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The Role of BPATC in Administrative Reforms: A Study

Golam Mostakim
Deputy Secretary (Project Director)

Bangladesh Public Administration Training Centre
Savar, Dhaka.

Contents

Chapter 1

	Page
1. Introduction	1
2. Aims and Objectives of the Study	7
3. Research Methodology	8
4. Scope of the Study	8
5. Rationale of the Study	9
6. Beneficiaries of the Study	9

Chapter 2

7. Public Administration in Bangladesh	10
8. Administrative reforms in Bangladesh	11
9. Some Suggestions for Administrative reforms in Bangladesh by the BPATC trainee officers.	12

Chapter 3

10. Literature review on best practice in recruitment	19
11. Problems for Administrative reforms	20

Chapter 4

12. Suggestions and recommendations	21
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Chapter 5

13. Conclusion	23
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Chapter 6

14. Annexe	24
15. Bibliography	31

Preface

Bangladesh has inherited the colonial system of administration from the British India and Pakistan. Bangladesh was a part of Pakistan and this country gained independence in 1971 through a fierce War of Liberation in 1971.

In a developing country like Bangladesh the citizens hope that the State will provide with basic services for them. But needless to say that the hopes of citizens are shattered and obviously with reasons. Bureaucracy that is general administration is to blame. So, the need for reforms in Administration comes.

Since independence in 1971 as many as 16 high powered Commissions/Committees were set up to suggest the government that some of the administrative measures suggested may kindly be considered by the government for implementation. But the outcome is hardly encouraging. The last Public Administration Reforms Commission (PARC) submitted its report in three volumes to the Hon'ble Prime Minister with suggestions for hundreds of reformative measures. But only or two suggestions have been considered by the government for implementation. This shows the clear picture of Administrative Reforms in Bangladesh.

I am grateful to Mr. Mosharaf Hossain, MDS (Research and Consistency) who has been very nice and kind to me. Because submission of the research report has been overdue. Mr. Md. Monjurul Haque, Deputy Director (Research) and SM. Zobaer Enamul Karim, Senior Research Officer have been very helpful to me in many ways. I thank for their kindness and patience shown to me.

Mr. Dhirendra Chandra Das and Mrs. Shahidun Nahar Mirza have taken pains in computing my report in so short a time. As usual my wife Sanchita Mostakim has been a continuous source of inspiration for me in finishing this research report.

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Golam Mostakim
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Role of Bangladesh Public Administration Training Centre in
Administrative Reforms : A Study

Golam Mostakim

Deputy Secretary

Introduction :

In popular view, BPATC stands for an institution that imparts training to young officers of BCS cadres, that is, upcoming bureaucrats of the country, and its focus is confined to the government administrative aspects only. In reality it is a vast institution with multifarious activities.

The Bangladesh Public Administration Training Centre (BPATC) was established in 1984 by a law which made the centre a statutory body. It was created by amalgamating four previous training institutes namely, Bangladesh Administrative Staff College, National Institute of Public Administration, Civil Officers' Training Academy and Staff Training Institute. The centre was established on a new concept of training the officers of all cadres at a single campus, shifting the institute from the capital to a quieter place, establishing a forum for fostering cordiality, friendship and mutual respect among the officers and inculcating new knowledge, technology and attitude. Though a new organization, BPATC has inherited a rich legacy of managerial and administrative training in the public sector.

This is the apex training institution in public administration and development management in Bangladesh.

The centre is responsible for training of the members of the Bangladesh Civil Service, other government officials, management staff of public enterprises and support staff in the public administration system. The centre is also authorized to offer training courses for the private sector.

The centre conducts research and case studies on problems relating to administration and development issues, publishes journals, periodicals and books, and provides consultancy services to the government in the areas of administration and development.

The headquarters of the BPATC is located at Savar about 28 km north west of Dhaka city. The BPATC has four regional centres called Regional Public Administration Training Centre (RPATC), located at Dhaka, Chittagong, Rajshahi and Khulna.

Organizational Structure: The centre is headed by the Rector who is a permanent Secretary to the government.

The centre has five divisions, namely (i) Management and Public Administration, (ii) Development and Economics, (iii) Programme and Studies, (iv) Research and Consultancy and (v) Regional Centres and Development Projects.

Each division is headed by a Member Directing Staff (MDS) who is of the rank of a Joint Secretary to the government. Each division consists of a number of departments headed by a Director of the rank of a Deputy Secretary to the government. The Faculty of the centre is composed of professionals in various disciplines and members of different cadres of the Bangladesh Civil Service.

