

ADMINISTRATIVE REFORM

BANGLADESH PUBLIC ADMINISTRATION TRAINING CENTRE  
Savar, Dhaka.



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ADMINISTRATIVE REFORMS IN THE GOVERNMENTAL  
SYSTEM IN BANGLADESH

(13)

Introduced, compiled and edited  
by  
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A paper presented in a seminar on Public Administration Reforms  
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## Administrative Reforms in the Governmental System in Bangladesh

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1. In pursuance of the request by the Public Administration Reforms Commission, Rector, BPATC formed a committee for determining the modus operandi as to how the BPATC can provide advice/help to the Public Administration Reforms Commission.
2. The committee suggests the following modus operandi to formulate recommendations on each of the major issues or any of the self contained parts of it (such as Transparency, efficiency, dynamism etc.) in public administration.
  - (a) Holding national workshops to be participated by workshop contributors/participants which will comprise academicians, politicians and people's representatives of the respective fields.
  - (b) Foundation Course trainees will fill in a questionnaire prepared in the light of the TOR of Public Administration Reforms Commission during their week long field attachment. The committee suggests that the SSC and the ACAD participants may be given topics selected from the TOR of Public Administration Reforms Commission to prepare seminar papers.
  - (c) Committee also suggests that syndicate study or seminar may be held on the recommendations accrued upon (a), (b) and (c) to have more concrete and pragmatic recommendations.
3. Accordingly 22 Joint Secretaries to the Government of Bangladesh who participated in the 28th Senior Staff Course wrote 22 seminar papers on their respective working places using the theme 'Reforms in Public Administration'. The list of the seminar papers may be seen at Appendix-1.

4. We have the following recommendations from the above mentioned seminar papers:

**1. Directorate of Relief and Rehabilitation: Its Working Pattern and Need for Necessary Changes- by Mr.A.M. Abdul Jabbar, Director General, Directorate of Relief and Rehabilitation-**

Recommendation:

- (1) To take permanent measures to achieve preparedness, go for combat, start mitigation and end in rehabilitation.
  - (2) Formulation of career planning for relief officers.
1. Citizens' charter should be formulated and enforced in view of the needs and demands of the people. Programmes should be made citizen-friendly and policy and programmes of the organisation and for the Ministry of Disaster Management and Relief should be made accordingly. The FFW and other Rehabilitation Programmes should be transparent and simple so that it can be understood by all.
  2. Steps to be taken to curb corrupt practices, prosecute offenders quickly, and to install a regime of self-regulation through Code of Ethics for the officers and staff of the Directorate. 'Efficiency Unit' of the organisation should look into it seriously.
  3. Integration of Relief and VGD Wing.
  4. Data Bank be fully computerized and the field offices should be brought under a computer network. Computer Cell will perform this job. This Cell will be under a System Analyst who will be supported by two Computer Programmers, 3 Assistant Programmers and other supporting staff.
  5. The Relief officers should be given adequate training. The Upazilla and U.P. chairmen and members should also be trained.

6. FFW and Test Relief allocations should be made only on the assessment of need not on political influence. The local bodies should be free from the direct control of MPs.
7. Schemes or operations should be done on an effective linkage with NGOs and other relief oriented programmes, departments to avoid duplication of schemes and programmes, through the District Steering Committees.
8. Thana relief office i.e. TPIO's office be strengthened by appointing supporting staff like surveyor, chain-man-cum peon.
9. The post of DRROs should be filled in only by promotion from the TPIOs on the basis of seniority-cum-merit.
10. One "Efficiency Unit" in the Directorate be created under one Director with relevant staff. It will not require any new appointment. The officer and staff of the VGD Wing may be absorbed in the Efficiency Unit.
11. An integrated Disaster Prognosis System should be established with the aid of the Meteorological office and SPARRSO.
12. The Engineering Cell and TPIOs should be equipped with necessary engineering and survey equipment.
13. All TPIOs should be made Class I instead of one-third only.
14. Clear cut policy with budgetary provision should be made for the operation maintenance of the Cyclone/Flood shelters.
15. Central and Regional Relief godown may be constructed instead of the present ad hoc arrangement. The godowns should be provided with necessary staff.

**2. Strengthening of Parliament Secretariat- Reorganisation of Law Wing- by Mr. Khan Mezbahur Rahman, Joint Secretary.**

(1) It may be said that major works of the Parliament which include law making, question answer, Resolutions, and other related matters are within the periphery of legislative Wing. For strengthening this wing, additional officers and staff should be placed under this Wing and this will not involve any further recruitment. At the moment I do not suggest either any increase or decrease in the number of officers and staff. However, I feel that there should be some internal adjustment and re-adjustment without making any major changes.

(2) Present position of staff strength and proposed staff-strength of legislative wing is given below:-

Name of posts	Present position	Proposed staff-strength
Joint Secretary	1	1
Deputy Secretary	1	3
Sr./Asst. Secretary	5	8
A. Os	8	12

(3) Parliament has to print daily un-edited Bulletin, daily question answers, Orders of the day and other related printing works. To supervise the works of printing branch and editing branch one Dy. Secy is necessary. Another Dy. Secy. Is necessary for drafting Private members bills and examining Government bills. These additional two Deputy secretaries can be posted through readjustment.

(4) As against only one Deputy Secretary in the Law Wing. four Deputy Secretaries are presently working in the Committee Wing. Out of these four, one may be withdrawn and placed under the Legislative Wing, one of them may be withdrawn and placed under the Legislative Wing.

2. In this age of modern technology working of the secretariat should be thoughtfully computerised. At present about three hundred typists are engaged in the Parliament secretariat. In that case a good number of typists will be surplus. This additional manpower could be placed in suitable posts in the editing, printing, library, law, question, privileges, adjournment and public relation branches.

3. Majority of the officers of the Parliament Secretariat are placed here on deputation and in case of their withdrawal by the government from this secretariat may suffer for the lack of expert and well-trained officers. This sort of vacuum would create serious problem. So, it is suggested that the Parliament Secretariat should appoint, through the Public Service Commission, its own officers and train them up as per requirement.
4. At present Parliament Secretariat has no printing press and as such it is fully dependent on the Government Printing Press for printing of daily bulletin, daily Question-answers, Bills, orders of the day and other related important printing works. Maintaining liaison with the Government Press and get things done timely, particularly on holidays and other odd times it becomes almost impossible. So, a modern printing press within the parliament premises will improve the quality of printing and save time.
5. Arrangement should be made to absorb the surplus staff through the Ministry of Establishment or to retire them through "Golden Handshake".

**3. Reorganization of Ministry of Science & Technology (Specially the Technology Wing of the Ministry)- by Mr. Abdul Quddus, Joint Secretary, Ministry of Science & Technology, Government of the People's of Bangladesh.**

1. The ministry may concentrate more on S & T Policy making leaving executive function.
2. Increased attention and support may be given to the R & D organization. Function of the ministry may be reallocated and redefined in terms of national S & T policy and goal.
3. A Technology Bank may be set up within the ministry as soon as possible. Information technology may also be kept with the technology branch.
4. The post of four research officers may be reduced to two only and they may be placed at the disposal of the officer in charge of technology bank and planning.
5. The ministry may consider appointment of officers with proven S & T background.

6. The ministry may consider increased allocation for proven S & T activities.
7. The ministry may consider for further delegation of administrative and financial powers to the lower level.
8. Finally, the ministry may pay due care to the maintenance of files, registers and other records as per instruction contained in the Secretariat Instruction, 1976. Moreover, since there is computer facilities in every section of the ministry, the ministry may go for computerization of files records etc. for fullest utilization of the computer facilities.

**4. Making Bureau of Anti-corruption more effective – Suggested Reforms- by Mr. Md. Momenul Haque, Director, Bureau of Anti-corruption, Bangladesh**

A tough, independent Anti-corruption Agency can be a potent tool in fighting corruption- as long as it represents a credible long term commitment and includes check on its ability to be misused for political ends. However, the following recommendations are made for making Bureau more effective.

- 1 An officer, with the rank and status of a secretary to the Govt. shall be the Head of the Bureau.
- 2 A highly reputed honest and efficient officer shall be appointed as Commissioner/D.G. of the Bureau.
- 3 His term of office will be at least 3 years.
- 4 He will not be removed or transferred without any established allegation and approval of head of the state.
- 5 The Head of the Bureau will have the authority to choose any officer from any cadre or department. His choice will be 'conscriptive' in nature i.e. his choice must be implemented. Normally he will have officers from BCS(Admn.), (Police), (Judiciary), (Customs), Banks, and other sources. Their withdrawal also be made on his approval.

The functions of the committee will be as follows:

- (a) To sit in every quarter of the year.
  - (b) To look into the cases under investigation and give appropriate suggestion when necessary.
  - (b) To evaluate and monitor the progress of investigation.
  - (c) To cause enquiry into the allegations against the officers/employees of the Bureau,
  - (d) To revive complaints on corruption, evaluate and endorse to the Bureau for investigation.
  - (e) To give necessary guidance to Divisional Committees as and when necessary.
13. File keeping and maintenance of record should be computerised. BAC should be provided with sufficient equipments and transports.
  14. The special Public Prosecutors, and Attornies engaged for prosecution of cases, contesting appeals, writs and revisions must be appointed only on the basis of merit and professional standard, not on political or party considerations. The Bureau must be allowed to depute its own people for prosecution etc. when necessary.
  15. In order to activate BAC relevant articles of the Secretariat Instructions must be changed and the BAC must be allowed to contact the attorney office directly.
  16. Bureau should be allowed to maintain close rapport with other accounting and administrative authorities like CAG, Board of Revenue, M/O Home Affairs, Cabinet Division, for supply of necessary information and documents for better investigation and prosecution.



17. A highly modernized and efficient Data Bank supported by trained manpower to collect and store information regarding Govt., Semi-govt. and NGO officials and concerned members of the public related with corruption cases, should be established. And a Research and Development Cell should be set up.
  18. A Public Relations Cell should be set up in the Bureau to ensure free flow of information between the BAC and the media in order to achieve transparency in the activity of the Bureau and the other offices.
  19. A comprehensive training programme including adequate foreign training should be made for the BAC officers to enhance their skill. The library should be developed and enriched.
  20. Special incentives, in the form of special allowance, transport allowance higher contingency and source money should be provided to the BAC people.
  21. An evaluation and monitoring cell may be established in the Bureau for effective supervision of the cases.
  22. Some Special Judges of the Anti-corruption tribunal should be appointed from amongst Chief Metropolitan Magistrates/District/Addl. District Magistrates.
  23. Since the role of the special judges are very vital in effective control of corruption they should be selected carefully and be given adequate training on different aspects of corruption and its impacts. They should be given high special pay, transport and accommodation facilities.
5. **Dhaka Metropolitan Magistracy: A Review & Suggested Reforms –by Mr. A.K. Shamsul Haque, Joint Secretary(OSD), Ministry of Establishment- Dhaka Metropolitan Magistracy: A Review & Suggested Reforms.**

1. **Necessary Amendments of Law:**

**(a) In DMPO**

Necessary amendment of law is required to make provision of command and control of Metropolitan Magistrates over police. To ensure quick disposal of cases and to check misuse of power by the Police personnel, Thana inspection by the C.M.M.A.C.M.M is a dire necessity. Hence, provision of Thana inspection and assessment of the conduct of the police officers by them as per PRB should be incorporated in the Metropolitan Police Ordinances through proper amendment.

