

**WOMEN IN PUBLIC MANAGEMENT
IN BANGLADESH**

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DEPARTMENT OF PUBLIC ADMINISTRATION
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**WOMEN IN PUBLIC MANAGEMENT
IN BANGLADESH**

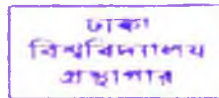
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A thesis submitted to the University of Dhaka, Bangladesh
for the degree of Doctor in Philosophy



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Declaration

The material embodied in this thesis is original and has not been submitted in part or full for any other diploma or degree of any university.

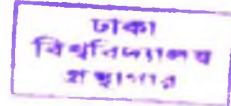
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Dedicated to my late Parents

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and
Kamal Uddin Ahmed

WOMEN IN PUBLIC MANAGEMENT IN BANGLADESH

Abstract

Constitutional mandate, quota system women, women friendly rules and regulation as well as education policy of government widening women's access to education from primary to tertiary, all together, pave a way for women's employment in public service of Bangladesh. Consequently a significant number of women are entering into the higher civil service and their presence in Public Administration is now a universal in Bangladesh. They are equally working every where both at field and central administration, and some of them are also holding highest position in the different offices and ministries.

Despite of all the realities women are new comers in public administration which does mark a shift in women profession in context of Bangladesh but also a cultural shift so far women's behavioral role is concerned. Women have to face difficulties to set in new and unknown work environment outside family and acquire the expertise to effectively and efficiently perform their duties within a formal structure as well as turbulent environmental supra-system. Government's intervention with some policy and institutional measures in this context help remarkably women to sustain in their job in public services.

Induced by the process of globalization and encroachment of market economy there is a remarkable shift in the theory and practices of public administration throughout the world, a global level behind paradigm shift in public administration. In addition to that government's commitments to development in the economically backwards countries and prescriptions of donors have already brought about some substantives changes in the

approach, structure, process and functions of public administration in the developing countries.

The goal of government shifted to development and public administration assumes the role of development administration. Public administration does not have any scope to give up its traditional role; in fact it acts as the foundation for development administration. Development administration in undertaking and implementing different programs and projects accommodating all these realities is to depend on management capabilities that strongly adheres it to management orientation and consequently public administration goes into a paradigm shift to public management. Development administration is better to identify as public management in practice that exposes a complicated management process always accompanied by risk, stress uncertainty and environmental tensions.

How female civil servants are coping themselves in the masculine work environment and complying with the requirement of public management and thereby development administration has created a new field of intellectual enquiry. The present study aims at identifying women's role in public management in Bangladesh. The present study is very significant for its relevance to public management and women's involvement in it. It portrays a current picture of upazilla administration from public management perspective in concurrence with the role of a female UNO within it. The main research questions are as follows: (1) How does UNO formulate strategy for development efforts? (2) How are the internal components managed by UNO? (3) What are the problems UNO faces in managing externalities? (4) How does UNO maintains professionalism?(5) How is result orientation ensured?

Multiple methodologies inclusive of qualitative, quantitative and mixed approach have been to ensure objectivity, validity and reliability of the

research. Seven upazilas with female UNO as the executive head from seven divisions of Bangladesh were selected for the purpose of the study and total 77 respondents were interviewed for the purpose of the study.

Public management is a special form of management in public context and public commitment. It offers a new way of looking at and carrying out management functions within the public sectors. Public management in its essence is an open system approach to public administration with emphasis on management for result and performance orientation in public setting. It is the function of public and management for achieving the goal of government. When public administration is viewed as the function of organization and management to achieve government's goal, then organization plays the role of anatomy and management plays the physiological role.

Lynn identifies three distinct perspectives of public management such as (i) structure of governance, (ii) craft and (iii) institution. Classical literature understood management to be the responsible and lawful exercise of discretion by public administrators. In this view, public management is a *structure* of governance. In contrast, recent literature has tended to view public management as a *craft*, that is, as skilled practice by individuals performing managerial roles. When public managers respect constitutional restraints and routinely evince values that are widely held to be legitimate and appropriate (rather than narrowly partisan or self regarding), then public management becomes even more: an *institution* of constitutional governance. 'Public management as an institution observes "rules of practice", that is, de facto restraints on or guides to behavior, that ensure their legitimacy within a constitutional, or de jure, regime.' Lynn concludes that in its proper understanding public management is structure, craft, and institution: "management", "manager", and "responsible practice". In other

words public management is the function of management manager and responsible practices within the environmental supra-system.

Public management is also considered as a profession or vocation that integrates managerial and political responsibilities within a single a framework. It starts with organizational and political analysis both at conceptual and practical phases and becomes functional through organizational and political behavior. Public managers are professional in organizational behavior. They are not politicians any way but they need to understand the political agenda of the government not as like the supporter of the political party in power or of the opposition but from the perspective of citizen's interest.

Public management comprises three sets of activities (i) strategy (ii) managing internal components (iii) managing external constituencies. Strategy addresses a crucial concern for positioning the organization to face an increasingly uncertain future. It includes political dimension and creates focus, consistency, purpose for an organization by producing plans, ploys, patterns positions and perspective. It establishes objectives and priorities and formulates plans to achieve the objectives and address the priorities. Managing internal components the second main function involves staffing, setting up structures and systems, directing personnel and controlling with a view to achieving the objectives identified by strategy. Managing external constituencies, the third function of management upholds the open system view of organization where organization is always in interaction with the different units of environment for importation of inputs and/or exportation of output.

Functionally it is difficult to single out public administration and public management from each other since the later provides an approach to

conducting public administration consisting of new ways and outlook. Likely it is also difficult to find out public management system of a country separated from its public administration system. Bangladesh public administration within the constitutional framework of an independent nation state is assigned with the role of developmental goal achievement alongside its traditional role in maintaining law and order, revenue collection and upholding justice. It started its journey from the British colonial administration in India, went through military dictated authoritarian Pakistani regime and bears the legacy of history. The characteristics of colonial administration like rigidity and hierarchical structure, centralization of authority, isolation from the people, devoid of social obligation, close system attitude, administrative corruption and other vices still constrain the functioning of Bangladesh public administration in many ways. However, complying with its developmental objective that demands positive and planned change in the society and life of citizen it has been undergoing through several changes in its structure, process and approaches over the last few decades after its independence in 1971.

The constitution of Bangladesh provides the basic objectives and framework of public administration in Bangladesh. The Part II of the constitution deals with the fundamental principles of state policies. There are 18 articles (from the Article 8 to Article 25) in this part where the Article 15 highlights the objective of state, that are the objectives of public administration too. Public administration system of Bangladesh based on the constitutional provisions consists of the legislative, judiciary and the executive organs of the government and local government bodies. that the constitution of Bangladesh portrays a comprehensive framework Public Administration within a democratic governance system. Guidelines related to the three branches of government, the legislature, executive and judiciary as well as

local government that constitute the basic structure of public administration, are clearly spelled out in the constitution.

Bangladesh experiences several changes in respect of the forms of government with corresponding changes in the constitution that affect the public administration and management system in the country. The overall administration of the country now can be divided as the central administration and field administration. Including the legislature, the cabinet, ministries, divisions, secretariat, constitute the first tier of central administration. Central administration is responsible for policy decisions and steering the entire administration at the national level.

Field administration consisting of divisions, districts, upazila administration and local government bodies is responsible for executing the decisions taken by the central administration. The country is geographically divided into seven administrative divisions. There are 64 districts and 485 Upazilas in Bangladesh. The administrative units are headed by the Divisional Commissioners, Deputy Commissioners (DC) and upazila Nirbahi Officers (UNO) respectively. There are local government units at district, upazila and union levels named as Zila Parishad, Upazilla Parishad and Union Parishad. Besides these local government units Pourashava and city corporations in the urban areas are playing their own statutory role in the state governance. Among all the local government units upazila parishad plays the most significant role in the public administration system of Bangladesh due to its integrative functional relationship with the state bureaucracy at the grassroots level under the headship of an elected chairman.

Compared to other organs/tiers of public administration public management is more intensely functional in the upazila administrative system of

Bangladesh. Upazila administration as the grassroots level organ of the government has direct interaction with the society and works with the elected local government, the Upazila parishad not only in integrative manner, also under the headship of an elected chairman and in pursuance with the decision of elected upazila parishad and instruction of central government simultaneously and coordinated way. It implements the different development programs of the government managing complicated national and local level socio-political dynamics. Consequently upazila administration through a long process of evolution has emerged as the most vital point of public management in Bangladesh. The practice of public management becomes evident in planning and implementation of development project. The UZP Chairman is the head of the system where UNO plays the role of chief executive within lots of complexities in formulating strategies, managing internal components and facing the externalities. In a male dominated transitional society like Bangladesh it is presumably very difficult on the part of a female civil servant to effectively and comfortably play the assigned role with a group of male intensive working group on whom she does not have any formal controlling authority.

Public management in upazila administration is a complex system of three interactive subsystems such as (i) Structural subsystem (ii) Functional subsystem and (iii) Political subsystem that strives to achieve some of diverse and interrelated objectives within the dynamics of environmental supra-system. The objectives are also both national and local in nature having developmental, service and socio-political dimensions. The upazila public management system by its constitution, works under the administrative guidance, supervisions and control of the central government and local authorities. Two sets of actors, political and administrative, act as the driving forces in the upazila public management system. Upazila Nirbahi Officer plays the role of executive head in this system. It is hardly

possible on the part of any body to play this role without excellent administrative and professional capabilities, political wisdom, social orientation and skill crisis management.

Findings of the study explore that women are very much capable of performing their role as public manager. Upazila administration is a very complex and difficult areas to exercise public management approach to public administration. Heterogeneities, conflicts and uncertainties dominate the sociopolitical and administrative realities at this echelon of public administration. Accomplishment of the core functions of public management comprising formulation of strategies, managing internal components and dealing with external intervening factors demand high level professional expertise, spirit and commitment. Professionalism in public management has both organizational and political dimensions. Female UNOs are found to capably formulating strategies and implementing the strategic goals of the central and local government within their functional coverage. They show a noteworthy level of organizational and political expertise. They exercise an open system approach to leadership and make a harmonious balance between political will of the central and local authorities without exhibiting any political cadre like behavior. This expertise enables them to found a wider support base and crop extensive cooperation that make effective in their role. Upazila public administration is a very complex, difficult as well as unavoidable field of public management. He/she, who has capability to conduct public management at upazila level, can be considered as the effective manager at all higher level of public management. Analysis of the findings of the study ascertains this fact.

Women in public management in Bangladesh has to cross a number of overlapping stages such as recovering, preparing, entering, harmonizing , performing ,challenging and consolidating stages. Female public managers,

from the study are found to discharge their responsibilities successfully in Upazila administration. Analysis of the study shows that gender identity has hardly any influence on their performance. Women still face a number of problems at personal and family levels including dislocations in the family, paradoxically dual responsibilities and security problems. If these could have been solved at a satisfactory level, their performance would certainly become higher in public management. But if the existing problems affecting the personal life are not solved on urgent basis there are every chances of slowing down of their performance.

Bangladesh Public administration for achieving its developmental objectives through participation has no other alternative but to exercise public management approach at all levels. On the other hand for the purpose of empowering women and utilizing their potentials in public service is also equally important. Women are new comer in public administration and they enter into public administration when the later is in a transitional phase. The traditional desk oriented as well as the value free politics administration dichotomy approach to administration that has been dominating public administration centuries together does not go with the demand of development democracy and market economy. The public management approach by this time get momentum in administration in a much unplanned way. It is assumed that the part of women the new comers in public administration would hardly be able to harmonize them with the public management approach and steer public management in the country. The findings of the study deny the assumption and uphold the fact that gender identity is not at all a hindering factor for women to have footing in and mastership over public management in Bangladesh.

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Acronyms

ADC	Additional Deputy Commissioners
ADM	Additional District Magistrate
ADP	Annual Development Projects
	Against Women
	Association
BAKSAL	Bangladesh Krishak Sramik Awami League
BCS	Bangladesh Cadre Service
BDT	Bangladesh Taka
BGMEA	Bangladesh Garment Manufacturers and Exporters
BMET	Bangladesh Manpower Employment and Training
CARR	Committee for Administrative Reform and Reorganization
CEDAW	Convention on Elimination of All Forms of Discrimination
CO	Circle Officer
CSP	Civil Service of Pakistan
DC	Deputy Commissioner
DEG	Digital-Era Governance
DM	District Magistrate
DWA	Department of Women Affairs
FSP	Foreign Service of Pakistan
GED	Gender
GNP	Gross National Product
GOB	Government of Bangladesh
GoB	Government of Bangladesh
JMS	Jatiya Mahila Sangstha
MDGs	Millennium Development Goals
MoWCA	Ministry of Women Children Affairs
MP	Member of Parliament
MWA	Ministry of Women's Affairs
NCWD	National Council for Women's Development
NER	Net Enrolment Rate
NG	New Governance
NGO	Non Governmental Organization
NPA	New Public Administration
NPM	New Public Management
NPS	New Public Service
OECD	Organization for Economic Cooperation and Development
PC	Project Committee
PIO	Project Implementation Officer
POSDCoRB	Planning, Organizing, Staffing, Directing, Co-Ordinating,
PRSP	Poverty Reduction Strategy Paper
PSP	Police Service of Pakistan
PVM	Public Value Management

	Reporting and Budgeting
RMG	Ready Made Garment
SOP	Supertendent of Police
SSP	Senior Services Pool
SWOT	Strength Weakness Opportunity Threat
TDC	Thana Development Committee
TTDC	Thana Training and Development Centre
UK	United Kingdom
UNO	Upazila Nirbahi Officer
UP	Union Parishad
UPC	Union Parishad Chairman
UPM	Upazila Public Management
US	United States
USA	United States of America
UZC	Upazila Chairman
UZP	Upazila Parishad
UZPC	Upazila Parishad Chairmen
UZPM	Upazila Parishad Member
UZPVC	Upazila Parishad Vicechairmen
WID	Women in Development

Introduction

1.1 Background of the Study

Complying with the global trend of women empowerment employment and presence of women in public administration and management is now a reality in Bangladesh .But the scenario was quite different prior to seventies of the last century .At that time women were hardly found in any significant position of public administration. But after the liberation war of Bangladesh the scenario began to change. Driven by different extra and intra territorial subjective and objective forces women's mobility from traditional employment in homestead and agricultural sector to modern employment and service sectors get an increasing trend. The global wave initiated by the different international authorities and movements for women's emancipation throughout the world creates a universal urge for changing status and position of women in the developing countries. Inability of the traditional sector to ensure productive and substantive employment of women and oppression on women in families and society in increasing manner adds new momentum to the global wave in favor of women wellbeing and empowerment in almost all the developing countries. Some of the countries develop constitutional and legal protections with this end. In the constitution of Bangladesh there are also some particular provisions in support of protecting women's right, freeing them from discrimination and elevation of women's position in all the spheres of life .This support also facilitates their access to administration as a disadvantaged group in the society. Introduction of special quota for women in the civil service recruitment provides a wide scope for women to get entry into Bangladesh civil service and have positions in the different cadres. Besides

constitutional mandate, quota system and other women friendly rules and regulation the education policy of government has opened and widened women's access to education from primary to tertiary level. Women, side by side with man are pursuing their higher education in different universities and post graduate colleges and very often proving better performance compared to the male students. All these pave a way for women's employment in public service of Bangladesh. Now a significant number of women are entering into the higher civil service and they have spontaneous presence in the different cadres of Bangladesh public administration. They are equally working every where both at field and central administration, and some of them are also holding highest position in the different offices and ministries.

Women's entrance in the service sectors, public and private is a very significant phenomenon from the overall socio-economic perspective in Bangladesh. The rapid process of landlessness in the rural areas detaches huge number of people, male and female specifically from the landless farming families from substantive employment and subsistence earning. These families fail to cope with the market economy and meet family needs. Unemployed or underemployed women are the worst and vulnerable victims of this situation. In the agrarian social system women remain professionally engaged in agricultural productive activities and functionally confined in their homestead. They were not required to go to educational institute to acquire professional knowledge as they would inherently learn from practical experience and elders of the family and society. Women in farming families were an important part of the production system and for their important productive role they had important and also an honorable position in the family. With their detachment from agricultural production activities, their inherent agricultural knowledge becomes useless and eventually they

jobless and appear as burden on family economy .It began to act as an objective factor to enhance oppression and violence on women. In this situation for emancipation and restoring their honorable position women need new knowledge following new pattern of education and job opportunity in new women friendly sectors. Bangladesh government's Women friendly education and employment policies as well as the practical initiatives of Bangladesh government corresponding to the policies are very much compatible with this need. All these have also significantly contributed to elevation of women's position in the field of public sector employment over the last few decades. At present Bangladesh civil service has more than 1.1 million civil servants in 37 ministries, 11 divisions, 254 departments and 173 statutory bodies.10 percent of posts are reserved for women. There has been progress in the numbers of women in service at mid and senior levels from 8.5% in 1999 to 15 percent in 2006 and 21 percent in 2011.¹

Women's employment in formal service sector, particularly in public sector is a distinct shift in their profession .Women are to adjust with their new professional role and work environment .Equally it necessitates a corresponding shift in traditional cultural outlook of all in the family, society and their work environment regarding this role of women. It is easily discernible that women have to face difficulties to set themselves in new and unknown work environment outside their families and acquire new expertise to effectively and efficiently perform their duties within a formal structure as well as complex environment. The initial problems were to ensure a discrimination and oppression free work environment for women in

¹ *Salma Ali* .(2014) *Women's Political Participation and Leadership in Public Service in Bangladesh* in *Women Leading Public Service and Political Participation in South Asia: New and Emerging Developments* ,p8

the work place on the one hand on the other women's adjustment with their traditional role in the family. Government's intervention in this context with some policy and institutional measures remarkably help women to sustain in their job in public services.

Historically women's employment in the Bangladesh civil service dates back to eighties². After eighties there takes place some remarkable shift in the theory and practice of public administration throughout the world. Influence of globalization and encroachment of market economy in every sector of personal and collective lives exert insurmountable pressure at global level behind paradigm shift. In addition to that government's commitments to development and participatory democracy in the economically backwards countries and prescriptions of donors have already brought about some substantives changes in the approach, structure, process and functions of public administration in the developing countries. As a matter of fact the traditional role of public administration confined mainly in the maintenance of law and order, revenue collection, and judicial activities has been changed when development becomes the main objective of the government in the post colonial era in the newly independent countries like Bangladesh. The goal of government shifted to development and public administration assumes the role of development administration. Public administration does not have any scope to give up its traditional role; in fact it acts as the foundation for development administration. Thus development administration has two inseparable roles one may be termed as 'maintenance role' and the other as 'transformational role'. All the three major traditional functions of public administration constitute the maintenance role and the transformational role refers to a change in the system state from undesirable state to a desirable state which is planned and

2 Nazmunnessa Mahtab, (2014), *Women in Public Administration: the Bangladesh Scenario*, ibid, p.9

multidimensional³ and proceeds through contradictions, uncertainty and resistances. Development administration is essentially dynamic in nature with change orientation⁴. There are also significant changes both in the conceptual framework or approaches and practices in development administration. One of the most distinctive features of development administration is its management orientation within the complex politico-market mechanism. Development change is initiated by political process and complies with the market mechanism. Development administration in undertaking and implementing different programs and projects accommodating all these realities is to depend on management capabilities that strongly adheres it to management orientation and consequently public administration goes into a paradigm shift to public management.

Development administration is better to identify as public management in practice that exposes a complicated management process always accompanied by risk, stress uncertainty and environmental tensions. These are generated by the sociopolitical dynamics and political agenda of the ruling government. In a society like Bangladesh characterized by massive poverty, insecurity, political instability, corruption etc. it is really a tough job to steer the wheel of public management for achieving the development goal of the government and satisfying the interest of heterogeneous groups of stakeholders. Above all the inherent colonial legacies in public administration always act as a strong inherent barrier to following public management approach in Bangladesh. All these realities presumably produce a difficult situation for female civil servants to conduct public

3 Lutful Huq Chowdhury, (20013), *Social Change and Development Administration in South Asia*, Dhaka, Osder Puplication.

4 Aka Firowz Ahmad,(2013), *Rural Development by NGOs in Bangladesh: Perspective, Performance and Paradoxes*, Dhaka, Bangladesh, Osder Publication.

management and thereby discharge development functions within their jurisdictions.

Compared to their male counterpart, no doubt the number of women in civil service is behind, but their presence in almost all the sectors of administration is quite visible now. They are found in all the cadres of Bangladesh civil service and equally present both at the central and field level administration. There are female secretaries, joint secretaries, deputy secretaries and assistant secretaries in the Secretariat, the nerve center of Bangladesh public administration. They have also been working as Deputy Commissioners (DC) and Upazila Nirbahi Officers (UNOs) at district and Upazila administration, the two important tiers of field administration respectively and carrying on development management. There is a special ministry named as Ministry of Women and Children Affairs mainly meant for women and in the Directorate of Women Affairs under this ministry women are directly involved in public management and are implementing several projects at the grassroots levels.

How female civil servants are coping themselves in the masculine work environment and complying with the requirement of public management and thereby development administration has created a new field of intellectual enquiry. There are some studies from different group of intellectuals but they mainly emphasize on the issues related to women's recruitment in the public service, problems they face in the office and family and the like. This is perhaps mainly due to women's backward position in the male dominated society in general and their meager representation in the civil service in particular. But the issue related to how far women have been able to integrate themselves in the public management still could not draw

serious research attention. It obviously has appeared as an important field of research in the societal context of Bangladesh where women's mobility at the field level is constrained by several factors. It necessarily demands higher level research and studies. The present study on this backdrop aims at identifying women's role in public management in Bangladesh.

1.2 Statement of Research Problem

For the agrarian character of the society women in Bangladesh have been traditionally as well as professionally engaged in homestead agricultural activities. It creates an objective situation for women to essentially confine their movement within the homestead and thereby they play a vital role in the family economy. Traditional social norms and values coupled with religious notion regarding women's free outside movement act as a strong subjective basis for their internment. They could easily acquire professional knowledge required for agricultural activities from elderly people in the family and neighborhood and would not require going outside for any institutional education. All these establish a general culture of women's captivity in the home curtailing their mobility across the society. But when family economy and social economy as well fail to provide employment and fulfill economic needs of its members then male family members move outside for employment and females follow them after a long period on the same ground. Women face lots of problems in their way to outside employment in general and in civil service in specific. In course of time different gender friendly government initiatives that include provisions for free education and special stipend for female students in the initial stages, women quota in the civil service etc. significantly facilitate women's entry into public service. Women are now working in the different cadres of Bangladesh civil service both at the central and field levels. But in a civil service system molded by the absolute domination of male civil servants

since its inception in colonial period, women coming from an agro based traditional society encounter multidimensional problems in the workplace.

Bangladesh Public administration, with its complex organizational system throughout the country has been striving to achieve developmental objectives of the government. It has to work in close interaction with diverse stakeholders who are linked formally or informally and invariably follow public management approach in performing the activities directed to its goal achievement. Public management is a politically guided performance and result oriented approach and professionally functions in collaboration with and encountering complicated sociopolitical and market forces in the surrounding environment. It is best exposed in the field administration and Upazila, the lowest tier of administrative system is the basic operational field of public management in Bangladesh . Upazila Nirbahi Officer (UNO) is the key actor of the system. Popularly known as the first among the equals, UNO works under the political directions of the ruling political party in collaboration with different national government agencies working at upazila level, local government bodies, Member of Parliament, NGOs, different committees and contracting firms. Moreover many other externalities including powerful pressure groups are always active to manipulate him/her for their own purpose. UNO as key public manager formally makes strategy with the participation of upazila level officers, people representatives and other individuals following government guidelines or manual. He/she also coordinates their efforts for goal achievements. In absence of sufficient formal authority in the hand of UNO and non existence of unity of command and direction in upazila administration it is a very difficult task for UNO to persuade functionaries of different ministries and direct them as per the requirements of the task. Political leadership cannot also help UNO in solving this problem. Moreover conflicts among political actors- MP, upazila chairman, vice

chairmen, unoin parishad chairmen and other personalities and groups very often plays deterring role for UNO and his/her managerial moves. All these issues manifested by intra or extra organizational politics have made public management very sensitive and complicated in its operation.

Male UNOs have the scope to frequently interact with any actor at any place and time as well as easy access to the society and political dynamics. Women by this time have ensured their access to public service. Initially they were not posted in the key positions like UNO and DC in field administration. Now the scenario is different, female civil servants are gradually holding these positions in increasing number. At the same time the grassroots level dynamics are becoming more complicated day by day. Complying with this dynamics public management is also getting tougher gradually. In this situation how women civil servants have integrated themselves with public management and are discharging development responsibilities has appeared as an important concern in the societal context of Bangladesh.

Participation of women in the administration becomes meaningful only through their effective role in public management. It is necessary for the effective and efficient implementation of developmental process and also for the purpose of women empowerment. If women can play the proper role in public management they will be able to assume an empowered position within the administrative system and also in the society. In implementing development programs public servants in general faces multidimensional problems. These problems are inseparable from the socio political and environmental. Without sufficient skill in public management it is hardly possible to encounter the problems and play role for desired goal achievement. In this situation how women the newer members of public

administration are performing the role of public manager to accomplish their task objective need to be discerned for formulating future strategies for women in civil service in specific and women empowerment in general in Bangladesh.

1.3 Review of Literature

Camilla Stivers in her foreword in the book “Women in Public Administration: Theory and Practices” edited by Maria J D’ Agistino and Helisse Lavine points out ‘...the emergence of writing on women’s issues and feminist perspectives in US public administration is terribly slow. After all, the birth pangs, as far as I know, were first felt in 1976 with the publication of a symposium in Public Administration Review on women in public administration.’⁵ The case of writing on women in Bangladesh bears the same reality. Jahan identifies that literature on women have been available since 1980s only and holds: “Little published material is available on women. Statistical data are outdated, only preliminary figures are available from the 1974 census. As women are non-visible and unorganized, their problems are not articulated and hence, they fail to draw the attention of researchers.”⁶ Transition in the agrarian family system coupled with family and social level disequilibrium and entropies threatening rights of women as human being and government’s legal moves and policies in favor of elevating women’s position and activities of different human right and women right organizations created a compulsive situation for intellectual exercises on women issues in Bangladesh. Gender issue now has become one of the most highly discussed phenomena in the intellectual field of Bangladesh. Women’s position has also been elevated in many respects. “Women in Bangladesh have won important first round victories of

5 Camilla Stivers, (2011) ,*Foreword* in Maria J D’ Agistino and Helisse Lavine (ed) *Women in Public Administration: Theory and Practices*, Jones & Bartlett Learning

6 R. Jahan. (1975), *Women in Bangladesh*, University Press Limited, Dhaka, p 8

visibility and mobility against great odds of gender-based inequalities and discrimination.... (Bangladesh Poverty Reduction Strategy Paper pg:47)”⁷

Western influence and partly due to economic pressure as revealed in the study of Islam act behind women’s employment outside their house .But at that time most of the working women were form the upper class of society and brought up in a affable environment of formal education. ‘The main challenges that working women are facing are: good time management and adjustment between career and domestic work. The major finding of that study was the working women do not evade their domestic responsibilities; rather, they combine the traditional household duties with their out-of – home obligations.’⁸

The first research on the women civil servants of Bangladesh conducted by Hoq and Bala, (1988) analyzed the issues related to socioeconomic background, children during their absence in home, effects of female employment in the society, performance level in the office, attitude of male officers,quota system etc. and recommended for training for women civil servants that would help them to be more effective in performing their roles in the office. They also suggested in favor of women’s posting at a place nearer to their husbands’ work places. In her study Islam found that women face difficulties from their families.⁹ They cannot work outside without the permission of their male family members. Also in the offices male colleagues treat with them differently who are reluctant to cooperate them and consider them mentally weak and incapable in many respect including decision making and performing field level responsibilities.

7 World Bank.Aus AID, (2007), WHISPERS TO VOICES Gender and Social Transformation in Bangladesh, p 1

8 M. Islam, (1975), Women at Work in Bangladesh, University Press Limited, Dhaka, p37

9 N. Islam, (1997), *Women’s Participation in Activities Outside the Home: Nature and Types of Problems*(Bangla),Administration, Communication, and Society, Vol. 1, No. 1.

Zafarullah¹⁰ identified wide disparity between male and female representation in public administration, discrimination against women in recruitment, placement, advancement, mobility and training, attitudinal constraints, civil laws, discriminatory towards women etc. that act as important barriers to women's performance in their jobs despite their commitment and enthusiasm in advancing with their career. Begum and Ahmed¹¹ in their study on 102 respondents comprising female and male civil servants observed that though women are few in number in civil service but their performance level is excellent. 'Among them 30 women had field experience and 26 (86%) of them opined that they can work in field very efficiently. But the study did not give any explanation of that statement.'¹²

Mahtab¹³ also observes an increasing trend in women's participation in labour market during 1980s and gender. This trend also influences academic and research works on women gender issues that makes literature on women issue is quite available in Bangladesh, but research based works on women in public administration are very few in number. There are ample researches done by the scholars on the different issues of public administration including administrative reform and change, decentralization, local governance, personnel management, development administration, governance etc. but research on women's involvement in civil service in Bangladesh are very few in number. These are done only in recent time.

10 H. Zafarullah. (2000), "*Through the Brick Wall, and the Glass Ceiling: Women in the Civil Service in Bangladesh*", Gender, Work and Organization, Vol.7, No.3, pp.197-209.

11 N.Begum, and S Ahmed, (2002), "Situation of Women in Bangladesh Civil Service" (bangla), *Khomotayon*, No.4, pp.61-86.

12 Rawnak Jahan, (2010) *Problems of working at the field level: A study of women civil servants of Bangladesh*, unpublished masters thesis, North South University, Bangladesh

13 N. Mahtab, (2007), *Women in Bangladesh: From Inequality to Empowerment*, A. H. Development Publishing House, Dhaka.

Mahtab¹⁴ in her comprehensive study on the scenario of women in Bangladesh public administration focuses on the position of women in Bangladesh civil service. After studying six specific ministries she concludes that only urban based women are getting privileges in entering the service while the 'majority, or those representing the rural areas, is left out' more over majority of women are posted in the lower rank and are very few in number in the mid level and higher level posts. 'Despite constitutional guarantees and other governmental initiatives to remove gender discrimination from the civil service, women continue to fight against a variety of obstacles to advance their careers and achieve success. Positive discrimination (quotas) for women is limited to initial recruitment; it has not been extended to include promotion.'¹⁵ Based on these realities revealed through her study she concludes 'that women in the Bangladesh civil service have to break both the brick wall and the glass ceiling to enter, work, and survive in the unfriendly, deplorable environment and advance their career. Together with this, it is extremely essential that our male counterparts change their stereotyped mindsets, attitudes, and behaviors toward women at all stages of their life and show respect and honor in whatever situation she may be, starting as a daughter, sister, niece, friend, wife, mother, mother-in-law, or even grandmother.'¹⁶ Salma Ali points out that due to several policy decisions and taken special measures taken by the Government of Bangladesh (GOB) including the quota system to ensure equitable female participation in the civil service women's participation in government services has increased but could not yet reach a satisfactory level.¹⁷ Momtaz¹⁸ analyzed prevailing position of women in the different

14 Nazmunnessa Mahtab, (2014), *Women in Public Administration: the Bangladesh Scenario in Women Leading Public Service and Political Participation in South Asia: New and Emerging Developments*

15 ibid

16 ibid

17 Salma Ali, opcit

18 Momtaz Jahan (2007) *Gender Mainstreaming In Bangladesh Civil Service : Prospects And*

cadre of Bangladesh Public Administration focusing the problems faced by women in their workplaces and in the family. She finds a number of problems including, apprehension of getting posted in remote areas and transferable nature of jobs, family responsibilities, non cooperation of male colleagues and family members, absence of appropriate and supportive environment in the work place, superiority complexes and negative attitudes of the male colleagues, lack of security, societal backwardness, are faced by women. Rownak Jahan evaluate the trends of the different studies while she was conducting her study on 'Problems of working at the field level: A study of women civil servants of Bangladesh' and summarizes as : 'We can summarize the main observations of these researches as,

1. The presence of women at the higher level is low.
2. General attitude of the society is that, women are suitable only for certain stereotype jobs.
3. Performance of women in their services is good.
4. Absence of friendly working environment is a common problem.
5. Working women have to play dual role; job and household chore.
6. Gender discrimination and sexual harassment in the working environment are the two major problems of working women.
7. Lack of cooperation from family and colleagues are the other areas of concern.
8. Quota reserved for women is not being utilized properly.
9. Finally, the problems and challenges of working women are deep-rooted in the traditional image of women.'¹⁹

After her observations she conducted her study based on her observations that '...no serious and in-depth study has been undertaken to assess and examine the social, operational and functional problems of women working

Constraints Asian Affairs, Vol. 29, No. 1, 41-72, January - March 2007

19 Rawnak Jahan, (2010) *Problems of working at the field level: A study of women civil servants of Bangladesh*, unpublished masters thesis, North South University, Bangladesh,p7

at the field level.²⁰ Her study theoretically basing on cultural theory of Geert Hofstede examines the problems faced by women civil servants working at the field levels. The result reveals the negative attitude towards them from the community, colleagues and the authority as one of the major problems for women civil servant. Moreover the society perceived women as soft and not fit for taking challenges. It also finds 'women working in the field are in disadvantageous position compared to their male colleagues as well as compared to the officials of head offices. Though women civil servants are part of very powerful, respected and sometimes feared organizations; because of their gender identity they have to bear most of the problems those other women in the society experience.'²¹

From the brief review of literature it is quite evident that as a field of inquiry the issue of women in public management is still remaining uncultivated. But for the development of an effective and efficient system of development management with well matched female human resources and for sustainable women empowerment the existing role of women in public management need to be studied that act as rationale behind the present study.

1.4 Objectives of the Study

The broader objective of this study is to examine the role female civil servant in public management of Bangladesh with special reference to their role in formulating plans, program and projects as well as implementing the same. This broader objective comprises the following issues:

1. To analyze. public management dimensions in Bangladesh public administration.
2. To discuss the position of women in public administration in the socio-economic context of Bangladesh.

20 *ibid*

21 *Ibid* p2

3. To assess the role of women in conducting public management in the operational level of administration.
4. To identify problems faced by female civil servants in running public management.
5. To suggest measures to overcome the problems.

1.5 Research Questions

With the aim of exploring women's role in public management the study tries to address some specific questions which are closely related to women's role from public management perspective. The main research questions are as follows:

1. How does a female public manager formulate strategy for task accomplishment?
2. How are the internal components of public management managed by her?
3. What is the role played by a female public manager manage externalities?
4. How does the manager maintains professionalism in discharging her responsibilities?
5. How is result orientation ensured in public management?

1.6 Scope of the Study

The study has been conducted to identify women's role in public management. Since public management is more evident at the field administration it focuses on it. Quite a large number of women are involved in public management under different ministries both at central and field levels .Among field level functionaries Upazila Nirbahi Officer (UNO) and Deputy Commissioner (DC) hold most vital position in public management in upazila and district administration respectively. Officially DC has more authority than UNO but UNO's position is very identical from public management perspective because of his/her direct role in planning and implementation of programs having direct interface with the society. The

study thus concentrates on the role of female UNO for the purpose of the study.

Public management comprises a number of interrelated issues within the broader divisions of strategy, internal components and externalities. It is difficult to address all the issues in all the functions of UNO in a single study. Only core issues of these broader categories have been investigated for discerning women's role in public management. Between the two sets of function, transferred and retain in Upazila administration, transferred subjects are more relevant for public management. Among 17 transferred subjects, formulation and implementation of development plan not only constitute the central function in upazila administration, but from the perspective of public management it appears at the top. To explore women's role in public management this function have been studied thoroughly in the upazila under study.

1.7 Significance of the Study

The study focuses on public management with reference to the role of women civil servant specially working as the official heads of upazila administration. There are so many studies on civil service, upazila administration, administrative reforms and women in Bangladesh public. But approaches to public administration could not have proper attention. Public Administration in Bangladesh in its essence is development administration and has been striving for achieving development objectives set under different development plans by using a nationwide institutional network. This institutional arrangement comprises public bureaucracy, local government bodies, NGOs, donor agencies and other stakeholders. But theoretically it follows the politics-administration dichotomy paradigm of public administration as framed by Woodrow Wilson, the president of USA in 1887. By this time complying with the dynamics of environment several

new approaches like principles paradigm, New Public Administration, New Public Management, Good Governance etc. and there are perhaps many still to emerge. New Public Management paradigm has given a new dimension to the management approach to public administration. Waldo emphasizes that management occupies the core position in public administration, of course with 'public' dimension. Shafritz and Russell, identifying the military origin of public administration indicate 'strategy and management' centrality of public administration. But study of public administration from public management perspective is still in initial stage in Bangladesh. Based on the conceptual framework of public management the present study explores the status of later at the operational level. There are a number of studies, although not enough compared to the demand of the area on women and their position in the civil service, but public management dimension is almost absent in these studies. This study focuses on women's role Upazila administration as the key actors of public management.

The present study is very significant for its relevance to public management and women's involvement in it. It portrays a current picture of Upazila administration from public management perspective in concurrence with the role of a female UNO within it. There is always confusion regarding women's performance in civil service from the gender biased cultural perspective. The study provides a clear picture of women's role in public management in specific and civil service in general.

1.8 Methodology of the Study

The methodology has been followed taking into consideration of the core issues of the research. The study focuses broadly on the role of women in public management in Bangladesh but to make it very specific and functionally focused the locus of the study is upazila administration where UNO play the role of key actor in the entire system of public management

.It is by nature a very difficult role that have both managerial and political dimensions.UNO is the manager of central state bureaucracy at the local level. He/She has to discharge the assigned role within the local and national political dynamics. He/She is to translate the national political agenda of the government and satisfy the expectations of local level leaders including the concerned member of parliament, upazila chairman, vice chairmen, union parishad chairmen and other political forces in the operational area. Moreover there are a number of national agency representatives within upazial administration setup with the assistance of whom UNO performs his or her responsibilities as a public manager. Selection of research methods and techniques, sampling, research strategies, analytical tools etc, is done considering all these issues.

