistical reports. □ All most all directors were engaged in a debate over allocation of mileage among different areas and priority setting for the under construction line extension project. The GM and the ExEn explained the whole matter. Finally, the directors came to an agreement and took decisions all and sundry. □ The directors showed democratic norms during the meeting.
<p>Foreigners' Visit at DPBS-1 HQ 02A (00:01-30:38), 02B (00:01-13:39)</p>	<ul style="list-style-type: none"> □ A brief projection meeting was held in the conference room presided over by the president of DPBS-1. The GM narrated features of "At a Glance of Dhaka PBS-1" projected on the screen. The GM and other officials readily answered queries about different aspects of PBS activities by the visiting guests. □ The guests then rushed to the down stair to have first hand experience about process of billing, maintenance of ledgers, customer counter for bill payment and one point service those are operated mostly with computers. □ The visitors expressed high satisfaction about the financial progress and technological advancement of DPBS-1.
<p>Computer Training program at DPBS-1 HQ 02B (13:40-18:22)</p>	<ul style="list-style-type: none"> □ Imtiaz Hossain and Safiqul Alam of NRECA International Ltd.—consultant firm to Rural Electrification Program—conducted "Basic Computer Course" for the junior level employees like enforcement coordinator, plant accountant, assistant junior engineer, wiring inspector, billing assistant, typist etc. □ Rumana Akhter (plant accountant), Jamal Uddin (plant accountant asstt),

	<p>Dil Afroz Hossain (plant accountant), Zahirul Karim (junior eng.) opined that this course would certainly improve efficiency and faster the activities of their respective jobs in PBS.</p> <p>□ The participants hoped for advanced trainings on computer operation in future.</p>
<p>Bill Payment at Krishi Bank, Dhamrai 03B (26:38-31:48), 03B-ad (00:01-05:08)</p>	<p>□ There was a long queue towards the bill payment counter of Dhamrai Krishi Bank. Some customer alleged that they had been standing in the line for about an hour. Others expressed frustration for they had to come to Dhamrai town every month from more than 7/8 miles away since there was no bank near their locality. They had to lose extra money, energy and time for bill payment. They needed bank or other arrangement by the PBS for bill payment of the customers of Shwapur, Nanna and the adjoining unions.</p> <p>□ Opposite the counter, bill payments were being received in manual ledgers. The cashier was busy receiving payments impatiently. "Computerized billing system would have been better for both the bank employees and the customers", said Abul Kalam Azad, the cashier.</p>
<p>PBS Director's Election at Kaliakayor Thana HQ 04A (00:01-07:25)</p>	<p>□ In this bye-election, Biresh Chandra Sarker and Samsedur Rahman were the contesting candidates. The agents of both candidates confirmed that the election had been going free and fair. Some voters showed pity for exercising their voting rights. The candidate Biresh Chandra Sarker also expressed satisfaction about the voting arrangements.</p> <p>□ Md. Nazrul Islam, the returning officer of the DPBS-1 Election/2003 said, "the candidates were scrutinized on the basis of 11 parameters such as, no moral deviation, no bill defaulter, no allegation on electricity pilferage, right signature in the nomination form etc. The returning officer expressed that he had conducted PBS elections for about 10 years. He faced no unwanted situation in those elections.</p>
<p>Bill Payment at Dhaka Bank, Amin Bazar Branch 04B (24:26-30:07)</p>	<p>□ There was no queue before the bill payment counter in the Dhaka Bank at Amin Bazar. The customers had no complain about the services of this bank. "The bank employees are very sincere about us and easily pay our bills within minutes" said Khokon, a household customer.</p>

