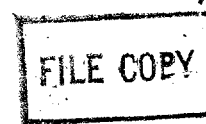


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BANGLADESH

STAFF APPRAISAL REPORT

PUBLIC ADMINISTRATION

(TRAINING, PERSONNEL AND MANAGEMENT) PROJECT

March 23, 1983

South Asia Projects Department
Education and Manpower Development Unit

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CURRENCY EQUIVALENTS

1 Taka = US\$ 0.04
24.5 Taka = US\$ 1.00
(As of February 15, 1983)

FISCAL YEAR

July 1 - June 30

PRINCIPAL ABBREVIATIONS AND ACRONYMS USED

ADP	-	Annual Development Program
APDW	-	Appointment, Promotions and Deputation Wing (Establishment Division)
BASC	-	Bangladesh Administrative Staff College
BAU	-	Bangladesh Agricultural University
BCS	-	Bangladesh Civil Service
BMDC	-	Bangladesh Management Development Center
COTA	-	Civil Officers Training Academy
CSP	-	Civil Service of Pakistan
ECNEC	-	Executive Committee of the National Economic Council
EPCS	-	East Pakistan Civil Service
GOB	-	Government of Bangladesh
IBA	-	Institute of Business Administration (Dhaka University)
IPA	-	Institute of Public Administration (Consultants)
MSW	-	Management Services Wing (Establishment Division)
NIPA	-	National Institute of Public Administration
NTC	-	National Training Council
PP	-	Project Proforma
PIU	-	Project Implementation Unit
PATC	-	Public Administration Training Center
PSC	-	Public Service Commission
RPATC	-	Regional Public Administration Training Center
PMIS	-	Personnel Management Information System
SFYP	-	Second Five Year Plan (1980-1985)
STI	-	Staff Training Institute
TCPC	-	Training and Career Planning Cell (Establishment Division)
UNDP	-	United Nations Development Program

BANGLADESH
PUBLIC ADMINISTRATION
(TRAINING, PERSONNEL AND MANAGEMENT) PROJECT

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This report is based on the findings of an appraisal and post-appraisal missions to Bangladesh in February/March and December 1982. Mission members included Richard A. Cambridge (Mission Leader), Vasilios C. Demetriou, and Avyeris Andonyadis (World Bank), Thomas Schmidt and Ragaa Makharita (Consultants).

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Organization of the Public Administration Training Center (PATC)

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Map of Bangladesh Showing Project Institutions

BANGLADESH

PUBLIC ADMINISTRATION

(TRAINING, PERSONNEL AND MANAGEMENT) PROJECT

INTRODUCTION

Development administration is an action-oriented and goal-oriented administrative system. Its central focus is the role of administrative leadership in the initiation, direction, and management of the interdependent processes of nation-building and socio-economic progress. It refers not only to the administration of development programs but also to the building of administrative institutions and strengthening of administrative capabilities to handle the complex processes of change. These two aspects, the administration of development and the development of administration, are equally important, and both are indispensable to the administrative system in order for it to play the substantive, managerial, social, and political roles so necessary to achieving developmental goals in any society. The significance of development administration in Bangladesh cannot be overemphasized. Public administration assumes particular importance in a country where the public sector occupies a key position in the total development effort and where a large segment of the private sector comes under the regulatory and promotional influence of the government. In Bangladesh, the traditional regulatory functions of the state have multiplied since independence, and at the same time, the administrative system has become so involved with the process of growth that the administrative agencies are no longer merely an arrangement to administer, control, and monitor development but are indispensable parts of the development process itself. In Bangladesh, "the issue of the development of public administration has moved from the periphery to the very center of the country's development effort." 1/

I. THE ADMINISTRATIVE STRUCTURE OF BANGLADESH

1.01 The Present Organization. The Bangladesh Government is organized into three major administrative functions: the management of national Ministries/Divisions and their Attached Departments; the management of District Government; and Local Self Government. At present, there are 19 Ministries including the Chief Martial Law Administrator's (CMLA) Office, 42 Divisions 2/ 179 Attached Departments and Directorates and 136 Autonomous Bodies.

1/ Second Five-Year Plan 1980-85, Para 18.118, Planning Commission, GOB, May 1980.

2/ There are 4 geographic divisions in the country and 42 administrative Divisions which are part of Ministries.

The Secretariat is the nerve center of this administrative organism and it is here that administrative policies are conceived and sent to the Departments for execution (Annex 1).

1.02 The Public Service. The Public Service, which operates the 19 Ministries of the government, is organized along class and pay grade lines (Annex 2). Of the 22,654 Class I officers, approximately 5,500 are organized into 14 cadres and 14 sub-cadres or occupational groups (The Civil Service, Annex 3). The encadred officers are the elite of the public service, and dominate both the Secretariat and Agencies. Members of this group are recruited by the Public Service Commission (PSC) through a competitive examination and enter a lifetime career in the public service. Non-encadred officers are recruited either by the PSC or by specific ministries for positions in development projects. However, incumbents may continue for many years by renewal of their contracts. Non-encadred officers do not enjoy the benefits of belonging to an occupational "guild" or cadre, and as such, have access to only limited reserved posts and lack steady promotional possibilities.

1.03 The Establishment Division. The Establishment Division is the central personnel agency of the Government. It is divided into four Wings 1/ and provides a range of services to the Ministries/Agencies and Autonomous Bodies of government. The Division is responsible for recruitment (along with PSC), posting, and promotions for all grades of public servants. The Division develops rules, regulations, and administrative procedures which govern the Ministries (Secretariat), and the district (local) administration. Finally, it is supposed to provide management services by approving and assisting government agencies on all matters relating to organization, staffing and procedures. The Division works well as a control agency, but its strictly personnel and management functions remain weak. It has, however, been the lead agency for implementing several reforms which affect the civil service including the establishment of a unified Bangladesh Civil Service and the creation of a Senior Service Pool (paras 2.10, 2.11). The Government has developed a policy linking promotion in the civil service to training as well as performance and experience. The Establishment Division has been charged with administering this policy through its coordination of the activities of the public administration training institutions, i.e., Civil Officers Training Academy (COTA), National Institute of Public Administration (NIPA), Bangladesh Administrative Staff College (BASC), and the Staff Training Institutes (STI).

1/ Regulation; Organization and Methods (O&M); Appointments, Promotions, and Deputations (APDW); Administration. In addition, there are three Cells which report directly to the Secretary: (i) Training and Career Planning, (ii) Chittagong Hill Tracts, and (iii) Upgraded Thanas.

1.04 The Public Service Training System. The Government has established a network of training institutions which provide both general administration/management and sector-specific technical training to public servants (Annex 4). The principal administrative and management training institutions are organized under the Establishment Division, while the sectoral training institutions are operated by the respective line ministries. Some institutions offer pre-service programs, but the majority are in-service oriented. Administration and management training is offered to all officers recruited by the PSC at the Grade 10 level (entry level Class I). They are required to successfully complete a 22-week foundation program at COTA before confirmation by the PSC. After about 10-12 years of service, when the officer attains the rank of Deputy Secretary, or the equivalent in a Department, Autonomous Body or Corporation, he is required to participate in a 15-week Advanced Course in Administration and Development (ACAD) at NIPA. Finally, when the officer reaches the level of a Joint Secretary (after about 15 years service) or above, he receives senior administrator training in a 12-week course on administration and management at BASC. Clerical staff receive training at the Staff Training Institutes. The Government has amalgamated the activities of these institutions (COTA, NIPA, BASC, and STI) into a single Public Administration Training Center (PATC) located at Savar, with four regional centers at Dhaka, Chittagong, Khulna, and Rajshahi (para 2.13). Throughout the civil servant's career, he is allowed to undertake training in specialized technical, and other short management and administration courses offered by the various institutions.

II. PROBLEMS AND POLICIES OF PUBLIC ADMINISTRATION

2.01 The lack of an efficient public administration system is endemic to most developing countries and is particularly critical in the case of Bangladesh where it hampers the Government's ability to implement and effectively manage national development programs. This is the result of several major problems.

2.02 Management of the Civil Service. There have been several changes of government in Bangladesh each with its impact upon how the civil service is managed. Immediately after independence, the new Government took the position that "they (the administrators) can be neither innovators nor catalytic agents for social change ... it is only the political cadre which can mobilize the masses and transform their pattern of behavior." ^{1/} The Government followed this by issuing Presidential Order No. 9, which gave the President power to dismiss any officer without any right of appeal, and Article 135 of Constitution was amended to make such decisions final. The Government also

^{1/} First Five-Year Plan (1973-1978), GOB, Dhaka, 1973.

systematically appointed non-civil servants and officers of the former East Pakistan Civil Service (EPCS) to senior posts in the Secretariat, sometimes at the expense of their more senior colleagues of the Civil Service of Pakistan (CSP) who had been serving in Pakistan at the time of liberation. These actions had an adverse effect on officer morale and upon the efficiency of the civil service. From 1974 onward, the position changed when successive economic and administrative failures forced the President to turn to his administrative bureaucracy for help. The increasingly active participation of the administrators in the affairs of state brought them to the forefront. The civil servants have played an important role in managing the state from November 1975. However, the relationship between soldier and administrator has its own problems and from time to time this tension has affected performance of the system.

2.03 Organization: The inherited colonial administrative structure, the devastating aftermath of the War of Liberation, and the relatively short time since independence to train and organize for the development goals of an independent nation are factors which have contributed to the current organizational structures and procedures in Bangladesh. The Government has expanded rapidly from the days when the maintenance of order and the collection of revenues were the major functions of its public administration. Current demands for multi-sector coordination, rapid and effective implementation of complex development projects, and the need for specialization has led to a number of organizational modifications. These modifications, although designed to lessen administrative problems, are today far less efficient than they could be, and have created three major problems of organization: First, authority and control mechanisms are concentrated at the upper levels of government. The custom of making both policy and implementation decisions at the Secretariat level has the effect of slowing down decision making. Further, by forcing decisions upward to those who are far removed from the project implementation responsibilities, decisions are based on too little information and experience. Second, in an attempt to manage a growing bureaucracy with inadequately trained officers, the Government has fragmented its organization into ever smaller units. Multi-sector coordination is hampered by this fragmentation, and the multitude of committees set up to provide coordination, more often than not, only serve to slow the process of coordination until the issue is referred to a higher authority for decision. Third, the government has attempted to cope with the scarcity of well-trained staff for specific jobs by providing procedures, rules, and regulations to cover every imaginable contingency. As a result, large numbers of lower-level staff exist in every ministry whose only function is to review requests, and to assure that procedures are complied with. Extensive delays occur because there is little reliance on the initiative, discretion and judgement of individual officers working within well understood general principles and guidelines.

2.04 Staffing. Bangladesh's public service is characterized by understaffing at the top and overstaffing at the lower levels. This is an

inevitable outcome of the country's recent evolution and an economy where there are few opportunities for employment in the modern sector outside the public service. In 1971, the Government was faced with the problem of creating a national administration out of the remnants of the CSP and the EPCS. It was estimated that for the 454,500 civilians of all grades working in government offices/bodies, there were only 320 officers holding the ranks of Secretary, Additional Secretary, and Joint Secretary. 1/ By 1973, total employment in the public service had risen to over 650,000. However, officers of these grades totalled only 660, while at the lower grades (Grade III) there were over 300,000. 2/ It is clear that one of the biggest difficulties of the new Government was the absorption of persons who had political or social claims on employment because of their service during the war of liberation. Although there are still policies reserving posts for Freedom Fighters and others, the Government has taken several steps to reduce growth, 3/ such as a freeze on hiring for jobs at certain levels, delaying appointments, and reducing the percentage of reserved positions. In addition, the Government has now embarked on a policy to reduce and eventually eliminate Class IV employees. The major problem with these policies aimed at containing the growth of the Public Service is that they are adhoc and based on a non systematic analysis of the needs of the various ministries and attached departments. Without the streamlining of methods, rules and procedures, and the attendant organizational adjustments, manpower planning and allocation policies are likely to remain too general and based on ill defined priorities.

2.05 Personnel Management. The goals of the Government in the area of personnel management are "equitable opportunities of advancement ... on the basis of merit performance ... supported by adequate recruitment policies ... performance evaluation in relationship to specific job requirements ... necessary personnel records and career planning in administration to promote administrative specialization and to provide long range career perspectives." 4/ While the basis for an adequate personnel system exists in the Establishment Division, it is hampered by four major problems: First, for the Government to be able to recruit, train, place and promote public servants

1/ Statistics on Civil Employees of the Government of Bangladesh, GOB, Dhaka, 1972.

2/ Report of the National Pay Commission, GOB, Dhaka, 1973.

3/ The Government has, in its recent reorganization of the Secretariat, declared about 3,380 staff as surplus for regular appointments. Most have, however, been absorbed in on-going development projects or sent to the Thana administration.

4/ Second Five Year Plan 1980-1985, (para 18.161), GOB, 1980.

based on requirements and merit, a data base with the following elements is necessary: job analysis to describe the education, skills, training and performance necessary for positions; job descriptions for recruitment, placement, performance evaluation, and promotion; and historical records of individual officers education, training, performance and experience. These data are lacking in the Establishment Division. Further, the capacity to analyze data and present it in a form useful for decision making is also lacking. Second, personnel in the Establishment Division, the ministries and other agencies such as the Implementation Division (wage and benefits), the PSC (recruitment), and the Superior Selection Board (promotions), lack adequate training in the basic functions of personnel administration, data collection and analysis, and in the systematic presentation and use of information for personnel decisions. Third, the rules, many of them, highly prescriptive and dating from the colonial period need to be simplified, contradictions need to be removed, and the rules need to be published in a format which can be easily updated. Fourth, the overall trend in remuneration, the relative salaries of generalists and specialists, and the competition among the private sector, overseas employment and the public sector for the limited supply of trained manpower are all matters which a personnel system should manage. In Bangladesh, the system has only been partially successful in undertaking these tasks. The first Government, faced with a war-ravaged economy attempted to down-play motivation through salary differentials and instituted a policy of meeting minimum needs. When a new Government took over in 1977, it developed the present standard of 21 pay grades (Annex 2). The Government has continued to make incremental shifts in the benefits paid, by re-establishing positions at a higher grade where scarce talent or difficult service conditions require inducements and greater benefits. There has also been a desire generally to raise wages to overcome the erosion by inflation, but this has been discouraged in light of scarce domestic resources. When the Government is able to once again address the question of overall wages and benefits, the need for basic data and staff experienced in salary administration will become evident.

2.06 Training. The education system, which provides the educational background for recruits to the civil service, has only recently begun to produce a number of graduates trained in public administration. Recent changes in admissions examinations for the public service reflects this curriculum shift, so that admission tests are no longer biased toward those with liberal arts degrees. However, the in-service training provided to officers of all levels is inadequate. The training institutions for civil servants are poorly housed, minimally staffed, too small to handle the required load, and are only just beginning to provide a curriculum that is oriented to the actual job requirements of their students. Trainers are not professionalized and have no career path. In fact, officers are sometimes assigned as instructors to training institutions as a form of punishment. The entire training load for Class III public servants is borne by the Staff Training Institute (STI). Its current classroom approach to training clerical staff can hardly make an impact in its potential training clientele of

over 300,000. Class II supervisory staff have no institution where training specifically tailored to their functions is undertaken. Finally, there is no data base derived from job descriptions and job analysis to rationalize training requirements at any level.

2.07 Financial Administration. The present budgeting, auditing and accounting systems are outmoded and impair effective utilization of development funds. In the area of budgeting, the chief weakness is the tendency to include many more projects in the Annual Development Program (ADP) than can in fact be adequately financed during the year. As a consequence, stringent fund (Taka) release procedures have been devised and put in operation in order to allocate and, in a sense, ration scarce resources among the excessive numbers of projects contained in the ADP. These procedures, however, cannot easily discriminate among projects as to their priority, making it inevitable that all projects tend to suffer implementation delays related to financing difficulties. This situation is exacerbated by: (a) a shortage of trained staff in line ministries as well as the Planning Commission to carry out project appraisals; and (b) within the ADP, the inclusion of a substantial number of unapproved projects which often have not been subjected to even a cursory examination of technical and economic feasibility. ^{1/} As regards auditing and accounting per se, the present system is too centralized and the procedures are not geared to meet the needs of decentralized administration and development. Audit and accounting operations are unified under the office of the Auditor and Controller General, and this severely complicates an already cumbersome system.

Government Policies and Programs

2.08 Second Five Year Plan (1980-1985). The Government's objectives for the public administration sector are clearly articulated in the Second Five Year Plan. ^{2/} They include: (a) upgrading the knowledge and skill in the public services by imparting universal and compulsory training in administration and management through functional and integrated training programs; (b) introducing career planning and personnel policy in administration to promote specialization and professionalism in the public service; (c) strengthening action research activities in administration and management development as a continuous process; (d) strengthening organization and methods systems in Government in order to rationalize systems, procedures and structures to increase organizational efficiency and effectiveness; (e) rationalizing and simplifying accounting, budgeting and financial control procedures so that they become geared to the needs of a decentralized administration and ensure

^{1/} Bangladesh: Recent Economic Developments and Selected Development Issues, (para 10.6-10.7), World Bank, Washington, D. C., March 3, 1982.