Multiple methodologies inclusive of qualitative, quantitative and mixed approach have been to ensure objectivity, validity and reliability of the research. Qualitative and quantitative approaches mainly helped examine and understand respondent's opinions on the role of UNO in public management as well as make generalization about the problem and examine the relationship among the variables. Research methods used in this research other than observation mainly includes content analysis and interview methods with a structured questionnaire. Use of multiple methods reduces biasness in the study and work as a reliable research tool. The questions were both open and close ended. Closed ended questions were used to save time and a small portion of open ended questions were used to have in-depth knowledge and insight of the respondents about the role of female UNO in Upazila level public management in Bangladesh.

1.8.1 Sampling

Seven upazilas with female UNO as the executive head were selected for the purpose of the study and total 77 respondents were interviewed for the

purpose of the study (Annexure 1). In line with purposive sampling the upazilas were chosen based on some criteria, such as : geographical location of upazila from the capital city or district head quarters, service length of UNO in the upazila, and convenience for reaching to the respondents. From each of the 7 Divisions Dhaka, Chittagong, Rajshahi, Khulna, Sylhet, Barisal and Rangpur 7 upazilas are selected. These seven upazilas are shown in the following table.

Table 1.1: Sample areas

SL No	Upazila	District	Division	Nature
1	Gazaria	Munshigonj	Dhaka	Rural
2	Barura	Comilla	Chittagong	Rural
3	Kustia Sadar	Kustia	Khulna	Urban
4	Bogra Sadar	Bogra	Rajshahi	Urban
5	Dakshin Surma	Sylhet	Sylhet	Urban/rural
6	Hijla	Barisal	Barisal	Rural
&	Panchagor	Panchagor	Rangpur	Urban

At the time of study the Upazilas were run by female UNOs. Among the seven Upazilas three Upazilas under Dhaka, Comilla and divisions are fully rural in nature, the Dhakshin Surma Upazila office in the city but its geographical and functional areas cover a vast rural area. and of them Gazaria Upazila stands within a very nearest distance from the capital city while Hizla Upazila is located in a remote rural area. The rest three upazilas Kustia sada, Panchagor Sadar and Bogra sadar under greater Khulna, Rajshahi and Rangpur divisions are urban in nature. Upazilas have been selected from all the divisions from both urban and rural to make the sample more representatives in nature. Since there are sharp variations in the socioeconomic dynamics in urban and rural based upazila, 50% of the sample have been taken from rural areas and the rest 50% from the urban areas. It is to mention here that there is a significant picture of posting of

female civil servants preferably in the urban based upazila or at the Upazila surrounding any main city.

From each upazila 11 respondents including 1 UNO, 3 peoples' representatives, 6 upazila level government officials and 1 project man/contractor have been interviewed and three semi-structured questionnaires were used at the time of taking their interviews. The people's representatives interviewed for the purpose of the study include Upazila Chairman, female Vice Chairman and one union parishad chairman on any union of the upazila. There are more than 25 government functionaries working at the upazila administration. Most of them are also nonvoting members of upazila parishad. From among them only six are selected considering their involvement and role in Upazila level public management. List of respondents is given in the following table:

Table 1.2: Number of Respondents of the Study at the Upazila Level

SI No.	Designation Respondents	Number of respondents
1	Upazila Nirbahi Officer	7
2	Upazila Chairman	7
3	Upazila Female Vice Chairman	7
4	Union Parishad Chairman	7
5	Project Implementation Officer	7
6	Upazila Engineer	7
7	Upazila Women Affairs Officer	7
8	Upazila Agriculture Officer	7
9	Upazila Education Officer	7
10	Project committee member/contractor	7
	Total	77

Respondents have been selected from the represented group of people from within and outside of Upazila administration. Gender issue got due attention at the time of selecting respondent. Among 77 respondents including 7 UNO 7 Upazila vice chairmen and 7 Upazila women affair officers there are 21 female respondents.

1.8.2 Sources of Data and Data Collection Technique

Data have been collected both from the primary and secondary sources. First hand data are collected from primary source comprising the study area through multiple methods like interview, observation and discussion. On the other hand *Secondary sources* of data refers to books, journal articles, dissertations, websites , different documents and publications of government including rules, regulations and acts, reports and so on. These have been analyzed following content analysis method keeping the objectives and research questions in mind. The outcome of this analysis has been used to evaluate the primary data. To have a picture of the development management vis a vis the public management process minutes of the committee meeting have also been analyzed

1.8.3 Data Processing and Analysis

After the collection of data from different sources data analysis constitutes the most important phase of the study. It consists of number of activities such as examining, categorizing, tabulating, or otherwise recombining the evidence to address the initial propositions of a study. Data analysis makes attempts to create sense of data. There is no single way of analyzing data to have proper message from the information collected by using various means. Data have been analyzed in accordance with the research questions .SPSS tool has also been used in analyzing the quantitative data collected through questionnaire survey. The study uses simple mathematical tools like tabulation, percentage, frequency. It also uses some charts, graphs to present

data in a graphic manner. A mixed approach of qualitative and quantitative has been used to interpret the data. Quantitative approach has been used to generalize the existing phenomenon from the information/data and to analyze and interpret the research questions as well as to achieve the research objectives.

1.8.4 Reliability and Cross Validation of Data

Since the validity the primary data for this study has been collected from the respondents like Upazila officers and Union parishad chairman. The UNO is mainly maintaining coordination with these respondents as they are directly involved in the overall public management process at Upazila level in Bangladesh. Validity refers to trustworthiness of data which is subject to the measurement of the phenomenon, research problem. To confirm validity and reliability of the collected data, data collected from one method are usually cross checked with another method.

1.8.5 Unit of Analysis

The unit of analysis of the study is female Upazila Nirbahi Officer who is the key person of public management at the upazila level. UNO is a senior officer from BCS (Administration) cadre with the rank of senior assistant secretary is posted as the head of upazila administration .With the help of other officers and stakeholders He/She implements all development programs within the framework of the Upazila Parishad, the local council headed by elected chairman. The secretariat is the centre of national administration where all the line ministries are located and the field administration in Bangladesh is divided into divisions, districts and Upazilas. The national government functionaries of various ministries and divisions have their departments and agencies at the upazila level. UNO as the representative of national government steers the wheel public management for ensuring development at the grassroots. The authority

structure of UNO is peculiar that designates him/her as the first among the equals from the perspective of state bureaucracy functioning in the upazila administration. That is why only formal power is not enough for UNO to discharge his/her duties within a politically sensitive work environment. He/She needs sufficient functional and charismatic authority to achieve the objectives.

1.8.6 Problems of Data Collection

- i. All the respondents were very busy. It was quite difficult to collect data from them. Specially for taking interviews, schedules have been changed several times.
- ii. The documentation system of the government is not systematic. It took huge time to get relevant data. Getting relevant information was a very tough job. Use of informal connections was helpful in this regard.
- iii. Some of the questions were related to the personal experiences; so, it was not very easy to get answers for those. To convince the respondents to get adequate response was a big challenge.
- iv. It was found that some of the respondents were very reluctant to talk. Several respondents could not respond because of their engagement in household affairs and workload; while some of them still managed enough time though they were very busy.
- v. Time to conduct the research was very limited because the research was conducted only on the women civil servants working at upazila.

However, the overall period of data collection was a memorable one. It gave the researcher an opportunity to visit many parts of Bangladesh and know about the problems of field- level women civil servants irrespective of their cadre, position, age and peoples attitude towards professional women. It was a privilege for the researcher that the population was qualified and the researcher did not face communication problem in collecting information from the sample. The data collection period, therefore, was interesting.

1.9 Outline of the Theses

There are seven chapters in the theses. The first chapter covers the introductory issues such as the background, research problem statement, literature survey, objectives, scope, significance and research methodologies used for the purpose of the study. The second chapter titled as 'Public Management: A Conceptual Analysis' highlights a conceptual framework of public management with special emphasis on the transition of traditional public administration to public management and the most important characteristic features of public management. This framework provides foundation for the inquiry into the issue of women in public management. The third chapter 'System of Public Administration: The third chapter portrays the system of public management in Bangladesh focusing on its background, governmental setup, structural arrangement from central to field level from public management perspective. Position of women in the public administration of Bangladesh is the main focus of attention in the fourth chapter titled as 'Women in Public administration and Management in Bangladesh'. This chapter throws light on the background factors of women's position in Bangladesh society and administration, the privileges of women and institutional scope of their involvement in the public management. The fifth chapter specially focuses on Upazila administration, the field level public management system in Bangladesh having direct interface with heterogeneous environmental factors.

The sixth chapter discusses the role of female UNOs in respect to form public management perspective and analyzes the realities prevalent in the Upazilas under study. The seventh chapter is the concluding chapters that end up with recommendations.

Public Management: A Conceptual Analysis

Management has been traditionally present in the functioning of Public administration, but it took much time to evolve as a distinct approach in public sector intellectual discourses. Only over the last few decades academicians and researchers are paying serious attention to it and discussing it within paradigmatic scheme. Governments all over the world are also changing their traditional approach and trying to follow public management approach according to their capacity and intention to accomplish their functions. Public management offers a new way of looking at and carrying out management functions within the public sectors. In essence it is the function of public and management in public setting. It pursues an open system approach to public administration with emphasis on management for result and performance orientation. These are the distinguishing features between traditional management and public management approach in public administration. Public management provides foundation for and enhances emergence of new approaches like New Public Management (NPM), New Public Governance New Public Values etc. Universal applicability of these approaches is hardly found because of the influence of several contingent factors, like nature of government, society, economy and the existing administrative system within the complex dynamics of surrounding environment. Heterogeneous nature of these conditional factors makes such applicability difficult across time and space boundaries. Public management on the other hand, has some classical or usual features that enhance its wider applicability in the public administration systems in a wider range of societies. Bangladesh faces some paradoxes in regard to structure, process, culture and public-ness like many other transitional countries where administration is also in transitional stage

and striving for public management approach in running the business of government .It needs a long way to go to exercise public management approach along. On this milieu public management approach has been taken as the theoretical premise for the purpose of study. In line with this a conceptual framework of public management along with its background and other basic features has been discussed in this chapter. The role of female civil servants in public management in Bangladesh has been studied within this conceptual framework.

2.1 Management and Public, two Constituents of Public Management

Public management in its broader sense is the function of management and public within close and continuous interaction with the dynamics of environmental supra-system. The two broader constituting elements, 'public' and 'management' configure the basic framework of the paradigm.

Management encompasses operational and procedural dimensions of functions with the help of functional rationality while public deals with the normative and strategic dimensions of functions and manifests values based on substantive rationality. In the private sectors its objectives are generally molded by the profit motives of the entrepreneurs, but in public sectors its objectives become different where the phenomenon 'public' plays vital role in the determination of its objective and operational mechanism.

2.1.1 Management

Management is a basic and dynamic process in all human activities both individual and collective, employed for task accomplishment and bringing desired results. It 'is the process of reaching organizational goals by working with and through people and other organizational resources.' With its all pervasive nature it engages in planning, organizing, directing and

controlling and aims at getting work done through people in organization. It is also universal since where there is action there is management. In spite of that it is difficult to have any universal definition of management.

Follett defines management in a very simplistic way as ‘art of getting things done through people.’¹ Taylor² who is known as the father of scientific management identifies ‘Management is the art of knowing what you want to do and then seeing that they do it in the best and the cheapest way’³ and delineates principles of scientific management to ensure best and cheapest product. Another classical thinker Fayol, pioneer of administrative management school of thought, personally who was a top level management practitioner means ‘to manage is to forecast and to plan, organize, to command, to co-ordinate and to control’⁴. He identifies six broader functions and fourteen principles of management. The functions include forecasting, planning, organizing, commanding, coordinating and controlling; and the principles are: division of work, authority, discipline, unity of command, unity of direction, subordination of individual interests to the general interest, remuneration, centralization, scalar chain, order, equity, stability of tenure of personnel, initiative and esprit de corps. According to Peter Drucker one of the most prominent management thinker, often called as the ‘guru’ of modern management⁵ management is a multi-purpose organ that manages business and manages managers and manages workers and work and it includes both marketing and innovation.⁶ Thoughts on management did not remain static; it has been flowing since man involved in labor process to create output. It is dynamic in nature and being nourished by the contributions of different persons across the ages that

1 <https://managementinnovations.wordpress.com/2008/12/03/define-management-its-functions/31.8.2015>

2 <http://www.whatishumanresource.com/management-definitions-by-great-management-scholars> accessed 2.9.2015

3 *ibid*

4 *ibid*

5 <http://www.businessdictionary.com/definition/management.html>

6 *ibid*

resulted in the emergence of classical, neo-classical and modern school of thought of management.⁷

2.1.2 Management and Administration Relationship

There are debates on the relationship and differences between administration and management among the scholars. In the discourses on public management the differences deserve due attention. There is view that considers administration is a wider issue while management is subordinate to it. An opposite view is also found in the current literature. The word 'administration' have its root in the Latin words 'ad' and 'ministrare' meaning to serve or to govern that involves in the act of administering, managing the affairs and directing or superintending the execution, use or conduct while management comes from 'manus' meaning to control by hand or gain results. Management performs the tasks of ensuring the accomplishment of diverse activities to achieve the objectives and creating and maintaining favorable condition for combined efforts. According to *Theo Haimann*, "Administration means overall determination of policies, setting of major objectives, the identification of general purposes and laying down of broad programmes and projects".⁸ On the other hand 'management involves conceiving, initiating and bringing together the various elements; coordinating, actuating, integrating the diverse organizational components while sustaining the viability of the organization towards some pre-determined goals. ...it is an art of getting things done through & with the people in formally organized groups.'⁹ Administration is a determinative function whereas management is executive function. Management executes the objectives and policies that are already framed by the administration and

7 Hicks, Herbert G. and Gullett C. Ray (1975), *Organization Theory and Behaviour*, McGraw Hill.

8 http://managementstudyguide.com/management_administration.htm dated 21.10.12

9 *ibid*

included in the constitution.¹⁰ Functional jurisdiction of administration and management is shown in the following table 3.1. The differences shown in the table are not mutually exclusive; functionally they are very much inclusive and from them it is difficult to draw any distinct line of demarcation between administration and management. ‘The relationship between administration and management is that management is construed to be a subset of administration in the sense that everything management does get included in the administration.

Table 2.1: Differences between Administration and Management¹¹

Basis	Management	Administration
Meaning	Management is an art of getting things done through others by directing their efforts towards achievement of pre-determined goals.	It is concerned with formulation of broad objectives, plans & policies.
Nature	Management is an executing function.	Administration is a decision-making function.
Process	Management decides who should do it & how should he do it.	Administration decides what is to be done & when it is to be done.
Function	Management is a doing function because managers get work done under their supervision.	Administration is a thinking function because plans & policies are determined under it.
Skills	Technical and Human skills	Conceptual and Human skills
Level	Middle & lower level function	Top level function

Everything a management achieves gets included in the administration and everything a management fails to achieve also gets included in the

¹⁰ [http://www.differencebetween.com/difference-between-administration-and-management/dated 21.10.12](http://www.differencebetween.com/difference-between-administration-and-management/dated%2021.10.12)

¹¹ http://managementstudyguide.com/management_administration.htm dated 21.10.12

administration. In fact it would be appropriate to say that a managerial failure is actually an administrative failure. A managerial success is an administrative success too.¹²

2.1.3 Public: Vector of Public Administration/Management

'Public' is the most important determining factor in public administration and management. It adds magnitude and direction to public administration and management Shafritz and Russell¹³ first identify 'public' to draw demarcation between public administration and private administration. Public administration always surrounds with public interest and upholds it in all of its activities. Meaning of the term 'public' generally refers to three dimensions such as 'citizen or people', 'government' and 'open' which are inseparable from each other. It gives the orientation of management in public administration and also acts as the most important distinguishing element private management and public management. In this regards Bovaird and Löffler hold '[a] common usage of 'public' is to distinguish between the 'public sector' and the 'private sector', which essentially revolves around difference of ownership (collective ownership, in the name of all citizen, versus individual ownership) and motive (social purpose versus profit)¹⁴. The classic meaning of public derives from two Greek words 'pubes' or maturity that implies an ability to understand the consequences of one's individual actions on other people and 'koinon' or common which in turn, derives from another Greek word, 'kom-ois' meaning to care with. The terms common and to care with both imply the importance of relationships and emphasize on the understanding the relationship between oneself and other individuals, and being able to see-the

12 *ibid*

13 Jay M. Shafritz and E.W. Russell (1999), *Introducing Public Administration*, New York, Longman.

14 https://www.google.com.bd/?gws_rd=cr&ei=VODeVbDzB8rhuQTI14zQCA#q=public+administration+concepts+and+practice

connections.’¹⁵ Frederickson identifies that the modern usage of the word public refers to all the people in a society, without distinguishing between them.¹⁶ He explains the ‘public’ in public administration and public management from five perspectives: (i) the public as interest groups (the pluralist perspective) (ii) the public as rational chooser (the public choice perspective) (iii) the public as represented (the legislative perspective) (iv) the public as customer (the service providing perspective) and (v) the public as citizen. The basic features of each of the perspectives are shown in the Table 3.2.

Table 2.2. Basic Features of the Perspectives of Public

Sl.No.	Perspectives	Basic Features of the perspectives
1	The public as interest groups: The pluralist perspective	Pluralism describes the natural development of interest groups that interact and compete in the governmental setting, seeking their advantages and preferences and further the right of the citizen. The public is manifested in the processes of group interaction. It can also be argued that the net result of group interaction constitutes a definition of the public interest.
2	The public as rational chooser: The public choice perspective	This view, commonly known as the utilitarian perspective, pursues individual interest, pleasure, and happiness without particular concern for community values. Public action must be understood as the action of motivated individuals whose interests typically differ. Each individual is a rational calculator pursuing his or her own interests.

15 https://www.google.com.bd/?gws_rd=cr&ei=VODeVbDzB8rhuQTI14zQCA#q=public+administration+concepts+and+practice

16 H. George Frederickson, (1996), “The Spirit of Public Administration” Sand Francisco, USA, Jossey-Bass.

Sl.No.	Perspectives	Basic Features of the perspectives
		Government and social order simply provide a stable environment in which free individual choice may be exercised.
3	The public as represented: the legislative perspective	Modern democratic government in practice has been representative in nature and since they directly represent the public, they have the most legitimate claim for a public perspective on public administration, and public administrators are expected to operate the agencies that legislators establish and to obey and enforce the laws that legislators pass.
4	Public as customer: The service providing perspective	One of the most interesting perspectives on the public is that of the customer. Here customer is defined as the individuals and groups served by so-called street-level bureaucrats.
5	The public as citizen	The concept of citizenship is closely tied to the origins of the modern field of public administration. In early concepts of public administration citizens were the public. Generally, the modern development of the citizenship perspective in public administration assumes that a vigorous citizenry is compatible with an effective public administration. Indeed, citizenship theorists argue that an informed and active citizenry is essential to effective government administration.

'Public' in the domain of public administration encompasses many dimensions ranging from citizenship to the complex dynamics of interest/pressure groups including public choice, legitimacy and customer-ship. Politically public is citizen, socially interest group, legitimately government economically customer of the public administration. Public administration and management from public perspective must have public

orientation, purpose, management, control and public accountability. Theoretically management becomes public management in the system of public administration when is endowed with these characteristics. Public is the point of departure of public management, a special form of management in public context and public commitment. Due to public centrality public management as a system is always open, open to people and manifested with socio-political dimensions. In operation it maintains close interaction with environment, citizen and different interest/stakeholder groups.

2.2 Management and Public Administration Relationship

Public administration as government in action exposed through formulation and execution public policies cannot also go without management and managerial capabilities. This action is the function of organization and management where organization plays the role of anatomy and management plays the physiological role. Management inseparably exists in and with public administration. Dwight Waldo clears the position of management in public administration while he defines public administration as “Public Administration is the art and science of management as applied to the affairs of the state.”¹⁷ No public law/policy is formulated and executed without support from managerial proficiency, expertise and insight. Good governance under any type of government is the product of the responsible and competent use public authority by the public managers.

Management and public administration relationship is very much integrative and functional in nature. It may be viewed from two perspectives, functional and theoretical. Functional nexus of public administration with management is inherently tied up with the origin and historical development of public

¹⁷ Dwight Waldo. (1984). *The Administrative State*, second edition. New York: Holmes and Meier., p 12

administration. From theoretical perspective it appears evident in the theoretical constructs and paradigms of public administration.

2.2.1 Historical Background of Relationship

Public management has now appeared as a distinct approach to public administration in modern times but it has its origin in the remote past. Management conceived as 'having the work done' has been always inseparably associated with public administration from the very beginning of the emergence of state governance under kingship. The kings within the framework of kingdom established their sovereignty using their armed forces. Armed forces are the first well managed organized forces in the state and their managerial skill is the basic source of their strength. There is widespread use of the term management in the business and commercial sectors, but practically "the profession of management began and developed as profession of army. To the extent that is the history of warfare, and then it is also the history of public administration because war at the state level is quite literally not possible without an effective system of public administration behind it. Military officers were the first public administrators."¹⁸ In the earlier stage of state a form of administration came into operation which was characterized by loyalty; only the people loyal to king had the opportunity to have employment as per the desire of the king. Following the evolution of society from feudalism to capitalism in other words from agricultural society to capitalistic society the earlier form of administration changed into another form. Hughes¹⁹ defined it as traditional administration which is law bound and bureaucratic in nature based on impersonal value premise. Administration under kingship, the predecessor of traditional administration was generally called as king's or royal

18 Jay M Shafritz and E W Russell (1999), *Introducing Public Administration*, New York: Longman pp169-70.

19 Owen E. Hughes (2003) *Public Management and Administration An Introduction* (Third Edition), New York: Palgrave Macmillan

administration. In the industrial society where democracy becomes the basis of state governance, administration has been termed as public administration. The dysfunctional character of the traditional public administration and its failure to achieve public goal efficiently, effectively and economically in the developed countries like UK, USA, etc. in general and particularly changes in the economic theory and appearance of globalization as an economic force have enormous influence on emergence of public management as a distinct approach to conducting public administration throughout the world. This approach not only challenges the different principles of traditional public administration and proposes new principles, but also suggests functional ways to accomplish public goal.

2.2.2 Theoretical Perspective of Relationship

Public administration is popularly known as government in action and is exposed through public policy making and policy implementation within the governmental setting. It is basic in all state system. The modus operandi of government's action varies widely with the differences of time and space alongside the variations in the dynamics of environmental supra-system; but management always plays the most vital role in every system. Referring to Waldo it has been mentioned earlier that public administration inherently has a management dimension. Amidst an inseparable relationship there are also some functional differences between administration and management. But there is no simple way to draw any substantive demarcation between public administration and public management basing on the difference between administration and management because of the fact that transcending the functional facets of management public management has evolved as a new approach to public administration. Before evolving this approach intellectual exercise in this field focuses on different dimensions. Henry Nicholas discusses the intellectual exercises and functional emphasis

in the field of public administration within the framework of different paradigms²⁰:

- a. Paradigm 1: The Politics/Administration Dichotomy, 1900-1926
- b. Paradigm 2: The Principles of Administration, 1927-1937
- c. Paradigm 3: Public Administration as Political Science, 1950-1970
- d. Paradigm 4: Public Administration as Public Administrative Science, 1956-1970
- e. The Emerging Paradigm 5: Public Administration as Public Administration, 1970-?
- f. Institutionalizing Paradigm 5: Toward Curricular Autonomy

Management always occupies central position in all administrative actions, public or private and even in all theoretical discourses. The politics administration paradigm stemmed from the article of Woodrow Wilson titled 'Introduction to public administration'²¹ in 1887 where he argued that it is easier to frame a constitution but it is harder to implement the constitution advocated in favor of separation between politics and administration. This paradigm later on was further developed by several scholars including Frank J Goodnow and L D White.

Frank J. Goodnow in his book on Politics and Administration²² identified policy making and policy execution as two major functions of government and upholding the notion of politics administration dichotomy explained that politics – has to do with policies or expressions of the state will and administration – has to do with the execution of these policies. In the first text book public administration "Introduction to the study of public

20 Nicholas Henry. (1975). 'Paradigms of Public Administration'. *Public Administration Review*, 35 (4):378–85.

21 Wilson, Woodrow. 1887. The Study of Administration. *Political Science Quarterly*, 1:2:197-222.

22 Frank J Goodnow. 1900. *Politics and Administration*. New York: Macmillan.

Administration” White emphasized on management as the foundation of public administration and advocated that ‘The study of administration should start from the base of management rather than the foundation of law’²³ and identified the basic feature of politics administration dichotomy paradigm as follows:

1. Politics should not intrude on administration;
2. Management lends itself to scientific study;
3. Public administration is capable of becoming a “value-free” science in its own right;
4. The mission of administration is economy and efficiency.

The harder task of implementing the constitution Wilson assigned to public administrators and for performing this harder task, he also considered the later obviously should be politically unbiased and enriched with management capability. The politics administration dichotomy notion got a distinct shape in the writing of White and Goodnow. They also considered management capability central issue in upholding the spirit of the paradigm. The second paradigm titled ‘The principles of public administration’ covers roughly the period 1927-1937 which was mainly fostered by the contributions of Willoughby, Gullick and Urwick. Willoughby published his book titled ‘Principles of public administration’²⁴, the second fully fledged text in the field in 1927. He depicted certain scientific principles which are equally applicable in management and administration. These principles were addition to managerial knowledge. Gullick and Urwick in 1937 generated POSDCoRB²⁵ view which is the abbreviation of seven management function where ‘P’ stands for planning, O for organizing, S for staffing, D

23 L D White (1926). Introduction to the Study of Public Administration. New York: Macmillan, pvii

24 Willoughby, William, F.(1919), The Government of Modern State, United States, The Century Co.

25 Gullick, L. and Urwick, L. (1937) Eds., Papers on the Science of Administration, New York, Institute of Public Administration.

for directing, Co for coordinating, R for reporting and B stands for budgeting.

The third paradigm of public administration named as 'Public Administration as Political Science' prevailing in the period 1950 -1970 emphasizes on the institutional locus of public administration instead of its functional focus from academic point of view. In this paradigm searches for the intellectual identity of public administration and considered it inseparable from political science and leveled public administration as political science. But it did not ignore the management linkage of public administration in its functioning. The next paradigm (1956-1970) known as public administration as administrative science made attempt to base public administration on its own identity focusing on the functional expertise of public administration required for bringing government in action. It emphasized on the different issues of organization including organization theory and development that inherently brought management as a core aspect of administration.

The fifth paradigm of public administration differing from the view of identifying public administration as administrative science makes attempt to recognize public administration as a distinct discipline i.e.as public administration. Public administration becomes increasingly concerned on areas of policy science, political economy, public policy-making process and its analysis, measurement of policy outputs. This paradigm comprises several prominent approaches like New Public Administration, Reinventing Government, Administrative Behavior and New Public Management. New Public Administration focuses on efficiency, effectiveness and social equity as its prime areas of consideration but for upholding these qualities in administration it always an efficient management with commitment to

public cause. Reinventing government also emphasizes on efficiency economy and effectiveness in public administration. Management acts as the main vehicle of ensuring these three 'E's in administration. Administrative behavior approach emphasizes on management as behavioral software. In the New Public Management approach management is the core element but it occupies competitive market dimension and consider people not conventionally as citizen but also as customers.

2.3 Public Management in Paradigmatic Jungle

The foregoing section highlights the inseparable relationship between management and public administrations but the nature of management in public administration never remains constant. It varies with the nature of society and government along with the variation of surrounding environment. In the traditional forms discussed within the framework of earlier paradigms it remains value free and upholds the principle of politics administration dichotomy. There remains a sharp divide between politician and administrators. The later are supposed to implement the policies of government efficiently following rules and regulations as well as using the classical traditional of management. The traditional management that gets practiced in public administration is a blend of scientific management adhered to technical efficiency at the operational level , the administrative management concentrating on POSDCoRB functions at managerial level and bureaucratic rules and regulations characterized by impersonality and universalism. In spite of following traditional management approach in their functions civil servants are not treated as managers, they remain as career administrators in the government system. Major responsibilities of the administrators within this framework is to impartially implement rules and regulations through hierarchical structure with the help of legal rational authority where process and outcome are success criteria and the

administrator are accountable to the politician. This is a mono centric system. Domination and subordination including bureaucratization and order consolidation configure traditional management approach to public administration. All the bureaucratic entropies over the time develop in administration in following the traditional management approach that constrain to the three 'E's i.e. efficiency, economy and effectiveness in administrative performance. This approach in public administration also fails to address the need of any democratic polity and the dynamics of globalization in different sectors of individual and collective life including economic and information sectors.

Aiming at overcoming the limitations of traditional management approach several approaches emerge in the intellectual field of public administration of them the pioneering ones are the new public administration (NPA) and New Public Management. Initiated by Dwight Waldo, the guru of modern public administration in and later on fostered by Frederickson and others New Public Administration emphasizes on strengthening social equity and democratic management practices. It makes attempts to place public administration on a normative premise and holds that the purpose of public organization is the reduction of economic, social, and psychic suffering, and the enhancement of life opportunities for those inside and outside the organization. But with this normative demand NPA could not survive long in the intellectual exercise and draw attention of the practitioner. The demand for ensuring social equity by the government was not also compatible with the characteristics of the power structure and globalized market dynamics.

On the other hand, New Public Management (NPM) is also a reaction to perceived weaknesses of the traditional bureaucratic paradigm of public administration.²⁶ But unlike NPA, it has been able to the attention of

26 J. O'Flynn, (2005), 'Adding Public Value: A New Era of Contractual Governance?' Presented at the *PAC Annual Conference – Public Administration and Management*,

scholars in this field as well the practitioners and reformers of public administration throughout the world. Donor agencies also work in favor of administration reform in NPM line. As Stoker noted, NPM sought to dismantle the bureaucratic pillar of the Weberian model of traditional public administration.²⁷ Starting from its fore mentors different, authors and scholars identify different characteristics of NPM. ‘These common attributes of NPM— undisputed characteristics that are almost always mentioned by academic observers’²⁸ are listed in the following table along with a few debatable attributes that are included by some but not all observers.

Table 2.3: Attributes of New Public Management

Undisputed characteristics (identified by most observers)	Debatable attributes (identified by some, but not all observers)
Budget cuts	Legal, budget, and spending constraints
Vouchers	Rationalization of jurisdictions
Accountability for performance	Policy analysis and evaluation
Performance auditing	Improved regulation
Privatization	Rationalization or streamlining of administrative structures
Decentralization	Democratization and citizen participation
Strategic planning and management	
Separation of provision and production	
Competition	
Performance measurement	
Changed management style	
Contracting out	
Freedom to manage (flexibility)	
Improved accounting	
Personnel management (incentives)	
User charges	
Separation of politics and administration	
Improved financial management	
More use of information technology	

University of Nottingham, 5– 7 September, University of Nottingham, United Kingdom.

27 Stoker, G. 2006. ‘Public Value Management: A New Narrative for Networked Governance?’ *American Review of Public Administration* Vol. 36. No.1, p.46.

28 Gernod Gruening (2001) *Origin and theoretical basis of New Public Management*. *International Public Management Journal*, Vol. 4 p. 2

Hughes identifies four grand themes which characterized NPM as follows²⁹:

1. management (i.e. results and managerial responsibility) is a higher order function than administration (i.e. following instructions);
2. economic principles (i.e. drawn from public choice theory, principal-agent theory, contracting, competition, and the theory of the firm) can assist public management;
3. modern management theory and practices (i.e. flexibility in staffing and organization) can improve public management; and
4. service delivery is important to citizens

NPM approach to public administration also possesses some complicated theoretical and practical problems. Marketization, managerialism, politicization and service delivery, each of the fundamental principles of NPM encounter problems in different manner in different context. Providing services through market is possible only when market is all encompassing in nature and fulfill all the demands of the citizen, citizen have the capacity to comfortably interact with the market, market is genuinely competitive and above all government deserve the authority over the market. All these demand the existence full bloomed market economy under a strong democratic polity with masses have all capabilities to exercise their customer and citizenship rights coherently. This is an ideal situation within which the market that drives for profit only can hardly function. Use of market under NPM model to discharge government responsibilities prescribes for massive privatization of government that also difficult where the overall is lagging behind trading capitalism and it is far to reach the stage of industrial capitalism. In this situation managerialism becomes an unexpected phenomenon. If, furthermore, the administration bears colonial legacy and government suffers from legitimacy crisis this becomes more remote to bring into practice.

29 Janine O'Flynn, (2007), *From New Public Management to Public Value: Paradigmatic Change and Managerial Implications*. The Australian Journal of Public Administration, vol. 66, no. 3, pp. 354

O'Flynn and Alford 2005 identifies that NPM suffers 'from a range of weaknesses which reflected both implementation challenges and fundamental tensions. They argue that competitive government models also lead to fragmentation of relationships which may spur destructive behavior and refer to the comprehensive list of problems is presented by Lawton who 'claims the fundamental values of public service organizations have been undermined by competition and the NPM, by limited resources, conflicts between individual demands and public interest, the erosion of accountability and responsibility due to fragmentation, and increased risk-taking.'³⁰

NPM appears an international agenda in public sector reforms.'³¹ A number of countries like Australia, Canada, UK, USA, Japan, New Zealand, Denmark. France etc like have also taken initiatives reform the their administrative system following NPM model have also reform their administrative system following NPM model. These countries are industrially developed and they own market based modern economy. Some other countries in the developing world are also trying NPM agenda of reform under donor's prescriptions. Regarding these reform efforts March and Olsen state that reform 'rarely satisfies the prior intention of those who initiate it'³². The OECD, an NPM advocate for a long time also finds the NPM reforms made in the countries have produced 'some unexpected negative results'³³.

30 D. McKeivitt and A. Lawton, (eds.) *Public Sector Management: Theories, Critique and Practice*, London, Sage Publications.

31 *ibid*

32 J.G March and J.P Olsen (1989), *Rediscovering Institutions: The Organizational Basis of Politics*, Free Press, New York, P. 65

33 Organization for Economic Cooperation and Development Report (2003),p-2

New Public Administration overemphasizes on the normative dimension and the functional issues relating to ensuring social profitability and equity are less emphasized. NPM makes public administration subordinate to market which the later more sovereign than the government. It supposes competitive market can ensure goods and services to the citizen. Failure and limitations of NPM approach push forward to the emergence of more new approaches like Public Value Management (PVM)³⁴, New Public Service (NPS) or New Governance (NG)³⁵ and Digital Era Governance³⁶. Public Value Management is hypothetically based on a post competitive situation. New Governance paradigm prescribes for empowerment, building of social trust and networking organization on mutually agreed partnership. NPM is founded on themes of disaggregation, competition, and incentivization. “Digital-Era Governance” (DEG), involves reintegrating functions into the governmental sphere, adopting holistic and needs-oriented structures, and progressing digitalization of administrative processes.³⁷ All these reveal the fact that public administration, in western context and in traditional form assumes the principles of classical and new classical management theories side by side with the politics administration- dichotomy theory of Woodrow Wilson. As the reaction to the limitations of this approach several approaches develop but with less emphasis on the core issues of public, management and blending of public and management within environmental

34 Janine O’Flynn, (2007), *From New Public Management to Public Value: Paradigmatic Change and Managerial Implications*. The Australian Journal of Public Administration, vol. 66, no. 3, p.361

35 <https://www.google.com/search?q=IS+THERE+A+NEW+GOVERNANCE+PARADIGM%3F+THE+LITHUANIAN+AND+PORTUGUESE+CASES&ie=utf-8&oe=utf-8> accessed 6.9.2015

36 Patrick Dunleavy, Helen Margetts, Simon Bastow and Jane Tinkler,(2006),*New Public Management Is Dead—Long Live Digital-Era Government*in *Digital Era Governance*, <http://dx.doi.org/10.1093/acprof:oso/9780199296194.003.0009> accessed

37 *ibid*

context. These paradigms attach importance to many relevant issues but core structure and values of public management remain obscured.

2.4 Perspectives of Public Management

Management inherently associated with public administration with the help of its human and technical capabilities organize, motivate, and direct the government actions toward the creation and achievement of goals. Good governance in public administration functionally refers to responsible and competent use of public authority by a government's managers. Lynn identifies three distinct perspectives of public management such as (i) structure of governance, (ii) craft and (iii) institution. Classical literature understood management to be the responsible and lawful exercise of discretion by public administrators. In this view, public management is a *structure* of governance.³⁸ In contrast, recent literature has tended to view public management as a *craft*, that is, as skilled practice by individuals performing managerial roles.³⁹ Weimer hold that when public managers respect constitutional restraints and routinely evince values that are widely held to be legitimate and appropriate (rather than narrowly partisan or self regarding), then public management becomes even more: an *institution* of constitutional governance.⁴⁰ 'Public management as an institution observes "rules of practice", that is, de facto restraints on or guides to behavior, that ensure their legitimacy within a constitutional, or de jure, regime.'⁴¹ Lynn concludes that in its proper understanding public management is structure, craft, and institution: "management", "manager", and "responsible

38 Scott, W. Richard. 1998. *Organizations: Rational, Natural, and Open Systems*, Fourth Edition. Upper Saddle River, NJ: Prentice-Hall.

39 Laurence E. Lynn, Jr., 2001 *Handbook of Public Administration*, to be published by Sage Publications, Inc.

40 David L Weimer, 1995. Institutional design: An Overview. In David L. Weimer, ed., *Institutional Design*. Boston: Kluwer Academic Publishers.

41 Laurence E. Lynn, Jr., opcit

practice”. In other words public management is the function of management manager and responsible practices within the environmental suprasystem.

