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Report No 1

Measures for Improving the Accountability and Service Standard of the Government Organisations

01.01 Citizens are to communicate often with the officers and staff working at different levels in various Ministries/Divisions situated in and outside the Secretariat and also with their Departments, Directorates, Corporations, Autonomous Bodies and other offices situated in different parts of Bangladesh. Public service is the only logic for existence of these organisations and getting emoluments and other facilities by the members of the staff working there. But it is an undeniable fact that instead of public service in many cases people experience indescribable sufferings and harassment. In many cases there is no arrangement for accountability of these service-providing agencies. Lack of accountability in public service is gradually becoming a common practice beginning from the Secretariat — the highest level to Thana, union or ward—the lowest level. The manpower and the expenditure of different public service organisations are increasing with the simple logic of developing their standards and widening their extent of work. But in reality, in many cases, the situation is rather worsening.

01.02 The above situation has been depicted in many previous surveys and studies on public administration. In some of these surveys and study reports the causes of the maladies have been identified and some recommendations have been made to resolve them. These survey and study reports have been taken into account to formulate the following recommendations and proposals.

01.03 The causes of deprivation of the citizens from their lawful rights, harassment at different stages, unjustified wastage of money and time, etc. and the nature of the process of disposal of business regardless of some differences from one office to another, are mostly identical. These are:

- (a) Trend of centralisation of power: Many laws and regulations traditionally have set a trend of centralisation of power in the administration. This trend of centralisation has been made more acute everywhere while implementing the laws and regulations. There are many examples of doing the jobs of the Departments/Directorates or Autonomous Bodies by the Ministries and the jobs of Thana level offices by the Head office in the capital. The reason for this is the desire for extension of individual influence of the officers working at higher level, the desire to participate in the distribution of facilities and favour at all levels and also inertia to take responsibility according to the rules and regulations. This is aggravated by ignorance of the laws, rules and procedures at all levels. As a result the service which is supposed to be delivered at the Thana level is delivered at the district level, in some cases at the Head Office of the Department in the Capital. Even sometimes it is delivered by the concerned Ministry.
- (b) The citizens do not generally know and also there is no arrangement to inform them about the services that a particular office renders to clients, the procedure of receiving such services, the procedure of payment of fees if necessary and other related matters.
- (c) In most of the offices, there is no "information and assistance" counter. There exists a visible trend among the officers and employees in the public sector to discourage the general public to seek information and pose questions.

- (d) There is no fixed time limit for taking decision or disposing a proposal made in an application for getting a service. Even if the system exists in some offices, people are not aware of that and in practice it is not followed. This leads to the non-accountability of the officers and the members of the staff.
- (e) Generally there is no arrangement to entertain complaints from the aggrieved citizens who suffer for a long period. There is also no opportunity to get information about the application of a citizen whether it has been accepted or rejected. The applicant is not informed about the reasons for rejection of complaints addressed to the government offices.
- (f) In many cases the ignorance of the public and in some cases the negative attitude of the officers and employees coupled with unnecessary and obsolete procedural problems in every office create the opportunity to extend the clutches of the middlemen and touts. In most of the cases people fall prey to their fraudulent activities and lose money.
- (g) Beginning from the Secretariat to the lowest level there is no performance measurement of the officers in the government offices as to how much work should be performed daily/weekly/monthly/yearly by them. Even the standard and quantity of work of any office or service providing organisation in totality are not evaluated. The inspection system that existed earlier has become obsolete. Only in rare instances measures are taken on the basis of departmental inspection or monitoring by IMED.

01.04 It is impractical to expect radical changes in the short term to reduce the existing level of inefficiency, negligence, lack of transparency and accountability and corruption at all levels of administration despite the political commitment. It is, therefore, pragmatic to move forward gradually with the reform activities dividing them into long term, medium term and immediately implementable ones.

01.04.01 The main long term reform activities may be the service structure of the civil servants, system of contract recruitment, foundation and in-service training, evaluation of success in respect of public service. On the basis of changes in these aspects radical changes may be brought in the present administrative system.

10.04.02 The medium term arrangements will be:

- (a) Simplification and in suitable cases, abolition of rules, regulations, procedures and functions of every institution/office after examination of its services rendered to the members of the public.
- (b) Laying down of performance standard and volume of work of the officers and the members of the staff of an organisation/office individually and jointly and the organisation/office as a whole.
- (c) Fixation of time limit for all works relating to service delivery of each organisation/office and ensure monitoring.
- (d) Identification- of organisations in the private sector which can provide those services more efficiently and economically rather than government-organisations.

01.05 It will be necessary to study separately the activities of concerned Ministries/Divisions and the Departments, Directorates, Corporations, etc. beginning from the head offices to the offices at different levels before formulating any recommendation on

medium and long-term reform proposals. In every case, it will be necessary to examine and discuss the applicable laws, rules, administrative instructions, work procedures, forms used for processing, etc. with the officers of the concerned Ministry and Organisation on one hand and with the representatives of their clients on the other. This method is obviously time-consuming.

01.06 Nevertheless, without waiting for the study and discussion and the possible impact of medium and long term reform measures, some immediate implementable reform activities may be identified to start the process of implementation of reform proposals.

01.07 The essence of reform activities of this nature will be:

- (a) These reforms will be applicable to all government or autonomous bodies linked directly or indirectly with delivery of public service. In some cases, in consideration of any special situation, if reorganisation is required, it has to be done. It will not be necessary to formulate or amend any law to attain such goal.
- (b) It will not require additional manpower for implementation of these reforms.
- (c) In some cases, a very small amount of money may be required for implementation of these reforms. It may be arranged by reallocating the heads of the approved budget of these organisations.
- (d) The service-seeking clients will immediately be benefited as a consequence of these reforms.
- (e) In many cases these will be the primary basis for medium and long-term-reforms. It will help create public awareness on public administration reform activities as a whole.

01.08 In the light of the above discussion the following recommendations are made:

01.08.01 Right to receive letter of acknowledgement: Instruction No. 37 of the "Secretariat Instructions" of the Government of the People's Republic of Bangladesh reads, "Any individual or party has the right to get the acknowledgement of his letter. It should be sent immediately. In the general section printed acknowledgement form of convenient size should be available. In the form there should be seal and acknowledgement number of the concerned Ministry/Division and in the next letter on the same subject acknowledgement number should be mentioned."

- (a) The above instruction is still valid but exists only in paper. In practice its application is so rare that especially in cases of general citizens virtually it does not exist.
- (b) In fact, the first and foremost step of establishing the basis of accountability of the officers and the organisations as a whole is to acknowledge every letter containing request, complaints, recommendation, suggestion or information etc. sent by the citizens.
- (c) But unfortunately, these instructions are not followed in the Secretariat — the heart of the administration. In fact the right to get acknowledgement letter should be required to be applied not only in the Ministries/Divisions, but also in all offices and organisations run from government exchequer.

- (d) This process should be initiated in the Ministries/Divisions and in every office subordinate to them including Autonomous bodies immediately.
- (e) A sample of acknowledgement letter is enclosed (enclosure A). Some modifications of it may be made if deemed necessary by different offices but the main information especially the name of the officer, designation, address, telephone/fax/e-mail has to be there for subsequent reference.

Recommendation of the Commission

- (f) The following decision has been taken after detailed discussion on the subject mentioned above: "The Ministries/Divisions and all other organisations will immediately arrange for printing acknowledgement letter in sufficient numbers by re-appropriating their budget for 1997-98. The acknowledgement system through prescribed form should be introduced in the Ministries/Divisions from 1 January 1998 for all types of correspondences received by post, messenger, fax, e-mail, telegram and telex and in all departments and offices of Autonomous bodies at all levels from 1 February 1998.

01.08.02-Right-to **have a decision:** According to Instruction No. 37 of the Secretariat Instructions - "Any individual or party has the right to have a necessary action (if it is imperative) and obtain a decision within a reasonable time on a particular subject-mentioned in the letter sent to the Government".

- (I) In reality, in very rare cases, the Ministries/Divisions or their subordinate organisations show respect to this right of the citizens. The failure in performing the responsibility is not limited to lingering the actual decision and making a process only, but also, in many cases, the applicant never knows whether any decision has been taken at all and if taken, what is that decision. To know this they need to cross several hurdles and fall into physical, mental and financial harassment. After much struggle, if the decision is known, the citizens who are affected by the decision do not know the reason and the logic behind taking adverse decision. As a result, in case of adverse decision and non-availability of documentary proofs on the matter, the incumbent can not avail any opportunity for administrative and legislative redress on the subject already applied for under existing system.
- (II) Yet the clear instruction in this regard given in Instruction No. 37(2) of the Secretariat Instruction that within two weeks of receipt of the letter the Ministries/Divisions must:
 - (a) Send the final decision on the subject.
 - (b) Ask for additional information through a courtesy note, if required. The sender of the letter may be requested for relevant information through telephone and if letter is intended to be given, it may be ensured through post or messenger later.
 - (c) If it is not possible to take decision within two weeks, a courtesy note should be sent to the applicant by saying that the matter is under active consideration of the Government.
- (III) If the above instruction would have been followed in practice the accountability of the administration to the citizens and at the same time the efficiency would have increased to a great extent.

Recommendation of the Commission

(IV) The following proposals have been formulated after detailed discussion of all the issues in this connection:

- a. Every Ministry/Division and all other Government offices and autonomous bodies at all levels should give final decision on the content of any letter within two weeks of receipt;
- b. In case it is not possible to take decision within two weeks due to lack of necessary information, decision has to be obtained from higher authority, etc.; the applicant should be informed that the matter is under consideration of the Government.
- c. If additional information or explanation is required from the sender of the letter, it may be collected through telephone/fax/e-mail (if the number is given). Otherwise it is to be done through urgent letter;
- d. In every case the final decision will have to be taken within a month. In exceptional cases approval has to be sought from the Minister in-charge in respect of Ministry/Division. In respect of organisations other than the Ministries/Divisions, approval from the Head of the agency concerned has to be sought for extension of time;
- e. In each-case the sender should be informed about the reason and logic of the decision; and
- f. These decisions will be effective from 1 February 1998. The decision on all letters pending for final resolution should be informed to the sender before this date.

01.09 Right to gather necessary information and get assistance:

One of the main reasons of harassment faced by the citizens in receiving the service irrespective of the nature of service provided by the organisations is the inadequacy of arrangement for disseminating the necessary information (in some cases full absence). The presence of middlemen and touts is a reason for that. The open inertia and, in many cases, non-cooperation of officers/employees to provide information increase the degree of helplessness of the citizens.

Recommendations of the Commission

01.09.01 The Commission recommends the following to eliminate the above situation:

- (a) Every office or centre of service providing organisations will have display board in the open space at the entrance or in front of the office where all the particulars of the services provided will be written in brief i.e., where the service will be obtained, where the forms will be available for applying, where fees will be deposited, what is the working hour of any particular section, where and whom to complain, if there is one, etc. In the first stage this system should be introduced in the organisations enlisted in enclosure 'B' from 1-February 1998;

(b) The service providing Government organisations and autonomous bodies will publish booklets/brochures in simple language containing rules and relevant information on concerned service. Information on availability of the-types of services, particular form for applying for the services, necessary documents and procedures for submitting the application, amount of fees to be paid for the services, mode of payment, time limit for taking the decision on the delivery of the concerned services, etc. should be contained in the booklet/brochure. Organisations, which collect money against the services they provide, will distribute brochure free of cost or for a small price. Other organisations may fix the market price for publishing this booklet. In the first stage the organisations enlisted at enclosure 'C' should arrange to provide the clients seeking service with this booklet from 1 April 1998.

(c) In every office of service providing organisations there should be an 'information and assistance' centre. One-officer will be made responsible for this and his name and designation will be written on his table or in front of his room to identify him. This responsibility may be given to different officers in rotation by the Head of the office. This system of providing assistance may operate for a particular time, for two to four hours, during the day.

(d) At present there is no way to know the responsibilities of the officers and staff in most of the offices. It is necessary to identify clearly the names, designations and job descriptions of the officers and members of the staff in the service providing organisations. For this, the names and job descriptions of the concerned officer should be written on his table. This system may be introduced from 1 March 1998.

01 10 System of receipt of letters in the Prime Minister's Office (PMO)

01.10.01 It is not generally necessary to have direct correspondence with PMO on matters of day to day service delivery. But it cannot be denied that many citizens are interested to get quick consideration and decision on their request, complaints, suggestions, etc. by submitting it to PMO directly. There should be a specific arrangement to receive and acknowledge these letters and to inform the decision on them.

01.10.02 Besides, some citizens may be interested to present their grievances to a responsible officer of PMO although their number is very small. In such cases it may be felt necessary to consider their statements with importance and suggest them what is to be done.

Recommendation of the Commission

01.10.03 The recommendation of the Commission is given below to increase the standard of service delivery in PMO:

"In the reception centre of PMO an officer at the rank of Deputy-Director may be placed during office hour. He will receive the letters from the members of the public and provide acknowledgement in a prescribed form, listen to their oral statements and suggest what is to be done, if required."

Acknowledgement Letter '(Sample)

Name of the Ministry/Division/Organisation :

Name of the Section/Branch/office

Address

Name of the sender of letter

Address

Telephone/Fax/E-mail

Letter No.

Date of letter

Subject of the letter

Name of the receiving Officer

Designation

Telephone/Fax/E-mail

Suggestion on correspondences later

Signature of the letter receiving officer

List of the organisations which will display boardbill with information on services rendered

Government Offices

01. All offices under the Director General of Accounts.
02. All Custom offices.
03. All Tax circles/Circle offices.
04. Directorate of National Savings.
05. All Government Hospitals.
06. All offices and Institutions under the Ministry of Social Welfare.
07. All offices and Institutions under the Ministry of Women and Children Affairs.
08. All offices and Institutions under the Bureau of Manpower, Employment and Training.
09. All offices under the Department of Agricultural Extension.
10. All offices under the Directorate of Agricultural Marketing.
11. All Divisional Commissioner and Deputy Commissioner's Office.
12. All Registration Offices.
13. Hajj Office.
14. All offices under the Directorate of Secondary and Higher Education.
15. All offices under the Department of Primary and Mass Education.
16. All offices under the Department of Fisheries.
17. All offices under the Department of Forest.
18. All offices under the Ministry of Livestock.
19. All offices under the Department of Environment.
20. All offices under the Directorate of Land Record and survey.
21. All Telephone offices.
22. All Post offices.

Autonomous Bodies

01. All Customer Service Centres under Power Development Board.
02. All Customer Service Centres under DESA and REB.
03. All Customer Service Centres under WASA.
04. All City Corporations.
05. All Municipalities.
06. All Urban Development Authorities.
07. All Education Boards.

List of organisations which will publish booklets containing information regarding their services

Government Offices

01. Bureau of Mineral Resource Development.
02. Department of Explosives.
03. Collector of Custom, Excise and VAT.
04. Collector, Custom House, Chittagong.
05. Collector, Custom House, Mongla.
06. Collector, International Airport.
07. Collector, Custom Valuation Department.
08. Directorate of Tax Exemption and Rebate.
09. National Board of Revenue.
 - a) Rules concerned to Tax payment by individual/commercial Institutions.
 - b) Rules concerned to Tax appeal.
10. Directorate of National Savings.
11. Bangladesh Bureau of Statistics.
12. Registrar of Joint Stock Companies.
13. Government Employees Welfare Directorate.
14. Bureau of Disaster Management.
15. Institute of Public Health.
16. Bureau of Manpower, Employment and Training.
17. Department of Inspection for Factories and Establishment.
18. Directorate of Agricultural Marketing.
19. Copyright Office.
20. Department of Fire Service and Civil Defence.
21. Department of Immigration and Passport.
22. Department of Co-operative.
23. Department of Urban Development.
24. Office of the Settlement Commissioner.
25. Board of Investment.
26. NGO Affairs Bureau
27. Directorate of Relief and Rehabilitation.
28. Directorate of Drug Administration.
29. Cotton Development Board.
30. Soil Resources development Institute.
31. Agricultural Information Service.
32. Bengali Distance Learning Institute.
33. Department of Youth Development.
34. Directorate of Sports.
35. Hajj Office.
36. Department of Agricultural Extension.
37. Seed Certification Agency.
38. Department of Public Library.
39. Directorate of Archives and Libraries.
40. Department of Environment.
41. Department of Fisheries.
42. Department of Livestock.
43. Office of Patent, Design and Trademark.
44. National Productivity Organisation.
45. Office of the Chief Inspector of Boilers,
46. Directorate of Registration.

47. Office of the Government Receiver, Administrator-General and Government OC.
48. Land Reform Board.
49. Land Appeal Board.
50. Registrar of Trade Marks.
51. Bangladesh Road Transport Authorities.
52. Postal Department.
53. Bangladesh Telegraph and Telephone Board.
54. Directorate of Seaman and Immigration Labour Welfare

Autonomous Bodies

01. Power Development Board.
02. Rural Electrification Board.
03. Dhaka Electric Supply Authority (DESA)
04. Dhaka Water Supply and Sewerage Authority.
05. Chittagong Water Supply and Sewerage Authority.
06. All City Corporations.
07. All Municipalities.
08. All Urban Development Authorities.
09. All Education Boards.

Report No 2

System of Receipt of Letters in the Secretariat

02.01 According to the Rules of Business of the government issued pursuant to Article 55(6) of the Constitution of the People's Republic of Bangladesh, the basic job of the Ministries/Divisions is the formulation of policy and planning, evaluation of projects, framing of rules and regulations and recruitment and posting of officers at the higher levels of administration, etc.

02.02 If this rule would have been followed the citizens would not be required to communicate directly with the Ministries/Divisions situated in the Secretariat and seek service from there. But in reality, the situation is that the final decision on many matters lie in the Ministries/Divisions due their own initiative or due to the failure or inertia in providing services to people directly by the service providing organisations under them. Many citizens try to enter the Secretariat owing to extreme necessity.

02.03 Besides, in many cases when the citizens do not receive any service at the field level from the service providing organisations, the affected citizens attempt to draw the attention of the Minister in charge of concerned Ministry/Division, Secretary or other officials. As a result the regular problem of congestion of visitors to enter the Secretariat is created.

02.04 Except for a few professional middlemen the common citizens generally do not enter into the Secretariat and approach the door steps of the Ministries. Most of the common citizens enter into the Secretariat being helpless by offering bribes at the gate; take the risk of insult for entering and face punishment, if caught. On the other hand, their presence in the Secretariat creates security problems and hampers normal work.

02.05 If the Rules of Business would have been really followed then there would be no reason for many to try to come to the Secretariat. One of the main objectives of public administration reform is to ensure decentralisation of authority. It is time consuming to attain this objective which require withering away of the existing tradition and attitude formed from the highest to the lowest levels of administration.

02.06 On the other hand, the citizens who are compelled to come to the Ministries/Divisions always remain anxious to know whether their applications/complaints, etc. have reached the concerned officer, and if reached, whether the applications are being considered or the decision is being delayed. In many cases, the only way to know all these information is to inquire by being present physically.

02.07 If the citizens are given a little bit assurance that they are not required to approach officers/employees by entering into the Secretariat for resolving their cases, then it is hoped that the trend and effort to enter into Secretariat will decrease to a great extent.

02.08 Implementation of the recommendations presented earlier, viz., issuance of acknowledgement letter, decision within stipulated time and notification on the matter accordingly, etc. will play important role in this process.

02.09 At the same time if a credible system is introduced to receive letters containing requests/complaints etc. without entering into the Secretariat by the citizens seeking services from the Ministries/Divisions then it will help reduction of the number of visitors into the Secretariat.

Recommendations of the Commission

02.10 The Commission formulates the following recommendations to increase the standard of service delivery of the Ministries/Divisions considering all matters discussed above:

- (a) A letter-receiving centre may be introduced at any convenient gate of the Secretariat.
- (b) This centre will be open full time during office hours and will give the initial acknowledgement of letters on behalf of all Ministries/Divisions.
- (c) The Cabinet Division will take responsibility of this centre as co-ordinator of all Ministries/Divisions. A Deputy Secretary/Senior Assistant Secretary may be given the charge of this centre supported by necessary number of assistants.
- (d) The letters received will be transferred to the concerned officer of the relevant Ministry/Division twice during a working day.
- (e) The concerned Ministry/Division will in each case send acknowledgement letter to the sender of the letter on its behalf.

Report No 3

Early Retirement with Incentives

03.01 From Independence onwards to broadly the middle of 1980s, the government of Bangladesh followed an economic policy of maintaining and promoting the growth of a large public sector and consequently giving it a key role in providing employment. Later, as a result of encouragement of private sector and active promotion of market economy from the beginning of the 1990s, private sector began to flourish remarkably. Since then many sectors in the public domain have been opened to private sector. As a result, in many cases the manpower recruited in the public sector organisations has become redundant. So it is felt necessary to rightsize the Government by reorganising it. It has, however, been noticed that the manpower in the public sector is gradually increasing although rightsizing of the government has been recommended in many reports. Recently in the report of Administrative Reorganisation Committee (ARC), specific recommendations have been made about rightsizing of manpower in the public sector organisations. A total of 47019 posts have been identified as surplus there. In the World Bank report entitled 'Government That Works: Reforming the Public Sector', it has been proposed to retire public servants before the scheduled time as a strategy of downsizing the Government (p. 175). These reports point out that if the size of the Government is reduced or the manpower in the public sector is rationalised, then the responsibility, efficiency and the standard of service delivery in the public sector organisations will increase. In the National Pay Commission reports of 1991 and 1996 it has been mentioned that it is possible to increase the emoluments of the public sector employees if manpower is rationalised.

03.02 There are several methods of downsizing/rightsizing the Government. One of them is the voluntary retirement by the employee or retirement by the Government. At present according to section 9(1) of the Public Servants (Retirement) Act 1974, a Government servant can take voluntary retirement with full benefits on completion of 25 years of service and according to section 9(2) Government can retire anybody from service on completion of 25 years of service without showing any reason. It has been noticed that in practice few Government servants took voluntary retirement or the Government retired them. Because after 25 years of service an employee normally loses his initiative for undertaking fresh challenge. As a result he/she does not opt to voluntarily retire at that time. There are also very few instances of forced retirement of employees by the Government after completion of 25 years of services. A government servant can not show expected level of success in the private sector after retirement on completion of 25 years of service. He loses initiatives and necessary physical fitness to start something new in a new situation.

03.03 In Bangladesh a citizen enters the public service at the age between 21 to 30. If he serves for 25 years, then he serves till the age between 46 to 56. After this age he is normally found to lose initiatives. If he retires 5 years earlier than the above age then chances are that he may be able to contribute better in the development of private sector with his knowledge, training and experience received in the public sector. This may eventually lead to dynamism in the economy of the country. In the armed forces there is provision of allowing retirement at different levels and at different ages. It has been noticed that many retired middle-aged army officers have turned to be successful entrepreneurs in the private sector.

03.04 From the above discussion it appears appropriate that a Government officer/employee should be allowed to take voluntary retirement from service with full pension at any time after completion of 20 years of service. This will encourage the officers/employees to take voluntary

retirement. The Government may also retire an employee with full pension after completion of 20 years of service. This method may also play an auxiliary role in reforming the civil service and downsizing the manpower in the public sector. It may be mentioned that in many countries there are provisions of voluntary retirement or early retirement, for example, in Cameroon, Costa Rica, Ghana and partly in Pakistan and India this method is being used for reforming the civil service.¹ In Malaysia a Government servant can take voluntary retirement after 40 years of age with full benefits.² There is a possibility that more efficient officers possessing initiative may leave the public sector if voluntary retirement or compulsory retirement is introduced after completion of 20 years of service. There is also the possibility of frustrated officers/employees leaving the public sector. But both the categories will play an auxiliary role to downsize the Government and at the same time strengthen the private sector.

Recommendations of the Commission

03.05 The following recommendations are made in the light of the above discussion:

- (a) A Government servant may take voluntary retirement with full pension (80% of the basic pay) after completion of 20 years of service. A Government servant may also take voluntary retirement after completion of 15 years of service. In that case the amount of pension will be 64% of the basic pay. For this the incumbent is to apply or notify at least one month before the date of commencement of retirement. But once applied for voluntary retirement, it cannot be withdrawn;
- (b) If the Government deems necessary, for public interest, it can forcibly retire an employee after completion of 20 years of service and without showing any reason; and
- (c) The above arrangement may also be followed in all semi-government and autonomous bodies.

The relevant laws and rules may be amended according to the above recommendations.

¹ World Bank, "*Government That Works: Reforming the Public Sector*", Dhaka, 1996, p. 175.

² Report of the Special Committee of the Cabinet on Salaries for the Public Sector, Kuala Lumpur, 1991, p. 77.

Report No 4

Appointment of Ombudsman

04.01 There is a provision for appointment of Ombudsman according to Article 77 of the Constitution of Bangladesh. The Article reads as follows:

- (a) Parliament may, by law, provide for the establishment of the office of Ombudsman.
- (b) The Ombudsman shall exercise such powers and perform such functions as Parliament may, by law, determine, including the power to investigate any action taken by a Ministry, a public officer or a statutory public authority.
- (c) The Ombudsman shall prepare an annual report concerning the discharge of his functions, and such report shall be laid before parliament.

04.02 The 'Ombudsman Act' was enacted in 1980 (Enclosure 1). Necessary rules have been incorporated in it about the procedure of appointment of Ombudsman, his qualification, power and functions, etc. This Act will be enforced from a particular date stipulated in the official gazette by the Government according to rule 1(2) of this Act. But although 17 years have passed since the enactment of the law, yet no measure has been taken to give effect to it.

Origin of the post of Ombudsman and its position in different countries

04.03 The post of Ombudsman first originated in the Scandinavian Countries. The objective of creation of this post is to uphold the rights of the citizens and protect human rights. It is difficult to uphold the rights of the citizens properly in many cases under the complex system of a modern state. The necessity of the institution of 'Ombudsman' is recognised to resolve the complaints of the citizens, which is free from existing procedural complexity and open to all citizens. It is known from the available information that including the neighbours of Bangladesh, viz., Pakistan, Sri Lanka and Nepal about 46 countries have instituted the post of Ombudsman. In India although there is no post of Ombudsman at the Federal level, 11 states have such posts. In Pakistan a judge has been appointed as the Ombudsman at the Federal level. In Sri Lanka there is an Ombudsman in the name of 'Parliamentary Commissioner for Administration'. In Nepal the 'Commission for the investigation of Abuse of Authority' acts as the Ombudsman.

04.04 The present Government soon after assuming power declared its commitment to ensure accountability and transparency at all levels and stages of administration and for this expressed its intention to appoint Ombudsman accordingly. The 'Administrative Reorganisation Committee (ARC) Report, 1996' and the World Bank Publication 'Government That Works: Reforming the Public-Sector, 1996' recommended appointment of an Ombudsman without any delay to improve the standard of public service and ensure accountability in the Administration.

04.05 In ~~rule 6~~ of the Ombudsman Act 1980, the following responsibility and functions of Ombudsman are laid down:

- (1) The Ombudsman may investigate any action taken by a Ministry, a statutory public authority, or a public officer in any case where —
 - (a) a complaint in respect of such action is made to him by a person:

- (i) who claims to have sustained injustice in consequence of such action; or
- (ii) who affirms that such action has resulted in favour being unduly shown to any person or in accrual of undue personal benefit or gain to any person; or
- (b) information has been received by him from any person or source, otherwise than on a complaint, that such action is of the nature mentioned in clause (a)
- (2) Nothing in this section shall authorise the Ombudsman to investigate any civil or criminal proceedings before any court, or the function performed by, or the conduct of, a person acting as a member of a court.

04.06 According to the report of the ARC, it is felt that the scope of work has been made somewhat limited under the above rules for functioning of Ombudsman, because the matter of investigation on injustice or discrimination inflicted by any government officer or institution has been included in the scope of works of the Ombudsman, but the issue of harassment to the members of the public or misbehaviour to them has not been included. But the ARC expressed its view in favour of postponement of the matter at this stage in the context of non-implementation of the law for a long time and suggested that the matter may better be considered later. ARC's view is that the complaint regarding harassment and misbehaviour to the members of the public may be also considered as injustice and relevant law need not be amended at this stage.

Procedure for appointment of Ombudsman

04.07 Following the rule 3 of the Ombudsman Act 1980 the President will appoint the Ombudsman on the recommendation of the Parliament. In that rule there is a provision that the Ombudsman must be a person of competence on issues of law and administration and be transparently honest.

Procedure of conducting Investigation by Ombudsman

04.08 Necessary provision for conducting investigation is laid down in rule 7 of the concerned law. The Ombudsman will send the complaints received to the concerned Ministry/Division/Organisation/Officer for comments although he can act according to his desire on the basis of the complaints. The Ombudsman will not conduct any investigation in those cases, which are being legally investigated by any other organisations, although he may do so after recording the reasons in writing. He will give hearing to witnesses on the basis of rule 8 of the relevant law. The Ombudsman will enjoy the power of a civil court in summoning witness, asking for relevant documents, issuance of commissions, etc.

Submission of Report by Ombudsman

04.09 The Ombudsman will prepare reports in those cases on which he has investigated on the basis of complaints. After investigation if he is satisfied that injustice and discrimination has really taken place, he will submit the report to the concerned authority for taking necessary remedial action. The responsibility of the concerned authority is to inform the Ombudsman about the action taken. After that if the Ombudsman feels that the action already taken is enough then he will consider that the matter as resolved. If not, he may send a special report to the President for taking further necessary action.

04.10 Apart from this the Ombudsman will submit an annual report to the President on his activities. The President will take necessary steps to submit the report to Parliament.

04.11 ARC has mentioned an important matter, regarding the provision stipulated in the Constitution to get justice on the basis of complaints through Ombudsman is in addition to remedial measures available under existing laws or administrative methods. It has also been apprehended in the ARC report that this may result in introduction of parallel arrangement in resolving any complaint at the same time. As a result the scope of work of Ombudsman will increase enormously and complexity will arise. The ARC has recommended to repeal rule 18 of the Ombudsman Act, 1980. But the Public Administration Reform Commission is not agreeable with this view. The Commission considers that repeal of this rule under the present circumstances is not necessary. The arrangements mentioned in rule 7(4) of the Ombudsman Act 1980 are considered enough for this purpose.

04.12 ARC apprehended that the complaints, which are published in the daily newspapers about the activities of different government organisations, indicate the number and nature of complaints likely to be submitted to the Ombudsman. There may be a great number of complaints particularly at the initial stage. ARC has, therefore, recommended prioritising the areas conducting investigation and preparing reports on the basis of complaints. These areas are as follows:

- a. Police
- b. Service delivery sectors of the Government
- c. Health, Education, Land Survey and Records; and
- d. Issuance of Licenses, Registration and Passports.

The Public Administration Reform Commission thinks that if it is necessary to prioritise, then Ombudsman may do it on his own.

The Organisational Framework of the Office of the Ombudsman

04.13 The Ombudsman will recruit the necessary officers and employees to perform his duties according to rule 10 of the Ombudsman Act 1980. It has been mentioned in this rule that the terms and conditions of these officers and employees will be determined in consultation with the Ombudsman.

04.14 ARC has recommended an organisation for the Office of the Ombudsman with 169 personnel. It has also recommended to recruit suitable candidates on renewable contract basis and they should be given more emoluments than that provided under National Pay Scale.

04.15 Public Administration Reform Commission thinks that it is not possible to finally determine the number of officers and employees beforehand. It should be determined considering the nature and scope of work on the basis of the recommendations on ombudsman submitted from time to time. But, at the outset, to start the work the Ombudsman should be given the minimum manpower and the infrastructure along with his appointment. With this consideration the Commission has prepared a proposal on organisational structure initially containing 35 personnel and necessary infrastructure.

Recommendations of the Commission

04.16 After overall examination i.e. provisions of the Constitution, basis of existing laws, previous recommendations in this regard and above all in the light of the commitment of the Government, the Public Administration Reform Commission recommends the following:

- (a) The post of Ombudsman may be created immediately by giving effect to Ombudsman Act;
- (b) Appointment of Ombudsman should be done on the basis of consensus in the Parliament representing all parties. The Government may initiate formal dialogue with other political parties in the Parliament with this end in view. Later, formal proposals may be moved in the Parliament;
- (c) If it is not possible to recommend a candidate unanimously due to lack of consensus or for any other reason, then a sitting or retired judge of the Appellate Division of the Supreme Court may be considered for appointment as the first Ombudsman to expedite the matter;
- (d) Before starting his work properly, the Ombudsman may be given the opportunity to gather direct experience from those countries where the system of Ombudsman has been operating with success. The countries like Sweden, Britain and our neighbours, viz., India, Pakistan and Sri Lanka may be considered for such visits; and
- (e) At the initial stage an organisational framework containing 35 personnel have been recommended for the Office of the Ombudsman. Later, considering the requirements and scope of work, this may be amended further on the basis of recommendation of Ombudsman. On the basis of recommended manpower the recurring cost estimated for the first financial year is 40.00 lakh (approx.) and for vehicles, equipment and other non-recurring items estimated cost is 48.00 lakh (approx.).

ACT NO. XV OF 1980

An Act to provide for the establishment of the office of Ombudsman and to define his powers and functions

WHEREAS it is expedient to provide for the establishment of the office of Ombudsman and to define his powers and functions and to provide for matters connected therewith;

It is hereby enacted as follows:-

1. **Short title and commencement** - (1) This Act may be called the Ombudsman Act, 1980.

(2) It shall come into force on such date as the Government may, by notification in the official Gazette, appoint.

2. **Definitions** - In this Act, unless there is anything repugnant in the subject or context, —

(a) "action" means action taken by way of decision, recommendation or approval or in any other manner and includes failure to act;

(b) "competent authority" means -

(i) in relation to a Ministry, the Minister,

(ii) in relation to a statutory public authority, the Government,

(iii) in relation to a public officer, the appointing authority or, where there is no such authority, the Government;

(c) "public officer" means a public officer as defined in article 152-of the Constitution and includes a chairman, mayor, director, member, trustee, officer or other employee of a statutory public authority or of any other authority, corporation, body or organisation, established, owned, managed or controlled by the Government,

(d) "prescribed" means prescribed by rules made under this Act.

3. **Establishment of office of the Ombudsman** - (1) There shall be an Ombudsman who shall be appointed by president on the recommendation of Parliament.

(2) Parliament shall recommend for appointment as Ombudsman a person of known legal or administrative ability and conspicuous integrity.

4. **Term of office of Ombudsman** - (1) The Ombudsman shall, subject to this section, hold office for a term of three years from the date on which he enters upon his office, and shall be eligible for reappointment for one further term.

(2) The Ombudsman shall, not be removed from his office except by an order of the President passed pursuant to a resolution of Parliament supported by a majority of not less than two-thirds of the total number of members of Parliament on the ground of provide misconduct or physical incapacity. .

Provided that no such resolution shall be passed until the Ombudsman has been given a reasonable opportunity of being heard in person.

(3) The Ombudsman may resign his office by writing under his hand addressed to the President.

5. **Remuneration, etc. of Ombudsman** - Subject to this Act, remuneration, privileges and other conditions of service of the Ombudsman shall be the same as are admissible or applicable to a Judge of the Appellate Division.

6. **Functions to Ombudsman** - (1) The Ombudsman may investigate any action taken by a Ministry, a statutory public authority, or a public officer in any case where —

(a) a complaint in respect of such action is made to him by a person-

(i) who claims to have sustained injustice in consequence of such action; or

(ii) who affirms that such action has resulted in favour being unduly shown to any person or in accrual of undue personal benefit or gain to any person; or

(b) information has been received by him from any person or source, otherwise than on a complaint, that such action is of the nature mentioned in clause (a).

(2) Nothing in this section shall authorise the Ombudsman to investigate any civil or criminal proceedings before any court, or the function performed by, or the conduct of, a person acting as a member of a court.

7. **Procedure in respect of investigations** - (1) Where the Ombudsman proposes to conduct an investigation under this Act, he shall —

(a) forward a copy of the complaint or, in the case where he proposes to conduct the investigation on his own motion, a statement setting out the grounds therefor, to the Ministry, statutory public authority, or the public officer concerned;

(b) afford to the Ministry, the statutory public authority, or the public officer concerned an opportunity to offer its or his comments on such complaint or statement.

(2) Except as aforesaid the procedure for conducting any such investigation shall be such as the Ombudsman considers appropriate in the circumstances of the case.

(3) The Ombudsman may obtain information from such persons and in such manner, and make such inquiries and in such manner, as he thinks fit.

(4) Where any action is under investigation by any other person under any other law, the Ombudsman shall not investigate such action unless, for reasons to be recorded in writing, he is of opinion that an investigation by him is necessary.

8. **Evidence** - (1) Subject to the provisions of this section, for the purposes of an investigation under this Act, the Ombudsman may require any public officer or any other person who, in his opinion, is able to furnish information or produce documents relevant to the investigation to furnish any such information or produce any such document.

(2) For the purposes of any such investigation the Ombudsman shall have all the powers of a civil court, while trying a suit under the Code of Civil Procedure, 1908 (V of 1908), in respect of the following matters, namely:-

- (a) summoning and enforcing the attendance of any person and examining him on oath;
- (b) requiring the discovery and production of any document ;
- (c) requiring evidence on affidavit ;
- (d) requisitioning any public record or a copy thereof from any court or office ;
- (e) issuing commission for the examination of witnesses or documents ;
- (f) such other matters as may be prescribed

(3) Any proceeding before the Ombudsman shall be deemed to be a judicial proceeding, within the meaning of section 193 of the Penal Code (XLV of 1860)

(4) Subject to the provisions of sub-section (5), no obligation to maintain secrecy or other restriction upon the disclosure of information obtained by or furnished to Government or persons in Government service, imposed by any law shall apply to the disclosure of information for the purposes of any investigation under this Act.

(5) No person shall be required or authorised by virtue of this Act furnish any such information or answer any such question or produce so much of any document -

- (a) as might prejudice the security or defence or international relations of Bangladesh, or the investigation or detection of crime ; or
- (b) as might involve the disclosure of proceedings of the council of Ministers or any committee thereof ;

and for the purposes of this sub-section a certificate issued by a Secretary to the Government certifying that any information, answer or portion of a document is of the nature specified in clause (a) or clause (b) shall be conclusive and binding.

(6) Without prejudice to the provisions of sub-section (4), no person shall be compelled for the purposes of an investigation under this Act to give any evidence or produce any document which he could not be compelled to give or produce in any proceedings before an court.

9. **Reports of Ombudsman** - (1) If, after investigation of any action under this Act, it appears to the Ombudsman that injustice has been caused to the complainant or to any other persons in consequence of maladministration in connection with such action, the Ombudsman shall, by a report in writing, recommend to the competent authority **concerned** that such injustice should be remedied in such manner and within such time as may be specified in the report.

(2) The competent authority to which a report is sent under sub-section (1) or a person authorised by it in this behalf shall, within one month of the expiry of the time specified in the report, intimate to the Ombudsman of the action taken for compliance with the report.