^{2/} Second Five Year Plan 1980-85 (para 19.141), GOB, Dhaka, 1980.

greater accountability; (f) providing necessary training support to local bodies to transform them into viable and self-contained development planning, implementation and administration units geared to the needs of decentralization and rural development; (g) appropriate control of corruption and malpractices in public services; and (h) enhancing the efficiency of public servants through the provision of welfare facilities. In order to ensure greater coordination and effectiveness of this integrated national administration and management development policy, the Establishment Division was selected to serve as the focal point and given the lead role for programs in personnel training, administrative research and systems modernization which constitute the largest components of the development program in the sector. 1/

2.09 Prior to, and also as a result of the broad policies outlined in the SFYP, the Government with the Establishment Division as the lead agency, has taken several steps to address the problems which affect the sector (paras 2.01-2.07). The Report of the Pay and Services Commission of 1977 recommended the creation of a Senior Policy Pool, a unified civil service, and a single classless grading structure covering all the services with equal starting salaries, uniform retirement and pension rules and other conditions of service and equitable opportunity for rising to the top of their respective cadres. 2/ The Services (Grades, Pay and Allowances) Order was issued on December 1977. It provided for 21 grades and scales of pay (Annex 2). The Order created tension among various groups because it produced anomalies at different levels, but modifications were made to overcome these. The basic framework has remained in place until today.

2.10 The Senior Policy Pool was created in 1979. It comprises the top levels of the administrative hierarchy and is supposed to operate as a top flight "think tank" and provide executive leadership. The Pool is also supposed to serve as a tool to equalize the status of officers from the CSP and EPCS since all senior officers of the rank of Deputy Secretary and above are eligible for the Pool. The Policy Pool provides that any officer with 10 years of Class I service will be eligible for any test which the Public Service Commission would furnish for entry into the Pool. As of March 1982, there were about 685 officers in the Pool of which 40 were military officers. The Pool purportedly stands for free and open representation for all the services in key positions in the Secretariat, and to that extent it represents a forward-looking step.

1/ SFYP, para 18.142.

2/ Report of the Pay and Service Commission. Part I; The Services, GOB, Dhaka, 1977.

2.11 The Bangladesh Civil Service (BCS) as a unified career service was created in September 1980. The BCS has fourteen cadres and some cadres have two or more sub-cadres (Annex 3). The new service refers only to Class I officers and was established to replace the former unstructured and confusing system created at independence through an amalgamation of former CSP and EPCS. All new recruits to the BCS are selected through competitive examinations. They are eligible for appointment to the posts of Deputy Secretary, Joint Secretary, Additional Secretary, and Secretary after 10, 15, 18 and 20 years of service respectively. Before such appointments, however, they have to undergo departmental examinations and other tests. There is no reservation of any post for any cadre under the system. The age limit at the entry level is fixed at 21 to 27 years and retirement at 57 years. 1/

2.12 Administrative Reorganization. In the latter part of 1982, the Government made significant changes in the organization of government and the deployment of its staff. It completed the reorganization of the Secretariat by reducing the number of Ministries from 44 to 19 and cutting staff from 9,440 to 6,118. The Government is also proceeding with the reorganization of the 179 Attached Departments and Autonomous Bodies. Surplus staff are now being retrained and posted to the Thana level of administration. In addition to the obvious economies generated by these changes, the Government is hopeful that this streamlining will increase the efficiency of its operations. A central aspect of this strategy is the strengthening of Thana administration, or "bringing government closer to the village." Under this policy, the administration of each Thana would have 258 officers and staff who would be under the control of the elected chairman of the Thana Parishad and be responsible for the implementation of Thana development schemes. 2/

2.13 Training. The Government has developed a plan for improving public administration and management training at all levels. It has developed a consortium under a unified management, for the four civil service training institutions and relocated them from their scattered facilities around Dhaka to the Public Administration Training Center (PATC) at Savar and four regional centers located at Dhaka, Chittagong, Khulna and Rajshahi. The plan which initially called only for a sharing of common facilities was approved by the Economic Committee of the National Economic Council (ECNEC) in March 1981. Since then, the momentum towards the total integration of faculty, staff and programs has increased, and the final definition of this integration was reached in November 1982. Construction of the physical facilities at Savar started in early 1982 and is now well advanced. Construction of three

1/ Bangladesh Civil Service Recruitment Rules 1981, Cabinet Secretariat, Establishment Division, Dhaka, January 1, 1981.

2/ Resolution on Reorganization of Thana Administration, CMLA Secretariat, Dhaka, October 1982.

regional centers at Khulna, Rajshahi and Chittagong is also advanced. The Dhaka regional center will occupy the former COTA facilities in Dhaka. In addition to the organization of the PATC, the Government has moved ahead with developing a training policy. It has made training for all civil servants compulsory [para 2.08 (a)] and has issued orders that promotion of officers will be linked to the successful completion of specified training programs. 1/ A National Training Council (NTC) has also been formally established and charged to: (a) formulate and review the National Training Policy; (b) issue guidelines regarding new priorities in training matters; (c) review performances and achievements of training; and (d) examine the effectiveness of training in terms of linkages with the education system, personnel administration and economic development. Finally, the Training and Career Planning Cell (TCPC) has been created in the Establishment Division to serve as the Secretariat to the NTC. The Appointments, Promotions and Deputation Wing (APDW) will undertake the development of a new personnel management system where recruitment, placement, performance evaluation and promotion would be coordinated.

2.14 Financial Management. In order to improve its capacity to implement projects, the Government in 1976/77 gave project managers much greater functional autonomy and the complex procedures for the allocation of funds were simplified. 2/ To upgrade the performance of the public sector corporations, the Government has undertaken, with IDA assistance, the expansion and upgrading of the quality of instruction at the Institute of Business Administration (IBA), the Bangladesh Management Development Center (BMDC) and the Faculties of Commerce of the Universities of Dhaka, Chittagong and Rajshahi. More recently (April 1982), the Government decided that the role of the private sector would be increased, and the operations of the public sector corporations curtailed. To assist the private sector, a program for the further development of extension services provided by the Investment Advisory Center and the BMDC has been prepared. As a means of addressing the problems of auditing and accounting, the Government established a separate directorate to service only foreign-aided projects, and to give accounting services to project agencies. The Audit and Accounting Training Academy is also being

1/ Bangladesh Civil Service Recruitment Rules, Para 1.17.

2/ (a) Procedures for release of funds to Autonomous and Semi-Autonomous Agencies for: Execution of Development Projects, Finance Division, Ministry of Finance, February 1976;
(b) Creation of New Posts and Retention of Temporary Posts against Development Projects, Finance Division, Ministry of Finance, 1976; and
(c) Modification of the Financial Advisers Scheme along with Delegation of Financial Powers, Expenditure Control Division, Ministry of Finance, March 1977.

strengthened in order to improve and update the methods, techniques, and practices used in this area. An Accounting Manual based on guidelines given by IDA has also been prepared. Lastly, in the area of budgeting, particularly as it relates to the ADP process (para 2.07), government has begun an extensive dialogue with IDA, and at the same time taken several steps to streamline the process. It has expanded the scope and functions of the Resource Committee by establishing a Secretariat. This is expected to improve resource planning and monitoring. A system has also been devised to generate information on a regular basis, on sectoral expenditures and also expenditures on important projects or programs. In development budgeting, a new system has been instituted, including a core development budget which would not only meet the problem of uncertain resource availability, but also provide for careful programming of development outlays and implementation efficiency. Two other important aspects of the new system are that: (a) as a general rule, no project would be included in the ADP unless at least, the Project Proforma (PP) has been reviewed by the Planning Commission at the time of ADP finalization; and (b) financial authority of a greater magnitude, has been delegated to project Directors so that they no longer require reference to any other authority for creation of posts, purchase of stationery and equipment for approved projects. Finally, GOB decided to provide specialized training to officials of the Planning Commission and the planning cells of various ministries and agencies, at the newly established Training Academy for Planning and Development. Courses would focus on project formulation, project appraisal, programming, implementation, and monitoring and evaluation.

Bank Role and Sector Lending Strategy

2.15 Against this background of problems (para 2.02-2.07) and policy responses (2.09-2.14), the need to strengthen public administration is obvious and urgent. The Government's demonstrated willingness to face these issues and to seek feasible remedies implies that IDA should continue to work with, and support financially where necessary, efforts in the right direction. In this context a number of actions are possible and necessary. First, the structural constraints which impede effective management should be removed. In other words, decisions would have to be made to undertake fundamental, organizational, administrative and functional changes in the civil service system. These decisions are politically difficult but some progress has already been made (paras 2.10-2.13), and they warrant support. The most recent decision to consolidate 44 Ministries into 19, reorganize the attached Departments and Directorates, declare staff surplus, strengthen the lowest level of administration (Thana), and the statements of the new leadership on

administrative reform, are steps in the right direction and a clear indication that Government is serious about increasing administrative efficiency. 1/ Second, a program of strengthening the civil service through the recruitment, placement and promotion of suitably qualified and trained personnel should be undertaken. This means that a personnel management system capable of such tasks must be developed. Third, programs of training which are more practical and tied to job-related competencies must be implemented at the public administration training institutions. Fourth, a program of management training more directly related to public sector corporations, autonomous agencies and the private sector is fully warranted. Fifth and finally, a program to refine the organization, procedures, and methods of administration is essential. This five point strategy should logically be an integrated program to encompass new recruits as well as middle-level and senior managers in the Ministries, Attached Departments, Autonomous Bodies and Public Sector Corporations.

2.16 Previous Bank Group Assistance to Management Training. The Bank has consistently maintained in its dialogue with GOB that effective programs for removing the management deficiencies and constraints were a sine qua non for enhancing Bangladesh's capability to implement and manage its development programs. The IBRD Education and Training Sector Memorandum (Report 2037a-BD), among others, reviewed in considerable detail the dimensions of management constraints and concluded that despite the complexities surrounding the problem, the basic ingredients for promoting effective management improvement programs did exist in the country. Notwithstanding the above, past IDA assistance in regard to management development has been rather limited given the fact that management development issues are complex, constraints are deep rooted and long-term resolution of the problems call for comprehensive efforts. To date five IDA credits totalling about US\$ 105.8 million 2/ have been made to the Education and Training Sector in Bangladesh. Except for Credit 912-BD (which provides technical assistance for training 1,500 first-line supervisors in vocational and some managerial skill, development of in-plant training, and overseas training of sector corporations training officers), none of the first four projects were aimed at the

1/ See Lt. General Ershad's speech of March 24 on assuming power as Chief Martial Law Administrator and Mr. A.M.A. Muhith's (Adviser to the Chief Martial Law Administrator in charge of the Ministry of Finance and Planning) speech to the Paris Aid Group on April 20, 1982.

2/ Agriculture and Technical Education (407-BD, US\$ 21.0 million)
Agriculture and Rural Training (621-BD, US\$ 12.0 million)
Vocational Training (912-BD, US\$ 25.0 million)
Primary Education (1054-BD, US\$ 40.0 million)
Business Management Education and Training (US\$ 7.8 million)

overall development of management education and training programs in Bangladesh. However, IDA has financed various studies by consultants, designed to assist managers in improving organizational arrangements and procedures for their agencies. Some middle level managers have also received training under various IDA-assisted projects. For example, project managers of IDA supported agriculture projects are receiving management training under the Agricultural Management Development Program (AMDP) component of credit 621-BD. Under Credit 1065-BD, technical assistance including overseas training for local officers, was provided to improve sub-project review and refinance capabilities of the Bangladesh Bank, as well as appraisal and supervision capabilities of credit institutions financing small scale industries. Training of mid-level managers in various public sector enterprises is being financed under the Jute and Fertilizer Rehabilitation Projects (Credits 1023-BD and 1032-BD, respectively). Most of these interventions were somewhat ad hoc assistance to various industrial sector operations designed to assist them overcome some of their immediate management constraints, particularly as they related to the implementation of the respective IDA projects, but did not address the larger institutional and organizational problems of public administration and the management of the development process. More recently, IDA has (a) financed the services of a consultant to carry out a training needs survey, as a preamble to the government's preparation of a training plan and policy; (b) supervised and managed the preparation study for the proposed project which was undertaken by the IPA and Bangladesh consultants (para 2.20); and (c) supported business management education and training under a recently approved project. ^{1/} The recently approved business management training project represents a major effort by IDA to assist in expanding and improving the quality of business management training in Bangladesh. It will focus mainly on the needs of the public sector corporations, and its objectives are complementary to those of the proposed project.

2.17 Implementation of On-going Education Sector Projects. Performance in implementation has been generally marked by delays especially with the first project. Since then, however, the situation has improved steadily, despite the fact that subsequent projects have generally become more complex in design and objectives. The following summary of progress of each project describes the experiences and measures taken to overcome problems. The First Education Project (Credit 407-BD) was completed two and one-half years behind schedule. The main factors causing delays were (a) difficulties in renegotiating pre-war contracts for professional services, (b) shortages of building materials, (c) frequent changes in project management, and (d) shortage of local funds. Preliminary indications are that BAU has now become the main source of trained higher level agricultural manpower in the country.

^{1/} Bangladesh: Business Management Education and Training Project, Report No. 3783-BD, December 29, 1982.

The introduction of new programs designed to improve the practical skills of students and to increase their involvement in extension and research, has made the university's program more relevant. Experts recruited under the Second Education Project, will further assist BAU define its role in training, research and extension. The Second Education Project (Credit 621-BD) is due for completion in June 1983, after a one and half year extension. The project has suffered, to a lesser extent, from those problems encountered under the first project. The physical aspects of development have proceeded relatively satisfactorily, with most buildings and facilities having been completed without undue delay. The overall coordination of the project, a responsibility of the National Committee for Rural Training (NCRT), has, however, been weak. As a consequence of the AMDP training (para 2.15), this has improved considerably. However, although the output of the Agricultural Training Institutes (ATIs) has been achieved, the quality of training so far is less than satisfactory.

2.18 Under the Third Education Project (Credit 921-BD) in order to strengthen implementation capacity and to avoid repetition of earlier delays, special arrangements were made which included (a) approval of the PP, and signing of the Technical Assistance Contract as conditions of credit effectiveness, (b) establishing a revolving fund to avoid delays caused by taka shortages, (c) hiring a Project Manager with wide experience in project management/implementation, (d) training of PIU staff, (e) hiring a local consultant to design a project accounting system which would integrate IDA and GOB's financial requirements, and (f) appointing local counterparts to expatriate consultants as a condition of disbursement. There is every indication that the above measures have alleviated problems experienced under the first two projects, but not completely overcome them. The internal weakness of the sponsoring Directorate has made it difficult for the PIU to operate fully and independently. The device of a revolving fund has also not worked as well as envisaged, and delays still occur which affect implementation. In the Fourth Education Project (Credit 1054-BD), further attempts have been made to strengthen administrative arrangements and implementation capacity. Special efforts have been made to see that the central PIU is adequately staffed in all functional areas, and that seven smaller Regional Project Units were established at the local level. All project staff underwent a training program during the first year of the project to familiarize them with project concepts and objectives. Progress has been steady since it was declared effective in December 1980. Actions taken to ensure efficient implementation under the Fifth Project relate more to the level of preparation before credit effectiveness, and are expected to overcome the problems encountered in the Third Project. It is still too early, however, to assess fully their effectiveness. These experiences have been taken into consideration in designing the implementation organization necessary to carry out the proposed project successfully.

2.19 In addition to project activities, the Bank has completed two sector studies in education and training: The Education and Training Sector

Memoranda of July 1979 (Report No. 2037-BD) and August 1981 (Report No. 3548-BD). IDA has also assisted the Government in preparing a Medium-Term Education Plan (MTEP) in order to facilitate the implementation of a core of high priority education and training projects in the Second Five Year Plan (1980-85).

External Financing of Public Administration and Management Training

2.20 The UNDP has recognized the critical nature and importance of public administration and management training in Bangladesh and has helped strengthen existing programs and develop new ones. It has so far committed US\$ 3,615,867 to the sector. A UNDP/ILO project called "Assistance to the National Management Development Program (BGD/74/011, March 1977 - March 1981)" provided assistance to the BMDC to upgrade its training programs, staff and facilities at a total project cost of about US\$ 2.0 million. It has financed (US\$ 888,498) the services of experts and consultants from training institutions in the Asia and Pacific region, fellowships and study tours to the same institutions, as well as training equipment for the institutions in Bangladesh, particularly NIPA. It has also financed (US\$ 250,000) the pre-investment study undertaken by the Institute of Public Administration (IPA) and Bangladesh consultants to prepare the proposed project. Finally, UNDP has embarked on a program of supporting the development of planning cells in various ministries. To date it has financed (US\$ 477,369) a cell in the Ministry of Petroleum and Natural Resources and agreed in principle to a Technical Assistance Coordination Cell in the External Resources Division of the Ministry of Finance. Proposals are being considered for the Ministry of Local Government and Rural Development, Ports and Shipping, Water and Flood Control, and Power. The UNDP is also considering assistance to the Customs Administration for the streamlining of customs procedures. The Ford Foundation financed the establishment of IBA and allocated US\$ 50,000 to COTA for the development of its research cell.

III. THE PROJECT

Project Formulation

3.01 In September 1977, an IDA mission visited Bangladesh to review the Education and Training sector and identified public administration and management training as priority areas for IDA assistance. However, a number of preliminary activities were required of the Government before IDA participation could be confirmed. These were: (a) the preparation of an overall civil service training plan which would include a detailed statement of government training policy; and (b) clarification of the roles of existing training institutions. While the Government was able to complete the latter requirement rather quickly, the major activity of preparing a training plan and policy remained outstanding until 1980 (para 2.13). In the interim

period, IDA financed the services of a foreign consultant to conduct a Training Needs Survey which served as the basis for the Training Plan. As a follow-up to the completion of this survey, IDA staff pointed out to the Government and it agreed, that training alone could not overcome all of the problems affecting the efficiency and effectiveness of public administration. With this consensus, the Government agreed to investigate the need for, and the means and costs of improving public administration training and management standards and procedures. In February 1980, the IPA was selected to undertake the study, and their activities were financed by UNDP (para 2.20). The final report "Pre-investment Study of Public Administration Training and Management Improvement in Bangladesh" was issued in June 1981. The major recommendations were accepted by the Government. Three specific areas of the Government's strategy (para 2.08) were earmarked as appropriate for assistance under a public administration project, and these were: (a) managerial and general administrative training; (b) personnel management; and (c) organization and management services. In September 1981 and February 1982, IDA teams conducted preparation/pre-appraisal and appraisal missions. The proposed project is the result, and it focusses on developing institutional capabilities in the three areas earmarked for external assistance by the Government.

