REPORT
OF THE

PUBLIC ADMINISTRATION EFFICIENCY STUDY

Volume - 1
Main Report

Ministry of Establishment
Government of the People's Republic of Bangladesh

Dhaka
November 1989

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CONTENTS

EXECUTIVE SUMMARY

The Public Administration Efficiency Study proposes ways to achieve:

- an administration which is more accountable and performs at higher levels of efficiency,

- an administration which is more dynamic -a gotisheel proshashan- and will better contribute to meeting the needs of the people of Bangladesh.

The Study was initially proposed by the World Bank and was funded by USAID. It was carried out by the Ministry of Establishment through a Steering Committee headed by the Foreign Minister, Mr. Anisul Islam Mahmud, and four Working Groups, which examined these areas:

- Secretariat System and Work Procedures
- Ministry-Department Relationships
- Ministry-Corporation Relationships
- Project Cycle Policies and Procedures.

Each Working Group was aided by a consultant group. They reviewed previous studies on administrative reform and interviewed a broad range of public servants on the problems of the current administrative system. Questionnaires were completed by selected officers to further problem identification.

The reports of the four Working Groups are summarised in Section III of this Report. Each of these reports identifies problems in their specific area and suggests remedial actions. They also suggest ways to implement the recommendations.

Some of the highlights of the constraints to efficiency analysed by the Study and recommended corrective actions are as follows:

Constraints to Efficiency	Recommended Actions
1. Diluted accountability	1. Strengthen audit system through - more timely audits - prompt review - taking necessary action, and - developing a management audit capability.
	2. Strengthen supervision through training and management support.
	3. Improve management information and monitoring systems.
	4. Introduce hire and fire system in the public corporations.

5. Expand the use of performar
contracts by industrial ente
incorporating a reward and peinaru
clause.

2. Overcentralisation

Reduce Secretariat's operational
activities through delegating
routine personnel and financial
matters to Departments,
Corporations and subordinate
offices.

7. Further delegate project approval
authority to Ministries and
implementing agencies.

8. Implement the 1976 Guidelines and
1983 Resolution on the autonomy
of public corporations and their
relationships with the ministries
as directed by the President's
Order of March 16, 1987.

9. Convert the manufacturing sector
corporations into holding companies/
corporations.

3. Complex operating procedures

10. Reduce layers in decision making
and encourage horizontal commu-
nication between concerned
officers and organisations.

11. Increase productivity of
decision making meetings through
well prepared working papers,
appropriate level of
participation, and recording
decisions.

12. Simplify procurement and
contracting procedures by delegating
increased authority to implementing
agencies.

13. Utilise, as appropriate, the
model contracts developed by
UNIDO for industrial projects.

14. Enhance O&M capacity to improve
work procedures and
organisational effectiveness.

4. Weak support systems

15. Modernise office equipment,
files, and paperwork systems.

16. Expand computer-based management

information systems.

5. Inadequate human resources

17. Introduce a two tier career system to raise the quality of the senior civil service.

18. Increase incentives for high performance, including wider use of merit as a promotion criteria.

19. Provide appropriate compensation structure, delinked from the MNS, for the public corporations.

20. Reduce staff rotation by extending posting to 5 years in allied functional areas.

21. Expand practical, problem-solving training based on assessment of organisational needs.

22. Provide better incentives to attract quality trainers.

To implement these recommendations, the Study urges that these immediate steps be taken:

1. High-level political support for enhancing administrative efficiency should be used on a continuing basis to build a dynamic administration,
2. Create a strong implementation committee,
3. Implement existing government directives which will contribute to improved performance,
4. Delegate broader authority to implementing agencies, and
5. Strengthen accountability mechanisms.

Then begin the implementation of recommendations on a pilot basis in selected Ministries, Departments, Corporations and projects, in these aspects of administrative reform:

1. Implement strategies for improving human resources available to the government,
2. Strengthen the problem solving capacity of the O&M Wing,
3. Modernise office systems,
4. Simplify procurement procedures,
5. Improve auditing systems, and
6. Strengthen project planning, implementation and monitoring systems.

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For the long term, evaluate the results of these pilot efforts, make appropriate revisions, and extend the systems to other organisations within the public sector.

The search for better ways to provide public service is neither an easy task nor a quick one. It demands a continuous, long range effort to simplify administrative systems, cut red tape and improve the quality of the people and the programmes which provide vital services and help meet basic human needs in Bangladesh.

The report of this Study is included in five volumes:

        Volume 1 Main Report
               2 Secretariat System and Work Procedures
               3 Relationship between Ministries and Departments
               4 Relationship between Ministries and Corporations
               5 Project Cycle: Policies and Procedures

I. INTRODUCTION

A. Background of the Study

As part of the IDA-financed thirteenth import program credit, the Bangladesh Government and the International Development Association agreed to undertake a study to identify the key constraints affecting the efficiency of public administration, particularly in relation to key economic Ministries and to prepare an action plan to implement the study's recommendations.

To attain the study objectives, a Steering Committee was set up to carry out the Study, with the understanding that the Committee would limit its recommendations to changes in the existing administrative structure, within the present rules of business. The study deals with Class I officers since this group plays the most crucial role in the management of the public sector. The motive force behind this study is to attain increased efficiency and effectiveness in government administration.

Since independence, Bangladesh has relied heavily on external aid due to major structural imbalances in the economy. The need for external aid is expected to continue in the foreseeable future, in view of the necessity for increasing investment and the need for accelerated economic growth and development. But the recent years have witnessed increasing concern on the part of both donors and the government with the utilisation of available aid, particularly the sluggish disbursement performance and the continuing build up of project aid in the pipeline.

The problem confronting both the government and the donor community is that of finding ways of overcoming constraints so that resources available to the country can be fully utilised to ensure economic growth and development. The problems thus identified point to the need of evolving a more efficient administrative system capable of handling developmental activities effectively. The need for reform has led to this Public Administration Efficiency Study, which was carried out from May to November 1989.

B. Methodology of the Study:

The Study involved the collaboration of a large number of individuals. The Steering Committee for the Study included:

1. Mr. Anisul Islam Mahmud, Minister of Foreign Affairs, Chairman
2. Mr. Kazi Feroze Rashid, Minister of Post and Telecommunications
3. Mr. Khandakar Mahabub Rabbani, Secretary, Ministry of Establishment
4. Mr. Ayubur Rahman Chowdhury, Secretary, Ministry of Works
5. Mr. A.R. Khandakar, Inspector General of Police
6. Mr. Mohammad Ali, Additional Secretary, Ministry of Establishment
7. Dr. A.K.M. Mashiur Rahman, Joint Secretary (Budget), Finance Division, Ministry of Finance
8. Dr. A.M.M. Shawkat Ali, Joint Secretary, Ministry of Agriculture
9. Dr. A.T.M. Shamsul Huda, Joint Secretary, Ministry of Irrigation, Water Resources and Flood Control.

Mr. B.R. Chowdhury, Joint Secretary (O&M), Ministry of Establishment was also associated with the Study.

Mr. M. Idris Ali, Deputy Secretary(Dev), Ministry of Establishment, served as Study Coordinator. Mr. Keshab Acharjya, Senior Assistant Secretary, was his assistant.

The Steering Committee organised four working groups to carry out the study. These groups dealt with:
1. Secretariat system and work procedures,
2. Relationship between ministries and departments,
3. Relationship between ministries and public corporations, and
4. Project cycle policies and procedures.

They were aided by a consultant group, a group of local consultants, research assistants, and support staff. Their names are included in Annex B.

The objective of the study was to develop recommendations related to:

1. Higher standards in administrative performance,
2. Sound policy analysis,
3. Implementation of policy,
4. Delegation of authority,
5. Procedures for staffing, and
6. Training for development administration.

The Study was limited to the Ministries of Establishment, Finance, Planning, Agriculture, Commerce, Industries, and Irrigation, Water Development and Flood Control.

Personal interviews with selected ministers and civil servants served as a means for gathering information and insight into the current administrative system and its problems. The names of these individuals are listed in Annex F. Relevant information was collected through the review of previous studies and pertinent documents. Annex E contains the bibliography of the study. Primary data were gathered by administering structured questionnaires to Class I officers of seven designated ministries, and their subordinate departments and corporations and selected individuals who were the clientele of these organisations. The assistance of all who have helped to make this study is appreciated.

II. OVERVIEW OF BANGLADESH PUBLIC ADMINISTRATION

A. Present Administrative System

1. The Secretariat:

The administrative set-up of Bangladesh is organised hierarchically with the Secretariat at the apex. The Secretariat consists of all the Ministries/ Divisions of the Government of Bangladesh and is the mainspring of all governmental policies and activities. Figure 1 presents the structure of the administrative system.

2. Ministries and Divisions:

Each Ministry is headed by a Minister who is the political head. Schedule I of the Rules of Business enumerates the detailed functions of the Ministries. The Secretary is responsible for the proper conduct of business according to the Rules of Business and the Secretariat Instructions. The Secretary keeps the Minister informed of the operations of the Ministry and works under the supervision of the Minister. The Secretary also acts as the Principal Accounting Officer of the Ministry, Attached Departments and statutory bodies within the ministerial jurisdiction.

Each Ministry consists of one or more Divisions. A Division is the principal unit of a Ministry responsible for the administration of a general area of government business. A Division is usually headed by a Secretary or an Additional Secretary.The Ministries and Divisions are divided into Wings, Branches and Sections in order to ensure the efficient disposal of their business.
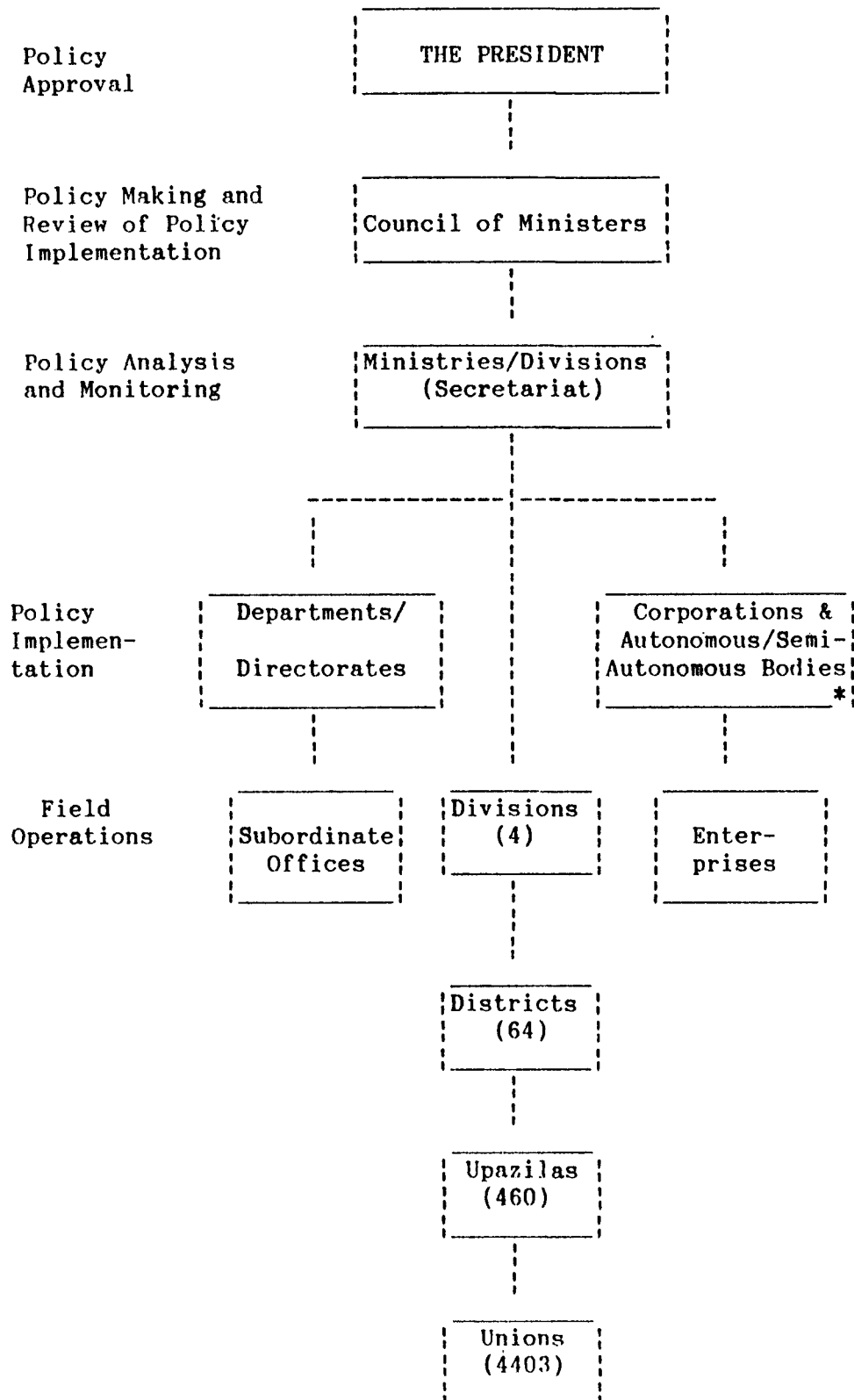
Just below the Division is the Wing, which is headed by a Joint Secretary with a well defined sphere of duties. Under the Wing there are Branches comprising of a number of Sections headed by Deputy Secretaries. Sections are the lowest administrative unit in a Ministry and are usually headed by Senior Assistant Secretaries/Assistant Secretaries.

