

Towards A Better Public Administration System in Bangladesh

Golam Mostakim*

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2. The committee suggested the following modus operandi to formulate recommendations on each of the major issues or any of the self contained part of it (such as Transparency, efficiency, dynamism etc.), in public administration.
 - a) Holding national workshops to be participated by workshop contributors/participants which will comprise academicians, politicians and people's representatives of the respective fields.
 - b) Foundation Course trainees will fill in a questionnaire prepared in the light of the TOR of public Administration Reforms Commission during their week long field attachment.
 - c) The committee suggested that the SSC and the ACAD participants may be given topics selected from the TOR of Public Administration Reforms Commission to prepare seminar papers.
 - d) Committee also suggested that syndicate study or seminar may be held on the recommendations accrued upon (a), (b) and (c) to have more concrete and pragmatic recommendations.
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Course wrote 21 seminar papers on their respective working places using the theme 'Reforms in Public Administration'. The list of the seminar papers may be seen at Appendix-1.

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

1) Rightsizing the Set-up and Manpower of Directorate of Primary Education by Mr. M. Gholam Mortuza, Joint Secretary.

By considering the expanded spectrum of functions and responsibilities of the Directorate the following points are highlighted for consideration :

- 1) the present student-teacher ratio of 75 : 1 cannot, due to governmental financial constraints, be narrowed down to 35 : 1 ratio by recruiting large number of teachers but awareness should be created for community participation and encouragement given to NGOs to establish new primary schools.
- 2) 4 surplus posts of DPEO, 4 of ADPEO, 4 of Assistant Monitoring Officers, 4 of Cashier, 4 of Drivers, 4 of MLSS and 24 of Primary Education Officers (PEO) including surplus posts of UDA and LDA should be abolished.
- 3) for effective supervision the office of the TEO should be strengthened by deputing one of the ATEOs to the office of TEO who will assist TEO in official work; and 481 posts of ATEO may be abolished (total posts of ATEO would thus stand at 1579) as these are (481) considered unnecessary.
- 4) no effective field level coordination as well as supervision can be ensured without setting up divisional offices and as such divisional offices of Rajshahi, Dhaka, Khulna, Chittagong and Sylhet and Barisal should be established as early as possible, and
- 5) headquarters of DPE has unwisely expanded without cogent reasons and as such on the basis of the felt need a modified organogram showing manpower has been prepared.

2) Restructuring of the Planning Commission of Bangladesh by Mr. Md. Abdul Quayyum Thakur, Joint Secretary.

- 1) It is therefore proposed that the present size of the Agriculture Division may be bifurcated into two Divisions such as,
 - a) Agriculture, Forest & Irrigation may be grouped in one division : Agriculture Division
 - b) Rural Development Institutions and poverty alleviation may be grouped into another division: Rural Development Division.
- 2) A separate 'wing' for the development of Hill Tracts Area may be permanently created under the newly proposed "Rural Development Division" as mentioned in 1 (b) above.
- 3) The manpower at present engaged in Industries Division may be reduced and the surplus manpower may be utilized in other important areas.
- 4) Manpower and other logistics may be increased in energy sector keeping in view of the importance and problems of energy resources in the country.
- 5) Infrastructural development and increase of manpower are considered essential in both Education and Health Sector, Number of Secondary Schools and Colleges should be increased in Dhaka City in view of increasing population pressure in the City. To attain this object education sector of the Planning Commission need to be strengthened. Similar recommendations are made for Health Sector also. The existing facilities in Hospitals are poor and insufficient for which many patients are going out of the country for better treatment. The tendency of going abroad for better treatment has to be stopped or discouraged through the establishment of good hospitals that can provide better medical treatment and service. This will save a huge amount of foreign currency.
- 6) In view of the construction of BJMB the scope of development in the 'North-West' of the country has increased. So, another new 'wing' may be created

under the newly proposed "Rural Development Division" as mentioned in 1 (b) above.

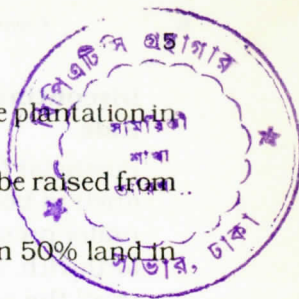
- 7) Poverty alleviation being the most burning issue of the country today, a separate wing namely, "Poverty Alleviation Wing" also may be created under the "Rural Development Division" in order to coordinate among the NGO Bureau, PKSF and Government Agencies which are involved in poverty alleviation programmes through micro-credit system. The Proposed "Poverty Alleviation Wing" will also endeavour to identify the problems facing the present micro-credit system and will take appropriate measures for their solution. It will also take an account of the progress of poverty situation in the country biannually.
- 8) In that case the newly proposed division will have three new wings and it would facilitate acceleration of development in the "Hill Tracts" and "North-West" Area of the country and will also help to attain positive results in the field of poverty alleviation.
- 9) If the above recommendations are accepted, the no. of Divisions will be 7 in place of 6 with the increase of three new wings. So, manpower and other logistics may be provided by internal adjustment by the Planning Division which is the Administrative Division of Planning Commission and Economic Cadre.

3. Administrative Reforms in BSFIC (Bangladesh Sugar & Food Industries Corporation) and its Enterprises by Mr. Shahid Udding Ahmed, Joint Secretary.

The following work plan may be undertaken during the period from 1998-99 to 2003-2004.

To ensure production at full capacity about 26.00 lac tons of cane is required for the running 15 sugar mills. Keeping the cane cultivation area limited per acre yield of cane may be raised from 19.00 tons to 25.00 tons by 2003-2004. The following steps may be taken for raising cane yield per acre.

- a) The supply of clean sugar cane seed may be raised from 33% of the cultivated land to 70% by 2003-2004.



- b) Farmers may be motivated for early cane plantation in 90% of the cultivated land.
- c) Trench method of cane plantation may be raised from 30% land to 90% land.
- d) Ratoon cane cultivation may be done in 50% land in place of 21% land.
- e) Balanced fertilizer may be issued at least in 90% of the total area under cane cultivation.
- f) To improve the quality of sugar cane pest control activities should be geared up.
- g) Proper husbandry of cane in the field should be ensured to achieve the desired yield.
- h) High-yielding and high sucrose content varieties may be developed.