Project Objectives and Scope

3.02 The proposed project is the second IDA intervention in support of management/administrative training, and is designed to assist the Government in increasing the efficiency of the public service through improved and expanded management/administrative training, upgraded personnel management and better organization and management services. The broad goals of the project are to support the strategy to increase the efficiency of public administration (paras 2.08, 2.15) and to support the Government's continuing effort to reform the civil service and the administrative environment in which it works. Since project components would address only three specific areas (para 3.01), the project objectives would be limited to:

- (a) Improving managerial and general administrative training by
 - i) supporting the program to increase the enrollment capacity of the PATC; and
 - ii) upgrading the quality of training imparted at the PATC.
- (b) Strengthening the Establishment Division by
 - i) developing and instituting a modernized Personnel Management Information System (PMIS); and
 - ii) establishing a Management Services Wing (MSW).

3.03 To achieve these objectives, the proposed project would assist the government to: (a) expand the physical capacity of the PATC through the construction and equipping of teaching facilities, library, administrative buildings and a dormitory; (b) improve the quality of training at PATC through providing fellowships and special training courses to upgrade the teaching staff, increasing the relevance of curricula to training needs with the assistance of experts, developing a program of research and case studies and upgrading equipment and training materials; (c) enhance the present system of personnel administration through the introduction of a modern Personnel Management Information System with the assistance of experts and reinforced by staff training and additional equipment and salary support for incremental staff; (d) strengthen administrative systems and procedures through the financing of experts, staff training, equipment and incremental salaries to enhance the scope of the O&M Wing; and (e) upgrade project management capability in the Establishment Division through provision of staff training, equipment and incremental staff salaries for the PIW.

Project Strategy

3.04 Project assistance would be geared primarily towards improving the quality of existing programs and to creating an institutional infrastructure, including development of a pool of qualified and professionally trained public administration teachers, researchers, trainers and consultants, who would be able to develop the country's immediate and long-term need for a cadre of professionally trained public administrators. Nearly 60% of the investment would be for staff development, curriculum changes, textbooks, research and overall pedagogical improvements. Less than 25% of the investment would be for the expansion of physical facilities. Any real attempt to improve the quality of public administration education and training must begin with the rigorous and high quality advanced training of the faculty in relevant courses and in appropriate institutions. This pool of trained manpower would then provide the core of a program to raise overall training standards. The PATC faculty, drawn largely from the civil service, has not been very strong, and this explains the relative weakness of these institutions and their programs in the past. The development of a core of highly qualified faculty is central to the strategy of qualitative improvement in the institutions, but is not sufficient to ensure the desired improvements in the teaching environment. This can only be improved with actions complementary to the raising of teacher's qualifications. To this end the project would support: (a) the development of modernized, practically-oriented curricula more relevant to development administration in Bangladesh; (b) better equipped teaching facilities through the provision of relevant equipment and teaching aids and upgraded libraries to support teaching and research; (c) expansion of research activities and case development to give faculty greater

insight into local administrative problems; and (d) closer links with national, district and local government.

3.05 Unless appropriate linkages between Government Ministries, Agencies, etc., and trainers are created, public administration training will continue to remain ineffective, and non-responsive to the needs of the administrative system. By assisting in the creation and institutionalization of a modernized Personnel Management Information System and a Management Services Wing, staffing, organizational and procedural issues which are an integral part of any strategy to improve public administration would be addressed. The close involvement of PATC staff in the development of the PMIS would ensure relevancy and an end-product which would facilitate promotion and placement of suitable staff and guarantee that the investment in training civil servants would not be lost. The overall strategy is further enhanced by creating in government the capacity to analyze, review and change if necessary, its organizational structures and operating procedures with the ultimate goal of developing a competently staffed, and effective public administration system.

Project Components

A. Improving Managerial and General Administrative Training

3.06 Public Administration Training Center (PATC)(Proposed outlay US\$ 8.75 million). 1/ With the development of a comprehensive national administration and management training policy which calls for the introduction of compulsory professional training of all public servants [para 2.08 (a)], the PATC is designed to undertake a coordinated and integrated training program within the framework of this policy. The PATC, as an autonomous organization, is to be headed by a Board of Governors, with a Rector as the chief operating officer. The institution is organized around five major departments: Public Administration and Management; Economics, Program and Studies [including Staff Training and Training of Trainers (TOT)]; Research and Consultancy, and General Administration. Each Department is headed by a Member, Directing Staff (MDS) with the rank of Joint Secretary or above. The PATC conducts: (a) pre-service induction training for all BCS cadres; (b) administration and management courses for officers at all levels; (c) refresher courses on administrative and management principles and techniques for top executives, including courses on the project development process in consultation with the Economic Development Institute (EDI) of the World Bank; (d) courses to augment the proficiency and skills of the Class II and Class III staff; (e) research in all related aspects of public administration, develops and publishes teaching and reference material drawn from administrative experiences

1/ This and subsequent statements of proposed outlays are baseline estimates.

in Bangladesh and elsewhere with the view of conducting training with reference to Bangladesh requirements, (f) consultancy and reference services to the Government on different aspects of administration and management as and when required; and (g) specialized courses, seminars, syndicates, and conferences on all areas of public administration and management.

3.07 The new PATC facilities would increase training capacity from the present level of 2,750 to around 5,000 per year. The proposed project would assist in the capacity expansion program by financing the construction, furniture and equipment for a 85,000 volume (150 reader) library and training materials production center, a multi-purpose hall with a seating capacity of 500, with two lecture rooms of about 100 person capacity, a third wing to the Central Administration Block and a 50 room hostel for senior level officers, and additional classrooms, library and one 120 place capacity multipurpose hall at the RPATCs in Rajshahi, Khulna and Chittagong. It would provide furniture and equipment for the classrooms/ syndicate rooms and the Central Administration Block at PATC, Savar and RPATC at Dhaka. The project would also finance a self-contained teaching computer to assist in the analysis of data which will be generated by the PMIS (para 3.12). This computer would be compatible with the PMIS Computer (para 3.13) to the extent that it could directly work with PMIS storage disks and software. The Government is financing the remaining administrative, teaching, residential and common facilities which are already under construction (para 2.13). During appraisal, the mission reviewed the master layout plan of the PATC campus, the preliminary designs of the buildings and master lists of equipment and books to be financed under the credit. The mission found them satisfactory, but requested some changes in the design of the multipurpose hall at Savar. Revised designs for the multipurpose hall were submitted to IDA for review prior to credit negotiations. The Government also prepared a revised Project Proforma (PP) prior to negotiations. The approval of the revised PP is a condition of credit effectiveness.

3.08 In addition to capacity expansion, the proposed project would assist in upgrading the quality of training at PATC. Quality improvements would be facilitated through improved library facilities and training materials, curriculum upgrading, the research program to be undertaken by the PATC, but mainly by the staff development program designed to produce more capable trainers. Staff development would be the result of two programs. The first is a locally-oriented Training of Trainers program which would be organized at PATC. It would be designed to train 120 trainers per year for a total of 700 trainers over the project period. This would cover all of the trainers in PATC and about 61% of the trainers in the civil service training network. The program would emphasize training techniques and methodology, and would at the same time develop training modules and films for use in civil service training programs. The project would finance technical assistance (local and expatriate), honoraria, stipends, and the cost of training materials to support this program.

3.09 The second program involves overseas training. The project would provide about 339 man-months of fellowships in order to upgrade the permanent teaching staff of the PATC by allowing them to pursue advanced training in specialized areas of Public Administration, Economics, Rural Development, Personnel Administration and Business Education (Annex 5). Another 27 man-months of fellowships would be financed for short-term structured courses in a number of administration, management, and training areas such as the training of senior executives, training techniques, organizational development, psychological testing, consulting techniques and learning measurement. Because of the problems of attracting suitable staff to the training area (para 2.06), during project preparation, the Government was asked to develop ways and means of upgrading the quality and type of instructor staff going to the PATC. The Government has now completed a plan which addresses this issue. The plan which is linked to the autonomous status of the PATC, details the recruitment rules for instructors (direct recruitment vs deputations), qualifications, experience, monetary (instructional allowances) and non-monetary incentives, and links to career progression in the BCS. This plan was reviewed by the appraisal mission and assessed as appropriate in the Bangladesh context. Because the investment in overseas fellowships is relatively expensive (US\$ 1,500 per man-month), and the return of trainees to the PATC important to the success of the project, the appraisal mission reviewed the Government's bonding program and was assured that it would be effective in ensuring the return of trainees to service in the training institutions.

3.10 Both the "Training of Trainers" and overseas fellowship programs would be linked to the provision of technical assistance for curriculum and program development (48 man-months). Expatriate experts would serve as visiting professors and at the same time, undertake curriculum and program development activities when the Bangladeshi instructors depart on their fellowships. Simultaneous with their teaching, and as a part of their operational assignment, the visiting professors would prepare Bangladesh specific materials for the specialized short courses to be developed for the other instructors and Establishment Division staff. Because the curriculum for supervisory training is outdated, it is envisaged that on-the-job training techniques would be a central feature of the new curriculum and training program for Class II officers. This type of training is expected to increase once staff return to their departments. The PATC's TOT and Staff Training Department and MSW staff will work with the training officers in Government Ministries/Departments to organize in-house training programs. In the Ministries where the MSW will undertake its "methods" work, this would be closely coordinated with supervisory level training (para 3.14). Expert assistance would be required to develop this program. The project would finance 24 man-months of technical assistance in the areas of supervisory skills, report writing and administrative communications. Because of the linkages between these various types of technical assistance, the Government was asked to identify a cooperating agency (anchor institution) prior to negotiations. This agency/firm/university consortium would provide the visiting experts/professors and also place and supervise the Bangladeshi instructors

in suitable training institutions abroad. The signing of a contract on terms and conditions acceptable to IDA is a condition of credit effectiveness.

3.11 A studies and case development program (250 man-months) would be coordinated by the Research and Consultancy Department of the PATC. As a priority, research and case studies would include topics of relevance to the Establishment Division in its role as the central personnel agency of the Government, and in particular, the development of the PMIS. Studies and case development would be undertaken by the teaching faculty focussing on the administrative and management problems which affect national, district and local government administration and institutions. Studies would also focus on improving training design, preparation of relevant training materials, evaluation of training and establishing linkages between the training undertaken and the organization, management and procedural improvements carried out by the MSW in line Ministries under the project (para 3.15). During appraisal, the mission discussed with the PATC staff, some broad areas/topics for faculty research, studies and case development to be conducted under the project. During negotiations, the Government provided an assurance that the Research and Consultancy Department would prepare a comprehensive faculty studies and case development program covering the five-year project implementation period, and would submit it to IDA for review and comment by September 30, 1983.

B. Strengthening the Establishment Division (Proposed Outlay US\$ 1.14 million)

3.12 Personnel Management Information System (PMIS) The new PMIS would consist of job descriptions, job analysis, performance appraisals, upgraded individual officer files, a personnel manual of rules and regulations, and computer facilities to speed the analysis and recovery of the data generated by the other elements of the system. Job descriptions would be prepared for positions held by Class I officers and would describe in detail the functions to be performed in each position. At the same time, job analysis would provide an understanding of the experience, skills and knowledge needed to perform each job. Performance appraisal would be developed in order to institute a method of assessing performance against agreed work programs and job descriptions. Personnel files would be upgraded to include information on performance, training, education, as well as wage and benefit data. The Personnel Manual would rationalize and codify the scattered elements of personnel rules and regulations. The PMIS would be managed by the Appointments, Promotions and Deputation Wing (APDW) in the Establishment Division. The only PMIS activity which would not be directly under the APDW would be the production and maintenance of the Personnel Manual which would remain with the O&M Wing. The bringing together of information collection, storage and analysis capabilities in a single unit will assure the necessary system integration. The PATC Research and Consultancy, and Public Administration and Management Departments (para 3.06) would be major users of the system

output and provide the Government with necessary studies of manpower development.

3.13 The proposed project would support the establishment of the PMIS, by financing 12 man-months of expatriate and 48 man-months of local technical assistance, staff training in the form of 21 man-months of regional and international fellowships and in-country seminars/workshops, salary support for the incremental staff required for system development, and a small self-contained computer (128 KB memory, diskette magazine drive and 257 MB Disk). The Training and Career Planning Cell (TCPC) which acts as the Secretariat of the NTC and the manager of training institutions (para 2.13) would also be assisted under the project. The project would strengthen its management functions by financing the training of staff (24 man-months) in career development, including salary administration, and the management and evaluation of training. During appraisal, the uses of the PMIS were discussed with all the relevant agencies and their concurrence obtained. During negotiations, however, the Government provided assurances that: the job analysis and job descriptions developed as part of the PMIS would be utilized by training institutions in curriculum development and the preparation of annual training plans; by the Ministry of Finance in salary administration, and by selected Ministries in the preparation of their staffing plans. The Government also provided an assurance that the performance appraisal system would be utilized by the Establishment Division, the Superior Selection Board, and the Council Committee on Promotions in making placements and promotions.

3.14 The Management Services Wing (MSW) Establishing the MSW would be achieved by enlarging the scope of work of the O&M Wing of the Establishment Division. The new MSW would focus on both improving office systems and procedures and organizational development. These would be the on-going central functions of the Wing, and during the project period, selected Ministries would be the subject of these analyses. Work would be aimed, initially, at office systems such as records management, filing, copying, common services, and the procedural rules which govern these matters. This would result in a complete review and simplification of the Secretariat Instructions 1/ which contain the rules governing office procedures. The MSW would also work closely with the staff of the TOT and Staff Training Department of PATC because methods improvements would be central to the curriculum and training program of the supervisory staff (para 3.10). In addition to this 'methods' work, the Wing would also perform a more sophisticated service of organization development aimed at those procedures, rules and regulations which govern inter and intra agency information flow and decision making and

1/ Secretariat Instructions, Cabinet Secretariat.

would be reflected in appropriate sections of the Rules of Business.^{1/} In this case, MSW staff, working with data generated by the PMIS, would assist Ministries in the development of more appropriate organizational patterns and simpler coordination procedures. It would also reduce the demand for decision making at the higher levels (para 2.03) by instituting management control mechanisms such as management by objectives (MBO) and management by exception (MBE). This would allow certain classes of decisions to be made at points closer to actual project implementation and would allow the Government to reformulate its rules governing the devolution of powers as contained in Schedule I of the Rules of Business and in more detailed Office Orders of the individual ministries. It is further expected that with the information of the PMIS, the MSW in cooperation with PATC consultants, would be able to advise Ministries on their staffing patterns, particularly at the lower levels where overstaffing is prevalent (para 2.04).

3.15 The proposed project would support the establishment of this Wing, by financing 60 man-months (30 expatriate, 30 local) of technical assistance, 48 man-months of fellowships, staff training (in-country seminars/workshops), equipment and incremental staff salary support. The technical assistance would comprise expatriate and local experts in organizational development for three years who would work together to provide: (a) on-the-job training of MSW staff to supplement their experience and education; (b) assistance in the analyses of selected Ministries; and (c) assistance in defining the type of new system that would make offices more efficient and effective. Local consultants would be of particular importance to the success of this component, as they would provide an intimate understanding of the cultural and political issues which may not be apparent to expatriates. Because the technical assistance for the PMIS and MSW complement each other, the Government was asked to identify a suitable agency/firm which would provide the appropriate technical assistance. The signing of technical assistance contract on terms and conditions acceptable to IDA is a condition of credit effectiveness. The Government has prepared draft PPs for both the PMIS and MSW, and their approval by ECNEC is a condition of credit effectiveness.

Project Management/Administration (Proposed Outlay US\$ 0.45 million)

3.16 Project Management. The proposed project would be managed by a Project Implementation Unit (PIU) in the Establishment Division. The PIU has already been substantially established by expanding the existing project office which was set up originally to implement the PATC building program. The office is headed by an Additional Secretary who reports directly to the Secretary, Establishment Division. He would be assisted by two Deputy Directors. One Deputy Director would be responsible for the management and supervision of

^{1/} Rules of Business, 1975, Cabinet Division, Cabinet Secretariat, Dhaka, 1975.

the inputs to the training institutions including the coordination of fellowship and in-country training programs and the PMIS and MSW components, and the other for the management and supervision of the evaluation program. The PIU would be further staffed with an evaluation officer a procurement officer to manage the equipment procurement process, and a project accountant. Implementation of PATC civil works would be carried out by the Public Works Department (PWD) which is responsible for the administration of all aspects of civil works including the awarding of contracts and on-site supervision. The PWD has retained the firm of Engineering Consultants and Associates LTD of Dhaka for the designs and top supervision. An executive engineer of PWD is in charge of the overall civilworks program. In the interest of the project, it was agreed during appraisal that (a) the construction of buildings to be financed under the Credit would be carried out under an integrated contract for all aspects of construction including electrical and plumbing works or at most by one contractor for each building, and (b) the involvement of consultant Engineers and Architects during construction would be increased to ensure at least one full-time staff of the firm on the site. Implementation of civil works in the RPATCs will be carried out by the regional offices of the PWD. During the negotiations, the Government agreed to establish the PIU with the appropriate staff and responsibilities by September 30, 1983.