Table 2.4: Three Perspectives of Public Management

Sl.no	Perspectives	Focus	Traits
1	Public management as a structure of governance	Management	a constitutionally appropriate formalization of managerial discretion intended to enable government to effect the will of the people.
2	Public management as a craft	Manager	Skilled practice by individuals performing managerial roles. To the extent that public managers practice their craft responsibly, that is, that they respect constitutional restraints and routinely evince values that are widely held to be legitimate and appropriate
3	Public management as an institution of constitutional governance	Responsible practice	Public management as an institution observes "rules of practice", that is, de facto restraints on or guides to behavior, that ensure their legitimacy within a constitutional, or de jure, regime.

Public management was as a structure of governance acts as formal means for constraining and overseeing the exercise of state authority by public managers. It involves two interrelated elements: lawful delegation of authority and external control over the exercise of delegated authority.⁴² It is a very difficult task to make balanced arrangement in between the two tasks of opposite nature. There is always contradiction between the forces of delegation and forces of control. Legislatures are very often reluctant to delegate authority to unelected bureaucrats that constitutes the number one challenge to establishing public management as structure of governance. In executing their responsibilities in changing environment and in environmental variation bureaucrats need discretionary authority. Goodnow asserted that 'A large discretion must be given to the administrative authorities to adapt many general rules of law to the wants of the people'.⁴³ Within the context of development administration public managers requires more discretionary power and cannot move without delegated authority. Discretion must be controlled by ensuring adequate legislative, judicial, and public oversight of public management. Ernest Freund holds that '[i]ncreased administrative powers call for increased safeguards against their abuses, and as long as there is the possibility of official error, partiality of excess of zeal, the protection of private right is as important an object as the effectuation of some governmental policy'.⁴⁴ Paul Appleby in this context holds, '[p]erhaps there is no single problem in public administration of moment equal to the reconciliation of the increasing dependence upon experts with an enduring democratic reality'.⁴⁵

42 Anthony M Bertelli and E. Lynn Laurence Jr. 2001. 'A Precept of Managerial Responsibility: Securing Collective Justice in Institutional Reform Litigation,' *Fordham Urban Law Journal*, 29

43 Frank J Goodnow, 1893, 1902. *Comparative Administrative Law: An Analysis of the Administrative Systems National and Local, of the United States, England, France, and Germany*. New York: G. P. Putnam's Sons. p. 28

44 quoted by L D White ,opcit

45 Paul Appleby, 1952. *Morality and Administration in Democratic Government*. New York: Greenwood Press, p. 145

2.4.1 Public Management as Craft

The craft perspective focuses on manager and is based on the careful study and analysis of particular cases of managerial experience. Development of public management as a field of knowledge emanates from problems faced by public managers in the practical field.⁴⁶ The craft perspective is interested to see the role of managers in particular settings and thus it associates a political and activist orientation.⁴⁷

This approach as observed by Lynn leads to a highly reductive view of public management. Thus successful managers are characterized as enterprising or entrepreneurial, disposed to take risks, purposeful, imaginative and intuitive, and inclined to act. Others emphasize simple, generic processes establishing and reiterating clear goals, managing by walking around or adhering to unexceptionable principles develop and focus on a narrow agenda, look for opportunities to act, and the like.⁴⁸ All these character traits help public manager to take into account the behavioral and intellectual challenges beyond the structural considerations. Consequently public managers can react timely, uphold intuitive insights and good judgment. Though there has been relatively little rigorous empirical research on managerial contributions to governmental performance, it is reasonable to assume that public management will be only as effective as public managers are masters of their craft.⁴⁹

2.4.2 Public Management as Institution

The institutional perspective of public management designates it as a self-

46 Graham T Allison Jr. 1979. 'Public and Private Management: Are They Fundamentally Alike in All Unimportant Respects?' *Proceedings for the Public Management Research Conference*, 19-20 November. Washington, DC: Office of Personnel Management, pp.27-38.

47 J. Patrick Dobel. 1992. Review of *Impossible Jobs in Public Management*. *Journal of Policy Analysis and Management*, 11:1:144-147.

48 Laurence E. Lynn, Jr., opcit

49 Laurence E. Lynn, Jr. Heinrich Carolyn J., and Hill Carolyn J. 2001. *Improving Governance: A New Logic for Empirical Research*. Washington, DC: Georgetown University Press.

regulated institution that evokes the concept of responsibility. Woodrow Wilson observed that there is no danger in power, if only it be not irresponsible'.⁵⁰ Bertelli and Lynn identify in the classic literature of public administration four distinct and demonstrable qualities accountability, judgment, balance, and rationality which, they argue, constitute a *precept of managerial responsibility* that, when observed in managerial practice, justifies judicial deference when agencies are defendants in litigation and qualifies as a general norm of responsibility.⁵¹ The logic of this precept is as follows.

The institutional perspective on public management might be summarized as follows: the structures of the administrative state constitute an appropriate framework for achieving balance between a jurisdiction's need for administrative capacity to pursue public purposes and citizen control of that capacity.⁵² When managerial craft practiced within this framework is guided by a sense of responsibility, public management becomes a primary institution for preserving the balance between the state's capacity to facilitate public interest and citizen's power to hold office holders accountable.

The issue was perhaps best stated by Goodnow: '[D]etailed legislation and judicial control over its execution are not sufficient to produce harmony between the governmental body, which expresses the will of the state, and the governmental authority, which executes that will.... The executive officers may or may not enforce the law as it was intended by the legislature. Judicial officers, in exercising control over such executive officers, may or may not take the same view of the law as did the

50 Woodrow Wilson, opcit p213

51 Anthony M Bertelli and E. Lynn Laurence Jr. opcit

52 E. Lynn Laurence Jr 2001. 'The Myth of the Bureaucratic Paradigm: What Traditional Public Administration Really Stood For,' *Public Administration Review* 61:2:144-160.

legislature. No provision is thus made in the governmental organization for securing harmony between the expression and the execution of the will of the state. The people, the ultimate sovereign in a popular government, must... have a control over the officers who execute their will, as well as over those who express it.'⁵³ As early as 1900, then, the contemporary problem of balancing the competing values of democratic institutions, including the institution of public management, was clearly in view.

2.4.3 Public Management: As a Vocation

Ott, Hyde, and Shafritz in their book *Public Management: The Essential Readings*, argue that '*Public management* is a major segment of the broader field of public administration.... Public management focuses on public administration as a profession and on the public manager as a practitioner of that profession....'⁵⁴ According to Moore 'public management' adds responsibility for goal setting and political management to the traditional responsibilities of public administration as well as some quintessential executive functions such as setting purpose, maintaining credibility with overseers, marshaling authority and resources, and positioning one's organization in a given political environment as central components of a public manager's job'.⁵⁵ The gist of public management for Moore is 'conceiving and implementing public policies that realize the potential of a given political and institutional setting'⁵⁶, potential he later termed 'public value'⁵⁷. Moore's view appeared to renounce interest in the settings for public management and to emphasize its behavioral and psychological aspects.

53 Frank. J. Goodnow, opcit pp. 97-98

54 Ott, J. Steven, Alkbert C. Hyde, and Jay M. Shafritz, eds. 1991. *Public Management: The Essential Readings*. Chicago, IL: Nelson Hall.p1

55 Mark H Moore. 1984. 'A Conception of Public Management.' In *Teaching Public Management*, Cambridge, MA: Harvard University Press pp2-3.

56 ibid

57 Mark H Moore. 1995. *Creating Public Value: Strategic Management in Government*. Cambridge, MA: Harvard University Press.

From their analyses public management appears as a profession or vocation that integrates managerial and political responsibilities within a single framework. It is shown in the following four quadrant matrix alongside two continuums; one is conception-practice continuum and the other is the organizational-political. It starts with organizational and political analysis both at conceptual and practical phases and becomes functional through organizational and political behavior. Public managers are professional in organizational behavior. They are not politicians any way but they need to understand the political agenda of the government not as like the supporter of the political party in power or of the opposition but from the perspective of citizen's interest.

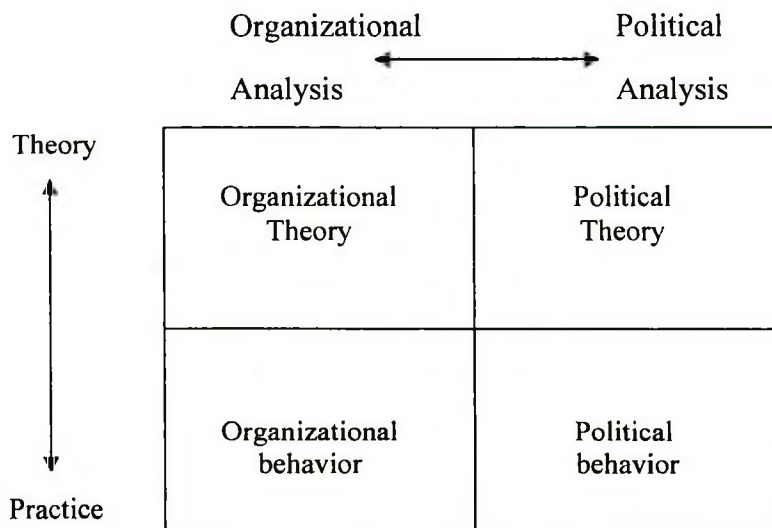


Figure 1: Substance of Public Management

2.5 Functional Framework of Public Management

The functional framework of public management can be derived from the Allison's functional framework of general management. According to Allison⁵⁸ functions of management comprise three sets of activities (i) strategy (ii) managing internal components (iii) managing external

58 Allison, Graham (1982) 'Public and Private Management: Are They Fundamentally Alike in All Unimportant Respects?', in Frederick S. Lane (ed.) *Current Issues in Public Administration*, New York: St Martin's Press. p. 17

constituencies.

Table 2.5: Functional Framework of Public Management

S/N	Functions	Major Activities
1	Strategy	Establishing objectives priorities. Devising operational plans.
2	Managing Internal Components	Organizing and staffing. Directing personnel. Controlling Performance.
3	Managing External Constituencies	Dealing with external units. Dealing with independent organizations. Dealing with the press and public.

2.5.1 Strategy

Strategy, the first main function of general management involves the very future of the organization. Strategy addresses a crucial concern for positioning the organization to face an increasingly uncertain future. It includes political dimension and creates focus, consistency, purpose for an organization by producing plans, ploys, patterns positions and perspective that guide strategic action. It establishes objectives and priorities and formulates plans to achieve the objectives and address the priorities. Strategic perspective considers the organization in its external environment. Successful public management 'inevitably requires a feel for strategy'⁵⁹; it is broader, more integrative, and less defined by functional expertise than is public administration. Public management to a large extent deals with the management of the external environment while public administration confines within the context of the organization⁶⁰ Traditional public administration tended to consider short-term goals within the organization. 'Public management aims at the longer term and at the relationship between the organization and the external environment. Agencies themselves develop objectives and priorities rather than assuming that policy derives

⁵⁹ Bozeman, Barry and Straussman, Jeffrey D. (1990) *Public Management Strategies*, San Francisco: Jossey-Bass, p214.

⁶⁰ Ibid

from politicians. Politicians now demand that agencies and public servants under their nominal control involve themselves in matters of strategy.’⁶¹

2.5.2 Managing Internal Components

Managing internal components the second main function involves staffing, setting up structures and systems, directing personnel and controlling with a view to achieving the objectives identified by strategy.

1. In organizing, the manager establishes structure (units and positions with assigned authority and responsibilities) and procedures for coordinating activity and taking action). In staffing, he tries to fit the right persons in the key jobs.
2. Directing personnel and the personnel management system: the capacity of the organization is embodied primarily in its members and their skills and knowledge. The personnel management system recruits, selects, socializes, trains, rewards, punishes, and exits the organization’s human capital, which constitutes the organization’s capacity to act to achieve its goals and to respond to specific directions from management.
3. Controlling performance: various management information systems including operating and capital budgets, accounts, reports, and statistical systems, performance appraisals and product evaluation assist management in making decisions and in measuring progress towards objectives.

From traditional perspective mainly resources are required to finance the efforts for ‘managing internal components’ function of general management but with various attempts made to measure performance of agencies and individuals this has been changed in the public management approach. ‘The financial systems available in traditional administration were unable to

61 Owen E. Hughes (2003) *Public Management and Administration An Introduction* (Third Edition), New York: Palgrave Macmillan

provide information in a form to enable the monitoring of performance; this too has changed as part of the public management reforms.⁶²

2.5.3 Managing External Constituencies

Managing external constituencies, the third function of management upholds the open system view of organization where organization is always in interaction with the different units of environment for importation of inputs and/or exportation of output.

1. Dealing with 'external' units of the organization subject to some common authority: most general managers must deal with general managers of other units within the larger organization above, laterally and below to achieve their unit's objectives.
2. Dealing with independent organizations: agencies from other branches or levels of government, interest groups, and private enterprises that can affect the organization's ability to achieve its objectives.
3. Dealing with the press and public whose action or approval or acquiescence is required.

Public manager interacts vertically with its higher and lower level organizations and laterally with same level organizations. Management deals with a number of independent organizations and press and general people to effectively achieve the objectives. Hughes points out that the tradition anonymity and neutrality in the civil service has been changed. Public managers are not value free and cannot go but play political role. Hughes holds that there "are now marked changes in the external environment functions with the greater external focus of new public management, through both strategy and the managing of external constituencies, than was ever the case with the traditional model of public

62 *ibid*

administration. Public service anonymity has certainly declined, and in a generally welcome way. Public servants are now much freer to speak out in public, to appear at professional forums, to write articles for journals and generally to be visible and public figures.”⁶³

Public management does include administration but also involves organization to achieve objectives with maximum efficiency as well as genuine responsibilities in the public setting. Behn⁶⁴ suggests that excellent public managers must seek to achieve an important public purpose, have an overall strategy for achieving their purpose; possess a clear definition of success, influence people by building coalitions, motivating individuals and teams, and creating a favorable climate of public opinion.

Management as a sophisticated art of doing complicated task has been developed with the development of production process. The more the process become complicated the more it requires developed management system, the persons thus involve in thinking on management which generates voluminous literature on management theories and practices. Industrial revolution, complying industrial mode of production contributes highest acceleration to the management knowledge generation process. Based on this contribution it can be said that industrial sectors did not only produce industrial goods and services to satisfy the needs of consumers and producers it has also produced diverse management theories and technologies.⁶⁵ All these again made the forces of this sector practically more powerful compared to other forces in the human societies throughout the world. There is always a nexus between management and management

63 *ibid*

64 Robert D. Behn, (1997) *Branch Rickey as a Public Manager: Fulfilling the Eight Responsibilities of Public Management*, Journal of Public Administration Research and Theory: J-PART, Vol. 7, No. 1 (Jan.,1997), pp. 1-33

65 Clud George, (1972), *History of Management Thought*, Washington, USA, Amazon.com.

thought with profitability in industrial sector and thereby with the dominating position of the individuals or/and groups owning this sector. This has given management some inbuilt private orientation and norms in its behavior and practices. This is perhaps a very robust constraint to exercise management culture in public organization.

2.6 Conclusion

Public management is a system of management in public settings. It assumes the different functional aspects of general management including those covered by the POSDCoRB concept with public dimensions. Public orientation, purpose, management, control and accountability are the characteristic features that make it different from private sector management. With its structure and functional expertise it acquires the qualities of such an institution that can successfully formulate strategies and manage internal and external constituencies to achieve the objectives of public organization. Public management is an open system approach to public administration. Managers following this approach need to involve in organizational and political analysis for clear understanding of organizational and political dynamics and for efficiently generating organizational and political behavior in the task environment to achieve the assigned goal.

Chapter III

System of Public Administration: The Locus of Public Management in Bangladesh

The system of public administration acts as the locus of any approach or paradigm to be followed in conducting and steering administration in a country to achieve the goal aimed at by the government. Not only that the nature of the system including its structure and culture also determines the applicability of particular approach within the existing environmental supra-system. This system along with its different subsystems is legally founded on the constitutional framework of the country and shaped by the historical process and social realities. To what extent the public management approach to functioning of government is suitable for an administrative system depends particularly on these aspects. Public management is a professional and open system approach with political obligation and commitment. Within the competitive, globalized and interactive world system which is sustained by open flow of information it is hardly possible to avoid public management approach in public administration in any country. Developing countries need this approach as an effective instrument to fight the battle for development. However, functionally it is difficult to separate public administration and public management from each other since one provides the norms and the other provides the physical entity of the administrative system in the current time throughout the world. The system of public administration has its origin in the colonial past and has been embedded with colonial norms and values, but it is committed to development and good governance amidst lots of socioeconomic hazards and entropies. It is assigned with the role of developmental goal achievement alongside its traditional role in maintaining law and order, revenue collection and upholding justice. This chapter portrays the system of public management in

Bangladesh with special emphasis on its structure from central to field level setup of the government.

3.1 Background of Public Administration in Bangladesh

Bangladesh went through a longtime colonial domination since 1757 when the British East India Company seized the power of Bengal after the battle at Palasy. The colonial rule spanning centuries together has a quite deeper impact over the economy, society, polity and administration of Bangladesh. Direct colonial rule leaves a total impact on the colonial society because every aspect of social life is influenced by policies and administration of the metropolis power. Colonial occupation in India was very slow and steady; it passed through several stages and got enough time to establish a strong administrative system including state bureaucracy and local governance. Historically colonialism in underwent different distinct stages. Each stage represented a different pattern of subordination of colonial economy, society and polity and consequently different colonial policies, ideologies, impact and colonial people's response. Each stage was characterized by a new method of surplus appropriation. As colonialism grew and matured from one stage to another, it evolved new ways of surplus appropriation. There was no sharp break between one stage and the other. As one stage evolved and grew into the other stage, features of the earlier stage (i.e. method of surplus appropriation) continued into the later stage as well. At the same time some more features (i.e. new methods of surplus appropriation) entered the later stages to distinguish them from the previous stage. The change from one stage to another was partially the consequence of the changing patterns of metropolis, own social economic and political development, and of its changing position in the world economy and polity. Appropriation of

the surplus of the colony by the metropolis was the central feature of colonialism in all the stages.¹

Table 3.1 : Stages of Colonialism in Bangladesh

Stages	Mechanism	Characteristics
First Stage	Monopoly trade and revenue appropriation	<ol style="list-style-type: none"> 1. Marked by the 'element of plunder and direct seizure of surplus' 2. Absence of any significant import of manufactures.
Second Stage	Exploitation through trade	<ol style="list-style-type: none"> 1. Colony became the market for (industrial) goods and a supplier of raw materials. 2. Mode of colonial exploitation thereby converting the colony into a "subordinate trading partner".
Third Stage	Foreign investments and competition for colonies	<ol style="list-style-type: none"> 1. Surplus metropolitan capital was exported into the colonies 2. for the direct exploitation of raw material by establishing industry and taking away the profits.

British capitalism through colonialization introduced a new system in India which was essentially dependent on metropolis in all respects. It destroyed the long existing indigenous system of production and human relation ²and

1 Rajnarayan Chandavarkar (1994) *The Origins of Industrial Capitalism in India*, Cambridge University Press

2 Manjunath G.R. *Colonial Advent to India in Eighteenth Century and Its Impact on Indian Society* https://www.google.com.bd/?gws_rd=cr&ei=bEjgVYDGCoadugSdjqH4Bg#q=british+colonialism+in+india+and+its+influence+on+indian+society&start=10,28,8,2014

the independent village system, created new social administrative class of *Zaminders* and introduced new system of education and new social and political culture. Along with western type of judiciary and penal code it also developed some political institutions of western nature like local governments initially and provincial level political government later on. All these were directed to tagging Indian economy with the capitalistic economy of the metropolis and the British colonial power could do it successfully through its administrative system.

Started its journey from the company administration in 1601 it got the status of royal civil service after 1857 when the British government directly took over the administration of British India. The British Indian civil service system evolved following a long process as an elite civil service and with its strong commitment to the colonial interest. There were movements from Indian educated people on the different issues of this system but the main focus was indianization of civil service that mainly concentrated on recruitment of more Indian in the civil service following a convenient process. Different reform commissions employed by the government are found to address the issue in their own ways. The following table shows the essential features of the main reform efforts during colonial period.³

Table 3.2 : Civil Service Reform Commission/Committee in British India

Sl.No	Commission/Committee	Recommendations/output
1	The Aitchison Commission (1886-87)	1. The name of the Covenanted Civil Service was changed to Indian Civil Service(ICS) 2. Age limit for Indian Candidates fixed between 19 to 23 years.
2	The Islington Commission	1. 75% of ICS to be recruited in

³ Ahmed, Ali (1968) *The Role of Higher Civil Servant in Pakistan*. Dhaka: NIPA.

Sl.No	Commission/Committee	Recommendations/output
	1912-1915,1917	<p>England</p> <p>2. 25% to be filled in India through nomination.</p> <p>3. Indians rejected the recommendations.</p> <p>4. Due to World War I recommendations were not implemented.</p>
3	The Montagu –Chemsford Report 1918	<p>1. 33% to be recruited in India and it should be increased by 1.5% annually</p> <p>2. Large number of Englishmen should be retained in the ICS</p>
4	The Lee Commission 1924	<p>1. 20% of the vacancies to be filled through promotion from Provincial Civil Service</p> <p>2. 80% from Europeans and Indians equal in number through competition.</p> <p>3. Resulted in rapid increase of Indian in ICS</p>
5	The Simon Commission 1930 Round Table Conference 1930-31 Joint Parliamentary Committee 1934	<p>1. Domination of British element was recommended for efficiency , impartiality and objectivity</p>

The British invaders though initially came to India with business purpose but subsequently they established their rule in this subcontinent by dint of their military power. For the consolidation and expansion of their territory in the region they relied on armed forces. Their Military based administration colonial inherently accompanied a strong and systematic

management approach in almost all the spheres of its intervention. Public management in Bangladesh has developed following the courses of change in the nature of state. During colonial period, though main objective of the government was to resource extraction and it was mainly confined in three major traditional functions, such as maintenance of law and order, revenue collection and judicial activities, but it had to involve in some activities like rail ways, postal services that demanded management perspective. All these activities were needed for serving the purpose of colonial government.

In the post colonial period government had to shoulder developmental responsibility that demanded basic changes in the administrative system including its objective, structure, process and culture. Several reform commissions/committees were also setup to bring necessary changes in these fields and thereby making administration more people and development oriented. Government engaged in industrial, commercial and service delivery functions by establishing different public enterprises and corporations. Fixation of 'development' as national objective and emergence of huge number of public enterprises complying with the objective essentially introduced management approach in the functioning of the government in nontraditional sectors. Although practice of management was functionally present in the system of public administration at that time but the terminology of 'public management' was not in use. This terminology referring to a special approach to public administration is of recent origin. However, there is no scope to identify public management separately from public administration in any country including Bangladesh.

3.2 Constitutional Basis of Public Administration and Management

The constitution of Bangladesh provides the basic objectives and framework of public administration in Bangladesh. The Part II of the constitution deals with the fundamental principles of state policies. There are 18 articles (from

the Article 8 to Article 25) in this part where the Article 15 highlights the objective of state, that are the objectives of public administration too, as follows: “It shall be a fundamental responsibility of the state to attain, through planned economic growth, a constant increase of productive forces and a steady improvement in the material and cultural standard of living of the people, with a view to securing to its citizens-

the provision of the basic necessities of life, including food, clothing, shelter, education and medical care;

the right to work, that is the right to guaranteed employment at a reasonable wage having regard to the quantity and quality of work;

the right to reasonable rest, recreation and leisure; and

the right to social security, that is to say to public assistance in cases of undeserved want arising from unemployment, illness or disablement, or suffered by widows or orphans or in old age, or in other such cases.”⁴

Analysis of the article spells out the developmental objective of public administration that consists of economic growth, human resource development as productive forces, material and cultural development. The state is thus constitutionally bound to achieve these objectives side by side with fulfilling the basic needs of citizen’s life. The provisions of this article demand an administrative system which is not only different from traditional administration but also enriched with managerial capabilities. This demand leads the system towards public management approach.

Article 11 refers to the nature of governance and states ‘The Republic shall be a democracy in which fundamental human rights and freedoms and respect for the dignity and worth of the human person shall be guaranteed, and in which effective participation by the people through their elected

⁴ Government of Bangladesh, Bangladesh Constitution, Article 15

representatives in administration at all levels shall be ensured'. Article 9 specifies local governance as a participatory and democratic institution of governance and holds 'The state shall encourage local government institutions composed of representatives of the areas concerned and in such institutions special representation shall be given, as far as possible, to peasants, workers and women.' Article 19 ensures equality of opportunity and duties of citizen and of public servants are stated in the Article 21. Article 22 makes 'separation of the judiciary from the executive organs' as a fundamental policy of the state. Public administration is the function of the executive, legislative and judicial branches of the government. In the constitution of Bangladesh, the Article of 48 to 58 about executive branch, Article 65 to 93 about legislature branch, Article 94 to 116 judiciary branches and Article 59 to 60 about local government are discussed clearly.

Table 3.3: Framework of Administration in the Constitution

Part	Chapter	Subject	Article
I		THE REPUBLIC	1-7
II		FUNDAMENTAL PRINCIPLES OF STATE POLICY	8-25
III		FUNDAMENTAL RIGHTS	25-47A
IV		THE EXECUTIVE	
	I	The president	48-54
	II	The prime minister and the cabinet	55-58
	III	Local government	59-60
	IV	Defence Services	61-63
	V	The attorney-general	64
V		LGISLATURE	
	I	Parliament	65-79
	II	Legislative and financial procedures	80-92
	III	Ordinance making power	93
VI		THE JUDICIARY	
	I	The supreme court	94-113

Part	Chapter	Subject	Article
	II	Subordinate courts	114-116
	III	Administrative tribunals	117
VII		ELECTION	118-126
VIII		THE COMPTROLLER AND AUDITOR-GENERAL	127-132
IX		THE SERVICES OF BANGLADESH	
	I	Services	133-136
	II	Public service commissions	
IXA		EMERGENCY PROVISIONS	141A, 141B,141C
X		AMENDMENT OF THE CONSTITUTION	142
XI		MISCELLANEOUS	143-53

Source: The Constitution of Bangladesh

From the table it is quite evident that the constitution of Bangladesh portrays a comprehensive framework public administration within a democratic governance system. Guidelines related to the three branches of government, the legislature, executive and judiciary as well as local government that constitute the basic structure of public administration, are clearly spelled out in the constitution. But frequent changes in the constitution affecting the forms and nature of government also exert enormous impact on the nature and functioning of public administration.

3.3 Structure of Public Administration

Public administration system of Bangladesh based on the constitutional provisions consists of the legislative, judiciary and the executive organs of the government and local government bodies.

3.3.1 Parliament, the Legislative Body

The Bangladesh Jatiya Shangsad, the Parliament is the apex institution in the system. It gives the ultimate legitimacy to the government and administration and reserves all rights to make administration accountable. Parliament is not only the source of all rules and regulation including the constitution of the country it is 'also the place where the Prime Minister and the cabinet ministers are supposedly subject to constant oversight and the actions of the executive are scrutinized in committee.' It is unicameral in nature 300 seats elected by popular vote from single territorial constituencies and 50 reserved seats for women elected by the directly elected members of the parliament. Members of the parliament are elected for a five years term.

3.3.2 The Judiciary

The Constitution provides the framework of judiciary in Bangladesh in the Part VI (chapter I, II, and III) that consists of the Supreme Court, (b) the Subordinate Courts, (c) the Magistracy, and (d) the Administrative Tribunals. The administrative tribunal is an effective mechanism of ensuring public accountability that deals with civil service matter. Constitution of Bangladesh provides for the separation of powers with an independent judiciary, though it is hardly found in practice. Introduction of caretaker government with the recently retired Chief Justice in 1996 added new dimension to judiciary in Bangladesh.

The Supreme Court of Bangladesh, which consists of the 38 judges of the Appellate and High Court Divisions, is both the court of last resort and the administrative supervisor of the entire judicial system (except the Magistracy). Every District has one court with a District and Sessions Judge, and one or more courts with Additional District and Sessions Judges. On the lowest rung of the system are the numerous Subordinate

and Assistant Judges, whose courts also have special jurisdiction both as commercial courts and as *Artha Rin Adalat* (Financial loan courts) which have special procedures for dealing with suits filed by banks and other financial institutions to recover outstanding debts.

3.3.3 Central Administration, the Executive Organ

Bangladesh experiences several changes in respect of the forms of government with corresponding changes in the constitution. In the beginning in 1971 it started with presidential form of government. Later on up to March 1991 it swings to different forms of government including parliamentary, presidential, martial law, caretaker. It practices presidential form under one party dictatorship and martial law government with the suspension of constitution as well as non party caretaker government under a chief advisor for interim period. There were also three types of caretaker government in Bangladesh. The first one was on adhoc basis created on agreement of the political parties and existed for three months only while the last one was a military backed Caretaker government continued for two years. The constitutionally approved caretaker government existed in 1996 and 2001 for tenure of three months to conduct the national election free and fairly. Bangladesh experienced another military backed caretaker government that existed for two years 2007-09. Of course the system of caretaker government has been abolished by the 15th amendment of the constitution.

Under the executive organ of the government constitutionally there are three institutions such as the president, the prime minister and cabinet and the local government and all these in together functionally comprise the public administration of Bangladesh. A parliamentary form of government now governs the country with Prime Minister as Chief Executive and a President as the Head of State with very restricted powers. The cabinet consisting of

all the ministries under the headship of the prime minister is the supreme body for making executive decisions. 'The Cabinet headed by the Prime Minister is collectively responsible to the Parliament. The business of national government is carried out by 36 Ministries and 51 Divisions. (www.bangladesh.gov.bd). The ministers/state ministers/deputy ministers are in-charge of the respective ministries/divisions and they remain responsible for conducting the business allocated to the ministries/divisions.'

The overall administration of the country can be divided as the central administration and field administration. Including the legislature, the cabinet, ministries, divisions, secretariat, constitute the first tier of central administration. Central administration is responsible for policy decisions and steering the entire administration at the national level. The internal organization structure of a ministry reflects a hierarchical order. A minister is in charge of a ministry and is normally the "political head" of that ministry.

A ministry consists of at least one division. A secretary or, in his absence an additional secretary, is considered the "administrative head" of the ministry who assists the minister concerned regarding policy and administrative issues and conducts the duties of a division. The duties include routine operation, supervision of its staffing and organizational processes. Division is divided into wings under the headship of a joint secretary who has the power to submit cases directly to the minister for decisions. A wing consists of branches. A deputy secretary is the head of a branch. There are sections under the branch headed by an assistant secretary. It is the basic working unit of a division.

Below the Ministries several government agencies, including departments, directorates, boards, corporations and other statutory bodies constitute the second tier of the central administration that are mainly responsible for

general administration, service delivery to citizens and implementation of various government development programs at the sub-national level. At present, the Bangladesh civil service has more than one million civil servants in 36 ministries, 52 divisions, 254 departments and 173 statutory bodies⁵.

Disposal of business by government is done both in the secretariat as well as in the offices outside the secretariat. Here the structure involved in the disposal of business of government is given –

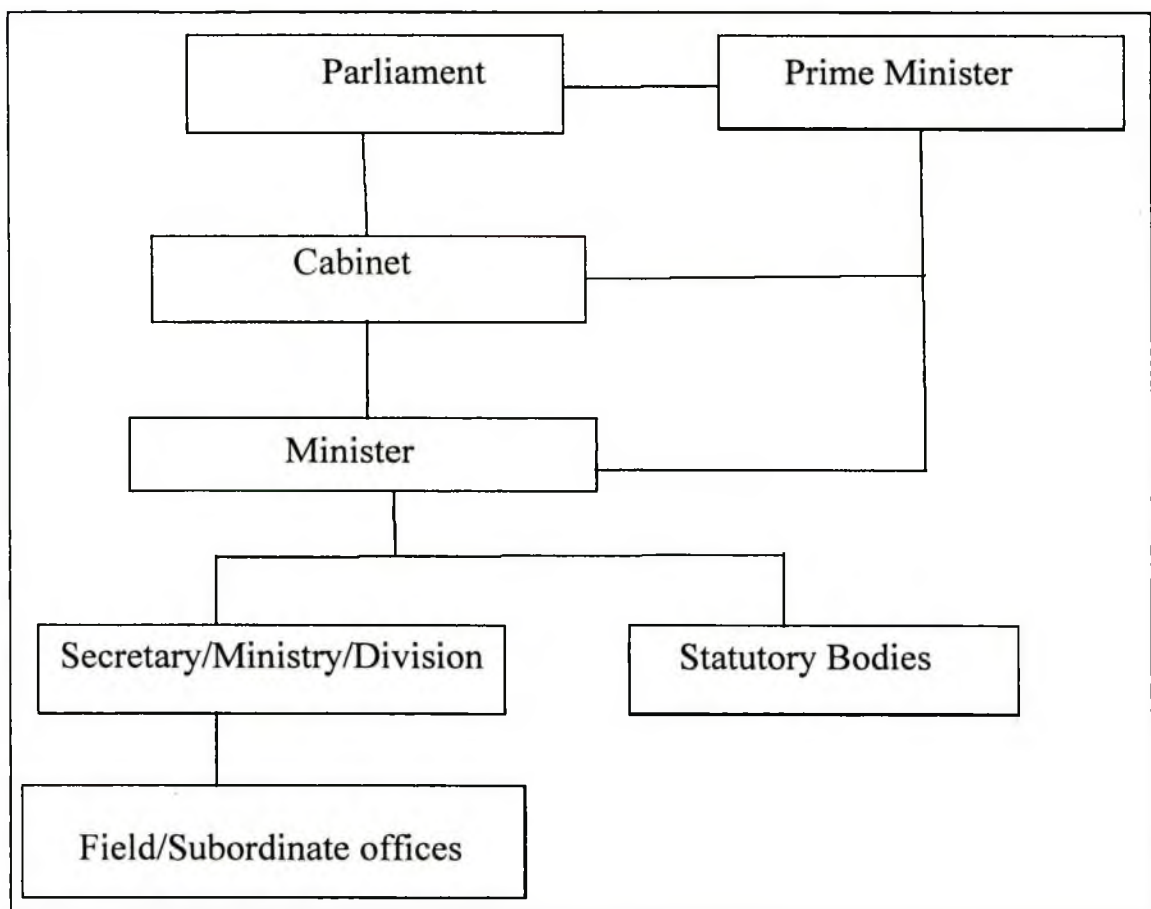


Figure 2: Structure of Public Administration in Bangladesh

The allocation of functions among the ministries/divisions is made in accordance with the rules of business issued by the President in exercise of

⁵ www.mopa.gov.bd accessed on 12/02/2012

his powers conferred under article 55(6) of the Constitution. Moreover, a separate document called 'Secretariat Instructions', issued by the government under rule 4(x) of the rules of business, provides the manner of disposal of governmental business in the secretariat and its various attached departments.

Attached departments, commonly known as departments have direct relation with a ministry/division and department act as the executing arm of the ministries/divisions concerned. Director General or, in some cases, the director as the departmental head is responsible for efficient functioning of the department under his charge. Some of the attached departments are designated as directorates, for example, the police directorate, the directorates of social welfare, health, family welfare, etc. Some of the heads of directorates or departments use different designations because these designations are codified in law. Examples are Inspector General of Police, Inspector General of Prisons, Chief Conservator of Forests, etc. The policies, plans and development projects of ministry/division are executed in the field by the attached departments. Administrative and financial powers are delegated to the attached offices so that they can easily perform their responsibilities.

3.3.4 Field Administration

Field administration consisting of divisions, districts, upazila administration and local government bodies is responsible for executing the decisions taken by the central administration. The country is geographically is divided into seven administrative divisions namely Dhaka, Chittagong, Rajshahi, Khulna, Barisal, Sylhet and Rangpur. Each of the divisions is divided into several of districts and district into upazillas. There are 64 districts and 485 upazilas in Bangladesh. The administrative units are headed by the Divisional Commissioners, Deputy Commissioners (DC) and Upazila

Nirbahi Officers (UNO) respectively. All of them are from the administrative cadre of Bangladesh civil service upazila is the lowest tier of state administration. Divisional Commissioner is a senior civil servant. He coordinates the various functions of the districts within the division. A similar role is played by the Deputy Commissioner at the district level and the Upazila Nirbahi Officer at Upazila level. District is the pivotal point of field administration that performs traditional and developmental administrative responsibility through the upazila administration under its jurisdiction. DC acts as the linking pin between the central and local administration in Bangladesh.

There are local government units at district, upazila and union levels named as Zila Parishad, Upazilla Parishad and Union Parishad. Besides these local government units there are pourashava and city corporations in the urban areas having their own statutory role in the state governance. Among all the local government units upazila parishad plays the most significant role in the public administration system of Bangladesh due to its integrative functional relationship with the state bureaucracy at the grassroots level under the headship of an elected chairman.