Cane production Programme for gur making in the non-mill zones :

The demand for gur in the country is about 3.5 lac tons. To produce this quantity about 35 lac tons of cane is necessary. As the required quantity is not produced in the normal zones, one-third of the total requirement of cane for gur making is met up from the cane produced in the mill zones. So, necessary measures should be taken by the Govt. for production of required quantity of cane for gur making and simultaneously, Gur Control Act should be strictly enforced.

Cane crushing and sugar production in sugar mills.

1,85,016 m. tons sugar production target has been fixed for the sugar mills by crushing 23.27 lac m. tons cane with 7.95% sugar recovery in 1998-99. By gradually increasing the cane supply to the mills in the next five years, the quantity of cane supply will have to be raised to 34.80 lac m. tons in 2003-2004 to produce 3.06 lac m. tons sugar and sugar recovery % will also have to be raised from 7.95% to 8.80%.

Increase of production capacity of the sugar mills.

BMRE of the mills where necessary should be taken up in order to raise the TCD from 21,044 m. tons to 35,794m. tons

Discontinuation of all financial facilities beyond Govt. Rule.

Financial facilities like overtime, incentive bonus, production bonus which are being paid beyond Govt. rules under pressure from the labour unions must be stopped forthwith. Present system of paying retention allowance to all the seasonal workers and employees in respect of skilled and unskilled ones must go. Only highly skilled workers may get such allowance.

At present, without earning profit only 65% of the production capacity having been achieved, 85% of the basic salary is paid as production bonus to all workers and employees of the sugar mills. This system must be discontinued. Besides, more than 65.00 lac profit having been earned, further 50% of the basic salary is paid as profit bonus. This system should also be stopped.

Reduction of administrative overhead cost :

Drastic and effective measures shall have to be taken to reduce costs in all sectors such as TA/DA of officers and staff of mills, HQs, stationery, school management and welfare expenses. School management can be handed over to the Department of Education.

Road development fund

As the roads, bridges and culverts constructed by the sugar mills from their own funds are used by the people throughout the year, the cost of road development can be realized from the consumers.

Reducing inventory

Inventory value may be reduced to Tk. 15.00 crore from present value of Tk. 36.00 crore by gradual process. This will lessen the liquidity problem of the sugar mills. In order to do this, unnecessary stored spares shall have to be sold out, rarely used machines shall not be kept in the store for more than one year and extensively used spares not more than six months and machineries and spare parts produced in the country shall not be kept in the stores for more than 3 months.

Commercial farms

All-out efforts should be taken to make the farms profitable. Otherwise, the losing farms may be sold out.

Reduction of cane purchasing centres

The number of the centres should be reduced from 623 to 500.

Rightsizing of the manpower

In order to reduce costs manpower and salary allowance shall have to be rightsized by downsizing the present manpower of 21,651 to 15,000. This can be done through launching the golden hand-shake scheme again and keeping fresh appointment suspended till the manpower is rightsized.

Cooperation and coordination between the mill management and labour unions

The existing working relations between the mill management and labour unions should be improved for satisfactory production.

Formation of a tripartite committee

A tripartite committee comprising two representatives from the mill management, two from the labour unions and two from the sugar cane growers and headed by the top manager of the mill may be constituted in each mill in order to find out ways and means for better performance of the mill. The committee so formed shall have the authority to take any decision good for the well-being of the mill. The top manager heading the committee shall have the veto-power to veto the majority decision of the committee on any issue and in that case the matter be referred to the Corporation for final decision.

4. **Union Parishad as a Decentralized Institution of Rural Local Govt. in Bangladesh by Mr. Sheikh Shafiqul Islam, Director General.**

Recommendations for gearing up the functions and abilities of the Union Parishad are as follows :

- 1) Minimum one Administrative Officer (Class-II), one Assistant-cum-Typist, one Accounts Assistant and one Technical Assistant (overseer/surveyor) are to be employed. The new set-up will naturally ensure better

service to the people and will encourage them to pay genuine taxes.

- 2) Unions must try to tap new sources of income like tree plantation, fishery projects etc. Bank accounts in interest bearing system should be maintained to generate income. Regular and, upto date scheduling of profession, trade etc. may also help. Moreover, to meet serious resource constraints substantial financial support from the government need be provided.
- 3) The Administrative Officer being a Senior Personnel will have better knowledge and training of the affairs. So, he can train other assistants hereby making the office management more efficient and effective. The chairman and members also may consult him regarding government orders, circulars, rules and other records.
- 4) The members of union staff and to certain extent elected representatives need be given adequate technical training and orientation lessons for preparation and implementation of development projects. Agricultural innovations, credit distribution, cottage industries, project management, accounting and book-keeping etc. may be subjects for training.
- 5) The bottom-up planning becomes difficult for want of skilled technical personnel in the unions. But diversity of local conditions, problems and resources call for effective decentralized planning mechanism. So, it is proposed that planning cells may be set up in all the old district headquarters to provide technical support and expertise for the unions as and when necessary.
- 6) There are several field officials of the government working in the unions. They are not accountable to the unions in any form. Very often they remain absent from duty and government works suffer. It is, therefore, recommended that the chairman should be kept appraised of the works done by them and the chairman should be authorized to supervise the execution of the works.

- 7) To ensure greater accountability and transparency, the standard of performance should be made known to the people. Development projects to be executed by government agencies or through local parishads may be made widely known to the beneficiaries and general public.
- 8) High Powered Task Force (may be called Efficiency Unit) may be constituted by Government to set standard of performance. All in the Government and in public be brought under the standard. The unit should be attached to the PM's office or to the Cabinet Division so that topmost consideration is exercised in executions of the policy.
- 9) A time limit should be fixed to meet the audit objections failing which specific penal action will be taken.
- 10) Conditions must be created for inculcation of moral and human values like honesty, sincerity of purpose, obedience to and respect for teachers and superiors and affection for juniors.