Officers of different cadres with varied field experiences are deputed to BPATC for a term of 3 years or more. These officers along with BPATC's own staff constitute the instructional staff for the training courses. Trainee officers are thus benefited from updated field situation provided by officers on deputation which is strengthened and reinforced by conceptual framework provided by the BPATC's own staff. Thus training situation of BPATC becomes a melting pot of theory and practice.

Management of the Centre : The Bangladesh Public Administration training Centre enjoys considerable financial and administrative autonomy provided by the government. The Board of Governors which is headed by a Minister gives overall policy directions to the activities of the centre. The other members of the Board are five permanent Secretaries; two vice-chancellors; Chairman of Public Administration Department of a University; Chairman, Federation of Chambers of Commerce and Industries; Commandant of the Defense Services Command and Staff College and two government nominees including a woman.

Functions of the Centre; The functions as laid down in the Ordinance of the BPATC are the following; i) to equip public and business executives of Bangladesh for their role in a dynamic and developing society; ii) to impart in-service training to persons in the service of the Republic and of local authorities; iii) to provide foundation training to the officers of various cadres of the Bangladesh Civil Service; iv) to provide foundation and refresher training to non-cadre officers of the government, v) to organize research and publication on public administration and development; vi) to advise the government on any specific problem of administration and development as and when referred to it, vii) to prescribe courses on training; viii) to distribute certificates to the trainees of the Centre; and ix) to do such other acts and things as may be considered necessary for carrying out the purposes for which the centre has been established.

Training Programmes : In accordance with the National Training Policy, the centre organizes (a) core training courses for career development and (b) short courses emphasizing skill development in specific areas.

The core courses are :

- (i) Foundation Training Course (FTC)
- (ii) Advanced Course on Administration and Development (ACAD)
- (iii) Senior Staff Course (SSC)

The Short Courses :

- (a) Human Relations Course for Police and Security Officers
- (b) Team Building Course for Field level Officers and Public Representatives
- (c) Short Administrative Management Course
- (d) Training of Trainers (TOT)
- (e) Course on Financial Rules and Discipline Course
- (f) Computer Orientation and Application Course
- (g) Research Methodology Course
- (h) Office Management Course
- (i) Public Enterprises Management Course
- (j) Disaster management Course
- (k) GO-NGO Management Relationship Course
- (l) Environmental Management Course
- (m) Gender Analysis Course
- (n) Poverty Alleviation Course

In country Orientation Course for International Agency Personnel.

Foundation Training Course; This Course, meant for the newly recruited officers of 29 cadres of the Bangladesh Civil Service, is mandatory for them. The duration of this course is four months.

However, some special foundation training courses for two months have been also organized by the centre.

Advanced Course on Administration and Development (ACAD) :

The Advanced Course on Administration and Development is for career development of mid-level government officials of the rank of Deputy Secretaries to the government and officers of the same rank working in the sector corporations. Duration of this course is three months. This includes a study tour for a maximum period of fifteen days to some neighbouring countries. But now the duration is only for two months and a half because the study tour is not arranged due to fund constraints.

Senior Staff Course : Senior level officers of the rank of Joint Secretaries to the government and their equivalent level officers from the sector corporations constitute the clientele of this course. Duration of the course is three months. This also includes a study tour abroad for a maximum period of fifteen days. But now the duration is only for two months and a half because the study tour is not arranged due to fund constraints. Each Senior Staff Course is organized around a central theme relevant to a development policy of the government.

The Regional Training Centres organize training programmes for the support staff in the public service. Tailored courses are also offered by the RPATCs. The types of courses held at RPATCs are as follows:

- (a) Office Supervisory Course
- (b) Conversion Course in Shorthand and typing
- (c) Induction Course
- (d) Special Course for Bench Clerks
- (e) Office Management Course
- (f) Maintenance of Office Equipment Course
- (g) Conduct and Discipline Course
- (h) Special Course for Tahsilders
- (i) Records Management Course
- (j) Financial Management Course
- (k) Bill Preparation and Maintenance Course
- (l) Training of Trainers (TOT) Course
- (m) Communication Course
- (n) Refresher Course
- (o) Human Relations Course.

2. Aims and Objectives of the Study.

The objectives of the study are :

- (a) to look into the present system of administration in Bangladesh
- (b) to look into the problems of present administration and what measures have been tried to solve the problems.
- (c) to look into the initiatives of the BPATC to play its role in reform measures
- (d) to offer suggestions for more effective role of BPATC with regard to Public Administration Reforms.

3. Methodology of the Study.

Personal interviews have been made with the practitioners of public administration, academicians including the officers of the PARC, Cabinet Division and Ministry of Establishment.

Questionnaires have been to collect relevant data from the officers and beneficiaries of public administration in Bangladesh.

20 representative reports of the Foundation Training Course participants and 10 seminar papers each from the participants of ACAD and SSC have been examined.