**(b) In Cr.P.C.**

Necessary amendments in other laws are to be brought, e.g.

Amendment in the chapter of Summary trial in Cr.P.C. is required.

According to section 260, Cr. P.C. offences mentioned in Annexure-G shall be tried summarily and according to Section 261. Cr. P.C. offences shown in Annexure-H. may be tried by Magistrates 2<sup>nd</sup> or 3<sup>rd</sup> class if power is conferred by the Govt. Here amendment is required to make provision of trial summarily of offences not punishable with imprisonment for a term exceeding three years in lieu of two years under section 260 (I)(c) (a) and of offences against property, the value of which does not exceed fifty thousand in lieu of Tk. 10 thousand under section 260(1) (c) (d) (e) (f) (g) of Annexure-G. Again Govt. may confer on any M.M. to try summarily of offences shown in Annexure-H under the preview of section 261 Cr. P.C. Through these amendments quick disposal of huge pending cases in the D.M.M. may be ensured.

**(c) In the Probation Act. Of 1960 and the Children Act. 1974.**

Amendment is also required in the Probation Act. 1960 and the Children Act 1974. Authority to exercise power by the M.M. under these laws should be incorporated through necessary amendment.

**2. Co-ordination between Magistrate and Police:**

To ensure rule of law and speedy disposal of cases, co-ordination between Magistrates and police is a must. For this provision of monthly or fortnightly meeting of both Police and Magistrate with the C.M.M in the chair is to be urgently introduced.

**3. Separate Prosecution Cadre:**

A separate prosecution Cadre with skilled, experienced and well educated people should be set up for investigation and prosecution. They must have the requisite qualification with Law background.

**4. Accountability:**

The question of accountability of those engaged in the functioning of administration of justice whether they are Investigators, Prosecutors, Lawyers or Magistrates must be seriously considered. Strict supervision, control and constant monitoring over the Metropolitan Courts by the Supreme Court (though controlled by the Ministry of Home Affairs) shall have to be ensured. Bar Council Act is to be strictly followed by the Lawyers.

**5. Metro Magistracy to be brought under the Cabinet Division:**

Magistrates other than Metropolitan area are controlled by the Cabinet Division. But the Metro Magistrates are controlled by the M/O Home Affairs which is the prosecuting Ministry. Police is also controlled by the same Ministry. To ensure justice and neutrality, the M. Ms should be brought under the control of the Cabinet Division.

**6. Reorganization of the D.M.M in terms of Manpower:**

**(a) Number of Magistrates to be increased:**

The number of Magistrates is to be proportionate to that of the pending cases in the D.M.M. Every Magistrate has 1500 cases in average in his trial file. If the number of Magistrates is increased at least for 3 times, the number of pending cases for trial comes down to 500 per head. Hence we propose to increase the number of M.M. at least to 40. Accordingly the number of A C M M should be increased from 2 (two) to 5 (five) for quick disposal of comparatively serious types of cases and then number of pending trial cases will come down to 480 per AC M.M.

(b) **Staff to be increased:**

Number of B.Cs and MLSS should be increased to the same of M.M. and ACMM. One stenotypist having knowledge to operate computer should be posted to each ACMM and M.M. Accordingly more post of 29. B.C, 43 (forty three) Steno typist, 37 MLSS including 8 process server should be created.

(c) **Capacity building:**

- (i) M Ms & Prosecutors should be trained both in and outside of the country. They be given special pay and free accommodation.
- (ii) The M Ms and Prosecutors should be given financial reward as special bonus for performing above the target fixed by Govt.

(d) **Police personnel to be increased:**

Number of Police personnel working in the G.R. section of D>M>M> and number of Officers for investigation in the Police stations should be increased proportionately.

(e) **Budgetary Constraint:**

One important factor is that the budgetary constraints may prevent to increase the number of M.Ms and staff overnight. The problem may some how be mitigated from the present strength of Magistrates and staff if some of them from the areas where less number of cases are pending are managed to work on deputation in a taskforce programme to Dhaka Metropolitan Magistracy where there is a serious backlog of cases.

7. **Shiftment and establishment of a modern court Building and other facilities to be improved:**

(a) **Shiftment of court complex:**

Dhaka Metropolitan Court along with Dhaka Metropolitan sessions Court and other courts should be shifted to some where in the Dhaka City which is

easily approachable to all. If possible, Dhaka Central Jail should also be shifted near to Dhaka Metropolitan Court.

**(b) Establishment of a modern Court Building:**

A separate and modern Court Building with a considerable number of eclat, modern record room, library, malkhana, hajatkhna, witness shed with sufficient public toilet is required to be built-up immediately.

**(c) Transport:**

Required No. of transport should be supplied with the D.M.M.

**(d) Earmarked residential Accommodation:**

Earmarked residential accommodation for CMM, ACMMs and M.Ms should be ensured for their safety and security.

**(e) Other facilities for D.M.M:**

Govt. have to provide with adequate logistic support for the D.M.M. Computer in all sphere of DMM should be introduced immediately. Fax and Intercom system should also be introduced. Latest books, journals, DLR etc. on law should be easily available to all concerned.

**6. Administrative Reforms in Bangladesh Water Development Board for Improving its Efficiency – by Mr. Md. Nazrul Islam, Joint Secretary, Ministry of Water Resource.**

- (1) Reward for good work and punishment for bad works may be introduced to ensure better service from the personnel.
- (2) Broad based computerised Management Information System(MIS) should be developed.

be dropped from the PIP immediately for proper implementation of the program.

D. **Unification of the Health and Family Planning Departments**

Before starting unification of the directorates of Health and Family Planning proper exercise should have been done so that all the officials and staffs could be placed in the right place. At present there are officers of the same status at thana and district level in both the departments. Their placement in the right position has not yet been planned. A fear is working among the officials of the Family Planning department that their rights and privileges may be over looked by the big cadre (Health). The experience of unification in the past was not good. Lessons should be taken from the past and before unification it should be planned in such a way that it is not repeated.

E. **Motivation and Coordination**

Proper motivation and coordination can lead a new idea to destination. Coordination and motivation is significantly absent in the HPSP. Officers of the MOHFW are not aware of the program. Even the Line Directors do not know what will be their functions. This is because of lack of motivation. Lack of coordination is also there. Plan and programs are chalked out by such people who do not have practical experience. Even no member from the Ministry (except planning cell) has been included in the PCC. As a result there is lack of coordination which is not helpful for the proper implementation of the program. Arrangements should be made for proper motivation of all the officials connected with implementation including the officials of MOHFW. PCC should be re-structured with the inclusion of more than one memdsber from the Ministry (except Planning Cell) having field experience of both the departments.

F. **Monitoring and Supervision**

Monitoring and supervision system of the program should be made effective. This could be done by involving the PMs in monitoring and supervision. At present only one Line Director has been asked to make operational plan though more than one Line Director is involved in it. He does not consult other Line Directors in preparing the plan. Newly appointed Line Directors

and PMs have little knowledge about the financial rules and procedures. They should be given proper and sufficient training. After gaining knowledge they can monitor and supervise effectively.

G. **Effort for re-structuring HPSP components**

Little efforts have been made to integrate HPSP components at Thana level and below. Most of the health workers from thana level and below are from revenue head while the picture is completely opposite in case of Family Planning workers. Integration of revenue and development workers under the same structure is a difficult task. Efforts should be made to integrate on the basis of present status, scale and hierarchy.

H. **Coordination among MCU, PCC and the MOHFW**

Coordination among MCU, PCC and the MOHFW is absent. It is considered that the planning and implementation of the program is the duty of the Planning Cell, the Administration of the Ministry has nothing to do. Hence MCU and PCC have been formed with no official of the Ministry (except Planning Cell). Naturally there remains a gap among the MCU, PCC and the Ministry. About MCU it has been discussed separately. PCC should be re-structured immediately and steps should be taken to establish coordination among MCU, PCC and MOHFW.

I. **Community Clinic**

Proposal for establishing clinic at community level is no doubt a good one. Such hospitals will be constructed on donated land but the practical position will be that donated land will not be available every where. The fund allocated by the MOHFW (Tk. 1.20 lakh) for construction of each hospital is not sufficient. The design of the hospital could not be approved till to date. The question of maintenance and providing security locally is also not practicable. It should be constructed on govt. land and more money should be allocated for construction. Provision should also be made for its maintenance and security.

**J. Establishing accountability for Service Providers**

It has been proposed that over the period of HPSP. Hospital will be given increasing power to manage their own affairs in order to improve their efficiencies. At present the hospitals have been given enough power to run their affairs. No demand came up from any hospital authority for delegation of more power which they thought essential. The thing which is required is to improve supervision over the activities of the hospitals and make the service providers answerable to the public. So long accountability is not established providing of health services through hospitals will not improve.

**K. Political Commitment**

Implementation of any new program requires the strong political commitment. A strong motive force can lead the idea to the destination. Hence the strong political commitment of the present govt. is required to make the program a success.

**8. Bangladesh Shipping Corporation Management, Operation and Reforms for Improvement- by Mr. Zulfikar Haidar Chaudhury, Managing Director, Bangladesh Shipping Corporation.**

In order to make Bangladesh Shipping Corporation (BSC) a profit earning and efficient organisation following problems need to be looked into thoroughly and corrective measures be taken accordingly as discussed below:-

(1) Till 1983 the Managing Director and Chairman of the Corporation was the same person. Present Board of Directors headed by the Hon'ble Minister – in-Charge of Ministry as Chairman was constituted in the year 1983 by an amendment of the Presidential Order No. 10 of 1972. It has been observed that since the Hon'ble Minister remains busy with multifarious problems of the whole Ministry it becomes very difficult sometimes to arrange timely meeting of the Board of Directors. As a result, taking of decision on policies and operational matters are inordinately delayed. Bangladesh Shipping Corporation (BSC) is a commercial organisation. Failure to take timely decision often causes huge loss to the Corporation. In order to make the Corporation more efficient and dynamic it is



recommended that the Board be reconstituted by appointing the Managing Director as full time Chairman of the Corporation and Executive Directors of the Corporation as full time members of the Board. The Board should be vested with adequate financial and administrative powers to take decision for effective management of the Corporation. However, in order to ensure accountability of the Corporation high powered monitoring/supervisory committee may be constituted with the Hon'ble Minister-in-Charge of Shipping as Chairman. In this committee member of the Parliament, Secretary of Shipping and experienced persons having knowledge in shipping may be included. This committee should hold regular meeting at least once in 3 (three) months and constantly supervise and monitor the activities of the Corporation, provide suitable guidance and directives to the Board and refer to Government matters which need the attention and interference of the Government.

