

**People's Republic of Bangladesh  
Cabinet Division**

**People's Republic of Bangladesh  
Mission on Good Governance Strategy**

**Final Report**

**January 2014**

**Japan International Cooperation Agency (JICA)**

**IC Net Limited**

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| JR     |
| 14-003 |

## Abbreviations and acronyms

|       |   |
|-------|---|
| ACC   | Anti-Corruption Commission                              |
| ADB   | Asian Development Bank                                  |
| BCSAA | Bangladesh Civil Service Administration Academy         |
| BPATC | Bangladesh Public Administration Training Centre        |
| BRDB  | Bangladesh Rural Development Board                      |
| CDCS  | Country Development Cooperation Strategy                |
| CPS   | Country Partnership Strategy                            |
| DFID  | Department for International Development                |
| DP    | Development Partner                                     |
| EU    | European Union  |
| GIZ   | Deutsche Gesellschaft für Internationale Zusammenarbeit |
| GOB   | Government of Bangladesh                                |
| GRS   | Grievance Redress System                                |
| ICT   | Information and Communication Technology                |
| JICA  | Japan International Cooperation Agency                  |
| LCG   | Local Consultative Group                                |
| NGO   | Non Governmental Organization                           |
| NIAC  | National Integrity Advisory Council                     |
| NIIU  | National Integrity Implementation Unit                  |
| NIS   | National Integrity Strategy                             |
| PDCA  | Plan-Do-Check-Action                                    |
| RTI   | Right To Information                                    |
| TOR   | Terms of Reference                                      |
| TQM   | Total Quality Management                                |
| UCC   | Union Coordination Committee                            |
| UDO   | Union Development Officer                               |
| UNDP  | United Nations Development Programme                    |
| UNO   | Upazila Nirbahi Officer                                 |
| USAID | United States Agency for International Development      |
| VC    | Village Committee                                       |
| WIT   | Work Improvement Team                                   |

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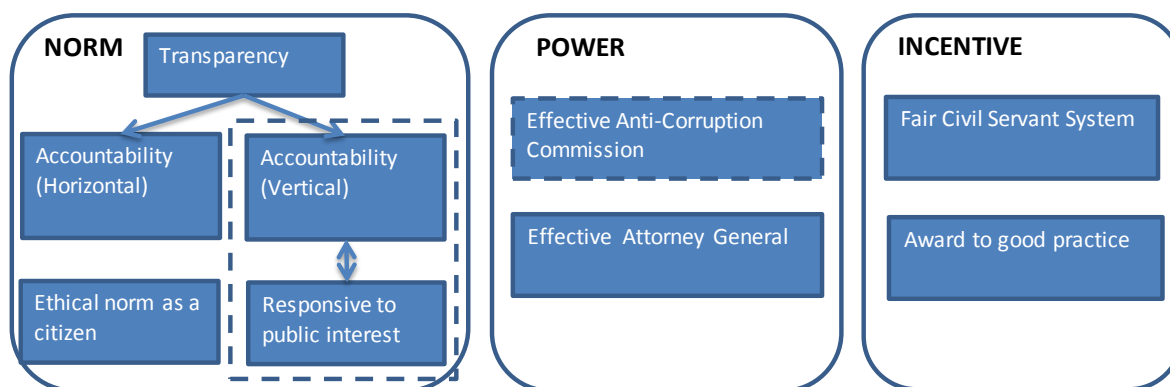
## Abstract

### 1. Background

In October 2012, the Cabinet approved the National Integrity Strategy (NIS). Its vision is ‘A happy, prosperous and socially just Bangladesh – the *Golden Bengal*’. The NIS identifies a wide range of stakeholder institutions such as ministries and divisions, constitutional and statutory institutions, the civil society, commercial and industrial organisations in the private sector, educational institutions, the media, political parties, and families. The strategy defines challenges, goals and recommendations, and action plans of respective institutions. JICA has decided to support for the implementation of the NIS, since the strategy is crucial to realise good governance in Bangladesh. The Mission on Good Governance Strategy was dispatched in May 2013 to support the implementation of the NIS, collect basic information and data regarding the NIS, and propose a framework for JICA’s future assistance.

### 2. Contents of the NIS

The NIS identifies goals that each institution should pursue. These goals can be grouped into several themes, such as ‘Transparency’, ‘Accountability’, ‘Responsive to Public Interest’, ‘Ethical Norm as a Citizen’, ‘Power’, and ‘Fair Civil Servant System’. By analysing the relations among the goals of each institution, 3 key components are identified to achieve the national integrity: 1) establishing ‘Norms’; 2) wielding ‘Power’; and 3) providing ‘Incentives’ (Figure 1).



Source: JICA Mission

**Figure 1 Results of Analysis on NIS**

A norm means a standard or pattern, especially of social behaviour, that is typical or expected. The NIS aims to establish norms by promoting ‘Transparency’, ‘Accountability (horizontal and vertical)’, ‘Responsive to public needs’, and ‘Ethical norms of citizenship’. The norm of ‘Transparency’ contributes to establish that of ‘Accountability’, they need each other and can be mutually reinforcing, though. ‘Vertical Accountability’ means that citizens play direct roles in holding the powerful accountable. This norm is thus closely related to being ‘Responsive to public needs’. ‘Ethical Norm as a Citizen’ is also a part of ‘Norms’ as a moral code.

#### **Power**

Power is exercised to investigate and punish corruption and criminal cases. Effective laws provide the basis for the fight against corruption. The powers of enforcement against corruption are also necessary. In the NIS, the Attorney General and the Anti-Corruption Commission are supposed to have such power to enforce laws against corruption.

#### **Incentive**

This refers to incentives such as fair recruitment and promotion for civil servants. Without the fair recruitment and promotion system, civil servants will not be motivated. An award system is also proposed in the NIS, as an incentive to promote the NIS.

It is noted that incentives could be viewed as a form of power, as provision of incentive can be coercive: “I will not give something you want if you don’t do this”. However, incentive here means closed to “to motivate”.

### **3. Current Issues and Key Issues of the NIS**

The implementation structure of the NIS consists of the National Integrity Advisory Council (NIAC), the Executive Committee, the National Integrity Implementation Unit (NIIU), and 16 stakeholder institutions. The stakeholder institutions are divided into state institutions and non-state institutions.

The first meeting of the NIAC was held in March 2013, and several decisions were approved such as the constitution of the Ethics Committee, review and monitoring of NIS-related activities by NGOs and the private sector, publicity and awareness raising, and monitoring on the progress by the Executive Committee. The first meeting of the Executive Committee was organised in September 2013. Several issues were discussed and approved, including the structure and terms of reference of the NIIU, the allocation of budget for the NIS implementation, and the formation of sub-committees to deal with crucial issues.

The NIIU is to be established in the Cabinet Division. The structure and its TOR were already decided by the Executive Committee. The capacity development of the NIIU is the next challenge.

The Cabinet Division has taken initiatives to implement the NIS since its approval. As the National Integrity Focal Point, the division issued letters to public administrative organisations to request the formation of Ethics Committee, appointment of the Integrity Focal Point, and the implementation of NIS-related actions. In June, September, and December 2013, the Cabinet Division, with support of the JICA Mission, organised the Focal Point Workshops.

Although significant progress is observed, the NIS implementation is still at the beginning stages. The Cabinet Division staff and the Focal Points of public administrative organisations are overall highly-motivated, however, the ministry and division level activities are relatively delayed. Actions by non-state institutions such as NGOs, businesses in the private sector, political parties, educational institutions, the media, and families are still lagging behind. Key challenges identified by the Mission are presented below.

#### **(1) Issues Related to the NIS Contents**

##### ***Unclear definition of the staff-level actions in each institution***

The NIS presents policy-level actions of each institution, but not specific actions. Thus actions to be undertaken by individual staff members are still unclear. The Ethics Committees also seem not to have clear idea what they need to achieve.

##### ***No programme and roadmap for the implementation of the NIS***

The NIS is a comprehensive strategy, consisting of 115 activities implemented by 16 institutions. It clarifies activities undertaken by each institution. However, because of its comprehensiveness, the NIS does not give a clear picture on how national integrity is going to be realized. It does not show correlation among the activities. It would be more effective to take a programme approach to have some activities of one institution implemented with those of others. The NIIU also needs to identify priorities of respective actions, their sequence, and timeframes.

## **(2) Issues Related to the NIS Implementation**

### ***Incomplete implementation structure***

The establishment of the Ethics Committee and the appointment of the Integrity Focal Point were completed at all public administrative organisations, however it is still a challenge to activate these mechanisms. The TOR of the Ethics Committee has been defined, but the committee's detailed activities are still unclear. Some public administrative organisations have not yet held the first meeting of the Ethics Committee.

At the higher level, the NIAC and the Executive Committee, the NIIU, and the Focal Point Workshop are supposed to constitute an implementation cycle. However, this cycle is also still incomplete. The Executive Committee and the Focal Point Workshop have been just launched, but the linkage among them is not fully established for implementing the NIS.

### ***Incomplete structure and not secured budget of the National Integrity Implementation Unit***

The structure and TOR of the NIIU were approved by the Executive Committee on 3 September 2013. However, detailed roles and responsibilities of the individual officials have not yet defined. A post of Joint Secretary is supposed to be created to take care of NIS implementation, but it is unclear when the post is actually approved and filled.

With respect to budget, no budget is earmarked for the NIIU, although necessary budget should be secured for the activities by the NIIU.

### ***Necessity to increase authority of the Ethics Committee and the Integrity Focal Point***

The Ethics Committee is supposed to be proactive and have enough authority to enforce the decision. Thus, the Ethics Committees need to be chaired by senior officials, who have enough authority to exercise initiatives to implement the NIS in his/her institutions. In some public administrative organisations, however, the Ethics Committees are not chaired by the Secretary or the head of institution. Similarly the Integrity Focal Points need to be officials who have enough access to Secretaries or those who have authorities to make decisions. Most of the Focal Points are the Deputy Secretaries or equivalent officials, some of whom may not have enough access to the Secretaries or head of the organisations. This might have been caused because the Secretary does not recognise the importance of the NIS and roles of the Integrity Focal Point.

### ***Lack of the strategy for NIS promotion at the local level***

It is very important to enhance the integrity of the District and Upazila level officers. However, given the current resources of the NIIU, it is unrealistic for them to conduct promotion activities in all Districts and Upazilas. In this regard, the Deputy Commissioners (DCs) at the District level and Upazila Nilbahi Officers (UNOs) at the Upazila level are expected to play the leading role in promoting the NIS.

Nevertheless, the DCs and UNOs are unaware of the NIS itself, and have no idea about their expected roles in promoting the NIS. Thus a strategy for the NIS promotion at the local level is necessary to define the roles and responsibilities of stakeholders such as the NIIU, DCs and UNOs, implementation mechanism, and actions to be taken by the stakeholders.

### ***Insufficient linkage with relevant initiatives***

The effective implementation of the Grievance Redress System (GRS), and the ensuring of the Right To Information (RTI) are crucial to realise the integrity since they enhance the accountability and transparency in government activities, and thus are closely related to the NIS. The linkage between the GRS and RTI with the NIS are, however, insufficient so far.

### ***Necessity of the development partners' support to the NIS***

As the NIS can be regarded as the government program towards good governance, a large amount of resources are required for achieving its goals. It is necessary to involve DPs in the NIS implementation process for resource mobilization purpose. In fact, many existing initiatives of DPs are part of the NIS, and many DPs are willing to provide new assistance to the NIS activities. To realize resource mobilization, active communication between the Cabinet Division and DPs should be promoted.

## **4. Recommendation**

### **(1) Recommendations Related to the NIS Contents**

#### ***Encouragement of integrity-enhancing activities among government officials***

To encourage the staff members of public administrative organisations to lead the NIS implementation process, the Mission recommends that concrete actions of individual officials to enhance integrity in their sections be clarified. Such clarification will guide all officials in enhancing integrity. Thus, it may be more effective to let them consider concrete actions by themselves rather than to provide a detailed guidance from the authorities such as the NIIU. This is because officials know their responsibilities and tasks in detail, and have a better idea on how to improve them. This may also motivate them to enhance integrity in their organisation by promoting their initiatives. To enable the government officials to consider actions to be taken, some guidance and training may be necessary.

To this end, a bottom-up approach that has been employed by JICA Technical Cooperation Project for ‘Improving Public Services through Total Quality Management’ may be worth referring to, as such bottom-up approach is found effective to improve organisational effectiveness, increase officials’ efficiency, and improve public service delivery. The TQM approach can be applied to several areas stated in the NIS such as ‘Consciousness on and use of RTI Act’, ‘Prevention of food adulteration’, ‘Ensuring transparency and accountability of local representatives’, ‘Increase use and education on ethics among students, teachers and officials’, and ‘Introduction of Complaint Management’.

Significance of the TQM approach is that such bottom-up approach is implemented with a policy deployment from the ministry level organisation. Ministry is going to set the target of the NIS activity at the organisation. Then, the Ethics Committee identify necessary activities to achieve the target and deploys the responsibility to each unit and official, what each unit and official should do. If such approach is found effective, the NIIU will be able to formulate a policy deployment system based on lessons learned from the TQM exercise.

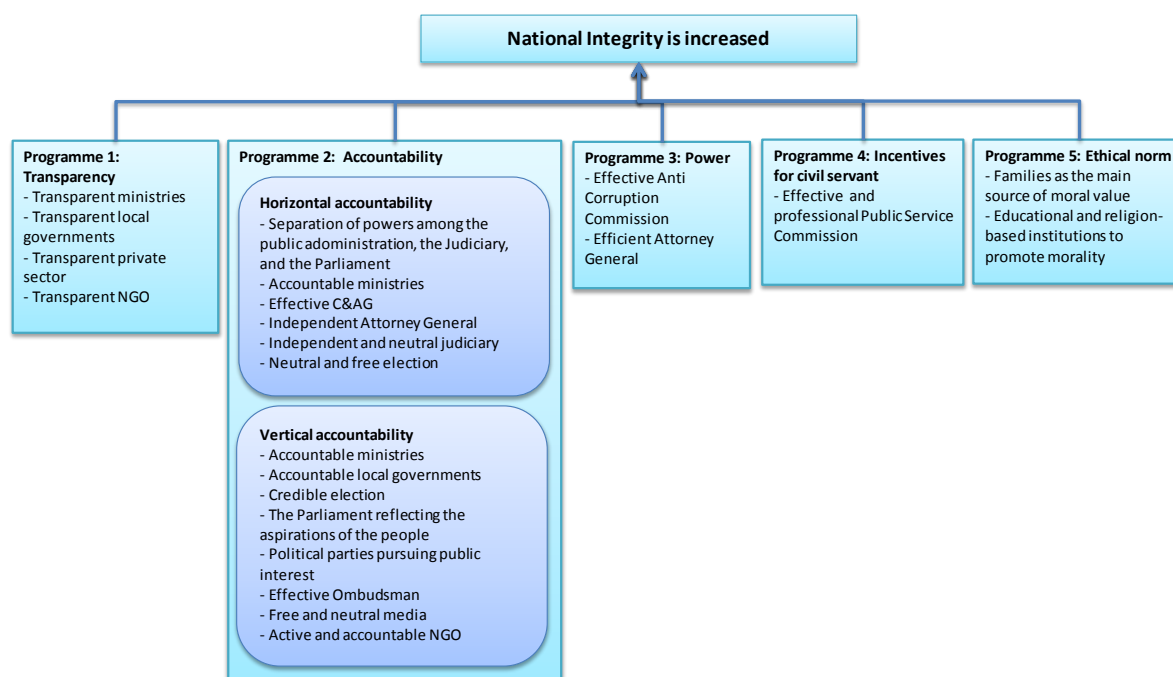
It should be noted that the TQM approach does not have to be applied in the way it is applied in the JICA TQM project. The NIIU should consider how the approach should be applied to the NIS context and modify the approach if necessary.

#### ***Promote the NIS programme***

The Mission recommends that the NIS programme be developed for the following purposes: 1) give a clear picture on how national integrity is going to be realized; 2) clarify how each action contributes to national integrity; 3) show how each action is related to the others; and 4) have the stakeholders understand the NIS. The last point is important to promote the NIS to the people in Bangladesh as well as the DPs, who could be resource providers to realise the NIS.

The Mission proposes the NIS programme as shown in Figure 2. The NIS consists of 5 programmes, namely transparency, accountability, power, incentives for civil servants, and ethical norm. The 115 NIS actions can be re-arranged under these 5 programmes.





Source: JICA Mission

**Figure 2 The NIS programme**

### ***Revision of the NIS***

Some minor changes may be needed on the NIS. For instance, the Information Commission could be included as the NIS state institution. Institutions that are responsible for actions of the NIS are sometimes misplaced. The NIIU can check the NIS content based on the results of monitoring.

## **(2) Recommendations Related to the NIS Implementation**

### ***Establishment of multi-layered implementation cycles***

Two tiers of implementation cycles are to be established; a cycle among the Executive Committee, the NIIU, and the Focal Point Workshops, and a cycle among individual officials, the Integrity Focal Point, and the Ethics Committee. The former cycle will contribute to the effective implementation of and monitoring on the NIS-related actions. The latter will promote actions to increase integrity within individual institutions.

### ***Promotion of the NIS at the Local Level***

There are 4 steps to ensure steady and effective promotion of the NIS to the local levels. At first, the dissemination of the NIS at the District level will be prioritized as most Deputy Commissioners are not aware of the NIS at present. Then, the dissemination of the NIS at the Upazila level and the implementation of the NIS at the District level follow.

The NIIU should elaborate a strategy for the NIS dissemination at the District level. The strategy needs to define the roles and responsibilities of stakeholders, implementation arrangement, and necessary actions to be undertaken by each stakeholder.

### ***Formulation of operational procedures of the Ethics Committee***

The Ethics Committee can formulate, as a supplement to the TOR, operational procedures, which define detailed operations of the Ethics Committee, i.e. a frequency of the Ethics Committee meeting, expected subjects of the meeting, monitoring method of implementation status of each action, and make

clear what the committee is going to do. The NIIU may need to sensitise the senior officials of the Executive Committee and provide a technical assistance to some Focal Points that do not have a clear idea of operational procedures of the committee.

#### ***Enhancement of capacity of the National Integrity Implementation Unit***

The capacity of the NIIU needs to be strengthened mainly from 2 aspects: strengthening the organisational structure, and securing financial resources. In terms of organisational structure, officials assigned to the NIIU must be mobilised for the NIIU work. The roles and responsibilities of the individual officials should be clearly defined so that all of them can effectively work for NIS implementation. With respect to budget, it is crucial for the NIIU to secure necessary budget in order to perform its responsibilities.

#### ***Provision of support to the Integrity Focal Point***

What the Integrity Focal Point needs, in order to implement his/her task, is leadership and guidance from the Secretary and the head of organisation. The NIIU will be able to organise a seminar for the Secretary or heads of organisations to sensitise them. In fact, the NIIU organised a meeting with the Additional Secretaries of the public administrative organisations on 26 September 2013 to request for their leadership towards the implementation of the NIS. Besides that, the NIIU needs to consider what kind of support is required for the Integrity Focal Point.

#### ***Enhancement of linkage among the NIS and other related systems***

Enforcement of the GRS and enactment of Right To Information Act are included in the NIS. It is, therefore, necessary to ensure close collaboration among these systems. Regarding the GRS, revitalisation of the GRS is to be achieved, as one of the NIS actions. The GRS Focal Point could be appointed as a member of the Ethics Committee. In terms of the RTI, NIIU needs to work together with the Information Commission to accelerate the enforcement of the RTI Act. At the public administrative organisation level, the Ethics Committee can invite the RTI Designated Officer to the meeting and confirm the progress of the RTI.

### **(3) Other Recommendations**

#### ***Analysis on the governance environment in Bangladesh***

In order to effectively implement the NIS and to achieve better governance, it is crucial to conduct an in-depth analysis on the governance environment in Bangladesh. For instance, the negative impact of excessive political intervention is pointed out in Bangladesh, while healthy check and balance among the public administration, legislation, and judiciary is necessary. To promote good governance, proper understanding of such intervention is essential. It is also said that, while good laws and regulations are enacted in Bangladesh, they are not well enforced. It is thus necessary to understand what has caused weak enforcement of laws and regulation. Otherwise, good governance will not be promoted effectively and efficiently.

#### ***Establishing governance knowledge centre***

A Governance Knowledge Centre, which will collect and collate data and information on good governance including good practices of the NIS, can be established at the NIIU. The Centre is to disseminate the NIS concept and related activities to citizens and boost the morale of officials of public administrative organisations. Major outputs of the Centre will be a website, a database, and research papers.

#### ***Provision of incentives towards the NIS implementation***

The Cabinet Division and Ministry of Public Administration consider introducing new personnel evaluation criteria, which measure one's contribution to the achievement of NIS. Besides such incentive on personnel evaluation, the NIIU can consider the NIS award system, which gives an award to individuals or organisations that conduct remarkable good practices towards the national integrity.

***Ensuring regular communication with development partners***

As many initiatives of DPs contribute to the realisation of the NIS, the NIIU is able to identify the potential areas of DPs' assistance, and work with them to implement the NIS. To promote collaboration with DPs, it would be effective for the NIIU to communicate with DPs on a regular basis. The existing platform such as the LCG Governance Working Group can be utilised for this purpose, but the NIIU needs to be more proactive in disclosing its implementation plans, progress of each action, and challenges.

**5. JICA Support to the NIS**

By considering the recommendations above, the JICA Mission proposes a JICA technical cooperation project to promote national integrity and good governance. The project is designed to contribute to transparency and accountability among the NIS programs (Figure 2).