Literature review on the best and successful implementation of reform measures in a few neighboring countries has been made and compared with the same in Bangladesh.

4. Scope of the Study.

The scope of the study is limited to the present administrative system of Bangladesh along with other relevant factors hindering the reform process.

The role of BPATC in administrative reforms is being discussed along with its cooperation with the PARC and concerned Ministry/Division.

5. **Rationale of the Study**

Reform in Public Administration is a much talked issue both at home and abroad. The government is trying to bring about some tangible administrative reforms for the betterment of our people. The donor countries and other international agencies like WB, IMF and Aid Consortium are also hammering for administrative reforms. Moreover, the toiling mass of our country, NGOs and Civil Society as a whole are also demanding reforms in our administrative system. This is the demand of the day.

6. **Beneficiaries of the Study :**

The study is expected to benefit the BPATC, the PARC and the Government in the following manner:

The BPATC

a. Will help the BPATC in asserting its role in finding out some pragmatic reform measures that may prove to be useful.

b. Will help the future Course Directors of 3 core courses to organise the Field Study Programme and Seminar Paper writing in a more effective manner.

The PARC has provided inputs for finding out some immediate reform measures.

The Government

a. Will improve the Public Service if some of the proposed reform measures are kindly considered for implementation by the Government.

Chapter-2

7. Public Administration in Bangladesh

We inherited the British system of administration through British Indian Civil Service. East India Company came to India in 1601 for commercial purpose. They introduced a well-organized Covenanted Civil Service when the Company gained ruling power after defeating the last Nawab of Bengal in 1757. The East India Company ruled this country till 1857 when the power was transferred to the Crown after the great Sepoy Mutiny. It did not affect the administration much. But the Act of 1919 introducing responsible government in British Indian Provinces, effected considerably the administration in India.

In 1947 India was partitioned to two independent states namely Pakistan and India. East Bengal became a part of Pakistan and afterwards was renamed East Pakistan.

When Pakistan gained independence in 1947, parliamentary system of government was there and the Constitution came into force in 1956. But the Constitution was abrogated in October, 1958 when martial law was promulgated. The country was under martial law from 1958 to 1962. In 1962 the new Constitution came in force. But the civil administration remained more or less the same.

Administration in Bangladesh. Bangladesh gained independence through a War of Liberation in 1971. The country naturally gained the administrative system of Pakistan and the former officers of Pakistan continued their service in the new administration of Bangladesh.

The civil administration of Bangladesh was disrupted in August 1975 when the Army took over power after a bloody coup in which the then President Sheikh Mujibur Rahman was killed along with the members of his family except his two daughters as they were then abroad.

Again there was a military coup in March, 1982 and a General ruled the country for the next 9 years. He was overthrown in December 1990 by a mass upsurge and a civil government was installed in April, 1991. The present government came to power in June 1996 through an internationally recognized democratic election and the Ruling Party set 'administrative reforms' in their Election Manifesto.

8. **Administrative Reforms in Bangladesh**

From 1971 to 1996 government at different times formed 16 high-powered commissions and committees to reform the public bureaucracy. There were many recommendations but hardly any implementation of the same except the recommendations with regard to revisions of the pay structures of the government officials and employees. The last Public Administration Reforms Commission was appointed in December 1996. The first two Chairpersons of the Commission resigned or had to resign due to alleged non-cooperation

of the serving top civil servants of the country. It is very curious to note that both the Chairpersons were retired secretaries to the government and had a reputation for honesty, integrity and efficiency in their active service careers.

Mr. A.T.M. Shamsul Haque, the last Chairperson of the Public Administration Reforms Commission (PARC) has been very fastidious and meticulous in performing his duties effectively and in the meantime the Commission has submitted its final report with recommendations to the government. These have been accepted in principle by the government for consideration.

9. Some Suggestions for Administrative reforms in Bangladesh by the BPATC trainee Officers.

Accountability and Transparency in Administration

- (1) The following factors constrain promotion of accountability and transparency in administration:
 - a) Politicising of administration
 - b) Lack of free flow of information
 - c) Over secretiveness/official secrecy
 - d) Low wage
 - e) Decline in the social values and norms
 - f) Lack of political commitment and political integrity.

Recommended measures for promotion of accountability and transparency:

- a) Enacting Citizens Charter and their display in Govt. offices
- b) Re-orientation/Training of officials (Colonial legacy of 'rule the people' attitude to 'serve the people' mentality.
- c) Training of politicians/political leaders
- d) Adequate wage for a decent living

- e) Promoting harmonious work relationship between politicians, officials.
- f) Free flow of information
- g) Appointment of Ombudsman (A word of caution mere appointment of Ombudsman with only recommending authorities will only raise public expectation. If those are not acted upon by the Govt. it will create frustration. Political commitment is necessary)
- h) Educate the people-This is considered the most important and effective means to ensure promotion of accountability and transparency in administration.