5. Basic Health Care Needs in Bangladesh by Mr. Humayun Kabir, Joint Secretary.

- i) Focus should be on managing the existing public sector medical colleges efficiently and with greater autonomy, improving their capacity utilization further improving training standards and production of high quality doctors.
- 2) Handover of the management of public hospitals to private and autonomous foundations and NGOs, and provision of budgetary support linked to performance and adequate accountability may improve the delivery of services.
- 3) Reforms in the health sector particularly in the areas of management structure service delivery mechanisms and utilization of both public and private sectors are called for urgently. Major efforts will be required for health protection through appropriate legislation and effective enforcement.
- 4) Steps to be taken to slow down population growth through the improvement of social condition, education and human development.

- 5) Availability of basic service such as protected water supply and provision for the disposal of human and household waters, good housing and living conditions may root out dysentery, infant diarrhoea, typhoid, cholera and tuberculosis.
 - 6) Coordination between government housing programme, education programmes (including adult education) and the provision of health care services and facilities are all necessary components of any realistic drive to improve housing and living conditions in Bangladesh.
 - 7) Safety net for the poor : This will save the poor from spending additional expenses for severe illnesses.
 - 8) Decentralization : Decentralization of Health and FP activities may be done at Thana level with greater involvement of NGOs and other organizations.
6. **Higher Inflow of FDI through Reorganization of BOI by Mr. M. A. Rahim Khan, Member, Board of Investment.**
- 1) For ensuring higher flow of FDI in the country, target oriented programmes should be followed aggressively with major reforms in legal and judicial system. Law and order situation has to be improved and a broad political consensus has to be arrived with regard to the uninterrupted flow of economic activities in 365 days a year. Stable support environment has to be created and sustained in order to attract the foreign investors in Bangladesh. In place of the existing policy of obtaining sanctions/certificates from different concerned organizations for the investors, BOI should immediately go for setting industrial park at different areas of the country so as to facilitate the prospective investors start construction work immediately after registration.
 - 2) BOI, should be reorganized to make it an effective facilitating organization for both local and foreign investors. Professional personnel should be recruited with salary structure commensurate with that of the multinationals and world organizations. They will be given a target of achievement and their stay in BOI

will depend upon their achievement position. BOI will remain as a government organization under the Prime Minister's office.

7. Reformation : Ministry of Commerce by Mr. Md. Sarwar Hossain. Joint Secretary.

- 1) The challenge due to the withdrawal of quota restrictions as well as the erosion of preferential margins by 2005, may be met by the Government in the following ways :
 - i) To ensure adequate supplies of high quality fabrics to the garment industry, which at present depends almost entirely on imports, the Government should encourage private sector investments in units that would produce yarn and fabrics.
 - ii) To help the clothing and garment industry in keeping abreast of latest changes in fashions and designs, Government may establish a Fashion Institute. India has already established National Institute of Fashions Technology.
- 2) For strengthening export trade, Government should take effective steps to boost software industry and help them penetrate the multi-billion dollar global market.
- 3) The International Trade Organization (ITO) Wing in the Ministry of Commerce and the Economic Wing in the permanent Mission in Geneva should be strengthened simultaneously to handle the increasing WTO related works.
- 4) As per provision of WTO, the Government may take the following measures to
 - i) Safeguard action
 - ii) Levy of anti dumping and countervailing duties.
- 5) In view of the reductions in functions, the manpower of the Ministry of Commerce may be reduced by 40%. Officers having background and knowledge in commerce may be posted here.
- 6) The Textile Cell of EPB which looks after the garment industry and quota administration should be brought directly under the Ministry of Commerce as a Separate Directorate.

- 7) Depending on the nature of export market and change in importance the following relocation of commercial wings of Bangladesh Missions abroad may be made :
 - i) The Commercial Wing of Colombo may be shifted to Tashkent
 - ii) The post of First Secretary (Commercial) of London may be relocated in Paris
 - iii) The Commercial Wing of Canberra may be shifted to Sydney.
 - iv) The Commercial Wing of Abu Dhabi may be shifted to Dubai.
- 8) To bring transparency, sensitive matters like quota and GSP of garment sector, import by TCB, withdrawal of import restrictions etc. should be brought to the notice of the 'Parliamentary standing Committee on the Ministry of Commerce'.

8. **Reformation of Election Commission Secretariat by Mr. Chinta Horan Saha, Joint Secretary.**

- 1) To hold fair, neutral and transparent election total manpower of Election Commission Secretariat Should be increased to 279 (existing manpower 167).
- 2) The Election Commission Secretariat should be given the power to recruit their manpower and approve their own annual budget as per requirement as done in the Parliamentary Secretariat.
- 3) The posts upto the level of joint Secretary should be reserved for the officers of Election Commission Secretariat.
- 4) The posts of Secretary and Additional Secretary should be filled in by deputation from M/O Establishment.

9. **BEPZA : An Overview and Some Measures by Mr. Md. Badiuzzaman, Director General.**

The following recommendations are made :

- 1) To avoid any conflict, confusion and collision particularly in sensitive areas, 'The Rules of Business' should be followed meticulously.
- 2) Administrative reform is a process which should not

be rigid. It must respond to the call of time-but no change should take place at the instance of any pressure group.

- 3) Irrespective of regulations and procedures, in order to attract foreign investors, there must be flexibility keeping in mind the international investment system and a prompt decision is very much essential.
- 4) There must be consistency in the application of law and whatever written in the rules/regulations, must be followed.
- 5) An investor must not be harassed unnecessarily. Delegation of authority should be ensured. Except for major policy matters, investors should not be dragged to the head office frequently.
- 6) Government should fix up the minimum wage periodically for the industries within an EPZ area.
- 7) Consultative Committee as provided in the Act should be activated.
- 8) Since Government has passed a separate Act namely Private Export Processing Zone Act, 1996 and since the facilities given by the BEPZA Act, 1980 are also applicable to the Private EPZ, it may not be necessary to have separate 'Board of Governors' and 'Executive Cell' for the Private EPZ. BEPZA instead of expansion, can oversee and look after the activities of Private EPZA as in the Philippines where PEZA does not go for new EPZ in the public sector.
- 9) Organogram of BEPZA should be amended. With the expansion of CEPZ and DEPZ more staffs are required. There should be some adjustment in the existing set up and if necessary some new posts may be created.
- 10) Our Missions abroad must be well equipped with all information so that they can motivate the foreign investors. Seminars/Workshops may be held both at home and abroad.
- 11) BGMEA should not close the door to grant membership to the garment enterprises located in the EPZ.
- 12) Value system of 5 Es should be followed : E for

Economy, E for Equatability, E for Environment, E for Education and E for Ethics.