The JICA technical cooperation aims to achieve the Project Purpose, i.e., 'By promoting NIS, an effective implementation framework of NIS is established', in 2 years after the commencement of the project. By achieving this purpose, the Overall Goal of 'Accountability among Ministries, Divisions, and Organisations is increased' is expected to be realised in 3 to 5 years after the project completion. The framework of the project is presented below.

|                 |      | Narrative Summary  | Indicator   |
|-----------------|------|--|---|
| Overall Goal    |      | Accountability among Ministries, Divisions, and Organisations is increased.  | <ul style="list-style-type: none"> <li>✓ % of NIS actions that have made progress, which is related to accountability among Ministries, Divisions, and Organisations</li> <li>✓ Trust in Ministries, Divisions, and Organisations among citizens increases<sup>1</sup>.</li> </ul>  |
| Project Purpose |      | By promoting NIS, an effective implementation framework of NIS is established.   | <ul style="list-style-type: none"> <li>✓ % of NIS actions that are implemented, monitored and reviewed</li> <li>✓ % of civil servants and citizens who are aware of the NIS<sup>2</sup></li> </ul>  |
| Output          | 1    | Plan for NIS implementation, including the NIS work plans of Ministries, Divisions, and Organisations, is formulated and reviewed based on the monitoring results. | <ul style="list-style-type: none"> <li>✓ 90% of Ministries, Divisions, and Organisations formulate their work plans</li> <li>✓ Number of the work plans reviewed based on the results of monitoring activities</li> </ul>   |
|                 | 2    | NIS-related activities are properly monitored by the Ethics Committee, the NIIU, and the Executive Council.  | <ul style="list-style-type: none"> <li>✓ Number of Ministries, Divisions, and Organisations where the Ethics Committee Meeting is held regularly</li> <li>✓ 90% of the Integrity Focal Points participate in each focal point workshop organised by the NIIU.</li> <li>✓ The NIIU reports the progress of the NIS to the Executive Council twice a year.</li> </ul> |
|                 | 3    | Public relation system of the NIS is introduced.   | <ul style="list-style-type: none"> <li>✓ Number of NIS-related good practices collected</li> <li>✓ Number of events to raise public awareness</li> </ul>  |
|                 | 4    | Necessary measures for better governance are identified.   | <ul style="list-style-type: none"> <li>✓ Proposal on policy for better governance in Bangladesh.</li> <li>✓ Proposal on policy deployment system, which is formulated based on lessons learned from the TQM and KAIZEN exercises.</li> </ul>  |
| Activity        | 1-1. | Ministries, Divisions, and Organisations formulate work plans for NIS.   |   |
|                 | 1-2. | Ministries, Divisions, and Organisations revise their work plans based on the monitoring results.  |   |
|                 | 1-3. | The NIIU and the JICA project team develop the NIS implementation roadmap.   |   |
|                 | 1-4. | The NIIU revises the NIS roadmap based on the monitoring results.  |   |
|                 | 1-5. | The NIIU and the JICA project team apply the TQM and KAIZEN approach to some NIS actions on a trial basis.   |   |
|                 | 1-6. | The NIIU proposes the revision of the training module for civil servants.  |   |

<sup>1</sup> The data is going to be gathered when the project starts.

<sup>2</sup> The data is going to be gathered when the project starts.

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|      |   |
|------|---|
| 1-7. | The NIIU and the JICA project team organise training for the NIIU staff members and the Integrity Focal Points.   |
| 2-1. | The NIIU instructs Ministries, Divisions, and Organisations to hold the Ethics Committee Meeting periodically.  |
| 2-2. | The NIIU holds the Integrity Focal Point Workshop and monitors the progress of the NIS-related activities.  |
| 2-3. | The NIIU reports the progress of NIS-related activities to the Executive Council.   |
| 3-1. | The NIIU and the JICA project team develop and promote the NIS public relations strategy, i.e., identifying target groups, and developing an outreach method to the target group. |
| 3-2. | The NIIU and the JICA project team establish the Governance Knowledge Centre, gather NIS and governance -related good practices and disseminate them to the public.               |
| 3-3. | The NIIU gives an award to good practices.  |
| 3-4. | The NIIU sensitises the stakeholders, such as local government institutions, NGOs, the private sector, and the media towards realisation of the NIS.                              |
| 4-1. | The NIIU and the JICA project team identify research themes towards better governance.  |
| 4-2. | The researchers conduct the research.   |
| 4-3. | The researchers propose actions to be taken towards better governance.  |
| 4-4. | The NIIU develops a policy deployment system based on the TQM and KAIZEN experiences.   |

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# 1 Background and Outline of the Mission

## 1.1 Background of the Mission

To improve the effectiveness of its long-term development plan, ‘Vision 2021’, and its mid-term development plan, the ‘Sixth Five-Year Plan (2011-2015)’, the People’s Republic of Bangladesh considers it essential to achieve good governance, and particularly essential to eradicate corruption and achieve greater integrity. To prevent corruption, the Bangladesh government made the country a signatory nation to the United Nations Convention against Corruption in 2007, and has been taking preventive measures since then. However, Bangladesh ranks 144<sup>th</sup> among 176 countries and territories throughout the world in terms of the Corruption Perceptions Index, developed by ‘Transparency International’. Corruption is also a risk factor for development partners since it impedes the efficiency of public works.

In October 2012, the Cabinet approved the National Integrity Strategy (NIS), and its vision is ‘A happy, prosperous and socially just Bangladesh – the *Golden Bengal*’. In the NIS, some state and non-state institutions are identified as implementing agencies to realize the NIS concept. During the NIS formulation process, each institution analysed issues concerning the construction of good governance and drew up short-term, medium-term, and long-term action plans. Each institution is required to establish an ‘Ethics Committee’, prepare and carry out a detailed implementation plan, and monitor the state of the implementation. These institutions are also required to nominate an official to be the ‘NIS Focal Point’ for their organisations, who will be the contact person for NIS-related matters.

The Government of Bangladesh (GOB) is supposed to establish a National Integrity Implementation Unit (NIIU) within the Cabinet Division to operate as the secretariat of the NIS and guide, supervise, and monitor each institution’s implementation of its plans. A ‘National Integrity Advisory Council’, under the leadership of the Prime Minister, reviews the integrity of performance and progress, monitors the institutions, and issues directives. An ‘Executive Committee of the Council’, chaired by the Minister of Finance, supports the Advisory Council in its activities.

Japan International Cooperation Agency (JICA) has been supporting the Bangladesh government’s initiative for good governance. JICA considers the realization of NIS to be crucial to achieving good governance in the country and is therefore keen to provide necessary assistance to the Bangladesh government.

Based on this situation, the ‘Mission on Good Governance Strategy’ was dispatched in May 2013 to compile information and data on each relevant institution’s policy and strategy, institutional arrangement, and activities geared towards the establishment of national integrity, and analyse the current situation and issues to propose an improvement plan. The Mission is also directed to compile information on JICA’s assistance in the field of governance and confirm its contribution to the implementation of NIS. By following the results of the analyses, the Mission is expected to propose an outline for JICA’s support of the realisation of the NIS.

## 1.2 Outline of the Mission

### 1.2.1 Objectives

The major objectives of the Mission are listed below:

- To compile information and data on each relevant institution’s policy/strategy, institutional arrangement, and activities geared towards the establishment of national integrity and good governance;

- To compile information on assistance from development partners, including JICA, for the implementation of the NIS;
- To analyse the current situation and issues and propose an improvement plan; and
- To propose an outline of JICA's support for the implementation of the NIS.

### **1.2.2 Terms of Reference**

The terms of reference for the Mission are listed below:

- Collect and analyse existing materials on Bangladesh's NIS, as well as other nations' strategies that are similar to the NIS and the consideration of study policies;
- Support for the NIIU to hold information-sharing workshops and seminars about the NIS among relevant agencies;
- Conduct a study about the NIS implementation system and analysis of issues concerning the system;
- Conduct a study about the state of each relevant institution's implementation of the NIS and analysis of issues concerning the state of implementation;
- Conduct a study on each development partner's contribution to the implementation of the NIS and analysis of the issues concerning support for the implementation;
- Consider an overall improvement plan for the implementation of the NIS;
- Conduct a study on the current status of JICA's assistance in the field of good governance;
- Propose JICA's assistance plan for the implementation of the NIS;
- Develop the inception report, the draft final report, and the final report; and
- Provide logistic services to the Cabinet Secretary's visit to Japan.

### **1.2.3 Timeframe**

The Mission began in May 2013 and ended in October 2013. The contract was revised in October and the contract period was extended to January 2014 to follow-up the NIS related activities in December and provide logistics services to the Cabinet Secretary's visit to Japan.

### **1.2.4 Target Area**

Although the target area of the Mission is the whole of Bangladesh, the activities will be carried out mainly in Dhaka.

### **1.2.5 Counterpart Organization**

The Mission carries out its activities together with the Administrative Reforms and Implementation Wing of the Cabinet Division.

## **2 Institutional Framework for the Implementation of the NIS**

### **2.1 Policy Framework**

#### **2.1.1 National Integrity Strategy**

##### **(1) Overview of the NIS**

##### **(a) Development Process of the NIS<sup>3</sup>**

The National Integrity Strategy (NIS) was first drafted and submitted to the Cabinet Division in 2009 by the Institute of Governance Studies of the BRAC University, which was selected through open competition in 2007 to draft the NIS. The drafting work had been supported by the Asian Development Bank (ADB) as part of a technical assistance program, 'Supporting Good Governance Initiatives'. The approval of the NIS and the review of its implementation were identified as critical policy actions of the 'Good Governance Program', financed by ADB.

In the drafting process, a total of 61 consultation meetings had been held in 2008 at both the national and local level. The national level consultation included the media, academia and researchers, politicians, lawyers, and government officials. State institutions such as the Public Service Commission, Election Commission, Supreme Court, Anti-Corruption Commission, Parliament Secretary, and Comptroller and Auditor General were also consulted. The local level consultation meetings had been organised in selected Divisions, Districts, Upazilas and Unions.

The draft of the NIS was approved by the Steering Committee of the Good Governance Program in 2010, and was then posted on the website of the Cabinet Division to collect public opinions. The draft had been modified incorporating several suggestions and recommendations from certain stakeholders, including the Secretaries' Committee.

The NIS was first presented to the Cabinet in June 2011, but the Cabinet advised further consultations with key stakeholders, parliamentarians in particular. The consultation meeting was organised in January 2012 with the participation of a wide range of stakeholders, including members of the Parliament, senior government officials, and representatives from the media, advocacy groups, businesses, civil societies, and other professionals. After the consultation meeting, the final draft was published on the website of the Cabinet Division. At the same time, the draft was revised based on opinions from key stakeholders and written comments from various ministries and divisions.

In May 2012, the Cabinet established the Committee which was to be headed by the Minister of Finance. The draft was again revised per the recommendations from the Committee. Then the NIS was finally approved by the Cabinet on 18 October 2012.

##### **(b) Outline of the NIS**

The NIS document consists of 4 chapters: 1) Background; 2) State Institutions and Organisations; 3) Non-State Institutions and Organisations; and 4) Implementation Mechanisms and Conclusion. The first chapter is the introductory portion, including the concept of integrity, legal background of and rationale for the NIS, the national system for promoting the integrity, and the vision and mission. Chapter 2 and 3 are considered core chapters of the NIS as they present recommendations for the key

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<sup>3</sup> This section is basically based on the interviews with officers of the Cabinet Division and documents provided by the Cabinet Division.



institutions and their action plans. Chapter 4 describes the implementation, review, and monitoring mechanisms of the NIS, including the National Integrity Advisory Council (NIAC) and Ethics Committees and Focal Points.

The key concepts of the NIS are described below.

### ***The concept of integrity***

The NIS states that ‘integrity generally means behavioural excellence influenced by ethics, morality and honesty. It also implies adherence to time-tested norms, values, customs and principles of a society. At the individual level, it means being duty-bound and honest’. The same concept can be applied to the organisations since they consist of individual people aiming to achieve their overall goals.

### ***Vision and Mission***

The vision and mission of the NIS is presented as follows:

**Vision:** A happy, prosperous, and socially just Bangladesh—the ‘Golden Bengal’

**Mission:** Establishment of good and effective governance in state institutions and society

### **(c) Organisations Included in the NIS**

The NIS covers a wide range of institutions and organisations, since its ultimate goal is the promotion of integrity among individuals as well as society. It covers not only public institutions but also civil society, commercial and industrial businesses in the private sector, educational institutions, the media, political parties, and even families. The challenges, goals and recommendations, and action plans of respective institutions and organisations are identified. Table 2-1 shows the institutions and organisations and their goals as identified in the NIS.

**Table 2-1 Organisations Included in the NIS and their Goals**

| <b>Organisation</b>                          | <b>Goals stated in the NIS</b>  |
|--|---|
| <b>1. State institutions</b>                 |   |
| 1) Executive Organ and Public Administration | • Establishment of a transparent executive organ responsive to the demands and needs of people.   |
| 2) The Parliament                            | • Consolidation of the parliamentary democratic system by reflecting the aspirations of the people through enactment of laws and oversight functions.   |
| 3) The Judiciary                             | • Establishment of the Judiciary as a neutral, independent, and effective organ of the State.   |
| 4) The Election Commission                   | • Uphold the Election Commission as an effective and credible institution for conducting free, fair, neutral and credible elections.  |
| 5) The Attorney-General                      | • Development of the office of the Attorney-General as an independent and efficient institution for upholding the Constitution, the judicial system and public interest.  |
| 6) Public Service Commission                 | • Development of Public Service Commission as an effective, modern and professional organisation capable of selecting suitable persons for appointment to the services of the Republic and advising the President on any matter connected with its functions. |
| 7) The Comptroller and Auditor General       | • Establishment of the Office of the Comptroller and Auditor General as an effective institution ensuring financial accountability of all government organisations.   |
| 8) The Ombudsman                             | • Establishment of an effective office of Ombudsman.  |
| 9) Anti-Corruption Commission                | • Emergence of the Anti-Corruption Commission as an effective organisation for prevention of corruption.  |
| 10) Local Government                         | • Establishment of transparent, accountable, self-reliant and responsive Local Governments.   |



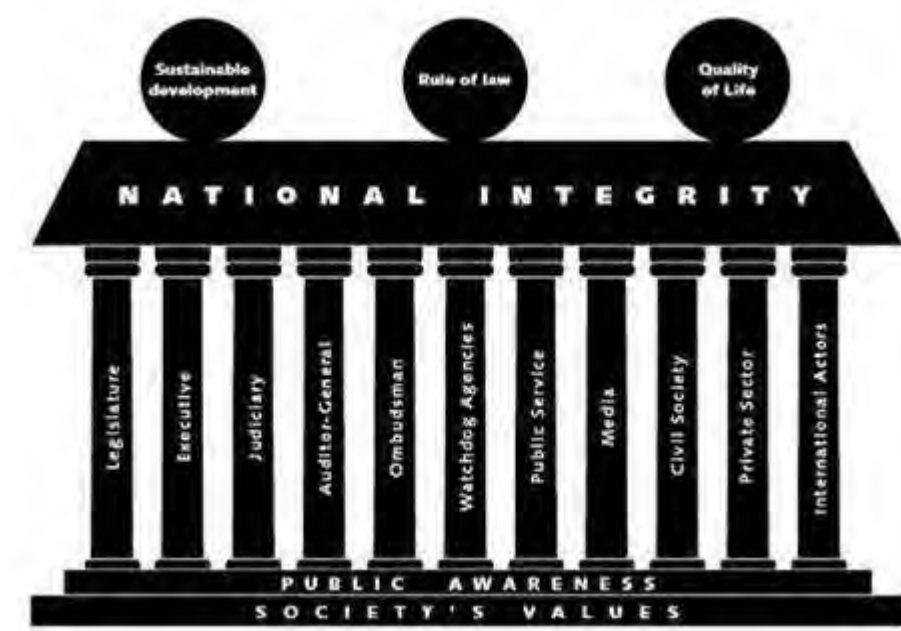
| Organisation   | Goals stated in the NIS  |
|--|--|
| <b>2. Non-State Institutions and Organisations</b>               |  |
| 1) Political Parties   | • Establishment of political parties as democratic organisations by pursuing public interest and reflecting public aspirations.                |
| 2) Industrial and Commercial Organisations in the Private Sector | • Establishment of the private industrial and commercial enterprises as a transparent sector committed to people's socio-economic development. |
| 3) NGOs and Civil Society  | • Establishment of an active and accountable civil society committed to the development of people.   |
| 4) Family  | • Re-establishment of families as the main source of moral values.   |
| 5) Educational Institutions                                      | • Establishment of educational and religion-based institutions as a sustainable way for promotion of morality.                                 |
| 6) The Media   | • Establishment of a free, accountable and neutral media as a voice of the citizens.   |

Source: GOB (2012)

## (2) Analysis of NIS

### (a) Significance of the NIS

The NIS is a comprehensive strategy, consisting of 115 activities implemented by 16 institutions, intended to promote national integrity. The concept is similar to that of the 'National Integrity System Temple' developed by Transparency International (See Figure 2-1). The difference between the NIS in Bangladesh and the prototype developed by Transparency International is that families are regarded as an important instrument for achieving national integrity. In the NIS, the re-establishment of families is highlighted as the main source of moral value. Individual people are expected to be duty-bound and honest by re-establishing families.



Source: Pope (2000)

**Figure 2-1 National Integrity System Temple**

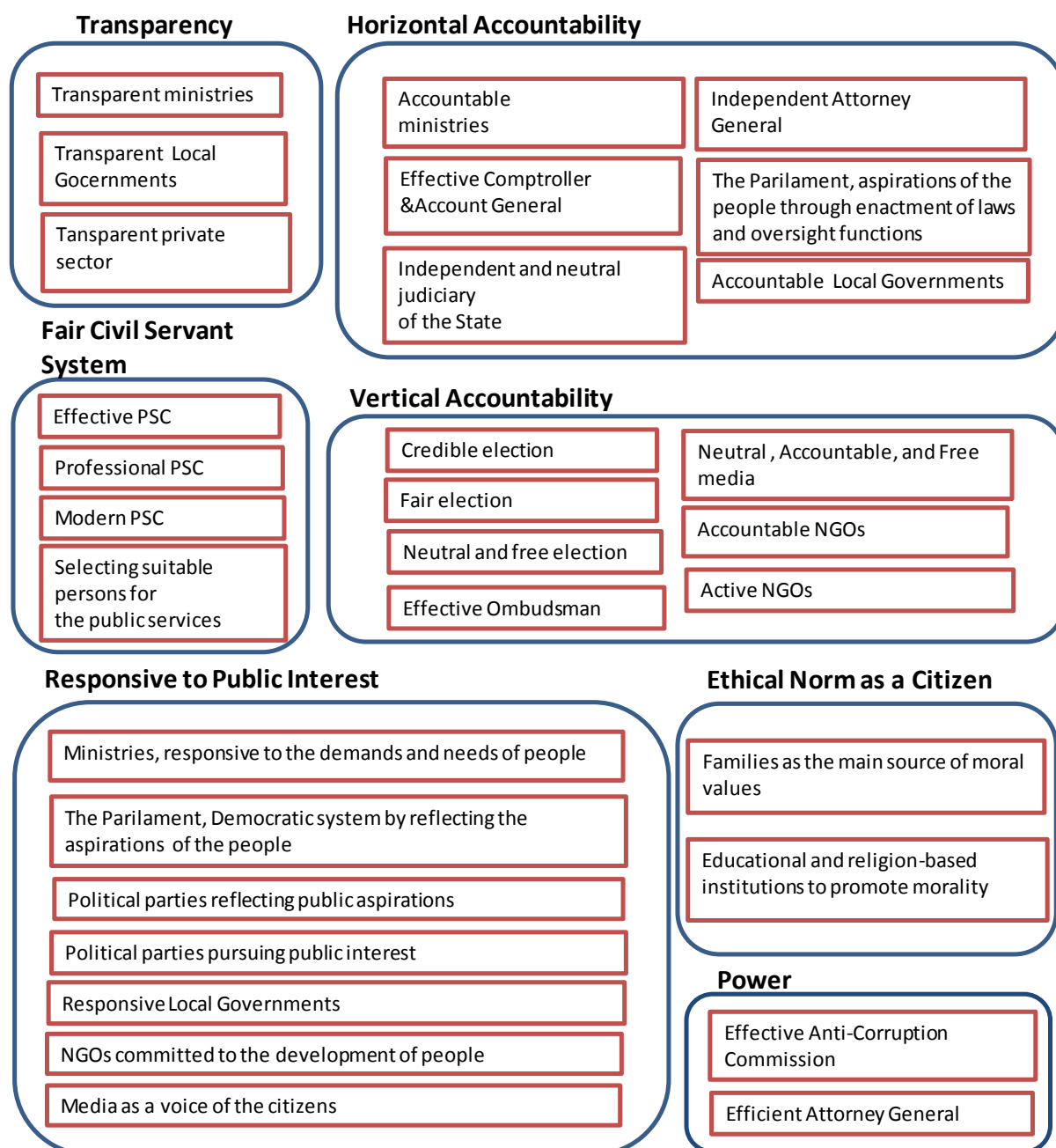
National integrity in Bangladesh means not only anti-corruption, but also self-purification and integrity in all activities of the state.<sup>4</sup> The Mission understands that the NIS aims to sensitise people and mobilize society towards national integrity, which is going to be achieved only when all the people in Bangladesh take necessary action. It has been assumed difficult to achieve political integrity in Bangladesh. However, even such integrity can be improved, if citizens raise their voices through political activities as well as elections and apply pressure on politicians. The Mission considers the NIS as a bunch of policies but also a de facto social movement, with the slogan of ***'Integrity for all, by all'***.

