



**Ministry of Local Government, Rural Development &  
Cooperatives  
Local Government Division  
Local Government Engineering Department**

## **2.6 Guidelines for Kaizen Activities Implementation**

**Project Coordination Office (PCO)  
City Governance Project (CGP)**

**February 2018**



**Assisted by  
Japan International Cooperation Agency-JICA  
and  
Urban Management Unit, LGED**

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## 1. Introduction:

Rapid urbanization accelerated by industry led economic growth has been taking place in Bangladesh. Potential of economic growth in urban area is worthy of notice. There are 335 Local Government Institutions which cover 8% of total geographical area of Bangladesh and 30% of total population, while it accounts for 60% of total national growth. On the other hand, negative impact caused by the dramatic change in urban area is observed. It is because the functions of municipalities and city corporations prescribed in Local Government (Pourashava) Act 2009 and Local Government (City Corporation) Act 2009 which are very relevant to the demand of city dwellers and urban development are not implemented in an appropriate manner. In order to improve the public services provided by urban local governments, several urban development projects are/were implemented by LGD and LGED with financial assistance of different development partners and government own fund. Based on the experiences gained through implemented projects, effective activities for improvement of urban governance have been formulated as a program, and well accepted. The urban governance improvement programs have been implemented to ensure good governance of those urban local government institutions namely Paurashava for equal, social harmony and planned development. Initiating urban governance improvement, LGD and LGED with financial support of JICA commenced a project named City Government Project (CGP) in 5 City Corporations.

A guideline has been prepared on Kaizen activities that will be used for training and implementation of Kaizen activities in 5 City Corporations under the project.

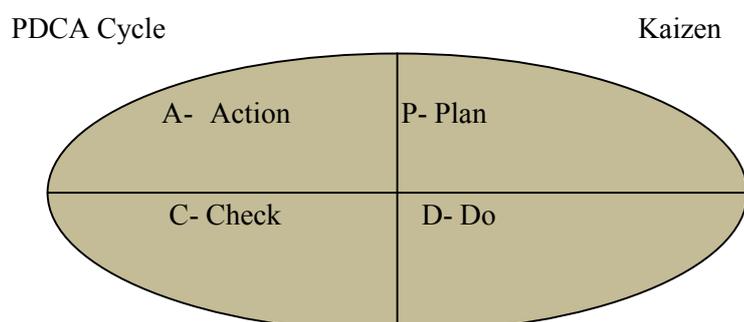
Kaizen is a system of continuous improvement in quality, technology, process, company, culture, productivity, safety and leadership. Kaizen was created in Japan following World War II. The word Kaizen means ‘Continuous Improvement’ It comes from the Japanese word “Kai” which means “change” and “Zen” is “better” or “good”.

Kaizen is a system that involves every employee – from upper management to the cleaning crew. Everyone is encouraged to come up with small improvement suggestions on a regular basis. This is not a once a month or once a year activity. It is continuous. Kaizen is a new governance improvement tool to bring continuous improvement of the service of city corporations. Kaizen means “improvement” in Japanese. Kaizen does not require any financial input or may need minimal input, but it brings changes in their work by introducing innovative ideas.

## 2. Justification and Implementation Phases of Kaizen activities

The implementation of Kaizen activities at City Corporation level shall contribute to develop capacity, skill & leadership; improve management system including office record and filing; increase service delivery efficiency and quality; ensure optimum use & utilization of resources for citizen service; reduce service delivery time, improve gender sensitive work environment etc.

Kaizen follows three principles namely (1) process and results, (2) systematic thinking and (3) non-blaming. The four steps known as “Plan-Do-Check-Act (PDCA) cycle” are followed in Kaizen process. PDCA cycle is also be more visualized in the following figure.



In 1949, the Supreme Commander of Allied Powers, the allied occupation forces headquarters, invited the distinguished statistician W. Edwards Deming to Japan. He would return to Japan one year later to lecture at the now famous eight-day **Japanese Scientists and Engineers (JUSE)**. Seminars where he introduced quality control practitioners to three basic ideas. The first idea Deming introduced to **Union of Japanese Scientists and Engineers (JUSE)** was the **PDCA Cycle**—Plan, Do, Check and Action.