10. BOI : An Overview and Reform Prescriptions by Mr. Md. Aziz Ullah, Joint Secretary (OSD).

Reform measures for BOI can be divided into two broad categories. They are :

Infrastructural Reforms

Currently, BOI has no office of its own. It does not have any standard conference room. It gives a bad impression to the expatriate investors. So BOI should have its own magnificent building, a conference hall, auditorium, computer lab, library, waiting room and other office rooms of international standard.

Policy Reforms

Monitoring and evaluation system should be brought into policy so that policy implementation can be ensured and accountability can be fixed. Based on the policy, a dynamic, forward looking Service Rules should be formulated so that brilliant persons can be attracted to BOI.

Structural Reforms

a) Personnel

Currently 342 employees are working on retention basis. Among them 209 are class III employees which is not secured to be well planned. Proper manpower, planning should be done and Byron's suggestion in this regard may be considered.

b) Job description

To achieve the objectives, specific job should be assigned to each and every employee and job performance should regularly be monitored.

c) Equipment and Information Technology

BOI should be well equipped with modern equipment and information technology. Web site should be more attractive and regularly updated.

d) Work Procedures

Most simplified work procedure should be introduced and followed by the BOI officials. A Work manual should be prepared and followed.

e) **Exercise of Financial Powers**

The Executive Chairman should have the financial power like a secretary and below him other members should have specified financial powers.

f) **Training of Personnel**

To equip the personnel with latest skill and information technology proper training for the officials should be ensured.

Steps for an Effective Organisation

In order to suggest a pragmatic and effective Organizational Structure for the BOI the following steps may be taken up :

- * Active upliftment campaign both at home and abroad.
- * Advertisement through BBC, CNN and other International News Media to attract Foreign Investment.
- * Protocol facilities for the Foreign Investors.
- * Effective Communication with the Missions abroad, different Developing Organisations and exchange of information.
- * Setting up of effective Computer, E-mail and Internet system in the BOI.
- * To activate the One Stop Service, newly set up in BOI to impart maximum infrastructural benefits to the Entrepreneurs/Investors.
- * To find out effective Strategy and Policy for delivery of Service.
- * Improvement of 'Information Cell' 'MIS Cell' and 'Data Bank Cell.'
- * Effective Coordination and Follow-up activities through constant inspection of the Industrial set-ups.
- * Monitoring and Feed back to and from the Regional Offices
- * To activate the Regional offices.

Raising the Status of the BOI

BOI may be made a division under the PM's office for efficient management.

TQM in BOI

The concept of Total Quality Management should be practised by using different forms and procedures.

11. A Study on the Reform Needs of BCSIR by Mr. Md. Enamul Karim, Member.

The following recommendations are made :

- 1) The manpower of BCSIR should be reduced by one third of its sanctioned strength. This can be achieved gradually by not filling in vacant posts.
- 2) BCSIR should be made an autonomous organisation like a University.
- 3) The status of the Chairman, BCSIR should be made equal to that of a Secretary to the Government.
- 4) The two full-time technical members i. e. Member (Science & Technology) and Member (Development) may clearly be allocated responsibility for the following areas :
 - a) Research [To Member (Science & Technology)] and
 - b) Technology Transfer
 - c) Planning
 - &
 - d) Monitoring and Evaluation [To Member (Development)]
- 5) An Evaluation Committee comprising external experts should be formed to evaluate the performance of BCSIR to make it accountable and transparent.
- 6) Technical Advisory Committee or Research Committee comprising both internal and external experts may be formed to coordinate research projects/ activities of different units.
- 7) Institutes/Centres/laboratories under BCSIR should be given operational management authority.
- 8) Every laboratory should have a Management Committee and a Research Committee to broaden the policy and decision making bases.
- 9) BPATC may explore the possibility to organize Foundation Training for the newly recruited scientists of

BCSIR. At present some scientists may be included in Senior Staff Course or ACAD.

- 10) Joint academic programmes may be organized with Bangladesh and foreign universities for higher academic training of BCSIR Scientists.
- 11) Foreign technical assistance may be sought for training the Scientists of BCSIR.
- 12) Expert scientists and engineers may be appointed direct to the higher posts of BCSIR.
- 13) The Chairman, BCSIR may be empowered to appoint the Director of a Laboratory.
- 14) The scientists of BCSIR may be discouraged from doing Adhoc scientific investigation by establishing incentive measures by way of giving best research awards and advanced increment for excellent performance to individual researchers.
- 15) Some incentives may also be created for the industries to finance research by way of tax exemption for such investment.

12. Government Servants (Conduct) Rules, 1979 in the Context of Accountability and Transparency in Administration by Mr. Khairuzzaman Chowdhury, Joint Secretary.

The following are the recommendations :

- 1) Rule-5 be suitably modified to provide for the government servant receiving gift from foreign dignitaries or institutions to surrender the gift to a Standing Committee to be set-up by the government. The Committee will assess the value of the gift and decide whether to allow the gift to be retained by the government servant for consideration of a token price. Head of the delegations or teams and members may be permitted to receive the gift without prejudice. This should not be restricted only for officers of the level of Secretary or equivalent. There should not be any pre-determined value of the gift that can be received.
- 2) Rule-6 be modified to provide for all government servants to inform the appropriate authority on any deal involving lending or borrowing of money exceed-

ing an amount equal to ten times of the basic salary of the government servant. It should be reported within one month of conclusion of the deal.

