

HUMAN RESOURCE DEVELOPMENT IN BANGLADESH PARLIAMENT AND ITS SECRETARIAT: AN OVERLOOKED AGENDA

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Abstract : This paper made an attempt to depict the state of HRD situation in Bangladesh Parliament and its Secretariat. With this objective in view the findings of major diagnostic studies undertaken by international communities in the last two decades have traced out and measures that the parliament adopted to address them. The paper also focused on the opportunities embedded in the provisions of 'autonomous character' accorded to the parliament Secretariat under the Parliament Secretariat Act 1994 and subsequent Recruitment Rules made there under to give effect the Act. Finally, an attempt is made to identify the reasons faltering the secretariat in HRD development to an optimum level.

Imperatives of Human Resource Development (HRD)

No administration can be better than the men and women who administer it or in other words organizations can be as efficient as their employees are. Those organizations that are able to acquire, develop, stimulate, and keep outstanding workers will be both effective and efficient. This is true regardless of the type of organizations – public or private. In organizations, it is important to determine both current and future organizational requirements for uninterrupted provision of competent man power to meet the ever changing situation of contemporary world and attain the long term objective of the organization. Plans for the improvement of organization and of procedures are of little practical importance unless they are accompanied by sound HRD policy and improvements in the attitudes and abilities of those who operate the organization and carry out the procedures. Human Resources Development (HRD) is a framework for the expansion of human capital within an organization, region, or nation. It is a combination of training and education that ensures the continual improvement and growth of both the individual, the organization, and the national human resource to cope with ever increasing demands of the people. HRD is concerned with training and employee development to help flourish potential qualities in people to bring about new features that lead to attaining organizational and individual goals.

Due to the interdisciplinary nature of human resource development (HRD), there has been little agreement as to the underlying definition and primary theories that form the basis for the field.

Nadler says human resource development (HRD) is a series of organized processes, "with a specific learning objective" At the organizational level, a successful Human Resources Development Program prepares the individual to undertake a higher level of work, "organized learning over a given period of time, to provide the possibility of performance change" In these settings, Human Resources Development is the framework that focuses on the organization's competencies at the first stage, training, and then developing the employee, through education, to satisfy the organization's long-term needs and the individual's career goals and employee value to their present and future employers. Development of human resources strategy is meant to be helping out employees to augment the skills needed to perform their tasks effectively and make the organization efficient. To look at HRM more specifically, it is a process consisting of four functions – acquisition, development, motivation and maintenance of human resources.

Scope of Human Resource Development

There can be no universal attributes applicable to human resource development for all types of organizations. However, in recent years, there has been relative agreement among HRM specialists as to what constitutes the field of HRM. The model that provided the focus was developed by American Society for Training and Development (ASTD). ASTD identified nine human resource areas:

- Training and development
- Organization and development
- Organization / job design
- Human resource planning
- Selection and staffing
- Personnel research and information systems
- Compensation / benefits
- Employee assistance
- Union/ labor relation

These nine areas have been termed spokes of the wheel in that each area impacts on human resource outputs; quality of work, productivity, and readiness for change. The objective of this paper is not to study any particular model; rather, focus on a few general aspects human resource development. However, HRD approach is contingent upon organizational mandate and that the types of services and outputs that its stakeholders/clients ask for. Usually specific type of skills required for specific types of organization and is instilled after their induction into the organization through imparting rigorous formal and informal trainings by specific training institutions through especially designed programs. Here in this paper we will be concerned with human resource development in Bangladesh Parliament Secretariat. Since parliament secretariat provide

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support services to the members of parliament (MPs) for legislation and committees for conducting oversight to hold the executive to account, human resource development in this organization calls for different types of knowledge and skill unlike other government ministries and departments. However, there are elements/stages of human resource development common to all type organizations, public or private sectors, like recruitment, training, promotion and employee motivation. Parliament secretariat is a public sector organization and it has to follow the normal process of recruitment procedure set out in the 'Recruitment Policy' 1981 of Bangladesh Civil Service that is administered by the Public Service Commission (PSC). And, since Parliament Secretariat by its mandate is a unique type of public sector organization manned by especially oriented group of people, calls for especial knowledge, skills and aptitude to serve its purpose and for that matter it prerequisites separate locus standi as organization and policy to develop its human resources. To translate this far reaching objective Article 79 of the constitution has empowered the parliament to constitute its own secretariat and enact laws to administer its activities. To give effect to this constitutional spirit Parliament made an enactment called 'Parliament Secretariat Act' in 1994 which accorded parliament secretariat an autonomous status, independent of executive control in regard to its human resource management and development. And later, Recruitment and Promotion Rules were framed to translate the vision enshrined in 'Parliament Secretariat Act' 1994. This paper is a modest attempt to shed some light on a few aspects of HRD in Parliament Secretariat like, recruitment, training, motivation and promotion. Methodology adopted in this study is heuristic in nature. It examines and analyses the findings of various reports on parliaments along with laws, rules and Orders issued by the parliament intended to develop human resources for increasing efficiency and effectiveness of Bangladesh parliament.

Legal Foundation of Parliament Secretariat's HRD Policy

After the adoption of Bangladesh constitution in 1972, parliament did not have its independent secretariat, rather it was an annex of the President's Secretariat. In consonance to the Article 79 of the constitution Parliament should have enacted a legislation to establish its own secretariat immediately after the first parliament seated in 1973. That did not happen. In fact, the needs assessment study by the Asia Foundation first urged that requisite legislative action should be taken to establish parliament secretariat's independence from the executive and to make it accountable to the parliament through the speaker. Asia Foundation made the view that the prerequisite to assert parliament its sovereignty over the executive/bureaucracy is to have its own secretariat accountable to it, not to the executive arm of the government, in fact, to the President. It should be the prerogative of the parliament to determine with reasonable prudence the staff

strength and budget it requires for the effective administration of its secretariat and to authorize on its own cognizance the redeployment of its staff among its various organizational units as may be desirable, as well as the establishment of new or additional posts as and when it deems necessary, without having to obtain the approval of the executive branch.

In this backdrop Parliament enacted a legislation named Bangladesh Parliament Secretariat Act in 1994.

Now, Parliament secretariat is not under the jurisdiction and control of any Ministry/Division of the Government (Article 3(2) of the Secretariat Act 1994). The Parliament Secretariat Commission is the highest policymaking body comprising of the following members:

- a. Hon Speaker shall be the Chairman
- b. The Prime Minister or any MP nominated on his/her behalf
- c. The leader of the opposition or any MP nominated on his/her behalf
- d. The Minister in charge of the Ministry of Parliamentary Affairs or any MP nominated on his behalf, and
- e. The Finance Minister or any MP nominated on his behalf.

