

ADMINISTRATIVE REFORM

REPORT
OF THE

PUBLIC ADMINISTRATION EFFICIENCY STUDY

Volume - 3

Relationship between Ministries and Departments

Ministry of Establishment

Government of the People's Republic of Bangladesh

Dhaka
November 1989



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Dhaka Bangladesh

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HIGHLIGHTS OF THE REPORT ON RELATIONSHIPS BETWEEN
MINISTRIES AND DEPARTMENTS

Problems

1. Lack of adequate authority to carry out their responsibilities.

2. Inadequate Departmental Participation in policy making

3. Weak accountability systems

Recommendations

1. Delegate to the Department Heads or their subordinate officers:
 - a. Disciplinary powers
 - b. Powers of transfer and posting
 - c. Sanction of Pension (to be considered)
 - d. Granting of leave
 - e. Counting of extra-ordinary leave for illness towards increment
 - f. Purchase of replacement vehicles (to be considered)
 - g. Repair of vehicles
 - h. Purchase of office equipment
 - i. Exceptional printing
 - j. Emergency purchase of stationery.

2. Organise well-prepared, joint Ministry-Department meetings for policy making.

3.
 - a. Maintain job descriptions and up to date work distribution descriptions.

 - b. Stress effective supervisory training.

 - c. Install reporting by exception to monitor the progress of subordinate units.

 - d. Strengthen the audit system through -
 - timely audits
 - prompt review
 - setting audit objections promptly
 - developing a management audit capability.

4. Weakness in technical and administrative capacity of Departmental staff.

4. a. Organise practical, problem-solving training
- b. Use trainees in fields for which they are trained
- c. Improve the quality of trainers through increased incentives
- d. Create training reserve posts for important job categories
- e. Extend work assignments to five years

5. Outdated paperwork systems

5. a. Reduce the unnecessary passing of files
- b. Expand the use of standardised forms for routine work
- c. Modernise filing systems
- d. Mechanise office systems when justified on a cost-effective basis and after the staff has been adequately trained to use the equipment.

EXECUTIVE SUMMARY

The Working Group and its consultant staff have reviewed previous studies and documents on Ministry-Department relations. It has interviewed fifty-seven officials in the seven designated Ministries and related organisations. During ten meetings, the Working Group has adopted the following recommendations, which for purposes of this summary, are organised in relation to the objectives of the study as set forth in the terms of reference:

1. Higher standards in administrative performance
 - Need for clear job descriptions and work distribution.
 - Importance of the immediate supervisor in ensuring adequate performance, plus management information systems which will let superior officers know when major problems needing their attention arise.
 - Vital role of financial and performance audit to ensure that public purposes are achieved.
2. Sound policy analysis
 - Need for well-prepared and well-managed Ministry-Department decision-making meetings.
3. Implementation of policy and its strategic implications
 - Simplify the handling of cases, improving paperwork systems and utilizing modern office equipment when cost-effective.
4. Delegation of authority for non-policy making decisions
 - Administrative authority to be delegated to and within Departments for:
 - a) Discipline,
 - b) Transfer and posting,
 - c) Sanction of pension,
 - d) Granting of leave, and
 - e) Counting extra-ordinary leave.
 - Financial authority to be delegated for:
 - a) Replacement vehicle purchase
 - b) Vehicle repair
 - c) Purchase of office equipment
 - d) Printing
 - e) Stationery purchase

5. Procedure for staffing

- Need to extend the three year rule on rotation to five years for greater continuity and growth of competence in Departmental management.
- Rotation to be made within groups of similar Ministries (areas of specialisation).

6. Development and improvement of training

- Better assessment of training needs.
- Priority for practical training linked to improving work methods.
- Need to train several people (a critical mass) from each organisational unit who will introduce new, improved systems of work.
- Need to use staff members in the fields for which they have been trained and to follow-up to ensure that training has a positive impact on work procedures.
- Creation of training reserve posts.

In the final section of this report, we have begun the process of identifying the steps which need to be taken to put these recommendations into practice. We believe that, if these opportunities for improvement are accepted and implemented, we will move toward:

- Departments with broader authorities to carry out their responsibilities, including sub-delegations to subordinate offices,
- Departments which can be held accountable for performing at higher levels of efficiency and effectiveness, and
- Departments which contribute to a more dynamic administration, an administration which will better contribute to meeting the needs of the people of Bangladesh.

I. INTRODUCTION

A. The Constitutional Base

The Constitution provides a presidential form of government in Bangladesh. The President is both head of state and head of the government. All executive authority is vested in him. He exercises that authority either directly or through subordinate officers in accordance with the provisions of the Constitution. The Constitution also provides for a Council of Ministers, consisting of a Prime Minister, one or more Deputy Prime Ministers, and other Ministers who are to aid and advise the President in the discharge of his executive functions.

B. Ministries and Divisions

The business of the government is conducted through a number of ministries each in the charge of a Minister. Schedule I of the Rules of Business enumerates the detailed functions of the ministries. Each Ministry consists of one or more Divisions. A Division is the principal unit of a Ministry responsible for the administration of a general area of government business. The Ministries and Divisions are divided into wings, branches and sections in order to ensure the efficient disposal of their business.

The official head of a Ministry is the Secretary, a senior civil servant who acts as the principal advisor to the Minister on all matters of policy and administration. The Secretary is responsible for the proper conduct of business according to the Rules of Business and the Secretariat Instructions and also acts as the Principal Accounting Officer of the Ministry, Attached Departments and other Agencies under the control of the Ministry. In this capacity Secretary is responsible for making sure that funds are spent by the Ministry in accordance with the rules laid down by the Ministry of Finance.

C. Attached Departments and Subordinate Offices

The execution of government policies of a Ministry or Division is normally carried out by an Attached Department. These Departments are responsible for implementing the policies laid down by the Ministry or Division to which they are attached. They also serve as advisers to their Ministries or Divisions on the technical aspects of the business transacted by the latter organisations.

The Subordinate offices generally function as the field establishments under the direction of the Attached Departments. Some Subordinate Offices are placed directly under the concerned Ministry or Division.

D. The Legal Base

The Rules of Business provide that the President shall approve all important policy decisions. All executive actions of the Government are taken in the name of the President. Only the Ministers and their aides, the Secretaries, Additional Secretaries, Joint Secretaries, Deputy Secretaries and Assistant Secretaries in the Ministries and Divisions or specially designated officers can authenticate orders made in the name of the President. The Secretariat Instructions provide guidelines as to how the Ministries and Divisions should relate to their Attached Departments and Sub-ordinate Offices.

E. Ministry-Department Relations

Ministries are responsible for planning and policy formulation, for budgeting and resource allocation, for control of administrative systems, for the evaluation and monitoring of policy execution, and in most cases, for the personnel management of Class I officers in their Attached Departments and Subordinate Offices.

As specified in the Secretariat Instructions, there should be no interference by the Ministry in the day-to-day operation of a Department. The Department Heads may have direct access to the concerned Minister to discuss official matters. They are instructed to inform the Secretary subsequently of such contacts. Department Heads are to make their proposals to their Ministry or Division which state the facts of the case, points needing decision and specific recommendations. They are responsible for the technical soundness of the proposal. The only cases submitted to the Ministry or Division are those which the Department Head is not competent to decide.

The Ministry or Division plays an important role in the preparation of budget estimates for itself and for its Departments. The Departments prepare their requests which are reviewed and decided upon by the Ministries or Divisions before passing the requests on to the Ministry of Finance. After legislative and presidential approval, the Ministry of Finance releases the approved funds to each Ministry. The delegation of financial powers to the Departments are governed by general guidelines, as issued from time to time by the Ministry of Finance.

The Ministry of Establishment has overall responsibility for personnel policy. It directly controls initial recruitment of Class I officers belonging to cadre services except for those cadres which have been departmentalised. The responsibility of routine career management of professional, technical and specialist civil servants belongs to the Ministries, Divisions and Departments where they are employed. Department Heads possess control over all employees belonging to Class II, III and IV. They propose, subject to approval by their Ministry or Division, the posting, transfer, salary increment, leave and pension of the Class I officers in their Departments. The Ministries and Divisions have control over all senior appointments, foreign training, and promotions.

F. Earlier Government-Sponsored Studies

The search for ways to improve Ministry-Department relationships began soon after independence. The Administrative and Services Reorganisation Committee (ASRC) in 1973 recommended the delegation of greater financial powers to the Departments. They further recommended that many technical agencies be merged with their respective Ministries and Divisions. They suggested improvements in the operations and work methods of the Secretariat, reducing, for example, the levels of officers involved in deciding cases.

The Committee on Administrative Reorganisation/Reforms (CARR) in 1982 recommended decentralisation of major governmental functions to elected local governments. These recommendations have been largely implemented. A parallel Committee for Examining Organisational Set-up of Ministries/Divisions, Departments and other Organisations was formed in 1982. This Martial Law Committee (MLC) examined in detail the organisational arrangements of the Secretariat, Departments and Offices. It suggested reductions in staff, reorganisations of various units of government and delegation of administrative and financial powers to Departments and Offices. On this latter point, the Committee recommended that: "Delegation of administrative and financial power to the Departments/ Directorates should be more liberal for ensuring quick disposal of business."

The government subsequently took measures to implement this recommendation. The current study urges that steps be taken to further this process of delegation of power to the Departments.

II. KEY CONSTRAINTS IN MINISTRY - DEPARTMENT RELATIONSHIPS

As a result of its examination of the relationships between Ministries and Departments, the Working Group has identified the following constraints to a more efficient and dynamic public administration in Bangladesh. Attention to reducing these constraints will help produce an accountable and more functional bureaucracy which will be in a position to implement policies and to get the work of the government done more rapidly and more effectively.

The Working Group has concluded that a more dynamic approach to administration is needed in Bangladesh. The Departments and their field staff must have the power to do the jobs which are given to them. They must have more freedom to carry out their responsibilities and at the same time, must be more accountable for using public resources effectively to achieve public purposes.

A. Lack of Adequate Delegation of Authority to the Departments and Within the Departments.

In its interviews with Departmental staff members, the Working Group was told repeatedly that the key constraint on effective Departmental operations and the major cause of delays in their activities was a lack of adequate delegation of authority over personnel and financial matters.* In many cases, they pass matters to the Ministries for decision when, in the judgment of the Departments, it deals with a routine, non-policy decision which they should be able to decide.