3.17 Because the project includes a number of institutions and organizations and is centered on the complex issue of institutional development, during appraisal, the Government agreed to prepare a Project Administrative Plan. This specialized form of project administration would allow the rapid achievement of project goals by coordinating the activities of the various agencies and contractors. The plan would be developed by instituting the following elements: (a) attaching the PIU to the Office of Secretary, Establishment Division to ensure sufficient prestige and authority. This has already been implemented (para 3.16); (b) carefully outlining the Terms of Reference and decision-making authority of the managers of the various administrative units of PATC, and the line Departments (Wings) in the Establishment Division in order to avoid unnecessary reference to higher authority for decisions. This has also been partially implemented with the reorganization of the Establishment Division (para 2.12) and the full integration of training institutions into the PATC (para 2.13); and (c) listing in greater detail than usual, the contributions and time table expected of each of the many organizational units of the Establishment Division, the PATC, and other Ministries/Agencies. This highly detailed rolling five-year Project Administrative Plan will require lengthy discussions with key administrators so that appropriate manpower and budgetary allocations can be made. During appraisal, it was agreed that the Plan would be developed by the PIU staff, line administrators and the Chief Technical Advisor of the Technical Assistance Agency/Firm. During negotiations, the Government provided an assurance that it would prepare this Plan and submit it to IDA for review by December 31, 1983. The project would assist project management by financing equipment (vehicles), incremental staff salaries, consumable materials, fellowship training (6 man-months) and local seminars.

3.18 Evaluation. The evaluation of project activities is essential to an understanding of the effectiveness of components in meeting project goals and objectives. For this purpose, the PIU would be staffed with two full-time officers. They would be specially trained and be assisted by local (30 man-months) and expatriate (27 man-months) consultants, financed under the project. Two types of evaluation would be undertaken; (a) summative or end-of-project evaluation; and (b) formative or process evaluation. Aspects of the project which would be studied in the summative evaluation include overall project implementation, institutionalization, training, and system efficiency as compared with non-project Departments/offices of the Bangladesh public service. Formative evaluation will provide continuous corrective information during all stages of project development, so that changes can be made without undue costs. This evaluation exercise has the potential to clearly demonstrate methods of instituting organizational change, cost containment (staff and procedure reductions) and a manageable personnel system for the public service. The analysis would be useful to the Government in setting its administrative priorities, and to IDA, in increasing its understanding of institution building processes. During negotiations, the Government provided an assurance that it would prepare a draft evaluation plan, and to submit it to IDA for review and comment by September 30, 1983. The Plan would clearly outline the data base, and the techniques of collection, measurement and analysis. The Government also provided an assurance that it would (a) establish and have operative by December 31, 1983, a monitoring and evaluation system satisfactory to the Association which would evaluate annually, the effectiveness and impact of the programs carried out under the project. The Government also gave an assurance that it would make available to the Association, for review and comment, annual evaluation reports of the system for the duration of the project.

Technical Assistance

3.19 The technical assistance to be provided under the proposed project would comprise 29.8 man-years of local expert assistance, 11.75 man-years of expatriate specialist services and 38.75 man-years of fellowships. The assistance would be allocated as follows:

- (a) 20.8 man-years of local experts to carry out the PATC studies and case development program, 6 man-years of expatriate assistance and 30.5 man-years of fellowships for the capacity expansion and quality improvement program at the PATC;
- (b) 6.5 man-years of local experts, 3.5 man-years of expatriate specialist services and 8 man-years of fellowships for the establishment of the PMIS and MSW in the Establishment Division; and

- (c) 2.5 man-years of local experts, 2.25 man-years of expatriate assistance, and 0.5 man-years of fellowships for project evaluation, management and civil-works implementation.

3.20 During negotiations the Government provided assurances that: (a) counterpart staff would be assigned prior to the arrival of expatriate assistance and the hiring of local experts, and in accordance with a timetable agreeable to IDA; (b) the terms of reference and criteria for the selection of all specialists would be agreeable to IDA; and (c) the fellowship program would be carried out in accordance with a training program acceptable to IDA.

IV. PROJECT COST AND FINANCING

A. Project Cost

Total Project Costs

4.01 The total cost of the project is estimated at Taka 360.27 million or US\$ 14.71 million equivalent. Detailed project costs by component and time are given in Annex 6. Costs breakdown by project component into local and foreign cost components is summarized in Table 4.1 below:

Table 4.1 Summary of Costs by Project Components

	Taka (million)			US\$ (million)			% of Foreign Exchange	% of Total Base Cost
	Local	Foreign	Total	Local	Foreign	Total		
A. <u>PATC</u>	58.07	84.04	142.11	2.37	3.43	5.80	59.1	56.1
B. <u>RPATC</u>	62.11	10.02	72.13	2.54	0.41	2.95	13.9	28.5
C. <u>Establishment Division</u>	11.59	16.33	27.92	0.47	0.67	1.14	58.5	11.0
D. <u>Project Management</u>	3.42	7.62	11.04	0.14	0.31	0.45	69.1	4.4
<u>TOTAL BASELINE COSTS</u>	<u>135.19</u>	<u>118.01</u>	<u>253.20</u>	<u>5.52</u>	<u>4.82</u>	<u>10.34</u>	<u>46.6</u>	<u>100.0</u>
<u>Contingencies</u>								
Unforeseen	13.52	11.80	25.32	0.55	0.48	1.03	46.6	10.0
Price Escalation	54.39	27.36	81.75	2.22	1.12	3.34	33.5	32.3
<u>TOTAL PROJECT COSTS</u>	<u>203.10</u>	<u>157.17</u>	<u>360.27</u>	<u>8.29</u>	<u>6.42</u>	<u>14.71</u>	<u>43.6</u>	<u>142.3</u>

Base Costs

4.02 Cost estimates excluding contingencies were based on appraisal estimates (March 1982) adjusted to December 1982 prices. Base costs were calculated on the following basis:

- (a) Construction Costs - on facilities of a similar nature recently completed in Bangladesh. The average cost per sq.ft. was estimated at about US\$ 17.0 (excluding site development and contingencies).
- (b) Equipment and Furniture - on preliminary lists prepared by the training institutions. Equipment items were based on c.i.f. and inland transportation costs.
- (c) Consumable Materials - on appropriate cost/trainee place (by type of training).
- (d) Architectural Design and Supervision Services - on acceptable national practice, about 9% of construction costs (5% for design and 4% for supervision).
- (e) Expatriate Specialist Services - on a man-month cost of about US\$10,000 including international and local travel, housing, and overhead costs of the technical assistance institution.
- (f) Local Specialist Services - on a man-month cost of about Tk 15,000 (US\$ 612) including local travel and other reimbursable expenditures.
- (g) Fellowships - on a man-month cost of about US\$ 1,500, for overseas training of varying duration. Average costs include travel, tuition fees, subsistence, book and other standard allowances.
- (h) Salaries - on GOB pay scales plus medical and housing allowances, where applicable (range Taka 400 to 2,250 per month).

Custom Duties and Taxes

4.03 All imported goods are subject to custom duties and taxes. In the cost estimates of the project, only civil works and furniture include a tax component and this is estimated at about US\$ 0.68 million. During negotiations, the Government provided assurances that it would provide funds to cover the taxes and duties imposed on items required for this project.

Contingency Allowances

4.04 Estimated project costs include physical contingencies (US\$ 1.03 million), estimated at 10% of base cost for unforeseen factors, and price contingencies (US\$ 3.34 million) to cover expected price escalation as shown in Table 4.2.

Table 4.2: Price Escalation Estimates

<u>Category</u>	<u>Annual Percentages of Price Increases</u>		
	<u>Year</u>	<u>Local</u>	<u>Foreign</u>
Civil works, building materials)	1982	20.0	8.0
equipment, consumable)	1983	15.0	8.0
training materials, and)	1984	13.0	7.5
furniture)	1985	12.0	7.0
	1986	11.0	6.0
	1987-88	10.0	6.0
Professional Services, Salaries)			
Experts/Consultants, Fellowships,)			
Studies, and Reports)	1982-88	9.0	8.0

Foreign Exchange Component

4.05 Based on detailed analysis of expenditures in similar projects in Bangladesh, the foreign exchange component has been estimated as follows: (a) civil works 35%; (b) furniture 45%; (c) equipment 90%; (d) books 90%; (e) professional services 0%; (f) fellowships 95%; (g) local experts 0%; (h) foreign experts 85%; (i) stipends salaries and honoraria 0%; (j) consumable training materials and miscellaneous operating costs 25%. The foreign exchange component, including contingencies, is estimated at US\$ 6.42 million, or about 43.6% of the total project cost.

B. Financing

Financing Plan

4.06 The total project cost of US\$ 14.71 million equivalent would be financed as follows:

- (a) a proposed IDA credit of US\$ 12.00 million equivalent would cover 85% of total project costs, net of taxes and duties (100% of the foreign exchange costs and 73.3% of net local costs).

(b) the Government would finance the remaining net costs of US\$ 2.03 million (14.5% of total net project costs), and all customs duties and taxes.

4.07 The financing plan and IDA credit allocations by category of expenditure is presented in Table 4.3:

Table 4.3: Project Financing Plan

	Govt. of Bangladesh	IDA	Total	% of IDA financing
	------(US\$ Million)-----			
1. Civil Works & Furniture	0.70 <u>a/</u>	2.80	3.50	80%
2. Equipment & Books	0.00	2.56	2.56	100%
3. Technical Assistance (foreign and local experts, fellowships, miscellaneous TA costs) and professional fees for designs and supervision of construction	0.00	3.15	3.15	100%
4. Training Allowances, honorarias, student stipends and incremental staff Salaries	1.66	2.02	3.68	55%
5. Consumable material and other operating costs	0.16 <u>b/</u>	0.63	0.79	80%
6. Unallocated	0.19	0.84	1.03	
<u>Total Project Cost</u>	<u>2.71</u>	<u>12.00</u>	<u>14.71</u>	

a/ Includes about US\$ 0.60 million taxes and duties.

b/ Includes about US\$ 0.08 million taxes and duties.

Recurrent Expenditures

4.08 To assist Government in setting up and operating the project institutions, IDA would finance recurrent incremental expenditures to cover: (a) salaries of additional teaching and support staff for the PATC; (b) salaries of additional staff and administrative costs of the APDW, TCPC and the MSW in the Establishment Division; and (c) student stipends, consumable training materials and operating costs during the project period from the estimated date of credit effectiveness (July 1, 1983) to December 1988.

Recurrent Cost Implications

4.09 The incremental recurrent costs (mainly salaries of additional staff, stipends and consumable training materials) generated by this project when fully operational would amount to Taka 13.1 million per annum in 1982 prices which is equivalent to less than 1% of the total recurrent expenditures of the Establishment Division in fiscal year 1981/82 (TK 1,900 million). ^{1/} These additional expenditures could be accommodated without undue financial difficulty to the Government.

Retroactive Financing.

4.10 The construction of the library and hostel at PATC Savar started in January 1983. The estimated expenditure for the civil works to be incurred during the period prior to credit signing is US\$ 100,000. The Government requested and IDA agreed to retroactively finance these costs.

Local Budget Requirements

4.11 Budget allocations would be made available to the project on an annual basis, in accordance with the Forecast of Expenditures and Disbursements shown in Annex 7. During negotiations, the Government gave an assurance that it would make the necessary funds available so as to ensure prompt project implementation during the life of the project, and proper operation and maintenance of the physical facilities for 25 years after the date of effectiveness of the project.

^{1/} Central Government Current Expenditure 1981-82, Ministry of Finance.

V. PROJECT IMPLEMENTATION, PROCUREMENT, DISBURSEMENTS AND AUDITING

A. Project Implementation

Project Management/Administration

5.01 The project would be implemented over a period of about five years, including three years of operation. General coordination and implementation of the various project activities would be the responsibility of the existing Project Implementation Unit in the Establishment Division which was created to implement the Public Administration Training Complex at Savar. The unit has demonstrated satisfactory performance in dealing with private architectural consultants and the Public Works Department (PWD) currently responsible for the on-going PATC construction. However, in order to expand its responsibilities to include software activities, it would be strengthened with additional staff (para 3.16). In order to streamline the implementation of the civil works, certain additional arrangements would be undertaken (para 3.16). To assist in effective and timely project execution, a detailed implementation schedule, acceptable to the Government, has been prepared (Annex 9). In addition, a Project Administrative Plan will be prepared by December 31, 1983 (para 3.17). These schedules would serve as the basis for monitoring project implementation and would be updated regularly by project staff.

Professional Services

5.02 Designs and bidding documents are being prepared and top supervision for the PATC is being carried out by a local firm (Engineering Consultants and Associates). Construction for the PATC is being managed by the PWD.

IDA Review and Approval

5.03 IDA would review and approve all master equipment and furniture lists, equipment specifications, fellowship programs, terms of reference of experts, site layout plans and preliminary designs for civil works, draft tender and contract documents, packaging of civil works/equipment contracts, and all related cost estimates.

Site Selection

5.04 The PATC Savar is being constructed on an area of about 54 acres which is more than adequate for the proposed campus. Acquisition of additional land for the extensions to the RPATCs has been completed.

B. Procurement

Local Competitive Bidding (LCB) (US\$ 3.61 Million) 1/

5.05 Civil Works, Building Materials and Furniture (US\$ 2.80 Million).

Past experience in Bangladesh has shown that contracts for civil works and furniture of this size do not attract foreign bidders because they cannot be consolidated into large packages. Therefore, contracts for civil works, building materials and furniture would be awarded on the basis of local competitive bidding following procedures which are satisfactory to the Association and do not exclude foreign bidders. Construction would be carried out under one integrated contract per building. Only prequalified contractors would be allowed to bid for civil works contracts under this project.

5.06 Equipment and Vehicles (US\$ 0.17 million). It is estimated that equipment, not exceeding in the aggregate US\$ 0.17 million (equivalent to about 20% of the estimated total cost of equipment), would be procured locally. Such purchases would be items locally available that cannot be grouped into contracts for ICB (below US\$ 100,000). Therefore, they would be procured locally in accordance with local competitive bidding procedures satisfactory to the Association.

5.07 Consumable Training Materials (US\$ 0.64 million). Most training materials would be procured locally following local competitive bidding procedures (about 80% of total) or by off-the-shelf shopping (as described in para 5.09).

International Competitive Bidding (ICB) (US\$ 1.23 million)

5.08 Equipment and Imported Furniture (US\$ 1.23 million). Contracts exceeding US\$ 100,000 equivalent for equipment and furniture would be awarded on the basis of international competitive bidding in accordance with Bank Group guidelines. Local manufacturers would receive a margin of preference in bid evaluation of 15% of the c.i.f. price of competing imports or the actual customs duty, whichever is lower.

Off-The-Shelf Shopping (Local and International) (US\$ 0.35 million)

5.09 Off-the-shelf items of building materials, furniture, equipment, and consumable training materials, not exceeding US\$ 50,000 equivalent for each contract and aggregating to a maximum of US\$ 0.35 million (equivalent to about 10% of the estimated total cost of equipment, vehicles and furniture,

1/ This and subsequent statements are estimates, including contingencies.

and 40% of the estimated cost of consumable training materials), could be purchased on the basis of a minimum of three competitive price quotations.

Direct Purchase (Local and International) (US\$ 1.91 million)

5.10 Books and instructional printed matter would be purchased directly from publishers or authorized distributors at the lowest possible prices on the basis of at least three competitive price quotations, if applicable.

IDA Review and Approval of Procurement Decisions

5.11 Prior approval of the Association would be required for the award of any civil works contract exceeding US\$ 200,000 equivalent and for contracts for the purchase of any equipment, books, furniture, building materials, and consumable training materials exceeding US\$ 100,000 equivalent. The PIU has been advised to forward bid evaluations and recommendations for contract awards, allowing sufficient time (at least one month) for the Association's review and approval. In addition, bid validity dates would be established to allow the PIU or the evaluating body involved, sufficient time to process bids received, prepare an evaluation and reach agreement on award recommendations.

C. Disbursements and Auditing

Disbursements

5.12 The proposed Credit of US\$ 12.00 million would finance 85% of total project costs, net of customs duties and taxes. The proceeds of the proposed IDA Credit would finance the various categories in the following manner:

(a) Civil works

80% of local expenditures;

(b) Equipment, materials (including building, instructional and consumable materials), furniture, vehicles and books

100% of foreign expenditures,
100% of local expenditures (ex-factory),
80% of other local expenditures (off-the-shelf purchases);

(c) Expert services for technical assistance; Professional services for architectural design and supervision; fellowships

100% of total expenditures; and

(d) Incremental staff salaries, training allowances, honoraria and student stipends

55% of local expenditures.

Documentation of Expenditures

5.13 With the exception of item (d) (para 5.12), all withdrawal applications will be supported by full documentation. Withdrawals against item (d) would be made against statement of expenditure (SOE) certified by the Project Director. Documentation in support of SOEs would not be submitted to the Association but would be retained by the PIU for review by IDA's supervision missions. In addition, this documentation would be subject to independent auditors report which would be submitted no more than six-months after the end of the Borrower's fiscal year in which the expenditures covered by the SOEs were paid. To the extent practical, withdrawal applications should be aggregated in amounts equivalent to US\$ 50,000 or more prior to submission to IDA for reimbursement.