Table 3.4 :Division and District of Bangladesh

Division	Districts
Rajshahi Division	Bogra, Joypurhat, Naogaon, Natore, Nawabganj, Pabna, Rajshahi, Sirajganj
Rangpur Division	Dinajpur Gaibandha Kurigram Lalmonirhat Nilphamari Panchagarh Rangpur Thakurgaon
Sylhet Division	Habiganj, Maulvibazar, Sunamganj, Sylhet
Khulna Division	Kustia, Meherpur, Chuadanga, Jhinada, Magura, Bagerhat, Khulna, Satkhira, Jessore, Norail,
Dhaka Division	Dhaka, Faridpur, Gazipur, Gopalganj, Jamalpur, Kishoreganj, Madaripur, Manikgonj, Munshiganj, Mymensingh,

	Narayanganj, Narsingdi, Netrokona, Rajbari, Shariatpur, Sherpur, Tangail.
Chittagong Division	Bandarban, Brahmanbaria, Chandpur, Chittagong, Comilla, Cox's Bazar, Feni, Khagrachari, Lakshmipur, Noakhali, Rangamati.
Barisal Division	Barguna, Barisal, Bhola, Jhalokati, Patuakhali, Pirojpur

i. Divisional Administration

Field administration in Bangladesh starts with the divisional administration, the second highest administrative tier after the national administration, after the national level. The Divisional Commissioner, popularly known as the Commissioner as the head of divisional administration monitors, coordinates and supervises the implementation of policy decisions taken by the government. He/she also plays a supervisory role over all the departments and agencies in the Division and coordinates the functions of the district administration in the Division.

ii. District Administration

District administration the second upper tier of field administration from the top is headed by a Deputy Commissioner (DC) who represents government at the field level and acts as the chief protocol officer representing government ceremonies on behalf of the national government. S/he belongs to the administration cadre of Bangladesh Civil Service and holds the rank of Deputy Secretary. DC is assigned with vast and multifarious responsibilities. He/she conducts all polls and acts as collector, development co-coordinator, disaster manager, and guardian of criminal administration at the field level. There is little or no activity in the district, which is unrelated to him/her by some way or other (www.mopa.gov.bd, accessed on 12-02-2012). DC is an accomplished professional with long and laudable experience and is expected to have higher level talent and leadership quality capability. He is assisted by few Additional Deputy Commissioners (ADC), one additional district magistrate (ADM), a group of assistant

commissioners, and other officers and staff. Almost all the nation building agencies at the central levels have their offices in the districts.

iii. Upazila Administration

The upazila is the lowest tier of field administration in Bangladesh 'which is an integral component of the district and so to say, a district in the miniature form. Field level functionaries of the development departments operate here at the grass-root level under guidance from the respective functional heads stationed in the districts as coordinated by the UNO (Upazila Nirbahi Officer). UNO is a senior assistant secretary level officer. Several functional departments of the central government have their field offices headed by their representatives at the upazilla that work as functional hands of upazilla administration. These representatives 'work under the general supervision of the UNO at the upazila level. Upazila chairman is conferred with substantial authority over these officers, the officials are also directly accountable to their respective departmental authorities. In Upazila administration the nation building departments do not work under a chain of command. Rather they have their identities and operate under different directorates and line ministries. They have their district level offices and they are also accountable to their district level officers'. The officers of the different departments work together to implement the policies/programs/projects of the national government at the upazila level. Each department needs the support and cooperation of others to perform their role effectively and efficiently.

3.3.5 Local Government: Part of Public Administration

There is a separate set of local government based on urban and rural areas in Bangladesh. The urban local government institutions are called city corporations and pourashavas or municipalities. The zila (district) parishad, upazila parishad, and union parishad are the rural local government bodies now in existence in the country. Since the independence of Bangladesh, the

major responsibilities given to the local government institutions are the maintenance of law and order, infrastructure development and maintenance, health, and education within their area.

A. Urban Local Government

In the seven divisional cities there are urban local government bodies with the status of the city corporation. A city corporation consists of several wards and is headed by an elected people's representative called Mayor. The corporation is run by a council composed of the elected mayor and councilors elected from each ward. Pourashavas are classified into three groups according to their financial strength. A pourashava is divided into several wards each of whom is represented by an elected ward commissioner.

B. Rural Local Government

The rural local government in Bangladesh conventionally consists of three bodies at three at the levels in zila, upazila and union levels named as zila parishad, upazila parishad and union parishad. Except union parishad the two other parishads correspond to two administrative tiers of Bangladesh.

i. Zila (district) Prishad

The zila parishad, the district level local government body has not yet been constituted based on popular representation. Its existence as local government is only by name, there has not been any elected body in the zila parishad since after liberation in 1971. Now government has appointed zila proshashok in each zila parishad.

ii. Upazila Parishad (UPZ)

The most vibrant tier of local government is upzila parshad that complies with the constitutional provision of the functioning of local government in each tier of administration and have direct nexus with the state

administration at the upazila level. The elected chairman of upazila does not only head the local government body moreover He/she is also the head of local administration. Second highest tier of rural local government from the top, headed by an elected people's representative called chairman. Upazila is run by a parishad (council) which consists of the people's representative members, including the chairman and two vice-chairmen of the UPZ, the chairman of the union parishad, the mayor of pourashava (if any exists within the territory of upazila), and other government officials posted at the upazila. There are also non voting elected members of upazila parishad comprising some of the officers working in upazila administration.

iii. Union Parishad

The union parishad is the bottom tier of rural local government in Bangladesh and is headed by an elected people's representative. The union is also run by a parishad consisting of the chairman of union parishad, nine male members (elected based on an estimation of one from each ward), and three female members (elected from three reserved seats, with each of these seats composed of three wards of a union).

3.4 Reform Moves for Shaping Public Management

Bangladesh public administration started its journey from the British colonial administration in India, went through military dictated authoritarian Pakistani regime and bears the legacy of history. The characteristics of colonial administration like rigidity and hierarchical structure, centralization of authority, isolation from the people, devoid of social obligation, close system attitude, administrative corruption and other vices still constrain the functioning of Bangladesh public administration in many ways. However, complying with its developmental objective that demands positive and planned change in the society and life of citizen it has been undergoing

through several changes in its structure, process and approaches over the last few decades after its independence in 1971.

After independence Bangladesh started with a colonial administrative system comprising the provincial administrative set up of the erstwhile Pakistan. It did not have previous experience in running the administration of an independent country but it shouldered the responsibility of rebuilding the war damaged country and fulfill the dreams of the people which they developed through a long struggle for freedom and ultimately fighting a successful liberation war. Government in the independent Bangladesh started its reconstruction work first with the reconstruction of administration by setting the Civil Administration Restoration Committee on 23rd December 1971. The damages of war and dreams of freedom together created an inevitable urge to reform the administrative system to make it endowed with managerial capability and commitment so that it can ensure national reconstruction and development programs in any situation of uncertainties and amidst all adverse situations. Later on to materialize constitutional objectives as mentioned earlier and to accentuate the development of the country pose the needs for administrative reform/reorganization in the subsequent decades. Donor's pressure and prescriptions with supports make it somehow obligatory on the part of the government irrespective of their forms and political nature to bring changes in administrative system. The following table shows a brief picture of administrative reforms as summarized by Sarker⁶.

6 Abu Elias Sarker, (2004) *Administrative Reform in Bangladesh: Three Decades of Failure*, International Public Management Journal, vol 7 no.3, pp 365-384

Table 3.5: Major Administrative Reforms in Bangladesh

Committees/Commissions/Study Groups	Focus	Recommendations
Administrative and Services Reorganization Committee, 1972	Civil service structure	Unified civil service structure with a continuous grading system from top to bottom
Pay and Services Commission, 1977	Civil service structure and pay issues	28 services under 14 cadres created within the civil service; establishment of senior services pool (SSP)
Martial Committee on Examining Organizational Setup of Ministries, Divisions, Directorates and other Organizations, 1982	Reorganization and rationalization of man- power in public organizations	Reduction of the size of the government; reduction of layers for decision making; delegation of administrative and financial powers down the hierarchy
Committee for Administrative Reform and Reorganization, 1982	Reorganization of field administration	Upgrading of <i>thanas</i> into <i>upazilas</i> with <i>upazila parishad</i> as the focal point of local administration; empowerment of the local authority in relation to rural service delivery system
Martial Law Committee for Examining Organizational Setup of Public Statutory Corporations, 1983	Public enterprise	Delegation of more financial and administrative powers down the hierarchy; timely release of funds from ministries; rationalization of manpower; preparation of organization charts, manuals, annual activity reports; merit-based promotion
Special Committee to Review the Structure of SSP, 1985	SSP	Continuation of SSP as a cadre; entry into SSP at the level of deputy secretary only through examinations to be conducted by

Committees/Commissions/ Study Groups	Focus	Recommendations
		the Public Service Commission; promotion within SSP to be strictly on the basis of merit; fixed tenure for secretaries
Cabinet Subcommittee, 1987	SSP	Endorsement of the recommendations of the Special Committee except the fixed tenure of secretaries
Council Committee on Senior Appointments and Services Structure, 1987	SSP	Abolition of the SSP; filling up positions of deputy secretaries and joint secretaries by promotion on the basis of quota reservation for various cadres
USAID-sponsored Public Administration Efficiency Study, 1989 Civil service structure	Secretariat system; relationship between ministries and departments and ministries and corporations	Reducing Secretariat's operational activities through delegation; reducing layers in decision making; enhancing organization and management capacity; modernization of office equipment; increasing incentives for higher performance; enforcement of merit principle in promotion; expanding practical, problem-solving training; providing appropriate compensation structure for public officials
UNDP-sponsored Public Administration Sector Study, 1993	Civil service	Performance management system; rationalization of civil service structure; elimination of redundant government functions; merit-based selection and promotion; strengthening Public Service Commission

Committees/Commissions/ Study Groups	Focus	Recommendations
Four secretaries' report, 1993, sponsored by Overseas Development Administration, UK	Civil service	Merit-based recruitment and promotion; improvement of financial management system; incentives for better performance; improvement of accountability and transparency; establishment of ombudsman; strengthening of the audit office; improvement of training programs
Administrative Reorganization Committee, 1993	Structure and reorganization of manpower across ministries, departments, and directorates	Reduction of ministries, departments and agencies; elimination of unnecessary units; separation of accounts from audit; establishment of a secretariat for the supreme court; reduction of the size and role of the planning commission
World Bank study: <i>Bangladesh: Government That Works Reforming the Public Sector</i> , 1996	Civil service, public enterprise, NGOs	Redefining frontiers of the public sector; enhancing level and nature of accountability and responsiveness of public organizations to different stakeholders; streamlining regulations, laws and processes; maintaining an efficient, committed and professional public service
Public Administration Reform Commission, 2000	Administrative structure for improving the quality and standard of service, transparency, and efficiency	Determination of missions of public offices; improving the delivery of services; reforming the civil service; formation of the professional policy-making group (senior management pool); reorganizing institutions and rationalizing manpower;

Committees/Commissions/ Study Groups	Focus	Recommendations
		restructuring field administration and decentralization; establishment of an independent commission against corruption; establishment of criminal justice commission; establishment of the office of Ombudsman; reducing wastage and promoting value for money; strengthening parliamentary oversight; facilitating private investment

The reform efforts acted on the different issues of public administration and brought about some major changes in the different aspects of administration despite of their failure in most of the cases in achieving the desired objectives. The most vivid example is the Administrative and Services Reorganization Committee of 1972. Reform efforts at different times towards underpinning the public sector on the principles of downsizing and entrepreneurship, decentralization, performance management, planning and control cycle could seldom bring successes. The very unique common feature present in all the rest reform/reorganization moves is that they did not envisage any particular approach to public administration. As a result the traditional bureaucratic approach with the notions of value freeness and political neutrality still dominate the theoretical framework of public administration. None of these efforts formally aimed at reforming or reorganizing public administration to make it capable of conducting its businesses following public management or new public management approach to public administration. Most of the writings on administrative reforms in Bangladesh also ignore this important issue. Rahman, Liberman, Giedraitis, Akhter in their article 'The Paradigm from Traditional Public Administration to New Public Management System in Bangladesh: What

Do Reform Initiatives Stand for?⁷ make an attempt to assess the reform moves from the perspective of New Public Management (NPM) and identify the failure of the efforts of the different reform committees/commissions to orient public administration towards NPM.

The Paradigm from Traditional Public Administration to New Public Management System in Bangladesh: What Do Reform Initiatives Stand for?

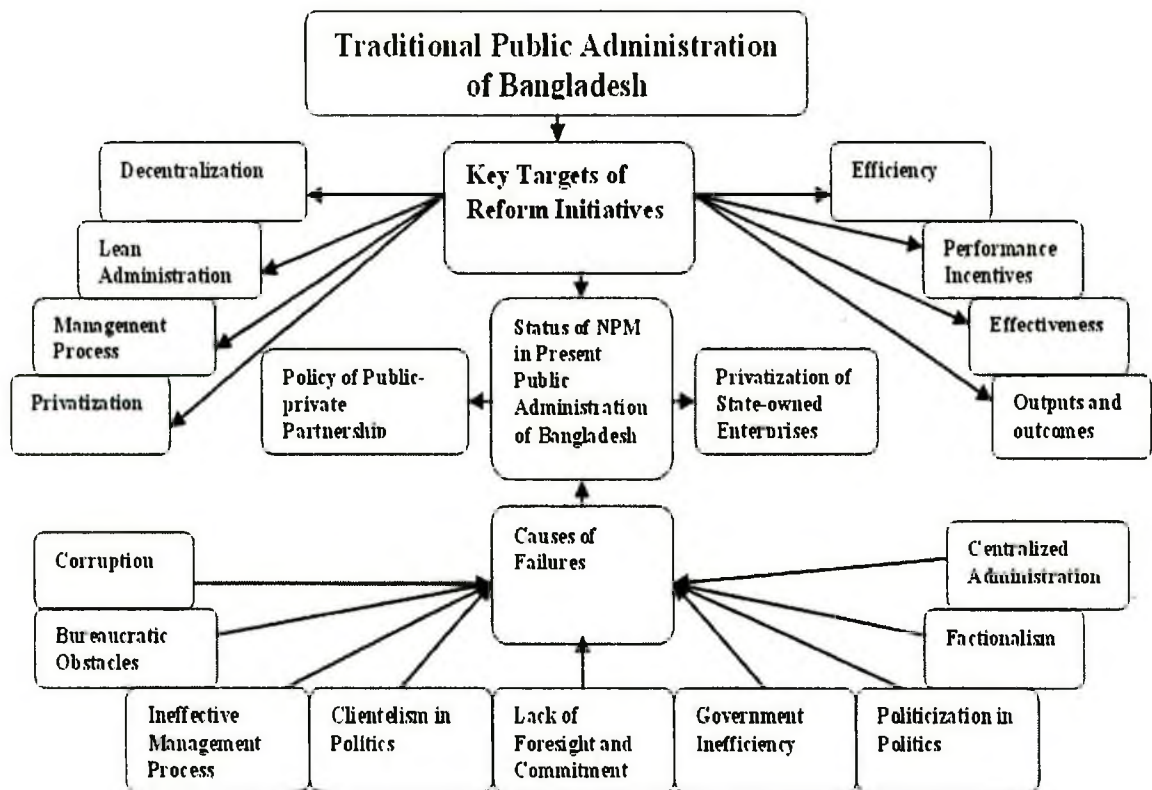


Figure 3. The Flow of Reforms towards NPM and the facts hindering it in Bangladesh

They identify the key targets related to the end result of reform initiatives and administrative processes or mechanisms from NPM perspective. End results of reforms are envisioned as efficiency, performance incentives,

7 Md. Mizanur Rahman, Leslie Sue Liberman, Vincentas Rolandas Giedraitis, Tahmina Akhter (2013) *The Paradigm from Traditional Public Administration to New Public Management System in Bangladesh: What Do Reform Initiatives Stand for?* Advances in Economics and Business vol.1,no.3, pp 297-303

effectiveness and outputs/outcomes while desirable changes in the administrative mechanisms include as decentralization, lean administration, management process and privatization. The authors conclude that most endeavors have largely failed to make the public administrative responsive, transparent, and efficient i.e to steer the administration towards new public management. They also identify some reasons behind the failure as such (i) absence of basic public management processes, (ii) non-cooperation of bureaucrats, (iii) lack of political foresight and commitment, (iv) incapability of the governments, (v) clientelism in politics, (vi) factionalism,(vii) corruption and (viii) Politicization of administration. Absence of basic public management processes, in essence is the absence of foundation which is in fact is the resultant of all other causes. This lacking in fact makes all the efforts baseless as if attempts to construct building without foundation. 'NPM in developed countries is typically used to improve existing institutions where the bureaucracy is meanwhile aware of basic public management processes; but the processes like solid institutional frameworks, rule of law, proper control structures, checks and balances, the civil service system, and accountability systems are either absent or ineffective in Bangladesh.'

None of the reform efforts had the targeted objective of introducing NPM in public management rather they were driven for reducing cost and corruption, increasing performance and efficiency and ultimately for establishing good governance. However, without installing a proper public management system neither these objectives can be achieved nor NPM approach can be brought into practice.

3.5 Conclusion

Despite of all the limitations of the attempts regarding, the transformation of local level administration in line with public management framework is quite evident in the introduction of upazila system in 1982 by the martial

law government following the recommendation Committee for Administrative Reform and Reorganization, 1982 (CARR). This system changed the role of traditional elite bureaucrat at the grassroots level, establish new pattern of people administration relationship, enmeshed multifarious stakeholders and above all brought administration under political leadership. Consequently, upazila administration amidst of all constraint has been able to evolve a pattern of public management system with excessive central control dependency in its functioning. However compared to any other tier of administration public management approach is more distinctively operational in upazila administration.

Chapter IV

Women in Public Administration and Management in Bangladesh

Women comprise almost half of the total population and constitute majority of workforce of Bangladesh and play an important role both at home and outside the family but experience adverse situations in terms of socio-economic inequality and gender disparity. Historically they have limited access to resources, formal education and employment and power structure. Their contribution to Gross National Product (GNP) remained unacknowledged for a long time. According to a World Bank, report¹ a Bangladeshi woman's life is molded by the patriarchal, patrilineal and patrilocal character of the society. Women are in reality the most vital part of the society and their status is an important factor affecting the development process and if the status women, fifty percent of the country's population, remains low will undoubtedly hamper the overall development of Bangladesh. Over the last few decades due to multidimensional efforts of the government and other agencies position of women has been significantly alleviated in many respects including education, outside employment and nontraditional economic activities.² This enhancement of women's status is a product of the legal provisions, development policies and institutional efforts of government and other stakeholders. Education policy of government giving opportunity to female students to get free education up to college level and other financial supports at secondary levels have not only remarkably increased the number of educated women but also paved the way for women's entry into job market, both in the private and public sectors. Representation of women in the civil service has also been

1 World Bank (1996) World Bank Report 1996

2 *ibid.*

increased over the last few decades and they are involved in public management at the different levels of administration, central and field and performing challenging development management task at the grass roots level.

The main focus of this chapter is to highlights women's position in Bangladesh public administration and for this purpose it makes a brief look on the present status of women in Bangladesh society, a historical overview of women participation in public administration and analyzes the legal provisions that facilitates women participation, and finally it gives a current picture of women in public administration of Bangladesh.

4.1 Women in Bangladesh Society

Regarding women in Bangladesh the poverty reduction strategy paper holds that "Women in Bangladesh have won important first round victories of visibility and mobility against great odds of gender-based inequalities and discrimination... However, beyond these first-round victories of visibility and mobility lie old and new constraints new areas of strategic challenge."³

In the agrarian social system rural women had a very important role to play in the production process that kept them in a vital position in the family. Along with the working male members of the family women were involved in a number of important agricultural productive functions like *Crop Processing* (parboiling drying and husking paddy/wheat, storing and preserving seeds and crops), *Firm Production* (preparing seed beds and seedlings, transplanting, weeding and stripping and retting jute stalks), and *Home Stead and livestock Production* (vegetable gardening, seed bed preparation, rearing livestock and poultry, netting, fish processing). By doing all these activities traditionally rural women in Bangladesh have been contributing significantly to the cash flow of their family resources and

3 Government of Bangladesh (Bangladesh Poverty Reduction Strategy Paper pg: 47).

increase in family income. Due to the accelerated process of the landlessness the traditional pattern of employment of rural women become seriously changed and disturbed. In absence of cultivable land in the families the women's cycle of activities centering round farming has broken down. Women lost their productive employment, which was, in the farming families, recognized by all. The male members of the landless families have scope for outside employment as day laborer, though in limited scope, but the women's role in the situation of landlessness become confined in only some *Housework* within the boundary of their houses. The house hold works mainly include collecting water; cleaning and taking care of house; washing clothes; washing dishes; cooking and serving meals; taking care of children; taking care of the sick and the elderly people; teaching and supervising children's homework etc. These services are essential for the families but traditionally these are considered on non-contributing phenomena to the family and national economy. All these issues created an adverse situation for the rural women and they become worst victim of violence. The drastic changes in the role and status of women coupled with population explosion, increased inability of agriculture sector to provide women with employment opportunity created an objective situation for enhancing and restoring women's position as well as upholding their rights in the society. NGOs' intervention through micro-credit program targeting poor rural women appeared as immediate and most significant economic strategy for women's access to capital and thereby getting involved in income generating activities.⁴ Besides microcredit program revolutionary emergence of readymade garments sector opens another new avenue for the employment of huge number of female workers. Side by side with these, some women specific policies and programs of government in line with the constitutional protection and rampant demand of women right and

4 Aka Firowz Ahmad (2010), Rural Development by NGOs in Bangladesh: Perspective, Performance and Paradoxes, Dkaka, Osder Publications

empowerment moves in home and abroad have brought about significant improvements in the status of women in respects of female education - especially girls' secondary education - in fertility, mortality, immunization, water and sanitation as well as in respects of economic activities specially within the framework of microcredit, employment in nontraditional sector including public service and above all in terms of their involvement in local and national level political activities in Bangladesh.

4.2 Constitutional Guarantee

The constitution of Bangladesh declares the equal rights for both men and women, and there is a provision to take special measures for backward sections of citizens that are endorsed in the Article 10, 11, 19, 27, 28 and 29.⁵ Article 19 of the Constitution upholding the provision of the equality of opportunity states that the state shall endeavor to ensure equality of opportunity to all citizens [19(1)] and the state shall adopt effective measures to remove social and economic inequality between man and woman and to ensure the equitable distribution of wealth among citizens, and of opportunities in order to attain a uniform level of economic development throughout the Republic [19(2)].

Article 27 declares that all citizens are equal before law and are entitled to equal protection of law. Article 28 of the Constitution of the People's Republic of Bangladesh sustains " i) The state shall not discriminate any citizen on grounds only of religion, race, caste, sex or place of birth ii) Women shall have equal rights with men in all spheres of state and of public life. iii) No citizen shall, on grounds only of religion, race, caste, or place of birth be subjected to any disability, liability, restriction or condition with regards to access to any place of public entertainment or resort or admission to any educational institutions. iv) Nothing of this article shall prevent the

⁵ Government of Bangladesh, Constitution of The People's Republic of Bangladesh

state from making special provision in favour of women or children or for the advancement of any backward section of citizen.”⁶

Article 29 provides instruction for maintaining equality of opportunity in public employment. According to the article 29(1), there shall be equality of opportunity for all citizens in respect of employment in the service of the Republic. No citizen shall, on grounds only of religion, race, caste, sex or place of birth, be ineligible for, or discriminated against in respect of, any employment or office in the service of the Republic [29(2)]. Nothing in this article shall prevent the state from - (a) making special provision in favor of any backward section of citizens for the purpose of securing their adequate representation in the service of the Republic; (b) giving effect to any law which makes provision for reserving appointments relating to any religious or denominational institution to persons of that religion or denomination; reserving for members of one sex any class of employment or office on the ground that it is considered by its nature to be unsuited to members of the opposite sex [29(3)].

4.3 General Policies Towards Women Advancement

Complying with the constitutional provisions there are direct and indirect policies and initiatives in Bangladesh related to elevation of women's position in the different spheres of individual and social life. Just after liberation war Government established the *Bangladesh Women's Rehabilitation Board* in February 1972 to rehabilitate the women who were displaced, dispossessed or damaged by the war—and priority was given to wives and daughters of men martyred in the war. This is perhaps the first institutionalized government effort to ensure women's right in Bangladesh. In 1974, as part of the First Five-Year Plan (1973-78), the Board was transformed into the *Women's Rehabilitation and Welfare Foundation*. The

6 ibid

Two-Year Plan of 1978-80 emphasized on cottage industry and agriculture-based rural development the economic development of women. The *Ministry of Women's Affairs* was established at that time and separate fund was allocated to the women's sector for the first time in development planning. The Second Five-Year Plan (1980-85) considering the importance of women's participation in development efforts created a separate ministry, the Ministry of Women's Affairs (MWA). Government increased reservation of parliament seats and public sector jobs for women, in addition to further incorporating (select) women's issues into development planning. Planners acknowledged women's potential for productivity and recognized their efficiency as users of credit and other resources. In the plan women issues were incorporated in the plan and planners acknowledged women's potential for productivity and recognized their efficiency in development management. The Third Five-Year Plan (1985-90) stressed the need to reduce inequalities between men and women in a range of development dimensions. It also recognized that women in Bangladesh's industrial sectors particularly in the export-oriented garment sector already were making significant economic contributions. The Fourth Five-Year Plan (1990-95) yielded more concrete results as it improved upon the equality-based approach by introducing the concept of gender mainstreaming in women's development. It was during the three-year Rolling Plan that GoB took concrete steps to align itself with the Millennium Development Goals (MDGs) three of which are directly related to improving the lives of girls and women and build capacity to achieve them. The Fifth Plan (1997-2002) focused on reducing gender disparities in all sectors by integrating women into the mainstream development efforts. The Government has included the women development agendum in national poverty reduction plan which is known as 'Poverty Reduction Strategy Paper' (PRSP), and also in the Millennium Development Goals (MDG). 'Promoting gender equality and empowering women' is the third goal of Millennium Development Goals of

Bangladesh. The *Poverty Reduction Strategy Paper (PRSP) (GED 2005)*, with its links to the *Sixth Five- Year Plan (2003- 2008)* has made concerted efforts to incorporate gender concerns into all eight points of the strategic agenda for development activities.

The Women Development Policy declared by the government has appeared as the most vital policy documents that recognizes women as the potential human resource. Following this document government is putting emphasis on women's education with the objective of making women as skilled and educated human resources. The policy document exerts much importance on many other issues related to women development and empowerment such as administrative economic, political, social, and legal empowerment of women and equal participation in the mainstream of the socio-economic development. It also emphasizes on establishing equal rights of women in politics, administration, and all spheres of life. The policy has enormous impacts on different policy decisions of government in regard to women's entrance, continuation and upliftment in service and to modifications of all relevant laws, rules and policies for achieving greater employment of women.⁷

Moreover Government has also declared its dedication to women's advancement and gender equality at the international level through its commitment to United Nation's (UN) declarations. As part of the commitment, government has ratified the UN 'Convention on Elimination of all forms of Discrimination Against Women' (CEDAW) in 1984 and then has ratified 'Optional Protocol' on CEDAW in 2000. Bangladesh is also a signatory to the Beijing Declaration and endorsed its Platform for Action in 1995. Government's compliance with all these international declarations and policies have added new momentum to its efforts for

7 World Bank. Aus AID, (2007), WHISPERS TO VOICES Gender and Social Transformation in Bangladesh

elevating women's position in the country which is reflected in their access to education and employment in various sectors.

The Government has taken encouraging steps towards building institutional arrangements for women such as establishing of Ministry of Women and Children Affairs, National Council for Women's Development (NCWD) (which consists with 44 members from different Ministries and public representatives from the National Parliament, and the Prime Minister is the chair of the Council), Inter Ministerial Implementation and Evaluation Committee, WID (Women in Development) Focal points in different ministries, WID coordination Committee at district and upazila Levels, Department of Women Affairs (DWA) and Jatiya Mahila Sangstha (JMS) are noticeable. There are WID (Women in Development) Focal Points in different ministries responsible to work for the gender issues. There are 47 Focal Points in different ministries and agencies. Their job is to mainstream women's development in respective sectors⁸.

There is a Parliamentary Standing Committee to advice the government to take necessary measures for the advancement of women. The committee is also responsible for evaluating the women development programs of the nation from time to time and for making recommendations.

4.4 Women's Access to Education, the Turning Point

Government's education policy comprising compulsory primary education for all school going children, stipend and free education facilities for female student up to intermediate level and free supply of books for all the students up to secondary level increase women education in the country. The following tables show a general picture of women's education in Bangladesh.

8 Jahan, M & Kabir, S. L., (2006), "World Conferences on Women and the Advancement of Women in Bangladesh: A Review", Social Science Review, [The Dhaka University Studies, Part-D] Volume: 23, No: 1, June, pp 155-170.

Table 4.1: Net Enrolment Rate for Primary School by Sex and Residence, 2002-2010

Year	National		Rural		Urban	
	Girls	Boys	Girls	Boys	Girls	Boys
2002	86.4	84.6	85.6	83.7	85.4	85.6
2004	86.4	85.1	86.1	84.7	88.6	86.1
2006	85.6	84.4	85.2	83.8	87.1	86.6
2008	81.3	80.3	80.3	79.0	83.3	82.9
2010	87.8	85.6	87.8	85.2	87.9	85.9

Source: SVRS, 2010, BBS

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০৫/১১/১১

Net Enrolment Rate (NER) for both girls and boys at all levels is contained in the table 1. In 2002 for the girls it was 86.4%, 85.6% and 85.4% respectively at national, rural and urban levels, while for the boys it was 84.6%, 83.7% and 85.6% respectively. The NER for them at all levels varied around the range 80-87% over the period.

The picture regarding the student enrolment at secondary, higher secondary and tertiary levels in the year 2010 shown in the table 2 depict that percentage of female student at secondary and higher secondary level is higher than male students. It is a sharp progress in the status of women. It impacts on the women's employment in nontraditional sector.

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Table 4.2: Enrolment of Student by Type, 2010

Type of college	Number of students		
	Total	Girls	% Girls
School & college (college section)	180400	91640	50.80
Higher secondary college	288345	151156	52.42
Degree (pass) college	1003014	480370	47.89
Degree (honors) college	336703	137937	40.97
Masters college	585813	213843	36.50
Total (college education)	2394275	1074946	44.90

Source: BANBEIS-2010

4.5 Women Employment

Due to the changes in the production system nature of women employment has also been changing in a very rapid pace. While traditionally women were involved in agricultural and household activities now their presence in other nontraditional sectors is becoming prominent and simultaneously their involvement in agricultural sector is in decrease. Table 3 shows a picture of employed persons 15 years and over by sex and broad economic sectors in the period 2005-06 and 2010. It depicts that women employment in non-agriculture, service, industry and manufacturing sectors has been increased in the year 2010 compared to 2006. In 2010, the highest 64.84% were engaged in agriculture sector followed by 35.2% were in non-agriculture and 21.9% were in service sector, 11.8% were engaged in manufacturing sector and the rest were in other industries while in 2006 these were 68.1%,31.9%,19.4% and 11% respectively.

Table 4.3: Employed Person 15 Years and Over by Sex and Economic Sectors, 2005-06 and 2010

Broad economic sector	Both		Women		Men	
	Number (000)	(%)	Number (000)	(%)	Number (000)	(%)
	2005-2006					
Total	47356	100.0	11278	100.0	36080	100.0
Agriculture	22767	48.1	7683	68.1	15084	41.8
Non- Agriculture	24859	51.9	3595	31.9	20996	58.2
Service	17714	37.4	2183	19.4	15532	43.1
Other industry	1651	3.5	114	1.0	1538	4.3
Manufacturing	5224	11.0	1298	11.5	3926	10.9
	2010					
Total	54084	100.0	16202	100.0	37882	100.0
Agriculture	25727	47.6	10506	64.8	15221	40.2
Non- Agriculture	28705	53.1	5705	35.2	23000	60.7
Service	19119	35.4	3546	21.9	15572	41.1
Other industry	2855	5.3	251	1.6	2604	6.9
Manufacturing	6731	12.4	1907	11.8	4824	12.7

Source: Labour Force Survey 2005-06, and 2010 BBS

4.5.1 Employment in Garments Industry

Employment in garments industry under BGMEA member industries by sex have been presented in table 04. It is noticed from the table that in 2001-02 women employees in garment industry was three times higher than men employees. The ratio was remaining same for the year 2002-03. For the year 2003-04 and 2004-05 the ratio of women participation was increased, it was about four times higher than male employees. In the year of 2005-08, the ratio of women employee was again increased and it was more than five times higher than men employee. It is important to note that the women participation in garment industry is significantly increasing over times. In 2010, the number of workers in RMG sector was 3.60 million of which 2.88 million (80 percent) were women.

Table 4.4: Employment in Garments Industry by Gender, 2001-2010

Year	Total (Million)	Women (Million)	Men (Million)	% Women
2001-02	1.80	1.35	0.45	75
2002-03	2.00	1.50	0.50	75
2003-04	2.00	1.56	0.44	78
2004-05	2.00	1.60	0.40	80
2005-06	2.20	1.87	0.33	85
2006-07	2.40	2.04	0.36	85
2007-08	2.80	2.32	0.48	83
2008-09	3.50	2.87	0.63	82
2009-10	3.60	2.88	0.72	80

Source: BGMEA

4.5.2 Overseas Employment

Once it was quite unthinkable on the part of women to work outside the homestead. This scenario has been totally changed by this time. Women are working in different sectors outside home like industrial, commercial and manufacturing sector. The foregoing sections clearly uphold this reality.

Moreover women are now also working even outside the country. Table 4.4 shows an increasing trend of women's overseas employment. In 2008 20814 women were employed but in 2011 in rose to 30576.

Table 4.5: Overseas Employment by Sex 2008-11

Year	Women	Men
2008	20814	831635
2009	22224	443127
2010	27703	355444
2011	30576	529727

Source: *Bangladesh Manpower Employment and Training (BMET)*

It is to be mentioned here that in case of the overseas employment primarily women are engaged in lower level manual works. Highly educated women are not found in these works.

4.6 Women Employment in Public Administration

Women's access to public administration has also been increased side by side with the employment in sectors as mentioned above. Beginning from the constitutional protection regarding equitable rights for women in all the spheres of life there is a number of legal provisions that favor and encourage women's entry into public administration and civil service. But historically women are lagging in the public service for several reasons. Confined position of women in the society, restricted opportunity for women to get higher education, women's incompatibility to serve the objective of government etc worked behind this situation.

4.6.1 Background Realities

Bangladesh civil service is historically rooted in the British Indian and Pakistan civil services and still bears the legacy of these services in the

administrative culture. Women's backward position in the administrative system also stems from the British period. During British colonial regime in India women were not qualified for higher administrative posts. After independence in 1947, Pakistan declared equal employment opportunity for all citizens through 1956 and 1962 constitutions. The declaration was theoretically valid but the real situation was different. The civil service recruitment rules considered women only for audit and account services and income tax and postal services. Considering the complex and field oriented responsibility women were not allowed in Civil Service of Pakistan (CSP), Police Service of Pakistan (PSP) and Foreign Service of Pakistan (FSP).⁹ After the independence of Bangladesh in 1971 through a liberation war, like many other things women's participation in civil service and public administration got new dimension. Constitutional provisions regarding equal opportunity for all citizens without making any discrimination on the basis of only sex in case of employment in the service of the Republic, and special favor for any backward section of citizens help women in getting entry into the civil service. But women could not enter the mainstream civil service before early eighties and since then women begin to appear in BCS examination for the recruitment in all cadres including administration. Women recruitment in police cadre was banned for many years and it started from 18th BCS¹⁰. Representation of women in the civil service has also been increased over the last few decades and they are involved in public management at the different levels of administration, central and field and performing challenging development management task at the grass roots level. All these changes have been possible due to favorable policy framework and institutional efforts of the government and nongovernmental

9 Mahtab N opcit 1995:90).

10 Mahbuba Bilkis (2012) Civil Servants: A Study On Bangladesh Civil Service Administration Cadre, Masters Thesis, North South University Bangladesh

efforts. We have highlighted the general policies including constitutional provisions enhancing women empowerment in the fore going sections. Besides these there are some other policies and strategic rules of the government directly related to their entry and services in public administration.

4.6.2 Quota System

Quota system followed by the government since 1972 in the recruitment is a unique feature of Bangladesh civil service. It has been introduced for ensuring equitable representation of both male and female in the civil service. Only 45 percent posts are filled up under merit quota and the remaining 55 percent are fulfilled non-merit quota. Under the existing quota system 10 per cent posts have been reserved for the women. It aims at widening the scope of women's employment for women in civil service.

The following table depicts the existing quota system in Bangladesh Civil service.

Table 4.6: Quota System in Recruitment of Civil Service

Sl.	Distribution of Quota	Percentage	
1	Merit	---	45%
2	Freedom Fighters/ Offspring of Freedom Fighters	30%	55%
3	Women	10%	
4	Tribal People	5%	
5	Others (Common People of the Districts)	10%	
6	Total		100%

(Source: Ministry of Public Administration, GOB, 2011)

The quota for women has obviously facilitated women's entry into civil service despite of all criticism against quota from different perspectives. It

is considered as an affirmative action of government in favor of women who have long been deprived of education, training and all other opportunities that helps to remove negative images towards female profession.

Besides general quota system 'Recently President Quota has been included to increase women participation in upper levels of administration such as Deputy Secretary, Joint Secretary and above positions, in addition to the reserved quota in recruitment level. The President of the state can employ women in those positions. However, recruiting women by President Quota is also very limited in application.'¹¹

4.6.3 Facilitating Functional Rules

There are some facilitating role in favor of women's entry and services in the civil service. The Government Servant Conduct Rules, 1979 declared by the government allows to initiate disciplinary action for improper behavior with women by their male colleagues and other harassments in the work place. This provision is a safeguard for women in office environment. There is also a rule to provide posting of an officer in a place where his/her spouse works, if the spouse of the officer is also a government officer. This rule acts against safeguard to family level dislocation of female civil servants. Moreover, the six months maternity leave for female employees is a further step towards promoting women in public service.

4.7 Women Employment in the Different Organ of Administration

As a result of all the steps taken by government women's participation at the various levels Bangladesh public administration from ministries to field is in increasing and remarkable manner. Bangladesh civil service has more than 1.1 million civil servants in 37 ministries, 11 divisions, 254 departments and

11 *ibid*

173 statutory bodies.¹² Due to quota 10 percent of posts are reserved for women that have enormous impact on the increase of women's recruitment in civil service. There has been progress in the numbers of women in service at mid and senior levels from 8.5% in 1999 to 15 percent in 2006 and 21 percent in 2011¹³. Women are not only being serving in civil service under different service cadres both at central and field levels in increasing manner only, they are now equally serving in the judiciary, defense and police services.