The work of the Departments has expanded greatly in recent years. Both the development and the traditional functions of government have grown. This has placed demands upon the Departments to perform broader and more important services to local communities. To be successful Departments need the authority to use their human, financial and material resources in a creative innovative manner within the broad policy guidelines laid down by the government.

* The delegation of administrative and financial powers made by the government to Departments have been enumerated in Establishment Division Regulation Wing Letter No. ED/R1/S-41/76/86(40) dated 19-06-76 and the Ministry of Finance OM NO MF(EC-1) DP-4/85/158 dated 29-07-85, respectively. In recent years these powers have been reviewed by government committees. Their recommendations will be given soon.

With an increasing participation of government in socio-economic development efforts, the role of Departments as executive agencies is likely to expand further in the future. In this context it is necessary to further strengthen the relationship between the Ministries and Departments through broader delegations of authority.

1. Administrative Delegations

- 1.1 Personnel administration constitutes a vital factor in the overall administration of the Departments. It is through their officers that Departments implement government policies and programmes. Successful implementation requires a staff which has the necessary technical capacity, is well motivated and disciplined. The government is responsible for personnel policy for all government employees. It exercises this policy making authority through its central personnel agency, the Ministry of Establishment, and through the administrative Ministries.
- 1.2 This centralised policy control serves a useful purpose in terms of setting standards to be followed by the operating agencies throughout the government in handling their personnel. However, it does not appear useful for the Ministry of Establishment and the other Ministries to maintain control over the routine operation of personnel administration. Of the 659,168 total manpower employed by the Ministries and Departments, Departments employ 651,277 and the Ministries 7,091.* A recent study of cases being handled within the Secretariat showed that 46% of those cases dealt with personnel matters. (Huda and Rahman, 1989 : 63) A major share of these cases should be handled at the Departmental level and not reach the Secretariat at all.
- 1.3 The officers and staff in a Department are broadly divided into two categories: (i) officers belonging to Class I junior scale and senior scale, and (2) officers and staff belonging to Class II and below. The Head of a Department has extremely limited powers of control over the first category of personnel who provide the leadership for the operational activities of the Department. ** It is this group of officers who get things done, who motivate and

*Class-wise Manpower, Statistical and Research Cell, Ministry of Establishment, 1987

** Under the existing arrangement the head of a Department has no power to appoint any officer of Class I. Under the Bangladesh Civil Service Cadre Composition Rules of 1st September, 1980 the President is the appointing authority of all Cadre Officers and the Government is the appointing authority of Non-Cadre under the Department Recruitment Rules. By "Government" is meant the Secretary of the Ministry concerned.

provide directions and guidance to the staff in the implementation of the broad range of government programmes. The personnel administration for these officers is controlled principally by the Ministry; the Departmental Head is reduced to the role of being a proposer. The second category of personnel includes the great majority of Departmental employees.

- 1.4 The administration of personnel matters of Class I Officers in the Departments is seen as a major constraint to better efficiency in the public service. It is considered necessary to increase the delegation of powers of Department Heads in a manner sufficient to make their authority over their personnel commensurate with their responsibilities. It is in this context that the Working Group recommends delegations of authority to Department Heads in the following areas:

- a. Disciplinary measures,
- b. Transfer and posting,
- c. Sanction of pensions,
- d. Granting of all types of leave, and
- e. Extra ordinary leave for increment.

- 1.5 As a first phase in the shift of authority over personnel to the Heads of Departments and, where appropriate, to heads of subordinate units, these delegations of authority are recommended. These delegations should be carefully exercised in accordance with government guidelines. As a second and later phase, after the result of these delegations can be evaluated, it may be appropriate to designate Department Heads the appointing authority for all Non-Cadre personnel of their Departments. This would give Department Heads complete authority over their personnel.

a. Disciplinary Measures

- 1.6 Department Heads lack adequate authority over Class I officers in matters of discipline. Under the existing "Government Servants Discipline and Appeal Rules, 1985" all powers for taking formal disciplinary action against a delinquent Class I officer rests with the appointing authority, which under the present arrangement is either the President or the Secretary. These Rules have thus protected this group of officers against disciplinary control by the Head of the Department although they are posted in the Department and draw their salaries and fringe benefits from the Department's budget.

- 1.7 Disciplinary authority over some of the officers in the pay scale of 1350-2750 still rests with the Secretary of the concerned Ministry. Under existing rules, these authorities can be delegated by the appointing authority to the Departments for all categories of officers.*
- 1.8 In Departments where the number of disciplinary cases are large it may be advisable to create a cell with one or two trained officers to deal exclusively with disciplinary matters. Short course training may be organised to strengthen the capacity to carry out this responsibility in Departments.

Recommendation 1: The power of the appointing authority to exercise disciplinary powers over cadre and non-cadre officers, except that of imposition of major penalty,** should be delegated to the Head of the concerned Department or to subordinate officers as appropriate. Appellate authority would remain with the Ministry.

b. Transfer and Posting

- 1.9 In the matter of transfer and posting of officers, the Ministry concerned usually exercises this power. In a few Departments, such powers are exercised by the Heads of Departments for Junior Class I officers. This limits the authority of Department Heads to organise their own manpower and to get things done. Lack of control over transfer and posting is a major cause of friction in the working relationship between the Department and its Ministry.

Recommendation 2: The Ministries should delegate powers of transfer and posting to the Department Head in respect of officers in their Department belonging to any Cadre or Non-Cadre Service, except that of their immediate deputies. Other exceptions would include officers of

* Rule 2(b) of the "Government Servants Discipline and Appeal Rules, 1985" provides that the appointing authority may designate an officer to exercise the powers of the authority in regard to actions such as discipline.

** Major penalties include reduction to a lower post or time scale, compulsory retirement, removal from service, and dismissal.

the rank of Superintendent of Police and above in Police Department and Divisional Commissioners and Deputy Commissioners under the Ministry of Establishment.

c. Sanction of Pension

1.10 Ministries have the power to sanction pension of all officers in the pay scale of Tk.1650-3020/- and above posted in the Departments. The Department Heads have no power in this regard which dilutes their authority over these officers. A pension is not a matter of right; it is a benefit granted by the government to a retired government servant on the basis of a report by the Controller General of Accounts. Heads of Departments should enjoy this power to sanction pensions to their officers.

1.11 The Heads of Departments are also deprived of the power to sanction condonation of interruption of service for grant of pension, condonation of deficiency in qualifying service for sanctioning pension, and power to grant compassionate pension. All of these powers can be exercised only by the Ministry. This delegation of powers can give to the Department Heads an additional means to motivate their officers.

Recommendation 3: Consideration should be given to the delegation of following powers to the Heads of Departments:

- a. Sanction pension of all kinds
- b. Condone interruption of service, except in cases of temporary government servant.
- c. Condone deficiency of qualifying service for pension,
 - 1. upto 6 months provided that:
 - a. the official would not earn ordinary pension but for condonation.
 - b. the official served meritoriously.
 - 2. upto 12 months provided that:
 - a. the official has other non-qualifying service to his credit or
 - b. the official has retired prematurely due to medical reasons or abolition of the post.
- d. Sanction compassionate pension to a government servant removed from service.

1.12 These delegations are subject to guidelines or instructions as may be issued by the government from time to time.

1.13 In the first phase Government may consider delegating these powers regarding pension only to those Heads of Departments who are enjoying scales of pay the maximum of which is not less than Taka 5500/-. At a later stage when results of such delegation of power have been evaluated consideration could be made for extending these delegation of powers to other Heads of Departments.

d. Granting of Leave

1.14 Similarly the power to grant certain types of leave like special disability leave cannot be granted to officers by the Head of the Department. If earned leave or extra-ordinary leave can be granted by them, there appears to be no reason why they cannot also grant special disability leave.

Recommendation 4: Full powers to grant all kinds of leave should be delegated to Heads of Departments.

e. Counting Extra-ordinary Leave taken due to illness for Increment

1.15 Under extra-ordinary leave, a government employee does not earn any increment unless he/she is specifically allowed to do so by their appointing authority. Since in Attached Departments and Subordinate Offices, the Department Head is not the appointing authority of most of the officers working in the Department it becomes a difficult and time-consuming process for them to earn any increment during periods of extra-ordinary leave. To boost the morale of Department officers, the power to count extra-ordinary leave due to illness for increment should be delegated to Heads of Departments.

Recommendation 5: Heads of Departments should be delegated the power to allow a government employee under their administrative control to count extra-ordinary leave towards increment, provided that the extra-ordinary leave has been taken due to illness.

2. Financial Delegations

2.1 Delegation of financial authorities to the Departments is the next most important area for facilitating the flow of work. The same study of cases being handled at the Secretariat level, mentioned above, found that 30% of the cases concerned financial matters. (Huda and Rahman, 1989 : 63) Many of these cases can and should be handled at the Departmental level. The Working Group recommends that specific delegations take place in these areas:

- a) Purchase of replacement vehicles
- b) Repair of vehicles
- c) Purchase of office equipment
- d) Printing
- e) Stationery purchase

a. Purchase of Vehicles

2.2 Departments are not permitted to purchase new or replacement cars and vehicles for official use although budget provision has been made for them. For new purchases, the Department is required to send a summary request to the Ministry and after their scrutiny, the Ministry will forward the request to the Ministry of Finance. If the Ministry of Finance approves the proposal for the purchase of the new car it will be sent for Presidential consent. The process of approving the purchase of a new car or vehicle often takes a year.

2.3 A similar procedure is followed for the replacement of old cars or vehicles. The procedure involved in such replacements is extremely time consuming. It includes the following steps:

- a. Examination of the old car or vehicle by the Government's Inspector of Transport,
- b. Obtain a condemnation certificate from the Condemnation Board,
- c. Sale of the old vehicle,
- d. Deposit of the sale proceeds with the Government, and
- e. Grant of permission for replacement by the Minister concerned.

2.4 The purchase of new vehicles is a sensitive matter on grounds of economy. Powers in regard to purchase of new vehicles outside the entitlement worked out by the 1982 Martial Law Committee should remain as it is at present.