Project Accounts and Audits

5.14 Project accounts would be recorded in accordance with sound accounting practices. During negotiations, the Government provided assurances that: (a) accounts and financial statements for each fiscal year would be prepared and audited by independent auditors acceptable to the Association; (b) certified copies of the audited accounts and financial statements, for each fiscal year, together with the auditor's report would be furnished to the Association as soon as available, but not later than nine months after the end of each fiscal year.

VI. BENEFITS AND RISKS

Benefits

6.01 The benefits of the three major components of the project; staff training, personnel management and management services, are substantial. In the area of training, the major benefit would be that 38% of class I officers and 17% of the supervisory and support staff would have received institutional training in different aspects of administrative/management training by project completion. Further, the institutional network for training civil servants in administration and management would have been well established, and equipped with better trained staff, improved curricula and relevant training materials. Most important, the linkage between training and career development would be institutionalized, and become an essential ingredient in the personnel system of the government.

6.02 The immediate benefit of creating the PMIS, is the provision to the Establishment Division of data processing capacity for the storage and retrieval of job analyses and job descriptions, training profiles of

officers, and wage and benefit information. The longer term benefit of the PMIS, however, would be the improved morale and productivity of civil servants, as the current 'hit or miss' placement, and seniority promotion systems are gradually replaced. The provision of a rationalized and codified personnel manual is also expected to reduce the time and manpower now utilized to oversee procedural compliance.

6.03 The development of the MSW is expected to lead to the increased speed and effectiveness with which decisions are made within the Secretariat/Ministries. This would be facilitated by the better flow and content of information which would result from the streamlining of administrative rules and procedures. Although the project is focussed initially on selected ministries, the benefits are expected to be government wide. As these techniques and procedures are implemented in other Ministries, they are likely to lead to the use of more effective management methods and a less fragmented organizational structure of Government.

6.04 The major benefit of the project, however, is that trained staff, PMIS and a management services capability in Government, are all essential building blocks which must be in place, if there is to be continued and substantive reform of the system particularly in the most difficult areas of organizational restructuring, and program and policy formulation and evaluation. Even if policy or social changes should slow the current government's concern for reform, these project components may not be threatened because of the deeply felt and universal need. Once the immediate benefits of the project components are witnessed, they will create a platform of accomplishment and information on which change can be built.

Risks

6.05 There are risks associated with each project component. The major risk to the training program to be developed as part of the project is the unavailability of suitably qualified and motivated instructor staff (para 2.06). The creation of the Training Pool, including an incentive package, clearer definition of the autonomy to be exercised by the training institutions in hiring staff, and the strict procedures for the selection of trainers for fellowships, are likely to overcome this risk.

6.06 The performance appraisal element of the PMIS constitutes the major risk to this component of the project. The performance appraisal system must be carefully constructed to fit the social and governmental realities of Bangladesh. The risk is that well meaning consultants may rush the process, or insist that the evaluation system to be developed, duplicate a successful western model. It must be noted, however, that even in western systems with a long tradition of merit promotions, the influence of friendship, patronage, 'old boys network' and seniority is extremely high. In Bangladesh, because of the traditions of close kinship ties, and personal networks of influence, it may also be difficult to design a performance evaluation system which

could prevent non-merit promotions. Unless the development of the system is properly managed, and its implementation undertaken after support is garnered from key groups, the performance appraisal system runs the risk of being simply an irritant and obstacle to the already apparent, but gradual, movement to a 'merit-cum-seniority promotion' system. The risk that overeager consultants and government officers would develop an impractical system would be substantially decreased by the careful selection of local consultants to work with the expatriate specialists.

6.07 The management services component of the project is expected to produce some of the largest benefits, but at the same time, has some of the highest risks associated with it. In the initial period of the project, the MSW would concentrate on methods. This work is relatively simple, the needs great, and the results as with the simplification of rules and procedures, visible and non-threatening. The risks associated with these activities are low. However, the entry of the MSW, into the complex and sensitive area of organization development has several serious risks. First, organization development is an inexact science, western in approach, and more often than not, produces mixed results. More significant, the MSW when undertaking this type of activity, would be dealing with the political and power issues of staffing, organization design, and the locus of decision-making authority. Several factors offset these risks. The MSW will gain experience and acceptance as it undertakes the simpler methods work. A major effort in training staff both in the MSW and in selected Ministries through workshops and seminars will do much to reduce suspicion. Above all, the strong backing of the Government for progress in the area of organizational development will do much to offset initial resistance at the traditional sources of power. Much of the success of this part of the project will depend upon the ability of MSW staff to resist the temptation of tackling more than their capacity would allow, and their ability to translate and/or modify western organization development techniques into the management culture of the sub-continent. The benefits of the project clearly outweigh the risks. Safeguards built into the project are likely to minimize the major risks, and make the proposed project a suitable investment for IDA.

VII. AGREEMENTS REACHED AND RECOMMENDATION

7.01 During negotiations, the Government provided assurances that it would:

- (a) by September 30, 1983, prepare a comprehensive faculty study and case development program (para 3.11), establish a Project Implementation Unit (para 3.16), and prepare a draft evaluation plan (para 3.18);

- (b) by December 30, 1983, prepare a Project Administrative Plan (para 3.17), and establish a monitoring and evaluation system (para 3.18);
- (c) utilize the job analysis, job description and performance appraisal elements of the PMIS (para 3.13);
- (d) make available to IDA, annual evaluation reports (para 3.18);
- (e) utilize terms of reference and selection criteria for specialists, and carry out the fellowship program in accordance with a program acceptable to IDA, and assign counterpart staff prior to the arrival of expatriate experts and hiring of local experts (para 3.20);
- (f) make the necessary funds available, including taxes and duties to ensure prompt project implementation (paras 4.03, 4.11); and
- (g) have project accounts and financial statements for each fiscal year audited by independent auditors and submit to IDA as soon as available, but not later than nine months after the end of each fiscal year, certified copies of the audited accounts and financial statements for each fiscal year together with the auditor's report (para 5.14).

7.02 The approval of Project Proforma by ENEC (paras 3.07, 3.15) and the signing of a technical assistance contract with a suitable agency/firm on terms and conditions acceptable to IDA (paras 3.10, 3.15) are conditions of credit effectiveness.

7.03 Subject to the above conditions, the proposed project constitutes a suitable basis for an IDA credit of US\$ 12.00 million to the People's Republic of Bangladesh for a term of 50 years including a 10-year grace period.

BANGLADESH
PUBLIC ADMINISTRATION
(TRAINING, PERSONNEL AND MANAGEMENT) PROJECT

BANGLADESH: ADMINISTRATIVE STRUCTURE AND THE PERSONNEL SYSTEMS

I. THE ORGANIZATION OF GOVERNMENT

- A. The Secretariat System: Ministries/Departments
- B. District Administration
- C. Local Self Government

II. THE PERSONNEL SYSTEM

- A. Recruitment
- B. Training
- C. Performance Evaluation
- D. Wage and Benefit Administration
- E. Promotion
- F. Organization and Methods
- G. Regulations

I. ORGANIZATION OF GOVERNMENT

1. Historical Background. The essential character of Bangladesh's civil service system was developed and molded under British and Pakistani influence. For almost 200 years, British colonial administration provided the framework of government organization and operation throughout the sub-continent. Several statutes, notably the Government of India Act of 1935 - along with the rules prescribed for its implementation, formed the legal basis for the civil service system developed under British aegis. The statute dealt with all major aspects of government personnel management, service structure, authority to frame rules, recruitment, tenure, conditions of service, compensation, pensions, and other matters, including protection of privileges enjoyed by certain elitist groups within the service. The Government of India Act of 1935 established the pattern ultimately adopted by Pakistan after partition and by the new Bangladesh nation after gaining its independence in 1971.

2. The field organization of Bangladesh is a six-tier system deployed on a geographic basis. In descending order of size, the units into which the country is subdivided are divisions, districts, sub-divisions, thanas, unions, and villages. 1/ There are four divisions in the country and each consists of five districts. The districts are divided into 72 sub-divisions which, in turn, are sub-divided into 494 thanas. Each thana is composed of a cluster of about 10 unions each with a population of between ten and fifteen thousand people. Each union (4,352) is made up of about 15 villages, of which there are 65,000 in Bangladesh.

A. The Secretariat System

3. The number of Ministries in Bangladesh has fluctuated over the years. After Independence, the Civil Administration Restoration Committee recommended 20 Ministries and 31 Divisions. The actual number established was 29 Ministries and 47 Divisions, but this was reduced to 25 and 39 respectively under the martial law administration of 1976. Until March 1982, the number stood at 44 Ministries. There are now only 19 Ministries (including the CMLA and Cabinet Secretariats). These Ministries supervise 179 Attached Departments and 136 Autonomous Bodies.

4. The Secretariat is composed of all Ministries/Divisions (but not the Attached Departments) and is the nerve center of government administration. Its role is policy formulation, planning, evaluation, and personnel and financial management. The Secretariat is divided into functional Ministries

1/ There are 4 geographic divisions in the country and 42 administrative Divisions which are part of Ministries.

with the business of government distributed among them in accordance with the Rules of Business. 1/

5. Generally each Ministry/Division is placed under the direction of a Minister. The Minister is the political head of his administrative unit. He is responsible to the President 2/ for all matters of policy in his area, and for keeping the President generally informed of the working of the Ministry/Division under his care.

6. The administrative head of the Ministry/Division is the Secretary. He is responsible for the conduct of business, discipline, and is the principal adviser to the Minister on all matters of policy. The Secretary is the Principal Accounting Officer of the Ministry/Division and its Attached and Subordinate Offices to assure the proper control of funds. The Secretary determines the extent of the delegation of powers to his subordinates within the terms of the overall guidance of the Secretariat Instructions and the Rules of Business. 3/ The Secretary is assisted by Additional Secretaries and Joint Secretaries who may be placed in charge of a Wing of the Ministry. Under the Wings, are Branches usually headed by a Deputy Secretary, who supervises a series of Sections, headed by a Section Officer. The level of responsibility and authority for each of these is broadly delineated in the Secretariat Instructions, and detailed in Officer Orders of the Secretary.

7. The CMLA and the Cabinet Secretariats are the principal institutions in the present Secretariat system. Prior to martial law, the Cabinet Secretariat was paramount. It is divided into three Divisions, the Cabinet Division, the Establishment Division, and the Science and Technology Division. The Cabinet Division is responsible for all secretarial work for the Cabinet and its committees, and acts as the communication link and coordination body between the Cabinet and the Ministries/Divisions. The Establishment Division is responsible in conjunction with the Public Service Commission where necessary, for the regulation of all matters pertaining to government service, particularly recruitment, training, promotion, discipline, etc., of the Civil Service. The Science and Technology Division is responsible for the development of policy and coordination of all matters related to the development of science and technology. The CMLA Secretariat has now assumed some of the functions of the Cabinet Division and is primarily responsible for all top-level policy decisions.

1/ Allocation of Business among the Different Ministries and Divisions (schedule 1 of the Rules of Business - Revised upto 1979), Cabinet Division, Cabinet Secretariat, Dhaka, 1979 [Annex 11 B 4(a)].

2/ Under the Martial Law Administration, the Minister is answerable to the Chief Martial Law Administrator (CMLA).

3/ Annex 11, B-4 (i).

8. Under the Ministries/Divisions are the Attached Departments and Subordinate Offices. They are generally responsible for implementing the policies of the Secretariat and providing advice on the technical aspects of projects. Subordinate Offices generally operate as field offices for the detailed execution of policies, and function either under the direction of an Attached Department, or where the volume of work is low, directly under the Ministry/Division. The heads of Attached Departments and Subordinate Offices are called Directors, but need to make reference to the Secretary in all matters requiring government authority. In essence this means the authority for decision-making in any matter ultimately lies with the Secretary.

9. Autonomous Bodies are those bodies enacted into being by the Parliament or the President. The Act specifies the functions and powers of the body. In general, each Autonomous Body has a Board which functions as the primary decision-maker. Senior members of the Board are appointed by the government, and are usually but not always, officers seconded from various Ministries. The Ministry of Finance provides broad guidelines for determination of salaries and benefits, and allow for fixed-term contract hiring. Each autonomous body has its own budget shown as part of the Ministry, but once that is done there is full flexibility for expenditure. There are 136 Autonomous Bodies (1980) representing Development Boards, Port and Airport Authorities, Industrial Corporations, Fund Management Associations and Educational and Cultural Institutions.

B. District Administration

10. The administration of the divisions and districts comes under the direction of the Establishment Division. The officers, some 1200 in number, have the responsibility for revenue collection, the administration of the land laws, maintenance of law and order, criminal justice and the administration of general laws and programs. The organizational structure is as follows:

Organization Designation	Officer-in-charge	Remarks
DIVISION	Divisional Commissioner	4 divisions in Bangladesh - Khulna, Dhaka, Rajshahi, Chittagong.
DISTRICT	Deputy Commissioners (DC)	22 districts, with headquarters at major cities or towns, Chittagong, Comilla, etc.
SUBDIVISION	Sub-Divisional Officer (SDO)	72 sub-divisions with headquarters at principal towns in the Districts, e.g., Joydepur.
THANA	Thana Nirbahi Officer	494 thana, lowest level of National government organization at which all major program ministries are represented.

11. The Divisional Commissioner is responsible for revenue collection, administration of the land laws, criminal justice, and all general laws affecting the population. In addition, he has the responsibility for coordinating the work of 19 Ministries that are active in seventy-six broad functional areas of government. As coordinator he is chairman of/or member of twenty-four committees representing such diverse activities as public works (roads, canals, water supply, buildings), welfare, cultural activities, defense, anti corruption activities, land allocation, economic development, banking and credit operations and anti smuggling. Although the Commissioner is held responsible for all activities of government within his jurisdiction, his power to supervise and control has been limited over the past few years, especially with respect to the activities of the other Ministries of government. ^{1/}

12. The Deputy Commissioner (DC) operates at the district level, and has the same broad coordinating responsibilities as the Commissioner. A typical roster of district government officials will include 49 officers representing 19 different Ministries. The DC must coordinate these activities with the development plans and other activities of the zilla parashad, the representative governing body of local government at the district level.

13. The Sub-Divisional Officer (SDO) holds responsibility at the sub-divisional level and has eighteen different functions. He directly supervises such programs as food for work, thana family planning, development work of primary and secondary schools, development works financed by local government, rural development, cultural activities, collection of revenue, land allocation, and supervision of magistrates. He has the responsibility but no authority to coordinate the activities of the Ministerial staff in the sub-division.

14. Thana Nirbahi Officer is the chief executive officer of government at the Thana level. He supervises a staff of 258 public servants drawn from all Ministries. He is responsible to the Chairman of the Thana Parishad for all development work at Thana level.

C. Local Self Government

15. Local Self Government is organized at four levels. These elected and appointed Committees (district, thana, union, and village) have oversight responsibilities for local development works (roads, canals and other public works), cultural, health, and educational projects. Although the Committees have a degree of autonomy because of their taxing powers, the system is dominated by the numbers and expertise of the government administrators and technical staff who are also members of the committees. In late 1982, the

^{1/} (a) Muhith, A.M.A., Thoughts on Development, p.32, Dhaka, December 1981.
(b) Rahman, M., "Local Self Government Institutions in Bangladesh," unpublished monograph, 1980.

martial law administration began to implement a significant shift of power to the Thana level. The elected Chairman of the Thana Parishad was given authority over all development work in the Thanas and Ministry staff placed under his control. Problems of coordination of effort are somewhat resolved through the mechanism of Annual Development Plans and budgets at each level. However, such planning does not encompass all development schemes sponsored by the Ministries. Additional coordination problems are caused by the different roles assigned to different Ministries: Establishment Division field officers supervise matters pertaining to revenue collection, law and order, some development activities, and have coordination responsibilities. The Ministry of Local Government, Rural Development and Cooperatives supports and provides technical assistance to local governmental activities. Other Ministries provide sector specific project work and technical assistance within the framework of the local government planning process. The Local Self Government system is outlined below:

Local Self Government

Organization	Membership/Functions/Financing	Numbers
Zilla Parishad (District)	<p><u>Membership:</u> Elected members (not to be less in number than the total of official members) by direct election. Five year terms. Women members are appointed.</p> <p><u>Functions:</u> Required to provide public facilities such as libraries, hospitals and dispensaries, veterinary clinics, public gardens, roads culverts bridges, ferries, hostels, water supply, tree planting and conservation, health and sanitation, traffic control, agricultural, industrial and commercial development, and relief and disaster aid. In addition, there is a wide range of permissible activities to further develop the sectoral responsibilities mentioned above.</p> <p><u>Financing:</u> The budget is raised from taxes rates, tolls, fees and government grants. Has wide powers of taxation</p>	22 Districts
Thana Parishad (Thana level)	<p><u>Membership:</u> Representative members composed of the chairmen of each Union Parishad, plus government officials such as the SDO and the Assistant Commissioners (Former Circle Officers).</p> <p><u>Functions:</u> Coordination of all development projects, preparation of development plans, support to the Union Parishads, promotion of family planning, management of environment training of Union Parishad members.</p> <p><u>Financing:</u> The Thana Fund is financed by government grants, but the Thana Parishad has limited taxation powers.</p>	494 Thanas

Organization	Membership/Functions/Financing	Numbers
Union Parishad	<p><u>Membership:</u> Nine elected members and two nominated women members.</p> <p><u>Functions:</u> Maintenance of public ways, public places, lighting, tree planting, sanitation, conservation, relief, vital statistics, family planning and the promotion of education, agricultural, industrial and community development.</p> <p><u>Financing:</u> The Union Fund is financed through taxes sanctioned by the District Commissioner, and such additional sources as may be specified by the government.</p>	4,352 Unions
Swanirvar Gram Sakar (Village level)	<p><u>Membership:</u> Chairman, two women and eleven other members.</p> <p><u>Functions:</u> Village development, food production, adult literacy, family planning, law and order, local disputes.</p> <p><u>Financing:</u> Donations and grants.</p>	65,000 Villages

II. THE PERSONNEL SYSTEM

The personnel system of the government is managed by the Establishment Division with certain specialized functions directed by smaller, single purpose agencies. Chief among these are the Public Service Commission (PSC) for recruitment, the Superior Selection Board for senior promotions and the Implementation Wing of the Ministry of Finance for wage and benefit policy. The basic functions of a personnel system: recruitment, training, evaluation, wages and benefit administration, promotion, organization and management and regulations are maintained in a complex network of exchanges between the Establishment Division, the specialized agencies, and the Ministries.