(3) If, after investigation of any action under this Act, it appears to the Ombudsman that such action has resulted in favour being unduly shown to any person or in accrual of undue personal benefit or gain to any person and that this may be substantiated, he shall, by a report in writing, communicate his findings, together with the relevant documents, materials and other evidence, to the competent authority concerned and recommend such legal, departmental or disciplinary action as he deems fit.

- (4) The competent authority or a person authorised by it in this behalf shall examine the report forwarded to it under sub-section (3) and, within one month of the date of receipt of the report. Intimate to the Ombudsman the action taken or proposed to be taken on the basis of his report.
- (5) If the Ombudsman is satisfied with the action taken or proposed to be taken on the basis of his report referred to in sub-sections (1) and (3) and, he shall close the case but where he is not so satisfied and if he considers that the case so deserve, he may make a special report upon the case to the President.
- (6) The Ombudsman shall prepare an annual report concerning the discharge of his functions under this Act and submit it to the President who shall cause it, together with and explanatory memorandum, to be laid before Parliament.
- (7) If, during any investigation under this Act. the Ombudsman finds any defect in any law, he may report such defect to the Government and recommend such reform of the law as, in his opinion, will remove such defect.

10. Staff of Ombudsman - (1) The Ombudsman may appoint officers and other employees to assist him in the discharge of his functions.

- (2) The categories of officers and other employees who may be appointed by the Ombudsman and their terms and conditions of service shall such as may be prescribed after consultation with the Ombudsman.
- (3) Without prejudice to the provisions of sub-section (1), the Ombudsman may, with the previous consent of the Government , utilise the services of any officer, employee or agency of the Government if such services are required by him for the purpose of discharging his functions.

11. Power of entry - For the purposes of an investigation under this Act, the Ombudsman may enter upon and inspect any premises and search and seize such books or documents as he deems necessary; and the provisions of sections 102 and 103 of the Code of Criminal Procedure, 1898 (V of 1898), shall, so far as may be, apply to such entry, inspection, search and seizure.

12. Restriction of publication of proceedings - (1) No person shall publish any proceedings relating to an investigation which is pending before the Ombudsman unless prior permission for the publication is obtained from the Ombudsman.

(2) Whoever contravenes the provision of sub-section (1) shall be punishable with simple imprisonment for a term, which may extend to three months, or with fine, which may extend to two thousand taka, or with both.

13. Power of Ombudsman to punish any person for obstruction - The Ombudsman shall have power to punish any person who, without lawful excuse, obstructs him in the performance of his functions with simple imprisonment which may extend to three months, or with fine which may extend to two thousand taka, or with both.

14. Delegation of powers - The Ombudsman may by general or special order in writing, direct that any power conferred or any duty imposed on him by or under this Act may also be exercised or discharged by such of the officers, employees or agencies referred to in section 10 as may be specified in the Order.

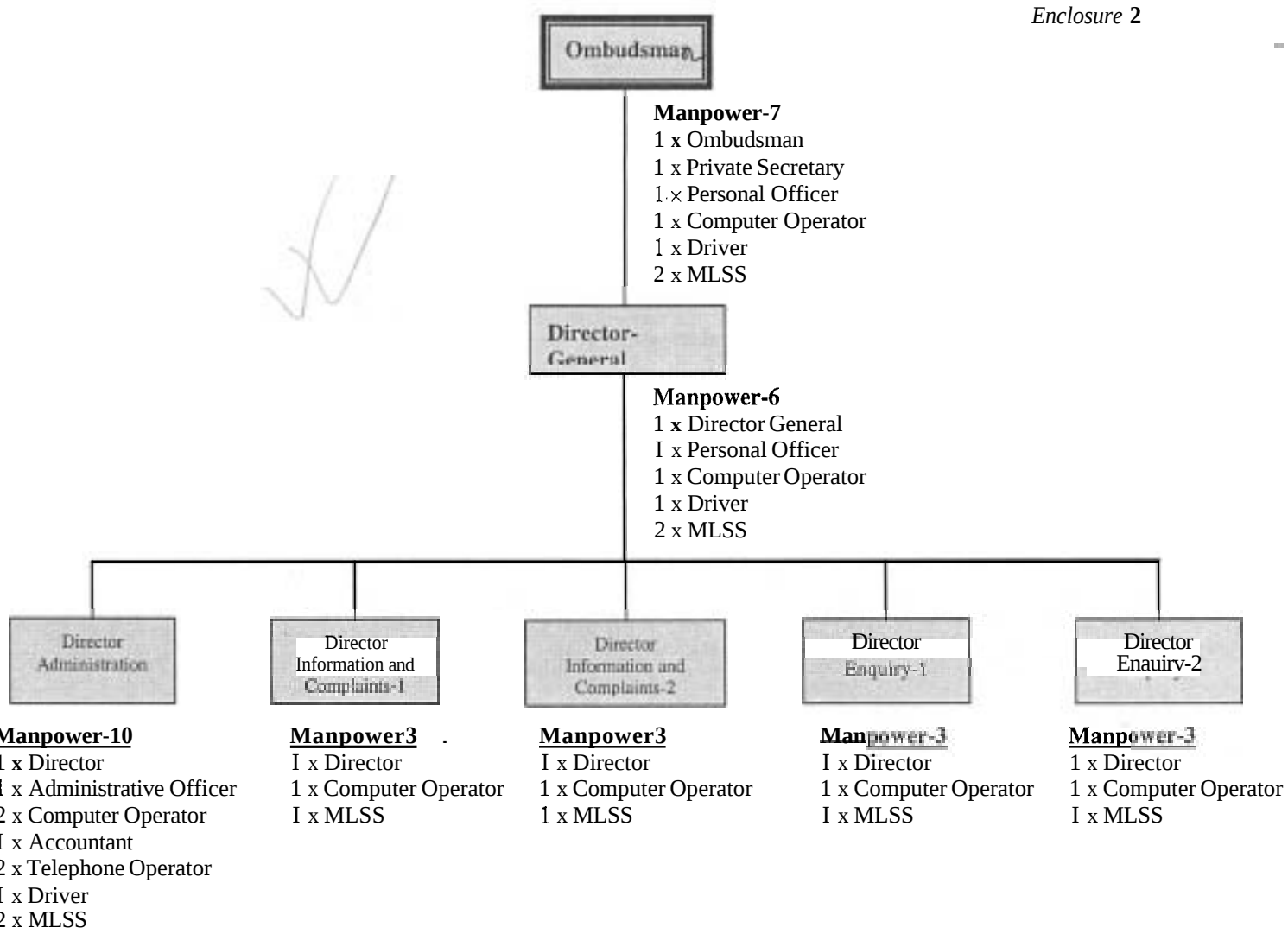
15. Exemption - The Government may by notification in the Official Gazette, exempt any public officer or Class of public officers from the operation of all or any of the provisions of this Act.

16. Immunities - (1) No suit, prosecution or other legal proceeding shall lie against the Ombudsman or any member of his staff in respect of anything, which is in good faith done or intended to be done under this Act.

(2) No proceeding decision or report of the Ombudsman shall be liable to be challenged reviewed, quashed or called in question in any Act.

17. Power to make rules - The Government may by notification in the official Gazette, make rules for carrying out the purposes of this Act.

18. Savings - The provisions of this Act shall be in addition to the provisions of any other law under which any remedy by way of appeal, revision, review or in any other manner is available to a person making a complaint under this Act in respect of any action, and nothing in this Act shall limit or affect the right of such person to avail of such remedy.



Sl. No.	Name of the Posts	Grade	No. of Posts
01.	Ombudsman	1	1
02.	Director-General	3	1
03.	Director	4	5
04.	Private Secretary	6	1
05.	Administrative Officer	11	1
06.	Computer Operator	11	8
07.	Personal Officer	11	2
08.	Accountant	14	1
09.	Telephone Operator	15	2
10.	Driver	16	3
11.	MLSS	20	10
		Total	35

Vehicles and Office equipment

2 X Car
 1 X Micro Bus
 8 X Computer
 4 X Printer
 2 X Photocopier
 2 X Type Machine

Report No 5

Simplification of Payment of Travel Tax

05.01 At present passengers travelling abroad are required to pay two types of taxes/fees namely, travel tax and terminal fee. Earlier the Civil Aviation Authority used to collect terminal fee through banks. This system has been changed and the fee is collected by the airlines during purchase of the air ticket and the same is paid to the Civil Aviation Authority. The passengers holding Bangladeshi passports are required to pay travel tax through authorised banks while travelling abroad and the concerned bank deposits the collected money to the National Board of Revenue (NBR).

05.02 Due to the change in the system of collecting terminal fee by the airlines along with the air tickets while travelling abroad, it has now become easier to collect terminal fee and the harassment of the passengers has been eliminated. But the following complaints regarding payment and collection of travel tax are being received:

- (a) In many cases the passengers do not have enough time in their hands at the airport before departure for payment of the above tax due to rush at the banks;
- (b) Sometimes fake receipts are issued from the banks for the travel tax. As a result the Government is deprived of revenue.

05.03 The airlines, different travel agencies, authorised banks and the NBR are all concerned with the payment of travel tax by the passengers going abroad. The comments of the Chairman, NBR, on the concept paper prepared by the Commission on the subject was solicited following the decision in the sixth meeting of PARC held on 27th August 1998 with the object of formulation of implementable recommendations on the subject in consultation with all parties concerned.

05.04 In the meantime the Chairman, NBR, during discussion with the Commission held on 01.09.98 agreed that

"All Airlines operating to and from Bangladesh will deposit to the NBR the **travel tax** by collecting it along with the price of the air ticket from the passengers holding Bangladeshi passports."

05.05 If this system is adopted the harassment of the passengers will be mitigated, collection of tax will be easier and the revenue earning of the Government in this area will increase.

Report No 6

Capping on the Existing Level of Manpower in Revenue Budget

06.01 In the context of the prevailing economic situation during the first decade of the independence of Bangladesh, the Government had been the main recruitment authority for employment. From the middle of '80s the private sector began to prosper. With the growth of private sector their contribution in the employment also started to increase. Although the expanse of free market economy is strong during the current decade, in Bangladesh the impact is so insignificant that the sizes of the Government has increased instead of getting reduced or steady. During this period the-rate of increase of employment in the revenue budget of the Government was 3.6% annually against the annual rate of increase of population which was 2.5%.

06.02 At different times the Government either increased or decreased the number of the Ministries/ Divisions. Since 1972 till 1995 such increase and-decrease of Ministries at different times are 1972 – 21, 1975 – 26, 1975 – 13 (after 4th amendment), 1977 – 30, 1978 – 24, 1980 – 30, 1982 – 19 (after proclamation of Martial Law), 1991 – 33 (after restoration of Democracy & Parliamentary system) and 1995 – 35 (Source: Report of the Administrative Reorganisation Committee). The increase/decrease in the number of officers/employees under the revenue budget of the Government happened side by side with the reorganisation of the Ministries during this time. A comparative picture about it is presented below with statistics:

Class of post	1971	1982	1986	1992
Cadre/First	11,130	56,100	60,106	78,685
2nd	12,320	1,87,700	32,042	36,858
3rd	2,45,500	3,08,700	5,94,300	5,79,842
4th	1,85,500	2,26,500	3,86,406	2,51,364
Total	4,54,450	7,70,000	10,72,854	9,46,749

Source: O&M wing, Ministry of Establishment

06.03 Along with the increase/decrease of the number of Ministries/Divisions, the number of Departments/Directorates and Autonomous Bodies/Corporations also increased at different times. The statistics about it are given below:

Description	1985	1990	1992	1994
A. Department/Directorate	186	197	221	232
B. Autonomous Organisation/Corporation	107	139	144	264

Source: O&M wing, Ministry of Establishment

06.04 If the statistics of increase of manpower are analysed it becomes evident that for the last two decades the third and fourth-class posts increased by 80%. On the other hand during the same period the first and second class posts increased by 108%. In Bangladesh the costs of personnel from the revenue budget of the Government are very high. The statistics about it are given below:

(In Billion Taka)

Expenditure	1985-86	1989-90	1993-94	1994-95
Revenue	34.21	67.4	92.0	103.0
Officer/Staff	14.11	28.2	45.2	47.5
Ratio %	41%	42%	49%	46%

Source: Government That Works: Reforming The Public Sector, The World Bank-1996, p 19

06.05 Different development partners have given different suggestions to the Government in their various reports with the aim to conduct reform in the administrative system of Bangladesh. Besides, there are also suggestions regarding this in many reports of the Commissions/Committees formed by the Government at different times. There are specific suggestions on downsizing the manpower in the World Bank publication "Government That Works: Reforming The Public Sector" and in the report of the "Administrative Reorganisation Committee". In the report of the Administrative Reorganisation Committee there is a proposal for reduction of the number of Ministries/Divisions from 37 to 22, formation of 35 administrative units instead of 51 Ministries without any Division and reduction of Government organisations from existing 257 to 224.

06.06 In the above report comments have been made for abolition, merger and creation of new organisations providing the guidelines for rationalisation/increase and decrease of manpower. The net surplus will be 47019 after rationalisation. It has been mentioned in the report that due to lawful bar on the appointment during the tenure of the Committee*there will be opportunity of filling up a total of 66800 vacant posts with the surplus manpower later. It may be mentioned that in the above report only the Ministries/Divisions and Departments, Directorates and Government organisations are incorporated excluding the Corporations and the Autonomous Bodies.

06.07 The statistics about vacant posts in the Ministries/Divisions, Departments/Directorates and Autonomous Bodies/Corporations are given below:

Year	First Class	2nd Class	3rd Class	4th Class	Total	%***
1980	3,790	3,813	21,672	6,955	36,220**	6.04%
1985	15,736	6,171	66,337	4,33,518	1,21,762	10.18%
1987	14,137	5,091	77,665	38,558	1,35,451	11.05%
1988	13,631	7,081	74,200	19,783	1,14,695	11.09%
1989	12,981	6,683	63,720	26,015	1,09,399	10.62%
1990	12,768	4,555	61,361	26,360	1,05,044	10.10%
1991	14,866	5,434	59,992	23,750	1,04,042	9.90%
1992	15,446	5,658	64,288	23,367	1,08,759	10.30%
1993	14,101	5,652	70,452	36,101	1,26,306	11.51%
1994	14,505	7,751	65,655	34,949	1,22,860	11.52%
1998 (June)	15,665	8,802	64,328	33,531	1,22,326	11.62%

Source: O & M wing, Ministry of Establishment.

06.08 Statistics about information on vacant posts of different Ministries/Divisions, Departments/ Directorates and Autonomous Bodies/Corporations based on the latest information (upto 11 June'98) received from the O&M wing of the Ministry of Establishment are given below:

Class	Ministry/Department			Department/Directorate			Autonomous/Corporation			Total		
	Sanctioned	Existing	Vacant	Sanctioned	Existing	Vacant	Sanctioned	Existing	Vacant	Sanctioned	Existing	Vacant
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
1st Class	2333	2070	263	45627	37792	7835	51071	43504	7567	99031	83166	15665
2nd Class	108	68	40	17852	14370	3482	28891	23611	5280	46851	38049	8802
3rd Class	4767	4099	668	516809	476070	40739	139523	116601	22921	661098	596770	64328
4th Class	2819	2456	363	139802	121364	18438	102918	88188	14730	245539	212008	33531
Total	10027	8693	1334	720090	649596	70494	322402	271904	50498	1052519	930193	122326

06.09 It is found from the statistics about vacant posts that a total number of 71, 828 posts are vacant in the government organisations, out of them 11,620 are class I and class II and 60,208 are class III and class IV posts; there are 50,498 vacant posts in the Autonomous Bodies/Corporations, out of them 12,847 are class I and II and 37,651 are class III and Class IV posts.

06.10 At this moment, in the context of Bangladesh, it is difficult to undertake a direct retrenchment programme considering the existing and surplus manpower and vacant posts in the public sector. This methodology for manpower reduction is not suitable for Bangladesh on social and humanitarian considerations. Besides, it is necessary to undertake a study to make specific recommendations on this matter. But the necessity of recruitment of class III and IV employees in the present context needs re-examination. With the induction of new technology like computer, photocopier machine, fax, etc. in the management of the modern office the dependency on class III and IV employees has decreased to a great extent now compared to the traditional office management system. It may be mentioned that it is imperative to have manpower with technical and scientific knowledge to accept the challenge of the 21st century. Apart from this, if the various use of computer technology is possible to ensure then on one hand the efficiency of the employees will increase and at the same time the accountability of their work will be possible to ensure, and on the other hand the officers will be able to run offices with a fewer number of support personnel. So as an initial step without retrenchment of the employees if the vacant posts are not filled up except some professional and service oriented posts with the aim to downsize the government, a positive result may be obtained. Above all, during the tenure of the Public Administration Reform Commission, if the filling up of vacant posts and creation of new post are continued then it will be meaningless to submit the proposal of rationalisation of manpower by the Commission in future.

06.11 In the light of the discussion above, the following recommendations are proposed during the tenure of the Public Administration Reform Commission:

- (a) Except the BCS cadre officers, computer specialists, engineers in essential cases, doctors, paramedics, teachers, officers of judiciary, posts of law enforcing bodies, in all other cases the filling up of the posts under revenue budget in the government and all autonomous bodies should be stopped;
- (b) With regard to the filling up of vacant posts in the new organisations, arrangement should be made to absorb the surplus employees and if suitable surplus employee is not found only then the procedure of direct recruitment should be followed;
- (c) Posts remaining vacant for one year or more should be abolished; and
- (d) In case of any deviation in the above a, b and c, the **approval** from the Minister in charge of the Ministry of Establishment has to be obtained.

Report No 7

Simplification of Payment of Pension to Public Servants and Removal of Anxiety/Hassle

Simplification of payment of pension

07.01 In 1994 a Government Memorandum was issued with the objective to simplify the existing rules and procedures in connection with the payment of pension, which is known as pension simplification order.

Pension anxiety

07.02 The prevalence of anxiety among Government employees about pension can not be denied although payment of pension procedure was simplified by the order of simplification of pension issued in 1994. The following three parties have been identified as parties/stakeholders in pension payment:

- One, the pensioner,
- Two, the Sanctioning Authority, and
- Three, the Accounts and Audit Office.

07.03 It has been noticed that a Government servant becomes conscious about his pension only after leave preparatory to retirement. This is necessary for every Government servant to be conscious about pension while in the service, as he/she knows that on completion of 57 years of age he/she has to retire. At least, if the employees from class I to III would have been conscious about it, the magnitude of anxiety could be lessened to some extent. For example, the service books and service statements are important documents for fixation of pension. In this document the appointment in the service, permanency of the service, promotion, demotion, etc. are contained. In many cases, it is noticed that this document is not maintained properly. The incumbent faces anxiety on retirement largely not because of becoming aware of requirements for sanctioning pension while in service. The awareness on the part of the serviceholder while in service to a great extent would have mitigated his sufferings in connection with payment of pension at a later stage. The second party, the sanctioning authority, is allegedly **responsible for causing pension anxiety**. The sanctioning authority takes a long time in sanctioning the pension leading to anxiety. If the sanctioning authority becomes more conscious in resolving the pension cases, then the existing anxiety will be reduced. The third party in causing the pension anxiety is the Office of Accounts and Audit. Delay of any degree in giving pension is the last step, which multiply the anxiety of the pensioner. Apart from this, the irregular decisions by administrative authority in this respect add to worries. The promotion against the posts created under the development projects may be considered as glaring example of this irregularity.

Removal of pension anxiety

07.04 Whatever may be the causes of pension anxiety it is undoubtedly an overall problem of great magnitude. In the light of this the measures undertaken by the Audit Office in the mean time to remove pension anxiety is briefly given below:

- i. Setting up of Grievance Cell;
- ii. Monitoring of the progress of settlement of pension cases through reports/returns;

- iii. Inclusion of the checklist by the higher officers regarding the progress of the settlement of pension cases; and
- iv. Instruction to all the Accounts Offices to settle the pension cases within three days on receipt of the proposal.

07.05 Although the degree of anxiety has been partly reduced after taking the above steps, yet some problems still exist. In the light of the decision taken in the 6th meeting of the Commission held on 27.08.98 it was decided to submit recommendations for elimination of pension anxiety and for this the views of the 'Bangladesh Retired Government Employees Welfare Association' were solicited. On consideration of their views and the prevailing overall situation it was decided in the 7th meeting of the Commission to submit the following recommendations to the Government to eliminate the pension anxiety:

07.06 **Recommendations**

- a. Following the Pension Simplification Order of 1994, the concerned Ministries/Divisions should ensure immediate appointment of a Welfare Officer in every office;
- b. After every three months the Ministries/Divisions and Disbursing offices should send to the audit office the list of probable names of government employees proceeding to LPR in next three months so that it can take up preparatory steps beforehand;
- c. All Secretaries i.e. the Principal Accounting Officers of all Ministries/Divisions and the Heads of the Departments should review the pending pension cases awaiting sanction at least once in a month.
- d. For processing of pension cases specialised training is required. The Financial Management Academy under the audit office may help in this regard.
- e. The concerned authority should ensure punishment for negligence of duties/responsibilities following the Pension Simplification Order, 1994 against the assigned official who fails to settle the pension case even after the receipt of necessary papers/documents from the incumbent pensioner;
- f. It is difficult and time consuming to collect the signature of a gazetted officer known to the concerned CAO/DAO/TAO for a widow under the existing rules in the case of family pension. In such cases the condition of identification by the concerned officers of the Accounts Office should be relaxed enabling any officer of the audit jurisdiction who draws his salary from the same Accounts Office to issue certificate of identification on the basis of pensioner's photograph, signature/LTI etc;
- g. After the death of a pensioner his widow is required to apply in a form for sanctioning family pension which is cumbersome and time consuming. Since after the death of the husband the name of the wife is entered in the pension book, the complicated form used in some cases may not be necessary. Steps may be taken to apply in a simplified and easier form instead of applying in the complex form to mitigate the suffering of a widow. This simplified form should be devised by the Comptroller and Auditor General (C&AG).

Report No 8

Monetisation of Vehicle Entitlement of the Officers

08.01 According to the present system of providing vehicles to the entitled officers a car with monthly 200 litres of fuel including a paid driver on full time basis is given to an entitled officer to use on condition of deduction of Tk. 200 from the monthly salary. The expenditure incurred on road tax, insurance, registration, and maintenance remain with the Government. Government officials from National Salary Grade III to I are entitled to get this facility. It may be mentioned that employees from National Salary Grade twentieth up to eleven get conveyance allowance of Tk. 60 per month. But the officials from National Salary Grade X up to IV are not entitled to any such facility or allowance. However, they may avail of the Government managed transport services like microbus, minibus and bus for transportation to the office on payment of Tk. 0.20 per mile. But this arrangement has not been extended to all as entitlement.

08.02 The issue of providing vehicle facility to the entitled officers and the conveyance allowance to particular category of employees were discussed in various Commissions/Committees. The National Pay Commission 1984 proposed to give Tk. 3000 as allowance instead of providing full time vehicles to the entitled officers. In the report of the National Pay Commission 1991, it was proposed to give a new car to the concerned officer for eight years from the date of purchase without providing a full time vehicle to the entitled officer. In this proposal it was further recommended to give 7-litre fuel per day and Tk. 4000 as allowance per month for maintenance and repair of the vehicle and for hiring of a driver. But as the ownership of the vehicle, proposed in the report, would remain in the hands of the Government, the other expenditures, viz., road tax, insurance, registration, etc. too proposed to be the responsibility of the Government.

08.03 In the report of the National Pay Commission 1996, it was proposed to give one time loan to the tune of Tk. 4 lakh at a low interest rate to the entitled officer for purchase of a vehicle and a monthly allowance of Tk. 8000.00 for maintenance of vehicle and hiring a driver instead of providing vehicle to the entitled officers.

08.04 The Committee on Central Transportation Pool formed in 1989 for reducing wastage in the vehicle management of the Government, making financial saving and hassle-free administration in its report recommended to give one time loan to the tune of Tk. 3 lakh at a low interest rate to the entitled officer to purchase a car free from CDST and a monthly allowance of Tk. 10,000.00. It is further mentioned in the report that offering Tk. 10,000.00 as car allowance is so visible and discriminative that it might create adverse reaction in the minds of other officers, members of the staff and the public. So it was been recommended to allocate the car for 8 years from the date of purchase by the government on condition of giving ownership on the basis of contract. In such case it was proposed to give car allowance of Tk. 4,000 per month.

08.05 It has been mentioned in the report of the Committee on Central Transport Pool and Workshop for Repair of Government Vehicles formed in 1993 that since the driver of the Transport Pool is controlled by it, the officer concerned has no authority over him. At present due to the existence of dual administration on vehicle and driver, many complications arise, such as, the log book is not maintained properly, complaint book in the Pool is not maintained regularly. There also remains the possibility of stealing the spare parts and non-cleaning and non-maintenance of the vehicle, etc. Apart from this, it is not possible to take action against any driver

on grounds of indiscipline. It has been recommended in the report that the car and the driver of the entitled officer be placed under the concerned Ministry.

08.06 It is noticed from the latest information and data that for the last five years about 175 vehicles (each year at least 30 or at best 40) were allocated to the new entitled officers from the Central Transport Pool, i.e., average 35 vehicles per annum. At present for each vehicle of the entitled officers Tk. 22 thousand are spent monthly. In line with the recommendation of National Pay Commission 1996 if the vehicle entitlement is monetised and Tk. 8 thousand is given to each officer as allowance then Tk. 14 thousand is saved monthly, i.e., the saving per annum for each car stands at Tk. 1.68 lakh. As a result the total saving for 35 vehicles of the Pool stands at Tk. 58.80 lakh per annum. Likewise in different offices of the Government a huge amount of money will be saved. On the other hand if an amount of Tk. 4 lakh is provided as loan then it will require Tk. 140 lakh per annum for giving loans for purchase of 35 vehicles. It is seen from the available data that for the last 5 years 38 drivers retired, i.e., the average number is 7.6 per annum. If the vehicle entitlement is monetised then in an average 27 drivers would turn out to be surplus per year.

08.07 On discussion and analysis of the above reports it is found that in the context of market economy and privatisation it is more logical to monetise the vehicle entitlement of the officers of the Government. It may also be possible to make the Government free from administrative hassle for maintenance and repair of vehicles and recruitment of drivers. Under the circumstances, in line with the proposals of the National Pay Commission 1996, the following recommendations may be considered for implementation:

- (a) A full time transport-entitled official may be given an allowance of Tk. 8 thousand per month instead of providing vehicle and one time loan of Tk. 4 lakh to be recovered on monthly instalment basis at a low interest rate to purchase a vehicle.
- (b) At present the entitled officials who are benefited from the facility of full-time vehicle may accept the present arrangement or opt for the proposal at 'a' above. But for the **newly entitled officials** the recommendation at 'a' will be compulsory; and
- (c) During implementation of the above recommendation recruitment of drivers in the Transport Pool may be stopped fully.

08.08 If the above recommendations are implemented then the size of the Central Transport Pool will be reduced and the pressure on vehicle repairing Workshop will decrease. At the same time the organisational structure of these two organisations will be required to refix. A small Pool may remain only for use of vehicles by the foreign guests, Speaker, Ministers, State Ministers, Deputy Ministers and persons of equal status, their personal staff and for Commissions and Committees. For the Division, District and Thana administration there may be a small Pool at the district level. The surplus drivers will get all the benefits of retirement according to the existing rules. The government has to provide the above amount for giving loan as recommended at 7(a) above, but in the long run there will be financial saving to the Government. The amount of loan to be provided will be recovered along with the interest and the Government will get rid of the hassle and wastage in this area.

Report No 9

Modernisation of Land Administration in Bangladesh

09.01 Land management in Bangladesh involves land survey and settlement, modification of title and its record keeping, revenue collection and registration. The modernisation of the land management with the aim to ensure proper service to the members of the public through land administration is a long felt necessity. In the opinion of many, one of the main reasons of most of the criminal cases concerns lands ownership issues. In this context it is important to give upto date 'Certificate of Land Ownership' to the owners of land. Land disputes will be greatly reduced if the ownership of land is ensured.

09.02 The ownership of land is changed due to the reasons of land acquisition, river erosion and subsequent reformation later, sale, inheritances, etc. The laws like Contract Act 1872, Transfer of Property Act 1882, Registration Act 1908 and the Registration Rules of 1973 are directly linked with the determination of land ownership.

09.03 But according to rule 42(1) of the Registration Rules of 1973, "Registering Officer is not concerned with the validity of documents".

09.04 Similarly, according to section 17 & 49 of the Registration Act, 1908 it is compulsory to register the sale or transfer of movable property with a value of more than Tk. 100 and in case of any document placed before the Sub-Register for registration, he can act in the following manner in accordance to the provision made under section 52(1) of the said law:

(a) The day, hour and place of presentation, and the signature of every person presenting a document for registration shall be endorsed on every such document at the time of presenting it;

(b) A receipt of such document shall be given by the registering officer to the person presenting the same; and

(c) Subject to the provisions contained in section 62, every document admitted to registration shall without unnecessary delay be copied in the book appropriated therefor according to the order of it's admission.

According to the section 52(2) of the Act, "All such books shall be authenticated at such intervals and in such manner as is from time to time prescribed by the Inspector General".

09.05 Besides, section 10 of Contract Act 1872, section 4, 54, 55, 59, 107 and 123 of the Transfer of Property Act 1882 are complementary to Registration Act of 1908. Regular conduct of survey, registration and making upto date ROR are important matters in identifying land ownership. That is why all concerned laws including the above mentioned existing laws are necessary to amend radically for modernisation of land management.

09.06 To achieve the above objectives, qualitative improvement of the land administration and elimination of land dispute, issuance of "Certificate of Land Ownership," documentation in a simple, understandable and brief format, introduction of the system of plot based khatian and registration of land on verification of its ownership are indispensable.

Recommendations of the Commission

09.07 In this context the Public Administration Reform Commission recommends the following:

- (i) At present there is no system of verification of ownership of land during registration. On amendment of sections 52(1) and 52(2) of Registration Act, 1908, and rule 42(1) of the Registration Rules 1973, "Certificate of Land Ownership" should be issued after proper verification at the time of registration as conclusive proof of land ownership.
- (ii) The Registration authority should register the land after verifying the Certificate of Land Ownership at the time of registration.
- (iii) Present Family based Khatian should be changed to plot based Khatian.
- (iv) Owners of land must collect the Certificate of Land Ownership from the concerned revenue office on submitting necessary papers in favour of ownership within stipulated time. Assistant Commissioner (Land) should issue the Certificate of Land Ownership to the owners of land within stipulated time. Necessary action against officers/staff will be taken if any deviation is made in this regard.
- (v) For government owned land, the authorised officer will collect the Certificate of Land Ownership.
- (vi) It is necessary to make the land transfer deed in simple and understandable language. With this end, the land transfer deed should be made in simple brief format, where only the name of the seller, buyer, price of land and its schedule and voter identity number should be included. In this connection the Ministry of land will take necessary initiative to amend the concerned law in consultation with the Ministry of Law, Justice and Parliamentary Affairs.
- (vii) The seller of land will have to produce the Certificate of Land Ownership in favour of his ownership on the land in the Sub-Registrar's office along with the concerned transfer documents.
- (viii) The Sub-Registrar will register the transfer documents only after being confirmed about the ownership on verification of the Certificate of Land Ownership and later he will ask the Assistant Settlement Officer (ASO) for reflection of the change in the relevant records by transmitting the Certificate of Land Ownership within 15 days.
- (ix) The Assistant Settlement Officer (ASO) will take the following actions after receiving the above report:
 - a. If the full plot is transferred, the name of its purchaser/receiver will replace the name of the previous owner and the record should be amended accordingly.
 - b. If a part of the plot is transferred, the plot should be bifurcated and a new number is to be given in the Mauza Map.

- c. The ASO should ~~send~~ this modified record along with the recommendation of the Sub-Registrar to Assistant Commissioner (Land) with the request to issue new Certificate of Land Ownership.
- (x) The AC (Land) after examining all papers and completing all formalities will issue the Certificate of Land Ownership to the new owner;
- (xi) To achieve the above objectives, sections 52(1) and 52(2) of Registration Act 1908, rule 42(1) of the Registration Rules 1973 should be modified and at the same time the concerned sections of Contract Act 1872, and Transfer of Property Act 1882 should also be modified by the Ministry of Land in consultation with the Ministry of Law and Parliamentary Affairs; and
- (xii) Under the new arrangement field officers like AC (Land), Sub-Registrar and ASO, remaining under the control of the respective Ministries, will co-ordinate their activities sitting in the same campus.

Acceptance and immediate implementation of the above arrangements will lead to a transparent, effective, cost effective, accountable and modern land management system in Bangladesh.

Report No 10

Mechanism for implementation of Interim Recommendations of Public Administration Reform Commission (PARC)

10.01 At present, there is no separate or particular institutional arrangement for examination and implementation of the interim recommendations of PARC. For implementation of the reform proposals the present scope of work of some organisations may be looked into.

National Implementation Committee for Administrative Reorganisation (NICAR)

10.02 In pursuance of the Notification No. **স্মারক/স্বাঃসং/কলস-১৪/৯৬/৮৮** dated 30 March 1997 of the Cabinet Division regarding the formation and scope of work of the Committee, it may be mentioned that there are 10 Ministers and 12 Secretaries in this Committee and its scope of works mainly includes the administrative problems and reorganisation of Districts/Thanas. Its main objective is to implement the decisions on certain matters of administrative reform specially matters relating to field administration and decentralisation.

Secretaries Committee on Administrative Development

10.03 This is a Committee at the level of the Secretaries. According to Notification No. **স্মারক/স্বাঃসং-৬(১)/৯২** dated 11 January 1998 its scope of work mainly includes administrative improvement, but some matters like reorganisation of Ministries/Divisions and reform activities may also be included.

Organisation and Management Wing, Ministry of Establishment

10.04 At present this Wing is performing only part of its responsibilities, i.e., routine or daily organisational matters. The Administrative Reorganisation Committee has recommended to reorganise it into an Organisation and Management Commission by upgrading it. Most of the functions of this proposed Commission is linked with administrative reform.

10.05 By Notification No. **স্ম(উঃস্বাঃ)-০৪/৯৪-৮৪** dated 25.05.95 issued by Ministry of Establishment a decision was taken to establish an "Efficiency Unit" in the Prime Minister's Office and "Efficiency Cells" in six Ministries and their scope of work was also determined. The basic responsibilities of these Cells as envisaged were to evolve efficiency index for the Ministries and evaluate their performance in the light of the same and prepare reports accordingly.

10.06 Later in 1996 although Public Administration Reform Commission was set up for overall administrative reform, no initiative was taken to set up "Efficiency Unit" and "Efficiency Cells". Already three years have passed after issuance of relevant Government Order. It is now included in the terms of reference of PARC to submit recommendations on Efficiency Unit and Efficiency Cells and other institutional matters for implementation of its recommendations.

10.07 In 1996 in the World Bank publication "Government That Works: Reforming the Public Sector" the idea of a permanent commission (National Commission for Reforming Government)

was mentioned for the first time and the proposed Efficiency Unit was mentioned as its Secretariat.

10.08 At present none of the existing Commissions or Committees have specific or overall responsibility to examine and implement the recommendations of PARC. It may be mentioned that although administrative reform is a long term and continuous process, the tenure of the Commission is limited. Under the circumstances, in order to continue the reform activities it is necessary to have separate arrangements for implementation of the recommendations of PARC during and after its tenure.

Recommendation of the Commission

- (a) As per section 6 of the resolution एन.आर.उ नं. २९०-आरि/७९ dated 28 October 1997 of this Commission the interim and final recommendations are to be submitted to the Hon'ble Prime Minister (PM). If any recommendation is acceptable to the PM during the tenure of the Commission then it would be sent straight to relevant **Ministries/Divisions** for implementation. Other recommendations are to be placed before NICAR under existing system which will take necessary action accordingly. If any recommendation is considered to be examined by the Cabinet for decision, then it will be done accordingly. The Cabinet Division will arrange implementation of the decisions of NICAR as well as the Cabinet under existing procedure. The recommendations directly approved by the PM for implementation will be monitored by the PM's office. The recommendations approved by NICAR and the Cabinet for implementation will be monitored by the Cabinet Division regularly.
- (b) With this end in view NICAR may be renamed as "National Implementation Committee for Administrative Reform and Reorganisation (NICARR). It is deemed necessary to include in its terms of reference the provision of examining and implementing the recommendations of PARC. But its present responsibility regarding field administration and decentralisation may continue. The composition of the proposed Committee may be suitably modified.

It may be mentioned that the mechanism for implementation of the recommendations of the Commission after the end of its tenure is under consideration of this Commission.

Report No 11

One Stop Utility Bill Payment System

11.01 Presently people make payment for different utility services provided by different service rendering organisations at different places and dates. The consumers, however, undergo a lot of sufferings at the hands of the service providing organisations to make such payments. This suffering is aggravated when a consumer is to spend some days of a week by standing in the long cue for payment of bills for different services. It is also found that despite payment of bills by the consumers the utility service providing organisations sometimes send old bills of several years as arrears for non-payment to the consumers. As a result the consumers become victims of harassment and anxiety. To give the consumers relief from these harassment and anxiety and to make the payment system easier 'One Stop Utility Bill Payment System' has been thought to be introduced. If this system is introduced the payment of bills for the members of general public will become easier and the revenue collection will be ensured. It may be mentioned that 'One Stop Utility Bill Payment System' is existing in many countries of the world.

Present Payment System

11.02 At present there are some particular branches of Government and private banks to collect bills paid by the consumers and furnished by the service providing organisations like DESA, WASA, BTTB and Titas Gas. The consumers pay their bills in the particular bank branches earmarked for them by the service providing organisations. The service providing organisations do not give any commission to banks in exchange of collecting bills by them. The banks do this work in favour of the service providing organisations on the basis of bilateral contract.

11.03 The consumers face different problems in paying the bills under the present system, which is discussed below:

- a. Different service providing organisations send the bills to the consumers at different times. The time limit for payment of bills is also different. So the consumers are to pay their bills on different dates. The consumers cannot pay their bills in any other bank except the bank stipulated by the service providing organisations. As a result the consumer is to stand in long cue to pay the bills on different dates of the week and he faces a lot of sufferings and wastage of time.
- b. Sometimes it is found that the consumer receives the bill from the service providing organisations just 1-2 days before the due date of expiry, even sometimes on the last day for payment. As a result the consumers face difficulty in payment of bills. It is also found that if it is delayed to pay any bill, the consumer is to go to the concerned service-providing organisation to extend the time of payment. For example, in the case of DESA if any consumer is unable to pay bills within due date indicated on the bill, he has to go to DESA office to extend the date of payment. As a result the consumers suffer harassment.
- c. There is only one counter allocated at the banks for the payment of bills which is often crowded. Besides, there are neither necessary directional signs nor information displayed at the bank counter for quick payment of bills. As a result a consumer is to spend quite a long time in the bank to complete the process of payment of a bill.
- d. The banks are often late in sending the records of the daily transaction/collection sheets to the utility agencies concerned. The daily records of payment are very important to the service providing organisations. Because on the basis of these records they update the respective subscriber account; otherwise disconnect the service by cutting the line, if

necessary. It is found that it takes several months to transmit the funds to the service providing organisations collected by the bill receiving banks.