2.5 The government has recently made changes in regard to purchase of replacement vehicles. Purchase of such vehicles up to 80% can now be made with approval of the Minister.

Recommendation 6: The purchase of replacement vehicles has recently been delegated to the Minister. Consideration should be given to further delegation of this power to the Heads of Department.*

b. Repair of Vehicles

2.6 Approval of the repair of government vehicles also involves an unnecessarily lengthy process. Moreover, the power of departments to authorise such repairs is limited to Tk.10,000/- at any one time or Tk.30,000 in one year. This amount is extremely small and places a difficult burden on Departments which maintain a fleet of vehicles.

2.7 The timely repair of vehicles is essential for good and durable service from them. A proper stitch in time saves nine. Vehicles should be properly maintained, serviced on a timely basis and kept neat and clean. Departments owning a large fleet of vehicles should designate an officer to supervise the maintenance of vehicles. Departments having a large number of vehicles should consider setting up their own workshop for vehicle maintenance. A thorough study of the costs and benefits as well as cost effectiveness should be undertaken before establishing such workshops.

Recommendation 7: Heads of Departments should be delegated full powers for the repair of vehicles, subject to budget provision and the observance of the rules and instructions of the government.

c. Purchase of Office Equipment**

2.8 The Departments have no independent authority to purchase needed office equipment. If the Department wants to improve its efficiency through the use of such equipment it has to undergo the same lengthy exercise as in case of the purchase of new cars/vehicles. As a general rule, government offices should introduce modern office equipment when it will improve their productivity on a cost-effective basis.

Recommendation 8: Department Heads should have full authority, for the purchase of office equipment provided that budget allocation has been made for the same and that normal rules for purchase are observed.

* This delegation would not apply to purchases under the Development Budget, which has its own rules/instructions on delegation of powers.

** Applies to purchases under the Revenue Budget.

d. Printing

2.9 The printing of materials for government operations or for public information is an important aspect of the work of the Departments. At times the volume of such printing exceeds the capacity of the government's Department of Printing and Stationery. In these cases the Departments need the authority to undertake printing on their own. At present this authority is very limited: Heads of Departments can authorise printing expenditures up to Tk.2000, officers of category I to Tk.1500, Officers of category II to Tk.1000, and officers of category III to Tk.500.*

Recommendation 9: Department Heads should have full authority to print materials related to the work of their Departments within their approved budgets, when the government's press is not available to meet their needs. They may further delegate this power to subordinate officers within their Departments.

e. Purchase of Stationery

2.10 Stationery is an important input in the normal transaction of government business. From time to time, items of stationery are in short supply and can not be replenished through normal government channels. This often causes great difficulty in conducting normal business.

Recommendation 10: Department Heads should have full authority to purchase stationery locally on an emergency basis. This authority may be further delegated to subordinate officers in the field on a prudent basis.

3. Sub-Delegation Within the Departments and Subordinate Offices

3.1 Delegation of powers to Heads of Departments alone is not sufficient to make Departments effective in executing government policies and projects. Such delegation of power will mean simple Transfer of power from one Head to another. Power will still remain concentrated in one hand. To derive full benefit of delegation of powers there should be simultaneously sufficient sub-delegation of powers at different levels who are responsible to get things done in the field. Only then will supervisors have adequate control to properly organise their staff to achieve the objectives of the organisation. Heads of Departments should therefore

* Ministry of Finance OM No.MF(EC-1)/DP-4/85/158 dated 27/7/85.

sub-delegate their administrative and financial powers to ensure that powers be located at the points where their exercise is essential for proper policy and programme implementation. Such sub-delegations should be, as far as practicable, uniform on the basis of levels of officers to whom such powers are delegated.

- 3.2 While sub-delegating powers, steps should be taken to ensure that such powers are not misused. Power should be carefully delegated to subordinate levels in the organisation which are competent to use it conscientiously and its proper use should be a continuous subject of monitoring by higher authority. These authorities will be kept informed of the exercise of such powers through periodical reports and returns. Any misuse of these powers will be strictly dealt with.

B. Policy Making

For many years there has been a controversy over whether policy making can be separated from policy implementation, whether deciding can be separated from doing. This question is important to the present study because it is generally agreed that the primary responsibility of the Ministries is policy making and the primary responsibility of the Departments is to implement that policy. But the real world is never as simple as these kinds of analytical distinctions would lead one to believe.

Policy making at the Ministerial level needs the technical input and judgment of Departmental officers who are handling the problems in the field. Policies are made not only by the "deciders" at the Ministerial level but are heavily influenced by the "doers" at the Departmental level, who formally and informally give life and meaning to the policies. A policy, it can be said, is only as good as the capacity of its implementers to carry it out. Policy making and policy implementation can thus be seen to be inseparably intertwined.

In exercising their policy making responsibilities the staff in the Ministries need the technical inputs of the Departments. They have the best knowledge of the day-to-day operations of government programmes in the field. Their experience and judgment is essential for sound policy making. The problem is how to ensure this flow of information to the Ministries for its use in the policy making process. The Secretariat Instructions prescribe that the "Head of a Department will be responsible for the technical soundness of his proposals."* But this is not enough to ensure the continuous involvement of Departmental

*Secretariat Instructions #179

staff and utilisation of their expertise in Ministerial decision making. The practice of passing files with notes being added at each level of the hierarchy is often a laborious and time consuming way of deciding policies.

The Working Group considers that properly managed meetings are an effective way to involve Departmental staff members in decision making and reduce the unnecessary flow of paperwork back and forth between Departments and their Ministries. The Working Group is not calling for more meetings. It is, however, calling for better managed meetings which will build a sense of team work between Ministries and Departments. The problem with too many meetings currently is that they are attended by staff members who do not have the authority to decide the question at issue or the meeting itself is not managed in a decisive manner. Used effectively, meetings will result not only in better policy decisions, but also in policies which are better understood and more effectively implemented by the Departments.

When a Department seeks a policy decision on any particular matter, it should as a first step prepare a thorough, analytical working paper on the issue. The paper should state clearly the problem being addressed, the effect of any law or earlier order on it, and the proposed solution which the Department feels would be appropriate in the situation. The views of affected agencies and necessary clearances should be obtained in advance and incorporated in the working paper.

Instead of entering into a lengthy correspondence on the matter, a well-managed meeting between Department and Ministry can then be organised on the basis of the working paper. The working paper should be circulated at least seven days in advance to all officers who are to be invited to the meeting. This meeting should be chaired by a responsible officer of the Ministry and attended by Ministry and Department officers with authority to take decision on the matter. This will not only expedite decision making, but also will reduce paperwork and the flow of files from one office to another. The decision of the meeting should be final and binding on all participating organisations.

Recommendation 11: The principal mechanism for making policy decisions should be well prepared, joint Ministry-Department meetings chaired by the responsible senior Ministry officer and attended by concerned Departmental officers:

C. Accountability

During its study, the Working Group repeatedly encountered the observation that accountability was lacking in the government today. Too often officials do not know who is responsible for doing what. There is a lack of supervision and follow up to ensure that those who are responsible for specific actions take that responsibility, as set forth in the Secretariat Instructions, seriously and act in a timely fashion. This is a serious problem at the very heart of the low level of efficiency in the government.

1. Assignment of Responsibility

- 1.1 To achieve accountability, the first essential requirement is a clear and comprehensive job description. The officers should clearly understand the responsibilities which have been assigned or delegated to them and what are the different tasks they have to perform. It is only against such responsibility that one can be made accountable.
- 1.2 For ensuring accountability there should also be a clear assignment of responsibility or distribution of work to each organisational unit in the Departments. The 1982 MLC study prepared detailed organisation charts for all units of the government. This was a monumental undertaking, but government organisation does not stand still. The Working Group found few up-to-date organisation charts in the Departments they visited. The impression gained is that the government is constantly reorganising its offices and the clear documentation of those changes lags far behind. An important step in achieving better accountability in the government is to increase attention to having current organisation charts and up to date work distribution descriptions for all units of government.

Recommendation 12: Clear assignments of responsibility to organisational units and to individuals, as a first step towards increasing accountability in government, needs continuous attention through maintaining up-to-date:

- a) Job descriptions for all positions, and
- b) Work distribution descriptions for each organisational unit.

2. Monitoring Performance

- 2.1 Accountability in government also depends fundamentally on good supervision. All officers of the government need to know to whom they report and who will supervise their

activities. The modern notion of supervision is that the supervisor is, above all, a coach helping the subordinates to achieve their potential and to contribute their maximum to the objectives of the organisation. Supervisors are responsible for motivating their subordinates in such a way as to get the job done well and in a timely fashion.

- 2.2 Senior officers in each Department also need effective progress reporting systems to monitor the work in their organisations. At the Ministry level monitoring officers need to know when difficulties arise or when performance targets will not be met. This type of reporting on an exception basis helps to avoid over loading the flow of information to officers in the higher levels of the hierarchy.
- 2.3 All agree that the Departments are primarily responsible for policy implementation. The Secretariat Instructions state that "there will be no interference in the day to day operation of a Department by the Secretariat."* The Working Group, however, has observed the high degree of involvement of the Ministries in many aspects of the work of the Departments. The need for further delegations of authority results from this trend toward centralisation in the government's administrative system.
- 2.4 The delegation of authority to the Departments is the first and most important step in assuring that implementation is indeed performed by the Departments. But it is not sufficient. There must be a continuing effort to send back cases to Departments which they can themselves decide. The study team was told of the frequency with which cases were unnecessarily passed up. "When in doubt, pass the files to a higher level", has become a problem which needs strong counteraction.
- 2.5 The Ministries are responsible for monitoring policy implementation, reviewing progress towards targets and changing policies when appropriate. But this monitoring authority should be carried out by periodic visits to the field to observe programmes in action, not by intervening in the details of implementation. Progress reports should be received on a monthly or quarterly basis and should focus on deviations from planned targets. This "management by exception" should reduce the flow of routine information upward in the hierarchy.

* Secretariat Instruction # 183

2.6 Delegation of implementation authorities to the Departments should be the rule. Ministerial monitoring is to be limited to periodical progress reporting (with emphasis on where performance targets have not been achieved) and periodic field visits to observe the functioning and impact of programmes.