The following section provides a scenario of women employment in the different important organs of public administration including ministerial positions based on the data available with Bureau of statistics of the government of Bangladesh.

4.7.1 Participation of Women in Cabinet

The participation of women in cabinet as minister and state minister ranges from 2 to 6. The proportion of women as percent of total members in the cabinet, ranges from 3% to 13%. The highest 13% women member was in the cabinet since 2009.

12 Bangladesh Bureau of Statistics (BBS), 2012.

13 Bahbuba Bilkis, ibid

Table 4.7: Women and Men Participation in the Ministerial Level, 1972-2011

Period	Women		Men	
	No.	%	No	%
		Minister/State	Minister	
1972-75	2	4	50	96
1975-82	6	6	101	94
1982-90	4	3	133	97
1991-96	2	5	40	95
1996-01	3	8	33	92
2001-02	3	5	57	95
2001-06	4	3	57	95
2007-08 (Adviser)	1	6	16	94
2009	5	13	33	87
2011	6	13	40	87

Source: Cabinet Division, Information and Services, Jan' 2011

4.7.2 Employees of Different Rank and Categories Ministries, Directorates and Corporations

The following tables depict the position of women in different positions and rank in Bangladesh public administration. The participation of women in administrative service is presented in Table 4.7. It is observed from the table that in the year 2010, out of 4638 officers in civil service only 773 i.e 20.0% were women. The percentage of women at the rank of Secretary is observed 4.26 % and 6.80% were in the rank of Additional Secretary. The proportion of women as Joint Secretary constituted 14.21%, Deputy Secretary 13.81%, Senior Assistant Secretary 26.64% and Assistant Secretary 33.71%. It is notable that the percentage of women participation decreased with the increase in higher position.

Table 4.8: Officers in the Ministry by Sex and by Category-2006, 2008 and 2010

Rank/Status	2006			2008			2010		
	Women	Men	Ratio of women to men	Women	Men	Ratio of women to men	Women	Men	Ratio of women to men
Total	676	3816	15.0	673	3746	17.97	773	3865	20.00
Secretary	1	63	1.56	1	53	1.89	2	47	4.26
Addi. Secretary	0	83	0.00	1	88	1.14	17	250	6.80
Joint Secretary	25	339	6.87	25	314	7.96	78	549	14.21
Deputy Secretary	172	1299	11.69	170	1288	13.20	178	1289	13.81
Sr. Asstt. Secretary	206	1108	15.68	212	1099	19.29	321	1205	26.64
Asstt. Secretary	272	924	22.74	264	904	29.20	177	525	33.71

Source: Ministry of Establishment; Public Administration Computer Center, 2008 and 2010

On the other hand, in the year 2008 out of 4419 officers in civil service only 673 ie 17.97% were women. The percentage of women at the rank of Secretary and Additional Secretary was 1.89% and 1.14% respectively. The percentage of women as Joint Secretary constituted 7.96%, Deputy Secretary 13.20%, Senior Assistant Secretary 19.29% and Assistant Secretary 29.20%. It is remarkable that the proportion of women at different ranks has increased in 2010 compared to 2008.

Table 4.9: Employees of Different Ministries, Directorates and Corporations by Sex, 2009 and 2010

Ministry/Department	2009			2010		
	Women	Men	W/M*100	Women	Men	W/M*100
Ministries/Divisions	1310	7401	17.70	1340	7228	18.54
Department/Directorates	206789	610616	33.87	207538	630160	32.93
Autonomous bodies/Corporations	15545	206344	7.53	18236	213580	8.54
Total	223644	824358	27.13	227114	850968	26.69

Source: Ministry of Establishment; Public Administration Computer Center, 2008 and 2010

4.7.3 Civil Officers and Staff in the Ministries, Directorates, Autonomous Bodies and Corporations

Women's participation in ministries, directorates and autonomous bodies is shown in Table 4.9. It is observed that women participation under ministries and directorates, all categories is 21.7% and in autonomous bodies it is only 7.9% in 2010. In ministries and directorates the highest proportion is observed for class-4 employees (25.6%) followed by class-3 (25.3%) and class- 1 (18.5%). In the autonomies bodies, the highest percentage is seen the class-1 post (11.0%) followed by class-2 (9.5%), class-3 (8.0%), class-4 (4.6%). In the subsequent years, the percentages of women in ministries/directorates and autonomous bodies are seen increasing.

Table 4.10: Number of Women and Men Civil Officers and Staff in the Ministries, Directorates, Autonomous Bodies and Corporations, 2006 and 2010

Category of officers and staff	Women	Men	Total	Women as % of total	Women	Men	Total	Women as % of total
	2006				2010			
Ministry/Directorates								
Class-1	5695	36575	42270	13.5	10229	45130	55359	18.5
Class-2	1716	18722	20438	8.4	4143	18940	23083	18.0
Class-3	107337	390222	497559	21.6	150995	446666	597661	25.3
Class-4	12589	87522	100111	12.6	43511	126652	170163	25.6
All categories	127337	533041	660378	19.3	208878	637388	846266	21.7
Autonomous bodies/Corporations								
Class-1	4283	43622	47905	8.9	5310	43107	48417	11.0
Class-2	2653	28402	31055	8.5	2901	27604	30505	9.5
Class-3	5982	91024	97006	6.2	7022	80279	87301	8.0
Class-4	3248	71111	74359	4.4	3003	62590	65593	4.6
All categories	16166	234159	250325	6.5	18236	213580	231816	7.9

Source: Statistics of Civil Officers and Staff, 2006 and 2010

4.7.4 Employees in Police Force

The participation of women in police force is shown in Table 4.10. It is observed from the table that in the year 2010, the percentage of women as class-1 constituted 8.18%, class 22.43%, class-3 employee 2.06% and class-4 employees in police force was 14.49%. On the other hand, in the year 2008, the percentage of women as class-1 constituted 8.78 %, class-2 police force 2.11% and class-3, 1.43% and class-4 employees in police force 7.71%. It is notable that in between the years 2008 and 2010 the participation of women has increased almost double in the rank of class-4 position in police force.

Table 4.11: Employees in Police Force by Sex and Categories, 2008-2010

Category of officers	Women	Men	Women as % of total
2008			
Class-1	104	1080	8.78
Class-2	42	1947	2.11
Class-3	1646	113064	1.43
Class-4	213	2551	7.71
Total	2005	118642	1.66
2009			
Class-1	104	1080	8.78
Class-2	42	1947	2.11
Class-3	1646	113064	1.43
Class-4	213	2551	7.71
Total	2005	118642	1.66
2010			
Class-1	143	1606	8.18
Class-2	58	2332	2.43
Class-3	2540	120698	2.06
Class-4	394	2325	14.49
Total	3135	126961	2.41

Information displayed in the tables reveal the facts that women are present in almost all the branches of public administration from ministerial level to field levels, compared to the male their position is very low in number and above all their number is remarkably increasing over the time. If the trend of women's enrollment in the educational institute is taken into consideration it is hopefully expected that the position of women will be increased at rapid pace in near future.

4.8 Women's Position in Relevance to Public Management

From public management perspective especially from the view points of strategy formulation, managing internal components, handling external constituencies and direct and institutional and functional interface with the socio political and economic forces the most important positions in Bangladesh public administration are secretaries at secretarial level and at the field administration position are Deputy Commissioners (DC) in the districts and Upazila Nirbahi Officers (UNOs) at upazila levels.

4.8.1 Women at the Central Public Management

The Secretariat remains at the centre of public management in Bangladesh. It acts as the nerve centre and deals with the broader policy and strategic issues through different ministries and tiers of administration manned by officers of the ranks of secretary, additional secretary, joint secretary deputy secretary, senior assistant secretary and assistant secretary. The following tables show the current status of women as available up to the date at the secretariat and field level public management. For understanding the comparative status of women holding these figures of the 2011 have also been inserted in the table. In the 2011 the total number of officers employed in the secretariat was 4631 and among them 720 were female civil servants. The later constitutes 15.55% of the total. In 2015 out 5528 officers in

different categories 1042 are female and they constitute 18.85%. Over the total employees the number of female is increasing trend.

Table 4.12: Women's Participation at Secretariat Level

Designation (in descending order of the ranks)	2011		Total	2015		Total
	Male	Female		Male	Female	
Secretary	62	3	65	66	6	72
Additional Secretary	116	7	123	379	49	428
Joint Secretary	502	51	553	811	105	916
Deputy Secretary	1371	169	1540	1114	180	1294
Senior Assistant Secretary	1239	301	1540	1095	295	1390
Assistant Secretary	621	189	810	1021	407	1428
Total	3911	720	4631	4486	1042	5528

Source : Ministry of Public Administration's Website browsed on July 22,2011 and August 30 ,2015.

The above table reveals that women are lower in upper positions and concentrated in lower positions. This means that the vast majority of women in the Civil Service have no say in either making or implementing policy. It may be for three reasons: women's late entrance in civil service, their perceived lower access in higher posts and the disadvantageous position of women to qualify the BCS examination. On the other hand, it can be said that, women participation is increasing day by day.¹⁴ If the figures of the two years are compared it becomes clear that women's number and ratio is increasing higher positions in the secretariat. In 2011 were 3 female secretary and it becomes double in 2015.i.e the increase rate is 100%. Rate of increase of the number of female officers in other positions is also remarkable.

¹⁴ Mahbuba Bilkis, *ibid.*

4.8.2 Women at the Field Level Public Management

The field level scenario of women's involvement also exhibits a positive trend.

Table 4.13: Women's Participation at Field Level

Designation	2011		Total	2015		Total
	Male	Female		Male	Female	
Deputy Commissioner (DC)	60	4	64	61	3	64
Additional Deputy Commissioner (ADC)	203	4	207	185	20	205
Upazila Nirbahi Officer (UNO)	397	46	443	303	70	373
Total	660	64	714	549	93	642

Number of female in field administration has been increased in the year, though the number of female DC decreased from 4 to 3 in number but the increase rate in the posts of ADC and UNO is very high. In the year 2011 out of total 207 positions of ADC only 4 were female ADC and the rest were male. Percentage of female ADC at that time was 1.93% only. In 2015 there are 20 ADC out of 205 and the percentage stands at 9.76%. In 2011 there were 46 female UNOs out of 443 total posting while they constituted 10.38% of the total. In 2015 the percentage increases to 18.77%.

4.9 Conclusion

It is quite evident that women civil servants in Bangladesh almost 19% of the total 373 UNOs available in August 2015 from the website of the Ministry of Public Administration are female and engage in a very complicated area of public management. From the increase in number it can be assumed that women have the capability to run public management at the grassroots level encountering most complicated socio-political dynamics.

Chapter V

Public Management in the Upazila Administration

Compared to other organs/tiers of public administration public management is more intensely functional in the upazila administrative system of Bangladesh. Upazila administration as the grassroots level organ of the government has direct interaction with the society and works with the elected local government, the Upazila parishad not only in integrative manner, also under the headship of an elected chairman and in pursuance with the decision of elected upazila parishad and instruction of central government simultaneously and coordinated way. It implements the different development programs of the government managing complicated national and local level socio-political dynamics. Consequently upazila administration through a long process of evolution has emerged as the most vital point of public management in Bangladesh. The practice of public management becomes evident in planning and implementation of development project. The UZP Chairman is the head of the system where UNO plays the role of chief executive within lots of complexities in formulating strategies, managing internal components and facing the externalities. In a male dominated transitional society like Bangladesh it is presumably very difficult on the part of a female civil servant to effectively and comfortably play the assigned role with a group of male intensive working group on whom she does not have any formal controlling authority. The main focus of this chapter is to analyze public management system at the upazila level and analyze the position of women UNO in it.

With this end the evolution of upazila administration as a vibrant system of public management, role of UNO, characteristic features of upazila

administration are discussed first in this chapter and then the role of UNO has been analyzed on the basis on field level finding.

5.1 Upazila Public Management System

Public management in upazila administration is a complex system of three interactive subsystems such as (i) Structural subsystem (ii) Functional subsystem and (iii) Political subsystem that strives to achieve some of diverse and interrelated objectives within the dynamics of environmental supra-system. The objectives are also both national and local in nature having developmental, service and socio-political dimensions. The upazila public management system by its constitution, works under the administrative guidance, supervisions and control of the central government and local authorities. Two sets of actors, political and administrative, act as the driving forces in the upazila public management system. Chairman of the upazila parishad formally leads the political actors within the arrangement of upazila parishad. Other political actors are the vice chairmen and members of upazila parishad, who are elected by the people in different categories. Besides them the Member of the Parliament (MP) of the constituency as the legitimate advisor plays a vital political role in upazila administration. Upazila Nirbahi Officer (UNO) occupies central position among the administrative actors. He is identified as the first among the equals. The other actors are the officers of the upazila level government offices. Thus there are multifarious forces in the internal components upazila public management. Addition of equally multidimensional forces out of externalities has made upazila public management very much complicated almost from all perspectives. Upazila Nirbahi Officer plays the role of executive head in this system. It is hardly possible on the part of any body to play this role without excellent administrative and professional capabilities, political wisdom, social orientation and skill crisis management.

5.2 Structural Subsystem of Upazila Public Management

The structural subsystems consists of local government bodies institutionally accommodated in upazila parishad, organs of state bureaucracy under different ministries of the government working in the upazila and different committees constituted for specific functional purposes. All these are the internal components of the system.

5.2.1 Upazila Parishad, the Local Government Body Leading Upazila Public Management (UPM)

Upazila system brought about a revolutionary change in the local administration in Bangladesh and it emerged as a dynamic system of public management that integrates state bureaucracy and local government body under the headship of an elected chairman. It appears at the present state through long process of evolution coupled with various changes and experimentation. Historically it stems from the British colonial administration having its legal root in the famous Bengal Village Choukidari Panchayet Act of 1870. The five member panchayet constituted by the nominated members of the District Magistrate (DM) was responsible for maintaining law and order in the villages through the *choukidars* (watchmen). It is the first local level administration based on legal rational authority of Max Weber under British rule in India. Based on the experience of this body Bengal Local Self Government Act, 1885 created three tiers of local bodies in rural Bengal consisting of Union Committee for a union, Local Board for a sub-division and District Board for a district. Two thirds of the members of these bodies were elected by informal elections while the rest were nominated by the government. Other than the District Board none of the local government bodies had any independent authority or source of income. District Board headed by the DM enjoyed wide financial and executive power¹. The Bengal Village Self Governance Act, 1919 replaced

1 Abdul Wahhab (2002) *Decentralization in Bangladesh: Theory and Practice*. Dhaka: Osder Publications. pp 50-52.

the three tiers of local governance with two tiers Union Board and District Board. Two thirds of the members the Boards were indirectly elected that gave them a representative character.

With his involvement in local government bodies as well as interface with the society and social forces DM became the first public manager in the British period. He was followed by the Circle Officer (CO) the head of a circle. A circle consists of two or three thanas as per the recommendations of the Decentralization Commission in 1907. CO is the forerunner of present Upazila Nirbahi Officer (UNO). The main function of CO was to guide the local bodies at the union level. The Circle system became universal in Bengal and remained operational for a long period even after the withdrawal of colonial rule. In 1947 India and Pakistan emerged as two independent states in this subcontinent. Bangladesh, known as East Pakistan was included as a part of Pakistan. In 1959 Military government of Pakistan headed by General Ayub Khan within the framework of his basic democracy system introduced a four tiers of administration namely Divisional Council, District Council, Thana Council and Union Council in the rural areas. Besides, union council all other tiers were directly attached with Government bureaucracy and headed by civil servants. Union council headed by an elected chairman was representative in nature. Thana council functionally was the vital point of field administration due to transformation of thana from simple police station to a development circle in 1961. 'Establishment of Thana Training and Development Centre (TTDC) in 1963 provided an establishment, which brought the officers of nation building departments into one campus. The officers were made members of the Thana Council. As the Vice Chairman of the Thana Council Circle Officer (Dev.) was made responsible for coordination of these government departments and the Union Councils. As coordinator of development

activities CO (Dev.) did not have any direct control over the other thana level officers.’²

Independence of Bangladesh after a nine month long liberation war brought remarkable changes in the local administration and local governance. The previous system of local government within basic democracy framework was abolished and in its place government introduced a three tiers local government with Union Panchyat and Thana Development Committee at Union and thana levels respectively. Apparently the Union Panchyat replaced Union Councils, but unlike the latter it was consisted of members nominated by the government and thus lost its representative character. The Thana Development Committee (TDC), presumably the replacement of earlier Thana council consisted of officers of different nation building departments with CO (Dev.) as the administrative head. ‘In 1973 Union Panchyat was renamed as Union Parishad (UP). Chairman, Vice Chairman and other members of the UP were elected by an election held in 1973. Other bodies continued to run under appointed officials.’³ In 1975, introduction of one party system and declaration of emergency, under a single political party the Bangladesh Krishak Sramik Awami League (BAKSAL) abolished the elected local government system. District Governor the head of administration at the district level was appointed on political consideration by the central government with the authority to control all government offices and departments at district level. At the same time party machinery supplant the traditional local government.

In 1976 after the changes of government General Zia government promulgated a new local government ordinance, that provided for a three

2 Ahmed Zamil (2012) *Annual Development Programme (ADP) Grantsfor Upazila Parishads:Role of Upazila Nirbahi Officer (UNO) in the Planning and Implementation Process*. Unpublished Thesis. (Master in Public Policy and Governance Program. North South University, Bangladesh.) p21

3 Ibid,p22

tier system of local government i) Union Parishad for a Union, ii) Thana Parishad for a Thana, and, iii) Zila Parishad for a District. In 1978 'Thana Development Committees (TDC)s were created parallel to the Thana Parishads. Chairmen of the UPs were made ex-officio members and one of them used to get elected by themselves as the Chairman. Government made special allocations to the TDCs to finance development activities undertaken by it. Besides, a new body was created at the village level called the Gram Sarkar (Village government).'⁴

General Ershad took over the state power in March 1982 and made some significant changes in the local government system. Following the recommendations of Committee for Administrative Reorganization/Reform (CARR) in 1982 the century-old administrative unit called sub-division was eliminated, all the former subdivisions were transformed into district and thana was upgraded as upazila with regulatory and development functions. The basic structure of Thana Council remained unchanged but it was placed under the control of a directly elected chairman. All functionaries at the thana (now upazila) level of government were placed under the administrative control of the chairman of the upazila parishad. However, the government retained regulatory and major national development activities. The UNO had to act as chairman of the upazila parishad for nearly two and a half years during November 1982-May 1985⁵. The services of officers dealing with transferred subjects were placed under the upazila parishad. Officials could participate in the parishad decision-making, but they did not have any voting rights⁶

4 Ibid. p. 21

5 Tofail Ahmed, (1987). *Decentralisation and the Local State: Political Economy of Local Government in Bangladesh*. Dhaka: Agami Prakashani. P 63

6 Muhammad Mustafa Alam et al (1994). *Development through Decentralization in Bangladesh: Evidence and Perspective*. Dhaka: University Press Limited. P 69.

After upazila election, upazila parishad acts as coordinating body for all activities at the upazila level. The upazila chairman was empowered to coordinate all the development activities of the upazila parishad. Under this framework the UNO acted as the secretary of the parishad and assisted the chairman in executing the policies of the government. The UNO was responsible to the Upazila parishad and assisted him in executing of policies and decisions of the parishad.

The upazila system since inception evolved through different changes. In the early 1980s which may be defined as the first stage UNO served as the acting chairmen of the newly formed UZPs. In the second phase that ended in 1990 elected chairmen led the upazila administration. Despite of its all pro people and democratic characteristics it was not easily accepted by the politicians for its introduction by a military autocrat. Consequently after the fall of that regime when Khaleda Zia came to power through a democratic election in 1991 her government abolished upazila parishad promulgating a new ordinance known as The Local Government (Upazila Parishad and Upazila administration Reorganization (Repeal) Ordinance 1991. The government formed a committee called Thana Development Coordination Committee (TDCC) in each thana. The committee includes three categories of members: all UP chairmen within the jurisdiction of the thana, (now upazila) three women UP members nominated by the government and upazila level officers meaning department heads of the upazila. The coordination committee meeting was presided over by the UP chairman in turn according to the alphabetical order of their names. The UNO serves as the member secretary of the committee and the concerned MP acts as the advisor to the committee. The committee was empowered with the task of coordinating all the developmental functions in the upazila¹⁶. In addition to serving as member secretary of the committee the UNO is also entrusted

with the task of coordinating the functions of all the departments in the upazila.

In 1996 Awami League was elected and formed government. In spite of its commitment in the election manifesto to develop a strong and decentralized representative local government system, it did not also restore the upazila system. The backed Care Taker Government (2006-2008) during its period from 2006 to 2008 promulgated the Upazila Parishad Ordinance in 2008 with an aim to conduct upazila election and created a Local Government Commission.

Subsequently, according to the ordinance, MPs were removed from the advisory role and two new elected positions of vice chairpersons were created (of which one must be a woman). The ordinance also reserved 30% seats for the women. Under this ordinance, election was held in almost all the 480 upazilas of the country on January 22, 2009. Later, the newly elected Awami League government decided to revoke again Upazila Parishad Ordinance 2008 and scrapped the Local Government Commission. Accordingly, a bill was passed in the parliament on the 6th of April 2009 by reinstating MPs as advisors of the parishad.

UZP is now composed of an elected chairman and two vice chairmen, one of whom is elected out of women candidates. Chairman of every union parishad, located within the periphery of the upazila, are ex-officio members of the UZP. Similarly the mayor of any paurasava, located within the periphery of the upazila also is regarded as ex-officio member. Furthermore, the UZP also incorporates specified number of female members indirectly elected from the reserved seats. Besides the representative members there are nonvoting official members consisting of the officers posted in the upazila and they are entitled to give their opinions, participate in the discussions and assist the UZP in any other way.

5.2.2 Functions of Upazila Parishad

There are 18 functions of the second schedule of the Upazila Parishad Act, 1998. Steffense, Jasper Land, Gerhard Vant & Monem Mobasser ⁷ have classified these functions into five categories: planning, budgeting, implementation and coordination; law and order; service delivery; welfare and other. Functions under different categories are as follows:

(a) Planning, Budgeting, Implementation and Coordination:

1. Preparation of development plans, including Five-Years Plans, to be implemented in different periods of time.
2. Implementation of the programs of different government agencies that may be transferred by the government to the *parishad*, and supervision and coordination of the activities of any such agencies.
3. Coordination and assessment of the development programs undertaken by the union *parishads* and providing them with necessary cooperation.

(b) Law and Order:

4. Review of the activities of the police department along with the development of law and order situation in the *upazila* and sending reports regularly to the higher authorities.
5. Organizing public opinion and taking other preventive measures to resist the crimes of hooliganism, theft, robbery, smuggling, abuse of drugs etc.

(c) Service Delivery:

6. Providing motivation and aid for the extension of education at *upazila* level, and provide supervision and aid to the concerned institutions for the purpose of further development of the secondary and madrasah education systems.
7. Ensuring the services of public health, nutrition and family planning
8. Development of sanitation and sewerage system and adaptation of proper measures for supplying drinking water.

⁷ Steffense, Jasper Land, Gerhard Vant & Monem Mobasser (2011), Upazila Parishad Performance Base Development Grant: Grant Manual FY 2012/13, First Draft Upazila Governance Project, Local Government Division, Ministry of LGRD, Government of Bangladesh.

9. Adopting and implementing programs for the development of agriculture, livestock, fisheries and forest resources.
10. Adaptation and implementation of small-scale irrigation projects, in accordance with the directions of the government, for the purpose of the best utilization of the surface water.
11. Adopting social forestry and other programs with the aim of preservation and development of environment.
12. Construction, repair and maintenance of inter-union link-roads.
13. Providing support and coordination to the cooperative societies and non-government voluntary organizations.
14. Adopting programmes for establishment and extension of small and cottage industries.
15. Adopting and implementing own programs for generating self-employment and for reduction of poverty, and providing necessary assistances to the government in the implementation of the government programs in this relation.

(d) Welfare:

16. Implementing and aiding the programs of women, children, social welfare, youth, sports and cultural activities.
17. Organizing public opinion, and taking other preventive measures, to resist the crimes of repressions against women and children etc.

(e) Other:

18. Performing such other functions as the government may assign from time to time.

UZP has been entitled to undertake programs related to women and children, youth, sports and cultural activities. Lastly, the government retains the right to assign any other function to the UZP (GOB, 2010). Furthermore, Implementation Rules, 2010 authorizes the UZP to review the activities of *regulatory departments* on quarterly basis. There are three other functions besides the above ones as follows:

- i. Coordination of all activities related to the management of disaster
- ii. Cooperation with other organizations involved in similar activities as that of the Upazila Parishad
- iii. Introduction and encouragement to E-governance

5.2.3 Transferred and Retained Functions of Upazila

The Government Resolution of 1982 divided the government functions at the upazila level into two distinct categories namely retained subjects or functions and transferred subjects or functions. The responsibilities of transferred subjects are given to the upazila parishad and national government retained the responsibilities of important subjects at the upazila level. In spite of providing a list of retained subjects, resolution did not provide any list of transferred subjects. Later, functions transferred to the upazila parishad were enumerated in the second schedule of the Local Government Ordinance, 1982.

a. Transferred subjects or functions

The functions transferred to the Upazila Parishad are given below:

1. All development activities at the upazila level; formulation of upazila development plans and programs: and implementation, monitoring and evaluation there of.
2. Preparation of upazila development plans on the basis of union development plans.
3. Giving assistance and encouragement to the union parishad.
4. Promotion of health, family planning and family welfare.
5. Provision for management of environment.
6. Training of chairman, members and secretaries of the union parishads.
7. Implementation of government policies and programs within the upazila.
8. Supervision, control and coordination of functions and officers

serving in the upazila except munsifs, trying magistrates and officers engaged in regulatory functions.

9. Promotion of socio-cultural activities.
10. Promotion and encouragement of employment generating activities.
11. Such other functions as may be specified by the government from time to time.
12. Promotion and extension of cooperative movement in the upazila.
13. Assistance to the zila parishad in development activities.
14. Planning and execution of all rural public works programs.
15. Promotion of agricultural activities for maximizing production.
16. Promotional of educational and vocational activities.
17. Promotion of livestock, fisheries and forest.

b. Regulatory or retained subjects or functions

Functions retained by the government at the upazila level are as follows:

1. Maintenance of law and order.
2. Civil and criminal judiciary.
3. Administration and management of central revenues like income tax, customs, excise, land revenue, land tax etc.
4. Maintenance of essential supplies.
5. Large scale industries.
6. Irrigation schemes involving more than one district.
7. Mining and mineral development.
8. Generation and distribution of electric power.
9. Technical education and all other education above primary level.
10. Modernized district hospitals and hospitals attached to medical colleges.
11. Inter-district and inter-upazila means of communication.
12. Flood control and development of water resources.
13. Compilation of national statistics

5.2.4. Public Breaucracy at Upazila Administration

Public bureaucracy in upazila administration comprises of the different nation building offices including the office of Upazila Nirbahi Officer (UNO) working at the upazila level. These offices are the executive organs of the different ministries. UNO, as per section 33 of the Act is designated as the Principal Executive Officer. In this capacity UNO is to provide secretarial assistance to the UZP, implement decisions of the UZP and maintain financial discipline.

(a) Office of Upazila Nirbahi Officer

The UNO plays an important role in coordinating with other departmental officers in upazila administration in Bangladesh. The UNO is perceived to be the lineal descendent of the Circle Officer. The Circle officer was usually a junior member of the provincial civil service. He worked under the guidance and supervision of the SDO, DC and Commissioner. He served as a direct link between subdivision and the circle. The Circle Officer was created to “watch over, guide and supervise” the working of the union boards. He also served as an all-purpose officer at the thana level. Circle officers were originally intended to supervise the administration of the local areas under the Bengal Village Self-Government Act of 1919. On the basis of recommendations of The Bengal District Administration Committee of 1913-1914 Circle Officers were first appointed under the legal framework of 1919 Act. The following main functions were assigned with the Circle Officers (CO):

1. The assessment and collection of *chaukidari* tax.
 2. Reports on birth and deaths.
 3. Reports on epidemics, whether affecting human beings or cattle.
1. The conduct of statistical enquiries, the dissemination of agricultural information, the collection of information required by the government on

these or other matters, and the holding of such special enquiries as government may direct.

2. The inspection of schools, dispensaries and pounds and the submission of reports upon them.
3. The supervision of tanks, wells and village roads.
4. The supervision of public roads and casements in a general and formal manner.
5. The service of processes.
6. The investigation of complaints under section 202, criminal procedure code.
7. The supervision of records of maintenance in districts where the maintenance system is in force.
8. Inspection of boundary marks in cadastrally surveyed area, (rule 160 of Chaukidari Manual).
9. The quarterly payments of *chawkidars*.

After the second world war and great famine in 1943, the Circle Officer managed relief operations and development works for union boards. As the supervising official of the union boards the Circle Officer supervised development works and reported to higher authorities about their progress. After independence in 1947 the Circle Officers began to play a significant role in development works of the nation.

Under the Basic Democracies Order 1959 the Thana Council was created as a system of decentralized system of government and was empowered with the task of coordinating with other departmental officers in the thana council. The Sub-divisional Officer and the Circle officer (Development) acted as the chairman and the vice-chairman of the thana council respectively. The members of the nation-building departments were made official members and the elected chairmen of the union councils were made non-official members of the thana council. As vice-chairman and secretary

of the thana council the circle Officer (development) was responsible for planning, organizing, coordinating and controlling the development projects of the thana. The circle officer had to play an important role in coordinating the officers of nation building departments for rural development. Thus the circle officer served as a link between the government and the rural people.

However, after the emergence of Bangladesh as an independent state the system of thana council continued. During Ershad regime a radical change occurred in thana administration. The government upgraded thana as upazila with regulatory and development functions following the recommendations of Committee for Administrative Reorganization/Reform (CARR) in 1982. The basic structure of thana council remained unchanged but it was placed under the control of a directly elected chairman. All functionaries at the thana (now upazila) level of government were placed under the administrative control of the chairman of the upazila parishad. The chief executive officer was also named as Upazila Nirbahi Officer⁸. Upazila Nirbahi Officer (UNO) acted as the head of civil administration. Under the Local Government Law the UNO acted as chairman of the upazila for about two years till the chairman was elected. In the present context the upazila parishad is functioning under the elected upazila chairman and the UNO acts as secretary of the upazila parishad. The UNO assists the chairman in execution of the development programs of the upazila. He/she has to coordinate all the retained as well as transferred subjects of the Upazila. He/she is to assist the chairman is supervising all development activities of different departments in the upazila. The UNO is to ensure that the government directives of upazila administration are followed and perform such other functions as may be entrusted to him by the government or the chairman or as may be conferred on him by the government under any law. Thus the UNO has been a functionary responsible both for subjects

8 A.M.M. Shawkat Ali, (1986) *Politics, development and Upazila*. Dhaka: NILG,p37

transferred to the upazila parishad and those retained by the government⁹. It was observed that the UNO acts as the principal agent of the central government at the upazila level and is responsible for law and order and other regulatory functions not specifically assigned to any other agency.

The charter of duties of UNO stipulated him to perform such functions as to:

1. Upazila Nirbahi Officer will help and advise the *Upazila Parishad* Chairman in the exercise of his executive power. He will present all proposals for expenditure and administrative decisions to the chairman for approval. He will exercise executive power of the parishad if authorized by it.
2. He will provide secretarial support to the upazila parishad. As part of his official duty he will attend meetings of the Parishad and, if necessary, meetings of standing committees and participate in the discussion, but will not be able to vote.
3. He will convene the first meeting of the upazila parishad in accordance with the rules. He can convene monthly meetings of the parishad at the advice of the chairman, and in case of emergency, call a special meeting of the upazila parishad if one-third of members of the Parishad give a requisition notice.
4. He will express his opinion on any issue included in the agenda and move each agenda in the parishad meetings with this specific opinion.
5. He will communicate the decisions of the parishad to the local government division if he considers it necessary to inform the government.
6. He will inform the local government division if any abnormal situation/issue arises in the parishad.
7. He will assist the parishad in the execution of its activities and the implementation of policies. He will take steps to execute the decisions of the parishad. He will request the parishad in writing to reconsider any of its decisions that he thinks has not been taken lawfully, and may

9 Ibid p 104

affect people's life, health, and public security, if implemented. If the parishad sticks to its decision that has already been taken, he will inform the government or prescribed authority about it with the knowledge of the parishad chairman. He will take necessary steps to implement the decision(s) if he does not receive any instruction from the government or the prescribed authority within 15 days.

8. He will perform the role of a coordinator in the discharge of functions by officials transferred to the upazila parishad.
9. He will assist the chairman in supervising all developmental and administrative activities at the upazila level. He himself will be able to supervise developmental and administrative activities.
10. He will assist the parishad in the formulation and implementation of an integrated development plan for the upazila.
11. He will assess the justification of any expenditure in the light of the financial rules made for the regulation of fund of the parishad. He will maintain the records of the income and expenditure of the parishad.
12. He will assist the parishad in the preparation and approval of the annual budget of the parishad. He will take measures to release funds for financing developmental and project expenditure after the approval of the budget.
13. He will maintain records of the progress of development projects and expenditure within the upazila.
14. He will control the parishads own officers/employees under the guidance and control of the chairman and take disciplinary actions against them. He along with the chairman shall collectively discharge the responsibilities of the drawing and disbursement officer for the parishads own officers/employees.
15. He will accept and distribute relief during natural disasters under the guidance of the parishad.
16. He will discharge responsibilities under laws framed by the parishad.
17. As directed by the government he will send different reports to the government or other authorities.

18. He will ensure the application of government directives and bring it to the notice of the government if there is any lapse.

All decisions are discussed and finalized in the upazila parishad under the headship of upazila chairman. UNO plays a pivotal role as the member secretary of the parishad in shaping the decisions to conform to government policies and cohere to the financial constraints and regulations.

(b) Upazila Level Public Offices other than UNO

There are 18 public offices under 12 ministries/divisions having bureaucratic ascendancy upto the ministries/divisions of the government. The following table gives a list of 18 Officers who head the upazila level offices having transferred functions.

Table 5.1: List of Officials Responsible for Subjects Transferred to the UZP

Serial no.	Concerned Ministry & Department	Official responsible for transferred subjects
1	Ministry of Youth and Sports (Department of Youth Development)	Upazila Youth Development Officer
2	Ministry of Public Administration	Upazila Nirbahi Officer
3	Ministry of Fisheries and Livestock (Department of Fisheries / Department of Livestock)	i) Upazila Fisheries Officer ii) Upazila Livestock Officer
4	Ministry of Health and Family Welfare (Department of Health)	i) Upazila Health and Family Planning Officer ii) Upazila Family Planning Officer
5	Ministry of Women and Children Affairs (Department of Women Affairs)	Upazila Women Affairs Officer
6	Ministry of Primary and Mass Education (Department of Primary Education)	Upazila Education Officer

Serial no.	Concerned Ministry & Department	Official responsible for transferred subjects
7	Ministry of Local Government, Rural Development and Cooperative (Local Government Engineering Department / Department of Public Health Engineering/ Bangladesh Rural Development Board / Department of Cooperatives)	i) Upazila Engineer
		ii) Assistant / Sub Assistant Engineer (DPHE)
		iii) Upazila Rural Development Officer
		iv) Upazila Cooperatives Officer
8	Ministry of Agriculture (Department of Agriculture Extension)	Upazila Agriculture Officer
9	Ministry of Food and Disaster Management (Department of Relief and Rehabilitation)	Project Implementation Officer
10	Ministry of Social Welfare (Department of Social Welfare)	Upazila Social Welfare Officer
11	Ministry of Education (Department of Secondary and Higher Secondary Education)	Upazila Secondary Education Officer
12	Ministry of Environment and Forest (Department of Environment / Department of Forest)	Upazila level officer/staff of Department of Environment and Bangladesh Forest Department

Source: GOB (2010: 26); GOB (2011)

5.2.5 Committees in Upazila Administration

Besides the upazila parishad and government offices there are also several committees that constitute other dimensions of public management structure in the upazila administration. "According to the most recent amendment of the Upazila Parishad Act, there are a total of seventeen standing committees that can be formed by the members of the upazila parishad with the provision that the committees are to be chaired by the elected

representatives except for the upazila chairperson. The standing committees, as mentioned in Article 29 of the Act, provide support to the parishad in performing its functions where the relevant government officials of the departments are the member-secretaries to the committees. The line agencies, to a certain extent, fulfill the mandates of the upazila parishad and these committees hold the government officials accountable for their functions. Various researchers have found that most standing committees of the local government institutions, predominantly at the upazila level, are inactive. Again, absence of formal sanctioning mechanisms to hold the upazila administration accountable to the elected representatives contributes to the problem of inactivity without proper devolution of administrative authority to the parishad.”¹⁰

5.3 Functional Subsystem of Upazila Public Management

Functional subsystem of upazila administration includes three broader functions needed by the system for accomplishing its tasks and responsibilities. These are, (a) formulation of strategies, (b) managing internal components and (c) dealing with external constituencies. The internal components in close interaction with the external constituencies make strategies for planning and implementation of assigned responsibilities within the defined framework of the government. The functional subsystem is engulfed with a number of complexities for the involvement of diverse actors and intentions from within and without. Strategies mainly concerns with positioning the organization to face an increasingly uncertain future. In upazila public management it is linked up with planning and it produces plans, ploys, patterns, positions and perspectives that guide to strategic action.