3. Attached Departments, Subordinate Offices, Autonomous Bodies, and Public Corporations

The execution of government policies of a Ministry/Division is normally carried out by a number of executive agencies which are designated as Attached Departments and Subordinate Offices. Attached Departments are responsible for providing executive direction in the implementation of policies laid down by the relevant Ministry/Division. They also advise their respective Ministries/Divisions on technical aspects of business transacted by the latter.

The Subordinate Offices function as the field establishments under the direction of the Attached Departments. Autonomous/semi-autonomous bodies are set up to perform certain specialised public functions or to implement specific developmental tasks and provide public services. Public Corporations also manage commercial operations.

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Figure 1 : Administrative Structure of Bangladesh

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Policy                      ┌─────────────────────┐
Approval                    │    THE PRESIDENT    │
                            └─────────────────────┘
                                      ┊
                                      ┊
Policy Making and           ┌─────────────────────┐
Review of Policy            │ Council of Ministers │
Implementation              └─────────────────────┘
                                      ┊
                                      ┊
Policy Analysis             ┌─────────────────────┐
and Monitoring              │ Ministries/Divisions │
                            │    (Secretariat)     │
                            └─────────────────────┘
                                      ┊
                      ┌───────────────┊───────────────┐
                      ┊               ┊               ┊
                      ┊               ┊               ┊
Policy          ┌──────────────┐     ┊     ┌────────────────────┐
Implemen-       │ Departments/ │     ┊     │  Corporations &    │
tation          │              │     ┊     │ Autonomous/Semi-   │
                │ Directorates │     ┊     │ Autonomous Bodies  │
                └──────────────┘     ┊     └──────────────────*─┘
                      ┊              ┊               ┊
                      ┊              ┊               ┊
Field           ┌──────────────┐ ┌──────────┐  ┌──────────┐
Operations      │ Subordinate  │ │ Divisions│  │  Enter-  │
                │   Offices    │ │   (4)    │  │  prises  │
                └──────────────┘ └──────────┘  └──────────┘
                                      ┊
                                      ┊
                                 ┌──────────┐
                                 │ Districts│
                                 │   (64)   │
                                 └──────────┘
                                      ┊
                                      ┊
                                 ┌──────────┐
                                 │ Upazilas │
                                 │  (460)   │
                                 └──────────┘
                                      ┊
                                      ┊
                                 ┌──────────┐
                                 │  Unions  │
                                 │  (4403)  │
                                 └──────────┘
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* These organisations have more autonomy than Departments/Directorates.

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B. Problems with the Present Administrative System

The public administration of Bangladesh is characterised by a series of problems which have caused low productivity and contributed to low morale among civil servants. These include the following:

1. Failure to institutionalise parliamentary control over the executive branch of the government. As a result, the accountability of the public service has suffered.

2. Bangladesh has a highly centralized administrative system that forces too many decisions to be made at too high a level in the hierarchy. Excessive reliance on hierarchy, elaborate formal rules and procedures, and a lack of trust in subordinates lead to delays in decision making.

3. A fundamental sense of distrust of others, both individuals and organisations, is deeply rooted in the present bureaucratic culture. This sense of distrust has resulted in a need for excessive controls throughout the government, which in turn has resulted in a diffusion of accountability through overlapping checks and balances. The net effect is a loss of accountability and control.

4. The government has attempted to cope with the scarcity of competent officers by providing procedures, rules and regulations to cover every imaginable contingency. As a result, a large number of staff exists in every ministry and departments whose only function is to review cases and ensure compliance with procedures. Extensive delays occur because there is little reliance on the initiative and judgement of officers working within well understood general principles.

5. In an attempt to manage a growing bureaucracy with inadequately trained officers, the government has divided its organisation into multiple ministries and line agencies. Inter-sectoral coordination is hampered by this fragmentation. The committees set up for coordination often serve to slow the process of coordination until the issues are referred to higher authority for decision.

6. There has been a significant decline in the recruitment standard. This is linked to the gradual deterioration of the educational system in the country. Another causal factor is the retention of the quota system within the civil service.

7. Public sector training in Bangladesh is characterized by a multiplicity of training institutions, lack of qualified trainers, lack of interest of civil servants in in-country training and failure to link training with promotion and with organisational problem solving.

8. The quality and efficiency of public sector management has been adversely affected by the practice of frequent rotation of Class I officers. Sometimes senior officers are rotated from one position to another within a year or less. The general rule of transfer after 3 years is not being followed. Officers working at the policy planning level in technical ministries are given little time to acquire relevant knowledge and develop strong working relationships with the technical departments and autonomous bodies under their control.

9. Promotion of Class I cadre civil servants, in theory, is based on merit. In practice, seniority continues to be a major factor in awarding promotions. This adversely affects the motivation and performance of the civil servants.

III. CONCLUSIONS AND RECOMMENDATIONS OF THE WORKING GROUPS

A. Secretariat systems and work procedures

Functional Context ⊁

The Secretariat System is the cornerstone of government administration in Bangladesh. The decisions of the Government, both regulatory and developmental, come about as a result of elaborate deliberations within the Secretariat. The Secretariat is primarily responsible for formulating administrative and development policies, monitoring their execution, and evaluating their impact. In carrying out its responsibilities, the Secretariat is ultimately accountable to the Parliament through the Ministers.

The basic structure of the present Secretariat in Bangladesh has been derived from the administrative framework of Pakistan. At the time of independence in 1971, Bangladesh inherited the structure of the provincial secretariat of the then East Pakistan. The provincial secretariat in East Pakistan consisted of departments whose main responsibility was the field administration of the province. The present Secretariat serves as a national Secretariat and is responsible for formulating policies and coordinating their implementation for the socio-economic development of the country. The functional responsibilities of the present Secretariat are, therefore, intrinsically different from those of the Secretariat of the pre-independence era.

Objectives of this study

This study has been prepared by the Working Group on the Secretariat System and Work Procedures. The basic objectives of the study are to identify the key constraints in the Secretariat and its Work Procedures and develop feasible recommendations toward enhancing the efficiency of the system. In the conduct of this study, the Working Group has taken into account the broader objectives of the Public Administration Efficiency Study (PAES).

The constraints to achieving the broader objectives of the PAES have been addressed in this study specifically in relation to: (a) efficacy of rules and regulations that govern decision-making and communication procedures and the observance of these rules and regulations; (b) requirements of management skills and competencies of personnel; (c) logistical support required for smooth and efficient functioning of the Secretariat.

The major constraints and recommended changes are integrated and summarized below.

Constraints and Recommendations

1. Rules and Regulations

The Working Group on Secretariat System and Work Procedures has examined the various problems related to the substance as well as the practice of the existing rules and regulations. It has determined that rules and regulations require simplification as well as modifications in order to serve as efficacious tools of administration. At present, virtually every decision in the Secretariat is governed by disparate sets of rules and regulations which tends to create procedural bottlenecks. Administration by minute rules for every occasion is

inconsistent with a dynamic administration in which individuals and organisations may have legitimate freedom of action in well specified areas of responsibilities. To encourage initiative and dynamic decision-making, it is necessary that the responsibilities assigned to the officers should be congruent with the powers delegated and that officers should have the assurance of the neutrality of their actions.

The Rules of Business, 1975, and the Secretariat Instructions, 1976 embody the necessary provisions for allocating functional responsibilities to different parts of the Government and for specifying work procedures. The majority of the provisions of these two documents have been carried over from the British period and have been modified from time to time. There is, however, further scope for modifications. To ensure efficiency, the provisions of the Rules of Business and especially of the Secretariat Instructions need modifications in the following specific areas:

- Delegation of administrative and financial powers;
- Intra and inter-ministerial coordination;
- Multiplicity of decision-making layers;
- Channels and process of communication; and
- Allocated time for disposal of business.

A lack of sufficient familiarity with the existing rules and regulations among the junior officers serves as a constraint to speedy disposal of business. According to our study, approximately one-half of the junior officers do not have a good grasp of the rules and regulations. The lack of knowledge results in either delay in decisions, inaction or inappropriate action.

An important factor contributing to insufficient familiarity with rules and regulations among the officers is deficient training at the post-entry and in-service levels. The officers belonging to non-secretariat cadres who are transferred to the Secretariat display even lesser familiarity with rules and regulations. Lacking sufficient knowledge, the officers are unable to make or suggest appropriate decisions consistent with prevailing rules and procedures.

Non-observance of many important provisions of the Rules of Business and the Secretariat Instructions has become a common practice. The Instructions are not observed in such important matters as timely disposal of business, supervision, and proper filing and record keeping. Non-observance of the important Rules and Instructions is not monitored and penalized. The officers are neither rewarded for observing rules nor disciplined for non-observance.

The reasons behind the non-observance of the Rules and Instructions are many and often interrelated. In some instances, non-observance is encouraged due to lack of sanctions, and lack of time and proper logistical support interfere with observance in other instances.

To make the rules and regulations as efficient instruments, the Working Group recommends:

- Simplification of rules and regulations;
- Modifications in rules and regulations to enhance efficiency;
- Institutional and on-the-job training in rules and regulations;   and
- Strict compliance and disciplinary measures for non-compliance.

2. Decision-Making

Decision-making in the Secretariat, in practice, is highly centralized and suffers from a number of procedural bottlenecks associated with unnecessary scrutiny at multiple layers, incrementalism, fragmentation of responsibilities, and elaborate and time consuming requirements of coordination. Moreover, the decision-making is too focused on administrative and operational details and policy-making matters are given limited attention.

Most of the decisions are actually made at the highest level although the powers to make decisions are delegated within the hierarchy. The delegated powers are exercised within narrow limits, especially by the middle and junior level officers, for fear of contravening the decisions higher up as well as for lack of self-confidence and hesitancy to assume responsibility. Furthermore, there is no particular incentive to take initiative and the perceived risks of making decisions outweigh both benefits and risks of not making them.

The Working Group recommends that most of the administrative and operational activities in the secretariat should be delegated to the Attached Departments, Directorates, and Subordinate Offices so that the Secretariat could devote its resources to formulate policy, monitor policy implementation, and evaluate the impacts of policies. With regard to the decision-making procedures, multiple layers should be reduced and organizational communication methods should be made more efficient and productive. The recommended changes specifically focus upon:

- Developing policy-analytic capability within the Ministries;
- Reducing administrative and operational activities of the Ministries;
- Modifying communication procedures and minimizing written communication;
- Improving the structure and quality of intra and inter-ministerial meetings; and
- Complying with the specified time-limits in the disposal of business.

3. Personnel Management

A well-trained, motivated, and competent cadre of officers is essential to an efficient working of the Secretariat. This study finds that the competence of the officers, especially at the junior levels, is in rapid decline. Officers of the level of Assistant Secretaries are inadequately trained and have limited motivation. A number of factors, other than a general deterioration in educational standards, have contributed to this decline which include a lag in consistent and timely recruitment, non-uniformity of recruitment standards, deficiency in post-entry training, and an overall expansion in the size of government personnel after independence.

Supervision of personnel is very weak in the entire system. Important matters such as timely disposal of cases; proper filing and record keeping; office organization and management; utilization of office equipment; and punctual attendance are not monitored and supervised in a systematic manner.

The incentives and the opportunities for career development are negligible. Professional mobility is restricted because merit and performance are not differentiated from seniority. Under the existing system, merit is often subsumed by other considerations and therefore there is a need to clearly define merit as a singular trait of higher performance.

Recruitment is partially based on merit. After the initial posting, there is a need for further screening and selection of officers on the basis of merit and high performance. A two-tier recruitment process needs to be introduced under which officers after their initial posting in the field will become eligible to compete through an open examination held by the PSC. The top ranking candidates would qualify for accelerated promotion at appropriate levels in their respective cadres.