	<p>□ Syful Islam Khan, cashier over the counter told that they had installed two computers particularly for the customers of DPBS-1, Amin Bazar Zonal Office. The manager of the bank, Mahfurur Rahman Khan, on the hand, expressed “ We have installed computerized billing system since the inception of the bank in 2001. We make line queue when customers rush to pay bills. There is a female counter as well”.</p>
<p>Annual General Meeting (under Injunction by the High Court), DPBS-1 HQ, (Date:01/01/2004) 05B (16:33-31:42), 06A (00:01-09:00), 06A (24:57-31:38), 06A-ad (00:01-05:56).</p>	<p>□ The 22nd Annual General Meeting of DPBS-1 was about to held on this day. But the High Court made an injunction over the meeting up to 04/01/2004. There was no incident like this in the history of DPBS-1 since its inception in 1983.</p> <p>□ K. M Rabiul Karim, AGM (MS) and member-secretary of the just concluded DPBS-1 election/2003 said, “ The people who have submitted allegation to the court against the Annual General Meeting are de facto nominees for candidacy. Their nomination papers were rejected according to the conditions outlined in the election schedule. One of them has been accused of electricity pilferage two times.” When asked “Did they get the news of rejection right from the notice board of PBS?” Mr. Karim replied, “They somehow got the information.”</p> <p>□ Sydur Rahman, a disgruntled petitioner whose nomination paper was rejected in the scrutiny said, “ Last term, I submitted nomination paper and contested the election. This term, when I heard my nomination paper was rejected, I verbally wanted to know the cause behind the rejection from the peoples of election commission. When they did not respond, I wrote an application to have the proper reason. Even when the commission did not reply this time, I asked the authority in a form of legal notice adding court fees. And when they did not bother any of my appeals, I finally went to the Court to exercise my right to know.”</p> <p>□ Khorshed Alam, another disqualified nomination submitter, referring to the latest circular on the election/2003 alleged, “ Election commissions are advised to be liberal in scrutinizing nomination papers when minor defects are found with a view to make the member-customers of PBSs election-</p>

	<p>oriented. In that circular, election areas revised and tenure of a director would be 5 years instead of 3 year's term from these elections. The DPBS-1 election commission scheduled elections to be hold in 3 areas for 5 years term and 1 area for 1-year term through bye-election. We suspect that the incumbent directors of the 3 areas those who are wanted to retain their positions uncontested had collaborated the election commission and high officials of DPBS-1 and REB. That's why we attempt to draw the attention of the Court to bring justice to these anomalies".</p>
<p>Annual General Meeting, DPBS-1 HQ, (Date: 10/01/2004) 06B (28:31-31:20), 07A (00:01-18:18)</p>	<ul style="list-style-type: none"> <input type="checkbox"/> As the date of the meeting announced in national dailies of that very day, so the gathering of Annual General Meeting was not large. The meeting continued about only one hour and a half. At first, Md. Sarwar Hossian, general manager of DPBS-1 addressed the meeting. Secondly, the returning officer of the just concluded elections officially declared the results of the elected candidates and the duration of their term. Finally, the president read out the answers that were previously submitted for the 'Question Hour Session'. <input type="checkbox"/> After the meeting, one REB level director associated with the returning officer of election conducted the elections of four executive positions as president, vice-president, secretary and treasurer among the directors. Each director voted other directors except himself for those positions. Following the elections of executive posts, the directors were taken their oath according to the PBS Instruction. <input type="checkbox"/> At last, a lottery was held for among list of good customers under different categories.
<p>Monthly Staff Meeting, Amin Bazar Zonal Office, DPBS-1 12A (00:01-30:00), 12B (00:01-19:51)</p>	<ul style="list-style-type: none"> <input type="checkbox"/> The meeting started in due time and all staff were present. <input type="checkbox"/> The staff responsible to the issue discussed the agendas. <input type="checkbox"/> The DGM conducted the whole discussion in an inquisitive manner. He directed the staff for their future course of duties and functions point by point. <input type="checkbox"/> After the meeting, a team spirit was observed among the staff.