A. Recruitment

1. The immediate aftermath of independence in 1971 required the staffing of new Ministries and the filling of vacancies in the existing Ministries. This had to be completed at a time when an effective recruitment and placement system, and an adequate policy framework to guide it, did not exist. As a consequence, the period 1971 - 1976 was marked by high recruitment, low standards, large quota systems, excessive delays in appointment, and placement in jobs without regard to the aptitude or skills of the incumbent.

2. The recruitment standards of today have been tightened, and a new examination and syllabus have been prepared by the PSC for the newly unified civil service. Entry to the Superior Services (Class I) is on the basis of a written physical and psychological set of examinations for those who possess at least a Bachelors Degree and are between the age of 21 and 25. Successful candidates list their choice of services, and selection is made on the basis

of choice and their standing in final examinations. Recruitment is designed to attract persons, not only with specialist and technical backgrounds, but those with an excellent general education, intelligence and a capacity to perform as general administrators.

3. Although the Superior Services are central to the administration of government, they represent only a tiny fraction of the membership of the Class I of government service. The encadred services represent some 6,000 incumbents in a total of 22,654. The recruitment procedures have been and continued to be less stringent for the non-encadred civil servants. This is not to say that the process is simple. Before a non-encadred officer can be recruited, the development project under which he is to be recruited must first pass from the implementing Ministry to the Establishment Division for the framing of Recruitment Rules, then on to the Implementation Division of the Finance Ministry, for the setting of the level of pay and benefits. Finally, the Public Service Commission approves or alters the recruitment rules and begins the interviewing for final selection. The process takes so long that many appointments are made on a temporary basis until the PSC comes up with final selections. For some projects, the appointments are made on an ad-hoc basis, with the incumbent's contract renewed on a yearly basis until the end of the project. The system is criticized for the length of time it takes to recruit personnel, the mismatch between the selected candidates and the jobs they are expected to perform, and the continuing "second class citizenship" endured by the non-encadred service.

B. Training

4. There are four major institutions which now constitute the PATC. These are the BASC, NIPA, COTA, and STI. Their mission and functions in the past were:

- (a) The Bangladesh Administrative Staff College (BASC). The college was established in 1977 to train senior administrators and top executives in the areas of public policy development and execution through courses, seminars, and workshops. It served as a forum for conceptual development and analysis both at sectoral and macro levels. The College aimed at providing a forum for the exchange of ideas and experience on various aspects of development administration, developing an awareness of the administrative complexities of national development in order to devise appropriate solutions, and sensitizing participants to the interdependence of various sectors of the economy. Training at the College also focused on developing positive attitudes for efficient performance, promoting effective staff development programs through in-house training, and carrying out research on different aspects of the administrative process. The principal activity of BASC was a 12-week course which combined a study of the administrative environment in Bangladesh and an analysis of the functions of the administrative process. The College also offered two-week programs in organizational theory and practice, planning, personnel and financial administration, and organized

eight brief workshops every year on topical subjects for the senior staff of government departments, public enterprises and statutory bodies. Two new programs were recently added before the integration into PATC. The first was a joint annual program with the Economic Development Institute (EDI) of the World Bank, to develop skills in the project development process. The first course on Development Policy and Investment Decisions was held in Bangladesh from January 11 - February 3, 1982. This program will continue under the PATC. The second is a "Training of Trainers" program to be offered annually in collaboration with the Bangladesh Society for Training and Development (BSTD). BASC is currently housed in temporary facilities in Dhaka. Its annual training capacity is limited to about 100. There are 9 full-time faculty members.

- (b) The National Institute of Public Administration (NIPA). The Institute was set up in 1961 to train mid-career civil servants (Grade 4 and above). Since the tasks usually assigned to mid-career officers require skills in the functional areas of management, the objective of the Institute was to develop administrative skills and upgrade the knowledge of participants in different functions of the administrative process. The major program offered by NIPA was the Advanced Course in Administration and Development (ACAD) which included elements of organization planning, financial administration, public accounting, and personnel administration and leadership. The Institute also offered specialized courses in administration for women executives, doctors, and engineers who assume administrative responsibilities. Over the last four years, NIPA also specialized in training officers in basic village development (Own Village Development Program) where participants were taught how to analyze village resources, and work with community leaders to identify possible projects in which the village resources could be efficiently utilized. NIPA trained about 300 officers in quarters designed to accommodate a yearly training capacity of 150. It had a full-time faculty of 15 and an overall staff strength of 106. It also had research, audio-visual and curriculum development capacities and published a semesterly journal entitled "Administrative Science Review".
- (c) The Civil Officers Training Academy (COTA). The Academy was responsible for the induction training of about 100 new recruits (Grade 10) who are selected annually by the Public Service Commission (PSC). These are university graduates who are appointed as section officers, assistant accountants, assistant tax collectors, deputy magistrates, circle officers, etc. The foundation course lasted 22-weeks and offered a combination of economics, law, administration, government accounting, and procedures. COTA also provided a number of specialized short courses for junior officers (about 18,000) who were directly recruited by government departments, agencies, and statutory bodies. COTA had a

full-time faculty of 15 and an overall staff of 91. Its research activities concentrated on preparation of detailed inventories of training resources in public administration and management development in Bangladesh. The Academy published the COTA Bulletin quarterly.

- (d) The Staff Training Institute (STI). The STI was the single training institution dedicated to the training of non-class I officers, and therefore, had a potential clientele of over 350,000 individuals, the majority of whom are located outside of Dhaka. Founded in 1966, it limped along in a temporary quarters in Dhaka until 1980 when, under the Second Five-Year Plan (SFYP), the Government decided to expand operations to regional and district centers. The staff development course which was the major program of the STI, concentrated on government rules and regulations, simple bookkeeping, payment procedures, filing and record-keeping. The course also included typing and shorthand and was instrumental in facilitating the process of converting administrative communication from English to Bengali. The major clients to the program have been the Class III clerical staff. STI had an instructor staff of only 14 and published a semi-annual journal entitled "Staff Development Review".

Sector specific skills and technologies and some administrative training is provided by the large number of training centers controlled by the Ministries/Divisions (Annex4).

5. Training institutions can be created by any Ministry at any time, the only permission being required, is through the budget process. As a result, in the past there has been little reliable information on the total effort, and except for gross numbers of potential and actual clients, no reliable picture of training need. The Government has taken several steps to correct this ad-hoc management of its training system. First, it has recognized that training is not very effective unless it is tied to specific job requirements. Officers and staff must be trained in skills that will be immediately practiced and put to use. Secondly, they have recognized the need to involve the self interest of the trainees by not only the increased job satisfaction that can come from job-related training, but also by tying training to promotion. Thirdly, they have embarked upon a program of identifying training needs through job analysis, and reshaping curricula to meet those needs. Finally, they have begun to provide a policy framework and an administrative structure for training, through the creation of the National Training Council (NTC) and a Training and Career Planning Cell in the Establishment Division.

6. Inherent in the decisions the government has been making about the management of training is, an emerging but as yet not fully articulated philosophy. There has been a growing move toward relating training more precisely towards the actual on-the-job needs of officers and staff. This approach has developed over the years to the point where the government is beginning to identify the skills and knowledge actually needed to perform

various classifications of jobs. Inherent in this approach is the recognition that administration has become far more complex than that of judicial, regulatory, and accounting control which were paramount when government administration existed simply to preserve order, administer a broad spectrum of laws and collect taxes. Administration is now seen as a complex responsibility requiring not only the basic knowledge of the legal and regulatory framework of government, but the skill to manage diverse programs. This implies that officers must have the knowledge of the sociology of the work place, the technologies that enhance programmatic decisions, and the information systems that link the complex organs of government. The content of the current courses at COTA, NIPA, BASC reflect this new understanding of training as a resource for the administrator. The emphasis and direction of this emerging philosophy seems clear.

C. Performance Evaluation

7. The evaluation procedures for Class I Officers consist of a Confidential Report Form which evaluates the officer on the basis of attitude (and to some degree performance) as seen by his superior officer. This form is endorsed by the officer of the next highest rank and sent each year, to the Evaluation Cell of the Ministry in which the officer serves. If there are any negative comments, the form is sent to the evaluated officer for his objections. When the file is complete, the ministerial unit sends all files of officers of the Deputy Secretary rank and above to the Appointments, Promotions and Deputation Wing (APDW) of the Establishment Division. Officers of rank lower than Deputy Secretary have their permanent files maintained in the evaluation unit of the ministry in which they serve. When an officer is recommended for promotion his dossier is collected from the Ministry and sent to the APDW of the Establishment Division where they are prepared for the appropriate selection Committee or Board. It should be noted that the material requested in the Confidential Evaluation form is of so general a nature that it is really only a reflection of whether or not the officer is liked by his superior. There is little opportunity for substantive evaluation of performance. However, in 1982, the GOB started the process of strengthening the performance evaluation system by developing a new Annual Confidential Report (ACR). These forms record in detail, the annual evaluation of Class I officers in terms of job performance, work habits and personality traits. In addition to the increased content in the ACR, it must be discussed with each officer by his evaluator. In the case of adverse remarks, a process of adjudication has been established so that the subordinate can challenge the comments of his superior.

D. Wage and Benefit Administration

8. Wage and benefit decisions are made by the Implementation Division of the Ministry of Finance and approved by the Finance Division, Ministry of Finance. These decisions are based in part upon the analyses provided to the Implementation wing by the Establishment Division which must approve all new positions involved in a reorganization, or in new organizations. The PMIS data will provide a much needed profile of new positions and enable the government to more accurately assess the educational, and experiential requirements of the positions in question. Given the flexibility of the existing pay scales and benefits, the government will have some capacity to use wage and benefit inducements to fill difficult positions, and to slow applications for overcrowded positions.

9. The major issue of keeping government pay scales in line with inflation is not likely to be addressed until there is some easing of the current stringent economic conditions. This is a major issue with government employees. It manifests itself in poor morale among those who have no alternative employment options, and outmigration by the skilled who can find employment elsewhere. While this proposed project will not address these larger issues, it will create the capacity in government to address these issues in a systematic manner when government creates another pay commission.

E. Promotion

10. The promotion system of the government is linked with the grades and scales of pay. Promotion criteria include: length of service, training, examination scores, and at the higher levels, merit. The outline of the system is shown in the chart below:

Rank	Scale	Authorizing Body	Comment
Joint Secretary and above	2350-2750 and above	Superior Selection Board. Council Committee on Promotion.	Merit cum seniority
Deputy Secretary	1850-2375 2100-2600	Superior Selection Board.	Merit cum seniority
Senior Scale Section Officer	1400-2225	Special Promotion Committee.	Seniority cum merit
Entry to Class I (Section Officer)	750-1470	Public Service Commission.	Seniority cum merit

The Council Committee on Promotions is chaired by President or Prime Minister and includes Ministers of the Government. The Secretary, Establishment Division acts as the Secretary to the Committee. The Superior Selection Board is chaired by Cabinet Secretary, and the Secretary of the Establishment Division is Secretary of the Board. Other members include various Secretaries including the Secretary of the Ministry proposing the promotion.

11. In addition to the requirements listed above, each service of the government, as well as specialized institutions have additional promotion requirements written into their recruitment rules. These rules specify what percentage of the posts can be filled by promotion, and/or recruitment.

F. Organization and Methods

12. The Management Services Wing (the upgraded Organization and Methods Wing) of the Establishment Division is supposed to perform a specialized set of functions by "providing management with the means of insuring that the objectives of an organization are achieved with maximum efficiency and economy." To achieve this goal the Wing provides the following functions:

- (a) administrative management and reforms;
- (b) initiation of proposals for all round improvement of efficiency;
- (c) review of organizations, functions, methods and procedures of Ministries/Divisions, Departments and Subordinate Offices;
- (d) streamlining of systems and simplification of forms;
- (e) secretariat instructions;
- (f) compilation of statistics relating to civil employees of the Government for the purpose of manpower planning;
- (g) inspection and periodical review of staff position in Ministries/Divisions, Departments and Subordinate Offices;
- (h) administration of secretariat record room and library; and
- (i) administrative research.

13. The existing and potential power of the MSW is considerable in the government's continuing effort to improve its administrative capacities. Three functions of the MSW are of particular significance:

- (a) the required consultation of all Ministries in any matters which involve reorganization, change of status of an organization, or the creation of any organization;
- (b) requirement that when any case or decision exceeds by a month the allowable time for decision-making, and in cases involving more than one ministry, the case shall be sent to the MSW for investigation; and
- (c) streamlining of systems and simplification of forms.

These three mandates give the MSW with its rule making and interpretative powers, the administrative basis from which to approach the most fundamental problems of government administration, e.g., the size and structure of units of government, the delays in inter-ministerial decisions, and the problem of excessive and redundant paperwork.

14. The basic framework of a MSW capable of addressing the problems selected by the government is already in place. The organization exists (former O&M Wing), it is supported by adequate rules and regulations defining its scope of activities, and it appears to have strong governmental support for the expansion of its activities. There is, however, one issue which must be dealt with if the Wing is to be fully functional.

15. Control versus Service: The major function to date of the MSW (O&M) has been to serve as a government control agency in the allocation of resources to the various ministries. The requirement that the Wing analyze and be consulted before permission is given for any new organization or restructuring of an old one is appropriate. However, future plans call for a significant expansion of its service function. As a consultant, the Wing would address the problems of organization, systems and procedures of the various Ministries. In this particular mode, the winning of trust and confidence is paramount if the unit is to be successful. There are inherent problems related to the inclusion of both high control and service functions in the same unit. A Ministry may be the recipient from the MSW of a negative analysis which stops its plans for expansion. When approached thereafter to accept assistance, they might understandably be reluctant. There are several solutions to the problem. First, the Wing ought to begin its service activities in a modest fashion concentrating on relatively simple, "methods" help to the Ministries. Having demonstrated its capacity, trust would more easily be won for the more complex problems. The problems of highly differentiated roles is not an unfamiliar problem in creating lasting inter-organizational networks. Research has indicated that in designing a system with overlapping roles, the use of special representatives (such as using a high status project director and/or the Secretary of the Establishment Division as ambassadors) would help overcome reluctance. Another device would be to divide the MSW Wing into two separate Branches, one dealing with control issues and the other performing purely a service-function. The drawbacks associated with internal information exchanges between differentiated sub sets of the same organization might prove to be a problem, but this would seem a lesser evil than that of never being able to engender trust and cooperation with the Ministerial clients. Whatever approach is taken, the newly constituted Management Services Wing will have to address the problem slowly and carefully to the point where the operational ground rules are known and believed by all parties.

G. Regulations

16. The Establishment Division has the responsibility for the creation and the interpretation of most of the rules that govern both the personnel and administrative procedures of government. In some cases, ultimate approval of these rules is given in the Cabinet Secretariat, or by the Public

Service Commission in the case of rules affecting recruitment. However, the Establishment Division is the lead agency in the rules and procedures affecting personnel and administration. They affect everything from the quality, pay, benefits and placement of officers to administrative procedures as detailed as record keeping and as broad as delegation of authority.

Rule Making Responsibility of the Establishment Division

<u>Rules</u>	<u>Wing Responsible</u>	<u>Final Approval</u>
<u>Recruitment:</u>		
Recruitment rules and policy Qualification, new posts.	Regulation	PSC
<u>Classification:</u>		
Of services and posts Conversion of temporary posts to permanent posts Terms, conditions of transfer to autonomous bodies.	Regulation	
<u>Wages and Benefits:</u>		
Fixation of pay Government accommodations Allowances: travel, medical, etc. Overtime Pensions	Regulation	Finance
<u>Administrative Rules:</u>		
Secretariat rules Audit manual Delegation of powers	O&M Regulation	Cabinet

BANGLADESH
PUBLIC ADMINISTRATION
(TRAINING, PERSONNEL AND MANAGEMENT) PROJECT

Grades and Scales of Pay

CLASS/ NUMBER	TITLE			GRADE	SCALE (Tk)
	SECRETARIAT	ATTACHED DEPARTMENT 1/	DISTRICT ADMINIST.		
CLASS I 22,654	Secretary			1	3,000 (Fixed)
	Additional Secretary	Director General		2	2,850 (Fixed)
	Joint Secretary	Director	Commissioner	3	2,350 - 100 - 2,750
				4	2,000 - 100 - 2,600
	Deputy Secretary		Deputy Commissioner	5	1,850 - 75 - 2,375
				6	1,700 - 75 - 2,225
	Senior-Scale Section Officer	Deputy Director	Sub-Divisional Officer	7	1,400 - 75 - 2,000
				8	1,150 - 65 - 1,800
				9	900 - 55 - 1,285 - 65 - 1,610
		Section Officer	Assistant Director	Assistant Commissioner	10
CLASS II 28,546	P.S. to Secretary	Deputy Asst. Director		11	625 - 45 - 685 - EB - 55 - 1,315
				12	470 - 35 - 645 - EB - 45 - 915 - 55 - 1,135
	Head Assistant	Head Assistant	Head Assistant	13	425 - 30 - 575 - EB - 40 - 735 - 50 - 1,035
CLASS III 343,135	Clerical	Clerical	Clerical	14	400 - 25 - 525 - EB - 30 - 825
				15	370 - 20 - 470 - EB - 25 - 745
				16	325 - 15 - 430 - EB - 20 - 610
				17	300 - 12 - 396 - EB - 18 - 540
				18	275 - 10 - 375 - EB - 15 - 480
				19	250 - 6 - 280 - EB - 8 - 360
CLASS IV 168,473	Sub-Clerical	Sub-Clerical	Sub-Clerical	20	240 - 6 - 382 - EB - 7 - 345
				21	225 - 6 - 315

Source: Service (Grade, Pay and Allowances) Order, 1977, GOB, 1977

1/ Titles in Attached Departments are only illustrative.