¹⁰ <http://sadiatmannan.com.bd/tag/upazila/> 21.8.2015

5.3.1 Formulation of Strategies

Planning in upazila administration basically means the planning of different projects and developing implementation strategies within the framework of upazila development plan. Basing on the nature of project the upazila engineer or the concerned department official or UP Chairman initially select the projects and then projects are placed before a ten member project selection committee headed by the UZP Chairman, which also incorporates the UNO, some other officers and the chairman of the concerned union parishad. Upazila engineer is to act as the member secretary. The selection Committee selects projects and places those before the UZP for final approval. The UZP, which approves the projects on basis of rules and regulations. Total value of the project determines its implementation authority. For any project valued over BDT 100,000 requires formation of a committee for inviting tender. UNO acts as the convener of the committee while upazila engineer acts as the member secretary. Upazila engineer is to be held responsible for proper implementation of the project. On the other hand, any project worth less than BDT 100,000 is to be implemented by a Project Committee (PC). UZP approves all PCs.

UNO has to play vital role in every stage of the planning and implementation of development projects. As a member of the Project selection committee he has a role at the time of selecting the project and 'at the approval stage UNO can participate in the UZP meeting and give his or her opinion. During the implementation stage UNO acts as the convener of the tender evaluation committee for projects valued over BDT 100,000. UNO can also stay abreast of the activities of the project committees as these Committees require approval of the UZP for their formation as well as legitimization of the expenditure defrayed by them. UNO is also responsible for supervision of projects. On overall counts UNO is responsible for maintaining financial discipline and ensuring compliance of rules and

regulations in project selection and implementation. UNO is jointly responsible with the Chairman of UZP for release of funds.’¹¹ In legal terms UNO’s involvement in the planning process is rather limited. UNO is only required to make sure that the legal provisions are complied with.

Table 5.2: Responsibilities of UNO in Project Selection and Implementation

Stage	Jurisdiction / Responsibility	Concerned Legislation
Project selection	Member of Project Selection Committee	Instructions for the usage of upazila parishad development fund
Project approval	Giving opinion on the agenda of UZP meeting	Charter of duties of UNO
	Convener of Tender Evaluation Committee for evaluation of projects valued above BDT100,000	Instructions for the usage of upazila parishad development fund
	Participation in approval of Project Committee for implementing projects valued less than BDT100,000	Do
Project implementation	Extracting accountability of Project Committees as part of UZP	Do
	Inspection of projects, giving directions for correction and placement of the issue(s) in UZP meeting	Do
	Joint responsibility with UZP Chairman for fund release	Forwarding letter accompanying the instructions for the usage of upazila parishad development fund

11 Ahmed Zamil, opcit.

Stage	Jurisdiction / Responsibility	Concerned Legislation
Overall	Ensuring compliance of govt rules and drawing attention of the govt for any deviation Assessing propriety of expenditure in the light of rules and regulations	Charter of Duties of UNO Do
	Entitled to an opinion on any file of transferred subject, which is to be placed before the Chairman for approval Coordination of the works of the officials of transferred departments	Implementation Rules, 2010 Charter of duties of UNO
	Overall supervision of records preservation by UZP	Implementation Rules, 2010

Regarding the responsibilities of UNO in the UZP Zamil holds that it is ensuring compliance of rules and maintenance of financial discipline. 'UNO is required to step in only when a transgression of legal provisions takes place. The procedure for planning and implementation of development projects also involves complex bureaucratic procedures, for which UNO is largely accountable to the government. Thus, the legal provisions do not leave any opportunity for the UNO to undertake a political role rather than a classical one.'¹²

5.3.2 Managing Internal Components

There are diverse categories of internal actors in upazila administration with different role and lines of authority such as (i) official actors comprising UNO and other functionaries of different ministries and (ii) MP, Upazila

¹² Ibid p 64

Parishad Chairmen (UZPC), vice chairmen and other representative members of upazila parishad. All these in together make upazila administration on a matrix organization with different ambiguities. These ambiguities appear as challenges to the coordinated functions in the upazila public management.¹³

Multidimensional conflicts are found in the different sets of relationship. UNO's relationships with other government officials, with political leaderships including those with upazila chairman and concerned MP often become problematic in managing internal components. UNO has been assigned to be the Principal Executive Officer of UZP. He/she is authorized to implement decisions of UZP, maintain financial discipline and to discharge responsibilities as per rules. Finds any decision to be violating the law or to be against the interest of public life, health or security, he or she can request the UZP to reconsider it. If the UZP still decides to stick to that decision then UNO can inform the government by keeping the chairman informed. Unless any decision is found within 15 days, UNO is to take steps for its implementation. It is argued that since upazila level officials have career loyalty to the central ministries/departments they give less emphasis to the operational loyalty to the UZP that makes it difficult to hold government officials accountable to the UZP¹⁴ and for the same reason UNO also faces problems to coordinate their activities. Regarding coordination Sarkar 'identifies that some factors like absence of clear-cut directives for coordination, lack of mutual trust, lack of informal contact and cadre distinction hamper UNO's role as coordinator in upazila administration.'¹⁵

13 ibid

14 Nizam Ahmed, (2009). *Bureaucracy and Local Politics in Bangladesh*. 1st edition. Dhaka: AH Development Publishing House, pp 67-68

15 Sarker, Parimal (2011). *The Role of the Upazila Nirbahi Officer (UNO) in the Coordination Process at Upazila Administration in Bangladesh*. Unpublished Thesis. (Master in Public Policy and Governance Program. North South University,

Conflict between the elected representatives and the bureaucrats is not uncommon in upazila administration. Giving due references Zamil in his study provides a practical picture of conflict between UNO and UZPC in following way:

‘From a number of newspaper reports it can be inferred that conflicts between the two have their origin in the lack of jurisdictional clarity and dependency relations. In one incident conflict between the UZP Chairman and the UNO centred on the use of resources. In Biral upazila of Dinajpur district the Chairman assaulted the UNO and ransacked his office as the latter requested him to sign a letter of receipt during handing over of an abandoned vehicle of the UZP for his personal use (The Daily Star, 30 April 2010). In another incident conflicts occurred as the officials were discharging their retained responsibilities. In Durgapur upazila of Rajshahi district UNO and Project Implementation Officer (PIO) allegedly received threats from the UZP Chairman when they refused to release food grains finding gross irregularities in the Food for Work programmes undertaken in the upazila (Banglanews24.com, 28 June 2012). Conflicts originated from the own functions of the UZP as well. In Pirgonj upazila of Rangpur district a committee led by the UNO and consisting of other officials were to select and recommend candidates for the post of Typist-cum-Computer Operator for the UZP. The final decision was to be taken by the UZP. However, the Chairman allegedly ransacked the office of the UNO when the latter refused to entertain the request of the former to qualify a particular candidate. The Chairman, on the other hand, denied the allegation and rather accused the UNO of claiming bribes (The Daily Manabzamin, 18 May 2012). In another incident conflicts occurred because of wrong perception of the elected

representatives about their own jurisdiction. The UZP Chairmen of Rajshahi district boycotted district level meetings in protest of a statement by a concerned UNO. As one UZP Chairman alleged that the UNO is not inviting him to the agriculture related meetings held at the upazila level, the concerned UNO replied that there was no legal provision to invite the former (The Daily Manabzamin, 22 July 2012).¹⁶

Zamil reveals the actual relationship pattern between MP and UZPC that as the advice of the concerned MP is mandatory upon the UZP, theoretically it is therefore possible for him or her to overturn its decision. Practical situation also gave similar directions.¹⁷ It is apprehended that MPs' advisory role in these cases is likely to create chaos.¹⁸

5.3.3 Managing External Constituencies

External constituencies in upazila public management include the formal authorities at the higher levels of administration and other actors in the immediate and remote external environment of upazila public management. Press and media, NGOs, representative of donor agencies, civil society, social and political pressure groups, mass people and many other external forces form the external constituencies of upazila administration. All the elements of external constituencies independently interact with administration with varied intensions, capacity and forces. Upazila public management has to address their purposes and work in close interaction with these elements keeping his/her own role safe and effective. Consequently the role of UNO is quite different from traditional bureaucrats, rather it is now more public in nature and UNO is now a public person in his/her work place.

16 Zamil opcit, p 66

17 Ibid p71

18 The Daily Star, 8 April 2009

5.4 Political Subsystem of Upazila Public Management

Political subsystem cuts across the structural system and functional subsystem and plays powerful rule in the planning and implementation process. It provides functional values to the system activities. Intra and extra organizational political dynamics constituting the political subsystem molds this value. The organizational political dynamics among the different government offices, political role of the upazila parishad chairmen, vice chairmen, members, concerned MP internally and political behavior of party in power and grassroots level political and social forces externally moulds the role of political subsystem. From public management perspective a public manager is to perform his/her role by dint of organizational and political behavior based on organizational and political analysis from theoretical to practical level. Political behavior of public manager in upazila administration theoretical manifests his/her professional commitment and skill to execute the political commitment of the government without the compromising with the dimensions of good governance. But the nature of political subsystem now prevalent in upazila administration is found unfavorable for UNO and other to play this role. Zamil finds undemocratic decision making process in some cases, Patron client relationship between the politicians and their followers, political pressures, conflict among political leaders, preference of the elected representatives for infrastructure related projects, influence of different persons in planning and implementation etc constrain the functioning of upazila administration.¹⁹

5.5 Overall Status of Upazila Public Management

The system of public management has assumed a very complicated form amidst of the interactions of a number of legal, political, institutional and operational aspects. From legal perspective upazila chairman has minimum discretionary power, vice chairmen have limited functions MP has advisory

19 Ahmed Zamil, Opcit

role where UNO is assigned with the role of a traditional bureaucrat who as the representative of the government is to ensure that the activities in upazila parishad are being performed in conformity with law. But legally he has no power to do it at the operational level. Consequently, 'Political leadership demands flexible application of law. Lack of institutional support, immaturity of UZP as local government body and the importance the UNOs have in the upazila context prompt them to go beyond the legal considerations.'²⁰ All the political personalities as mentioned above use personal power instead of legal rational authority in the planning and implementation of different development project within their functional jurisdictions. Zamil identifies and analyzes the the issues from different perspective that practically configure upazila public management a very complicated system. These issues are presented in the following table.

Table 5.3: Perspectives of Upazila Public Management

Sl.no	Perspective	Basic Features
1.	Legal Perspective	<ol style="list-style-type: none"> 1. Chairman with limited discretionary power 2. Limited functions of vice chairmen 3. Chairmen with Voting Majority 4. Advisory capacity of concerned MPs 5. UNO as representative of the government 6. Double mandate 7. Duality of control 8. Resemblance of UZP with matrix organization
2.	Political and Cultural Perspective	<ol style="list-style-type: none"> 1. Patron clientelism and political process 2. Dimensions of culture and behaviour of UZP actors 3. Decision making dynamics in UZP 4. Power equation at the upazila parishad
3	Institutional and Operational	<ol style="list-style-type: none"> 1. Role of policymaking level of the government 2. Provisions for inspection

²⁰ Ibid, p89

	Perspective	3. Coordination of government officials 4. Awareness and participation of people
4	Political – Bureaucratic Perspective	1. Classical versus political orientation of bureaucrats 2. Division of roles between politicians and bureaucrats 3. Origin and nature of conflict between politicians and bureaucrats

In this system of public management UNO always functions within the strong influence of political actor. Zamil's study reveals the pattern of influence in the planning and implementation of development projects under ADP grants of government.

Since 'laws are sometimes unable to address the local peculiarities. The political leadership also demands flexible application of the laws. [Consequently] the political context is found to be more important for the UNOs than the legal and political ones.'²¹ But to face the contextual dynamics UNO as a professional public servant cannot become fully devoid of his/her professional role, rather make a balance in between the two using different means and charismatic authority within legal rational setup. It is really tough task for UNO in any upazila of Bangladesh. Female UNOs, who are the recent comer in civil service from a paternalistic society and faces lots of problems. In her study exclusively on the problems field level female civil servant Jahan points out the major problems. These are 'lack of security, inadequate housing facility, dual responsibility of job and household chore, uncongenial working environment and family interference in the profession. Almost two-thirds of the respondents feel highly insecured during their stay at the field. Most of them also find the housing facilities inadequate; in fact, it is the number one problem to them. Dual

21 Ibid, p87

responsibility of job and household chore is one of the biggest problems for them as noted by almost all of the respondents. Nearly half of them find the working environment uncongenial. Interference by the family is also an important problem for them.²² Thus, in such a situation it may be presumed that to run public management on the part of female UNO to be tougher. The findings of the present study presented in the next chapter reveal the actual role of women in public management with reference to upazila administration in Bangladesh.

22 Rawnak Jahan (2010), *Problems of working at the field level: A study of women civil servants of Bangladesh* Unpublished Thesis. (Master in Public Policy and Governance Program. North South University, Bangladesh.)

Chapter VI

Women in Upazila Public Management: Findings and Analysis

It is quite evident from the previous chapter that the upazila public management assumes a very complicated form of public management compared to other tiers of administration where a junior civil servant of the rank of a senior assistant secretary designated as UNO represents the government to ensure the goal of government within the set legal framework. UNOs' responsibilities broadly include: (i) acting the role of nonvoting member secretary in the upazila parishad, the local government body with status of miniature parliament of upazila administration and ensuring the actions of upazila parishad performed in conformity with rules and regulations; (ii) coordinating the activities of different offices under 12 ministries without having any authority on them and (iii) facing externalities as the representative of central administration at the mass or community level. Corresponding to these responsibilities UNO does not have legal rational authority; practically he/she is to rely on charismatic authority based on personal charisma and functional authority developed from his/her functional expertise. Absence of these authorities very likely pushes UNO to rely on referent power of some powerful ones. As the principle officer of upazila administration UNO's job is a full time job which is not confined within defined office hours and he/she is to always stay in the work place unless takes leave. This is also necessary for the very nature of job.

Public management is an institution of constitutional governance; it is a structure of governance and is also a craft that formulates strategy, it manages internal components and deals with external constituencies for planning and implementing government's objectives. It demands

professional expertise that enables a public manager to handle organizational and political behavior in the organization in a coordinated way for performing the assigned tasks efficiently and effectively. Within this conceptual premise the present chapter based on findings at upazila level analyzes the position of women in public management of Bangladesh.

There were 77 respondents at the field level consisting of Upazila Parishad Chairmen, Vice Chairmen, Union Parishad Chairmen, Upazila Nirbahi Officers, Upazila Engineer, Project Implementation Officers, other selected Upazila level officers and Contractor. For avoiding complexity, based on the similarities in the nature of responses the respondents are categorized into three broader categories such as (i) elected representative (Upazila Parishad Chairmen, Vice Chairmen, Union Parishad Chairmen), (ii) Upazila Nirbahi Officers (female UNO, the central focus of the study) and (iii) others (Upazila Engineer, Project Implementation Officers, Other selected Upazila level officers and Contractor.) Out of 77 respondents elected representatives are 21, UNOs are 7 and the rest 49 fall within the third categories.

6.1. UNOs Understudy

Seven upazila, both rural and urban in character from the seven divisions of Bangladesh and female UNOs posted over there have been taken for the study. The upazilas are: Gazaria (Munshigonj), Barura, (Comilla), Kustia Sadar, Bogra Sadar, Dakkhin Surma (Sylhet, Hizla, Panchagor Sadar. All of the UNOs are the members of Administrative Cadre of Bangladesh civil service having the status of senior assistant secretary. They are serving as UNO in the respective upazila from less than one to more than two years. As shown in the table 6.1 only one UNO's length of service is less than one year in the upazila where she is now posted. Three UNOs are serving more

than two year in the respective upazila and the service length of the rest three UNOs are in between one and two years.

Table 6.1: Service Length of Respondents as UNO in the Upazila

Sl. No	Length of Service As UNO	Number	Percentage
1	less than 1 year	1	14.3%
2	1-2 years	3	42.9%
3	more than 2 years	3	42.9%
Total		7	100%

All the UNOs are married and have children. Their husbands are also doing jobs, one in private sector and the others are in government jobs. The sizes of their families vary from 3 to 6 members. Families of four UNOs are living with them in their work places. Three UNOs' families stay outside the upazila, in other places. This dislocation creates some problems for them. They visit their families at least one in a month.

The families of the UNOs whether stay with them or not, all the UNOs have to manage their family responsibilities traditionally accrued upon them as mother and wife in one or other way, directly and indirectly. In spite of being public manager with whole time responsibilities they could not get rid of the traditional family obligations. They, thus, perform the tasks of both family managers and public managers. This duality in responsibility is an inherent constraint for female UNO in playing their role as public manager. Along with this, living in separate places in isolation with their families is also another constraint to the functioning UNOs. Because of physical distance from family they could get rid of family responsibilities and give up the traditional responsibilities as women to the children and family. They are to constantly monitor the activities of their families and give decisions regarding their children and other family affairs. It always exerts mental pressure on UNOs and obviously it impacts on their performance.

6.2. Strategic Functions of UNO

Upazila Nirbahi Officer (UNO) perform a number of strategic functions including assisting in the formulation and implementation of an integrated development plan; preparation and approval of the annual budget of the parishad and justifying all expenditures in the light of financial rules made for regulating upazila parishad fund. He/she is to ensure the appliance of government directives in all the activities and bring it to the notice of the government if there is any lapse, maintain the records of the income and expenditure of the parishad and also take measures to release funds for financing developmental and project expenditure after the approval of the budget.

Upazila level plan is formulated in the upazila parishad meeting. Plan is passed after discussion with the votes of the majority of the voting members of UZP. UNO acts as the secretary to the parishad. He/she participates in the meeting as a nonvoting member and can produce his/her opinions or suggestions because he/she is legally assigned with the functions of ensuring the decisions of UZP made as per the rules provided by the government. All the UNOs under study participate in the UZP meetings in their respective upazila, but to what extent they can play their prescribed role primarily depends on their involvement in the discussion process as well as the cooperation they get from the house especially from the Upazila Parishad Chairman (UZPC). It is also a matter of inquiry whether the gender aspect has any role in the UNOs' participation in the decision making process.

6.2.1. Participation in the UZP Meeting

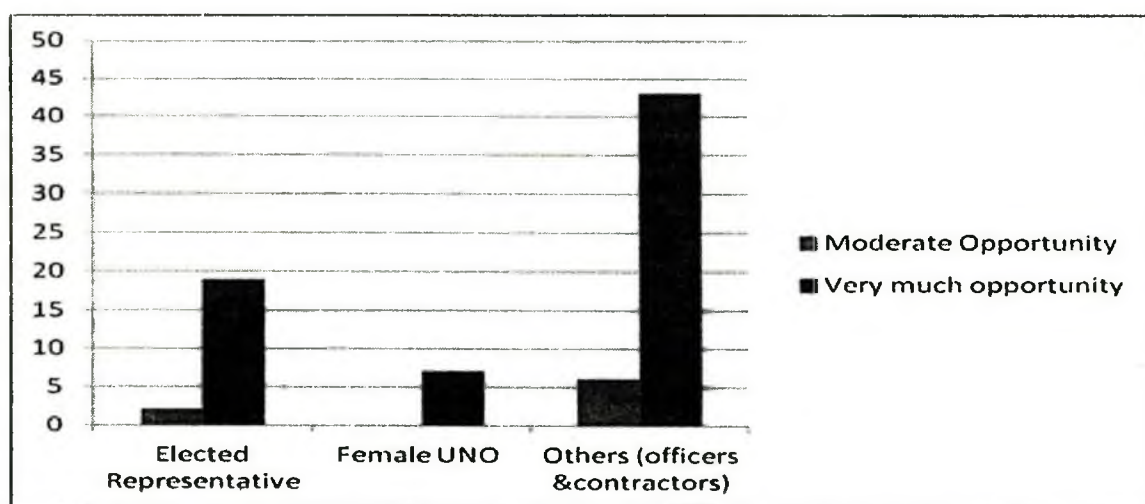
Upazila parishad meeting occupies important position in the upazila level public administration and management. All important strategic and functional decisions are taken in the meeting. Including UNOs all the 77 respondents from different categories of the upazila under study were asked

about the opportunity and capability of UNOs in the discussion process of upazila parishad meeting and impact of gender in the discussion process. The opinions of the three categories of respondents are given in the table 6.2. Some the respondents think the scope UNO's participation is moderate and the other expressed that they have very much scope in taking part in discussion.

Table 6.2: Type of Opportunity UNOs Have in Taking Part in Discussion in UZP Meeting

Sl.No	Respondents	Moderate Opportunity	Very much opportunity	Total
1	Elected Representative	2	19	21
2	Female UNO	0	07	07
3	Others (officers & contractors)	6	43	49
	Total	8 (10.40%)	69 (89.60%)	77 (100%)

Almost 90 percent of the total respondents, 100% UNO and 80% of the other respondents hold that UNOs have very much scope to take part in the upazila parishad meeting. Only according to 10% respondent UNOs have moderate opportunity to participate in the discussion of parishad meeting.



Graph 1: Type of Opportunity UNOs Have in Taking Part in Discussion in UZP Meeting

How the gender issue affects women's participation is also a dimension of women's participation in the meeting. In this regard the opinion reflected from the respondents is depicted in the table 6.3.

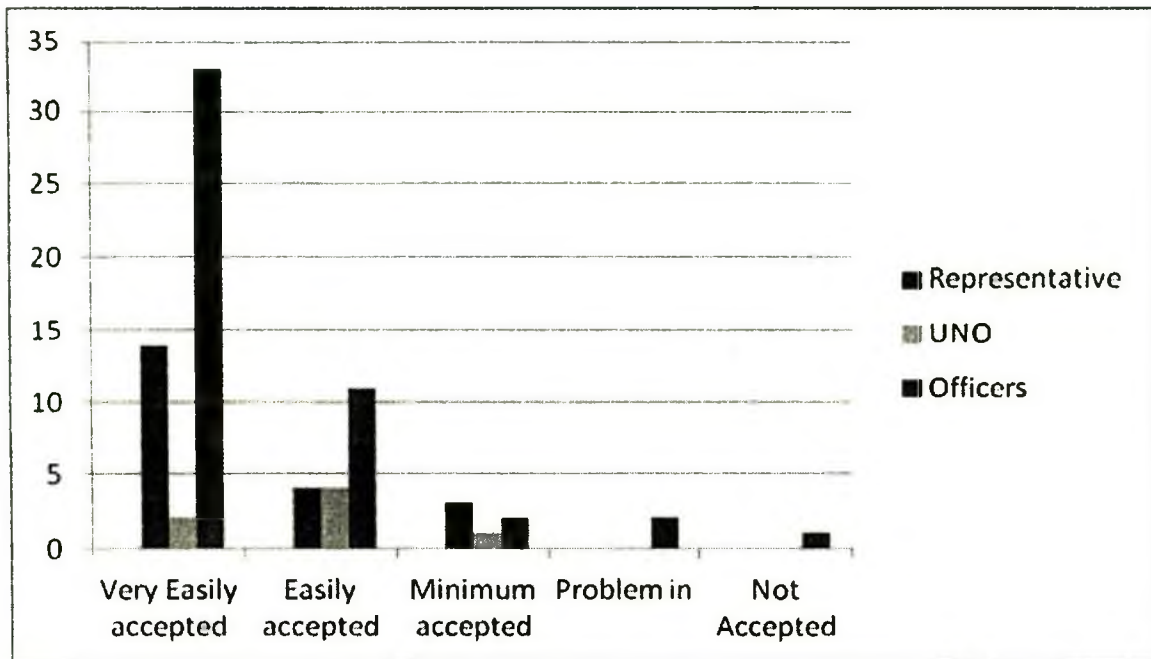
Table 6.3. Extra Advantage/Disadvantage/Difficulties of Gender in Participating Meeting by UNOs

Respondents	Get much Advantage	Get some Advantage	No advantage or disadvantage	Face difficulty	Total
Elected Representative	03	06	11	1	21
UNO	01	0	06	0	07
Officers/contractor	11	10	28	0	49
Total	15 (19.48%)	16 (20.77%)	45 (58.44%)	1 (1.3%)	77 (100%)

Among 77 respondents 15(19.48%) and 16(20.77%) observe that UNOs have some advantages to participate in the meeting, but 6 UNOs find no advantage or disadvantage on the gender issue. Only 1 elected representative indicates to difficulties that female UNO face in the UZP meeting. The most vital question is that how do the house accept the proposal of UNO placed by UNO in the meeting. The following table shows a picture of the nature of acceptability of UNO's proposals in the parishad meeting.

Table 6.4 How Proposal Presented by UNOs are Accepted/rejected in the Meeting

Respondents	Very Easily accepted	Easily accepted	Minimum accepted	Problem in accepting	Not Accepted	Total
Representative	14	04	3	0	0	21
UNO	02	04	1	0	0	07
Officers/contractor	33	11	2	2	1	49
Total	49 (63.63%)	19 (24.68%)	6 (7.80%)	2 (2.60%)	1 (1.30%)	77 (100%)



Graph 2: How Proposal Presented by UNOs are Accepted/rejected in the Meeting

Only 3 respondents find problem in accepting the proposals of UNO by the house and 1 opined that proposal are not accepted. 63% of the respondent points out that proposal are very much easily accepted and according to 24.68% easily accepted that is 88.31% of the respondents hold that proposals of UNOs in the meeting are well accepted. Among the 7 UNOs 6 holds that their proposal are accepted and only 1 respondent expresses that minimum number of proposal are accepted.

6.2.2. Role in Planning and Budgeting

UNOs can easily participate in the upazila parishad meeting and gender issue does not constrain but facilitate their participation in the upazila planning process. It is confirmed by all the respondents. Budgeting is one of the important dimensions in upazila planning. UNOs through their participation in the planning and budgeting process have to put their suggestions on different economic aspects. In planning and budgeting allocation of fund is always molded by complicated polical-economic factors of local and national character. This is a very difficult task in public

management process. Multidimensional forces act on the performance of this task. The following sections highlights the role of UNO in the planning budgeting processes.

(i) Actors of Development Planning

In the upazila level Upazila Parishad Chairman (UZPC) and other representative members of the parishad directly play important role in the planning process. There are also other actors are directly involved in development planning process in upazila administration. Besides them the concerned Member of Parliament (MP) has enormous influence in the planning process of upazila public management. The following table represents the role the actors in a numerical manner.

Table 6.5 Type of Role Played by Different Actors in Planning of Development Project

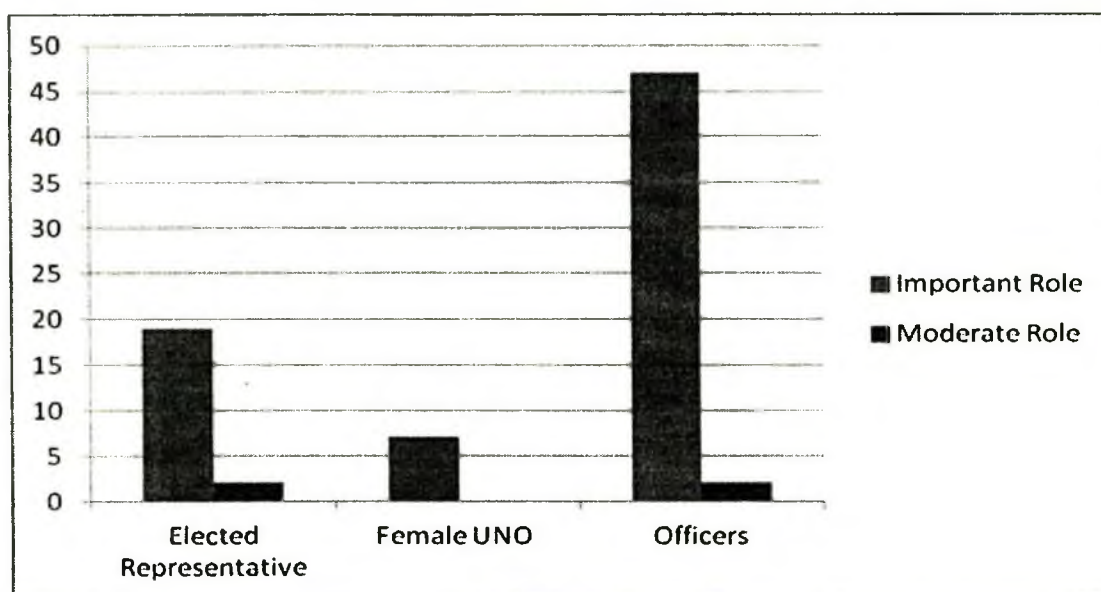
Sl. no	Persons	Important	moderate	Very normal	No role	Total
1	MP	62	13	2	0	77
2	UZPC	71	5	1	0	77
3	UNO	73	4	0	0	77
4	UZPVC	51	20	5	1	77
5	UZPFVC	49	22	5	1	77
6	UPC	43	32	0	2	77
7	Engineer	57	19	0	1	77
8	PIO	62	15	0	0	77
9	Other Officers	60	14	0	3	77
10	Contractor	37	32	4	4	77

According to the statistics UNO's role is the most important which is followed by upazila parishad chairman and member of parliament. 73 respondents assess UNO playing the most important role. Among the officers 62 respondents identify Project Implementation Officers (PIO) to be

a very important actor in the planning process. The facts revealed in the Table 6.6 describe that all the respondents recognize UNO's important role in planning.

Table 6.6 Nature of Role Played by UNOs in Integrated planning

Sl.No	Respondents	Important Role	Moderate Role	Total
1	Elected Representative	19	2	21
2	Female UNO	07	0	07
4	Officers	47	2	49
	Total	73 (94.80%)	4 (5.19%)	77 (100%)



Graph 3: Nature of Role Played by UNOs in Integrated planning

The Member of Parliament (MP) is not a member of the parishad but from advisory capacity he plays a very vital role in the planning process. The Table 6.7 shows that most of respondents, 62 out 77 consider that the MP plays important role in planning the development projects of the upazila administration. The assessment by the different categories of the respondent regarding the MP's role is in the Table 6.7.

Table 6.7 Nature of Role of Member of Parliament (MP) in integrated planning

Sl.No	Respondents	Important Role	Moderate Role	Not important Role	Total
1	Elected Representative	18	2	1	21
2	Female UNO	7	0	0	7
4	Officers	37	11	1	49
	Total	62 (80.51%)	13 (16.90%)	2 (2.60%)	77 (100%)

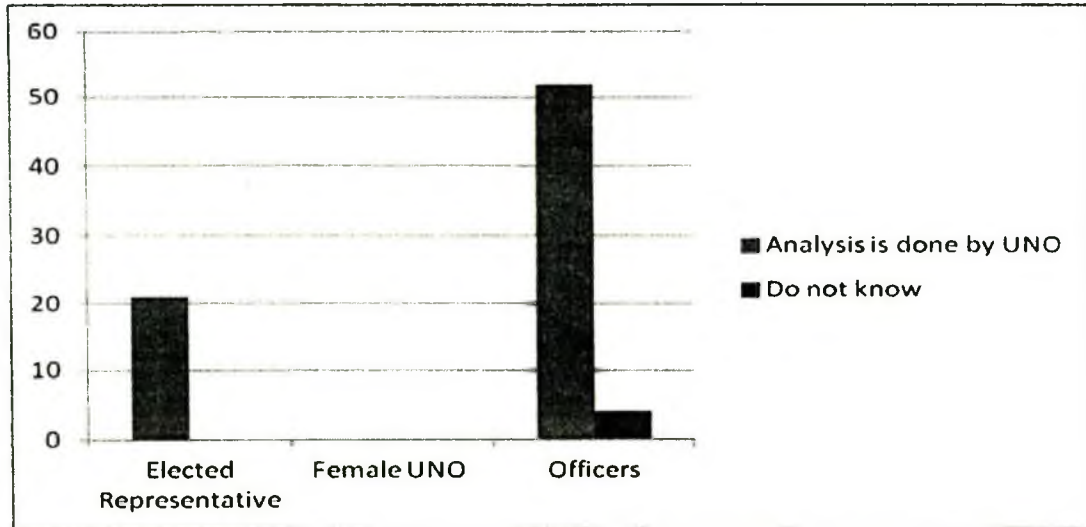
The above table shows that 18 (85.71%) representative members, 7 UNOs (100%), and 62(75.71%) officers identify MP playing important role in the upazila planning process from outside. MPs in each of the seven upazila understudy are found to mould upazila plan from their political stand.

(ii) SWOT Analysis for Planning

Most important input to planning is SWOT (Strength, Weakness, Opportunity and Threat) analysis. UNO at the time of planning performs this analysis. Most of the respondents are also aware of this role of UNO. Their opinions are surveyed under two questions, one related to strength weakness analysis and the other to opportunity threat analysis. The following two tables contain facts related to SWOT analysis.

Table 6.8 Strength Weakness Analysis by UNO at the Time of Planning

Sl.No	Respondents	Analysis is done by UNO	Do not know	Total
1	Elected Representative	21	0	21
4	Officers	52	4	56
	Total	73 (95%)	4 (5.2%)	77 (100%)



Graph 4: Strength Weakness Analysis by UNO at the Time of Planning

Table 6.9 Opportunity and Threats Analysis by UNO at the Time of Planning

Sl. No	Respondents	Analysis is done by UNO	Do not know	Total
1	Elected Representative	21	0	21
4	Officers	56	0	56
	Total	77	0	77

SWOT analysis is a professional function of public management. Any field level public manager is to do this analysis in discharging his administrative and development responsibilities in the changing, dynamic and uncertain environment. Except four officers all the respondents confirm UNO's SWOT analysis at the time of planning. UNOs with others follow a participatory method in SWOT analysis. UNOs use observation, consultation and analysis of past history in together as the most popular tools of SWOT analysis. They observe the overall environmental dynamics first, consult with both people representatives and officials and analyze the past records before formulating project plans. All other actors and the respondents are also aware of the methods. The Table 6.10 reveals the realities of relative emphasis in this regards.

Table 6.10 Methods Emphasized by UNOs at the Time of SWOT Analysis

Sl.No	Respondents	Through observation	Consultation with elected representatives	Consultation with other Upz officials	Analysing past history	Total
1	Elected Representative	4	14	2	1	21
2	Officers	4	22	22	1	49
3	Total	8	36	24	2	70

36 respondents hold that highest emphasis is given on the consultation with the elected representatives, then on consultations with other upazila level officers. According to 8 respondents observation gets priority in the SWOT analysis process of UNO.

Level of acceptance of SWOT analysis among the participants in the planning process is a very important factor for sound planning. The table shows the pattern of acceptability of UNO's analysis.

Table 6.11 Acceptance Level of SWOT Analysis of UNOs

Sl. No	Respondents	Very Easily accepted	Easily accepted	A little bit problem	Minimum accepted	Not Accepted	Total
1	Elected Representative	0	0	06	12	3	21
4	Officers	3	2	29	14	1	49
	Total	3	2	35	26	4	70

The table explores the opinions of the respondents other than UNOs to have an unbiased picture. Only 4 of the 70 respondents are in opinion that result of SWOT analysis are not accepted while others holds one or other way a positive view regarding the result. But the stakeholders are found to attach importance to this process of analyzing strength, weakness, opportunity and threat analysis.

Table 6.12 Type of Importance Attached to the SWOT Analysis of UNOs by Different Actors

Sl.No	Persons	Provide much Importance	Les importance	Nothing	Total
1	MP	65	12	0	77
2	UZPC	73	4	0	77
4	UZPVC	68	6	3	77
5	UPC	67	7	3	77
6	Engineers	72	5	0	77
7	PIO	71	6	0	77
8	Different officer	71	6	0	77
9	Contractor	57	16	4	77

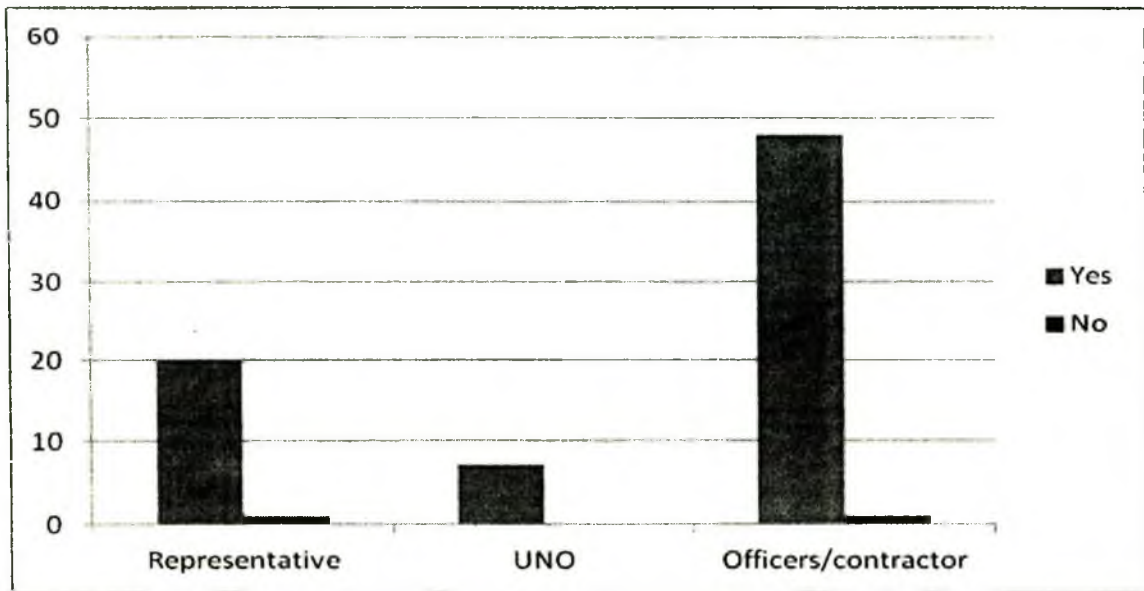
Almost all the persons involved in the planning process attached importance to the analysis. It is one of the most vibrant indicators of the capability of female public servants in public management.

(iii) Budgeting and Financial Allocation

Budgeting is the most important aspect of project planning in upazila public management. Budgetary decisions are taken at the parishad meeting based on the technical supports of concerned officers. But when the budgets of different sectoral projects are integrated there necessarily arise the questions of allocations and reallocations and the basic strategic decisions are taken at the time final approval of the budget. At this stage UNO has a vital role to play to ensure conformity between the objectives of the central government and local level expectations. The following table shows that UNOs play their role in this process.