(2) **Govt. Servants Conduct Rules**

Some of the rules/provisions of the Govt. Servant's Conduct Rules are archaic, outdated and do not conform to reality. Those are neither enforceable nor can be abided by. This has other dimension as well. Once we fail or unable to follow some rules or provision, we also tend to become negligent to follow the others. Detailed proposal for amendment/reformulation of those rules has been furnished in the summary of recommendations.

It is also proposed that a Code of Ethics may be drawn up for the Govt. employees.

(3) **Govt. Transport Pool**

Unanimously recommended for immediate abolition of the Transport Pool. To perform official duties and for transportation of officials/staff, vehicles could be allocated to Ministries/Division on a need-assessment basis. Officials eligible for full time transport facilities could be considered for a one time car allowance and a monthly maintenance allowance. Govt. will save considerable money (in terms of millions) and in the long run will prove efficient, economic and realistic.

(4) **Govt. Accommodation**

Barely 10% of the Govt. employees are provided with govt. accommodation, for which substantial amount of money is spent from Govt. exchequer. Maintenance cost is high. At the same time it is discriminatory. Govt. accommodation should be transferred to private sector. Employees should be provided adequate allowance as house rent. This will ultimately result in cost cutting in govt. expenditure.

(5) **Primary & Mass Education**

Govt. is committed to attain Universal Primary Education in Bangladesh by the year 2005 A.D. It is estimated that at present 10% of the target children (Age between 5-10) are not covered by the programme. Also an additional 2 million children are added annually to that number. Due to resource constraint, it would be difficult to attain the objective by the stipulated time frame. It is recommended that some of the responsibilities of Primary & Mass Education Division (PMED) could be taken-over by local govt. authorities. At present teacher student ratio in primary schools is 1:75. This should be made to 1:35 Quality of education need be improved.

(6) **Ministry of Commerce.**

With the country's gradual move into free market economy, function of the Ministry of Commerce has declined considerably. Ministry's present manpower is considered unnecessarily large. Some of the organisations under the Ministry of Commerce (TCB, Directorate of Supply & Inspection, Insurance Academy etc.) have lost the necessity to continue.

(7) **Board of Investment.**

BOI was created in a hurry. As a matter of fact former Directorate of Industries was transformed into BOI. Organogram and manpower was sanctioned without adequate examination of requirement and role to be played by BOI. This needs review.

To attract FDI, it is the foremost necessity to create an investment climate. Our macro policies are considered good and attractive. But at micro level, there are implementation impediments. One stop service has become one stop disservice. BOI should have a quota of priority connections in respect of utilities (telephone, water, gas, etc.) Posting in BOI should be on a selective basis. Professionals be considered for posting in the BOI.

(8) **Economic Relations Division (ERD)**

It is gathered that efficient puncturing of ERD has suffered due to shortage of efficient and capable officials. The ERD officials are required to interact with donor agencies, negotiate with foreign agencies, donors (bilateral and multi-lateral) for which the officials

need to have good command of English language, should have some idea about negotiation tactics. Without capable officials in the ERD, the country's interest suffers.

(9) **AGB**

Though some procedural change has taken place and there has been a change in the name of the organisation, but the fact remains that AGB Office, (in whatever name it is) performing the same functions by the same people and continues to be very difficult place to penetrate. Corruption in the AG office is a by word. AG office needs total overhauling. Similarly the Audit people seem to have no accountability and are immune from any disciplinary rule and regulation. These areas need serious review.

(10) **Staff Welfare Directorate (Ministry of Establishment)**

Pension/GP Fund etc. of the employees/officials of the Secretariat could be handled by this organisation. Personnel requirement could be met through adjustment/transferring staff from AG office.

AG office should have nothing to do with issuing cheques against pre audited expenditure.

(11) **Training Institutes**

There are quite a few training institutes/centres under different Ministries. Training institutes are not manned properly. Officials trained at home and abroad in different disciplines are not utilized properly. There does not exist a good training policy for human resources development. Instead of a large number of training institutes, a few training institutes should be developed properly. Competent and trained people should be posted in the training institutes. Attractive pay package/other facilities may be provided to attract competent people.

(12) **Bangladesh Rural Development Board (BRDB)**

Poverty alleviation is the over riding objective of the 5th five-year plan. Govt. is committed to eradicate hard core poverty by 2007 through SAARC Dhaka Declaration, Social Summit in Copenhagen and World Micro Credit Summit in Washington D.C.

Resource allocation for this is increasing. Institutional arrangement for implementation of poverty Programme is inadequate. Co-ordination and monitoring of activities by different actors (Govt.

agencies, NGOs etc) is not adequate. Poverty alleviation programmes are implemented in projected form (During 4th plan period-total such projects numbered 36) Project approach has many limitations and often fail to achieve desired objective. It is recommended that BRDB should implement the Govt. programme of poverty alleviation. This should be in programme approach instead of project approach. Proper monitoring and co-ordination of activities should be done by BRDB since BRDB is the lead public sector agency implementing govt. poverty programme. BRDB's poverty alleviation projects have been evaluated (even by the World Bank) as highly efficient and successful.

- (13) **Bangladesh Council of Scientific & Industrial Research (BCSIR)**
The organisation has a total sanctioned strength of 1416 personnel. Out of these, scientists number 290 and Engineers 21. Rest 1100 are administrative staff. A Research organisation should be adequately manned by appropriate research fellows. The organisation is heavily over burdened with administrative staff.
- (14) **The organisation** has a total manpower of 1505 including 430 personnel under development budget. It is viewed that BSB may concentrate on research and development and not engage itself in production and marketing. In these days of free market economy, private sector should take over the production and marketing of sericulture products. As was reported, cost of production of silk by BSB is more than the sale price/market price.
- (15) **Decision Making Process**
Decision making process should be shortened. Movement of files should be restricted to absolute minimum tiers and should be rigidly followed.
- (16) **Target oriented organisation/performance measurement**
Each organisation should have or be given/assigned annual target which should be quantifiable/measurable. Before the commencement of the target year each organisation (including Ministries/Divisions) should announce their plan/activities/target for the year. At the end of the year success or failure should also be let known to the people. This will help promote accountability and transparency in administration.

Conclusion :

The recommendations have come from senior officials who have work experience for around three decades both in the field, in the secretariat and in attached, sub-ordinate, autonomous organisations. Recommendations are based on actual work experience and deserve appropriate consideration.

A final word-of late, there has been a considerable growth of interest groups like CBA, Trade union etc. They normally resist implementation of reform measures and strive to maintain status quo that suits them. Commitment of the govt. /political leaders is necessary to initiate implementation of reform measures and withstand the pressure of such interest groups.

Views Expressed by Dr. S.M. Rizwan-ul-Alam, Assistant Commissioner.

Respected Chairperson, the Hon'ble Chief Guest, Distinguished guests and the fellow participants, Good Afternoon.

First of all on behalf of the participants of 22nd Foundation Course, I would like to thank the BPATC authority for giving us the opportunity to express our views on public administration reforms in Bangladesh.

So far, you have heard some valuable comments from previous speakers, on recommendations made by our esteemed senior colleagues.

Now I would like to draw your attention on another aspect of those recommendations.

The 35 senior participants have made a total of 316 recommendations, of which 214 has been made by the joint secretaries and 102 by the deputy secretaries.

Of all the 35 subject headings, recommendations on the shipping sector topped the list with 24 recommendations, followed by 21 recommendations on Board of Investment Interestingly, a proposal to construct a magnificent building of international standard has been made for lifting the image of the BOI. Is it at all necessary ? We can easily house the BOI personnel in any of Dhaka's high-rise private post office.

I will now give some statistical information on three existing documents which contain wide range of recommendations on public administration reforms in Bangladesh. The recent World Bank report, titled 'Government that Works' includes a total of 118 recommendations. UNDP report in 1993 produced 53 consolidated proposals for reforms. And four senior secretaries make 72 recommendations in their report in 1993. If we sum up all these figure including those of our senior participants, the total figure comes to 558. And the present Public Administration Reforms Commission will soon submit a host of recommendations.

I will now give some recommendations on behalf of the participants. Our recommendations are :

Ethical and moral education should be spread in government offices through distribution of booklets.

Identity cards should be introduced in all government offices.

Computerised entry and exit system should be introduced in all government offices to ensure punctuality.

A tow-way ACR system should be developed.

There should be a mechanism to minimise the level of factional politics in our administration. It is eating up our corporate energy.

In the age of Information, Officers should be allowed to express their opinion on any matter through the national media.

Officers with good academic backgrounds should be posted to various training institutes so that they can impart better training to young officers.

Critics may say that we have too many recommendations already, what is needed now is the sincere commitment to implement at least some of the important recommendations. It is true. However, we should also identify our problems as meticulously as possible. It is also true that reforms are risky and time-consuming. Some vested quarters may disrupt the reform process, but we should remember that we have very little time and option left. We must have a reformed and refined administration if we are to face the

challenges of the 21st century. We should consider the fact that reforming the administration could provide greater dividends in the long run.

Lastly, I once again thank the BPATC authority for organising this useful seminar in collaboration with the Public Administration Reforms Commission. (Source : Workshop on Administration Reforms, BPATC)

Chapter-3

10. Role of BPATC in Administrative Reforms.

The Bangladesh Public Administration Training Centre has been taking its share and responsibility with regard to 'Public Administration Reforms' in Bangladesh. In pursuance of the request by the Public Administration Commission, Rector, BPATC formed a committee for determining the modus operandi as to how to form a committee for determining as to how the BPATC can provide advice/help to the Public Administration Reforms Commission.

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.

Holding national workshops to be participated by workshop contributor/participants which will comprise academicians, politicians and people's representatives of the respective fields.

Foundation Training Course participants will fill in questionnaire prepared in the light of the TOR of Public Administration Reforms Commission during their weeklong 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.

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.

So far 12 workshop/seminars were held during the three years from 1998 to 2001. The participants of the three core courses so far submitted 750 reports/seminar papers using the theme, 'Reforms in Public Administration'. Of these there are 550 reports on Field Study Programme by the Foundation Training Course participants, 110 seminar papers by Deputy Secretaries (ACAD) and 90 seminar papers by the Joint Secretaries (SSC). And some of the reports have been sent to the Public Administration Reforms Commission so that a few of the recommendations are considered useful by the government. The recommendations are :

11. Problems for Administrative Reforms in Bangladesh

There are obstacles to administrative reforms. The civil servants in the country suffer from a sense of There is a definition of Bangladesh. And that is, "Bureaucracy is a thing that makes possible impossible." So, it is friend among the civil servants they have mindset that is traditional and static.

We have a closed public administration system in Bangladesh. Before becoming gout. Officials we their ourselves as an integral part of our people. But after some time we are made and also feel alienated from our citizens whom we are supposed to never. But without being servants we heehaw in such a manner that we are their masters. It means that actually the civil servants serve their interest instead of serving people's interest . This is the dilemma that we suffer from.

There are also vested groups of interest that try to maintain the status quo of the system beneficial to them. So, they resist the reformative measures initiated by the Government. So, the Reforms Commissions/Committees in Bangladesh start with sound and fury and end in virtual nothingness. Only a Government with strong and genuine political will can ultimately take some reformative measures in Public Administration System in Bangladesh.

There are also some administrative jargons and cliches like accountability, transparency, dynamism and alleged corruption relating to Public Service. There are already so many interpretations

and discussion about all these things. But hardly anything tangible has been done so far. This reminds the great saying of Karl Marx, “Philosophers have interpreted the world in many ways. Now, the time has come to change it.”

Chapter-4

12. Suggestions and Recommendations

Suggestion and Recommendations.

The following recommendations are given for making some reforms in Bangladesh Public Administration in general.

- a. The present the role of the government has to be revised. The areas of the public sector and the private sector has to be redefined. Their boundary needs to be re-drawn so that there remains no scope for role overlap. In our context rightsizing is the right word while we proceed to reform the government.
- b. Our administration should be indigenised ; local problems should be solved locally. Foreign consultants may help us in providing the tools and techniques. In fact, we should think globally but act locally.
- c. Our civil service should be made cost-conscious and that is part of the enhancement of the accountability process. The change of the mindset of the civil servants is a critical issue. Govt. officials should keep it in mind that their key function as public servants is to ‘serve the people’. Training has a dominant role to play in this respect. The number of the training institutions has to be minimized or rationalized to raise efficiency of administrative training.
- d. The civil servants should unequivocally accept the superiority of the elected public representatives. There should be a healthy functional relations between the politicians and the government officials. Politicians should also uphold the prestige of bureaucracy as public officials instead of criticizing them all the while. There should be institutional arrangements for the training or reorientation of the elected public representatives side by side with the government officials. Training is necessary for the politicians for updating their

knowledge on what is happening around the world. Merit must prevail both in bureaucracy as well as in politics.

- e. To achieve the value of accountability, politicization of administration should be prevented as much as possible. There should be well-defined code of conduct and ethics for the government officials and for the politicians. Public hearing should be introduced in Parliamentary Committees.
- f. Implementation of the Ombudsman according to the Constitutional provision no 77 should be implemented. There should be political commitment to implement what will be recommended by the office of the Ombudsman.
- g. Government Servants Conduct Rules should be updated and the provisions should be reformed in consonance with the democratic principles and norms.
- h. Literacy or education of the public is indispensable to holding the public officials accountable. Imparting education to crores of people is a Herculean task and a constitutional obligation of the government. Central government alone cannot do it. The process of social mobilization must be initiated. The local government institutions should be assigned the responsibility of mobilizing all segments of the society or community so that we can achieve the vision of the government of hundred percent literacy by 2010.
- i. Transport is a vulnerable area. An intervention is overdue either to abolish or rationalize the Government Transport Pool to minimize extravagant expenditure of the government.
- j. Performance is the core ingredient for accountability. Performance has to be measurable. Therefore, the existing performance appraisal system of the government agencies has to be restructured to ensure objectivity and openness and this should be linked to training or career.
- k. To increase accountability there should be a display board and a clear chart of the disposal of functions of the office. In other words, office functions should be made open to public in the form of a client/citizen's charter.

- l. Service sectors like Chittagong Port, Inland Water Transport Authority, Family Planning, and Health Sector can be transferred to the private sectors.
- m. Some of the functions of CAG Office can be examined to bring about more accountability. Audit objections should be restructured so that public sector can work more effectively.
- n. There should be a free flow of information. Over secrecy of information should not be maintained. 'Rules of Business' should not be a restricted document.

To make BPATC more effective in implementing the above mentioned reformative suggestions the following measures may also be taken:

- (a) A Cell may be formed at BPATC to monitor the activities in the country with regard to administrative reforms in Bangladesh.
- (b) A new department namely Administrative Reforms headed by a director may be formed at BPATC immediately.
- (c) BPATC should play its role more effectively with regard to national Training Policy.
- (d) To follow up the recommendations given by the participants in three core courses namely FTC, ACAD and SSC, proper action may be taken.
- (e) BPATC may implement some of the reforms mentioned above as a pioneer in administrative reforms.
- (f) Last but not the least BPATC should have a willing, efficient and effective Rector to supervise the activities mentioned above.

Chapter-5

Conclusion :

When the top civil servants of the country are in active service they hardly bother for administrative reforms. But after their retirement they become advocates for administrative reforms. But it has been found in the recommendations given by the officers especially junior officers that the

country needs administrative reforms. So only a strong and genuine political will can really implement at least some of the recommendations already found out for administrative reforms. And BPATC can be the pioneer in implementing some of the reformative measures, within the BPATC.

Chapter-6

Annexe-I

Suggested measures for Administrative Reforms by the FTC participants

1. Administrative Reforms-Nurun Akhter, Assistant Commissioner

Recommendations:

- (i) Job description is necessary for every officer and staff.
- (ii) Each job should have specific time limit.
- (iii) A complaint box is essential for beneficiaries in office campus.
- (iv) For increasing the pace of work office should be computerized.
- (v) There must be accountability for officers and staff for their job.
- (vi) Introduce "People-The Customers" attitude.
- (vii) Set specific vision for the civil service.
- (viii) To make the government responsive and sensitize ensure good governance.

2. Administrative Reforms-Md. Sayed Kutub, Assistant Commissioner

Recommendations:

- (i) Transparency should be ensured to remove corruption.
- (ii) There should have an accountable system to the beneficiaries.
- (iii) Financial benefits should be increased.

- (iv) Merit based recruitment and proper training should be ensured.
- (v) There should have specific time limit for completion of every work.
- (vi) Working environment should be improved.
- (vii) Accommodation facilities should be provided to the officials.

3. Administrative Reforms-Mutation, Assistant Commissioner's (Land) Office, Pabna Thana, Rajshahi- Md. Abu Sayed, Assistant Commissioner

Recommendations:

- (i) Union Tahshilders may be recruited through P.S.C so that their quality can be ensured, as they are one of the vital parts of mutation process.
- (ii) Number of process servers may be increased.
- (iii) AC (Land), survey, registry departments may be administered by one organisation
- (iv) A.C (Land) Office may be computerized.
- (v) Specific job description may be ensured.
- (vi) The pressure from Union Tahsildar Association may be mitigated sternly.
- (vii) Sub-registrar office and A.C (Land) office may be well communicated through maintaining information channel.

4. Administrative Reforms-Sitakunda Thana-Monish Chakma, Assistant Commissioner

Recommendations:

- (i) A.C (Land) office should be shifted the Thana compound.
- (ii) Beneficiaries do not know the rules, regulations and process for to getting their job done. So process of work should be demonstrated in front of the T.N.O and AC (Land) office.

- (iii) Every job should have specific time let beneficiaries should be aware of that time limit. It will reduce the sufferings of the beneficiaries.
- (iv) Officers should have individual responsibility to perform his duties properly.
- (v) Job specification is a must to increase dynamism.
- (vi) Local government representatives should be involved in the Thana law and order maintenance actively.
- (vii) Co-operation among officials of different departments must be ensured.

5. Administrative Reforms-Rehana Yasmin, Assistant Commissioner

Recommendations:

- (i) Removal of complex system of dispatching any matter.
- (ii) Removal of inter-cadre conflict.
- (iii) Transparency of locally elected bodies.
- (iv) Regularization of monitoring and evaluation of the function of officers by higher authority.
- (v) Practice of moral values among the officers.
- (vi) Effective award punishment system for the performance of the officers.
- (vii) Proper implementation of present laws in case of offering services to the beneficiaries.
- (viii) Establishing the practice of giving patient hearing to the beneficiaries.
- (ix) Increasing salary of officers for better services so that they can avoid corruption.
- (x) Appointing meritorious, energetic, efficient officers.
- (xi) Proper training of the officers.

6. Administrative Reforms-Ferdous Rowshan Ara, Assistant Commissioner

Recommendations:

- (i) Job specification and job description should be introduced.
- (ii) Monitoring and audit must be regular.
- (iii) Political Culture should be developed of the country.
- (iv) Transparency and accountability should be ensured.
- (v) Increment, reward should be given to good officers while the bad are to be punished.
- (vi) Logistic support should be developed according to the nature of work.

7. Administrative Reforms-Md. Emdadul Hoq Chowdhury, Assistant Commissioner

Recommendations:

- (i) Result oriented management systems through setting objectives and measures of output and impacts for units throughout the government.
- (ii) In service oriented sectors the beneficiaries should be informed about available services and benefits in details before getting the service.
- (iii) In services where monetary matters are involved, it should be clearly declared that how much money is needed for what purpose.
- (iv) Existing rules and practices regarding decision making and implementation should be revised.
- (v) Select and promote officials based on merit, determined in a transparent Process. For promotion performance, examination and successful completion of training should be made mandatory.
- (vi) Salary of the government officers should be increased keeping pace with the increase of prices of necessary commodities.

- (vii) Rationalize government structure, taking into account the need to improve coordination and to reduce the number of Ministries and Divisions in order to make government more manageable.
- (viii) Implement the provision for the Ombudsman, as embodied in article 77 of the Constitution of the People's Republic of Bangladesh.
- (ix) Provide special infrastructure and computerized information systems to support collective decision making and implementation.
- (x) Necessary measures have to be taken to stop corruption.
- (xi) All the people should be treated as customers. For this attitude towards the common people be changed and they should be treated as kings.
- (xii) There should be training programmes for the local level leaders.
- (xiii) Cadre and class system should be replaced with professionally trained personnel management system.
- (xiv) All logistic support including transport facilities should be provided to deliver better services.

8. Administrative Reforms-Jasmin Nahar, Assistant Commissioner
Suggestions:

The administrative reform is not a theoretical concept. It needs practical implementation. The sample test of the reform suggestions can be done on some sample areas. More collection of data is not of any use in my opinion. Moreover, the recent questionnaire can never fulfil the expectation. So, the authority should be more careful in preparing the questionnaire and in collecting data.

9. Administrative Reforms-Md. Arfanul Hoque, Assistant Commissioner

Recommendations:

- (i) Beneficiaries must be informed about the duties of the officers and time for specific work.
- (ii) There should be a two-sided meeting with officers and beneficiaries in every two months about the complaints.
- (i) There should be fixed date for meetings in DC office.

- (ii) Foreign team should be attended by other office.
- (iii) Logistic support should be increased.
- (iv) All offices should be computerized and dependency on clerk should be less.
- (v) There may be a committee under District Magistrate to inspect the works of the officers.
- (vi) There should be free flow of information about office work.
- (vii) Performance should be the criteria of promotion.
- (viii) Political pressure should be removed to let the officer's work under laws and regulations.

10. Administrative Reforms-Thana Land Office, Dumuria, Khulna- by Md. Rafiqul Islam, Assistant Commissioner.

Suggestions or Recommendations :

- (i) Government should take effective care of subordinate offices.
- (ii) Government should create an environment where public sector can perform their duties for the betterment of the people.
- (iii) Salary should be upgraded in order to eradicate corruption .
- (iv) Government should ensure logistic support for the officials.
- (i) Local Government bodies should be strengthened.
- (i) Modern technology like computer should be introduced in public offices.

11. Administrative Reforms-Thana Nirbhahi Officer, Faridpur Sadar-Rahima Begum, Assistant Commissioner.

Suggestions :

- (i) The infrastructural facilities and the accommodation of TNO office should be increased.
- (ii) Remuneration should be given for the excessive work of the officials and they should be provided incentives and promotion for their extraordinary activities.

- (iii) The officials should provide legal judgement and proper evaluation for their performance.
- (iv) Beneficiaries should be aware of the specific issues or the offices which will be helpful for them.
- (v) The official rules, resolution & process of work should be displayed by regulations notices in front of the TNO offices for the beneficiaries.

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