## **(2) Manpower:**

As per ENAM Committee report, the sanctioned strength of the shore establishment of the Corporation was 1525 against which the present strength is 654. The present number of ships in the Bangladesh Shipping Corporation (BSC) fleet does not justify the present manpower in the shore establishment. Though fresh recruitment in Bangladesh Shipping Corporation (BSC) has been stopped, there is no proper manpower planning required for the Management of the organisation. This being a purely commercial organisation the Management should be fully empowered to hire and fire the employees of the organisation, to revise the organisational set up from time to time according to the need of the changing pattern of the trade and increase or decrease of the number of ships in the fleet. Provisions should also be made for appointment of experienced professional persons to the post of Deputy General Manager and above on contract basis and the persons so employed be given specific target to achieve, failing which their service be terminated. The frequent change of the Chief Executive is also an impediment for efficient running of the organisation since it disrupts the continuity of the policies, administrative and management's strategies adopted by the Management. It is desirable that the Chief Executive should be appointed at least for 5 (five) years provided his performance is satisfactory.

### **(3) Human Resource Development:**

Human resource development is of utmost importance to increase the productivity of any organisation. For development of human resource there is no alternative to training. At present in BSC there is no regular system or arrangement for training of the officials and employees. Continuous training courses should be arranged for BSC officials and employees for their orientation with the latest concept of total quality management, for development of their professional knowledge and to make them more innovative, efficient and effective in their job performances.

### **(4) Administrative and Financial Powers:**

Bangladesh Shipping Corporation (BSC) is a government Corporation having some administrative and financial autonomy. But, in realities, in many cases the powers delegated to the Corporation cannot be exercised for the purpose of its efficient running. The present administrative and financial powers vested with the Corporation is also not adequate for its efficient running. A commercial organisation of its nature needs to have full administrative and financial powers. At present sometimes, decision on petty operational matters are also taken at Government level. In a commercial organisation, delay in taking decision costs heavily. It is recommended that except approval of budget and appointment of Chief Executive Officer all other financial and administrative powers necessary to run the Corporation be vested with the Board of Directors, who should be given complete autonomy to exercise the same without any interference.

### **(5) Accountability:**

At present the chain of accountability is that an employee is accountable to his next higher officer and in that process the Management is accountable to the Board, the Board to the Ministry and the Ministry to the Parliamentary Standing Committee and the Parliament. But in practice there is no constant monitoring and supervision of the activities by the higher authority. The Ministry is also not in a position to constantly monitor and supervise the activities of the Corporation. The Parliamentary Standing Committee holds meeting occasionally to overview the activities of the Ministry and Agencies under the Ministry. But it is observed that number of meetings held by Parliamentary Standing Committees in a year is not enough to go deep into the activities of a particular organisation. In the circumstances the formation of a monitoring/ supervisory committee as suggested

at para no. 9.1 would be much effective and useful to ensure the accountability of the Corporation to Government as well as to public. While the Corporation needs to be given full autonomy i.e. powers to take financial and administrative decision, it is also necessary to have a check and balance system to prevent misuse or abuse of powers by the Management. Misuse of powers or commission of any irregularity should be detected in time which will be possible if monitoring committee as suggested in para no. 9.1 is formed and the monitoring committee constantly overview and monitor the activities of the Corporation by holding regular meeting and examine the overall performance of the Corporation. The present system of auditing of accounts also does not also serve the purpose of accountability since the audit of accounts of a financial year is done after several years of actual expenditure. It needs to be ensured that the audit of a financial year is completed within the next financial year so that corrective measure is taken in time and accountability can be ensured properly.

**(6) Transparency:**

It is a fact that there is a lack of transparency in almost all our national organisations because of our unwillingness to divulge to public any information-routine or innocuous. If we believe in transparency, public right to information should be acknowledged. In order to ensure better transparency, the following steps may be taken:-

- (a) Public information on all purchase and sales above 50 lacs.
- (b) Publish evaluation report of all purchase and sale tenders and make it available to all bidders.
- (c) All major decisions should also be made available to the media and also to the all categories of employees of the corporation.
- (d) Chief Executive should hold press-meeting from time to time and openly discuss and brief the media men the overall activities, future plan and program and problems etc. in order to dispel misgivings, if any.

**(7) Corruption:**

Corruption, in varying degrees, is a reality in all areas of our national life. Corruption thrives where accountability and transparency is weak. Reducing

corruption requires measures to improve accountability and transparency in the organisation, improvement of service conditions etc. Measures discussed at para 9.4, 9.5 and 9.6, if implemented will, undoubtedly, help in reducing corruption to large extent. Bangladesh have an anti-corruption bureau, which is not as effective as it should have been. The ACB rather than offering solution, seems to have created a fresh set of problems- paralysis of decision making out of fear. Government may consider establishing a high powered autonomous standing committee protected by law to act as oversight body for anti-corruption bureau. The issue for eliminating corruption from our nation may be reviewed by establishing a high power task force by Government since it is a national problem.

#### **(8) Bangladesh and Modernising of BSC Fleet:**

Bangladesh and modernising of present Bangladesh Shipping Corporation (BSC) fleet is essential. The trend of cargo is changing globally very fast. Break-bulk cargo is being replaced by containerised cargo. But BSC has only one container vessel and others are multi-purpose or break-bulk cargo vessels. To meet the demand of the changed pattern of the cargo; acquisition of full container vessel is of paramount importance if BSC is to compete with other foreign shipping lines. The old multi-purpose ships should be disposed of in phases and replaced by suitable ships to meet the need of present demand of the trade.

Bangladesh Petroleum Corporation (BPC) imports about 1.2/ 1.3 million tons of crude oil every year. But since BSC has no mother tanker, the entire quantity of crude oil is imported by chartering mother tanker. As a result, a huge amount of foreign exchange (about Tk. 40 crores) is drained out of the country every year. If BSC would have owned a mother tanker BSC's earning would have increased considerably and draining out of the foreign exchange could also be stopped. Arrangement for fund and a long-term contract of affreightment with BPC is necessary before BSC can go for procurement of mother tanker. Government should seriously consider the procurement of a mother tanker for BSC. Bangladesh being predominately an agricultural country would still require a few multi-purpose cargo vessels to meet the requirement of bulk exports especially for items like jute, carpet backing cloth etc. An overall rationalisation of the fleet is necessary to meet the changing global/national cargo requirements.

**(9) Ship Finance:**

At present availability of grant project aid/credit at low rates of interest from developed nation has become extremely difficult. On the other hand, in the context of present shipping market, procurement of ships under suppliers credit/ financial arrangement/ bank credit at higher interest rates are financially unattractive. Most of the ships in the BSC's fleet were procured on loan at a very high rate of interest, resulting in high fixed operating cost (FOC) of the vessels. High FOC is one of the major causes for BSC's continuous loss. To overcome this situation and also to build up a balanced shipping infrastructure for the country's foreign trade, soft term loan or Government assistance at concessional rates of interest is required. Absence of timely assistance from the government may lead to complete dominance of this sector by foreign flag ships with all its vices thereto.

**(10) Debt-Equity Ratio:**

The debt equity ratio of Bangladesh Shipping Corporation (BSC) was unfavorable since its inception. Imbalance in debt-equity ratio was one of the major reasons for loss of Bangladesh Shipping Corporation (BSC). Most of the time between 1972-1998, the debt equity ratio was 85:15/ 80:20. It is necessary to rationalise the debt-equity ratio by converting debt into equity. Recently Government has taken some remedial measures toward that end.

**(11) Shortage of Afloat Personnel:**

Shortage of qualified sea-going officers is one of the major problems of Bangladesh Shipping Corporation (BSC). Most of the officers who went abroad for their higher certificate examinations did not return to Bangladesh Shipping Corporation (BSC). Sometimes acute shortage of afloat personnel disrupts the voyages of vessels. Better emoluments should be provided to afloat personnel in line with the foreign shipping companies to attract them to serve in BSC and to serve national interest. At the same time, BSC management should have adequate power to hire and fire them.

## **(12) Issuance of Public Share:**

As on 31.12.1998, government share in Bangladesh Shipping Corporation (BSC) amounts to Tk. 17.50 crores as against private share of Tk. 2.50 crores i.e. Government share is 87.50% and private share is 12.50%. In order to build up finance for acquisition of ship and attract participation of private entrepreneurs in the management of BSC, BSC's authorised capital may be enhanced to Tk. 400 crores & paid up capital to Tk. 350 crores and thereafter 49% of its share may be floated for public subscription. But before that reformative measures as suggested in the foregoing paragraphs need to be implemented in order to make BSC an efficient and profit earning organisation otherwise satisfactory public response for purchase of its share can not be expected.

## **9. Bangladesh Small & Cottage Industries Corporation: An Overview and Some Reforms- by Mr. Md. Nurul Amin Patwary, Director, Bangladesh Small & Cottage Industries Corporation, Ministry of Industry.**

### **Suggested Reforms and Conclusions:**

Based on the observations, findings and intense discussions, the strategic themes for BSCIC's Reforms are formulated considering BSCIC's current mandates. These themes are explored below and provided with a number of specific recommendations. These themes and recommendations are:

#### **1. Go Back to Basic**

In the past, BSCIC has expanded its Roles and Objectives in response to continuing flow of Development Aid. This position has drastically changed to-day. Donors have shifted their focus to new and more cost effective OSMs.

BSCIC is basically mandated to promote SCIs throughout the country. BSCIC is now involved in:

- Project management (as subcontractor to MOI's GOB funded development projects)
- Engineering (It designs, plans, constructs, develops and manages IEs)
- Trading and marketing-(involves in buying, selling, handicraft and other SCI products)

- Quasi banking-(operates credit funds)
- Manpower placement agency-(manages skills development centres etc.)