- e. Because of the delays by the bill collecting banks in sending the daily transaction records to the concerned utility organisations or non-recording of the paid bills by the utility organisations, in many cases the bill for the particular period is again sent to the consumer for payment or the utility supply is disconnected despite payment of concerned bill by the consumer.
- f. Due to lack of modern equipment or automated system in the bill collecting branches of the banks for quick collection of bills, 3-4 personnel are required to be engaged by the banks in the process of bill collection.
- g. There are limitations in the process of record keeping of the banks, daily accounts keeping, transfer of funds, etc.

Review of implementation procedure of One Stop Utility Bill Payment System

11.04 The implementation procedure of One Stop Utility Bill Payment System is discussed below in brief:

- a. Special procedure and instructions should be formulated for the participating banks, post offices and service providing organisations to ensure introduction of One Stop Utility Bill Payment System and these should be preserved as documents. It may be mentioned that for the convenience of the consumers in different countries of the world there are arrangements of collecting bills simultaneously by the Post Offices and the banks.
- b. It is necessary to form a technical committee/working committee comprising of representatives from the concerned Ministries/Divisions, concerned service providing organisations and concerned bill collecting agencies for co-ordination and removal of difficulties while introducing the system.

General Policy

11.05 Under the new system, the members of the public or consumers will be able to pay the bills of all concerned agencies i.e. electricity, water, telephone and gas in the same bank or in any one of assigned list of branches of the banks. Payment could also be made in any one of the Post Offices.

11.06 In future payments of all bills may be made through credit cards and cheques as well as by cash. If payment is made by cheque, one cheque can be utilised to settle all the utility bills with the condition that they are for the bills belonging to one name or address.

Methodology of work

- a. All the branches of banks and post offices are to be enlisted for collection of bills.
- b. Each bill-issuing agency will be allocated one identification code.
- c. In case of collection of bills by cheques, the banks collecting the cheques must record the following details at the back of the cheque:
 - i. Agency code or name of the agency
 - ii. Date of receipt
 - iii. Account number of the bill
 - iv. Amount of payment against each bill

- d. The banks and post offices can write the names, addresses and telephone numbers of the issuers of cheques, if required, at the back of the cheque.
- e. The bills that need to be paid under this system can be paid at any one of the payment centres in the city or district where the bills were issued. At the initial stage of implementation, this system will be introduced in the Dhaka City area.
- f. Receiving banks and post offices must record the details of the bills separately for each utility organisation by using the daily transaction sheet and tabulate the collections according to the agencies that are issuing the bills by using the format created and ensure that they are in line with the daily collection statement.

Issuance of receipts

- a. Receipt must be issued for payment of each bill.
- b. Receipt can be issued in the following ways:
 - Receipt can be issued through a receipting machine by printing the particulars of the bills on both the portions of the bill.
 - Manually by stamping on the utility bill of the agency with the official stamp of the bank or post office.
- c. The particulars of the bill should be entered into the receipting machine while receiving bills so that the details of the bill are printed out automatically on the two portions of the bill [the customer copy and the utility agency copy]. If done manually, it may be done by stamping on both portions of the bill, one on the customer portion of the bill, which would be given to the customer and the other on the portion of the bill meant for the utility organisation which would be later returned to the respective agency that issued the bill for their record purposes.
- d. The banks/posts offices, which will collect the bills, must sort out the appropriate portions of the bills or the stubs according to the respective utility authorities. This can be done by having separate small boxes or containers marked for each agency for keeping/putting the stubs of the paid bills or receipts. The sorting of these bills by agencies will assist to facilitate the balancing reconciliation of accounts at the end of each **working** day as well as to return them to the respective agencies.
- e. The copies of the receipts or the stubs of the paid bills which have been sorted, separated according to the agencies which issued them, must be sent together with the daily collection statement of accounts [transaction] to the respective utility agencies on the following working day to update their accounts of the customers or subscribers without delay.
- f. The various branches of each bank involved in the system should deposit or transfer daily collections into a central **collection/clearing** account of the utility agency concerned at the bank Head Office for subsequent payment to the utility organisation so that the consolidated collections are transferred to the respective utility organisations smoothly.

Proposed Central Clearing Account System

- 11.07 For proper functioning of the system particularly in the collection of money for the various bills from the public by the participating banks and its branches and subsequent transfer of funds, there needs to be a proper clearing mechanism established between various branches of the banks and their respective head offices, to transmit the money to the utility organisations.

11.08 For this system to operate efficiently and effectively each collecting bank should pay particular attention to two important items i.e. daily bill records and the transfer of funds, which is mentioned below:

- a. The records of daily collections of bills with their account numbers must be sent to the respective utility agencies by each bank on a timely basis to enable them to update their subscribers accounts on regular basis.
- b. The money collected by each and every bank [branch] must be transmitted to the central collection/clearing account at its Head office for subsequent transfer to the respective utility agencies.

11.09 Each utility organisation will have to maintain an account in the Head Office of concerned bank engaged in collecting bills. This Account will serve as a central collection and clearing account for all the respective branches of the bank to deposit their daily collections.

11.10 Each bank [branch] will collect the money for the various bills on a daily basis. At the end of each working day the various branches of the banks will total up their bills and tally the collections for the day based on the daily collection statement. This would be done by each branch for that day for each utility organisation. Then they would have four different lists and four individual total collections meant for four utility organisations. The money collected will have to be deposited in the respective bank Head Office in the name of the concerned utility organisation. Then the bank will send a list of statement of payment to the respective utility agency to update their subscribers account.

11.11 So each and every branch of concerned bank is not required to transfer the daily collection of money and statement of accounts directly to the respective utility organisations. It will be done through the Head office of the concerned bank. The bank Head Office will get the account of consolidated daily amount from the concerned section and will add to the accounts of concerned utility agency the amount already collected. Depending on the instructions from the utility organisations, the Head Office of bank will arrange to send the total amount collected (the process is shown in Enclosure 1). The bank Head Office may follow any one of the procedures given below as per instruction of the bank:

1. It may remit the amount collected to a designated bank account where the utility agency is keeping its funds.
2. It may make a payment order from time to time on the basis of instructions issued by the utility agencies.
3. It may transfer the funds to Bangladesh Bank, where applicable, as per instructions.

11.12 The utility organisations can instruct the concerned HQ bank on when, how and through which mechanism the amount collected will be remitted by the bank to the utility organisations. The utility organisations can also instruct the banks about the exact timing and time-gap for remittance of the amount collected. The utility organisations can claim interest from the banks for the money collected and kept in the bank and on the basis of negotiation the money collected may be kept in the banks for a week, if a big amount is collected.

11.13 The utility organisation can also negotiate other special arrangements with the banks which will benefit in the process of collection of bills. These may include provision of certain facilities or reduction/non-payment of any charges specified for collection purposes.

Statement of Daily collections/Monthly Reconciliation

11.14 The receipts or stubs of the paid bills must be accompanied with a daily collection statement of accounts or the daily summary transaction records while being forwarded to the respective agencies. The format of daily collection statement is enclosed (Enclosure 2). Monthly reconciliation statement of accounts can be prepared based on the following data:

- a. total gross collection
- b. advance payments that have been made
- c. number of bills collected per agency
- d. balance amount to be settled.

11.15 It may be mentioned that the concerned branches of the banks will prepare the monthly reconciliation statement and send it to the Head Office for forwarding the same to the concerned utility organisations. The Head Office will remit the utility organisations the amount collected on an agreed time/period basis directly or through any other arrangement directed by the utility organisations. The format of monthly reconciliation statement is enclosed (Enclosure 3).

Commission to the bill collecting agencies by the utility providing organisations

11.16 While finalising this report on One Stop Utility Bill Payment System by the Public Administration Reform Commission the matter was discussed with the Finance Division, all service providing agencies, representatives of bill collecting banks, private banks, and post office. It was agreed in the meeting that the utility organisations would provide commission per bill at the same rate to the bill collecting agencies. Among the utility organisations only DESA agreed to give commission at Tk. 5 per bill to the bill collecting agencies. Among the bill collecting agencies, Post Office claimed Tk. 6.50 per bill. It is found in a survey conducted by Janata Bank that if the utility organisations give commission at the rate of Tk. 5 per bill, then it remains in the break-even point. Under these circumstances, it appears reasonable to fix the commission at Tk. 5 per bill. The service providing organisations will provide this commission to the bill collecting agencies, but the consumers must not be charged for this. The amount of the commission may be reconsidered after one year.

Commission's Recommendations

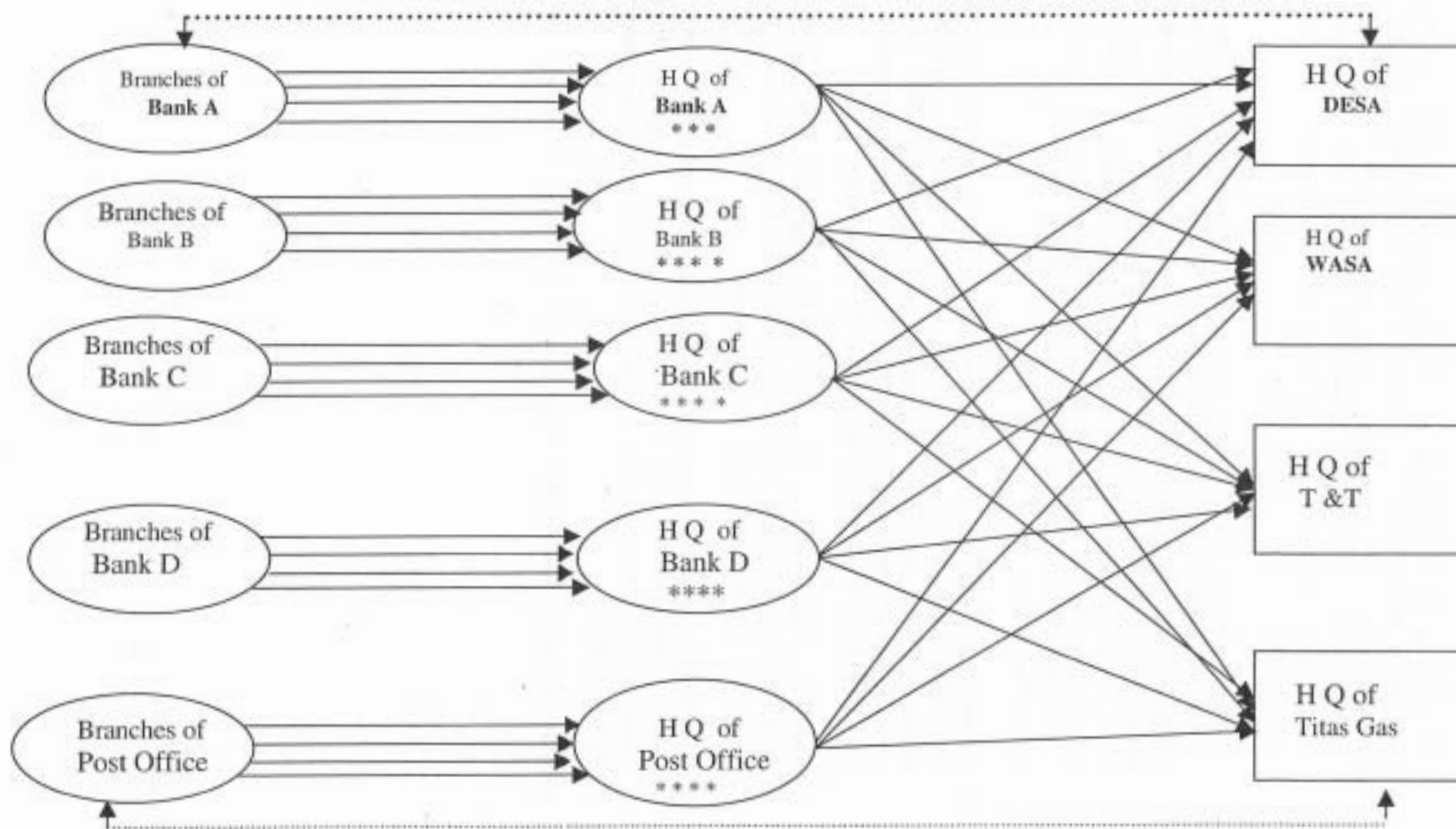
11.17 The Commission submits the following recommendations after detailed examination of different aspects of the matter:

- i. One Stop Utility Bill Payment System may be introduced in place of the existing one. Under this system, a customer will be able to make payment of all utility bills such as telephone, electricity, water and gas bills on the same day at the same time in one of the bank branches or post office of the concerned zone on his own choice;
- ii. This system may also be introduced through different Post Offices of Dhaka along with different banks;
- iii. An acceptable billing date may be introduced to make the payment of bills of the consumers easier. With this end all utility service organisations will ensure the issuance of bills by the 20th of the following month and the customers will pay the bills without surcharge by 10th of the next month. In case of delay in payment of bills, the consumers will be able to pay with surcharge without seeking permission from the bill issuing organisation;

- iv. The bill issuing service organisation will pay a commission of taka five per bill to the bill receiving Bank or Post Office. This commission must not be charged to the customers. The amount of the commission may be reconsidered after one year;
- v. The service providing organisations will make entry in their ledgers according to the statements of paid bills. The service providing authority will issue a certificate against the payment of bills at the end of the year to the customer. The service providing organisations will ensure all arrangements for issuance, collection and entry of the collected bills in the ledger. Necessary departmental action has to be taken against the concerned officers/employees for negligence in this regard;
- vi. For implementation of this system, automation or modern receipting machines may be introduced in the bill collecting agencies. It will help collect the bills quickly and avoid the long cue and delay in collection of bills. Through this method only one person can collect bills efficiently whereas three persons are required now to do the same. The daily account of the collection of utility bills can be accumulated through this machine and at the end of the day a report in this regard can be obtained. All utility organisations can introduce computers immediately to improve their billing and accounts system.
- vii. An acceptable accounts of transaction of money, e.g. accounts of daily transaction and monthly statement may be introduced through the method mentioned above to the service providing organisations by the bill collecting agencies. The bill collecting organisations will ensure the transfer of fund deposited by collection of bills through their Head Offices as per agreement within the stipulated time.
- viii. The system can initially be introduced on pilot basis in certain specific zones of Dhaka city and depending on its success it can be replicated in phases throughout Dhaka city and subsequently all over the country;
- ix. A technically working committee may be formed with representatives from service providing organisations, bill collecting agencies and concerned Ministries to encounter different problems that may arise and also co-ordinate while implementing the new system.

The Ministry of Finance should be directed to take necessary action in this regard.

One Stop Bill Payment System
Collection/Clearing of Accounts for Payment of Bills
Daily Collection Statement (Records of Bill)



Daily Collection Statement (Record of Bills)

Note : **** indicates the Collection/Clearing of Accounts for each Utility Organisation

Daily Transaction Record

(DAILY COLLECTION STATEMENT OF ACCOUNTS)

Name of

Utility Organisation:

Code No.

Date:

Collection Centre:

Name of Bank/Post Office:

Branch:

Sl. No.	Bill No.	A/C No.	Tax	Total Amount
1.				
2.				
3.				
4.				
5.				
6.			0	
7.				
8.				
9.				
10.				
Total Collection for the Day:				

Name of Office Prepared:

Certified by Manager:

Monthly Reconciliation Statement

Name of the Organisation:

Code No:

Month/Period of Statement:

Collecting Agency:

1. No of Bill Collected:
2. Total Gross Collection:
3. Payment Made so far:.....
4. Balance of the Amount:.....Tk.

Signature of Officer Prepared:

Certified by Manager:

Date:

Report No 12

Simplification of the Issuance of Passport

Present system of issuing passport

12.01 The Immigration and Passport Department issues the following classes of passports under the existing system:

- a. Ordinary international passports for all citizens. Under this category there are two additional types, viz.,
 - i. Gratis passport: Given to those who represent the nation; and
 - ii. Official passport: Given to government officials travelling abroad for official purposes.
- b. Special passports (Restricted for travelling to India only).
- c. Diplomatic passports

12.02 The passport issuing authorities for various classes of passports are different. For example,

- a. Director-General, Department of Immigration and Passport – the general international passport for all citizens and special passport for travelling to India only.
- b. Foreign Secretary – Diplomatic passport
- c. Home Secretary – Special passport other than the above.

12.03 At Present the international passport issued to the citizens is valid for ten years. But initially the passport is issued for five years. The holder is required to extend the validity for another five years after the expiry of validity of five years. After the completion of the 10-year period the holder has to reapply for a new passport.

12.04 There are different procedures involved in issuance of the various types of passports mentioned above. The documents and fees required for applying for a general international passport are given below in brief:

- a. Documents and Forms: In order to apply for an international passport a person has to submit the following documents to the passport office:
 - i. Make a formal application in the prescribed form.
 - ii. Proof of fees deposited in the designated bank i.e. receipt to be attached.
 - iii. Submit 4 copies of photographs – three copies of passport size and one stamp size.
 - iv. A surety bond.

These documents and photographs are to be attested by a gazetted officer or any other authorised person.

- b. Unlike many countries of the world, in our country there are three categories of fees levied by the Immigration and Passport Department for the issuance of international passports based on the degree of urgency and the ability to pay, which determine the time required for processing and the issuance of passports. These are as follows:

<u>Urgency of the case</u>	<u>Fees</u>	<u>Time/Day taken to issue</u>
a. Very urgent	Tk. 3150	72 hours (3 days)
b. Urgent	Tk. 1250	12 days
c. Ordinary	Tk. 750	22 days

12.05 There are many problems in the existing system of issuance of passports and there are complaints against the procedure of applying for passports. These are complex procedural problems, waiting in a long cue, harassment by middlemen, delay in issuance of passports, police verification and the matters related to attestation.

Procedural Problems

12.06 The applicant is to queue up at the appropriate counter with various forms and documents and submit the application to the respective counter clerk. The applicant is to proceed to the other corresponding counter to queue up again to obtain the receipt. The receipt is the proof of submission of the application forms and contains a serial number and the date for the applicant to collect the passport, if there is no complication. The date for the collection of passports indicated on the receipt is, for very urgent cases 3 days, for urgent applications 30 days and for ordinary cases 70 days, from the date of submission. The applicant is to come on a particular date to collect the passport. There are 4 counters allocated for receiving the applications, of which one is exclusively allocated for the ladies catering for all types of applications. The other three counters are for men representing the different types of processing, i.e., very urgent, urgent and ordinary cases. Receiving of applications and issuance of receipts can be done from one counter and as a result 8 counters can be opened with the manpower of the present 4 counters.

12.07 The applications are sent to the dispatch section for recording and the preparation for verification. These are, then, signed by the officer and the 2nd copy [photocopy] of the application form is sent to the police department for verification. The applications are forwarded to another section where the bank receipts attached to the application forms are checked and verified with that of the bank statements from the specified banks where the application for fees were made. Owing to numerous cases of fake bank receipts or forged ones the department undertakes this process of verification and the fee receipts submitted with the application form are not taken for granted. The applications are also verified with the Department's black list.

12.08 After this checking, the processing work 'stops' for the applications for urgent and ordinary cases, for a period of 22 days and 60 days respectively while waiting for the police report. When the police reports are not forthcoming after this stipulated time for urgent and ordinary cases respectively, the Department will again commence processing the applications to prepare the issuance of the passports during the subsequent 8 to 10 days, so as to get them ready for collection by the applicants on the dates indicated at the time of issuance of receipts. It may be mentioned that in most of the cases the police verification reports are not received. According to the statement of the Department in 95% cases the police verification reports are not received. The Department eventually issues the passports to the applicants after necessary processing of the applications. When the police report is received it is kept in the file of the Department for examination later. Due to delay there is no use of such police verification report.

12.09 The passports issued presently are the manuscript types where all the particulars in the passport are entered manually i.e. hand written. Machine Readable Passport (MRP) has not yet been introduced.

Long Queues at counters

12.10 During visit the passport office at Agargaon was found very crowded and there were long queues at the various counters. The line management was not modern. There was also no information about line management by applicants.

Harassment by middlemen

12.11 Numerous middlemen were found at the Passport Office who were acting as middlemen offering all kinds of service pertaining to passport applications. Some were seen selling forms at Tk. 30 [normal cost Tk. 5], some assisting to fill the forms, some even offering services to attach/paste the three passport size and one stamp size photos. The stamp size photo needs to be attached in a peculiar way which most applicants interviewed did not know how to do. There were some middlemen who were offering to help make payment of the required fees to the bank, which was located at some distance away.

12.12 The seasoned and well-established middlemen give assurance to undertake the entire process of application and issuance of passports for a particular amount of fee. What is more amazing is that these middlemen even promise a speedier issuance of passports within a day or couple of days for a huge fee. They conduct their works within the premises of the Passport Office and also in the vicinity of the premises in full view of every body. These agents were apparently being entertained by some of the staff in the Passport Office to process the applications brought by them by providing them undue advantage over others. There have been many complaints of corruption and malpractice with regard to the issuance of passports and these were corroborated by many of the applicants who were interviewed at the office. It has been reported that the applicants face harassment by the middlemen during collection of passports. The middlemen offer issuance of passports at a quick date and demand money for that within the premises of the Department. These activities of the middlemen are not possible to carry on without assistance and support of some of the employees of the Department. The conduct of these middlemen and the malpractice of some of the staff at the Passport Office at Agargaon are tarnishing the overall image of the Immigration and Passport Department.

Long delays/time taken

12.13 Although the time frame for issuance of passports is 12 and 22 days for urgent and normal cases respectively, the actual time taken to issue passports is much longer than that stated by the Department for both the above cases. This is because of the system being practised and the long protracted procedures in getting the police verification report. When the **police verification report is not forthcoming, the Department begins processing the** applications for the issuance of the passports normally after a period of 22 days for urgent cases and after a period of 2 months for other cases.

Police verification report

12.14 As mentioned earlier, one of the essential requirements of the procedure for issuance of international passports is the procurement of a police verification report. The purpose of the this report is to verify and confirm as to whether the person is a Bangladeshi national, his place of origin as well as a statement relating to the character of the person applying for the passport. The process of verification is a very long drawn out affair as the police personnel has to go to the particular address and make detailed inquiries and prepare the reports. In some cases the police personnel in the field have to go to the concerned district or Thana where the person hails from to prepare the verification report. Often information is not readily available for many reasons. Due to delay in the verification of information by the police the preparation of their report is delayed.

Requirement of attestation in the forms/surety bond

12.15 The present procedure requires attestation by a gazetted officer of every application as well as the photographs. This procedure poses one of the major problems to an ordinary citizen, as he hardly knows any person of that status. On investigation various interesting cases were revealed. Because of this procedure, some applications are being attested by officers who hardly know the applicants. For this system the middlemen normally 'cash in' to get the necessary attestation for a fee. In such cases, too, the applicant is hardly known to the person or appears in front of the person who is attesting the documents to verify the photographs. What is even more shocking is that there are some cases of such attestations being done by the middlemen themselves who carry various rubber stamps. The passport authority is not in a position to verify all such attestations.

Discussion on some reform measures regarding issuance of passports

Simplification and redesigning the prescribed forms

12.16 Generally, forms should be simple and should contain pertinent information, which are essential for decision making. Such simple forms not only facilitate the filling of the same by members of the public but also help the agencies in processing them for approval. There are a number of items in all the application forms [Form A, B and C] that are either irrelevant or really not necessary under the present circumstances. The first category of items, such as, in Form A, item [8]- colour of eyes, item [9] - colour of hair and item - [10] distinguishing marks can be deleted or dropped. These informations are now considered irrelevant. Most passport authorities have omitted these informations in the passports and with the present technology available to them, these are no more permanent features to be relied upon. The items, such as, colour of the hair [coloured dyes], eyes [coloured contact lenses] and distinguishing marks [plastic surgery] can easily be changed or modified and as such serve no real purpose.

12.17 The second category of items recommended for omission in all the application forms are items [13] and [14] which require the applicant to state in the application form, "in which countries the passport is applicable" and "the purpose of the journey". Generally, when passport authority issues a passport it is valid for travel to all countries except to countries which the government specifically restricts by policy. A citizen can not go to a restricted country even if the citizen wants to do so. On the other hand international passports are not issued depending on the purpose of visit of the citizen. It is, therefore, irrelevant in the application form.

12.18 Currently, there are three separate forms being used for the application of a passport [Form A], for renewal [Form C] and application of a passport for children under the age of twelve [Form B]. The amalgamation of these forms into a single form containing relevant sections/parts to cater for the above three applications/functions would further greatly facilitate the work of the department and the applicants. By having one form it will greatly expedite data entry and processing when these applications are computerised in future. It is proposed that these three separate forms be redesigned and be amalgamated into one form as in appendix A. The specific particulars as formatted in the new form can be amended, if required.

Availability of forms

12.19 Currently an applicant has to fill up three different forms to apply for an international passport. The natural tendency for an applicant who wants to apply for a passport is to go to the passport office to obtain the forms and make inquiries. These forms are, however, neither available here nor are they displayed at the office which issues the passport. So in many cases

out of necessity some members of the public are compelled to procure these forms at a higher cost from the middlemen and continue maintaining relations with them to solicit necessary information.

Payment at banks

12.20 In order to apply for the passports one has to pay the appropriate fee at one of the designated banks. Often the payment at these specific banks, which are located far from the Passport office, pose great inconvenience. An applicant who is not familiar with the city will find this as a hassle and some applicants have no choice but resort to the middlemen for the services. Even though the bank issues a receipt, which is required to be attached to the application form but the department still counterchecks and verifies again subsequently with the statement from the bank to ensure that appropriate payments have actually been made.

Renewal of passports

12.21 Passport holders are to go to the Passport office for renewals due to the following reasons:

- a. Extending the validity period of the passports after the 5-year expiry period using the same passport book.
- b. Applying for a new passport book after expiry of 10 years of the old one.

Though the passport document issued will last for ten years, but the initial validity period currently given is only 5 years. The holder has to apply for an extension of another 5-year period on expiry. This not only increases the workload at the passport office for such extensions, but also causes some inconvenience to those who prefer 10 year validity period of the passports.

Application for official passports

12.22 Official passports are normally issued to Government officers who go abroad for official purposes. The present procedure for issuance of an official passport commences with the issue of a government order from the respective Ministry of the officer concerned. The officer then submits the Government Order [GO] addressed to the Director General [DG] of the Passport and Immigration Department to the Director of Passport [DP]. The Director of Passport on behalf of DG approves the request for issuance of passport. This approval is sent by DP to the Deputy Director of Passport (DDP). Then DDP forwards it to the Assistant **Director of Passport (ADP) after checking**, who instructs the concerned clerk to put up the file to him. Then the same opposite procedure of putting up the file from clerk to ADP, ADP to DDP and finally to the Director of Passports who signs and issues the letter of approval for issuing the official passport is followed. This whole process generally consumes at least half a day. The officer then proceeds to the Passport Office located at Agargaon with this letter of approval from the Director of Passports and with other necessary documents. At this office, the Deputy Director of Passports [DDP] approves it and sends it to the concerned ADP. He then passes it to the concerned clerk for action. The clerk concerned prepares the passport by entering the details in the passport. He then hands it over to ADP for checking and verification. After checking the particulars ADP submits the passport to DDP for final checking and signature. Then the applicant officer collects his passport. The entire process takes some 48 hours for issuing an official passport.

Validity period of official passports

12.23 In many instances the official passports have a validity period of 3 months, which is considered by the authorities as sufficient to cover the period of the official trip. This brief

validity period, however, may cause difficulties to the holders as most of the countries now insist on a minimum validity period of at least 6 months before they are prepared to issue a visa for the visit.

Proposal by the department for issuance of passports through agents

12.24 The Department of Immigration and Passport has put up a proposal to the Ministry of Home Affairs for issuance of passports through agents by legalising their services. This would mean that the middlemen would be officially recognised as passport agents to interface between the public and the Department as a party. It is not clear, what the terms and conditions of these agents would be, how they would be monitored or supervised to ensure that there would be no further abuses and malpractice. What fees will they be authorised to charge the public, the procedures pertaining to registration and deregistration of the agents, etc. These issues need to be seriously examined before even considering whether such a service should be sanctioned at all by the Government. By implementing this proposal, a dangerous precedence will be set up for other service-oriented organisation. It is certain that this arrangement will increase the cost of charges in dealing or obtaining services with the Department of Immigration and Passport for processing the application for a passport.

Computerisation in the Department of Immigration and Passport

12.24 Some of the main functions of this Department are to safeguard national security, regulate the inflow of foreigners and issue valid travel documents for Bangladeshi citizens willing to travel abroad. With the increase of workload and issuance of thousands of travel documents each month, the Department should be equipped with modern tools of technology.

12.25 Computerisation is essential to enable the Department to improve its efficiency in daily operational functions such as issuance of passports, checking documents, application of rules and regulations and above all maintenance of data.

Necessity of a National Identity Card System

12.26 The necessity of National Identity Card for all citizens of Bangladesh is important. It is a fundamental requirement not only for identification purposes that one is a national of Bangladesh but also to facilitate all interfaces with the various government agencies. This card identifies a person for all types of interface transactions requiring positive verification and provides specific information of a person's identity or particulars, such as, name, address, age etc. It also serves as the primary legal document that testifies the cardholder as a citizen or permanent resident of Bangladesh.

12.27 If identity card system is introduced, there will be no need to request for a separate satisfactory character certificate from the Police, Gazetted Officer or from Municipality/Union Parishad Chairman regarding citizen's nationality as required now.

Age and other matters incorporated in the proposed ID

12.28 It is recommended that the identity card system should be introduced for all citizens on reaching the age of twelve. The contents of an identity card should contain the following essential information, viz., (a) Name, (b) Father's Name, (c) Date of Birth, (d) Place of Birth, (e) Address (f) Nationality. These informations can be preserved in a database through a registration system by the Ministry of Home Affairs [National Registration System] and other concerned offices can use them for verification purposes. When the system is fully developed a coding system could be introduced to capture some of the required data very efficiently.

12.29 The present procedures and processes for various interfaces with the government agencies can be enormously simplified and the services may be speeded up with the introduction of an identity card system.

Introduction of the Birth Registration System

12.30 With the introduction of the identity card system in place, simultaneously a system of compulsory birth registration for all children should be mandatory through legislation. The birth registration will facilitate the following:

1. establish the identity of the child with a name;
2. establish the identity of the child's legitimate parents;
3. ensure true and correct age;
4. accord and confer citizenship status/rights automatically without any doubt;
5. serve as a permanent document for parents for all interfaces with authorities/institutions; and
6. provide the Government accurate statistics/records for all types of planning for various development activities.

Recommendations

12.31 In order to simplify the process and improve the present system of issuance of passport, the following proposals are recommended:

1. Two types of passports may be issued depending on the importance and time frame, viz., (a) urgent and (b) ordinary. Urgent passports are to be delivered in 72 hours and Ordinary within one week of submission of application.
2. As an immediate measure, the Department of Immigration and Passport should undertake some rearrangement at the present office in order to enable it to open 8 counters daily to serve the public for receiving application and issuing the receipts. This proposal will reduce the time taken, ease the queues and clear the applicants promptly.
3. The existing three forms may be amalgamated into one by introducing one application form for applying for passport.
4. Discontinue with the present practice of requirement of police verification report for the issuance of passports.
5. Abolition of the requirement of attestation of the application forms and photographs by gazetted officials.
6. Surety Bond may be abolished.
7. Increase the validity period of passports to 10 years and the option for a 5 or 10 year period be granted to the applicant at the time of application.
8. Machine Readable Passport [MRP] may be introduced without further delay and on a priority basis. This will enhance the security features, increase the productivity and efficiency in the issuance of passports, reduce human errors as in hand-written passports and render the particulars in the passports more legible. With the introduction of MRP, forgery and tampering will be greatly reduced.
9. The computerised processing of application should be introduced in stages as soon as possible. With the introduction of data base information system it will be difficult for a person to have multiple number of passports by forgery.

10. At a later stage, the electronic Queue Management System be introduced to manage the huge crowd at the office and facilitate the service at the counters. This will improve customer satisfaction, eliminate the overcrowding at the counters, facilitate the staff in the processing of the applications as well as provide daily performance reports on applications to the management for monitoring purposes.
11. The Department should produce simple brochures containing brief information such as the application procedures, availability of forms, fees/payment centres, office service hours, etc. to be disseminated freely to the public. There should have proper directional signs and a functional desk to assist the public. Sample forms [filled] should be displayed clearly indicating how photos should be attached. The applicants pay money for the services. So the applicant should be informed about the facilities available for rendering services by the department.
12. Inclusion of more banks as payment centres where the people can pay the fees. Particularly, additional banks may be set up in the vicinity of the Department making it more convenient. The list of payment centres (banks) should be displayed at the office at a prominent place. Alternatively, the Department should consider providing 'one stop service' by locating a payment (bank) facility at the site or premise of the Department.
13. Introduction of voter identity card system on reaching the age of eighteen (18) may be expedited to apply for passports. For below that age Birth Registration Certificate may be used for the same purpose.
14. To simplify the process of issuance of official passports to Government officers by simplifying the existing procedures, such as, allowing DP to approve the government order by having a pre-printed form/letter where DP can sign directing DDP to issue the official passport. The original GO may be filed up at HQ with a photostat copy [if required] of the GO sent to the passport office at Agargaon for their records. The whole process should be completed within a working day.
15. All official passports issued should have a minimum validity period of 6 months.
16. The Ministry of Home Affairs may be instructed to amend the relevant laws, rules and regulations accordingly to provide for necessary changes in the present system as suggested above.

Immigration and Passport Department

Application for a Passport/Renewal/Extension children's Passport Under 12 Years

Attach the Bank
Receipt for the
Relevant Passport Fee

Section A

Passport Office:
File No :
Scroll No: Date :
Amount of Money :
Date of Payment :

Application for a Passport (For Above 12 Years)

(Please Fill Sections A & D)

If possible the applicant should fill the form by himself/herself.

* Please tick (✓) in appropriate box.

Part One (I)

Applicant's Particulars



1. Full Name..... (Bangla)
..... (English)
2. Profession :
3. Name of Father/Husband :
4. Date of Birth : 5. Place of Birth :
6. Height :
- *7. Marital Status : ☐ Married ☐ Unmarried ☐ Widow ☐ Divorced/Divorce
- *8. Citizen Status : ☐ By Birth ☐ By Parent's Citizenship ☐ By Immigration
☐ By Registration
9. Permanent Address :
10. Present Address :
11. Period of Validity : ☐ 5 Years ☐ 10 Years

Part Two (II)

(To be filled only if children's names are to be included)

12. Children to be included in the Passport (if applicable):

Sl. No.	Name	Date of Birth	Place of Birth	Male/Female
1.				
2.				
3.				

Report No 13

Simplification of Driving Licences, Registration of Vehicles, Procedures Regarding Issuance of Fitness Certificate and Payment of Road Tax

13.01 An Ordinance (Ordinance No. 12, 1987) was issued in 1987 for smooth performance of various requirements in respect of motor vehicle as mentioned in the Motor Vehicles Ordinance 1983, Motor Vehicles Rules 1984 and 1940, Motor Vehicles Tax Act 1932 and Tax Rules 1966 and for modernisation of the management of road transport system and to bring it under the control and supervision of a single agency. Under the provision of Rule 2a of the above Ordinance, Bangladesh Road Transport Authority (BRTA) was created under the Ministry of Communications in December 1987 (No-SRO/303-Law/87). BRTA's main responsibilities include overall supervision, management and control of road transport sector. Presently the manpower strength of this agency is 265. The revenue income of this Authority was Tk. 18 crore in 1989-90. In the Financial Year (1996-97) the revenue income was Tk. 106.22 crore. The functions of BRTA are mentioned below in brief:

Functions of BRTA

- (1) Overall control, management and supervision of road transport;
- (2) To formulate law/rules in respect of motor vehicles or and
 - (a) To follow the provisions of motor vehicles law and
 - (b) To take necessary action against breach of this law
- (3) To take necessary measures for the safety of road users and prevention of accidents;
- (4)
 - a. Establishment of workshop for repair of motor vehicles
 - b. Registration of training schools for driving motor vehicles.
- (5)
 - a. Issuance of licences to drivers of motor Vehicles\contractors after examining their skill;
 - b. Renewal of licences; and
 - c. Issuance of licences to the driving instructors after verifying their efficiency.
- (6)
 - a. Registration of motor vehicles; and
 - b. Issuance/renewal of fitness of motor vehicles
- (7) Inspection of motor vehicles involved in road accidents
- (8) Issuance/renewal of route permit to the motor vehicles
- (9) Maintenance and repair of Government motor vehicles
- (10) Collection of taxes and fees from motor vehicles and maintenance of accounts
- (11)
 - a. Collection and maintenance of statistics about road and traffic accidents
 - b. Research, planning and implementation of programmes for development of transport system;
- (12)
 - a. Constitution and control of district and metropolitan transport committees (in place of BRTA)
 - b. Co-ordination among different transport services\concerned departments\ offices; and
 - c. Discussion of and attendance to problems relating to the demands of road transport owners and workers.

The most important functions of BRTA are discussed below:

Motor Vehicle Registration

13.02 BRTA registers all motor vehicles of the country. Motor vehicles are registered in each of 18 circle offices of the country under the supervision of an Assistant Director. The circle offices are located in the premises of the old district Head quarters.

Issuance of motor driving licence

13.03 The Assistant Directors of different circle offices of BRTA issue motor driving licences. Before issuance of such licence the Competency Test Board headed by the concerned Additional District Magistrate takes a driving test. The candidates who pass driving test successfully are given driving licences. It may be mentioned that although 36 thousand new motor vehicles were registered per year on an average in the last three years, the number of licences issued stood at 18 thousand per year. It indicates that a good number of drivers do not have genuine driving licences. It hampers the security of road users on one hand and deprives the government of revenue on the other.

Issuance and renewal of fitness certificates of motor vehicles

13.04 BRTA inspectors of motor vehicles issue fitness certificates to ~~the~~ vehicles after examining their fitness for movement on the road. The inspector of a circle where the vehicle generally moves issues the fitness certificate. It is noticed that about 40% vehicles are not brought to BRTA for fitness certificates. For this, the owners' associations were invited through press release to take necessary action and the police authority was requested to take legal action against the defaulter motor vehicles by sending the defaulter list. At present actions are also being taken against owners of defaulter vehicles through mobile courts.

Issuance and renewal of route permit of motor vehicles

13.05 Route permit is compulsory for the vehicles used for commercial purposes. The regional transport committee headed by the Deputy Coinmissioner issues the route permit for the vehicles of inter-district route. The Divisional Commissioners issue the interdivisional route permit. BRTA issues the interdivisional route permit of passenger motor vehicles. It may be mentioned that the regional transport committee can also issue the route permit of the vehicles carrying goods.