<p>Village Energization Meeting, Sialpur, Dhamrai, DPBS-1 13A (17:11-31:03), 13B (00:01-06:44)</p>	<ul style="list-style-type: none"> □ The meeting started in the afternoon. The president of DPBS-1 presided over. □ General Manager, the chief guest, switched on the light and the gathering clapped over this "Great Moment" for the energization of Sialpur village. □ The GM of DPBS-1, DGM of Dhamrai Zonal Office, one Executive Engineer of REB and one Director and the president addressed the audience. □ When asked "What is your feeling after having light in your village?" Dr. Md. Abul Hossain, Nur Mohammad and others replied with euphoria, "we are very much delighted at this moment. It will be remembered as a new era for our next generation". □ Md. Abul Hossain Khan, Board Director for the area, said, "due to shortage of equipments supply, the energization of this area was late for two years. However, the locality will get the test of development in irrigation, education, health etc. very soon".
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Table: 1

Raw Data Matrix of "Likert" Response of the Sample Customers of Dhaka Palli Biddiut Samity-1

Rs No.	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10	Q11	Q12	Q13	Q14	Q15	Q16	Q17	Q18	Q19	Q20	Total Score
1	4	4	4	4	4	5	5	4	4	4	4	1	4	4	4	4	5	4	4	4	80
2	4	5	5	4	4	5	5	4	4	5	5	4	4	4	5	4	5	4	4	4	88
3	4	4	4	5	4	4	5	4	4	4	5	1	4	4	5	4	4	2	4	3	78
4	4	4	4	5	4	4	5	4	4	4	5	4	4	4	4	4	4	1	4	3	79
5	4	4	5	4	4	5	5	4	4	4	4	4	3	4	4	4	4	1	4	3	78
6	4	4	5	4	2	5	5	4	4	4	4	4	2	4	4	4	4	4	4	3	78
7	4	4	4	4	5	5	4	4	4	4	4	2	4	4	4	4	4	4	4	5	81
8	4	4	4	5	4	5	4	4	4	4	4	2	4	4	4	4	4	2	4	4	78
9	2	2	2	4	2	5	4	2	4	4	4	2	4	2	4	2	2	5	4	4	64
10	4	4	4	5	4	5	4	4	4	5	4	2	2	4	5	4	5	4	4	2	79
11	4	4	4	4	4	5	2	4	4	4	4	2	3	4	4	4	4	4	4	4	76
12	4	4	4	4	5	5	4	4	4	5	4	4	3	4	4	4	4	2	3	3	78
13	4	4	4	4	5	5	4	4	4	5	4	2	2	4	4	4	4	2	4	4	77
14	1	4	5	2	4	5	5	1	3	4	2	2	4	2	5	4	2	4	4	1	64
15	1	4	3	4	4	5	4	4	3	4	4	4	3	4	4	4	5	4	4	3	74
16	1	5	4	4	5	4	5	4	3	4	4	4	4	2	5	4	5	4	4	1	76
17	5	4	4	5	4	5	5	4	3	4	4	2	3	2	5	4	5	2	4	4	78
18	2	4	4	5	4	5	4	4	3	4	4	2	3	4	5	4	5	2	4	5	77
19	1	4	4	4	4	5	5	5	4	4	4	4	3	4	5	4	5	2	4	5	80
20	4	4	4	4	4	4	4	1	2	4	4	1	3	4	4	2	4	4	4	4	69
21	1	4	4	3	4	4	4	2	3	4	1	4	3	2	5	2	4	2	4	3	64
22	1	4	4	4	5	4	5	4	3	4	4	1	3	4	5	4	5	4	4	4	76
23	1	1	2	2	4	5	5	1	3	4	4	2	4	4	5	2	2	4	1	1	57
24	1	2	4	4	4	5	5	2	3	4	4	2	4	2	5	4	4	4	4	1	68
25	4	4	4	4	4	5	4	4	4	4	4	1	3	4	4	4	4	4	4	4	77
26	4	4	4	4	5	5	5	4	4	4	4	1	4	4	5	4	4	4	4	5	82
27	1	2	4	4	4	5	4	2	2	4	4	1	3	2	4	2	4	1	4	3	60
28	2	2	2	4	4	5	4	4	4	4	2	1	4	4	4	4	4	4	4	4	70
29	4	4	4	4	4	1	4	5	4	4	4	1	3	4	4	4	4	4	1	4	71
30	1	4	1	4	4	4	4	4	4	4	4	1	3	4	4	4	2	4	4	3	67