Class I 1 - 10 Officers
Class II 11 - 13 Supervisory Staff
Class III 14 - 19 Clerical
Class IV 20 - 21 Sub-Clerical

BANGLADESH

PUBLIC ADMINISTRATION

(TRAINING, PERSONNEL AND MANAGEMENT) PROJECT

Bangladesh Civil Service

Functional Cadres and Sub-Cadres

NO	CADRE	SUB-CADRE
1	Bangladesh Civil Service Administrative	(a) Administrative (b) Food
2	Bangladesh Civil Service Agriculture	(a) Agriculture (b) Forest (c) Fisheries (d) Livestock
3	Bangladesh Civil Service Education	(a) General Education (b) Technical Education
4	Bangladesh Civil Service Economic Affairs and Commerce	(a) Economic Affairs (b) Commerce (c) Statistics
5	Bangladesh Civil Service Engineering	(a) Public Works (b) Public Health (c) Roads and Highways (d) Telecommunications
6	Bangladesh Civil Service Finance	(a) Audit and Accounts (b) Customs and Excise (c) Statistics
7	BCS External Affairs	
8	BCS Health, Family Planning	
9	BCS Information	
10	BCS Judicial	
11	BCS Postal	
12	BCS Enforcement	(a) Police (b) Ansars
13	BCS Railways	(a) Transportation & Commercial (b) Engineering
14	BCS Secretariat	

BANGLADESH
PUBLIC ADMINISTRATION
TRAINING, PERSONNEL AND MANAGEMENT PROJECT

BANGLADESH - TRAINING INSTITUTIONS FOR PUBLIC SERVANTS BY SECTOR

SECTOR	GENERAL AND FUNCTIONAL ADMINISTRATION/MANAGEMENT TRAINING OFFICER STAFF	PROFESSIONAL AND TECHNICAL/VOCATIONAL TRAINING OFFICER STAFF
1. ESTABLISHMENT	GENERAL AND FUNCTIONAL ADMINISTRATION/MANAGEMENT TRAINING OFFICER STAFF Civil Officers Training Academy (COFA) Staff Training Institute National Institute of Public Administration (NIPRA) Bangladesh Administrative Staff College (BASCO)	PROFESSIONAL AND TECHNICAL/VOCATIONAL TRAINING OFFICER STAFF Staff Training Institute (STI)
2. FINANCE, BANKING, INSURANCE AND COMMERCE	Adults and Accounts Training Academy Customs and Excise Academy Income Tax Institute	Adults and Accounts Training Academy Customs and Excise Academy Training Institutes of Commercial Banks Insurance Academy ICAB ICMA
3. AGRICULTURE, FORESTRY, FISHERIES AND COMMERCE	Forestry Development Training Center BADC Training Institute Central Extension Research and Development Institute Forest Bangam College Graduate Training Institute Bangladesh Agriculture Research Institute (BARI) Bangladesh Rice Research Institute (BRRI) BARC Directorate of Land and Water Use Directorate of Agriculture (DIPU) Jute Training Institute Tobacco Development Board Cotton Development Board Sugar Cane Research Institute	Forest School Veterinary Training Institute CROD Forestry Development Training Institute Directorate of Agriculture (DIPU) Horticulture Development Board Agriculture Training Institutes Fisheries Training Institute
4. SECURITY, LAW ENFORCEMENT	Police Academy	Met. Training Institute Civil Defense Academy Detective Training Institute Traffic Police Training Institute
5. HEALTH, POPULATION CONTROL, AND FAMILY PLANNING		Institute of Epidemiology and Disease Control NIPSON NIPSON National Institute of Population Research and Training
6. EDUCATION AND SOCIAL WELFARE	Social Welfare In-Service Training Institute National Institute of Education Administration Management and Research (NIEAMR)	Institute of Nutrition Institute of Education Research Teachers Training College Education Extension and Research Institute Institute of Education Statistics and Research
7. KNOWLEDGE AND INNOVATION	Bangladesh Management Development Center Institute of Business Administration Industrial Relations Training Institute	Bangladesh Industrial Technical Assistance Center BISC BISC BSC
8. COMMUNICATION AND INFORMATION	Postal Training Institute	Telecommunications Training Center Press Institute of Bangladesh Broad Casting Academy Pila Institute and Archive
9. LOCAL GOVERNMENT, RURAL DEVELOPMENT AND COOPERATIVES	Local Government Institute Rural Development Training Institute Rural Development Academy (Dagpa, Comilla) Cooperative College Bangladesh Rural Advancement Committee Rural Training Center	Cooperative College Cooperative Zonal Institutes BRAC BRAC
10. CIVIL AVIATION, TRANSPORT AND TOURISM		Civil Aviation Training Academy Chittagong Port Authority Training Institute Marine Academy Ground Training Center (GTCC) Railway Training Academy
11. RESEARCH, STATISTICS PLANNING AND DEVELOPMENT		Bangladesh Institute of Development Studies Bangladesh Management Development Center Institute of Business Administration Institute of Statistics Research and Training Bangladesh Bureau of Statistics
12. WORK, HOUSEWORK, DEAN MATERIAL RESOURCES	Kapitel Engineering Academy Petroleum Corporation Training Center	Engineering Academy Kapitel Identification Board Engineers Institute Kapitel Engineering Academy

BANGLADESH
PUBLIC ADMINISTRATION
(TRAINING, PERSONNEL AND MANAGEMENT) PROJECT

FELLOWSHIP PROGRAM

INSTITUTION	FIELD OF SPECIALIZATION	TOTAL M/M	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
P.A.T.C	Public Administration	84		12	48	24		
	Business Education	60			30	30		
	Personnel Administration	18			3	12	3	
	Financial Management	18			12	6		
	Policy Analysis	18		3	12	3		
	Systems analysis	18			3	12	3	
	Organizational Development/Analysis	21		3	15	3		
	Development Economics	36			12	24		
	Development Planning	36			12	12	12	
	Rural Development	18			12	6		
	Project Management	12			12			
	Training of Senior Executives	3			3			
	Leadership Training	3			3			
	Training Techniques	3			3			
	Development of Training Modules/Films	6			3	3		
Statistics and Research Methodology	12			6	6			
Establish- ment Division	Job Descriptions	3		3				
	Job Analysis	3		3				
	Officer Files	3		3				
	Performance Appraisal	6		6				
	Computer	6		6				
	Management Services	48		48				
	Training and Career Development	6		3	3			
	Management/Evaluation of Training	6			6			
Project Management	Salary Administration (Finance)	12		12				
	Project Impelementation	6		3	3			
GRAND TOTAL		465	0	150	207	102	6	0

BANGLADESH
PUBLIC ADMINISTRATION
(TRAINING, PERSONNEL AND MANAGEMENT) PROJECT

TECHNICAL ASSISTANCE

LOCAL EXPERTS

INSTITUTION	FIELD OF SPECIALIZATION	TOTAL M/M	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
Establishment Division	Job Description/Job Analysis] PMIS	12		6	6			
	Performance Appraisal	36			12	12	12	
	Management Service - MSW	30		12	12	6		
Project Management (PIU)	Training/Evaluation	30		12	12	6		
P.A.T.C.	Studies and Case Development	250		50	50	50	50	50
	TOTAL	358		80	92	74	62	50

FOREIGN EXPERTS

INSTITUTION	FIELD OF SPECIALIZATION	TOTAL M/M	FY 83	FY 84	FY 85	FY 86	FY 87	FY 88
P.A.T.C.	Job Analysis & Performance Evaluation	6			3	3		
	Training of Trainers	8		4	4			
	Curriculum Development	4		2	2			
	Policy Analysis	6		3	3			
	Case Writing	6		3	3			
	M. I. S.	6		3	3			
	Organizational Systems Analysis	6			3	3		
	Development Behavioral Training Modules	6		3	3			
	Supervisory Skills	12		6	6			
	Report Writing & Administrative Communication	12			6	6		
Project Management	Evaluation							
	(a) Evaluation of Training	9				3	3	3
	(b) Project Evaluation	18		12	1	1	1	3
Establishment Division	Job Description] PMIS							
	Job Analysis	12		6	6			
	Management Service - MSW	30		12	12	6		
	TOTAL	141		54	55	22	4	6

BANGLADESH
PUBLIC ADMINISTRATION (TRAINING , PERSONNEL AND MANAGEMENT) PROJECT
Project Component by Time
(Taka '000)

	Base Costs						Total	
	83/84	84/85	85/86	86/87	87/88	88/89	Taka	(US\$ '000)
A. PUBLIC ADMINISTRATION TRAINING CENTER	18,034	35,940	48,125	30,389	9,190	430	142,109	5,800
B. REGIONAL PUBLIC ADMINISTRATION TRAINING CENTERS	3,082	22,587	19,141	13,661	13,661	-	72,134	2,944
C. ESTABLISHMENT DIVISION	9,393	11,122	3,619	1,987	1,795	-	27,918	1,139
D. PROJECT MANAGEMENT	3,719	1,875	2,119	1,402	1,914	12	11,040	451
Total BASELINE COSTS	34,229	71,524	73,005	47,439	26,560	442	253,200	10,335
Physical Contingencies	3,423	7,152	7,301	4,744	2,656	44	25,320	1,033
Price Contingencies	3,542	15,665	24,442	21,249	16,539	315	91,753	3,337
Total PROJECT COSTS	41,194	94,342	104,748	73,432	45,755	801	360,273	14,705
Taxes	1,623	4,916	5,668	2,618	1,953	2	16,781	685
Foreign Exchange	24,598	45,091	50,536	30,436	6,514	5	157,180	6,416

BANGLADESH
PUBLIC ADMINISTRATION (TRAINING , PERSONNEL AND MANAGEMENT) PROJECT
Summary Account by Time
(Taka '000)

Unit	Unit Cost	No. of Units	Base Costs						Total	Base Costs + Price			
			83/84	84/85	85/86	86/87	87/88	88/89		Cont. on Base Costs (US\$ '000)	Foreign Exchange %	Amount	
I. INVESTMENT COSTS													
CIVIL WORKS	0.44-0.6	84,800	7,501	16,598	16,055	8,109	4,964	-	53,227	2,900	35.4	18,849	
FURNITURE		-	-	4,108	5,783	-	-	-	9,890	521	45.3	4,477	
EQUIPMENT		-	-	8,779	4,895	1,580	395	-	15,649	782	90.2	14,120	
BOOKS	0.65	50,000	-	-	16,189	16,189	-	-	32,379	1,721	90.2	29,216	
LOCAL CONSULTANTS	16.01-16.01	358	2,357	2,549	1,830	1,638	1,231	430	10,035	527	0.0	0	
FOREIGN CONSULTANTS	255.97-255.97	141	13,823	14,078	5,631	1,024	1,536	-	36,092	1,725	86.2	31,125	
FELLOWSHIPS	38.77-38.77	457	6,083	6,978	4,187	465	-	-	17,713	843	95.5	16,909	
Total INVESTMENT COSTS			29,763	53,090	54,571	29,005	8,126	430	174,986	9,020	65.5	114,695	
Physical Contingencies			-	2,976	5,309	5,457	2,901	813	43	17,499	-	65.5	11,469
Price Contingencies			-	3,042	11,573	18,089	12,463	5,127	305	50,599	-	52.2	26,417
Total INCLUDING CONTINGENCIES			35,781	69,972	78,118	44,369	14,066	778	243,084	9,020	62.8	152,581	
Taxes			-	1,479	4,512	5,221	2,127	1,417	-	14,755	-	0.0	0
Foreign Exchange			-	24,248	44,128	49,507	29,343	5,355	-	152,581	-	0.0	0
II. RECURRENT COSTS													
TRAINEE STIPENDS	0.11-21.25	298,660	-	9,387	9,387	9,387	9,387	-	37,546	2,086	0.0	0	
SALARIES	106.75-1,441.13	39	3,307	4,134	4,134	4,134	4,134	-	19,845	1,066	0.0	0	
HONORARIA	2.14-427	456	-	1,943	1,943	1,943	1,943	-	7,771	432	0.0	0	
CONSUMABLE TRAINING MATERIALS	3.48-324.37	273	1,158	2,915	2,915	2,915	2,915	12	12,829	752	25.5	3,268	
MAINTENANCE BUDGET	0.58	240	-	35	35	35	35	-	139	8	25.5	35	
TRAVEL ALLOWANCES	0.58	145	0	21	21	21	21	0	84	5	20.4	17	
Total RECURRENT COSTS			4,466	18,434	18,434	18,434	18,434	12	78,214	4,348	4.2	3,321	
Physical Contingencies			-	447	1,843	1,843	1,843	1	7,821	-	4.2	332	
Price Contingencies			-	501	4,092	6,353	8,786	11,412	10	31,153	-	3.0	946
Total INCLUDING CONTINGENCIES			5,413	24,369	26,630	29,063	31,689	23	117,188	4,348	3.9	4,599	
Taxes			-	144	404	447	491	537	2	2,026	-	0.0	0
Foreign Exchange			-	350	963	1,029	1,093	1,159	5	4,599	-	0.0	0
Total BASELINE COSTS			34,229	71,524	73,005	47,439	26,560	442	253,200	13,368	46.6	118,015	
Physical Contingencies			-	3,423	7,152	7,301	4,744	2,656	44	25,320	-	46.6	11,802
Price Contingencies			-	3,542	15,665	24,442	21,249	16,539	315	81,753	-	33.5	27,363
Total PROJECT COSTS			41,194	94,342	104,748	73,432	45,755	801	360,273	13,368	43.6	157,180	
Taxes			-	1,623	4,916	5,668	2,618	1,953	2	16,781	-	0.0	0
Foreign Exchange			-	24,598	45,091	50,536	30,436	6,514	5	157,180	-	0.0	0

BANGLADESH
PUBLIC ADMINISTRATION (TRAINING , PERSONNEL AND MANAGEMENT) PROJECT
Summary Account by Project Component
(Taka '000)

	PUBLIC ADMINISTRATION TRAINING CENTER	REGIONAL PUBLIC ADMINISTRATION TRAINING CENTERS	PUBLIC ESTABLISHMENT DIVISION	PROJECT MANAGEMENT	Total	Physical Contingencies	
						%	Amount
I. INVESTMENT COSTS							
CIVIL WORKS	43,025	10,203	-	-	53,227	10.0	5,323
FURNITURE	7,791	2,099	-	-	9,890	10.0	989
EQUIPMENT	5,712	4,144	4,239	1,554	15,649	10.0	1,565
BOOKS	32,379	-	-	-	32,379	10.0	3,238
LOCAL CONSULTANTS	8,306	-	1,249	480	10,035	10.0	1,003
FOREIGN CONSULTANTS	18,430	-	10,751	6,911	36,092	10.0	3,609
FELLOWSHIPS	14,189	-	3,291	233	17,713	10.0	1,771
Total INVESTMENT COSTS	129,831	16,446	19,530	9,178	174,986	10.0	17,499
Physical Contingencies	12,983	1,645	1,953	918	17,499	0.0	0
Price Contingencies	40,698	4,414	3,152	2,336	50,599	9.1	4,600
Total INCLUDING CONTINGENCIES	183,513	22,505	24,635	12,432	243,084	9.1	22,099
Taxes	12,035	2,720	-	-	14,755	9.1	1,341
Foreign Exchange	111,278	10,782	20,293	10,239	152,591	9.1	13,971
II. RECURRENT COSTS							
TRAINEE STIPENDS	-	36,415	1,132	-	37,546	10.0	3,755
SALARIES	6,485	5,209	6,458	1,692	19,845	10.0	1,984
HONORARIA	-	7,344	427	-	7,771	10.0	777
CONSUMABLE TRAINING MATERIALS	5,792	6,580	371	86	12,829	10.0	1,283
MAINTENANCE BUDGET	-	139	-	-	139	10.0	14
TRAVEL ALLOWANCES	-	-	-	84	84	10.0	8
Total RECURRENT COSTS	12,277	55,687	9,388	1,862	78,214	10.0	7,821
Physical Contingencies	1,228	5,569	839	186	7,821	0.0	0
Price Contingencies	4,901	22,573	3,015	664	31,153	9.1	2,832
Total INCLUDING CONTINGENCIES	18,406	83,829	12,242	2,712	117,188	9.1	10,653
Taxes	891	1,061	60	14	2,026	9.1	184
Foreign Exchange	2,008	2,403	133	55	4,599	9.1	418
Total BASELINE COSTS	142,109	72,134	27,918	11,040	253,200	10.0	25,320
Physical Contingencies	14,211	7,213	2,792	1,104	25,320	0.0	0
Price Contingencies	45,599	26,986	6,167	3,000	81,753	9.1	7,432
Total PROJECT COSTS	201,918	106,333	36,877	15,144	360,273	9.1	32,752
Taxes	12,926	3,781	60	14	16,781	9.1	1,526
Foreign Exchange	113,285	13,185	20,416	10,294	157,180	9.1	14,289