Improvements in recruitment and selection of personnel with simultaneous improvements in supervision, incentive structures, career development, and in building trust and confidence are needed. We have made specific recommendations for:

Streamlining and simplifying recruitment procedures;
Introducing a two-tier recruitment and career development system to raise the quality of senior civil service;
Delegating powers of posting and transfers to the line agencies;
Instituting strict measures of supervision and inspection;
Simplifying and improving performance appraisal system and integrating performance with promotion; and
Increasing pecuniary and non-pecuniary incentives to merit and performance.

4. Training

The existing training facilities for Secretariat personnel at all levels are limited; the quality of staff and the training methods and materials are marginal. No formal on-the-job training is given to the probationers. Consequently, less than the required number of officers receive training, and the relevance and impact of training is unsatisfactory. The training facilities, the planning of curriculum and training delivery methods need significant improvements. To enhance the quality of training and its impact, greater incentives need to be provided to the trainers as well as to the trainees.

The requirements of improving training are manifold and our recommendations address the development of training facilities and staff in the area of general administration only. Specific measures are recommended for:

Improving and expanding the training facilities of the PATC and the BCS (Administration) Academy;
Introducing intensive training programs at appropriate local institutions;
Formalising on-the-job training (OJT) and developing capability to conduct OJT in the Secretariat on a regular basis;
Recruiting trainers on the basis of merit and qualifications and motivating them;
Integrating training with career development; and
Increasing incentives for trainers as well as trainees.

5. Filing and Record Keeping

The filing and record keeping systems in the Secretariat are outmoded and inadequate for the present day requirements of information management. The present system of filing and record keeping is based on a subjective classification of materials and information and the application of the system is too labour intensive and reliant upon the personal skills of lower staff.

The Working Group recommends that the filing and record keeping system should be improved through:

- Methodical observance of instructions as laid down in the Secretariat Instructions; and
- Changing and improving the materials utilized i.e., paper, file covers, filing cabinets etc. and their organization and supply.

6. Physical Facilities and Logistics

The present physical facilities and office lay-outs in the Secretariat are poorly planned and insufficient for the size of the Ministries and their personnel. The physical environment generally is that of overcrowded and unmethodical arrangement of work. Logistical support is equally deficient. The necessary office equipment are either in short supply or improperly organised and utilized. These physical conditions and deficient logistical support are responsible, to a great extent, for causing delays in the disposal of business.

A work conducive environment and adequate material and logistical support is essential for improving efficiency. In this regard, our recommendations specifically address improvements for:

- Expanding physical facilities and rationalizing office layouts;
- Improving the methods of procurement, supply, and utilisation of existing office equipment;
- Modernizing office equipment through the introduction of micro computers, photo-copiers, telex or fax machines; and
- Rationalizing and training manpower to use new technology.

In the last section of the Report, we have outlined several programmes for implementation along with brief terms of reference and methods of implementation for each programme. We have proposed that the O & M Wing of the Ministry of Establishment should be assigned an overall responsibility for coordinating and monitoring the implementation of the recommended programmes. The O&M Wing should be transformed into a Division and its functions should be enlarged to include developmental activities related to organizational changes and improvements in office and work procedures, personnel development, information management systems etc. A study should be conducted to transform O&M Wing into a full-fledged Division with professionally skilled personnel.

B. Ministry-Department relationships

The Working Group on Ministry-Department Relationships has concluded that the Departments and their field staff need more power to do the jobs which are given to them. They must have the authority to carry out their responsibilities. At the same time they must be more accountable for using public resources effectively to achieve public purposes.

A key constraint on effective Departmental operations and a major cause of delays in their activities is a lack of adequate delegation of authority over personnel and financial matters. In too many instances they must pass cases to the Ministries for decision which deal with routine and non-policy matters which they should be able to decide at the Departmental level.

1. Administrative delegation

1.1 The administration of personnel matters of Class I Officers in the Departments is a special problem. It is considered necessary that Department Heads and their subordinates have authority over their personnel commensurate with their responsibilities.

1.2 As a first phase in the shift of authority over personnel to the Heads of Departments, the Working Group recommends delegations of authority be considered in these areas:

a. Discipline,
b. Transfer and posting,
c. Sanction of pensions,
d. Granting of leave, and
e. Accepting extraordinary leave for increment.

1.3 These delegations should be carefully exercised at the Departmental level in accordance with government guidelines. Where appropriate, these powers should be delegated by Department Heads to the heads of subordinate offices within the Department.

1.4 As a second and later phase, after the results of these delegations can be evaluated, it may be appropriate to designate Department Heads as the appointing authority for all non-Cadre personnel of their Departments. This would give Department Heads nearly complete authority over their personnel.

2. Financial delegation

2.1 Increasing the delegation of financial authorities to the Departments, is another important means for facilitating the flow of work. Subject to budget provision and in accordance with existing rules and regulations, the Working Group recommends that Department Heads have increased authority to:

a. Replace vehicles,
b. Repair vehicles,
c. Purchase office equipment,
d. Undertake local printing, and
e. Procure stationery.

3. Policy making

3.1 The Working Group considers that properly managed meetings are an effective way to involve ·Departmental staff members in decision making on policies at the Ministry level. These meetings should take advantage of the technical expertise of Department officers and build a sense of teamwork between Ministries and Departments.

3.2 The first step in preparing for such a meeting should be the drafting of a thorough analytical paper by the concerned Departmental officers. The paper should state clearly the problem being addressed, the effect of existing policies, orders or laws, and the proposed solution to the problem. The views of affected organisations and necessary clearances should be obtained in advance and incorporated in the working paper.

3.3 The working paper should be circulated at least seven days in advance of the meeting. The meeting should be chaired by the responsible officer of the Ministry and should be attended by Ministry and Department officers with authority to decide the matter.

4. Accountability

4.1 The Working Group encountered a widespread concern for the lack of accountability within the organisations of the government. To remedy this situation it recommends that all organisations should have a clear distribution of work among their subordinate units. At the same time, job descriptions are needed for each position in the organisation. It is only against such assignments of responsibility can individuals be held accountable for their actions or inactions.

4.2 Accountability also depends upon good supervision. Supervisors are responsible for motivating their subordinates and for checking on their performance. Senior officers in each Department need effective progress reporting systems to monitor the work in their organisations. Ministry monitoring of policy implementation should focus on problems and short falls from planned accomplishments. This "reporting by exception" should reduce the flow of routine reports upward in the hierarchy.

4.3 Auditing is the ultimate check on performance. Traditionally this has been an examination to determine that funds have been properly used. This financial audit is important, but for the future, increasing attention needs to be given to the concept of performance or management audit. The auditors should be able to check on how well the funds were used: were the purposes of the organisation adequately achieved? The introduction of management audit will require an assessment of manpower and training needs.

5. Capacity of the Departments

5.1 For the delegation of authority to the Departments to be effective, there must be a strong and sustained effort to improve their capacity to assume those responsibilities. Both technical and administrative skills are needed to enable Departmental staff to better perform their functions.

5.2   The Working Group emphasises the need for practical, problem-solving types of training. Sufficient numbers of staff from the same organisational unit need to be trained to create a "critical mass" who can introduce improved work methods. Training reserve posts need to be created in important job categories to ensure that staff can take advantage of appropriate training opportunities. Once trained staff members need to be utilised in fields for which they are trained.

5.3   The quality of trainers is another matter of concern. Trainers should have priority in receiving foreign training. They should receive special consideration for promotion when they do an effective job as trainers.

5.4   Capacity building among Departmental staff is important. Stability of assignment is equally important if they are to do a professional job in their field.   The three year rule should be a extended to a five year period to serve in a position. When rotation is made, it should be made within an area of specialisation, that is within a group of Ministries or agencies with similar objectives.

6. Paperwork simplification

6.1   The Working Group considered a series of problems in this area which are common throughout the government. The unnecessary passing of files is one such problem. As a general rule, files should go directly to the officer responsible for deciding a matter. Lengthy and repetitive notes should be avoided.

6.2   The wider use of standardised forms will facilitate routine paperwork. Filing systems should be modernised. International standards in the size of paper, file folders and cabinets should be considered for adoption. Office mechanisation is a priority need. Office operations can be improved on a cost effective basis through the wider but careful use of telephones, word processors, computers and copy machines. Before new equipment is installed, staff should be rationalised and the appropriate personnel thoroughly trained in its uses and maintenance.

C. Ministry-Corporation relationships

The Working Group studied seven public corporations: Bangladesh Chemical Industries Corporation (BCIC), Bangladesh Steel and Engineering Corporation (BSEC) and Bangladesh Sugar and Food Industries Corporation (BSFIC) in the manufacturing sector, Trading Corporation of Bangladesh (TCB) and Export Promotion Bureau (EPB) in the trading sector, Bangladesh Agricultural Development Corporation (BADC) in the agricultural sector and Bangladesh Water Development Board (BWDB) in water development sector. The Group adopted the following recommendations:

1. To achieve Higher Standards in Administrative Performance

1.1 Implementation of and adherence to the following government policy issues and directives:

   a. Guidelines, 1976, issued from the Cabinet Division defining the Relationship between Government and Corporations and between Corporations and their Enterprises.

   b. Resolution, 1983, vide Cabinet Division Notifications no. 4.5.82/285 - Committee dt. July 24, 1983, concerning operational autonomy of the corporations and transfer of shares of the enterprises to the respective corporations.

   c. President's Order No.RAS/MAPA/OBI-2/87-17 issued on March 16, 1987

1.2 Organisational reforms:

   a. Conversion of BCIC, BSEC and BSFIC into holding corporations or companies in the light of the Resolution, 1983 and Ministry of Industry Notification of July 1988.

   b. The ministries should assist the public corporations to strengthen their corporate planning functions: setting objectives, selecting strategies and planning implementation.

1.3 Enforcement of accountability:

   a. Formation of an audit sub-committee of each board headed by a finance director to study the key areas of observations made by the commercial and statutory audits and for taking appropriate and quick corrective actions.

   b. Visits to and evaluation of performance of the enterprises and projects may be under taken by top officials such as the Chairmen and Directors/Members of the boards. The key areas to be examined are plant capacity utilisation, productivities, down time analysis, usage ratio etc. of the enterprises and progress of implementation various activities of the projects. In addition, they may also check selected financial ratios. The objectives are to identify the problem areas and forewarnings of corporate sickness and to prescribe corrective measures.

   c. Effective follow-up by the CPC of corrective measures directed on review of the performance submitted by the corporations in the SABRE format through the concerned ministries.

d. Introduction of a regular system of interactions between the heads of enterprises/projects and the chairmen and directors of the boards in order to counter-check the validity of structured information flow through MIS.

e. An appropriate motivational mix of recognition and appreciation, power and authority, promotion prospects, operational authority and security for the executives as a means to increase accountability.

2. To improve Policy Analysis

2.1 Address these current policy issues:

a. Effective participation of the chief executives of the corporations and the enterprises in the decision making process at the corporation and ministry-level.

b. Phasing out of the chronically sick and potentially uneconomic units.

c. The potentially economic industries in the engineering, paper and chemical sectors incurring loss may be isolated, problems and constraints examined and a policy decision about their future worked out combinedly by the ministries and the corporations.

d. The Ministry of Agriculture may issue directives to BADC for intensifying its activities in the current priority areas within its mandate and in accordance with the latest government policy.

e. Sugar cane policy may be included in the Agricultural Policy of the Government. R&D work may be intensified for increasing the per acre yield, the sucruse content, and recovery of sugar from sugar cane in the BSFIC mills.

f. A policy decision should be taken at the highest level for R&D activities in order to achieve a break-through in the Engineering Industries.

g. The concerned ministry may examine the issue of handing over of the completed projects of BWDB to the beneficiaries' cooperatives and local self governments.

h. A policy decision may be taken for the incorporation of a reward and penalty clause and maximum autonomy for enterprises in performance contracts with a view to improving operational results.

2.2 Needed legislative actions:

a. Examine the application and enforcement of the relevant provisions of the Companies Act 1913 relating to liquidation.

b. The Industrial Relations Ordinances to check undesirable labour union practices.

c. The relevant service regulations of corporate bodies may provide for introducing a system of hire and fire in the public corporations and their enterprises for encouraging good performance.

d. Ordinances of BADC, BWDB, TCB and EPB may be amended for inclusion of provisions for delegation of power by the boards to the respective chief executives and by them to any director or officer of the corporations.