### **(b) Contents of the NIS**

The strategy is to show goals that each institution should pursue; for example, the executive organ and public administration is supposed to achieve its goal 'Establishment of a transparent executive organ responsive to the demands and needs of people' (See Table 2-1). These goals can be grouped into several themes, such as 'Transparency', 'Accountability', 'Responsive to Public Interest', 'Ethical Norm as a Citizen', 'Power', and 'Fair Civil Servant System' (See Table 2-2).

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<sup>4</sup> Cabinet Secretary's statement at the Views Exchange Meeting, The Role of Mass Media in the Implementation of NIS, September 5, 2013.



Source: JICA Mission

Note: PSC = Public Service Commission

**Figure 2-2 Categorisation of the NIS Goals**

These themes are linked to one another. By analysing the relations among the themes, one can deduced that the NIS is going to be achieved by establishing 'Norms', wielding 'Power', and providing 'Incentives' (Figure 2-3). 'Norms' consist of the groups of the NIS themes, 'Transparency', 'Horizontal Accountability', 'Vertical Accountability', 'Responsive to Public Needs', and 'Ethic Norm as a Citizen'. Group of 'Power' consists of 'Effective Anti-Corruption Commission' and 'Efficient Attorney General'. The other group is provision of incentive. 'Fair Civil Servant System' is fundamental incentive among civil servants. If their activities are duly appreciated, they would be encouraged to take an honest action. In addition, a type of award is necessary as a special incentive to promote integrity. This is not listed as a goal in the NIS, but one of the NIS actions. Section 4.2 of the

NIS also proposes that people are to be honoured for making significant contributions towards prevention of corruption and promotion of integrity while working within Government, business and civil society sectors.

### ***Norms***

A norm means a standard or pattern, especially of social behaviour, that is typical or expected.<sup>5</sup> The NIS aims to establish norms by promoting ‘Transparency’, ‘Accountability (horizontal and vertical)’, ‘Responsive to public needs’, and ‘Ethical norms of citizenship’. The norm of ‘Transparency’ contributes to establish that of ‘Accountability’, they need each other and can be mutually reinforcing, though.<sup>6</sup> ‘Vertical Accountability’ means that citizens play direct roles in holding the powerful accountable.<sup>7</sup> This norm is thus closely related to being ‘Responsive to public needs’. ‘Ethical Norm as a Citizen’ is also a part of ‘Norms’ as a moral code.

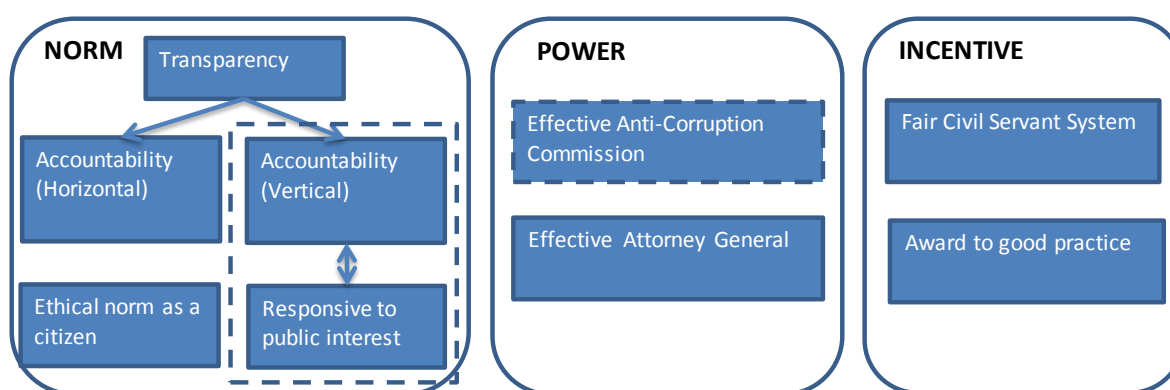
### ***Power***

Power is exercised to investigate and punish corruption and criminal cases. Effective laws provide the basis for the fight against corruption. The powers of enforcement against corruption are also necessary. In the NIS, the Attorney General and the Anti-Corruption Commission are supposed to have such power to enforce laws against corruption.

### ***Incentive***

This refers to incentives such as fair recruitment and promotion for civil servants. Without the fair recruitment and promotion system, civil servants will not be motivated. An award system is also proposed in the NIS, as an incentive to promote the NIS

It is noted that incentives could be viewed as a form of power, as provision of incentive can be coercive: “I will not give something you want if you don’t do this”. However, incentive here means closed to “to motivate”.



Source: JICA Mission

**Figure 2-3 Results of Analysis on NIS**

The NIS presents policy-level actions, but not the specific actions to be taken by the public sector and local institutions. For instance, the NIS lists 12 actions to be taken by executive organ and public administration. They are policy-level actions to be taken by specific public institutions, except ‘Introduction of participatory appraisal system’, ‘Regular submission of income and asset statements

<sup>5</sup> Oxford Dictionary

<sup>6</sup> Website of Transparency International

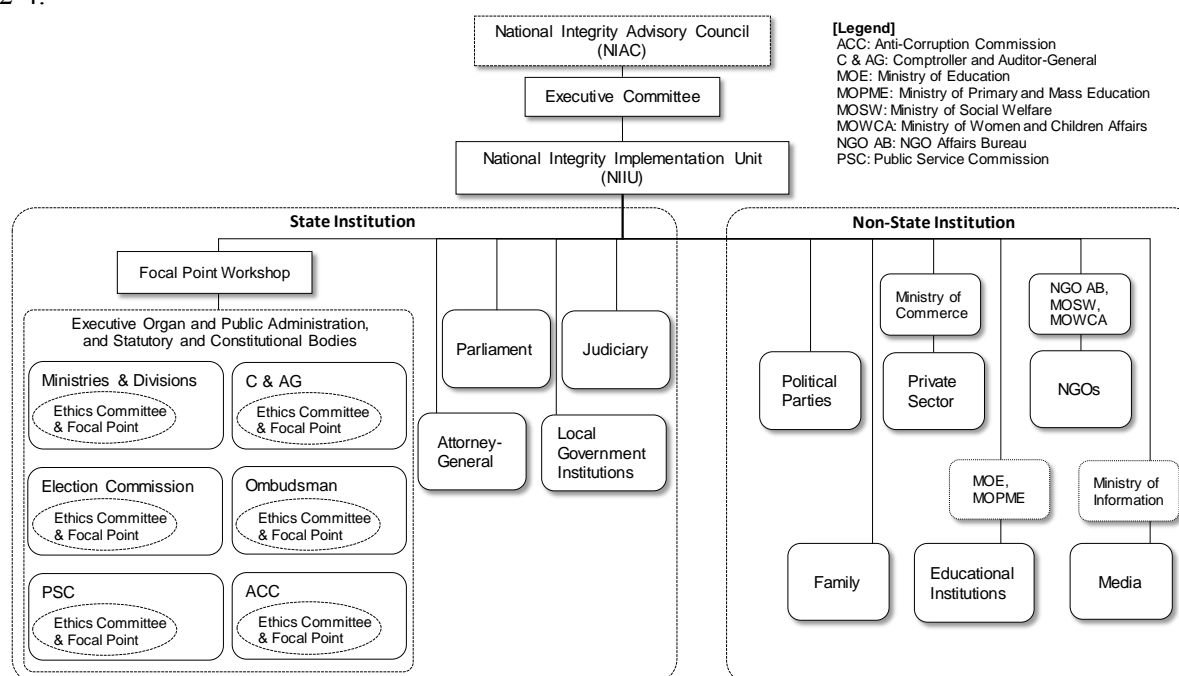
<sup>7</sup> Website of Transparency International

to specified authorities’, and ‘Introduction of Complaint Management’.

The NIS actions are categorised as short-term, mid-term, and long-term ones. A short-term action is to be realized in a year, while mid-term and long-term ones are in 3 years and 5 years, respectively. A short-term action is not a priority one, but one that is relatively easy to take. A few actions are already being implemented. For instance, ‘Enforcement of Right to Information Act’ has been implemented since 2009.

### (3) Implementation Mechanism of the NIS

The implementation structure of the NIS, stipulated in Section 4.1 of the NIS, is presented in Figure 2-4.



Source: JICA Mission

**Figure 2-4 Implementation Structure of the NIS**

The National Integrity Advisory Council (NIAC), the Executive Committee, and the National Integrity Implementation Unit (NIIU) are responsible for the overall coordination and monitoring of the NIS. The NIS identifies 16 stakeholder institutions, which are categorized into state institutions and non-state institutions. State institutions are broadly divided into 2 groups: 1) the executive organ and public administration, and statutory and constitutional bodies; and 2) the other institutions including the Parliament, the Judiciary, the Attorney-General, and local government institutions. For the former group, the Ethics Committee is formed and the Integrity Focal Point is appointed at each institution. With respect to the latter, the NIS neither obliges them to form the Ethics Committee nor appoints the Integrity Focal Point, mainly because they are more independent from the executive organs. Non-state institutions are not required to institutionalise the Ethics Committee and the Integrity Focal Point.

During the Mission, the Focal Point Workshop was organised three times, i.e., in June, September, and December 2013. The workshop is expected to serve as an important implementation mechanism that ensures the linkage among the Executive Committee, the NIIU, and the Ethics Committee.

#### (a) National Integrity Advisory Council

The NIS stated that a NIAC would be constituted for the implementation of the NIS (Section 4.1). The constitutions of the NIAC were gazetted on 5 December 2012, and its first meeting was held on 28 March 2013.

According to the gazette of 5 December 2012, the NIAC provides guidance for the implementation of the NIS and reviews the progress of the NIS. The scope of work of the NIAC is stipulated as follows:

- 1) Implement, coordinate and supervise the implementation of the NIS
- 2) Review the practices of the NIS throughout society, and provide necessary guidance accordingly
- 3) Approve the work plan for the implementation of the NIS at the national level
- 4) Recommend revisions to the NIS if necessary
- 5) Perform the responsibility entrusted by the government
- 6) Hold at least two meetings a year

The members of the NIAC cover a wide range of stakeholders in society. More specifically, the members include the Prime Minister as chairperson, cabinet members, parliament members, representatives of constitutional and statutory bodies, senior government officials, and representatives of NGOs, the media, and the private sector. The list of NIAC members gazetted on 5 December 2012 is enclosed as Annex 1. The total number of members is approximately 50.

#### **(b) Executive Committee**

The constitution of the Executive Committee is stated in Section 4.1 of the NIS. The formation of the committee was gazetted on 5 December 2012, and its first meeting was held on 3 September 2013.

The Executive Committee will assist the NIAC in performing its duties. The scope of work of the committee is stipulated in the gazette of 5 December 2012, as follows:

- 1) Implement, coordinate and supervise the implementation of the NIS
- 2) Review the practices of the NIS throughout society, and provide necessary guidance accordingly
- 3) Approve the work plan for the implementation of the NIS at the national level
- 4) Recommend revisions to the NIS if necessary
- 5) Perform the responsibility entrusted by the government

The Executive Committee is headed by the Minister of Finance. The other members of the Executive Committee include the Minister of Law and Justice, and senior officials from relevant ministries and constitutional bodies. The list of the members is attached as Annex 2.

#### **(c) National Integrity Implementation Unit**

Section 4.2 of the NIS states that the National Integrity Implementation Unit (NIIU) is to be established and serve as a focal point for coordinating stakeholders, facilitating the implementation of the NIS, and monitoring and evaluating the implementation status of the NIS. This unit works under the supervision of the Cabinet Secretary.

Section 4.2 of the NIS identifies the following tasks as the NIIU's functions.

- 1) Monitor the progress of the action plans stipulated in the NIS.
- 2) Collect progress reports from relevant ministries, divisions, organisations, and institutions, and review and collate all reports.
- 3) Report the progress to the NIAC for its review and consideration.

- 4) Communicate all of the NIAC's decisions and guidance to the ministries and divisions.
- 5) Engage competent organisations to conduct monitoring and review of integrity issues.
- 6) Collect NIS-related information.
- 7) Develop systems and processes for the implementation of the NIS.
- 8) Help relevant organisations and institutions develop their capacity.

Based on the above functions, the terms of reference (TOR) of the NIIU was discussed and approved by the first meeting of the Executive Committee. The approved TOR is presented below.

- 1) Inter-ministerial coordination and monitoring regarding the implementation of the NIS
- 2) Capacity development activities for the implementation of the NIS
- 3) Implementation of the GRS, and monitoring of public service delivery
- 4) Research on the NIS implementation at different ministries and divisions, quality of public service delivery and administrative reforms, and assist researchers in these areas.
- 5) Presentation of proposals, recommendations and advice on the NIS at the meetings of the NIAC and the Executive Committee
- 6) Performing the responsibilities given by the NIAC and the Executive Committee

The structure of the NIIU was also approved at the first meeting of the Executive Committee. According to the decisions of the Executive Committee, the unit will be comprised of the sections under the Administrative Reforms and Implementation Wing and the Central Receive and Complaint Section under the Administration and Rules Wing. A post of Joint Secretary and a few more posts are expected to be newly assigned to the unit. After the approval of the Executive Committee, the structure and TOR of the NIIU are to be gazetted, and the gazetting process is now underway.

The current organisational and budgetary arrangement of the NIIU is described in Section 2.2.1 (2) and (3).

#### **(d) Ethics Committee and Focal Point**

All concerned ministries, divisions, and constitutional and statutory bodies are required to establish an Ethics Committee. The Cabinet Division issued a letter on 4 April 2013, requesting that all ministries, divisions, and public institutions establish an Ethics Committee.

The Committee is in principle headed by the Secretary, or top official in each institution, and should be composed of senior officials. However, the composition of the Committee can vary from institution to institution, and individual institutions will make this decision on the basis of their own unique characteristics.

The letter issued by the Cabinet Division suggests the scope of work for the Ethics Committee by pointing to the TOR of the Ethics Committee of the Cabinet Division. However, it should be noted that the TOR must be adjusted according to the characteristics of respective institutions. The suggested TOR in the letter is described as follows:

- Identify success cases and problems in establishing integrity in the institution and its subordinate offices;
- Formulate a time-bound action plan to resolve the identified problems;
- Select personnel to be responsible for the implementation of the action plan;
- Implement and monitor the action plan for the establishment of integrity in the institution; and
- Submit progress reports on the implementation of the action plan to the NIIU.

One of the members of the committee is nominated to be the Integrity Focal Point for each institution.



The Integrity Focal Point is expected to work as a member-secretary of the Ethics Committee. This individual also coordinates NIS-related activities within their institutions, and liaisons with the NIIU.

### **(e) Monitoring and Review System**

The NIIU is expected to play a key role in monitoring the implementation status of NIS-related activities on the part of concerned institutions. According to Section 4.2 of the NIS, ministries, divisions, and relevant organisations will submit their progress reports to the NIIU, and the NIIU will collate these and monitor the overall progress. The collated reports are also to be presented to the NIAC for its review and consideration. The NIIU will then follow up on the decisions, directives and advice of the NIAC.

In the context of NGOs and the businesses of the private sector, the NGO Affairs Bureau and the Ministry of Commerce, respectively, are responsible for the monitoring of their activities. According to Section 4.2 of the NIS, these organisations are required to issue necessary guidelines for setting up the ‘integrity focal points’ in the NGOs and business establishments.

## **2.1.2 Other Laws and Policies Related to the NIS**

### **(1) National Development Plan**

Currently, the Outline Perspective Plan of Bangladesh 2010-2021, and the Sixth Five Year Plan FY2011-FY2015, constitute the national development plans of Bangladesh.

#### ***Outline Perspective Plan of Bangladesh 2010-2021***

The Outline Perspective Plan is the long-term plan published in 2010, presenting the Government of Bangladesh (GOB)’s development vision, mission, goals, and objectives to be achieved by 2021. The plan has declared that ‘ensuring effective governance’ is one of the development priorities for the country. The plan identifies key issues to be addressed to achieve good governance among all stakeholders in society. In the context of corruption prevention, the following actions are especially emphasized: 1) establishment of transparency and accountability; 2) formation of a transparent procurement process; 3) promotion of ethics and values; 4) establishment of an effective Ombudsman; and 5) improvement to the system of law and order. The Outline Perspective Plan is, therefore, considered to provide policy rationale for the NIS.

#### ***Sixth Five Year Plan FY2011-FY2015***

The Sixth Five Year Plan FY2011-FY2015 came into operation in July 2010. The main objective of the Sixth Five Year Plan is to reduce and ultimately eradicate poverty so that a ‘Sonar Bangla’ is ensured. It identifies 2 specific paths to achieve this objective: 1) accelerating economic growth and creating productive employment opportunities; and 2) ensuring distributive justice. The plan also provides a comprehensive set of strategies to achieve its objective. The strategies cover 6 areas, one of which is addressing the challenges of good governance.<sup>8</sup> To this end, good governance and corruption prevention are emphasized in the Sixth Five Year Plan FY 2011-FY2015.

### **(2) Major Laws and Policies Stated in the NIS**

The NIS identifies crucial laws and policies that could bring efficiency to public administration,

<sup>8</sup> The Sixth Five Year Plan FY2011-FY2015 covers the following strategic areas: 1) growth and employment; 2) human resource development; 3) poverty, inclusion and social protection; 4) managing regional disparities for shared growth and sustained poverty reduction; 5) environment, climate change and disaster management for sustainable development; and 6) addressing the challenge of good governance, administrative capacity, and monitoring and evaluation.



prevent corruption, and promote integrity. The recent actions undertaken by the GOB related to such laws and regulations are presented in the NIS as follows:

- Enactment of Public Finance and Budget Management Act 2009;
- Enactment of Public Procurement Act 2006;
- Enactment of Prevention of Money Laundering Act 2012;
- Amendment of Securities and Exchange Commission (Public Issue) Rules 2006;
- Enactment of Anti-Terrorism Act 2009;
- Formulation and operationalisation of Education Policy;
- Formulation and operationalisation of Health Policy;
- Approval of Industrial Policy;
- Enactment of Protection of Consumer Rights Act 2009;
- Enactment of Bangladesh Environment Protection (Amendment) Act 2011;
- Enactment and formulation of National Information and Communication Technology (ICT) Act 2009 and ICT Policy 2009;
- Introduction of e-procurement and e-monitoring in government procurement;
- Promulgation of National Child Labour Elimination Policy 2010;
- Enactment of Right to Information Act 2009;
- Enactment of Domestic Violence (Prevention and Protection) Act 2010;
- Enactment of Pornography Control Act 2012;
- Enactment of Whistle Blowers' (Protection) Act 2012;
- Enactment of Human Trafficking (Prevention and Control) Act 2012;
- Enactment of Competition Act 2012;
- Enactment of Law and Order Disruption Offence (Speedy Trial) (Amendment) Act 2010; and
- Fifteenth Amendment of the Constitution (2011).

In addition, the enactment, formulation, or implementation of laws and policies are identified as key actions in the action plans of each institution. Below is a list of such actions.

- Enactment of Civil Service Act
- Proper enforcement of Whistle Blowers' (Protection) Act
- Establishment of separate agency for investigation of criminal cases
- Enforcement of Adulteration Act
- Preparation of Conduct Rules for the members of the Parliament
- Formulation of act/rules/guidelines for appointment of Judges in the Supreme Court
- Formulation of rules/guidelines for making the Supreme Judicial Council operational
- Formulation of clear definition of 'contempt of court'
- Promulgation of act/rules/guidelines for the appointment of Commissioners of the Election Commission and their entitlements
- Promulgation of Attorney Services Act
- Formulation of policy for appointment of Chairperson and members of the Public Service Commission, and making appointments on the basis of the policy
- Undertaking of legislative measures to make the Office of the Comptroller and Auditor-General financially, administratively, and technically more autonomous
- Framing of rules and procedures for the Office of the Ombudsman
- Capacity development of the Anti-Corruption Commission by reforming the legal structure and providing full independence with respect to investigation and prosecution
- Ensuring neutrality and enhancing accountability of the Anti-Corruption Commission
- Clarification of role and jurisdictions of the members of the Parliament and government officials in the local governments (especially Upazila Parishad)

- Introduction of ‘Local Government Service’
- Enforcement of Competition Act
- Enforcement of Consumer Rights Act
- Enforcement of Right to Information Act

The implementation of these law-related actions is challenging. For instance, the draft Civil Service Act has been proposed to the Parliament since 2010, but the draft act has not been approved as of September 2013. Even after the enactment of laws, their enforcement is sometimes problematic. Government officials, academia, and development partners uniformly pointed out that the enforcement of laws and regulations is insufficient in Bangladesh. The NIS also recognises the issue of insufficient enforcement, and stated in Section 2.1.1 (d) that the enactment of new laws and rules and their strict enforcement are critically important to establish good governance.

## 2.2 Key Organisations

The Cabinet Division is authorised to supervise public administrative organisations<sup>9</sup> towards the realisation of the NIS. Some public administrative organisations that supervise state and non-state institutions are also an important actor for the implementation of NIS. The following section discusses the functions and organisational structure of the Cabinet Division, the ministries that oversee NGO affairs, the media, the private sector, and educational institutions, and the division responsible for the local governments.

### 2.2.1 Cabinet Division

#### (1) Overview

##### *Functions of the Cabinet Division*

The Cabinet Division performs a wide and comprehensive range of tasks in the public administration of Bangladesh. It functions as the secretariat of the Cabinet, and is also in charge of the field administration at the levels of Divisions, Districts, and Upazilas. The major functions of the Cabinet Division, assigned to the division by the Rule of Business 1996, in particular those related to the NIS, are summarised below.