Parliament Secretariat Act 1994 vests all executive responsibility with the Speaker; although there is provision for delegation of his power down the line for the due discharge of official business. The Speaker has the power to make rules in consultation with Secretariat Commission. Under the authority of Parliament Secretariat Act, Secretariat Commission has the power and jurisdiction to decide on the annual budget for the secretariat, determine its manpower – increase/diminish posts and undertake any reform/reorganization of parliament secretariat. As such the service conditions of the officers and employees of the secretariat are administered by the Recruitment Rules 1994 (thereafter amended in 2001) framed by the speaker under authority of Article 21 of the Parliament Secretariat Act of 1994 in consultation with Secretariat Commission.

Recruitment Policy and Staffing in Parliament Secretariat

The objective of an efficient civil service can't be achieved unless it is followed by a sound system of recruitment policy. The recruitment policy in parliament secretariat is guided by the Parliament Secretariat Act, 1994. The Act specifically said that the officers and employees of the Parliament Secretariat shall be recruited in such manner as may be prescribed by rules. In order for Bangladesh parliament secretariat to recruit sufficiently qualified persons, Recruitment Rules 1994 made elaborate provisions that included direct recruitment by Public Service Commission (PSC), indirect method, that is, recruitment by promotion, recruitment by deputation from line ministries of the government, recruitment by contract and recruitment by absorption from other organizations.

Parliament Secretariat Act of 1994 made the provision that direct recruitment to class 1 and 2 shall be made through Bangladesh Public Service Commission (PSC). Accordingly 1 assistant director (Research), 1 assistant director (Public Relations), 1 accounts officer, five assistant secretary, 7 committee officer, two system analyst, and 1 computer engineer joined parliament secretariat in class 1 services through due recruitment process by PSC in 1996. This is how parliament secretariat as an autonomous body started off to a journey to build a permanent cadre of parliamentary officials. It was the expectation that so long as these officers are promoted to higher rank over time to the positions of senior assistant secretary, deputy secretary, joint secretary, additional secretary and secretary, parliament secretariat should be manned by officials on deputation from line ministries or by contractual appointment of retired officers. This is a kind of interim arrangement followed in India, Pakistan, Sri Lanka and even in the British House of Commons.

It is usual practice that VIPs in parliament/secretariat like speaker, deputy speaker, chief whip, whips and prime minister's adviser for parliamentary affairs have entitlement to engage assistant private secretary (APS) and a few other staff, usually known as 'privileged staff' for their executive assistance on personal choice. They are considered political appointees and remain in office so long as the VIPs hold the office or tenure of parliament is not finished. But in 2000, 22 such political appointees were absorbed to different positions of parliament secretariat's regular service such as deputy secretary, assistant secretary, assistant director (PR), committee officer, legislative draftsman, computer programmer, librarian, and so on. In case of these appointments conditions enshrined in the recruitment rules like age limit and educational qualifications were disregarded and did not follow the process of recruitment set out by PSC, even they did not have to face any selection board for recruitment. Since then, in fact, direct recruitment to parliament secretariat remained suspended for more than a decade with one or two sporadic induction in such a long time. Practically, overtime secretariats has waned its manpower strength because of stagnation in the direct recruitment and exist of officials due to retirement, leaving of the job and death. In 2006 secretariat had 69 parliamentary staff and in 2011 the number reduces to 53 including those absorbed political appointees. And by 2015 it will further reduce because of normal retirement, unless new direct recruitment is made in the parliamentary services.

At present 1105 staff members constitute parliament secretariat in which there are 123 sanctioned position for class 1 services of which 18 posts remain vacant. The bulk of employees belong to Class III and IV. Of 105

Class 1 officials on the job majority are on deputation. The Table below depicts the scenario of staffing pattern in parliament secretariat.

Table-1: Profile of staff in Parliament Secretariat

Nature of the officials	Number
Direct recruit + recruitment by promotion from Class II	42
On Deputation	52
Absorbed from other organizations	11
Positions Vacant	18
Total	123

Source: Parliament Secretariat, 2011.

The Table 1 suggests that majority of positions in the secretariat are filled in by deputation. In fact, all the decision making positions from secretary down to deputy secretary are officials on deputation from different ministries. According to Parliament Secretariat Recruitment Rule 1994, recruitment by promotion is of prime criteria for filling secretariat positions. For example, positions like joint secretary (75%) from among deputy secretary and 25% from directors of the secretariat, deputy secretary (100%), and assistant secretary (75%) have to be filled in by promotion from among the secretariat officials. In case of unavailability of suitable candidates from secretariat for promotion, recruitment be made by deputation. And in cases of the positions of assistant director reporting (66%) and assistant secretary (25%) have to be filled in by direct recruitment. And there is also provision for direct recruitment through PSC for certain positions like committee officers, assistant secretaries (25%), deputy director training, legislative draftsman, research officer/assistant research officers and so on. However, contrary to this rule, even at the base, senior assistant and assistant secretary positions are also drawn from ministries on deputation. In case of recruitment in the secretariat services 'exception has become the rule'. As such, positions of directors and assistant secretaries remain vacant, but not filled in by direct recruitment or by promotion from among the secretariat officials. The Table 2 below demonstrates the picture of recruitment by deputation. Parliament's unwillingness for direct recruitment of assistant secretary and committee officers who are eventually expected to be mainstay of support to the members of parliament creates serious impediment to the formation of permanent and professional cadre of parliamentary officials.

Table-2: Nature of appointment in Parliament Secretariat

Name of position	Number of post	Nature of appointment
Secretary	1	Deputation
Additional Secretary	2	Deputation
Joint Secretary	4	Deputation
Deputy Secretary	10	Deputation
Senior Assistant Secretary	10	6 by deputation
Assistant Secretary	19	9 by deputation, 2 by promotion and 8 remains vacant

Source: Bangladesh Parliament Secretariat 2011.

DFID in 2000 underwent a diagnostic study on staffing pattern of parliament secretariat and observed that it was of a chaos. Staffs at senior level were too few and insufficiently experienced to carry out their work effectively. Parliaments' reliance on the staff on deputation works against the development of a cadre of professional parliamentary staff to support effective committee functioning and creates instability in the mid and senior level management because they lack expertise in parliamentary management. Committee wing suffers lack of institutional memory. Committee section is ill-staffed to undertake the support role of 48 Standing Committees on Ministries (SCMs) and 100 subcommittees and role of committee officer was limited to notifying committee meetings.