**In the plan phase**-- to define a very specific issue from own departmental services that services should be improved much more and may be done more easy way and also be feasible to do that.

**In the do phase**—to engage in education (Basic Information), training, analysis of the related problems, set priority actions and then implement the plan.

**In the check phase**- to evaluate the outcomes of the implementation based on the measures and metrics adopted in the plan phase like Key Performance Indicators (KPI). While check the performed actions.

**And in the action phase**- to take the appropriate measures to close the **performance gap** between what was planned (before) and the actual outcomes (after).

Managers are expected to make wise decisions (plan) but they do not always have the resources to fully implement it (do). Short-gap measures are taken, creating delays and bottlenecks in implementing a policy. If political or client dissatisfaction escalates, then the manager must again seek another short-gap measure. To prevent this recurrence, the PDCA Cycle goes two-steps further.

First, managers are required to check what alternative resources (manpower, materials, machines, methods, market, money = **6Ms**) they can mobilize to address the primary **root cause** of the delays and bottlenecks, and, second, then decide what corrective actions are necessary to prevent future recurrence.

This cycle is repeated—that is, returning to the plan phase—by addressing the next largest root cause of delays and bottlenecks until the desired goals is achieved. This step-by-step process of “continuous improvement” is called **kaizen**.

The approach of Kaizen has been introduced through “the Project for Improving Public Services through Total Quality Control” supported by JICA. This project has established centers in central government and systematic approach to disseminate Kaizen activities all over Bangladesh. The activities of Kaizen have been spreading day by day, and officials of municipalities and CC are trained in Kaizen approach. However, Kaizen is still not so much familiar with officials in CC. Kaizen activity has not been implemented on the ground. In the process of formulation of ICGP, JICA Project team conducted Kaizen as pilot activity in Gazipur CC. Through the process of the pilot activity, the CC officials realized a certain impact of Kaizen activity, and the Project team also observed potential of CC officials to implement Kaizen activity in their service delivery and office work. CC officials in GCC and other CCs came to be keen to implement Kaizen, thus Kaizen has been enlisted as one of activities of ICGIAP.

### **3. Initiate Kaizen Activities:**

#### **3.1 Tasks of Initiate Kaizen Activities:**

Task 1: Review and follow the Kaizen implementation guidelines;

Task 2: One officer nominated by head of each department participates in Kaizen training;

Task 3: Conduct Kaizen training and ensure participation in Kaizen training;

Task 4: Train officer in Kaizen as proposed in Kaizen;

Task 5: Officer in charge of Kaizen proposes Kaizen activity to CDU;

Task 6: City Corporation provide fund for kaizen implementation;

Task 7: Initiate Kaizen activities in each department;

Task 8: Each department implements Kaizen activity, submit monthly progress report to CDU;

Task 9: CDU conduct monitoring by progress report and field visit;

Task 10: CDU compile the report and present to City Corporation meeting;

Task 11: CDU compiles final report from the report produced by each department;

Task 12: Final report submitted to Mayor, and best practice prize given to one department;

Task 13: Achievement of Kaizen displayed on website.

#### **3.2 Action By:**

Head of department, Officer in charge (trained), CDU

#### **3.3 Time Schedule:**

- Task 1, 2: by mid of 1st year
- Task 3-12: by end of 2nd year
- Task 5-12: continuous from 3rd year

#### **3.4 Indicators**

- 1st Performance Review (PR): At least 1 Kaizen activity implementation in each department
- 2nd Performance Review (PR): At least 2 Kaizen activities implemented in each department

### **4. Objectives**

- To enhance the capacity of officials to initiate Kaizen activity;
- To facilitate Kaizen activities projected in each department;
- To disseminate model activities to other departments and CCs.

## **5. Relevant Organizations, Stakeholders and their roles and Responsibility**

### **5.1 Role of CDU**

- To select Kaizen Focal person from CDU
- To formulate Kaizen training program, budget and necessary logistics for officials;
- To assist to each department to implement the Kaizen training;
- To provide mentoring support to each department;
- To monitor Kaizen activity through reviewing quarterly and annual report;
- To hold share the experiences and lessons learnt in CC
- To disseminate among mass people in CC and out of CC.