Recommendation 13: Effective supervision is essential for monitoring work and for achieving improved accountability in government. Greater emphasis needs to be placed on supervisory training and the use of supervisory capability as a key criterion in making promotions.

14. Department and Ministry officers also need to monitor progress, but on an exception basis, when performance falls significantly short of expectations or special problems arise which need corrective action at higher levels in the organisation. This type of "management by exception" should complement the kind of review meetings now held for development projects.

3. Auditing

3.1 Ultimately, accountability in government depends upon an independent and effective audit system. Someone from outside the hierarchy needs to check on progress to see how well work has come along. Traditionally this was a check on the proper use of public monies. Increasingly the modern auditor is also looking at performance: how well was the money used, were the purposes of the government achieved? There is no substitute for this type of outside view to ensure that government officers are accountable to a broader sense of public purpose. The professional integrity and competence of the audit staff are crucial to this process.

3.2 Traditional audits are undertaken of all financial operations (receipt and expenditure) starting with the accounts of Drawing Disbursing officers at the Upazila level. Such audit takes into account funds received and funds spent. It examines if funds are spent for the purpose for which they are sanctioned, if they are spent in accordance with the rules, and if no irregularity has taken place in such spending. This gives a picture of the regularity of spending.

3.3 Equally important, however, is management audit of operations. Such audit shows if performance targets assigned to a unit have been achieved as planned and that assigned tasks have been completed with the funds allocated for the activity. To undertake such audits in Bangladesh properly trained manpower will need to be built up.

3.4 In spite of the work of the Public Accounts Committee and high level political interest, the Working Group was given many examples of how auditing today within the government is not taken seriously. Audits are often carried out five or more years after operations are performed, when the concerned officers have left the organisation. Frequently audit reports give equal or greater weight to trivial matters rather than focusing on the more important expenditures and programme issues. Worst of all, audit findings are often ignored; no attempt is made by the audited organisation to respond to the audit report and no follow-up action is taken by the auditors. The Public Accounts Committee and the high level Committee headed by the Vice President have addressed these issues with useful results. These efforts need to serve as the basis for a long term approach to this problem.

Recommendation 15: To increase accountability an improved audit system is essential including four elements:

- a) Audits are to be carried out on a timely basis,
- b) Audits are to be reviewed promptly by the Public Accounts Committee,
- c) Audit objections are to be settled promptly, and
- d) Priority should be given to develop a management audit capability to check on the achievement of performance objectives.

D. Technical and Administrative Capacity of the Departments

1. Training

1.1 For the delegation and decentralisation of authority to the Departments to be effective, there must be a strong and sustained effort to improve their capacity to assume those responsibilities. The Departments and their staff are the key elements in the execution of the government's programmes. Without well-trained and well-motivated Departmental personnel, projects and programmes will continually fall short of expectations.

- 1.2 The goal of Departmental capacity building is thus to prepare staff to assume and exercise broader responsibilities. Both technical and administrative skills must be continuously upgraded to enable Departmental staff to better perform their functions. Too often, in the past, training has been focused on the individual rather than the work group, on academic knowledge rather than on finding practical solutions to everyday problems, on the "why" of things rather than on the "how to."
- 1.3 The need is to train a critical mass of people in each Department to undertake improved work methods. This calls for an extensive effort to reach personnel across an agency and up and down the hierarchy to find better ways to carry on the work of the organisation. This type of practical, problem-solving, participatory training has been used from time to time by various organisations in the government. It needs to become the norm in Departmental capacity building, focusing on the key technical and administrative problem areas of each Department.
- 1.4 Many of the Departments have their own training institutes. It is the view of the Working Group that some of these institutes are not providing the appropriate capacity building to enable their staff to undertake needed work reforms. As a result, the development of professionalism and technical expertise has lagged behind expectations.
- 1.5 One shortcoming in the existing system is that there is no provision for a training reserve in sanctioned posts. As a result, supervisors cannot always spare their officers for training, especially for longer courses. A recommended solution to this problem is to create training reserve posts in the important job categories in each Department.
- 1.6 Another weakness lies in the inadequate preparation of training officers. To organise practical, problem-solving types of training requires a high degree of skill. It is necessary, therefore, that the reform of the Departmental training institutes should begin with improving the capability of the trainers. These trainers should receive priority consideration for foreign training as well as for promotion.
- 1.7 One important objective of improved training and capacity building is to reduce dependence on foreign technical advisors. When these advisors are necessary, one of their first priorities should always be to train local staff to take their places. The success of development schemes should be measured, in large part, by their capacity to be self-sustained at the end of the project period. Staff training is a vital aspect of achieving this objective.

Recommendations 16: To expand the technical and administrative capacity of Departmental staff, more emphasis must be given to practical, problem-solving types of training. Sufficient numbers of staff from each organisation should be trained in new work methods. Then they can carry out the kinds of re- forms required to make Departments more effective agencies for policy implementation.

17. Once trained, staff need to be utilised in the fields for which they are trained so that the agency concerned will get full benefit from their investment in staff development.

18. Trainers should have priority in receiving foreign training as a means of developing their professional competence. They should receive special consideration for promotion when they contribute effectively to improving the quality of training programs.

19. Training reserve posts should be created in important job categories.

2. Rotation of Staff

2.1 The Working Group has received many complaints that the three year rule for assignments is being ignored. One officer reported that he had served in nine different posts during the past twelve years. The impact on both Ministry and Departmental effectiveness of this discontinuity is often disastrous. In many cases, three years is too brief a time for a technical officer to learn about and then perform adequately in a position. Assignment should be made for a longer period.

2.2 There is a critical need for capacity building among personnel within the Departments, and then for stability of assignment in order to permit those officers to do a professional job in their field. Good administration depends upon staff development and staff continuity. An officer who has received training in a particular discipline should be posted in the job for which training was received and should be kept in it for a sufficiently long period so that the expertise gained in the training can be fully utilised. Rotation, when it is made, should be within the general area of the skills of an officer and should be part of a pattern of career development.

Recommendation 20: The three year rule on rotation should be extended to five years. Exceptions should be granted only for over-riding personal or organisational necessity. Rotation should be made within an area of specialisation, within a group of Ministries with similar objectives.

E. Paperwork Simplification *

1. Unnecessary Passing of Files.

1.1 The Working Group is concerned about the continuing flow of paper work which comes from the Departments to the Ministries. Through broader delegations of authority to the Departments this flow of files should be reduced.

1.2 Of equal importance is the problem of note writing and the laborious process by which files are passed from level to level within the Secretariat. Departmental staff are often dismayed at the intervention of junior officers in the Secretariat in matters which they know must go to senior officers for decision.

1.3 Secretariat officers particularly at the lower level often avoid accountability and cause unnecessary delay in deciding a case by passing of files and papers to other agencies like Ministry of Law, Ministry of Finance, Ministry of Establishment, etc. for seeking clarification or opinion which causes untold suffering to clients. In many cases files are not put up to deciding officers on time for disposal which results in delay. This is a gross violation of relevant instructions of the government. Instructions No. 184-187 of the Secretariat Instructions which provide the basic guidelines for transaction of government business have given a time-frame for disposal of cases at each level of officer as:

Assistant Secretary	72 hours
Deputy Secretary	48 hours
Other officers	24 hours

1.4 Whenever officers are unable to complete examination of a case within the time frame due to some over-riding reasons they have to explain to their immediate superior and obtain permission for time.

* The Working Group considers that its recommendations in this area are generally applicable throughout the government at all levels.

- 1.5 Secondly, unnecessary passing of cases/files is completely forbidden. If any reference to other Ministries is unavoidably required this can be done only by quoting provisions of rules, orders, regulations, instructions, etc.. Without appropriate quotation of rules, etc. a reference will be untenable under Instruction 190 of Secretariat Instructions.
- 1.6 To ensure that these instruction are strictly observed Instructions Nos. 194 to 197 have provided for submission of monthly statements of cases pending in each section with reasons thereof to the Secretary, holding of monthly meeting of all officers of the Ministry by the Secretary, conducting of monthly and half yearly inspections by senior officers. Instruction 198 has provided for an internal work study unit to look into complaints of delay. In spite of these instructions disposal of cases are being delayed unnecessarily and papers are passing from one official to another, hugely inflating the paper work in Ministries/Divisions.
- 1.7 Existing instruction and written guide-lines on the handling of cases are adequate, but they are not properly observed.

Recommendations 21: As a general rule, files are to go directly to the officer responsible for deciding the matter involved either within the Department or the Ministry. If the paper must go to a higher level for decision, it is to be accompanied by the relevant background information, the clearances from other responsible officers and a draft reply ready to be signed by the senior officer. Lengthy, repetitive notes and the unnecessary passing of files up and down the hierarchy or to other agencies are to be avoided.

22. Senior officers in the Secretariat should observe the instructions in regard to the passing of files, holding of monthly meeting, and conducting regular inspections to expedite the disposal of business.

23. The annual confidential report (ACR) process should be used to focus attention on and seek improvement in individual performance in the disposal of business and the unnecessary passing of files.

2. Use of Forms

- 2.1 The Working Group believes that the government could significantly increase its efficiency through the wider use of standardised forms. Forms enable an office to handle its routine business without the unnecessary copying of instructions or information. Forms could be more widely used in soliciting information and for conveying information. Simple routing slips can be used to pass information on files along without making hand written notes. Form letters can be more widely used in responding to routine inquiries. An imaginative, continuing search needs to be undertaken to find ways in which standardized forms can simplify the paperwork tasks of the government.

Recommendation 24: Wider use of standardised forms will facilitate routine work and speed up the flow of paperwork. The O & M Wing should organise an expanded effort to carry out its responsibility to promote the design and use of simplified, standardised forms.

3. File Management

- 3.1 Other government and private organisations have achieved significant economies through the standardised use of letter sized paper, file folders and file cabinets rather than legal sized paper. The economies flow not only from reducing the cost of paper, but also the cost of the file cabinets in which the documents are placed. Other organisations have found significant economies and efficiencies through better files management. Each folder is limited to 100 pages. A new folder is created when this limit is reached or at the end of each year. Old files are then separated and according to a regular schedule are moved to storage areas or are destroyed.