Where one institution performs all these functions, it will not be able to do everything well. It may end up doing nothing. To minimise this possibility, BSCIC should consolidate and redirect its capacity into more and more SCI promotion and development activities. It should disinvest itself from peripheral business such as project management, engineering, trading and marketing, quasi banking credit and manpower placement agency etc. BSCIC should undertake thorough examination of "peripheral business"

## **(2) Focus on Policy Formulation and Services**

BSCIC is no longer alone in the SCI sector. In the developed countries and the majority of newly industrialised countries e.g. Korea, Singapore, Taiwan, Government agencies like BSCIC are responsible for SCI development providing indirect support services. Their main functions are generally.

- Advising the Government to adopt policies and regulations with a view to promoting an enabling business environment;
- Undertaking various studies and surveys required for formulation of appropriate policies and regulations
- Organising promotional activities in close collaboration with private sector.
- Regulation such as registration, export and import permits, product standards, working condition etc.

BSCIC may act as the public sector policy co-coordinator and conduit for information dissemination. A major responsibility of the agency should therefore be to mobilise policy support for improving economic environment e.g. access to information, technology, credit, training etc. and legal and institutional framework for SCIs.

## **(3) Collaborate Don't Compete**

*RAFIQUL ISLAM DANLINS*

BSCIC should actively and closely work together with OSMs particularly the GOB agencies and the NGOs. A working partnership between the government and the private sector needs to be established. BSCIC can play the role of fostering the government- private sector partnership as it relates to SCIs. This will allow BSCIC to use its minimal resources with maximum clients and above

all, can take the leading part in SCI development with OSMs including NGOs and private sector.

#### **(4) Maximise Income Generation**

BSCIC may consider three major revenue generation areas. First, the services. If BSCIC can prepare packages that will be attractive to the markets, then some revenues may be generated. BSCIC can sell some of its products e.g. project proposals, project appraisals, skill development, management, and entrepreneurship training, I.Es concepts etc.

Second, BSCIC has a number of real estate properties which are not properly utilised. BSCIC can transform these idle properties into some form of revenue generating ventures jointly with private sector. Third, BSCIC has received and will continue to receive the roll back funds plus interest, from the various credit schemes that it managed in the past. These revenues can now be made to work harder by investing them properly.

#### **(5) Decentralize Authority**

BSCIC's current organisational structure is too centralised. Such an approach presupposes that the BSCIC personnel are not having the inherent capacity to undertake bigger tasks and challenges. The Regional Director will be allowed more Authority in managing the affairs of their respective divisions and districts. The same will apply to all heads of various ISCs services centres. The same rule be applied to the Chairman who delegate as much authority to the Directors, the Directors who should delegate as much to the General Managers etc.

#### **(6) Reorient IEs operation**

The existing Ies under operation will be classified into A and B types. Type A will be supported by one Estate officer and one Technical officer and type B will have one Estate officer each. In line with the new focus for groups rather than individual targets, BSCIC will require formation of occupants co-operatives which will allow BSCIC to hand over the day-to-day management and administration responsibilities costs in addition to other services to meet-up the



operational cost. All estate occupants will be serviced by their corresponding nearest ISCs.

**(7) Prepare standard operation manuals**

BSCIC needs to embark on manuals development. It should develop and continuously upgrade "Employment manuals", "Procurement manuals", "Account manuals", "Audit manuals", "Field Operation manuals", "ISC Operation manuals", "Project Management manuals", "Field Operation manuals", "Incentive and Disciplinary Manuals" etc. These manuals must be continuously compiled and given to all BSCIC staff and officers. The manuals will grow greater autonomy and decentralization in decision making.

**(8) Establish an "Information and Collaboration" Division as an integral planning function.**

The proposed division will consist of (a) Information as well as (b) Collaboration departments. The Information Department will have two sections (i) MIS and Performance Monitoring and (ii) Information, library and computer centre. The first section will handle all intra-BSCIC communications where the second will handle extra-BSCIC communications eg, with other OSMs. The computer centre will serve as one stop centre for all information needed by BSCIC staff or any other organization. The functions of collaboration department will be organized based on OSM types.

**(9) Transfer Policy**

BSCIC has no transfer policy. The transfers are done arbitrarily and based on personal rather than BSCIC's institutional interest in the absence of transfer policy. BSCIC should formulate a transfer policy based on (a) Transfer should be made once in a year which will be effective at the end to the year (b) right man should be placed in the right place (c) husband and wife should be posted/transferred at the same station.

**(10) More Incentive to Field**

Most SCIs are practically out of reach by the Headquarters. As more partners i.e. NGOs are actually situated in the urban areas, the rural areas should have better people. To allow more visibility in the field, BSCIC should make deployment of more field staff and thus moving it closer and closer to the market. The field staff should be provided with more incentives such as promotion preferences, foreign training opportunities etc.

**(11) Improve the Field-Headquarters Feedback System**

Presently the feedback system from field to Headquarters and back is very poor. Field officials are very critical about the situation. When field officers refer anything to Headquarters it is lost. An investment in radio or computerized network can have dramatic improvements in corporate performance.

**(12) Disengage from Direct Credit Assistance**

BSCIC should not handle direct credit. Rather it should continue indirect credit activities in active partnership with the NGOs, private sector institutions, banking institutions etc. as it has learned in the past the important issue is to ensure the availability of sufficient credit for SCIs via various institutional arrangements with existing banks.

**(13) Establish a National Level Advisory Committee**

The Advisory committee headed by the Minister, in charge of Ministry of Industries (MOI) will handle policy level decisions and assist BSCIC in formulating long term strategic decision in the context of national and global changes.

**10. Administrative Reforms in Bangladesh Chemical Industries Corporation (BCIC) for Improvement of its Efficiency- by Mr. Md. Nuruzzaman Mian, Joint Secretary, Ministry of Industries.**

**Fertilizer Sector:**

- (1) Required quantity of natural gas supply have to be ensured on priority basis to all the fertilizer factories.
- (2) Sell price of urea and other locally produced fertilizer have to be made in consideration of production cost of the commodity.
- (3) More capital intensive, high-tech and less profit earning large industries on urea fertilizer, paper and other vital products, which have positive impact on the socio-economic development of the country, need to be established at Govt. cost.
- (4) Establishment of a new fertilizer factory in place of Natural Gas Fertilizer Factory Ltd. (NGFF) is essential to cope up increasing demand of fertilizer as well as to save financial loss for special maintenance of the factory. Quick decision shall have to be taken to implement proposed Shahjalal Fertilizer Factory.
- (5) Installation of a 16 MW STG in the Urea Fertilizer Factory (UFFL) Ghorasal, has to be accelerated. It will increase production of the factory from 3.00 lac MT to 4.70 lac MT urea annually.
- (6) Zia Fertilizer Co. Ltd (ZFCL) started production in 1981. To keep the factory running with installed capacity process of major maintenance and replacement/re-installation of machinery & equipment are necessary. Steps should be taken for timely implementation of BMR/BMRE.

**Paper Sector:**

- i. To over come the marketing constraints of KNM, arising out of complete withdrawal of import duty and sanction of duty free import of newsprint in private sector, it is necessary to impose 30% import duty on all kinds of newsprint.

- ii. To keep the KNM competent to produce improve quality of newsprint, implementation of major BMRE programme for modernization of the factory is essential which needs to be accelerated.
- iii. Royalty on bamboo for Sylhet Pulp and Paper Mills Ltd. (SPPM) needs to be rationalised compared to the KPM. Besides, installation of a paper producing machine is necessary to produce industrial grade paper using its pulp thereby solve the marketing problem.
- iv. Supply of natural gas should be ensured to karnaphuli Paper Mills Ltd. (KPM). Moreover a broad based BMRE programme is necessary to increase the present production capacity of the factory.
- v. Supply of sufficient quantity bagasse can be ensured for the NBPM if instruction could be given to the sugar mills to use coal for fuel, in lieu of bagasse, for their mills. Ministry of industries may take appropriate action.

**Other Industries:**

- i. On economic and commercial point of view re-start of the closed cellophane, RSF and Rayon Plant would not be profitable. It will not be possible to keep in operation the chemical plant of KRC in its present worn-out condition. As such an immediate programme for BMRE of the chemical plant is necessary to make the factory economically viable. For this its is advised that attempt should be made for BMRE programme through Joint Collaboration.
- ii. Though the Khulna Hardboard Mills Ltd. (KHBM) Hardboard Mills is running profitably, due to 30 years continuous operation its machinery has become old and any day it may go out of order. Implementation of a rehabilitation scheme is essential.
- iii. Privatization of the Dhaka Leather Company Ltd. (DLC) needs to be accelerated to avoid further loss.
- iv. Chhatak Cement Co. Ltd. (CCCL) is incurring loss as the production as the production of the factory is much less than the installed capacity. Shortage of uninterrupted power supply is another cause for less production. To face

the power shortage and run the factory efficiently procurement of 8 MWSTG is necessary, which should klbe expedited.

- v. Import duty on glass sheet should be increased to protect the product of Usmania Glass Sheet Factory Ltd. (UGSF).
- vi. The BMR/BMRE project of the running industries like KPM, KNM, NBPM, SPPM, KBM & KRC could not be implemented due to lack of fund for a long time. As a result, factories are becoming sick causing production fall and quality deterioration. As part of Govt. dis-investment policy, to run the factory efficiently and profitably joint-venture management proposal from home and abroad may be sought for.
- vii. The existing manpower of the BCIC appears to be rational excepting in the head-office and Chittagong branch office, where excess number of officers and staff are there as compared to the approved orgaogram. Of late BCIC has taken steps to increase manpower in head office as well as in chittagong office. But studies shows that no excess manpower is necessary for those offices.
- viii. Chairman, functional Directors and Senior General Managers has more than two officers attached to them though there are functional senior and couple of junior officers in the Corporation head office to look after and supervise the works. Those officers should be withdrawn and suitably placed elsewhere,
- ix. A good number of LDA-Cum-Typists are found in the organogram. But experience shows that they have no work to do excepting creating pressure through CBA. Because of introduction of computer all typing are being done by the computer operators. Hence excess/unutilized/inefficient manpower can be well distributed and trained for other suitable job.
- x. It is learnt that the Public Administration Re-organization Commission has submitted a recommendation for partial abolition of Transport Pool of the govt. and suggested for payment of reasonable amount of money for the whole-time users in lieu of Govt. Transport. This recommendation, if approved by Govt., can also be implemented in BCIC. This will save a considerable amount of money on transport, maintenance and operators.

**11. Administrative Reforms in Bangladesh Road Transport Corporation (BRTC)- by Mr. Md. Azmal Chawdhury, Chairman, Bangladesh Road Transport Corporation(BRTC).**

(1) BRTC was established in 1961. Like many other sector corporations it was established on three considerations- (I) Social (ii) Political and (iii) Economic. From our experience we have seen that donors' sponsored reports on reorganisation usually recommend three prescriptions.