Table: 2
Raw Data Matrix of "Likert" Response of the Sample Customers of Netrokona Palli Biddiyut Samity

Rs. No.	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10	Q11	Q12	Q13	Q14	Q15	Q16	Q17	Q18	Q19	Q20	Total Score
1	2	4	2	2	5	5	5	2	4	4	3	4	4	3	4	5	2	4	1	5	70
2	4	4	4	4	5	5	5	4	4	4	4	1	3	4	4	4	4	4	3	2	76
3	4	4	4	4	4	4	4	4	2	4	4	2	1	2	5	4	5	4	2	1	68
4	4	4	4	4	4	5	5	4	4	4	4	1	4	2	5	4	2	4	2	2	72
5	4	4	4	2	4	4	4	4	4	4	5	2	4	4	5	4	4	4	2	2	74
6	4	4	4	2	4	5	5	4	4	4	4	1	4	4	5	4	4	4	2	2	74
7	4	4	4	1	4	5	5	4	4	3	3	1	3	2	5	4	2	4	3	3	68
8	4	4	4	2	4	5	5	4	4	4	3	1	3	4	5	4	4	4	2	3	73
9	4	4	4	4	5	4	5	4	4	4	5	1	3	2	5	4	4	4	2	3	75
10	4	4	4	5	2	5	5	4	4	4	4	1	3	4	5	4	4	4	1	2	73
11	4	4	4	4	5	5	4	2	2	4	2	1	2	2	4	4	4	4	2	1	64
12	4	4	4	4	4	4	4	2	2	4	4	1	2	2	5	4	4	4	2	1	65
13	1	2	2	4	4	4	4	1	2	4	1	1	3	1	4	2	4	4	2	1	51
14	4	4	4	2	4	4	4	1	1	4	1	1	3	1	5	2	2	4	2	1	54
15	1	1	1	4	4	5	5	2	2	2	1	1	3	2	4	4	4	4	4	1	55
16	4	4	4	4	4	5	5	2	2	4	2	1	2	4	5	4	2	4	4	1	67
17	4	4	4	2	1	4	4	2	2	4	2	1	3	2	4	4	4	4	2	2	59
18	4	4	4	4	4	4	4	2	2	4	2	1	2	2	5	4	4	4	2	1	63
19	4	4	4	4	4	5	5	1	2	4	2	1	2	2	4	4	4	4	2	2	64
20	4	4	4	4	4	5	4	1	2	4	2	1	3	1	4	4	4	4	2	2	64
21	4	4	4	4	5	5	4	1	2	4	1	1	2	2	4	4	4	4	1	1	62
22	1	2	1	4	4	1	4	4	4	4	4	1	3	2	5	4	4	4	2	1	59
23	4	4	4	4	4	5	5	2	2	4	2	1	3	2	4	4	1	4	2	2	63
24	4	4	4	4	5	5	4	1	2	4	1	1	3	1	5	4	5	4	2	1	64
25	4	4	4	4	4	5	4	4	4	4	4	1	3	4	5	4	4	4	4	3	77
26	4	4	4	4	4	5	5	4	4	4	4	1	3	4	5	4	4	4	4	2	77

r Total 0.518 0.57 0.47 -0.1 0.12 0.37 0.4 0.74 0.77 0.28 0.79 0.16 0.26 0.76 0.42 0.55 0.07 #### 0.16 0.55
mean 3.577 3.73 3.62 3.5 4.08 4.5 4.54 2.692 2.88 3.88 2.85 1.19 2.85 2.5 4.62 3.88 3.58 4 2.27 1.85 66.576923
S.D. 1.027 0.78 0.94 1.07 0.89 0.86 0.51 1.289 1.07 0.43 1.32 0.63 0.73 1.1 0.5 0.59 1.03 0 0.87 0.97
Where 5= Highly Satisfied, 4= Satisfied, 3= Do n't Know, 2 = Dissatisfied, 1 = Highly Dissatisfied

Table: 4.3
Raw Data Matrix of "Likert" Response of the Sample Customers of Sherpur Pall Biddiut Samity