Subsequently, UNDP carried on a thorough organizational review in 2002 under "Strengthening Parliamentary Democracy Project" (SPD) 1997/BGD/003. Organizational Review Mission found that recruitment and promotion appears not to be based on specific post requirement; top senior management posts have been filled on a contract or by deputation; appointment by deputation and contract does not consider the degree to which an individual meets the educational, knowledge and personal stability requirements of the posts; and 21 percent of regular approved posts are vacant, suggests that there be less requirement for staff than that anticipated in the planning process. The mission put forward certain recommendations to counteract the shortcomings that includes inter alia : Setting out career path of different streams of work in the secretariat with specific knowledge, skills and experience; developing a new recruitment/appointment policy on the basis of merit and requirement of the post.; and as a matter of policy, deputation is to be used only in exceptional circumstances. The Mission strongly recommended the development of comprehensive and coherent human resource policies, procedures and practices and tools to support the effective management of human resources to better support the needs of parliament. As examples, references were made to the development of gender equity policy, discipline policy, delegation of authority, training policies and human resource policies.

But in reality parliament has not made any stride in building its own professional cadre and minimize reliance on officials on deputation; rather the situation worsened further compared to the situation of 2006. Now the question is what are reasons underlying for this kind of staffing pattern for long time – are the secretariat staff adequately equipped to provide support to the members and committees efficiently? Are they ready to assume greater responsibilities of higher positions? How much importance does parliament accord to enhance capacity of its secretariat and what kind of training programs it worked out for career development of secretariat staff? The next section would briefly attempt to address these queries.

Staff Development and Training Arrangements for Bangladesh Civil Service (BCS) Cadres

The purpose of training is to increase the knowledge and skill of an individual in order to give him greater capacity in his field of work to cope with ever changing situation and increasing demand of the day and minimize the shortage of efficient personnel. It is a form of applied education closely related to his skills needed on the job. From this point of view there is no uniform training program applicable to all types of organizations, though there is provision for Foundation Training for all cadres and non – cadre officials in Bangladesh civil service meant to instill knowledge about general socio-political, economic and legal context within which government functionaries are required to carry out their jobs. The new entrants, irrespective of nature, cadre and non-cadre, should be given good understanding of the nature and functions of the organization and its mandate that they are called upon to fulfill. And this mission is carried out by respective specialist training institutes. The UN Handbook of Training emphasizes that training must always be job oriented. The main emphasis should be placed on improvement in the performance of duties and for that matter methods of instructions should be designed to give the participants the opportunities to practice improved work methods. The training which imparts new knowledge, managerial skills and attitudinal changes should not be one time event in the career of civil servants, rather as a process of change in itself. The French term "à rescyclage" to mean constant process of change renewal of skill and knowledge. The United Nations Handbook underscores that training, being an administrative undertaking, needs to be organized as any other administrative undertaking. And for that it necessitates the training of trainers to maintain constant supply of knowledgeable and good administrators in training programs.

Bangladesh has fairly elaborated public service training system so far as the formal training apparatuses are concerned. They include: Bangladesh Public Administration Training Center (BPATC) as an apex training institution for civil servants, Divisional Headquarters – based BPATC's Regional Staff

Training Centers, and a variety of other cadre based specialized training institutes managed by the ministries and the departments. In particular 25 institutions provide training for Class 1 officers inclusive of BCS Administration cadre officers. These training institutions provide specialist training, particular to their ministry or departments, as well as training in the general administration, and closely linked to individual cadres. Since Parliament Secretariat staff do not belong any of the BCS cadres, above mentioned training arrangements do not apply for them except for Foundation training which also does not take place on regular basis. Training in Bangladesh has received very low priority in its budget allocation, its promotion policy and incentive. Training in Bangladesh, as such, in respect of staffing, training contents, quality of trainers and methods used to impart training are alleged to be reinforcing the status quo, rather than change it. By doing so they are anathema to cherished reform process, rather than facilitator and partner in the change management process.

Training Scenario of Bangladesh Parliament Secretariat Staff

It goes without saying that Bangladesh Parliament is primer political institution in the entire fabrics of the government with special mandate which fundamentally different from the rest, nature of jobs, norms and rules of the game, which the members of parliament and officials/employees of the secretariat should know to carry out its functions efficiently. It is engaged in the unique functions of making laws and exercising oversight on the Executive branch of the government and act as the focal point of governance and bridge the gap that exists between constituents and a member of parliament. Unlike any Ministry/Division of the government, Bangladesh Parliament Secretariat is an autonomous body administered under the Parliament Secretariat Act, 1994, managed by variety of officials with heterogeneity in character and diversity in experience and academic background. After induction in the Parliament Secretariat, any official may be assigned to any section, for example, legislation, committee, reporting, public relations, establishment, protocol etc under respective wings/branches/sections to carry out the specific responsibilities for the post and mandate of the section/branch and wing of the Secretariat. However, Parliament Secretariat, unlike other Ministries/Departments of the Government, has no æEstablished Training Institute", as such, for its new entrants to equip them with the new skills required for efficient disposal of the job that an incumbent is immediately assigned with or augmenting their knowledge for assuming greater and varying responsibilities in their career. Training is considered to be sine quo non of capacity development programs. But parliament secretariat hardly acknowledged this fact of life. It is not exaggeration to say that secretariat officials did not undergo any training before SPD had decided to organize training programs as an integral part of Annual Work Plan

throughout its project life. The initial batch of officers recruited by the secretariat in 1994 did not receive even foundation training until SPD took the initiative to train them in 2000.

Likewise, members of parliament are coming from all walks of life with varying educational qualifications and professional background. It is too much to expect that new members of parliament elect should be in a position to handle the craft of legislation, oversight and governance issues straightway after their induction. And, sooner they are properly equipped through institutional and on the job training from their veteran counterpart better. But as such there is no formal institutional arrangement in this regard. Here it is worth mentioning that Bangladesh Parliament Secretariat Act 1994 retains a provision for training of its officials and employees. And a Training Cell was established in 1998 with two Deputy Directors, designated as æTraining Specialists" were appointed on deputation that ceased to exist after the launching of the æStrengthening Parliamentary Democracy" (SPD) Project by UNDP.