Recommendation 25: The O & M wing should undertake an action programme to improve the government's filing operations; setting standards for using letter-sized paper, file folders and cabinets, for opening new files on an annual basis, with scheduled disposal * of old files.

* Disposal includes either storage in the record room or destruction, as appropriate.

4. Use of Modern Office Equipment

- 4.1 The Working Group was told of the frustrations of senior government officers who complained that it "takes ten days to get a letter typed". The embargo on the purchase of office equipment made by the MLC in 1982 is partly to blame for this situation.
- 4.2 Investment in office equipment which will improve the efficiency of the government can be highly cost effective. As a result of the recommendation of the Matin Committee, telexes are being introduced to facilitate communication with field offices. This is a step in the right direction.
- 4.3 Telephones are potentially a vital part of office modernization. They need to be used to get information, to obtain clearances on individual cases, to expedite decision making and to cut down on notes and the flow of paperwork. Digital telephones with PABX can greatly facilitate communications. Copy machines are equally important for the operation of a modern office. All offices should have access to these work savers.
- 4.4 Electronic word processing machines are also vital for economical office operations today. They need not be the most sophisticated models, but a careful cost analysis will show where they can be more widely introduced in the government. Modern office equipment should be introduced to simplify the great burden of routine typing and letter writing in the government. A parallel emphasis must be placed on training the clerical staff to use these machines to ensure their optimal usage.

Recommendation 26: Office mechanisation is a priority government need which deserves serious analysis and remedial action to expedite paperwork and office efficiency. Office systems can be modernised on a cost-effective basis through broader but careful use of telephones, word processors, computers and copy machines. This will need an upgrading of skills and rationalisation of manpower. Adequate staff training on the use of equipment is an essential first step before acquiring new equipment.

III. NEXT STEPS: IMPLEMENTING CHANGE

A. Delegation of Administrative Powers to Heads of Departments/ Directorates and Sub-ordinate Offices

To make Departments more effective in executing government policies and projects and at the same time to strengthen the relationship between Ministries and Departments, the Working Group has made a number of recommendations for the increased delegation of powers to Departments. To implement the proposals for delegation of powers an action plan will now have to be initiated. The delegations to Departments, are as follows:

1. Disciplinary action
2. Other administrative powers
 - a. Transfer and posting of officers,
 - b. Grant of all kinds of leave, and
 - c. Power to count extraordinary leave for increment.
3. For consideration for delegation:
 - a. Sanction of all kinds of pension including
 1. Condonation of interruption of service for pension,
 2. Condonation of deficiency of qualifying service for pension,
 3. Power to grant compassionate pension.

1. Delegation of Disciplinary Powers

1.1 Of the proposals for the delegation of powers to Departments, the most important are the powers to take disciplinary action. The applicable rule is called the Government Servants (Discipline & Appeal) Rules, 1985. All powers for disciplinary measures vest in the appointing authority. The Clause (a) of Rule 2, provides for the delegation of powers by the appointing authority to a designated officer, subject to such general or specific guidelines as may be issued by the Government from time to time.

1.2 Since the President of the Republic is the appointing authority for all cadre officers and the Government appoints non-cadre officers, it is appropriate that the President or the Government, as the case may be, may issue a general delegation order applicable to all Departments/ Directorates and Sub-ordinate Offices.

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- 1.3 Alternatively, the President or the Government may issue separate delegation orders applicable to each department. In this case, there will be as many specific delegation orders as there are Departments, Directorates and Subordinate offices. A general delegation order applicable to all Departments and Sub-ordinate offices will, thus, be more convenient in the implementation process.
- 1.4 The Working Group recommends the general method of delegation. A model of such delegation is given in Model A and Model B. If however, the delegation of powers to specific Departments is preferred, the powers will be delegated to the Head of each Department mentioning the name of the Department concerned.
- 1.5 The first step for implementing the change is to arrange for the general delegation by the President of this power to all Departments/Directorates/Sub-ordinate offices in respect of all cadre officers and by the Government in respect of all non-cadre officers. The President or the Government, as the case may be, should:
 - a. Designate an officer to whom these powers may be delegated,
 - b. Specify members of service/holders of posts in respect of whom the designated officer will exercise the powers of disciplinary action under the rules,
 - c. Mention clearly the extent of such powers which will be exercised by the designated officer, and
 - d. Give orders to be notified in the gazette.
- 1.6 Copy of such orders are then to be issued to all concerned for taking necessary action or for information.

Model A

Model for Cadre Officers

In exercise of powers conferred by clause (a) of rule 2, the Government Servants (Discipline and Appeal) Rules, 1985, the President is pleased to designate, in respect of the members of the services and holders of the posts specified in column No. 1 of the schedule below, the officer specified in column No. 3 of the said schedule to exercise the power of the authority under said rule to the extent specified in column No. 4 of the schedule, for purpose of taking disciplinary action under the said rules:

Services and posts	Appointing authority	Officer designated	Extent of powers
1	2	3	4
In respect of officers in the pay scales of Tk.4200-5250/- and Tk.3700-4825/- who are placed under their administrative control.	President	Heads of the Department concerned	Full powers of 1) Punishment under clause (a) to (e) of sub-rule 2 of rule 4 2) Inquiry under rule 6, 9 & 10. 3) Suspension under sub-rule (11) 4) Full powers of Borrowing Authority under rule 14.
In respect of officers in the pay scales of Tk. 2800-4425/- and Tk. 2400-3600/- who are placed under their administrative control.	President	Directors or equivalents	Full powers of 1) Punishment under clause (a) to (e) of sub-rule 2 of rule 4 2) Inquiry under rule 6, 9 & 10. 3) Suspension under sub-rule (11)
In respect of officers in the pay scales of Tk.1850-3220/- and Tk.1650-3020/- who are placed under their administrative control.	President	Deputy Directors or equivalents	Full powers of 1) Punishment under clause (a) to (e) of sub-rule 2 of rule 4 2) Inquiry under rule 6, 9 & 10. 3) Suspension under sub-rule (11)

Model B

Model for Non-Cadre Officers

In exercise of powers conferred by clause (a) of Rule 2, the Government Servants (Discipline and Appeal) Rules, 1985, the Government is pleased to designate, in respect of holders of posts specified in column No. 1 of the schedule below, the officer specified in column No. 3 of the schedule to exercise the power of the authority under the said rules to the extent specified in column No. 4 of the schedule for purpose of taking disciplinary action.

Holders of posts	Appointing authority	Officer designated	Extent of powers
1	2	3	4
In respect of officers in the pay scales of Tk.4200-5250/-, Tk.3700-4825/- and Tk.2800-4425/- who are placed under their administrative control.	Government	1. Full powers of punishment Heads of Department concerned	1. Full powers of punishment under clause (a) to (e) of sub-rule 2 rule 4 Inquiry under rule 6, 9 and 10 suspension under rule 11. 2. Full power of Borrowing Authority under rule 14.
Services/posts in the pay scales of Tk.2400-3600/-, Tk.1850-3220/- and Tk. 1650-3020/- who are placed under their administrative control.	Government	Directors or equivalents concerned	Full powers of punishment under clause (a) to (e) of sub-rule 2 rule 4 Inquiry under rule 6, 9 and 10 suspension under rule 11.

The delegation of powers shown in the models will serve as a model of how disciplinary powers in a Department can be delegated and sub-delegated. Powers mentioned in column 4 may not be exhaustive, or the officer designated for the delegation may not be applicable. In the same manner, the entries in column 1 may not cover all appropriate officers. Appropriate entries in the respective column should be made by the Department. The Head of the Department or any other officer who is the appointing authority of officers of class II and below in the Department, may in the above manner delegate disciplinary powers in respect of officers of class II, class III, and class IV.

Entries in different columns should be made in consideration of the requirements for the purpose of the delegation. An officer exercising such power should be at least one step above the officers in respect of whom the powers are being exercised. It should also be remembered that major penalties can only be imposed by the appointing authority.

Instructions for Completing the Models:

1. In column 1 of Model A and B mention is to be made of the designation of officers in respect of whom the designated authority as in column 3 will exercise the powers mentioned in column 4.
2. Powers delegated to subordinate authorities under this order may also be exercised by the higher authority.

2. Delegation of Other Administrative Powers

2.1 Delegation of other administrative powers are:

- i) a. Transfer and posting of all officers from one place or post to another,
b. Granting of all kinds of leave, and
c. Power to count extraordinary leave for increment.
- ii) For consideration for delegation:
 - a. Sanction of all kinds of pension;
 1. Condonation of interruption of service for pension,
 2. Condonation of deficiency of qualifying service for pension, and
 3. Power to grant compassionate pension.

2.2 Delegation of these administrative powers can be made through rules for delegation by the President or by specific delegation orders from concerned Ministries. In the former case, the President may make rules in exercise of powers conferred upon him by Article 133 of the Constitution delegating administrative powers to Departments, Directorates and Sub-ordinate Offices of the Government. In the alternative, Heads of Ministries/Divisions can modify the existing delegation of administrative powers as enumerated in Establishment Division Regulation Wing No. ED/R9/S-41/76/86(40) dated 19-6-76. In the latter case, each Ministry/Division will have to issue separate delegation orders for each Department/Directorate and Sub-ordinate Offices under their administrative control. It means that there should be many such delegation orders (one for each Department, Directorate and Sub-ordinate Office). In consideration of the fact that a general delegation to all Departments, Directorates and Sub-ordinate Offices through making of rules by the President will be more convenient and easier to implement, the Working Group prefers the delegation of administrative powers through the rule-making process.

a. Delegation Through Making of Rules

- 1) The existing administrative delegation of powers as enumerated in the Establishment Division Regulation Wing letter dated 19-6-76 should be thoroughly revised in order to include in it the additional powers required to be delegated to Departments, Directorates and Subordinate offices. A complete list of delegation of powers should then be prepared.

- 2) These powers should then be categorised into four groups indicating those which should be delegated to:
 - a. Heads of Departments.
 - b. Heads of Regions/Directors or Deputy Directors.
 - c. Heads of Districts or Upazilas/Deputy Directors or Assistant Directors.
 - d. Powers to other officers.

Powers so categorised should be shown in form of appendices namely, Appendix "A", Appendix "B", Appendix "C" and Appendix "D" for delegation to Heads of Departments, Heads of Regions, Heads of Districts/Upazilas and to other persons, respectively.