13.06 BRTA tries to resolve the existing problems of owners and workers of motor vehicles in the road transport sector. BRTA arranges quick resolution of the problems between the road transport owners and workers, which occur in different terminals and roads. BRTA renders assistance to the welfare activities of the road transport owners and workers.

Problems Encountered

13.07 There are a number of problems in the present system of issuance of driving licences, registration of motor vehicles and in the annual payment of road taxes and renewal of fitness certificates. These problems hamper the normal activities of BRTA and also its other activities. Issuance of fitness certificate, periodic inspection of motor vehicles, procedure of issuance of current driving licences, type of driving licences, period of validity of driving licences, fake driving licences, requirement of physical inspection of vehicles at BRTA premises for new registration, system of payment of different fees regarding motor vehicle, transfer of records of motor vehicles from one place to another are examples. Maintenance of information and data of the vehicles and their owners, which are maintained manually, poses serious problems.

Driving Licence

13.08 According to the present practice the driving licences are issued under section 8(1) of the Road Transport Ordinance 1983 in a special format for professional and non-professional Drivers. The present procedure of issuance of driving licences is not only cumbersome, it is also inconvenient to carry. Entries of different information in this document are done manually and it does not carry any security feature. As a result there is every possibility of its conversion into a forged document. Besides, it is inconvenient to incorporate new information in it and to renew the same after the expiry of the validity. The existing period of validity is 1 (one) year for professional driving licence and 3 years for non-professional driving licence. Due to such short validity period the professional licence holders are required to visit post offices annually which hampers their livelihood and in some cases, if the period of validity is expired, they are to go to BRTA office for extension of the validity after payment of fees in the Post Office and suffer harassment. This undoubtedly increases the volume of work of BRTA and post offices. BRTA offices can engage themselves in their regular and important activities without engaging in such unnecessary works. On the other hand the licensees can be saved from trouble of visiting the Post Offices and BRTA offices and the Government will also be able to collect substantial amount of revenue in advance.

Fake Driving Licences

13.09 Driving licences are not issued commensurate with the number of vehicles registered every year. The candidates applying for licences qualify for licences though they do not always possess necessary skill. A good number of drivers drive their vehicles without licence or with fake licence. It hampers the security of road users on one hand and deprives the government of revenue on the other. It is necessary to issue laminated driving licence with security mark to overcome this situation. It is imperative to set up Driving Training School under the control of BRTA for imparting proper training to the trainee drivers.

13.10 All motor vehicles must be registered in accordance with the provisions of the Motor Vehicle Ordinance 1983 through a particular form used under the present system. In accordance with section 37 of the Ordinance the person applying for the registration is required to produce the vehicle to BRTA for inspection. It is risky to produce new categories of vehicles to BRTA office. Because the place where BRTA is located, has insufficient space and remains always crowded. So the presentation of brand new vehicles to BRTA is hazardous. Besides, if it is possible to endorse authenticity of the motor vehicles through dealers, then this could be done by endorsing the particulars of the vehicles in the application form for registration of new vehicles and the dealers may remain present to produce the vehicles for inspection before registration instead of buyers. For this reason a list of genuine dealers of vehicles may be prepared and during presentation of vehicles for registration their presence may be considered instead of buyers.

Certificate of registration

13.11 Although BRTA has computerised the existing registration procedures, yet it issues the fitness certificates and road tax receipts separately without incorporating such records in registration certificate. BRTA may consider devising a format showing payment of fees for fitness, road tax and others in the registration certificate in future. BRTA can achieve it by incorporating the annual fitness certificate and road tax payment records in relevant columns. This registration certificate will be identified as primary proof for all types of motor vehicles.

13.12 If the above arrangement is accepted then the existing procedures will not only be simplified, but it will also facilitate maintenance of records at the BRTA office. The motor vehicle owners will not also be required to keep separate records of documents /certificates since a single document will then contain all information regarding payment of fees and also

fitness certification records. This recommendation will also facilitate the procedure for transfer of ownership.

Certificate of Fitness

13.13 All vehicles are required to undergo periodic inspection. After these periodic inspections, certificates of fitness are issued. These certificates are also necessary for the renewal of annual road taxes. The main objective of fitness certificates is to inspect the roadworthiness of these vehicles and to control smoke emission.

13.14 The category of vehicles that are presently exempted from requirement of fitness certificate are vehicles with a seating capacity of up to 8 seats and not older than 5 years as well as two wheel motor cycles. Besides the vehicles which require these fitness certificates, the annual periodic inspection is done by visual inspection method.

13.15 Requirement of fitness certificates should be made compulsory for all types of passenger vehicles and heavy and medium vehicles to ensure safety on the road and protect the environment from pollution. But the requirement of periodic inspection and fitness certificate for all types of private cars should be reviewed with a view to exempt this category from this rule. Alternatively, the period of exemption may be extended from 5 years to 10 years under the existing system.

13.16 The responsibility of having a road worthy private car should be left to the individual owner. It has been found in the context of Bangladesh that most of the individual owners of private cars are conscious about safety on the road and road worthiness of vehicles. It is necessary to propagate through mass media to increase more consciousness about it among them.

13.17 The above arrangements exist in many developed and developing countries and if such arrangements are adopted, not only the procedure of payment of road tax by the private cars will be made easier, but also decrease the number of vehicles waiting for inspection in the BRTA premises. As a result, BRTA will be able to spend more time to inspect vehicles other than the private cars.

Renewal of Road Tax

13.18 For the purpose of renewing road tax the owner of motor vehicle has to pay necessary fees to obtain a token where it is indicated that fees have been paid to collect the fitness certificate. This system is not transparent, as the vehicles, which have not paid or renewed the road taxes, cannot be easily detected unless checked individually. In many countries including Malaysia it has been introduced by legislation for the vehicle owners to display plastic discs depicting different shades of colours for each year on their vehicles for the purpose of easy identification. BRTA is also thinking to introduce similar arrangements. Bangladesh should also take initiatives for introduction of displaying labels making it mandatory by legislation as soon as possible.

Computerisation in BTRA

13.19 Every day BRTA has to prepare large number of records and process documents manually which is an arduous task. It is not possible to perform these activities efficiently and successfully without the help of computer. The goal of computerisation in BRTA should be to develop an effective, fast, secure and economic road transport information system keeping in view the safety of road users. The specific objectives of such computerisation will be:

- a. Proper registration of new motor vehicles

- b. Transfer of ownership of motor vehicles
- c. Issuance of Road tax token
- d. Issuance and renewal of driving licences
- e. Collection of fines, vehicle inspection fees and other matters such as collection of information on road transport movement and reduction of licence worthiness of vehicles due to accidents and violation of traffic rules through demerit points system.

13.20 In the first stage it is very important for BRTA to manage and maintain information on licensed drivers and vehicle registration through computerisation. Under this system detailed information on vehicles and drivers and will be stored in computers installed in the HQ of BRTA at Dhaka which will be supplied to branch offices upon request. Each branch will have a server connected with several workstations through a Local Area Network (LAN).

The following benefits could be received through computerisation:

- a. Improvements in the provision of counter services with online transaction processing which will eventually lead to an increase in revenue collection.
- b. Facilitate the registration and transfer of ownership in Dhaka and circle offices through LAN.
- c. Facilitate the enforcement of laws regarding motor vehicles through sharing of information with other agencies.
- d. Effective law enforcement activities will help curb the numerous road traffic offences and enhance public awareness on road safety issues.

Recommendations of the Commission:

13.21 After careful consideration of the existing system of issuance of the Driving licences, vehicles registration, fitness certificate of vehicles, payment of road tax etc. the Commission recommends the following steps with a view to making the system simple and dynamic:

- (a) The driving licence 8.5 cm X 5.5 cm in size in the form of a high quality laminated plastic card with embossed photograph of the driver and security features may be introduced.
- (b) In place of the current one-year driving licence the professional drivers may be **given such licences for 5/6 years duration and for non-professional drivers for 10 years duration.**
- (c) Issuance of fitness certificate of old private cars may be extended upto 10 years from the current 5-year period. For all types of public transports the existing system (renewal every year) may continue.
- (d) New owners of passenger motor vehicles may be exempted from appearing before the BRTA for registration of their vehicles. In lieu of this the dealers of motor vehicles will authenticate the information about the motor vehicles and furnish the relevant papers to BRTA. With this end in view the genuine dealers should be enlisted with the BRTA.
- (e) BRTA will send a schedule of penalty fees to the post offices for renewal of licences on expiry of three-year period so that the holders of expired licences can renew their licences at the post offices without attending the BRTA offices. Similar arrangement may be made in respect of expired road tax payment cases.
- (f) In many countries of the world annual road tax disc is displayed on the left-hand corner of the windscreen of all categories of motor vehicles as proof of renewal and payment of the relevant fees. The two and three wheelers display a round plastic disc. In Bangladesh this arrangement may be made mandatory by legislation. To implement this system a new form of annual road tax disc with

security features instead of the present token may be introduced. These discs may depict different shades of colours representing different years, which will render easy recognition on the roads when displayed.

- (g) With the introduction of laminated driving cards, submission of G Form by the non-professional drivers at the time of renewal of driving licences will no longer be necessary.
- (h) Professional efficiency in the vehicle inspection system can be strengthened by introducing an automated inspection system in all BRTA offices for continuous and effective inspection of all types of motor vehicles. BRTA should adopt the system for implementation on top priority basis.
- (i) Annual Fitness Certificate should be included with the BRTA Registration Certificate, which will be considered as primary proof of vehicle registration. In the Annual Column of the new Computerised Registration Certificate, in place of issuance of new certificates, only fitness records may be reflected.
- (j) For the purpose of issuance of driving licence, registration certificate of the vehicle owners and preparation of database, BRTA should implement the required computerisation programme on priority basis. When this arrangement will be fully implemented, it will enable the transfer of vehicles and their records among the districts smoothly as well as facilitate the issuance and renewal of driving licence throughout the country.
- (k) With efficient management of records and database, it will be easier for BRTA to detect cases of forgery and also to prevent the presence of fake documents.
- (l) For the existing problem of fake driving licences, BRTA may discuss with all concerned parties and find out a way for resolution of their problem and also for prevention of occurrence of such cases in future.
- (m) A public awareness campaign may be mounted through the mass media on a regular basis to install and propagate road safety consciousness among all road users. Such road safety campaigns should also be propagated at schools and other educational institutions.
- (n) Relevant rules and regulations may be amended to implement the aforementioned recommendations. The Ministry of Communication may take necessary action in consultation with the Ministry of Law.

13.22 If the above recommendations are implemented the harassment and suffering of the owners and drivers of motor vehicles in respect of payment of various taxes/fees etc., will be mitigated, the collection of taxes will be easier and the revenue collection in this sector will increase. Apart from this, safety in the roads will increase and chaos in this sector will be eliminated.

Report No 14

Work Improvement Team

14.01 There should be an institutional arrangement in every Government/Semi-Government Office for improvement of the standard of work, innovation of new methods from time to time and suggestion to introduce them, identification of existing problems and their resolution, application of rules and regulations, improvement of working environment, etc. With this consideration in view every Ministry/Division and Department may form a small team called "Work Improvement Team". The main objective of formation of this Team is to transform the office into a modern, dynamic and service-oriented institution.

14.02 The basic functions of the Work Improvement Team (WIT) may be as follows:

- a. Suggest improvement of regular work procedure, innovation of new methodology and bring dynamism in activities of the office;
- b. In the light of availability of resources new and latest technology may gradually be introduced and its highest and multifarious use may be ensured;
- c. Examine if existing rules and regulations are applied properly; if not, ensure their proper application;
- d. Formulate new proposals to amend the existing rules and regulations where necessary.

14.03 The proposed WIT may be formed depending on the size of the Ministry. In the bigger Ministries WIT may be formed comprising 3-4 officers headed by a Deputy Secretary. Other members may be at the level of Senior Assistant Secretary and Assistant Secretary. In the small Ministries/Divisions and Departments/Directorates this team may be formed with 2-3 suitable officers. The members of this team may perform this responsibility in addition to their normal duties.

14.04 WIT will submit the implementable proposals to the Secretary concerned. If the proposal is about policy matters then it will go to the Minister for approval. If it is on administrative matters then the approval of the Secretary should be deemed sufficient.

14.05 If any proposal of WIT is implemented for the improvement of office, then short training programme may be introduced for one or two days. It may be implemented through BPATC by preparing a module in consultation with them.

14.06 In addition to usual emoluments, incentives may be given to the members of WIT for providing innovative ideas for improvement of the office.

14.07 The incentives may be in different forms e.g. honorarium, study tour, medal, etc. Mentionably, in every office of Malaysia and Singapore there is such a team. In some big Ministries/Divisions, Departments/Directorates and Autonomous Bodies WIT may be introduced on pilot basis.

Recommendation of the Commission

14.08 Keeping this in view the Commission has recommended the following:

- a. In every ~~Ministry/Division~~ Department/Office and Autonomous Body a small group called Work Improvement Team (WIT) may be formed.
- b. In addition to the emoluments, incentives may be given in consultation with the Finance Ministry to the members of WIT for innovative ideas to improve the working method in the office.

Report No 15

Steps to ensure Transparency in Public Administration

15.01 Government formulates rules and regulations for the welfare of the state and the people. So the citizens have the right to know about the rules and regulations and it is also necessary to keep them informed about these. Since all the rules and regulations are not available for inspection, some corrupt officers/employees get the scope to harass people. If the people know about the rules and regulations formulated for them thoroughly, quick implementation of the rules and regulations will be possible and the people will remain conscious about the actual provisions of the rules. With this end in view all the rules and regulations should be readily available to the citizens and should also be available in the open market to make the administration more transparent.

15.02 The Constitution of the country is the source of all powers to run the state. And the state is run for the welfare of the people. So every citizen has the right to know about every non-classified matter and express opinion on it. In the Constitution of Bangladesh it has been mentioned in Article 7(1) that "All powers in the Republic belong to the people, and their exercise on behalf of the people shall be effected only under, and by the authority of, this Constitution." Similarly, Article 7(2) reads, "This Constitution is, as the solemn expression of the will of the people, the supreme law of the Republic, and if any other law is inconsistent with this Constitution that other law shall, to the extent of the inconsistency, be void." But in practice the Constitution meant for the welfare of the people is not open to all. The last edition of the Constitution of the People's Republic of Bangladesh (amended till 30 June 1996) has been labelled 'For official use only'. This has limited the opportunity to know about the Constitution of the country. The people have the right to know about the Constitution and at the same time the state should ensure that people are duly informed. That is why the Constitution should be available to the people. For this "For official use only" should be deleted.

15.03 On the other hand pursuant to Article 55(6) of the constitution the President promulgates the Rules of Business. In Schedule I of the Rules of Business the Allocation of Business is included. Both the Rules of Business and the Allocation of Business are not open to the members of the Public. In fact, the scope of responsibilities have been determined through these Rules of Business and the Allocation of Business and the main objective of these documents is to deliver service to the people. Therefore, these documents should be available to the people to make them understand about the services committed to the people through application of these documents. Therefore, "For official use only" should be deleted.

15.04 Similarly, the general public has no opportunity to know about the budget documents submitted in the Parliament, Five-Year Plan, discussed in News Conference, etc. due to the reason for the classification "For official use only". The people have the right to know about these documents and these documents should be made available in the market. It is, therefore, necessary to delete the words "For official use only".

15.05 It may be mentioned that the Secretariat Instructions 1976 are not generally available although the words "For official use only" are not written. Again the use of the publication "Statistics of Civil Officers and Staff of the Government of the People's Republic of Bangladesh, 1996" of the Establishment Ministry is made limited by the words "For official use only" though such restrictions are not warranted.

Recommendations of the Commission

15.06 In consideration of the above instances and for the sake of ensuring transparency in the public administration, the Commission submits the following recommendations:

- a. The Constitution of the People's Republic of Bangladesh should be made available to the citizens by deleting the words "For official use only" on the cover;
- b. The Rules of Business and the Allocation of Business issued by the government under the provision of the Constitution should be made available to citizens and for that the following steps will be necessary:
 - i. In all Rules/Orders the words "For Official use/Confidential" should be discontinued;
 - ii. All these Rules/Orders publication of which are not detrimental to State security should be made available to the members of the public in the open market. This will also earn some revenue to the government.
 - iii. Similarly, the documents like Budget placed at the Parliament, the Five-Year Plan and the Annual Plan (except those, which concern the security of the state) should be open to the members of the Public. The words "Restricted/Confidential", "For official use only" etc. printed on these documents should be deleted and these should also be made available in the open market to the members of the public and accordingly concerned Ministries should be so directed.

15.07 Recently all over the world the demand for freedom of information is increasing. It is also being discussed in Bangladesh. The Commission will soon submit implementable recommendations to the Hon'ble Prime Minister on freedom of information after detailed examination.

Report No 16

Enhancement of Security on the Roads and Highways and Improvement of Traffic System

16.01 Recently the number of accidents on the roads has greatly increased due to reckless movement of vehicles on the highways. The members of the public who are the users of roads/highways suffer from lack of safety with each passing day. It is alleged that the reason for the present situation is the lack of supervision by the traffic police and non-application of traffic rules in the cities and towns. The situation has deteriorated due to non-functioning of mobile courts on the roads and highways. Although measures are being taken for improvement of the traffic system, the above situation has not improved to the desired level.

16.02 Railways are one of the important means of communication in Bangladesh. All over the country including the big cities there are railway level crossings. The present signalling system for such railway level crossing is not adequate. Sometimes no signal is given at the railway level crossings. Again long before the arrival of the train the signal is given and sometimes it is found that one has to wait about half/one hour before the train crosses. As a result on both the sides of the railway level crossing heavy traffic jam is created causing delay in movement of vehicles. For this delay sometimes the drivers remove the level crossing barricade and cross the rail line with their vehicles. Rickshaws/vans follow this practice regularly. It creates possibility of accidents. There are many examples of such accidents.

Recommendations of the Commission

16.03 The Commission submits the following recommendations to remove the existing chaos in traffic system and at railway level crossings:

- i. Supervision by the Police on the highways through Patrol cars should be strengthened and operation of mobile courts at regular intervals should be ensured.
- ii. Traffic week should be arranged at least once in a month.
- iii. Strict observance of traffic rules by all should be enforced.
- iv. The Ministry of Home Affairs may be instructed accordingly for implementation of these recommendations (from i to iii).
- v. The signalling systems at the railway level crossings in big cities like Dhaka, Chittagong and other big towns should be modernised so that these operate properly and timely and the people & vehicles are not required to wait for a long time and accidents are prevented.
- vi. The Railway Authority and the Ministry of Communications may be instructed to take necessary action for the implementation of the recommendation number 'v' above.

Report No 17

Recommendation/Proposal of Abolition and Merger of Some Departments/Offices

17.01 Rationalisation of manpower is included in the terms of reference of the Public Administration Reform Commission. The relevant portion of the terms of reference in this regard is quoted: '(f) Recommendation of institutional and manpower re-organisation, justification, retrenchment and appropriate reformation in all spheres and at all levels of the public administration including Ministries, Divisions, Departments, Directorates and all other Government offices and Semi-Government and Autonomous Bodies.'

17.02 It is necessary to mention that according to the methodology of work, the Commission will examine 'Public Administration Efficiency Study (1989), Public Administration Sector Study (1993), Towards Better Government in Bangladesh (1993), Government That Works (1996), Report of Administrative Reorganisation Committee (ARC) (1996) and previous other relevant reviews and reports, and identify the recommendations in those documents worth carrying out.'

17.03 The prominent reports mentioned in the terms of reference are "Administrative Reorganisation Committee (ARC) 1996" and "Government That Works: Reforming the Public Sector 1996". ARC (Nurun Nabi Committee) submitted 42-volume report in three years outlining specific guidelines and recommending rationalisation of manpower of Ministries, Divisions, Departments, Directorates, Offices and other Government organisations. ARC proposed to reorganise 257 (including Ministries) organisations into 224. Apart from this abolition of 7, merger of 43 and creation of 17 organisations were recommended. In addition, Nurun Nabi Committee recommended separation of Audit and Accounts, reorganisation of Districts and Thanas, reorganisation of Planning Commission and creation of National Planning Organisation, financial and administrative decentralisation, reorganisation of Planning Cells of the Ministries/Divisions. The Commission considers the recommendations of ARC uptodate and information based.

17.04 The Commission has planned to prepare the draft report in July 1999 and submit the final report to the Prime Minister by 31 December 1999 according to the Work Chart of the Commission. So it is not possible to submit recommendations on examining all the matters mentioned above and analysing the manpower of all Government offices. It may be mentioned that there are now 173 semi-government organisations and autonomous bodies. In 1983 Enam Committee submitted a report examining these organisations. It is necessary to mention that Abdul Mueyed Chowdhury, head of Mueyed Committee formed in 1989, was appointed as a part-time Member of ARC to examine some recommendations of Enam Committee. But in the ARC report there is no guidelines/comments on the manpower of semi-government and autonomous bodies as this was not included in their TOR. As a result it is not possible to conduct separate study to formulate recommendations on manpower of Government, Semi-Government and Autonomous Bodies within the limited tenure of the Commission.

17.05 The Commission prefers to consult the recommendations of the Committee (ARC) in examining the manpower rationalisation. It will consider the same in prioritising and formulating new proposals and in this way the recommendations of ARC will be examined gradually. The Commission considers the proposal of abolition and merger of some departments/offices in the first stage.

17.06 Although independent Bangladesh started its journey with 17 Divisions and 87 departments and offices*, the number has been gradually increasing for the last 25 years. With the increase of Ministries/Divisions the number of Departments, Directorates and Offices increased at different times. A statistics in this regard is given below:

Description	1985	1990	1992	1994
Directorate/Corporation	186	197	221	232**

17.07 It is generally recognised that the role and size of the Government is gradually decreasing due to increase in efficiency in the context of open market economy. For reduction of the size of the Government and manpower rationalisation our development partners have given various suggestions in their reports. At different times Government formed different Commissions/Committees and their reports also proposed downsizing the Government and rationalising the manpower. Among those reports the most prominent are the reports of Muyeed Committee formed by an Executive Order of the President's Secretariat on 12 March 1989, ARC report and the World Bank publication "Government That Works: Reforming the Public Sector 1996".

17.08 In the World Bank publication "Government That Works: Reforming the Public Sector 1996", it has been commented that considering the value for money the existence of organisations like Manpower Employment and Training Bureau and Co-operative Department is not justified. In 1989 the Muyeed Committee recommended abolition of 27 organisations and merger of 16 organisations into 8. In those recommendations the district offices of Manpower Employment and Training Bureau were proposed to be abolished (Enclosure A & B). Although the merger of organisations did not take place as per above recommendations, the following organisations were abolished:

1. Bureau of New appointment, Bangladesh Railway (Ministry of Communication)
2. Transport Co-ordination Committee (Ministry of Communication)
3. Eight Regional Deputy Directors offices under Higher Education Directorate (Ministry of Education)
4. Board of Bangladesh Education Materials (Ministry of Education)
5. Staff Training Institute (Ministry of Establishment)
6. Department of Coal (Ministry of Commerce)
7. Goods Valuation and Marketing Information Service (Ministry of Commerce)
8. Department of Agricultural Marketing and Grading (Ministry of Commerce)
9. Department of the Jute Goods Inspection (Ministry of Jute)

17.09 Muyeed Committee considered both abolition and merger of the following four organisations:

1. Copyright Office (Ministry of Cultural Affairs)
2. Supply and Inspection Directorate (Ministry of Commerce)
3. Agricultural Information Service (Ministry of Agriculture)
4. Fisheries and Livestock Information Service (Ministry of Fisheries and Livestock)

17.10 ARC recommended abolition of 16 departments including 7 diplomatic missions and merger of 28 departments into 14 (Enclosure C and D).

17.11 On analysis of both the above reports it is found that Directorate of Inter-Service Public Relations and the Office of the Chief Administrative Officer were recommended for abolition in the Muyeed Committee Report whereas in the ARC report they were recommended for merger. On the other hand Muyeed Committee recommended merger of

* Statistics on Civil Employees of the Government of Bangladesh (as on December 16, 1971)

** Organisation and Management Wing, Ministry of Establishment.

Copyright Office with National Archives and National Library and Office of the Registrar of Trademarks with Patent and Design Office whereas ARC proposed merger of Copyright Office with the Office of the Registrar of Trademarks and Patent and Design Office.

17.12 ARC and the Mueyed Committee agreed to abolish the following four organisations:

1. Bangladesh Bureau of Educational Information and Statistics (BANBEIS)
2. Directorate of Supply and Inspection
3. Directorate of Textiles
4. Dhaka Mosquito Control Office

17.13 In the process of abolition the functions of the above Departments/Directorates/Offices were discussed and analysed in the following manner by the Commission:

Bangladesh Bureau of Educational Information and Statistics

17.14 This organisation was created in **1976** under development project and in **1980** it was brought under revenue budget with a total manpower of **71**. This organisation performs the duties of collection of information, statistics, journals and books on education, operation of library and conducting research work on education. Apart from this, the Bureau provides donation of pay/allowances payable to teachers of private schools through computerisation. The Departments of Primary and Higher Education use the information collected by the Bureau. Besides, a big public library is operating at the national level under the Ministry of Education. So information about education is easier to be collected directly by the Department of Primary and Higher Education and the Public Library. In addition, it is more logical to conduct the computerised activities about the emoluments of the teachers directly by the Department of Higher Education.

Department of Supply and Inspection

17.15 This department was created in **1940**. Its manpower is **281**. Its job is issuance of licenses, permits; importers, exporters and indoor registration and renewal; collection of commercial statistics and printing. The main work of the Department was to distribute foreign currency at a limited scale through licenses.

17.16 During the last few years the system of giving licenses in both commercial and industrial cases was abolished. Regulation of trade in foreign currency has also been made free. The industrial and commercial import is being done without licenses and permits. In the open market economy there is no **need for a separate department for registration of importers, exporters, indoor registration and renewal, collection of commercial statistics and printing.**

Directorate of Textiles

17.17 The responsibility of this Department is the approval, registration and recommendation for issuance of licenses/raw materials, preparation of industrial policy and investment schedule and operation of Textile institute and mobile knitting schools. The overall manpower of the Directorate of Textiles is **492**.

17.18 The textile related works are now being done by the Export Promotion Bureau, Bangladesh Handloom Board, Department of Youth Development, Bangladesh Small and Cottage Industries Corporation. Besides, the Textile Industries Corporation are operating a Textile Industries Development Centre at Savar.

17.19 The Government has taken the decision to privatise the textile sector. The nationalised textile mills are gradually being transferred into private sector. Besides, there is similarity of work between the Directorate of Textiles and Board of Investment.

17.20 By abolishing this Directorate its functions relating to District Textile Institutes, mobile knitting school and inspection may be placed under Bangladesh Small and Cottage Industries Corporation and Handloom Board.

Department of Dhaka Mosquito Control

17.21 This Office was created in 1948 under the Ministry of Health and in 1982 placed under the administrative control of Dhaka City Corporation. In 1990 the employees of this Office were given appointment on deputation in the Dhaka City Corporation by creating 391 posts

17.22 There is dual administration of the Government and the Dhaka City Corporation on the employees of the Department of Dhaka Mosquito Control. It has become impossible to place them under the administration of Dhaka City Corporation as they are provided pension, gratuity, provident fund, and group insurance and welfare fund as per the rules of the Government. The Office may be abolished and the posts may gradually be abolished with the retirement of the employees deputed to the City Corporation.

17.23 Since Muyeed Committee and ARC agreed to abolish the above four organisations Commission thinks that abolition of those offices would be initially more pragmatic, keeping this trend Commission may continue to propose more abolition in future.

While considering merger of departments/offices, the following matters may be considered:

1. Department of Patent Design and Trade Marks and Copy Right Office

17.24 The nature of job of the Department of Patent Design and Trade Marks and Copy Right Office are similar. Because both the offices do the registration. In 1976 in a report of organisation and management under ministry of Establishment it was mentioned that both the offices preserve intellectual property in the same manner. In the UNO one department, namely, the "World Intellectual Property Organisation" does all these three jobs. In the developed countries the works on these three subjects are done in the same department.

2. Centre for Energy Monitoring and Preservation and Department of Power Advisor and Chief Power Inspector

17.25 The process of transferring development project into revenue budget has been continuing for a long time. The Energy Monitoring Department is such an office. The nature of work is inspection and more or less similar to the work of the Department of Power Advisor and Chief Power Inspector. As per rules formulated and issued in 1910 the officials of the Office of the Power Advisor and the Chief Power Inspector can inspect any power installation. They are to depend for their inspection on the co-operation of offices, which they are supposed to inspect, as they were not given the legal power to do so. The Commission thinks it logical to merge these two organisations into one.

3. Tax Commissioner, Department (Intelligence and Investigation) of Tax and Directorate of Tax Inspection

17.26 The functions of both the offices are inspection and examination oriented i.e. the nature and mode of work is similar. The Tax Commissioner is, in fact, the authority to redress the irregularities mentioned in the inspection and study reports and the regional officers are responsible for inspection and examination of the internal matters. There is no justification of keeping one separate office for these works and for examination of monthly and quarterly return/reports. Rather it will be more justified if the office of Tax Commissioner, Department

(Intelligence and Investigation) of Tax is merged with the Directorate of Tax Inspection and operate together. Earlier ARC report recommended merger of these two departments into Directorate of Intelligence and Internal Audit.

4. Department of Films and Publications and Bangladesh Films Archive

17.27 The nature of work of the Department of Films and Publications and Bangladesh Films Archive are almost similar. The scope of works of both the Departments are limited and can be merged together considering the mode and volume of work. In one hand it will reduce the expenditure and on the other hand it will help perform the duties of the officers and the members of the staff properly and easily with the knowledge and experiences gathered in the same office. Earlier ARC also recommended for merger of these two departments.

17.28 The Mueyed Committee and ARC are agreeable on merger of copyright Office; Mueyed Committee recommended for abolition of the Office of the Power Advisor and Chief Power Inspector, but ARC recommended merging this Office with the Centre for Energy Monitoring and Conservation. The Commission thinks logical merger of the Office of the Power Advisor and Chief Power Inspector with the Centre for Energy Monitoring and Preservation. ARC recommended merger of Bangladesh Films Archives with the Department of Films and Publications and the Department of Tax Inspection with the Department of Tax Intelligence and Investigation, but considering the nature of work the Commission thinks merger of the Department of Tax Intelligence and Investigation with the Department of Tax Inspection.

17.29 In the light of the above discussions and after consideration of the overall functions of the concerned offices the Commission recommends abolition of four and merger of eight organisations, lists of which are given below:

List of Offices recommended for abolition

1. Bangladesh Bureau of Educational Information and Statistics (Ministry of Education)
2. Directorate of Supply and Inspection (Ministry of Commerce)
3. Directorate of Textiles (Ministry of Textile)
4. Dhaka Mosquito Control Office (Ministry of Local Government, Rural Development and Co-operatives)

List of Offices recommended for merger

<u>Sl. No.</u>	<u>Present Position</u>	<u>Proposed Agency with whom to be merged</u>
1.	Ministry of Industries: Patent Design and Trademarks	Ministry of Cultural Affairs : Copyright
2.	Ministry of Power, Energy and Mineral Resources: Energy Monitoring and Conservation Centre	Office of Electrical Advisor and Chief Electrical Inspector
3.	Ministry of Finance: Commissioner of Taxes (Tax Intelligence and Investigation) Department	Directorate of Tax Inspection
4.	Ministry of Information: Bangladesh Film Archives	Department of Film and Publications

17.30 It may be mentioned that if the proposed organisations are abolished then their manpower will be surplus and the surplus manpower may be absorbed as per existing rules and regulations of the Government and the manpower of the merged organisations may be accommodated in the new organisational framework.

17.31 In respect of manpower rationalisation the Commission has initially made the above recommendations. In future Commission will examine and prioritise ARC recommendations and accordingly will recommend abolition/merger of more Directorates/Departments.

List of Institutions recommended for abolition by the Committee (Muyeed Committee) constituted by order No. বাস/পরি-১(প্রঃ)১(১৫) ৮৯/৮১(১০) dated 12 March 1989 of the President's Secretariat.

<u>Sl. No.</u>	<u>Name of Institution</u>
a. Ministry of Defence	
01.	Institute of Defence Science
02.	Office of the Chief Administrative Officer
03.	Inter Service Public Relations Office
b. Ministry of Communication	
04.	Bureau of New appointment, Bangladesh Railway
05.	Department of Railway Inspection
06.	Transport Co-ordination Committee
c. Ministry of Education	
07.	8 Regional Deputy Director's Offices under the Directorate of Higher Education
08.	Bangladesh Bureau of Educational Information and Statistics (BANBEIS)
09.	Board of Bangladesh Education Materials
d. Ministry of Cultural Affairs	
10.	Copyright Office
e. Ministry of Agriculture	
11.	Department of Agricultural Marketing
12.	Agricultural Information Services
f. Ministry of Fisheries and Livestock	
13.	Fisheries and Livestock Information Office
g. Ministry of Power, Energy and Mineral Resources	
14.	Bureau of Mineral Resources Development
15.	Office of the Electrical Advisor and Chief Electrical Inspector
h. Ministry of Establishment	
16.	Staff Training Institute
17.	Office of the General Secretary of Zila Gazetteer

i. Ministry of Commerce

- 18. Department of Supply and Inspection
- 19. Directorate of Coal
- 20. Goods Valuation and Marketing Information Service
- 21. Office of the Agricultural Marketing and Grading

j. Ministry of Jute

- 22. Department of Inspection of Jute Goods

k. Ministry of Textile

- 23. Directorate of Textiles

l. Ministry of Labour and Manpower

- 24. District Manpower Employment Offices

m. Ministry of Works

- 25. Directorate of Accommodation
- 26. Office of the Commissioner Settlement

n. Ministry of Local Govt. Rural Development and Co-operatives

- 27. Dhaka Mosquito Control Office

**List of Departments/Directorates/Offices/Agencies for Merger recommended by
Muyeed Committee**

<u>Sl. No.</u>	<u>Name of Institution</u>	<u>Proposed agency with which to be merged</u>
a. Ministry of Cultural Affairs		
01.	Copyright Office	Department of National Archives and Libraries
b. Ministry of Finance		
02.	Office of the National Savings	It will remain as an unit within Bangladesh Bank
03.	Appellate tribunal (External Customs & Excise) Chittagong	Appellate tribunal (External Customs & Excise) Dhaka
c. Ministry of Commerce		
04.	Office of the Registrar of Trademarks	The office of Patent and Design and Office of the Registrar of Trademarks will be merged and shall remain under alternative Ministry
05.	Department of Supply and Inspection	It will be under the concerned Ministries and there will be a cell in the Cabinet Division in this respect
d. Ministry of Agriculture		
06.	Agriculture Information Service	It will remain as Agricultural Information Cell under the Department of Agricultural Extension
e. Ministry of Fisheries and Livestock		
07.	Office of Fisheries and Livestock Information	It will remain as cell under the department of Fisheries and Department of Livestock
f. Ministry of Local Govt., Rural Development and Co-operatives		
08.	Department of Public Health Engineering	Local Government Engineering Department

**List of Offices recommended for abolition by Administrative Re-organisation
Committee (Nurun Nabi Committee)**

<u>Sl. No.</u>	<u>Name of Institution</u>
	a. Ministry of Education
01.	Bangladesh Bureau of Educational Information and Statistics (BANBEIS)
	b. Ministry of Commerce
02.	Department of Supply and Inspection
03.	Directorate of Coal
04.	Office of the Chief Controller of Import and Export
	c. Ministry of Textile
05.	Directorate of Textiles
	d. Ministry of Local Govt., Rural Development and Co-operatives
06.	Dhaka Mosquito Control Office
	e. National Board of Revenue
07.	Director, Complaint (Investigation) Directorate
	f. Ministry of Agriculture
08.	Department of Agricultural Marketing: It has been recommended to abolish this office after 4 years observation of its activities mentioning it as an ineffective and dying organisation
	g. Ministry of Housing and Public works
09.	Directorate of Government Accommodation
10.	Seven Diplomatic Missions

**List of Departments/Directorates/Offices/Agencies for merger recommended by
Administrative Re-organisation Committee (Nurun Nabi Committee)**

<u>Sl No.</u>	<u>Present Position</u>	<u>Proposed Agency with whom to be merged</u>
a. Ministry of Education		
01.	Compulsory Primary Education	Department of Primary Education
02.	Bangladesh Distance Education Institute (BIDE)	National University
b. Armed Forces Division		
03.	Department of Defence Purchase	Directorate of Defence Purchase
c. Ministry of Defence		
04.	Inter Service Public Relations Office	Office of the Chief Administrative Officer
d. Ministry of Cultural Affairs		
05.	Copyright Office	Patent, Design and Trademarks
e. Ministry of Power, Energy and Mineral Resources		
06.	Energy Monitoring and Conservation Centre	Office of the Electrical Advisor and Chief Electrical Inspector
f. Ministry of Finance: Internal Resources Division		
07.	Collector, Mongla Custom House, Khulna	Custom, Excise and VAT Collectorate
08.	Director, Directorate of Tax Inspection, Dhaka	Commissioner of Taxes (Tax Intelligence and Investigation) Department, Dhaka
09.	Director, Directorate of Tax Training, Dhaka	Directorate of Training (Customs, Excise and VAT), Chittagong
g. Ministry of Information		
10.	Bangladesh Film Archives	Department of Film and Publications
11.	Department of Mass Communication	Department of Information
h. Ministry of Land		
12.	Land Reform Board	Land Appeal Board
i. Ministry of Housing and Public Works		
13.	Department of Public Works	Department of Accommodation
14.	Merger of 8 Tax Circles of the Tax Commissioner into 6 Tax Circles	

Report No 18

Application/Implementation of Existing Acts, Rules, Regulations, Orders, Instructions, Etc.

18.01 There are different acts, rules, regulations, orders, instructions, etc. in all Government, Semi-Government offices, Autonomous Bodies, Corporations and other offices to establish proper administrative system, rule of law, ensuring justice, and improvement of service standard of the service rendering organisations. Although many orders were issued at different times for application of these rules and regulations, the situation has not improved. It has been observed that though at the beginning of issuance of the orders the rules and regulations are somewhat adhered to, with the passage of time it gets loose. One of the reasons for this is that no action is taken against those who break the laws/rules. No noticeable example of punishment under the existing administrative and political system is seen, for whatever reason it might be. So the lawbreakers think that they do not have to get the punishment even if they do not comply with the orders and as they have connections with the appropriate authority, they are out of reach.

18.02 For the government servants in our country there are many laws, rules and regulations. Among them the following are prominent:

- i. Government Servants (Conduct) Rules 1979;
- ii. Government Servants Discipline (Punctual Attendance) Ordinance 1982;
- iii. Government Servants (Special Provisions) Ordinance 1979;
- iv. Government Servants (Discipline and Appeal) Rules 1985;
- v. Bangladesh Service Rules, etc.