These are-

- (a) Right Sizing of Government
- (b) Promoting NGOs and private sectors
- (c) Privatisation of sick public sector corporations.

(2) Donors give emphasis on market economy and value for money. No importance is given to political commitment and ideological value of social justice and equity. The seminar paper presents recommendation to strike a balance between ideology and economy.

(3) The seminar paper presents short term recommendations as well as long term recommendations to improve the efficiency of BRTC. The short term recommendations are:

- (a) The policy for sub-contracting vehicles operation and maintenance is to be pursued. It will stop theft in revenue collection. It will encourage private sector initiative in transport business. It will promote complementary role of public and private sector. It will help develop entrepreneurship skill of the private sector.
- (b) BRTC will also pursue the present policy of improved internal efficiency, increased labour productivity, improved services by adding newer vehicles and increased revenue collection from current and future sources.
- (c) In long term strategy the following recommendations are suggested-

(4) In view of following problems BRTC may be converted into a limited company-

- (i) Pay scale is determined by the Government and it is uniform for all sector corporations. But working system of all corporations are not same.
- (ii) It is difficult to introduce hire and fire system in sector corporations.
- (iii) It is difficult to introduce system of reward and punishment. Everything is settled by bureaucratic procedures.
- (iv) Due to rigid uniformity of pay and allowances the talented and committed are lumped with alienated and under achiever. Promotion to the next higher grade are as a rule based upon seniority cum merit.

(5) If BRTC is converted into a company it will enjoy greater autonomy and flexibility in taking decisions. It can recruit good people and it can also lay off bad people. It can also hire professional and experienced people from market at higher salary. Professional people can be hired on contract basis on fixed term of period. They can be laid off when their service are not required. Fund can be raised from the market to solve liquidity problem. It will also reduce their dependency on Government.

(d) Ministries are the controlling authorities of the sector corporations. Ministry remains busy with unproductive file works. Delay in taking decision is a normal feature. Very lften proposals from the field organisations are returned with quarries, raised not once but in instalments. Files will move from section assistants to the Minister in a slow pace unless pursued.

Ministry of Communications is the Line Ministry of BRTC. Ministry remains busy with bigger organisations like Roads and Highways Departments, Railways & BRTA. Little attention is given to BRTC. BRTC accumulated a loss of Tk. 2952.90 million over a period of 38 years but it escaped the attention of Ministry. There is no evidence that Ministry has

ever reprimanded BRTC, for this accumulated loss. To overcome this problem, a separate Ministry/Commission/Bureau may be established with BRTC, WASA, DESA, REB & other sector corporations providing utility services. In Malaysia the Ministry of Public Enterprises (MPE) has been established to co-ordinate and monitor the Public sector enterprises. The proposed Ministry can work as a focal point for the sector corporations in Bangladesh. The responsibility of the proposed Ministry/Commission/Bureau would be (i) to provide guidance to the State owned or public enterprises. (ii) monitor and co-ordinate the performance of public enterprise in respect of policy and programme. (iii) undertake policy analysis, (iv) introduce policy changes, when necessary, (v) assist the public enterprise in providing professional services (vi) maintain management information system for evaluating the performance of public enterprise.

- (e) An environment is to be created to depoliticised the public sector corporations. Care should be taken to select right person as chief executive on the basis of competence and not on the basis of political loyalty and the chief executive will be removed for failure in discharging responsibilities and duties. Care should also be taken to appoint Board Directors on the basis of competence. The Directors should be chosen only on the basis of knowledge and the experience.
- (f) The state enterprise will prepare annual budget and annual work plan. Close monitoring and supervision is to be made whether the sector corporations are working in a accordance with the work plans and budgetary allocation.
- (g) Enforcing accountability is crucial for good performance for sector corporations. Accountability can be enforced in the matrix of-
  - (i) Managerial accountability
  - (ii) Process/efficiency accountability
  - (iii) Programme/effectiveness accountability.

Managerial accountability is to be established for carrying out agreed task according to agreed criteria of performance. Fiscal accountability is to be ensured so that money has been spent as agreed according to the agreed rules.



Process/efficiency accountability is to be ensured so that a given course of action has been carried out, and that value of money has been achieved in the use of resources.

Programme/effectiveness accountability is about making sure that a given course of action or investment of resources has achieved its intended result.

**12. Unification of the Bangladesh Service Rules and Fundamental Rules in the present Context- A Step to achieve expected reforms and better efficiency in Government- by Mr. M. M. Al-Faruque, Joint Secretary**

A. 1. Leave Rules should be stream lined. At present 1 day average pay leave for 11 days service  $\frac{1}{2}$  day average pay leave for 12 days service we can convert  $3\frac{1}{2}$  day leave on average pay ( or last pay) for 30 days service.

The E/L may be granted by the controlling officer.

B. Female Govt. Servant should be allowed Maternity Leave for period of 3 month irrespective of length of service and date of confinement these leave should be given twice in the life time of service. No substitute should be posted.

**C. Discipline Case :**

Authority should carefully deal with the Departmental cases. I.O. should be properly trained. Govt. should allow the accused to be assisted by his friends/relatives in the hearing of D.P. cases.

D. Govt. should setup a cell to up date these Rules, Act/ordinance and compile the same and publish regularly.

**13. Reorganisation of Disaster Management Bureau- by Mr. Khabir Uddin Ahmed, Director(Joint Secretary), Disaster Management Bureau Under The Ministry of Disaster Management & Relief Govt. of the People's Republic of Bangladesh.**

- (1) Government should transfer Disaster Management Bureau to revenue budget and make it a permanent organisation on completion of the implementation of the project "Support to comprehensive Disaster Management". The decision in this respect may be taken well ahead in order to create confidence in the mind of officers and staff recruited by DMB so that they do not feel tempted to leave DMB when they better opportunities elsewhere. The mid-term evaluation of the project is going on and it is high time to take decision on the issue just on receipt of the Evaluation Report.
- (2) In case the date for completion of the Project is extended for another year, the GOB fund allocation should be revised and sufficient fund should be placed with DMB to meet various expenditures necessary for smooth running of DMB.
- (3) Once GOB fund allocation revised and sufficient fund placed with DMB, suitable and spacious accommodation may be hire pending selection of site and construction of building for permanent office.

Alternatively, Multi-storied building may be constructed on the abandoned house where the DMB is accommodated at present.

- (4) All vacant posts including the post of Accounts officer should be filled up immediately. One Technical man should be recruited as Director (MIM) with attractive salary. Provision for attractive salary should be made. Sanction to the post of three UDAs should be given for better office management and a few post of essential hands like motor cycle riders and guards should be created and filled up immediately. Steps should be taken to man DMB with its own personnel.
- (5) The Director General who is the National Project Director (NPD) should not be transferred frequently. He should be kept in the DMB at least for three years if not more, similarly the officers who are trained abroad with the project. Aid money should not be transferred elsewhere and government should make a bar in this regard.
- (6) With the increase of GOB fund allocation, installation of electric fittings, generator, Air-coolers, Computers, E-mail Connection etc. should be completed in the existing accommodation if no other suitable accommodation is available right at this moment.

- (7) The DMB should have fax connection with Gos and NGOs dealing with disaster. It should have fax connection with all divisional commissioners and Deputy Commissioners & TNOs who are directly concerned with Disaster Management. The DG (DMB) should have an ISD telephone & mobile phone for communication home and abroad when necessary.
- (8) The problem of location of the EOC (Emergency Operation Center) may be solved if the offices of Ministry of Disaster Management & Relief (MDMR), Disaster Management Bureau (DMB) & Directorate of Relief & Rehabilitation (DRR) can be accommodated in a single complex. During the last tripartite meeting held in the MDMR, the officials of UNOPS raised this issue and stressed on the need of such a complex for better disaster management.
- (9) At present six Zonal Disaster Preparedness Specialists (ZDPS) are working in six disaster prone zones of the country. These ZDPS can not play effective role because of shortage of Logistics support. They have no transport for their movement. They have neither computer nor typist nor supporting hands. They have no contingency to entertain the people who attend his meeting on their request. The ZDPS should immediately be supplied with logistics & contingency fund so as to enable the ZDPS to discharge their duties effectively. The field activities of the ZDPS need to be closely monitored and supervised to make them accountable and answerable.
- (10) The DMB is being accused of playing no active role during the real crisis or Disaster. Even the Donor Agencies in Bangladesh are also critical of the present role of DMB. DMB was created out of the new concept of Disaster Management which includes minimisation of loss of life and property through pre-disaster activities like prevention, mitigation and preparedness. But DMB has not been given any positive role to play during disaster. Government must redefine the role of DMB with sufficient resources so that it can fulfil the hopes and aspiration of the common man.
- (11) In case of extension of the project for a further period of one year, the ProDoc & TAPP shall have to be revised and re-approved. During revision a provision should be made to create an engineering unit with DMB to assess the needs and construct a few shelters with access roads out of project Aid money likely to remain unspent. This new dimension will create and enthusiasm and interest among the people at grass-root level and the role of

DMB will look more transparent & positive. The creation of Engineering unit may be an extra burden on GOB, but it will yield good result, I am sure.

- (12) Government must ensure that all important plans are prepared & executed in disaster prone areas with the prior consent of DMB. This will enhance the importance of DMB and at the same time ensure sustainable development in the vulnerable areas.
- (13) The co-ordinating and monitoring role of DMB must be strengthened. The Director General (DMB) must develop personal relationship with Gos and NGOs dealing with disaster. Mere directive from the PM's office is not enough. Personal initiative and contact can improve the situation. At the same time the govt. must be committed and strongly determined to see that the DMB can play its. Co-ordinating and monitoring role effectively. For this govt. must devise ways & means. Where there is will there is way. Disaster issues get less priority during normal time. But government should attach constant priority to disaster which is a part of our life. Government should be sincere to give enough authority to DMB to bridge between the Gos and NGOs.

**14. "The Department of Social Services: It's Problems and Necessary Reforms to Make it More Effective"- by Mr. Md. Zahir Uddin Bhuiyan, Joint Secretary, Ministry of Social Welfare, Government of the People's Republic of Bangladesh.**

- (1) Inter-Ministerial/Departmental coordination and linkage between the MSW/Department of Social Services and other Ministries/ Departments and NGOs need to be strengthened as most of its programmes are related with other Ministries/Departments, such as Health, Education etc.
- (2) Formulate and enact a National Social Welfare Policy which will integrate/incorporate equity and equality measures for the disabled, distressed and disadvantaged women, girls and children in specific and the disadvantaged segment of population in general, taking into account of their interests, needs and priorities.