- 3) The Rules may now be framed by the President in exercise of the powers conferred upon him by Article 133 of the Constitution. These rules may be called the Bangladesh (Delegation of Powers) Rules, 1989. It should come into force with effect from the date it is notified in the official gazette. The Rules will define certain terms and phrases needed for the purpose of these rules like the Government, Heads of Department, etc.
- 4) Each category of powers will then be delegated to the authorities mentioned in 2) above clearly showing the powers of Heads of Department as Appendix "A" of Regional Heads as Appendix "B", of District Heads Appendix "C" and of other officers, if any, as Appendix "D". It should be clearly specified as to which officers should exercise specific delegated powers as shown below.
 - a) Powers of Heads of Departments: All Heads of Departments shall have powers indicated in Appendix "A" over government servants whom they are competent to appoint or who are placed under their administrative control.
 - b) Powers of Heads of Regions: All Heads of Regions/ Directors (Deputy Directors or their equivalents) shall have powers indicated in Appendix "B" over government servants whom they are competent to appoint or who are placed under their administrative control.
 - c) Powers of Heads of Districts or Upazilas (Deputy Directors or Assistant Directors as the case may be or their equivalents) All Heads of Districts/Upazilas (Deputy Directors or Assistant Directors or their equivalents) shall have powers indicated in Appendix "C" over government servants whom they are competent to appoint or who are placed under their administrative control.

- d) Powers of other officers, if any: Other officers shall have powers indicated in Appendix "D".
- 5) It should also be clearly mentioned in the rules that powers delegated to subordinate authorities may also be exercised by the higher authority.
- 6) Provision should also be made in the rules to the effect that the powers delegated to the Heads of Departments under these rules, may, in the interest of more effective functioning of the Departments, be sub-delegated by them to authorities subordinate to them.
- 7) Powers to be delegated under these rules will be subject to such general or specific instructions as may be issued from time to time by the Government.
- 8) Provision should also be made in regard to relaxation or interpretation of these rules by the Ministry of Establishment Regulation Wing.

A model of delegation of powers to Heads of Departments under Appendix "A" is provided below:

MODEL FOR DELEGATION OF POWERS TO HEADS OF DEPARTMENTS

Sl. No.	Nature of Power	Extent of Power	Authority
1.	Power of Appointing Authority.	Full In respect of Services/ posts in the pay scales of Tk.1350-2750/- and below under their jurisdiction.	Estd Div. O.M No. ED/RI/5-41/76/86(40) dated 19-6-76
2.	Promotion	Full To services/posts in the pay scales of Tk.1350- 2750/- and below on the basis of selection to be made by the PSC or the Departmental Promotion Committee set up with the approval of government.	Estd Div. O.M No. ED/RI/5-41/76/86(40) dated 19-6-76
3.	Requisite power of gazette notification for the purpose to Heads of Departments or officers nominated by them.	Full	Estd Div. O.M No. ED/RI/5-41/76/86(40) dated 19-6-76
4.	To declare a government servant to be a Ministerial servant.	Full In respect of class II and class III only	Estd Div. O.M No. ED/RI/5-41/76/86(40) dated 19-6-76

5.	To accept a certificate of fitness signed by any registered practitioner.	Full	Estd Div. O.M No. ED/RI/5-41/76/86(40) dated 19-6-76
6.	To dispense with a medical certificate of fitness, before appointment to Govt. service in individual cases.	Full powers provided he is authorised to make appointment to the post.	Estd Div. O.M No. ED/RI/5-41/76/86(40) dated 19-6-76
7.	Pay and Allowances. 3. Initial fixation of pay of Government servants in accordance with the rules or the relaxation provided for in the rules- (i) Power to reduce emoluments of officiating Government servants. (ii) Power to fix within certain limit the pay of Government servants officiating in a post, the pay of which is personal.	Full power in respect of government servants of whom they are appointing authorities.	Delegation of powers Rules, 1962
8.	Grant of additional pay to Government servant performing duties of more than one post.	Full powers subject to the conditions stated below- (1) Formal appointment order for the second post exists and the officer is fully qualified to hold the second post. (2) The additional pay does not exceed 20 per cent. of the presumptive pay of the second post or Tk. 200 per month whichever is less.	Delegation of powers Rules, 1962
9.	Exemption from crediting a portion of fee to Government.	Full powers when the fee does not exceed Tk. 500 per annum.	Delegation of powers Rules, 1962

10.	To transfer a Govt. servant from one post to another	Full power except in the case of their Deputies	Recommendation of the Working Group.
11.	To allow Government servant to count extraordinary leave for increment.	Full	Recommendation of the Working Group.
12.	To prescribe a Govt. servant's headquarters.	Full power except for his deputies.	Ministry of Estd Delegation order 1976.
13.	To grant exemptions from rule limiting a halt on tour ten days.	Full	Ministry of Estd Delegation order 1976.
14.	To allow the exchange of daily for mileage allowance for the whole period of absence from headquarters.	Full	Establishment Ministry Delegation order 19/6/76
15.	To permit the recovery of actual cost of hiring conveyance if admissible.	Full	Establishment Ministry Delegation order 19/6/76
16.	To authorise departure from supplementary rule 211 regarding combination of holidays with leave and joining time.	Full	Establishment Ministry Delegation order 19/6/76
17.	Power to grant leave of all kinds	Full	Recommendation of the Working Group.
18.	Power to count military service towards pension	Full power subject to a report from the Accountant-General, East Pakistan of Tk. 1350-2750/- officers in the pay scale.	Delegation of power Rule, 1962.
19.	Transfer of Govt. servants to Foreign Service.	Full powers up to in the pay scales of Tk.1350-2750/- subject to the following conditions:- (1) the foreign employer is a local body or an authority set up by Government or, in	Delegation of power Rule, 1962.

		<p>case of Co-operative Society, or in case of Education Department an approved aided educational institution.</p> <p>(2) the cases of transfer of Government servants to Foreign Service in which it is proposed to sanction pay and allowances in excess of those which the Govt.servants would draw if he was in Government service, or in which it is proposed to give any other concession of pecuniary value, should be referred to the Foreign Service Committee constituted for concurrence before the terms and condition of transfer to Foreign Service are sanctioned.</p> <p>(3) Compensatory allowances do not substantially differ in nature or amount from what is admissible under Government.</p> <p>(4) Leave and pension contributions are recovered.</p>	
20.	Power to decide the reversion from Foreign Service.	Full power up to Officers in the pay scales of Tk.1350-2750/-.	Delegation of power Rule, 1962.
21.	Power to grant pro-forma promotion to Government servants in Foreign Service.	Full power in respect of Government servants of whom they are appointing authorities.	Delegation of power Rule, 1962.
22.	Relaxation of Age limit. Condonation of over-age.	Full powers.	Delegation of power Rule, 1962.
23.	Consideration for delegation:		
	Power to sanction pension of all kinds including:	Full	Recommendation of the Working Group for consideration.
	a. Condonation of interruption of service for pension	Full	

b. Condonation of deficiency of qualifying service for pension.	Full	
c. Power to grant compassionate pension.	Upto 2/3rd of pension ordinarily admissible.	

If any Department or Sub-ordinate office does not fit in with this model specific delegation orders may be made for them.

b. Delegation of Administrative Powers to Departments Through Specific Delegation Orders by Ministries Concerned

Establishment Division Regulation Wing in its OM No.ED/R9/S-4-41/76/86(40) dated 19-6-76 has provided for a large number of administrative powers for delegation to Heads of Departments. These powers, in the context of the existing role of Departments, are considered to be inadequate. The Working Group recommends further delegation of powers to Departments:

- 1) Transfer and posting of officers of the Department from one place or post to another,
- 2) Grant of all kinds of leave,
- 3) Sanction of all kinds of pension, and
- 4) Power to allow a government servant to count extraordinary leave for increment.

To give effect to these recommendations the following action are to be taken:

- 1) The existing list of administrative powers as enumerated in the OM mentioned above or in other rules or orders should be revised and the administrative powers recommended by the Working Group should be included as new items or by replacement of old ones.
- 2) An Office Memorandum (OM) will then be drafted. A revised list of administrative powers consisting of the existing as well as the additional ones will be drawn up. This will then constitute an "Annexure" to the OM. The OM along with the Annexure will then be circulated to all Ministries/ Divisions requesting them to delegate the powers mentioned in the annexure to Departments under them.
- 3) The OM will also be circulated to all Department Heads for information and for seeing that the powers are delegated to them.

- 4) It will be necessary that some of these powers, in addition to Heads of Departments, should also be delegated to other levels of officers of the Department. Through joint meetings between the Ministry and the Department concerned these should be arranged and appropriate powers should be sub-delegated to different levels of officers of the Department. Normally sub-delegation of administrative powers will not be uniform; its nature and contents will differ from Department to Department.
- 5) The OM may also authorise the Heads of Departments to sub-delegate their powers to other levels of officers under them.
- 6) The officers delegated with these powers will continue to exercise powers under the codal rules or other instructions, if any.

B. Delegation of Financial Powers

Ministry of Finance in its OM No. MF(EC-1)DF-4/85/158 dated 29-6-85 has issued a "Model" for the delegation of financial powers to Attached Departments and Sub-ordinate Offices. This "Model" consists of 48 basic items for which provision has been made for delegation of financial powers either in full or in part. This is a very well drawn up "Model". But in the opinion of Working Group, the delegation of powers falls short of requirements of the Attached Departments and Sub-ordinate Offices to facilitate the effective execution of government policies and projects. In the expanding role of Departments as executive agencies of the government, the Group is of the view that additional financial powers should be delegated to them. These are:

- a. Purchase of new cars and vehicles in replacement of old ones.
- b. Purchase of office equipment.
- c. Purchase of stationery.
- d. Printing of office materials.
- e. Repair of vehicles.

To give effect to this increased delegation of financial powers the following steps are suggested:

- 1) The existing delegation of financial powers as provided in the "Model" should be revised to include in it the additional powers recommended by the Working Group either as a new item or as an old item properly modified.
- 2) A revised "Model" of delegation of financial powers can then be drawn up consisting of existing and additional powers for delegation.