- Secretarial work for the Cabinet and its Committees;
- Review of the implementation status of the decisions of the Cabinet and Committees;
- Rules and allocation of businesses among ministries and/or divisions;
- Matters relating to the Anti-Corruption Commission;
- General administration of Divisions, Districts and Upazilas;
- Monitoring of criminal justice;
- Nominations for international and national awards;
- National Implementation Committee for Administrative Reforms/ Reorganisation;
- Liaison with international organisations and matters relating to treaties and agreements with other countries and world bodies relating to subjects allotted to this division; and
- Inter-Ministerial coordination.

The Cabinet Division has unique functions unlike those of the other ministries and divisions. In particular, the division has the mandate of inter-ministerial coordination, which enables it to call a meeting of all ministries and divisions. The division is also unique because it is headed by the Prime

<sup>9</sup> In this report, the public administrative organizations include the Ministries and the Divisions, the Comptroller and Auditor General, the Election Commission, the Ombudsman, the Public Service Commission, and the Anti-Corruption Commission.

Minister.

In the context of the NIS, the Cabinet Division is the core institution within the implementation system of the NIS. The NIIU is established within this division.

### **Organisational structure**

The Prime Minister heads the Cabinet Division, and the Cabinet Secretary is the administrative head of this division. The division is comprised of 5 wings: 1) the Cabinet and Report Wing; 2) Administration and Rules Wing; 3) District and Field Administration Wing; 4) Committee and Economic Wing; and 5) Administration Reforms and Implementation Wing. Under these wings, branches headed by the Joint Secretaries or Deputy Secretaries are attached. Sections headed by Senior Assistant Secretaries are under the branches. The organisational structure of the division is shown in Table 2-2. The current organisational chart of the division is attached as Annex 3.

**Table 2-2 Organisational Structure of the Cabinet Division**

| Wing  | Branch  | Section  |
|---|---|--|
| Additional Secretary/ Joint Secretary (Cabinet and Report)                        | Joint Secretary/ Deputy Secretary (Cabinet)                 | 1. Cabinet Meeting<br>2. Cabinet Decisions Implementation Monitoring (Supernumerary)<br>3. Cabinet Decisions Implementation Coordination (Supernumerary)               |
|   | Deputy Secretary (Report)                                   | 1. Report<br>2. Record (Supernumerary)   |
| Joint Secretary (Administration and Rules)  | Joint Secretary/ Deputy Secretary (Rules and Service)       | 1. Rules (Supernumerary)<br>2. Government Formation and Protocol (Supernumerary)<br>3. Ministers' Services   |
|   | Deputy Secretary (Administration)                           | 1. Establishment<br>2. Common Service<br>3. General<br>4. Confidential and Toshakhana<br>5. Central Receive and Complaint<br>6. Administration and Discipline          |
|   | Deputy Secretary (Planning and Budget)                      | 1. Planning and Budget<br>2. Accounts  |
| Joint Secretary (District and Field Administration)                               | Deputy Secretary (District & Field Administration)          | 1. Field Administration Establishment (Supernumerary)<br>2. Field Administration Coordination<br>3. Field Administration Contact<br>4. Field Administration Discipline |
|   | Joint Secretary/ Deputy Secretary (District Magistracy)     | 1. District Magistracy Policy<br>2. District Magistracy Monitoring (Supernumerary)   |
| Joint Secretary (Committee and Economic)  | Deputy Secretary (Committee and Economics)                  | 1. Committee Affairs<br>2. Procurement and Economics   |
| Additional Secretary /Joint Secretary (Administrative Reform and Implementation ) | Deputy Secretary (Administrative Reform and Implementation) | 1. Administrative Reform (Supernumerary)<br>2. Implementation and Monitoring<br>3. Project Assistance Cell<br>4. NICAR (Supernumerary)                                 |
|   | Deputy Secretary (Administrative Development)               | 1. Administrative Development  |
|   | Deputy Secretary (ICT)                                      | 1. ICT   |
| Additional Secretary  | Deputy Secretary (Law)                                      | 1. Law Cell  |

Source: Website of the Cabinet Division, retrieved on 30 July 2013

## **(2) National Integrity Implementation Unit**

The National Integrity Implementation Unit (NIIU) is established within the Cabinet Division. As described in Section 2.1.1 (3) (c), the NIIU is comprised of the sections under the Administrative Reforms and Implementation Wing and the Central Receive and Complaint Section. A Joint Secretary and a few Deputy Secretaries or Senior Assistant Secretaries are expected to be newly assigned to the

unit, although it is still unclear when they will be assigned.

### **(3) Budget**

The total amount of budget FY 2013-2014 of the Cabinet Division is BDT 320 million. However, no budget is specifically earmarked for the implementation of the NIS. When funds are required for the implementation of the NIS, such as meetings will be usually funded from the revenue budget earmarked for capacity development-related supply and services such as training, seminar and conference. The amount of such budget in FY 2013-2014 is BDT 5.1 million, but its expenditure has been already pre-determined. Thus the amount that can be actually used for the NIS implementation is very limited.

### **2.2.2 Regulatory Ministries and Divisions**

To realise the national integrity, NGOs, the media, industrial and commercial organizations in the private sector, and educational institutions are expected to play an equally important role as much as public administrative organisations. Such non-state organisations have frequent and direct interaction with the people, so their level of integrity affects the people directly. Local government bodies also need to increase their integrity, as they are responsible for delivering public services to the people.

The public administrative organizations, which supervise NGOs, the media, the private sector, educational institutions, and local governments, are supposed to disseminate the NIS concept to organisations under their supervision and monitor the NIS-related activities of the organisations. Such public administrative organizations include the NGO Affairs Bureau, the Ministry of Social Welfare, the Ministry of Women and Children Affairs, the Ministry of Information, the Ministry of Commerce, the Ministry of Education, the Ministry of Primary and Mass Education, and the Local Government Division.

#### **(1) Ministry in Charge of NGO affairs**

In the NIS, the NGO Affairs Bureau is mandated to supervise the NGOs' NIS related activities. The Ministry of Social Welfare and Ministry of Women and Children Affairs are also supposed to supervise the NIS related activities of NGOs, although their names are not mentioned in the NIS.

#### **(a) NGO Affairs Bureau**

The NGO Affairs Bureau, under the Prime Minister's Office, supervises NGOs that receive foreign donations. Those NGOs receiving foreign funds are required to register with the NGO Affairs Bureau.<sup>10</sup> As of 4 July 2013, 2,243 NGOs are registered.<sup>11</sup>

According to the NIS, the NGO Affairs Bureau is responsible for expanding the extent of cooperation between the government and the NGOs to implement the NIS. In the first National Integrity Advisor Council meeting, held on 28 March 2013, the decision was made that the Bureau takes responsibility to develop a guideline to facilitate NGOs' NIS activities.<sup>12</sup> In the NIS, the following are identified as key challenges of NGOs.

- Management of NGO activities within the relevant legal frames
- Ensuring a non-partisan role of the civil society

<sup>10</sup> President's Secretariat Public Division (1978). Article 3.

<sup>11</sup> NGO Affairs Bureau (2013a).

<sup>12</sup> Minutes of the First Meeting of the National Integrity Advisory Council (unofficial translation, 2013).

- Enhancing accountability of NGOs
- Establishment of an effective system for monitoring the activities of NGOs, including their income, expenditure, programmes, action plans, and ensuring their public disclosure
- Curtailment of bureaucratic intricacies with regard to NGO programmes and facilitating their activities

### **(b) Ministry of Social Welfare**

The key mandate of the Ministry of Social Welfare is to support people with disabilities through education and training.<sup>13</sup> The ministry also provides social welfare to children and women, such as allowance to widows.

The ministry supervises NGOs that work in areas relating to the mandate of the ministry, such as poverty reduction and empowerment of disadvantaged people<sup>14</sup> and that do not receive funding from foreign donors. The NIAC requests the ministry to review and monitor the activities and integrity of those NGOs.<sup>15</sup>

### **(c) Ministry of Women and Children Affairs**

The Ministry of Women and Children Affairs is responsible for the welfare of women and children, such as the promotion of the legal and social rights of women and children and the protection of these people from violence.<sup>16</sup> The ministry is also responsible for raising awareness on such issues.

The ministry supervises NGOs that work in the area of women and children affairs and that do not receive funding from foreign donors. Similar to the Ministry of Social Welfare, this ministry reviews and monitors the activities and integrity of the NGOs supervised by the ministry.<sup>17</sup>

## **(2) Ministry in Charge of the Media**

The Ministry of Information oversees media activities through the enforcement of media-related regulations.<sup>18</sup> The ministry is also responsible for public relations on government policies and activities.

In the NIS, the Ministry of Information is expected to help the media establish itself as a free, accountable and unbiased one that reflects the voice of the people. The ministry is also responsible for preparing a NIS implementation guideline for the media, including a standard editorial policy and a code of conduct for journalists. In addition, the ministry is to enforce the Right To Information Act.

The media is one of the important actors in enhancing the transparency and accountability of the government. Meanwhile, there are several concerns on the media itself, such as publication of biased and false information because of the lack of neutrality and professionalism. The NIS has identified the following challenges regarding the media.

- Accessing information using the Right To Information Act of 2009
- Making the Press Council pro-active in redressing the misuse of press freedom

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<sup>13</sup> Cabinet Division (2012)

<sup>14</sup> Interview with the Ministry of Social Welfare on 8 July 2013.

<sup>15</sup> Minutes of the First Meeting of the National Integrity Advisory Council (unofficial translation, 2013)

<sup>16</sup> Cabinet Division (2012)

<sup>17</sup> Minutes of the First Meeting of the National Integrity Advisory Council (unofficial translation, 2013)

<sup>18</sup> Cabinet Division (2012)

- Promotion of the media free from personal bias and narrow business and partisan interests
- Formulation of a Code of Conduct for journalists and compliance with it
- Ensuring safety and security of journalists

### **(3) Ministry in Charge of the Private Sector**

The Ministry of Commerce supervises commercial activities in the private sector through the enforcement of rules and regulations.<sup>19</sup> The ministry also supervises business organizations, such as Chambers of Commerce and Price Advising Boards.

From the viewpoint of implementing the NIS, the ministry must ensure compliance in business activities, such as the enforcement of the Competition Act to address business collusions. It is also the responsibility of the ministry to ensure the protection of workers and consumers. To facilitate the implementation of the NIS, the ministry is required to prepare a NIS guideline for the private sector.

Despite the significance of the commercial private sector in providing services and welfare to people, there are concerns about its activities. The following challenges have been identified by the NIS with regard to the private sector.

- Addressing the loan-default problem
- Promotion of corporate governance
- Awarding of performance-based fair salary and wages to employees
- Proper enforcement of the laws on consumer rights and bankruptcy
- Prevention of collusive practices in business by enforcing the Competition Act
- Promotion of a culture of self-control by Chambers and Associations

### **(4) Ministry in Charge of Educational Institutions**

The Ministry of Education is responsible for secondary and higher education as well as Madrasah education, while the Ministry of Primary and Mass Education is responsible for both primary education and mass education, including mass literacy programmes and non-formal education.<sup>20</sup> Both ministries are responsible to formulate educational policy, including development of curricula.

The NIS requests both ministries to support the establishment of educational and religion-based institutions as a sustainable way for promotion of morality. One of the main roles of these ministries is to introduce a curriculum teaching moral and ethical values in the respective schools. The Ministry of Education introduced a curriculum on moral education in the secondary schools in January 2013.<sup>21</sup>

To achieve a society embodying the NIS, the education of young generations in moral and ethical values is of tremendous importance. It is the role of educational institutions to provide programmes that teach these moral and ethical values to students. The NIS identifies key challenges in educational institutions as follows.

- Effective social supervision of the institutions
- Playing a more pro-active role by the educational and religious faith-based institutions
- Provision of adequate materials and resources with supportive educational pedagogy

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<sup>19</sup> Cabinet Division (2012)

<sup>20</sup> Cabinet Division (2012)

<sup>21</sup> Cabinet Division (2013)



## **(5) Local Government Division**

The Local Government Division, under the Ministry of Local Government, Rural Development, and Co-operatives, administrates local governments, in terms of financing, regulation and inspection of these local authorities. From the viewpoint of the NIS, the Division is expected to take initiative for achieving transparent, accountable, self-reliant, and responsive local governments.

The NIS expects local governments to promote effective coordination among the development interventions of the Government and the NGOs and local initiatives, which can make an immense contribution to the economic and social development of the country. On the other hand, the activities of local governments are highly dependent on the allocation by the central government, such as finance for projects and the capacity of officials in the local governments is considered insufficient to carry out their responsibilities.<sup>22</sup> In the NIS, the following challenges are identified with regard to the local governments.

- Upgrading the standards of services provided at the local level
- Improvement of the accountability system of public representatives and employees of the local governments
- Capacity development of employees of the local governments
- Increasing allocation of resources in consideration of socio-economic and geographical realities
- Identification of the focal point of rural local governments
- Decentralisation of roles and responsibilities
- Strengthening of local governments by increasing allocation of funds and expanding their tax-base

## **2.3 Relevant Projects**

### **2.3.1 Projects Supported by Development Partners**

Development Partners (DPs) have supported the GOB's efforts to realise good governance for many years. This section summarises the recent initiatives of respective DPs' initiatives.

#### **(1) Governance Working Group of the Local Consultative Group**

The Local Consultative Group (LCG) is established as a platform for dialogue on development issues between the GOB and DPs, and to coordinate their initiatives. There are 18 working groups to facilitate in-depth dialogue and collaboration on specific sectors or thematic areas. In relation to the governance sector, the Governance Working Group was set up, and is currently co-chaired by the Additional Secretary of the Cabinet Division, and the First Counsellor, Development Cooperation, of the European Union (EU).

During the contract period of the Mission, the LCG Governance Working Group met twice. In the first meeting, held on 16 June, the Cabinet Division presented the implementation strategy of the NIS. The presentation included actions undertaken to date, challenges in implementing the NIS, and activities to be undertaken in the future. DPs in general showed strong and favourable interests in the implementation strategy, particularly the roadmap of the NIS implementation. The second meeting was held on 12 December to present the progress of the task teams established under the Governance Working Group was presented. The Cabinet Division did not attend the meeting.

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<sup>22</sup> The GOB (2012) p37

The NIS matters will be discussed in the future Governance Working Group Meetings by key DPs and GOB stakeholders in the governance sector, as the NIS is a comprehensive governance strategy that involves many stakeholders. It is critical for JICA's next assistance for the NIS implementation to exchange views and share information among the members of the Working Group.

## (2) Overview of the Initiatives of Development Partners

Many DPs assist the GOB to realise good governance. In the context of the NIS, among others, the ADB, United Nations Development Programme (UNDP), World Bank, European Union (EU), Canada, Department for International Development (DFID) of the United Kingdom, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), and United States Agency for International Development (USAID) are considered as key actors. All of these DPs, in their strategies of development assistance to Bangladesh, put priority on the governance sector. Assistance strategies and initiatives of these DPs are outlined below. To have an overview of these DPs' initiatives, the Mission developed a matrix on the DPs' initiatives in the area of governance.

The thematic areas of the matrix were selected based on the Mission's observations on the DPs' recent and ongoing initiatives, analysis on the NIS contents, and documents such as JICA (2004). The selected thematic areas are as follows: 1) administrative reform and function improvement; 2) public financial management; 3) legal institutions; 4) anti-corruption; 5) democratic institutions; 6) parliament and political institutions, and 7) local governance. Specific issues to be covered by these thematic areas are presented in Table 2-3.

**Table 2-3 Thematic Areas and Specific Issues Covered by the DPs' Initiative Matrix**

| <b>Thematic area</b>                           | <b>Specific issues</b>   |
|--|--|
| Administrative reform and function improvement | <ul style="list-style-type: none"> <li>• Public administration reform and civil service reform</li> <li>• Improvement of administrative functions</li> <li>• Capacity development of public administration</li> <li>• Right to information</li> <li>• E-government, and ICT</li> </ul> |
| Public financial management                    | <ul style="list-style-type: none"> <li>• Fiscal management</li> <li>• Public expenditure management</li> <li>• Audit system improvement</li> <li>• Tax collection and management</li> </ul>  |
| Legal institutions                             | <ul style="list-style-type: none"> <li>• Development of legal institutions</li> <li>• Judicial reform</li> <li>• Access to Justice</li> </ul>  |
| Anti-corruption                                | <ul style="list-style-type: none"> <li>• Prevention of corruption</li> <li>• Criminal justice and police</li> </ul>  |
| Parliament and Political institutions          | <ul style="list-style-type: none"> <li>• Strengthening of parliamentary system</li> <li>• Capacity development of political parties</li> </ul>   |
| Democratic institutions                        | <ul style="list-style-type: none"> <li>• Fair election</li> <li>• People's participation</li> <li>• Civil society support</li> <li>• Human rights</li> </ul>   |
| Local governance                               | <ul style="list-style-type: none"> <li>• Decentralisation</li> <li>• Local governance system improvement</li> <li>• Capacity development of local government institutions</li> </ul>   |

Source: JICA Mission

The summary of the matrix is presented in Table 2-4. The full matrix is enclosed as Annex 4.



**Table 2-4 Summary of the Development Partners' Initiatives Matrix**

|        | Administrative reform & function improvement | Public financial management | Legal institutions | Anti-corruption | Democratic institutions | Parliament/ Political institutions | Local Governance |
|--------|--|-----------------------------|--------------------|-----------------|-------------------------|------------------------------------|------------------|
| ADB    | ✓  | ✓                           | ✓                  | ✓               |                         |                                    | ✓                |
| UNDP   | ✓  |                             | ✓                  |                 | ✓                       | ✓                                  | ✓                |
| WB     | ✓  | ✓                           | ✓                  | ✓               | ✓                       | ✓                                  | ✓                |
| EU     |  | ✓                           | ✓                  |                 | ✓                       |                                    | ✓                |
| Canada |  | ✓                           | ✓                  |                 | ✓                       | ✓                                  |                  |
| DFID   | ✓  | ✓                           | ✓                  | ✓               | ✓                       | ✓                                  |                  |
| GIZ    |  |                             | ✓                  | ✓               |                         |                                    | ✓                |
| JICA   | ✓  | ✓                           |                    |                 |                         |                                    | ✓                |
| USAID  | ✓  |                             |                    |                 | ✓                       | ✓                                  | ✓                |

Source: JICA Mission

Note 1: '✓' indicates that DP supports one or more initiatives in the thematic area.

Note 2: The table lists mostly initiatives that are ongoing. However, it also includes some initiatives in pipeline and those completed in 2012.

As observed in Table 2-4, DPs' initiatives as a whole cover all the thematic areas of governance. Thus DPs as a whole provide well-balanced assistance to the governance sector of Bangladesh.

Although Table 2-4 does not show the number of initiatives and their actual investment amount, it is observed that DPs focus on administrative reform and function improvement, public financial management, legal institutions, and local governance. On the other hand, the numbers of DPs' initiatives related to parliamentary affairs and anti-corruption measures are relatively small.

With respect to focused areas, DPs have their own strategic areas. However, in general, the World Bank, DFID, UNDP, EU and USAID cover wider areas, while Canada, GIZ, and JICA focus on specific ones.

The summary of the key projects and programs in the context of the NIS are attached as Annex 5.

### **(3) Initiatives by Individual Development Partners**

As stated, the ADB, UNDP, World Bank, EU, Canada, DFID, GIZ, and USAID are considered as key actors in the governance sector in Bangladesh. This section outlines assistance strategies and major initiatives of these DPs.

#### **(a) Asian Development Bank (ADB)**

##### ***Assistance strategy***

The Country Partnership Strategy (CPS) 2011–2015 provides the development assistance strategy for five years in Bangladesh. The CPS 2011–2015 defines 'Good governance and capacity development' as one of the key strategic areas to address in 2011–2015. It states that the ADB will keep providing support to strengthen the anticorruption institutional system; facilitate e-governance services; strengthen public financial management; develop capacity for planning, policy-making and procurement; deepen and accelerate policy and institutional reforms to improve the environment for foreign direct investment; separate regulation functions, and policy-making and implementation. It will also enhance the capacity of the government agencies to prepare and manage projects. Thus, support to good governance is one of the prioritized areas of the ADB's operation.

The ADB has addressed a wide range of governance issues mainly through the Good Governance Program. However, after the completion of the program, the ADB will shift its focus on e-governance, including grievance redress system and land digitisation, according to the Public Management Specialist of the ADB Bangladesh Office.

### ***Specific programs and projects***

The recent and ongoing programs and projects in the governance sector supported by the ADB are listed below. Overviews of these programs and projects are enclosed as Annex 5.

- Good Governance Program
- Strengthening Governance Management Project
- Improving Public Administration and Services Delivery through e-Solutions
- Strengthening Public Financial Management through Improved Fixed Asset Management
- Second Urban Governance and Infrastructure Improvement Project (UGIIP-2)

Among the projects and programs listed above, the Good Governance Program is considered a key initiative in the context of the NIS. Under the program, the formulation and implementation of the NIS is identified as one of the policy actions that the GOB is required to implement.

## **(b) United Nations Development Programme (UNDP)**

### ***Assistance strategy***

The development foci of UNDP in Bangladesh, according to the website of the UNDP, can be identified as follows: 1) democratic governance and human rights; 2) sustainable environmental and energy management; 3) economic growth and poverty alleviation; 4) reduction of social and economic vulnerability; 5) gender equality and the advancement of women. Under the area of democratic governance, a wide range of issues including the following have been addressed: electoral reform; access to justice; human rights and human security; public administration; anti-corruption; and capacity development of democratic institutions. UNDP also provides assistance on local governance such as service delivery improvement. Meanwhile, it does not implement projects and programs in the area of public financial management.

### ***Specific programs and projects***

The recent and ongoing programs and projects in the governance sector supported by UNDP are listed below. Overviews of these programs and projects are enclosed as Annex 5.