- 3) Rule-11 be revised to make it obligatory on the part of the government servant to inform the appropriate authority of any purchase, acquisition, sale or disposal of movable property/asset including shares, certificates, insurance policies and immovable property such as land and building in case the value equals or exceeds the amount equal to five times the basic salary of the government servant. Such information should be submitted within one month of the transaction.
- 4) The condition to obtain prior sanction of the government on purchase, sale, acquisition or disposal of valuable property and construction of building laid down in Rules-11 and 12 be dispensed with.
- 5) Rule-13 be amended to provide for submission of declaration of property by the government servant only at the time of his entry into government service. Submission of annual statements be dispensed with as the information can be compiled by the appropriate authority from the declarations made by the government servants when transactions are completed. Government servants who are registered income tax payers and are required to submit wealth statement to the income tax authority should submit a copy of the wealth statement annually after the income tax return is filed.
- 6) Rule-15 be amended to allow the government servants to invest in shares and certificates etc. through authorized institutions/agents only and should not be allowed to personally involve in such trading.
- 7) Rule-17 be revised dispensing with the condition for the government servants to have prior sanction in the event of carrying out any trade or business by a member of the family. The government servants may be required to inform the authority about any member of the family when engaged in private trade or business.

- 8) Rule-20 be amended permitting the government servants to approach formally the "Parliamentary Committee on Grievances of Government Servants" to be set-up by the Parliament.
- 9) Rule-25 should be amended so far it relates to taking part in politics or in election by an adult member of the family of the government servant. No government servant should be allowed to take part in politics and election within three years after retirement or quitting government service.
- 10) Rule-29 be modified by incorporation conditions that the government servants should fulfil to become members of professional associations and clubs.
- 11) New rules be incorporated concerning punctual attendance, superior-subordinate relations, disobedience and in-subordination.
- 12) Phrases and jargons used in the rules namely; 'official obligation' 'undue offence' 'personal appeal' 'coercion' 'pressure' 'substantially private' 'informal character' 'pecuniary obligation' etc. which may be misinterpreted should be defined and clarified.
- 13) A separate "Code of Ethics" for government servants may be framed to enlighten the government servants on their moral and ethical values and responsibilities.
- 14) For proper enforcement by the authority and to encourage government servant to comply with the Conduct Rules, random verifications may be made to ascertain proper compliance regularly. Any one found to have submitted wrong information or deliberately avoid submitting information should be proceeded against.

13. Disaster and its Management : An Overview of Bangladesh by Mr. Md. Najmul Islam Chowdhury, Joint Secretary.

Some administrative reforms for better management of any disaster situation in future :

A. Government Organs :

Considering preventive or counter measures to be the

priority in dealing with any disaster in future it may be necessary to bring reforms in the administrative hierarchy from national down to the thana/union level. At the national level a separate wing may be constituted in the Ministry of Disaster Management and Relief (MDMR) to deal exclusively with policy matters relating to disaster prevention. The present Disaster Management Bureau (DMB) a project should be renamed as Disaster Prevention Bureau (DPB) and its functions should be confined to preventive measures prior to occurrence of any disaster. It should be converted to a full-fledged government department with its offices set-up at district, thana and if possible union level.

- a) Disaster Action Planning at central, district, thana and union level.
- b) Ensuring that individual sectional contingency plans are in place, and regularly tested, in collaboration with the concerned Ministry or Government Agency responsible.
- c) Training and Public Awareness.
- d) Information Management System (MIS/GIS).
- e) Logistics planning.

With increased number of staff, logistic support and adequate fund the District Relief and Rehabilitation Officer (DRRO) and Project Implementation Officer (PIO) should have their separate offices independent of the control of the Deputy Commissioner and Thana Nirbahi Officer (TNO) respectively except in time of disaster.

B. Local Government Institutions

In city areas/municipalities entire task of disaster management should be left to the municipal bodies to ensure transparency through participation of the people. For effective management adequate funds should be placed with the municipal authority. Similarly with due allocation of fund union parishads should be given full responsibilities towards training of manpower for raising public awareness.

14. **Administrative Reforms in Bangladesh : A Case Study of Bangladesh Sericulture Board by Mr. Shafiqul Islam, Chairman.**

The following recommendations have been made for bringing administrative reforms in BSB :

- a) **Rightsizing of BSB**
To rightsize the Board Organogram consisting of 721 personnel instead of 1505 of the previous Organogram has been suggested as follows :

Set up	Existing	Recommended
Revenue	1075	721
Development	430	-
Total	1505	721

- b) **Privatization of Two Factories**
Currently two silk factories (Rajshahi and Thakurgaon) are incurring big loss and these two factories should immediately be privatized.
- c) **Change of Designation**
The job titles of various posts should be changed to suit the requirements of present time and future demand.
- d) **Minimising the Hierarchy**
At present the hierarchy from bottom to top is too long (5=10 stages). For increasing effectiveness hierarchy has to be rationalized by squeezing the number of layers (within 4-tiers).
- e) **Controlling CBA Activities**
To minimize the CBA activities in the suggested Organogram less number of Class III and IV employees has been recommended.

15. **Traveling and Daily Allowances : A Squint View by Col. A I M Mustafa Reza Noor :**

To make the CF (Army) Pay-1 more efficient and effective in other words to optimize the productivity, following recommendations are made :

- 1) **Automation :** Installation of LAN in the office will not only expedite the work but also the quality of the service will be improved.
- 2) **Rightsizing the Organization :** Installation of computers and automation of the work, automatically will make some people redundant. These persons may be offered a golden hand shake.
- 3) **Rearranging Office Set-up :** To reduce delay and have a better overview, the office should be rearranged like banks. The existing office can be restructured if the design permits.
- 4) **In House Training :** A training Programme should be formulated with a view to improving professional skill and change of attitudinal patterns like Passive, time incentive, risk avoiding and at times feudal.
- 5) **Review and Amendment of the Rules :** Transparency and accountability should be established in the rule making process. Except for emergency situation and criminal matters, rule should be formulated in consultative process.
16. **Administrative Reforms in Bangladesh with Special Focus on Change of Rules of B. S. R-I by Mr. Tajul Islam, Joint Secretary.**

The suggestions are :

- 1) In TOR of PARC (Serial No. IX) the Bengali word "paribartan" should be replaced by the word "Sanagsodhon".
- 2) Changes/amendments should preferably be done by consultants well conversant with laws, rules and regulations.
- 3) Care should be taken so that any drastic changes swayed with emotion or under pressure is not brought over causing disestablishment or crumbling down of present system of administration which may create total administrative vacuum.
- 4) Personnel at all levels dealing with rules should be given proper training. Rules should be made readily available at all levels.