- 3) The delegation of powers in the "Model" should clearly specify the powers to be exercised by Heads of Departments as well as by Heads of Subordinate offices.
- 4) The revised "Model" should then be circulated in the form of an Office Memorandum to all Ministries/Divisions with a request to delegate the financial powers to Departments and Sub-ordinate Offices under them in accordance with the "Model". In case a Ministry wants a departure from the "Model", it can be done only with the consent of Ministry of Finance.
- 5) It should be the responsibility of the Ministry of Finance to see that delegation of powers actually take place in accordance with the "Model".
- 6) A copy of the OM forwarding the Model should be sent to each Department and Sub-ordinate Office. The Departments can then take initiative in matters of delegation of powers to them.
- 7) Clear mention should be made in the OM that Departmental Heads can and should sub-delegate their financial powers to various Sub-ordinate officers in the interest of better performance of duties.
- 8) It should also be mentioned in the delegation order that:
 - a. Exercise of the financial powers mentioned in the delegation order will always be subject to allocation of funds in the budget.
 - b. While exercising these powers, officers concerned will observe existing rules, procedures, standing orders and instructions made by government.
 - c. In the sub-delegation order, care should be taken to ensure that concerned officers are fully competent to exercise the powers delegated to them.
 - d. The officers delegated with these powers will continue to exercise powers under the codal rules or other instructions, if any.

C. Policy Making

The process of making decisions is crucial in any public administration system. The Working Group is of the view that effective participation by Departments in policy decision is essential. The present practice of obtaining this participation through writing of letters and passing of files with voluminous notes is a laborious and time consuming process. The Group recommends that effective participation

can be better ensured through holding properly managed meetings between the responsible officers of the Departments and Ministries concerned.

To implement this recommendation it is suggested that:

- 1) Chapter IV on "Disposal of Business" in the Secretariat Instructions, 1976 be renamed as Disposal of Business and Policy Decision.
- 2) After Instruction No.199 in the Secretariat Instructions the following instruction may be added:

199A "In exercising their policy-making responsibilities the Ministries will ensure effective participation of their Departments concerned, by holding well-managed meetings between Ministries and Departments instead of entering into lengthy correspondence on the policy in question. The meeting should be chaired by a responsible officer of the Ministry and attended by Ministry and Department officers with authority to decide the question."

D. Assignment of Responsibility

Clear assignment of responsibility and job descriptions are essential to ensure accountability. It is against such assignment that one can be held accountable. Secretariat Instructions 1976 in its Instruction Nos. 7,8,9 and 10 mention delegation of powers and distribution of work. Some of the Ministries/Divisions have prepared work distributions. All should do so. In addition, it is most important that individual job descriptions be prepared and maintained on a current basis.

To give effect to this recommendation, the following actions are suggested:

- 1) Along with clear distribution of work amongst various units, there should also be clear job description for all individual positions so that individuals may clearly understand the different tasks which are to be performed in the discharge of their responsibilities. To this effect an instruction may be inserted in Chapter 2 of the Secretariat Instructions, 1976 after Instruction No. 10.
- 2) Ministry of Establishment should initiate follow-up action to ensure preparation of job descriptions and operation procedures for work assigned in all Ministries Departments and Sub-ordinate Offices.

E. Monitoring of Work

Effective monitoring is an integral part of achieving accountability. Departments are responsible to execute government policies and projects. The progress of execution can be ascertained only through appropriate reports and periodical visits by the supervisors to all work stations. To ensure successful implementation of government policies a well planned reporting system is necessary which will measure progress against targets. Each Ministry should evolve a proper reporting system for its Departments, in consultation with them. Such systems should include:

- 1) Assignment of responsibility to organisational units.
- 2) Target of performance for each period.
- 3) Reporting of deviations from the planned targets.
- 4) Suggestion of corrective action when performance falls short of target or confronted with any problem.

F. Auditing

Auditing is one of the most important mechanisms to ensure accountability. At present traditional audits are conducted of financial transactions. For implementing such traditional audits in a timely fashion and settlement of audit objections on time the following measures are suggested:

1. Such audits should be conducted as soon as feasible after the fiscal year and Comptroller and Auditor General shall arrange for continuous follow-up in this direction.
2. For settling audit objections a time-limit should be given by the auditing authority in consultation with the head of the organisation where such audit has been undertaken;
3. Any failure to maintain the time schedule shall be properly investigated and where needed departmental action shall be taken.

In addition to such audits, the Working Group recommends undertaking management audits on a selective basis. This is an important programme which should be initiated by the Ministry of Finance in close cooperation with the Comptroller and Auditor General. The following steps should be taken as a measure of preparation for such audit.

- 1) Creation of a government-wide awareness of the need for management audits, explaining to all Ministries and Departments the contents, purpose and usefulness of such an audit. Seminars or discussion meetings should be organised for this purpose.
- 2) Selection of a few Departments of the government for conducting management audit on a pilot basis. These departments should be of medium size and be of social or economic importance.
- 3) Constitution of audit teams composed of competent audit officers, supporting staff and one or two experts relating to the area where the audit is proposed. The inclusion of experts as temporary attachments with the teams will provide technical skills needed for this type of audit.
- 4) Organisation of appropriate training for all members of the audit teams. The training should be action oriented: teach them what to do and how to do it, build their ability and confidence.
- 5) Preparation of an audit check-list for each Department or Organisation selected for management audit. This check-list should include the audit tasks to be performed, specific areas to be surveyed, and investigations to be made. This will guide the audit activities.
- 6) Creation of an understanding between the auditors and auditees. Efforts are to be made by the auditors to explain their purpose to their clients in a manner to promote understanding. The audit officers should seek to obtain the full support of the top management of the organisation.

The management audit, it should be noted, will not replace traditional audits. Results of the pilot audits should be evaluated and in the light of that experience a long-term management audit programme should be developed. The programme will include:

- 1) Continuance of measures for a government-wide understanding of the need for a management audit system as a means to help organisations achieve their objectives. It should be made clear to Ministries and Departments that an independent survey of government activities will give them a clearer picture of financial performance and the achievement of their objectives.

- 2) Qualified audit officers will need to be properly trained. These officers should know accounting and auditing, plus economics, public administration and management. They should also have an idea of economic planning, the annual development programme (ADP) and the Five Year Development Plan. Initially they should be selected from the cadre of B.C.S. (Finance) who may have some background in subjects related to management audit. They will then be required to undergo thorough theoretical and practical training. Participatory in-service on-the-job training will be most suitable for the practical preparation of such officers. These officers will constitute the permanent base for management audit.

Equally important will be the need to build-up the necessary supporting staff. The people will have to be trained on how a management audit is conducted and how information needed for such audit is to be gathered.

- 3) People drawn up for a new venture like this will need adequate motivation in the form of special pay, special facilities and prospect of out of turn promotion to those who show excellent performance and dedication. Unless this undertaking is made adequately attractive, able auditors will be extremely difficult to find and more difficult to retain.
- 4) The accounting system of the government should be reformed in the future to make it more management oriented. Financial data should be made readily available to management. Government accounts should be computerised on a time phased basis.

G. Training

Capacity building is of highest importance in getting things done properly and achieving desired organisational objectives. This can be done through practical training courses which are oriented toward problem solving. There are at present more than 200 public sector training institutes within the country. Many of them are ill-equipped and ill-organised. For the appropriate capacity building of officers and staff of the Ministries and Departments, the following actions are suggested:

- 1) A thorough survey * of the existing training institutes to be undertaken by the Ministry of Establishment with the sponsorship of the National Training Council.

* Such a survey should form part of the USAID-funded Development Management Training project.

- 2) The survey team will include members from different disciplines, technical fields, and training experts.
- 3) The survey team will examine the capability of existing training institutes to :
 - a) Strengthen their own training staff in the discipline for which it has responsibility.
 - b) Improve knowledge and develop true professionalism in the participants through effective training programmes.
 - c) Ensure a positive impact on the quality of public sector management and the technical soundness of government programmes.
- 4) The team will take stock of training facilities in each institute.
- 5) Make recommendation for upgrading those which should continue as separate institutes.
- 6) Consider the consolidation of institutes, where appropriate.
- 7) Recommend appropriate course content which will be practical and problem solving in nature.
- 8) Develop training strategies which will serve to both strengthen the human resources available to the government and develop viable solutions to the constraints facing public sector organisations in carrying out government policies and projects.
- 9) Create training reserve posts to assure that personnel are available for training as needed.

H. Rotation of Staff

Rotation of government officers is a useful practice. The basic idea behind it is to expose government officers to different trades or different sectors of administration. Frequent rotation, however, from one area to another is often harmful to administration as it causes instability and discontinuity. The Working Group, therefore recommends that:

Three year rule on rotation should be modified to provide that officers serve five years in a position.

To give effect to this recommendation, the Ministry of Establishment should frame a firm policy regarding rotation reminding all Heads of Ministries and Departments of the harmful effect of the frequent rotation of government officers. The policy so framed should include:

- 1) Ban on rotating government officers from one position to another within a period of five years.
- 2) Exception should be granted only for over-riding personal or organisational requirements.
- 3) Rotation should normally be within the area of particular skills or specialisation. This may consist of a series of Ministries or Departments with similar purposes or functions.
- 4) Officers trained in a particular skill should serve in the job for which they have been trained for a sufficiently long period so that the expertise gained by them can be fully utilised.

I. Paperwork Simplification

To reduce paperwork and to expedite disposal of business the Working Group has made the following recommendations:

- Reducing unnecessary passing of files
- Use of standard forms
- Improved filing system and
- Use of modern office equipment

1. Unnecessary Passing of Files

- 1.1 In regard to unnecessary passing of files the Secretariat Instructions in its Instruction No. 7(e) have provided that "the tiers through which a case has to pass are ordinarily not more than two excluding the Secretary". This valuable instruction is followed more in its breach than in its observance. If this instruction is literally followed, unnecessary passing of files in most cases will stop.
- 1.2 Clear instructions have also been issued in Instruction No. 9 of Secretariat Instructions as to how a case will be dealt with for disposal. Here also the basic concept is that a case should be disposed of by Assistant Secretaries if they are competent to do so. Otherwise they will submit it to the officer who is empowered to decide it. The Ministry of Establishment may once again bring these instructions to the notice of all concerned with clear directions against unnecessary passing of papers.