- Civil Service Change Management Programme
- Police Reform Programme Phase 2
- Access to Information- Phase 2 (A2I)
- Promoting Access to Justice and Human Rights in Bangladesh (A2J)
- Activating Village Courts Project in Bangladesh
- Judicial Strengthening (JUST)
- Justice Sector Facility
- Construction of Server Stations for Electoral Database (CSSED)
- Strengthening Election Management in Bangladesh
- Bangladesh National Human Rights Commission Capacity Development
- Improving Democracy through Parliamentary Development
- Local Governance Support Project - Learning and Innovation Component (LGSP-LIC)
- Union Parishad Governance Project (UPGP)
- Upazila Governance Project (UZGP)

**(c) World Bank*****Assistance Strategy***

The Country Assistance Strategy 2011–2014 identifies 4 strategic objectives of the World Bank's assistance: accelerated growth, sustainable growth, inclusive growth, and stronger governance. To strengthen governance, the World Bank selectively focuses on the areas where sufficient political commitment to achieve concrete results is ensured. The focused areas include public administration and finance management, and local governance improvement.

The overall strategic objective on stronger governance is 'Enhance Accountability and Promote Inclusion'. Under this strategic objective, 4 outcomes are identified: 1) increased effectiveness and efficiency of public resource use; 2) enhanced transparency and accessibility of public services through information technology; 3) increased effectiveness of public service delivery at the local level; and 4) expanded participation in local development and women's economic empowerment.

***Specific programs and projects***

The recent and ongoing programs and projects in the governance sector supported by the World Bank are listed below. Overviews of these programs and projects are enclosed as Annex 5.

- Enabling Open Government Programme (EOGP)
- Strengthening Public Expenditure Management Program (SPEMP)
- Public Procurement Reform Project Phase 2 (PPRP-2)
- Joint Technical Assistance Program in Bangladesh (JOTAP)
- Building Capacity for Compliance with Anti-Corruption Standards using Anti-Money Laundering Tools
- Identification System for Enhancing Access to Services Project (IDEA)
- Local Government Support Project (LGSP)
- Municipal Governance Services Project (MGSP)

**(d) European Union (EU)*****Assistance strategy***

The Bangladesh - European Community Country Strategy Paper for the period 2007–2013 identifies 3 focal areas of the EU's assistance to Bangladesh: 1) human and social development; 2) good governance and human rights; and 3) economic and trade development. In addition, food security and environment/disaster preparedness are identified as priority strategic areas.

In the context of governance and human rights, the EU overall aims to contribute to poverty reduction, strengthening of democratic values, and reinforcement of a more equitable society. To achieve these, 2 specific objectives are stated: 1) increase the effectiveness of public institutions, and 2) improve security and access to justice for the poor. Specific approaches mentioned in the Strategy include public administration and sector management including support for public financial management reform and for improved service delivery; the reform of the judiciary; the police and the prison service; the creation of governance institutions such as Human Rights Commission and Ombudsman; and continued support for the decentralisation process to enhance more effective local governance.

Regarding the next strategic areas from 2014, the programme manager of the Governance and Human Rights Section at the EU Bangladesh Office has stated in an interview that the EU will keep focusing on the current specific objectives, i.e., improvement of public institutions and access to justice for the poor.

***Specific programs and projects***

The recent and ongoing programs and projects in the governance sector supported by the EU are listed below. Overviews of these programs and projects are enclosed as Annex 5.

- Access to Land: Strengthening Access to Land and Property Rights to all Citizens of Bangladesh
- Strengthening Public Expenditure Management Program (SPEMP)
- Activating Village Courts in Bangladesh
- Strengthening Election Management in Bangladesh (SEMB)
- Transparency for Human Rights in Bangladesh (THR)
- Local Governance Support Project-learning and innovation component (LGSP-LIC)
- Local Governance and Decentralization Programme for Union Parishads and Upazila Parishads

#### **(e) Canada**

##### ***Assistance strategy***

Canada selected Bangladesh as a country of focus in 2009, as part of Canada's new aid effectiveness agenda. Two main objectives of Canada's development assistance in Bangladesh are as follows: 1) children and youth; and 2) economic growth. Apart from these two strategic foci, Canada identifies 3 crosscutting themes which will be integrated in all of its programs and policies: 1) increasing environmental sustainability; 2) advancing equality between women and men; and 3) helping to strengthen governance institutions and practices.

In the governance sector, Canada has recently provided assistance in the field of public financial management, legal reform, and democracy promotion. According to the Deputy Director, Development (Planning) of the Canada High Commission in Bangladesh, Canada will focus more on public financial management in the near future.

##### ***Specific programs and projects***

The recent and ongoing programs and projects in the governance sector supported by Canada are listed below. Overviews of these programs and projects are enclosed as Annex 5.

- Strengthening Comptrollership and Oversight of Public Expenditure
- Strengthening Public Expenditure Management Program (SPEMP)
- Legal Reform
- Parliamentary and Media Support

#### **(f) UK Department for International Development (DFID)**

##### ***Assistance strategy***

The Operational Plan 2011–2015 of the DFID in Bangladesh, updated in June 2013, identifies the following 5 strategic priorities.

- Strengthen the capability and resilience of Bangladesh. Support inclusive political settlements and democratic process by enhancing elected representatives' capacity, supporting elections, and strengthening the capacity of the society to have government officials more accountable. Strengthen core functions of the GOB such as public financial management, civil service administration, and the justice sector.
- Foster an improved economic climate to enhance public service delivery and public safety, and to increase employment and wealth creation opportunities.
- Provide significantly more support for basic social services, in particular to improve maternal health and primary education attainment.
- Strengthen people's ability and opportunity to earn, to improve their quality of life, to

participate in decision making, and to increase their resilience to natural disaster and climate change.

- Expand programmes to strengthen the enabling environment for the private sector and economic growth, and support Bangladesh's competitiveness as a destination for international investment. At the household level, increase access to credit and to markets. Strengthen the labour market through skills development.

As indicated above, supporting the governance sector is one of the priority areas of the DFID in Bangladesh. Its focus lies in capacity enhancement of political representatives and government officials, strengthening of public financial management, support to election, and strengthening of the justice sector.

### ***Specific programs and projects***

The recent and ongoing programs and projects in the governance sector supported by the DFID are listed below. Overviews of these programs and projects are enclosed as Annex 5.

- Public Service Capacity Building Programme- Management At The Top (MATT-2)
- Strengthening Public Expenditure Management Program (SPEMP)
- Tax Administration - Compliance and Taxpayer Services (TACTS)
- Safety and Justice
- Access to Justice through Paralegal and Restorative Justice Services in Bangladesh
- Justice Sector Facility
- Joint Technical Assistance Programme for Bangladesh
- Paribartan- Driving Change Project
- Rights and Governance Challenge Fund
- Strengthening Political Participation in Bangladesh

The current focus areas of the DFID are access to justice and anti-corruption. Initiatives for administrative function improvement like MATT-2 are not planned for the moment.

### **(g) Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)**

#### ***Assistance strategy***

Three (3) priorities are identified until the end of 2013 in the operation of GIZ in Bangladesh: 1) energy efficiency and renewable energies; 2) rule of law, justice and local good governance; and 3) health. According to the GIZ website, as of 2014, the focus will shift to 1) energy efficiency and renewable energies; 2) rule of law/justice; and 3) adaptation to climate change in urban areas. With respect to the governance sector, rule of law and justice will be more prioritised, whilst local governance will be less prioritised.

### ***Specific programs and projects***

The recent and ongoing programs and projects in the governance sector supported by GIZ are listed below. Overviews of these programs and projects are enclosed as Annex 5.

- Justice Reform and Corruption Prevention
- Access to Justice through Paralegal and Restorative Justice Services
- Good governance in urban areas

GIZ is currently conducting the Rule of Law Program, under which the Justice Reform and Corruption Prevention Project is ongoing. As part of the project, GIZ is interested in helping the Anti-Corruption Commission (ACC) perform its actions stipulated in the NIS. Such actions include 'undertaking initiatives for raising awareness among government organisations, businesses, civil society and media

on corruption’, ‘implementation of training programmes and other activities for capacity development of Commission and its personnel’, and others.

### **(h) United States Agency for International Development (USAID)**

#### ***Assistance strategy***

The Country Development Cooperation Strategy (CDCS) for Bangladesh 2011–2016 identifies 4 development objectives: 1) citizen confidence in governance institutions increased; 2) food security improved; 3) health status improved; and 4) responsiveness to climate change improved.

To increase citizen confidence in key governance institutions, the CDCS presents the following four intermediate results and their concerned sub-intermediate results.

- 1) **Strengthened political processes:** improved legislative deliberation process in national decision making, improved electoral processes, and more responsive political parties.
- 2) **Greater accountability and transparency in public institutions:** strengthened capacity of public institutions, and enabling legal environment for greater oversight of government functions.
- 3) **Improved access to justice:** improved delivery of legal aid in the justice sector, and increased self-governance of the judiciary to better serve the public.
- 4) **More responsive elected local government:** expanded role and authority of elected local government, and increased ability of elected local government to effectively deliver services.

#### ***Specific programs and projects***

The recent and ongoing programs and projects in the governance sector supported by USAID are listed below. Overviews of these programs and projects are enclosed as Annex 5.

- Access to Information- Phase 2
- Community-Based Policing
- Workers’ Rights Protected and International Labour Standards
- Protecting Human Rights
- Promoting Democratic Institutions and Practices
- Democratic Participation and Reform in Bangladesh
- Strengthening Democratic Local Governance

USAID has been assisting a wide range of areas in the governance sector, particularly anti-corruption, judicial services, election, parliament affairs, and local governance. It also puts considerable emphasis on civil society and human rights. On the other hand, initiatives to improve administrative functions are relatively less prioritised so far.

### **2.3.2 Projects Supported by JICA**

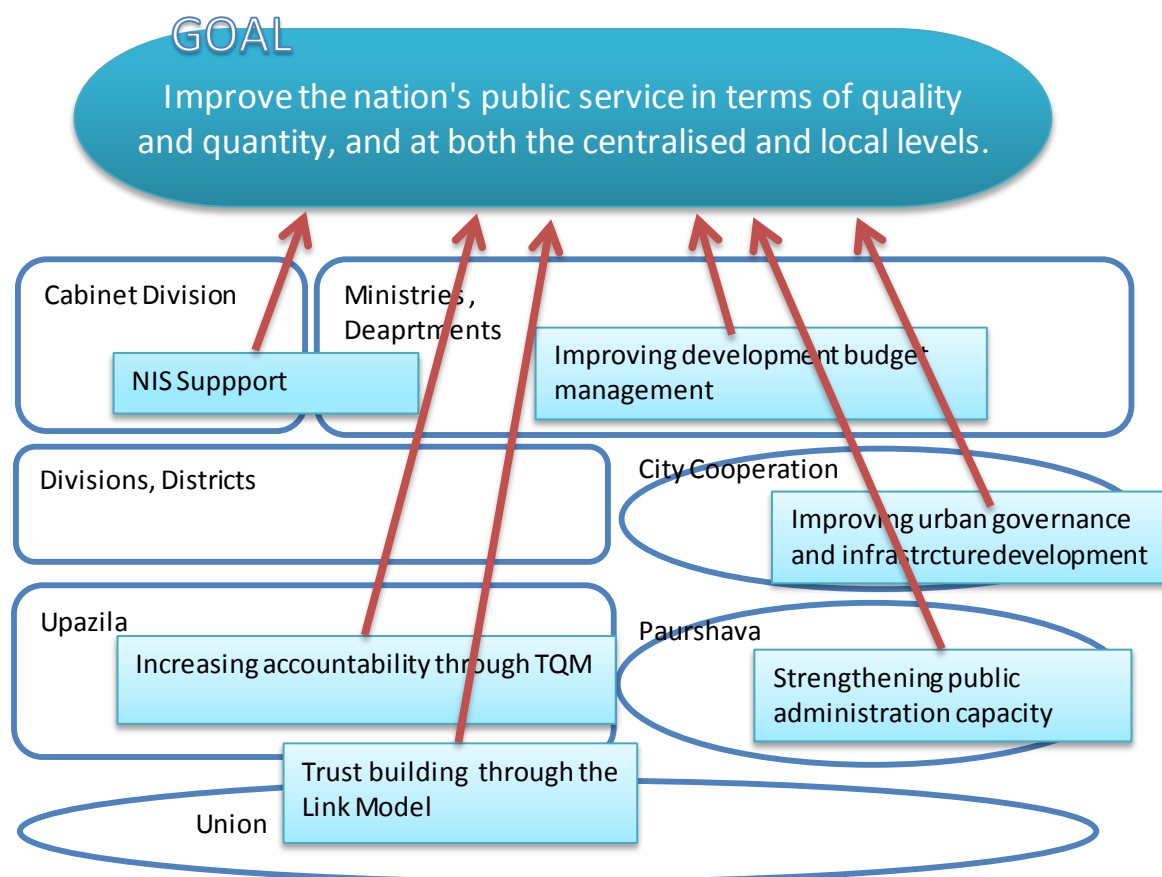
#### **(1) JICA’s Assistance Strategy**

Japan’s Country Assistance Program for Bangladesh, formulated by the Japanese Ministry of Foreign Affairs in 2012, lists the following priorities for Japan’s Official Development Assistance to Bangladesh: 1) increase the pace of economic development to ensure Bangladesh becomes a middle-income country that benefits all people; and 2) address social vulnerability. Enhancing the capacity of public administration is regarded as a key component for overcoming social vulnerability.

In line with the Country Assistance Program, JICA has introduced a new cooperation program, titled the ‘Administrative Capacity Improvement Program’. Its goal is to improve the nation’s public service



in terms of quality and quantity at both the central and local levels. Under this program, technical cooperation projects, loan projects, the dispatch of Japanese experts and volunteers, and development studies have been conducted to achieve such goal. Figure 2-5 shows the image of JICA's assistance towards administrative capacity improvement.



Source: JICA Mission

**Figure 2-5 Image of JICA's Cooperation towards Administrative Capacity Improvement**

## (2) Major JICA Assistance in the Field of Governance

Some of JICA's assistance projects in the field of governance are listed below.

### JICA Technical Cooperation 'Participatory Rural Development Project (Phase II)'

|                     |  |
|---------------------|--|
| Project Period      | June 2005 to May 2010  |
| Target Area         | Kalihati Upazila in Tangail District<br>2 unions in Titash Upazila, Comilla District<br>2 unions in Meherpur Sadar Upazila, Meherpur District  |
| Implementing Agency | Bangladesh Rural Development Board (BRDB), under Rural Development & Cooperatives Division, Ministry of Local Government Rural Development & Co-operatives   |
| Project Purpose     | Link Model* functions in the project area and the extending system of the Link Model is established.<br>* A framework to incorporate the needs of rural population in the process of development by linking villages and local government institutions concerning rural development. |
| Output              | (1) Union Development Officers (UDOs) and Organizers, responsible for overall coordination at Union Coordination Committee (UCC), are institutionalized in BRDB.   |

|  |  |
|--|--|
|  | <ul style="list-style-type: none"> <li>(2) UCC functions as a platform to facilitate overall coordination among Upazila, Union, and Villages.</li> <li>(3) Village Committee (VC) functions as an organization to ensure villagers' participation in rural development process in order to contribute to the improvement of the villagers' quality of life.</li> <li>(4) The operational system of the Link Model is established in BRDB.</li> <li>(5) The system of human resource development, aiming at the UDOs, Organizers, VC members, staffs or concerned rural development department / agencies, representatives of local government bodies and NGO staffs, is established and enhanced.</li> </ul> |
|--|--|

Source: JICA website

Note: Project activities are maintained by JICA overseas volunteers after the project period.

**JICA Overseas Cooperation Volunteers**

|                     |   |
|---------------------|---|
| Project Period      | Continuous  |
| Target Area         | Dhaka, Tangail District, Meherpur District, Jessore District, Dinajpur District, Comilla District, Kishorgonji District, and Rangpur District (as of July 2013) |
| Implementing Agency | BRDB and the Local Government Division  |
| Purpose             | To activate the Union Development Coordination Committee and promote the Link Model   |

Source: JICA Bangladesh Office

**JICA Technical Cooperation 'Project for Improving Public Services through Total Quality Management'**

|                     |  |
|---------------------|--|
| Project Period      | February 2012 to January 2017  |
| Target Area         | 7 Upazilas   |
| Implementing Agency | Bangladesh Public Administration Training Centre   |
| Project Purpose     | The mechanism of sustainably promoting Work Improvement Teams and Work Improvement Projects at the Upazila level based on Total Quality Management (TQM) training is established.  |
| Output              | <ul style="list-style-type: none"> <li>(1) Mechanism for sustainable improvement and extension of TQM training by Bangladesh Public Administration Training Centre and partner institutes is developed.</li> <li>(2) Mechanism for supporting Work Improvement Projects at the Upazila level is developed.</li> <li>(3) Bangladesh Public Administration Training Centre's capacity for analysing accumulating case information on Work Improvement Projects is enhanced.</li> <li>(4) Frameworks for contributing to policy making and institutionalization for promoting TQM training and Work Improvement Project are established.</li> </ul> |

Source: JICA

**JICA Technical Cooperation 'Project for Developing Inclusive City Government for City Corporations'**

|                     |   |
|---------------------|---|
| Project Period      | October 2012 to December 2013   |
| Target Area         | Comilla City Corporation, Narayanganj City Corporation, Rangpur City Corporation, expected City Corporation area of Gazipur, and Chittagong   |
| Implementing Agency | Local Government Division, Ministry of Local Government, Rural Development, & Cooperatives  |
| Project Purpose     | A framework for the improvement of urban governance and infrastructure development in order to achieve the concept of 'Inclusive City Government' is established.   |
| Output              | <ul style="list-style-type: none"> <li>(1) Infrastructure development plan for the 4 target City Corporations.</li> <li>(2) Fiscal and administrative reform program for the targeted 4 City Corporations.</li> <li>(3) Institutional structure reform program to realize the functions necessary for 'Inclusive City Government' for the targeted 4 City Corporations.</li> <li>(4) Accumulation of planning practices in the targeted 4 City Corporations.</li> </ul> |

Source: JICA



**Dispatch of Expert ‘Advisor for Local Governance’**

|                     |  |
|---------------------|--|
| Project Period      | November 2012 to October 2014  |
| Target Area         | Whole area of Bangladesh   |
| Implementing Agency | Local Government Division, Ministry of Local Government, Rural Development, & Cooperatives   |
| Project Purpose     | Public administration capacity at the centralized and local levels is strengthened and local autonomy system that suits the condition of Bangladesh is established by improving the system of participatory planning and enhancing the capacity of local administration. |

Source: JICA

**JICA Loan Project ‘Northern Bangladesh Integrated Development Project’**

|                     |   |
|---------------------|---|
| Project Period      | June 2013 to May 2019   |
| Target Area         | Rangpur Division, Northern area of Dhaka Division   |
| Implementing Agency | Local Government Division, Ministry of Local Government, Rural Development & Cooperatives   |
| Project Purpose     | Extend access to rural and urban infrastructures and services, and improve urban governance in the northern region of Bangladesh  |
| Output              | There are 2 major components: Component 1 (rural infrastructure development); and Component 2 (urban infrastructure and governance improvement). These primary components are supported by Component 3 (project implementation support) and Component 4 (project administration support). In addition, technical assistance for local governance improvement is provided. |

Source: Preparatory Survey on the Northern Region Rural Development and Local Governance Improvement Project, JICA and IC Net Ltd (2012)

**(Planned) JICA Paurshava Technical Cooperation Project**

|                     |  |
|---------------------|--|
| Project Period      | From 2013 to 2017  |
| Target Area         |  |
| Implementing Agency | Local Government Division, Ministry of Local Government, Rural Development & Cooperatives  |
| Project Purpose     | The system is established to strengthen public administration capacity of Paurshava  |
| Output              | (1) Strategy for strengthening public administration capacity of Paurshava is developed by the Local Government Division and implementation system is established.<br>(2) Training tools and platform are developed to strengthen practical capacity among the Paurshava officials.<br>(3) Capacity of public administration is enhanced in the pilot Paurshava. |

Source: JICA

**(Planned) JICA Technical Cooperation ‘Project for Improvement of Public Investment Management’**

|                     |   |
|---------------------|---|
| Project Period      | From 2014 to 2016   |
| Target Area         | Whole area of the country   |
| Implementing Agency | Planning Commission   |
| Project Purpose     | Public investment projects are well-managed under the improved annual development programme framework.  |
| Output              | (1) The process for the formulation and approval of public investment projects is streamlined.<br>(2) The annual development programme is modified so that strategic features are incorporated.<br>(3) The result-based monitoring and evaluation of projects in the annual development programme are strengthened. |

Source: Fact Finding Study on Public Investment Management in Bangladesh, JICA and IC Net Ltd (2012)

The significance of JICA assistance in the governance sector can be summarized in the following y

points:

- Being close to people by focusing on the Upazilas, Unions, City Corporations, and Paurashavas. This is similar to the idea of being ‘Responsive to people’s demands’ in NIS as mentioned in Chapter 2-1-1(2).
- Promoting interaction among civil servants, citizens, and representatives of NGOs and the private sector. Such interaction is important for increasing vertical accountability, which is one of the components of the NIS.
- Enhancing the capacity of civil servants, especially in planning, implementation and monitoring, and evaluation. This is necessary to secure horizontal accountability, which is also a component of the NIS.