3. To strengthen the Implementation of Policy

3.1 Administrative, financial and contract management:

a. Transfer to the corporations of government share-holdings in the enterprises should be carried out as directed by the government.

b. The holding companies or corporations should ensure payment of dividends to the government when they have a net profit on the operations of their enterprises.

c. Corporations should not operate the bank accounts of their subsidiaries.

d. Ministries or CPC, as the case may be, should give their decision on price fixation of sensitive items within one and two weeks respectively after submission of the proposal by the corporations.

e. Corporations should thoroughly examine several forms of contracts as adopted by UNIDO:
    (i) cost reimbursible,
    (ii) turn key,
    (iii) semi-turn key,
    (iv) engineering and know-how, or
    (v) duplicate contracts.

Corporations should then adopt any one of these forms of contract or combination of them that is considered to be most suitable for a particular project.

3.2 Performance contract:

The number of enterprises covered by performance contracts, now under process of experimentation, should be increased.

3.3 Research and development:

a. The Ministry of Industry should mobilise the best available human resources and the government support at the highest level to establish a metal processing R&D centre with well defined objectives in order to achieve a break-through in the engineering industries sector. BMTF may be considered as a site for such a centre.

b. Support of the Ministry of Agriculture may be rendered to the existing sugar cane research centre for intensifying its efforts.

c. Ministry's support for establishing stronger contacts and connections with international and regional R&D organisations through trade communication computer based network.

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4. Expand the Delegation of Authority

a. Full operational authority to corporations: Once the budget is approved and the target is fixed, the corporations should have full operational authority subject to adequate cash flow position.

b. The decision making process should be continuously reviewed and improved. Participatory decision making practices should be fostered.

5. Improve the Procedure for Staffing

5.1 Career planning

a. Career planning should be introduced in the corporations.

b. Appointments and promotions should made on the basis of merit, performance, training and results of written tests.

5.2 Staff training:

a. Training, an important precondition for promotion of the officers of all levels, whether in-house, in-country or overseas, should be imparted 'in accordance with a well thought-out programme keeping in view the career progress of the officers. Short refresher courses, workshops and seminars should be conducted for the chairmen and members of the boards to update their knowledge and management skills.

b. Need-based training programmes should be developed; modern method of curriculum design should be introduced; and design, preparation, implementation and evaluation of lesson plans should be practiced. An appropriate theoretical and practical training mix should be worked out. Every trainee should participate in written, practical and problem solving tests.

c. Personnel of project implementation and monitoring teams at projects, corporations and concerned ministries should undergo a rigorous practical training in contracting procedures, legal aspects of international technological contracts, and in scheduling and rescheduling of project implementation activities.

5.3 Continuity and professionalism:

a. The continuity of personnel in the same or similar functional areas should be maintained in order to utilise the skills gained through expensive training and to build up their expertise leading to a reduction in dependence on expatriate experts.

b. Planning, evaluation and monitoring cells of the corporations and ministries should be manned by personnel having experience in project and enterprise management and proven ability.

5.4 Pay structure and performance incentives:

a. A separate pay scale with higher compensation and service rules having provisions for hire and fire for the corporation officials should be established.

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b. Performance criteria should be fixed and a policy of reward for excellent performers and penalties for non-performers should be introduced and strictly adhered to.

6. Development and Improvement of Training Facilities

a. Modern methodology of need-based curriculum design should be introduced.

b. Lesson plans should be developed with carefully defined objectives.

c. Each training institution should be equipped with audio visual aids.

d. Collaborative efforts between corporations and training institutions need to be intensified.

e. Trainers should receive appropriate preparation at home and abroad.

f. Senior officers should be encouraged to attend training programmes through appropriate incentives.

D. Project cycle policies and procedures

A. Background

The efforts of government to provide economic uplift to the country are channeled, in large measure, through development projects funded through the Annual Development Programme (ADP). Development projects are also a primary vehicle through which Bangladesh receives foreign aid.

A major reason for this study into the project cycle has been concern over the persistent pattern of difficulties in achieving development targets in the mid-term five-year plans and short-term annual plans. For example, the Annual Report of Implementation Monitoring and Evaluation Division (IMED) for the fiscal year 1987-88 mentions the following as reasons for poor project implementation records: defects in the pre-feasibility study and project design, lack of initiative, delays in resource deployments, shortage of funds, and weaknesses in project management. It is estimated that delays in project completion increase costs by roughly 35 percent and extend time to completion by more than 60 percent.

Another major impetus behind this study is concern with the backlog of unused foreign aid in the "pipeline" , which has more than doubled during the 1980s.

The intent of this study was to identify fundamental reasons why these problems persist, and to recommend actions to overcome them, for the benefit of all who have a stake in the future of Bangladesh.

B. Key Constraints to More Efficient Development Projects

This study, as well as all preceding studies regarding development projects, points to several key constraining factors which cause persistent problems, such as those cited by the IMED study, in development projects: overcentralisation of authority, lack of accountability, inadequate resource base, and implementation bottlenecks caused by inconsistent and inflexible adherence to rules, procedures and systems.

There is a relationship among these factors. A statement that was made repeatedly in interviews with government officials was that a fundamental sense of distrust of others is at the heart of the bureaucratic culture. This sense of distrust has resulted in a need for controls throughout government, which in turn has resulted in a diffusion of accountability through overlapping checks and balances. The net effect is a widespread feeling of no effective accountability.

The diffusion of accountability and overcentralisation of decision making produces a climate which inhibits bold and timely management of decisions, resulting in delays. Delays also result from a lack of knowledge of rules and procedures among many government officials, resulting from inadequate or inappropriate training, as well as frequent changes in rules and procedures.

C. Recommendations

The objective of this study was to assist the Government in developing recommendations which overcome constraints to efficiency in development projects. As may be determined from reading the report, some of the

recommendations are directly implementable. Others indicate that before government can take action to address a causal problem, other actions may need to be taken. For example, decentralisation of increased project approval authority logically requires the development of capability within line ministries to review and approve project proposals. Determining capability requires, among other factors, information about human resources, on a position-by-position, office-by-office basis. Such information does not exist, nor was it within the scope of this study to generate it. The study does not recommend actions which will immediately lead to a specific Planning Cell in a given ministry having the capability to handle newly decentralised authority.

Determining capability also presupposes that there is an answer to the question of how far decentralisation should go. This is essentially a political and institutional question which has not been clearly answered, and was also a limitation to the development of specific, implementable recommendations. Notwithstanding these limitations, the study has provided recommendations which may lead to more efficient development projects. In the remainder of this section the recommendations of the report are summarised.

Overcentralisation of authority

The primary recommendations regarding this constraint are:

1. Reaffirm responsibility of ministries for integrating project goals with sector goals.

2. Emphasise Planning Commission's responsibility for macro-level planning, for integrating Annual Development Programmes (ADP) and Five Year Plan (FYP), and for establishing parametres for ministries and agencies to integrate projects with ADP and FYP.

3. Raise project approval limits for investment projects.

4. Eliminate separate administrative approval for components of approved projects.

5. Raise procurement and contract award authority.

6. Delegate to project directors full financial and administrative powers.

Other recommendations to overcome overcentralisation are:

7. Move appropriate authorities to include in Schedule 2 of Rules of Business all Class 1 officers, including Research officers to Chiefs with authority to sign letters and documents on behalf of government, if warranted, regardless of cadre affiliation.

8. Reduce details and highlight policy issues and issues critical for policy implementation in review of Project Proformas (PP) by Planning Commission's Project Evaluation Committee (PEC) and Executive Committee of the National Economic Council (ECNEC).

9. Emphasise joint review sessions at planning cell level before sending PPs for further processing.

10. Delegate authority to approve procurement proposals on one-step basis for approved proposals.

Human Resource Needs

The primary recommendations regarding this constraint include:

11. Conduct needs assessment in planning and development units to determine type and level of specific skills needed at project, agency and ministry levels for planning, implementing and monitoring roles.

12. Use qualified local consultants and make greater use of transfers and lateral entry to place qualified staff where immediate planning and monitoring needs are greatest.

13. Provide planning cells in ministries and implementing agencies with the number of skilled officers that results in satisfactory planning and monitoring of development project activities.

14. Acquire essential information technology, and appropriate staff training, for efficient project planning and monitoring.

15. Upgrade Academy for Planning and Development (APD) and strengthen capability to conduct needs assessment and to design and deliver training which will result in improved performance at the individual, work unit and organisation levels.

Other recommendations to improve the human resource base in all phases of the project cycle include:

16. Rotate non-cadre officers and officers from administrative, economic and technical cadres within allied sectors, and among project, agency and planning cell postings.

17. Develop effective incentive system based upon proven efficiency.

Weak Accountability and Information Systems

The primary recommendations to improve accountability regarding development projects are:

18. Increase delegation of monitoring responsibilities to ministries, implementing agencies and projects.

19. Design and implement a management information system for development projects, such as that in Malaysia.

20. Ensure that appropriate representation of affected people (i,e., stakeholders) is institutionalized in each phase of the project cycle.

21. Strengthen rules and regulations related to standards of conduct, and their enforcement.

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Other recommendations to strengthen accountability include:

22. Provide more public information concerning development project decisions.

23. Improve utilisation of monitoring and evaluation reports from all sources, including donors.

24. Use wrap-up meetings between appraisal teams and sector divisions to clarify areas of agreement regarding project goals and requirements.

25. Convene meetings involving donors, ministries, agencies and project staff to review project implementation performance.

Bottlenecks

The primary recommendations to reduce bottlenecks are:

26. Rationalise allocation of resources to Revenue Budget and Annual Development Programme so that projects may be implemented on time and not be delayed by revenue shortage; strengthen capability of forward expenditure planning.

27. Allow staffing of key project positions as soon as projects are approved.

28. Allow project personnel to remain with project until its completion without forfeiting rights to promotion and increases.

29. Streamline procurement process based on study of procurement rules and procedures.

Other recommendations include:

30. Use more turn-key projects, when appropriate, keeping in view their impact on technology transfer.

31. Examine probable impact of Executive Orders to insure that high priority development projects will not be impaired in mid-stream.

32. Develop and use standard project management handbook for operational management.

33. Create inventory of information regarding successful projects and give them wide publicity, including use as training materials for project management.

34. Establish new guidelines for tender/purchase committees to expedite processing.

35. Assure access to procurement specialists for every project.

36. Increase donor funding for locally produced resources and improve opportunities for local suppliers to compete.

37. Publish lists of locally produced materials which meet procurement standards.

38. Encourage donors to give local offices more authority to approve bid packaging and to approve contract awards.

39. Consider creating special desks in Customs and CCI&E for processing of development projects' requirements.

40. Update and give wider distribution to 1979 ERD procurement guidelines.

41. Eliminate use of outdated procurement forms and procedures such as Forms #2911 and #2908.

42. Enforce time limits for procurement decisions; if time limits for large, complex projects are not appropriate, change them.

43. Enforce confidentiality in bid handling procedures.

44. Continue improvement of quality and coverage of database for macro economic planning.

45. Provide adequate logistic support to concerned planning and monitoring offices.

46. Assign responsibility for monitoring project approval to substantive divisions of the Planning Commissions, and report regularly to government regarding approval status of projects.

IV. IMPLEMENTATION PLAN

A. Perspective plan for administrative improvement

The development of an effective, sustainable implementation strategy to improve the efficiency and effectiveness of the public sector will require considerable political will and substantial resources. It will require patient coordination of efforts among government offices and between government and donors.

The overall strategy of implementing the recommendations outlined above is:

* to give priority to actions which can be initiated with little or no increase in expenditures, and without delay;

* to initiate actions within a limited scope of ministries, implementing agencies and projects on a pilot basis to determine their effectiveness before undertaking government-wide changes;

* to initiate actions which produce immediate and continuing benefits so that a climate of success is developed and maintained;

* to give priority to those actions which reduce delays without compromising accountability;

* to develop a coordinated long term plan of administrative improvement in order to assure positive outcomes.

B. Follow-on implementation committee

The formation of a strong implementation committee is most important if this study is to have a positive impact on public sector management systems. The Study Group is well aware that many of its recommendations will take years to implement. This committee will need superior talent in building consensus among political leaders and in the public service in support of the needed changes.

C. Initiate short-term implementation activities

A number of follow-on activities can and should be initiated immediately. These are priority aspects of the study which can be implemented over the next two to three years by the government with its own resources.