- (3) A computerized Data Bank should be located at Head Quarter of the DSS and its branches should be at all the district Head Quarters. The Data Banks will exchange their Data's for better performance.
- (4) Improve working facilities for women staff at Head Quarter, Districts, Thana and Union level. Provide support to women victims of violence with linkages within the existing programmes.
- (5) Provide Human Resources Envelopment training particularly project activities, conceptual skill, technical skills, gender and human rights to the staff of the DSS as well as to the beneficiaries.
- (6) Adequate staff and transport facilities at field level offices be ensured.
- (7) Take steps to enact necessary laws, ordinances, rules etc. and modify, simplify existing rules and procedures, specially relating to orphans, baby homes, destitute, disabled etc.
- (8) Proper survey of target groups (i.e. badgers, disabled, orphans, destitutewomen etc.) should be conducted regularly.
- (9) For public awareness, the activities of the DSS should be regularly broadcast in the BTV and Radio Bangladesh.
- (10) Develop and strengthen the monitoring and evaluation system by establishing Management Information System (MIS) cell. For better monitoring of the works at field level a small Monitoring Cell may be established with appropriate staff in Head Quarter of the Department. This cell must visit the field as well as the Head Quarter offices to ensure policy implementation.
- (11) Amend functions and regulations of the DSS relating to its existing activities that are feasible to the competencies of the Department.
- (12) Strengthen programmes for the rehabilitation of vagrants, orphans, disabled, sex workers etc.
- (13) Beneficiaries participation at all stages of the project must be ensured.

- (14) Trade union leaders should be involved in all policy decisions, so that they may feel themselves involved in all policy decisions, so that they may feel themselves involved in all activities of the Department.
- (15) An independent Audit Cell should be established in the Department for regular auditing of all expenditures both at Head Quarter and field offices.
- (16) Corruption should be stopped with strong hand and exemplary punishment should be given to the criminals. In that case trade union leaders may be kept involved in policy decisions.
- (17) Honest, efficient and active officers and staff may be patronized by giving rewards like extra increment/execrated promotion etc.

**15. Institutionalisation of Democracy in Bangladesh: Role of Voter ID Card- by Mr. Mosharof Hossain, Joint Secretary, Election Commission Secretariat.**

- 1. For institutionalisation of democracy basic education for all is a must. Voters can better learn to choose their leaders when they are educated. Otherwise they will be cowed down and gained over by the opportunists.
- 2. Government should enact “campaign finance regulations” immediately so that, money cannot play a pivotal role to win an election.
- 3. Time has come to check the muscle powers, stop hooligans to use sticks and bullets and take over the voting centers keeping the innocent voters captives. If the law and order situation doesn't improve and be effective, only the slogan of democracy will go in vain.
- 4. Code of conducts framed by the Election Commission are not being followed by the candidates, agents and party leaders which should be ensured.

5. Since the government identified and decided to use voter ID Card in multipurpose areas a space for compulsory thumb impression of the voter on the ID Card will be useful to counteract false voting, rigging and crime detection.
6. Government may consider and make arrangements for bringing this ID Card project into a regular revenue budget of the Election Commission Secretariat. Because everyday, thousands of voters are attaining 18 years of age and there should be continuous opportunity for issuing ID Cards to the burgeoning voters.
7. To oversee and point out irregularities local election observers like FEMA, Democracy Watch and foreign election observers can play a vital role. Election Commission should encourage, help and string-then their activities to ensure transparency in elections.
8. Training of polling personnel and agents of the candidates to be made compulsory for conducting fair elections.
9. Complete impartiality of the concerned election officials engaged in election process should be ensured.
10. Effective and close monitoring system should be devised on the election expenditures of the candidates.
11. Mass media should be effectively and maximally used to establish and disseminate democratic values in an impartial way.
12. Alternatives can be considered, in all elections as has been done in the Parliament election by Caretaker Government.

**16. Bureau of Manpower, Employment and Training (BMET): It's Administration/Activities and Reforms- by Mr. Md. Daliluddin Mondal, Joint Secretary, Ministry of Labour and Employment, Government of the People's Republic of Bangladesh.**

- (1) Adequate measures should be taken to stop emigrations of our nationals to foreign countries with forged passports/passport with changed names. In order to prevent this practice it has to be ensured to check passports at the airport thoroughly, if possible, through computer.
- (2) Regular publicity is necessary to create awareness among overseas job seekers about consequences of illegal entries into foreign lands. Immigration departments of those country are equipped with modern system to detect re-entries within certain periods of cancellation of residence permits or any type of forgeries in passports through preservation of finger prints.
- (3) Selection of recruits must be specific as required by the sponsors. The sponsors wherever possible, should be motivated to recruits workers from Bangladesh in their presence through their own representatives for right selections for ensuring skill levels and experience, etc. of candidates selected by different recruiting agencies, there should be through screening and tests by our competent authorities .
- (4) To administer deternet punishment on the inhuman cheat and fraud the act of cheating in the name of foreign employment should be inserted as a prejudicial act in the schedule of the special Power Act-1974.
- (5) To ensure quality and timely supply of manpower, a reserve pool of semi-skilled, skilled and technical personnel may be created through trade testing of each individual. Such persons may be asked to undertake training of spoken English/local language (better Arabic Languages as the Arabic Speaking contains top of list of our manpower recruiting countries.
- (6) It has to be ensured that the Bangladesh before their departure from Bangladesh keep their employment contracts and copies of their Passports with them so that they can produce the same before the Labour Attaches or



to any authority in case of any problems that may arise relating to their service.

- (7) Ways and means may be devised for quick solutions of the problems of Bangladeshis working abroad in respect of their Complaints regarding safety and security of the members of their families and that of properties in Bangladesh.
- (8) Our heads of State Government, Ministers and other dignitaries should pay visits to manpower recruiting countries and invite their counterparts (as frequently as possible) to visit Bangladesh which will definitely have a positive impact on our manpower export to a great extent.
- (9) There is need of formulate a clear & concise policy to promote and regulate overseas employment of Bangladesh and to deal with all aspects of emigration in the context of the manpower situation and training needs within the country and in relation to overseas labour market conditions & trends.
- (10) Some other proposals may be adopted for decentralization of administrative and financial power to facilitate the functions of the BMET.
- (11) BMET may be engaged in exporting manpower through its own structure to eradicate the problems in this sector.
- (12) An expansion of the BMET is needed by creating them more posts of Directors viz. Director (Research), Director (Welfare) and Director (Planning) and a number of other officials as per requirement.
- (13) Since BMET is engaged in foreign employment processing, there is no necessity of BOESL for the similar function. So BOESL may be abolished and the foreign Employment Wing of BMET may strengthened.

**17. Effective Management of Board of Investment- by Mr. Khandaker Abdur Rahman, Member, Executive Council Board of Investment, Prime Minister's Office, Dhaka, Bangladesh.**

Following reforms are suggested for effective management of BOI:

- (1) To improve image of Bangladesh, seminars and meetings both inside and outside the country to be increased. All our missions are to be given targeted task with appropriate training in this respect.
- (2) In BOI a procedure to be evolved to measure amount of work done by individual and a target to be fixed.
- (3) On the basis of workload, manpower to be rationalized.
- (4) Rule of law to be strictly followed without any violation and discriminatory decision. All discretionary powers to be curtailed.
- (5) The registration letter issued by BOI to any industrial unit should contain the following information:
  - (a) Minimum land requirement for the project.
  - (b) Number of foreign employees required, if any, with minimum qualification and experience.
  - (c) Terms and conditions of remittance of royalty, technical know-how fees and technical assistance fees, foreign bank loan. (where applicable)
  - (d) Lists of capital machinery, accessories, spare parts and raw materials, which requires to be imported.
  - (e) List of locally procured goods.
- (6) The registration letter should be treated as the approval of BOI for all-purpose. No separate approval / registration / recommendation should be issued for allotment of land, work permits, remittance of loyalty, technical know-how fees, technical assistance fees, foreign bank loan etc. This will help to remove regulatory perception of BOI and duplication of work.

- (7) To control corruption and misuse government involvement should be reduced. Government servant should not be provided with government cars, instead they should be encouraged to buy cars under an insurance scheme on installation payment basis. Those who own cars will get car allowances.
- (8) Once a registration is given to a proposed or existing industrial unit it should be treated as an approval of government and all organizations must extend all possible assistance on top priority basis to implement the investment. A law should be enacted in this respect and a unit should be established in BOI responsible for conducting assessments of difficulties faced by BOI sponsored investments units with reports to be submitted to Executive Chairman of BOI. Who in turns will place the issue to board meetings headed by the Prime Minister for redress.
- (9) The problem of working condition should be removed by housing the office of BOI in a suitable building. Preferably of its own.
- (10) The problem of motivation may be solved by sending Muslim government servants to tabling Jamat, a non-political motivation institution.
- (11) The Executive Chairman of BOI should be made responsible for achieving target, efficient and effective management of BOI. He should also be given full authority to exercise his powers within budgetary and organizational limits. He should be given authority to hire and fire of any personnel to his choice to fulfill his commitments.
- (12) The high level positions of BOI should be filled up on contract basis, initially for small period but extendable on good performance.

**18. Strengthening the DWA: Waiting for a Jump- by Mr. Md. Ashraf Ali, Joint Secretary, Ministry of Establishment**

**Planing:**

- i. DWA should prepare a consolidated annual workplan outlining its activities whether it is implemented through the project or regular activities.
- ii. DWA HQ and field staff should be trained on standard planning procedures (such as SWOT) so that their skills are enhanced and are visionary.
- iii. Mechanism for reviewing annual workplan on a quarterly basis should be developed and reularized by the PPEA section.
- iv. Computer based wo4rkplan monitoring system should be developed.
- v. A process for bottom-up participatory planning should be developed and field tested in some selected districts.
- vi. Training should be provided to all relevant officials and staff at the district/thana level. Most importantly, there should be a follow up and provision for utilization of the training received.

**Staffing:**

- i. Existing job descriptions of the different Sections of DWA and those of the individual officers manning those Sections should be thoroughly reviewed and improvement suggested. This will facilitate development of a scientific manpower recruitsdment policy defining career prospects for the prospective new entrants.
- ii. Both the District/Thana offices need to be adequately staffed to perform the functions effectively and efficiently. This is an urgent necessity in view of the challenging tasks put forward to the MWCA in implementing the government policies with regard to women's development.
- iii. Its is recommended that all vacant posts at the district / thana offices together with the post of Trade Instructors at the thana level should be filled

up with experienced / skilled trainers to conduct the training programs in an appropriate and efficient manner.