### (3) JICA Assistance and the NIS

The matrix below shows the linkages between JICA assistance and the NIS. The content of JICA assistance has been supporting the establishment of ‘Norms’, specifically those of ‘Transparency’, ‘Accountability (horizontal and vertical)’, and being ‘Responsive to people’s demands’ at the Upazila, Union, City Corporation, and Paurashava levels. In contrast, the NIS mainly addresses interventions to be taken by all state and non-state institutions at the central level. It can be concluded that the JICA assistance mainly promotes integrity at the local level and thus complements the NIS.

|           |  | Ministry/Division | District | Upazila          | Union | City Cooperation      | Paurshava                   |
|-----------|--|-------------------|----------|------------------|-------|-----------------------|-----------------------------|
| NORM      | Transparency   |                   |          | JICA Link Model  |       |                       | JICA Paurshava              |
|           | Accountability (Horizontal)                            | JICA PIM          |          | JICA TQM Project |       | JICA City Cooperation | JICA North-east Development |
|           | Accountability (Vertical)                              |                   |          |                  |       |                       |                             |
|           | Responsive to public interest                          |                   |          |                  |       |                       |                             |
|           | Ethical norm as a citizen                              |                   |          |                  |       |                       |                             |
| POWER     |  |                   |          |                  |       |                       |                             |
| INCENTIVE | Fair performance evaluation and promotion Award system |                   |          |                  |       |                       |                             |

Source: JICA Mission

**Figure 2-6 Coverage Areas of NIS and JICA Assistance**

The NIS identifies mainly policy-level activities and does not describe much activity to be taken by staff members of the public sector and local institutions. Some staff members from these institutions may feel that they do not know what to do, although they think the concept of the NIS is important. The NIIU needs to instruct the staff members of public administrative organisations as to ‘what kind of activities they can conduct to promote integrity at their environment’. Such a bottom-up approach is to be taken to promote the NIS effectively.

Box 1 shows ideas from a bottom-up approach taken by a JICA technical cooperation project. The implication of the project is that staff members of public administrative organisations are eager to improve their work if it is allowed. They can be proactive, instead of waiting for instructions from

their superiors. Such approach is also adopted by the successor project, ‘JICA for Improving Public Services through Total Quality Management’, as the approach was found effective. Experience of the JICA technical cooperation project has some implications on the implementation of the NIS: how to motivate and move staff members of public administrative organisations towards the realisation of the NIS. The staff members would start considering how their work can be improved, if they were given an opportunity.

**Box 1: JICA technical cooperation project ‘Project for Enhancing the Capacity of Public Service Training in Bangladesh’ (2007–2010)**

***Motivation behind the project***

The motivation behind the project is a question ‘Why does good public policy result in the poor delivery of public service?’ To change such a situation, the project adopted a TQM approach.

***What is TQM?***

TQM is an approach widely used in Japan and the U.S., aiming to continuously improve the quality of products and processes. Quality of products and processes is the responsibility of everyone involved with the creation or consumption of the products or services, so it requires the involvement of management, workforce, suppliers, and customers, to meet or exceed customer expectations.

***Significance of TQM***

TQM is a bottom-up approach because the starting point for improving the quality of service delivery is listening to the voice of the client.

***Implication of TQM to the public sector***

A TQM approach can raise the bar for organisational effectiveness, increase officer efficiency, and improve public service delivery to clients.

***Activities***

The project has been practiced by following the PDCA (Plan-Do-Check-Action) cycle – that is plan, do, check, and action, to attain objectives. The plan phase is the planning activities, the do phase is the implementation of the plan, the check phase is monitoring the results of implementation, and action phase is making organisational adjustments.

The project has created work improvement teams (WIT) within government agencies to ensure effective and efficient methods of involving employees. The WIT normally consists of 3 -12 civil servants from the same or related work unit. Results of their work are reported to the higher administrative level.

To mobilize the members of the WIT, the project has adopted the ‘Kaizen’ method, a Japanese word meaning continuous improvement, to improve the quality of public service delivery. ‘Kaizen’ consists of several steps: 1) Visualisation of work; 2) Theme selection; 3) Confirm desired situation; grasp current situation; 4) Analyse gaps and set target; 5) Analyse root causes; 6) Propose strategies, 7) implement strategies, 8) Confirm effects; 9) Standardisation; and 10) Review.

Reference: Bangladesh Public Administration Training Centre and JICA Project for Enhancing the Capacity of Public Service Training in Bangladesh (2009)

### **3 Current Situations and Key Issues of the NIS**

#### **3.1 Implementation of the NIS**

The implementation of the NIS began in October 2012. Many actions are ongoing for the dissemination and implementation of the NIS. The implementation status of the NIS varies significantly depending on the institution because the concept of the NIS is relatively new to all the stakeholders. The public administrative organisations are currently taking initiatives to implement the NIS, whilst non-state institutions are considered to be lagging behind.

The Cabinet Secretary suggested, in the first series of the Focal Point Workshops, that the public administrative organisations shall play a leading role in implementing the NIS. He also pointed out that the initiatives by the public administrative organisations will help create a favourable environment in which the judiciary, political parties, the private sector, NGOs, and all the other stakeholders will proactively take part in the NIS. In other words, if the public administrative organisations executive organisations actively implement the NIS, the remaining parties will follow them. This is the basic approach of the Cabinet Division to the NIS, and the JICA Mission's assistance is in line with the approach.

##### **3.1.1 Establishment of Implementation Structure**

The implementation structure of the NIS consists of the National Integrity Advisory Council (NIAC), the Executive Committee, the National Integrity Implementation Unit (NIIU), and the Ethics Committees at each stakeholder institution. The Focal Point Workshop is also considered an important mechanism. The current status of these implementation mechanisms is described below.

##### **(1) National Integrity Advisory Council (NIAC)**

The first meeting of the NIAC was held on 28 March 2013. The following decisions were made in the meeting.

- Each ministry and division shall form the Ethics Committee, and determine its terms of reference (TOR). The committee shall be headed by the head or second highest official of each institution.
- It is necessary to review and monitor the activities by NGOs and the industrial and commercial private sector. The NGO Affairs Bureau and concerned ministries will prepare guidelines for integrity-related activities conducted by the civil society and NGOs. The Ministry of Commerce will prepare guidelines for the industrial and commercial private sector.
- The Attorney Services Act will be introduced based on the review of the current Bangladesh Law Officers Order 1972. The Ombudsman Act 1980 will also be reviewed and amended where necessary to appoint the Ombudsman. Laws, rules, or policy for the appointment of judges of the Supreme Court shall be also established. The Legislative and Parliamentary Affairs Division and the Law and Justice Division shall take necessary actions on these matters.
- The NIS shall be widely publicised by holding stakeholder meetings at the central, District, and Upazila levels. Discussion meetings on integrity shall be organised in educational institutions, and the Ministry of Education will issue a necessary guidance. The Ministry of Information will request the media to promote the NIS.
- The Executive Committee of the NIAC will be established and coordinate the implementation of the above decisions.

To monitor the progress of the above decisions, and keep the momentum for the NIS implementation,

it is crucial to hold NIAC meetings on a regular basis. Section 4.1 of the NIS states that the NIAC will be held at least twice a year. Thus the second meeting is expected to be organised in September or October 2013. However, there is no plan to call the second meeting of the NIAC so far.

## **(2) Executive Committee**

The first meeting of the Executive Committee was held on 3 September 2013, although the formation of the Executive Committee was officially announced on 5 December 2012. In the first meeting, progress of the decisions by the NIAC was reviewed and discussed, and the following issues were decided or confirmed.

- Constitution of the Ethics Committee and the definition of the TOR were completed.
- Dissemination activities of the concept of integrity were implemented.
- The Legislative and Parliamentary Affairs Division and the Law and Justice Division will take necessary actions for the preparation or proposal regarding the introduction of the Attorney Service, the examination of the Ombudsman Act 1980, and preparation of laws, rules or policy for the appointment of judges of the Supreme Court.
- The NIIU will be established in the Administrative Reforms and Implementation Wing of the Cabinet Division. A post of Joint Secretary and other necessary posts will be created in the Wing for the implementation of the NIS and Grievance Redress System (GRS). TOR of the Unit was approved as follows.
  - Inter-Ministerial coordination and monitoring regarding the implementation of the NIS
  - Capacity development activities for the implementation of the NIS
  - Implementation of the GRS, and monitoring of the public service delivery
  - Research on the NIS implementation at different ministries and divisions, quality of public service delivery and administrative reforms, and assistance to researchers in these areas
  - Presentation of proposals, recommendations and advice on the NIS at the meetings of the NIAC and the Executive Committee
  - Performing the responsibilities given by the NIAC and the Executive Committee
- The Ministry of Public Administration will take necessary actions for formulating the Civil Service Act and the career development plan, and updating the Government Servants (Conduct) Rules 1979 and the Discipline and Appeal Rules 1985.
- The necessary budget for the implementation of the NIS will be allocated to ministries and divisions.
- Financial and technical assistance from development partners for the NIS implementation will be accepted, and the Cabinet Division will identify the assistance areas, and take necessary actions.
- Sub-committees which handle the issues of land management, the Right To Information Act and information disclosure, and food adulteration prevention will be constituted. The Cabinet Division will issue an order for forming these sub-committees.
- The Secretary of the Ministry of Commerce and the Director General of the NGO Affairs Bureau will be co-opted in the Executive Committee.

The Executive Committee is to be held quarterly. It is, therefore, necessary to hold the second meeting of the Executive Committee in December 2013.

## **(3) National Integrity Implementation Unit (NIIU)**

The structure and TOR of the NIIU were approved by the Executive Committee on 3 September 2013. As described in Section 2.1.1 (3) (c), the NIIU is comprised of the sections under the Administrative Reforms and Implementation Wing and the Central Receive and Complaint Section under the

Administration and Rules Wing. As the NIIU consists of the existing sections, tasks for the NIIU are additional to their existing tasks. Thus no official can work fulltime for the NIIU. Such situation may have a risk of officials' insufficient commitment to the NIIU work. It is therefore necessary to define roles and responsibilities of officials within the NIIU. However, detailed roles and responsibilities of individual officials of the NIIU have not been clearly defined as of the end of December 2013.

In addition, the involvement of all the members of the NIIU is important in implementing the NIS. Before the approval of the Executive Committee, an Additional Secretary and a Deputy Secretary had virtually worked as the NIIU. No other officials have been actively involved in the work of the NIIU so far. Thus, it is crucial to make the other officials aware that they are the members of the NIIU and to assign clear and detailed tasks under the NIIU so that they can be effectively involved in the NIIU work.

With respect to the budget, no budget is earmarked for the NIIU or the NIS implementation. Since the activities assigned to the NIIU require financial resources, a sufficient amount of the budget should be secured to make the unit's activity sustainable.

#### (4) Ethics Committee

The NIS requires all ministries, divisions and constitutional bodies to form an Ethics Committee within their organisations, and the Cabinet Division issued a letter reminding them of the requirement to form the committee. All public administrative organisations have formed their Ethics Committees as of 2 September 2013. However, at least 28 of them have not held the meeting of the Ethics Committee (Table 3-1).

**Table 3-1 Status of the Ethics Committee at State Institutions (As of 2 September 2013)**

| Status  | Completed | Not yet completed | No Answer |
|---|-----------|-------------------|-----------|
| Formation of the Ethics Committee                 | 58 (100%) | 0 (5%)            | 0 (0%)    |
| Holding the first meeting of the Ethics Committee | 13 (22%)  | 28 (42%)          | 17 (29%)  |
| Appointment of the Integrity Focal Point          | 58 (100%) | 0 (3%)            | 0 (0%)    |

Source: JICA Mission

Note: The total number of the investigated state institutions is 58.

In most the public administrative organisations, the Ethics Committee has been established by the order of the Secretary of each organisation. The encouragement of such senior officials is considered as a key factor to establish the committee. In December 2013, The Mission confirmed 25 public administrative organisations have held the meeting.

To disseminate and institutionalise the NIS throughout the public administration, it is considered effective to have the Ethics Committees in each subordinate departments and institutions. The NIS, however, does not explicitly refer to the establishment of the Ethics Committee at the subordinate departments and institutions. The Cabinet Division has left this issue to the discretion of each public administrative organisation. In fact, in the first series of the Focal Point Workshop in June 2013, the Cabinet Secretary stated that each public administrative organisation would decide whether to request its subordinate offices to form an Ethics Committee. During the survey conducted by the Mission, some Focal Points also pointed out the importance of the Ethics Committee at the subordinate office level, and expressed that the request from the Cabinet Division would help them instruct their subordinate offices to establish the Ethics Committees.

The NIS does not mention the Ethics Committee at the Division, District, and Upazila level. Nor does it explicitly refer to the formation of the Ethics Committee or a similar body at the Parliament, the Judiciary, the Attorney-General, and local government institutions, and non-state institutions and



organisations. The policy of the Cabinet Division on the formation of the Ethics Committees in these organisations has not been fixed yet.

Interviews with the Integrity Focal Points of the relevant the public administrative organisations revealed that the terms of reference (TOR) of the Ethics Committee is almost the same as the one suggested by the Cabinet Division in its letter issued on 4 April 2013. This implies that the public administrative organisations are still not clearly aware of what to do for implementing the NIS. The dissemination of the concept of integrity and clear definition of the public administrative organisations-level activities are thus critical.

### **(5) Integrity Focal Point**

One of the members of the Ethics Committee will be appointed as the Integrity Focal Point of the institution. All public administrative organisations have already appointed their Focal Points (Table 3-1).

In terms of the rank of the officials, Deputy Secretaries or officials of the equivalent rank are usually nominated as Focal Point, though in some public administrative organisations, higher officials such as Additional or Joint Secretaries were appointed as Focal Point. It should be noted that the level of Deputy Secretaries may not have enough authorities to lead the NIS-related activities in their organisations.

### **(6) Focal Point Workshop**

The Mission assisted the Cabinet Division in organising the Focal Point Workshops. The workshop is expected to serve as an important implementation mechanism which ensures the linkage among the Executive Committee, NIIU and the Ethics Committees of each institution. The result of the Focal Point Workshop will be reported to the Executive Committee for its review and consideration. The guidance and advice from the Executive Committee will be shared in the subsequent series of the Focal Point Workshops. It is recommended that such implementation cycle between the Focal Point Workshop and the Executive Committee be institutionalised to ensure effective implementation of the NIS.

The Focal Point Workshop is also expected to serve as the platform for the Integrity Focal Points to share their views and experiences, and learn good practices from one another. This is expected to encourage the Integrity Focal Points to take a leading role in implementing the NIS in their institutions. It is true that most of the participants were highly motivated to implement the NIS by the workshop. It is therefore recommended to hold the Focal Point Workshop on a regular basis as an important implementation mechanism.

A total of 3 series of the Focal Point Workshops were held during the Mission, i.e., June, September, and December 2013. The summaries of these workshops are presented below.

#### ***First series of the Focal Point Workshop***

All the Integrity Focal Points of the public administrative organisations participated in the first series of the Focal Point Workshop entitled 'Responsibility of the Ethics Committees and Focal Points in Establishing Integrity'. It aimed to: 1) promote the NIS among the ministries and divisions; 2) clarify the detailed NIS activities at the ministry and division levels; and 3) discuss actions to be undertaken by the individual ministries and divisions and the contents of the work plan of each institution. The reports of the workshop sessions are enclosed as Annex 6.

During the first series of the workshop, the Cabinet Secretary emphasised the importance of the promotion of the concept of integrity. Although the word 'integrity' is new to Bangladesh society,



public administration should play a leading role in implementing the NIS so that the concept of integrity can proliferate throughout the society.

One of the key outputs of the first workshop sessions is the model work plan for individual public administrative organisation. It was developed by the Cabinet Division with assistance by the JICA Mission based on the discussions during the workshop sessions. The Cabinet Division issued a letter to all public administrative organisations on 2 July 2013, requesting them to formulate their own work plans based on the model plan. The model work plan is attached as Annex 7.

### ***Second series of the Focal Point Workshop***

All the Integrity Focal Points of the public administrative organisations participated in the second series of the Focal Point Workshop, entitled 'Formulation of the Work Plan for the Implementation of the NIS and its Monitoring'. It aimed to: 1) confirm the progress of the NIS activities, such as the formulation of work plans, at ministries and divisions; 2) understand the result of the Executive Committee meeting; 3) discuss challenges and countermeasures to them; and 4) discuss activities to be undertaken by ministries and divisions and expected support from the NIIU. The reports of the workshop sessions are in Annex 6.

In the workshop, the Additional Secretary of the Cabinet Division stated that people's perception on the bureaucracy was generally negative, and emphasised the need to change such perception by improving the performance of bureaucracy as well as focusing on proactive and people-oriented activities.

During the group discussion sessions, the Integrity Focal Points identified concrete actions to be taken at each ministry and division. The need for the institutionalisation of the NIS in each organisation was highlighted, and specific actions at the public administrative organisation level were identified. Key recommendations from the participants include the following: 1) formation of the Ethics Committee at subordinate departments and organisations; 2) appointment of the Secretary or head of organisations as the chair of the Ethics Committee; 3) inclusion of the NIS-related issues in the agenda of the Monthly Coordination Meeting of every ministry and division; 4) necessity of capacity development at each ministry and division; 5) coordination with NIS-related initiatives such as the grievance redress system (GRS); 6) fair performance evaluation of each official; 7) importance of e-governance initiatives; and 8) securing necessary budget for the NIS implementation.

### ***Third series of the Focal Point Workshop***

The third series of the Focal Point Workshops were held in December 2013 to: 1) strengthen the commitment of the Focal Points on the NIS; 2) review the progress achieved by different public administration ministries, divisions, and organisations on the formulation and implementation of work plans on the NIS; 3) determine the next course of action by the NIIU; and 4) collect information to present before the National Integrity Advisory Committee and the Executive Committee meetings. The reports on the workshop sessions are in Annex 6.

In the workshops, the Cabinet Division reported the following indications of progress in the NIS-related activities at public administration organisations: formulation of sub-committees under Ethic Committees; identification of obstacles to implement the NIS; creation of new branches or sections to expedite work; implementation of internal audit; making of a database for keeping work-related information of the officers; taking performance into consideration while selecting officers for foreign tours; and introduction of a help desk for better public service.

The NIIU raised the issue of the work plan. The NIIU proposed a model work plan in the first series of the Focal Point Workshops and all Ethics Committees were to formulate their own work plans based on the model plan. In fact, some organisations have already submitted their work plans to the NIIU. However, most of the plans were copied from the model work plan sent by the NIIU. It shows lack of

awareness of and commitment to the NIS among the Focal Points.

The NIS provides for specific actions to be undertaken by some organisations. However, none of the organisations had shown in their work plans when and how they would carry out those actions. Thus these organisations must revise their respective work plans incorporating these specific responsibilities.

The following challenges were also raised: (a) lack of experience in implementing a similar strategy; (b) lack of awareness in the policy makers and officers on the NIS; (c) lack of commitment to a change and reform of existing practices and culture; (d) negative attitude toward the NIS; (e) dependence on foreign aid and political leadership; and (f) lack of foresight of the officers.

During the group discussion sessions, the Integrity Focal Points talked about the importance of having regular meetings within their organisations to sensitise their colleagues and with other Focal Points for mutual monitoring and knowledge sharing.

### **3.1.2 Current Activities and Issues at the Ministry and Division Level**

The public administrative organisations shall play a leading role in implementing the NIS. To assess the progress of the NIS-related activities in the public administrative organisations, the JICA Mission has conducted a survey with the 18 public administrative organisations on progress of the NIS-related activities and discussed issues with relevant stakeholders. For the detailed results of the surveys, refer to Annex 8.

#### **(1) Current Activities**

##### **(a) Activities by the public administrative organisations**

The survey revealed some NIS-related initiatives among the public administrative organisations. As of the date of interviews, all of the 17 public administrative organisations<sup>23</sup> had formulated the Ethics Committee and 10 of them had spontaneously instructed the subordinate institutions to establish a Sub Ethics Committee. In addition, the JICA Mission identified the following good initiatives during the survey.

- The Ethics Committee of the Ministry of Home Affairs has requested all the officials of the ministry to submit the NIS-related best practices.
- The Ministry of Home Affairs operates a functioning grievance handling system. The grievance handling section receives approximately 40 to 60 complaints per month. This section deals with a wide variety of complaints, including complaints about results of investigation, land dispute, and corruption allegation against officials. In general, if it is an allegation against a corrupt official, the complaint section disposes of the grievance within two to three months.
- The Ministry of Information, the Ministry of Women and Children Affairs, and the Ministry of Health and Family Welfare proactively conduct an information disclosure by referring to the Right To Information Act. They show the necessary procedures of information disclosure on their respective websites.
- The Anti-Corruption Commission (ACC) organized a seminar with political parties to disseminate the NIS concept in April 2013.
- The NGO Affairs Bureau organized a dissemination meeting with NGOs in April 2013. For details, refer to the Section 3.1.3 (3) below.

<sup>23</sup> In the NIS, the Information Commission has not been requested to form Ethics Committee and take related actions. Therefore, Information Commission is not included.

- The Local Government Division (LGD) organized a NIS-related awareness raising meeting with the officials in the subordinate institutions in July 2013. In the meeting, the results of the first Focal Point workshop were shared with the participants.
- The Ministry of Information, together with the Cabinet Division and the JICA Mission, organized the NIS dissemination meeting for the media in September 2013. For details, refer to the Section 3.1.3 (4) below.
- The Ministry of Commerce, together with the Cabinet Division and the JICA Mission, organized the NIS dissemination meeting with the private sector in September 2013. For details, refer to the Section 3.1.3 (5) below.

### **(b) Activities related to the grievance redress system**

The NIIU hold the meeting, titled ‘Consultation Meeting on Formulation of National Guidelines for Service Delivery and Grievance Redress System’ on 18 December 2013 for senior officers of ministries and divisions. The GRS is considered as one of the most important NIS actions. However, the GRS has not been effective as expected for the last few years. Thus, the NIIU decided to draft guidelines for the GRS implementation to activate the GRS. The objective of the meeting was to seek the participants’ comments and opinions on the draft guidelines, which was prepared by the Cabinet Division. The draft guidelines will be improved based on the results of the meeting. Then, the improved guidelines will be shared with the participants again for further consultation. The report of the meeting is in Annex 9.