Sl. No.	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10	Q11	Q12	Q13	Q14	Q15	Q16	Q17	Q18	Q19	Q20	Total Score
1	2	4	2	4	4	5	2	4	4	5	4	4	4	4	5	4	4	4	4	2	75
2	4	4	5	5	4	4	5	4	4	5	4	2	4	4	5	4	4	4	4	1	81
3	4	4	4	4	5	5	5	5	4	5	5	2	4	5	5	4	4	4	4	1	83
4	5	4	4	5	4	4	2	5	4	5	4	2	3	4	5	2	4	4	4	1	75
5	4	4	4	2	4	4	4	4	4	5	4	2	4	4	5	4	2	4	4	3	75
6	4	4	4	4	5	5	5	4	4	5	5	2	3	2	4	4	4	5	1	1	75
7	4	4	4	4	5	5	5	4	4	5	5	2	4	3	4	4	4	4	4	3	81
8	4	4	4	5	4	5	4	2	2	5	4	2	3	2	5	4	4	4	4	1	72
9	4	4	4	5	4	4	4	2	2	4	4	4	4	2	4	4	4	4	2	4	73
10	4	4	5	5	5	4	5	4	4	5	5	2	4	4	5	4	5	4	4	2	84
11	4	4	4	5	5	4	4	4	4	5	5	2	4	4	5	4	4	4	4	2	81
12	4	4	4	5	5	5	4	4	4	5	5	2	4	4	5	4	5	4	4	2	83
13	4	4	4	2	4	4	2	4	4	4	4	4	3	4	5	4	4	4	4	1	73
14	5	4	4	5	4	5	2	5	4	4	4	4	4	5	5	2	4	4	4	1	79
15	5	4	4	4	4	5	4	5	4	4	4	4	4	4	4	4	4	4	4	2	81
16	4	4	4	4	5	4	4	4	4	5	5	4	4	4	5	4	4	4	4	1	81
17	5	4	4	2	4	5	4	4	4	5	5	4	4	4	4	4	4	4	4	4	82
18	4	4	4	4	5	4	4	2	2	4	4	4	3	4	4	4	4	4	4	3	75
19	4	4	4	4	5	5	4	4	4	4	5	4	4	4	5	4	5	2	4	4	83
20	2	4	4	5	4	4	4	4	4	4	5	4	4	3	4	4	5	4	4	4	80
21	4	4	4	1	4	5	5	4	4	5	5	4	4	4	5	4	2	4	4	3	79
22	4	4	5	4	5	4	4	4	4	5	4	2	4	4	4	4	4	4	4	2	79
23	4	4	5	4	5	5	4	4	4	5	4	2	4	4	4	5	4	4	4	2	81
24	4	4	5	4	4	4	5	4	4	4	4	2	3	4	2	4	4	5	4	2	76
25	4	4	4	5	5	5	5	4	4	4	5	4	4	4	5	4	4	4	4	1	83
r Total	0.111	####	0.27	0.15	0.56	0.28	0.43	0.491	0.55	0.14	0.65	-0	0.69	0.49	0.17	0.18	0.35	-0.3	0.36	0.08	
mean	4	4	4.12	4.04	4.52	4.52	4	3.92	3.76	4.64	4.48	2.96	3.76	3.76	4.52	3.88	4	4	3.8	2.12	78.8
S.D.	0.707	0	0.6	1.14	0.51	0.51	1	0.812	0.66	0.49	0.51	1.02	0.44	0.78	0.71	0.6	0.71	0.5	0.71	1.09	

Where 5 = Highly Satisfied, 4 = Satisfied, 3 = Do n't Know, 2 = Dissatisfied, 1 = Highly Dissatisfied