BANGLADESH
PUBLIC ADMINISTRATION
(TRAINING, PERSONNEL AND MANAGEMENT) PROJECT

Project Costs by Category of Expenditure

	<u>Taka (million)</u>			<u>US\$ (million)</u>			<u>% of</u>
	<u>Local</u>	<u>Foreign</u>	<u>Total</u>	<u>Local</u>	<u>Foreign</u>	<u>Total</u>	<u>Total</u>
<u>I. Investment Costs</u>							
1. Site Development	7.98	4.30	12.28	0.32	0.18	0.50	4.7
2. Buildings	26.47	14.48	40.95	1.08	0.59	1.67	16.0
3. Professional Services/a	4.30	0.00	4.30	0.18	0.00	0.18	1.8
4. Furniture	5.44	4.45	9.89	0.23	0.18	0.41	3.8
5. Equipment and Vehicles	1.41	14.24	15.65	0.06	0.58	0.64	6.1
6. Books	2.89	29.49	32.38	0.12	1.20	1.32	13.5
7. Local Consultants/b	5.74	0.00	5.74	0.24	0.00	0.24	2.3
8. Foreign Consultants	5.11	30.98	36.09	0.21	1.26	1.47	14.0
9. Fellowships	0.89	16.82	17.71	0.03	0.69	0.72	6.9
<u>Total Investment Costs</u>	<u>60.23</u>	<u>114.76</u>	<u>174.99</u>	<u>2.47</u>	<u>4.68</u>	<u>7.15</u>	<u>69.1</u>
<u>II. Recurrent Costs</u>							
10. Trainee Stipends	37.55	0.00	37.55	1.53	0.00	1.53	14.8
11. Salaries	19.85	0.00	19.85	0.81	0.00	0.81	7.8
12. Honoraria	7.77	0.00	7.77	0.32	0.00	0.32	3.1
13. Consumable Training Materials, Maintenance and Travel Allowances	9.79	3.25	13.04	0.39	0.14	0.53	5.2
<u>Total Recurrent Costs</u>	<u>74.96</u>	<u>3.25</u>	<u>78.21</u>	<u>3.05</u>	<u>0.14</u>	<u>3.19</u>	<u>30.9</u>
<u>Total Baseline Costs</u>	<u>135.19</u>	<u>118.01</u>	<u>253.20</u>	<u>5.52</u>	<u>4.82</u>	<u>10.34</u>	<u>100.0</u>
<u>Contingencies</u>							
Unforeseen	13.52	11.80	25.32	0.55	0.48	1.03	10.0
Price Escalation	54.39	27.36	81.75	2.22	1.12	3.34	32.3
<u>Total Project Costs</u>	<u>203.10</u>	<u>157.17</u>	<u>360.27</u>	<u>8.29</u>	<u>6.42</u>	<u>14.71</u>	
Taxes	16.78	0.00	16.78	0.68	0.00	0.68	
<u>Net Project Costs</u>	<u>186.32</u>	<u>157.18</u>	<u>343.49</u>	<u>7.61</u>	<u>6.42</u>	<u>14.03</u>	

a/ Architectural Design and Supervision.

b/ Includes studies and case development.

BANGLADESHPUBLIC ADMINISTRATION(TRAINING, PERSONNEL AND MANAGEMENT) PROJECTSummary of Estimated Cost of Salaries of Additional Staff
(in Takas)

Institution	Position	Annual Salary	No.	Total/Year	Total for Project Duration	Total Staff Years
PATC	Teaching Staff	26,400	31	818,400	4.5 yrs.	141
		65% allowances		531,960		
Project Management	Technical Staff	24,000	8	192,000	5 yrs.	40
		65% allowances		124,800		
Regional PATCs	Director	25,200	1	25,200	4 institutions for 5 yrs. each	180
	Sr. Instr.	21,600	1	21,600		
	Instructor	18,000	2	36,000		
	Associate Instructor, A/V, Adm.					
	Librarians	13,200	4	52,800		
	Hostel Superintendent	12,000	1	12,000		
	65% allowances		9x4=36	147,600		
Establishment Division	Secretary	36,000	1	36,000	5 yrs.	175
	Dep. Sec.	28,800	4	115,200		
	Sect. Officer	18,000	28	504,000		
	Others	15,600	2	31,200		
	65% allowances		35	686,400		
TOTAL					18,194,220	530

BANGLADESH
PUBLIC ADMINISTRATION
(TRAINING, PERSONNEL AND MANAGEMENT) PROJECT

Expenditure and Disbursement Forecast
(US\$ million equivalent)

IDA FY & Semester	<u>Expenditures</u>		<u>Disbursements</u>	
	Semester	Cumulative	Semester	Cumulative
<u>1984</u>				
1st (Jul. 83-Dec. 83)	0.24	0.24	0.10	0.10
2nd (Jan. 84-Jun. 84)	0.41	0.65	0.30	0.40
<u>1985</u>				
1st (Jul. 84-Dec. 84)	1.87	2.52	1.35	1.75
2nd (Jan. 85-Jun. 85)	1.86	4.38	1.30	3.05
<u>1986</u>				
1st (Jul. 85-Dec. 85)	2.54	6.92	1.80	4.85
2nd (Jan. 86-Jun. 86)	2.30	9.22	1.90	6.75
<u>1987</u>				
1st (Jul. 86-Dec. 86)	1.87	11.09	1.35	8.10
2nd (Jan. 87-Jun. 87)	1.88	12.97	1.35	9.45
<u>1988</u>				
1st (Jul. 87-Dec. 87)	1.00	13.97	0.90	10.35
2nd (Jan. 88-Jun. 88)	0.74	14.71	0.89	11.24
<u>1989</u>				
1st (Jul. 88-Dec. 88)			0.76	12.00

Closing Date: December 1988

BANGLADESH
PUBLIC ADMINISTRATION

(TRAINING, PERSONNEL AND MANAGEMENT) PROJECT

Implementation Schedule

FISCAL YEAR: CALENDAR YEAR: QUARTER: MONTH:	FY 82		FY 83		FY 84		FY 85		FY 86		FY 87		FY 88		FY 89	
	CY		CY		CY		CY		CY		CY		CY		CY	
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
1) PROJECT ADMINISTRATION: a) APPT. OF KEY PROJ. MGMT. STAFF b) PROG. OF ESSENTIAL PROJ. MANAGEMENT EQUIPMENT & VEHICLES					000 000 000 000	000 000 000 000										
2) CONSULTANT ARCHITECTS: a) SHORTLISTING/EVALUATION/SELECTION b) AGREEMENT SIGNING c) DESIGN SUPERVISION SERVICES					000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000
3) PROJECT DESIGN: a) ARCHITECTURAL BRIEF b) SCHEMATIC DESIGN c) DESIGN DEV/COST ESTIMATES d) CONSTR. & BIDDING DOCS					000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000
4) BIDDING & CONSTRUCTION: a) BIDDING b) CONTRACT AWARDS c) CONSTRUCTION PERIOD d) DEFECTS LIABILITY PERIOD					000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000
5) EQUIPMENT & FURNITURE PROCUREMENT: a) PRELIMINARY LISTS & LAYOUTS b) FINAL LISTS (SPECS & COSTS) c) PACKING & BID DOCU. REVIEW d) BID INVITATION e) BIDDING PERIOD f) BID OPENING & EVALUATION g) RECOMMENDATION FOR AWARD h) CONTRACT AWARDS i) MANUFACTURING & SHIPPING PERIOD j) DELIVERY/INSTALLATION/TESTING k) WARRANTY PERIOD					000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000
6) TECHNICAL ASSISTANCE/STAFF DEVELOP. a) SELECTION OF TA AGENCY/FIRM 1) PREPARATION OF DRAFT AGREEMENT 2) AGREEMENT SIGNING b) EXPERT SERVICES PERIOD c) FELLOWSHIPS PERIOD					000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000	000 000 000 000
APPRAISAL DATE																
NEGOTIATIONS (ESTIMATE)																
BOARD PRESENTATION DATE (ESTIMATE)																
EFFECTIVENESS DATE (ESTIMATE)																
CREDIT CLOSING DATE (ESTIMATE)																

* IDA REVIEW AND APPROVAL

... CIVIL WORKS DEFECTS LIABILITY & EQUIPMENT WARRANTY PERIODS

11/03/82

BANGLADESH

PUBLIC ADMINISTRATION

(TRAINING, PERSONNEL AND MANAGEMENT) PROJECT

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- (e) Project Proforma for Development of RDTI - Sylhet.
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- (g) Utilization of Funds Provided in the Budget for Execution of Development Projects by Government Agencies, Finance Division, Ministry of Finance, February 1976

A-6. STI

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- (b) Lecture Notes on Rules and Regulations, RSTI - Khulna, 1981
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 - Government Servants, Discipline and Appeal Rules
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 - T.A. Rules
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Civil Pension Rules
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- A-8. Rural Development Training Institute, Ahmed, Aghrafiddin, Sylhet, July 1981.
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- (r) Rahim, Abdur, "Bureaucracy in a Political System", BASC Journal, Dhaka, September 1981.
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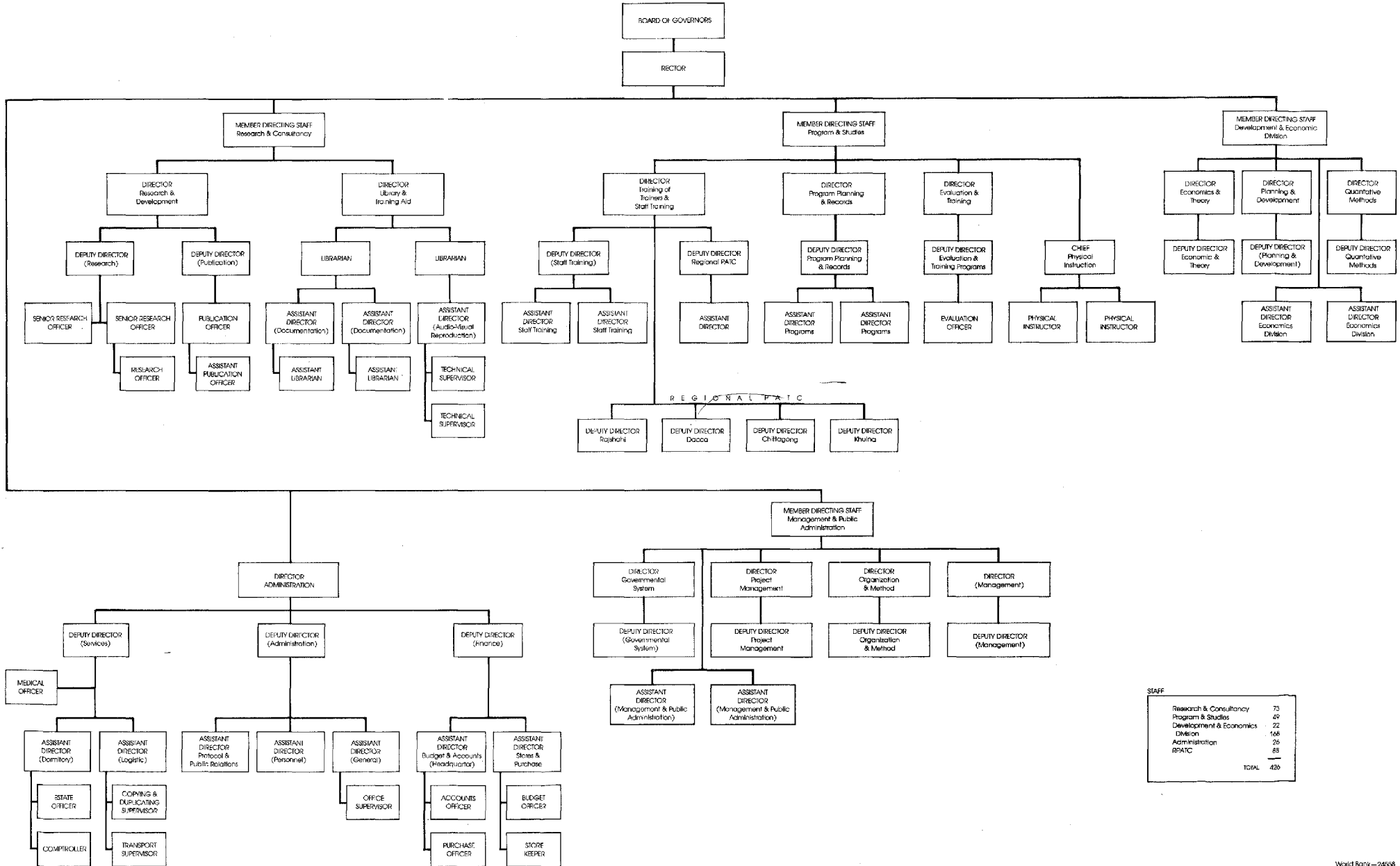
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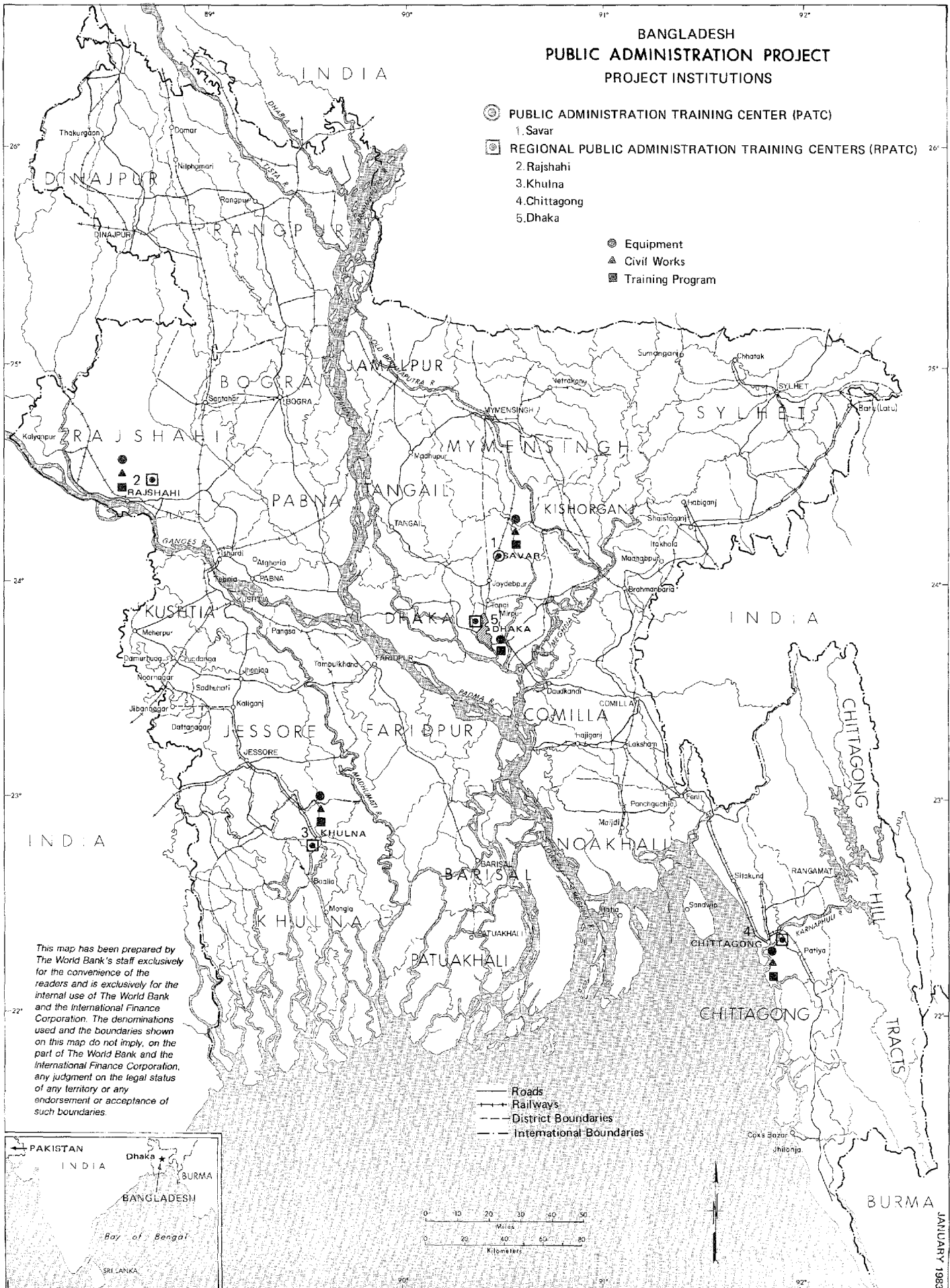
Organization of the Public Administration
Training Center (PATC)



STAFF	
Research & Consultancy	73
Program & Studies	49
Development & Economics	22
Division	168
Administration	26
BATC	85
TOTAL	426

BANGLADESH PUBLIC ADMINISTRATION PROJECT PROJECT INSTITUTIONS

- ① PUBLIC ADMINISTRATION TRAINING CENTER (PATC)
 1. Savar
- ② REGIONAL PUBLIC ADMINISTRATION TRAINING CENTERS (RPATC)
 2. Rajshahi
 3. Khulna
 4. Chittagong
 5. Dhaka
- ⊙ Equipment
- ▲ Civil Works
- Training Program



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