### **Coordination:**

- i. The coordination meetings at DWA should better be utilized to explore and identify areas of inter-departmental coordination so that activities are coordinated, resources are utilized optimally and finally interventions become more effective.
- ii. The coordination mechanism should be used to achieve 100% integration of all staff in the Department and also to attain their full commitment to achieve the mandate with which the Department was established.
- iii. The monthly coordination meeting should also be used as a forum to effect horizontal integration of all projects to avoid overlap and consequent wastage of resources.
- iv. A growing number of NGOs and Samities are registered through D&TWAOs to extend services beyond than level. To utilize this golden opportunity effectively, necessary guideline on WID policies, programmes, implementation mechanisms, monitoring and reporting requirements may be supplied to these NGOs and samities.

### **Training within and outside the country:**

- i. Training need assessment should be conducted to design a comprehensive training plan. A guideline for need assessment need to be prepared outlining procedures and methodology.
- ii. Training activities should be designed giving due consideration to the job descriptions of the prospective trainers. This way, the training will help enhance staff efficiency.

- iii. To avoid repeated training of the same personnel, an inventory of training should be prepared indicating names of the persons trained and programs they attended.

**The path to reform at the DWA:**

- i. Make all official papers open to all.
- ii. Access to information should be established.
- iii. Reform the administration.
- iv. Open promotion for officers and staff of the DWA.
- v. Enhance budget of DWA.
- vi. Transparency and efficiency of the administration.
- vii. Approval of new recruitment rule.
- viii. Approval of seniority list of officers.

**19. Reforms in District Administration-By Mr. Muhammad Abdus Satter, Joint Secretary.**

**Suggested Reforms:**

- (1) The post of revenue officials like Asstt. Tahsildars, Tahsildars and chainman should be filled up with technical personnels. Arrangement should be made for imparting training to existing staff. One third of the posts of the chainmen may be reduced.
- (2) Asstt. Commissioners having law and Survey & settlement training in addition to foundation training should be posted as Asstt. Commissioner(Land)
- (3) Officer-in-charge of Revenue Munshikhana in the district office should be appointed from among the AC(Land) preferably with magisterial background.
- (4) AC (Land) may be vested with the powers under PDR Act, 1913 and land Acquisition Act. 1982. to discharge the functions of certificate officer and land Acquisition officer.

- (5) A cadre of law officer having law degree may be created to represent government in the civil courts.
- (6) Each cognizance court may be earmarked for each magistrate having the power to take cognizance of offences.
- (7) In the interest of decentralisation of criminal justice the post of circle Magistracy may be created with a Sr. Magistrate as head and two/three magistrates to assist him. CMA will discharge the functions of the defunct Sub-divisional magistrate. This can be done with the existing manpower and facilities.
- (8) DM shall hold monthly judicial meeting, police-magistracy meeting regularly to review the criminal administration of the district and ensure speedy disposal of cases.
- (9) Attendance of police in the law and order committee meeting and police-magistracy meeting should be ensured. Except in unavoidable circumstances SP should attend such meeting personally.
- (10) DM. should inspect the police stations (thana) and Jail as per set standard of the cabinet Division and provisions of PRB. He should inspect at least one thana monthly and among other things shall review the law & order situation.
- (11) Jail inspection Board should be re-organized. Representatives ATV's of the major political parties should be include in the Board as member.
- (12) Representatives of political parties having representation the parliament in may be included in the District law & order committee.
- (13) DM should inspect courts periodically. The spirit of inspection should not be to harass the magistrate but to identify the defects for rectification.
- (14) In the interest of speed disposal of cases one third of the strength of magistrates in the district should be earmarked for judicial works exclusively.
- (15) The existing three Nezarat sections like Nezarat (Gen), Nezarat (SA) and Nezarat (LA) having similar nature of word should be amalgamated into one

section NDC should discharge all functions under the supervision of ADC(Gen). In this case restructuring will be necessary. It will reduce the number of clerical and ministerial staff to a great extent and thus minimise the cost of administration.

- (16) DC should be exempted from receiving and bidding farewell to the VIPs and other dignitaries at the arrival and departure points. This protocol duty should be done by a protocol officer to be appointed by the government in each district. DC will of course, give a courtesy call to the VIPs/ dignitaries at circuit House. He will act as protocol officer in case of tour of VVIPs in his district.
- (17) DC should ensure security of the government treasury in consultation with the SP One stop service may be introduced in the treasury.
- (18) The TNO may be empowered to issue and renew licence for traditional arms like SBBL, DBBL, shot gun etc.
- (19) Record Rooms should be renovated, and reshuffled. Micro-film may be prepared of the important and valuable records may be prepared for preservation. Strict security measures should be taken to handle the documents.
- (20) List of suspected smugglers may be made with the help of different government intelligence agencies and political leasers of the district and their movements should be watched.
- (21) DC should ensure supervision and control of his office as the office TNO through periodical inspections and visits. This will also ensure accountability of the officers and staff.
- (22) Copies of proceedings of different meeting and inspection reports needs not be sent to different ministries/Divisions and departments. Only those points/issues which require the immediate attention and instruction of the government may be sent in brief.
- (23) Delegation of power should be made at every level of DC's officer and this will ensure transparency and accountability and ultimately expedite disposal of files.



- (24) As DC has been proved as a successful Disaster manager, he should be given a revolving stock of 100 MT. food grains and taka one lac to meet emergency.
- (25) DC should change his attitude towards other district level officers. He should act as a facilitator.
- (26) Till the Zila Parishad election is held seminar most MP of the district may be nominated to act as chairman of District Development Co-ordination committee. After the election, the elected chairman of the Zila Parishad will be the chairman of the DDC.
- (27) In the interest of peace, tranquility and development of the country DM and SP should maintain harmonious relation. They should abide by the existing laws, Rules and regulations. They should have mutual trust, respect and confidence between the DM and SP.
- (28) The officers of the District Administration should not yield to undue political pressure. They should discharge their duties impartially, judicially and objectively as per provisions of existing laws, rules and regulations.
- (29) Acts, Rules Regulations, instructions and orders under which the works of DC's office are performed should be made available to public at reasonable cost. Every section of DC's office shall maintain a board with necessary information of the section. Decision making processes should be clearly noted in the board. Monthly bulletin on the activities of DC's office may be published in the interest of efficiency and transparency.
- (30) Regular inspection and audit will establish accountability of the officers. Monitoring should be done by the Cabinet Division regularly. Parliamentary Committee for Public Accounts may call the DCs in times of necessity to ensure accountability.
- (31) Internal and external training programmes should be arranged for the officers and staff. Emphasis should be given on computer Training. Existing Type machines should be replaced by the computers.
- (32) Post of ADC (Dev & literacy) to be created for all districts in phases.

- (33) Separate Division may be created for discharging the functions of criminal investigation. General Police should be responsible for maintaining law and order only.
- (34) Prosecution by police in the Courts of Magistrates should be discontinued and they should be replaced by officers of law cadre as suggested.

**20. Cadastral Survey: Suggested Reforms- by Mr. Hafez Ahmed, Director.**

**Suggested Reforms:**

For effective, efficient, accountable and transparent cadastral survey-it is suggested that the existing cadastral survey system should be reformed and a computerised system should be introduced.

The reforms suggested in this paper include:

- (a) Process of settlement operation: For the present, there are as many as eleven stages of settlement operations. Number of stages need to be reduced. Through application of modern technologies, stages of Kistwar, Khanapuri-cum-Bhujarat can be merged and Appeal may be omitted. The stages of Kistwar, Khanapuri-cum-Bhujarat will be covered by the traverse surveyor and Data entry operator through the application of Total station and laptop computers.
- (b) Traverse survey: For traverse survey modern equipments like Total station and GPS may be introduced. Due to use of Total station/GPS the accuracy of angular measurement and liner measurement become more chitin that of optical /Digital theodolites and gaunter and engineering chains. There is no necessity of manual computation of co-ordinates. The progress of traverse will be more dynamic than that of present situation and we can easily save our valuable time and manpower. Application of these technologies will also help recording textual data.

## **Human Resource Development:**

If the land administration systems are to be improved then the first place to establish "**A Survey Training College**" with modern facilities. Human Resources should be developed through training at home and abroad.

## **Organisational Structure:**

For recognising the new tasks a modified Organisational structure is suggested below:

- (1) Director-general
- (2) Director(Administration)
- (3) Director(Surveys)
- (4) Director(Land Records)
- (5) Director(Information Technology)
- (6) Deputy Director(Surveys)
- (7) Deputy Director(Land Records)- 1 & 2
- (8) Deputy Director(Finance and Budget)
- (9) Deputy Director(Administration)
- (10) New posts of System Analyst, Programmer and Maintenance Engineer to be created
- (11) Settlement officer (Minimum 10 years experience in land administration)
- (12) Charge officers (Must have Science back ground)
- (13) Assistant Directors (Additional two posts to be created)
- (14) Assistant Commissioner (Land) will be the head of the Thana level settlement operation.

## **Legislation:**

The amendments and new legislation should include and cover the following items:

- (a) Legal status of land and property
- (b) Land tenure
- (c) Adjudication of title of land
- (d) Boundaries
- (e) Cadastral surveying
- (f) operational processes
- (g) Consolidation of land holding

- (h) The use of land including controls stemming from physical planning  
Status of evidence produced by electronic media; and
- (i) Data protection

The following law, Acts, Rules, Manuals etc. should be amended:

- (a) **The State Acquisition and Tenancy Act, 1950:** This Act was virtually enacted for the purpose of whole sale acquisition of estates of Zaminders. The provisions laid down in the Act can not meet the present needs of the society as a whole. Amendments in the Act are required to be made to encompass the new requirements.
- (b) **The Survey Act, 1975:** Very little care has been devoted to bring about any change in the Act. The provisions laid down in this Act for the purpose of Cadastral Survey need to be amended considering the changing needs of the society.
- (c) **The Survey and Settlement, 1935:** The guide lines were designed in the light of traditional methods of cadastral surveys. Modern technology has changed the picture of cadastral survey methods. New guidelines need to be framed considering the new technology. And the manuals need to be amended.
- (d) **Technical Rules, 1957:** The Technical Rules of 1957 have also been framed in the light of traditional technology. With the approach of modern technology in the cadastral survey the rules needs of the people and introduction of modern technology the rules should be amended.
- (e) **New Legislation:** New Legislation for Data protection needs to be made.
- (f) **Land Consolidation Program:** Fragmentation and sub division of land holding is one of the most typical problems in Bangladesh. Land parcels are becoming smaller everyday due to unabated population growth, land transactions and conversion of land for other usage. Land parcel should be kept under economic size. It is reported that the areas of land covered by ails (boundary) are equal to the total area of Bogra District (1492.51 Sq. miles). This is a major problem in Bangladesh. To keep the land parcel into a economic size by way of land consolidation program a new legislation is needed. For this purpose, land owners must be motivated and public awareness through meeting, media, news-

paper, publicity should be created. Consolidation of land holding in to an economic size will help to increase the agricultural production.