18.03 Apart from these different departments like Police, Customs and Excise, Taxation, Anti Corruption Bureau, etc. have their own regulations/acts/rules/manuals. In addition, Banks/Insurance Companies, Autonomous Bodies, Corporations, Departments, Directorates and other office have their own rules and regulations too.

18.04 But it is alleged that there is feebleness in application of these laws, rules, regulations and orders. That is why ensuring proper implementation of the laws has become more important than their formulation. During exchange of **views with the journalists and the** representatives of NGOs (ADAB) it was expressed that enforcement of the existing laws, rules and regulations may increase the efficiency in the Government offices by 50-70%.

18.05 Some priority areas may be identified to enhance the efficiency in the Government machinery especially in the Secretariat through application of existing rules and regulations:

Bangladesh Secretariat

18.06 For proper performance of the secretarial activities "Rules of Business 1976" and "Allocation of Business" exist. Apart from this, according to Article 55(6) of the Constitution "Rules of Business" was issued and following Rule 4(10) of these Rules "The Secretariat Instructions (SI) 1976" was issued for follow up actions in respect of Government policies in the Bangladesh Secretariat. But it is alleged that the secretariat instructions are not followed in all respects.

18.07 In 1989 a study was conducted on 8 Ministries/Divisions and all Departments, Directorates and organisations under them for identifying the existing problems of public administration in Bangladesh, especially the development administration and to formulate recommendations for removing the identified problems. The findings of the study are contained in a report, namely, "Public Administration Efficiency Study".

18.08 The recommendations of the above report were analysed by a committee later and the following recommendations related to the improvement of work procedures in the Secretariat and having no financial implications were considered for implementation:

- | | | |
|-----|----------------------|--|
| 01. | SI 185 | Time limit for disposing files at different stages |
| 02. | SI 196, 197, 201-208 | Inspection of Sections |
| 03. | SI 81 & 82 | Attendance in the office regularly and timely |
| 04. | SI 115 (2) | Use of margin in the Note Sheet |
| 05. | SI 117 | Avoidance of complicated words in writing notes |
| 06. | SI 32 | Proper entry of letters into diary |
| 07. | SI 23 | Submission of monthly reports by the Miniseries/Divisions to the Cabinet Division |
| 08. | SI 26 | Disposal of letters received in the wrong place |
| 09. | SI 121 | Proper use of telephone in the co-ordination of interministerial and intraministerial work |
| 10. | SI 195 | Monthly co-ordination meeting of the Ministries. |

18.09 In this context some implementable important instructions are given below:

**** SI 7(c):** The matters will not pass more than three steps excluding the Secretary;

**** SI 8:** An Additional Secretary/Joint Secretary if not in charge of the Ministry/Division may put up the file directly to the Minister within his scope of work;

The above instructions are not followed properly.

**** SI 198:** Formation of an internal work study unit to enquire into the complaints of delay.

18.10 Although there are many important instructions in the Secretariat Instructions, in practice these are not followed. For example, many stages are needed for decision making, letters received in the receipt section are not sent to the concerned sections timely, acknowledgement is never given to the sender of the letter, sometimes the file is not traced as the movement of the file is not recorded, the sections are not inspected regularly by the higher authority, etc. As a result the problem of visitors gathering in front of the Secretariat and illegal entry within it continues. Due to harassment of the people adverse views are created about the Secretariat in the minds of the public. But so far no Work Evaluation Units have been formed in the Ministries/Divisions to combat this situation.

18.11 It is clear that in all field-level Government, Semi-Government offices, A Bodies, Corporations, etc. including the Police the existing laws, rules, regulations instructions are not duly observed.

18.12 It may be mentioned as an example that uses of the hydraulic horn and non-t: glass are banned in the vehicles. But this law is not followed properly. Under the circ _____ respect towards the law is decreasing and a trend to breach the law is increasing.

In the light of the discussion above the Commission recommends the following:

- a. The Cabinet Division should issue necessary orders so that all existing laws, rules, regulations, orders and instructions are strictly followed in all ministries and other government offices;
- b. Ensure punishment to the violators of laws, rules, regulations, orders and instructions under the Discipline and Appeal Rules by strengthening the inspection system;
- c. In each Ministry/Division, "Work Evaluation Units" be formed and similarly under each Departmental Head "Complaint Cells" be set up to settle all disputed issues on quarterly basis; and
- d. Introduction of receiving quarterly reports from the heads of departments/offices on observance of existing rules and regulations.

Recommendations proposed at b, c and d will be implemented by the respective Ministries/Divisions and their departments and the Ministries/Divisions will, in turn, report this to the Cabinet Division on quarterly basis, which will monitor the matter regularly.

Report No 19

~~Proposal for Grade-wise instead of Class-wise~~ Identification of Employees

19.01 A proposal for grade-wise instead of class-wise identification of the officers¹ employees was placed in the 12th meeting of the Commission held on 06.04.99. Among others the Cabinet Secretary, Comptroller and Auditor-General, and the Establishment Secretary were present in the meeting. During discussion it was mentioned that, according to Article 27 of the Constitution of the People's Republic of Bangladesh, all the citizens are equal before law and are entitled to equal protection of law and according to Article 133 the officers and members of the staff are addressed as employees of the Republic. But the officers and the members of the staff are identified class-wise e.g. 1st, 2nd, 3rd and 4th class.

19.02 It has been mentioned in the National Pay Commission Report 1996 that out of total manpower of the revenue budget of the Government 6% are in Class I, 2% are in Class II, 61% are in Class III and 31% are in Class IV positions (Enclosure 1). According to the National Pay Scale 1997, the officers¹employees are divided into 20 grades. The officers belonging to grades 1-9 are Class I and grade X is Class II and the employees belonging to grades XI-XVIII are Class III and grades XIX-XX are class IV. Separate benefits are available for each grade. The main criteria of receiving these benefits are the grade, but not the class.

19.03 The administrative system of Bangladesh appears colonial in character and does not provide for identification based on self-respect of employees. Although the salaries are paid on the basis of grades, still they are identified on the basis of class. As a result, the Class-wise identification of the officers¹employees creates adverse impact on them and sometimes they fall into prey of many class discriminations. Class discrimination for identifying the employees is characteristic of colonial courts and is not acceptable in an independent Republic. Because every person appointed in the service of the Republic should always try to serve the people according to Article 21(2) of the Constitution.

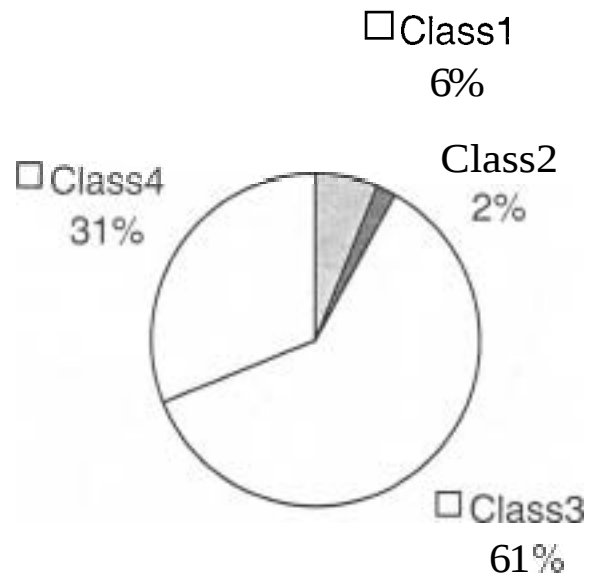
19.04 In this context as the class-wise division of the officers¹employees is not considered as standard in respect of providing benefits, they may be identified as Gazetted and non-Gazetted on the basis of their grades only instead of age old colonial class-wise identification and the existing discrimination can be removed. It is hoped that it will help improve the work environment along with a change of attitude of the employees of the Republic. The Ministry of Establishment may take necessary initiative to amend rules and regulations in consultation with the Ministry of Law, Justice and Parliamentary Affairs to introduce the proposed arrangement.

In the light of the discussion made above the Commission recommends the following:

- a. Keeping intact the existing benefits, all employees of the Republic should be identified only as gazetted and non-gazetted on the basis of the grades of National Pay Scale instead of identifying them on the basis of class e.g. 1st, 2nd, 3rd and 4th introduced during the colonial period; and
- b. The Ministry of Establishment should take necessary initiative to amend laws, rules and regulations in consultation with the Ministry of Law, Justice and Parliamentary Affairs for introduction of the proposed arrangement by abolishing the existing system of identifying the officers¹employees at all levels.

Class Name	
Class1	
Class2	
Class3	61
Class4	31

Percentage of Manpower



National Pay Scale, 1997

Scale	National Pay Scale 1997 (Effective from 1 July 1997)
1.	TK.15000100 (Fixed)
2.	TK.12900 - 350 X 4 - 14300
3.	TK.11700 - 300 X 6 - 13500
4.	TK.10700 - 300 X 8 - 13100
5.	TK.9500 - 260 X 10 - 12100
6.	TK.7200 - 260 X 14 - 10840
7.	TK.6150 - 225 X 16 - 9750
8.	TK.4800 - 210 X 16 - 8160
9.	TK.4300 - 185 X 7 - 5595 - EB-195 X 11 - 7740
10.	TK.3400 - 170 X 7 - 4590 - EB- 185 X 11 - 6625
11.	TK.2550 - 155 X 7 - 3635 - EB- 170 X 11 - 5505
12.	TK.2375 - 150 X 7 - 3425 - EB- 155 X 11 - 5130
13.	TK.2250 - 135 X 7 - 3195 - EB- 140 X 11 - 4735
14.	TK.2100 - 120 X 7 - 2940 - EB- 125 X 11 - 4315
15.	TK.1975 - 105 X 7 - 2710 - EB- 110 X 11 - 3920
16.	TK.1875 - 90 X 7 - 2505 - EB- 100 X 11 - 3605
17.	TK.1750-80x7-2310 - EB- 90 X 11 -3300
18.	TK.1625 -65x7-2080 - EB- 75 X 11 -2905
19.	TK.1560 - 60 X 7 - 1980 - EB- 65 X 11 - 2695
20.	TK.1500 - 50 X 18 - 2400

Report No 20

Slogan on Administrative Reform

20.01 The main objective of Public Administration Reform Commission is to make the administration service-oriented and to develop the standard of service provided to citizens. It is felt necessary to have a slogan at all levels of administration to create awareness on it among the employees of the Republic and to motivate them.

20.02 During inauguration of the international seminar entitled "Administrative Reform for development of Bangladesh" held recently, the Honourable Prime Minister Sheikh Hasina invited the members of the administration from the highest to the lowest levels to be committed to bring the administration at the doorsteps of the people and used the slogan "Administration for Service to People" with that end in view.

20.03 This slogan may be used in all offices of public administration from the highest level, e.g. beginning from the Ministry to the lowest level, e.g., Union. This is likely to create awareness on one hand among the officers/employees of all levels about their responsibilities and duties towards the people and on the other hand help promote growth of consciousness among the members of the public about their rights and the services to be provided by different offices.

20.04 In this context, PARC formulates the following recommendations:

-  i That the slogan, "**Administration for Service to People**" be stuck in all Government, semi-Government and autonomous organisations as soon as possible from the highest office of the government in the capital to the lowest in the Union.
- ii The Ministry of Information may be given instruction to take necessary measures in this regard.

Report No 21

Declaration of three-year old domestic utility bills as time-barred for payment

21.01 The consumers of utilities like electricity, gas, water, telephone, etc. are sometimes harassed in various ways by the concerned service providing organisations. Of these collection of bills and payment thereof feature prominently. One of the main responsibilities of the utility organisations is the delivery of bills to the consumers. But it is found that in some cases the consumer has to go to the utility organisations to collect bills due to non-delivery of bills in due time. This is an annoyance and the consumer has to face harassment in collection of bills. It is further found that in some cases even after collection of bills and the payment made thereupon in due time it is not recorded in the register or in other related records by the concerned officers and staff of the utility organisations. In many cases the copies of bills paid are not traceable. As a result it is assumed that the bills remained unpaid and after a certain period the consumer is notified by the utility organisations to pay the bills as still not paid. After receiving such notification the concerned consumer is required to show the proof in favour of the payment of bills if he has already paid them. If the concerned consumer is unable to produce the proofs/receipts then the bills are again imposed on him. In practice, it is not possible to preserve the receipts of paid bills for a consumer for an indefinite period. As a result after some years the consumer is compelled by the utility organisations to pay the same bill once again which has already been paid. Otherwise the utility organisations cut the utility connections or lines of the consumer. Thus a consumer has to suffer immensely for no fault of his own.

21.02 It is also sometimes found that the utility organisations issued the bills, but they were not actually delivered to the consumers or the consumers did not receive them for some reasons. After a certain period the consumer is notified that his bills have not been paid and thus he is harassed.

21.03 Under the circumstances, it is necessary to give special attention to the delivery of bills in time by the utility providing organisations, collection of bills and entry of the collected bills in the ledger in time making it up to date to mitigate the harassment and sufferings of the consumers.

21.04 The consumers cannot be made responsible for non-issuance or non-delivery of bills to them and for not making entry of the paid bills in the ledger. The utility service providing organisations themselves should remain responsible for their negligence.

21.05 Under the circumstances mentioned above, there should be a reasonable time limit for claiming the unpaid bills by the utility organisations so that the harassment can be reduced. The utility providing organisations can take different lawful actions against a consumer for not paying any bill in time. But this should be within a particular time limit so that the consumer can preserve the necessary papers and documents on payment of bills till that time.

21.06 The matter of claiming the unpaid bills by the utility organisations within a reasonable time limit was discussed in detail in the Commission. It was proposed to declare the three year old all domestic utility bills as time-barred consistent with the existing laws of the country in this regard. In the light of this proposal the representatives of all utility providing organisations, viz., electricity, gas, telephone, water and some Secretaries of their controlling Ministries participated in the discussion. During discussion the Secretary, Ministry of Post and Telecommunication;

Secretary, Ministry of Local Government Division and representatives from the Ministry of Power and Mineral Resources expressed their views in favour of declaring the three year old unpaid domestic utility bills of telephone, water, electricity and gas as time-barred. The Chairman, National Board of Revenue and the Members of the Commission opined in favour of the proposal of declaration of three year old domestic utility bills as time-barred for payment. It was expressed in the meeting that the consumers cannot be blamed for not making entry of the paid bills in the ledger in time, rather the concerned officers/employees of the service providing organisations should be made responsible for that. But the Chairman of Bangladesh Telegraph and Telephone Board (BTTB) opined against the proposal and mentioned that the service providing organisations should first be strengthened and made efficient and the billing system should be developed and modernised to implement the proposal. After threadbare discussion on the proposal and keeping in view the issue that the Government should not incur any loss all agreed to declare the three year old domestic utility bills as time-barred to mitigate the sufferings of the consumers.

Recommendation of the Commission

21.07 In the context of the above circumstances, the Commission recommends to declare all unpaid three year old domestic bills as time-barred under the following conditions to mitigate the sufferings of the consumers and also to make the concerned officers/employees of the utility organisations more responsible.

Conditions

- i Arrangements should be made for payment of all unpaid bills by 1 July 2000. After this time limit no claim should be made for three year old unpaid domestic utility bills i.e. three year old unpaid domestic utility bills will be considered as time-barred.
- ii All sub-judice and disputed bills will remain 'outside this recommendation.
- iii If any consumer deceives in making payment under self-assessment system, this arrangement will not be applicable in that case.
- iv These recommendations are in addition to the recommendations made in the Report No 11 on 'One stop utility bill payment system' already submitted.

Report No 22

Format for Submission of Annual Report by the Ministries/Divisions to the Cabinet Division

22.01 Cabinet Division requested the Public Administration Reform Commission (PARC) to update the present format for submission of annual report on activities of different Ministries/Divisions by examining it along with other related matters and make recommendations accordingly. In pursuance of this the format used presently for submission of reports by the Ministries/Divisions and other instructions concerning annual report to the Cabinet Division have been examined by the Commission.

22.02 The present format appears to be input-oriented and subjective. It is, therefore, felt necessary to change the format radically so that the real evaluation of the activities of the Ministries/Divisions and their performance measurement are possible to make through the format. It was found during examination that the successes of the Ministries/Divisions are not evaluated against any set target of activities. The activities of the Ministries/Divisions are arranged against specific budget allocation and how far the output/outcome has been achieved cannot be measured from the present format. It is noticed that although there is instruction to submit the report in August after the expiry of the financial year, still the Ministries/Divisions submit it much later than that. As a result it is not possible to get the real picture of the ongoing activities of the Ministries/Divisions. So, considering different aspects, especially the aims and objectives of the Ministries/Divisions, efforts have been made to change the present format to a great extent. At the same time the instructions to be followed by different Ministries/Divisions while submitting the report given by Cabinet Division were also considered.

22.03 Efforts have been made as much as possible to prepare the format by the Commission for reflection of performance of the Ministries/Divisions and their subordinate offices in the light of the set targets to make the Cabinet Division informed within the stipulated time. An outline has been prepared to incorporate the executive summary of the Annual Report. The format contains 7 (seven) subject heads. These are:

- (I) Statement of key objectives for the fiscal year and the major programmes/activities to attain them.
- (II) Analysis of factors facilitating or impeding objective/achievement.
- (III) Major changes affecting the role and performance of Ministry/Division during FY.
- (IV) Financial resources.
- (V) Human resources.
- (VI) (A) Audit objection by Auditor General.
(B) Corruption and disciplinary cases.
- (VII) General plan for following fiscal year.

22.04 The kind of format proposed has been prepared considering the objectivity of the report to be sent. Efforts have been made to make the columns more precise and detailed in the new

amended format. Arrangement has also been made to compare the achievements of current year with the previous year.

22.05 It may be mentioned in this connection that Performance Standard of any organisation and that also of the officers/employees working in that organisation should be determined beforehand to evaluate the annual performance of the organisation properly and it is also necessary to set target through annual budget allocation at the beginning of the year. It is then possible to evaluate the performance of the organisation and also that of the officers/employees of that organisation at the end of the year in the light of set targets worked out at the beginning of the year. It is, therefore, necessary to set Performance Indicator/Standard for all Ministries/Divisions and their subordinate offices. It is also necessary to formulate Citizen's Charter to uphold the rights of the citizens in those organisations where service providing functions prevail. In this way it will be easier to send report about the output/outcome of the activities of Ministries/Divisions. It may be mentioned here that with this end in view Performance Indicator/Standard for three different Ministries and five important organisations have been formulated as samples. Besides, Citizen's Charters of seven organisations have been prepared. There is need to give full shape to these by incorporating more information.

Recommendations

- i The format evolved by the Commission may be used for submitting annual reports by the Ministries/ Divisions to the Cabinet Division; and
- ii The Government may initiate preparation of "Performance Indicators1 Standard" of all Ministries/ Divisions and their subordinate offices and arrange to reflect it in the format as much as possible. Besides, initiatives may be taken to formulate "Citizen's Charter" in the service-oriented organisations.

ANNUAL PERFORMANCE STATEMENT

Ministry.....Division.....

Fiscal Year.....

Executive Summary: *This is a brief and lucid statement of not more than 2 pages to highlight the following items:*

- a) General objectives and targets of the Ministry/Division's programmes during the fiscal year.
- b) Brief and succinct description of programmes/activities related to those objectives/targets.
- c) Total cost both in foreign and local currency and overall achievement of major programme/activity.
- d) Estimates/percentage of target achievements for the Ministry/Division, per major programme.
- e) Brief analysis of factors facilitating/impeding target achievements.
- f) Brief statement regarding major changes affecting the role and performance of the Ministry/Division (such as: new regulations; legal measures; human resource development; simplification of procedures; result-oriented management; productivity standards; performance measurement technique; innovative approaches; cost saving measures; technological development; cooperation with other Ministries and public agencies at central and local levels; cooperation with bilateral and multilateral institutions; interaction with Parliament, client's/citizen's groups/NGOs), which the Ministry/Division was able to introduce during the fiscal year.
- g) Resources (financial and human) allocated to the Ministry/Division in the revenue budget (both administrative and development).
- h) Information about audit objection by the Auditor General and corruption and disciplinary cases.
- i) General plan for the following fiscal year.

ANNUAL PERFORMANCE STATEMENT

FISCAL YEAR: -----

MINISTRY/DIVISION: -----

I. STATEMENT OF KEY OBJECTIVES FOR THE FISCAL YEAR AND THE MAJOR PROGRAMMES/ACTIVITIES TO ACHIEVE THEM.*

STATEMENT OF KEY OBJECTIVES FOR THE FISCAL YEAR AND THE MAJOR PROGRAMMES/ACTIVITIES TO ACHIEVE THEM.									
OBJECTIVES	MAJOR PROGRAMME/ACTIVITY	AMOUNT OF FUNDING			ACHIEVEMENT				REMARKS
		TOTAL COST	FOREIGN CURRENCY	LOCAL CURRENCY	%TARGET MET THIS FY		% OF TARGET MET LAST FY		
					PHYSICAL	FINANCIAL	PHYSICAL	FINANCIAL	
1	2	3	4	5	6	7	8	9	10
1.									
2.									
3.									
4.									
5.									
6.									
		GRAND TOTAL							

* PLEASE ADD PAGES IF NEEDED.. ACTIVITIES FOR WHICH "OBJECTIVES" AND "PROGRAMME ACTIVITY" CANNOT BE SPECIFIED MAY BE SHOWN AS "OTHERS". ALONG WITH "PROGRAMMES/ACTIVITIES" "MINISTRIES/DIVISIONS" SHOULD SPECIFY PRODUCTION/INCOME/REVENUE/COLLECTION/PROCUREMENT/SERVICES WHERE APPLICABLE.

ANNUAL PERFORMANCE STATEMENT**FISCAL YEAR:** -----**MINISTRY/DIVISION:** -----**II. ANALYSIS OF FACTORS FACILITATING OR IMPEDING OBJECTIVE ACHIEVEMENT***

KEY FACILITATING FACTORS	KEY IMPEDING FCATORS	LESSONS LEARNT AND REQUIRED ACTION FOR PERFORMANCE IMPROVEMENT
1	2	3
1.		
2.		
3.		
4.		
5.		
6.		
7.		

* PLEASE ADD PAGES IF NEEDED

ANNUAL PERFORMANCE STATEMENT**FISCAL YEAR:** -----**MINISTRY/DIVISION:** -----**III. MAJOR CHANGES AFFECTING THE ROLE AND PERFORMANCE OF MINISTRY/DIVISION DURING FY***

NEW REGULATIONS OR LEGAL MEASURES	SIMPLIFICATION OF PROCEDURES	HUMAN RESOURCES DEV. ACTIVITIES (TRAINING, CONFERENCES)				INTRODUCTION OF PERFORMANCE STANDARDS OR MEASURES
		LOCAL	FOREIGN			
			ATTEND. CONFERE NCES	SHORT TERM TRAINING	LONG TERM TRAINING	
1	2	3	4	5	6	7
1.						
2.						
3.						
4.						
5.						
6.						
7.						

"PLEASE ADD MORE PAGE IF NEEDED

ANNUAL PERFORMANCE STATEMENT

FISCAL YEAR: -----

MINISTRY/DIVISION: -----

III. (CONT.) MAJOR CHANGES AFFECTING THE ROLE AND PERFORMANCE OF MINISTRY/DIVISION DURING F N *

INNOVATIVE APPROACHES COST/SAVING MEASURES	TECHNOLOGICAL DEVELOPMENT	INTERACTION WITH EXTERNAL ENVIRONMENT			
		PARLIAMENT	LOCAL GOVERNMENT	NGOs	BILATERAL/MULT. INSTITUTIONS
1	2	3	4	5	6
1.					
2.					
3.					
4.					
5.					
6.					
7.					
8.					
9.					
10.					

* PLEASE ADD MORE PAGES IF NEEDED

ANNUAL PERFORMANCE STATEMENT

FISCAL YEAR: -----

MINISTRY/DIVISION: -----

IV. FINANCIAL RESOURCES*

BUDGET LIGNE	APPROVED BUDGET		DISBURSEMENT		EXTERNAL FINANCIAL RESOURCES					
	ADMINISTRATIVE BUDGET (TK.)	DEVELOPMENT BUDGET (TK.)	ADMINISTRATIVE BUDGET %	DEVELOPMENT BUDGET %	SOURCE	TYPE CREDIT/GRA NT	AMOUNT (TK.)	DISBURSED %		BALANCE
								THIS FY	LAST FY	
1	2	3	4	5	6	7	8	9	10	11
1.										
2.										
3.										
4.										
5.										
6.										
7.										
8.										

* PLEASE ADD MORE PAGES IF NEEDED

ANNUAL PERFORMANCE STATEMENT

FISCAL YEAR: -----

MINISTRY/DIVISION: -----

V. HUMAN RESOURCES*

CADRE/GRADE	NUMBER AT CENTRAL LEVEL	NUMBER AT LOCAL LEVEL	NUMBER AT OTHER LOCATIONS	NUMBER OF NEW RECRUITS	NUMBER OF VACANT POSTS
1	2	3	4	5	6
1.					
2.					
3.					
4.					
5.					
6.					
7.					
8.					
9.					
10.					

* PLEASE ADD MORE PAGES IF NEEDED

ANNUAL PERFORMANCE STATEMENT
FISCAL YEAR: -----
MINISTRY/DIVISION:

VI (A). AUDIT OBJECTIONS BY AUDITOR GENERAL*

SUBJECT OF OBJECTION	CFY	PREVIOUS FY	DIFFERENCE	% (±)
1	2	3	4	5
1. No. of Audit Objections raised				
2. Total cost/expenditure involved (on all objections)				
3. No. Resolved				
4. Outstanding				
5. Accumulated Audit Objections (Not Resolved)				

* PLEASE ADD MORE PAGES IF NEEDED

VI (R). CORRUPTION AND DISCIPLINARY CASES*

PLEASE PROVIDE INFORMATION ON THE NO. OF CASES IN THE TABLE BELOW:

	CASES BROUGHT FORWARD	CASES FILED IN CFY	TOTAL (2+3)	UNDER INVESTIGATION	UNDER TRIAL	CONVICTED	ACQUITTED	NO. TERMINATED FROM SERVICE	OTHER PENALTY/ CHARGE	TOTAL DISPOSED
1	2	3	4	5	6	7	8	9	10	11
Corruption Related										
Discipline Related (where applicable)										

* PLEASE ADD MORE PAGES IF NEEDED

ANNUAL PERFORMANCE STATEMENT**FISCAL YEAR:** -----**MINISTRY/DIVISION:** -----**VII. GENERAL PLAN FOR FOLLOWING FISCAL YEAR***

KEY OBJECTIVES	MAJOR PROGRAMME/ACTIVITIES	GENERAL ESTIMATES OF NEEDED RESOURCES		
		NAT'L BUDGET (TK.)	EXTERNAL FUNDING (TK.)	POSSIBLE EXTERNAL SOURCE
1	2	3	4	5

* PLEASE ADD MORE PAGES IF NEEDED

Report No 23

Performance Standard and Citizen's Charter

23.01 The success of any organisation depends on its performance in a given time. It is, therefore, necessary to set performance indicators/standards for an organisation. The performance indicators/standards predetermined for the individual officers/employees working in the organisation altogether determine the overall performance of the organisation. It is easy to find out the financial and physical outcome of any organisation after a particular time if performance standards/indicators of that organisation is predetermined. It is possible to measure the success of an organisation by laying owner of specific targets at the beginning of the financial year. Targets are determined in the light of performance standard/indicator already laid down. Targets have to be also consistent with budget allocation available for the year. Generally the service-oriented organisations determine their annual target through performance contract with the Government.

23.02 The Commission has prepared Performance Measurements of three different Ministries and Performance Indicators/Standards of five organisations as samples (enclosed). The names of the Ministries and organisations are:

Ministries

- i. Ministry of Establishment (Administrative and Regulatory)
- ii. Ministry of Education (Developmental)
- iii. Internal Resources Division (Quantitative)

Organisations

- i. Power Development Board (PDB)
- ii. Bangladesh Telegraph and Telephone Board (BTTB)
- iii. Dhaka WASA
- iv. Department of Income Tax
- v. Department of Customs

23.03 The Performance Indicators/Standards of the individual officers of these Ministries and organisations may gradually be given full shape with more detailed information being available. It may be mentioned that only Dhaka WASA has signed Performance Contract with the Government till now. No other organisation seems to have such Performance Contract.

23.04 It is necessary and important to prepare Citizen's Charter to protect the rights of the citizens in different organisations especially in the utility organisations along with the preparation of Performance Indicators/Standards. Through Citizen's Charter an organisation will make the people informed as to what type and amount of service it intends to provide within a particular time so that the consumers may receive services accordingly. The Commission has prepared citizen's charter of seven service-oriented organisations (enclosed). The names of these organisations are given below:

- i. Dhaka City Corporation (DCC)
- ii. BTTB
- iii. PDB
- iv. Post Office
- v. Dhaka WASA
- vi. Department of Income Tax
- vii. Department of Customs

23.05 The Citizen's Charters of these organisations may be given full shape gradually with more information. Mentionably, there seems to be no Citizen's Charter worked out in any organisation of Bangladesh so far.

23.06 Preparation and implementation of Performance Indicators/Standards and Citizen's Charters demand the existence of some prerequisites and basic elements that should remain present. These are:

- a. Receptive institutional environment
- b. Participation in the process consultation
- c. Demand driven requirement.

23.07 It will be difficult to implement the Performance Indicators/Standards, Citizen's Charters if the prerequisites are absent or if the same are imposed on any organisation.

23.08 Even after the fulfillment of the above prerequisites the following elements are required to implement the Performance Indicators/Standards, Citizen's Charter:

- i. Clearly articulated statement of Mission;
- ii. Transparently defined goals;
- iii. Flow of information;
- iv. Culture of result achievement management
- v. Competitive environment

23.09 The Performance Indicators/Standards and Citizen's Charters attached herewith may be used as samples by other organisations. It may be mentioned that enough time is required to prepare Performance Standards of individual officers and staff and the organisations. It is not possible to prepare Performance Standard of all Government organisations by a short-tenured organisation like the Public Administration Reform Commission. A permanent institutional mechanism is necessary to do this.

Recommendation

23.10 The Performance Indicators/Standards and Citizen's Charters already prepared may be used as guidelines in different organisations. If a permanent organisation on implementing reform is established, then this organisation may help and advise in preparation of Performance Standard in all Ministries/Divisions and the organisations under them. But the main work is to be done by the organisations themselves. Arrangement may be made for preparation of Citizen's Charters in all service-oriented Ministries/Divisions/organisations.

Performance Measurement Report for 3 Ministries/Divisions

- 1. Ministry of Establishment [Administration and Regulatory]**
- 2. Ministry of Education [Developmental]**
- 3. Internal Resources Division [Quantitative]**

Submission of Annual Performance Report to Cabinet Division Measuring Performance - Ministry of Establishment [FY 1999]

The main functions of the Ministry of Establishment are with regard to policy administration and effective regulatory aspects of the civil service.

As such, aside from the routine operational day to day functions undertaken by this Ministry pertaining to various types of service/appointments/transfers, some of its most critical/important functions are policy formulations and continuous reviews/studies undertaken with regard to improvements and efficiency aspects of the establishments in the civil service as well as human resource management function of the civil service.

The performance of this Ministry must therefore be viewed in the context of its capacity to undertake policy formulation functions and improvement efforts to upgrade the overall efficiency, dynamism and the well being of the civil service.

In line with its main objectives/functions performed by the Ministry of Establishment, the performance criteria that could be developed are as follows:

1. Policy formulation with regard to services and terms/conditions

No. of major new policy formulation initiatives/studies undertaken and submitted to higher authorities.

2. Policy regarding classification of services/posts

No. of initiatives of policy papers reviewed/undertaken and approved by stakeholder.

3. Formulation of policies/composition of cadre services

No. of papers on such policies/review of cadres/proposed amalgamations undertaken/presented to Government.

4. Administrative research, management and reforms for better and economic execution of Government business

No. of initiatives/papers submitted for consideration to :

a. Minister -----

b. PARC -----

c. Cabinet -----

5. Review of organisations, functions methods and procedures for Ministries/Divisions/Departments/Subordinate Offices

Indicate no. of initiatives/reviews undertaken/type of agencies and submitted to Government.

6. Simplification of **systems/procedures**, forms and organograms.

[1] <u>Systems/procedures</u>	[2] <u>Forms</u>	[3] <u>Organograms</u>
[No. of studies/reviews/papers completed/submitted for approval]		

- | | | | |
|-----------------------------|-------|-------|-------|
| a. Ministries/Divisions | ..... | ..... | ..... |
| b. Departments/Directorates | ..... | ..... | ..... |
| c. Other Agencies | ..... | ..... | ..... |

7. Policy regarding discipline conduct, procedures/enquirer/appeal etc and ACR

No. of initiatives/papers completed/reviewed and submitted for approval]

8. Policy regarding office equipment, stationery/supply/liveries/transport, telephone, etc.

- New policy initiatives created/studies for improvements submitted
- Reviewed or revised [approved]
- Approvals granted

9. Policy on **training/TNA/Career** development of civil servants

- No. of new policy papers submitted
- Reviews/studies/amendments approved

10. First appointment to posts and transfers etc.

	<u>Appointments</u>	<u>Transfers</u>
By service/posts/cadres	i. ....	.....
	ii. ....	.....
	iii. ....	.....

Note: Indicate the number of papers/initiatives/studies/reviews/where applicable and whether for Ministry/Division/Department or specific cadre or for the civil service as a whole for current FY.

Measuring Performance-Ministry of Education

Performance criteria

1. Policy formulation, reforms and formulation of sector plans
No. of initiatives/policy papers/reforms submitted

	(1)	(2)	(3)
	Policy formulation	Reforms	Sector Plans
a. For secondary education	-----	-----	-----
b. Higher secondary	-----	-----	-----
c. University education	-----	-----	-----

2. Educational development projects with **PEC/NEC ECNEC/Cabinet**
New educational projects undertaken/proposed/completed.

	Target/Proposed	Completed
a. Secondary	-----	-----
b. Higher Secondary	-----	-----
c. Technical	-----	-----
d. Teachers Training	-----	-----
e. University	-----	-----
f. Madrasah	-----	-----

3. **Allocation/expenditure** on education

- a. Total money allocated for FY
- b. As a% of national budget
- c. Total actual expenditure for FY
- d. As A% of allocation [of item: a]

4. New curriculum development/improvement/revision/initiatives submitted

a. Secondary	-----	-----
b. Higher secondary	-----	-----
c. Technical	-----	-----
d. Teachers Training	-----	-----
e. University	-----	-----
f. Madrasah	-----	-----

5. Educational **research/new** media and technology

- a. No. of **policy/initiatives** developed and submitted
- b. No. of policy **papers/initiatives** approved

6. No. of new teachers trained/retired/etc.

	<u>New</u>	<u>Current</u>	<u>Retired</u>	<u>Total</u>	<u>Estb.</u>	<u>Diff</u> [+/-]
a. Secondary						
b. Higher Secondary						
c. Technical						
d. Others						

7. Student enrolment/dropouts

	<u>Enrolments</u>	<u>Dropouts</u>
a. Secondary	-----	-----
b. Higher Secondary	-----	-----
c. Technical	-----	-----
d. University	-----	-----
e. Madrasah	-----	-----
Rate of change [% +/-]	-----	-----

8. No of private schools/colleges approved and established

	<u>Approved</u>	<u>Established</u>
a. Secondary		
b. Higher Secondary		
c. Colleges/types		

9. Indicators on quality of education [teaching/schools]

a. Average teacher/student ratio		
b. Average no. of classes taught by a teacher		
c. Passing rate in examinations	SSC	HSC
i. [Overall] %	-----	-----
ii. By grades [%]		
1st Division	-----	-----
2nd Division	-----	-----
3rd Division	-----	-----
Failure rate	-----	-----

d. No. of disciplinary cases in schools
[related to exam cheating/drug cases/gross indiscipline etc.]

e. Total disciplinary cases as a% of total student population

Note : Provide figures for current FY and previous FY and the difference [% +or -]

Measuring Performance – Internal Resources Division

1. Revenue collection

Revenue	1	2	3	4
	Target* set [CFY]	Actual collected	%target achieved	+/- Over PFY
1. Customs duty				
2. VAT (import)				
3. VAT [domestic]				
4. Supplementary duty [import]				
5. Supplementary duty [export]				
6. Excise Duty				
7. Income tax				
8. Other taxes and duties				
Total Revenue				

2. Ratios

CFY

PFY

- A. Tax revenue [total] to GDP ratio [%]
- B. Income tax as a ratio of GDP [%]
- C. VAT/GDP ratio [%]
- D. Customs/GDP ratio [%]
- E. Excise/GDP ratio [%]
- F. Supplementary duty [total]/GDP ratio

3. Tariff **structure/Customs/VAT** Related issues

Indicate improvements/new initiatives taken during the year

- a. Measures/Initiatives taken on simplifications of customs procedures.
- b. Initiatives taken on rationalisation of tax/duty structures.
- c. Measures taken on modernisation/computerisation, automations of custom clearance/declaration.
- d. Initiatives taken leading to reduction delays/time for cargo clearance.
- e. Publicity/educational awareness instituted to increase awareness on VAT registration and compliance.

4. **Improvements/new** initiatives taken during the year [Income Tax]

- a. Measures/actions taken to increase tax base.
- b. Measures taken to income tax revenue.
- c. Initiative taken on simplification of income tax procedures and computerisation of records/information
- d. Administrative measures/initiatives taken to reduce time taken for assessment/improve work processes/achievement of targets on income tax.
- e. Publicity or educational campaign instituted to increase awareness and tax compliance.

5. National savings

- a. Target set for saving at the beginning of year [TK. 00000000]
- b. Percentage of achievement
- c. Rate of increase
- d. New initiatives undertaken during the year
 - i. Key measures taken to mobilise and increase national savings through various new and existing scheme.
 - ii. Publicity and cost effective awareness campaigns launched to mobilise savings

6. Corruption/Disciplinary cases on NBR personnel

	Cases Brought Forward	Cases Filed in CFY	Total (2+3)	Under Trial	Conviction	Acquitted	No. Terminated	Officer Penalty	Total Disposed
Corruption cases									
Disciplinary cases (where applicable)									

Note: CFY = **current fiscal year** PFY = **previous fiscal year**

*target set at the beginning of year

Performance Indicators/Standards for the following agencies

- 1. Dhaka Water Supply and Sewerage Authority [WASA]**
- 2. Bangladesh Power Development Board [PDB]**
- 3. Bangladesh Telephone and Telegraph Board [BTTB]**
- 4. National Board of Revenue [Income Tax]**
- 5. National Board of Revenue [Custom]**

Performance Standards for Dhaka Water Supply and Sewerage Authority [WASA]

Vision

To be dedicated and dynamic water supply agency with culture and values that are excellent driven and performance oriented which consistently provides service that meet full consumer satisfaction.

Corporate Mission

To provide adequate and reliable, quality potable water supply at acceptable charge to all consumers within the area of jurisdiction at the highest attainable standards in quality and service.

Objectives

1. To supply clean, colourless, odourless treated water free from all harmful micro-organisms, chemical contaminants based on WHO standards.
2. To control and reduce non-revenue water [NRW] via rehabilitation and upgrading of existing water distribution systems [such as replacement of consumer meters, pipe leakage detection and repair].
3. Rehabilitation and upgrading of existing water treatment plants [including replacement of old pipes with new ones of better materials and refurbishment of service reservoirs and booster stations].

Performance indicators and Performance Measurement – WASA

For the water industry a number of acceptable performance indicators can be developed based on industry norms and best practices for industry. These indicators need to be continuously monitored to gauge their effectiveness.

The performance indicators aim to the authorities to improve the quality of their water services, to help enhance public accountability and managerial efficiency in the pursuit of productivity gains. These indicators also provide an opportunity for benchmarking and setting up performance standard for the entire water supply.

Classification of Performance Indicators

The performance indicators for the water industry can be classified broadly into three main categories as follows:

Physical Performance Indicators, Service Performance indicators and Financial Performance Indicators

Physical Indicators

These indicators give an indication of the size and coverage of the physical aspect of water supply and the extent of the underground assets, and are useful for the future planning.

Service indicators

These indicators focus on consumer service and productivity in an environment where consumers, expectations are increasing.

Financial Indicators

These indicators are important in assessing the financial aspects of efficiency. These indicators show that though technical standards are important, most management decisions are invariably influenced by financial consideration.

These indicators could be further categorised into seven main sections for effective monitoring.[see attached performance indicators for WASA]

Performance in relation to efficiency and effectiveness

Each performance indicator can be related either to efficiency or effectiveness. The aspect to efficiency shows the extent to which total resource had been utilised optimally to produce outputs [goods and services]. The aspect related to effectiveness show the extent the objectives of a particular program/activity had been achieved in terms of intended effect and impact.

Derivation of the indicators

The performance indicator are derived and developed with the following in mind:

- (a) each performance indicators is development based on a meaningful relationship between 2 parameters to be measured;
- (b) they are able to draw attention to condition, which may require further inquiry or correction action;
- (c) they are to be prepared on a yearly basis;
- (d) they are to be analysed with an orientation towards the future [for continuous improvement]

Industry Norms and Minimum Performance Standards

The performance indications that are developed are in its infancy stage. In time to come, industry norms for these indicators could be agreed upon and certain minimum standards be set. These would allow comparisons of performance against key indicators and friendly competition between water authorities across the country and in future even across national boundaries can be one of the guiding principles to improve the ways water supply industry operates in the country.

Key Performance indicators

1. Quantity of water supplied [per head] in relation to population.
2. Production of water not accounted for in billing i.e. non-revenue water [NRW]
3. Sewerage disposal per head of population.
4. Ratio of revenue collection as to amount of billing
5. Cost of production one unit of water
6. Percentage of system loss [Technical loss, etc.]
[Extent of water not accounted for billing]
7. Storms water or waste water disposal]
8. Number of complaints per 1000 Connections [Harassment to consumers, over billing complaints, etc]
9. No of employees to per 1000 connections.
10. No of billings per meter reader [employee]

Performance Indicators/Standards for WASA

Performance Monitoring – Performance Indicators

Year Ending 30 June

Target set/Achieved

Projected Targets

1996 96 97 98 99

2000 2001 2002

Target for year 2000

Population [000]

Pop. Growth [%]

Service Area Pop.[000]

1. Service coverage/Supply objectives
 - Pop. Served (000)
 - pipd water
 - Hydrant
 - Total
 - Percentage (%) To achieve 80%
2. Tech. Operational objectives
 - New consumers
 - Total consumers
 - Metered consumers
 - Unmetered consumers (as a %) Bring to a level of 5 to 10%
 - System loss (%) [unaccounted] To a target of 35% from current 40+%
3. Commercial and Operational objectives
 - Gross amount Billed ['000 TK] Growth rate of at least of 20%
 - Sewerage billing
 - Total billed
 - Amount collected
 - Collection as a % of billing To 90-95% from current 87%.
 - Accumulated areas
 - Ratio of arrears [months] To 4 months from 8+months
4. Investment objectives [output]
 - production capacity [Actual
 - production [Available for sale] To achieve>80%[current 76%]
 - (%) of production not billed
 - No. of unscheduled interruption To minimise interruptions

5. HRM objectives
No. of employees per 1000 connections To target 19<per 1000
No billing per meter reader
No. of complaints per 1000 connections To reduce from current level
6. Finance and accounting
Total operating revenue
Other revenue
Total revenue To achieve 15-20% growth
Rate of increase As above
Revenue per connection To improve
Average cost of unit To improve on average unit cost

Operating ratio [total O&M cost/total revenue]
O&M cost per 1000 connections
Personnel/total O&M cost
Unit production cost
Net production cost
Debt equity ratio
7. Tariff policy objective
Tariff increase [if any]
Rate of increase.

Performance Standards –Power Development Board [PDB]

How does one assess the performance of PDB when reviewing the achievements they have reported. Do we purely look at the financial performance or the installed capacity for production of power.

When reviewing the performance of PDB what do the stakeholders and the governments expect the agency to achieve. Why is this poor performance in power supply inspite of the high installed generating capacity? What matters at the end of the day is how much power is available for supply to meet the needs of the industry and ordinary citizens. The expectation from the public would be to have sufficient power all the time without any interruption in supply, at a reasonable cost.

What were the targets they were supposed to deliver and what were actually delivered? Power generation capacity as everyone is fully aware of cannot be achieved overnight. This requires proper planning and co-ordination, timely approvals of private power plants as well as adherence to time schedules set for production. The need for contingency planning for plant breakdowns and proper plant maintenance schedule is crucial in the overall planning mechanism.

Performance Indicators/Standards for PDB

Performance criteria to evaluate the performance of power Development Board

Production	<u>Target</u>	<u>Achieve</u>
Total capacity		
Increase in Generation capacity –Public sector		
Increase in generation capacity –Private sector		
Average generation cost per kWh		
Increase of installed capacity		
Total supply [MW] electricity		
Total demand [MW] electricity		
Shortfall [MW]		

Efficiency aspects

System loss [MW]
System loss [0%]
No. of pilferage/illegal connection detected
No. of pilferage/illegal connection dismantled
No. of case action taken against PDB official on pilferage/unauthorised connection
Loss of revenue due to system loss

Operational objectives

No. of new consumers
Total consumer
Domestic households

Industries in consumers

No. of load shedding
Total hours involved
Average amount of load shedding daily/yearly [MW]
No. of plants breakdown
No. of complaints per 1000 consumer/users

Finance/accounts

Total gross generation
Total sale
Total revenue
Net Profit
Rate of increase
Gross billed amount
Gross collect amount
Account receivables [no. of months]
Accumulated arrears

No. of accounts disconnected for non-payment

Domestic
Industrial
Others

Targets/Standards for main areas of operation for PDB

1. General capacity/supply demand

The installed power generation capacity is currently reported as 3411MW but the real capacity of power production was only around 2500MW as many of the old plants lost their capacity while some others were not functional as a result leading to the deterioration in the total power supply situation. This coupled with the large system loss during the stage of production, transmission and distribution as resulted in a supply situation.

Against the peak-hour demand of 2382 MW during 1998-1999 fiscal year PDB had to resort to constant load shedding to balance the demand supply situation thereby causing frequent interruptions. This situation at times was further compounded and aggravated by frequent breakdown of some of the power plants thereby contributing to further load shedding.

As such, to achieve sufficient power supply as indicated earlier, effective long-term macro power planning need to be undertaken with appropriate contingency measures. This will include establishment of sufficient number of private independent power procedures [IPP]

2. System loss

Currently there are no reliable figures available on system loss. Various figures have been reported by different quarters including report by donors. In the absence of reliable and current data it would be arduous task in setting the target. Based on the information provided by PDB it is estimated that the system loss is around 22%. This loss based on the current value will cost PDB around US \$65-70 million annually.

System loss is mainly attributed to two factors, that is technical loss and loss due to pilferage and illegal connections. The proportion of loss accrued to technical is estimated at 8% whilst the larger amount is due to pilferage/illegal connection as 14%.

While generally the technical loss could be minimised through proper and regular plant maintenance as well contingency measures, loss attributed to pilferage/illegal connection should to a large extent be eradicated with due vigilance and intelligence monitoring on a continuous basis as well as strict disciplinary action by management. It is therefore possible to reduce this loss substantially if not completely eradicated in the near future.

Target for PDB should be to reduce this loss by at least 3%-4% each year over the next three years,

3. Load shedding

With the improvement in the reduction of system loss not only revenue will increase but also help in some ways to alleviate load shedding. The average daily load shedding report has been in the range from 90 MW to a high of 455 MW.

Target to reduce load shedding should be set at least by 30% each year taking into consideration the increased expected supply from IPP as well as increase annual demand. It is expected by year 2002 there should be sufficient capacity and even to cater for some reserve energy capacity when all the approved plants are in full production.

4. Collection efficiency as a percentage of billing

Currently the average collection expressed as a percentage of billing efficiency rate is reported as 80%. To improve the efficiency in collection more efforts should be put in by PDB and strict schedules of collection should be adhered to and monitored by all zonal offices. The target for billing efficiency should be set as 90% in 2000 and 95% for the following subsequent years.

5. Ratio of arrears [months]

A related standard in revenue efficiency is the arrears expressed as a ratio of number of months which currently for PDB is reported as 5 to 4.5 months and this excludes payment from DESA. This target should be brought to an average of 3 months by the year 2000-2001. In order to have a better management control on arrears, there need to be a proper preparation of ageing of accounts for keeping track and managing effectively defaulters or long outstanding accounts.

a. Measures taken to improve macro policy planning/approval

Preparation and approval of macro plan [master plan] on long term power demand/production/transmission/distribution capability.

b. Measures taken to co-ordinate country's power supply with demand.

c. Timely approval of new private power generation projects [IPP].

- i. No. of proposals received
- ii. No. of proposals considered/approved
- iii. No. approved/capacity
- iv. Average time taken for giving approvals [months]
- v. Monitoring to ensure timely installation and production according to schedule.

d. Measures taken to increase the efficiency

- a. technical staff
- b. plant and machinery

e. Measures taken to reduce system loss and efforts to combat/reduce pilferage as well as illegal connections.

f. Measures taken to create awareness as well as to improve energy efficiency/conservation in power utilisation by commercial/industrial/consumers.

Performance Indicators/Standards

Bangladesh Telephone and Telegraph Authority [BTTB]

Telecommunications are becoming an increasingly critical component of economic growth. Access to communication is also now being recognised as a basic right. For those that have access, telecommunication has become essential to everyday activity.

For example, if you become injured, emergency services can be called through a telephone; lives could be saved calling the police through payphones; if you need to communicate with a colleague, you can telephone or send an e-mail; if your car breaks down you can use your mobile phone to summon help and if you need a business document, you can have it faxed. The need is endless.

Many of us take these services for granted. We expect them to be widely available and readily accessible. The lives of individuals or communities would be transformed dramatically by introducing telecommunication access to areas where previously not available.

For example, in the Dhaka city area there has been a tremendous growth of phone-fax shops during the last two years which has been mainly due to peoples growing need to communicate through the telecommunication system. There is, therefore, a great unfulfilled telecommunication demand in the country. There is also indication of the long waiting list for telephone lines, in several areas there are long delays for a new connection, some have to wait for several years. Besides, the charges for new connections from auto exchanges is also one of the highest in the world.

The only way to increase tremendously the telephone network and to compel BTTB to be more productive as well as to increase its current performance is to introduce "competition" in the local exchange market and further liberalise the telecommunication sector. In the absence of major privatisation efforts in the telecommunication [fixed line] sector, initiatives to significantly improve the performance as well as the network/exchange would tend to progress at a slow pace.

In evaluating the performance of BTTB, there are many important indicators besides revenue that need to be assessed, such as the extent of telephone network development, teledensity, tariff charges, aspects of quality of service, productivity per employee and other performance measures.

These main indicators that will be useful to monitor the performance of BTTB either on annual basis or on a long term basis are with regard to several key areas such as the telecommunication network growth, pricing/tariffs, revenues, productivity and quality of service as follows:

Demography

Population

Overall telephone density [teledensity]

Urban

Rural

Telephone Network

Main telephone lines in operation

Rate of line growth

% of line digital

Telephone lines per 100 inhabitants

Total household telephones

% of residential main lines

Waiting list for main lines

Average waiting time

Public payphones

Payphone per 1000 people

Average distance from a telephone

Quality of service

Faults per 100 main lines per year

Average response time

Tariffs/Charges

Connection fee for new telephone service

Monthly subscription for telephone service

Cost of 3 minutes local call [peak]

Cost of 3 minutes local call [off-peak]

Average cost of a telephone connection

Traffic

Total telephone traffic

Total national telephone traffic

National long distance [trunk] telephone traffic

International outgoing telephone traffic

International incoming telephone traffic

Revenue

Total revenue from all telecom services

Telephone service revenue

Gross amount billed

Gross amount collected

% of collection over billing

arrears

Ratio of arrears [months]

Gross Accumulated arrears

Human resources

Full time telecommunication staff
Employees per 1000 line connections
Revenue per employee

Other services

Estimated facsimile subscribers
ISDN subscribers
Telex subscribers

Standards for BTTB

Teledensity	From 0.36 to 0.6 per 100
Expansion in telephone lines	To increase to 800,000 lines
Waiting time	To reduce from to 24 - 18 months
Percentage of digital lines	from 56% to at least 80%
Nation-wide dialling for subscribers	From 90% to 100%
Faults per 100 to be reduced	By 20%
Charges for new connections	To streamline current charges
Percentage of amount collected as a ratio of billing	To 85-90%
Ratio of arrears [months]	Set at 2-3 months

Performance Indicators/Standards – National Board of Revenue

The following performance indicators or criteria have been developed to measure the performance on matters relating to tax administration. This information will enable one to evaluate the performance of NBR in relation to its function of national tax administration pertaining to tax revenue. It provides indicators to evaluate factors such as the extent to the tax base, tax compliance by industry/individuals, productivity as well as the efficiency of the revenue collection.

GDP ratio on tax revenue

One of the most significant performance indicators, which are used to evaluate the overall performance of any national tax administration, is the ratio of tax revenue to GDP. This tax-GDP ratio is generally regarded by all authorities internationally as well as by the World Bank as the single most universal benchmark for performance in the effective administration of collection of tax revenue.

For Bangladesh, the tax-GDP ratio for the last few years has been recorded between 9 to 10% for the year 1998. This figure is one of the lowest in comparison with many of the developing countries. The GDP tax ratio has stagnated over the last few years despite the GDP growth and it is even far below than that of the other developing countries in the SARC region.

This clearly indicates that the tax revenue as well as the tax base in Bangladesh is very low in comparison to many developing countries. What the tax GDP ratio in reality translates to is that there is a very substantially large tax base [potential] in the country, which has not been tapped effectively. This could be due to many factors such as a low tax compliance rate, ineffective administration of the collection and enforcement system, structure of the present tax system and cumbersome procedures.

Performance Indicators for Income Tax

Revenue from income tax, too, is comparatively low and represents a mere 1% of the GDP, which generally portrays to some major problems such as low income tax compliance as well as tax evasion. In such circumstances therefore, the tax net as to be more efficient as well as effective to explore ways and means to circumvent the cases of tax evasion as well as to increase the income tax base of companies/individuals.

Among the measures the National Board of Revenue could consider to improve performance and overcome some of these problems to increase the present tax base, encourage tax compliance and increase the tax revenue are:

1. To encourage tax compliance and better understanding of the system of tax administration by further simplification of forms, tax law/regulations and reduction of taxation categories/provisions. Ultimately, the aim is to make the system of tax administration less complex and more user friendly with a view to encourage more taxpayers to comply with the tax system rather than making the system more complex.

2. Tax education and publicity to encourage greater compliance and to explain corporate/citizens' responsibilities to pay their dues to government so that it can undertake development activities for the nation. This efforts could include national campaigns through the mass media to educate people and bringing the message to the people such as with the launching of annual tax week by NBR during the month of September in malls, shopping complexes and other popular places. This would be an opportunity to explain the citizens tax obligations as well as to assist to fill tax returns.
3. To improve the performance of the department by placing accountability at each level or unit of administration through the setting performance indicators and targets areas for them to achieve.
4. Instituting ways and means to detect and prevent tax evasion so as to increase the number of effective taxpayers from the current low figure of 2.3 lakhs. For example, one effective way to obtain information and correlate on a monthly basis the database from the Register of Companies on new company registration and from the City Corporations/Municipalities on trade licenses. This information could be used for verification purposes with the records of NBR as well as making it mandatory for these categories to make tax returns. Other similar measures that could be used are for example, to co-relate information on purchases such as real estate [all types], motor vehicles and other luxury items.
5. Strengthening the enforcement activities and post tax audits and the strict application of the existing rules and regulations fairly and evenly on all tax evasion cases.
6. In order to create greater confidence, assurance and consistency among the taxpayers in the tax administration system by streamlining the refund producers for any excess payments. Tax refunds should be done in a speedily manner according to set time standards, instead of creating a perception of 'a one way system' where tax paid to be considered as tax gone for all cases.
7. Legitimate tax disputes/disagreements and tax appeal be given the right to be heard and considered according to rules/regulations and be disposed off on a timely and transparent manner according to set standards.

Setting performance indicators

Performance indicators/standards to evaluate the annual performance of NBR [income tax matters]

Total no. of tax files/payers registered with NBR FY98 FY99 %+/-

Individuals

Companies [Business]

Total no. of effective tax payers

Individuals

Companies [Business units]

As a % of Population []

As a % of gainfully employed []

Estimated tax payers

Average tax paid by each payer

Current: tax rates

a. Individual

b. Company

Tax revenue assessed

Tax revenue collected [000,000 Tk.]

Percentage of collection on total due

Collection cost expressed as a ratio of revenue { % }

Income Tax –**GDP ratio**

Rate of increase

Amount of arrears

Accumulated arrears

Total no. of assessments in current year

Percentage of assessments completed

Total of employees in income tax [assessment]

Average no. of files/cases [by categories] assessed per employee

Achievement [%] of work target set by categories/circles

No. of tax evasion cases investigated/pending

a. Individuals

b. Business units/Companies

No. of complaints of harassment by tax officials received/investigated

No. of corruption cases instituted/charged on tax officials

a. By NBR

b. By Bureau of Anti Corruption

Amount of tax refund approved

Amount paid for FY

Accumulated tax refunds not paid

Customs and Excise – National Board Revenue

Performance Indicators/Standards

Revenue collection

Customs duties

Excise duty

VAT [import]

VAT [export]

Supplementary duty [import]

Supplementary duty [export]

Other duties

Total revenue

Percentage [%] collected against set target [beginning year]

Total indirect tax/GDP ratio

Collection expenditure expressed as a ratio to revenue

No. of bills of imports/import declaration

Rate of increase

Average time/day taken for processing/clearance of declarations

Average cost involved in per clearance

No. of bills of export effected

Average time taken for clearance of exports

No. of VAT new registrations

Average time taken for a registration

No. of customs frauds detected/apprehended

No. of smuggling cases apprehended

CITIZEN'S CHARTERS

CITEZEN'S CHARTERS OF THE FOLLOWING AGENCIES

- 1. DHAKA CITY CORPORATION [DCC]**
- 2. BANGLADESH TELEPHONE AND TELEGRAPH AUTHORITY
[BTTB]**
- 3. BANGLADESH POWER DEVELOPMENT BOARD [PDB]**
- 4. NATIONAL BOARD OF REVENUE [INCOME TAX]**
- 5. BANGLADESH POST OFFICE**
- 6. DHAKA WATER SUPPLY AND SEWERAGE AUTHORITY [WASA]**
- 7. NATIONAL BOARD OF REVENUE [CUSTOMS AND EXCISE
DEPARTMENT]**

Citizen's charter

Dhaka City Corporation

Our Commitment

We are committed to provide efficient and fast service to all our customers and residents. You will be treated with courtesy and respect when you deal with us.

Our service standards:

Public Health

We will undertake fogging operations during the 'peak periods' every alternate day to ensure the eradication of mosquitoes and larvae's and at other times on a fortnightly basis.

We will carry out immunisation for children at our centres, 5 days a week in each and every ward with the logistics support from the Ministry of Health.

If there is an outbreak of communicable disease we will activate our health machinery system for control and immunisation.

Primary health care is being provided at 120 primary health care centres in the city area to ensure public health particularly targeted to the poorer section of the community.

All our dispensaries are open 6 days a week for outpatient treatment.

We have established two general hospitals where in patient service will be provided free of charge.

Food/Drink

Health and sanitary checks will be conducted on food outlets to ensure cleanliness and we will undertake random collection of samples twice a week for testing at our laboratory.

We will ensure that all meat that is being cut/processed at slaughterhouses is clean, free of disease and fit for human consumption.

We will ensure that all slaughterhouses are clean on a daily basis.

All complaints regarding food/drinks can be addressed to Public Health Department at Tel...

Birth Registration Section

We will process all applications for birth certificates and issue the extract of birth certificates in 3 working days provided they are registered within 90 days of birth.

For birth registered after 90 days an affidavit must be attached.

We will issue Death Certificates within one day for all deaths, which are going to be buried or cremated in Dhaka City area.

Cleaning and disposal of solid waste [conservancy]

We will provide sufficient rubbish container dumps and bins which can be used any time in the DCC area.

In residential areas, we will ensure the provision of sufficient public rubbish bins in suitable places within a reasonable distance for the convenience of residents.

We will undertake the collection of solid waste every day in all areas of the city.

All household rubbish/refuse will be collected promptly and efficiently every day including Public Holidays from the public bins provided at the residential areas.

All major roads will be swept on a daily basis. All protocol roads and airport areas twice a day.

All surface drains within the Dhaka city area will be cleaned daily whilst the large drains will be done on a fortnight basis.

We will ensure that all DCC public markets are maintained and cleaned on a daily basis.

We will provide and maintain sufficient number of public latrines and urinal for the separate use of each sex.

We will ensure the maintenance and cleanliness all public latrines and urinals every day.

We will maintain one major dumping area in Mautial [72 acres] and will ensure proper land filling.

We will take action within 24 hours if there is a complaint about collection of rubbish.

Community Halls for use of citizens

We provide and maintain 25 community halls [multipurpose use] in the Dhaka City area for the use of all of our residents.

A list of such halls, their locations/rental charges and facilities is available from the Social Welfare Officer of the DCC.

Bookings for these halls should be done with the respective caretaker's office and will be allocated on 'a first come first basis'.

All community halls will be maintained and cleaned on a daily basis.

Parks/Playground

All parks under our jurisdiction will be properly maintained and swept every day.

The Shishu Park will be maintained and ensured cleanliness on a daily basis.

We shall maintain cleanliness of parks/playgrounds by cleaning every day

We shall maintain and cut the grass of parks/playgrounds every 2 weeks.

Grass cutting at the public areas/vicinity of the roads will be done once in 2 weeks

Trees along the roads will be checked and trimmed once in a month

Maintenance of Streets

All streets lighting under our maintenance will be regularly checked to ensure that they are functioning well.

Permission for cutting/digging of the road for purposes of providing utility/sewerage service would be granted within 3 days of an application.

Action on complaints made regarding emergencies such as a fallen tree on the road etc. will be taken within 24 hours.

All roads, bridges, footbridges, and pedestrian bridges under our jurisdiction will be checked regularly and maintained by DCC.

Revenue

All bills for holding tax will be sent to the correct address of all residential and commercial units by July 15 each year.

We will ensure that each holding is levied the correct tax according to its appropriate rent value.

Payment of taxes made before the due dates will be entitled to discounts according to the schedule while late payments will be subjected to fines as per the schedule.

Payment of cheques for works done for DCC will be made out within 30 days upon receipt of completed documents/claims for work done.

Trade licenses will be issued within one day.

We will approve application of banner advertisement/billboard licenses within 1 day from the date of submission.

Renewal of rickshaw licenses would be done within a day according to the serial numbers notification.

Hotline/Emergency services

A 24-hour hotline telephone service no. 9556014 is provided in a control room where members of the public can call for emergency services.

Each department of DCC has a zonal office to ensure the provision of proper services to members of the public.

Every department of DCC is provided with a wireless set to ensure the provision of emergency services.

Citizen's Charter

Bangladesh Telephone and Telegraph Board [BTTB]

Our commitment

We will provide prompt, efficient and reliable service to you, our valuable customers. You will be treated with courtesy and respect when you deal with us.

Our services to you:

We provide the following main services:

- Telephone [Domestic and international]
- Maritime Mobile VHF Radio
- Greetings Telegram
- Telegraph
- Phonogram
- Telex service

New telephone connection

Applicants for a new telephone connection must submit an application form together with Tk. 100 postal order. A registered copy of the form would be given to the applicant the same day.

Waiting period for telephone connection

Owing to the great demand, currently there is a waiting period for the provision of a line and for some areas up to three years. BTTB is striving hard and it is increasing the exchange capacity so as to reduce this waiting period.

Allocation of telephone lines

We will be fair to all the registered applicants in the allocation of telephone lines based on a first come first basis except for the designated priority areas such as hospitals/clinics and doctors. Registered applicants will be informed accordingly when lines become available.

Telephone connection after payment of Demand Draft

After the payment of the demand draft, telephone connection would be normally provided within 2 weeks.

Transfer of telephone to a new address

We will provide the transfer of telephone connection from one place to another within an exchange in 7-10 days. For other areas, if there are no available lines at the new address we will inform the applicant within 2 days when the transfer could be done.

Telephone bills

All telephone bills will be delivered to each subscriber by the 20th of each following month and subscribers would be given a minimum of 14 days for payment of bills.

Notice before disconnection for non-payment

The revenue office will send a notice to all defaulters reminding subscribers to pay, if not the telephone line will be disconnected. When payment is still not made a final reminder by the exchange is done through the telephone informing that the line will be disconnected unless the bill is settled immediately.

In case of non-receipt of telephone bills by the subscriber

We will provide a copy of the bill free of charge immediately on request at the revenue office in your area. Subscribers can also obtain a copy of a telephone bill at our one stop service centre and make the payment there itself.

Accuracy of telephone charges

We will ensure the accuracy of all telephone bills under the digital system and only bill the subscriber for calls made. In case of discrepancy or wrong billing, it will be rectified within 3 days from the receipt of complaint.

Reconnection of Telephone

There will be no reconnection charge if the bill [arrears] is paid within 7 days of disconnection. The telephone will be reconnected within 2-3 days provided that the revenue office receives a copy of the receipt.

Temporary disconnection by the subscriber

We will approve all temporary disconnection for a maximum period of 12 months and undertake to disconnect the service within 2 days from the date of submission of bill of clearance certificate from the revenue office.

Where to complaint: faulty lines

Subscribers with complaints regarding faulty telephone/service should report to our central exchange: Tel no. 18 or to the local camp office.

স্বাক্ষর
বাংলাদেশ লোক-প্রশাসন প্রশিক্ষণ কেন্দ্র
সাকার, ঢাকা

When Faults occur

When we receive a complaint of a faulty telephone we will issue you a serial no. for every report and it will be investigated and rectified within 48 hours.

Maintenance

We will carry out regular maintenance to ensure that telephone lines are functioning well.

Complaints regarding excess billing

Complaints regarding disputed bills should be sent in writing to the concerned Divisional Engineer.

Public call office telephones

We will ensure that all our public call office telephones are in working condition for the convenience of the members of the public.

Phone card

All phone cards will indicate the correct units as per the card for use

General complaints

All complaints regarding the telephone service should be addressed to the concerned Sub Divisional Engineer for action.

Citizen's Charter

Power Development Board

Our commitment to you

We, the Power Development Board, are committed to provide reliable and efficient services to all of our consumers. You will be treated with courtesy and respect when you deal with us.

This charter is concerned with matters related to the supply of electricity to all consumers of PDB.

Application for electricity connection

Domestic consumers interested in getting electricity supply connection should apply in a prescribed form and make the necessary deposits.

Installation of new meters

Installation of new electricity meters for supply to domestic consumers would be done within 7 days after the payment of the required deposit.

Electricity bill

All bills for the electricity consumed will be correctly charged and delivered promptly by the 20th of each following month as per government instructions.

Payment of bill

Consumers will be given at least 20 days to make payment of electricity bills.

Queries regarding bills

All queries regarding billing charges or anomalies in the bills would be attended to by the concerned office within three days.

Reconnection of electricity supply

Electricity supply, which is temporarily disconnected due to non-payment of bills, would be reinstated within a day after all payments of arrears are done.

Termination of supply at the request of consumer

Termination of electricity supply at the request of the consumer would be done on the appointed date and electricity deposits would be refunded within 2 weeks from the date of such termination.

Notice for electricity interruption

Notice of any schedule interruption in electricity supply for purposes of rectification works or repairs would be notified at least one day before such interruption.

Complaints regarding supply

Complaints regarding supply or disruption to a consumer will be attended to by the concerned office within a day.

General complaints

All complaints regarding electricity supply/disruption should be addressed to the respective Divisional Executive Engineer.

Citizen's Charter

National Board of Revenue [Income Tax]

Our commitment

We are committed to provide efficient and fast service to all our customers and taxpayers. You will be treated with courtesy and respect when you deal with us.

This charter is for all who deal with the National Board of Revenue about income tax matters. This includes payers of income tax, and employers, who deduct and remit tax from their employee's wages.

The Charter explains:

- ☐ Your rights as a taxpayer
- ☐ The service and the standards we provide
- ☐ Your important tax obligations

Service standards

We give an assurance that all tax assessments will be fair, impartial, without prejudice and will be done according to the prevailing rules and regulations.

Return of tax forms for assessment

Individuals must lodge all tax forms by 15 September each year.

For companies, all tax returns should be lodged within 6 months from the date of closing of their accounting year.

Assessment on tax form:

We will process all tax returns within a maximum of 6 months from the date of submission of the tax forms.

Refund of overpaid tax:

We will process all applications and issue a refund within 60 days.

Appeal objection against an assessment

All appeals regarding income tax matters must be lodged to the appeal authority within 30 days after receipt of an assessment.

If you lodge a valid objection against an assessment with the concerned appeal authority, then:

We will give you a decision within 6 months from the date of receipt of appeal.

Your important tax obligations:

You have to ensure that you return your tax form every year on time as provided for in the Ordinance to the National Board of Revenue for assessment.

Feedback/Complaints

We want to hear your suggestions or complaints. We are committed to continue to improve our work processes and service. If you like to make a suggestion for improvements or any complaint about our services provided please inform us by phone, facsimile or write;

The National Board of Revenue

Member[Direct Tax]

Tel-----

Fax-----

June 1999

CITIZEN'S CHARTER -BANGLADESH POST OFFICE

Our commitment is to make posting facilities easily available and to meet reasonable levels of local community demand. You will be treated with courtesy and respect when you deal with us.

Our main services

- All types of mail services
- Sale of stamps
- Registered letters/Parcel services
- Special bulk services
- Remittances/Postal/Money orders
- Savings bank accounts
- Utility bill payments
- Motor vehicle tax/Driving licences
- Other types of payments

The Bangladesh Post Office declares:

The following working hours are for the purpose of making inquiries and payments/transactions by the public:

Sunday-Thursday 8 am - 6 p.m.

Friday and Saturday 8 am - 5 p.m.

Letters and Parcels posting areas

There are various ways to mail letters and parcels. Bulk mail can be posted at the GPO or other post offices. All other mail [letters and small parcels] can be done at any of our numerous branches or street posting boxes.

Street Post Boxes

Street post boxes are provided at convenient locations where an acceptable level of usage is known. The colour of the post boxes is marked according to the destinations. We ensure that all letters will be collected promptly according to times indicated.

Blue	-	Foreign countries
Red	-	Within Bangladesh
Yellow	-	Dhaka City

Posting times

We want to get your mail to its destination on the very same day it is posted. To ensure the high level of service your latest posting time is generally 6 p.m. daily in Dhaka and other metropolitan areas.

Other times will apply in rural and regional areas. Posting times are displayed on all post boxes.

Delivery Time-table

Our delivery standards are shown in the table below. These standards apply to all letters posted by the latest posting times.

Address of Letter	Delivery Time
In the same metropolitan area/city	Next business day
From one metropolitan to another	Second business day
Between metropolitan and other towns	Third business day
Between towns	Third business day
Between districts	Fourth business day

Our target is to deliver at least 90% of all letters on time and all the time.

Stamp purchases

Stamps are widely available in metropolitan, rural and remote areas.

Parcel/Registration

Bangladesh Post Office provides parcel service for transmission of goods through post as well as registration service facilities for letters/articles. We will ensure the security and prompt delivery of all letters/articles under our care.

Delivery of mail

We undertake promptly door to door delivery of all letters and postal articles. In big cities and towns, two deliveries would be done in a day.

Basic Letter Price

The cost of postage for the basic letter delivered anywhere in Bangladesh is Tk. 2

Post Office Saving Bank/Savings Schemes

Through our postal network of numerous outlets, we provide savings bank facilities to all our customers through our savings account and fixed deposit account which offers a high rate of interest. In addition, Bangladesh Post Office also offers other competitive saving facilities through savings certificates, postal life insurance, post office annuities, prize bonds which are all fully guaranteed by the Government.

Motor Vehicle Tax/Radio Licence/Utility Bill/Excise Duty

Bangladesh Post Office meets citizen's needs for various types of payments, which can be undertaken at out counters promptly and without delay. These include payments for utility bills, motor vehicle tax/road permit tax, driving licenses, radio licences as well as payment of excise duty by local manufacturers through the sale of excise banderols.

Official receipts

Official receipts will be issued for all payments made at the counters.

General Complaints

Persons unsatisfied with the services rendered by Bangladesh Post Office can contact:

The Postmaster General

Department of Post

Tel -----

Fax -----

CITIZEN'S CHARTER

DHAKA WATER SUPPLY AND SEWERAGE AUTHORITY

Our mission

To provide adequate and reliable, quality potable water supply at acceptable charges to all consumers within the area of jurisdiction at the highest attainable standards in quality and service.

Our commitment:

To supply clean water and proper sewerage facilities to all our customers under WASA administration. You will be treated with courtesy and respect when you deal with us.

Our service standards to you are as follows:

Installation of new meters

We will ensure that the installation of new water meters for supply of water to our new consumers would be done within 5 days upon receipt of the necessary deposit.

Issue of water bills

Bills for water consumed would be correctly billed and promptly delivered by the 20th of each following month to all our consumers.

Queries regarding bills

All queries regarding billing would be answered within one[1] day

Reconnection of meters

Water meters that are disconnected due to non-payment of outstanding bills would be reconnected within 2 days after payment of a reconnection fee and settlement of arrears.

Refund of deposits

Deposits would be refunded to the consumer within 3 weeks after notice for termination of service is received from the consumer.

Notice of interruption in supply

Notice of scheduled water supply interruption/disruption for rectification works would be notified at least one day before such disruption takes place.

Supply of water during interruption

Water tankers would be scheduled to supply water for domestic consumers whenever there is a major interruption in the supply of water in any area.

Water quality

We will regularly test the quality of water under our supply for any impurities and contamination and ensure that they are always safe for use.

Complaints of broken pipes

Action would be taken within one day when a complaint is received to rectify any broken/damaged pipe.

We would be fair in providing water supply service to all consumers.

Complaints regarding our service

All complaints regarding the services provided by WASA should be addressed to:

The Managing Director

Water Supply and Sewerage Authority [WASA]

Tel:

Fax:

CITIZEN'S CHARTER

CUSTOMS AND EXCISE DEPARTMENT

Our principal role

To facilitate the trade and the movement of people across the Bangladesh border while protecting the interest of the country and maintaining appropriate compliance with the relevant laws;

To assist business and industry through the delivery of various support measures:

To efficiently collect customs and excise revenue.

GENERAL COMMITMENTS

Dealing with us

Customs officers will be honest, fair, courteous, helpful and professional in their dealings. You will be treated with courtesy and respect when you deal with us.

If you telephone a customs office

You will not be transferred more than once or we will arrange an appropriate officer to return your call.

If you write to us

We will respond to all correspondence within 14 days of receipt of letter.

Contacting the Customs Department

Main services we provide

IMPORT SECTION

Importing goods

By vessel

We aim to make cargo available for delivery on vessel arrival, provided an examination is not required. To achieve this we require; a full and accurate report submitted 48 hours before arrival so that customs entry formalities can be completed.

Air cargo

We will process the report as soon as practicable after receipt.

If physical examination of goods are required

We aim to schedule a physical examination for air cargo within one working day and for sea cargo within two working days of a request.

Tariff advice

We will finalise your request for tariff advice within days of receipt of completed application form.

Review tariff decision

We will finalise the review within ----- days of receipt of a submission containing full details of your request.

Valuation advice

We will finalise the review within ----- days of receipt of a completed valuation advice application.

Rules of origin

We will respond within ----- days of receipt of complete information.

Refund application

We will process all completed refund applications within.... days of receipt of all necessary documentation.

Anti Dumping and Countervailing

If you lodge an antidumping or countervailing application we will decide whether to initiate an investigation within...days

Tariff concession system

If you apply for a tariff concession order [TCO].

We will decide within... days[30]

If you wish to lodge an objection to a TCO

You have days to make an objection after the gazette notification.

If you ask Customs to review a TCO

We will do it within.. days

EXPORT SECTION -exporting goods

Export manifest

We will give clearance to the ship or aircraft before the scheduled departure provided all manifests are submitted within -----

EXCISE SECTION

Application for a manufactures or warehouse license/approved license for storage.

We will approve all applications:

New licenses within ----- days

Renewals within ----- days

Permission to move goods under bond

We will make a decision within ----- days

For security deposit within ----- days

For remission of duty or excise

We will make a decision on your completed application within ----- Days of receipt.

Refund of excise on specific goods:

We will make a decision on hour application within ----- days.

TRAVELLERS' CHARTER - AIRPORT

What you can expect from us

During completion of customs formalities you have a right to expect a high level of service from us. We will be courteous and professional in all our dealings.

Arriving on an international flight

We aim to complete all custom formalities for arriving passengers within... minutes.

Departing on an international flight

We will help you to complete all customs formalities as soon as possible.

Green lane passengers

If you have nothing to declare to customs you will be able to leave the baggage hall as soon as you collect the baggage.

If we search your bags

We will treat your belongings with care. An officer will clearly explain the procedure as well as your rights.

Official receipt for duties paid

A customs officer will clearly explain the procedure as well as your rights.

Official receipt for duties paid

If you have to pay duty you, should ask for an official receipt.

If you have a complaint

If you are not satisfied with any aspect of our service you should tell the customs officer you are dealing with; or

Ask to speak to the officer's supervisor; or

Lodge a complaint in writing to the relevant customs office or to the:

The Member

.....

Tel.....

Fax.....

Feedback

Importers, exporters and related industries are invited to use the contact points provided in this charter and to give views and comments to Customs on how various business processes at the Customs Department may be further improved.

Report No 24

Quota System in Government Service

24.01 In respect of direct recruitment in the Government service quota system is followed in which candidates are selected on the basis of categories like merit, orphans, retarded, female, freedom fighters/children of freedom fighters, tribal, ansar & village defence party (VDP) and district origin. Under such system certain percentages are reserved for each category and selection of candidates is made accordingly. In the context of overall development of the country the main objective of quota system is to encourage participation of the educated and efficient manpower of backward sections of population with proportional representation in the public service. In this connection the Constitutional provisions for recruitment in the Government service are discussed.

24.02 In Article 29 of the "Fundamental Rights" portion of the third chapter of the Constitution it has been mentioned about equal opportunities in the Government recruitment, the abstract of which is given below:

"29(1) there shall be equality of opportunity for all citizens in respect of employment or office in the service of the Republic.

29(2) No citizen shall, on grounds, only of religion, race, caste, sex or place of birth, be ineligible for, or discriminated against in respect of, any employment or office in the service of the Republic.

29(3) Nothing in this article shall prevent the State from—

(a) Making special provision in favour of any backward section of citizens for the purpose of securing their adequate representation in the service of the Republic;

(b) Giving effect to any law which makes provision for reserving appointments relating to any religious or denominational institution to persons of that religion or denomination:

(c) Reserving for members of one sex any class of employment or office on the ground that it is considered by its nature to be unsuited to members of the opposite sex!"

24.03 In Article 29(3) (a) of the Constitution it was mentioned about the backward section of citizens, but not any geographical area of the country. So it is to be examined how far the district quota is logical to fill up the vacant posts.

24.04 According to the latest Order No. mg (wewa-1)-Gm-8/95(Ask-2)-56(500) dated **10.03.97** of the Ministry of Establishment the quota system is rearranged as given below:

Sl. No.	Different Categories of Quota	% in Class I & II Posts	% in Class III & IV Posts
1	Merit Quota (Beyond District Quota)	45	
2	Orphans and Retarded		10
3	District Quota (On the basis of population)		
	(a) Freedom Fighters or If they are not available, Children of Freedom Fighters/Deceased Freedom Fighters	30	30
	(b) Women Quota	10	15
	(c) Tribal Quota	5	5
	(d) Quota for the members of Ansars and VDP		10
	(e) Rests (For general candidates of the districts)	10	30
	Total	100	100

24.05 Among the quotas mentioned above, except the quotas for female, tribal or retarded, the issue as to whether the quota system is justified. It may have scope of further scrutiny considering the following factors:

- As per the present quota distribution system it has been experienced that to ensure employment of at least one candidate from a district and one from a division **450** and **18** vacant posts are required respectively. But advertisement for recruitment of so many candidates at a time is not generally made or possible.
- The methodology followed by the Public Service Commission in distribution of quota under the existing rules to fill up vacant posts when total number of posts is less than **18** for selection of candidates as per **45%** under merit quota is shown below:

Vacant Post	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
Merit Quota	1	1	1	2	2	3	3	4	4	5	5	5	6	6	7	7	8	8
Dhaka Division	-	1	1	1	1	1	1	1	2	2	2	2	2	2	2	3	3	3
Rajshahi Division	-	-	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2
Chittagong Division	-	-	-	-	1	1	1	1	1	1	1	1	1	2	2	2	2	2
Khulna Division	-	-	-	-	-	-	1	1	1	1	1	1	1	1	1	1	1	1
Barisal Division	-	-	-	-	-	-	-	-	-	-	-	1	1	1	1	1	1	1
Sylhet Division	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1

Under the methodology mentioned above if the numbers of vacant posts are below **17**, then there is no scope to select a candidate from Barisal/Sylhet Division though the candidate might have secured 7th position in the merit list.

- (c) In the present system the 55% posts of the district quota are divided into six Divisions and after keeping at least one post for each district the rests are distributed on the basis of population among the big districts. If equal number of eligible candidates are not found as per quota from any Division, then candidates from other Divisions are considered to fill up the vacant posts of that Division. As a result a candidate fails to get selection for a job due to the reason of having permanent address in any Division/district only despite securing high position in the merit list.
- (d) All vacant posts of Assistant Professors, Associate Professors and Professors of Medical Colleges, the vacant posts of Senior Instructors in the Polytechnic Institutes and other technical colleges and similar vacant posts of Government Colleges are partly filled up by direct advertisement as per recruitment rules. In these cases also posts are filled up according to the quota as per rules. It is damaging for the country to compromise with the merit in recruitment of teachers for the educational institutes especially for the medical colleges where education is considered as the backbone of national development.

24.06 It appears from the above discussion that due to follow up of the quota based recruitment it is not possible to emphasise on merit in all cases. But at this moment major modification is required to be made in the existing quota system to introduce merit-based recruitment in the posts of all categories of Government services. Considering existing socio-economic and political conditions it is wiser to move step by step to change the existing quota system in the light of the Constitution without doing it at a time. The Commission thinks that the existing quota for employment in class III and IV posts may remain unchanged. The merit quota (beyond district quota) in respect of employment in class I and II posts may be refixed at 55% instead of 45%. which may facilitate merit, based recruitment.

24.07 In the context of above the Public Administration Reform Commission recommends the following for consideration of the Government:

1. The existing quota system may be modified in the following way for direct recruitment of candidates in the posts of class I & II of the Government service:

<u>No</u>	<u>Different Categories of Quota</u>	<u>Percentage in Class I & Class II Posts (Existing)</u>	<u>Percentage in Class I & Class II Posts (Proposed)</u>
1	Merit (Beyond District Quota)	45	55
2	Orphans and Retarded	-	-
3	District quota (On the Basis of Population)	-	30
	a. Freedom Fighters or if they are not available, children of Freedom Fighters/Deceased Freedom Fighters	30	-
	b. Women Quota	10	10
	c. Tribal Quota	5	5
	d. Quota for the members of Ansars & VDP	-	-
	e. Rest (For general candidates of the districts)	10	-
	Total	100	100

and,

2. In the light of the Constitution the existing quota system may gradually be modified further to encourage the meritorious candidates in public service for direct recruitment.

Report No 25

Measures for Improvement of Law and Order

25.01 In different meetings of Public Administration Reform Commission (PARC) the law and order situation of the country, especially the security of the members of the public and the performance of the organisations responsible in this regard had been discussed in detail. During discussion it was pointed out that due to non-compliance of the existing laws, rules and regulations and other orders in many cases the scope for deterioration of law and order situation has been created.

25.02 It has been expressed in the Commission's meetings that the first priority of any administrative reform should aim at reforming the Police Department which is directly involved in the maintenance and improvement of law and order situation, establishment of rule of law and ensuring justice.

25.03 Major complaints against some members of the Police Force are noted below:

- (i) Ineffectiveness of the police force - due to non-cooperative attitude/activities of some of the members of the Police specially in the Police Stations (Thanas);
- (ii) Instead of being the protectors of citizens, opposite attitude shown by the police in some cases;
- (iii) Harassment to people by the members of the Police while lodging FIRs and GDs;
- (iv) Lack of professionalism;
- (v) Corruption in the recruitment in the Police Force/political appointment;
- (vi) Lack of accountability and absence of chain of command;
- (vii) Lack of training in modern techniques/system;
- (viii) Maintenance of records in archaic way; and
- (ix) Deterioration of relationship between Police and magistracy.

25.04 Under the above circumstances in order to improve the law and order situation a concept paper on 'Improvement of Law and Order Situation' was placed in the 14th meeting held on 06/07/1999 of the Commission where the Honourable Home Minister was present as a special invitee. The important points of the concept paper were: upgradation of the posts of Officer-in-Charge in the Thanas to class – I and posting of trained police officers completing BCS examination to Thanas as a first step on pilot basis in Kotwali Thanas of the former 21 greater districts, formation of preventive and investigation wing in the Thanas, recruitment of sub-inspectors through Public Service Commission, imparting special training to the police officers in the model Thana to be established near Sardah Police Academy, ensure improvement of relationship between police and magistracy especially inspection of Thana by the Magistrates according to PRB, establishment of a Police Commission to investigate misuse of powers and corruption by members of the police force, like the Criminal Justice Commission in Queensland, Australia etc.

25.05 The Honourable Home Minister expressed his opinion in this connection. He mentioned the importance of upgradation of the post of OC in the Thana and appointment of new Class-I officer there, inspection of Thana and monitoring of the activities of the members of police force working there. He expressed the view that without the co-ordination between the DC and SP it is not possible to improve the law and order situation. He emphasised on the need of training of the members of the police force and use of computer in official activities.

In addition, he stressed on formation of community police force. At the end he specially mentioned about the necessity of implementation of the recommendations in this regard.

25.06 Improvement of law and order situation is a wide and complex subject in which the reform of police is also implied. That is why, at this stage only those recommendations are placed before the Government for immediate implementation which are expected to help improve the situation within a short period of time.

Recommendations

- (i) Check and balance between police and magistracy may be established through regular inspection of Thana by Chief Metropolitan Magistrate/Additional Metropolitan Magistrate in the Metropolitan cities and District Magistrates/Additional District Magistrates in the Districts.
- (ii) Arrangements should be made to impart appropriate training to the trainee ASPs on overall activities of Thanas by establishing a model Thana at Sardah.
- (iii) Steps should be taken to set up preventive wing and investigation wing separately in each Thana by imparting proper training to the members of the Police Force there. Simultaneously, the investigation wing may be reorganised with officers experienced in legal matters. In these connections, arrangements should be made to provide training through technical assistance project, if necessary.
- (iv) Accountability should be established for failure in conducting the cases by Public Prosecutors (PPs), Assistant Public Prosecutors (APPs), Court Police Inspectors (CPIs) and CSIs. Measures should be taken for effective training of PPs, APPs, CPIs and CSIs in conducting cases. Opinions of District Judge and District Magistrate in appointing PPs and APPs in the concerned districts should be duly considered.
- (v) The responsibility of maintenance of law and order lies jointly on Police and Magistrates. Each Thana police unit should be brought under the computer network in a phased manner for preserving files, reviewing the records/files of the cases speedily, taking quick decisions and establishing quick contact. The Magistrate's Office at the Thana level, which is responsible for law and order, should also be attached with this network. Side by side, their controlling authorities such as Cabinet Division, Prime Minister's Office, Establishment/Home Ministry, offices of IGP, DMP Commissioner, Divisional Commissioner, DIG of Police, DCs and SPs of 64 districts including the TNOs' Offices may be brought under this network.
- (vi) For protection of evidence modern and sophisticated technology should be used along with the amendment of the Evidence Act.
- (vii) In pursuance of the provision of section 167 of Criminal Procedure Code and PRB rule 261(GA) cases should be disposed of quickly and under no circumstances the investigation should exceed the time limit of six months (180 days). Disciplinary action should be taken against officers failing to complete investigation within the stipulated time.

Report No 26

Establishment of an Effective Organisation to Curb Corruption at all Levels of Public Administration

26.01 Different reports prepared at different times mentioned about wide spread prevalence of corruption in the administration of Bangladesh. The Transparency International - Bangladesh (TIB) conducted a survey where it was found that although there is an Anti-corruption Bureau in Bangladesh, corruption is so all-pervasive that it is almost impossible to curb it quickly. The former World Bank Resident Representative, Dhaka, Piere Landel Mills in a letter suggested to the Finance Minister to take effective measures against corruption. Suggestion was also made to remodel the present Anti- Corruption Bureau like Anti-Corruption Bureaus of Singapore and Hong Kong. The Finance Minister placed the matter to the Prime Minister. The matter was sent to the Commission from the Prime Minister's Office for consideration.

26.02 At the end of 1998 a four member delegation led by the Chairman of the Public Administration Reform Commission visited Singapore and Hong Kong. The delegation visited the anti-corruption office in Singapore, named as, Corrupt Practices Bureau (CPB). This office is attached with the Prime Minister's Office and accountable to the Prime Minister. This organisation appoints its manpower itself and works maintaining strict neutrality. It can conduct investigation against any accused person both in public and private sectors. Even they can conduct investigation against the Ministers independently. Due to the activities of this organisation the administration in Singapore has become one of the most corruption-free administration in the world.

26.03 In Hong Kong, the delegation visited the Independent Commission Against Corruption (ICAC). Corruption has decreased to an unexpected level due to the activities of the ICAC. Before 1974 virtually unlimited corruption existed at different levels of administration in Hong Kong. In that year, law about corruption was amended, ICAC was established and general amnesty was given to those employees against whom corruption charges were filed. Then ICAC made direct contact beginning from the school to different levels of society as preventive measure to combat corruption. The people were motivated through television and cinema on the evils of corruption. At the same time strict action was taken against corruption. They have their own surveillance team and place for confinement. For interrogation of the accused video is used and a copy of video is given to the accused. They can conduct independent investigation against any person. There is an Advisory Committee to give final decision in every case of corruption. The members of the Committee are different Secretaries to the Government and representatives from civil society and private sector.

26.04 In the light of decision taken by the Commission the former part-time member of the Commission and also former Comptroller and Auditor General, M. Hafizuddin Khan, prepared a paper entitled "Outline of a Proposed Anti-Corruption Organisation" and placed the same before the Commission. In his paper the necessity of establishing an "Independent Commission Against Corruption" was proposed, which will be a Constitutional organisation like the Election Commission or Public Service Commission. The recommendations in this regard were elaborately discussed in his paper.

26.05 According to the decision taken in the Commission's meeting two concept papers, one prepared by M. Hafizuddin Khan and the other prepared in the light of the experiences of study tours undertaken in different countries by the delegation of the Commission recently, were sent to all Members of the Commission, Cabinet Division, Prime Minister's Office and

Anti-Corruption Bureau for comments. Only the Director-General, Anti-Corruption Bureau, gave his comments to the Commission on the two concept papers.

26.06 A letter requesting to take necessary action on some recommendations made in the light of interim arrangement to bring transparency/dynamism/accountability in the activities of Anti-Corruption Bureau was sent to Cabinet Division from the Prime Minister's office on 01.04.99 and its copy was sent to the Chairman, PARC, for information.

26.07 According to the power given by section 9 of the Anti-Corruption Act 1957, by repealing all orders issued earlier two Circulars/Orders were issued from Prime Minister's Office regarding 'powers to investigate complaints against the corruption of public servants', and 'submission of statement of wealth, debts and liabilities of important persons, public servants and any other person, filing of cases, submission of charge sheet and power of withdrawal of cases'. Besides, a notification was published in the gazette recently with more amendments of the relevant laws.

26.08 Under sub-para 3(e) of the terms of reference, the Commission, inter alia, will recommend on reform of institutional, legal and procedural matters for combating corruption in all spheres and at all levels of public administration.

26.09 In the context of 3(e) of the terms of reference, before preparation of an outline of a new/effective anti-corruption organisation and formulation of final recommendations in this regard, it was decided to submit the following recommendations to the Government for the functioning of the present Anti-Corruption Bureau more effectively as per existing laws/rules.

Recommendations of the Commission

- i. The existing "Bureau of Anti-corruption (BAC)" may be renamed as "Anti-Corruption Commission (ACC)"; — — — — —
- ii. The Commission will conduct investigation into corruption charges against all civil persons including any official of the government, semi-government, autonomous bodies and any person of the private sector and public representatives;
- iii. The Commission will be headed by a Commissioner (status of Secretary). In addition, there will be two Additional Commissioners with the rank of either -Additional or Joint Secretary to the government to assist in the Commission's work; — — — — —
- iv. The Commissioner/Additional Commissioners will be chosen from among the honest, efficient and dedicated officers for a period of three years;
- v. The Commissioner and the Additional Commissioners can only be transferred/removed from office on specific charges and in such cases of removal/transfer approval of Hon'ble President will be necessary;
- vi. The Commission will have two specific functional Divisions, namely, Operational and Preventive. The two Additional Commissioners will be in-charge of these two Divisions;
- vii. The functional responsibility of the Preventive Division will be as follows:
 - a. to formulate recommendations for redress and removal of causes of corruption,

- b. to take necessary steps to remove the procedural/legal complications/non-transparency of concerned Departments/Government offices in this respect;
 - c. to create public awareness for moulding attitude against corruption. Necessary steps should be taken to motivate the people through Mass media like Radio, TV, News Papers, etc.,
 - d. to extend education on anti-corruption, necessary arrangements should be made to include it in the academic curricula of schools and Colleges;
- viii. The duties and responsibilities of the Operational Division will be to conduct inquiries in the anti-corruption cases and initiate prosecutions;
- ix. In the interest of proper performance/supervision of responsibility/duty of the Commission.
1. The current line of control of the Anti-corruption Bureau may be changed through legal process and an "Advisory Council" with the following officials/persons may be formed at national level:
 - a. A working or a retired Judge of Appellate/High Court Division of the Supreme Court, or a renowned person, or any appropriate retired senior officer of the government **- Chairman**
 - b. Cabinet Secretary/Principal Secretary to the Prime Minister **- Ex-officio Member**
 - c. A prominent legal practitioner **- Member**
 - d. A representative from NGO or Private Sector **- Member**
 - e. A Chartered Accountant specialised/expert in Accounts or an MBA **- Member**
 - f. A renowned Educationist or Citizen **- Member**
 - g. The Commissioner of the Commission **- Member-Secretary**
 2. The representatives under serial (1a), (1c)-(1f) will be nominated by the government.
 3. The responsibilities of this Council may be further changed/modified through amendment of circular/order/notification recently issued by PM's office as follows:
 - a. The Council will review allegations of corruption against former Presidents, Speakers, Ministers and MPs and current Ministers, MPs, City Corporation Mayors, Chairman of Red Crescent Society, present and former Chairmen and Members of the Public Service Commission and other important personalities and, after open inquiries, will recommend filing of ejahar (complaint) or cases to the Prime Minister (PM). In such cases the decision of the PM will be final.

- b. The Council will approve filing of ejahar (complaint) or cases including open inquiries into allegations of corruption against all officers at the level of Joint Secretary and above of the government and officials drawing the pay scale of Tk. 12900-14300 of the national pay scale of 1997 or changed equivalent scale (from time to time) or above. However, as per current practice, the decision-making power of filing ejahar (complaint) or cases, including open investigation into allegations of corruption against other officers¹ employees, Municipal Chairman and Commissioners, City Corporation Ward Commissioners, UP Chairmen and Members and others will be exercised by the Commissioner of Anti-Corruption Commission.
- c. The Council, after completion of inquiries into allegations of corruption against the following officials¹ employees¹ important personalities will submit specific recommendations to the Prime Minister about sanction for submitting charge sheets or withdrawal of cases.
 - (i) Former Presidents, Speakers, former and current Ministers, MPs, - City Corporation Mayors, Red Crescent Society Chairman, Chairmen and Members of PSC, any other person holding constitutional post or any other important personality.
 - (ii) All government employees drawing the pay scale of Tk 9500-12100 of National Pay Scale of 1997 or above and corresponding or higher scale in the relevant period.
 - (iii) Trustee/Governor/Chairman/Member, in whatever name they are called, of the Board of Directors of statutory, autonomous/semi-autonomous organisations, nationalised banks and other local authorities including financial organisations.

In all these cases (c i)-(c iii) the decision of the Prime Minister will be considered as final.

4. The Advisory Council will decide the cases of all other public servants or citizens or important personalities not mentioned above.
5. The Council will review the cases of all important personalities, all employees of government, semi-government, autonomous bodies, nationalised banks and other organisations, if the corruption charges brought against them are not proved during enquiry and the proceedings closed. In such cases the Council may be solely empowered to take decision.
6. Implementation of above recommendations will require amendment in the relevant laws and the circulars/orders/notifications already issued will have to be cancelled and new circulars/orders/notifications will have to be published in the Gazette. Name of the Authority mentioned in the notification\circular\order issued from the PM's office for submission of statement of personal assets and liabilities and other matters by important personalities, public servants and any other person may be kept unchanged in some cases but for others it may be changed as per proposed circular and order separately attached.
7. The Council will sit at least once a month.
8. The Commissioner will keep the Council informed of all actions taken by him.

26.10 The Commission will submit all matters to the Prime Minister directly, which need the approval of the Prime Minister to perform its responsibilities i.e. open investigation of allegations of corruption and filing of corruption cases against all important persons, all employees of the government, semi-government organisations, autonomous bodies, nationalised banks and other organisations, if the corruption charges are brought against them.

Administrative and Financial Arrangement etc. of the Commission

26.11 The Commission will remain attached with the Cabinet Division, which will render all assistance to the Commission.

26.12 Anti-Corruption Committees may be formed at HQs, Division and District levels under the chairmanship of Additional Secretary, Cabinet Division, Divisional Commissioner and the Deputy Commissioner respectively. These Committees may be formed, as per instructions of the Advisory Council, with private and government representatives. The Committees may from time to time submit recommendations to the Council for prevention of corruption in their respective areas. In addition, these Committees may be empowered to approve filing of cases against government employees and public representatives outside the purview of the Advisory Council.

26.13 It may be required to increase some manpower in the proposed Commission with the appointment of two Additional Commissioners including their Personal Officers. Under the circumstances, at least one more Director and two Assistant Directors with computer literacy (if necessary they will be provided computer training) may be given appointment. Out of these two Assistant Directors one will be skilled in performing the functions of Preventive Division and the other will be experienced in banking sector, stock exchange and financial transactions. Before incorporating in the final report the recommendation about the manpower of the proposed Anti-Corruption Commission following the TOR of PARC to 'recommend on institutional, legal and procedural reform in order to curb corruption in all spheres and at all levels of the public administration', arrangement may be made to create the above 3 (three) new posts at the officers level now in addition to the existing set up.

26.14 Apart from this the following recommendations may be considered to expedite investigation/trial of anti-corruption cases, remove complexity of the relevant laws, bring transparency in the proceedings and ensure accountability of the persons engaged in investigation:

- a. It is necessary to take measures for quick disposal of anti-corruption cases. For this a time limit may be fixed for investigation and trial by amending the relevant provisions of the laws.
- b. Ensure punishment against those who are unable to complete inquiry within the stipulated time. Ensure supervision and review of progress of investigation including monitoring in the monthly co-ordination meeting of the Advisory Council.
- c. Ensure submission of charge sheets enclosing all information. Otherwise necessary punishment will be given for failure (if accused is not punished or discharged) for faulty filing of cases.
- d. Ensure availability of vehicle including motor cycle to the investigating officer for quick completion of investigation.
- e. Introduction of computers, scanning machines, etc. for maintenance of relevant files. Impart computer training to officers/employees at all levels.

- f. Inclusion of the provision of confiscation of assets earned illegally in the anti-corruption law through amendments in addition to punishment for proven crime. In such case the loopholes/limitations prevailing in the existing laws should be removed. It is to be encouraged to take actions against false and fabricated complaints under Section 211 of the Penal Code.
- g. Appointment of Public Prosecutors on the basis of merit rather than on political considerations.
- h. Increase the number of special courts for quick settlement of cases filed under anti-corruption law.
- i. For more efficiency in combating corruption the officers of the Anti-Corruption Commission may be sent abroad for training.
- j. Gradual introduction of separate high salary structure may be considered for the officers/employees of the Anti-Corruption Commission.
- k. At present, those who are accumulating wealth through corruption in the country are easily getting social recognition. On the other hand there is no arrangement to reward the honest. Effective measures should be taken to condemn corruption and reward honesty.

Application of the above recommendations will help quick disposal of cases, remove complexities encountered during investigations through review and the Anti-Corruption Commission will be able to play an effective role in combating corruption.

Proposed Circular

By repealing circular no. 21.40.4.1.0.11.99-397(50) dated the 18th August, 1999 issued from the Prime Minister's Office and published in the Bangladesh Gazette-Part I on 2nd September, 1999 the power of approval of secret/open enquiry and filing of cases against the public servants for complaints of corruption is reallocated as below:

Subject: Power of approval for enquiry and filing of cases against public servants for complaints of Corruption.

SL No.	Issue	List of Public Servants	Present status of power of approval	Proposed Approving Authority
1	2	3	4	5
1.	Approval of Secret Enquiry	All important personalities, All employees of Govt, non-Govt, autonomous bodies, nationalised banks and other establishment	Director General Anti-Corruption Bureau	Commissioner Anti-Corruption Commission
2.	Approval of open Enquiry	(a) Former President, Speaker, Minister, MPs, City Corporation Mayor, Red Crescent Society Chairman, Present and former Chairman and Members of PSC, any other Constitutional Post holder, Chairman and Member of the Board of Directors of Bank and Insurance Company and other important personalities (for charge of Corruption).	Prime Minister	Prime Minister through the Advisory Council
		(b) Joint Secretary to the govt. and above, officers of semi-govt., autonomous bodies and other organisations, drawing pay in the scale of Tk. 12,900-14,300/- of the National Pay Scale of 1997 or officers entitled to such scale due to revision of scale or above (for Charge of Corruption).	Principal Secretary	Advisory Council
		(c) Other employees, Chairman and Commissioner of Municipal Corporation, Ward Commissioner of City Corporation, Chairman and Member of Union Parishad and others (for charge of Corruption).	Director General AC Bureau	Commissioner Anti-Corruption Commission
3.	Filing of Ejahar (Report) or Case	(a) Former President, Speaker, Minister, MPs and present Minister, MPs, City Corporation Mayor, Red Crescent Society Chairman, Present & former Chairman and Member of PSC, other Constitutional Post holder, Chairman and Member of the Board of Directors of Bank and Insurance Company and other important personalities (for filing of Case).	Prime Minister	Prime Minister through Advisory Council.

		(b) Joint Secretary to the govt. and above, officers of semi-govt., autonomous bodies and other organisations drawing pay in the scale of Tk. 12,900-14.3001- of the National Pay Scale of 1997 or officer entitled to such scale due to revision of scale or above (for filing of Case).	Principal Secretary	Advisory Council
		(c) Class-I Gazetted officer (below Joint Secretary) and officers of semi-govt., autonomous bodies nationalised banks and other organisations drawing pay below the scale of Tk. 12,900-14,300/- of the National Pay Scale of 1997 or officers entitled to such scale due to revision of scale, Chairman and Ward Commissioner of Municipal Corporation, Ward Commissioner of City Corporation, other officers and staff, Union Parishad Chairman & Member (for filing of Case).	Director General Anti-Corruption Bureau	Commissioner Anti-Corruption Commission

Proposed Order

By repealing order number 21.40.4.1.O.11.99.396 dated the 8th August, 1999 issued from the Prime Minister's Office and published in the Bangladesh Gazette-Part I on 2nd September, 1999 the power of approval for asking for submission of statement of assets and liabilities by and filing of ejahar (FIR), charge sheet and withdrawal of cases against important personalities, public servants and any other person is reallocated as mention below:

Sl. No.	Issue	List of Public Servant / other Citizen	Present status of power of approval	Proposed Approving Authority
1	2	3	4	5
1.	Issue of notice asking for submission of statement of wealth	(a) Approval of issue of notice to officers drawing scale of Tk. 9,500-12,100/- of the National Pay Scale of 1997 or officers entitled to such scale and above due to revision of scale for submission of statement of assets and Liabilities.	Prime Minister	Prime Minister through the Advisory Council
		(b) Approval of issue of notice to all Class-I officers drawing pay below scale of Tk. 9,500-12,100/- of the National Pay Scale of 1997 or officers entitled to such scale due to revision of scale for submission of statement of assets and liabilities.	Principal Secretary, Prime Minister's Secretariat	Advisory Council
		(c) Approval of issue of notice to all Class-II officers, employees and any other person for submission of statement of assets and liabilities.	Secretary to the Prime Minister	Commissioner Anti-Corruption Commission
2.	Filing of Ejahar (Report) or Case	(a) Approval for filing of case against former President, Speaker, Minister, MPs and present Minister, MP, City Corporation Mayor, Red Crescent Society Chairman, former Chairman and Member and present Chairman & Member, any other Constitutional post holder, Chairman and Member of Board of Directors of Bank and Insurance Company and other important personalities.	Prime Minister	Prime Minister through Advisory Council.
		(b) Approval for filing of case against Joint Secretary and above to the govt. and officers of semi-govt., autonomous bodies, nationalised bank and other organisation drawing scale of Tk. 12,900-14,3001-of the National Pay Scale of 1997 or officers entitled to such scale due to revision of scale or above.	Principal Secretary, Prime Minister's Secretariat	Advisory Council

		(c) Approval for filing of case against Class-I gazetted officers (below Joint Secretary) and officers of semi-govt., autonomous bodies, nationalised bank and other organisations drawing below the scale of Tk. 12,900-14,300/- of the National Pay Scale of 1997 or officers entitled to such scale due to revision of scale, and Ward Commissioners, Chairman of Municipal Corporation, Ward Commissioner of City Corporation, other employees, Union Parishad Chairman & Member.	Director General Anti-Corruption Bureau	Commissioner Anti-Corruption Commission
3.	Approval of charge sheet and withdrawal of Case	(1) Except the employees mentioned at serial 4 below under column 3 all other class-III and class-II employees working in any government office including Bangladesh Railway or statutory, autonomous or semi-autonomous body or other local authority.	Divisional Committee	Unchanged
		(2) Any Work Charged or Contingency staff or Master Roll employee of offices mentioned at serial 1 under column 3.	Do	Do
		(3) Union Parishad Chairman and Members of the concerned Department and Commissioner of the MC	Do	Do
		(4) Class-III and class-IV employees of the following Ministries1 Divisions/Secretariat/Directorates.	Director General Anti-Corruption Bureau	Commissioner Anti-Corruption Commission
		a) Ministries and Divisions of the Secretariat	-Do-	Commissioner Anti-Corruption Commission
		b) Parliament Secretariat		Do
		c) Bangladesh Public Service Commission Secretariat		Do
		d) Election Commission Secretariat		Do
		e) Comptroller of Accounts & Auditor General Office		Do
		f) Government Directorate, Chief of which is Director / Director General	Director General Anti-Corruption Bureau	Do
		g) Attached Departments and Sub- ordinate offices	Do	Do
		(5) Master Roll or Work Charged or Contingency employees of offices under serial 4 of column3	Do	Do
		(6) All Class-II government officers	Do	Do
		(7) Commissioners of City Corporation and MC Chairman	Do	Do
		(8) All Class-I officer appointed below pay scale of Tk. 9,500-12,1001- or below corresponding scale	Principal Secretary, Prime Minister's Secretariat	Advisory Council

4.	Approval of Charge sheet and withdrawal of Case	(9) All offices (except class-III & Class-IV) of the statutory, autonomous, semi-autonomous bodies, nationalised bank and financial organisations and other local authorities. But the members of Board of Directors and Chairman/Governor/Trustee (in whatever name they are called) of the Body, Authority, Bank and Financial organisations are excepted	Do	Do
		(10) All government officers appointed in the scale Tk. 9,500-12,100/- or above and in the corresponding scale or above at the relevant time.	Prime Minister	Prime Minister through Advisory Council
		(11) Member/Chairman/Governor/Trustee in whatever name they are called of statutory, autonomous, semi-autonomous bodies, nationalised banks and financial organisations (in whatever name they are called).	Do	Do
		(12) Former President, Speaker, Minister, former & present MPs, Red Crescent Society Chairman, former and present Chairman and Member of PSC or any other person holding Constitutional post or any other important person.	Do	Do
		(13) Any other public servant where names have not been specifically mentioned in column 3	Prime Minister or Person authorised by the Prime Minister	Advisory Council
		(14) Any Citizen of Bangladesh whose name has not been mentioned in serial no 1-13 above	Director General Anti-Corruption Bureau	Commissioner Anti-Corruption Commission

Report No 27

Electronic Government: Introduction of Modern Technologies and Their Optimal Use in Government Functioning

27.01 The main and basic objective of Public Administration Reform Commission (PARC) is to make recommendations to the Government with a view to bring transparency, efficiency, accountability, effectiveness and dynamism at all levels of public administration. These can be largely facilitated introducing in Government new technologies (Computer, Computer Network, Internet, E-mail, Fax, Telephone, Information Technology, etc.). The contribution of technology in expansion and development of human civilisation is great. The main lever of development of the developed countries is the use of modern technology. In today's world development is not possible without the use of modern technology. The application of technology works as accelerating instrument for all reform and development. In true sense reform and development are not possible without application of technology. Under the circumstances application of modern technology is considered as thrust sector in the scope of work of the Commission. If recommendation is not formulated on this important issue then a huge lapse in reform activities will remain. Although it may not be possible to formulate recommendations on micro or institutional level on the subject within this short period of the Commission, it is felt necessary in principle to make some recommendations on macro level issues. Later, the concerned technical organisation may give necessary feedback at the micro or institutional level during implementation. The Commission provides some guidelines to the Government on its role and policy in use and application of technology. Keeping in view the socio-economic conditions of our country the following recommendations may be considered for immediate implementation.

Development of Human Resources

27.02 Speedy creation of necessary manpower educated in IT should get the top most priority in our country. With this end in view a short course on IT may be made compulsory in all training centres considering factors of time and need. At present computer education may be made compulsory at the secondary level. It is, therefore, proposed that at least one computer be supplied to all-training centres and secondary schools by the year 2001. Initially the instructors of such institutions may obtain training from the leading training centres like Bangladesh Computer Council, BPATC, Notrams of Bogra district etc.

Development of Telecommunication System

27.03 For improvement and expansion of telecommunication system in our country large scale use of fibre optics should be encouraged including creation of scope to use existing railway fibre optics by the private sector as well as taking necessary steps to make connection with information super highway. In this respect steps should be taken to welcome encourage the private sector initiators in this area.

Communication

27.04 To establish speedy and effective communication in all activities of public administration (a) flow of information is possible by using telephones in lieu of writing

letters; (b) in case of necessity of writing letters: email, fax, computer fax, scanner machine, etc. may be used; (c) only in the matters of state importance and secrecy the present Manual system may be followed. The Government may issue a circular containing instructions to follow the recommendations made at (a), (b) and (c) above when there will be availability of the facility of such technology.

Installation of own web site of each Ministry

27.05 Every Ministry may install its own web site without delay. For this purpose Ministry of Science and Technology can also set up its own V-sat and dedicated sever through which other ministries can get the Internet connections. It can ensure information security also. In these web sites Ministry-based information may be provided e.g. functions of the Ministries, price list of purchased materials and other important information which is determined at the micro level of the concerned Ministry later. The public in general or any other institution or any individual may use the information downloading it from the above web site. As a result the transparency of the Government will be ensured and the web site will work as data bank.

Conservation of Information

27.06 Arrangements may be made to conserve the files in the Government offices through use of Computer/Micro-Film/CD.

Computer Network

27.07 Through networking communication and assistance among each other, transparency and accountability etc. may be brought about. For minimising expenditure the offices may be brought under network in a phased manner as far as possible.

Creation of technology culture

27.08 Through organising seminars, symposiums, etc. such technology culture should be created. Awareness should be created among the members of the public in this respect. Ministry of Science and Technology can do this work.

Formulation of Policy Agenda on National Information Technology

27.09 In almost all countries there is National IT (Information Technology) Policy Agenda. We should formulate this Agenda and include it in the budget.

Encouragement of Private Sector and Enactment

27.10 The private sector should be encouraged to foster technology and the possible bottlenecks should be removed. Necessary laws should be enacted to preserve the security and interest in all aspects of this sector e.g. Digital Signature, Cyber Law, etc. The Government may help in establishing and extension of IT industry in the private sector, for example, through joint venture declaring a suitable place of the country as Silicon Valley.

Strengthening the Science and Technology Ministry

27.11 An IT Wing may be created in the Science and Technology Ministry and the concerned professionals may be appointed there.

Computerisation and Networking

27.12 it is not possible to bring the whole country under computerisation and networking at a time considering the socio-economic conditions. For this, priority should be made considering the application and importance. The Commission recommends to the following organisations to bring under computerisation and networking by 2002:

- i Offices of Hon'ble President and the Prime Minister
- ii All Ministries and the office of the C&AG
- iii Offices of the Divisional Commissioners, IGP and DIG of Police.
- iv Offices of Deputy Commissioners & Superintendents of Police and the District Offices of Income Tax and Customs.
- v Supreme Court, District Judges Courts, CMM office and all Tribunals.
- vi All Universities
- vii All service providing Utility Organisations including Banks
- viii Ministry of Foreign Affairs and all Missions abroad
- ix Department of Information, Public Relations Department and Office of the District Information Officer

For this purpose a new budget line on IT introduction should be incorporated in the Annual Budget.

Report No 28

Institutional Mechanism for Implementation of Recommendations on Reform

28.01 In 3(ja) of TOR of Public Administration Reform Commission (PARC), it has been mandated to 'recommend on institutional mechanism including establishment of *efficiency unit* and *efficiency cells* to implement recommendations of the Commission'. It is felt necessary that an institutional arrangement should be in place to implement the interim recommendations already submitted and the recommendations to be submitted in the final report in the light of TOR.

28.02 In many reports on administrative reform like *Towards Better Government in Bangladesh*, a suggestion was made to create an 'efficiency unit' in the Prime Minister's Office. A notification in this regard was also issued. But it was not actually implemented. The World Bank publication *Government That Works: Reforming the Public Sector* suggested an institutional arrangement 'National Commission for Reforming Government (NCRG)' with 3-4 years tenure. Administrative Reorganisation Committee (ARC) proposed the creation of a permanent institution like Organisation and Management Commission in this regard. In the meetings held by the Commission with different occupational groups more than fifty different groups expressed their views in favour of creation of a permanent institutional arrangement to implement recommendations for going ahead with reform agendas. Apart from this, during the discussion with the Law Commission, Reform in Budgeting and Expenditure Control (RIBEC) project of the Ministry of Finance, Cabinet Division, Ministry of Establishment, development partners, etc., the same view was expressed on this issue. It may be mentioned that recommendations of about eighteen preceding Commission/ Committee reports were not possible to implement due to non-existence of such an institutional arrangement for implementation of reform proposals. Administrative reform is a complex, lengthy and difficult process. Time and technology may warrant the creation of an organisation or adoption of a particular administrative procedure or technique and with the change of the same its necessity may disappear. Then it needs reform and an institutional arrangement is required to formulate and implement the reform proposals.

28.03 The issue of good governance and administrative development are related with the **issue of administrative reforms. The efficiency, accountability, transparency, effectiveness** and dynamism are linked with this. Good governance is now considered as the precondition for development. It is not possible to bring good governance overnight. Good governance is a goal and to reach that goal administrative reform is imperative. That is why administrative reform is a part of good governance also. Again it is not possible to do any administrative reform all on a sudden. It is necessary to undertake administrative reform gradually step by step in consultation with all stakeholders subjectwise and sectorwise. It is logical to consider the issues of administrative improvement at the first stage of administrative reform so that a favourable environment is created for undertaking reform activities. Then the main programme of reform and structural reorganisation may be implemented. There are institutional arrangements for implementation of administrative reform programmes in many countries of the world.

28.04 Institutional mechanisms have been established for implementing proposals of administrative reform in various countries of the world. A brief description of reform programmes conducted in many countries of various regions of the world is given below:

Pakistan

28.05 Since the fifties a good number of commissions/committees had been constituted for administrative reform in Pakistan. The latest Commission constituted in August 1997 was the Commission on Administrative Restructuring. This Commission submitted its report to the Cabinet in April 1999. This Commission appears to be a permanent one, as its tenure is not specifically laid down in the resolution. There is similarity in the terms of reference of this Commission and PARC except on the question of tenure. Civil service reform falls within the purview of the TOR of this Commission and it has been given the power of monitoring the implementation of reform proposals approved by the Cabinet. Apart from this Commission, to help formulate and implement reform programmes, an institutional arrangement named Good Governance Group was established in the Planning Commission to achieve good governance. This group is headed by a State Minister. Its tenure was also not laid down specifically.

India

28.06 India has initiated major steps for administrative reform programmes. There is a permanent department for implementing administrative reform. A permanent organisation named Department of Administrative Reform and Public Grievances under the Ministry of Personnel, Public Grievances and Pension, headed by a State Minister, is working on administrative reform. This Ministry and the Department was established in 1985 and the Prime Minister of India holds overall responsibility for it. The responsibility of this Department is to formulate the reform programmes and help in their implementation. Moreover, this Ministry/Department is entrusted to help formulate the performance *standards* for different public sector organisations and *citizen's charter* for service oriented organisations.

Malaysia

28.07 Almost three decades ago, Malaysia set up a permanent institutional arrangement attached with the Prime Minister's Office, namely, Malaysian Administrative Modernisation and Planning Unit (MAMPU) for administrative reform. The main task of MAMPU is to formulate recommendations and monitor their implementation. MAMPU has an advisory body comprising members of the civil society and representatives drawn from the public and private sector. The Chairman of this advisory body **is the Chief Secretary**. MAMPU played a special role for development of Malaysia and is still playing the same.

Japan

28.08 In East Asian developed country Japan the recommendations made in various reports on administrative reform submitted by different Committees and Commissions formed since 1981, were approved by the Japanese cabinet in principle in 1997. In 1998 laws were enacted in the Parliament to implement the approved recommendations between 2001 and 2003 and an institutional arrangement, namely, Headquarters for Administrative Reform was created attaching to the Prime Minister's Office. This institution has been kept under direct control of the Japanese cabinet. One hundred and thirty especially suitable officers from different Ministries/Divisions have been deputed to work in this institution. The overall responsibility of the institution has been entrusted to a Minister. One Executive Permanent Secretary has been made the office head of this organisation.

United Kingdom

28.09 In almost all West European countries including UK, administrative reform is conducted through institutional arrangements. In UK almost two decades ago the *Efficiency Unit* was established under the Cabinet Office as a long-term institutional arrangement with

the aim to institutionalise administrative reform. But this arrangement did not last long. This unit was manned by highly efficient officers. The main responsibility of this unit was to make public sector organisations efficient so that they could compete with similar organisations in the private sector and participate in development endeavours. In a period of nine years of work this organisation was able to achieve its objectives. During this time government organisations were made institutionally self-sufficient to conduct reform and budgetary mechanisms were introduced to achieve efficiency. By now organisations are capable of undertaking reform themselves as and when necessary. So the *Efficiency Unit* was considered no longer necessary and abolished.

28.10 Presently, the Cabinet Office in UK has undertaken a broad-based reform programme, namely, Modernising Government Programme. Mr. Jack Canningham, the Minister for the Cabinet Office, is the head of this organisation. This office started operation in June 1997 and has decided to prepare *A White Paper on Modernising Government*. Recently, the White Paper has been published where the directives on 'Organisation, Management and Delivery of the Public Service' have been illustrated for the year 2000 afterwards. At present, the Cabinet Office and the Treasury under the leadership of Mr. Jack Canningham, the Minister for Cabinet Office, are playing the role of co-ordinator for implementing different reform programmes adopted by the government.

New Zealand and Australia

28.11 In New Zealand and Australia many radical reform programmes have been implemented. In these countries most service-oriented activities have been transferred to the private sector except for issues like security of the state, foreign policy and matters of general policy concerns. Even the issue of administrative reform was incorporated in the election manifesto of some political parties in these countries.

28.12 The New Zealand government has implemented reform measures, basically through four main Acts. The objectives of reform were to attain privatisation, downsizing the Government, increasing efficiency, etc. through undertaking reform programmes in the financial sector. The four laws enacted in this connection are as follows:

- (a) The State Owned Enterprise Act 1986: This reconstituted government owned commercial enterprises (such as electricity, coal, telecommunications, postal services and others) ~~into~~ a quasi-private sector company framework.
- (b) The State Sectors Act 1988: This provided the platform for a host of changes in the management of the state sector.
- (c) The Public Finance Act 1989: This provides for an entirely new basis for financial management in the state sector including, among other things, accrual accounting and the concept of purchase of outputs, as opposed to funding of inputs.
- (d) The Employment Contracts Act 1991: Deregulated the labour market and placed labour contracting responsibilities directly on employers and employees. The existing civil servants were reappointed on contractual basis instead of being given permanent tenure.

America

28.13 In the North American country, USA many administrative reform programmes have been implemented. In March 1993 President Bill Clinton undertook a programme, namely, National Performance Review (NPR) with the aim to reform the federal government and Vice-President Al Gore was entrusted with its responsibility. Al Gore submitted the NPR

report to the President containing 384 recommendations. Subsequently, NPR emerged as a new institution and was renamed as National Partnership for Reinventing Government. At the initial stage, this programme began with 250 federal government officials and a few local government staff with local expertise. At present this institution is engaged in the implementation of reform programmes undertaken by the federal government.

28.14 Following the collapse of the former Soviet Union, a lot of reform activities have taken place in respect of administrative reform in Russia and the process is continuing. In South America and African countries especially in South Africa the issues of administrative reform have received great importance.

28.15 From the above brief discussion about the experience on administrative reform in developing and developed countries, the following characteristics may be noticed:

- (a) Administrative reform process is undergoing in almost all countries;
- (b) The Administrative reform process is being conducted through an institutional arrangement; and
- (c) This institutional arrangement is attached to the office of the Chief Executive of the government.

28.16 From the above findings it can be concluded that Bangladesh should have an institutional arrangement for implementing administrative reform programmes in conformity with ongoing reform activities around the world. A modality has emerged by now for implementing the interim recommendations of PARC. This includes gradual placement of these recommendations in cabinet meetings for approval and after approval by the cabinet, the proposals are to be implemented by the direct participation of concerned Ministries and support of the Commission. But it is felt strongly that a regular institutional mechanism should be in place with the objective of helping implementation of the recommendations of the final report. If there is no institutional arrangement in place for implementation of the recommendations of the final report of the Commission, then implementation of the present recommendations will be as unlikely as was the case with the previous 18 reports. This is because in practice the report is not likely to be owned specifically by any organisation of the Government. As a result the recommendations of PARC may be neglected. An institutional arrangement is, therefore, felt necessary to help implement the recommendations to be incorporated in the final report of the Commission and also to make any changes, amendments and modifications during implementation, if required. It may be mentioned that if there is no institutional arrangement, the experience already gained, books and reports collected, equipment procured, etc. may be lost. This may also happen if there is a time-gap between the tenure of the present Commission and the setting up of the proposed institutional arrangement. The tenure of the present Commission is going to be completed in May 2000. There is no institutional arrangement in place to implement the recommendations to be incorporated in the final report. It is, therefore, imperative to create such an institutional arrangement to help implement the recommendations of the final report of PARC. At present, all the prerequisites for setting up such an institution is prevailing and the demand for implementation of recommendations on administrative reform is gradually increasing.

28.17 A working paper on *Institutional Arrangement for Implementation of the Recommendations on the Matters of Administrative Reform* was placed before the Commission in its 18th meeting. The dismal picture of implementation of previous reports prepared by different Commissions/Committees at different periods was discussed. It was pointed out that largely because of non-existence of any institutional arrangement, the implementation of reform programmes was not possible in the past. It was emphasised that an institutional arrangement is necessary in order to help Ministries/Divisions implement the

recommendations of the Commission. The formulation and implementation of reform programmes in different countries of the world, viz., India, Pakistan, Malaysia, Australia, New Zealand, Japan, USA and UK etc. were discussed and it was felt necessary to establish an institutional arrangement to formulate, amend, change or improve reform proposals, render help in their implementation and monitor the progress of implementation. In this connection it was expressed that since the issues of implementation of reform programmes lie in the hands Ministries/Divisions, a Commission may be set up to render necessary help to the implementing agencies and monitor the progress of implementation. This commission will be a flat i.e., not usual government hierarchy, non- bureaucratic organisation and the nature of its functioning will be always consultative and process facilitation type with professional skill. It was agreed that the name of this Commission would be "Public Administration Reform Monitoring Commission (PARMOC)". All expressed their views in favour of a three-year tenure of PARMOC.

28.18 It was also agreed that like the present Commission the proposed PARMOC might be constituted with members representing different social and professional groups. In the light of the experience of other countries of the world the head of the Apex Training Institution and representatives of civil society may also be inducted in the proposed Commission. The Commission may comprise of 16 (sixteen) members of which there will be 3 (three) full-time Members, including the Member-Secretary, and the remaining 13 (thirteen) should be part-time Members. A core group of six mid-level officers of the Government will act as process facilitators. These process facilitators will provide direct advice/co-operation to two officers nominated from the Ministry/Division/agency with regard to the implementation of the concerned recommendation by that Ministry/Division. The structure and personnel of PARMOC will, however, be finalised after discussions with the Ministry of Establishment and the Ministry of Finance.

28.19 The Commission held the view that its Member-Secretary be authorised to exercise all powers relating to financial, personnel and other matters like a Secretary of a Ministry/Division. The Commission will be authorised to prepare its own budget and spend its fund as per programmes once it is approved by the Ministry of Finance. Like the present Commission, all revenue expenses including the salaries and emoluments of the personnel within the approved organisational framework shall be borne by the government through annual budgetary allocations. The salaries of the officers on deputation shall be borne by the concerned Ministry/Department. The proposed Commission will be authorised to undertake technical assistance projects like the present one in co-operation with development partners.

28.20 Any decision-making is time-consuming process. That is why the following recommendation on institutional mechanism is formulated in the light of 3(ja) of TOR of the Commission and in pursuance of the discussion and decisions mentioned above.

Recommendation of the Commission

1. Name

Public Administration Reform Monitoring Commission (PARMOC)

2. Establishment and Empowerment of the Commission

The proposed PARMOC may be constituted either by a Statutory Regulatory Order (SRO) like the present Commission or an enactment as may be necessary wherein its power in respect of finance, personnel and use of resources will be laid down and the justification of the constitution of the proposed Commission, its aims and objectives, functions, scope of work, methodology, institutional structure, manpower, institutional location and power and rank and status of the chairman will be clearly spelt out.

3. Institutional Location

Institutionally the Commission will be attached to the Prime Minister's Office. The objective of this attachment is to keep a symbolic association with the Chief Executive of the Government and to help expedite the decision-making process. This will also reflect the commitment of the Chief Executive of the government in respect of reform programmes.

4. Composition of the Commission

The Head of the Commission will be the Chairman who will be a Minister or of the rank and status of a Minister. There will be 3 (three) full-time members of the Commission including the Member-Secretary. The Commission will be constituted with Members having high academic background, experience, wisdom who held the highest position in public service. A Secretary to the government will hold the post of Member-Secretary. The Members must have knowledge in different sectors. There will be 6 (six) ex-officio Members and others may be incorporated from representatives of Parliament, NGOs, Private Sector, Academia, Training Institutions and Civil Society. The number of Members will not exceed 16 (sixteen) excluding the Chairman. Out of them 3 (three) will be full-time and 13 (thirteen) will be part-time (composition and organisational chart are enclosed - Enclosures 1 and 2).

5. Head of the Commission

The Chairman of the Commission shall be a Cabinet Minister or a person with the rank and status of a Minister who must be an esteemed personality with an excellent academic background, capable of providing leadership, possessing wisdom and high administrative experience. Because it is felt necessary to have a Minister or a person of the rank and status of a Minister as Chairman to render direct assistance to Ministries/Divisions/Government organisations for implementation of the reform programmes and for keeping pace with the political, economic and development activities of the Government. The Government shall determine the service conditions of the Chairman and the full-time Members.

6. Vision

The aim of the proposed Commission will be to help introduce New Public Management (NPM) through the administrative reform process by increasing the efficiency and effectiveness of all public agencies and expediting socio-economic development of Bangladesh by monitoring the progress of implementation of reform programmes.

7. Mission and Functions

The mission of the Commission will be to assist the concerned Ministries/Divisions and other Government organisations in implementation of recommendations of the present Commission and to monitor the implementation progress of the reform programmes. It will help remove the problems of implementation if faced by the implementing agencies through consultation. It will also help modify the reform proposal, if required. Its aim will also be creation of proper, co-operative and participatory environment for effective implementation of the reform programmes.

8. Functions

The Commission will work as an efficient organisation to achieve its institutional objectives and results of its programmes. The main functions of the proposed Commission will be to assist in the implementation process of the reform programmes, monitoring of the implementation, evaluation of the progress of reform and assess the impact of the reform. Besides, formulation of subjectwise recommendations according to the needs of the Government for continuation of the reform programmes and assist in implementation and provide suggestion are other functions of the proposed Commission. The Commission will also be responsible for modification of any proposal during implementation of the recommendations, if required. The functions of the Commission are given below in detail:

1. to provide help to the concerned Ministry/Division during implementation process of the reform proposals;
2. to help the Government during consideration and decision-making process for implementation of reform proposals;
3. to find out the solution of the hindrances or obstacles, if faced during implementation of the recommendations and suggest any modification, change or amendments while implementing the reform proposals through necessary consultation, with the concerned organisation;
4. to assist in formulation of reform policy and monitor the reform programmes already implemented by the Government organisations to facilitate the reform activities and provide technical support to executing agencies, whenever needed;
5. to formulate the subjectwise recommendations according to the needs of the Government for continuation of the reform programmes and assist in implementation and provide suggestion in this respect.
6. to conduct Periodic Evaluation Exercise on the progress of the reform activities and submit report to the Government.
7. to conduct an Annual Review on the impact of implementation of reform measures at the level of efficiency of Government organisation;
8. to help implement and evaluate the reform programmes of the Ministries/Divisions and other organisations under them by keeping attached to it two selected and efficient officers for a particular period, one is to be from concerned Ministry/Division and the other from the concerned agency under it. The two officers of the concerned Ministry/Division/Agency to be attached with the Commission will be only drawn when the reform activities of that Ministry/Division/Agency is undertaken for implementation;

9. to formulate reform proposals also on any particular issue on receipt of such instruction from government and assist in its implementation.

9. Institutional Structure of the Commission

The Commission will work as an institution, to help implementation of reform programmes and monitor the progress of the same. It will be a flat organisation and will remain outside the bureaucratic and class structure so that effective team work and co-operation for work can be possible. The Commission will work as a professional organisation and the methodology of work will always be consultation oriented.

10. Manpower

Six mid level officers with high academic background, initiatives, efficiency and experience in administrative reform issues shall form the 'Core Group' of the Commission and work as specialists in different sectors and provide specialised consultation to the two attached officers from the Ministry/Division and agency (Chart of Institutional Manpower and Functions are enclosed - Enclosure 3 (a) and (b)). The members of the core group will get training and higher education abroad and after training will act as Process Facilitators. These Process Facilitators will provide direct assistance and suggestions to the two attached officers from each Ministry/Division/Agency to implement recommendations on reform progress.

11. Financial Power

Like the present Commission, the Member-Secretary of PARMOC will be authorised by a SRO or an Act under which he will be authorised to exercise powers in respect of financial, personnel and other matters like that of a Secretary of a Ministry/Division. The Commission will prepare its own budget and after its approval by the Ministry of Finance will operate it independently.

12. Tenure of the Commission

The tenure of the Commission will be for three years. Its tenure will depend on the will and commitment of the Government on implementation of reform programmes.

13. Financing of the Commission

The government shall, through budgetary allocation, bear all expenses, including the salaries and emoluments of the institutional manpower of the proposed Commission, as is the case with PARC. The salaries and emoluments of the officers to be attached for performing particular tasks appointed on deputation from Ministry/Agency shall be borne by the concerned organisation. Like that of PARC, the proposed Commission shall be able to undertake technical assistance projects funded by donor agencies.

14. Procedure of Work of the Commission

- (a) As the proposed Commission will act to facilitate the implementation of the reform programmes and monitor the progress of the same, it will have the authority to examine all the papers and reports relating to the implementation of reform proposals and the concerned agency/individual will be bound to supply those relevant documents.
- (b) The Commission shall be authorised to call for any document and information relating to reorganisation of manpower, scope of work, regulations, and procedures from any Ministry/Division/Department/ Directorate/Autonomous and

Semi-Autonomous bodies. All organisations, including those which only partially use Government funds and also organisations in the private sector which have a working relationship with any Government Ministry/Agency will be bound to supply all information/documents which the Commission may require to perform the functions entrusted to it.

- (c) The Commission may invite the heads of the organisations/institutions mentioned at (b) for discussion at any time and the concerned heads shall be bound to participate in the discussions.
- (d) The Commission may formulate views on matters of implementation of reform measures in consultation with MPs, representatives of the local government, political parties, trade unions, NGOs, organisations of women, private sector participants from commerce and industry, members of academia, professional groups and citizens of all strata through organising seminars, workshops, distributing questionnaires, writing letters, holding open discussions, etc.
- (e) The Commission will appoint national and international consultants for strengthening its activities through undertaking technical assistance projects, if necessary.
- (f) The Commission will communicate and co-ordinate with the Law Commission, Reform in Budget and Expenditure Control Project (RIBEC) of the Ministry of Finance, reform programmes in local government, and other ongoing reform programmes, in the Government related to its terms of reference.
- (g) The Commission will incorporate two mid-level officers on deputation for a particular period from concerned executing agencies while implementing the proposals relating to that organisation/agency and will play the consultative role in implementation of reform programmes of the Ministries/Divisions and all the organisations under them.
- (h) The Commission may form one or more committees to get its work done properly.
- (i) For acquiring experience and removing hindrances and keeping itself abreast of the **latest** developments on formulation and implementation of the reform programme, the Commission may undertake study tours/visits inside and outside the country.
- (j) The Commission may take necessary measures to impart training to its officials locally and abroad.

15. Submission of Report

The Commission shall submit its Annual Report on the progress of its activities to the Prime Minister. It may also submit a report at any time of the year if it considers necessary to submit recommendation on any particular issue/subject. Besides, it may also submit its monitoring report to the Prime Minister at any time about the progress of implementation of reform programme by any particular organisation.

List of Members of the Proposed Commission

Chairman	:	1 (one)
Full-time Member	:	3 (three)
Part-time Member	:	13 (thirteen)

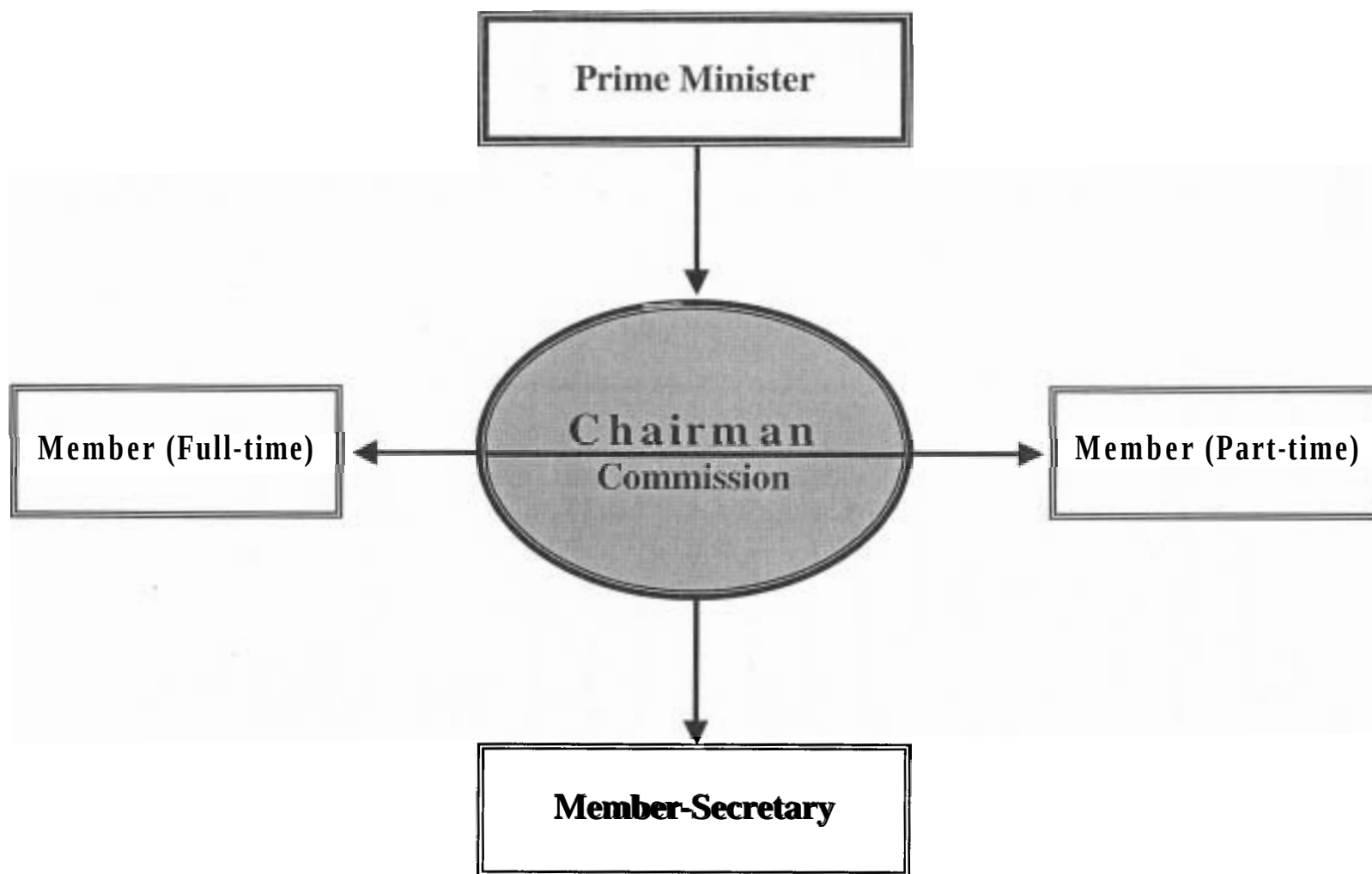
Ex-Officio Part Time Members: 6 (six)

1. Cabinet Secretary
2. Principle Secretary
3. Comptroller and Auditor General (C&AG)
4. Finance Secretary
5. Establishment Secretary
6. Rector, BPATC

Representative Part Time Members: 7 (seven)

- | | | |
|-------------------------|---|--|
| 1. Member of Parliament | : | 2 (two) (Preferably one from the treasury bench and the other from the opposition) |
| 2. Private sector | : | 1 (one) |
| 3. NGO | : | 1 (one) |
| 4. Education/Research | : | 1 (one) |
| 5. Civil Society | : | 1 (one) |
| 6. Woman Representative | : | 1 (one) |

Public Administration Reform Monitoring Commission



List of institutional manpower of Public Administration Reform Monitoring Commission

<u>Sl. No.</u>	<u>Post</u>	<u>Number</u>	<u>Status/Grade</u>
1.	Chairman	1	Status of a Minister
2.	Member (Full-time)	2	Status of a Secretary
3.	Member-Secretary (Status of a Secretary)	1	Grade-1
4.	Personal Secretary	4*	Grade-5/6
5.	Senior Assistant Secretary	4	Grade-5/6
6.	Research Officer	2	Grade-7/9
7.	Accounts Officer	1	Grade-7/9
8.	Assistant Personal Secretary	1*	Grade-9
9.	Administrative Officer	2	Grade-10
10.	Personal Officer	5*	Grade-11
11.	Computer Operator	5	Grade-11/13
12.	Accountant/Auditor	1	Grade-15/16
13.	Office Assistant	1	Grade-16
14.	Driver	1	Grade-16
15.	Despatch Rider	1	Grade-19
16.	Cash	1	Grade-20
17.	MLSS	11*	Grade-20
18.	Guard (Day time - 2, Night time - 1)	3	Grade-20
19.	Sweeper	2*	Grade-20
20.	Jamadar	1*	Consolidated Salary
21.	Orderly	1*	Consolidated Salary
22.	Cook	1*	Consolidated Salary
Total		52**	

*Manpower entitled to the Chairman with the status of a Minister is included.

** It may be mentioned that the approved manpower of the Commission is 50 (Fifty)

Note: Functional Chart against each post is attached.

**List of functions and institutional framework of Public Administration Reform
Monitoring Commission**

Serial No	Name of the Post & Qualification	Number	Functions
1	Chairman	1	Overall responsibility of the Commission
	1.a. Private Secretary (PS) (Ten years of experience in the service and at least three years of experience in the senior scale)	1	- Help the Chairman in professional matters. - Submission of files to the Chairman, preparation of minutes and briefs of the reports, etc. - Help coordinate the overall responsibility of the Chairman and inform about the implementation progress of given decisions and instructions. - Assist in office management of the Chairman and administer the personal staff and other members of the staff of the Chairman's office. - Coordination with the main office of the Commission. - Assist in preparation of daily work list. - Formulation of tour list and tour programme and implementation of the programme. - Inform the Chairman about the socio-economic, political and developmental situation of the country and render assistance in any lawful matter as per instruction.
	1.b. Assistant Private Secretary (APS) (To be appointed as per choice of the Chairman)	1	- Help in coordination of overall activities of the Chairman under the supervision of PS and inform about the implementation progress of the decisions/instructions. - Inform the Chairman about the existing socio-economic, political and developmental situation of the country. - Perform other jobs from time to time as instructed by the authority.
	1.c. Personal Officer-cum-Computer Operator (At least Graduate and must have three years experience in computer operation.	1	- Assist the Chairman in his personal matters remaining under the supervision of PS. Computerise all matters as per instruction. - Receipt of files from different sections, their submission and preservation, return to the concerned sections, receipt and issuance of letters, maintenance of different stationery, distribution and maintenance of stock. - Assist PS and APS in matters related to administration. - Other works instructed by the authority from time to time.
	1.d. MLSS (Must complete at least class VIII)		- Assist the Chairman and his office in all personal matters.
2	Member (Full-Time) – 1 (At the status of former Secretary ¹ Secretary)	1	- Responsible for social sector

	2.a. Personal Officer-cum-Computer Operator (At least Graduate and must have three years experience in computer operation).	1	- Assist in all personal matters of the Member. - Receipt of all files and their maintenance and return. Computerisation of all matters as per instruction. - Receipt of files from different sections, their submission and preservation, return to the concerned sections, receipt and issuance of letters, maintenance of different stationery, distribution and maintenance of stock. - Other works instructed by the authority from time to time.
	2.b. MLSS (Must complete at least class VIII)		- Assist the Member in all personal matters.
3	Member (Full-Time) – 2 (From the Private Sector)	1	- Responsible for production sector
	3.a. Personal Officer-cum-Computer Operator (At least Graduate and must have three years experience in computer operation).	1	- Assist in all personal matters of the Member. - Receipt of all files and their maintenance and return. Computerisation of all matters as per instruction. - Receipt of files from different sections, their submission and preservation, return to the concerned sections, receipt and issuance of letters, maintenance of different stationery, distribution and maintenance of stock. - Other works instructed by the authority from time to time.
	3.b. MLSS (Must complete at least class VIII)		- Assist the Member in all personal matters.
4	Member-Seretary (Secretary to the Government) – 1	1	- Responsible for conducting reform on the Central and Local Government bodies. - Responsible for office management of the Commission, formulation and implementation of technical assistance project, communication and all other administrative matters.
	4.a. Personal Officer-cum-Computer Operator (At least Graduate and must have three years experience in computer operation).	1	- Assist in all personal matters of the Member-Secretary. - Receipt of all files and their maintenance and return. Computerisation of all matters as per instruction. - Receipt of files from different sections, their submission and preservation, return to the concerned sections, receipt and issuance of letters, maintenance of different stationery, distribution and maintenance of stock. - Other works instructed by the authority from time to time.
	4.b. MLSS (Must complete at least class VIII)		- Assist the Member in all personal matters.
5.	Senior Assistant Secretary (SAS) – 1 (At least ten years of service and three years in the senior scale. Must be	1	- Assist the concerned Member in formulation, modification, development and refinement of the working papers and monitoring of their implementation. - Formulation of different recommendations and reports for the Commission's meetings.

	service and three years in the senior scale. Must be computer literate)		- Formulation of different recommendations and reports for the Commission's meetings. - Formulation, monitoring and evaluation of TA project. - All related works of Commission's meetings and preparation of minutes. - Liaison with the donor agencies. - Monitoring of the Commission's decisions on concerned matters. - Other related works instructed by the authority from time to time.
6	Research Officer – 1 (Four years service and must complete the departmental examination and be computer literate).	1	- Assist SAS – 1 in all related matters. - Collection of information/data for Commission's work. - Perform research-oriented works. - Perform other duties given by the authority.
7	Senior Assistant Secretary (SAS) – 2 (At least ten years of service and three years in the senior scale. Must be computer literate)	1	- Assist the concerned Member in formulation, modification, development and refinement of the working papers and monitoring of their implementation. - Formulation of different recommendations and reports for the Commission's meetings. - Preparation of working papers for the internal meetings and their minutes. - Collection of paper clippings related with the work of the Commission published in different newspapers and ensure distribution of them to the concerned officers. - Maintenance of communication and coordination among the district and local government authorities. - Other related works instructed by the authority from time to time.
8	Research Officer – 2 (Four years service and must complete the departmental examination and be computer literate).	1	- Assist SAS – 2 in all related matters. - Collection of information/data for Commission's work. - Perform research-oriented works. - Perform other duties given by the authority.
9	Senior Assistant Secretary (SAS) – 3 (At least ten years of service and three years in the senior scale. Must be computer literate)	1	- Assist the concerned Member in formulation, modification, development and refinement of the working papers and monitoring of their implementation. - Operation of all activities in connection with the implementation of TA project. - Installation of equipment, their maintenance and management. - Supervision of vehicles of the Commission under revenue and development budget. - Arrangement of all Exchanges of Views and preparation of working paper. - Perform all activities related to equipment operation, maintenance of computers, introduction of website, e-mail,

			intercom and all related works of MIS. - Other related works instructed by the authority from time to time.
10	Senior Assistant Secretary (SAS) – 4 (At least ten years of service and three years in the senior scale. Must be computer literate)	1	- Assist the concerned Member in formulation, modification, development and refinement of the working papers and monitoring of their implementation. - Assist in implementation of reform proposal on particular matter through consultation. - Help coordination of works of concerned Member. - Preparation of working papers for Commission's meetings and formulation of recommendations and preparation of reports. - Other related works instructed by the authority from time to time.
11	Senior Assistant Secretary (SAS) – 5 (At least ten years of service and three years in the senior scale. Must be computer literate)	1	- Assist the concerned Member in formulation, modification, development and refinement of the working papers and monitoring of their implementation. - Assist in implementation of reform proposal on particular matter through consultation. - Help coordination of work of concerned Member. - Preparation of working papers for Commission's meetings and formulation of recommendations and preparation of reports. - Other related works instructed by the authority from time to time.
12	Senior Assistant Secretary (SAS) – 6 (At least ten years of service and three years in the senior scale. Must be computer literate)	1	- Assist the concerned Member in formulation, modification, development and refinement of the working papers and monitoring of their implementation. - Assist in implementation of reform proposal on particular matter through consultation. - Help coordination of work of concerned Member. - Preparation of working papers for Commission's meetings and formulation of recommendations and preparation of reports. - Other related works instructed by the authority from time to time.
13	Accounts Officer	1	- Responsible for the accounts section and perform the duty of DDO of the Commission. - Responsible for maintenance of all accounts of the project and the revenue budget, for preparation and payment of bills. - Other related works instructed by the authority from time to time.
14	Assistant Accounts Officer	1	- Help the Accounts Officer in all matters and perform the responsibility of Accounts Officer and duty of DDO of the Commission in his absence. - Responsible for maintenance of all accounts of the project and the revenue budget, for preparation and payment of bills. - Other related works instructed by the authority from time to time.
15	Administrative Officer	1	- Responsible for maintenance of files, their submission, preparation of budget, maintenance of stationery and stock and

			payment/grant of bills by attaching with the concerned SAS (Admn.)
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16	Computer Operator	1	- Help in computerisation of personal matters of the Chairman under the supervision of PS. - Receipt of files from different sections, their submission and preservation, return to the concerned sections, receipt and issuance of letters, maintenance of different stationery, distribution and maintenance of stock. - Assist APS in performing different administrative matters of the Chairman's office.
17	MLSS	4	- Assist in personal matters of the Chairman and other officers.
18	Dispatch Rider	1	- Distribution of all letters of the Commission.
19	Gate Keeper	2	- Must provide 16 hours service 8 hours by each.
20	Night Guard	1	- Responsible for the security of the office during the night.

Report No 29

✓ Reduction of Delay in Project Implementation

29.01 The issue of delay in project preparation, processing and approval was discussed in the fifth meeting of the Commission. As per decision of the meeting the opinion of Planning Commission (PC) was sought in this regard. It was informed that the system of processing and the format used for approval do not create any serious problem in project implementation. PC further informed that the matter was analysed under the Technical Assistance Project Proposal (TAPP) initiated by Implementation Monitoring and Evaluation Division (IMED) and in that analysis it was found that the process of project approval was not a problem for delay in project implementation. It is the project implementation procedure that was identified as the problem for delay in project implementation. So IMED was requested to inform the Commission about the causes of delay in project implementation and the problems in this regard. In response to that request IMED submitted a report to the Commission on delay in project implementation. Where some problems like lack of full time Project Director (PD) for the whole period of project life, lack of skilled manpower, limited financial power to PD, delay in processing tenders for purchase, conditionalities imposed by the donor agencies in respect of identification and implementation of projects, delay in acquisition and transfer of land, inadequate monitoring and evaluation of the projects etc. were identified as the major causes of delay in project implementation. All these problems were intimated to the Government by IMED at different times and recommendations were submitted to the Government to solve these problems.

29.02 The different causes of delay in project implementation and problems in this regard and the recommendations of IMED were discussed in the 19th meeting of the Commission. Matters relating to outsourcing/contracting out in connection with the recruitment of manpower and timely completion of project components were discussed in detail. Except essential matters of grave urgency, other project activities which may be implemented through outsourcing/contracting out were considered in the meeting.

29.03 One of the mentionable reasons for delay in project implementation is the delay in recruitment of manpower. Generally recruitment of manpower is a time-consuming process. For such processing adequate staff and facilities do not exist at the beginning of project implementation. As a result it is not possible to recruit manpower timely and due to lack of necessary manpower project activities do not commence timely. This leads to delay in implementation. Besides, in many projects much time is spent for construction of project office and quarters for the project staff. For such construction, recruitment of engineers and other technical manpower is essential which is also time-consuming. These contribute to the overall delay in project implementation. Again, delay in overall project implementation occurs in procurement/purchase of vehicle, survey, completion of research oriented works, office maintenance, etc. All these problems were discussed in the 21st meeting of the Commission. The Commission members present in the meeting were unanimous in their views about the causes of delay in project implementation and approved the proposals of outsourcing/contracting out of some of the project components. Introduction of outsourcing/contracting out will help establish competitive firms in the private sector leading to improvement of standard of service delivery. It has other benefits too, for example, recruitment will be regulated according to demand and supply based on market price. The Government will get rid of the hassle of giving salary scale during recruitment, promotion, later inclusion of project manpower in the revenue budget, etc.

29.04 Commission's recommendations

- i Recruitment-of personnel: Excepting the key positions for project management all other manpower may be hired from manpower supplying organisations only for the project period on contract basis without direct recruitment of project personnel.
- ii Construction of project office and residences of project officials: Houses may be hired for the project office as well as for residence of the project officials. In those projects where construction work is deemed necessary, consulting firms on construction may be hired to supervise the work of the contractor.
- iii Transports: Purchasing transport is a time-consuming matter through inviting tenders. Besides, recruitment of drivers, their management and maintenance of vehicles are troublesome matters. To avoid these troubles required number of vehicles might be hired for use of project activities during project period.
- iv Survey: There may be provision to recruit manpower for conducting survey within the purview of the projects and much time passes away to give appointment to these personnel. Hence, the responsibility of survey may be given to specialised survey firms.
- v Research-oriented work: All research-oriented works may be done by hiring the services of consulting firms.
- vi Maintenance of office: For cleaning of office and maintenance of project work and its security, relevant firms may be engaged.
- vii Data bank of service providing organisations: A data bank on sectorwise specialised firms may be maintained in the Ministry of Information. At the beginning of the projects, offer may be received for necessary work from these firms on the basis of competition through advertisement. Such matters may be widely circulated in public media so that such service providing organisations may develop widely in the private sector.

Report No 30

Use of A4 size paper in Government offices

30.01 At present for writing letters, notes and reports in the Government offices and courts 21.8x34.3 cm size paper is used which is out of standard. At one time this size of paper was the standard size in the offices and courts, as this was useful for the type writing machines. The file covers were also made proportionately to this size. But at present, with the introduction of computer, A4 (21x29.7 cm) size paper is being used all over the world. This size of paper is more convenient for file management and maintenance. It is easier to carry and also good-looking.

30.02 In 1989 in the "Public Administration Efficiency Study" report prepared with the assistance of USAID it was recommended to introduce A4 size paper in the Government offices and courts. In the report of the Committee formed by the Government to identify the implementable recommendations made in the above mentioned report, it was also endorsed to introduce the A4 size paper. It may be mentioned that no where in the world the aforementioned size of paper used in the offices and courts of Bangladesh is used for official work.

30.03 A4 size paper is very convenient to use with the latest office equipment like computer printer, fax and others. On the other hand the size of the paper used presently in the offices and courts of Bangladesh is not convenient to use with these equipment. Besides, in Bangladesh also A4 size paper is used in the private sector organisations and banks for writing official letters and notes. In these offices the envelopes, bags, etc. used at present are prepared according to the size of 21x29.7 cm. As a result the size of shelves, file cabinets, almirahs, etc. are made smaller which is convenient for maintenance of files and for this office space and money are saved. Mentionably, the size of file covers will have to be changed if A4 size paper is introduced. Under the circumstances the Commission recommends the following for approval and implementation.

Commission's Recommendation

"Corresponding to the practice elsewhere in the world A4 size (21x29.7 cm) paper may gradually be introduced in the offices and courts of Bangladesh."

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