It is too much to expect that a training cell could shoulder the massive responsibilities of Training and refresher courses for all categories of officials of the Parliament Secretariat; Organizing study tours for the officials; organizing orientation program of the new Members of Parliament; holding seminars/roundtables for MPs on the Parliamentary Practices and Procedures that can be accomplished usually by a full - fledged Parliamentary Training and Research Institute like Canadian Parliamentary Center or Bureau of Parliamentary Studies and Training in India. In view of the growing magnanimity of Bangladesh Parliament following the restoration of parliamentary democracy in 1991, æStrengthening Parliamentary Democracy" BGD/97/003 duly conceived of the importance of establishing a similar type of 'training and research institute' named Institute of Parliamentary Studies (IPS) for Parliament after experience of Indian Bureau of Parliamentary Studies and Research, to constitute a body corporate for undertaking comprehensive training and providing research support on Parliamentary Studies to the MPs and Parliament Committees in particular and establish a knowledge base for the Parliament in general, and manage day today training for the secretariat officials and Orientation program/refresher courses for the MPs. In fact, the rapid socio economic transformation and development of information technology, parliament has to perform increasingly complicated functions and the need for mutual cooperation and exchange of experiences amongst parliaments and parliamentarians across the world has become demand of the day that results in increased parliamentary reforms throughout the world. Against this backdrop it was considered worthwhile and expedient to establish an Institute.

The issue of the IPS also cropped up in connection with discussion on developing a parliamentary culture. Therefore, the training programs in whatever formats possible, would emphasize the issue of procedure, parliamentary practices, techniques of parliamentary control and overseeing of the executive, the budget, roles of the speaker, prime minister, leader of the opposition and shadow cabinet, public policy issues including those related to women empowerment, issues related to good governance, macroeconomic analysis, popular perception and public opinion regarding the MPs and parliament. The institute can also arrange debates amongst the MPs and CSOs on issues of national importance. The institute would not only arrange orientation program for new members but also for the MPs nominated for the overseas visits prior to their departure and organize seminar/debriefing upon return.

To go ahead with this august intention, Parliament made an Act entitled æBangladesh Institute of Parliamentary Studies Act, in 2001 with following objectives in view and institutionalize the project activities through the establishment of a full-fledged training and research Institute of Parliament, to be known as æBangladesh Institute of Parliamentary Studies (BIPS)".

- To conduct research in the parliamentary practices and procedures,
- Orientation program for the newly elected MPs to familiarize with parliamentary practices and procedures
- Organize national and international seminars for the Hon members of Parliament in the core areas of governance, development and inter-parliamentary affairs
- Conduct training for the officials of the parliament secretariat to constantly update the skills and knowledge to cope with challenge of 21st century
- Organize parliamentary internship program for the national and expatriates
- And organize study tours/visits for the natives and foreign nationals.

Bangladesh Institute of Parliamentary Studies (BIPS) would act as the Center of Excellence for the Members of Bangladesh Parliament and its officials. Institutions of this kind are prevalent in some countries notably in Canada, India and Australia with similar kind of vision and missions. The Act envisions the following activities that BIPS to be entrusted with:

- **Legislative Support** Provide assistance to MPs in respect of legislation and parliamentary affairs.
- **Research support** Undertake research on parliamentary system/ parliamentary functions/ parliament management.
- **Assistance to Other Organization** Provide assistance to any person/ organization engaged in research on parliamentary affairs

- **Organize Orientation program** for the Hon MPs, seminar, symposium, workshop and exchange of views about parliamentary behavior, usage and practices with a view to improving the quality of parliamentary system.
- **Exchange of experience** with member countries of Commonwealth Parliamentary Association including other countries where parliamentary system is in operation about their research on parliamentary system and experience in training elated maters.
- **Advisory Services** Provisions of advisory services to government, opposition, and MPs in respect of national and international policy on parliamentary system, parliamentary management and procedure of parliament.
- **Training support** Provision of training of secretariat officials/employees with view to increasing awareness, efficiency and effectiveness of the parliament secretariat.
- **Publication** of newsletter and journals on matters relating to parliamentary system/ affairs.
- **Establishment and management of library** and reading room with a view to building up an information storehouse of authenticated document for legislation.
- **Organize** inter-parliamentary visits/tour programs
- **Organize** routine parliamentary visit programs for the natives and foreign nationals
- **Conferment of certificates and diploma** who have received training from this institution.
- Undertaking any other responsibilities conferred by the parliament
- Undertaking any other responsibility with a view to giving effect to this Act.

It is worth mentioning that after enactment of BIPS Act it was duly notified in the official gazette and establishment of the institute came into effect thenceforth. The management and administration of the Institute is vested in the executive committee and in a Managing Board. The Act outlines the formation of the Executive Committee and Board of Directors of BIPS. The Institute shall have required number of Directors and Specialists who shall be well experienced in law and Parliamentary affairs and that terms of their office shall be determined by Rules. However, the institute remained inactive despite some initiatives taken under the SPD project to assess its needs, prepare organogram, and determine staff strength and financial cost involved in its management. And, one Additional Secretary of parliament secretariat was put in charge as makeshift rector and keep things moving. The Act envisioned the following outcome after successful implementation of the BIPS programs.

- Knowledge based parliament
- Improved legislation and effective oversight
- Research support for MPs and Committee Chairs
- Informed debates in the House
- Equipped parliamentary delegation in the overseas mission
- Timely and organized Orientation of the MPs/seminar and workshops on the issues national importance
- Knowledge based efficient parliament secretariat
- Enhanced Staff efficiency of secretariat to cope with demand of the MPs in 21st century.

However, with the launch of SPD Project in 1997, the 'training cell' that existed in Parliament Secretariat ceased to operate and all the activities outlined under the BIPS Act 2001 were carried out by one of the components of the SPD Project – the IPS component until the end of project in December 2007.

UNDP Initiatives to strengthen Human Resource of Bangladesh Parliament/Secretariat

In order to translate the objectives of BIPS Act 2001 enacted following the UNDP needs assessment, SPD project, sincerely embarked on the major activities that the BIPS expected to perform and carried out until the end of it in 2007 as one of its components of the project. The activities that the project embarked included inter alia conducting research, orientation for the MPs, seminar/workshop for MPs and Committee chairs and training program for secretariat support staff that the BIPS Act envisioned. Brief descriptions of the works are given below.