- 5) "Reward and punishment" system should be introduced for proper implementation of rules. Strict adherence to and compliance of rules should be ensured.
- 6) Honest and sincere officers having high regard for rules should be encouraged and given protection so that they can discharge their duties fearlessly and do not become victims of circumstances.
- 7) Awareness amongst the public and different pressure groups of society, particularly the politicians, should be created so that they abide by the rules and do not exert undue pressure for advantages that rules do not permit. For this, political leaders and members of other important groups of the society may be imparted training on laws, rules and regulations or arrangements may be made for interaction of politicians and other group leaders with civil servants for mutual understanding and creating congenial atmosphere in administrative arena.

17. Restructuring of IMED : Ministry of Planning by Mr. Dipak Ranjan Sengupta, Joint Secretary.

- 1) The role of IMED may be redefined and it may be placed under the PM's office.
- 2) Adequate resources would have to be provided to develop a multi-disciplinary team capable of offering timely review of major spending programmes. Rationalization of its present organogram/manpower needs and logistics is to be made.
- 3) Apart from ECNEC, a Development Working Committee headed by a Minister or Cabinet Secretary can be constituted. This committee can review the progress of projects monthly.
- 4) IMED's functions should be more computer oriented. All major ministries can be asked to submit their reports not on paper but through diskettes to ensure transparency and accurate data and to lessen the burden of paper work.
- 5) Government policies and strategies related to development should be regularly reviewed and updated to suit the need of time.

- 6) Human resource development should be given top priority in development strategy. Bangladesh Planning Commission should be geared up to meet the Needs.
 - 7) The Project Directors should be allowed to concentrate more time and energy at project site. Senior most government officials at the level of Joint Secretary/Additional Secretary to be placed as PD in big projects.
 - 8) Fund release procedure should further be simplified to make fund more easily and timely available to PDs.
 - 9) For strengthening central organizational monitoring, monitoring and evaluation cells may be created in district administration, local government and regional development bodies.
 - 10) It is considered that the success of any Programme for rural development through people's participation will depend on the willingness and ability of the central government to share power with rural organisations and local government bodies.
 - 11) A set of sector based criteria be designed to ensure that operation and maintenance (O &M) phase of the project entails least cost and further that where feasible the O & M cost is justified by the revenue earning capacity of the project.
 - 12) Steps be taken to update the existing delegation of authority in the light of present day needs and ensure appropriate sub-delegation down the line.
18. **BANSDOC : Need of Reform by Mr. Maruf Morshed, Joint Secretary.**
- 1) BANSDOC to be reconstituted into a Directorate and should function under the direct supervision of the Ministry of Science and Technology as opposed to its present status which is neither a Directorate nor an autonomous organisation.
 - 2) All R & D organisations in the country to be brought under the BANSLINK network in phases to facilitate readily available and up-to-date scientific information to the science and technology researchers in the

country. All computers in BANSDOC to be linked to this network so that all its branches, except Administration and Accounts, have ready access to the information and scientific material network.

- 3) BANSDOC to be restructured to provide Corporate Information Service such as patent watch service, competitor watch service, global traders service and technology and project information bank. A new Research and Development Branch is also to be created to conduct research on scientific activities all over the world. Administration and Accounts are to be combined and put under the control of a branch head to reduce administrative burden on the Director.
- 4) A post of Additional Director is to be created in place of the present post of Principal Scientific Officer to provide for the career advancement opportunities for all branch heads. The Director and the Additional Director are to share between them the responsibility of supervision of different branches so that the span of control remains manageable.
- 5) Those members of existing manpower who are unsuitable for the restructured BANSDOC and/or are unwilling or incapable of being re-trained for the new style of functioning are to be retired, by way of golden handshake, or returned to BCSIR, as the case may be.
- 6) New manpower to be recruited by careful selection to fill in newly created posts and the vacancies created by retirement of staff. All recruits must be proficient in the use of computers

19. Safety Administration in Shaping : A Reformative Approach by Mr. Dhiraj Kumar Nath, Joint Secretary.

The reformative measures are given below :

a) **Policy Option :**

- i) Strategic planning should be designed with the objective of gradual rolling back to the private sector and participation of non-government organisation.

- ii) Land lord system should be introduced in maintaining the landing stations/facilities.
- iii) SOE like BIWTC/BIWTA should cease to operate commercially except rendering public obligatory services until total devolution takes place.
- iv) The policy of corporatisation should also be examined keeping in view the commercialisation of port activities.
- v) National Shipping Policy should be finalised early.

b) **Institutional Approaches :**

- i) Department of Shipping should be reorganized by establishing Inland Shipping Safety Administration (ISSA) unit for the enforcement of safety regulations, approval of design and construction of vessels, issue of safety certificates etc.
- ii) Non-Government Organizations should be associated in certification and registration of mechanized and country boats.

c) **Legal Framework :**

- i) A separate Safety Management Rule should be framed incorporating the up-to-date requirement of international conventions like Safety of Life at Sea (SOLAS), Marine Pollution Prevention (MARPOL), Load Lines, Search and Rescue, Standard of Training, Certification and Watch-Keeping (STCW) etc. Inland Shipping Ordinance, 1976 and Merchant Shipping Ordinance, 1983 should be merged in the proposed Safety Management Rule.
- ii) The marine court, now operating under dual management should be restructured with new legal authority and jurisdiction.

d) **Navigation and Dredging :**

- i) A Dredging Company should be formed in the private sector with the equity participation of Government to maintain navigability of rivers, ports, mooring and harbours. The dredger "Khanak" of Chittagong Port Authority and dredgers of BITWA and WDB should be placed with the proposed holding company.