2. Use of Standardised Forms

- 2.1 The use of standardised forms is an effective way to reduce paperwork and speed up the decision making process.
- 2.2 To implement this both short-term and mid-term programmes should be undertaken. The short-term programme should include:
 - a. Appropriate forms should be designed for passing standard information or soliciting such information;
 - b. Short letter forms may be designed for issuing reminders or making routine enquiries. The O and M Wing in the Ministry of Establishment can undertake this task in consultation with the Department of Printing and Stationery;
 - c. A Form Management cell may be organised in the O and M Wing of the Ministry of Establishment with staff who are specialised in designing forms and in rendering assistance for forms design to other Ministries and Departments;
 - d. The Ministry of Establishment can issue standing instruction to all Heads of Ministries and Departments to make wider use of forms in transaction of Government business;
 - e. An instruction for the use of forms wherever possible can be added in the Secretariat Instructions in Chapter IV under the "Disposal of Business;"

The mid-term programme should include:

- 2.3 A forms management study to be undertaken under the Ministry of Establishment with the help of a local consultant group to:
 - a. Review the existing system of forms management of the government to clearly identify its mechanism for forms management and forms control
 - b. Undertake a thorough survey of the areas where opportunities exist for wider use of forms for better efficiency, facilitating paper work and more economy
 - c. Examine the contents and design of existing forms to explore the possibilities of their standardisation and improvement of their design to make them more acceptable for wider use, and

- d. Develop a forms management programme at the Departmental level under the guidance of the O & M Wing of the Ministry of Establishment, which will include:
- (i) Training of appropriate level of officers and staff of different Departments in forms design and forms management techniques.
 - (ii) Designing of new standardised forms which can eliminate unnecessary paper work, reduce repetitive jobs and convey clear information which will be easy to understand and simple to operate.
 - (iii) Develop a continuing capacity in the O & M Wing of the Ministry of Establishment to organise decentralised efforts to carry out its responsibility to promote simplification of forms, improvement of forms design and an improved system of forms management on continuing basis.
5. Periodical follow-up action by the contract group should be programmed to assist the Ministry of Establishment in the institutionalisation of the improved system which should be facilitative, not regulatory, in nature.

3. Improved Filing System

- 3.1 The management of files plays an important role in proper transaction of government business. The Working Group has recommended the modernisation of file systems and made specific proposal for:
- a. Use of letter sized paper, file folders and cabinets.
 - b. Opening of new files on an annual basis and scheduled disposal of old files.
- 3.2 The Secretariat Instructions for files management are quite detailed. Due to non-observance of these instructions in many Ministries and Departments, file management falls into disarray resulting in delay in disposal of government business. As a short-term measure, the Ministry of Establishment may draw the attention of the Ministries and Departments to the proper observance of these instructions and from time to time can take follow-up action in the matter.
- 3.3 The existing instructions on file management, however, have become out of date. Similarly, existing paper sizes, sizes of folders, and cabinets in use in the government are out of date. To modernise the file management system and to adopt

international standards of paper and files, it is proposed to undertake a file management study with the help of a local consultant group. The study will include:

- a. Review of the existing file management system.
- b. Examination of the existing system of allocating numbers to files, classification of files, storage, recording and indexing of files.
- c. Examination of disposal of files either by their retirement in the record room or by destruction of those which are due for the same under the rules.
- d. A survey of the applicability in Bangladesh of modern file practices in the use of standardised paper, folders and file cabinets. The consultant group after a thorough study of the existing system and procedures will make recommendations for improvements and renovation of the government's file management system.

4. Use of Modern Office Equipment

4.1 The lack of modern office equipment is one of the important factors causing delay in transaction of government business. The Working Group has, therefore, recommended its use in appropriate areas. The Group has considered the need for the introduction and improved use of some of the basic equipment, including telephones and PABX, telex, word processors, computer and copy machines. To enable greater use of office equipments the following suggestions are made:

- a. A through survey should be conducted by the O & M Wing to identify the areas where office equipments can be fruitfully utilised.
- b. The use of office equipment should be suggested on a cost-effective basis
- c. Short course training programme should be introduced to train sufficient number of officers and staff in the use of equipments selected for use.

4.2 The survey proposed in (a) above may preferably be undertaken with the help of a local consultant group which has the necessary expertise in office equipment and sound knowledge about their operation and applicability in the transaction of office business. The survey should:

- a. Examine in depth the existing office procedure in transacting government business of varied nature and contents.

- b. Make a thorough search of areas where use of office equipment can substantially replace manual operation and unnecessary paper work on a cost effective basis. It should clearly pin-point resultant efficiencies, saving in terms of human labour, and speed in disposal of assigned tasks.
- c. Critically examine the performance of alternative equipments and provide a chart of comparative advantages and disadvantages of different types of equipments for office use.
- d. Indicate the nature of care and attention needed for storage of such equipments and cost involved in their maintenance and availability of spare parts and repair facilities within the country.
- e. Make detail proposal for the needs of training, the nature and content of such training courses and possibility of training within the country.
- f. Develop a time-phased plan for implementing the programme, including standards to be used in managing office equipment efficiently.

IV. ANNEXES

A. The Working Group and its Methodology

B. Documents Reviewed

C. Individuals Interviewed

Annex: A The Working Group and its Methodology

The Public Administration Efficiency Study has been undertaken to identify key constraints affecting the efficiency of public administration in Bangladesh and to prepare an action plan to address those constraints.

Four working groups were formed to conduct the study. The Working Group on Relationships between Ministries and Departments had the following members:

Mr. Ayubar Rahman Chowdhury
Secretary, Ministry of Works, Chairman:

Dr. A. T. M. Shamsul Huda
Joint Secretary, Ministry of Irrigation,
Water Resources and Flood Control.

Mr. M. Idris Ali
Deputy Secretary (Dev),
Ministry of Establishment.

The Working Group was assisted by the following staff members:

Mr. M. A. Majid
Mrs. Farah Kabir
Dr. Syed Giasuddin Ahmed
Mr. Md. Rafiqul Awal Tomizee
Dr. David L. Jickling

The staff reviewed relevant documents which are listed in Annex B and interviewed Ministry and Departmental officers listed in Annex C. We wish to express our appreciation for the cooperation of these officers, without whose help this study would not have been possible.

The Working Group has held ten meetings to consider the work of the staff members and to approve this report. The report forms part of the overall Public Administration Efficiency Study. The central question of the study is what needs to be done to improve the efficiency of the public service? The Working Group on Relationships between Ministries and Departments has addressed that question as it relates to Ministry-Department relationships.

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ANNEX: C Individuals Interviewed

The People's Republic of Bangladesh

Moudud Ahmed, Vice President

Ministry of Agriculture

Major Gen. M.A. Munim, Minister

M.A. Sayed, Secretary

Akmal Hossain, Joint Secretary (Planning and Coordination)

Agriculture Extension Department

Md. Shahidul Islam, Director General

Agriculture Marketing Department

A. K. M Bazlur Rahman, Director

Md. Atiqur Rahman, Deputy Director

Soil Resources Development Institute

S. N. Shaheed, Director

M. Anwar Hossain, Principal Scientific Officer

Agriculture Information Service

A. M. K. Giasuddin Milki, Director

Ministry of Commerce

Mohammad Abdus Sattar, Minister

Department of Supply and Inspection

Group Captain (Ret) Khairul Anam, Director

Office of the Chief Controller of Imports and Exports

M. L. Majid, Chief Controller

Directorate of Prices and Market Intelligence

S. W. Wali, Director

Mirza Hamidul Haque, Director of Policy

Ministry of Establishment

Khondakar Mahbub Rabbani, Secretary
B. R. Chowdury, Joint Secretary (O&M)
Nazrul Islam, Joint Secretary, (Regulations)
Noor Mohammed, Joint Secretary (Administration)
Dr. Shah M. Farid, Joint Secretary (APD)
Khan Hamid Ali, Deputy Secretary (Foreign Training and
Employment)

Office of the Commissioner, Dhaka Division

Amin Mia Chowdury, Commissioner

Department of Printing, Stationery, and Forms

Abdul Hye, Controller

Public Administration Training Center

A. M. Anisuzaman, Rector
Dr. Md Ekramul Ahsan, MDS Research and Consultancy
Dr. S. A. Samad, MDS Economics and Development
M. Safiur Rahman, MDS Management and Public Administration
Dr. M. K. Alamgir, MDS Programming and Studies

B. C. S (Administration) Academy

A. Z. M. Shamsul Alam, Director General

Public Service Commission

S. M. Al-Hussainy, Chairman

Ministry of Finance

M. K. Anwar, Secretary

Office of the Comptroller and Auditor General

Gulam Kibria, Comptroller and Auditor General

Office of the Director of Audit, Civil

Syed Sajedul Karim, Director

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

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

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

Gulam Rasul, Director of Audit

Office of Chief Accountant, Post, Telegraph and Telephone

Golam Kibria, Chief Accountant

Ministry of Industries

Mosharraf Hossain, Secretary

Board of Investment

Mahmudel Huq, Member

Central Testing Laboratory

Dr. Azizur Rahman, Director

Ministry of Planning

A. M. Shamsul Haque, Division Chief, General Economic
Section

A. F. M. Alamgir, Joint Secretary, PAMSTECH

Md. Munirul Huq, Deputy Chief, PAMSTECH

CARE

Arthur Hussey, Director

CIDA

Tony Breuer, Counselor (Development)

UNDP

Flavia Pansieri, Assistant Resident Representative

Fredric C. Thomas, Consultant on Management Development

USAID

Priscilla Boughton, Director

Malcolm Purvis, Deputy Director

Colette Chabbott, Assistant Programme Officer

S. A. Al-Muti, Project Manager

The World Bank

Francis van Gigh, Resident Representative
Syed Nizamuddin, Programme Officer
Richard B. Westin, Senior Consultant,
Asia Country Department

Washington Contacts . .

Embassy of the People's Republic of Bangladesh.

Akbar Ali Khan, Economic Minister

Agency for International Development

Kenneth Kornher, Science and Technology Bureau
Alexander Shapleigh, Bangladesh Desk Officer

Institute of Public Administration

Dr. Ann Marie Walsh, Project Manager

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