Research

Research activity included preparation and publication of ten monographs in the areas of parliamentary development in Bangladesh, procedure/practices, oversight, code of conduct and broader issues of governance by national experts which included veteran MPs, academia and civil society organizations. And, providing support to renovate the parliament library, currently designated as Legislative Information Center (LIC). SPD provided Legislative Information Center (LIC) with furniture, books, equipment and website. With the help of the project's technical expertise, LIC has now been able to sort and index its 100,000 pieces, including a rare specimen of historical documents. Books have been bar coded and online catalogue facilities have been instituted. Over 20,000 pages have been scanned and stored electronically. The LIC has dedicated a special room known as 'MP's reading room' equipped with computers with access to internet and individual E-mail accounts. Parliament website is also established to expose our members of parliament to global parliamentary network (For the kind of

services available in LIC, See Service Guide of the Legislative Information Centre (LIC) Parliament of Bangladesh). With a view to making the government more transparent, accessible and responsive to the needs of the people and make offices/departments gradually paperless/ least paper based and in line with avowed E - Governance policy of the Government the project undertook measure to bring Parliament Secretariat gradually under the E-Governance scheme.

Member Orientation

The one topic of interest mentioned by all members during needs assessment of parliament was the need for suitable orientation programs to acquaint members with parliamentary procedures and practices to broaden their understanding of the systemic intricacies of parliamentary government and comparative knowledge of other parliamentary systems, to familiarize them with their rights and responsibilities as parliamentarians. This is, in fact, the standard practice followed in most well established parliaments of the world. The scope and content of orientation and educational program is very wide – from the very basic introductions to parliamentary system to on-going periodic seminars and special briefings and address important national policy issues. Prior to the commencement of SPD project, this program was commissioned under the aegis of the speaker office. However, after the establishment of BIPS as the component of SPD project the program was carried out by the project management. The new members of parliament were grouped in three batches and were imparted this orientation in phases by leading personalities in their relevant fields that includes veteran members of parliament, constitutional experts, senior judges and legal practitioners and academicians.

Final Evaluation Report of SPD Project 2006 mentioned that one of the most valuable activities undertaken by the project was the orientation sessions for new MPs. The low levels of knowledge of MPs on their role and the proper functioning of parliament, especially among the new MPs, is a major constraint to parliament developing its appropriate role in a democratic society. This situation is being aggravated by increasing number of business persons who are pursuing elected office as an economic investment. Evaluation team also held that ensuring all MPs a solid foundation on their role and responsibilities in a parliamentary democracy, along with procedural aspects of parliament, is an essential area for future project activities.

Seminar and Workshop for Members of Parliament

Project organized series of workshops and seminars with MPs and committee chairs to find out ways and means for increased role of MPs in legislation, oversight on the executive, budget process and women empowerment and poverty reduction strategy to mention a few. A good number of MPs and committee chairs were exposed to British Parliament

and US Congress to see for themselves developed parliamentary practices and replicate them in Bangladesh parliament to the extent possible. Several MPs underwent weeklong orientation program in Canadian Parliamentary Center for widening their horizon in developed parliamentary practices. About 45 parliamentarians undertook study tours to other parliaments under the project. Overall, these tours have been useful in providing comparable experiences in other parliaments, such as the ones for committee chairs to see the US Congress. This trip left a visible impact among the participants on the potential power of the committee system for oversight.

Training for Secretariat Staff

The entire training curriculum for the secretariat officials is divided into three categories like foundation training, legal advance training and specialized training for specified section of officials for the particular competency development in view of the need of different sections of the staff member. Moreover, workshop and skill augmentation training held at regular interval throughout the project period.

The “Foundation Training”, was intended to instill preliminary knowledge amongst the officials of the secretariat on the Constitution of Bangladesh, forms and organs of the government, Rules of Procedure, legislative process, Parliament Committee system, budget process, etc. that were considered fundamental to know about the Parliament, its mandate and its interfaces with other organs of the government. “Advanced Legal Training” (ALT) on the other hand, aimed at infusing knowledge about legal fabrics of government and society, important Acts, that help government administer the state, institutionalize democracy, ensure governance /good governance, protect rights of the citizen etc that officials of supreme law making body should know. Specialized training is imparted especially to the committee support staff and committee secretaries in view of the specialty of their job. They are trained in preparing agenda, writing minutes/reports and record keeping.

It deserves mention that more than 500 officials of the secretariat ranging from Class 1 to Class III have been trained under the umbrella of BIPS of the Strengthening Parliamentary Democracy Project in the areas of parliamentary practices and procedures, in the budget making process, the committee functioning and oversight mechanism, office management, record keeping, gender issues in parliament, use of information and communication technology through comprehensive computer training, and communicative English language training by the British Council experts to match them with global standard. Moreover, journalists who cover Parliament during session are provided training at BIPS with view to improving their capacity of writing and reporting on the affairs of parliament, particularly to cover the business of the House objectively and non-partisan manner to increase awareness of

the people and educate public about the Parliament and its functions in general. The mainstay of the training program was computer and English language training, which more than half of the secretariat staff received. This training, coupled with SPD’s provision of computers, has enabled parliament to make the shift from manual typewriter system to a computerized word processing system, starting a cultural and institutional change in attitudes and practices. The project also provided specialized trainings for committee staff and fellowships abroad for twenty staff. Some officials have been trained in Royal Institute of Public Administration (RIPA) UK and International Law Institute (ILI) USA, in the areas of Parliamentary Administration, Performance and Rewards and Management, legislative Drafting and Problem Solving and Financial Management, in order to expose them to developed parliamentary practices and replicate them to the Bangladesh Parliament to the extent it is applicable.

In regard to parliamentary committees SPD Project suggested a number of measures to rejuvenate committees by creating provisions like formation of a core team of professionals and specialised advice to committee chairmen and members, improved logistic, orientation of committee chairmen and committee members, change in ROP, strengthen relationships between the PAC and the C&AG office, improve the operational relationships between the committees and the council officers in the ministries and provision for increased committee budgets.

Another report of the same project in 2005, has suggested measures for improving the competency skills of the committee secretaries and committee officers. It has recommended standardised formats for preparing committee proceedings and writing reports, standards of service to be provided to committees by the Committee wing, training programmes for officials of ministries and training of committee officials. The same project also suggested different ways of improving record keeping in the Committee Wing and method of retrieving previous committee proceedings and decisions.