- ii) To maintain day and night navigation and prevent theft, loss and destruction of aids to navigation, a Navigation Company Ltd. should be formed with the equity participation of the Government and involvement of stockholder and local administration.

e) **Human Resource Development :**

- i) The Marine Academy at Chittagong should be upgraded to Bangladesh Maritime University, an autonomous body, to be managed by a syndicate.
- ii) Seamen's Training Centre at Chittagong should be renamed as Institute of Marine Technology and there should be IMT at Khulna, Rajshahi and Barisal.
- iii) A Dredging and River Training Institute should be established to work with Jamuna Multipurpose Bridge Authority River Training Programme.
- iv) Deck Personnel Training Centre of BIWTA, Surface Water Modelling Centre of Water Resources Ministry, Marine Institute of the Ministry of Labour and Manpower should be brought under the unified command of Department of Shipping and be affiliated with the proposed Bangladesh Maritime University.
- v) Sufficient number of Mariners and Seamen to be produced to get employment in foreign ships.
- vi) Compensation package for master mariner and chief engineers should be made attractive to take teaching as profession.

f) **Research and Planning :**

- i) Water Transport Development Strategy Institute should be established to concentrate on waterway classification/regulation, fleet restructuring, approval of vessel design, ship lock and terminal design, conduction hydrographic survey etc.
- ii) A River Research Institute should be established to act as Resource Centre on Shipping and to work in close collaboration with private sector and shareholders in shipping.

g) **Management and Organizational Rearrangement**

- i) A separate cadre service namely Bangladesh Civil Service (Port and Shipping) should be constituted with graduates in marine science (nautical and engineering), maritime studies, naval architecture, ship building and shipping management. This cadre will perform the responsibility of port management, inland and maritime shipping, flag state and port state control regulatory activities.
- ii) BIWTA and BIWTC should be merged into a new authority namely Water Transport Authority, Bangladesh (WTAB). This authority will take over only the regulatory functions of the Government with the transfer of all commercial activities to the private sector or holding company gradually.
- iii) The management of Light Houses at Kutubdia, Cox's Bazar and Saint Martin should be transferred to the proposed WTAB or a holding company to establish more light houses in the coastal areas.
- h) **Devolution of authority :** There should be devolution of authority to ensure decision making consistent with global demand.
- I) **Accountability :** Parliamentary Standing Committees and Secretaries Committee should meet regularly and CAG should strengthen activities until Ombudsman starts its operation.

20. **The Chittagong Port : Management, Operation and Improvement by Mr. Rezwanul Haque, Chairman.**

Some procedural reforms in CPA are suggested :

- 1) Electronic Data Interchange (EDI) system may be used to full in different forms to achieve speed and efficiency and avoid duplication and unnecessary information.
- 2) Permission from the Naval Authority for dangerous goods, from the Quarantine Department for agricultural products and from the Atomic Energy Commission for food stuff are necessary. These permissions often take long time adding to the delays of the vessels

in the port. This delay may be avoided or at least minimized if the concerned authorities establish separate units of their own around the port and simplify the procedures.

- 3) To ensure proper storage of cargo and containers the share handling contractor engaged by the CPA should also work as stevedore for the shipping agent.
- 4) The pay-scales of the dredger officers and crew are not attractive. As a result, difficulties are being faced to man the dredger properly. Besides, procurement of spare parts of account of bureaucratic process is delayed. It may, therefore, be worthwhile if the operation and the maintenance of the dredger is contracted out.
- 5) Following the approval of PCP by ECNEC there should be provision for recruiting necessary manpower to commence the preliminary works for the project. And after the final approval of PP, the executing agency may be given power to recruit the manpower either for implementation or for operation without referring the same to the Administrative, Establishment and Finance Ministry.
- 6) CPA should have permanent set-up for project implementation.
- 7) As the Naval Base has restricted the expansion of the Port and also is posing navigational hazard, the same may be relocated outside the port navigational channel.
- 8) Either the Shah Amani Bridge may be replaced by a Sub-marine Tunnel or the Kalurghat Bridge may be reconstructed to cater to the need of both rail and road vehicles.
- 9) Port Tariff may be revised matching with inflation every two years.
- 10) Allocation of scarce water-front may be made judiciously and only those industries which need water-front for import of their raw materials and export or inland despatch of their finished products may be allocated water-front for construction of handling terminal.

- 11) Dhaka-Chittagong Highway may be upgraded for container transfer. Besides, river transfer of containers may be developed with river based ICD around Dhaka.
- 12) Two block-trains may be introduced as early as possible each way everyday instead of one for transfer of containers.

21. Need to Re-structure Bangladesh Rural Development Board to Implement Govt.'s Poverty Alleviation Programme by Mr. Mufazzel Hossain, Joint Secretary.

- 1) Structural changes needed in the role of the Board as a non-banking financial institution from administration and control to policy planning and promotion and extensive delegation of financial power and decentralization of decision making. Staffing should be made according to workload both in HQ and field operational structure.
- 2) The new Board status would need to be supported by appropriate provision of financial and administrative control through an effective and efficient budgeting and performance reporting system. For this purpose a well designed and administered MIS would be needed and countervailing provisions made relating to continuous performance audit.
- 3) The existing manpower is not required to be supplemented to implement government's poverty alleviation Programme.
- 4) The reorganized agency should have clear mandate and optimum achievable target. The target, annual or otherwise should be based and supported by necessary logistic support and clearly delineated authority. Progress in achieving the given target should be monitored regularly and the Board should be held responsible for any non-achievement or failure.

TWENTY-SEVENTH SENIOR STAFF COURSE
August 02-October 15, 1998

Sl No.	Name and Designation	Topic	External Evaluator	Internal Resource Person
1	Mr. M. Gholam Mortuza Jont Secretary	Rightsizing the Set-up and Manpower of Directorate of Primary Education	Dr. Shah Md. Farid	A. K. M. Shamsul Alam
2	Mr. Md. Abdul Guyyum Thakur, Joint Secretary	Restructuring of the Planning Commission of Bangladesh.	Dr. Shah Md. Farid	Md. Tofazzel Hossain
3	Mr. Shahid Uddin Ahmed Joint Secretary	Administrative Reforms in BSFIC (Bangladesh Sugar & Food Industries Corpration	Dr. Shah Md. Farid	Dr. Mir Obaidur Rahman
4	Mr. Sheikh Shafiqul Islam Director General	Union Parishad as a Decentralised Institution of Rural Local Govt. in Bangladesh.	Dr. Md. Mohabbat Khan	Md. Tofazzel Hossain
5	Mr. Humayun Kabir Joint Secretary	Basic Health Care Needs in Bangladesh.	Dr. Md. Mohabbat Khan	Syed Naquib Muslim
6	Mr. M. A. Rahim Khan Membbber, BOI	Higher Inflow of FDI through Reorganisation of BOI.	Dr. Md. Mohabbat Khan	Md. Shirajul Islam
7	Mr. Md. SarwarHossain Jont Secretary	Reformation : Ministry of Commerce.	Dr. Sheikh Maqsood Ali	A. K. M. Shamsul Alam
8	Mr. Chinta Horan Saha Joint Secrtary	Reformation of Election Commission Secretariat.	Dr. Sheikh Maqsood Ali	Golam Mostakim
9	Mr. Md. Badiuzzaman Director General	BEPZA : An Overview and some Reform Measures.	Dr. Sheikh Maqsood Ali	Dr. Mir Obaidur Rahman
10	Mr. Md. Aziz Ullah Joint Secretary (OSD)	BOI : An Overview and Reform Prescriptions.	Aminul Islam	Md. Abdul martin
11	Mr. Md. Enamul Karim Member,BCSIR	A Sutdy of the Reform Needs of BCSIR.	Aminul Islam	Badrul Alam Tarafdar
12	Mr.Khairuzzaman Chowdhury Joint Secretary	Governmnet Servants (Conduct) Rules, 1979 in the Context of Accountability and Transparency in Administration.	Aminul Islam	A. K. M. Shamsul Alam

Sl No.	Name and Designation	Topic	External Evaluator	Internal Resource
13	Mr. Md. Najmul Islam Choudhury Joint Secretary	Disaster and its Management : An Overview of Bangladesh	Md. Anisur Rahaman	Dr. Mir Obaidur Rahman
14	Mr. Shafiqul Islam Chairman, Bangladesh Sericulture Board	Administrative Reforms in Bangladesh : A Case Study of Bangladesh Sericulture Board	Md. Anisur Rahaman	Syed Naqib Muslim
15	Col. AIM Mustafa Reza Noor	Travelling and Daily Allowances : A Squint View.	Md. Anisur Rahaman	Md. Shirajul Islam
16	Mr. Tajul Islam Joint Secretary	Administrative Reforms in Bangladesh with Special focus on Change of Rules of BSR-I.	M. Mujibul Haque	Rizwan Khair
17	Mr. Dipak Ranjan Sengupta Joint Secretary	Restructuring of IMED : Ministry of Planning.	M. Mujibul Haque	Golam Mostakim
18	Mr. Maruf Morshed Joint Secretary	BANSDOC : Need of Reform	M. Mujibul Haque	Md. Tofazzel Hossain
19	Mr. Dhiraj Kumar Nath Joint Secretary	Safety Administration in Shipping : A Reformative Approach.	Waliul Islam	Syed Naquib Muslim
20	Mr. Rezwanul Haque Chairman, Chittagong Port Authority	The Chittagong Port : Management, Operation and Improvement.	Waliul Islam	Md. Shirajul Islam
21	Mr. Mufazzel Hossain Joint Secretary	Need to Restructure Bangladesh Rural Development Board to Implement Government's Poverty Alleviation Programme.	Waliul Islam	Rizwan Khair

Comments by the Chairman

Dr. Ekram Hossain, Rector

I am really happy to note that what was expected from the workshop has been made available. In the valuable presence of the Public Administration Reform's Commission Chairman, who was the chief guest here the participants of the workshop including the invited guests deliberated on various issues and subjects that demand comprehensive attention and analysis. Within the short span of half day exercise, the participants raised many important subjects and contributed practical ideas which will, I believe, stimulate the actors of PARC in their efforts towards final recommendations for reforming the government.

The core issues that surfaced in the paper presentation, comments or remarks by the participants can be briefly summed up as :

1. Revising the role of the government. The areas of the public sector and the private sector have to be redefined. Their boundary needs to be re-drawn so that there remains no scope for role overlap. In our rightsizing is the right word while we proceed to reform the government.
2. Our administration should be indigenised : local problems should be solved locally. Foreign consultants may help us in providing the tools and techniques. In fact we should think globally but act locally.
3. Our civil service should be made cost-conscious and that is part of the enhancement of the accountability process. The change of the mindset of the civil servants is a critical issue. Training has a dominant role to play in this respect. The number of the training institutions has to be minimized or rationalized to raise efficiency of administrative training.
4. The civil servants should unequivocally accept the superiority of the elected public representatives. There should be a healthy functional relations between the politicians and the government officials. There should be institutional arrangements for the training or reorientation of the elected public representatives side by side with the government officials. Training is necessary for the politicians for updating their knowledge on what is happening around the world. Merit must prevail both in bureaucracy as well as in politics.

5. To achieve the value of accountability, politicization of administration should be prevented as much as possible. There should be well-defined code of conduct and ethics for the government officials and for the politicians.
6. Implementation of the Ombudsman according to the constitutional provision No. 77 should be implemented. There should be political commitment to implement what will be recommended by the office of the Ombudsman.
7. Government Servants Conduct Rules should be updated and the provisions should be reformed in consonance with the democratic principles and norms.
8. Literacy or education of the public is indispensable to holding the public officials accountable, imparting education to crores of people is a herculean task and a constitutional obligation of the government. Central government alone cannot do it. The process of social mobilization must be initiated. The local government institutions should be assigned the responsibility of mobilizing all segments of the society or community so that we can achieve the vision of the government of hundred per cent literacy by 2010.
9. Transport is a vulnerable area. An intervention is overdue to either abolish or rationalize the Government Transport Pool to minimize extravagant expenditure of the government.
10. Performance is the core ingredient for accountability. Performance has to be measurable. Therefore, the existing performance appraisal system of the government agencies has to be restructured to ensure objectivity and openness and this should be linked to training or career.

At the end I express my sincere gratitude to all who have participated in today's important workshop and hope that PARC will give due consideration to the outcome of this exercise. The success of this initiative lies in the implementation of the practicable recommendations that have emerged out of the workshop. I am thankful to the PARC chairman Mr. A. T. M. Shamsul Haque for his sparing valuable moment with us at this workshop. Thank you ladies and gentlemen.

Conclusion

There is nothing final in any matter of importance. This is very much true in case of Public Administration Reforms. The suggestions if not wholly but partially may be considered for implementation by the present democratically government. If some of the reformatory Measures are accepted, it is hoped that the public administration system in Bangladesh will be a bit better and more effective.

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