## **(2) Challenges to Implement NIS**

During the interview with NIS Focal Points, the Mission identified following challenges and issues for the NIS implementations.

### **(a) Poorly Defined TOR of the Ethics Committee**

#### ***Findings***

At the time of the interview by the JICA Mission, 16 public administrative organisations had formulated the TOR of the Ethics Committee. Among the 16, 15 had simply copied the sample TOR provided by the Cabinet Division.<sup>24</sup> Such TOR would not help the Ethics Committee take concrete actions to realise the NIS because it does not reflect the practices in each organization as well as the its own NIS goals.

#### ***Issues***

The members might have copied the TOR provided by the Cabinet Division, because they do not clearly know about the objective of the Ethics Committee.

#### ***Expected countermeasures***

The Ethics Committee needs to reconsider its TOR to meet its environment. Firstly, the Ethics Committee is required to confirm the NIS goal of organisation, to make clear what the Committee needs to do for the NIS. Then, one option would be to revise current copied TOR. The other option would be to develop operational procedures of Ethics Committee, as a supplement to the TOR. The operational procedures define detailed operations of the committee, e.g., frequency of Ethics Committee meetings, expected subjects of meetings, and monitoring method of implementation status of each action.

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<sup>24</sup> In the letter issued on 4 April 2013, the Cabinet Division requested each Ethics Committee to modify the context of the sample TOR, based on the circumstances.

During the interviews, several Focal Points requested the NIIU provide a support on formulating such operational procedures. It is recommended that the NIIU consider providing technical assistance to the Integrity Focal Points that do not have a clear idea of operational procedures of the Ethics Committee.

### **(b) Unclear Role of Each Official**

#### ***Findings***

In the ministries, the Secretary gives the instruction to implement the NIS. However, even Integrity Focal Points, who are to take the lead in implementing the NIS, sometimes do not clearly grasp what actions they need to take to implement the NIS.

#### ***Issues***

Only a few Integrity Focal Points understand exactly what they need to do to implement the NIS, although most of them agree with the importance of the NIS.

#### ***Expected countermeasures***

The Ethics Committee of each organisation is requested to allocate the detailed NIS activities to each official in the chain of command. However, considering that the Ethics Committee itself facing difficulties in clarifying their responsibility, it might be too early for the Ethics Committee to clarify activities to be taken by each official. As one of the countermeasures, the NIIU can consider providing technical assistance to the Ethics Committees how to allocate the NIS activities to each official.

### **(c) Designation of Chairperson of the Ethics Committee**

#### ***Findings***

On a letter dated 4 April 2013, the Cabinet Division requested the public administrative organisations to assign the Secretary to chair the Ethics Committee. In most cases, the Chairperson of the Ethics Committee is the head of an organisation, such as the Secretary. In some organisations, however, the Ethics Committee is chaired by the Additional Secretary<sup>25</sup>.

#### ***Issues***

This might have been caused because some Secretaries do not recognise the importance of the NIS. If the Ethics Committee is not chaired by the head of a public administrative organisation, it might be difficult to enforce the decision made by the Ethics Committee in the respective organisation.

#### ***Expected countermeasure***

The NIIU can ask the heads of organisations to take the lead in implementing the NIS.

### **(d) Designation of the Integrity Focal Point**

#### ***Findings***

The Integrity Focal Point is expected to coordinate the NIS activities at each organisation. Out of the 17 public administrative organisations, 14 assigned the Deputy Secretary or equivalent as the Integrity Focal Point.<sup>26</sup>

#### ***Issues***

Considering the importance of Integrity Focal Point, the Deputy Secretary or equivalent would not be able to exercise enough initiatives to implement the NIS in his/her organizations. The Integrity Focal

<sup>25</sup> In the Local Government Division and the Comptroller and Auditor-General

<sup>26</sup> In the Ministry of Health and Family Welfare, and the Local Government Division, a Joint Secretary is the Integrity Focal Point. An Additional Secretary takes the role of Integrity Focal Point in the Ministry of Commerce.

Point of the Comptroller and Auditor General Office pointed out that, as current Focal Points are not the senior officials in most cases, it is difficult for them to influence policy-level decisions at their respective organisations.

### ***Expected countermeasure***

One of the key factors, that, which helps the NIS Focal Point to take initiatives, would be an access to the Secretary, including both informal and formal channels. It is recommended that the NIIU monitor whether NIS Focal Points are not facing any difficulties in taking the initiatives. If necessary, the NIIU can provide a support to these Integrity Focal Points, so that they will be able to approach the Secretaries and undertake their initiatives to implement the NIS. The NIIU can also organise an event to sensitise high ranking officials such as the Secretary, as the NIIU did in September 2013. For details, refer to the Section 3.1.3 (2) below.

## **(e) Implementation of the Grievance Redress System**

### ***Findings***

Implementing the Grievance Redress System (GRS) is one of the NIS actions. According to the Cabinet Division (2011), all the ministries had implemented the GRS since 2008. The Grievance Focal Points are to be assigned at all public administration organisations. However, interviews by the JICA Mission revealed that most of the Integrity Focal Points did not know much about the status of GRS implementation. The Integrity Focal Point of the Public Service Commission pointed out that she had not yet been able to establish a working relationship with the Grievance Focal Point because of the lack of response from the Grievance Focal Point.

The interviews revealed that some ministries have introduced a grievance handling system other than the GRS. The Ministry of Home Affairs has established a complaint handling section, where receives approximately 40 to 60 complaints a month.

### ***Issues***

The GRS may not be functioning. The Integrity Focal Point of the Ministry of Social Affairs explained that no one carry out substantial GRS implementation.<sup>27</sup> Each public administrative organisation is supposed to write a monthly report on handling of grievances and submit it to the Cabinet Division. However, such system is not working now.

Furthermore, some Integrity Focal Points may find it difficult to relate the GRS to the NIS, although the practice of the GRS is to be relocated in the NIS implementation framework. This issue is caused by two different instructions from the Cabinet Division: one is on the establishment of the GRS in 2007, and the other is on the establishment of an Ethics Committee and the appointment of an Integrity Focal Point in 2013. The latter instruction does not provide clear guidance about how to incorporate the existing GRS into the NIS implementation framework, though the GRS is regarded to be crucial factor in the NIS.

### ***Expected countermeasure***

The NIIU can revitalise the GRS as one of the NIS actions. To do that, the NIIU is to integrate the grievance handling unit into the NIS implementation structure and the Grievance Focal Point could be appointed as a member of the Ethics Committee. The NIIU can also provide a training opportunity to the Integrity Focal Points to learn about the GRS, as they are key elements of the NIS. As the first step, the NIIU decided to formulate a guideline for national service delivery and the GRS and held a consulting meeting on 18 December 2013. For details, refer to the Section 3.1.2 (1) above.

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<sup>27</sup> Interview with the Ministry of Social Affairs on 8 July 2013.

The NIIU also needs to consider incorporating the ministries' own grievance handling system in the GRS to avoid duplication and conflict among them.

#### **(f) Right To Information**

##### ***Findings***

Enforcement of the Right To Information (RTI) Act is one of the NIS actions, and is indispensable to increase transparency among the government institutions. Despite the significance of the RTI Act, the NIS does not mention the role of the Information Commission, which is charge of the RTI Act.

The coordination between the RTI designated official, who is responsible to ensure the implementation of the RTI Act in each public administrative organisation, and the Ethics Committee and the Integrity Focal Point, is not sufficient. Roles of the RTI designated official at each public administrative organization are not clarified.

##### ***Expected countermeasure***

The NIIU is recommended to work with the Information Commission to accelerate the enforcement of the RTI Act. Regular meetings between the NIIU and the Commissioner may be an effective medium to promote cooperation between them. At the public administrative organisation level, the Ethics Committee can invite the RTI designated official to the NIS meeting and confirm the progress of the RTI.

The NIIU can also provide a training opportunity to the Integrity Focal Points to learn about the RTI, as the RTI is one of key elements of the NIS.

#### **(g) Introduce Personal Evaluation Criteria of Integrity**

##### ***Findings and Issues***

The Integrity Focal Points pointed out that the lack of incentive and motivation among officials are a key challenge in implementing the NIS. No public administrative organisation has introduced personnel evaluation criteria related to the integrity of officials. Furthermore, many officials do not believe in the existing personnel evaluation system. They feel that they are not evaluated objectively.

##### ***Expected countermeasure***

The Cabinet Division and Ministry of Public Administration can discuss a possibility of introducing new personnel evaluation criteria that measure one's contribution to the achievement of the NIS. Such criteria must be objective and personnel evaluation must be conducted in a transparent and objective manner based on the criteria.

#### **(h) Provision for Budget**

##### ***Findings***

No public administrative organisation had allocated a specific budget for implementing the NIS. Most of the Integrity Focal Points explained that they needed to request the budget for the NIS after they clarify the NIS-related activities. During the interview, several Focal Points stated that they would like the Cabinet Division to provide financial assistance for the NIS activities. In addition, on 3 September 2013, the Executive Committee also discussed about the necessity to allocate budget for the NIS activities.

##### ***Issues***

It is not clear how necessary budget for the NIS actions will be secured. Either each public administrative organisation is to request the budget to the Ministry of Finance, or the NIIU is to secure the entire NIS budget and allocate portions to public administrative organisations.



***Expected countermeasure***

The NIIU needs to request public administrative organizations to estimate the amount of the necessary budget to conduct the NIS actions. Then, the NIIU is required to coordinate with the Ministry of Finance to secure enough budget.

**3.1.3 Awareness Raising Activities**

In addition to the activities for the establishment of the implementation system and the ministry- and division level activities, awareness raising activities for various stakeholders have also been conducted. Such activities will contribute to wider recognition of the concept of integrity. This section presents the awareness raising activities for NGOs, the media, the private sector, and field administration.

**(1) Staff Members of Cabinet Division**

The Cabinet Division is to play a pivotal role in the implementation of the NIS. However, a majority of the staff members of the division have no clear idea on the NIS. To acquaint them with the concept of integrity as well as the aims and objectives and various provisions of the NIS, an orientation meeting was held on 8 October 2013.

In the meeting, the NIIU presented the objective, contents, and institutional arrangements of the NIS. Then, the participants expressed ideas on the implementation of the NIS. The following are some of the views expressed in the meeting.

- The division can select a few specific areas of activities regarding the implementation of the NIS and start working on them immediately. The division may become a role model for other ministries and divisions with respect to the implementation of the NIS.
- Weak capacity of the public administration organisations should be highlighted. Many of their legitimate demands are not met because of lengthy and inefficient government systems, rules, and procedures. Many posts are also vacant.
- The division has some good practices. They may be disseminated in the public administrative organisations and society as a whole to inspire government officials and the public to improve themselves.
- The mindset of the division's staff members must be changed first. Mere provision of different types of capacity building training will not achieve anything unless the staff members are self-motivated.

**(2) Senior Officials of the Public Administrative Organisations**

The Views Exchange Meeting with Senior Members of Ethics Committees/Senior Members of Ministries/Divisions on the Implementation of the National Integrity Strategy was held on 26 September 2013. It aimed to raise awareness among senior officials, such as the Secretary, the Additional Secretary, and the Joint Secretary, towards the implementation of the NIS. As mentioned above, most of the Integrity Focal Points are the Deputy Secretary or equivalent, and they are unable to influence policy-level decisions in their organisations because of their rank. The NIIU organised this meeting to make it easier for the Integrity Focal Points to gain help from their superiors.

In the meeting, the Cabinet Division presented the background, concept and contents of the NIS. Then, the participants expressed their ideas what is important to realise the NIS. The representative of the Finance Division stated that necessary budget needed for implementation of NIS-related activities could be allocated by the Finance Division.



### **(3) NGO**

The NGO Affairs Bureau, which supervises large NGOs, held a NIS meeting with NGOs on 30 April 2013. The main objective of the meeting was to disseminate the NIS. The number of participants was approximately 300.<sup>28</sup> The discussion covered the following topics. For further details, refer to Annex 10.

- Necessity to provide a clear definition of integrity;
- Enhancing the accountability of NGOs;
- Improving transparency in the recruitment process of NGOs; and
- NGO Affairs Bureau to prepare a guideline for NGOs to support the NIS implementation.

The NGO Affairs Bureau is supposed to prepare a guideline that shows the NIS activities to be taken by NGOs. When the draft guideline is ready, the Bureau is expected to organize the second meeting to present it and have the participants discuss it.

### **(4) Media**

The first meeting with the media was held on 5 September 2013 by the Ministry of Information with the Cabinet Division and JICA Mission. The main objectives of the meeting were to disseminate the NIS and exchange views on the implementation of the NIS among the participants.

Approximately 40 senior journalists took part in the meeting. They revealed concerns among the media on the NIS. The concerns covered integrity in the government as well as the media. The discussion covered the following topics. For details of the meeting, refer to Annex 11.

- Role of the media in promoting transparency and accountability of the government;
- Role of the media in ensuring service delivery by the government;
- Lack of neutrality in the media, such as the issues of highly politicized media; and
- Necessity to establish integrity in the media, including preparation of a NIS guideline for the media.

Despite high concerns about the NIS, it seemed few participants have a concrete idea on how to realize the NIS in practice. Therefore, it would be necessary for the Ministry of Information and the Cabinet Division to take initiative to encourage the media to get involved in the NIS. Firstly, it is urgent for the Ministry of Information to draft the code of conduct for the media. Then, another meeting needs to be organised with the media to discuss the draft code.

### **(5) Private Sectors**

On 8 September 2013, the first meeting with the private sector was held by the Ministry of Commerce with the Cabinet Division and the JICA Mission. The main objectives of the meeting were to disseminate the NIS and have the participants exchange views on the implementation of the NIS.

Approximately 30 participants discussed the need of fair competition among business people. Furthermore, they discussed the need to extend the concept of the NIS to consumers as well as to workers. After the tragedy of Rana Plaza in April 2013, the participants' concerns on the compliance of laws and regulations were high. The discussion covered the following topics. For further details of the meeting, refer to Annex 12.

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<sup>28</sup> Interview with the NGO Affairs Bureau on 4 July 2013.

- Need for commitment by the private sector to implement the NIS, as the private sector has not been actively involved in the NIS so far;
- Importance of improving compliance with the relevant laws and regulations; and
- Necessity to provide a clear guideline on how to implement the NIS.

As several participants pointed out, it is necessary to provide a detailed guideline for the private sectors to facilitate the implementation of the NIS. The Ministry of Commerce is still drafting the guideline. The ministry needs to draft the guideline urgently, and hold another meeting with the private sector to discuss the draft.

### **(6) Field Administration-Level Stakeholder Meeting**

The Cabinet Division has not requested the field administrations to establish the Ethics Committee or assign the Integrity Focal Point, although the field administrations can promote the NIS to the department officials who provide public service to the people. In fact, the Cabinet Division issued a letter requesting all Divisional Commissioners and Deputy Commissioners to hold stakeholder meetings for disseminating the NIS. However, no dissemination activities have been organised by the field administrations as of September 2013. This may be due to the lack of financial and human resources.

To set a precedent for NIS promotion at the field administrations, the Cabinet Division and the Mission held a stakeholder meeting on 7 July 2013 in Tangail District on a trial basis. The main objective of the meeting was to disseminate the NIS. Nearly 100 people took part in the meeting, including the Deputy Commissioner, district-level officials of departments, representatives from Upazilas such as Upazila Chairman and Upazila Nirbahi Officer, local politicians, NGOs, the media, and the private sector. Below is a summary of the discussion. For further details, see the report on the meeting enclosed as

Annex 133.

- The lack of transparency and accountability in local government activities must be addressed. Because of the lack of coordination between the members of the Parliament and the Chairman of Upazila Parishad, development projects are not properly monitored.
- The inefficient government personnel system should be changed. It is indispensable to establish a system that rewards officials with experience, capability, competence, a record of good work, as well as compliance with the NIS.
- The initiative by leaders of organizations is crucial to implement the NIS. However, the leaders themselves often violate rules, regulations and laws. Therefore, it is crucial to change their attitude and have them comply with the NIS, as their attitude has negatively affected the entire society and caused it to overlook the widespread violations.
- There were different views on the initiative of the government to implement the NIS. Some participants emphasized the importance of integrity at the individual and family levels rather than the leader level.

Almost none of the participants had been aware of the NIS. However, a remarkable achievement of the meeting was that the participants with different backgrounds shared their views openly. An open session like this with a wide variety of participants seems effective for disseminating the concept of the NIS.

## **3.2 Key Issues of the NIS**

The Mission identified challenges to the implementation of the NIS-related activities as follows: issues

related to the NIS contents and those related to the NIS implementation system. It should be noted that the Mission focused on challenges of the public administrative organisations, as public administration leads the implementation of the NIS.

## **(1) Issues Related to the NIS contents**

### ***Unclear definition of the staff-level actions in each institution***

As discussed in 2. 1. 1 (2), the NIS presents policy-level actions of each institution, but not specific actions. Thus actions to be undertaken by individual staff members are still unclear. This may impede the spread of the concept of the NIS throughout Bangladesh, as national integrity is going to be achieved only when all public administration staff members take necessary actions.

### ***No programme and roadmap for the implementation of the NIS***

The NIS is a comprehensive strategy, consisting of 115 activities implemented by 16 institutions. It clarifies activities undertaken by each institution. However, because of its comprehensiveness, the NIS does not give a clear picture on how national integrity is going to be realized. It does not show correlation among the activities. It would be more effective to take a programme approach to have some activities of one institution implemented with those of others.

The NIS actions are categorised as short-term, mid-term, and long-term ones. Short-term action is to be realized in a year, while mid-term and long-term ones are in 2 to 3 years and 5 years, respectively. Short-term action means one that is easier to implement, and does not mean a priority one. Roadmap that identifies order among the activities is not developed. The GOB is requested to identify priorities of respective actions, their sequence, and timeframes. Necessary human and financial resources to implement the NIS activities should also be identified.

## **(2) Issues Related to the NIS Implementation**

### ***Incomplete implementation structure***

The Ethics Committee and the Integrity Focal Point of each public administrative organisation are expected to serve as important driving forces in implementing the NIS at the organisation. Although the establishment of the Ethics Committee and the appointment of the Integrity Focal Point were completed at all public administrative organisations, it is still a challenge to activate these mechanisms. The TOR of the Ethics Committee has been defined, but the committee's detailed activities are still unclear. Some public administrative organisations have not yet held the first meeting of the Ethics Committee.

At the higher level, the NIAC and the Executive Committee, the NIIU, and the Focal Point Workshop are to constitute an implementation cycle: results of the Focal Point Workshop are submitted to the NIAC and the Executive Committee by the NIIU. However, this cycle is still incomplete. The Executive Committee Meeting was held only once, although the Focal Point Workshop has been held quarterly.

### ***Incomplete structure and not secured budget of the National Integrity Implementation Unit***

The structure and TOR of the NIIU were approved by the Executive Committee on 3 September 2013. Although the unit is established in the Administrative Reforms and Implementation Wing, detailed roles and responsibilities of the individual officials have not yet defined. A post of Joint Secretary is supposed to be created to take care of NIS implementation, but it is unclear when the post is actually approved and filled.

With respect to budget, no budget is earmarked for the NIIU. Necessary budget needs to be secured for the activities by the NIIU.

***Necessity to increase authority of the Ethics Committee and the Integrity Focal Point***

As discussed in 3.1.2. (2), the Ethics Committee is to have enough authority to enforce the decision. Given the importance of the Integrity Focal Point, an official with higher rank than the Joint Secretary, is to be appointed as the Integrity Focal Point to exercise enough initiatives to implement the NIS in his or her institution. However, in some cases, the Ethics Committees are sometimes not chaired by the Secretary or the head of the institution, and most of the Focal Points are Deputy Secretaries or officials of equivalent rank. This might have occurred because the importance of the NIS was not well recognised in organisations.

***Lack of the strategy for NIS promotion at the local level***

It is very important to enhance the integrity of the District and Upazila level officers because they work at the frontline to provide public services to local people, and their daily practices will directly affect those of local people directly. It is therefore critical to promote the NIS at the local level, such as the District and Upazila level.

However, there are 64 Districts and 486 Upazilas in Bangladesh. Thus, given the current resources of the NIIU, it is unrealistic for it to conduct promotion activities in all Districts and Upazilas. In this regard, the Deputy Commissioners (DCs) at the District level and Upazila Nirbahi Officers (UNOs) at the Upazila level are expected to play the leading role in promoting the NIS. The DCs are to be responsible for the coordination among field level officers of different departments and the supervision of the local government institutions at the District level. Similarly, the UNOs are to be responsible for the coordination among different department officers at the Upazila level.

Nevertheless, the DCs and UNOs are unaware of the NIS itself, and have no idea about their expected roles in promoting the NIS. Thus a strategy for the NIS promotion at the local level is necessary to define the roles and responsibilities of stakeholders such as the NIIU, DCs and UNOs, implementation mechanism, and actions to be taken by the stakeholders.

***Insufficient linkage with relevant initiatives***

The effective implementation of the Grievance Redress System (GRS), and the ensuring of the Right To Information (RTI) are crucial to realise integrity because they enhance the accountability and transparency in government activities, and thus are closely related to the NIS. However, the linkage between the GRS and RTI with the NIS are insufficient. Some Focal Points are not aware of the GRS and the RTI, as discussed in 3.1.2. (2). The issues of the GRS are that the system is not working. Focal points are appointed separately for the GRS and the NIS, and they do not communicate with one another. RTI is implemented by the Information Commission and the RTI Designated Officer is appointed by the Commissioner, while the NIS is led by the Cabinet Division. Thus barriers among those organisations exist. The NIS Focal Point and the RTI Designated Officer are expected to communicate periodically.