Audio References

Interview

Name of Interviewee	Position	Tape
Jahan-ara Haque, Begum Rokeya Haque & Hena Bugum Md. Wakilur Rahman	Lady Advisors, DPBS-1	01B (16:30-30:30)
Kazi Humayun Kabir	Board of Director, DPBS-1	02B (18:23-31:40) 03A (00:01-17:12) 06B (00:01-14:20) 03B (09:37-26:37)
Md. Lal Mia Kamrul Hassan	President and Director, DPBS-1	05B (12:04-16:32) 06A (09:00-14:50)
Firoz Mahmud, Kazi Mahbub, Jaminee Sarker & Miznur Rahman Md. Selim	Village Electrician, Dhamrai Director, Directorate of Agriculture Extension, Ministry of Agriculture. GOB Local News Reporters of different National Dailies, Savar and Dhamrai areas. Manager of Deep Tube well Irrigation Scheme, Dhamrai	06A (14:51-24:56) 06B (14:21-28:30)
Md. Abul Kalam	Village Advisor, Netrokona PBS	07B (23:24-30:07)
Md. Abdul Hakim Anisur Rahman	AGM (COM), DPBS-1, HQ Village Electrician, Netrokona PBS	08B (00:01-28:29) 09A (00:01-06:40)
Md. Abu Taher	Power Use Coordinator, MS Divion, Netrokona PBS	09A (08:00-25:32)
Anita Bardhan Zakia Kamrun Nahar	AGM (GS), Netrokona PBS AGM (MS), Sherpur PBS	09A (25:33-28:13) 09B (00:01-28:37) 09B-ad (00:01-01:57)
Soleman Mollah	AGM (Finance), DPBS-1	10A (00:01-22:57) 10A-ad (00:01-04:01)
Hosne Ara Md. Sowkat Ali K.M Rabiul Karim Md. Abdus Shaheed	Billing Assistant, DPBS-1 Billing Supervisor, DPBS-1 AGM (MS), DPBS-1 DGM, Amin Bazar Zonal Office, DPBS-1	10A (22:58-24:00) 10A (24:01-29:19) 10B (00:01-30:18) 11A (00:01-22:03)
Md. Shahab Uddin Morol	Wiring Inspector, Amin Bazar Zonal Office, DPBS-1	11A (22:04-28:53) 11A (00:01-06:51)
Ibrahim Khalil Md. Nazmus Sadik	AGM (Eng.), DPBS-1, HQ Official, Mrs Technological Services Limited, Local Consultant Firm.	11B (00:01-08:53) 11B (08:54-18:50)

Name of Interviewee	Position	Tape
Md. Abdur Rahim	Wiring Inspector, Dhamrai Zonal Office, DPBS-1	11B (18:51-23:40) 11B-ad (00:01-04:50)
Md. Alauddin	Assistant Junior Eng., Kaliakayoir, DPBS-1	11B (23:41-31:02)
Md. Mahbub Hossain	Meter Tester, Amin Bazar Zonal Office, DPBS-1	12B (19:52-24:26) 12B-ad (00:01-04:32)
Md. Tayabur Rahman	Meter Reader, Amin Bazar Zonal Office, DPBS-1	12B (24:27-27:01) 12B-ad (04:33-07:04)
Bashir Ahmed Talukder	Bill Messenger, Amin Bazar Zonal Office, DPBS-1	13A (00:01-03:08)
A.K.M Zahid Hossain	Lineman, Grade I, Amin Bazar Zonal Office, DPBS-1	13A (03:09-10:28)
Abu Taleb	Line Technician, Amin Bazar Zonal Office, DPBS-1	13A (10:29-17:10)
Dil Afroz Akhter	One Point Service, DPBS-1 HQ	13B (06:45-10:49)
Md. Sarwar Hossain	General Manager, DPBS-1	14A (00:01-31:12) 14A-ad (00:01-06:39) 14B (00:01-15:59)
Md. Wahiduzzaman	AGM (GS), DPBS-1	15B (13:58-31:314) 14B (16:00-27:42) 14B-ad (00:01-02:01)
Dil Afroz Hossain Beauty	Plant Accountant, DPBS-1 HQ	14B (27:43-31:16) 14B-ad-fur (00:01-03:28)
Md. Dauhurul Islam	Deputy Director, Training Directorate, REB, Dhaka	13B-ad (00:01-20:20)

Focus Group Discussion: One

Names of Participants	Position	Tape
A.K.M Sirazul Islam, Kazi Humayun Kabir, Md. Shah Jahan, Md. Mizanur Rahman & Md. Wakilur Rahman	Board of Directors, DPBS-1	03A (17:13-31:35) 03B (00:01-09:36)

