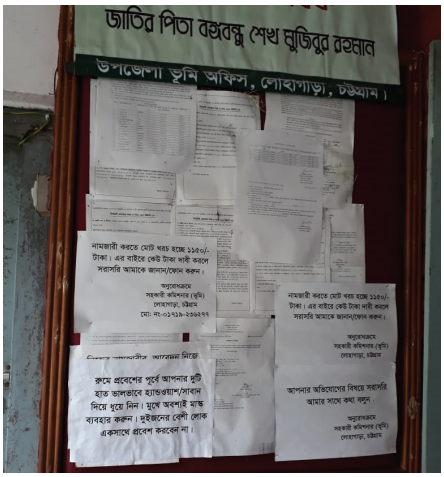
BPATC
POLICY BRIEF

BANGLADESH PUBLIC ADMINISTRATION TRAINING CENTRE
www.bpatc.org.bd, 2020-2021

The following six policy briefs are the contents provided by the researchers whose research works were completed in the financial year 2020-2021. Full reports of the research works can be accessed on http://dspace.bpatc.org.bd:8080. BPATC funded the research works.

GRIEVANCE REDRESS SYSTEM IN BANGLADESH: EXPERIENCE OF SERVICE SEEKERS OF FIELD-LEVEL OFFICES



The Research Issue

The decisions taken by the public administration authorities of different tiers of a country may not be appropriate all the time, which give rise to grievances. Therefore, a well-designed redress mechanism becomes necessary to enhance administrative justice. Addressing the grievances of the service seekers of public offices in Bangladesh through an institutional mechanism did not exist until recent times. The first formal initiatives were taken in 2007 by the caretaker government for institutionalizing a grievance redress system (GRS) in the country. Since then, several circulars were issued from time to time from the Cabinet Division outlining the emergent central GRS of the country. The efforts gradually developed into the publication of GRS guidelines in 2018 in an amended version. The guidelines stated that the general purpose of the introduction of the GRS was to ensure the delivery of sufferings-free public services to the citizens. It was thought to strengthen the service providers' accountability to the citizens, which, in turn, could help improve the quality of services and consolidate good governance. In addition to the general-purpose statement, the guidelines stated two specific objectives of the GRS: (a) to enhance the quality of services and (b) to institutionalize the GRS in every public office. A lack of well-designed studies on the GRS kept the literature bereft of knowledge regarding the attainment of the stated objectives of the GRS policy. This study aimed to evaluate the implementation of the GRS guidelines partially. In doing so, it focused its attention on two issues of the GRS—first, the inherent mechanism of the GRS, i.e., the programme theory of the GRS implementation; and second, the experiences of the service seekers of the frontline public offices regarding their grievances. The revealed idea of the programme theory helped further specifying the second objective into four component parts which included examining the activities about publicity by relevant public offices about the GRS, the immediate result of this publicity in the form of knowledge of the service seekers about the GRS, their experience of public services including quality and satisfaction, and their actual behaviour about complaining.

Methods

The research followed the grounded theory approach and used mixed methods in collecting, analysing, and interpreting data. As per the grounded theory tradition, data collection and data processing went on concurrently. Content analysis and key informant interviews were used to outline the programme theory of the GRS. To fulfil the four component parts of the second objective, service seekers of Upazila-level offices participated in a questionnaire survey and had given qualitative interviews. The survey questionnaire consisted of a 22-item scale to measure five dimensions of service quality developed and used by other researchers. In addition, the questionnaire had items to measure the respondents' overall satisfaction with the services of the offices they approached, their complaints, and their knowledge about complaining mechanisms. The interviews were conducted using a checklist and probing where necessary. Four Upazilas from four districts of four divisions were chosen for the study purposively to have geographical representation. One hundred service seekers from each selected Upazila participated in the survey, out of which twenty had given interviews. The service seekers were chosen randomly from the premises of the offices covered by the study. In total, 400 service seekers took part

in the survey, and 77 out of the surveyed respondents were interviewed. Four trained data collectors conducted the survey and the interviews from July to October of 2020 in the selected four locations of the study. The service seekers of three land-related offices (settlement office, sub-register's office, and land office), health complex, election office, rural electrification office, accounts office, and education office, among others, were approached by the data collectors for the survey and interviews. The service seekers of these offices were considered on the assumption that grievances occur in these field-level offices the most. The thematic approach was applied to the interview data for processing and analysis. In contrast, the survey data were processed through the statistical package for the social sciences (SPSS). They were analysed using both descriptive and inferential statistics such as regression analysis.

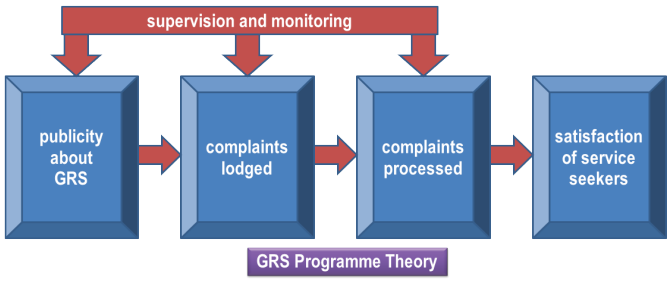
Key Findings

The revealed programme theory of the GRS implementation starts with an assumption of publicity of the GRS. The Upazila-level service seekers are in darkness about the complaints mechanism as it is a new government initiative. Without publicly of the mechanism, service seekers will not lodge complaints. The next two steps in the programme theory are lodging complaints by aggrieved service seekers and processing the complaints. An aggrieved service seeker needs to complain to a grievance settlement officer (GSO) using an online platform—grs.gov.bd—or postal services or in-person. The GRS guidelines have fixed the GSOs for the different tiers of the country's public administration. The GSOs are made responsible for the processing of lodged complaints. From publicity to processing of complaints, the relevant authorities in the cabinet division supervise and monitor, which is considered the fourth step. The GRS guidelines provision a grievance management cell (GMC) and a central grievance management steering committee (GMSC) to supervise and monitor the implementation of the guidelines. The final component of the programme theory is the ultimate result of the GRS, which is the satisfaction of the service seekers.

The findings showed poor publicity about the GRS by the relevant public officials. The field-level service providers did not know about their publicity role. Surprisingly, some officials did not even hear about the term GRS. The result was empty knowledge of the field-level service seekers about the complaining mechanism of the GRS—60% respondents did not know anything about complaining mechanisms, and the rest 40% who claimed to know had misconceptions only.

The service experience of the field-level service seekers incorporated an abundance of harassment by their providers in the form of showing apathy to the needs of the service seekers, giving them recurring dates for a single service, extracting money from them much above the government rates, and remaining absent in office during service providing hours. This behaviour of the service providers resulted in the service seekers' mediocre satisfaction with the service they received. All 22 items in the measurement scale produced significant negative mean gap scores ($p<0.00$) between what the service seekers expected and what was performed by the service providers. It indicated poor service quality. The three land-related offices consistently scored the highest negative scores in all four dimensions of service quality. The four dimensions predicted 76% variance of satisfaction ($p<0.01$), with reliability and empathy being significant and tangible, responsiveness, and assurance being non-significant predictors.

This service experience was not reflected in the expected complaining behaviour of the service seekers. Despite being aggrieved, none was found willing to lodge complaints against public officials. One prominent reason was the lack of trust in the systems. No one was found to believe in the functionality of the GRS-induced complaints mechanism. Secondly, the service seekers widely believed that complaints would return with retaliation from the service providers, putting them into more harassment. Thirdly, but to a lesser extent, the perceived incapacity emanating from poverty and illiteracy or lower level of education barred them from complaining. Fourthly, the mentality of a high level of tolerance of harassment refrained the service seekers from complaining against their service providers.



Policy Implications

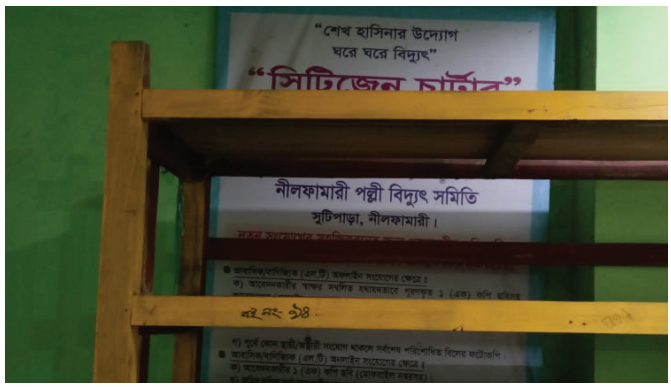
An initiative to establish a GRS was taken in 2007 had remained very poorly implemented in the field-level offices. This reality spoke for a paucity in the policy implementation capability along the various tiers of the public administration. The findings might extrapolate the fate of policies targeting citizen empowerment and herald myopic attitude to public grievances. The responsible civil servants at the top tier needed a rethink of their commitment and organizational capability.

The field-level service seekers suffered from the apathy of service providers and their absenteeism in their offices during service providing hours, faced recurrent dates for a single service and paid extra money. This experience of

the service seekers dissipated their trust in the functionality of governance systems. The most staggering finding was that no service seeker was found to agree to lodge complaints against public officials in fear of reprisal. It was disgraceful to public servants of a country celebrating the golden jubilee of independence earned through the citizens' bloodshed in the independence war.

A massive awareness-building effort was necessary that should inform the service seekers about the existence of the GRS; dispel their fear of reprisal from their service providers, and bring their trust in public offices about the functionality of systems. Secondly, a user-friendly system of complaining using mobile phones, especially for complaining against the service providers of the Upazila-level offices, was necessary because these service seekers could avail themselves mobile phones but lacked resources to avail themselves the current provisions of the GRS.

THE ROLE OF CITIZEN CHARTER IN ACCELERATING PUBLIC SERVICE DELIVERY IN LAND MANAGEMENT: A CASE STUDY OF UPAZILA LAND OFFICES



The Research Issue

All over the world, the main task of every government is to ensure the welfare of its citizens by providing better services. So, the government does everything to serve the people, not aiming to profit through its activities. The government takes various initiatives and introduces new mechanisms to ensure better services, changing many traditional systems. The public administration is the heart of providing such services. Hence, the proactive disclosure of relevant information is critical to get services easily. In Bangladesh, the government also goes with this spirit. It has brought many administrative reforms since its independence in 1971 for providing better services to all. Therefore, among many other initiatives, the government introduced the citizen's charter to all public offices in 2007, displaying the service delivery systems with a stipulated time frame and service fees within the ambit of transparency and accountability, which would ultimately improve the quality of services. Literature reveals that despite the good intention, the effect of the citizen's charter was hardly amicable to accelerate public services in the country. The study aimed to assess to what extent the citizen's charter was deemed to be a vibrant tool to make changes in providing public services. Specifically, the study assessed the citizen's charter's overall effectiveness in delivering the public services of Upazilla land offices to ordinary people. It also explored service recipients' perception about the effectiveness of the citizen charter displayed at Upazilla land offices and investigated the factors impeding the implementation of citizen's charter at land offices at the Upazilla level.

Methods

It was qualitative research following a case study-oriented method. The Upazila Land Office (ACL) was selected as the unit of analysis, while the citizen's charter was taken as a case for this study. A total of eight ACL offices were selected purposively from four districts—Narsingdi, Kishorganj, Rajshahi, and Joypurhat of two divisions—Dhaka and Rajshahi. Dhaka division was selected considering developed one compared to other divisions, and Rajshahi division was selected considering less developed compared to Dhaka division. Therefore, it is justified that the selection of divisions would represent the whole country, featuring developed and less developed divisions of the country. On the other hand, the four districts were selected purposively considering the same features. So, the selection of districts would represent the whole country, considering developed and less developed districts in the country. The choice of ACL offices was also made following the same argument. Therefore, the selection of the study areas was very rationale, and it would represent the whole country as the nature of services provided by the ACL offices is almost the same in the country. A total of 160 respondents were selected for this study. Among them, 96 respondents were service recipients, and they were chosen randomly. Data were collected from the service recipients, administering a structured and semi-structured questionnaire. The rest of the respondents was selected purposively. The respondents include Assistant Commissioners (Land), staff of ACL offices, civil society representatives, and journalists. The assistant commissioners were interviewed as the key informants, while other staff were interviewed in-depth. The civil society representatives and journalists were also interviewed. Four focus group discussion sessions were conducted while direct observation was accounted for in the study. Twelve experienced data collectors under two research assistants collected data from the field levels from July to November 2020.

Key Findings

The main objective of introducing the citizen's charter is to

provide better services to citizens. However, the study finds the following key findings. Land service delivery was considered the central theme of this study as it was surrounded by several issues such as the right to information, transparency, accountability, awareness. These issues are essential to get better public services, and these are considered sub-themes in this study. The study reveals that the citizen's charter has brought positive impacts on these issues. Therefore, the citizen's charter can be treated as a self-explained document to ensure better public services.

The fundamental spirit of the right to information is to make information available. Therefore, the introduction of the citizen's charter was one of the notable initiatives in this regard. This study revealed that the citizen's charter had ensured the right to information to get land-related information at the ACL offices. Transparency means "not only as of the right to access information but also as a tool for enhancing government efficiency and accountability". The citizen charter contributed to ensuring transparency, resulting in acceleration in land-related services.

Accountability is a critical element to ensure good governance. It is considered "the answerability, liability, and responsibility for someone's actions or jobs". The citizen's charter is one of the practical tools for making the administration accountable. Apart from internal accountability mechanisms, the service seekers can also hold the officials answerable about their services.

The study revealed that there was no relationship between the educational status of service recipients and getting services. About 40% of the respondents did not know about citizen's charter hanged in front of the ACL offices. It means there was an awareness gap which creates opportunities for malpractices.

Educational status does not matter to get services but middleman matters. A middleman is a significant factor to get services, reducing mental harassment and unnecessary delay. For example, it is not so easy to understand the complex nature of land-related issues for a graduate at the first time of land mutation case, but a middleman, despite being less educated, is often seen expert about land services due to his frequent involvement in such activities.

Non-cooperation is a common phenomenon at the ACL offices. Most of the service recipients experienced non-cooperation in getting accurate information about required documents for specific services. So, it brings unnecessary suffering that impacts the spirit of the citizen's charter.

The service recipients still were not well familiar with the online system. They depend on others for online applications for getting services. The study found a lack of professionalism among the lower-level officials at the ACL offices to provide services. Malpractice is a common phenomenon at the ACL offices. Malpractice is commonly labelled as bribe culture.

Policy Implications

Citizen charter has brought many positive impacts in delivering public services. But still, there is room to improve the situation. Some significant policy implications are stated below.

The authority concerned needs to apply suitable mechanisms to ensure accountability, especially at the lower level staff of the ACL offices. In many cases, the lower-level officials are held responsible for delivering better services in a better manner. So, they should bring under an effective, accountable system.

Monitoring is another crucial factor to provide better services. There was a lack of a proper monitoring system. Uploading certain numbers of files in the digital device does not ensure adequate monitoring.

Professionalism is a significant factor in providing better services. Initiatives such as training programs should be undertaken to develop a professional manner among the staff. The development of professional attitudes also contributes to enhancing cooperative attitudes.

Publicity is a critical factor in making people aware of services. More publicity programs should be arranged to make the citizen charter more familiar to mass people.

The online service providing provision has not yet been familiarized to mass people. Due to a lack of knowledge about the online system, it jiggles the service recipients a bit for the first time, and they become dependent on others to get the services.

The introduction of a feedback system may bring fruitful results in providing land-related services to its recipients. The introduction of a service tracking system can be one of the practical tools for customer satisfaction. So it needs automation. It would also contribute to halting the middlemen culture, positively impacting good practices in providing services. It would further reduce the malpractices, including the bribery phenomenon.

Regular evaluation of service provisions would bring a positive impact of providing better services. As nothing is static, periodical evaluation is critical. Through evaluation, new ideas and innovations may have appeared that would provide better management and better services.

EXPLORING THE TRAINING SPECTRUM: A CASE OF 60-HOUR LONG TRAINING IN A YEAR FOR THE PUBLIC SERVANTS OF BANGLADESH



The Research Issue

Training cannot be considered a stand-alone and one-off activity. Training must be linked to organisational problem-solving. In the absence of needs-based and continual training, officials often do not know how to handle difficult situations. Training is necessary because no matter how skilled and qualified an employee may be at the time of entry, s/he lacks certain skills/qualities which s/he needs to learn to perform effectively in specific posts. Civil servants have to brace for changes as they play a crucial role in furthering development goals and ensuring citizen service. The sooner they are ready to embrace the changes, the better it is for the country's future. To cope up with those changes at work, public servants require more skills and new knowledge. Thus, employees have to be updated and empowered through training at the workplace. Over the years, the Bangladesh Government has been spending money developing its human capital to deliver services effectively and efficiently, minimising cost and time for its customers. Regardless of that attempt, the quality service and delivery process in the Government still confront challenges. Sixty-hour long training in a year for the public sector employees in different public sector organisations across the country has been undertaken to raise their skills and competencies and modify their attitude under the supervision of MOPA. However, the outcome of this programme has not yet been evaluated in terms of the capacity development of public servants. Also, the question remains as to how far this training programme organised so far has enhanced organisational performance. How the results of 60-hour training lead to increased organisational performance is yet to be ascertained. Very few studies have emphasised linking training performance with an individual performance at the workplace. The sixty-hour training policy aimed at continuous professional development programmes for civil servants posted at the ministries and field administration. Since its introduction in 2016, the efficacy of the 60-Hour long Training programme has not been explored. Especially, the training characteristics that influence the 60-hour long training outcome have not been examined. Therefore, this study aimed at filling in this gap in the literature in the public sector, focusing on the training offered to employees and its influence on their performance in these organisations.

Methods

The researcher intended to understand reality by grasping knowledge in a changing context from different points of view of truth. Thus, this research adopted interpretivism because it attempts to examine government employees' knowledge of 60-hours training in terms of effectiveness from multiple viewpoints of truth. Interpretive research helps obtain insights about the phenomena in question and is flexible in the sense that it helps identify the missing part of what is unknown or partially known. This research administered a semi-structured questionnaire and conducted key informant interview (KII) and focus group discussion (FGD). A semi-structured questionnaire was used as the researchers asked open-ended and probing questions to policy level officials of the ministries. KII and FGD were administered in the districts. KII was used to generate a broad range of perspectives. Researchers were careful in selecting the key informants who had first-hand knowledge. The KII was appropriate as circumstances prevented employing direct observation of the respondents. All the respondents were public servants and belonged to Grade 9 and above. They were also concerned with the 60-hour training programme directly. The study was carried out in the public sector, including ministries and district and Upazila-level offices. The Ministry of Public Administration, Ministry of Health and Ministry of Education were included in the study. The district of Moulvibazar and Habiganj were selected purposively considering data accessibility. Other offices included health and family planning, agriculture, livestock, fisheries office, cooperative, food, answer & VDP and the department of public health engineering.

Key Findings

The findings indicated that facilitation and intervention at the pre-training stage, such as learning readiness of the trainees, preparatory information and advance organisers, had a profound influence on the effectiveness of the 60-hour training. An interesting finding was that learning readiness was triggered by behavioural readiness. Behavioural readiness consisted of trainees' pre-training ideas, perceptions or opinions on the 60-hour training programme that influenced the effectiveness of the 60-hour training. Preparatory information in the pre-training stage of 60-hours training, facilitated by effectively conveying information, was highly significant. Effective conveying of information on the benefits of training before training made the 60-hours training effective. Conveying of information also influenced the cognitive readiness of the trainees. Acceptance/welcome letters sent by the organisers of

the 60-hour training also increased the trainees' desire to learn before they participated in a training programme. It was found that Cognitive Task Analysis (CTA) was a prerequisite for ensuring the effectiveness of the 60-hour training as it intended to unpack the trainees' expertise. CTA was used for unleashing the cognitive processes involved in performing a job. Sixty-hour long training's content for grade 9 and above was highly knowledge-based, requiring a cognitive strategy. Moreover, as most of the trainees belonged to an experienced older adult group, CTA would help them activate cognitive processes.

Findings reveal that the training methods used in the 60-hour training were conventional and limited with lectures. According to the manual, the training methods of the 60-hour training were exercise, practice-based and workshop. However, in reality, these training methods were not used frequently. Therefore, the training method needed to cover the combination of three modalities – learning by doing, learning by seeing, and learning by hearing.

The 60-hour training was an ongoing work-related training. It focused on the work – the trainer was primarily a doer, and the work was the priority. It was a hands-on method of teaching the skills. Exercise, practice-based sessions, learning by doing, learning by seeing, and learning by hearing were the best methods in this situation.

The 60-hour training was mandatory for all the government offices, including ministries and field administration. However, only the Deputy Commissioners' offices at the field administration level conducted the 60-hour training regularly. When all the district and Upazila nation-building offices in the field administration could conduct the 60-hour training sequentially, the far-reaching influence of the 60-hour training on the public servants would be perceived on a greater scale across 64 districts.

Findings revealed that the content of the 60-hour training should be in tune with changing business environment as the 60-hour training content was a living document. Thus, findings of the research suggested inclusion for the ÔmiKvwi PvKwi AvBb 2018Õ, PDR Act, Monitoring and Evaluation of Projects' and 'Challenges of Project Management' and GRS.

One important reason behind the low effectiveness of training was the lack of attention to training. Since 60-hour Training was organised at the workplace, participants often got called away from the sessions by their supervisors, and they got engaged in the file work. Subsequently, participants were unable to pay attention to the sessions as they missed the sessions.

Findings suggested that the effectiveness of training depended on the transfer of training. Both the positive and negative role of the transfer of training was found in this study. Supervisor and peer support were cited as a facilitator to training transfer. Respondents recounted that supervisors played the role of the mentors in the 60-hours training. Also, the negative role of opposition from peers in training transfer was identified in the study as participants suggested that in the transfer process, they might receive non-cooperation, opposition or hostile behaviour from their colleagues. It was found that no initiative had been taken by the authority to evaluate the 60-hours training. There was no feedback mechanism for the 60-hours training, neither in the pre-training stage nor during-the-training nor in the post-training stage.

Policy Implications

The research provides valuable and practical implications in designing effective training programmes for facilitators, training designers and organisers. The findings of this study suggest remarkable relationships between the characteristics of training such as pre-training, during training, and post-training. Moreover, this study highlights the different stages of the training features that can affect the training effectiveness of the 60-hour training. Therefore, understanding the influence of training characteristics would help the trainers, organisers and supervising authorities design a proper 60-hour training programme. Training features of the three phases used in this research suggested that training evaluation is a must. Therefore, training professionals should conduct training assessments before, during and after training to achieve the maximum use of the 60-hour training. Civil service training is a vital tool for capacity building. A marked difference exists between the trained and untrained employees. In any organisation, the most critical intervention to efficiency is training. 60-hour training imparts job-related knowledge and skills to employees so that they can perform correctly and efficiently. When civil servants undergo 60-hour training, they acquire new practical knowledge, insights and skills; they become more efficient, productive and dynamic. This optimises their potentials in serving the citizens.

INTERPLAY OF DISASTER MANAGEMENT AND SUSTAINABLE DEVELOPMENT: LEGISLATIVE AND INSTITUTIONAL ROLE OF THE GOVERNMENT OF BANGLADESH



Photo Credit: DDM & UNDP Bangladesh

The Research Issue

Bangladesh is one of the disaster-prone countries in the world. The geophysical location, land characteristics, river system, and the rainy season climate render Bangladesh highly vulnerable to natural hazards. The coastal morphology of Bangladesh influences the impact of hazards in the area. Since independence in 1971, the country has tolerated nearly 200 disaster events causing more than 500,000 deaths and colossal damage to the national economy. It is found that about 24% of people live below the poverty line, including about 12% extreme poor; about 30 million people are likely to be affected by sea-level rise. Because of disaster vulnerability, Bangladesh topped for flood, ranked 3rd for tsunamis and 6th for cyclones with a loss of 14% GDP per year. Bangladesh experienced 219 natural disasters, with an average of seven per year wreaking more than USD 16 billion in damage. Managing disasters fruitfully and effectively to bring positive results attracts the keen attention of policymakers in Bangladesh, and the government has adopted stringent policy initiatives by engaging multiple stakeholders. Since the late 1990s, a discourse of mainstreaming disaster management (DM) into development in Bangladesh was evolved. In reality, the absence of governance hinders the professional spirit of overall disaster management programs in Bangladesh, where the intersection between DM and development is apprehensive. Undoubtedly, cohesively mainstreaming of DM issue into the development planning and processes refers to engagement in a methodical inclusive effort to reduce the risks of probable damages due to natural factors or development process. At a national level, disaster risk reduction (DRR) as a crosscutting issue needs to be accelerated by all government organisations rather than by a single department, the Department of Disaster Management (DDM). The DDM is the authorised agency to prepare and implement a sustainable disaster management risk reduction framework. Without execution, a sustainable disaster management policy framework is a meaningless application that will cause top-down explanation imposing float-up answers. Therefore, the level of enforcement of legislative obligations and implementation of the Disaster Management programme by the concerned disaster management institutions have been unveiled with this endeavour. National policy and strategies for integrating DRR in emergency preparedness, response and recovery programmes in light of national-level policies about the DRR for the reconstruction of affected communities remain a challenge for the Government of Bangladesh to accelerate the paradigm shift from the relief culture to the DRR culture. In line with the policy framework, this study aimed to assess how the political economy influences the government of Bangladesh on governance and institutional strengthening to help identify obstacles and opportunities for mainstreaming DM into development and how governance works in the implementation of DM programmes in Bangladesh. Additionally, initiation and implementation of community exposure to disaster vulnerability response to DM is also a significant study area.

Methods

In order to achieve the objectives of the study, it requires both content analysis and a qualitative approach. The study applied a qualitative approach because the study dealt with disaster vulnerable communities. Data were collected from both primary and secondary sources. The study attempted to analyse the legislative and institutional dimensions of the government of Bangladesh to understand the implication of DM initiatives on the areas where people are exposed to natural disaster vulnerability. Given the different kinds of natural disasters, this study has been conducted in two locations of Bangladesh: Sarankhola Upazila of Bagerhat district and Chauhali Upazila of Sirajganj. Both data collection areas were purposively selected, considering the first one as cyclone-prone in the coastal area and the second one as a flood-prone area. Moreover, these two locations are also exposed to different types of disasters. For primary data, a total of 40, 20 from each location, were selected to interview. The study used non-probability sampling for selecting the research participants, as it is a qualitative study. Ten participants from each cluster/group were interviewed over phone/skype. A semi-structured questionnaire was also carried out to facilitate face-to-face interviews of the key informants. Again, instead of face-to-face interviews, the research team had to rely on phone/skype interviews because of the COVID-19 pandemic. FGD, which was initially included as the data collection tool of this study, was dropped because of restrictions on maintaining social distancing.

Key Findings

Among the three stages (pre, during and post), the first two phases are more robust than the third one, which emphasises sustainable disaster management. Institutional framework supports are faster for the first two phases, whereas post-disaster arrangements are slow and sluggish. The long-practised disaster management mechanisms in Bangladesh significantly contribute to the control of disaster occurrences and effects. Policies formulated, adopted, and revised by the government are found sufficient for the sustainable development approach. Policy infrastructure, legal provisions and local institutional arrangements serve as the base of disaster and sustainable development. Thus, the nexus between SDGs and Local Government represents the intertwined relations. Sustainable development can be viewed as the combined efforts and set of targets to fit in encountering economic, social and environmental challenges. The 2030 Agenda highlights the need for a

comprehensive and localised approach to SDGs. The approach advocates how government combines various stakeholders such as regional and local authorities, sub-regional institutions, international institutions, academia, philanthropic organisations, volunteer groups. A participatory local government approach seems inevitable for translating SDGs to the development paradigm and benefit the poor. Bringing the poor out of poverty is also a significant concern of SDGs implementation. Moreover, the local government significantly contributes to improving access to essential services and providing an effective platform for the poor, farmers, labourers, and women to engage them in the decision-making and development process. Since 'leaving no one behind' is the philosophy of SDGs where poor people are in the locus, establishing a robust local government system is a viable solution for inclusive development.

Notwithstanding government initiatives to mitigate the immediate losses in the disaster-prone areas, responses are on average (46%) and insufficient. NGOs play a contributory role (40%), whereas local leaders (20%) and private organisations (0%) have a minimal role. Relief programmes, call broadcasting, interactive voice response, SMS service to disseminate disaster early warning during and after disaster instruction, and cyclone shelters are the leading service of the government in that areas. Public employees like UNO, DC, and members of the concerned ministry provide disaster-related grants to diminish disaster vulnerability.

Capacity building for disaster mitigation learning, disaster management guideline, training is hardly found. The government does not provide training against disaster preparedness, correct instruction on how to minimise loss, damage, and death, and how to learn to deal with disaster mitigation processes to vulnerable people. Data show that, among the respondents, only 15% of people got training or attended awareness-raising activities, whereas 70% are in the dark.

A significant portion (65%) of the respondents claimed that they are not facilitated by the dent of VGD, VGF, TR, and GR during a disaster. Only a few people are fortunate to get those facilities because of a personal relationship with an influential person.

Policy Implications

The ownership of policy relating to disaster management should not belong to only government agencies. Instead, a strategic joined-up methodology can be essentially developed and institutionalised for DRR to a certain level. Capacity-building programmes for all concerned officials are built-in strategies to successfully implement DRR guidelines where political and administrative leaderships are critical factors.

The Government-donor-community management style can be utilised to make the risk reduction programme cost-effective and creak ownership of the programme among the stakeholders. This process encourages the civil society and policy makers' coalitions to mobilise local assets because civil society actors remain imperative for advocacy. They can provide a vehicle for bringing comprehensions from the grassroots, a mechanism for representing popular views, the potential for popular legitimacy and oversight.

Introducing disaster management and risk reduction mechanism in the basic education system may enable young students and teachers to practically exercise the learning and eventually contribute to reducing the risks and making a socially sustainable DM system.

Land use preparation is a potentially powerful mitigation tool as it seeks to mitigate the threats and vulnerability from geological and other hazards. For effective land use strategy and planning considering DRR, making the 'National Land Use Policy' is required.

For ensuring fruitful and sustainable community engagement, activating and strengthening UDMC is a must with the involvement of community people, including women, so that the need and vulnerability of the community during a disaster is realised and effectively addressed.

EDUCATIONAL THOUGHTS AND PHILOSOPHY OF BANGABANDHU: ANALYSIS OF BANGLADESH EDUCATION COMMISSION REPORT, 1974



The Research Issue

The creation of productive human resources predominantly relies on the requirement of 'proper education' for the development of any country. Evidence advocates that the architect of independent Bangladesh Bangabandhu Sheikh Mujibur Rahman, throughout his life, gave equal importance to education alongside his political struggle. Because of his intense efforts, the then East Pakistan Awami Muslim League, in its manifesto, included some specific declarations on education like compulsory education has to

be ensured for all male-female, stipend has to be provided, and Bangla will be the medium of education. Analysis of the political activism of Bangabandhu reveals that strong principles of social justice always guided him. He stressed 'education for all' as the vital tool for ensuring social justice. He thought of a universal education system in harmony with the objectives of the 1962 students' 'movement for education'. Under his leadership, the people of Bangladesh fought an armed struggle against the occupied Pakistani army and achieved independence. After the materialisation of his first dream, independent Bangladesh, he concentrated on reconstructing the war-ravaged country. His dream was to build Sonar Bangla, the prosperous Bengal, and for that purpose, he stressed the need for Sonar Manush. He realised that it is only proper education that can make his desired Sonar Manush. Immediately after coming back to independent Bangladesh, Bangabandhu emphasised education as one of his most priority areas. He wanted to remove various defects and deficiencies and to restructure the existing education system of the country. With that view, the government of Bangabandhu on 26 July 1972 formed the Bangladesh Education Commission with renowned educationist and scientist Dr Md. Qudrat-e-Khuda as the chairman. Educationists of the country argued that the Quadrat-e-Khuda education commission reflects the philosophy of Bangabandhu in their report to make 'sonar manush' through restructuring the education system. A question aroused what the thoughts of Bangabandhu about reorganising the system of learning were. Several academics from the present generation also claimed that the guideline made by the Quadrat-e-Khuda education commission (QKC) is still applicable for reshaping the country's education system. Therefore, this study was an attempt to highlight the thoughts and philosophy of Bangabandhu on education, analyse the extent to which his thoughts have been reflected in the commission report, and assess the implementation status and challenges of the commission recommendations.

Methods

A qualitative research approach was adopted in this research for data collection and analysis. About meeting the first two objectives, the study initially demanded the employment of secondary sources of data, their interpretation, linkages and thorough analysis. The key sources entail the three writings of Bangabandhu, namely the 'Unfinished Memiores', Prisoners' Diary, New China 1952, the public speeches Bangabandhu made at different meetings, the Constitution of the People's Republic of Bangladesh, Bangladesh Education Commission Report, 1974, scholarly writings. After that, we the researchers concentrated on collecting primary data since it was intended to crosscheck our understanding of the first two objectives. Assessment of the implementation status and challenges of the Bangladesh Education Commission Report, 1974 recommendations also required primary data. As such, researchers interviewed some renowned educationists, political leaders, educational administrators, and teachers. The study utilised the snowball sampling method for interviewee identification as well researchers developed a checklist for the interview and had an open-ended discussion with identified interviewees.

Key Findings

The Underpinning philosophy of Bangabandhu

Bangabandhu believed that education has a crucial role in instilling the elements of good citizenship in society. Through education, he thought of creating an attachment for nationalism, socialism, democracy and secularism- the four fundamental principles of our state into the minds of the people of Bangladesh. He thought of education as creating a knowledge society and wanted his people to be science-minded through education. The underlying philosophy of education, in his thinking, was that economy of the country would depend on the knowledge of their citizens who would be creative and innovative. This was the wide-ranging philosophy that guided him to restructure the country's educational system. His dream was to convert Bangladesh into a knowledge society where people would be globally competitive. Data revealed that such educational thoughts and the philosophy of Bangabandhu were rooted in his lived experiences. Bangabandhu started his education in a missionary school, which contributed to being secular-minded. He was kind to poor from his childhood. This attitude of kindness shaped him to think about the people around him. From his childhood, Bangabandhu was outspoken and brave in any injustice that happened there. Bangabandhu was very respectful to any seniors in the society. This value was rooted in his family, especially in his father. The father-son relationship guided him to become a responsible and ethical person.

Education Philosophy of Bangabandhu

Bangabandhu equated investment in education with human resource development, not as an expensive social service activity. He thought of increased investment in education. The introduction of uniform education for all, curriculum modernisation to create a knowledge society, elimination of illiteracy, and building an educated society, instilling four fundamental principles of state policy in people's minds through education demonstrated his educational thoughts and philosophy. His dream was to create humanistic persons with ethical values, skilled persons with technical know-how, science-minded persons free from superstitions and globally competitive citizens through education. Bangabandhu thought of eight-year primary education and four-year secondary education. In his thinking, the most meritorious students would go for higher/ tertiary education.

They would become scientists, philosophers, think-tanks and lead the country while others would take vocational and technical education. He thought to link education and employment providing resources through a cooperative approach. He was very respectful to teachers and thought of enhancing teachers' salaries and social dignity. He wanted the most meritorious persons in the teaching profession for providing quality education. He gave equal importance to women education and women leadership. Nationalisation of education, providing books and school meals, and stipend for the poor but meritorious students reflected his progressive educational thought. He valued educationists the most and assigned them the role of policy formulation and governance. He brought renowned educationists and intellectuals to interpret his philosophical standpoint by forming the education commission with a scientist as its convener and seventeen educationists as members. Moreover, he felt the necessity of a radical change in our educational system. He always emphasised the following critical issues about education: the educational system would be entrusted with the state; disparities among private schools had to be eliminated; all schools had to be turned into government-aided educational institutions; education had to be made compulsory for all women and men; free compulsory primary education had to be introduced all over the country; secondary schools had to be established all over the country for ensuring easy access to education.

Key aspects of the QKC report

Adequate allocation in education and stipend-based education; primary education for eight years, secondary education for four years; expansion of technical and vocational education; women education, madrasa education, specialised education; higher education and research; ensuring the dignity of the teaching profession. The commission portrayed education as the 'capital of the state' rather than the 'right of the people' by which a self-sufficient nation could be formed. The state would invest its capital to build skilled human resources, which would meet the 'rights' of the people. He dreamt of ensuring accessibility and affordability of 'humanitarian education' for all at all levels. In the belief of Bangabandhu, as data reveal, every individual would be an 'ethical person' and a 'well-groomed human being' through humanitarian education. This notion of Bangabandhu was not implemented in line with his view due to the less time-span of his government, the change of political context, change of the philosophy of education in our context.

Policy Implications

There is no denying that we are far away from the thoughts and philosophy of Bangabandhu as far as education is concerned. the present education is mostly memory-based and assessment oriented. There is hardly any scope of nurturing merit in the existing education system of Bangladesh. Moreover, space for poor but meritorious students in our existing education system has also been squeezed because of the commercialisation of education. The government of Bangladesh is still far away to take appropriate measures for spreading vocational and technical education. Bangabandhu had a dream to establish a National Educational Research Council, and this idea is still in documents. However, Bangabandhu was the philosophical ideologist who had absolute command and control over the country's people. He had complete confidence in his people, employed renowned educationists and intellectuals of the country, and did not require any external expert to interpret his philosophical thoughts. The educational thoughts and philosophy of Bangabandhu and his approach are equally applicable even today despite so many changes in the national and international context. A strong political commitment and desire are needed to materialise the dream of the father of the nation.

SOCIO-ECONOMIC IMPACTS OF CLIMATIC CHANGE ON TEA PRODUCTION IN BANGLADESH

The Research Issue

The impact assessment of climate should consider two interrelated processes: socio-economic impact and climate change. The change in socio-economic activities has not been sufficiently incorporated in impact assessment. Hence, the study integrated the difference in socio-economic conditions systems to assess the impact of climate change. As the deltaic floodplain, Bangladesh is highly sensitive to climatic variation. The predominant agricultural economy is interconnected with the monsoonal characteristics, notably the wet and dry seasons pattern. The changes in climatic variables have severe implications for the local economy and community welfare. Changes in tea yields and quality of made tea may negatively impact the economy and gardeners' and workers' livelihoods. The study explored this theme. The ecology also depends on much anthropogenic and non-anthropogenic perturbation, which impact together. The study stressed only rainfall distribution as it determines tea production primarily. Ironically, the tea gardeners do not keep data on maximum temperature, minimum temperature, mean temperature, humidity, day length, light intensity, dew points, soil temperature, soil chemistry and physics, slope, organic matter contents. The study aimed to assess the rainfall's impact on yield and other socio-economic impacts. The main relationships among rainfall, tea yield, and workers' welfare were embraced as climate change's socio-economic impact. This theme was explored through four main questions: What is the trend of tea yield in Bangladesh? How does the rainfall pattern affect the yield and quality of the product? How are

the gardeners affected in terms of cost-benefit analysis? What are the consequences on the workers? And what should be the remedies?

Methods

The study collected both primary and secondary data for the period from November 2020 to March 2021. The existing literature related to the socio-economic impact of climate change was studied to understand the broader picture of the collected data and develop a theoretical framework for this paper. A stepwise systematical research approach was used for a better outcome. Ten tea gardens were taken from three tea-producing administrative divisions: Sylhet, Chattogram, and Rangpur. The recorded data on monthly rainfall and tea yield from 2010 to 2020 were collected from each garden. In addition, secondary data on the national yearly tea production of the same duration were collected from Bangladesh Tea Board. The annual rainfall was defined as the independent variable and tea yield as the dependent. Pearson correlation coefficient (PCC) determined the nature of the relationship. Eleven years' data (2010-2020) of 10 gardens were used in this calculation. In addition, a simple descriptive analysis was followed to correlate yield with rainfall patterns. Based on the tea gardens ' data, a comparative assessment of the cost of production and profit/loss per hectare area between the years 2019 and 2020. A focus group discussion was held at each garden to understand the changing behaviour of rainfall patterns and associated problems like the emergence of new pests and their effects on the products' quality. A total number of 30 workers were selected purposively from each garden. Among them, 15 were permanent workers, and the rest was a temporary or contractual worker. They were interviewed with a semi-structured questionnaire focusing on daily income, monthly employment of the temporary workers, payment regularities, housing facilities, and sanitation status. Based on the collected data, a comparative assessment between the years 2019 and 2020 was accomplished. The study analyzed the key actors of tea markets and assessed the profit/loss of the intermediaries based on the data collected from FGDs. In addition, a consultation workshop was held in Chittagong, where the tea growers and representatives from the warehouse, brokers, and buyers were present. Telephonic interviews were done with the senior management of the Bangladesh Tea Board. variable and tea yield as the dependent. Pearson correlation coefficient (PCC) determined the nature of the relationship. Eleven years' data (2010-2020) of 10 gardens were used in this calculation. In addition, a simple descriptive analysis was followed to correlate yield with rainfall patterns. Based on the tea gardens ' data, a comparative assessment of the cost of production and profit/loss per hectare area between the years 2019 and 2020. A focus group discussion was held at each garden to understand the changing behaviour of rainfall patterns and associated problems like the emergence of new pests and their effects on the products' quality. A total number of 30 workers were selected purposively from each garden. Among them, 15 were permanent workers, and the rest was a temporary or contractual worker. They were interviewed with a semi-structured questionnaire focusing on daily income, monthly employment of the temporary workers, payment regularities, housing facilities, and sanitation status. Based on the collected data, a comparative assessment between the years 2019 and 2020 was accomplished. The study analyzed the key actors of tea markets and assessed the profit/loss of the intermediaries based on the data collected from FGDs. In addition, a consultation workshop was held in Chittagong, where the tea growers and representatives from the warehouse, brokers, and buyers were present. Telephonic interviews were done with the senior management of the Bangladesh Tea Board.