***Necessity of the development partners' support to the NIS***

As the NIS can be regarded as the government program towards good governance, a large amount of resources are required for achieving its goals. It is necessary to involve DPs in the NIS implementation process for resource mobilization purpose. In fact, many existing initiatives of DPs are part of the NIS, and some DPs are willing to provide new assistance to the NIS activities. To realize resource mobilization, active communication between the Cabinet Division and DPs is expected. The interviews with DPs revealed that most DPs do not have a clear image of their assistance, i.e., what part of the NIS they will be able to support.

## 4 Recommendations for the NIS implementation

To overcome the issues and challenges identified in Chapter 3 and ensure the smooth implementation of the NIS, the Mission proposes the following recommendations.

### 4.1 Recommendations Related to the NIS contents

#### (1) Encouragement of Integrity-enhancing Activities among Government Officials

To encourage the staff members of public administrative organisations to lead the NIS implementation process, the Mission recommends that concrete actions of individual officials to enhance integrity in their sections be clarified. Such clarification will guide all officials in enhancing integrity. Thus, it may be more effective to let them consider concrete actions by themselves. This is because officials know their responsibilities and tasks in detail, and have a better idea on how to improve them. This may also motivate them to enhance integrity in their organisation by promoting their initiatives. To enable the government officials to consider actions to be taken, some guidance and training may be necessary.

In parallel with such bottom-up approach, the Ethics Committee of each organisation confirms the NIS goal of organisation and deploys the responsibility to each unit and official, what each official should do to achieve the goal of organisation.

To this end, a bottom-up approach that has been employed by JICA Technical Cooperation Project for ‘Improving Public Services through Total Quality Management’ may be worth referring to, as such bottom-up approach is found effective to improve organisational effectiveness, increase officials’ efficiency, and improve public service delivery. The TQM approach can be applied to several areas stated in the NIS such as ‘Consciousness on and use of RTI Act’, ‘Prevention of food adulteration’, and ‘Introduction of Complaint Management’. For instance, to prevent food adulteration of mangos effectively, the TQM process can be introduced as follows.

- 1) Examine related policies and regulations.
- 2) Identify business flow.
- 3) Identify stakeholders.
- 4) Develop hypothesis, e.g. the inspectors do not work effectively.
- 5) Ministry in charge sets the target to be achieved.
- 6) Stakeholders do KAIZEN to contribute to the achievement of the target.
- 7) Evaluation

Significance of the TQM approach is that such bottom-up approach is implemented with a policy deployment from the ministry level organisation. Ministry is going to set the target of the NIS activity at the organisation. Then, the Ethics Committee identify necessary activities to achieve the target and deploys the responsibility to each unit and official, what each unit and official should do. If such approach is found effective, the NIIU will be able to formulate a policy deployment system based on lessons learned from the TQM exercise.

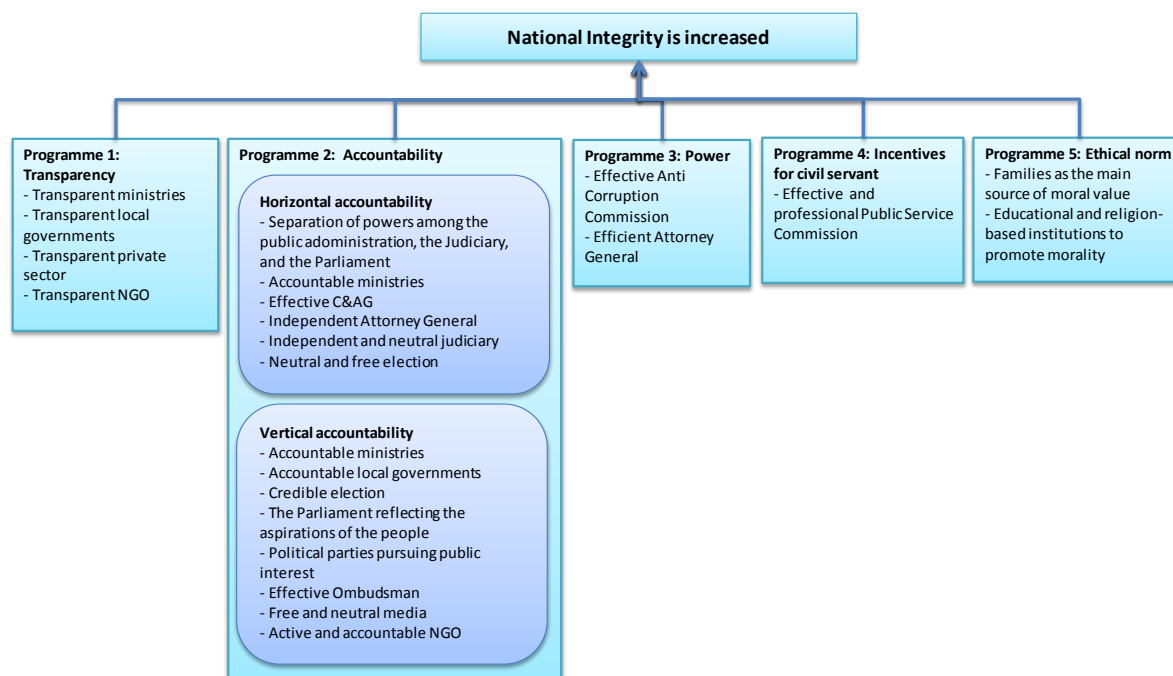
It should be noted that the TQM approach does not have to be applied in the way it is applied in the JICA TQM project. The NIIU should consider how the approach should be applied to the NIS context and modify the approach if necessary.

#### (2) Promotion of the NIS Programme

The Mission recommends that the NIS programme be developed for the following purposes: 1) give a

clear picture on how national integrity is going to be realized; 2) clarify how each action contributes to national integrity; 3) show how each action is related to the others; and 4) have the stakeholders understand the NIS. The last point is important to promote the NIS to the people in Bangladesh as well as the DPs, who could be resource providers to realise the NIS.

The Mission proposes the NIS programme as shown in Figure 4-1, based on the analysis on the NIS goals (please see Figure 2-2). The NIS consists of 5 programmes, namely transparency, accountability, power, incentives for civil servants, and ethical norm. The 115 NIS actions can be re-arranged under these 5 programmes. Then it may be possible to identify priorities of actions, their sequence, and timeframes.



Source: JICA Mission

**Figure 4-1 The NIS Programme**

The Mission also proposes the roadmap, which shows priorities of respective actions, their sequence, and timeframes (Annex 14). The roadmap was formulated based on the concept of the NIS programme. All NIS actions were sorted out into "Transparency", "Accountability", "Power", "Incentive", and "Ethics" programmes and set out in chronological order as follows: "actions to start in 2014", "actions to start between 2015 and 2016", and "actions to start after 2017".

The NIS roadmap described above is a preliminary one. It will be revised once all public administrative organisations formulate their work plans.

### (3) Revision of the NIS

Some minor changes may be needed on the NIS. For instance, the Information Commission could be included as the NIS state institution. Institutions that are responsible for actions of the NIS are sometimes misplaced. The NIIU can check the NIS content based on the results of monitoring.

## 4.2 Recommendations Related to the NIS Implementation



Two tiers of implementation cycles are to be established; a cycle among the Executive Committee, the National Integrity Implementation Unit (NIIU), and the Focal Point Workshops, and a cycle among individual officials, the Integrity Focal Point, and the Ethics Committee. The former cycle will contribute to the effective implementation of and monitoring on the NIS-related actions. The latter will promote actions to increase integrity within individual institutions.



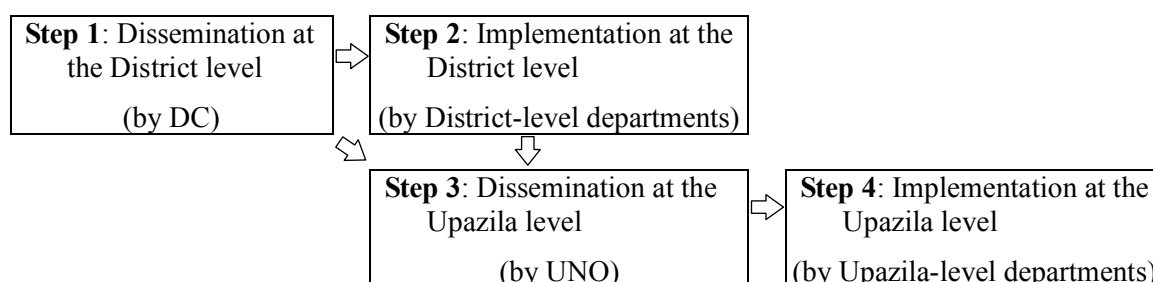
### Figure 4-2 Image of the Implementation Cycles

To establish the former cycle, the NIIU organises the Focal Point Workshop quarterly to monitor progress, discuss issues, and propose countermeasures. The result of the workshop is reported to the Executive Committee, which in turn gives instructions. The instructions are going to be delivered to the relevant institutions by the NIIU through the Integrity Focal Point. Regarding the latter one, groups of government officials report the achievement of their NIS-related work to the Integrity Focal Point. The Integrity Focal Point compiles the achievement and reports it to the Ethics Committee. The Ethics Committee evaluates the report and takes necessary action based on lessons learned from the NIS activities. Such series of the activities can be reported to the NIIU by the Integrity Focal Point at the Focal Point Workshop.

## (2) Promotion of the NIS at the Local Level

Source: JICA Mission

Figure 4-3 shows steps to ensure steady and effective promotion of the NIS to the local levels.



Source: JICA Mission



**Figure 4-3 Overall steps for the promotion of the NIS at the local level**

At first, the dissemination of the NIS at the District level will be prioritized as most DCs are not aware of the NIS at present. The Step 2 and Step 3 will be effectively undertaken based on the experience and lessons of the Step 1. It is therefore recommended that the NIIU focus on the dissemination at the District level for the moment.

The NIIU should elaborate a strategy for the NIS dissemination at the District level. The strategy needs to define the roles and responsibilities of stakeholders, implementation arrangement, and necessary actions to be undertaken by each stakeholder. Table 4-1 is a summary of such strategy that the NIIU and the Cabinet Division have agreed upon.

**Table 4-1 Summary of strategy for the NIS promotion at the local level**

| Item                            | Summary   |
|---------------------------------|---|
| Roles and Responsibilities      | <b>NIIU</b> <ul style="list-style-type: none"> <li>• Develop dissemination materials and distribute them to DCs.</li> <li>• Organise dissemination meetings, and make a presentation on a pilot basis.</li> <li>• Develop training modules for the District-level focal points, and conduct training sessions for them.</li> <li>• Facilitate DCs to organise dissemination meeting.</li> </ul>   |
|                                 | <b>Deputy Commissioner</b> <ul style="list-style-type: none"> <li>• Appoint an officer in charge of the NIS (District-level focal point) in the Deputy Commissioner's office.</li> <li>• Ensure the District-level focal point's participation in the training sessions to be organised by the NIIU.</li> <li>• Organise dissemination meetings and make a presentation on a regular basis.</li> <li>• Implement other promotion activities at the District level where necessary.</li> </ul>   |
| Mechanism for the NIS promotion | <ul style="list-style-type: none"> <li>• DC will appoint a District-level integrity focal point.</li> <li>• The District-level focal point is, under the supervision of the DC, responsible for the NIS-promotion activities at the District level.</li> <li>• The focal point will receive necessary training from the NIIU.</li> </ul>  |
| Necessary Actions               | <b>NIIU</b> <ol style="list-style-type: none"> <li>1) Development of dissemination materials and distribution of them to all Districts</li> <li>2) Organisation of dissemination meetings on a pilot basis</li> <li>3) Development of a training module on the NIS for the District-level focal points, and implementation of the training</li> <li>4) Facilitating DCs to organise dissemination meetings</li> <li>5) Securing necessary budget</li> </ol><br><b>Deputy Commissioner</b> <ol style="list-style-type: none"> <li>1) Appointment of the District-level integrity focal point</li> <li>2) Organization of the dissemination meeting</li> <li>3) Promotion of the NIS at the District level, such means as awareness raising on a regular basis</li> <li>4) Coordination among stakeholders</li> </ol> |

Source: JICA Mission

### **(3) Formulation of Operational Procedures of the Ethics Committee**

The Ethics Committee can formulate, as a supplement to the TOR, operational procedures, which define detailed operations of the Ethics Committee, i.e. a frequency of the Ethics Committee meeting, expected subjects of the meeting, monitoring method of implementation status of each action, and make clear what the committee is going to do. The NIIU may need to sensitise the senior officials of the Executive Committee and provide a technical assistance to some Focal Points that do not have a clear idea of operational procedures of the committee.

The Mission proposes operational procedures for the Ethics Committee and the Integrity Focal Point as follows (Table 4-2). These operational procedures were formulated by referring to the TOR for the Ethics Committee, which was defined by the Cabinet Division on 4 April 2013. The operational procedures do not define detailed activities. Thus, each Ethics Committee and the Integrity Focal Point are supposed to formulate detailed operational procedures based on the nature of their work.

**Table 4-2 Operational procedures for the Ethics Committee and the Integrity Focal Point**

| <b>TORs for the Ethics Committee<sup>29</sup></b>   | <b>Operational procedure for the Ethics Committee</b>   | <b>Operational procedure for the Integrity Focal Point</b>   |
|---|---|--|
| 1. Identification of successes achieved and problems encountered in establishing integrity in the concerned sector  | <ul style="list-style-type: none"> <li>• The Ethics Committee assigns the Integrity Focal Point to identify successful cases and problems.</li> </ul>   | <ul style="list-style-type: none"> <li>• The Integrity Focal Point conducts a survey in his or her institution quarterly, find good practices, while clarifying problems.</li> <li>• The Integrity Focal Point analyses causes of each problem.</li> <li>• The Integrity Focal Point proposes countermeasures for the identified problems</li> </ul>   |
| 2. Formulation of time-bound Action Plan to resolve the identified problems   | <ul style="list-style-type: none"> <li>• The Ethics Committee checks contents of the action plans proposed by the Integrity Focal Point.</li> <li>• The Ethics Committee approves the action plans.</li> </ul>  | <ul style="list-style-type: none"> <li>• The Integrity Focal Point formulates time-bound action plan to implement those countermeasures.</li> <li>• The Integrity Focal Point proposes the action plan to the Ethics Committee.</li> </ul>   |
| 3. Selection of personnel to be responsible for implementation of the Action Plan   | <ul style="list-style-type: none"> <li>• The Ethics Committee assigns personnel responsible for implementation of each action.</li> </ul>   | <ul style="list-style-type: none"> <li>• The Integrity Focal Point identifies personnel responsible for each action in the action plan.</li> </ul>   |
| 4. Implementation and monitoring of the Action Plan undertaken for establishment of integrity in the concerned sector   | <ul style="list-style-type: none"> <li>• The Chair calls for a meeting quarterly.</li> <li>• The Ethics Committee reviews the monitoring report.</li> <li>• The Ethics Committee identifies necessary actions to be taken.</li> <li>• The Ethics Committee approves the monitoring report and the revised action plan.</li> </ul> | <ul style="list-style-type: none"> <li>• The Integrity Focal Point monitors the progress of implementation of the action plan quarterly.</li> <li>• The Integrity Focal Point compiles results of the monitoring and develops a monitoring report.</li> <li>• The Integrity Focal Point proposes revision of the action plan, if necessary.</li> <li>• The Integrity Focal Point submits the monitoring report and the revised action plan to the Ethics Committee.</li> </ul> |
| 5. Sending progress report on establishing integrity in the concerned Ministry/Division/ Organization to the National Integrity implementation Unit (NIIU) of the Cabinet Division. |   | <ul style="list-style-type: none"> <li>• The Integrity Focal Point disseminates the decisions made by the Ethics Committee in the institution.</li> <li>• The Integrity Focal Point submits the monitoring report and results of the Ethics Committee meeting to the NIIU.</li> </ul>  |

Source: JICA Mission

#### **(4) Enhancement of Capacity of the National Integrity Implementation Unit**

<sup>29</sup> Defined by Cabinet Division, April 4, 2013

The capacity of the NIIU must be strengthened mainly from 2 aspects: strengthening the organisational structure, and securing financial resources. In terms of organisational structure, officials assigned to the NIIU must be mobilised for the NIIU work. The roles and responsibilities of the individual officials should be clearly defined so that all of them can effectively work for NIS implementation. With respect to budget, it is crucial for the NIIU to secure necessary budget to perform its responsibilities.

#### **(5) Provision of Support to the Integrity Focal Point**

In implementing his or her tasks, the Integrity Focal Point needs leadership and guidance from his or her superiors, especially the Secretary or the head of organisation. The NIIU must organise a seminar for the Secretary or heads of organisations to sensitise them. In fact, the NIIU held a meeting with the senior officers of the public administrative organisations on 26 September 2013 to request their leadership towards the implementation of the NIS. Such event should be held on a regular basis.

#### **(6) Enhancement of Linkage among the NIS and Other Related Systems**

Enforcement of the Grievance Redress System and enactment of Right To Information Act are two of the highest priority activities for the NIS. It is, therefore, necessary to ensure close collaboration among these systems. Regarding the GRS, The GRS Focal Point could be appointed as a member of the Ethics Committee.

NIIU needs to work together with the Information Commission to accelerate the enforcement of the RTI Act. Periodic meeting between the NIIU and the Commissioner could be effective medium to promote cooperation between them. At the public administrative organisation level, the Ethics Committee can invite the RTI Designated Officer to the NIS meeting and confirm the progress of the RTI.

### **4.3 Other Recommendations**

#### **(1) Analysis on the Governance Environment in Bangladesh**

To effectively implement the NIS and to achieve better governance, it is crucial to conduct an in-depth analysis on the governance environment in Bangladesh. For instance, the negative impact of excessive political intervention is pointed out in Bangladesh, while healthy check and balance among the public administration, legislation, and judiciary is expected. To promote good governance, proper understanding of reasons for such intervention is necessary. It is also said that, while good laws and regulations are enacted in Bangladesh, they are not well enforced. It is thus necessary to understand what has caused weak enforcement of laws and regulation. Otherwise, good governance will not be promoted effectively and efficiently.

Comparative analysis with other countries is also effective. Successful practices of other countries are a good reference for measuring what good governance is.

#### **(2) Establishing Governance Knowledge Centre**

A Governance Knowledge Centre, which will collect and collate data and information on good governance including good practices of the NIS, can be established at the NIIU. The Centre is to disseminate the NIS concept and related activities to citizens and boost the morale of officials of public administrative organisations by collecting good practices of the NIS.

An important thing when the Centre collects good practices of the NIS is that the Centre should

analyse why good practices have happened. Success is often caused by special leaders. The Centre can analyse motivations of such leaders, their approach to their colleagues, and how they have acquired necessary skills and knowhow. The Centre needs to gather and analyse ‘Good stories’, not just good practices.

### **(3) Provision of Incentives towards the NIS Implementation**

The Cabinet Division and Ministry of Public Administration are advised to consider introducing new personnel evaluation criteria, which measure one’s integrity. Besides such incentive on personnel evaluation, the NIIU should consider the NIS award system, which gives an award to individuals or organisations that conduct remarkable good practices towards the national integrity.

### **(4) Ensuring Regular Communication with Development Partners**

As many initiatives of DPs contribute to the realisation of the NIS, the NIIU is expected to identify the potential areas of DPs’ assistance, and work with them to implement the NIS. To promote collaboration with DPs, it would be effective for the NIIU to communicate with DPs proactively. Such communication will enable the NIIU to identify which part of the NIS can be assisted by which DPs, and will help DPs understand the progress and challenges of the NIS. The existing platform such as the LCG Governance Working Group can be utilised for this purpose, but the NIIU can also invite some DPs to the NIS-related seminars and workshops to disclose progress of the NIS and challenges.

## 5 JICA support for the NIS

### 5.1 Proposal: JICA Technical Cooperation

By considering the recommendations above, the JICA Mission proposes a JICA technical cooperation project towards the promotion of national integrity and good governance. The project is designed to contribute especially to transparency and accountability among the NIS programs (See Figure 4-1). In fact, the Global Integrity Index 2008<sup>30</sup>, formulated by a non-profit organisation called 'Global Integrity', showed that government accountability in Bangladesh was the weakest, compared to other categories such as 'Civil Society, Public Information and Media', 'Elections', 'Administration and Civil Service', 'Oversight and Regulation', and 'Anti-Corruption and Rule of Law'. Among the indexes related to 'Government Accountability', the index for public administration's accountability scores the lowest.

In theory, accountability means ensuring that officials in public, private and voluntary sector organisations are answerable for their actions and that there is redress when duties and commitments are not met<sup>31</sup>.

Accountability of the Bangladesh Government means that the Government shows how the decisions are made and has responsible for its decisions. The Bangladesh Government is to establish oversight process inside the government system. The Government explains its decisions to the legislatures, and the decisions are sometimes overruled. The Judiciary also checks whether or not a Government decision is constitutional.

Besides such separation of powers among public administration, judiciary, and legislature, accountability includes citizens' roles in holding the powerful to account. Elections are the formal institutional channel to ensure such accountability. There are also informal processes through which citizens organize themselves into associations that are capable of lobbying governments, demanding explanations and threatening less formal sanctions like negative publicity<sup>32</sup>.

The result of the objective analysis, which aimed to identify the ways to achieve accountability, shows that the following components are necessary: 1) Planning of the NIS is strengthened; 2) