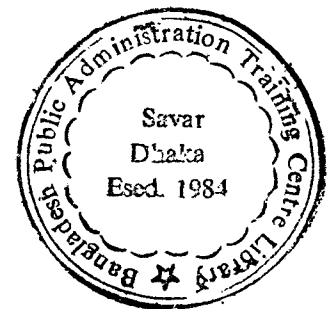


REPORT  
OF THE  
**PUBLIC ADMINISTRATION EFFICIENCY STUDY**

Volume - 2  
**Secretariat System and Work Procedures**

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

Dhaka  
November 1989



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Washington DC 20036 USA

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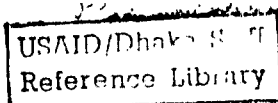
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C O N T E N T S  
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<u>Executive Summary</u> .....	(i-vi)
I. INTRODUCTION.....	1
A. Background of the Study .....	1
B. Objectives .....	2
C. Methodology .....	4
II. SECRETARIAT SYSTEM .....	6
A. Historical Overview .....	6
B. Post Independence Changes .....	8
C. Present Organization and Functions .....	11
III. KEY CONSTRAINTS IN THE SECRETARIAT SYSTEM AND WORK PROCEDURES .....	15
A. Rules, Regulations and Instructions .....	15
1. Scope and Functions .....	15
2. Knowledge of Rules and Instructions.....	16
3. Availability of Documents .....	18
4. Adequacy of Rules and Instructions .....	19
5. Observance of Rules and Instructions .....	20
B. Decision-Making .....	25
1. Policy Analysis and Monitoring .....	25
2. Decision-Making Procedures .....	27
3. Delays in Decision-Making .....	30
C. Personnel Management .....	32
1. Recruitment, Selection, Appointment and Transfer ...	32
2. Supervision .....	36
3. Performance Appraisal and Promotion .....	37
4. Incentives .....	38
5. Rules and Regulations in Personnel Administration .....	39

D. Training .....	40
1. Training Facilities and Staff .....	40
2. Relevance of Training .....	42
3. Utilization of Training .....	43
4. Training Incentives .....	43
E. File Management and Record Keeping .....	46
1. File Management .....	46
2. Record Keeping .....	47
F. Physical Facilities and Logistics .....	49
1. Physical Facilities .....	49
2. Organization of Offices .....	50
3. Office Equipment .....	51
4. Transport .....	52
IV. IMPLEMENTATION PLAN .....	54
V. ANNEXES	
A. Summary of Constraints and Recommendations	
B. Working Group on Secretariat System and Work Procedures	
C. Individuals Interviewed	
D. Survey of Officers on Issues & Problems in Secretariat System and Work Procedures	
E. Survey of Visitors to the Secretariat	
F. List of Ministries	
G. Table of Manpower	

## LIST OF ABBREVIATIONS

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ACR	Annual Confidential Report
ASRC	Administrative and Services Reorganization Committee
Admin.	Administration
BSR	Bangladesh Service Rules
BCS	Bangladesh Civil Service
BARD	Bangladesh Academy of Rural Development
ERD	External Resources Division
MLC	Martial Law Committee
No.	Number
OJT	On-the-Job-Training
O&M	Organization and Management
PATC	Public Administration Training Centre
PAES	Public Administration Efficiency Study
PSC	Public Service Commission
PUC	Paper Under Consideration
R&I Unit	Receipt and Issue Unit
RPATC	Regional Public Administration Training Centre
STI	Staff Training Institute
SSB	Superior Selection Board
SSP	Senior Service Pool
Tk.	Taka
UNDP	United Nations Development Programme
USAID	United State Agency for International Development
UNO	Upazila Nirbahi Officer

# HIGHLIGHTS OF THE REPORT ON SECRETARIAT SYSTEMS AND WORK PROCEDURES

## Constraints

1. Lack of internal capacity for management improvements.
2. Overly complex rules and procedures.
3. Non-observance of rules and procedures.
4. Weak decision-making systems.
5. Weak supervision and inspection.
6. Inadequate human resources

## Recommended Actions

1. Upgrade O&M Wing into O&M Division.
2. Expand the work simplification functions of the O&M Wing.
3. Simplify the rules and strengthen training in their application.
4. Monitor observance of rules and procedures and include observance as a measure of performance.
5. Assign ultimate responsibility for non-observance to the supervisors.
6. Simplify communications and reduce layers in decision making.
7. Delegate routine matters to subordinate offices.
8. Improve decision-making meetings.
9. Strengthen policy-oriented capabilities.
10. Improve management information systems.
11. Strengthen formal application of existing provisions in supervision and inspection.
12. Increase informal interaction and communication among superiors and subordinates.
13. Reform recruitment, incentives and promotion systems with emphasis on merit.

14. Introduce a two-tier recruitment to raise the quality of senior civil service.
15. Upgrade relevant training with emphasis on OJT.
7. Weak logistical support systems
16. Modernise office equipment.
17. Rationalize manpower and train officers and staff in the use of modern office equipment and computers.
8. Inadequate and poorly planned physical facilities.
18. Plan new Secretariat facilities for an improved working environment.

# EXECUTIVE SUMMARY

## Functional Context

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

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

## Objectives of this study

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

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

The major constraints and recommended changes are integrated and summarized below. A complete summary of constraints and recommendations is included as Annex A.



## Constraints and Recommendations

### 1. Rules and Regulations

The Working Group on Secretariat System and Work Procedures has examined the various problems related to the substance as well as the practice of the existing rules and regulations. It has determined that rules and regulations require simplification as well as modifications in order to serve as efficacious tools of administration. At present, virtually every decision in the Secretariat is governed by disparate sets of rules and regulations which tends to create procedural bottlenecks. Administration by minute rules for every occasion is inconsistent with a dynamic administration in which individuals and organizations may have legitimate freedom of action in well specified areas of responsibilities. To encourage initiative and creativity in decision-making, it is necessary that the responsibilities assigned to the officers should be congruent with the powers delegated and that officers should have the assurance of the neutrality of their actions.

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

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

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

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

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

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

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

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

## 2. Decision-Making

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

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

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

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

### 3. Personnel Management

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

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

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

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

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

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

#### **4. Training**

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

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

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

#### **5. Filing and Record Keeping**

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

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

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

## **6. Physical Facilities and Logistics**

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

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

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

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

# I. INTRODUCTION

## A. Background of the Study

The successive Governments in Bangladesh have been cognizant of the problems in public administration since 1972 and the macro-level issues in administration have been addressed by various committees from 1972 to the present. Some of the recommendations of the various committees have been implemented and have brought about changes in the civil service structure. However, the micro-level problems in public administration such as internal procedures, work-methods, logistical support have received limited attention.

In 1987, the Bangladesh Government decided to undertake a study to identify key constraints affecting the efficiency of Public Administration, particularly in relation to important key ministries. The study would deal with class I officers since this group plays a most central role in the management of the economy. The decision to undertake the study was also in response to the provision made by the World Bank in its thirteenth imports programme credit.

The structure and the scope of work of the Public Administration Efficiency Study was developed by the BDG officials in consultation with the World Bank. A Steering Committee of the BDG officials was set up to produce this study. The study was funded by the United States Agency for International Development (USAID).

The recommended changes from the study are limited to the existing BDG structure and the rules of business. The main focus of the study is on the following four priority areas:

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

The studies in the above areas have been undertaken by the four respective Working Groups. This study has been produced by the Working Group on Secretariat System and Work Procedures headed by the Additional Secretary of the Ministry of Establishment. The members and staff of the Working Group are listed in Annex B.

## **B. Objectives**

1. The main objective of the Public Administration Efficiency Study (PAES) is to identify the key constraints in public administration and recommend implementable measures for improving administrative efficiency. According to the Scope of Work of the Steering Committee, recommendations are to be developed to achieve the following objectives:
  - (a) Higher standards in administrative performance;
  - (b) Sound policy analysis;
  - (c) Implementation of policy and its strategic implications;
  - (d) Delegation of authority for non-policy making decisions;
  - (e) Procedures for staffing the selected ministries/divisions;  
and
  - (f) Development and improvement of training facilities for development administration.

The above objectives are common to the four priority areas of the study. The Secretariat System and Work Procedures constitutes one of the four priority areas.

The Working Group on the Secretariat System and Work Procedures has defined the objectives of this study as follows:

- (a) Examine the provisions of the Rules of Business and the Secretariat Instructions with a view to pointing out the deficiencies in the substance as well as the practice of the provisions;
- (b) Assess the dysfunctional aspects of decision-making in the Secretariat System in terms of the levels, stages, and procedures of decision-making;
- (c) Examine the problems in work methods and communication procedures i.e. filing, record-keeping, and inter and intra-organizational communication;
- (d) Review the personnel management procedures and identify problems in recruitment, staffing, transfer, promotion, supervision, and incentives;

- (e) Examine the deficiencies in training in terms of physical facilities, financial resources, staff, and the relevance and impact of in-country as well as foreign training;
- (f) Identify problems of inadequate physical facilities and logistical support; and
- (g) Develop recommendations and an implementation plan for making improvements in the above areas.



### **C. Methodology**

The basic mechanism for this report was the Working Group on the Secretariat System and Work Procedures which held eight meetings with the consultants during May through September. The chairman and the members of the Working Group provided guidance to the consultants at each step of the study. The consultants also met with the individual members of the Working Group several times to discuss specific issues and to seek their advice.

The methodology for the collection of data relied on documentary analysis, interviews with the class I officers at all levels in the ministries, and a survey conducted to collect in-depth information from a selected sample of officers on specific issues.

1. Important Government documents and the reports of various official committees were reviewed with special attention to the organization, functions and work procedures of the Secretariat. The entire provisions of the Rules of Business, 1975 and the Secretariat Instructions, 1976 were examined to determine the adequacy and practice of these provisions and the extent to which the existing provisions require modifications and improved measures of enforcement. The list of the documents reviewed is contained in the Bibliography.
2. Interviews were conducted with approximately sixty officials at all levels in seven Ministries. The Ministries include: Establishment; Industry; Commerce; Finance; Planning; Agriculture; and Irrigation, Water Development and Flood Control.

The consultants interviewed the majority of the government officers more than once. Officials from the United States Agency for International Development (USAID), United Nations Development Program (UNDP), and the World Bank were also interviewed. The list of the individuals interviewed is attached as Annex C.

3. The consultants designed a semi-structured questionnaire on the basis of the information from the documentary analysis and formal interviews in order to collect further data on important issues from the government officials. The questionnaire and the analysis of the responses is attached as Annex D. The questionnaire was circulated to a selected sample of 70 class I officers in the seven Ministries. The majority of the respondents selected were of the level of Assistant Secretaries. However, at least one Joint Secretary and one Deputy Secretary were included in the sample from each of the Ministries. A total of 49 officials provided complete responses to the questionnaire.

4. An attempt was made to examine the difficulties faced by the clientele of the Secretariat. For this purpose, forty visitors to the Secretariat were interviewed on a random basis through a prepared interview guide. Four members of the consultant team conducted interviews over a two day period. The interview guide and the findings from the Survey are attached as Annex E.

## II. SECRETARIAT SYSTEM

### A. Historical Overview

The essential structure and functions of the Bangladesh Secretariat System, like the secretariat systems in other countries of South Asia, were developed under the British period. British colonial administration provided the framework of organization and operational procedures. The legal and political framework of the British administrative set-up in India was mainly geared towards the maintenance of law and order, the collection of revenues and the promotion of commercial interests. The district was the focal point of its administration. The functions of the British Secretariat System were strictly regulatory in nature.

India won freedom from the British rule in 1947 and it was partitioned into two independent states i.e. India and Pakistan. Both of the independent states inherited the administrative system from the British. The structure and functions of the secretariat system, more or less, remained intact in both the nations. The former state of Pakistan adopted a unitary form of government with West Pakistan and East Pakistan as the two provinces. The government administration was mainly conducted through the central secretariat and the two provincial secretariats in West Pakistan and East Pakistan respectively.

During the time of the united Pakistan, the provincial government in East Pakistan was more or less a replica of the central government. It had a secretariat similar to that of the center, consisting of several departments and respective attached directorates and subordinate offices patterned along the lines of the central secretariat. The administrative set-up was split into central administration and provincial administration. The central secretariat was composed of all ministries and was responsible for formulation of national policies. The structure of the provincial administration was, however, different from that of the central government. The provincial administration and the provincial secretariats were created as field units on a geographical basis and organised into divisions, districts, subdivisions, and thanas. The provincial secretariat was responsible for field administration and execution of plans and policies as opposed to the formulation of policies which was the main responsibility of the central secretariat.

The painful circumstances in which the state of Bangladesh was created produced utter chaos in its administrative and economic systems. Soon after independence in 1971, the main concern of the new Government of Bangladesh was to undertake necessary measures to transform the provincial secretariat of the former East Pakistan into a national Secretariat. The task of building a new nation required the administrative system to be reorganized and strengthened at all levels of the government.

## **B. Post Independence Changes**

At the time of independence, the newly constituted national Government of Bangladesh inherited a deficient institutional structure. Public sector institutions were severed from their parent bodies which significantly weakened their organizational and manpower capabilities. The inherited civil service organization and personnel were not adequate to meet the requirements of the new nation. Since then, successive Governments have initiated changes and reforms to reorganise and strengthen the civil service. A number of committees since 1972 have addressed the problems in the civil service and recommended measures for improvements.

1. The objectives of the Administrative and Services Reorganisation Committee (ASRC), appointed by the Government in 1972, was to determine an appropriate framework for reorganization of the administrative system and proposed changes in recruitment, staffing, service conditions, work methods etc. (1).

The committee proposed a classless Unified Grading Structure consisting of ten grades and the creation of Senior Policy and Management Posts to be filled on the basis of competence by the personnel of grades I to IV. The Committee also recommended to professionalise the services and to allow equal opportunity to both generalists and professionals.

With respect to the organization and functions of the Secretariat, the Committee was of the view that the role of the Secretariat should be limited to: (i) policy formulation; (ii) planning; (iii) evaluation of execution of plan; (iv) legislative measures; (v) assisting the Minister in discharge of his responsibilities; (vi) personnel management at the top level (vii) execution only in areas where there is an advantage in merging the Departments with the Secretariat, and (viii) supervision of the work of the Operating Departments where necessary.

The functions of national government, according to members of the Committee, were defined as mainly developmental in nature and therefore the bulk of operational and administrative functions should lie with the public statutory corporations and regional and local public bodies.

The Report of ASRC was not made public and its recommendations were not fully implemented.

2. In 1977, the Government formed another Committee on Services structure known as Rashid Committee (2). The Government, based on recommendation of Rashid Committee, constituted the Senior Services Pool (SSP) in March 1979 consisting of posts of Deputy Secretaries and above in the national secretariat. The basic concept was to select people at the level of Deputy Secretary through an examination system to be conducted by the Public Service Commission. Promotion within the Pool was to be given strictly on the basis of merit.
3. The Martial Law Committee (MLC), appointed by the Martial Law Government in April 1982, was responsible for examining the organizational set-up of the Ministries/Divisions, the Departments, Directorates, Subordinate Offices, and the Public Statutory Corporations(3). The most significant recommendation of the Committee was the reduction of ministries from 36 to 20 and the number of divisions from 49 to 45. The recommended reductions implied reductions in the total strength of personnel from 9440 to 6118. With regard to the Secretariat, the Committee recommended that the layers of decision-making should be reduced and proposed a 1:3 ratio of supervisors to staff. Other recommendations of the Committee included the introduction of merit system for promotions and a maximum delegation of financial and administrative powers.

The recommendations of the MLC with regard to the reduction of the Ministries/Divisions and their staff were implemented. The number of ministries were reduced to 20 and a ban was imposed on public employment. However, two years after these changes were implemented, the number of ministries were again increased to 32 and the ban was lifted resulting in an increase of the strength of staff approximating to its previous levels.

4. The Committee for Administrative Reorganization/Reform (CARR) was constituted in 1982 to review the structure of the administration and recommend changes for the devolution of authority to local government institutions (4).

The Committee recommended substantive measures to decentralise administration to the district and subdistrict levels by upgrading thanas into upazilas and subdivisions into districts. As a result of the implementation of the Committees' recommendations, local administration was reorganized into the upazila system. Administrative decentralisation was undertaken by transforming thanas into upazilas and by replacing the Circle Officer of thana with the Upazila Nirbahi Officer (UNO). Political participation and accountability in the local government administration was introduced, to some extent, by assigning significant authority to the elected chairmen and members of the upazila councils.

5. A Cabinet sub-committee, under the chairmanship of Dr. M.A. Matin, was appointed in June, 1987 to examine the structural organization of Senior Services Pool (SSP) and unequal prospects of promotion of officers of various cadre services (5). The Matin Committee, after examining the proceedings of the Special Committee regarding SSP, which was constituted in 1985, recommended the abolition of SSP.\*

The Matin Committee proposed that the Secretariat can be made more representative by assigning quota to the posts of Deputy Secretaries and Joint Secretaries for various cadre services. The committee also provided quota for posts of Deputy Secretaries and Joint Secretaries of various services. The post of Secretaries and Additional Secretaries will not be subject to quota for any service.

The recommendations of the Matin Committee have been approved and the Government has abolished the SSP.

A special Committee was formed in 1985 under the Chairmanship of Admiral Sultan Ahmad to review the structure of the SSP. The Committee had recommended that the SSP should continue. It should be noted that two members of the Sultan Committee were also the members of the Matin Committee which recommended to abolish the SSP.

## C. Present Organization and Functions

### **1. Organization of the Secretariat**

The Secretariat is the center of the government administration. It is in the Secretariat that all the administrative and developmental policies are formulated. The decisions of the Government, both administrative and developmental, come about as a result of elaborate deliberations within the Secretariat. The Secretariat also serves as an important channel of advice to the Ministers in policy-making and legislative matters.

- 1.1 Under Article 56 of the Constitution of the People's Republic of Bangladesh, the executive authority of the Republic vests in the President, who under his rule-making power has made the Rules of Business, 1975, for the allocation and transaction of the business of the Government. Under the provisions of these rules, the President has the authority to constitute a Ministry consisting of one or more Divisions and distribute business of the Government among them. If any doubt arises as to the Ministry to which a case properly pertains, the matter is referred to the Cabinet Division for decision. The Secretariat Instructions, 1976, framed under the provisions of the Rules of Business, 1975, lays down the procedures as to how the business of the government should be conducted.
- 1.2 At present there are 32 Ministries comprising of 49 Divisions (Annex-F). All the Ministries and the Divisions are collectively known as the Secretariat. There is practically no difference between a Ministry and a Division, except that a Ministry may be constituted with one or more Divisions. Thus a Ministry/Division has been defined to be a self-contained administrative unit responsible for the conduct of business of the Government in a distinct and specified sphere.
- 1.3 A Minister may be assigned the charge of one or more Ministries by the President. He is responsible for policy matters concerning his Ministry and for implementation thereof. He is also responsible for conducting the business of his Ministry in the Parliament.
- 1.4 The Secretary is the official head of the Ministry. He is responsible for its administration and discipline and for the proper conduct of the assigned business. He is also the Principal Accounting Officer of the Ministry, its Attached Departments and Subordinate Offices. He keeps the Minister-in-Charge informed of the working of the Ministry and according to the latest amendments in the Rules of Business, works under his supervision.\*

\* As amended by notification number CD-4/18/89-Rules/745 dated September 2, 1989. The amendment implies that the Secretary can no dispose of important cases without the approval of the Minister.



- 1.5 The Secretary is responsible for organizing the Ministry into a number of working units known as Sections. A group of Sections constitute a Branch, and a number of Branches form a Wing, which is a sub-division of a Ministry/Division.
- 1.6 An Assistant Secretary is in charge of a Section, while a Deputy Secretary and a Joint Secretary are in charge of a Branch and a Wing respectively. In some Ministries there are one or more Additional Secretaries depending on the volume of work. The Additional Secretaries are made in-charge of a wing similar to the Joint Secretary.
- 1.7 The Secretary is in overall charge of a Ministry or a Division. The Additional Secretary and the Joint Secretary are entrusted with a well defined sphere of duty. Within their sphere, they are supposed to assume full responsibility and submit cases direct to the Minister for orders. Such cases are returned to them through the Secretary. However, the Joint Secretaries, in actual practice, submit cases to the Ministers through the Secretaries.\*
- 1.8 The Deputy Secretary disposes of all cases in which no major question of policy is involved or which, under the rules or standing orders, he is competent to dispose of. The Assistant Secretary disposes of all cases where there are clear precedents, and no question of deviation from such precedents is involved or which under the rules or standing orders he is competent to dispose of.

## **2. Distribution of work**

The Secretary, by means of standing orders, distributes the work of the Ministry among the various sections and other working units. He determines the maximum extent of delegation of powers to officers serving under him and issues clear orders laying down these powers and also the manner of disposal of cases and ensures that

- a) the distribution of work is equitable;
- b) the channel of submission of cases is vertical and not horizontal; and
- c) the tiers through which a case has to pass are ordinarily not more than two, excluding the Secretary.

The current practice of all cases being submitted by the Joint Secretaries and Additional Secretaries through the Secretary is inconsistent with the provision of Secretariat Instruction No. 8 which entrusts them with a well-defined sphere of authority and allows them to submit all cases direct to the Minister. The Secretary will have the power, however, to call for any case for his own consideration before it is submitted to the Minister.

### **3. Role and Functions of the Secretariat**

The role of the Secretariat is limited to -

- a) policy formulation;
- b) planning;
- c) evaluation of execution of plans;
- d) legislative measures;
- e) assisting the Minister in the discharge of his responsibilities to the Parliament;
- f) personnel management at the top level, viz., (i) officers not below the rank of Member/Director in the cases of Public Statutory Corporations and (ii) officers not below the rank who are in receipt of Modified New National Scale of Pay of Tk. 1650-3020, in the cases of Attached Departments and Subordinate Offices.
- g) personnel management of the officers of concerned cadre services. The function of the Ministry of Establishment shall be limited to personnel administration of the officers of BCS (Administration) and BCS (Secretariat) Cadres as well as first appointment to all cadres of BCS and inter-ministerial transfer and posting of Class I officers within the Secretariat:
- h) such other matter/matters as may be determined by the President from time to time.

#### **General administrative tiers**

Government policies are executed by different politico-administrative tiers in the field level. For this purpose administrative hierarchies are as follows:\*

(1) Divisions	- 4
(2) Districts	- 64
(3) Upazilas	- 460
(4) Unions	- 4403
(5) Villages	-85,650

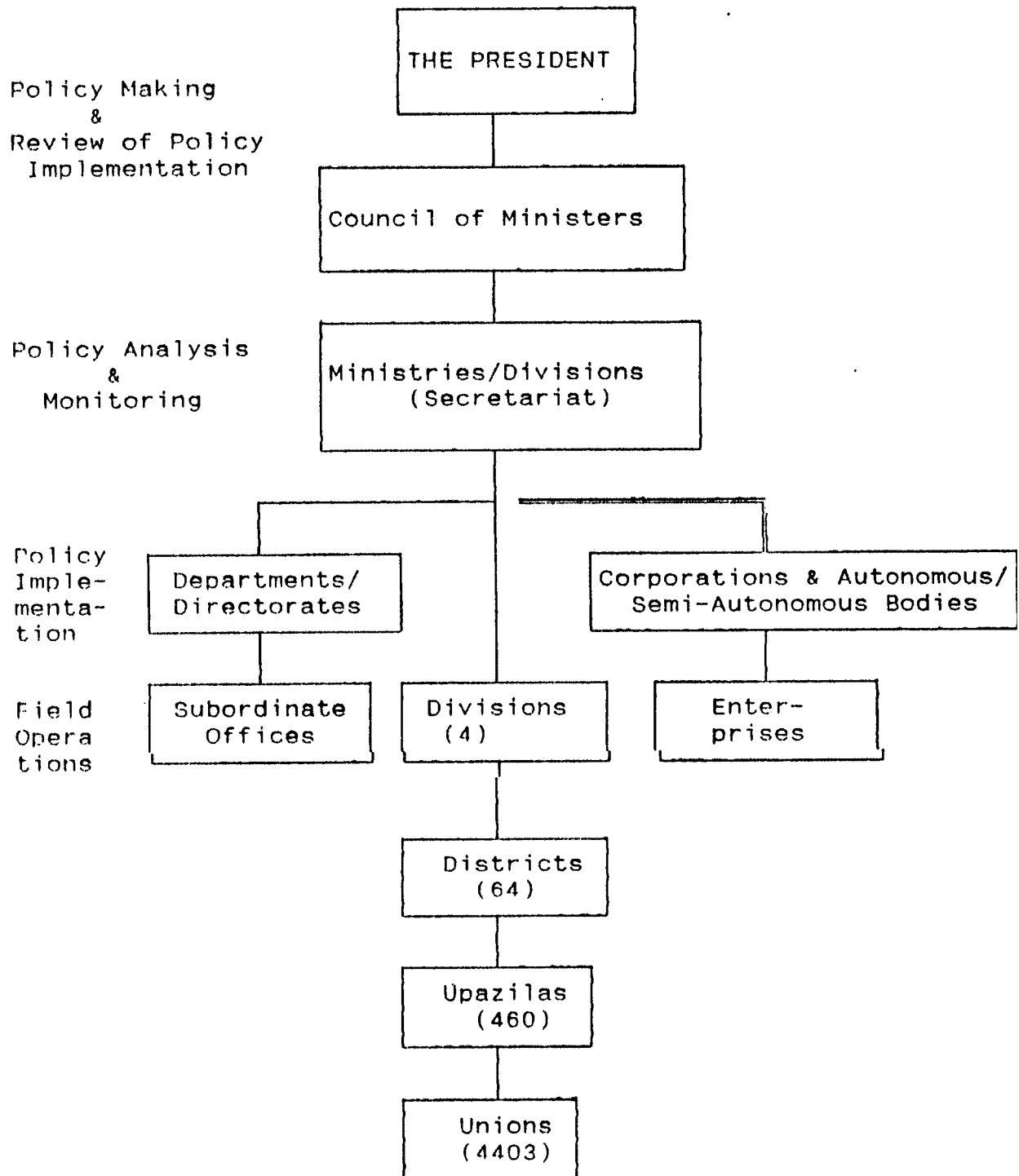
Source: Statistical Pocketbook of Bangladesh, 1989 (Published by the Bangladesh Bureau of Statistics).

Total manpower of the Government, the biggest employer in the country, is approximately 12,25,784 including the Public Statutory Corporations/Semi-autonomous bodies (Annex-G). The total number of class I officers in the Government is 36,666 out of which 1631 Class I officers are posted in the Secretariat.

The ratio of officers to staff in the Secretariat is approximately 1:4, while the same ratio in Departments and Corporations is of much higher magnitude. Apparently, there is no uniform criteria which dictates the strength of staff vis-a-vis officers. The Enam Committee of 1982 recommended a 1:3 officers to staff ratio but the recommendations could not be implemented due to the government's commitment to public sector employment. A rationalization of staff allocations to increase functional productivity, with or without retrenchment of personnel, however, remains an important issue which should be considered by the government within the framework of its employment policy.

8. The Government Administration represents a unified structure within which specific functions are assigned to the different parts of the administration. The role and functions of the Secretariat vis-a-vis the Departments, Directorates, Subordinate offices and Public Statutory Bodies are delineated for the purpose of efficient working of the total system. These functional relationships can be portrayed by the following diagram.

Diagram 1: Public Administration in Bangladesh.



Double lines indicate autonomous relationship.

### III. KEY CONSTRAINTS IN THE SECRETARIAT SYSTEM AND WORK PROCEDURES

#### A. Rules, Regulations, and Instructions

##### 1. Scope and Functions

- 1.1 Rules and regulations are the primary means by which an administrative system designates responsibility and authority to its various organs and lays down the procedures for an efficient conduct of official business. Rules and regulations define who does what and how in a government and therefore are necessary to delimit the functional jurisdictions, delineate the duties and spell out a rather stable and predictable procedure for carrying out these duties.

To ensure efficient administration in the Secretariat, the Ministries/Divisions are governed by various laws, rules, instructions etc. the most common of which are the following:

- a) The Official Secrets Act, 1923;
- b) The Public Servants (Retirement) Act, 1974;
- c) The Rules of Business, 1975;
- d) The Secretariat Instructions, 1976;
- e) The Government Servants (Conduct) Rules, 1979;
- f) The Government Servants (Special Provisions) Ordinance, 1979;
- g) The Bangladesh Public Service Commission (Consultation) Regulations, 1979;
- h) The General Provident Fund Rules, 1979;
- i) The Bangladesh Allocation Rules, 1982 (concerns allocation of residential accommodation);
- j) The Administrative Tribunals Act, 1982;
- k) The Public Employees Discipline (Punctual Attendance) Ordinance, 1982;
- l) The Government Servants (Discipline & Appeal) Rules, 1985;

- m) The Public Servants (Dismissal on Conviction) Ordinance, 1985;
- n) The Bangladesh Service Rules, Part I and Part II;
- o) The Delegation of Administrative Powers;
- p) The Delegation of Financial Powers;
- q) The Bangladesh Financial Rules;
- r) The Recruitment Rules;
- s) The Seniority Rules;
- t) Training Policy of National Training Council;
- u) The Treasury Rules, Part I and Part II;
- v) Instructions regarding advance, office accommodation, security, supply, use of government transport; etc.

1.2 The Rules of Business, 1975 and the Secretariat Instructions, 1976, embody the necessary provisions for allocating functional responsibility to various areas and levels of the Government and for specifying work procedures. The majority of the provisions of the two documents have existed since the British period and have been modified from time to time. The latest revision in the Rules of Business was undertaken in September, 1989.

## **2. Knowledge of Rules and Instructions**

The knowledge of the Rules of Business and the Secretariat Instructions on the part of the officers is essential for their satisfactory performance. Without an adequate knowledge it is difficult to make appropriate decisions in an appropriate manner.

It is widely believed that the officers, particularly at the lower level, do not have a good grasp of the Rules and Instructions. The concern that the lack of knowledge results in either delay in decisions or in inaction or inappropriate action has been raised among the majority of the officers we interviewed. It was pointed out that a lack of adequate training at the post-entry and in-service stages is a major contributing factor to the decline in knowledge. Earlier, when the entrants to the civil service were required to undergo rigorous theoretical and practical training, the level of the officers' knowledge about Rules and Instructions was believed to be higher and manifested in

higher standards of administrative performance. The Survey conducted by the consultants has made an attempt to identify the levels of knowledge among the officers on the basis of their own self-evaluation and an evaluation of their subordinates. The following findings emerge from the Survey.\*

- 2.2 Approximately one-third of the officers indicate a good knowledge of the Rules of Business and the Secretariat Instructions according to self-evaluation. Good knowledge implies a knowledge of seventy five to hundred percent of the provisions.
- 2.3 Approximately one-half of the officers indicate a satisfactory knowledge of the Rules and Instructions according to self-evaluation. Satisfactory knowledge implies a knowledge of fifty to seventy five percent of the provisions.
- 2.4 Approximately one-sixth of the officers indicate a poor knowledge of the Rules and Instructions according to self-evaluation. Poor knowledge implies a knowledge of less than fifty percent of the provisions.
- 2.5 The estimate of knowledge of the Rules and Instructions on the part of the subordinates as estimated by their supervisors is considerably different from the self-estimates. Approximately one-half of the subordinates i.e. Assistant Secretaries were estimated to have poor knowledge. Approximately forty-five percent have satisfactory knowledge; and only six-percent have good knowledge.
- 2.6 The level of knowledge does not appear to be directly related to the length of service.
- 2.7 There are no significant differences among the officers across the seven Ministries in which the Survey was conducted.

On the basis of our interviews and the findings from the Survey, it appears that the knowledge of Rules and Instructions among at least half of the officers at the level of the Assistant Secretaries is less than satisfactory. The officers in the rank of Deputy Secretaries and Joint Secretaries appear to be more familiar with the Rules and Instructions. This is particularly true of the officers who joined the civil services before 1971.

For the purpose of the Survey, knowledge of rules and regulations was estimated in three general categories: good knowledge; satisfactory knowledge and poor knowledge. The three categories indicate approximate estimates only and should not be construed as quantitative indicators of knowledge.

- Recommendations:
1. Training on the Rules of Business and Secretariat Instructions should be an integral part of on-the-job training in the Secretariat.
  2. Frequent refresher courses on Rules and Instructions should be undertaken at the PATC, the RPATCs, the BCS (Admin) Academy, and the Staff Training Institute (STI).
  3. Case-study methods should be applied in the training of officers in rules and regulations.

### **3. Availability of Documents**

- 3.1 The knowledge as well as the practice of Rules and Instructions is constrained by the fact that the related documents are not available to the officers for quick reference. In certain cases, the documents are available in the Sections but are not properly kept. The officers have a tendency to keep copies of these documents in their personal custody and take them along upon their transfer.
- 3.2 According to the Survey conducted, approximately fifty percent of the officers acknowledge to have the copies of the documents available. In the case of the Assistant Secretaries, only thirty-three percent acknowledge to have the copies of the documents available.
- 3.3 The problem of availability is both a problem of scarcity as well as a problem of organizing and maintaining the documents in an appropriate place.

The documents on important Rules and Regulations including the current amendments are not catalogued and placed in a centrally located unit or office within the Ministries for easy access and reference. The availability of these documents could be increased by printing the documents in sufficient quantities to be distributed to all officers and staff, as well as by establishing a well organized mini-library in each Ministry with catalogued and indexed documents and other necessary reference materials.

- Recommendation:
4. Ministries should establish documentation centers where properly catalogued documents on rules and regulations are kept for reference.
  5. All officers should be provided a complete set of rule books at the time of post-entry training and asked to keep them up-to-date.



#### **4. Adequacy of Rules and Instructions**

4.1 Systems and procedures embodied in the Rules of Business and the Secretariat Instructions are theoretically sound except in cases where modifications may be needed to make the Rules and Instructions more practicable and responsive to the present day conditions. The same systems and procedures in public administration have existed more or less in the Subcontinent for a long period (6). In the past, these systems and procedures have worked well in this country as well as in other countries like India, Pakistan and Sri Lanka.

It is, therefore, not the substance of the Rules and Instructions in most cases that presents problems to efficiency but rather their non-observance (7).

4.2 An examination of the provisions of the Rules of Business and the Secretariat Instructions indicates that approximately three-fourth of the provisions, are sound in substance. It must be added, however, that there are examples of Rules and Instructions which do present linguistic difficulties (8). Some of the Rules and Instructions are difficult to comprehend and to follow. The language of such Rules and Instructions could be simplified.

4.3 The provisions of the Rules and Instructions are considered as adequate for an efficient disposal of business by the majority of the officers. According to the Survey, approximately seventy-five percent of the officers believe that the efficiency in the Government will significantly increase if the provisions were appropriately applied. In certain areas, the provisions of the Rules and Instructions require modifications and improvements. The respondents to the Survey identified the following areas for modifications, in order of importance.

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

4.4 In examining the provisions of the Rules and Instructions, we have identified those Rules and Instructions that call for modifications in order to enhance the efficiency. We have been guided in this effort by the findings from the Survey and the following general principles:

- a. Allocation of responsibility to both individuals as well as to organizations ought to be clearly assigned and should be consistent with the delegated powers;
- b. Functional jurisdictions ought to be clearly delineated to minimize overlap. For example, jurisdiction over formulating policies ought to be differentiated from jurisdiction over execution of policies as far as practicable;
- c. Administrative and financial powers ought to be delegated to the maximum extent possible.
- d. Excessive noting and file-shifting ought to be minimized to avoid delays in making decisions.

Recommendations: 6. The Secretariat Instructions should be made simpler, especially in its Bengali version.

7. Further revisions in the Rules of Business may be made in future after the effects of Rules revised in 1989 have been institutionalised. Such revisions should be based on careful assessments by the concerned organisations to be undertaken on a continuing basis.

## **5. Observance of Rules and Instructions**

- 5.1 Non-observance of the Rules and Instructions has become a common practice. The Secretariat Instructions contains specific provisions for decision-making, delegation of authority, supervision, files management etc. The observance of these provisions by the officers is crucial to the efficiency of the Government. Non-observance of the important Rules and Instructions is not monitored and penalized. The officers are neither rewarded for observing the Rules and Instructions nor disciplined for non-observance. Unless, Rules and Instructions are strictly observed under a supervision and monitoring system, it may be difficult to obtain the required compliance.

During the course of this study, we have examined the provisions of the Rules and Instructions which have a direct bearing on efficiency. We have found that a majority of these Rules and Instructions are not observed. In some cases, the Rules and Instructions are observed but not according to their full intent.

The reasons behind the non-observance of the Rules are many and interrelated (9). In certain cases, the Rules may not be followed deliberately due to lack of sanctions or hidden personal motives. The lack of adequate knowledge, time, and proper logistics interfere with their application in other cases. The findings from the Survey indicate that the officers consider that the following factors militate against the observance of the Rules and Instructions:

- Inadequate knowledge;
- Time constraints;
- Inadequate delegation of authority; and
- Lack of supervision and inspection.

The major examples of the non-observance of the provisions of the Secretariat Instructions and the Rules of Business, the deviations in actual practice and their impact on efficiency are briefly discussed below:

- 5.2 Delays in decision-making occur primarily due to non-observance of the prescribed time limit as laid down in the Secretariat Instruction No.185. The Instruction is seldom followed by officers due to several reasons. First, there is an intentional neglect in observance due to weak supervision and lack of accountability. Second, the overload of work due to its unequal distribution presents problem in following the time-limit. Third, poor logistical support, in some cases, interfere with disposing cases in time.

Recommendations: 8. The time limit laid down in the Instruction No. 185 for the examination and disposal of cases should be strictly followed by all officers.

9. Disposal of Business within the prescribed time limit by the officers should be taken into account in their performance appraisal.

- 5.3 The existing provision for submitting a statement of pending cases on a monthly basis, according to Secretariat Instruction No. 194, is not appropriately followed. The monthly statements generally do not contain sufficient information needed for the disposal of the cases.

Recommendation: 10. Assistant Secretaries should maintain a weekly list of pending cases with full particulars to be included in the monthly statement on pending cases.

5.4 At present, officers seldom inspect Sections and inquire into the problems of the office. As a result, the subordinate staff do not feel the urgency to dispose of cases within prescribed time limit. This leads to delay in the disposal of business.

Recommendation: 11. Inspection of Sections by Assistant Secretaries and Deputy Secretaries and surprise visit by higher officers as laid down in Instruction numbers 196, 197 and 201-202 should be duly made. While making the inspection, the officers should have Instruction Nos. 203-208 in hand as a checklist.

5.5 Prescribed office hours are not adequately observed. Non-gazetted staff do not find it necessary to observe office hours due to lack of supervision and absence of disciplinary measures. Attendance Registers are not maintained according to Secretariat Instruction Nos. 81-82.

Recommendations: 12. The provisions of Secretariat Instruction Nos. 81 - 82 should be strictly followed.

13. Senior Officers should demonstrate the value of punctuality through personal examples.

5.6 Files and records are not properly organized and maintained which adversely affects the speed at which relevant and important information can be processed and retrieved for the disposal of business.

The responsibility of properly organizing files and maintaining records lies with the Section Assistant who, according to Instruction No.11, is responsible for the following:

- a) Putting up previous papers, precedents, rules, regulations and other references relating to the case under consideration;
- b) Opening of files and keeping a record of movement of files;
- c) Keeping a note of all important orders and decisions;
- d) Recording, indexing, and weeding of files;
- e) Watching the necessity of keeping priority or security labels on files. He will bring to the notice of the Assistant Secretary at the first opportunity that occurs of removing these labels;

Other clerical duties assigned to him, including casual typing, maintenance of Diary Register and the preparation of statements and returns.

In practice, Section Assistants normally carry items (a) and (b) and part of (f). Items (c), (d), and (e) which are crucial for filing and record keeping are not undertaken. Also, very few of the Section Assistants know how to type although typing skills are required for their appointment.

Recommendations: 14. The Assistant Secretaries, as the immediate superior of Section Assistants, should ensure that the Instructions for organizing files and keeping records are carried out in their entirety.

15. Ultimate responsibility of proper filing and record keeping should be assigned to the Assistant Secretaries.

5.7 In many cases, the margin of a note sheet is used for marking files to superior officers. The margin is primarily meant for referencing and for unofficial observation which do not form part of a note. Using the margin for other than specified purposes causes unnecessary waste of paper and sloppiness in the note sheets.

Recommendation: 16. Margin of a note sheet be reserved for the purposes of referencing and unofficial observations. Secretariat Instruction No. 115(2) regarding the use of margin should be observed.

5.8 In writing notes on a file, there is a common tendency among Assistant Secretaries to reproduce the contents of the paper under consideration (PUC). Such notes are unnecessary and redundant. An incorrect summary or paraphrasing of PUC into notes may bias a decision. The Secretariat Instruction No. 117 provides that "the reproduction of a note of verbatim extracts from paper under consideration or its paraphrasing will, as a rule, be avoided. It will be presumed that the paper under consideration will be read by the officer to whom it is submitted".

Recommendation: 17. It is important that the Secretariat Instruction No. 117 should be observed by Assistant Secretaries. Paraphrasing from paper under consideration (PUC) should not be undertaken in any case to avoid unnecessary notings and allow the concerned officer to read the PUC in full.

5.9 Inordinate amounts of time, labour, and materials are wasted due to the common practice of diarising all receipts in the Sections. This practice is clearly against Instruction No.32 which specifies the ten types of receipts that will not be diarised.

Recommendation: 18. Instruction No. 32 regarding proper diarising of in-coming mail should be strictly followed by the Section Assistants.

5.10 Monthly reports of the activities of the Ministries/Divisions, as required by Rule No. 23 of the Rules of Business, are not regularly prepared and submitted to the Council of Ministers by all Ministries. As a result, the Council of Ministers is unable to know and help resolve the outstanding issues and problems faced by the Ministries/Divisions.

Recommendation: 19. All Ministries/Divisions should prepare a brief statement of their activities on a monthly basis and submit it to the Council of Ministers in accordance with the Rule 23 of the Rules of Business.

5.11 Application of the security procedures for protecting important government information; providing valid access to visitors; and ensuring proper working environment in the Secretariat are totally lacking.

It has been observed that visitors, both officials and non-officials, have easy access to the rooms of officers, especially of junior officers which interrupts the work. Official business is often conducted in the presence of the visitors who come to know of information of confidential nature. Rule No. 26 of the Rules of Business regarding the protection and communication of official information is frequently violated.

Recommendations: 20. The visitors' access to the Secretariat should be restricted. A visitor should not be allowed to see an officer other than that directly concerned with his business.

21. Visitors should be received by the officers in a separate meeting room rather than in their offices to minimize interruption of official work.

22. The Secretary of the Ministry should ensure proper compliance with Rule No. 26 by all concerned.

## B. Decision-Making

### 1. **Policy Analysis and Monitoring**

- 1.1 According to the Rules of Business, it is the responsibility of the Secretariat to formulate policies and plans and evaluate and monitor their execution. In Bangladesh as in most countries, the policies are formulated at the highest political level. The process of policy-formulation in development sectors is also influenced by the donor organizations which contribute approximately 90 percent of the nation's annual development budget. The role assigned to the Secretariat in policy-making process basically is to provide the *raison detere* for formulating sound policies through collection and analysis of information to establish priorities and objectives and to develop effective strategies for achieving them. This form of strategic thinking is crucial to the development of policies but is seriously neglected in the Secretariat.
- 1.2 At present, the Ministries perform limited functions in support of policy-formulation and have assumed disproportionate responsibilities for executive and administrative functions, especially in the area of personnel management. The Ministries retain the authority over a large number of administrative decisions which should appropriately be transferred to the Departments. It is estimated that more than half of the cases in the Secretariat involve personnel matters. As a consequence of the creation of 30 cadres and an approximately four-fold increase in the number of personnel since 1982, the Ministries have become overburdened with administration of personnel and related matters.
- 1.3 The Secretariat has also been assigned the important function of monitoring the implementation of policies. The policies are implemented through the Departments and Corporations and the Ministries are responsible to follow-up on the problems in implementation and take necessary measures. In Bangladesh, an effective implementation of the Government policies is often hampered by lack of coordination among various agencies; logistical, financial and manpower problems; and other institutional shortcomings. It is the function of the Ministries to keep abreast of these difficulties and devise means to overcome them.
- 1.4 The Ministries do not have appropriate organizational mechanisms for undertaking policy-oriented work. There is a lack of well trained officers and staff needed for policy analysis, planning, monitoring and evaluation. The personnel who have the appropriate training are not utilized. Moreover, policy-planning activities and skills are not adequately rewarded under the current system.

1.5 The Ministry of Establishment is the central personnel agency of the Government. One of the main difficulties in the Ministry of Establishment is the lack of expertise for the formulation of comprehensive and effective personnel policies throughout the government machinery. The role of the Establishment Ministry in setting personnel policies has become especially important after the introduction of a new service structure in 1980. This entails a challenging task of formulating personnel policies for a large number of existing employees. Acute shortage of qualified staff in such important functional spheres as training, organizational development and supervision has been seriously hampering various programmes of staff development and organizational improvements for which the Ministry is directly responsible. People trained and experienced in these areas are inadequately available. Those few who are trained in these fields are not properly utilized. Fresh recruits are hardly attracted to these areas because of a lack of career opportunities.

- Recommendations:
23. The Ministries should develop internal mechanisms for policy formulation and analysis and for monitoring the proper execution of the policies.
  24. A well trained cadre of specialists to analyze the impact and strategic implications of the policies should be developed through in-country and foreign training programs. The trained specialists should be appropriately posted and utilized in the Ministries for a minimum of five years.
  25. The responsibility of the Ministries in the area of sound policy analysis requires that the Secretariat reduce its operational and administrative activities in the secondary matters of personnel administration. The Ministries should delegate the administration of personnel to the Departments as discussed in the section on personnel management of this Report.



## **2. Decision-Making Procedures**

- 2.1 Decision-making in the Government, in practice, is highly centralized. Most of the decisions are actually made at the highest level of the Government although the power of the authority is delegated within the hierarchy. The delegated authority especially at the middle levels is exercised within very narrow limits for fear of contravening the decisions higher up. According to the Survey, the foremost reason for not exercising authority that has been assigned to the officers is their fear of unknown consequences. The problem is made worse by the fact that the performance of an officer is not judged on the basis of his competence in taking decisions. There is no particular incentive in taking initiatives. It may not be inappropriate to say that under the existing circumstances, it is safer not to take decisions and the perceived risks of making decisions outweigh both benefits and risks of not making them.

The findings from the Survey indicate that over 50 percent of the officers do not exercise the powers that have been assigned to them. These officers do acknowledge their powers but do not exercise it for several reasons. The fear of negative consequences and the lack of trust of the superiors are cited by the officers as the most frequent reasons for avoidance of responsibilities. Other reasons include: incomplete information, lack of knowledge and extraneous interference.

The findings of the Survey suggest that the constraints perceived by the officers in meeting their responsibilities are overwhelming. However, it has also been observed that there is a class of officers, especially at middle and higher levels, with demonstrated competence. The emphasis on perceived constraints therefore needs to be qualified. It seems that the constraints to performance may be inversely related to an individual's level of self-confidence and the trust he is able to earn from his colleagues and superiors.

- 2.2 A large number of decisions in the Government require coordination among different ministries and agencies and are made through inter-ministerial consultation and committees. Committee meetings are important for coordination and for developing a common point of view to avoid jurisdictional problems. However, the committee system also carries the risks of diffusing responsibility and deferring decisions.

Inter-ministerial meetings as presently conducted mean delays and deferrals of decisions. The problem is not so much with the concept of decisions by committee but with the structure and participation of committee meetings. There are several difficulties associated with meetings in the public sector organizations. Meetings take place without adequate preparation. In convening a meeting, the concerned

organization does not adequately specify the issues and determine the agencies or the level of officers most appropriate for participation. The role and expectations of the participants are important for the success of a meeting. The meetings are often conducted without a clear statement of problems and issues and attended by a mix of senior and junior officers which works against the efficiency of such meetings. In addition, the status of decision taken in these meetings is generally unclear and the decisions are not always binding upon the concerned parties. The Secretariat Instruction No. 199 regarding the purpose of inter-ministerial meeting is rather vague.

- 2.3 The formal coordination of the activities of different organs of a ministry is primarily undertaken through monthly coordination meeting called by the Secretary. The purpose of the monthly meeting is to discuss important issues and pending cases and take appropriate measures.

The monthly meetings could be a useful mechanism for expediting pending cases if they are well structured and conducted on the basis of a proper working paper. Presently, the meetings are conducted without the crucial information on pending issues and likely options. Important matters, like problems of supervision, inspection and undisposed cases, are not presented and resolved systematically in these meetings. A well prepared document on important issues and likely solutions circulated to the participants in advance would produce expected results.

The process of coordination within each Ministry would be facilitated by holding more frequent and well structured meetings among the middle and junior level officers i.e. the Deputy Secretaries and Assistant Secretaries. The Deputy Secretary could meet with the Assistant Secretaries in each section, on a regular basis, to discuss problems and take necessary measures.

- 2.4 Decision-making procedures rely mostly on formal written communication among different levels of officers and Ministries/Divisions. Unless files arrive, no action is initiated. It is considered safer by the officers to take action only upon receiving formal written communication. The heavy reliance on written communication has created a culture of bureaucratic rigidity and does not promote a climate of trust. Junior officers show deference to the personal authority of the superiors and feel reluctant to approach them informally and seek directions.

- 2.5 The examination of a case begins at the lowest level i.e. at the level of the Section Assistant, who receives the incoming communication from the R&I unit. The Section Assistant makes a determination of the subject matter of the case and places it in a file accordingly. The file is then passed on to the succeeding higher levels for action.

The existing procedure of examining a case and determining its subject matter and importance creates two major problems. First, the movement of files takes time and prevents action on urgent cases. Second, cases are not properly distinguished in terms of their subject matter and importance. The procedure requires changes so that cases can be examined and classified appropriately with due attention to their importance and subject matter.

- Recommendations: 26. Consultations within the same Ministry should be carried mostly through telephone or informal personal meetings as intended by Secretariat Instruction No. 121. Decision resulting from such consultations should be recorded for confirmation by the appropriate senior officer.
27. Intra-ministerial monthly meetings on cases pending for more than a month should be held regularly to ensure quick disposal of business according to a well prepared document on pending cases and other matters related to supervision, inspection, record keeping, and security. Instruction No.195 should be modified to include the subjects in addition to pending cases as mentioned in this recommendation.
28. Inter-ministerial meetings should be conducted only on the basis of a prepared document on issues and alternatives to be placed before the committee one week in advance. The objective of the meeting should be to arrive at a consensus and decision. The deliberations of the meetings should be recorded into proforma minutes specifying the issues, the alternatives discussed, the decisions taken and the agency responsible for their implementation.
- The Secretariat Instruction No. 199 regarding the format of inter-ministerial meetings should be amended requiring a working document and specifying the status of decisions taken.
29. The Deputy Secretary in charge of a Branch should hold regular meetings twice a week with the Assistant Secretaries working under him. The purpose of these meetings should be to discuss important problems and pending cases and take necessary decisions during the meeting.

30. The R & I unit should sort out the in-coming communication Branch-Wise instead of Section-Wise and send it directly to the Deputy Secretary in-charge. The Deputy Secretary should classify the cases in terms of necessary actions and the appropriate levels at which the actions can be taken. He should pass these cases on to the Assistant Secretary who will ensure that the cases are placed in files and directly forwarded for action at the appropriate level. Receipts dealing with urgent and important cases should be directly forwarded to the Secretary. The Secretariat Instruction No. 22 should be accordingly modified.

### **3. Delays in Decision-Making**

- 3.1 Delays in making decisions in the Government are known to occur more frequently now than in the past. Delays are often considered as synonymous with administrative inefficiency which may not be necessarily true. The time, resources, information and competence for making decisions vary from one case to another. The statements about the frequency and causes of delays are therefore difficult to generalize.

Delays in decision-making occur for several reasons. Some of the important reasons include:

(a) non-adherence to procedures laid down in the Secretariat Instructions and the Rules of Business; (b) lack of enforcement of accountability; (c) work overload; (d) lack of logistical support; and (e) lack of well-trained personnel.

- 3.2 Many delays occur at the initial stages of the disposal of business. Letters initially received in the Receipt and Issue Unit (R & I Unit) are not delivered systematically and on-time to the addresses and Sections. This time-lag sets up a chain reaction of delays at the remaining stages.
- 3.3 The work load of the sections is not equally distributed. Unequal distribution of work is one of the causes of delays in the Secretariat. The distribution of work as specified under the Rules of Business is not reviewed in relation to the nature and volume of actual work. According to the Rules, subjects of allied nature have to be assigned to one Section. Furthermore, the work load of a particular section is not allocated as reflected by the issue and receipt figures in the Sections. Delays often occur as a result of overload of work in certain Sections.

- 3.4 Lack of confidence on the part of the officers about their own authority and specified duties often accompanied by jurisdictional and personal infringements by higher levels into the affairs of lower levels contribute to the problem of delays. In the absence of a clear job description, it becomes difficult for the officers to prioritize their work and allocate due time and attention to its disposal. The time of subordinate officers and staff is frequently diverted to carry out less important business upon instructions from superiors.
- 3.5 The time limits for an examination and disposal of a case have been laid down under the Secretariat Instructions. The prescribed time limits at all levels are adequate for the disposal of business except in cases requiring additional information or inter-ministerial consultations for which exemptions are allowed. The specified time-limit is rarely observed including for routine cases which can be easily disposed without delay.
- 3.6 There is a common tendency to push the files up even in cases where the concerned officer is authorized to dispose of the case. The tendency is more common at the level of Assistant Secretaries. According to the Secretariat Instructions, an Assistant Secretary is authorized to dispose most of the routine cases. It is estimated that about fifty percent of the cases can be disposed of within the prescribed time-limit at the level of the Assistant Secretary. However, it has been found that the Assistant Secretaries as a class dispose of only 10 percent cases and take an average of 8 days (10).

According to our Survey, the officers identify a lack of trust by the superiors and a lack of self-confidence in their own ability as the two primary factors for passing files.

- 3.7 Decision made in the Secretariat on public cases are not communicated to the concerned parties in time. Logistical difficulties sometime interfere with prompt acknowledgment of cases and communication of the decisions made. It has been found that about one-fourth of the decisions are not communicated (11). Given the difficulties, the clients have come to invoke patronage and persuasion to solve their problems. The common practice among the clients is to look out for patron who has influence in the Secretariat. This explains why almost 40 percent of the visitors desired to see the Ministers and their private Secretaries.

Recommendations: 31. All receipts in the R&I unit should be delivered to officer/section every two hours. Urgent cases should be delivered immediately upon receipt. Instruction No. 22 should be modified accordingly.

32. Distribution of work of the Ministries/ Divisions should be reviewed at regular intervals by the O&M Wing to ensure equitability and to avoid overload and overlap of work. Instruction No. 7 and Rule 3(vi) should be accordingly modified to include review at regular intervals.

## **C. Personnel Management**

### **1. Recruitment, Selection, Appointment, and Transfer**

1.1 The responsibility for recruitment and selection of BCS cadre officers is primarily vested in two bodies - the Ministry of Establishment and the Public Service Commission (PSC). The Rules, Regulations and Instructions emanate from the Ministry of Establishment which also ensures their proper pursuance by other agencies. Operationally, the Regulation Wing of the Ministry of Establishment prepares as well as examines the recruitment rules prescribing the method and criteria for recruitment before they are sent to the PSC for approval. Each Ministry/Division can frame its own recruitment rules and enforce them with the approval of the Ministry of Establishment, the Ministry of Law and Justice and the PSC.

The processing of recruitment rules, prepared by a Ministry, by the Ministry of Establishment and the Ministry of Law and Justice often causes delay in finalisation of rules and consequently in recruitment. The draft recruitment rules prepared by a Ministry are based on the Model Recruitment Rules approved by the Government and provide an adequate basis for framing draft rules by the individual ministries. The process of review and approval is a mere formality and should be undertaken without unnecessary delays.

- 1.2 At present, recruitment to vacant posts is often delayed. Selection for recruitment to all cadre posts and all non-cadre class I and class II posts is made on centralized basis by the Public Service Commission. Different agencies of the Government request the PSC to select candidates to fill up vacant posts in their offices. Owing to large numbers of such requests and the time consuming procedures of selection, the PSC finds it difficult to meet their demand in time.
- 1.3 Recruitment of class I civil servants is based on the quota system which restricts the range of selection based on merit. In the initial recruitment to class I posts today, 40 percent of all positions are filled on the basis of merit and the rest are distributed on the quota system.
- \*
- 1.4 The incentives and opportunities for career development are negligible. Professional mobility in the civil service is restricted because merit and performance are not differentiated from seniority. Under the existing system, merit is often subsumed by other considerations and therefore there is a need to clearly recognize merit as a trait of higher performance and as a basis of accelerated promotion and career advancement.
- 1.5 Recruitment is partially based on merit. After the initial posting, there is a need for further screening and selection of officers on the basis of merit and high performance. A two-tier recruitment process needs to be introduced under which officers after their initial posting in the field will become eligible to compete through an open examination held by the PSC. The top ranking candidates would qualify for accelerated promotion at appropriate levels in their respective cadres.
- 1.6 Civil service examinations are not regularly conducted in Bangladesh. This condition affects the normal recruitment and selection system and leads to the necessity for making adhoc appointment. A large number of adhoc appointments continue from year to year.

1.7 The power of initial appointment of BCS cadre officers is exercised by the Ministry of Establishment. The entry level appointments of non-cadre class I officers are made by the respective Ministries. The process of initial appointments of non-cadre officers as well as the transfer of both cadred and non cadred officers is too time consuming and involves details of administration which are not crucial to the functions of the Secretariat. The main role of the Secretariat is to formulate policies and not to deal with administrative details associated with the execution of policies.

1.8 The authority and procedures for appointment and promotion for the officers in the MNS grades 1 to 6 have been recently amended and the Superior Selection Board (SSB) previously responsible for these functions has been abolished.\*

According to the latest amendment, the government has decided to place ministers at the head of committees responsible to select candidates for promotion and appointment to higher posts. Prior to this decision, these selections were made by the SSB headed by the Cabinet Secretary. The existing promotional committees have been abolished and replaced by two Boards. The "Department Superior Promotion and Appointment Board" consists of the Minister-in-charge as the chairman and the Secretary or Additional Secretary of the Ministry of Establishment and the Secretary or Additional of the concerned Ministry as the members. It has been given the authority to recommend for selection and promotion of officers in the MNS grades 1, 2, and 3 i.e. the posts of Secretaries, Additional Secretaries, and Joint Secretaries as well the chairmen or management directors of autonomous organizations. The recommendations of the Board will be placed before the President for his approval.

Ministry of Establishment, Notification No. SA-3/1-14/89-325 dated July 24, 1989.



The second Board "Departmental Promotion and Appointment Board" consists of the Minister-in-charge, as chairman, the Secretary or Additional Secretary of the concerned Ministry and the Head of concerned Department or Corporation as members. It has been given the authority to recommend for selection and promotion of officers in the grades of MNS 4, 5, and 6 of all cadre and non-cadre officers under the administrative control of the Ministry concerned. This Board is also authorized to select candidates for appointment or promotions of whole time members or directors or semi-autonomous organization. The Board will submit its recommendations to the President for approval.

The latest amendments have given the Ministers extensive authority in the selection and promotion of middle and high level officers.

- Recommendations: 33. To expedite the processing of draft recruitment rules, a legal officer should be posted in the Ministry of Establishment. The draft rules prepared by a Ministry should be jointly reviewed and approved by the concerned officers of the Ministry of Establishment.
34. The power of initial appointment of non-cadre class I officers in Modified National Scale (MNS) of Tk. 1650-3020 in the attached Departments, should be delegated to the Heads of the Departments.
35. The power of transfer of class I officers of the BCS cadres, except BCS (Administration) & BCS (Secretariat), should be delegated to the Heads of the Departments except their immediate deputies.
36. The power of transfer of non-cadre class I officers of the Departments should be delegated to the Heads of the Departments except their immediate deputies under the guidelines specified by the Ministries.
37. The Government should consider the introduction of a two-tier recruitment process to select, on the basis of competitive examination, candidates for accelerated promotion. Under the suggested system, the PSC would hold a competitive examination to select the candidates with five years of service. The top-ranking candidates would become eligible for accelerated promotion at the level of the Deputy Secretaries. This recommendation should be further developed by the Ministry of Establishment in relation to the current policies.

## 2. Supervision

- 2.1 Supervision of subordinate officers and staff is deficient in the Secretariat System. Important matters such as disposal of cases in time; proper filing and record keeping; organization of office; utilization of equipment; punctual attendance etc. are not monitored by the supervisors in a regular and systematic manner. Some of the officers take personal initiatives to follow-up on the work of their subordinates. However, very few officers personally visit subordinate offices under their supervision. During the course of our interviews, we were informed by senior officers that they had made personal visits to the subordinate offices only a few times in fifteen to twenty years of their service.

The Secretariat Instruction No. 201 provides that the officers of the rank of Joint Secretary and above will pay surprise visits to the Sections at reasonable intervals. While paying such visits, they will pay special attention to the following points:

- (a) Whether the provisions of the Rules of Business, the Secretariat Instructions, Standing Orders and office instructions are being duly complied with;
- (b) Whether security arrangements are adequate;
- (c) Whether office lay out is in order and the records are properly maintained;
- (d) Whether government property and office equipments are properly utilized and taken care of;
- (e) Whether cash and accounts are properly maintained; and
- (f) Whether the work of receipt and despatch is done smoothly.

All of the above necessary details of supervision are presently neglected.

- 2.2 Formal inspections on a periodical basis are not undertaken. The purpose of formal inspections is to conduct a thorough investigation of the office procedures and personnel problems and take corrective measures. According to the Secretariat Instructions, the Deputy Secretaries are required to inspect the Sections under their charge once in every six months; while the Assistant Secretaries are required to inspect their respective Sections once every month. During inspection, the officers are supposed to pay special attention to office organization, utilization of office equipment, filing and record keeping, financial

accounts and other matters of importance according to the guidelines on inspection given in Instruction NOs. 203-208 of the Secretariat Instructions, and submit a report to the next higher authority.

- 2.3 A number of difficulties in supervision arise out of poor lay out of offices. The offices in the Ministries are not laid out to accommodate the superiors and the subordinates within proximity to each other. The offices are separated from each other and in some cases the superiors and subordinates occupy offices at the different ends of the different floors of the building. Moreover, the offices are often secluded through multiple doors and walls where it becomes impossible for the officers to be aware of the presence and activities of their subordinates.
- 2.4 A variety of attitudinal and behavioural factors work against supervision. The senior officers appear reluctant to leave their offices and go to the offices of their subordinates. On the other hand, the subordinates display a lack of deference toward the authority of their superiors.

**Recommendation:** 38. Every Ministry/Division should form an internal work study unit for the regular inspection and supervision of all Sections. A Joint Secretary, a Deputy Secretary, and an Assistant Secretary should serve on a monthly rotation basis, as an inspection team. The Joint Secretary (Administration) should coordinate the inspection team, compile the findings, and prepare and submit a monthly report to the Secretary.

### **3. Performance Appraisal and Promotion**

Performance appraisal is undertaken through ACR. The current form of ACR is of a subjective nature and is inadequate to reflect the actual performance of an officer. The form is too lengthy and its completion by the supervisors is time-consuming. As a result, significant delays take place in completing the forms and in submitting appraisal reports to the concerned authorities.

- 3.2 The subjective and confidential nature of the ACRs represent a concern to many officers especially among the Assistant Secretaries. The underlying method of appraisal does not allow any participation or feedback on the part of an appraisee. According to the Survey, a majority of the Assistant Secretaries have indicated a need for modifying the appraisal methods. The main suggestions for modifications include:

- (a) participatory appraisal in which the superiors and subordinates specify the performance targets by mutual consultation;
- (b) two-way appraisal in which subordinates also play some role in evaluating their superiors; and
- (c) feedback from subordinates on the appraisal report before its finalisation.

Recommendations: 39. The existing ACR forms should be made more objective to reflect actual performance of the officers. Accelerated promotions should be awarded on the basis of outstanding performance. The criteria of "outstandingness" should be more objectively defined.

40. The performance appraisal should be initiated on the basis of a statement of self-evaluation prepared by the appraisees. The self-evaluation statement should consist of quantitative and qualitative evidence of the performance.

#### **4. Incentives**

- 4.1 The salaries and fringe benefits of the officers, with the exception of those at the very top level, are not adequate to meet their economic needs. The salaries are not adjusted to real inflation which continues to erode the value of the income.
- 4.2 The fringe benefits, i.e. free accommodation and transport and special categories of allowances, are highly skewed in favour of only a limited number of top civil servants. The majority of the officers do not enjoy adequate fringe benefits.
- 4.3 A majority of the officers do not have the financial means for taking an occasional vacation or for recreation. Consequently, the officers suffer from health problems for lack of recuperation from uninterrupted daily routines of office work over a long duration.
- 4.4 Non-pecuniary incentives in the form of recognition awards for merit, performance and promotion do not exist. For instance, foreign training opportunities are not utilized as incentives for performance .

- Recommendations: 41. The Government should ensure adequate fiscal compensation, in real terms, to the public servants. A permanent body may be constituted to continuously review the compensation system.
42. An occasional vacation is important for the officers for maintaining physical and mental fitness. The Government should consider granting the officers both recreational and festival allowances every three years and withdraw the existing ban. The officers should be permitted to avail the due vacation leave.

## **5. Rules and Regulations in Personnel Administration**

The Rules and Regulations pertaining to different aspects of personnel administration are embodied in various documents and are not easily accessible to all concerned. This often presents difficulties in taking quick decisions on personnel matters.

- Recommendation: 43. A Personnel Manual was prepared in 1985 under the World Bank financed Public Administration Project. The Manual covers the pertinent rules and regulations and the procedures for their application in personnel matters. The Government should provide this manual to officers as a guide for personnel management.

## **D. Training**

### **1. Training Facilities and Staff**

There are approximately 150 training institutions in the country established by different ministries, divisions and autonomous bodies. The training in general administration is primarily conducted by the Public Administration Training Center (PATC) and the BCS (Administration) Academy.

The PATC is the apex institution for training of all cadre officers. It was established by merging erstwhile government training institutions i.e. the Bangladesh Administrative Staff College, the National Institute of Public Administration and the Civil Officers' Training Academy. It is primarily responsible for providing foundation training, in-service training, and refresher courses to different cadres of the Civil Service. The BCS (Admin) Academy established in 1987, is at its nascent stage and lacks adequate training staff and logistical support.

The existing training facilities and staff of the PATC and the BCS Academy are limited and inadequate to meet the post-entry and in-service training requirements of the BCS class I officers.

- 1.1 The number of qualified and well-trained staff needed is limited due to the existing system of posting and deputing the senior officers into the positions of trainers. It is a common knowledge that senior officers are posted in the training institutions against their wishes and often the posting is considered as a punitive measure by the officers. The practice of posting the officers does not systematically take into account their experience and qualifications, and previous training. As a result, the quality and the motivation on the part of the designated trainers is limited.
- 1.2 Follow-up training is not undertaken systematically and at regular intervals. The post-entry training and in-service training courses are not well integrated and scheduled to provide and continuously update the levels of knowledge and skills required of the officers in the Secretariat.
- 1.3 A number of officers, at the level of the Assistant Secretaries, are assigned to their initial postings without having undergone the required post-entry training. Moreover, the deficiencies of post-entry training are not compensated by a systematic on-the-job training. A formal system of on-the-job training for the probationers in the Secretariat does not exist. The dual lack of institutional training and on-the-job training has a direct bearing on the low performance of the Assistant Secretaries leading to decrease in the standards of performance expected of them.

- 1.4 The physical capacity for trainees at the PATC is inadequate to impart training to the required number of officers. At present, foundation training for 16 weeks can be given to approximately 400 officers in a year. There is an increasing backlog of trainees for the foundation course due to increase in the strength of officers under the upazila decentralisation system. It is estimated that about 1600 officers, recruited since 1981, have not received foundation training (12). The problem is made worse by the fact that the duration of foundation training has been reduced to two months until June, 1990. To meet the requirement of the foundation training, facilities of the BARD at Comilla and BARD at Bogra and the BCS Academy are being utilized to clear the backlog.

The adequacy of the duration of the foundation training is questionable. Too much appears to be covered in the foundation courses within too little time. In the effort to maximize its capacity, the PATC conducts training for all cadres which leaves limited scope for specialized training in functional areas.

- Recommendations:44. The facilities and training capacity of the PATC should be expanded as a long-term measure.
45. Training programs should also be expanded at other institutions in the country.
46. Crash training programs at the PATC and the BCS (Admin) Academy should continue to meet the immediate needs and to clear up the backlog.
47. On-the-job training programs in the Ministries should be conducted by selected officers of the Ministry. Outside consultants and specialists may be liberally utilised for this purpose. The conduct of on-the-job training should be a routine responsibility of each supervisor.

## 2. Relevance of Training

- 2.1 The relevance of training is determined by the extent to which the training imparted helps the trainees to perform their actual job efficiently. According to the Survey, a majority of the officers at the level of the Assistant Secretaries indicate the limited relevance of the training received. However, the findings of our survey also indicate that the trained officers consider in-country training more relevant than foreign training. The existing methods of training are found to be mostly based on traditional class room teaching and are inadequate to create an appropriate learning environment.

Training curricula and methods are not based on assessment of the training needs of the participants. The training institutions as well as the Ministries do not conduct an assessment of the practical skills needed by different categories of personnel which could provide a basis for tailoring training curricula and methods. This observation applies to both in-country as well as foreign training programmes.

- 2.2 In-country and foreign training are not linked to maximize the impact of the existing training opportunities. According to the National Training Policy (NTP), foreign training is preconditional on in-country training (13). The linkage between the two forms of training, however, requires to be made with respect to development of specific skills in such a manner that skills first developed through in-country programmes can be further developed through foreign training opportunities. Thus, there is a need to match potential trainees with the required skills and the training opportunities.

- Recommendations: 48. Assessment of training needs should be undertaken by the training institutions in cooperation with the Ministries to determine the actual job skills required at different levels in the Secretariat system.
49. The design of training curricula should be based on an assessment of training needs.
50. Trainers should be trained in applying modern methods such as interactive management, simulated decision making, audio-visual learning techniques etc., and minimise traditional class room teaching.



### **3. Utilization of Training**

Utilization of the trained personnel and especially of those who are trained under the foreign facilities is hampered by two major factors. First, candidates for the foreign training are not selected on the basis of predefined needs in organizational and skills development nor on the basis of the individual career planning. The opportunities of foreign training are mostly granted on the donors' perception of needs or as personal reward to the officers. Second, foreign trained personnel are not placed, upon their return, into positions where they could utilize their training appropriately. In some cases, trained personnel are placed appropriately for a brief duration and then transferred to positions not strictly relevant to their training(14). As a result, the potential impact of the training for organizational and personnel development is lost.

- Recommendation: 51. Long term foreign training of middle level officers should be restricted to specialized areas of high priority. Foreign trained officers should be placed in the posts where they can best utilize their expertise. The duration of such postings should be a minimum of five years.
52. Long term foreign training in broad functional or academic areas should be reserved for senior officers engaged in general macro management.

### **4. Training Incentives**

Well-qualified and motivated trainers are essential for improving the quality and effectiveness of training. The status and incentives for trainers under the present system are so limited that very few qualified individuals aspire to take up the job of a trainer. The professional image of the trainer does not carry a "respectable" status nor is associated with achievement and merit.

- 4.2 The incentives to the trainees are inadequate to provide necessary motivation. Very few officers, according to our interviews and the Survey, look forward to in-country training which implies a variety of personal hardships. Foreign training provides for greater personal incentives and is considered very attractive. The overall conclusion is that the in-country training is more relevant but less attractive while foreign training is found to be more attractive but less relevant.

The opportunities for foreign training, however, are not equally extended to all qualified candidates due to time consuming procedures of selection and clearance. As a result, a significant number of foreign training opportunities are not availed.

- 4.3 The financial resources required for improving the training facilities and for providing increased incentives to the staff and trainees are constrained by the existing government expenditure on training and manpower development. The present training budget of approximately Tk. 30 Crore is not sufficient to make necessary improvements in training facilities.

- Recommendations:
53. Trainers should be recruited on the basis of qualification and professional interest.
  54. Trainers should be given attractive benefits like instructional pay, free accommodation, overseas training opportunities, and other benefits which the government may consider appropriate.
  55. Trainees should be given special pay/allowance in addition to travel and daily allowance.
  56. Foreign training and in-country training should be linked together as a career development incentive. A time-based sequence of training should be followed as a precondition for promotion and as a part of sound career planning for each officer.
  57. Donor funded foreign training programs should have an in-country training component for training of trainers and for improving the quality of in-country training programmes.
  58. Foreign training should maximise the use of training institutions in Asia and the Pacific in order to benefit from the experience and resources of those countries which are most relevant to the development needs of Bangladesh.

59. Training offers should be widely circulated. Ministries/Divisions should plan their manpower training needs and prepare a roster of potential candidates to expedite the selection procedure. The potential candidates should be identified on the basis of skill requirements, seniority, age, educational qualifications, and potential for making a long time contribution to development in Bangladesh.
  
60. The development of the capacity of in-country training institutions is a high priority. Technical and financial resources should be directed towards the development of high quality and motivated staff, physical facilities, modern equipment, and locally appropriate training materials.
  
61. The Government should increase the expenditure on training and human resource development for upgrading and expanding training facilities.

## E. File Management and Record Keeping

### **1. File Management**

1.1 The records management is an integral part of the functions of any organization. File system is one of the aspects of the records management. In the files, written communications are stored which serves as the memory of the organization. The better the filing and record keeping system and management in an organization, the more efficient will be the working of that organization.

The existing filing and record keeping procedures are deficient in meeting the present requirements of information management in the Secretariat. The Secretariat Instructions have specified procedures on how to open new files and record and index them.

The opening of files in the Secretariat follows the one letter and two figures system. In this system, the catch words of the title of the files are first separated and grouped into alphabetical order.

Under an alphabetical group there may be many files. To distinguish one file from the other under the same alphabetical group, the files are assigned an Index number e.g. "1A" meaning files on "Appointment" and "2A" meaning files on "Accounts" and so on.

Under each Index Number there may be many files. To distinguish one file from the other under the same Index No. a hyphen is put and then serial numbers, of the files under the same Index are given by figures, for example : 1A - 1 may mean appointment of head assistant 1A - 2 may mean appointment of stenographer; 1A - 3 may mean appointment of MLSS and so on.

The old undisposed files of any year are brought forward to the File Index Register of the next year with a new serial number retaining the old Index No. as far as practicable. But in practice this is not followed in many cases and the old files with their original number are allowed to continue. This causes unnecessary confusion and poses difficulty in retrieval at a later date.

This system of filing and indexing is based on a subjective classification of files. The application of this system is labour-intensive and too reliant upon the personal skills of the lower staff.

- 1.2 Files have two parts. The first part of a file is reserved for making comments and references in the form of notes. The second part of a file consists of correspondence and the documents as applicable to a case. The noting part of the file takes up considerable volume with comments and opinions of the officers at various level and summary or paraphrasing of the documents from part two.

The two part filing system creates two problems. One, the files get voluminous from notes and comments at multiple levels. Second, the contents of the part two of the file are summarized or replicated in part one which makes the contents of some portions of the file redundant.

## **2 . Record Keeping**

- 2.1 The procedures of recording, indexing and weeding of files or in other words preservation and destruction of files as contained in Instruction Nos. 85-99 are complex and difficult to understand. As a result this aspect of records management remains neglected in the Secretariat. Old files are piled up year after year and are destroyed indiscriminately upon the orders of the higher authorities. Many valuable records are lost in this process. This practice of destroying the old files indiscriminately also presents problems of security of information. The possible use of computers to sort out obsolete files for destruction and micro-filming for preserving needed files should be given consideration by the Government.
- 2.2 Procedures for closing files require that files have to be classified into four categories: (a) permanent cases; (b) semi-permanent cases; (c) ordinary cases; and (d) routine cases. The procedures do not make any sense, even if properly executed. In closing the files, the following activities are involved which appear to be unnecessary.
- (a) Listing of papers contained in the file is to be prepared and maintained on the file.
  - (b) The papers on the correspondence side are reversed and the note sheets are placed below the correspondence.
  - (c) Preparation of abstract of the case as well as index slips and arranging the latter alphabetically in loose leaf binders in the R & I unit for printing of the Index at the end of the year, are quite unnecessary, time consuming and serves no useful purpose.

2.3 The Secretariat Record Room is the central repository for preserving permanent (Category A) and semi-permanent (Category B) files of all the Ministries/Divisions. This Record Room has trained manpower for taking care of these files. Whenever, any Ministry/Division requires old files for reference purpose, they send requisition to the Record Room for getting the files. When the time comes for destruction of 'B' category files it is the Ministry/Division concerned who does it after bringing those files from the Record Room.

'A' category of files are taken by the Department of Archives from the Record Room after 25 years, when these files are treated to be historical document.

At present consignment of 'A' & 'B' category files into the Record Room is seldom done because of the lengthy and cumbersome recording procedures.

- Recommendations:
62. The use of letter sized paper (A-4), modern file folders, and filing cabinets should be introduced.
  63. A study on how to modernize the filing system should be undertaken in order to introduce a simple and standardized system. The study should examine the application of computers and micro-filming for storing and retrieving information and its cost effectiveness.
  64. The procedures regarding recording, indexing, weeding and destruction of records need to be simplified so that the Section Assistants can understand and apply them. The timely application of the existing procedures should be ensured by the higher officers. Consideration may be given to the introduction of paper-shredding machines for the destruction of old and unnecessary materials.

## **F. Physical Facilities and Logistics**

### **1. Physical Facilities**

Physical facilities in the present Secretariat have not been planned according to the growth in the Ministries and the size of their personnel. In most cases, physical facilities are limited and do not provide for adequate space and a work-conducive environment. The situation generally is that of overcrowded and unmethodical arrangement of work.

- 1.1 There is no rational basis upon which the various Ministries and Divisions are housed inside the Bangladesh Secretariat. Apparently there is no relationship between the size of a Ministry/Division and the amount of physical space allocated. The manner in which various Ministries are housed in the Secretariat is a big source of inefficiency. In some instances, a Ministry is truncated into three or four portions, each housed in small blocks in different floors of a building. It is not uncommon to find top ranking officers sitting in one building and the supporting staff in another building.
- 1.2 The Ministries occupy offices on different floors of the same building which makes it inconvenient for the officers or the visitors to carry their business. The Sections and the Wings of the Ministry are also dispersed, occasionally at considerable distance from each other which presents difficulty in communication among the officers and in transmitting files and papers from one place to another place.
- 1.3 There is no space to receive visitors and conduct meetings. Meetings are held and visitors are received by the officers in their own offices which interrupts the official business.
- 1.4 The buildings of the Ministries are not situated in accordance with their functions. The Ministries performing related functions are not situated in proximity to each other which creates problems of coordination. For instance, the service Ministries such as Works, Communication, Education etc. which have more contacts with individual clients than other Ministries are scattered all over the Secretariat. Regulatory Ministries/Divisions such as the Establishment, the Finance and the Cabinet Division are the primary agencies to issue rules and regulations pertaining to personnel and financial matters. These Ministries/Divisions are not located in such a manner that these could be conveniently reached by all other Ministries/Divisions.

Recommendations: 65. The Government should consider building a new Secretariat. The physical facilities in the new Secretariat should be designed to foster an improved working environment.

66. The Secretariat should be housed into blocks. The Ministries should be housed in proximate block on the basis of their functions. The main regulatory Ministries should be located in the center so that ministerial business concerned with regulatory matters could be efficiently conducted.

67. Each block should have intercom telephone system. Visitors wishing to meet any officer should be allowed to use the facility of such telecom systems. In cases where the entry of an individual is considered necessary by the officer concerned, he should be allowed to enter the Secretariat offices. Strictness in the matter of entry into the Secretariat should be given serious consideration.

## **2. Organization of Offices**

- 2.1 The office lay-out and the organization of offices in the Secretariat does not follow a rational order. The offices of Divisions , Wings and Sections are all scattered. This hampers smooth operation of business and creates difficulty for the officers in supervising the supporting staff.
- 2.2 The present system of arrangement of offices creates confusion among the officers and staff; a lot of time is wasted in either looking for or finding the desired office. Time is wasted in reaching a certain office as the offices are not located according to the homogeneity of their functions. The present arrangements also act as a barrier to easy communication and consultation among the officers.
- 2.3 There is lack of uniformity in the allocation of office space among different officers in the Secretariat. The allocation of office space, according to the Government specifications to different levels of the hierarchy is not followed due to the physical limitations. As a result, officers of the same rank occupy offices of varying proportions. The discrepancy in allocation of office spaces creates problem in work as well as morale for the officers.



Recommendations: 68. The existing office lay out and seating arrangements of the officers should be uniformly designed to facilitate supervision and economy of time and logistics.

69. The physical lay-out of the offices should be designed so that the officer in-charge and his subordinates are housed in proximity to each other in order to facilitate easy consultation and supervision.

70. The official meetings and reception of visitors should take place in a meeting room which is separate but connected to the main offices in order to avoid unnecessary interruption.

### **3. Office Equipment**

3.1 Office work suffers for lack of office equipment, forms and stationeries. The supply of common items of stationery is irregular. The administrative section in the Ministry responsible for the supply of office equipment and stationeries is unable to perform satisfactorily. Due to the lack of maintaining proper inventories, requirements can not be determined in advance.

3.2 The present system of procurement of office equipment is rigid and time-consuming and needs to be changed. Under the system, after the annual budget is passed and approved, each Ministry/Divisions prepares an indent in the prescribed form and sends it to the Bangladesh Forms and Stationery Office for the needed supply of items. The articles which are not available in that office are procured from the local market through tender procedure for which there is a standing Tender Committee in each Ministry/Division. Before any item can be procured from the local market, a non-availability certificate is required to be obtained from the Forms and Stationery Office. Items such as furniture, photo-copiers, computers, etc. are usually procured through tender procedure. This system prevents Ministries and Divisions from obtaining useful and important office equipment at the needed time.

3.3 The existing equipment is inappropriate for conducting the official business in an efficient manner. Typing is generally done on manual typewriters. A limited quantity of electrical typewriters and micro computers exist but are not sufficiently utilized. Hence, delays occur in the typing of the official documents. Documents are copied mostly on antiquated duplicating machines which suffer from frequent

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breakdown. Duplicating services are operated on a central basis and the requisitioning of services by different offices makes it inconvenient to duplicate and copy necessary materials.

- Recommendations:
71. Every Ministry should be equipped with an adequate number of photo-copiers and micro computers.
  72. Office equipment should be modernized by introducing micro computers and photocopying machines to expedite and manage the flow and storage of information.
  73. Conference telephone systems should be introduced in selected Ministries on a pilot basis.
  74. Training in the use of modern office equipment and computers should be mandatory for Assistant Secretaries as part of the post-entry and in-service training.
  75. Logistic support, such as forms and stationeries, office equipments, etc. should be adequately provided to all Sections for the smooth flow of business. All Sections should be provided office supplies according to their needs at regular intervals and a system of inventory control should be maintained.

### **Transport**

The transport facility provided by the Secretariat is inadequate and proper procedures for utilizing existing transport are lacking. Lack of transport facility for the officers and staff to commute to and from the place of work causes severe problems in maintaining punctual office hours.

The transport facility available for official purposes are also inadequate. Transport is sometimes not available when needed for important official work.

- Recommendations: 76. The Government should expand and improve public transport facilities. As an interim measure, the government should consider the use of micro and mini buses to pick and deliver government personnel at fixed points in Dhaka.
77. The existing procedures for the utilization of present transport facilities for government personnel should be improved.

## TV. IMPLEMENTATION PLAN

### A. Implementing Mechanisms

The recommendations of the Working Group have been developed with a view to enhance the efficiency in the Secretariat System and its Work Procedures. Implementation of the recommendations in the specific areas of the Report i.e., Rules and Instructions; Decision-making; Personnel Management; Training; Files Management and Record Keeping; Physical Facilities and Logistics requires an overall mechanism to ensure that appropriate methods, resources and personnel are applied for implementing the recommendations.

The O & M Wing of the Ministry of Establishment should be designated the prime responsibility for coordinating and monitoring the implementation of the various programmes as described in this section. For this purpose, a number of changes and improvements in the existing functions and staff of O & M Wing should be first undertaken.

1. The functions and scope of work of the existing O & M Wing should be enlarged to include developmental activities related to organizational changes and improvements in office and work procedures, personnel development, information management systems etc. The current regulatory functions of O & M in reviewing proposed reorganizations and personnel additions should continue as one of the components of O & M services.
2. The staff capacity of O & M should be strengthened through deputing and recruiting qualified personnel with training and experience in organizational change and development. A review of the present staff of O & M should be undertaken and the staff with inappropriate qualifications and experience should be posted elsewhere. The selected O & M staff should be provided with special pay and other attractive benefits including foreign training opportunities.
3. O & M should be allocated a separate and sufficient budget for its internal organizational and staff development as well as for contracting outside consultancy services.

In our view, the above proposed changes and improvements in the O & M Wing could be completed within a short period, presumably within a 6-12 months' duration, which will enable the O & M Wing to coordinate and monitor the implementation of the recommended programmes:

4. A study should be undertaken to transform the O & M Wing of the Ministry of Establishment into a full-fledged Division.

## DEVELOPMENT OF O&M CAPACITY (Terms of Reference)

The Study Group recommends that the O&M Wing of the Ministry of Establishment should be significantly strengthened and transformed into a full-fledged Division.

### Objective

The objective is to expand the scope and functions of the existing O&M Wing to include developmental activities related to organizational changes and improvements in work procedures, personnel development, information management systems etc.

A study will be conducted to determine the organizational and personnel requirements of the proposed O&M Division.

The study will focus upon:

1. Appropriate organizational structure and mandate of O&M: examine the range of alternatives for an effective O&M reorganization by addressing the issue of how the O&M can best perform service-oriented functions rather than regulatory functions and the level of autonomy that may be required for this purpose.
2. Relationship between O&M and the Ministries and other agencies - examine the modes of delivery of O&M services to the governmental organizations.
3. Personnel requirements - determine the strength, qualifications, service conditions, and training requirements for the O&M personnel.
4. Training - formulate a training programme for O&M personnel including an identification of target population, training curriculum and appropriate institutions both in-country and abroad.
5. Financial requirements - estimate the financial and budgetary requirements of O&M development and operations.

### Approximate Cost

The study will be conducted by an independent team consisting of 1 expatriate and 2 local consultants (3 person-months for expatriate and 6 person-months for local consultants). It will approximately cost \$82,000.

## **N. Programmes**

### **1. Rules and Regulations**

Objective: To simplify Rules, Regulations, and Instructions and adopt measures to increase the knowledge and compliance on the part of the officers and staff.

Methods:

- (a) Monitor, through administering a test, the state of knowledge of the Rules and Instructions on the part of the desk officers and take necessary actions for improving the knowledge.

Implementing Organization(s): Respective Ministries.

- (b) Arrange special training courses of short duration within the Ministry/Division periodically to up-date the knowledge of the officers.

Implementing Organization(s): Ministry of Establishment in consultation with respective Ministries.

- (c) Print and supply sufficient number of Rules and Instructions with up-to-date amendments to all officers.

Implementing Organization(s): Respective Ministries.

- (d) Introduce proper cataloging and inventory control of books of reference.

Implementing Organization(s): Respective Ministries.

- (e) Simplify the Rules and Instructions with the assistance of experienced consultants;

Implementing Organization(s): Ministry of Establishment in consultation with the Cabinet Division, Ministry of Finance, and Ministry of Law.

- (f) Ensure compliance of the Rules of Business, 1975 and the Secretariat Instructions, 1976 by all concerned through regular inspections and supervision by senior officers and through monthly coordination meetings.

Implementing Organization(s): Respective Ministries.

## 2. Decision-Making

Objective: To develop and introduce improved decision-making systems and procedures.

Methods:

- (a) Analyze intra-organizational and inter-organizational methods of coordination and improve upon the existing methods;
- (b) Design and conduct workshops on improving the structure and quality of meetings and for making meetings result-oriented;
- (c) Simplify communication procedures and reduce written forms of communication;
- (d) Develop and install monitoring systems and procedures for supervision.
- (e) Introduce the system of sending in-coming mail by the R&I Unit to the Deputy Secretaries every two hours during the day and modify Secretariat Instruction No. 22 accordingly.
- (f) Direct the Deputy Secretaries to meet the Assistant Secretaries under them on a regular basis to sort out pending cases and provide a new provision in the Secretariat Instructions in this regard.
- (g) Make provision for review of the distribution of work among the officer of the Ministry/Division by amending Secretariat Instruction No. 7.
- (h) Ensure regular submission of monthly report of the activities of the Ministry/Division for consideration by the council of Minister. Also, ensure submission of annual report for information of the said council, as per Rule 23 of the Rules of Business.

Implementing Organization(s): O & M Wing.

### **3. Personnel Management**

Objective: To improve personnel management through better procedures of recruitment, selection, transfer, promotion and incentives.

Methods:

- (a) Review the present system of the processing of recruitment.
- (b) Develop a two-tier recruitment system as recommended in the study.

Implementing Organization(s): Ministry of Establishment in consultation with the Public Service Commission.

- (c) Introduce formal supervision and inspection procedures based on the Secretariat Instructions and form internal work study units in all Ministries/Divisions.

Implementing Organization(s): Respective Ministries.

- (d) Simplify and modify ACR forms to reflect the actual performance of the officers and link performance with promotion;

Implementing Organization(s): Ministry of Establishment.

- (e) Devise options for increasing both pecuniary and non-pecuniary incentives for officers based on merit and performance.

Implementing Organization(s): Ministry of Establishment in consultation with Ministry of Finance.

### **4. Training**

Objective: To enhance the training facilities and the quality of their staff and to produce increased number of well-trained personnel.

Methods:

- (a) Develop and apply an appropriate policy to recruit qualified trainers with better remunerations and incentives;
- (b) Conduct training needs assessments to update training curricula and method;



- (c) Introduce computer-based training technologies;
- (d) Expand financial support for research and publications;
- (e) Increase the training capacity at the PATC and the BCS (Administration) Academy;
- (f) Integrate in-country and foreign training programs in support of career planning and development of local training institutions.
- (g) Institute on-the-job training programs in the Ministries to be conducted by the senior officers;

Implementing Organization(s): Ministry of Establishment.

#### ON-THE-JOB TRAINING (Terms of Reference)

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

#### Objective

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

#### Methods

1. The O&M Wing will conduct an assessment of work-methods and operations in selected number of units in different ministries and identify the major problems related to supervision, leadership, motivation, and skills and attitudes.
2. The O&M Wing will select approximately twenty supervisory officers of the ranks of Deputy Secretaries and Assistant Secretaries from different ministries. The selection will be based on academic qualifications, previous training, and a willingness of the officers to train their subordinates.

3. The selected group of officers will be given training in OJT methods and their application to improve supervision, employee motivation, and individual and organizational performance according to specific needs as identified by the assessment. The training will be conducted at the BCS (Administration) Academy at Dhaka with the assistance of qualified local consultants from outside as well as from within the government.
4. The training programme at the BCS Academy will be of approximately 10-12 weeks and will be conducted in the evening after office hours. Both the trainers and programme managers as well as the participant trainees will be compensated at the daily rates allowed for local consultants.
5. The participant trainees after completing their training will assume the responsibility of formally supervising and conducting training for their subordinates in actual work setting through the application of OJT techniques.
6. Similar programs can be designed and extended to other organizations in accordance with the job-specific skill requirements after the success of the pilot activities have been evaluated.

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

#### Approximate Cost

The approximate cost of implementing the pilot programme for 60 participant trainees (20 trainees/3 months sessions) and 10 trainers and managers will be about \$62,000 in local Taka currency, an equivalent of 40 person months of local consulting. The total cost of extending OJT programs to other organizations over a 5 year period will be approximately \$310,000 in local Taka currency.

#### **5. File management and record keeping**

Objective: To simplify and modernize the filing and record keeping systems and procedures. The proposed activities will be implemented by the O&M Wing.

Methods:

- (a) Introduce simple and standardized filing system;
- (b) Introduce the application of computers for storing and retrieving information and the use of micro-filming for preserving old records;
- (c) Set-up a committee of experts to study the existing instructions regarding recording, indexing and weeding of files and suggest simplification to make those easily understandable by all concerned, particularly by the Section Assistants.

Implementing Organization(s): O & M Wing.

**6. Physical Facilities and Logistics**

Objective: To improve the working environment and provide better logistical support.

Methods:

- (a) Expand and improve physical facilities according to the requirements of the Ministries/Divisions and locate them on the basis of allied functions to facilitate coordination and consultation;
- (b) Modify Jay-out of the offices with a view to improve working conditions and supervision;
- (c) Modernize all office equipments by introducing micro computers, photocopiers, telex or fax machines based on a survey to determine the exact needs of each Ministry/Division.
- (d) Introduce conference telephone facilities in the selected Ministries.

Implementing Organization(s): Ministry of Public Works in consultation with respective Ministries.

FOOT NOTES

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1. Government of the People's Republic of Bangladesh, Report of the Administrative and Services. Reorganization Committee, Part I: The Services, April 1973. Part II: Administration, October, 1973.
2. Government of the People's Republic of Bangladesh, Report of the Pay and Service Commission 1977 Part I - The Service, Part II - Pay and other benefits. May, 1977.
3. Government of the People's Republic of Bangladesh, Report of the Martial Law Committee for Examining Organizational set-up of Ministries/Divisions/Departments/Directorates and other organizations under them, Phase I (Ministries/Divisions) May 1982. Phase II (Departments/Directorates and other organs under them) November, 1982.
4. Government of the People's Republic of Bangladesh, Report of the Committee for Administrative Reorganization/Reform, June 1982.
5. Government of the People's Republic of Bangladesh, Report of the Cabinet Sub-Committee for Examination of the Structural Organization of the Senior Services Pool (SSP) and unequal prospects of Promotion of officers of various cadre services, October 1987.
6. Secretariat Work Procedures as defined by the Rules of Business and the Secretariat Instructions have been carried over from the British time and have provided continuity to the conduct of official business. However, the provisions of the two documents have not been revised to suit the changing conditions and the requirements of administration. The problems in the Rules and Instructions had been pointed out as early as in 1945 by Sir Richard Tottenhams who commented that the disadvantages of the system can be summed up in two phrases - excessive noting and file shifting, the combined effect of which is delay and inefficiency.
7. The functional relationship between application of rules and administrative efficiency is not a direct relationship but is mediated by the competence and intentions of the personnel applying rules. Rules, in a certain environment, could be applied for dysfunctional purposes depending on the intentions of the individuals.

8. Examples of rules that are difficult to comprehend are too many to quote. We quote only two examples here:

(1) "The application of the provisions of rule 192 may be extended to a Government servant who is disabled by injury accidentally in, or in consequence of, the due performance of his official duties or in consequence of his official position, or by illness incurred in the performance of any particular duty which has the effect of increasing his liability to illness or injury beyond the ordinary risk attaching to the civil post which he holds. The grant of this concession is subject to the further conditions -

(i) that the disability, if due to disease, must be certified by a medical board to be directly due to the performance of the particular duty; and

(ii) that, if the Government servant has contracted such disability during service otherwise than with a military force, it must be, in the opinion of Government, so exceptional in character or in the circumstances of its occurrence as to justify such unusual treatment as the grant of this form of leave; and

(iii) that the period of absence recommended by the medical board may be covered in part by leave under this rule and in part by other leave, and that the amount of special disability leave granted on average pay may be less than four months".

(vide Rule 193 - of BSR Part I)

(2) "Subject to the provisions of Chapter VII, a Government servant who is appointed to officiate in a post shall not draw pay higher than his substantive pay in respect of a permanent post, other than a tenure post, unless the officiating appointment involves the assumption of duties and responsibilities of greater importance than those attaching to the post, other than a tenure post, on which he holds a lien, or would hold a lien had it not been suspended. For the purpose of this rule, the officiating appointment shall not be deemed to involve the assumption of duties and responsibilities of greater importance if the post to which it is made is on the same scale of pay as the permanent post, other than a tenure post, on a scale of pay identical therewith.

The intention of the so-called rule is that an officer out of his regular line should not suffer by forfeiting officiating promotion which he would otherwise have received had he remained in his regular line. From this it follows that the fortuitous officiating promotion of some one junior to an officer who is out of the regular line does not in itself, give rise to a claim under the "next below rule". Before such a claim is established it should be necessary that all the officers senior to the officer who is out of the regular line have been given officiating promotion, and also the officer next below him unless in any case the officiating promotion is not given because of inefficiency, unsuitability or leave. In the event of one of these three bars being applicable to the officer immediately below the officer outside his regular line, then some other officer, even more junior, should have received officiating promotion and the officers, if any, in between should have been passed-over for one of these reasons.

This should be allowed as a temporary expedient and arrangement should be made to revert such an officer to his parent office as soon as possible. Application of the "next below rule" amounts to temporary upgrading of posts and should not be permitted except in very exceptional circumstances and that too for very short period".

(vide Rule 54 - of BSR Part I)

9. Huda, A.T.M. Shamsul, and Rahman, M.A. Delay in Disposal of cases, Savar: PATC, 1989, pp. 118-129.
10. Ibid, p. 100
11. Ibid, p. 102
12. Khan Ali Akbar, Hossain Mosharraf, Post Entry Training in Bangladesh Civil Service: A Survey of the Problems and Potentials, p.12-13. Post-entry Training in Bangladesh Civil Service: The challenge and Response, Proceedings of the workshop on problem of the BCS Probationer Training in Bangladesh held in the BPATC on 30th and 31st December, 1985. Programme & Studies Div. BPATC, August 1986.
13. For details, please see, National Training Policy. Ministry of Establishment, Government of the People's Republic of Bangladesh, 1986.
14. Final Report of Study on Utilisation of Foreign Training Facilities, p. 80, ERD, 1987.

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**Annexure A**

**SUMMARY OF CONSTRAINTS AND RECOMMENDATIONS**

## SUMMARY OF CONSTRAINTS AND RECOMMENDATIONS

### Findings:

### Recommendations:

#### A. Rules and Regulations

Inadequate knowledge of the rules and regulations on the part of officers

1. Training on the Rules of Business and Secretariat Instructions should be an integral part of on-the-job training in the Secretariat.

2. Frequent refresher courses on Rules and Instructions should be undertaken at the PATC, the RPATCs, the BCS (Admin) Academy, and the Staff Training Institute (STI).

3. Case-study methods should be applied in the training of officers in rules and regulations.

Non-availability documents on rules and regulations

4. Ministries should establish documentation centers where properly catalogued documents on rules and regulations are kept for reference.

5. All officers should be provided a complete set of rule books at the time of post-entry training and asked to keep them up-to-date.

Unclear Instructions

6. The Secretariat Instructions should be made simpler, especially in its Bangla version.

Revision of Rules of Business to increase political control of bureaucracy

7. Further revisions in the Rules of Business may be made in future after the effects of Rules revised in 1989 have been institutionalized. Such revisions should be based on careful assessments by the concerned organisations to be undertaken on a continuing basis.

**Delays in decision-making**

8. The time limit laid down in the Instruction No. 185 for the examination and disposal of cases should be strictly followed by all officers.
9. Disposal of Business within the prescribed time limit by the officers should be taken into account in their performance appraisal.
10. Assistant Secretaries should maintain a weekly list of pending cases with full particulars to be included in the monthly statement on pending cases.

**Lack of Inspection**

11. Inspection of Sections by Assistant Secretaries and Deputy Secretaries and surprise visit by higher officers as laid down in Instruction numbers 196, 197 and 201-202 should be duly made. While making the inspection, the officers should have Instruction Nos. 203-208 in hand as a checklist.

**Inadequate attendance**

12. The provisions of Secretariat Instruction Nos. 81 - 82 should be strictly followed.
13. Senior Officers should demonstrate the value of punctuality through personal examples.

**Improperly organized files and records**

14. The Assistant Secretaries, as the immediate superior of Section Assistants, should ensure that the Instructions for organizing files and keeping records are carried out in their entirety.
15. Ultimate responsibility of proper filing and record keeping should be assigned to the Assistant Secretaries.

Improper making and noting on files

16. Margin of a note sheet be reserved for the purposes of referencing and unofficial observations. Secretariat Instruction No. 115(2) regarding the use of margin should be observed.

Redundant information due to unnecessary reproduction of the contents of supporting papers and documents

17. It is important that the Secretariat Instruction No. 117 should be observed by Assistant Secretaries. Paraphrasing from paper under consideration (PUC) should not be undertaken in any case to avoid unnecessary notings and allow the concerned officer to read the PUC in full.

Waste of time, labour, and materials in diarising all receipts

18. Instruction No. 32 regarding proper diarising of in-coming mail should be strictly followed by the Section Assistants.

Incomplete preparation and irregular submission of monthly reports on Ministries activities

19. All Ministries/Divisions should prepare a brief statement of their activities on a monthly basis and submit it to the Council of Ministers in accordance with the Secretariat Instruction number 23.

Inadequate security in Secretariat

20. The visitors' access to the Secretariat should be restricted. A visitor should not be allowed to see an officer other than that directly concerned with his business.

21. Visitors should be received by the officers in a separate meeting room rather than in their offices to minimize interruption of official work.

22. The Secretary of the Ministry should ensure proper compliance with Rule No. 26 by all concerned.

## B. Decision-Making

Lack of policy-planning capacity in Ministries

23. The Ministries should develop internal mechanisms for policy formulation and analysis and for monitoring the proper execution of the policies.

Lack of monitoring capacity in Ministries

24. A well trained cadre of specialists to analyze the impact and strategic implications of the policies should be developed through in-country and foreign training programs. The trained specialists should be appropriately posted and utilized in the Ministries for a minimum of five years.

Excessive involvement of Secretariat in administrative and operational matters

25. The responsibility of the Ministries in the area of sound policy analysis requires that the Secretariat reduce its operational and administrative activities in the secondary matters of personnel administration. The Ministries should delegate the administration of personnel to the Departments as discussed in the section on personnel management of this Report.

Excessive reliance on written communication and passing files

26. Consultations within the same Ministry should be carried mostly through telephone or informal personal meetings as intended by Secretariat Instruction No. 121. Decision resulting from such consultations should be recorded for confirmation by the appropriate senior officer.

Poor organization and inefficiency of intra-ministerial meetings

27. Intra-ministerial monthly meetings on cases pending for more than a month should be held regularly to ensure quick disposal of business according to a well prepared document on pending cases and other matters related to supervision, inspection, record keeping, and security. Instruction No. 195 should be modified to include the subjects in addition to pending cases as mentioned in this recommendation.

Decisional delays and deferrals due to lack of structure of inter-ministerial meetings

28. Inter-ministerial meetings should be conducted only on the basis of a prepared document on issues and alternatives to be placed before the committee one week in advance. The objective of the meeting should be to arrive at a consensus and decision. The deliberations of the meetings should be recorded into proforma minutes specifying the issues, the alternatives discussed, the decisions taken and the agency responsible for their implementation.

The Secretariat Instruction No. 197 regarding the format of inter-ministerial meetings should be amended to requiring a working document and specifying the status of decisions taken.

Limited informal interaction among junior and middle level officers

29. The Deputy Secretary in charge of a Branch should hold regular meetings on a regular basis with the Assistant Secretaries working under him. The purpose of these meetings should be to discuss important problems and pending cases and take necessary decisions during the meeting.



Undifferentiated examination of cases at the lowest level without regard to their importance and urgency

30. The R & I unit should sort out the in-coming communication Branch-Wise instead of Section-Wise and send it directly to the Deputy Secretary in-charge. The Deputy Secretary should classify the cases in terms of necessary actions and the appropriate levels at which the actions can be taken. He should pass these cases on to the Assistant Secretary who will ensure that the cases are placed in files and directly forwarded for action at the appropriate level. Receipts dealing with urgent and important cases should be directly forwarded to the Secretary. The Secretariat Instruction No. 22 should be accordingly modified.

31. All receipts in the R&I unit should be delivered to officer/section every two hours. Urgent cases should be delivered immediately upon receipt. Instruction No. 22 should be modified accordingly.

Unequal distribution of work load among various units of Ministries

32. Distribution of work of the Ministries/Divisions should be reviewed at regular intervals by the O&M Wing to ensure equitability and to avoid over load and overlap of work. Instruction No. 7 and Rule 3(vi) should be accordingly modified to include review at regular intervals.

### C. Personnel Management

Delays in recruitment due to lengthy process of approval of recruitment rules prepared by the individual Ministries

33. To expedite the processing of draft recruitment rules, a legal officer should be posted in the Ministry of Establishment. The draft rules prepared by a Ministry should be jointly reviewed and approved by the concerned officers of the Ministry of Establishment.

Overcentralisation of authority of personnel management functions in Secretariat

34. The power of initial appointment of non-cadre class I officers in Modified National Scale (MNS) of Tk. 1650-3020 in the attached Departments, should be delegated to the Heads of the Departments.

. The power of transfer of class I officers of the BCS cadres, except BCS (Administration) & BCS (Secretariat), should be delegated to the Heads of the Departments except their immediate deputies.

. The power of transfer of non-cadre class I officers of the Departments should be delegated to the Heads of the Departments except their immediate deputies under the guidelines specified by the Ministries.

Inadequate recognition of merit and limited career mobility

37. The Government should consider the introduction of a two-tier recruitment process to select, on the basis of competitive examination, candidates for accelerated promotion. Under the suggested system, the PSC would hold a competitive examination to select the candidates with five years of service. The top-ranking candidates would become eligible for accelerated promotion at the level of the Deputy Secretaries. This recommendation should be further developed by the Ministry of Establishment in relation to the current policies.

Subjective and non-merit based performance appraisal system

38. Every Ministry/Division should form an internal work study unit for the regular inspection and supervision of all Sections. A Joint Secretary, a Deputy Secretary, and an Assistant Secretary should serve on a monthly rotation basis, as an inspection team. The Joint Secretary (Administration) should coordinate the inspection team, compile the findings, and prepare and submit a monthly report to the Secretary.

39. The existing ACR forms should be made more objective to reflect actual performance of the officers. Accelerated promotions should be awarded on the basis of outstanding performance. The criteria of "outstandingness" should be more objectively defined.

40. The performance appraisal should be initiated on the basis of a statement of self-evaluation prepared by the appraisees. The self-evaluation statement should consist of quantitative and qualitative evidence of the performance.

Inadequate salaries and fringe benefits

41. The Government should ensure adequate fiscal compensation, in real terms, to the public servants.

42. An occasional vacation is important for the officers for maintaining physical and mental fitness. The Government should consider granting the officers both recreational and festival allowances every three years and withdraw the existing ban. The officers should be permitted to avail the due vacation leave.

Inadequate familiarity with rules and regulations in personnel management among officers

43. A Personnel Manual was prepared in 1985 under the World Bank financed Public Administration Project. The Manual covers the pertinent rules and regulations and the procedures for their application in personnel matters. The Government should provide this manual to officers as a guide for personnel management.

#### D. Training

Inadequate facilities of the local training institutions

44. The facilities and training capacity of the FATC should be expanded as a long-term measure.

45. Training programs should also be expanded at other institutions in the country.

46. Crash training programs at the FATC and the BCS (Admin) Academy should continue to meet the immediate needs and to clear up the backlog.

Lack of job-specific skills

47. On-the-job training programs in the Ministries should be conducted by selected officers of the Ministry. Outside consultants and specialists may be liberally utilised for this purpose. The conduct of on-the-job training should be a routine responsibility of each supervisor.

Limited relevance of training

48. Assessment of training needs should be undertaken by the training institutions in cooperation with the Ministries to determine the actual job skills required at different levels in the Secretariat system.

49. The design of training curricula should be based on training needs assessment.

50. Trainers should be trained in applying modern methods such as interactive management, simulated decision making, audio-visual learning techniques etc., and minimise traditional class room teaching.

Poor utilization of officers trained abroad

51. Long term foreign training of middle level officers should be restricted to specialized areas of high priority. Foreign trained officers should be placed in the posts where they can best utilize their expertise. The duration of such postings should be a minimum of five years.

52. Long term foreign training in broad functional or academic areas should be reserved for senior officers engaged in general macro management.

Poor quality of trainers

53. Trainers should be recruited on the basis of qualifications, professional interest, and training experience.

54. Trainers should be given attractive benefits like instructional pay, free accommodation, overseas training opportunities and other benefits which the government may consider appropriate.

55. Trainees should be given special pay/allowance in addition to travel and daily allowance.

Weak relationship between foreign training and local training

56. Foreign training and in-country training should be linked together as a career development incentive. A time-based sequence of training should be followed as a precondition for promotion and as a part of sound career planning for each officer.

Too much dependence on foreign training

57. Donor funded foreign training programs should have an in-country training component for training of trainers and for improving the quality of in-country training programmes.

58. Foreign training should maximise the use of training institutions in Asia and the Pacific in order to benefit from the experience and resources of those countries which are most relevant to the development needs of Bangladesh.

Unsatisfactory utilization of foreign training opportunities

59. Training offers should be widely circulated. Ministries/Divisions should plan their manpower training needs and prepare a roster of potential candidates to expedite the selection procedure. The potential candidates should be identified on the basis of skill requirements, seniority, age, educational qualifications, and potential for making a long time contribution to development in Bangladesh.

Underdeveloped capacity of local training institutions

60. The development of the capacity of in-country training institutions is a high priority. Technical and financial resources should be directed towards the development of high quality and motivated staff, physical facilities, modern equipment, and locally appropriate training materials.

Insufficient government expenditure on training and human resource development

61. The Government should increase the expenditure on training and human resource development for upgrading and expanding training facilities.

#### E. File Management and Record Keeping

Obsolete filing system and procedures

62. The use of letter sized paper (A-4), modern file folders, and filing cabinets should be introduced.

63. A study on how to modernize the filing system should be undertaken in order to introduce a simple and standardized system. The study should examine the application of computers for storing and retrieving information and its cost effectiveness.
64. The procedures regarding recording, indexing, weeding and destruction of records need to be simplified so that the Section Assistants can understand and apply them.

#### F. Physical Facilities and Logistics

Inadequate and poorly planned physical facilities

65. The Government should consider building a new Secretariat. The physical facilities in the new Secretariat should be designed to foster an improved working environment.
66. The Secretariat should be housed into blocks. The Ministries should be housed in proximate block on the basis of their functions. The main regulatory Ministries should be located in the center so that ministerial business concerned with regulatory matters could be efficiently conducted.
67. Each block should have intercom telephone system. Visitors wishing to meet any officer should be allowed to use the facility of such telecom systems. In cases where the entry of an individual is considered necessary by the officer concerned, he should be allowed to enter the Secretariat offices. Strictness in the matter of entry into the Secretariat should be given serious consideration.

Improper office-lay-out in  
the Secretariat

68. The existing office lay out and seating arrangements of the officers should be uniformly designed to facilitate supervision and economy of time and logistics.

69. The physical layout of the offices should be so designed that the officer in-charge and his subordinates are housed in proximity to each other in order to facilitate easy consultation.

70. The official meetings and reception of visitors should take place in a meeting room which is separate but connected to the main offices in order to avoid unnecessary interruption.

71. Every Ministry should be equipped with an adequate number of photocopiers and micro computers.

Outmoded office equipment

72. Office equipment should be modernized by introducing micro computers and photocopying machines to expedite and manage the flow and storage of information. Officers and staff should be trained concurrently with the introduction of new technologies.

73. Conference telephone systems should be introduced in selected Ministries on a pilot basis.

74. Training in the use of modern office equipment should be mandatory for Assistant Secretaries as part of the post-entry and in-service training.



Poor logistical support

75. Logistic support, such as forms and stationeries, office equipments, etc. should be adequately provided to all Sections for the smooth flow of business. All Sections should be provided office supplies according to their needs at regular intervals and a system of inventory control should be maintained.

Inadequate transport facilities

76. The Government should expand and improve public transport facilities. As an interim measure the government should consider the use of micro and mini buses to pick and deliver government personnel at fixed points in Dhaka.

77. The existing procedures for the utilization of present transport facilities for government personnel should be improved.

Annexure B

WORKING GROUP ON SECRETARIAT SYSTEM AND WORK PROCEDURES

Working Group of the Secretariat System and Work Procedures:

<u>Name</u>	<u>Designation</u>
1. Mr. Mohammad Ali Additional Secretary Ministry of Establishment	Chairman
2. Mr. Bazlur Rahman Chowdhury Joint Secretary (O & M) * Ministry of Establishment	Member
3. Mr. Athar Islam Khan Deputy Secretary (Regulation) Ministry of Establishment	Member
4. Mr. M. Idris Ali Deputy Secretary (Dev) Ministry of Establishment	Study Coordinator

The Working Group is assisted by the following staff members:

1. Dr. Rashid S. Ahmad	Consultant
2. Mr. S. K. Das	Local Consultant
3. Mr. A. A. Khan	Local Consultant
4. Mr. Hasnat Muzammel	Research Assistant
5. Ms. Zulekha Parveen	Research Assistant
6. Mr. Ismail Hossain Patwary	Secretary

Annexure C

INDIVIDUALS INTERVIEWED

## INDIVIDUALS INTERVIEWED

<u>Name</u>	<u>Designation</u>
Mr. Moudud Ahmed	Honourable Vice-President, Government of the People's Republic of Bangladesh
<u>Ministry of Establishment</u>	
Mr. Mohammad Ali	Additional Secretary
Mr. Bazlur Rahman Chowdhury	Joint Secretary (O & M)
Mr. Nur Muhammad	Joint Secretary (Administration)
Dr. Shah M. Farid	Joint Secretary (APD)
Mr. Nazrul Islam	Joint Secretary (Regulation)
Mr. Athar Islam Khan	Deputy Secretary (Regulation and Discipline)
Mr. M. Idris Ali	Deputy Secretary (Development)
Mr. Keshab Acharjya	Senior Assistant Secretary
<u>Ministry of Agriculture</u>	
Mr. M. A. Sayeed	Secretary
Mr. Abul Hashem	Additional Secretary
Mr. Mohammad Akmal Hossain	Joint Secretary (Policy Planning Wing)
Mr. Mohammad Ghulam Sarwar Mollah	Joint Chief (Policy Planning)
Mr. Sheikh Shafiqul Islam	Deputy Secretary
Dr. Arif Ahmed	Deputy Chief (Policy-Planning)
Mr. M. Azizur Rahman	Deputy Secretary (Foreign Aid)

Public Administration Training Center (PATC)

Mr. A.M. Anisuzzaman	Rector
Dr. Ekramul Ahasan	Member-Directing Staff
Dr. Syed Abdus Samad	Member-Directing Staff
Dr. Mohiuddin Khan Alamgir	Member-Directing Staff

BCS (Administration) Academy

Mr. A.Z.M. Shamsul Alam	Director General
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Public Service Commission (PSC)

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

Ministry of Planning

Mr. A. B. M. Siddique	Director General, IMED.
Mr. A. F. M. Alamgir	Joint Secretary
Mr. Fasiul Alam Khan	Joint Secretary (Administration)
Mr. Nazmul Ahasan	Chief, General Economic Division
Mr. A.F.M. Abdur Rashid	Deputy Secretary (PTC)

Ministry of Finance

Dr. A.K.M. Mashiur Rahman	Joint Secretary
Mr. Jamal Hussain	Joint Secretary
Mr. Dilip Kumar Biswas	Deputy Secretary

Ministry of Industries

Mr. Mosharraf Hussain	Secretary
Mr. M. Maniruzzaman Chowdhury	Joint Secretary (Administration)
Mr. N.A.M. Alamgir	Deputy Secretary (Training)

Ministry of Commerce

Mr. Mohiuddin Azad	Joint Secretary (Administration)
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Ministry of Irrigation, Water Development and Flood Control

Dr. A.T.M. Shamsul Huda	Joint Secretary
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Ministry of Public Works

Mr. Ayubur Rahman Chowdhury	Secretary
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Bangladesh Krishi Bank (BKB)

Dr. A.M.M. Shawkat Ali	Managing Director
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Bangladesh Chemical Industries Corporation (BCIC)

Mr. Muzaffar Ahmed	Director (Finance)
Mr. Abdul Momin	Director (Planning)
Mr. M. M. Eunos	Director (Commercial)
Mr. Gias Uddin Ahmad	Director (Technical)

Office of the Controller & Auditor General

Mr. Gulam Kibria	Comptroller and Auditor General
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**Annexure D**

**SURVEY OF OFFICERS ON ISSUES & PROBLEMS  
IN SECRETARIAT SYSTEM AND WORK PROCEDURES**



USAID

Ms. Priscilla M. Boughton	Director
Dr. Malcolm J. Purvis	Deputy Director
Ms. Collette Chabott	Assistant Program Officer
Mr. S. A. Al-Muti	Project Manager
Mr. Frank J. Young	Program Officer
Mr. David A. Heesen	Office of Food and Agriculture
Dr. Ray Morton	Office of Food and Agriculture

World Bank

Mr. Francis Van Gigch	Chief of Mission
Mr. Goran Segerlund	Senior Economist
Mr. Wayne Edisis	Senior Economist, IFC
Mr. Syed Nizamuddin	Program Assistant

UNDP

Ms. Flavia Pansiori	Assistant Resident Representative
Dr. Fredrick C. Thomas	Consultant on Management Development

A. METHODOLOGY

1. Construction of Questionnaire

The questionnaire was constructed on the basis of the issues of administrative efficiency identified from important government documents, reports of various civil service committees and the terms of reference of the Study.

The preliminary questionnaire was pre-tested. For this purpose seven Assistant Secretaries, from the Ministry of Establishment were requested to complete the preliminary set of questionnaire.

It was on the basis of the answers of the first five respondents that the final questionnaire was constructed. Changes in the questionnaire were made by reducing the number of open-ended questions, rephrasing, and providing a structured set of responses to most of the questions.

2. Sample Selection

It was decided that the questionnaire would be distributed among Class I officers in the seven designated Ministries, the majority of whom will be from the rank of Assistant Secretaries. In addition, the questionnaire were to be circulated to the selected officers on the basis of their responsiveness and experience. The selection was made in consultation with Joint Secretaries (Administration) of the respective Ministries.

3. Method of Administration

The questionnaire were circulated to a selected sample of 70 Class I officers of the concerned seven Ministries. Each of the Ministry was given ten sets of questionnaire except for the Ministry of Establishment, where fourteen questionnaire were given and the Ministry of Agriculture where fifteen sets of questionnaire were distributed. The questionnaire were circulated to the groups of the officers in each Ministry which included at least one Joint Secretary, one Deputy Secretary, and five Assistant Secretaries.

All the questionnaire were handed over to the concerned Deputy Secretaries of the seven Ministries who were the contact persons for the Project. Questionnaire were, however, individually distributed to all Joint Secretaries. The completed questionnaire were collected on days specified by the concerned Deputy Secretary of each of the Ministries. A total of 49 officials provided complete responses to the questionnaire.

#### 4. Validity of Findings

To ensure the validity of responses, incomplete questionnaire were not included for analysis. Some questions were purposely structured for cross checking. For example, self estimate about knowledge of the Rules and Instructions were cross checked against the estimate of knowledge of the subordinates by their superiors. By this method, we were able to verify the validity of responses.

## RULES AND REGULATIONS

1. As per self-estimate 33 percent of the officers claimed that they have good knowledge about the Rules of Business and Secretariat Instructions, that is their knowledge range between 100 percent to 75 percent. This group consists of three Joint Secretaries(6.28 percent), four Deputy Secretaries(8.33 percent), and eight Assistant Secretaries (16.66 percent).

2. Fifty two percent of the officers claimed that their knowledge about Rules of Business and Secretariat Instructions range between 50 percent to 75 percent.

3. Only one Deputy Secretary and six Assistant Secretaries indicated that their knowledge about Rules and Regulations and Secretariat Instructions range between 50 percent to 25 percent.

4. In contrast, the opinion of the same respondents about the knowledge of their subordinates regarding Rules and Instructions seems to be very poor. Only 6.25 percent identified that the knowledge of their subordinates range between 100 percent to 75 percent. 45.8 percent said that it ranges between 75 percent to 50 percent followed by 47.9 percent, who consider the knowledge of their subordinates regarding Rules of Business and Secretariat Instructions to be unsatisfactory i.e. below 50 percent.

5. Fifty percent of the officers indicated that documents on Rules and Regulations including amendments are available in their section as opposed to 54.8 percent, who did not have the documents available.

6. A substantial number (72.9 percent) of the officers consider that the Rules of Business and Secretariat Instruction, 1976 facilitate quick disposal of business in the Secretariat while 27.1 percent are of the opinion that Rules and Instructions inhibit the disposal of business.

The above percentages may not be considered to give a clear picture regarding the provisions of Rules and Instructions in quick disposal of business in the Secretariat because of the fact that twenty respondents (41.66 percent) who answered positively to the question estimated their own knowledge to be between 75 percent to 50 percent. Five respondents (10.41 percent) in the same range answered negatively. Four respondents (8.33 percent) who estimated their own knowledge to be between 50 percent to 25 percent answered positively and three respondents (6.25 percent) in the same range answered negatively.

It may be pointed out that respondents who themselves claim less than satisfactory knowledge about the Rules and Instructions are not in a position to determine that the Rules of Business and Secretariat Instructions facilitate quick disposal of business. Taking the above fact into consideration, the perceived adequacy of the Rules and Instructions should be qualified. In the case of one-third of the respondents, their evaluation of the adequacy appears to be more a matter of their belief rather than their knowledge.

#### DECISION MAKING

1. A significant number (43.75 percent) of the officers exercise the authority given to them, as opposed to 25 percent who refrain from exercising their authority primarily due to unknown implications. Of the various other reasons that have been specified, lack of trust by superiors appears as the second important reason.

Other reasons for not exercising authority in order of importance are:

- a) Lack of information;
- b) Non familiarity with rules and regulations.

2. Twenty five percent of the officers identified lack of trust by superiors as the main reason for the tendency of putting up files to higher officers for decision. 22.91 percent is of the opinion that files are referred to higher officers for incomplete information, improper documentation, and uncertainty of consequences. 20.83 percent of the officers are of the opinion that lack of confidence is the reason for putting up files to higher officers.

3. More than one-fifth(22.91 percent) of the officers claim that their decisions are not at all influenced by any kind of extraneous considerations that may be beyond their control. But the 72.91 percent of the officers admitted being influenced by external considerations and ranked "Tadbir"(64.58 percent) as the main factor. 51.61 percent identified lack of cooperation by other Ministries and Departments as an important factor affecting quick decisions.

Other reasons which also influence decision making are:

- a) Instructions from higher authorities;
- b) Deliberate withholding of information;
- c) Political interference;
- d) Interference by superiors;
- e) Undue requests;
- f) Time constraints for disposal of cases;
- g) Incorrect information;

4. The Secretary has been identified as the person who contributes most to decision making, whereas the Additional Secretary has been identified to be contributing the least. The Deputy Secretary ranks second in contributing the most to decision-making. The Joint Secretary is considered third in contributing most to decision-making. The Assistant Secretary ranks fourth in contributing to decision making.

#### PERSONNEL MANAGEMENT

1. The highest number of times that an officer was transferred is fourteen, while on the other hand, quite a few of the officers have never been transferred at all.

2. The average length of service has been found to be 13.95 years, and the average number of transfers has been calculated to be 5.5 times.

3. There is no consistent pattern of transfer according to our findings. It has been found that eight officers were transferred three times. Out of these eight officers, one was transferred three times in eighteen years of service, while on the other hand another officer serving for the last six years was transferred the same number of times. The average length of service of those officers who have been transferred three times is 12.12 years.

4. Four officers have never been transferred at all. Two of them have been serving for the last four and five years respectively. But of the other two officers, one has been serving for fourteen years and the other for sixteen years.

5. The most adverse affect of transfer has been on job satisfaction with 39.58 percent of the officers indicating that their transfers have brought them professional frustration. A significant number (31.25 percent) of the officers claimed that their family life had been affected by transfers, and 16.66 percent of the officers specified that transfers had adversely affected the prospects of their promotion.

## TRAINING

1. Of the officers who have received in-country training, approximately 50 percent mention that their training had been relevant to their job, though a few of them specified that the training was relevant at the time of training. Only 10 percent of the respondents mentioned that the training undertaken was irrelevant. On the other hand one-third respondents claimed that their foreign training was relevant to their work.

For a majority of officers, in-country training has limited incentives and motivation. Foreign training, on the other hand, is considered more attractive. The overall conclusion is that in-country training is more relevant but less attractive while foreign training is attractive but less relevant.

## LOGISTICS

1. Work seems to suffer the most for lack of staff or trained staff. A significant number of (81.25 percent) officers suggested improvements in this area.

2. Transport facility and office equipment are the next in order of importance with 60.42 percent and 58.33 percent of the respondents suggested improvements in transport facilities.

3. Approximately 50 percent of the respondents specified that physical facility needs improvement to create a congenial working condition.

4. Many of the respondents specifically identified lack of proper communication equipment to be a major area that needs improvement. Other specific areas that have been mentioned are office accommodation, office stationery, training facility and lack of well trained staff.

PUBLIC ADMINISTRATION EFFICIENCY STUDY  
SECRETARIAT SYSTEM AND WORK PROCEDURES  
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QUESTIONNAIRE  
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Designation:.....

Age:.....

Highest Qualification:.....

Date of joining Class I Service:.....

1. How would you estimate your knowledge about the Rules of Business and Secretariat Instructions including amendments?

---100% - 75%

--- 75% - 50%

--- 50% - 25%

Are these documents on Rules and Regulation including the amendments readily available in your Section?

.....Yes      .....No

2. How would you estimate the knowledge of your subordinates about the Rules and Regulations that are essential for the conduct of their duties?

---100% - 75%

--- 75% - 50%

--- 50% - 25%



3. Do you think that the provisions of the Rules of Business, 1975 and the Secretariat Instructions, 1976, facilitate quick disposal of business in the Secretariat?

.....Yes .....No

If no, please specify areas where existing Rules and Regulation should be modified. Please rank the areas in order of importance.

- Channels of communication
- Coordination
- Allocated time for disposal
- Layers of decision-making
- Delegation of authority
- Others

4. Do you think that the Rules of Business and Secretariat Instructions are followed by officers in disposing their duties?

Yes  No

If no, what in your opinion, are the main reasons ?

Inadequate familiarity

Inadequate authority in application of rules

Lack of direction and supervision

Time constraint

Others Please specify \_\_\_\_\_

---

5. Do you think that your work sometimes suffers from lack of logistical support? If so, please specify the areas for improvements.

Office equipment

Staff

Physical Facility

Transport Facility

Others. Please specify -----

---

6. Do you exercise the authority given to you? If not, what are the reasons for not doing so?

Lack of information

Non-familiarity of rules and regulations

Unknown implications

Others. Please specify \_\_\_\_\_

---

7. Do you think that there is a tendency of putting up files to higher officers which an officer can dispose himself as per given authority? If so, what are the reasons for doing so? Please specify them in order of their importance.

Work overload

Incomplete information and documentation

Lack of trust by superiors

Lack of knowledge of the Rules of Business and Secretariat Instructions

Lack of self-confidence

Uncertainty of consequences

Others. Please specify \_\_\_\_\_

---

8. Do you think that decisions are sometimes influenced by external considerations beyond your control?

.....Yes           .....No

If yes, please identify some of these considerations.

Lack of cooperation by other Ministries and Departments

Tadbir

Others. Please specify \_\_\_\_\_

---

9. Do you think that there are too many layers of decision making in the Secretariat? If so, which layers contribute most to the decision making and which layers contribute least?

Most

Least

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

10. How many times have you been transferred during the tenure of your service?

Number of times transferred: \_\_\_\_\_

Positions of transfer: 1. \_\_\_\_\_

2. \_\_\_\_\_

3. \_\_\_\_\_

4. \_\_\_\_\_

5. \_\_\_\_\_

11. How have your transfers affected your career?

\_\_\_\_\_  
/\_\_\_/ Promotion

\_\_\_\_\_  
/\_\_\_/ Job-Satisfaction

\_\_\_\_\_  
/\_\_\_/ Family life

\_\_\_\_\_  
/\_\_\_/ \_\_\_\_\_

\_\_\_\_\_  
/\_\_\_/ \_\_\_\_\_

12. Have you received any in-country or overseas training, either short-term or long-term?

In-country training

Subject area and duration of training \_\_\_\_\_

Relevance to your present job \_\_\_\_\_

-----  
-----

Overseas training; .....Degree .....Non-Degree

Subject area and duration of training \_\_\_\_\_

Relevance to your present job \_\_\_\_\_

-----  
-----

13. Do you think that the present facilities for training of officers within the country are adequate? If not, what steps do you suggest to improve the situation.

14. Do you think that the trained officers are placed in their area of specialization? If not, what steps would you suggest to ensure proper utilization of the services of trained officers.

15. Do you think that the existing performance appraisal system in the Secretariat is satisfactory? If not, what do you suggest for its improvement.

Annexure E

SURVEY OF VISITORS TO THE SECRETARIAT

## SURVEY OF VISITORS TO THE SECRETARIAT

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### A. Methodology

The main objective of the survey was to find out the purpose and the nature of the subject matter/case for which visitors come to the Secretariat. In doing so, an attempt were also made to identify, in general, the effectiveness of the various Ministries /Divisions in discharging their duties to public and also the effectiveness with which they dispose cases in relation to time.

Data was collected by means of the attached interview guide. Data collected was not limited to the prespecified issues, but other information regarding the nature of the cases of respondents, factors preventing solution of their specific problems, and other areas concerning the role of the Secretariat or the Ministry/Division with relation to the cases of respondents were also gathered by informal discussions with the visitors. Four interviewers conducted the Survey and collected the data from the respondents. A total number of thirty four persons were interviewed on a random basis.

### B. Findings

1. People who visit the Secretariat can be divided into three distinct categories: 1) people who come to visit Ministries/ Divisions with specific official and personal matters/cases, (2) people who come in groups - members of associations, unions, business partners, etc. and (3) people who come and sit in the waiting room and have no personal or official business of their own. Some of them come to meet friends, relations and acquaintances working in the Secretariat. It has been observed that the members of this group also come to give support to others in case certain documents, authorization signatures, etc. are required. These people act immediately to obtain the required materials and bring it to the Secretariat.

More than three-fourth of the people who come to visit the Secretariat come from outside of the Dhaka city.

2. According to the survey, the Ministry which is visited the most is the Ministry of Education. 17.64 percent of the respondents expressed their intention of going to the Ministry of Education. Ministry of Law, Home, Finance, Land and Works were the next to follow, 8.28 percent of the respondents wanted to visit each of these Ministries.

3. The reasons for the high percentage of respondents who desired to visit the Education Ministry varied. Most of the visitors came for posting and transfer.



4. The Minister appears as the most sought after person. 23.52 percent of the respondents wanted to meet the Ministers. An equal percentage of people desired to meet the Secretaries, Additional Secretaries, and Joint Secretaries of different Ministries. The Assistant Secretaries ranked third (14.70 percent) followed by Deputy Secretaries (8.82 percent). Almost all persons wanting to meet Ministers claimed that they either know the concerned Minister personally or have met the Minister on previous visits and are following up on their particular case.

5. The problems for which people visit the Secretariat are so varied that it is not possible to arrange them under broad categories. The major reasons identified in our survey include:

- a) posting and transfer,
- b) land dispute,
- c) relief and grants,
- d) amendment of government order,
- e) settlement of pay scale,
- f) employment and re-employment,
- g) tadbir,
- h) family matters,
- i) courtesy visit.

6. It was found that about one-third of the respondents were awaiting decision on their cases for more than three months. Fifty percent of the respondents mentioned that they had visited the concerned officer more than twice. Approximately 10 percent of the respondents had visited the same officer more than ten times.

7. Pressure of work, perceived inefficiency of officers, and limited office hours, were the main reasons mentioned by the respondents for the delay in disposal of their cases. Some respondents were more specific to mention reasons like corruption, delay in putting up files and absence of appropriate documents. Nearly half (44.12 percent) of the respondents opined that the reference of their case to the Secretariat could be avoided by delegation of power to the heads of other Government Departments, professional initiative, willingness to work, avoiding unnecessary referral of their case and assumption of responsibility. The others did not have a clear opinion as to what were the reasons for the difficulties in having their problems solved at the Secretariat or the alternate means by which their problem can be settled more efficiently.

The various dimensions of efficiency in the Secretariat in dealing with its clientele include the following:

- 1) problems of visitation and entry,
- 2) large number of people and interruption of work,
- 3) excessive use of tadbir,
- 4) centralization, and
- 5) unnecessary referral.

We make the following suggestions for improving the working environment in the Secretariat:

1. Visitors to the Secretariat should be restricted as much as possible to minimize interruptions in the working environment.

2. Steps should be taken to delegate and decentralize the service functions of the government so that the public can pursue their grievances without going to the secretariat.

3. The secretariat should be housed into blocks. The ministries should be housed in proximate blocks on the basis of their functions. The main regulatory ministries should be located in the center so that ministerial business concerned with regulatory matters could be efficiently conducted. Each block should have intercom telephone system. Visitors wishing to meet any officer should be allowed to use the facility once they are allowed to talk to any officer. In cases where the entry of an individual is considered necessary by the officer concerned, the visitor could be allowed to enter the secretariat.

TABLE OF FINDINGS

1. Ministry visited

Home	3	8.82%
Education	6	17.64%
Defence	1	2.64%
Law	3	8.82%
Health	1	2.64%
Jute	1	2.64%
Finance	3	8.82%
Land	3	8.82%
Culture	1	2.64%
Establishment	1	2.64%
Youth & Sports	2	5.88%
LGRD & Cooperatives	1	2.64%
Civil Aviation	1	2.64%
Religious Affairs	1	2.64%
Labour & Manpower	1	2.64%
Works	3	8.82%
Forest & Environment	1	2.64%
Industry	1	2.64%

2. Ministries most visited

1) Education	- 17.64%
2) Home, Law, Finance, Land, Works	- 8.82% (to each)
3) Youth & Sports	- 5.88%
4) Defence, Health, Jute, Culture, Establishment, LGRD, Civil Aviation, Religious Affairs, Labour and Manpower, Forest, Industry	- 2.64% (to each)

3. Minister/Officers most sought

A. Minister	8(23.52%)
B. Secretary, Additional Secretary, Joint Secretary	8(23.52%)
C. Deputy Secretary	3( 8.82%)
D. Assistant Secretary	5(14.70%)
E. Others	10(29.41%)

#### 4. Primary Purpose of the visit

- A) Posting and Transfer
- B) Promotion
- C) Foreign Training
- D) Foreign Employment
- E) Land Dispute
- F) Licence & Permit
- G) Relief
- H) Grants-in-aid (Education)
- I) Telephone connection

#### 5. Duration of Pending Cases

- |                           |             |
|---------------------------|-------------|
| A) Upto one month         | 7 (20.58%)  |
| B) One to three months    | 4 (11.76%)  |
| C) More than three months | 11 (32.35%) |

#### 6. Number of times concerned officer visited

- |                  |             |
|------------------|-------------|
| A) None          | 12 (35.29%) |
| B) Once          | 4 (11.76%)  |
| C) Twice or more | 17 (50.00%) |

#### 7. Perceived Reasons for Delay

- |                         |            |
|-------------------------|------------|
| A) Pressure of work     | 9 (26.47%) |
| B) Inefficiency         | 5 (14.70%) |
| C) Limited office hours | 2 ( 5.88%) |
| D) Understaffing        | 3 ( 8.82%) |

#### 8. Visitors suggestions for avoidance of delay

- |   |            |
|---|------------|
| A) Assumption of responsibility                       | 2 ( 5.88%) |
| B) Avoidance of unnecessary referrals                 | 3 ( 8.82%) |
| C) Delegation of power to the heads<br>of Departments | 5 (14.70%) |
| D) Professional Initiative                            | 4 (11.76%) |
| E) Willingness to work                                | 4 (11.76%) |

PUBLIC ADMINISTRATION EFFICIENCY STUDY

Secretariat System and Work Procedures

Guide to Interview visitors to the Secretariat

1. Which Ministry do you intend to visit? Ministry of.....
2. Whom do you intend to meet?
  - a. Minister
  - b. Secretary, Addl. Secretary, Joint Secretary.
  - c. Deputy Secretary
  - d. Assistant Secretary
  - e. Others
3. What is the purpose of your visit?
  - a. Posting & Transfer
  - b. Promotion
  - c. Foreign Training
  - d. Foreign Employment
  - e. Land Dispute
  - f. Licence & Permit
  - g. Relief
  - h. Grants-in-aid (education)
  - i. Telephone connection
  - j. Others
4. How long is the case awaiting decision in the Secretariat?
  - a. Upto one month
  - b. One to three months
  - c. More than three months
5. How many times have you visited the officer concerned earlier for the same purpose?
  - a. None
  - b. Once
  - c. Twice or more

6. What, in your opinion, are the reasons for delay in disposal of your case?

- a. Pressure of work
- b. Inefficiency
- c. Inadequate logistics
- d. Limited office hours
- e. Understaffing

7. Do you think, this reference of your case to the Secretariat could be avoided?

- a. Yes
- b. No

If yes, how?

- a. Assumption of responsibility
- b. Avoidance of unnecessary referrals
- c. Delegation of powers to the heads of department
- d. Professional Initiative
- e. Willingness to Work

Annexure F

LIST OF MINISTRIES

## LIST OF MINISTRIES

1. Ministry of Agriculture
2. Ministry of Civil Aviation & Tourism
3. Ministry of Commerce
4. Ministry of Communication
  - (a) Railways Division
  - (b) Road and Road Transport Division
5. Ministry of Defence
6. Ministry of Education
  - (a) Science and Technology Division
  - (b) Cultural Affairs Division
7. Ministry of Energy and Mineral Resources
8. Ministry of Establishment
9. Ministry of Environment and Forestry
10. Ministry of Finance
  - (a) Finance Division
  - (b) Internal Resources Division
11. Ministry of Fisheries and Live-Stock
12. Ministry of Food
13. Ministry of Foreign Affairs
14. Ministry of Health and Population Control.
15. Ministry of Home Affairs
16. Ministry of Industries
17. Ministry of Information
18. Ministry of Irrigation, Water Development and Flood Control
19. Ministry of Jute
20. Ministry of Labour and Manpower
21. Ministry of Land
22. Ministry of Law and Justice



23. Ministry of Local Government, Rural Development and Co-operatives
  - (a) Local Government Division
  - (b) Rural Development and Co-operatives Division
24. Ministry of Planning
  - (a) Planning Division
  - (b) Statistics Division
  - (c) External Resources Division
  - (d) Implementation, Monitoring and Evaluation Division
25. Ministry of Post and Telecommunication
26. Ministry of Relief and Rehabilitation
27. Ministry of Religious Affairs
28. Ministry of Shipping
29. Ministry of Social Welfare and Women's Affairs
30. Ministry of Textiles
31. Ministry of Works
32. Ministry of Youth and Sports

**LIBRARY**  
Bangladesh Public Administration  
Training Centre  
Savar, Dhaka,

Annexure G

TABLE OF MANPOWER

1. Ministry/Division : 45
2. Attached Departments : 185
3. Autonomous Bodies/Corporations : 115

Class-wise Manpower (as on 1st January, 1987)

Class	Ministry/Division (Secretariat)		Attached Department		Autonomous Bodies/ Corporation		Total	
	Sanctioned	In Position	Sanctioned	In Position	Sanctioned	In Position	Sanctioned	In Position
I	1836	1631	34,830	26,147	41,544	36,295	78,210	64,073
II	47	29	13,148	10,407	27,112	24,780	40,307	35,216
III	3817	3439	4,73,572	4,21,820	1,32,038	1,06,503	6,09,427	5,31,762
IV	2091	1992	2,09,666	1,92,903	84,395	75,159	2,96,152	2,70,054
Others	--	--	--	--	2,01,688	1,89,228	2,01,688	1,89,228
Grand Total	7791	7091	7,31,216	6,51,277	4,86,777	4,31,965	12,25,784	10,90,333

Compiled By: Statistics & Research Cell, O & M wing, Ministry of Establishment.

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