Most of these recommendations have been accepted in principle and measures have already been taken to implement some of the important recommendations, especially those relate to orientation of committee chairmen and members, training of Committee Wing officials, provision of logistic support to the Committee Wing. Measures have also been taken to improve and update record keeping in the Committee Wing. Before the UNDP intervention through the SPD Project, it was extremely difficult to locate different records. These were maintained in a haphazard manner unlikely to access when necessary. Now almost all of the records have been organized in a systematic manner. Records of committee meetings, committee reports, and attendance of members, status of implementation of decisions and other related issues have now been streamlined. MPs now

(until the end of 8th parliament) widely recognised that committees have become more client-responsive; committees can also undertake their mandated activities with relative ease now than before.

As a step towards building capacity of the secretariat and better management of human resources for the first time ever parliament has instituted a separate Wing named as 'Human Resource' under over all supervision of a joint secretary to identify the organizational needs and weakness of the officials where improvement of efficiency and effectiveness is called for and set out appropriate human resource policies, particularly the training of secretariat officials to provide support to the members of parliament in their mandated roles. In pursuance to the provisions 5(2) and 6(2) of the Parliament Secretariat Act 1994 the parliament prepared 'job description' of all categories of officials engaged in parliament secretariat for increasing their efficiency and holding them to account for non-performance of their responsibilities as stipulated in their job description.

An assessment of impact study of the training for the secretariat officials show that ætraining so far imparted in different areas at different stages have got a varying range of success, however, one can undoubtedly say that trainings have made fairly satisfactory impression on the officials in their real job situation. Majority of the participants of the foundation and advance legal trainings have rated them as having almost fully achieved its objective (75-100%). Impact study reveals that training should be focused in those areas where specific persons need specific skill development and include such areas as motivating subordinates, preparing minutes, setting objectives and so on.

Until the end of SPD project in December 2007 all research, training, seminars, workshop/roundtable and orientation for the Hon. MPs and officials of the secretariat were sponsored under the umbrella of Bangladesh Institute of Parliamentary Studies (BIPS) as one of the components of the project. In fact, Final Evaluation Report 2006 mentioned that in interviews, many MPs referred SPD as BIPS not realizing there was a difference.

Promotion

Civil service is a career. And, career service is intended to be a life-long vocation for able and competent persons with opportunities for growth, development and achievement in rank. The objective of efficient civil service cannot be attained unless it is followed by proper and just system of promotion. The authors of the Trevelyan North- Northcote Report realized that the problem of civil service was not merely to determine what was the best method of providing it with a supply of good men, but of making the most of them after they had been admitted. Not only should efficient and able men be retained, but persons of outstanding capacity should be discovered

early and given opportunities of finding their way to positions of higher and greater responsibility while still young, fresh, energetic and vigorous. Again, promotion is important not only for efficiency but also for morale and motivation in the service. A fair system of promotion is necessary to make this possible and also to supply enough experienced man power to fill higher posts of services. Promotion is considered to be one of the very crucial areas of human resource development. Generally it is given as recognition of a person's past performance and future promise.

It goes without saying that promotion is not a right. It has to be earned through ones performance. And performance needs to be judged impartially on objective criteria. Promotion to a higher grade in the career service should always be based upon objective evidence that he is prepared to assume a job of higher responsibility and of greater difficulty. The system should be of a kind that will command the respect and confidence of the service as a whole. To that end, the system of promotion must be thoroughly impartial and free from prejudice, nepotism, favoritism, and caprice as human ingenuity can make it. Again, it must be dynamic to discover the more enterprising and able. At the same time it has to be equitable. An effective system of promotion thus has to achieve three important goals, namely, (1) to select the best men for higher position (2) to satisfy those to whom it is applied that it is free and just, and (3) to have creative influence on whole staff structure.

How the promotion system should be administered. What should be the criteria of promotion? Should it depend on seniority alone? Or merit/performance alone? Should both these factors be combined? In Bangladesh, promotion cant' be claimed on the ground of seniority alone but other things being equal, it becomes the determining principle. And, performance is assessed on the cumulative strength of years' Annual Confidential Report (ACR). However, the WB Report 1996 observes the principle of seniority cum merit is only rarely followed. Organizational Review Mission 2002 suggested the development of a new promotion policy in parliament secretariat that included a combination of criteria such as minimum years of service experience, written tests and interview, service record and assessment conducted by an objective body to allow people to move upward hierarchy. Annual performance records used to assess the quality of employees is essentially a one-way traffic. The mission stressed the need for two way communications between the administrator and the employee with respect to performance issues, training needs and career progression.

World Bank Report 1996 mentions that promotion policy has become one of the most contentious civil service issues and major cause of friction between cadres and services. The promotion system is alleged to be politicized and

that it offers unequal opportunities amongst cadres to move up the higher echelons of government". The present situation is no better than a decade before. As a matter of fact, with change of regimes a large scale promotion to different positions of civil services take place and allegation is always made that the civil service rules, seniority and merit is ignored to the consideration of political allegiance. This is the complaint about promotion for officials who belong to different cadres. As officials of parliament secretariat do not belong to any cadre of BCS, their system of promotion is different, administered under different Rules and enforced by different authorities, as the secretariat enjoys separate status of autonomy under the Parliament Secretariat Act 1994, unlike any other ministry/division of government.

Parliament Secretariat Recruitment Rules 1994 retains wide opportunity of career path for all staff serving in parliament secretariat; set out detail provisions for promotion to all positions in Class 1 – from the secretary down to a Class III position from Class IV; clearly mentioned conditions of service like academic qualifications, experience, recruitment methods. This section depicts a brief picture of promotion scenario in parliament secretariat.

Generally speaking Parliament Secretariat Recruitment Rules 2001 states that if anybody in the position of assistant secretary/ committee officer/assistant director joins parliament secretariat through PSC s/he is expected to be eligible for promotion to the rank of senior assistant secretary/senior committee officer/deputy director by completion of 3 years of service and to the rank deputy secretary and joint secretary position by completion of 10 and 15 years of total service respectively provided s/he undergoes due promotion process set out in the Rules and found suitable by departmental promotion committee (DPC). And any official if s/he completes 20 years of service in Class 1 position can be considered eligible to be additional secretary and two years service in that position can make him/her eligible to be secretary of the parliament secretariat, i.e after 22 years of total service in Class 1 position. (See Recruitment Rules 2001 for detail qualification and procedure). The provisions of the Recruitment Rules also suggest that 100 percent position of deputy secretary should be filled in by promotion from among the senior assistant secretary or equivalent and 75 percent position of joint secretary should be filled in by promotion from among the DSs of parliament secretariat and 25 percent from among the directors of parliament secretariat. Parliament secretariat, as such, has 4 joint secretaries and 10 deputy secretaries. But since enactment of Parliament Secretariat Act 1994 nobody from parliament secretariat officials has been promoted to the rank of DS, not to speak of JS. Only 2 officials so far have been promoted to the position of Director who have completed 31 years and 18 years of service in parliament secretariat. Only 1 director so far completed more than 5 years of service in the same position and earned the

qualification to be a JS from the among the directors. But as such all the 4 JSs that parliament secretariat has are drawn from the line ministries of the government.