1. Implement existing government directives

The following directives need to be effectively implemented to increase the efficiency of corporations:

a. The Guidelines 1976 were issued by the Cabinet Division to define the relationship between the Government and Corporations and between the Corporations and their Enterprises.

b. The <u>Resolution 1983</u> from the Cabinet Division contains 17 directives to improve the efficient operation and management of the Corporations. It was based on the recommendations of the Committee for Reorganisation of the Public Statutory Corporations.

2. <u>Raise authority limits for approval of development projects and procurement/contract awards.</u>

The Working Group on Project Cycle recommends raising the authority limits on development projects so that more projects may be approved at the ministry level, following parameters set by the Planning Commission.

It also recommends raising the authority limits for procurement and contract awards at the project, executing agency and ministry levels to expedite procurement decisions.

3. <u>Delegating authorities to subordinate organisations in the government</u>

The Working Groups have identified a series of specific administrative, financial and operational authorities which should be delegated to subordinate organisations in the government to facilitate decision making and the flow of government business.

These include the following authorities which should be delegated to Project Directors, Departments and Subordinate Offices:

Administrative authorities.
      a. Discipline,
      b. Transfer and posting,
      c. Sanction of pension, and
      d. Granting of leave.

Financial authorities.
      a. Replacement of vehicles,
      b. Repair of vehicles,
      c. Purchase of office equipment,
      d. Local printing, and
      e. Purchase of stationery.

Delegations to Corporations should include:

Personnel authorities.
      a. Creation of posts,
      b. Appointment and dismissal of personnel,
      c. Internal and foreign training, and
      d. Sending delegations abroad.

Financial and operational authorities
      a. Purchasing,
      b. Construction contracts,
      c. Pricing, and
      d. Marketing.

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4. Review of rules and instructions

4.1 The Study recommends the creation of an internal system to review and revise existing rules and instructions. The purpose of this system would be to provide the basis for simplifying and clarifying rules and instructions as a means to facilitate decision-making and the work of the government.

4.2 The Study recommends that Government should modify relevant rules and regulations so that once a development project has been approved no further administrative approval is required for project components. Adoption of this recommendation will have a significant impact on reducing the amount of time needed to start project implementation activities.

5. Accountability and professionalisation

The Study recommends a series of activities to strengthen accountability and professional values in the public service. These include:
a. Take action to ensure the timely and effective audit of government operations.
b. Review of policies and laws on standards of conduct.
c. Broadening public participation in planning and policy making.
d. Encouraging growth of professional associations and public groups concerned with establishing higher standards of individual professional behaviour.

6. In development efforts, certain steps may be taken immediately without major resource implications, which may have an .impact on the efficiency of government actions regarding development projects. These include:

a. Use qualified local consultants and make greater use of transfers and lateral entry to place qualified staff where immediate planning, monitoring and project management needs are greatest.

b. Rotate officers from administrative, economic and technical cadres within allied sectors, and among project, agency and ministerial postings on a five year rotational basis.

c. Modify rules regarding transfer of officers to allow officers assigned to development projects to remain throughout the life of project without forfeiting rights to promotion and increases.

D. Initiate mid-term implementation activities

Another set of follow-on activities may require outside resources and the development of specific projects to address the problems identified in this study. If initial steps are taken in the coming year, it may be possible to anticipate benefits from these activities in the next three to five years.

1. Human resource development

1.1 General strategy

In cooperation with the USAID Development and Management Training Project, the Ministry of Establishment and the National Training Council should develop a strategy to improve the human resources available to the government. This strategy should include an action plan to:
- a. Improve the quality of entrants to the public service.
- b. Improve and expand the induction, foundation training for new entrants.
- c. Develop practical, action training based on needs assessments to focus on key constraints to more effective individual and organisational performance.
- d. Improve the quality of trainers through better selection and incentives.
- e. Integrate in-country and foreign training programmes in support of sound career planning.
- f. Create training reserve posts in key job categories to assure that personnel can be made available for training as needed.
- g. Consider the means to strengthen and the possible consolidation of the many training institutes which exist in the public sector today.

1.2 On-the-job training

The Study recommends that On-the-Job Training (OJT) should be formally organised and conducted in the ministries. The basic objective of OJT is to improve knowledge, skills, and attitudes that are directly relevant to the managers' immediate environment. Therefore, there is a need to create a learning environment in the actual work-setting where supervisors trained in OJT techniques can instill practical problem solving skills in their subordinates.

Proposal: An OJT program would be introduced in selected Ministries and implementing agencies on a pilot basis for one year period under the general management and supervision of the O&M Wing and Internal Training Section of the Ministry of Establishment. The program will be implemented by the following methods.

Methods to be followed :

- a. The O&M Wing will conduct an assessment of work-methods and operations in selected number of units in different Ministries and identify the major problems related to supervision, leadership, motivation, and skills and attitudes.

- b. The O&M Wing will select approximately twenty supervisory officers of the ranks of Deputy Secretaries and Assistant Secretaries from different Ministries. The selection will be based on academic qualifications, previous training, and a willingness of the officers to train their subordinates.

c. The selected group of officers will be given training in OJT methods and their application to improve supervision, employee motivation individual and organizational performance according to specific needs as identified by the assessment. The training will be conducted at the BCS (Administration) Academy at Dhaka with the assistance of qualified local consultants from outside as well as from within the government.

d. The training program at the BCS Academy will be of approximately 10-12 weeks and will be conducted in the evening after office hours. Both the trainers and program managers as well as the participant trainees will be compensated at the daily rates allowed for local consultants.

e. The participant trainees after completing their training will assume the responsibility of formally supervising and conducting training for their subordinates in actual work setting through the application of OJT techniques.

f. Similar programs can be extended to other parts of government after the success of the pilot activities have been evaluated.

Performance Indicators: The number of supervisors trained in OJT methods; the number of supervisors applying OJT methods to train subordinates; impact on individuals job performance and efficiency.

1.3 Development projects training

The Ministry of Establishment and Planning, in conjunction with interested donors such as USAID, UNDP, and World Bank which already have project mechanisms to address human resource needs, may plan and initiate a series of actions to strengthen human resources in all phases of the project cycle, and strengthen the institutions (primarily the Academy for Planning and Development and the Bangladesh Project Management Institute) which provide training in the areas of planning, monitoring, evaluation and project management. Actions to strengthen the human resources should include the following:

a. Conduct a comprehensive needs assessment in planning and development units to determine type and level of specific skills needed at project, agency and ministry levels for planning, implementing and monitoring roles.

b. Provide planning cells in ministries and implementing agencies with the number and quality of officers that result in satisfactory planning and monitoring of development project activities.

c. Review the adequacy of information technology available for planning, monitoring, evaluation and project management needs, and seek donor assistance to upgrade capabilities, with emphasis given to training which builds networking capability.

d. Upgrade APD and strengthen capability to conduct needs assessment and to design and deliver training which will result in improved performance at the individual, work unit and organisation levels. Short term assignments for training staff from APD in planning cells would help ease the shortage of staff in those cells, and provide trainers with valuable experience.

e. Provide training in employee involvement techniques that have demonstrated value in raising productivity (such as Quality Circles).

f. Develop a pilot project of monetary reward systems based upon proven cost savings and promote regular procedures of employee recognition for outstanding performance each FY.

g. DSI, APD and donors should conduct more frequent training in procurement, including mandatory courses for project procurement officers without previous training or experience.

2. Management and office systems

2.1 The Study recommends that the O&M Wing be upgraded into a Division. The objective is to expand the scope and functions of the existing O&M Wing to include developmental activities related to organisational changes, improvements in work procedures, personnel development, career development, training, organisational development, and management information systems.

A study should be conducted to determine the organisational and personnel requirements of the proposed O&M Division. The study will focus upon:

a. Appropriate organisational structure and mandate of O&M - examine the range of alternatives for an effective O&M reorganisation by addressing the issue of how the O&M can perform service-oriented functions rather than regulatory functions and the level of autonomy that may be required for this purpose.

b. Relationship between O&M and the Ministries and other agencies - examine the modes of delivery of O&M services to the governmental organisations.

c. Personnel requirements - determine the strength, qualifications, and service conditions for the O&M personnel.

d. Training - formulate a training programme for O&M personnel including training curriculum, target population, and institutions both in-country and abroad.

e. Financial requirements - estimate the financial and budgetary requirements of O&M development and operations.

2.2 Action Programmes : In addition, the O&M Wing would undertake, with the assistance of local consultant groups, action programmes to modernise the handling of routine office tasks through the introduction of appropriate equipment, to improve filing systems and to expand the use of standardised forms.

2.3 Office equipment modernisation

a. Examine existing office procedures and equipment usage in selected government offices;
b. Identify areas where the introduction of modern office equipment can be introduced on a cost effective basis.
c. Recommend specific office equipment which should be acquired and used on an experimental basis; and

d. Develop a programme for training the officers and staff in the use and maintenance of the equipment to be acquired;

The O&M Wing would be responsible for putting this programme into practice on a pilot basis. After an appropriate period, the results of the experience with the equipment would be evaluated and the successful systems would be expanded to other government organisations.

2.4 Filing system reform

a. Review existing filing systems in selected government offices;
b. Consider the applicability of modern file practices in the use of standardised paper, in the size and colour of file folders, in systems of bound and unbound files, simplified file classification and indexing systems, file disposal systems (storage or destruction) and file cabinet specifications;
c. Review and suggest improvements in instructions on file management;
d. Develop a plan for implementing a file modernisation programme including staff training.

The O&M Wing would be responsible for implementing those aspects of this survey which are approved by the government.

2.5 Forms management

a. Review existing systems of forms management in the government;
b. Examine the applicability and state of implementation of previous studies of forms management;
c. Identify areas where opportunities exist for the wider use of forms as a means to facilitate paper work.
d. Examine the design of existing forms to consider the possibility of improving their design and adopting standardised forms for agency-wide or government-wide usage.

e. Develop a forms improvement programme including training appropriate agency officers in forms design and forms management.

The O&M Wing would then be responsible for implementing this programme on a pilot basis and, when appropriate, on a government wide basis.

3. Procurement procedures

This Study concludes that one of the most serious problems facing the government is it's inefficient tendering process. The reform of this process is an urgent, but difficult task. A number of specific recommendations have been made by this Study including a comprehensive study of existing procurement policies, regulations and procedures. It is a problem which deserves separate and intensive work. The goal should be a purchasing system which protects the interests of the government but which produces the required goods in a reasonable time frame.

4. Audit systems

An effective, independent audit system is a priority need in Bangladesh. This system will ensure not only that funds are properly spent, but that they are well spent: that public purposes are being achieved. The need to move beyond financial audit to a broader management audit is recognised. This will require staff training and high level support for a new and more significant role of the audit function in public administration.

The programme will include:

a. Creation of a government-wide awareness of the need for a management audit system as a means to help organisations achieve their objectives.

b. Training. A staff of qualified auditors will need to be built up. The auditors must know not only auditing and accounting procedures but also economics, public administration and management. Initially these auditors may be selected from the cadres of the Financial Service. Participatory on-the-job training will be needed for these auditors.

c. Motivation. To attract and retain talented staff for this innovative programme, special pay, facilities and rapid promotion for excellent performance will be needed.

d. Reform of accounts system. The accounting system of the government will need to be reformed to adapt it for a management audit. Financial data should be readily available for management decision making. Government accounts should be computerised in the long run.

e. Application on a pilot basis of management audit in selected government agencies.

f. Consideration of the experience in the pilot areas and expansion to other organisations of the government.

5. Development Project Planning and Monitoring

The Study recommends the following long-term actions by government to improve the efficiency and effectiveness of development planning efforts, and the subsequent monitoring of development project implementation activities:

a. Reaffirm responsibility of ministries for integrating project goals with sector goals, and taking necessary steps to develop capability to carry out this responsibility.

b. Emphasise Planning Commission's responsibility for macro-level planning, for integrating ADP and FYP, and for establishing parameters for ministries and agencies to integrate projects with ADP and FYP.

c. Increase delegation of monitoring responsibilities to ministries, implementing agencies and projects.

d. Design and implement a management information system for development projects, such as that in Malaysia.

e. Ensure that appropriate representation of affected people (i.e. stakeholders) is institutionalised in each phase of the project cycle.

6. Corporation performance

This follow-on activity in accord with the recommendations of Volume 4 of this study, would seek to improve the performance of critical government corporations through support for:

a. Organisational changes
b. Legislative changes
c. Policy changes
d. Improvements in financial, contract and material management
e. Staffing improvements, and
f. Training programmes.

E. On a longer-term basis, it will be necessary to evaluate the results of those recommendations which are implemented on a pilot basis. Based on these evaluations, modifications will need to be made in the systems and decisions made as to their extension to other organisations in the government.