### **5.2 Role of Work Implementation Team**

- To select Kaizen theme based on APR
- To Find out service related existing problems through ARP
- To analyze problem tree
- To select appropriate actions for addressing the problems
- To divide individual's roles and responsibilities
- To prepare proposal for Kaizen activity and budget
- To prepare action implementing chart and display in each department
- To implement Kaizen activity
- To make report

## **6. Necessary Tasks and Procedure**

### **6.1 Select Kaizen Focal person**

CDU selects a Kaizen focal person from a member of CDU namely from head of departments. Focal person is nominated for one year initially. After his/her successful completion of duties, he or she may be nominated for following year again. For the purpose of dissemination of Kaizen in CC, the responsibility as focal person can be rotated among the members of CDU, but it is recommended to assign one person for two or three years continuously. Head of CDU will have full responsibility for selecting focal person.

### **6.2 Roles and responsibility of Kaizen focal person;**

- To assist CDU for organizing Kaizen training.
- To assist CDU for compiling of reports of department.
- To assist CDU to spread out Kaizen learning among many people
- To work as a key communicator between CC and PCO

### **6.3 Formation of Work Improvement team (WIT)**

A Work Improvement Team (WIT) is formed in each department. The Team is composed of the combination of 3-5 members. Some key qualifications should be considered during the formation of team like those who will be interested to work proactively with energetic, dynamic, positive mind, innovative and eagerly wants to bring the positive changes etc. The rest of staffs of department are the general member of team. The head of the department will chair WIT meeting. The chair will take initiative for WIT formation through the department internal meeting where all officials will be present.

### **6.4 Outline of Kaizen Main Training**

Kaizen training gives a clear idea about Kaizen activity implementation by Kaizen specialists. Resource person will be hired from BPATC, NILG or other partner institutions. All trainers will be certified by IPS-TQM team. Main training to be covered are explained below:

- Course contents will be explained in detail;
- Concept of Kaizen is to be discussed in detail;
- Origin of Kaizen is to be discussed;
- Relevant terms TQM, WIT, PDCA cycle, SIP will be explained;
- Sitting arrangement, participant list and other logistic support will be shared;
- Different types of format like action plan, implementation schedule, problem tree and root causes analysis chart will be explained.

### **6.5 Composition of mentoring team:**

Resource person/ trainers play the mentoring role for 1<sup>st</sup> year of kaizen initiative. From the second year, CDU forms a mentoring team with some officials (3-5 persons) who participated in Kaizen training in the first year. The team members will guide or give mentoring support of each department separately.

#### **Key responsibilities of mentors are described below;**

- To organize meetings for progress sharing
- To provide technical support to solve existing barriers
- To assist CDU for facilitation and monitoring
- To organize capacity building initiatives for WIT members

### **6.6 Development of Action plan**

WIT develops their action plan annually. The action plan consist of the following activities

- Work Improvement Members List ( Annex-I)
- Theme selection (Annex II): WIT scrutinizes relevant part of ARP, and extract themes
- Service related problems (Annex III)
- Project description (Annex IV)
- List of the causes of selected problem (Annex V)
- Root causes and required actions (Annex VI)
- Implementation schedule (Annex VII) for WIT
- Reporting Format ( Annex- H)
- Budget Format with sample budget (Annex VIII)

This plan is made during main training based on the analyzing of existing problems mentioned in ARP. There are many stages to develop an action plan which is discussed during the main training. WIT facilitates Kaizen activities based on the action plan.

### **6.7 Outline of Refresher training**

Before annual report making refresher training is to be organized by ICGP for WITs. Mainly the progress report will be shared by team in the refresher training. If there is any gaps, challenges faced to implement the activity is also to be discussed there.

### **6.8 Preparing progress and final report**

Quarterly progress report and annual report should be prepared by WIT timely. All reports from departments are submitted to CDU, and it compiles the reports and submits to Mayor. Please see the sample Reporting format in Annex-H

### **6.9 Sharing experiences in CCs level**

After compilation of progress report, CDU will organize quarterly progress sharing meeting and annual meeting in CC level and submit the report to Mayor and ICGP team. Achievements of Kaizen are recommended to be visualized with photos, documentary film, success case writing, web page,

and other mass media for dissemination of CC's effort, achievements and experiences to citizens. Portal site for Total Quality Management (<http://www.ipstqm.net/>) and face book of Improving Public Services through Total Quality Management (hereafter TQM Project) can be one of the opportunity to disseminate Kaizen activities in City Corporations. There is also a magazine named "*Kaizen: Field Initiatives in Bangladesh*" published by the TQM Project, BPATC. The magazine is a tool to animate Kaizen activities as movement initiated by government sector.