Promotion process in parliament secretariat is too slow to allow them to fill senior positions while they are energetic and capable to serve. When positions at the rank of senior assistant secretary and deputy secretary remain vacant secretariat management prefer to fill in those positions by deputation not by promoting officials despite there being eligible candidates among the secretariat officials to have promotion in that positions. Currently, parliament secretariat has 7 senior committee officers and only two of them qualify for the promotion to the rank of deputy secretary position. And 3 senior assistant secretaries, directly recruited by PSC, served 14 years 8 months in class 1 service. But two of them have three years experience as senior assistant secretary and considered to be eligible for promotion to the rank of deputy secretary. The other officials, at the rank of senior assistant secretaries/senior committee officers who have completed more than 10 years in class 1 service; but they did not get promotion at a time when it was due as per recruitment rule and thus making them ineligible for promotion to the rank of deputy secretary of parliament secretariat. This sluggish promotion system makes parliament staff demotivated and indifferent to work.

Library and Research is now headed by a director, an official of the rank of deputy secretary, is a deputed official. And the person serving in the position of deputy director has completed more than 16 years in class 1 service of which 5 years in the deputy director position, and as per recruitment rules has earned the qualification to be in the position of director, has not been considered qualified for the same by parliament secretariat. There myriad of cases where officials working in different sections who have completed 15-18 years in Class 1 service in parliament secretariat and remain stagnated in the same initial position causing simmering frustration in their career progression. It is not an exaggeration to say that had the recruitment and promotion rules as already in place been followed and officials promoted in time when that was due to them, deputy secretary directors and joint secretary positions, the mainstay of parliament secretariat functionary would have been manned by parliament's own cadre of professional staff. And reliance on the officials on deputation would have been minimal.

Motivation and Employee Morale

Motivation is in many ways the key to the success of Human Resource Development process. Motivation, has a direct bearing on his performance in the work place. A leader to be effective must understand how performance relates to environment, ability, and motivation. The extent to which subordinates accept a superior as a leader depends heavily on his ability to

stimulate motivation. The potentialities for individual and social accomplishment are constantly expanding as psychologists increasingly learn more about incentives. An incentive is that which arouses a feeling, kindles an incitement to action. As institutions become progressively large and bureaucratized, requiring an ever more careful planning of all the steps in the operational process, it is evident that nothing is more important than motivation. Incentives may be material and non-material. At one stage, the employees urge more upon recognition for their work for being motivated than anything else. In the developed countries employees get recognition not only in the form of promotion but also in the form of awards and recognition at the end of year as especial appreciation of sincerity and commitment to performance. But in our country this kind of non-material motivation is not commonplace, particularly in the public sector organizations. Promotion is the only recognition of work that employees receive and expect. If the promotion is discriminatory and not based on transparent criteria, and that is very often complained of, employees feel that their career stagnated and it causes extreme demoralization and demotivation to work.

In parliament secretariat, promotion of the officials is not only slow but also irregular principle is in operation. It is mentioned before that in 2000 a good number of officials were absorbed in the regular cadre of parliamentary professional services, who were political appointees and considered to be 'privileged staff' of VIPs in parliament. Later, their absorption in the service was considered irregular one, having disregarded the normal process of recruitment set out in the Recruitment Rule of Bangladesh civil and also in the Parliament Secretariat Recruitment Rule. And, after their induction into the regular service, secretariat top management made a provision for considering their previous service as privileged staff for promotion and approved a 'seniority principle of absorbed officials for promotion' by gazette notification in July 2001. This seniority principle helped absorbed officials to supersede those officials who were regularly appointed previously through PSC and that caused resentment amongst them. Under this circumstance, Secretariat Officers' Welfare Association filed a writ petition in High Court Division (HCD) of the Supreme Court in 2001 (Petition No.4714/2001) against this recruitment by absorption and seniority principle for promotion, which High Court Division declared unlawful, and hence void in a judgment in March 3, 2006. The appellate Division however, stayed the operation of the HCD judgment on an appeal by the political appointees. The case still remains unresolved in Appellate Division of the Supreme Court. As a result of long pending decision in the highest court of the country several officials recruited through PSC left parliamentary services out of discontentment.

The absorbed officials, recruited legally or illegally, yet to be settled in the highest court of the country, suffered fluctuating fortune with changes of

power structure in parliament. From 2001-2006 they were treated as underdogs, deprived of some opportunities of training overseas, that other officials of the secretariat availed, on the ground that they were undergoing legal proceedings in the High Court. On the same ground of the decision pending in High Court other officials who were recruited by PSC became eligible for promotion to the next higher positions between 2001-2006 were not considered for promotion by the secretariat management as it might have been sub-judiced in the eyes of law. But, after the elections of new parliament in 2008 fortune smiles upon absorbed officials and received promotion despite their recruitment and seniority in parliamentary service is disputed and stills remain unsettled in the Appellate Division of the Supreme Court. This kind of situation has created genuine discontentment and frustration amongst those regular officials who have not been deprived of promotion only but also fell behind those officials who are allegedly junior to them.

Observation and Conclusion

Foregoing discussion demonstrates that in the last two decades good number of diagnostic studies of the weaknesses of parliament secretariat had been undertaken and for that matter enactment of laws, adoption of rules, and formation of human resource wing in parliament secretariat been adopted for capacity development of secretarial services of Bangladesh Parliament. However, human resource development in parliament secretariat did not proceed along the line that was expected since the Parliament Secretariat Act 1994 and Recruitment Rules to give effect to the Act of 1994 and enactment of BIPS Act in 2001 in order to make standard provisions of research and training for the MPs and secretariat staff. The main reason underlying this setback is the ambivalence attitude to establish a full-fledged research and training institution despite there being BIPS Act in force. Final evaluation Team 2006 of the SPD made the comment that "the failure to establish an institute of parliamentary studies is a significant setback to the establishment of institutionalized and sustainable training and research capacities". Three successive governments since enactment of BIPS Act so far did not take initiative to make it operational. After the end of SPD Project there is no existence of BIPS. Training Unit in parliament secretariat is on paper only. Parliament top management does not seem to be concerned for this situation.