Table 6.13 Whether UNOs Play Effective Role in Budget Approval

Respondents	Yes	No	Total
Representative	20	1	21
UNO	07	0	07
Officers/contractor	48	1	49
Total	75 (97.40%)	2 (2.60%)	77 (100%)



Graph 5: Whether UNOs Play Effective Role in Budget Approval

All of the UNOs are in the opinion that their proposals on financial matters are accepted by the UZPC and others in the parishad. In cropping the acceptance what is the role of gender has been explored in the study based on the opinion of the respondents. Findings in this regard are presented in the table 6.14.

Table 6.14 Extra Advantage/disadvantage of Gender in Getting Acceptance of Proposal for Financial Allocation from

Sl. No	Respondents	Too much Advantage	Little Advantage	No advantage or disadvantage	Very Difficult	Total
1	Elected Representative	03	07	10	1	21
2	UNO	01	00	06	0	07
5	Officers/Contractor	12	14	23	0	49
	Total	16 (20.80%)	21 (27.27%)	39 (50.65%)	1 (1.30%)	77 (100%)

37(16+21) (28.50%) of the total respondents think that female UNO gets extra advantage in getting their financial proposals approved in the UZP meetings while 6 UNOs deny it and state that gender does not have any influence on the process of accepting their proposals.

6.2.3. Compliance of Rules and Regulations

The most important thing to assess is the role of UNO when Upazila Parishad (UZP) or Upazila Parishad chairman (UPZC) take decision violating prescribed rules and regulations. In such case UNO will request the parishad in writing to reconsider the decisions taken that he thinks have not been taken lawfully, and may adversely affect people's life, health, and public security, if implemented. If the parishad remains strict to its decision, he will inform the government or prescribed authority about it with the knowledge of the parishad chairman.

Table 6.15 Contravention of Rules and Regulations in UZPM Decisions

Respondents	Never breaks law	Rarely breaks	Sometimes breaks	Often breaks	Total
Representative	17	4	0	0	21
UNO	2	3	0	2	7
Officers/contractor	35	13	1	0	49
Total	54 (70.13%)	20 (26%)	1 (1.3%)	2 (2.60%)	77 (100%)

The table 6.15 shows the status of the contravene of law in the upazila parishad meeting (UZPM). Except 4 all the elected representatives interviewed say that decisions are never taken breaking the existing rules and regulations, but according to the opinion of 20 respondents it happens rarely. 2 UNOs out of 7, observe that the parishad very often takes decisions out of the way.

In case of UZP's decisions taken disobeying legal provisions UNO may request upazila chairman in written to reconsider the decision or inform government or higher authority.

Table 6.16 What Measures are Taken by UNOs When any Decision of Parishad Stands Against Law and Citizen's Interest

Respondents	Written request to UZP	Inform chairman, government or relevant authority	Never face this situation	Total
Representative	14	0	7	21
UNO	4	0	3	7
Officers/contractor	33	7	9	49
Total	51 (66.23%)	7 (9.1%)	19 (24.7%)	77 (100%)

There naturally arise some disagreements and discontents because it is obligatory to inform higher authority with the knowledge of UZP chairman. The study reveals the fact that 51(66.23%) respondents express that in case of violation of rules and regulations UNOs request UZP to revise the decisions. 7 (9.1%) of them witnesses sending of formal report by UNOs to the higher level government authority. According to 19(24.7%) respondents, no situation arises that require sending request to UZPC in written or informing higher authorities.

Ensuring the activities of upazila parishad in conformity with law, rules and regulations is one of the most important strategic functions, as well as difficult functions of UNOs regardless of gender consideration. It is in reality a risky job for UNO to send note to higher authority against any decisions taken by the elected representatives in the upazila parishad meeting. It is presumed to be tougher for female UNOs in any Upazila.

Table 6.17 Extra Advantage/disadvantage/difficulties of Gender in Sending Formal Request for Revising Decisions

Respondents	Get much Advantage	Get some Advantage	No advantage or disadvantage	Face difficulty	Too Much Difficulty	Total
Elected Representative	0	3	17	1	0	21
UNO	0	0	05	2	0	07
Others	1	4	43	0	1	49
Total	1 (1.3%)	7 (9.1%)	65 (84.41%)	3 (3.9%)	1 (1.3%)	77 (100%)

From the table it becomes clear that gender issue does not affect the role of UNO in taking the prescribed action when the upazila parishad takes any decision without following rules. But 2 UNOs face some difficulties in sending formal letter to the authorities on the matter of contravening existing rules. Despite of the difficulties they did so as a part of their official obligations.

6.3 Managing Internal Components

Managing internal components is an ongoing and full time function of Upazila Nirbahi Officer (UNO). Structure of upazila public management bases on a matrix organization comprising heterogeneous elements like (i) peoples' representatives of different bodies such as UP, UZP, Municipality, Parliament; (ii) officers of different nation building agencies belonging to different cadres and ministries/departments of whom some are specialists and some are generalist. Managing the political elements, except MP, starts from UZP meeting and extends up to the process of project implementation. UNO has to remain careful so that the MP concerned does not become annoyed with her. All the UNOs under study are very alert on this issue and handle the interference of MP very tactfully and lawfully. As the principal executive UNO has to always manage UZPC in implementing the development programs and running other administrative functions. He/she is to guide upazila chairman in the administrative matter. It constitutes a very complicated task in the whole gamut of internal component management. Besides these, coordination among the upazila level government functionaries, according to all the respondents is the most important responsibility for UNO in upazila public management.

6.3.1. Administrative Role of UNO

UNO works as the executive hands of the upazila chairman and the central administration at the local level. His administrative role is of different types,

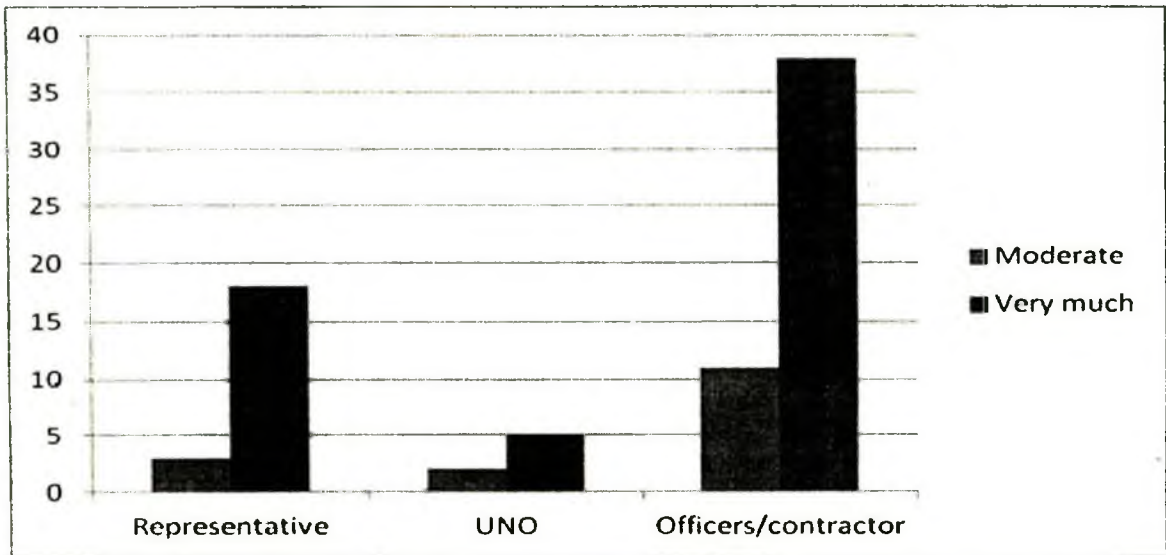
such as advisory, regulatory and coordinating in nature. UNO assists chairman in exercising his executive power. Including the meeting of the UZP, he plays the role of a key actor in convening the meeting of different committees. S/he communicates the decisions of the parishad to the local government ministries and thereby plays a regulatory role and supervises all developmental and administrative activities at the upazila level. UNO also perform the role of a coordinator in the discharge of functions by officials transferred to the upazila parishad. All these administrative functions UNO performs in collaboration with upazila chairman, upazila level officers and other stakeholders. In this regard, the functional relationship between UNO and upazila chairmen is very important.

(i) Assistance form UZP Chairman for Administrative Decision

All the administrative decisions of UNO legally or functionally are of great concern for upazila chairmen for which the first and main task of UNO's administrative role is to get assistance from the chairman in administrative decisions. It is UNO's management capability that helps him/her get the required assistance and cooperation. The Table 6.18 reveals the fact the UNOs understudy always gets assistance from their chairmen. Out of the total 77 respondents 61 observe that chairmen are very much moderate to assist UNOs in administrative decision making.

Table 6.18 Nature of Assistance Received by UNOs from UZP Chairman in Administrative Decision

Respondents	Moderate	Very much moderate	Total
Representative	03	18	21
UNO	02	05	07
Officers/contractor	11	38	49
Total	16 (20.8%)	61 (79.22%)	77 (100%)



Graph 6: Nature of Assistance Received by UNOs from UZP Chairman in Administrative Decision

What is the special role of gender in getting assistance from upazila chairman is an important issue of inquiry in the study. Facts related to this issue are presented in the following table.

Table 6.19 Extra Advantage/Disadvantage/Difficulties of Gender in having Assistance from Chairman in Administrative Decision

Respondents	Get much Advantage	Get some Advantage	No advantage or disadvantage	Face difficulty	Total
Representative	03	08	09	1	21
UNO	01	0	06	0	07
Officers/contractor	10	11	28	0	49
Total	14 (18.18%)	19 (24.68%)	43 (55.84%)	1 (1.30%)	77 (100%)

From over all analysis 55.85% respondent think that gender does not have an influence in getting assistance from the UZPC while according to 42.86% respondent because of being female UNOs have some advantages to get assistance from the UZP chairmen. Among them 1 UNO is in opinion

that she is in a much advantageous position to receive support from the chairman in taking administrative decisions.

(ii) Providing Necessary Suggestions to Upazila Chairman as a Female

UNO

Providing necessary suggestions to the upazila chairman in performing his executive role is one of the important functions of UNO. UNO is the provider of management expert support to the chairman whose role is basically political in nature and may not necessarily have this expertise. Almost all the respondents clearly explain that UNO assists UZP chairman in his administrative and development works. Whether UNOs face any problem to perform this function for being female has been studied. The following table shows the facts in this regard.

Table 6.20: Extent of Problem faced by Female UNOs to help and provide necessary suggestions due to Gender Difference

Sl.No	Respondents	Little Problem	Very Little Problem	No Problem at all	Total
1	Elected Representative	1	02	18	21
2	Female UNO	0	0	07	07
3	Officers/Contractor	3	09	37	49
	Total	4 (5.2%)	11 (14.3%)	62 (80.51%)	77 (100%)

From the table 6.20 it becomes clear that among 77 respondents 62 (80.51%) opine that they do not at all face any problem to give any suggestion to the chairmen. All of UNOs in the seven upazilas under study are in opinion that none of them face any problem in giving their suggestions in the allied matters of their concern. With other things it is observed that for administrative and development capabilities they do not face any problem to discharge their supportive role to the chairman.

6.3.2 Monitoring the Activities

UNO as the principal executive and secretary to the upazila parishad has to play the most vital role in formulating and implementing development projects. He/she also supervises and monitors administrative and developmental activities. Except one union parishad chairman, an elected representative in the upazila parishad all the respondents recognize this role of UNO in the upazila administration. UNO directly or through different committees ensures the monitoring of administrative activities and regularly visits at the fields to monitor the development program activities and integrates herself with local people in different occasions. From the perspective of traditional values that are still possessed in the rural societies in Bangladesh it is not an easy task. The UNOs interviewed for the purpose of the present research perform these functions as a part of their official responsibilities. What are the advantages and disadvantages they encounter as a female public manager in monitoring these activities are shown in the following table.

Table 6.21: Extra Advantage/Disadvantage/Difficulties of Gender in Monitoring Administrative and Development Activities.

Respondents	Get much Advantage	Get some Advantage	No advantage or disadvantage	Face difficulty	Total
Elected Representative	0	08	13	0	21
UNO	0	0	07	0	07
Officers/contractor	3	07	38	1	49
Total	3 (3.9%)	15 (19.9%)	58 (75.32%)	1 (1.3%)	77 (100%)

The table 6.20 gives a picture that to the UNOs that gender does have any impact on their role in monitoring administrative and development activities. Including those most of the respondents also are in the same opinion. Only to (3+15)18 out of 77 respondents gender deemed to play favorable role in UNO's monitoring functions.

6.3.3 Coordination

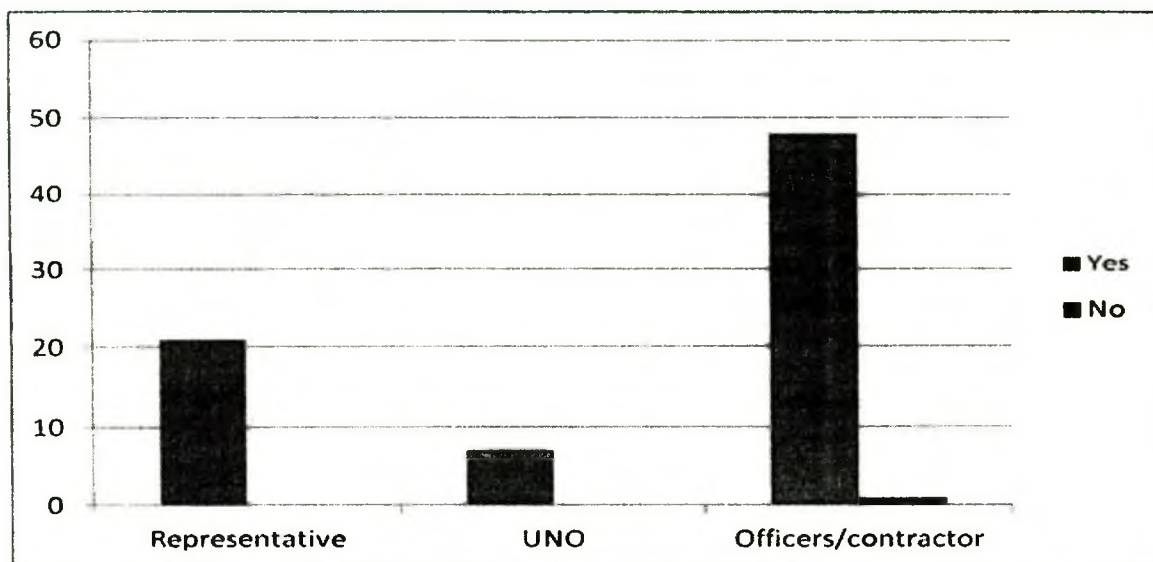
Specialization through division of works and responsibilities and coordination of the distributed responsibilities are two important and inseparable features of any large scale organized efforts. Upazila administration consists of a variety of specialized departments of central government. Each of the department has specific role to play to attain the objective of the government. Coordination of the activities of these units of the government is perhaps a problematical task in upazila public management. It is also one of the important functions of UNO as field level public managers. Historically prevailing specialist generalist conflicts, absence of enough formal power and authority in the hands of UNO, and recently added political dynamics etc. act as main and built in constraints to upazila level coordination. Despite of these problems UNO has to coordinate the activities by using different formal and informal mechanisms, personal contacts, committee meetings, UZP coordination meeting and so on.

(i) Field Visits for Coordination

UNO coordinates project level activities through field visits. Perhaps it is the difficult phase of coordination in upazila public management. It refers to coordination between targeted project activities and project performance as well as coordination between peoples will and project output. This coordination is not simply any technical aspect, it has moreover psychosocial dimensions.

Table 6.22: Whether UNOs Visit Field for Operational Level Coordination

Respondents	Yes	No	Total
Representative	21	0	21
UNO	07	0	07
Officers/contractor	48	1	49
Total	76 (98.7%)	1 (1.3%)	77 (100%)

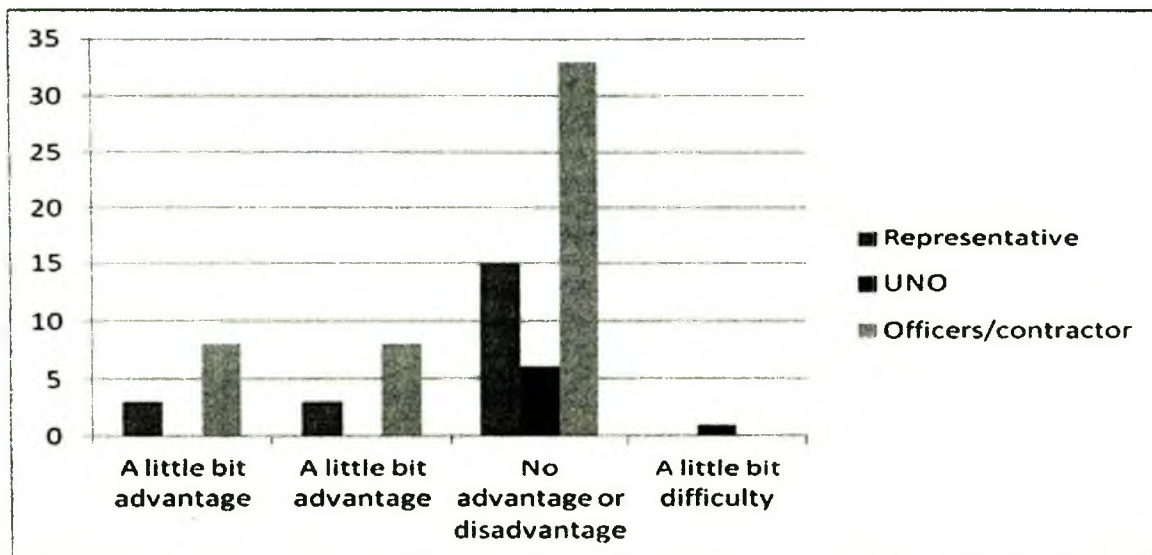


Graph 7: Whether UNOs Visit Field for Operational Level Coordination

UNO regularly pays field visit to ensure operational level coordination. They are found to capably coordinate field level activities. In performing this function the extra advantage/disadvantage/difficulties they encounter are shown in the following table.

Table 6.23 Extra Advantage/Disadvantage/Difficulties of Gender During Field Visit

Respondents	A little bit advantage	A little bit disadvantage	No advantage or disadvantage	A little bit difficulty	Total
Representative	03	03	15	0	21
UNO	0	0	06	1	07
Officers/contractor	08	08	33	0	49
Total	11 (14.29%)	11 (14.29%)	54 (70.13%)	1 (1.3%)	77 (100%)



Graph 8: Extra Advantage/Disadvantage/Difficulties of Gender During Field Visit

70.13% of the respondent hold that gender identity of UNOs does not have any impact on the field visit of female UNOs. Rather it has positive and facilitating role according to the opinion of about 29% respondents. One UNO finds a bit difficulty in visiting field as female UNO but it does not have any negative impact on the output of her field visit.

(ii) Problems Encountered by UNO in Coordinating and Gender Role

The respondents were asked two questions about how much problems does UNO face in coordinating the activities within her jurisdiction and what is the influence of gender in facilitating or retarding the coordination process conducted by UNO. Their views have been computed in the following tables.

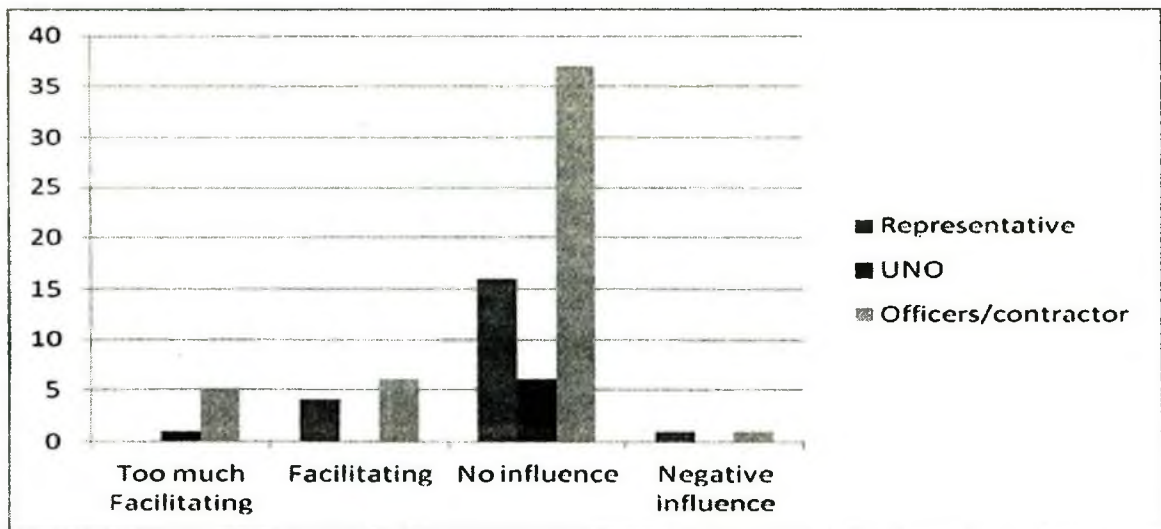
Table 6.24 Whether UNOs Face Problems in Coordinating Works of Officer

Respondents	Yes	No	Total
Representative	1	20	21
UNO	1	06	07
Officers/contractor	0	49	49
Total	2 (2.6%)	75 (97.4%)	77 (100%)

Table 6.24 shows that according to two respondents UNO faces problems in coordinating the activities of different officers in upazila administration. Among these two one is UNO who shares her personal observation regarding coordination problem. The problems are mainly for the absence of directives for coordination and cadre distinction, lack of informal contact, lack of mutual trust and so on. Gender issue is not at all a significant problematic factor. Field level data in some cases indicates that gender often plays facilitating role in the coordination of activities.

Table 6.25 Role of Gender in the Coordination Process

Respondents	Too much Facilitating	Facilitating	No influence	Negative influence	Total
Representative	0	4	16	1	21
UNO	1	0	06	0	07
Officers/contractor	5	06	37	1	49
Total	6 (7.79%)	10 (13.00%)	59 (76.62%)	2 (2.60%)	77 (100%)



Graph 9: Role of Gender in the Coordination Process

One UNO interviewed that for being a female UNO she has some extra privileges in coordinating different activities within her task environment. 6 other UNOs hold that their gender identity does not have any influence on

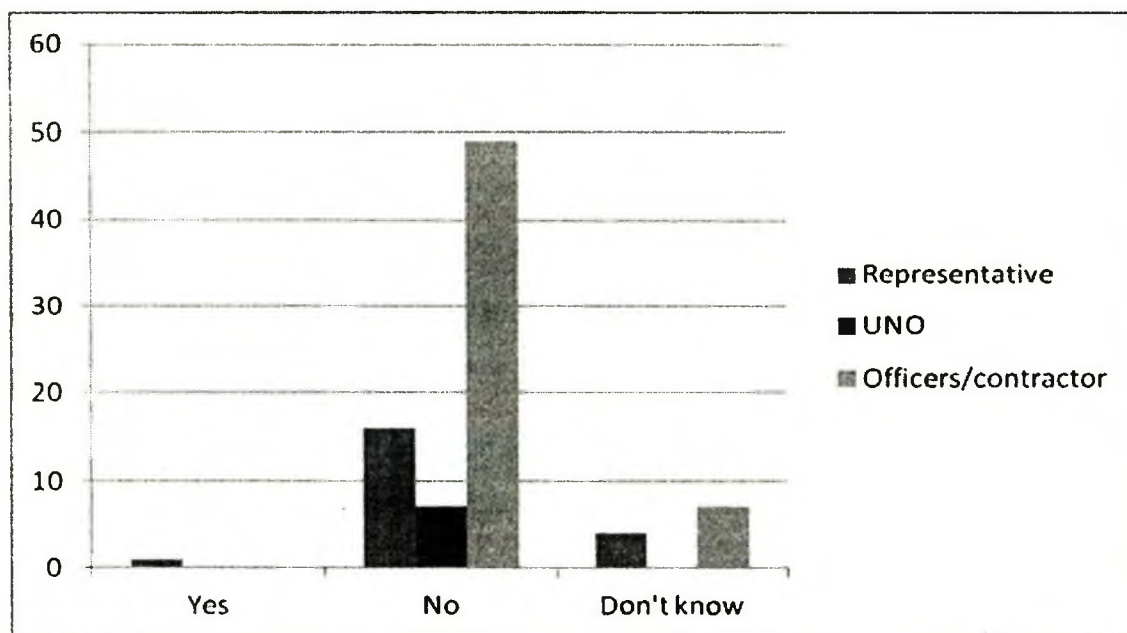
the coordinating functions.59 (76.62%) respondents support this view, 16 find the role of gender facilitating and 2 observe gender playing negative role in the coordinating process.

6.3.4 Financial Management

Financial management is one of the most crucial areas of internal component management. Female UNOs are successfully managing this part of internal component management within the jurisdiction of their public management. The following table highlights the facts in this regards.

Table 6.26 Whether UNOs Face Problems in Maintaining Income and Expenditure Due to Gender Differences

Respondents	Yes	No	Don't know	Total
Representative	1	16	04	21
UNO	0	07	0	07
Officers/contractor	0	49	07	49
Total	1 (1.30%)	65 (84.42%)	11 (14.29%)	77 (100%)



Graph 10: Whether UNOs Face Problems in Maintaining Income and Expenditure Due to Gender Differences

65 (84.42%) respondents note that UNOs do not get any problem in managing income expenditure within their disposal.

6.4 Managing External Constituencies

External constituencies of upazila public management comprising diverse actors, factors and forces make the system environment very complex and complicated. There are many socio political and economic forces very much active surrounding the upazila administration. Public management approach is more demanding in this situation. The success and effectiveness of the functioning of UNO in ultimate analysis depend on the recognition and support of the external constituencies. It is to mention here that from functional point of view the nature of external constituencies has more direct influence on the administrative process compared to those of the central administration.

6.4.1 Contextual Factors in Managing Externalities

Upazila public management requires sufficient input supports for its functioning. But scarcity of supports always handicaps external constituency management in upazila administration. Amidst of this and other problems women are not less powerful in managing external constituencies.

Table 6.27. Opinion of the Respondents on the Assumption that 'Women are Less Powerful in the Field Level Activities'

Respondent	Partly Agree	Fully agree	partly disagree	Fully disagree	no opinion	Total
Elected representatives	1	0	05	15	0	21
UNO	0	0	01	06	0	07
Others	4	1	11	30	3	49
	5 (6.50%)	1 (1.30%)	17 (22.07%)	51 (66.23%)	3 (3.90%)	77 (100%)

The figures presented in the Table 6.27 discard the assumption that women are less powerful in managing the environmental factors that are acting on her administration. Among 77 respondents only 1 officer fully agree with the statement and 51 fully disagree with the statement.

It is also commonly belief that women are softer than male official at the field level which is also calculated as a weakness of female UNO. But the fact revealed from the field study does not comply with this presumption.

Table 6.28 Opinion of the Respondents on the Assumption that 'Women are Much More Softer than Male Officials in Field Level'

Respondents	Partly Agree	Fully agree	Partly disagree	Fully disagree	No opinion	Total
Elected representatives	1	06	1	04	09	21
UNO	0	0	3	04	0	07
Others	2	11	0	12	24	49
Total	3 (3.90%)	17 (22.07%)	4 (5.19%)	20 (26%)	33 (42.90%)	77 (100%)

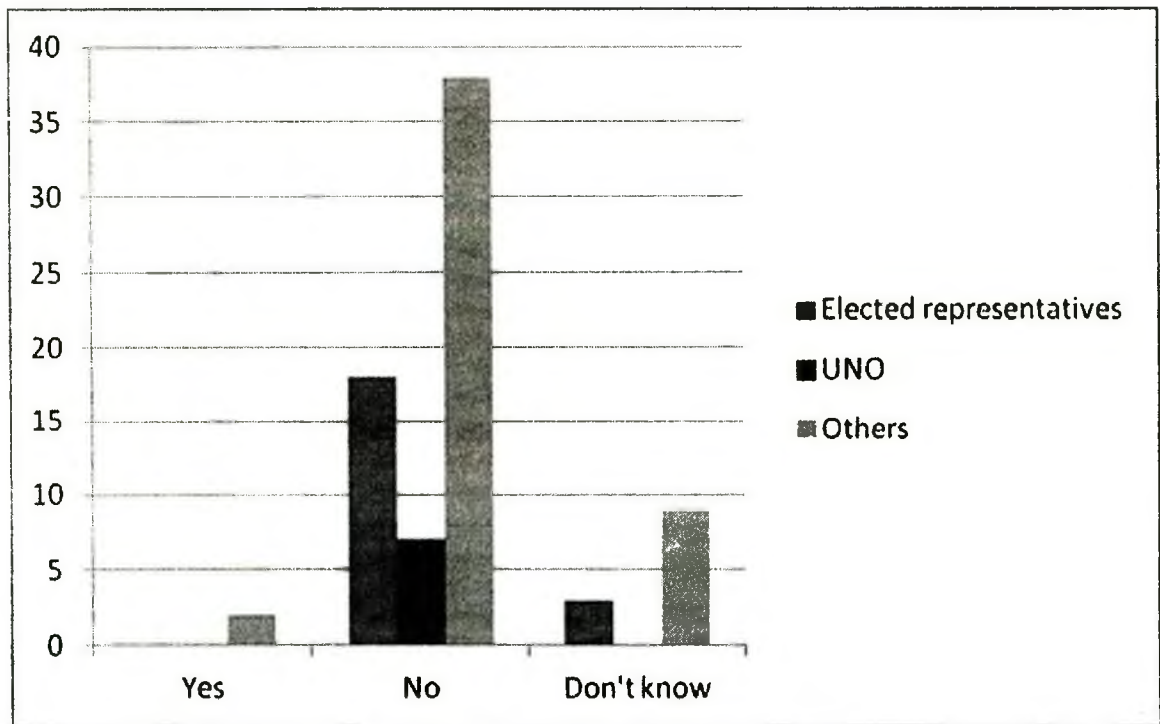
33 of the respondents did not give their opinion on the statement, only 3 support it and the rest deny at different limit. UNOs are in the opinion that softness or roughness is not important, softness often facilitates administrative performance. They hold that they behave softly with the stakeholders without compromising with their objectives and rules and regulations.

At the time of relief distribution the dynamics at the field level become very sharpened and UNO has to handle the same very tactfully with professional expertise. The field study ascertains that female UNOs are performing the function of relief distribution very smoothly. Due to their judicious behavior

and expertise as reported by the respondents, they do not face difficulties during conducting relief operation.

Table 6.29 Whether Female UNOs Face Difficulties During Relief Work

Respondents	Yes	No	Don't know	Total
Elected representatives	0	18	03	21
UNO	0	07	0	07
Others	2	38	09	49
Total	2 (1.30%)	63 (82%)	12 (15.60%)	77 (100%)



Graph 11: Whether Female UNOs Face Difficulties during Relief Work

Only one respondent out 77 marks UNO facing difficulties during relief operation that is very insignificant to assess the capabilities of UNOs. The facts put in the Table 6.28 are a clear demonstration of the expertise of UNO in managing the external constituencies at the grassroots level. 82% of the respondents hold that female UNOs do not face any problem during relief operation in the field.

6.4.2 Reporting the Realities

UNO does not only manage external constituencies, they are to prepare report and send to the higher authority. For this they collect and analyze facts using multiple methods like discussion, observation, field visits and so on. Reporting is a very sensitive task. In the reports UNOs also send proposals for new projects to address field needs.

Table 6.30 Number of Project Proposals Sent by UNOs to Higher Authorities for Approval

Sl.No	Number of Project Proposal Sent	Number of UNO
1	1-2	1
2	2-3	1
3	3-5	1
4	5-10	2
5	10-above	2

Analysis of the table refers to the managerial capability of UNOs in managing externalities remaining its sociopolitical environment and at national level administration. All UNOs send report to the higher authority and when necessary incorporate proposals for new project. She could not propose for new projects if it would not have been supported by the internal and external components. This supports is based on their professional skills, interpersonal relationships and their trustworthiness.

6.4.3 Support Base of UNO in the Constituencies

Formal authority for proper exercise needs support base from the different elements of the constituencies. The following two tables expose the support base of UNOs among different internal and external constituencies. More than 93% the respondents hold that the UNOs get cooperation from people to MP all functionaries related to upazila administration.

Table 6.31 Type Cooperation of Different Actors to UNOs in the Planning and Implementation of Development Project

Sl.no	Persons	Cooperate	Not cooperate	Nothing	Total
1	MP	76	0	1	77
2	UZPC	75	2	0	77
4	UZPVC	73	2	2	77
5	UZPFVC	70	2	5	77
6	UPC	73	1	3	77
7	Engineer	70	3	4	77
8	PIO	76	0	1	77
9	Officers	72	1	4	77
10	Contractor	64	6	7	77

Stakeholders are the most important actors in the external constituencies including general people, beneficiaries, suppliers, media, affected people, NGOs, development partners etc. Opinion of the respondents based on their experience regarding UNO's relationship with the stakeholders has been surveyed at the time of field study.

Table 6.32 Relationship of UNOs with Stakeholders

Sl. no	Stakeholder	Cooperate	Not cooperate	Prevent	Nothing	No opinion	Total
1	General people	67	0	01	0	09	77
2	Beneficiaries	56	0	0	10	11	77
4	Suppliers	54	02	0	21	0	77
5	Media	53	11	0	07	06	77
6	Affected People	50	15	1	06	05	77
7	NGO	50	08	0	11	08	77
8	Development partners	56	01	0	10	10	77

UNOs have prominently cooperative relationship with all the stakeholders. Reasons behind this cooperative relation are their interpersonal and professional behavior. They are less bureaucratic with high level of personal integrity. Gender has almost no influence on this activity of the upazila public manager.

Table 6.33 Extra Advantage/disadvantage/difficulties of Gender in Managing External and Internal Constituencies

Respondents	Get much Advantage	Get some Advantage	No advantage or disadvantage	Face difficulty	Total
Elected representatives	2	0	18	1	21
UNO	0	1	06	0	07
Others	0	1	47	1	49
Total	2 (2.6%)	2 (2.6%)	71 (92.21%)	2 (2.6%)	77 (100%)

Among 77 respondents 71(92.21%) are in the opinion that gender identity of the female UNO does not affect her professional behavior. Two elected representatives identify that due to gender identity UNO gets advantage to establish cooperative relationship but only one elected representative's observation is totally reverse. There is another respondent who assumes that for being female UNO faces difficulties in managing internal and external constituencies.

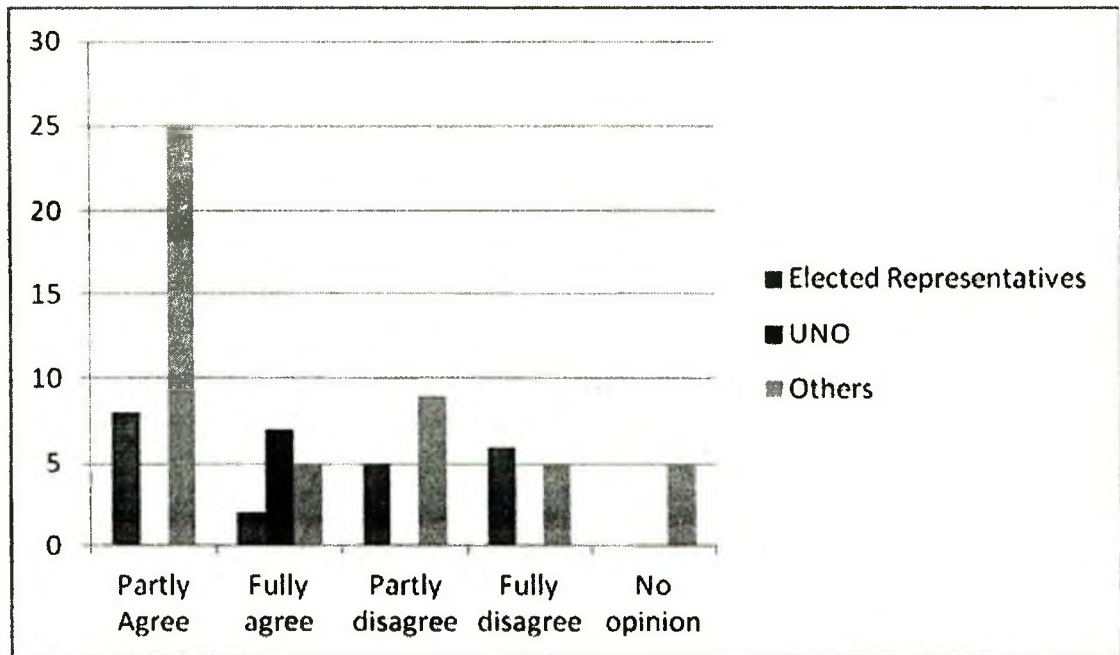
6.5. Threats to UNOs' Professionalism

UNOs in the present study are found to behave in a very professional manner and the most important reality found in the study that their gender identity is no longer a factor in discharging their duties and responsibilities as a public manager at the grassroots levels of public administration. But there are some constraints that each female UNO encounter in their personal and family spheres. All the respondents are also quite aware of these problems as well as the impact of the problems. The most primary problem for women is their double role; one in the family and another in the office.

Both are important for female officers in the context of Bangladesh society and culture.

Table 6.34 Opinion of the Respondents on the Assumption that 'Women Play Dual Role in Family and Office'

Sl.	Respondent	Partly Agree	Fully agree	Partly disagree	Fully disagree	No opinion	Total
1	Elected Representatives	08	02	05	06	0	21
2	UNO	0	07	0	0	0	07
3	Others	25	05	09	05	05	49
	Total	33 (42.9%)	14 (18.18%)	14 (18.18%)	11 (14.29%)	05 (6.5%)	77 (100%)



Graph 12: Opinion of the Respondents on the Assumption that 'Women Play Dual Role in Family and Office'

Only 11(14.29%) respondents among 77 do not consider that female UNOs play dual role, but all other think they do double assignment in the office and family. They cannot ignore any of the two.