## **7. Implementation Schedule of the Activity**

Following activities are implemented according to the schedule prepared by PCO.

- CDU assigns focal person
- Formation of WIT
- Implementation of Training
- Conduct Kaizen activity
- Quarterly report
- Implementation of refresher training
- Progress sharing meeting
- Final Report submission

Annex VIII may be seen for implementation schedule.

## **8. Cost of Implementation:**

City Corporations shall born cost of Kaizen activity implementation. The cost estimate for Kaizen activities have to be prepared by each department at the beginning of each financial year and submit through CDU to City Council. Based on department's cost estimate a combined cost estimate has to be prepared at City Corporation levels and ultimately to be included city corporation budget each financial year, even beyond the project period, CGP.

Each department of CC will take Kaizen initiative at her/his office or outside of office. It's a small initiative but the changes will be visible and contribute to bring the greater changes in CC level related to the CC's vision. In this regard, it may be needed minimal budget to implement the selected themes. Therefore, annual budget must be made by each department and CDU will submit one budget on Kaizen to CC's. CC will accommodate the budget as Kaizen head in their annual budget for each year that should be continued after closing the project period also. Please, you may see the sample budget format in Annex- IX.

## **9. Possible Themes for Kaizen Initiatives are to:**

- develop file management system;
- ensure time management for Staffs;
- ensure one stop service center;
- improve office cleanliness ;
- develop yearly task calendar and implement the activities as per calendar ;
- enhance cleanliness of 1-2 primary school regarding sanitation and safe water;
- ensure collaboration with two health clinic regarding pre-natal and post- natal caring;
- develop a system of optimizing uses of medicine under health sector;
- improve tax collection in any ward or area/para;
- work with citizen in collaborative way for drain cleaning in any ward;
- improve street lightening at one area/place/ ward;
- ensure waste management in specific area with the collaboration of citizen;
- ensure relevant services (one/ two) from Government Agencies/ Line Ministry/ department or NGOs;

- improve Bangla typing for smooth communication;

**10. Example of Successful Kaizen initiative:**

**(TQM)**



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(TQM)

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- [www.bogra.gov.bd](http://www.bogra.gov.bd)

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**Annex I: Work Improvement Member's List**

Work Improvement Team (WIT) Member's List

Name of the WIT: Excellent					
S L	Name	Position	Years of Service	Cell No	E-Mail

**Tips for WIT:**

List the members of Work Improvement Team (WIT). Members are usually colleagues and subordinates from the same department. The senior or head of the persons of department will be involved in the Team Member List as “Promoter.” Formation and activation of WIT in all departments of City Corporation Offices is one of the most important features in the application of TQM in the CCs level Administration in Bangladesh.

**Main Objectives of WIT are**

- 1) “Team Building” - creating an atmosphere of mutual trust and collaboration” and
- 2) “Leadership building” - creating a democratic approach to achieve work objectives.

**Annex II: Theme Selection Format**

<b>One Year One Project:</b>
<b>KAIZEN Theme: (Duration)</b>
<b>Name Of Department:</b>
<b>Name of CC:</b>
<b>Date:</b>

**Tips for selecting the issue to be addressed**

**1. Feasibility:**

Is the problem can be addressed or improved easily by the WIT within the period of one year?

**2. Significance:**

Is it enough significant and relevant to your office? Is it valuable enough to spend time and effort of the WIT? (Remember that SIP Action Plan and achievement will be uploaded to the Website and visible to the public.)

**3. Cost Effectiveness:**

Is it implementable without any additional resource allocation? Resource may include budget, staff and equipment.

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**Annex III: Service Related Problems**

**Tips for “Service Related Problems/Opportunities**

List up “Service Related Problems/Opportunities” of the Office. Let the WIT members focus on **the** problems/ opportunities of their own office from their clients’ point of view by asking following questions.

- “Who is your Client?”
  