The scenario in all aspects of HRD – recruitment, training, and promotion is far from developing a professional cadre of parliamentary staff that the Act and Rules provided. The gloomy picture presented by DFID and UNDP studies in the early 1990s and 2000 so far as the staffing pattern, reliance on the officials on deputation and overall efficiency of the secretariat in respect of providing effective support to the MPs and standing committees remain

almost unchanged. Of course, very recently parliament secretariat reorganized its organogram and created 1 separate wing, 9 new branches, 10 sections and 1 cell and a good number posts. The new posts include 1 Director General (DG) to head the new wing 'Broadcasting and Information Technology' and several directors, deputy secretary, senior assistant/assistant secretary, senior committee officer/ committee officer, senior system analyst and so on to man the newly created offices under different wings and branches under the authority of Article 21 of Parliament Secretariat Act 1994. This change will result in some new positions and provisions of staffing. But the perennial issue of capacity development and reliance on deputationists will remain same. However, a few officials have been promoted to the rank of deputy director following creation of new posts, mostly in the Public Relations office and they are absorbed officials whose issue of recruitment is yet to be settled in the highest court of the country.

Considerably a big stumbling block on the way to build an efficient professional parliamentary cadre is secretariat's indifference to recruit fresh assistant secretary and committee officer through PSC and promote them on due time after imparting them need based rigorous training at home and abroad on parliamentary practice and procedure. In fact, after 1996 parliament secretariat almost shut the door for new entrants and preferred to fill in the vacant positions by officials on deputation. And the recruits were not promoted to the rank of senior assistant secretaries on time as per Recruitment Rules 1994 and schedule made thereafter in 2001 which has adverse chain effect to fill the positions of deputy secretary and joint secretary. This has caused a vacuum for secretariat's own staff in the mid level to occupy the mainstay of secretariat functionaries and constitute institutional memory of parliament secretariat.

The reason underlying secretariat's indifference to fresh recruitment and promoting them is alleged to be party- politics. In principle though secretariat follows seniority plus merit in promotion, yet some kind of spoil system is in operation irrespective of changes of the regime. The basis of inducting officials on deputation for higher positions or initial ones is political allegiance to the regime. And parliament senior management has trust more on the deputationists than secretariat own officials. As a matter of fact, with every changes of government key/command positions like the secretary, additional secretaries, joint secretaries, deputy secretaries and also in some cases of assistant/senior assistant secretaries are filled in by deputation from line ministries or by contract who parliament top management consider them belonging to their political ideology and belief.

Secretariat Recruitment Rules retains fairly wide opportunity for building secretariat's own professional cadre and move up the decision making positions,

currently occupied by the deputationists. As a matter of fact, Rules has become hollow words. Had parliament secretariat been true to the provisions of the Rules, Secretariat would have been managed by their own staff up to a great extent. It is not an exaggeration to say that human resource development has not received due importance that it deserved for strengthening backbone of support to the members of parliament and its committees. For, political considerations taking precedence over skill and expertise, which has gone to the detriment of professional cadre development and intuitional capacity building of parliament secretariat.

Final Evaluation Report mentions that there is a nucleus of trained staff, especially in the committee wing. However, the impact of training is limited without specialized cadres at the higher level of parliament. This is visible at the lower levels. For instance, SPD project trained six staff to run the computer center. Of these only two are working in the center. Three others have left parliament and one is working in the law section. Most secretariat staff is civil servant and on rotation or deputation within parliament. These officers have little interest in developing a career in parliament and valuable institutional memory is lost as the project trained staff move on" The secretariat training unit that exists on paper, is not functional; and there is no office in the parliament to takeover and institutionalize the SPD training programs at the end of the project.

Since the restoration of parliamentary democracy in 1991 international communities along with Bangladesh parliament apparently seemed to have been keen to strengthen the institutional capacity of parliament in last two decades. Series of studies have been undertaken and recommendations made to address the weakness of the parliament. But significant progress is not in sight because of parliament's ambivalent attitude towards secretariat's HRD issue. Until parliament top management comes out of this mindset of status quo and minimize reliance on the deputed official from the executive branch of the government, not sincere in developing its own professional cadre, it is too much to expect an efficient parliament secretariat to be built up capable of providing efficient support to the members of parliament and its committees to carry out their mandate and fulfill the aspiration that people in a parliamentary democracy aspire to achieve.

SOURCES AND USES OF DOWRY MONEY: A STUDY OF A RURAL COMMUNITY

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Abstract : Dowry itself a social curse has widely been expanded in the rural society of Bangladesh. It is the most significant cause of violation of women rights. In dealing with dowry, it is imperative to take into account the diverse sources and uses of dowry money. How dowry money is collected by the bride party and how this money is used by the groom party are important to know about the motives as well as needs behind taking dowry. Therefore, present study attempts to investigate and analyze the sources of dowry money and the sectors in which the money is used. The collected data demonstrates that the dowry money, in most cases, is used in nonproductive sectors.

Introduction

The bulk of the total population of Bangladesh lives in the rural areas and about half of them are women. But these large numbers of the population are the most suppressed and oppressed section of the society. The traditional social system, patriarchy, economic backwardness, illiteracy, illness etc. have made them most disadvantaged section of the society. Serious inequalities are maintained in the society because conditions of marriage, divorce, inheritance of the property, guardianship, and so on. Domestic violence is the most common form of violence faced by the rural women in their everyday lives. Dowry¹, rape, acid-throwing, fatwa, trafficking, wife-beating, low wage, social and political exclusion etc. are some common forms of violence against the rural women. Among these, dowry is the most common and largely expanded social disease in Bangladesh. It is a common form of violence against women as well as a serious violation of human rights. It is a criminal power which leads to exploit, discriminate and dominate women by men both inside and outside of the family. As the victims of dowry system, they cannot live as human beings rather they are tortured in various ways both in the family as well as the society. In dealing with dowry, it is imperative to take into account its diverse sources and uses of dowry money. Dowries are exchanged in various forms and the amount of dowry is varied from family to family. How dowry money is collected by the bride parties - is a

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