**(g) Fund:** A considerable amount of fund is required to meet the initial cost of procurement of modern equipment and introduction of computerized system. Provisions for fund allocation are required to be arranged and made. Government may approach International funding Agencies like ADB, World Bank etc.

**(h) Political Commitment:** Modernization of Cadstral surveys needs fund. It also needs changes in the organizational setup, changes in laws, acts, rules, regulations etc. New Land Policy is also required to be made. These sorts of fundamental changes can not be initiated and made without firm political support and commitment.

### **Institutional/Organisational:**

Institutional/Organisational development in the land sector specially in the DLRS needs to be carried out in the light of the saying, "Management by Objectives" Development should also be formulated giving due consideration on modern technology.

### **Ineffective management:**

The possibilities of improvement of management include:

- Providing Training and recognition
  - Fostering teamwork
  - Establishing performance measurement
  - Re-designing jobs
  - Redistributing work
  - Changing the levels or units
- **Bureaucratic regulations and procedures:** Performance in the public sector suffers due to red-tapism. It should be resolved through changes in the existing procedures.
  - **Lack of political commitment:** Planning and development activities suffer for want of political support and political commitment. Political support and

commitment are essential for proper planning and development. This should be ensured.

### **Modernisation of Cadastral Survey:**

Emphasis should be given on the following aspects for modernisation of Cadastral Survey:

- a. Technology
- b. People
- c. Data
- d. Functioning

**21. Making Deputy Secretary/Senior Assistant Secretary (with 10 years of service) as the Head of the Section: Reducing one Tier of Administrative Hierarchy in the Secretariat. - by Mr. Md. Momin Ullah Patwary, B.P., Director General.**

### **Suggested Reforms:**

At present the sanction strength of Assistant Secretary/Sr. Assistant Secretary working as Head of the Section in all the Ministries is 702 and Deputy Secretary working above them is 264. If by reducing 1 tier, all the sections are manned by Deputy Secretary/Sr. Assistant Secretary (with 10 years of service) the followings might result:

- a. The Sections will have to be reorganized with the supporting staff of one P.O, One A.O and One MLSS.
- b. About 264 existing post of Assistant Secretaries and equal number of posts of steno typist and MLSS will apparently render surplus.
- c. In such arrangement the posting of departmentally promoted Assistant Secretaries may be seen as a problem. This problem can, however, be solved by taking 70 post (10% of 702) from 264 surplus Assistant secretaries and posting them in each Ministry in the Non-policy making position like Assistant Secretary (Accounts) Assistant Secretary (Welfare & Protocol) etc. They will get the support of one Steno typist and one MLSS.

- d. Arrangements stated above will render net surplus of 194 Assistant Secretaries at equal number of Steno typist and MLSS resulting savings of huge amount Government Money.
- e. The surplus officers and staff may either be posted in the field offices or adjusted otherwise against the existing vacancies.
- f. Scope of promotion to the rank of Deputy Secretary will widen. This will remove frustration of many Sr. Assistant Secretaries who are serving in same rank for about 14/15 years. Such promotion will not involve any financial cost as more than one thousand Sr. Assistant Secretaries are now getting their salary in the scale of the Deputy Secretary.
- g. Scope of promotion of the steno typist to the post of P.O will also widen.
- h. The quality of decision making on different issues will improve because of initiation of notes by field experienced officers.
- i. Due to the reduction of one tier, complaints of delay and consequently corruption towards the disposal of files will reduce.
- j. The working environment in the Secretariat will improve.

**22. Performance Measurement- by Mr. Shah I. Mujtaba, Captain, Bangladesh NAVY.**

- a. The disaster-prone areas of the country spread over a number of districts and divisions with separate district administrations. While different Govt. organisations and agencies may continue to do specific jobs in specific areas to counter a particular type of disaster, Naval commanders at Chittagong and Khulna may be given the task of overall co-ordination of the coastal disaster management efforts within respective areas.
- b. The water around the thickly populated offshore islands may be chartered on priority basis. A new hydrography ship may be procured for BN on priority basis for the newly activated BN hydrography and survey department.

- c. Necessary jetties, roads, kill as and cyclone shelters cum schools, etc. may be built in the offshore islands on priority basis.
- d. Ministry of Relief and Rehabilitation may procure a few Landing Ship Tanks (LST)/Landing Ship Utilities(LSU), Landing Craft Tanks (LCT) and Landing Craft Air Cushions (LCAC) for use in a future disaster scenario. Bangladesh Navy may act as custodian as well as operator cum maintainer of these vessels. Necessary maintenance budget may also be made available to BN for proper maintenance of these craft.
- e. Search and rescue capability of BN may be enhanced through introduction of shore based surveillance aircraft, Search and Rescue helicopters as well as modern ships with helicopter operation capability.
- f. Cost Guard may be provided with necessary ships so as to share the responsibility of disaster management in offshore islands with BN.
- g. Compliance of harbour instructions by all concerned in case of future cyclone warnings may be ensured by Chittagong Port Authority i.e. no merchant ships may allowed to remain in harbour after issuance of a danger signal warning of a cyclone.
- h. All ship repairing facilities available in the country may accord priority to repairing of naval ships in a post-disaster scenario.
- i. Adequate stock of relief materials may be maintained at all times, specifically at Chittagong and Khulna under the supervision of respective Naval commanders.
- j. General awareness of people regarding cyclone warning may be increased through TV-talks and publicity/propaganda by the volunteers of the CPP programme. BN may also contribute in the process by increasing the awareness of the inhabitants of the offshore islands through organising meetings during their visits to the islands.
- k. To ensure rendering of good quality services, only experienced, hard working and dedicated officers with lot of leadership qualities may be deputed as contingent commanders.



- l. Endeavours be made to keep 75% of the BN ships fully operational at any time to face a sudden disaster. This will require enhanced budgetary support from the government for replacing some of the aging BN ships.
- m. Comments and suggestions of the islanders and members of the contingent may be taken in to cognizance for improvement of the services by BN.

Bangladesh Public Administration Training Centre  
Savar, Dhaka.

Twenty- Eighth Senior Staff Course  
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Sl.	Name & Designation	Topics	Name of the Chairperson and Evaluator
1.	A.M.Abdul Jabbar Director General	Directorate of Relief and Rehabilitation-Its working pattern and need for necessary changes	Md. Anisur Rahman, Secty. IMED Md. Sikander Ali Mondal, MDS
2.	Khan Mezbahur Rahman Joint Secretary	Strengthening of Parliament Secretariat- Reorganisation of Law Wing.	Ditto
3.	Abdul Quddus Joint Secretary	Reorganisation of Ministry of Science and Technology Specially the Technology Wing of the Ministry	Ditto
4.	Md. Momenul Haque Director	Making Bureau of Anti-Corruption more effective : Suggested Reforms.	Md. Anisur Rahman Md. Tofazzel Hossain, MDS
5.	A.K.Shamsul Haq Joint Secretary	Dhaka Metropolitan ;Magistracy: A Total Review & Suggested Reforms	Md. Azizur Rahman Addl. Secty. M/o Estb. Md. Tofazzel Hossain, MDS
6.	Md. Nazrul Islam Joint Secretary	Administrative Reforms in BCIC for Improvement of its efficiency	Md. Azizur Rahman Golam Mostakim
7.	Md. Ashraf Joint Secretary	Critical Analysis of the Health & Population Sector Programme	Md. Azizur Rahman Md. Sikander Ali Mondal
8.	Zulfiqar Haidar Chaudhury Managing Director	Bangladesh Shipping Corporation: Management, Operation and reforms for improvement	Md. Azizur Rahman Addl. Secty. Md. Sikander Ali Mondal, MDS
9.	Md. Nurul Amin Patwary Director	Bangladesh Small and Cottage Industriess Corporation: An Overview and some Reforms	Md. Waliul Islam Former Secretary Sikander Ali Mondal
10.	Md. Nuruzzaman Miah Joint Secretary	Administrative Reforms in BCIC for Improvement of its efficiency	Ditto

11.	Md. Azmal Chawdhury Chairman	Administrative Reforms in BRTC	Md. Waliul Islam Former Secretary Dr. Mir Obaidur Rahman
12.	M.M Al-Faruq Joint Secretary	Unification of the Bangladesh Service Rules and Fundamental rules in the present Context- A step to achieve expected reforms and better efficiency in Government	Md. Aminul Islam Member, PARC Md. Sikander Ali Mondal
13.	Khabir Uddin Ahmed Director	Reorganisation of Disaster Management Bureau	Md. Aminul Islam Md. Rizwan Khair Deputy Director
14.	Md. Zhir Uddin Bhuiya Joint Secretary	Directorate of Social Services: Its problems and necessary reforms to make it more effective	Md. Aminul Islam Md. Sikander Ali Mondal
15.	Mosharrof Hossain Joint Secretary	Institutionalisation of Democracy in kBangladesh: Role of Voter ID Card	Md. Helal Uddin Khan Addl. Secty. Edlection Commission Md. Abdul Matin Director
16.	Md. Daliluddin Mandal Joint Secretary	Bureau of Manpower, Employment and Training(BMET) : Its Administration, Activities and Reforms	Md. Helal Uddin Khan Md. Shirajul Islam Director
17.	Khandaker Abdur Rahman Member, Executive Council	Effective Management of Board of Investment	Dr. Shah Md. Farid Secretary, M/o Estab. Md. Sikander Ali Mondal
18.	Md. Ashraf Ali Joint Secretary	Strengthening of Department of Women Affairs	Dr. Shah Md. Farid Mrs. Ayesha Azim Director
19.	Shah Itrat Mujtaba Cadptain	Role of NAVY in Disaster Management	Dr. Shah Md. Farid Md. Rizwan Khair
20.	Md. Abdus Satter Joint Secretary	Reforms in District Administration	Md. Waliul Islam Syed Naquib Muslim Director
21.	Hafez Ahmed Director, Survey	Cadastral Survey: Suggested Reforms	Md. Helal Uddin Khan Md. Sikander Ali Mondal
22.	Md. Momin Ullah Patwary, BP, Director General, PMO	Making Deputy Secretary/Senior Assistant Secretary(with 10 years of service) as Section Head in the Ministry	Dr. Shah Md. Farid Syed Naquib Muslim