- “What service do you provide to your client?”
  
- “How far your current service is satisfying your client?”
- How to improve this issue in their KAIZEN Theme?

After listing up of the problems/opportunities, let the WIT select “one issue” to be addressed in their Small Improvement Project (SIP).

Identification of service related problems/ Opportunities	

#### **AnnexIV: Project Description (PLAN)**

##### **Tips for project Description (PLAN):**

This is the most important area in the Action Plan visualizing the improvement to be achieved through the project. First, describe “KAIZEN Theme” by rephrasing the “issue” selected in the previous service related problems format (Annex-C). Next, compare the current situation and the desired situation after three months. The WIT members must assess and determine a realistic target which is implementable and achievable within limitation of available resources and time schedule. Identify KPI (Key Performance Indicator), numerical indicator for visualizing the quantitative improvement. Investigate the current situation in order to establish a baseline metric. Usually this baseline metric is stated as either a quality factor (ex. Percentage of satisfied clients), cost factor (ex. Saved money amount), or a delivery factor (ex. Shortened time)—that is, the Quality Cost Delivery (QCD) Function.

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**Annex V : List of the causes of selected problems**

List of Causes of Selected Problems

Selected Problems	
Causes	To be addressed

**Tips for the causes of selected problems:**

Copy the “Selected Problem” from the Annex-C then ask the WIT members why this problem happens. Let them brainstorm and list up as many causes as possible. This is an important step because the WIT members must look for all possible causes that are creating bottlenecks in delivering quality public services. After listing up the causes, let the WIT agree with three causes to be addressed in their SIP.

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## Annex VI: Root Causes and Required Action

Root Causes and Required Action

SL	Root Causes	Actions
1.		1) 2) 3)
2.		1) 2) 3)
3.		1) 2) 3)

### Tips for Root causes and required action:

For each of the three causes selected in the previous Annex-E and ask why, why, why... at least three times to find out "Root Causes." Often we talk in terms of outcome (e.g., the latrines are dirty) and maybe give a reason (low awareness).

Root cause analysis demands that for any given reason you ask again, why (why is there low awareness - lack of training); and then to ask why one more time (lack of training - no training manual). By asking why, why, why, usually we come to the root cause, and can then take effective remedial action (develop training materials) rather than doing nothing except to say there is low awareness.

For each of identified "Root Cause," brainstorm and suggest actions to be taken by the WIT.

**AnnexVII : Implementation Schedule (Gantt Chart) for WIT**

Implementation Schedule

S L	Actions	Person in charge	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
1														
2														
3														
4														
5														
6														
7														
8														
9														

The WIT agrees on implementation schedule utilizing GANTT chart, and assign person in charge for each action. Actions can be copied from the previous Annex-F.

The person in charge should be person in the WIT.

The Gantt Chart can be utilized for the monitoring of the project progress by the leader, promoter and the mentors during the implementation.

**Annex H: Reporting Format  
Tips for quarterly and Final Report**

- Cover page
- Contents
- Introduction
- Theme
- Problems
- Necessary Action
- Output/ Result
- Challenges
- Lessons Learned
- Conclusion

### Annex VIII : Implementation Schedule

Activity	1st PR	2nd PR	Task / TOR	2014-15				2015-16				2016-17				2017-18				2018-19				2019-20				
				1st	2nd	3rd	4th																					
2.6 Initiate Kaizen activities	At least one Kaizen activity implementation in each Dept.	At least one Kaizen activity implemented in each Dept.	Task 1: Prepare Kaizen implementation guideline as per PMO direction.																									
			Task 2: One officer nominated by head of each department participate in Kaizen training																									
			Task 3: Conduct Kaizen training and ensure participation in Kaizen training																									
			Task 4: Train officer in Kaizen as proposed in Kaizen																									
			Task 5: Officer in charge of Kaizen propose Kaizen activity to CDU																									
			Task 6: City Corporation provide fund for kaizen implementation																									
			Task 7: Initiate Kaizen activities in each department																									
			Task 8: Each department implement Kaizen activity, submit monthly progress report to CDU																									
			Task 9: CDU conduct monitoring by progress report and field visit																									
			Task 10: CDU compile the report and present to City Corporation meeting. (2.4-Task 6)																									
			Task 11: CDU compiles final report from the report produced by each department																									
			Task 12: Final report submitted to Mayor, and best practice prize given to one department																									
			Task 13: Achievement of Kaizen displayed on website																									