Key Findings

It was found that the average yield in the study area ranged from 1015 kg/ha to 1466 kg/ha. The highest yield was counted in 2019, followed by 2016 and 2020. Contrastingly the lowest yield was observed in 2011. The annual production per hectare area remained almost symmetrical in 2010-12, 2014-15, 2017-18, and 2020. The trend continues on an upper path. Chottogram exhibited a highly choppy trend of yield. The highest yield was enumerated in 2010, and the lowest in 2020. Despite oscillation, Sylhet division gradually increased its yield. Rangpur divisionmaintained a gentle uptrend, which maximized its yield during 2014-2017. The national production trend mirrors the tea yield trend per hectare in the whole study area. The highest annual national production (96.07 million kg) was recorded in 2019, followed by 2020. The lowest national production (59.13 million kg) was found in 2011. In the rest years, the annual national output ranged from 60.04-85.05 million kilograms.

The monthly average rainfall in the study area from 2010-2020 recorded the highest rainfall in June, followed by July, August, May, and September. The average rainfall varied considerably from year to year. The highest rainfall was enumerated in July 2019 and 2020. The year 2014 faced 03 months-long drought conditions.

The Sylhet division showed a symmetrical average monthly rainfall pattern. The Chottogram division showed a little bit asymmetrical average monthly rainfall pattern. The monthly as well as yearly rainfall average is highly fluctuating. Rangpur division showed a decreasing trend of annual rainfall except 2010 and 2020. A prolonged drought in the dry season is apparent. The study revealed that the annual rainfall volume could not influence tea yield. There was a

slight negative relationship between average rainfall and yield. The Chottogram division respondents reported that tea mosquito bugs (Helopeltis Theivora) and red spider mite (Tetranychus urticae) was a minor pest historically. Still, in recent times they have become significant devastating pests. These two insects are the primary pests in the Rangpur division. In 2020, the gardeners pegged massive revenue loss due to mainly pandemic corona 19. The pandemic played a crucial role in surging the cost of production and decreased the market price due to lower consumption. Rainfall-related factors exaggerated the loss.

The workers are categorized as temporary (contractual) and permanent. The average daily income was 240 takas/worker/day in 2019, which decreased to 224 takas in 2020. The workers could not pluck leaves beyond their tasks in extreme weather and henceforth low yield. 77% of workers were permanent, and the rest was temporary or contractual. The employment of temporary workers depends on yield, cost of production, and profit. Irregularity in wage payments was reported in low yield and increased cost of production due to climatic variability. Sometimes, it is tough to pay the workers on the weekend regularly. 79.6% opined that the garden owners could not pay them every weekend due to a shortage of money flow among the permanent workers. The permanent workers deposit 7.5% of basic pay as the provident fund started at 18 and ended at 60 years of age. At the time of retirement, they receive double the deposited money plus the bank's interest rate. Sometimes, the gardeners cannot pay back the provident fund regularly. The tea gardeners argued that the retailer price was steady with lower domestic consumption due to corona and lower sell price. The producers were highly affected, and the consumers did not pay less money in purchasing packed tea. The intermediaries, notably buyers, secured the highest return.

Bangladesh Tea Board (BTB) is an autonomous body responsible for drafting laws, rules, and public policies regarding tea production and the management of the tea sector. The gardeners believe that BTB always upholds the buyers' interests and rarely cares about the producers' welfare. The buyers have benefitted from the existing regulatory framework. Other farmers buy fertilizers, pesticides, and machinery at a subsidized rate, except the tea growers. On the other hand, the rest agricultural sectors pay electricity charges for irrigation purposes at a household rate, but the tea growers are charged with a high commercial rate. The government helps the farmers in various ways and provides various incentives to boost up agricultural production. Contrarily, the government imposes 1% cess and 15% VAT on the tea products despite being an agricultural crop.

Policy Implications

Kazi & Kazi, the only organic tea garden of Bangladesh, has developed a highly resilient farming system against any adverse climatic variables like drought. As it produces premium quality organic tea, it makes a profit under any circumstances. It has developed associated organic dairy entrepreneurship, which boosted the workers' socio-economic conditions and the company. The other tea estates can follow organic farming to avoid gradual tea production loss and improve the workers' living standards.

Like other crops, tea growers should enjoy government subsidies in purchasing agricultural inputs, including fertilizers, pesticides, electricity, and different types of machinery. Government should exclude this sector from paying cess money and VAT. This stimulus will help the growers to restore their confidence level and to minimize the losses.

According to the growers' perception, the intermediaries' incremental hegemony in the market chain is causing more problems than climate change. Neither the head (the growers) nor the tail (the consumers) is benefitted from the existing market systems. Most gardeners face loss in most of the years, but the intermediaries, notably the buyers, make huge profits.

Tea producers should be obliged to bring under the umbrella of risk insurance to transfer the production loss into monetary compensations.

The drainage and irrigation systems should be modernized to protect the plants from waterlogging and drought, respectively. Establishing a sprinkler irrigation system may ensure efficient water resources use and minimize the adverse effect of drought. Applications of indigenous knowledge can be encouraged. Bangladesh Tea Research Institute should work intensively to develop drought-resistant varieties. Integrated nutrient management can combat nutrient deficiency and drought simultaneously. The pruning litter and shade tree droppings should be preserved and added to the soil to increase the soil's organic matter and water holding capacity.

The workers should be considered part of society's mainstream and left-behind group. The government should incorporate them into all safety net programs administered by various public departments. Only the tea growers cannot ensure their wellness and meet basic needs. Besides, the government can encourage local, national, and international Non-Government Organizations to improve the workers' socio-economic conditions.