Annex A: Previous Government Reform Efforts

1. Administrative Services Reorganisation and Reform Committee

During the post-independence era, the need to invigorate the civil service of the new country was severely felt. Since then attempts have been made by successive governments to bring about desirable changes in the administrative system. Thus, this Public Administration Efficiency Study possesses a rich historical background. Immediately after liberation the Mujib Government appointed a four member Administrative Services Reorganization and Reform Committee (ASRC) with Professor Muzaffar Ahmed Chowdhury, the then Vice Chancellor of Dhaka University as its Chairman. The objective of the Committee was to determine the staffing policy regarding recruitment, consider the question of amalgamation of the services into a unified service and to recommend a comprehensive plan for administrative reorganization.

The Committee called for the abolition of division among different civil services and recommended in its place a single classless Unified Grading Structure containing ten grades and job analysis to be the basis for grading of posts. The Committee also stressed the need to inculcate professionalism among civil servants. It advocated the creation of "Senior Policy and Management Posts" which would include all posts from Grade I to III and would be filled by the most competent civil servants. It emphasized the need to reduce supremacy of the elite cadre and the adoption of merit as the cardinal principle for recruitment and promotion.

The political leadership did not make the report public and the recommendations were never implemented. But ASRC recommendations were so profound and fundamental that latter committees were influenced in varying degrees by its deliberations.

2. National Pay Commission I

The National Pay Commission (NPC I) was appointed by the same regime under the Chairmanship of A. Rab, a member of pre-partition Bengal Civil Service, to suggest pay scales keeping in view the cost of living, resource constraints of the government, government's declared policy to establish a socialist society and the need to reduce the disparity in income between civil servants.

NPC I recommended ten national scales of pay within the range of Taka 130 (lowest) and Taka 2000 (highest) to match the ten service grades as recommended by ASRC.

NPC I fared little better than ASRC, as only some inconsequential parts of its recommendations which did not affect any powerful interest group within the civil service were implemented.

3. Pay and Services Commission

The Pay and Services Commission (P&SC) was set up in 1976 by the Ziaur Rahman government under the Chairmanship of A. Rashid, a retired Secretary to the government.

The major recommendations of P&SC included the amalgamation of all erstwhile services, emphasis on merit principle as the determining factor for recruitment and promotion, removal of barriers existent between the erstwhile CSP and other services through the introduction of equal initial scales of pay and provisions for equitable scope of advancement towards the top of the administrative hierarchy, creation of a new apex cadre with talented, efficient and experienced officials drawn from all functional cadres and the adoption of the cadre concept in the civil service structure for major functional areas and 52 scales of pay within the range of Taka 230 (lowest) and Taka 4000 (highest).

At the implementation stage, after certain modifications, 21 scales of pay within the range of Taka 225 and Taka 3000 were introduced. The new grading system was not implemented due to strong resistance from within and outside the civil service. The new apex cadre, the Senior Services Pool (SSP) formally came into being on 1st of March 1979. On 1st September 1980, Government announced the introduction of a "Unified Career Service" with fourteen functional cadres and fourteen sub-cadres. Later on the number of cadres/sub-cadres increased to thirty-one.

4. Martial Law Committee

On April 18, 1982, the Martial Law Government appointed a five-member Martial Law Committee for examining the Organizational Set-up of Ministries/Divisions, Departments, Directorates and Other Organisations Under Them with late Brigadier Enamul Haque Khan as Chairman. The most significant recommendation of the Enam Committee was the reduction of the number of ministries from 44 to 19 and number of divisions from 60 to 42 and cutting staff mostly at lower levels of the secretariat from 9440 to 6118. Other recommendations included reduction of layers of decision making in the secretariat, fixing the supervisory ratio* at 1:3, formalizing and regularising recruitment-processes, emphasizing the use of merit as the criterion for promotion, delegation of financial and administrative powers down the hierarchy and providing training for officials.

The government implemented the recommendations of the MLC pertaining to reduction of manpower as well as of duties for officers and staff of the secretariat and took necessary steps for their implementation. But within two and a half years of the acceptance of the recommendations, the number of ministries were increased from 19 to 32 and the bar on public employment at different levels was lifted. As a result the number of civil employees at the lower levels in the secretariat continued to increase.

5. Committee for Administrative Reorganisation/Reform

On April 28, 1982, the government constituted a seven-member Committee for Administrative Reorganisation/Reform (CARR) under the Chairmanship of late Rear Admiral M.A. Khan, the then Deputy Chief Martial Law Administrator and Minister in-charge of Communication.

* Ratio of supervisors to employees.

The terms of reference of the Committee were to review the structure and organization of the existing civilian administration with a view to identifying the inadequacies of the system for serving the people effectively and to recommend an appropriate, sound and effective administrative system based on the spirit of devolution and the objective of placing administration nearer to the people.

The Committee recommended the turning of thanas into upazilas, the basic administrative unit, upgrading of subdivisions into districts and installation of elected local governments at district, thana and union levels for the transfer of developmental functions to these elected local governments.

The government accepted many important recommendations of CARR. Beginning from November 1982 all subdivisions were upgraded into districts and thanas into upazilas. At present there are 64 districts and 460 upazilas. Other complementary proposals of CARR, such as the introduction of a democratic governance system at zila level and the abolition of division as a unit of field administration were not implemented.

6. National Pay Commission II

On May 31, 1984, the present government appointed a fifteen member National Pay Commission (NPC II) under the Chairmanship of Justice Shahabuddin. The NPC was requested to submit recommendations concerning the present pay structure, allowances and other benefits of officers and employees of different government and semi-government bodies.

The NPC II recommended 20 different scales of pay covering almost all the employees within the civil service system and fixed the minimum and maximum pay at Taka 500 and 6000 per month. The scales of pay were given effect by the government from June 1985, and become known as Modified National Scales of Pay.

7. Matin Committee

In 1987, a Cabinet sub-committee headed by Dr. M.A. Matin, the then Deputy Prime Minister was formed to recommend policy measures for implementing the recommendations of the Secretary's Special Committee on the Structural Organization of the Senior Services Pool (SSP) and the Secretariat Committee Relating to the Problem of Unequal Prospects of Promotion of Officers of Different Cadre Services.

The Matin Committee, after examining the recommendations relating to the SSP and unequal prospects of promotion of officers of various cadre services, recommended the abolition of the SSP and certain other measures to improve prospects of promotion of officers of various cadre services.

In pursuance of its recommendations, on 29th June 1989, the Government abolished the SSP and asked the Ministry of Establishment to issue necessary orders with regard to the recommendations of the report.

8. Moyeed Committee

On 12th March 1989, a Government Committee was formed to determine the utility of retaining certain government departments, directorates and offices headed by Abdul Moyeed Chowdhury, Director General of the President's Secretariat.

One of the main functions of the Moyeed Committee was to re-examine the recommendations of the Enam Committee. The Committee found that seven thousand officers and employees were surplus in thirty-seven departments and offices. On the basis of its findings, the Committee recommended the abolition of twenty-seven departments.

9. National Pay Commission III

In August 1989, the Government constituted a National Pay Commission (NPC III) for all categories of employees of government and autonomous organisations. The Commission is headed by Kafiluddin Mahmud, a retired Secretary to the government.

The Commission will submit its recommendations relating to pay scales within one year beginning from August 1989.

This series of reform efforts shows a continuous striving on the part of the government to mould the public service to make it more responsive to the needs of the people and to development priorities.

Annex B: Terms of Reference and Organisation of the Study

The Steering Committee (SC) requested funding from USAID to contract for a team of consultants, both Bangladeshi and expatriate to undertake the Study. In an effort to delineate a manageable area of inquiry and generate timely recommendations within the broad mandate given to it, the SC chose to focus on four priority areas of inquiry. They are the following:

1. Secretariat System and Work Procedures;
2. Relationship between Ministries and Departments,
3. Relationship between Ministries and Public Corporations, and
4. Project Preparation, Approval and Implementation, with particular emphasis on the Planning and Budgeting Process.

The team of consultants, contracted for the PAES assisted the Steering Committee to develop recommendation relating to:

a. Higher standards in administrative performance;
b. Sound policy analysis;
c. Implementation of policy and its strategic implications;
d. Delegation of authority for non-policy making decisions;
e. Procedures for staffing the selected Ministries/Divisions, and
f. Development and improvement of training facilities for development administration.

The consultant team collected data on problems and performance from the following seven Ministries and selected agencies under them: Agriculture; Commerce; Establishment; Finance; Industry; Irrigation, Water Development and Flood Control, and Planning.

In view of the time constraints the team was asked not to carry out original research. Likewise, given the SC's mandate, the team was expected to focus on implementable recommendations which would address the real constraints of public administration in Bangladesh. In each of the four areas of inquiry, the study was to address the following issues:

> Bureaucratic behavior, accountability, continuity, decision making, personnel, training and utilisation of expert services.

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Annex C: Comparative Administrative Experience.

1. Western, Industrial Nations.

Civil Service in the United Kingdom

In Great Britain Ministries are the basic administrative units, supplemented by nationalized industries and public corporations outside the ministerial framework. The standard arrangement is for each Ministry to be headed by a Minister who is responsible before the parliament for the Ministry's affairs. Directly under the Minister is the office of Permanent Secretary held by a senior civil servant. One or more deputy secretaries assist the permanent secretary. Each is in charge of several sections. Under secretaries and assistant secretaries head up lower echelon divisions, with principals and assistant principals in turn heading smaller units within these divisions. The Prime Minister and Cabinet can make adjustments within the administrative hierarchy.

The Civil Service Department is directly under the control of the Prime Minister. It is responsible for supervising the civil service, including recruitment, training, promotion and compensation.

For recruitment purposes candidates are put through a series of examinations and interviews along an approach to recruitment that was introduced after World War II. Most of the successful candidates continue to come from honours graduates of the universities, but an increasing number are chosen from persons already in the service with a minimum of two years of experience. Those chosen enter a probationary period of at least two years during which they serve as trainees, followed by a sixteen-week course at the Civil Service College. During the succeeding four years further assessment and training leads to "streaming" into ability groupings of those considered promising for high level posts in their later careers and those deemed more suitable for middle-management positions.

During most of its history, the British civil service was divided into three major classes - Clerical, Executive and Administrative class - in an ascending order of responsibilities and qualifications. The elite of the service were in the Administrative class, comprising less than 0.5 percent of the total civil service. In 1971, as recommended earlier by the Fulton Committee, these three classes were merged in a new Administrative Group as part of system of occupational groupings, but it appears that a small select cadre continues to bear senior responsibilities, although no longer identified as member of a distinct administrative class.

High ranking bureaucrats have substantial role in governmental decision-making. The system operates under a convention that imposes upon the official and the minister clearly understood mutual obligations based on the principles of impartiality and anonymity. The civil servant is expected to offer his advice to the minister, who has political responsibility, but he is obligated to carry out loyally whatever decision is reached. The principle of anonymity means that the career civil servant is to be protected by the political leadership from disclosure of the advice he gave and he is not to be brought into the limelight of the political arena.

External control over bureaucracy is extensive although concern has often been expressed in recent years about the growing complexities of maintaining accountability in view of increasing grants of discretionary authority to administrators and the burdens of legislative surveillance over a constantly widening range of governmental programs. Legislative oversight over administration relies on the doctrine of ministerial responsibility and also makes use of specialized parliamentary committees. Thus all actions of civil servants are taken in the name of the minister who is held accountable by the House of Commons for such actions. The office of British Parliamentary Commissioner was created in 1967 as a modified version of the Scandinavian Ombudsman to deal with citizen grievances against administrators. However, this official can act only if a complaint is received through a member of Parliament, and can only investigate and report back to Parliament as to defects of procedure in administration.

French Civil Service

France under the Fifth Republic has evolved a governmental system which combines old and new features in a pattern which is still fluid. The state remains unitary and highly centralized, with the prefect as the principal representative of the central government in each of the ninety-six departments-units of local government. At the center, however, a major transition has occurred, with the multiparty parliamentary system. The frequently changing coalition cabinets of the Third and Fourth Republics are being replaced by a mixed presidential parliamentary system. The President, who is directly elected is an extremely powerful chief executive, able to dominate the prime minister and ministers in the mixed system. Structurally, the central government is divided into ministries, each in turn subdivided into directions as the principal operating units, plus a ministerial cabinet with staff assisting the Minister, and various consultative and control organs. The field services of these ministries are extensive, with 95 percent of the total work force located outside of the central offices in Paris.