Focus Group Discussion: Two

Names of Participants	Position	Tape
Md. Abdul Mazid, Md. Badal Mia, Md. Shah Jahan Mia, Sabiha Begum & Others.	House Hold Customers, Uttar Dariapur, Kaliakayor	04A (07:26-31:48) 04B (00:01-24:25)

Focus Group Discussion: Three

Names of Participants	Position	Tape
Md. Bachchu Mia, Shabesh Ali, Md. Nizam Uddin, Md. Rajjab Ali, Md. Ali Hossain & Others.	Mostly Irrigation Customers, Kalidash Patti, Dhamrai	05A (00:01-31:43) 05B (00:01-12:03)

Focus Group Discussion: Four

Names of Participants	Position	Tape
Abdul Mannan, Shahabuddin, Md. Shaheen, Md. Shamsuddin Ahmed, Sujon Talukder, Nizam Uddin & Secretary of Kazla Jamme Mosque	Different Categories of Customers, South Kazla, Shyamgonj, Netrokona PBS	07B (00:01-23:33)

Focus Group Discussion: Five

Names of Participants	Position	Tape
Md. Golam Rabbani, Md. Abdul Halim, Wahed Ali, Shahamat Ali, Md. Anwar Hossain, Md. Fazal Haque, Md. Shahjahan Ali & others.	Different Categories of Customers, Kushum Hati, Sherpur PBS.	08A (00:01-30:35)

Focus Group Discussion: Six

Names of Participants	Position	Tape
Md. Shamsuzzaman (Sentu), Md. Zakir Hossain, Shah Alam, Joyonta Kumar Sarker, Md. Abul Bashar, Md. Amin & Md. Hillal.	Industrial and Commercial Customers of Amin Bazar Zone, DPBS-1	15A (00:01-31:15) 15B (00:01-13:57) 15B-ad (00:01-03:45)

Direct Observations:

Events	Persons Encountered	Tape
Monthly Samity Board Meeting, DPBS-1 HQ	Directors, Lady Advisors, General Manager, Deputy General Managers, Assistant General Managers.	01A (00:01-31:47) 01B (00:01-16:30)
Foreigners' Visit at DPBS-1	Delegates of India, Sri Lanka, Bhutan and Nepal	02A (00:01-30:38) 02B (00:01-13:39)
Computer Training at DPBS-1	Employees like Plant Accountant, Billing Assistants	02B (13:40-18:22)
Bill Payment at Krishi Bank, Dhamrai	PBS Consumers in queue, Employees at Counter & Manager of the Bank	03B (26:38-31:48) 03B-ad (00:01-05:08)
PBS Director's Election at Kaliakayor Thana HQ	Presiding Officers, Poling Agents, Election Commissioner, One Candidate & Exit Voters.	04A (00:01-07:25)
Bill Payment at Dhaka Bank, Amin Bazar Branch	PBS Consumers in queue, Employees at Counter & Manager of the Bank	04B (24:26-30:07)
Annual General Meeting (under Injunction by the High Court), DPBS-1 HQ, 01/01/2004.	Cross Section of Officials, Disgruntled Petitioners for High Court Injunction	05B (16:33-31:42) 06A (00:01-09:00) 06A (24:57-31:38) 06A-ad (00:01-05:56)
Annual General Meeting, DPBS-1 HQ, 10/01/2004	Cross Section of Consumers & PBS Officials.	06B (28:31-31:20) 07A (00:01-18:18)
Monthly Staff Meeting, Amin Bazar Zonal Office, DPBS-1	DGM, AGM (COM) & all Other Employees of Amin Bazar Zonal Office.	12A (00:01-30:00) 12B (00:01-19:51)
Village Energization Meeting, Sialpur, Dhamrai, DPBS-1	President, Secretary and Other Board Directors, GM, DGM (Dhamrai), Executive Eng. (REB), Villagers.	13A (17:11-31:03) 13B (00:01-06:44)

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