In performing their responsibilities female UNOs face some major problems. These are absence of caretaker, daycare center and schools for children, lack of health services, security threats for women and other problems related to dislocation from family, shortage of physical facilities etc. are the common constraints for female civil servants that become evident through different studies. The positions of these problems in the case of the UNOs involved in public management as to whether affecting their performance negatively or not are shown in the following table.

Table 6.35 Opinion of the Respondents on the Assumption that ‘Different Problems Negatively Affect the Performance of Female UNOs’

Sl	Types of Problems	Partly Agree	Fully agree	Partly disagree	Fully disagree	no opinion	Total
1	Absence of School	45	21	06	1	4	77
2	Absence of Health service	45	22	07	1	2	77
3	Lack of daycare facilities	32	33	09	1	2	77
4	Absence of person to look after children	32	33	09	1	2	77

5	Security threats for women	18	25	30	2	2	77
6	Other problems	16	14	38	5	4	77

All these problems need to be solved for the better role of women as public manager in upazila administration.

6.6 Conclusion

Findings of the study explore that women are very much capable of performing their role as public manager. Upazila administration is a very complex and difficult areas to exercise public management approach to public administration. Heterogeneities, conflicts and uncertainties dominate the sociopolitical and administrative realities at this echelon of public administration. Accomplishment of the core functions of public management comprising formulation of strategies, managing internal components and dealing with external intervening factors demand high level professional expertise, spirit and commitment. Professionalism in public management has both organizational and political dimensions. Female UNOs are found to capably formulating strategies and implementing the strategic goals of the central and local government within their functional coverage. They show a noteworthy level of organizational and political expertise. They exercise an open system approach to leadership and make a harmonious balance between political will of the central and local authorities without exhibiting any political cadre like behavior. This expertise enables them to found a wider support base and crop extensive cooperation that make effective in their role. Upazila public administration is a very complex, difficult as well as unavoidable field of public

management. He/she, who has capability to conduct public management at upazila level, can be considered as the effective manager at all higher level of public management. Analysis of the findings of the study ascertains this fact.

Chapter VII

Concluding Remarks

Public management is both a conceptual framework and a system of functioning of government. As a system it covers all the organs of government including legislature, executive and judiciary. Due to favorable policy and legal framework of government women are now remarkably found to hold positions in all the organs. They are playing role in the legislature and cabinet as Members of Parliament and ministers respectively. Women are now employed in almost all categories of administrative positions from secretary in the central secretariat down to Upazila Nirbahi Officer (UNO) in the upazila administration, the lowest administrative tier in Bangladesh. They are also serving in the district administration as Deputy Commissioner and Additional Deputy Commissioners. Women are entering into public administration in an accelerated speed and their number in different positions is also increasing day by day. It can safely be said that the social, legal, structural and functional barriers to women access to public administration in Bangladesh have been minimized.

7.1 Women's Crossroad to Public Management

Women in public management in Bangladesh has to cross a number of overlapping stages such as recovering, preparing, entering, harmonizing , performing ,challenging and consolidating stages. In the traditional agrarian society and culture women were very much fused with the homestead and some sort of immobility and they would have little access to formal education and opportunity to have outside and nontraditional sectors other than farming activities. With advent of time for several reasons they lose their self employment scope at the family level that threw them into many unforeseen sufferings. But in spite of their suffering it was very difficult to

pull them out breaking the traditional mental and physical status quo. They were to be recovered first from this situation. It took a long time. In the preparing stage women are prepared for outside employment through education and creating social support. Due to favorable education policy they have been able to get higher education and have got wide scope to apply for higher civil service. This is the entering stage. If they qualify for any cadre or position within the existing rules there is hardly any social or administrative barrier to their appointment. The next stage is harmonizing stage. It started after the entry of women in the civil service. There are several problems related to placement, accommodation or harmonious and congenial existence of women in historically male dominated task environment. These have also been addressed carefully by the government. In the beginning of women entry into civil service it created instability in the absolutely male dominated task environment. It was a new task for both male and female employees to make a harmonious balance among themselves without antagonizing the social norms and values and hampering productivity in their official assignments. It required attitudinal changes on the part of all male and female employees and some extra arrangements for making task environment more congenial for female functionaries. Overcoming this stage woman began to perform their role in the civil service with special favor in their placement and posting .At this stage they were posted in the convenient urban position.

Women civil servants are in now challenging and consolidating stages. They are being posted in the complicated field administration in the remote and backward upazilas assigned with the complex responsibilities of public management for implementing development and other agenda of the government. One of the vital factors of women empowerment in administration also lies with their capability to adopt with the public management approach and consolidative their position in it. Recruitment

and access of women to public administration cannot be any sustainable indicator of women empowerment. Real empowerment depends on their functional competence in the work place alongside the legal position.

7.2 Realities with Women in Public Management

On the above backdrop the study has been conducted to identify the position of women in public management in Bangladesh. Public management refers to an open system approach to public administration which is endowed with professionalism and demands organizational and political skills in the behavior of public servants. Professionalism also helps develop skill in organizational and political behavior and establish strategic balance between these two skills. It is necessary to implement participatory functional and development agenda of the government in the developing countries. Public management having these qualities is functionally most exposed in the upazila administration where Upazila Nirbahi Officer (UNO) plays the role of key public manager. Upazila administration is public management in operation in the administrative system of Bangladesh. Role of women in in upazila public management is the surer test of women's performance in public management. Considering these realities upazila administration has been selected as the locus and the role of female UNO posted in the upazila as the focus of the present study. The study identifies several issues related to the women involvement in public management with specific emphasis strategy formulation, managing internal components and dealing with external constituencies focusing on upazila administration. The study explores a very important finding that all the female UNOs under study are very much successful in running Upazilla public Management system.

All the UNOs under the present study discharge their functions within the surroundings of this complex environment. None of them are found scared of the environment and showed minimum tendency of avoiding their responsibilities. All of them are found very confident in task

accomplishment and exhibit high level of professionalism. Their role in strategic management is remarkably good. UNOs are actively taking part in the planning and budgeting process, involving in substantive decision making and contributing to financial decisions. They contribute to planning through SWOT analysis and environmental scanning. The other stakeholders attach due importance to their analytical role and most of them also extend their cooperation. They persuade the Upazila parishad to follow government's roles and regulations in all of its activities. In the case of any inconsistency and irregularity they also do not hesitate to inform the higher authority in writing as per the set rule.

Women UNOs as revealed in the present study are also capable in taking administrative decision, helping UZPC in running administration and coordinating activities within their functional jurisdiction. UNOs coordinate the activities of different nation building agencies at the office level and development project and social functions at the field level. They are to perform these functions in association with diverse actors, political, administrative and other. They need cooperation from MP, UNO and others. All of them maintain balance relationship with them and have been able to get their support in these activities. They also monitor administrative and development activities both in the office and field levels and do not hesitate to pay frequent field visit. Their role in managing internal accounts and monitoring project account has also been found very professional.

The biggest challenge before women in public management is to manage external constituencies. Various complexities and heterogeneities mold the nature and types of external constituencies at upazila public management. An array of actors and factors constitute these constituencies. Conglomeration and use of various authorities like charismatic, legal and professional are required by UNOs to face the dynamics of external

constituencies surrounding the upazila public management. UNOs understudy are found to handle the dynamics with expert hand. They have wider support base among the stakeholders and very cooperative relationship with them. Public management always involves innovative skills on the part of public manager. Enough innovative skills of the female public managers are found when they submit reports to the higher authority with proposals for new projects for the wellbeing of the community people.

From the performance of women it is also reasonably discernible that female civil servants play their role in the complicated field level public management in much empowered manner and employment of women especially in the field administration has also added a new dimension and spirit to public management in Bangladesh. The social perception regarding female public manager especially in the field administration seems to be very high compared to the male ones.

7.3 Problems for Women in Public Management

There are some inherent limitations to discern the exact role of Women in public management because of faulty system of public management. There are some general problems in public administration that constrain the exercise of public management approach and bar all concern including female civil servants and UNOs to discharge their role as public managers. There are some problems specific to female UNOs that hinders women in following public management approach. The problems are not mutually exclusive. The problems are as follows:

- i. At the advent of globalization, information revolution, technological enhancement, exercise of democracy and inescapable developmental efforts government cant but follow willingly or unwillingly and planned or unplanned manner public management approach to its functioning at all levels of administration. The present role of

government from many respects inevitably necessitates public management approach at all levels of administration but government could not have been able to reshape public administration in line with this approach. The reforms efforts so far undertaken were not also based on the conceptual framework of public management. Moreover any holistic approach was hardly followed in the reforms and changes brought by the government in administration. These are discrete in nature. Consequently there are conflicts between traditional and public management approaches to public administration among the public functionaries and stakeholders that again results in many dysfunctions. Thus following public management approach a comprehensive administrative reform required to overcome these problems.

- ii. It is quite evident that there are wide gaps between the necessities of public management and structural-functional arrangements of public administration as well as between field realities and types of training now imparted to civil servants. These gaps handicap the functioning of public management in Bangladesh. Male and female managers are equally affected by these gaps. These need to be minimized for better public administration in the country.
- iii. In the public management system the main formal actors, politicians and executives .The role conflict among the actors is severe in public management in Bangladesh which is quite evident in the upazila public management. Due to absence of proper legal protection and dysfunctional political and administrative culture there exist some risks and tensions in the system. Dominance of politicization threatening professionalism and collective interest act as a an overwhelming phenomenon in the administrative system.

- iv. Public management requires sufficient power and authority in the hands of public managers. Power of public manager lies on their ability, capacity and willingness to do the tasks assigned on them. Authority refers to the legitimacy of the power and it depends on the, in modern organization, on the legal protection in one hand and acceptance and support of the all connected ones. The inherent limitations in this regard in the public management of Bangladesh are multidimensional in nature. For power public manager need proper training, motivation and proper facilities and scope to discharge their functions. The types of training imparted to the public servants in Bangladesh still could not address some of the basic issues of public management including the value premise and normative dimension. Politicians are an integral part of public management.
- v. It is fairly visible at upazila level where elected people representatives head of administration, formulate policy related to development projects and plays determining role in policy implementation. They function as the guiding force in upazila public management and the central government functionaries including Upazila Nirbahi Officer (UNO) always need their cooperation and supports .There are paradoxes in their role and they neither hold nor are familiar with the dimensions and spirit of public management. Although there is a strong need of comprehensive training for these political actors to ensure facilitating role in public management but it still remains unreachable throughout the country.
- vi. Public management functionaries at all levels are learning from experience. This is quite apparent in the upazila public management. There are several legal and structural problems in upazila administration that result in the existence of wide gap between the formal authority and responsibilities of UNO.
- vii. Several studies on women in civil service have been conducted

mainly focusing on the problems of female cadre officers working in civil service in general and in field administration in specific. These studies identify some problems that are faced by the female civil servants. The major problems they face are: lack of security, inadequate housing facility, dual responsibility of job and household chore, uncongenial working environment and family interference in the profession. Most of them also find the housing facilities inadequate; in fact, it is the number one problem to them. Dual responsibility of job and house is one of the biggest problems for them. Among the other difficulties, the major problem is negative attitude towards them from the community, colleagues and the authority. The society perceives women as soft and unfit for taking challenges. Male colleagues and superiors pass negative comments to them; subordinates do not cooperate. In many cases, they face hurdle to take radical step to meet emergency situation. They are often discriminated against their male colleagues by the authority. They are given less important desk-work and poorly evaluated. They have to face some unwanted situations that men usually do not face. Often they have to encounter some aggressive attitude from the people, and the professionals deal with them in a way that is unwanted. Despite of government's initiatives to solve these problems with remarkable successes in some areas, still majority of the problems are remaining unaddressed.

- viii. Female civil servants are being employed even in remote and backward rural upazila as UNOs where they with other constantly encounter a number of personal problems. They can hardly remain with their families, husband and children. Most remarkable thing is that their children are in tender age and need mother's intensive care .Most of the UNOs as mother of children cannot smoothly perform this important function without dislocation and sufferings. Besides

the personal problems the complex socioeconomic dynamics and intra and inter organizational conflicts in the upazila administration always constrain UNOs, no question of gender, in performing their public management functions.

Amidst of all the problems the present study reveals a positive trend in terms of women employment at the field level public management. Number of female UNO is increasing in rapid pace. In the initial stage women were generally posted in the urban based upazilas only considering women's safety and mobility. But the trend is different now.

7.4 Recommendations for Facilitating Women in Public Management

Women as per the finding of the study are very much potential force in public management in Bangladesh .For utilization of their potentials the existing problems need to be minimized .With this end the following recommendations are suggested based on the realities observed in the study:

- i. Comprehensive administrative reform of Bangladesh public administration is necessary following public management approach. The reform should encompass all structural, functional and cultural dimensions of administration. Both the normative and functional boundaries of the role of all actors should be legally protected.
- ii. Dominance of politicization threatening professionalism need to be minimized and the political leaders concerned should be gone through rigorous training on public management following particular method suitable for them to ensure their facilitating role in public management.
- iii. The types of training imparted to the public servants in Bangladesh still could not address some of the basic issues of public management including the value premise and normative dimension.
- iv. Public management requires sufficient power and authority in the

- hands of public managers. Decentralization of authority from central administration to local authority should be ensured to sustain dynamism and promptness in managerial action.
- v. There are several legal and structural problems in upazila administration that result in the existence of wide gap between the formal authority and responsibilities of UNOs.
 - vi. There should be a comprehensive policy in the civil service to remove the obstacles that hinder the performance of women at field level and to address their special needs for better functioning. They should be provided with housing facilities, logistic supports, and availability of daycare centre for children, initiatives for social awareness, formulation of clear and effective rule and system to deal with the issues related to gender in the civil service.

In such a situation UNOs largely rely on their professional and charismatic authority. They need to uphold high level proficiency in organizational and political perception and behavior. They must have organizational capabilities to perform their prescribed role in the upazila administration. Alongside these they also need political capabilities to have the notion of support from ruling political parties and to manage local level political dynamics surrounding MPs, UZPCs, UPCs and other socio political forces.

Female public managers, from the study are found to discharge their responsibilities successfully in Upazila administration. Analysis of the study shows that gender identity has hardly any influence on their performance. Women still face a number of problems at personal and family levels including dislocations in the family, paradoxically dual responsibilities and security problems. If these could have been solved at a satisfactory level, their performance would certainly become higher in public management. But if the existing problems affecting the personal life are not solved on

urgent basis there are every chances of slowing down of their performance.

Bangladesh Public administration for achieving its developmental objectives through participation has no other alternative but to exercise public management approach at all levels. On the other hand for the purpose of empowering women and utilizing their potentials in public service is also equally important. Women are new comer in public administration and they enter into public administration when the later is in a transitional phase. The traditional desk oriented as well as the value free politics administration dichotomy approach to administration that has been dominating public administration centuries together does not go with the demand of development democracy and market economy. The public management approach by this time get momentum in administration in a much unplanned way. It is assumed that the part of women the new comers in public administration would hardly be able to harmonize them with the public management approach and steer public management in the country. The findings of the study deny the assumption and uphold the fact that gender identity is not at all a hindering factor for women to have footing in and mastership over public management in Bangladesh.

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Annexure-I**List of Respondents of Barura Upazila**

S.I	Name	Designation
01	Nusrat Sultana	Upazila Nirbahi Officer (UNO)
02	Khalek Chowdhury	Upazila Chairman
03	Kodeja Begum	Upazila Women Vice Chairman
04	Md. Zakir Hossain	Upazila Parishad Member (Union Porishad Chairman)
05	Rowsan Ara	Upazila Education Officer
06	Tarik Mahmudul Islam	Upazila Agriculture Officer
07	Md. Kamal Hossain	Upazila Engineer
08	Protiva Roy	Upazila Women Affairs Officer
09	Majharul Islam	Upazila Project Implementation Officer (PIO)
10	Md. Kamal Hoshain	Upazila Cooperative Officer (Project Chairman)
11	Abdul Jabbar	Contractor

List of Respondents of Bogura Sadar Upazila

S.I	Name	Designation
01	Sahana Aktar Jahan	Upazila Nirbahi Officer (UNO)
02	Md. Ali Ajgor Talukdar Hena	Upazila Chairman
03	Mrs. Majeda Samad	Upazila Women Vice Chairman
04	Md. Rajibul islam Raju	Upazila Parishad Member (Union Parishad Chairman)
05	Sahnaj Parvin	Upazila Education Officer
06	Abu Said Md. Fojle Elahi	Upazila Agriculture Officer
07	Amrita Lal Mohanto	Upazila Engineer
08	Tanjima Akhtar	Upazila Women Affairs Officer
09	Md. Naeb Ali	Upazila Project Implementation Officer (PIO)
10	Md. Nurul Islam	Upazila Social Welfare Officer (Project Chairman)
11	Md. Mahbubur Rahman	Contractor

List of Respondents of Dakshin Surma Upazila

S.I	Name	Designation
01	Srabonti Roy	Upazila Nirbahi Officer (UNO)
02	Md. Abu Zahid	Upazila Chairman
03	Most. Samim Ara Panna	Upazila Women Vice Chairman
04	Md. Khairul Afian Chowdhury	Upazila Parishad Member (Union Porishad Chairman)
05	Gokul Candra Debnath	Upazila Education Officer
06	Abahon Mozumdar	Upazila Agriculture Officer
07	Durgesh Ranjon Dutta	Upazila Engineer
08	Sahina Aktar	Upazila Women Affairs Officer
09	Safiq Uddin Ahamed	Upazila Project Implementation Officer (PIO)
10	Chandan Dutta	Upazila Cooperative Officer (Project Chairman)
11	Muhammad Moinul Hasan	Upazila Social Welfare Officer

List of Respondents of Gazaria Sadar Upazila

S.I	Name	Designation
01	Mahbuba Bilkis	Upazila Nirbahi Officer (UNO)
02	Rafaet Ullah Khan	Upazila Chairman
03	Prof. Forida Yasmin	Upazila Women Vice Chairman
04	Md. Sofiellah	Upazila Parishad Member (Union Porishad Chairman)
05	Md. A F M Zahid Iqbal	Upazila Education Officer
06	Md. Samsul Alam	Upazila Agriculture Officer
07	Esrafil Al-Harun	Upazila Engineer
08	Najma Aktar	Upazila Women Affairs Officer
09	Md. Ariful Islam	Upazila Project Implementation Officer (PIO)
10	Md. Nohiul Islam	Upazila Poverty Alliviation Officer (Project Chairman)
11		Contractor

List of Respondents of Hizla Upazila

S.I	Name	Designation
01	Kaniz Fatima Tania	Upazila Nirbahi Officer (UNO)
02	Sultan Mahmud Tipu	Upazila Chairman
03	Most. Mohsana Bagum	Upazila Women Vice Chairman
04	Hazi M. A. Rasid	Upazila Parishad Member (Union Parishad Chairman)
05	Md. Ayub Ali	Upazila Education Officer
06	Tapos Kumar Ghosh	Upazila Agriculture Officer
07	Amol Candro Roy	Upazila Engineer
08	Rowsan Ara Bagum	Upazila Women Affairs Officer
09	Md. Altaf Hossain	Upazila Project Implementation Officer (PIO)
10	Md. Nurul Islam	Upazila Cooperative Officer (Project Chairman)
11	Zabir Ahamed	Upazila Social Welfare Officer

List of Respondents of Kushtia Sadar Upazila

S.I	Name	Designation
01	Khodaza Khatun	Upazila Nirbahi Officer (UNO)
02	Forida Hosain	Upazila Chairman
03	Forida Hosain	Upazila Women Vice Chairman (incharge)
04	Md. Aktaruzzaman Biswash	Upazila Parishad Member (Union Parishad Chairman)
05	Md. Ohidul Islam	Upazila Education Officer
06	Probir Kumar Biswash	Upazila Agriculture Officer
07	Md. Sohidul Islam Khan	Upazila Engineer
08	Morzina Khatun	Upazila Women Affairs Officer
09	Md. Au Soeb Khan	Upazila Project Implementation Officer (PIO)
10	Mir Monirul Islam	Upazila Cooperative Officer
11		Contractor

List of Respondents of Panchagor Sadar Upazila

S.I	Name	Designation
01	Layla Muntazari Dina	Upazila Nirbahi Officer (UNO)
02	Md. Anwar Sahadat Shomrat	Upazila Chairman
03	Most. Kamrunnahar	Upazila Women Vice Chairman
04	Md. Zahidul Haq	Upazila Parishad Member (Union Porishad Chairman)
05	Md. Masud Hasan	Upazila Education Officer
06	Md. Abdul Motin	Upazila Agriculture Officer
07	Ahammed Rafik	Upazila Engineer
08	Rukhsana Momtaj	Upazila Women Affairs Officer
09	Md. Eunos Ali	Upazila Project Implementation Officer (PIO)
10	Md. Mamun Kobir	Upazila Fisheries Officer (Project Chairman)
11	Md. Sohedul Haq	Upazila Social Welfare Officer

Annexure-II**Questionnaire for Female UNO****Personal Information:**

Periods of working as UNO: Less than 1 year
 1-2 Years
 More than 2 years

Marital Status- Unmarried Married

If married, what is the occupation of your husband?

government employ private organization Busine Not applicable

Number of Children: Male----- Female-----

Total number of member in your family.....

Name of home-distrcit

Where does your family live? With you a separate place

'If your family doesn't stay with you or live at a different place, has that made any problem in your work?

No problem at all little problem Severe problem

How many times do you visit your family in a month?

In each week two times only one time not at all

1. a) How much limitation do you face in cooperating and providing necessary suggestions to Upazila Chairman for being a female official?

Medium very much little not at all

b) If you face limitations and problems. You can overcome these limitations-

Very easily easily little-bit difficult very much difficult

2. a) If you propose any proposals regarding financial matters to Upazilla Parishad, then that is accepted...

Very easily easily face little difficulties rejected by the Parishad

b) Regarding acceptance of your proposals, being a female has

Positive effects Very much positive effects No Effects negative effects

very much negative effects

3. a) How much cooperation do you receive from Upazilla Chairman regarding presentation and acceptance of your proposal in administrative decision making process?

Medium Very much Very little Not at all

b) In this case, getting help from Upaziall Chairman as a female UNO has.....

Positive effects Very much positive effects No Effects negative effects

very much negative effects

4. a) How much chance do you get to participate in the discussions of Upazilla Parishad?

Medium very much little not at all

C) Being a female to work in this case has----

- Positive effects Very much positive effects No Effects negative effects
 very much negative effects

9. a) Do you face any problem to accommodate the activities of Upazilla officials?

- Yes No

b) If yes, what are the problems or challenges do you face?

- Legal
 Political
 Social
 Administrative
 Others

c) To accommodate the activities of Upazilla officials as a female is—

- Positive effects Very much positive effects No Effects negative effects
 very much negative effects

10. a) Do you help Upazilla Chairman to monitor Upazilla level development activities?

- Yes No

b) Do you help Chairman to accomplish administrative activities of Upazilla?

- Yes No

c) Helping Upazilla chairman to accomplish administrative and monitoring development activities of Upazilla as a female has-

- Positive effects Very much positive effects No Effects negative effects
 very much negative effects

d) Do you directly monitor development activities?

- Yes No

11. Do you directly monitor administrative activities?

- Yes No

12. Direct monitoring of development and administrative activities as a female UNO has-

- Positive effects Very much positive effects No Effects negative effects
 very much negative effects

13. a) What is your opinion about the role of following individuals regarding formulating integrative planning?

Chronology of Name	Play significant role	Play medium level role	Play insignificant role	Play no role
Member of Parliament (MP)				
Upazilla Chaiman				
Upazilla Nirbahi Kamokorta (UNO)				
Upazilla Vice-Chairman (male)				
Upazilla Vice-				

Chairman (female)				
Chairmans of Union Parishad				
Enginner				
Project Implementation Officers (PIO)				
Officers				
Contractors				
Other Individuals				

b) To play role in integrative planning as a female UNO has-----

- Positive effects Very much positive effects No Effects negative effects
 very much negative effects

c) What is your evaluation of following personnel role in implementing integrative development projects?

Chronology of Name	Play significant role	Play medium level role	Play insignificant role	Play no role
Member of Parliament (MP)				
Upazilla Chaiman				
Upazilla Nirbahi Kamokorta (UNO)				
Upazilla Vice-Chairman (male)				
Upazilla Vice-Chairman (female)				
Chairmans of Union Parishad				
Enginner				
Project Implementation Officers (PIO)				
Officers				
Contractors				
Other Individuals				

e) What are the behaviors or mode of operandi of following individuals regarding formulating and implementing integrative development plans or projects?

Chronology of Name	Help support=1	or	Don't Help=2	Hinder the process=3	Do Nothing=4
Member of Parliament (MP)					
Upazilla Chaiman					
Upazilla Nirbahi					

- c) To conduct this activity as a female has.....
 Positive effects Very much positive effects No Effects negative effects
 very much negative effects
18. a) Do you visit field level projects for monitoring?
 Yes No
- b) In this case to play your responsibilities as a female has
 Positive effects Very much positive effects No Effects negative effects
 very much negative effects
19. a) Do you operate relief allocation program during natural disasters
 Yes No
- If yes,
- b) Did you face any problems during relief distribution?
 Yes No
- c) In this case, to conduct your responsibilities as a female has.....
 Positive effects Very much positive effects No Effects negative effects
 very much negative effects
20. a) Do you send any report to government or designated authority?
 Yes No
- b) Do you face any problem regarding preparing and sending reports?
 Yes No
- c) In this case, preparing report as a female has.....
 Positive effects Very much positive effects No Effects negative effects
 very much negative effects
21. Do you face any problems or challenges regarding implementation of government orders?
 Yes No
22. What are the roles of following individuals regarding accomplishing different activities of Upazilla Parishad ?

Chronology of Name	Provide Help or support=1	Don't Help=2	Hamper or Hinder the process=3	Do Nothing=4
Member of Parliament (MP)				
Upazilla Chairman				
Upazilla Nirbahi Kamokorta (UNO)				
Upazilla Vice-Chairman (male)				
Upazilla Vice-Chairman (female)				
Chairmans of				

Union Parishad				
Enginner				
Project Implementation Officers (PIO)				
Officers				
Contractors				
Other Individuals				

23. a) Do you evaluate the strength and weakness before formulating any plan?

Yes No

b) How much others accept your evaluation?

Lowest Level=1

Highest Level=5

1 2 3 4 5

c) Do you evaluate the problems and prospects before formulating any plan?

Yes No

If the answer is yes-

d) What are the means of your evaluation among the following methods? (select all applicable methods)

- Observation
- Through discussion with elected representative
- Consulting with other officials of Upazilla
- Through exchanging views with general people
- Analyzing previous history
- Not applicable

e) How much emphasize of your identified problems, prospects, limitations, and cautions are given by the following individuals?

Chronology of Name	Much Emphasize=1	Emphasize very little =2	Don't emphasize at all=3	Do Nothing=4
Member of Parliament (MP)				
Upazilla Chaiman				
Upazilla Nirbahi Kamokorta (UNO)				
Upazilla Vice-Chairman (male)				
Upazilla Vice-Chairman (female)				
Chairmans of Union Parishad				
Enginner				
Project Implementation				

Officers (PIO)				
Officers				
Contractors				
Other Individuals				

24. What are the holistic roles of following individuals regarding accomplishing your activities as a female official?

Chronology of Name	Provide Help or support=1	Don't Help=2	Hamper or Hinder the process=3	Do Nothing=4
Member of Parliament (MP)				
Upazilla Chaiman				
Upazilla Nirbahi Kamokorta (UNO)				
Upazilla Vice-Chairman (male)				
Upazilla Vice-Chairman (female)				
Chairmans of Union Parishad				
Enginner				
Project Implementation Officers (PIO)				
Officers				
Contractors				
Other Individuals				

Which one is your opinion regarding the following statements?

25. Female officials face more challenges than their male counterpart during working period at level

Agree Highly agree Disagree Highly Disagree No opinion

26. Field level female officials face more challenges than their counter parts at central office.

Agree Highly agree Disagree Highly Disagree No opinion

27. Field level offices get little importance in terms of human resource, logistics support, budget and so on.

Agree Highly agree Disagree Highly Disagree No opinion

28. Many field level female officials think themselves less powerful

Agree Highly agree Disagree Highly Disagree No opinion

29. Female officials are less powerful than their male counterparts

Agree Highly agree Disagree Highly Disagree No opinion

30. Your acceptance is very high to all

Agree Highly agree Disagree Highly Disagree No opinion

36. Did you face any unnecessary situations at grass root level?

- Yes No

If the answer is yes,

c) To overcome or tackle the situation as a female official was-

- Positive Very much positive Negative Very much negative No effect

37. Did you feel any situation where any responsibility was assigned you as a female?

- Yes No

38. "Any challenging work was not assigned to you for being a female"- Did you ever feel any situation like that?

- Yes No

39. Have you played any role regarding your job-posting at present place?

- Yes No

40. "Female officers are more tolerable than their male counterpart at field level"- what is position in this regards?

- Agree Highly agree Disagree Highly Disagree No opinion

41. "If you are known to more people at working area that can exacerbate some problems. There are included few possible problems in the following tables. What is your position in these regards?"

Chronology of Problems	Agree	Highly Agree	Disagree	Highly Disagree	No opinion	Don't know
Nearest personnel want to take opportunity						
Waste time						
Someone want to meet you without following appropriate procedures						
Sometimes you face complex situation and that baffles you						
Other problems may occur						

42. Field level officers are more concerned than their counterparts at central level over excessive use of forces.

- Agree Highly agree Disagree Highly Disagree No opinion

43. a) Did you send any new development plan to higher authority during your work tenure at field level?

- Yes No

b) How many projects proposals did you send?

- 1-2 2-3 3-4 5-10 More

44. What are the roles of following actors regarding the management of your development activities?

Chronology of Name	Help or supporting =1	Don't help = 2	Create impediment=3	Do nothing = 4
General people				
Beneficiaries				
Distributor				
Media				
Affected people				
NGO				
Representatives of International Organizations				
Others				

45. If you have any recommendation about the holistic matter of Upazilla Parishad, please express that.

Thank you very much for your kind cooperation.

6. a) What is the level of intensity of violating laws by Upazilla Parishad?

Lowest Level=1

Highest Level=5

1	2	3	4	5
<input type="checkbox"/>				

b) If any decisions of Upazilla Parishad contradicts with existing laws or include provisions against public interest, which initiatives does she follow?

- 1. Written request to the Parishad to re-consider the decisions.
- 2. If the Parishad don't change the decisions, then inform chairman and government or designated authority.
- 3. Nothing is possible to do.
- 4. Never face such circumstances.

C) Being a female to work in this case has----

- Positive effects
- Very much positive effects
- No Effects
- negative effects
- very much negative effects

7. a) Does she face any problem to accommodate the activities of Upazilla officials?

- Yes
- No

b) If yes, what are the problems or challenges do you face?

1. Legal
2. Political
3. Social
4. Administrative
5. Others

c) To accommodate the activities of Upazilla officials as a female has—

- Positive effects
- Very much positive effects
- No Effects
- negative effects
- very much negative effects

8. a) Does she help Upazilla Chairman to monitor Upazilla level development activities?

- Yes
- No

b) Does she help Chairman to accomplish administrative activities of Upazilla?

- Yes
- No

C) Helping Upazilla chairman to accomplish administrative and monitoring development activities of Upazilla as a female has-

- Positive effects
- Very much positive effects
- No Effects
- negative effects
- very much negative effects

d) Does she directly monitor development activities?

- Yes
- No

9. Do you directly monitor administrative activities?

- Yes
- No

10. Direct monitoring of development and administrative activities as a female UNO has-

- Positive effects Very much positive effects No Effects
 negative effects very much negative effects

11. a) What is your opinion about the role of following individuals regarding formulating integrative planning?

Chronology of Name	Play significant role	Play medium level role	Play insignificant role	Play no role
Member of Parliament (MP)				
Upazilla Chaiman				
Upazilla Nirbahi Kamokorta (UNO)				
Upazilla Vice-Chairman (male)				
Upazilla Vice-Chairman (female)				
Chairmans of Union Parishad				
Enginner				
Project Implementation Officers (PIO)				
Officers				
Contractors				
Other Individuals				

b) To play role in integrative planning as a female UNO has-----

- Positive effects Very much positive effects No Effects
 negative effects very much negative effects

c) What is your evaluation of following personnel role in implementing integrative development projects?

Chronology of Name	Play significant role	Play medium level role	Play insignificant role	Play no role
Member of Parliament (MP)				
Upazilla Chaiman				
Upazilla Nirbahi Kamokorta (UNO)				
Upazilla Vice-Chairman (male)				
Upazilla Vice-				

13. a) Does she face any problem preserving the accounts of income and expenditures?
 Yes No
- b) To perform this responsibility as a female has-----
 Positive effects Very much positive effects No Effects negative effects
 very much negative effects
14. a) Do you face any problem regarding the expenditure allotted by the Parishad?
 Yes No
- b) To perform this responsibility as a female UNO has-----
 Positive effects Very much positive effects No Effects negative effects
 very much negative effects
- c) To preserve the cost of financial expenditure as a female UNO has-----
 Positive effects Very much positive effects No Effects negative effects
 very much ne
46. a) Does she help the Parishad regarding the approval of Budget?
 Yes No
- b) Do you face any problem regarding this?
 Yes No
- c) To conduct this activity as a female has.....
 Positive effects Very much positive effects No Effects negative effects
 very much negative effects gative effects
15. Does she visit field level projects for monitoring?
 Yes No
- b) In this case to play her role as a female has.....
 Positive effects Very much positive effects No Effects negative effects
 very much negative effects
16. a) Does she operate relief allocation program during natural disasters?
 Yes No
- If yes,
- b) Does she face any problems during relief distribution?
 Yes No
- c) In this case, to conduct her responsibilities as a female has.....
 Positive effects Very much positive effects No Effects negative effects
 very much negative effects
17. a) Does she send any report to government or designated authority?
 Yes No
- b) Does she face any problem regarding preparing and sending reports?
 Yes No
- c) In this case, preparing report as a female has.....
 Positive effects Very much positive effects No Effects negative effects
 very much negative effects

e) How much emphasize of her identified problems, prospects, limitations, and cautions are given by the following individuals?

Chronology of Name	Much Emphasize=1	Emphasize little =2	very Don't emphasize at all=3	Do Nothing=4
Member of Parliament (MP)				
Upazilla Chaiman				
Upazilla Nirbahi Kamokorta (UNO)				
Upazilla Vice-Chairman (male)				
Upazilla Vice-Chairman (female)				
Chairmans of Union Parishad				
Enginner				
Project Implementation Officers (PIO)				
Officers				
Contractors				
Other Individuals				

21. What are the holistic roles of following individuals regarding accomplishing her activities as a female official?

Chronology of Name	Provide Help or support=1	Don't Help=2	Hamper or Hinder the process=3	Do Nothing=4
Member of Parliament (MP)				
Upazilla Chaiman				
Upazilla Nirbahi Kamokorta (UNO)				
Upazilla Vice-Chairman (male)				
Upazilla Vice-Chairman (female)				
Chairmans of Union Parishad				
Enginner				
Project Implementation Officers (PIO)				
Officers				
Contractors				
Other Individuals				

Which one is your opinion regarding the following statements?

22. Female officials face more challenges than their male counterpart during working period at level
 Agree Highly agree Disagree Highly Disagree No opinion
23. Field level female officials face more challenges than their counter parts at central office.
 Agree Highly agree Disagree Highly Disagree No opinion
24. Field level offices get little importance in terms of human resource, logistics support, budget and so on.
 Agree Highly agree Disagree Highly Disagree No opinion
25. Many field level female officials think themselves less powerful
 Agree Highly agree Disagree Highly Disagree No opinion
26. Female officials are less powerful than their male counterparts
 Agree Highly agree Disagree Highly Disagree No opinion
27. Her acceptance is very high to all
 Agree Highly agree Disagree Highly Disagree No opinion
28. Field level female officials face accommodation problem
 Agree Highly agree Disagree Highly Disagree No opinion
29. She faces problems regarding working at present environment of the Parishad
 Agree Highly agree Disagree Highly Disagree No opinion
30. "Females are more appropriate to accomplish service-oriented activities rather than challenging works". What is opinion about this orthodox social prejudice?
 Agree Highly agree Disagree Highly Disagree No opinion
31. A) Accomplishing family responsibilities as well as officials' duties at the same time is a common phenomenon in Bangladesh. Field level female officials face this challenge more frequently.
 Agree Highly agree Disagree Highly Disagree No opinion
32. Absence of following facilities creates problems female officers at field level.
 Which one is your opinion in this regard?

Chronology of problems	Agree	Highly Agree	Disagree	Highly Disagree	Don't know/ no opinion
Lack of Quality Education Institutes					
Lack of Standard Health Care facilities					
Lack of day-care centre for children					
Lack of individuals who will take care of your children					
Lack of security					
other existing problems					

33. "Any challenging work was not assigned UNO for being a female"- Did you ever feel any situation like that?
 Yes No
34. "Female officers are more tolerable than their male counterpart at field level"- what is position in this regards?
 Agree Highly agree Disagree Highly Disagree No opinion
35. Field level officers are more concerned than their counterparts at central level over excessive use of forces.
 Agree Highly agree Disagree Highly Disagree No opinion
36. What are the roles of following actors regarding the management of development activities?

Chronology of Name	Help or supporting =1	Don't help = 2	Create impediment=3	Do nothing = 4
General people				
Beneficiaries				
Distributor				
Media				
Affected people				
NGO				
Representatives of International Organizations				
Others				

37. If you have any recommendation about the holistic matter of Upazilla Parishad, please express that.

Thank you very much for your kind cooperation