The higher level bureaucrats provide direction for the centralized administration. The most notable characteristic of members of the French administrative elite is that they are considered members of a corps or cadre representing the state. Speaking for the state and acting on its behalf, they tend to consider themselves as possessing a bit of sovereignty which entitles them to respectful attention, and this view is at least partly shared by the citizenry. The civil service is a career service, ordinarily chosen early in life and pursued till retirement, with slight movement of individuals into and out of the administrative corps in mid-career. Entrance to the bureaucracy, particularly at the higher levels, is difficult and through prescribed channels. A unique feature of the bureaucracy is the existence of an administrative elite, made up of members of groupings known as the grand corps. Included in it are major technical corps (such as Corps des Mines and Corps des Ponts et Chaussees) and non-technical corps (such as Conseil d'Etat, Cours des Comptes, and Inspection des Finances).

Extensive reforms were undertaken in 1945 aimed at broadening the recruitment base and bringing more uniformity into the selection process. The reforms led to the establishment of a National School of Administration (ENA) as a common training center for future higher administrators, with entry through a common

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Civil Service in the United States

In the United States, the executive branch includes departments, regulatory commissions, government corporations and various semi-autonomous bodies. The internal structure of the departments follows a regular pattern. The department secretary, at the head, is a political appointee. He is appointed by the President, subject to the approval of the Senate. Together the departmental secretaries form the President's cabinet.

A department has an under secretary and several assistant secretaries. They are also political appointees of the President. There is no equivalent to the British permanent secretary in the American civil service, although all departments have an assistant secretary for administration or management with functions of a house keeping nature. The successive units by level are most commonly called bureaus, divisions and sections, but the terminology is not uniform. Beginning at the bureau level, career civil servants are likely to be incharge, but this is not necessarily so and the incumbent has no tenure claim in the office.

The central personnel agency for the federal government is the Office of Personnel Management (OPM). The Merit Systems Protection Board (MSPB) oversees the merit aspects of the personnel system.

While the British civil service has shown a preference for career staffing and candidates with general capacity, the American system manifests a preference for staffing with specialized capacity. The American practice has been to offer more specialized and practical examinations on an open competition basis to those meeting prescribed minimum qualifications. But the channels for their career advancement are much less planned than in the British system, with its clear demarcation of those civil servants who occupy or are in training to occupy, the posts of higher managerial responsibility.

A prominent feature of the US Civil Service Reform Act of 1978 was the creation of the Senior Executive Services (SES) an elite group of managers and professionals with special designation and prerequisites. After the creation of SES all federal executives with few exceptions are hired, fired and rewarded under a single set of procedures. Congress still must formally approve the number of executive slots allocated to an agency, but the political appointee decides how the slots will be used. SES also has given the political head of the agency broad flexibility to reassign executives within the agency and with little difficulty. SES also gives the agency the authority to assess the technical qualifications of candidates for executive positions. OPM retains approval only over managerial qualifications and only if the candidate is not already an SES member. Thus, by bringing the designation of executive positions back to the executive, by enhancing executive control of assignments, and by returning hiring authority to agencies, SES is designed to clarify and strengthen the chain of command and make accountability and responsiveness to agency leadership more likely.

For performance appraisal purposes, all senior executives are expected to develop, in conjunction with their supervisors, the standards under which they will be judged. Pay is determined to the extent possible by comparability to private organisations, but in fact public salaries typically leg behind the private sector.

High ranking bureaucrats play a substantial role in governmental decision-making. The bureaucratic policy-makers must operate in the public eye which gives them leeway but also involves risks. The relationship between the top career officials and their political superior is variable. The civil servant has an obligation either to render loyal service, to resign or to seek transfer. They are likely to be linked with their policy preference in any event. He may be called to define the agency's policy decision in a congressional hearing whatever their own position or rank within the hierarchy.

In the United States, legislative committees exert strong control over many aspects of the operations of the agencies which fall under their jurisdiction. Suggestions for reform have usually taken the form of recommendations to weaken the direct control of particular committee over particular agencies, in favor of a program of legislative oversight focused on large rather than small issues. The General Accounting Office, continues review of both financial and managerial operations of the agencies of the government.

2. South Asian Nations

The Civil Service of India

The 1950 Constitution of India lays down the broad parameters of the Indian Civil Service system. The business of government is allocated among various ministries in accordance with the provision of the Business Allocation Rules. Every ministry consists of one or more departments and is headed by a minister. The responsibility for general supervision and coordination of all ministries and departments rests with the prime minister at the centre and the chief ministers in the states. A minister is accountable for all the official actions of the civil servants functioning under him. The central secretariat is the organisational entity closest to the political executive. It is responsible for aiding and assisting the political executive in policy formulation and for overseeing the implementation of governmental decisions. The sphere of civil servants' work is very wide and extends to the manning of most of the civil posts below the level of ministers in the secretariat and in the field organisations. The work consists of assisting the political executive in policy formulation, programme implementation, and administration of the laws of the land. The secretariat staff of a department consists of two categories of personnel, i.e., 1) the officer class and 2) the subordinate class. The officer class has four regular grades in case of the Union Departments. They are, secretary, additional secretary/joint secretary, deputy secretary and assistant secretary. In large departments a joint secretary/additional secretary is put in charge of certain branch of the department to lighten the work load of the secretary . The joint or additional secretary deals directly with the minister, though in more difficult or intricate cases he is expected to consult the Secretary.

Recruitment and service conditions of government servants are generally regulated by rules made by the government under the enabling provisions of the Constitution. Civil posts under the Central Government have been classified on the basis of scales of pay and nature of function. The Department of Personnel and Administrative Reform (DP and AR), the Union Public Service Commission (UPSC), the Central Vigilance Commission (CVC), the Staff Selection Commission (SSC), and the Ministries and Departments of the Government of India are the main agencies responsible for the formulation and administration of the Government's personnel policies.

The UPSC handles the recruitment and selection processes for the All India Services and other Class I Services for the Union Government. The combined civil services examinations given annually seek to obtain a diverse group of civil servants while assuring merit and equal opportunity. This examination comprises of written tests and interviews. Performance of the probationers are judged by departmental examinations and through appraisal of performance records. Successful probation leads to confirmation in the service. Apart from direct recruitment, recruitment rules generally provide for the reservation of a certain percentage of vacancies to be filled by the promotion of officers from lower grades. In most cases, promotional consideration is based on the appraisal of the performance as reflected in the annual confidential reports. Opportunities for limited departmental examinations are available in certain cases to provide avenues of accelerated promotion for the brighter elements in the feeder services and posts.

Training facilities in the Civil Service of India have expanded considerably since the Central Training Division was set up in the Ministry of Home Affairs in 1968. This Division now forms a part of the Department of Personnel and Administrative Reforms. The common training needs of the Central Government personnel are met by Lal Bahadur Shastri National Academy and the Institute of Secretariat Management and Training. Cadre controlling ministries in charge of various Group A Services run their own training institutions to look after the functional training needs of the services. Training institutions have also been set up by various ministries and departments to meet the training needs of the junior level staff. The DP & AR organizes a number of in-service executive and management development programmes. Promotions are based either on merit-cum-seniority or on seniority-cum-merit system. Performance assessment of civil servants is done annually. An employee initiates the recording and appraisal of his annual confidential report. The reporting officer, who is the immediate superior of the official whose report is being compiled, records his observations about the personality traits and performance of the official. These remarks are considered by the next higher authority who records his views regarding the suitability of the official for holding higher jobs and his potential for development. Departmental promotional committees mostly base their ranking and gradation of officials on the annual confidential reports.

Article 311 of the Constitution provides that no person who is a member of the Civil Service or holds a civil post shall be dismissed or removed or reduced in rank except after an enquiry in which they have been informed of the charges against them and given reasonable opportunity of being heard in respect of these charges. In addition, there are adequate legal provisions for appeal and representation against statutory punishment imposed under disciplinary rules governing different services.

The Civil Service in Pakistan

The Central Secretariat is the centre of all activities of the Government of Pakistan. It is responsible for the total administration of the country. The Secretariat is composed of all the ministries. Each ministry is headed by a minister. He/She is the political head of the ministry. Immediately under him/her is the non-political and permanent head, known as the secretary. As official head of the ministry he/she is responsible for its efficient administration and discipline.

A ministry is composed of divisions, each of which is placed under the charge of an additional or a joint secretary. The differences between these two titles is one of rank and not of function. The officer, if senior, is called an additional secretary and if junior, a joint secretary. A Division is split into a number of sections. A deputy secretary is placed in-charge of a group of sections. He/She is allocated duty by the secretary and can dispose of all cases which under the rules he/she is competent to dispose of. On important matters he/she can consult the additional or the joint secretary, or the secretary himself/herself or send cases to him/she for disposal with his/their own opinion.

Below the rank of deputy secretary lies the post of under secretary/assistant secretary, who is placed in-charge of a section. He can decide all routine matters within his section. Any case involving policy is to be referred to the additional or the joint secretary or the secretary as the case may be. The under secretary/assistant secretary is the lowest of the higher civil servants, serving in a Ministry. The implementation of administrative reforms in 1973, resulted in a Unified Grading System for civil servants. This has produced fifteen occupational groups in the civil service.

There are two major Central Personnel Agencies in Pakistan : The Establishment Division and the Federal Public Service Commission. While the Federal Public Service Commission handles personnel functions at the Centre, there are Provincial Public Service Commissions for the Provinces. Their major responsibility is to hold competitive examinations and interviews for recruitment to various grades of civil service. Recruitment to posts at the entrance level is done through the combined competitive examinations, and interview.

There are several training institutions which impart pre-service, in-service and advanced training to probationers, mid-level and senior administrators.

Promotion to selection grades is purely based on merit. In non-selection grade posts it is on the basis of seniority-cum-fitness. Evaluation of the performance of civil servants is based on the annual confidential reports written by the superior officers on their subordinates. Beside the Civil Service Act, 1973, there is Efficiency and Discipline Rules which spell out the procedures for processing of disciplinary cases against civil servants. The grounds for initiating disciplinary actions are inefficiency, misconduct, corruption, and subversion. The minor penalties include withholding of promotion or increment. The major penalties include demotion to a lower rank or post, compulsory retirement, removal or dismissal from service. Usually an enquiry officer is appointed to conduct disciplinary proceedings especially for major penalties and the accused officer is given reasonable opportunities to defend himself.

The Civil Service in Sri Lanka

In Sri Lanka the President has the power to appoint all public officers. The 1978 Constitution adopted the principle of political control of bureaucracy. Appointment, transfer, dismissal, and disciplinary control of public officers is vested in the Cabinet. The Cabinet is appointed by and accountable to the president.

The secretaries and officers acting under delegated authority attend to the functions of recruitment, transfer and disciplinary cases.

The Public Service Commission can delegate its power of appointment to a post to any other public officer. Usually such delegations is to the Secretary of the Ministry, who, in turn, delegates his powers to Heads of Departments and other staff officers.

The procedure for recruitment include:

    a. recruitment by competitive examination open/limited;
    b. recruitment by examination/interview; and
    c. recruitment by interview only.

In recent years, recruitment has been slower than the rate of increase of jobs or the number of vacancies, as a result the tendency has been to shorten the period of training. There is still provision for induction training, which lasts from one week to one year. Promotion from one class to another or from one grade to another is normally considered on the basis of seniority and merit. In most cases seniority is an overriding consideration.

Serious attention is now given to pre-service and in-service training in most government departments. Training programmes are offered at several government institutions. Some of the major institutions are,the Academy of Administrative Studies, the National institute of Business Management, the Agrarian Research and Training Institute and the institute of Social Work.

Annex D : Long-term Administrative Reform Objectives

Although long-term reforms are not within the terms of reference of the current study, the Study Group wishes to suggest these future goals for public sector management improvement in Bangladesh:

1. Strengthen the parliament as a check on the bureaucracy through effective use of its power of the purse and the oversight of government operations.

2. Develop a stronger, more independent judicial system as a guarantee for the rights of citizens and of public servants.

3. Professionalise the audit function as a means to review not only financial soundness but also operational effectiveness.

4. Utilise the Departments and Corporations as the basic operating units of governmental action, with strengthened field operations where appropriate.

5. Strengthen self-reliant local government institutions, based on local elections and local revenue generation.

6. Reduce the government's role in areas where the private sector can better provide needed goods and services.

7. Strengthen the continuing systems within the government to improve the administrative systems of:
   - Personnel
   - Finance
   - Supply
   - Office work methods.

8. Simplify the rules of business. Work to create an administrative culture favourable to change and public service through training, incentives and rewards for initiative and responsible action.