Annex IX: Sample Budget format for WIT

**City Governance Project**  
**KAIZEN Initiatives**  
**Budget for Kaizen Theme Implementation (2015-2016)**

sl	Name Of Activity	Activity Details	Unit/Batch/Days	Unit Cost (tk)	Total Amount	Responsible Person	Time Frame				Remarks	
							1st Qrt	2nd Qrt	3rd Qrt	4th Qrt		
1	<b>Basic training for all Department Heads/ Representatives</b>											
	Three Days Basic training for 5 CC Staffs ( Residential)	Departmental Heads in each CCs; Total Participants 6*5=30 , Trainer and other staffs 10, Total= 40 Person	1 Batch ( 40 Person)			<b>SAPI/ CGP Team</b>						
	Venue Fare for 3 Days	10,000 tk /Per day	3	10000	30000							
	Food	Breakfast of 40 Person for 3 Days	120	40	4800							
		Lunch for 40 Person for 3 Days -300 tk /Person	120	300	36000							
		Two Times Snacks for 40 Person for 3 Days -40+30+30=100	240	30	7200							

	Logistics	Note pad, Pen, Printing Materials, VIPP Card, Poster Paper, Marker etc ; 100 tk/ Person for 40 person for 3 Days	120	100	12000						
	Trainer Fees/ Honourium	Per day 2 Trainer for 3 Days; Total 6 Trainers	6	3000	18000						
	Convance for Trainers and Others	Two Trainers for 3 days	6	3000	18000						
	Convance for Participants/ Honourium	3000tk/Person	30	3000	90000	SAPI Team					
	<b>Total Budget for CCs</b>				<b>216000</b>						
2	Basic training for Work Improvement Team Members (WIT) Staffs of each Depart ( Non Residential)										
	Two days Basic Training for all staffs at CC level	3-5 Staffs from in each Dept; Total 30-35 Staffs; Other CGP Staffs-5; Total 40 person				CC					
	Food	Two times snacks for 40 Person for 2 Days	80	30	2400	CC					
		Lunch- 300/Person*40	80	300	24000	CC					

	Logistics	Note pad, Pen, Printing Materials, VIPP Card, Poster Paper, Marker etc ; 100/ Person	60	100	6000	CC					
	Convance for Participants/ Honourium	200tk/ person for 30 person for 2 Days	60	200	12000	CC					
					<b>Sub Total=</b>	<b>44400</b>					
3	Department wise Kaizen Initiatives										
	File Management Issue					CC					
	Purchase New File	50 Data Bank File; 60 tk/File	50	60	3000						
	Magazine File	12 File; 50 tk/ per file	12	50	600						
	Markers, VIPP card, Stapler, Punch Machine, paper, scotch tape , Scissor, Cutter, Pen holder etc	Logistics			10,000						
	Make New Almirah by Wood/ Steel/ wall Cabinet	Cabinet	1	10000	10,000						
	New Board etc.	Wood Board, Duster,			3000						
	Documentation and Reporting	Printings, Bindings, Photocopy etc			5000						
					<b>Subtotal=</b>	<b>31600</b>					

4 Quarterly Progress Sharing Meeting and Report Preparing											
	Quarterly Progress Sharing Meeting in CC level ( Four Meeting); One Meeting will be considered as an Refresher Trg.	Participants All WIT Team members, Trainers and Others; ( Total Staffs -50)				CC					3rd Qrt is considered for Refresher Trg.
	Food for One day for 4 Meeting	Snacks 2 times for 50*4*2 =400 Staffs	400	30	12000	CC					
		Lunch-4 Times for 50=200 Staffs/300 tk	200	300	60000						
		Materials- 50/ Per Person for 4 Days; Total= 50 tk/35 person	140	50	7000						
5	Final Report Printing	Documentation, Web portal Develop, Photo Printing, Yearly Magazine etc.	1	10000	10000	CC					
<b>Sub Total=</b>					<b>89000</b>						
<b>Total Approximate Budget for CCs =</b>					<b>165000</b>						