9. Take charge of setting development priorities. Place international assistance agencies in a secondary, supporting role.

10. Strive constantly for an administration which is more responsible and responsive, for a more dynamic administration: Gotisheel Proshashan. There is always a better way to do the public's business.

There can be no clear-cut blueprint as to how to achieve these goals. It is something that must be worked for constantly through:

   - Political leadership and support for dynamic administration,
   - Publicity and public pressure to improve government performance,
   - Serious training and administrative modernization efforts from within the public service,
   - Adequate compensation and recognition for public servants, and
   - Mutual trust between the political authorities and the bureaucracy and within the bureaucracy.

Annex E : Documents Reviewed

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Annex-F : Individuals Interviewed

The People's Republic of Bangladesh.

    Mr. Moudud Ahmed, Vice President

Ministry of Agriculture

    Major General (Retired) M.A. Munim, Minister
    Mr. M.A. Sayed, Secretary
    Mr. Abul Hashem, Additional Secretary
    Mr. M. Akmal Hossain, Joint Secretary (Policy Planning)
    Mr. M. Gulam Sarwar Mollah, Joint Chief (Policy Planning Wing)
    Mr. M. Azizur Rahman, Deputy Secretary (Foreign Aid)
    Dr. Arif Ahmed, Deputy Chief (Policy Planning)
    Mr. Shamsuzzaman Majumder, Deputy Chief (Agriculture) Planning
        Commission

    Agriculture Extension Department

    Mr. M. Shahidul Islam, Director General

    Agriculture Marketing Department

    Mr. A.K.M. Bazlur Rahman, Director
    Mr. M. Atiqur Rahman, Deputy Director

    Soil Resources Development Institute

    Mr. S.N. Shaheed, Director
    Mr. M. Anwar Hossain, Principal Scientific Officer

    Agriculture Information Service

    Mr. A.M.K. Giasuddin Milki, Director

    Bangladesh Agricultural Development Corporation (BADC)

    Mr. M.A. Malik, Chairman
    Mr. Azad Ruhul Amin, Member-Director
    Mr. Abul Hashem, Member-Director
    Mr. Azharul Hoque, Member-Director
    Mr. M.A. G. Kabir, Member-Director
    Mr. M.A. Wadud, Member, Finance
    Mr. A.K.M. Shahjahan, Chief(Marketing and Extension)
    Mr. Paul Hardin, Consultant
    Mr. K. Robert Kern, Consultant

Ministry of Commerce

    Mr. Mohammad Abdus Sattar, Minister
    Mr. Mohinddin Azad, Joint Secretary (Administration)
    Mr. Margoob Murshed, Joint Secretary (Development/Planning)
    Group Captain (Retired) Khairul Anam, Director

Office of the Chief Controller of Imports and Exports

Mr. M.L. Majid, Chief Controller

Directorate of Prices and Market Intelligence

Mr. S.W. Wali, Director
Mr. Mirza Hamidul Haque, Director of Policy

Ministry of Establishment

Mr. Bazlur Rahman Chowdhury, Joint Secretary (Organization and
    Management)
Mr. Nur Mohammad, Joint Secretary (Administration)
Dr. Shah M. Farid, Joint Secretary (Appointment, Deployment & Planning)
Mr. Nazrul Islam, Joint Secretary (Regulation)
Mr. Athar Islam Khan, Deputy Secretary (Regulation)
Mr. Khan Hamid Ali, Deputy Secretary (Foreign Training and Employment)
Mr. Keshab Acharjya, Senior Assistant Secretary

Department of Printing, Stationery, and Forms

Mr. Abdul Hye, Controller

Public Administration Training Center

Mr. A.M. Anisuzzaman, Rector
Dr. Ekramul Ahsan, Member - Directing Staff (Research and Consultancy)
Dr. M.K. Alamgir, Member - Directing Staff (Programming and Studies)
Mr. Safiur Rahman, Member - Directing Staff (Management and Public
    Administration)

B.C.S. (Administration) Academy

Mr. A.Z.M. Shamsul Alam, Director General

Public Service Commission

Mr. S.M. Al-Hussainy, Chairman
Mr. Amin Mia Chowdhury, Member

Ministry of Finance

Mr. M.K. Anwar, Secretary
Dr. Syed Abdus Samad, Additional Secretary
Mr. Jamal Hussain, Joint Secretary

Office of the Comptroller and Auditor General

Mr. Gulam Kibria, Comptroller and Auditor General

Office of the Director of Audit, Civil

Mr. Syed Sajedul Karim, Director

Office of the Director of Audit, Works, Water and Power

Mr. R. Mondol, Director of Audit
Mr. M.G. Mustafa, Additional Director

Office of the Director of Audit, Post and Telegraph and Telephone

Mr. Gulam Rasul, Director of Audit

Office of the Chief Accountant, Post, Telegraph and Telephone

Mr. Golam Kibria, Chief Accountant

Ministry of Industries

Mr. Mosharraf Hossain, Secretary
Mr. M. Maniruzzaman Chowdhury, Joint Secretary (Administration)
Mr. Azizur Rahman, Joint Chief (Planning Cell)
Mr. Abdul Huq, Deputy Secretary

Bangladesh Chemical Industries Corporation

Mr. Mohammad Toha, Chairman
Mr. Giasuddin Ahmed, Director (Technical and Engineering)
Mr. A. Momin, Director (Planning)
Mr. M.M. Eunus, Director (Commercial)
Mr. M. Shahjahan, Director (Production)
Mr. Muzaffar Ahmed, Director (Finance)
Mr. K.M. Hussain, Secretary
Dr. Syed Yusuf Farooq, Senior General Manager (Planning)
Mr. Badiuzzaman, Senior General Manager (Research and Productivity)
Mr. Kamal Rabiul Hoque, Senior General Manager (Implementation)
Mr. Rahmatul Islam, Chief Manager (Production)
Mr. Zahirul Hoque, Chief Engineer (Planning)
Mr. A. Latif, General Manager(Purchase)

Bangladesh Small Cottage Industries Corporation (BSCIC)

Mr. Mollah Shahidul Haque, General Manager
Mr. Nurul Alam, Planning Officer

Bangladesh Steel and Engineering Corporation (BSEC)

Mr. Nefaur Rahman, Chairman
Mr. A.R.S. Hameed, Director
Mr. Mahfuzur Rahman, Director (Planning)
Mr. Waseq Al-Azad, Director (Commercial)
Mr. S. Hyder, Secretary
Mr. K.A.M. Kamaluddin, General Manager, Engineering-I
Mr. Narun Nabi Chowdhury, General Manager, Engineering-II
Mr. Mir Nazrul Islam, General Manager, Engineering-III

Mr. Sadiq Khan, General Manager (Steel)
Mr. S.A. Sikder, General Manager, (Research and Development)
Mr. A.F.M. S. Zaman, Chief Personnel Officer
Mr. Enayet Hussain, General Manager (Ship-Building)
Mr. B.A. Khan, General Manager (Management Information System)
Mr. Hedayet Hussain, General Manager (Marketing)
Mr. Meftahur Rahman, General Manager (Purchase)
Mr. N. I. Khan, Additional Chief Auditor
Mr. Eric Gonsalves, Additional Chief Accounts Officer
Mr. Nurun Nabi, Chief Engineer (Construction)
Dr. Khairuzzaman, General Manager (Planning)

Bangladesh Sugar and Food Industries Corporation (BSFIC)

Mr. Hedayet Hussain, Chairman
Mr. Nuruzzaman, Director (Production)
Mr. Muazzam Hossain, Director (Finance)
Mr. Syeduzzaman, Director (Marketing)
Dr. N.M. Sheikh, Director (Planning and Development)
Mr. M. Shawkat Ali, Secretary.
Mr. Mahmud Hussain, Senior Executive
Mr. Syed Harun-ur-Rashid, Chief (Mangement Development)
Mr. A. Karim Chowdhury, Chief (Agricultural Engineering)
Mr. Taher Ahmed, Chief (Cane Procurement Support Service)
Mr. Masood Alam Siddiquee, Chief (Management Information System)
Mr. M.A. Quddus, Chief (Inspection)
Mr. A.F.M. Asafzah, Chief (Oil and Food)
Mr. M. Hossain, Controller of Accounts
Mr. M.A. Jabbar, Chief (Expansion)
Mr. Moazzem Hossain Khan, Chief (Purchase)

Board of Investment

Mr. Mahmudel Huq, Member

Central Testing Laboratory

Dr. Azizur Rahman, Director

Export Promotion Bureau

Mr. Mushfiqur Rahman, Vice Chairman
Mr. Akmal Hossain, Director General

Ministry of Irrigation, Water Development and Flood Control

Mr. Emdadul Huq, Joint Chief, (Planning)

Bangladesh Water Development Board (BWDB)

Mr. Amjad Hossain Khan, Chairman
Mr. Shamsur Rahman, Member
Mr. S.M. Zakiul Alam, Member
Mr. Belayet Hussain, Member

Ministry of Planning

Mr. Kazi Fazlur Rahman, Member, Planning Commission
Dr. Sheikh Maqsud Ali, Member, Planning Commission
Mr. A.M. Shamsul Haque, Division Chief, (General Economic Section)
Mr. Abdus Samad, Director General, IMED (Agriculture)
Mr. Fasiul Alam Khan, Joint Secretary (Administration)
Mr. Nazmul Ahsan, Joint Secretary (Programming)
Mr. Shamsuzzaman Majumdar, Division Chief
Mr. A.B.M. Abdul Fattah, Joint Chief, (Coordination Wing)
Dr. Harun-ar-Rashid, Joint Secretary, External Resources Division
Mr. Ayub Quadri, Joint Secretary, External Resources Division
Mr. A.B.M. Siddique, Joint Secretary, External Resources Division
Mr. Munirul Haq, Director, PAMSTECH, Planning Commission
Mr. Sheikh Sirajuddin, Deputy Chief, Planning Commission
Ms. Momtaz Mannan, Assistant Chief, Planning Commission
Ms. Rini Reza, Senior Assistant Secretary, Planning Commission

Academy for Planning and Development

Mr. Joynal Abedin, Principal

OTHERS

Atlas (Bangladesh) Ltd.

Mr. S.H. Khondkar, Managing Director

Bangladesh Cooperative College

Dr. K.M. Das, Principal

Bangladesh Diesel Plant

Mr. M. Khalilur Rahman, Managing Director

British High Commission

Ms. Linda Brown, First Secretary

Bangladesh Project Management Institute

Dr. Mokbul Ahmed Khan, Secretary General

CARE

Mr. Arthur Hussey, Director

CIDA

Mr. Tony Brewer, Counselor (Development)   .

.

DANIDA

Mr. Finn Thilsted, Counselor

Eastern Tubes Ltd

Mr. M.A. Matin, Managing Director

Jamuna Fertilizer Co. Ltd.

Mr. M. Siddiqur Rahman, Managing Director

Mehar Industries (Bangladesh) Ltd.

Mr. Khan Mominul Islam, Managing Director

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Mr. Skylark Chadha, Consultant

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Ms. Flavia Pansieri, Assistant Resident Representative
Mr. Aly Reza Nazerali, Assistant Resident Representative
Dr. Fredric C. Thomas, Consultant on Management Development
Ms. Nuzhat Ehsan, Programme Officer

USAID

Ms. Priscilla M. Boughton, Director
Dr. Malcolm J. Purvis, Deputy Director
Mr. Frank J. Young, Programme Officer
Ms. Colette Chabott, Assistant Programme Officer
Ms. Marion Warren, Assistant Programme Officer
Mr. S.A. Al-Muti, Project Manager
Mr. David A. Hessen, Office of Food and Agriculture
Dr. Ray Morton, Office of Food and Agriculture
Dr. Tridib Mukarjee, Office of Food and Agriculture

World Bank

Mr. Francis Van Gigch, Resident Representative
Dr. N. Ramchandran, Senior Economist
Mr. Goran Segerlund, Senior Economist
Mr. Wayne Edisis, Senior Economist, International Finance Corporation
Mr. Syed Nizamuddin, Programme Officer
Dr. Richard B. Westin, Senior Consultant, Asia Country Department
Mr. Mohammad Ali, Procurement Officer

World Food Programme'

Mr. Ron Ockwell, Programme Officer

Embassy of the People's Republic of Bangladesh in Washington

Dr. Akbar Ali Khan, Economic Minister

Agency for International Development, Washington

Dr. Kenneth Kornher, Science and Technology Bureau
Mr. Alexender Shapleigh, Bangladesh Desk Officer
Mr. Dean Alter, Agriculture Officer, (Rural Development)
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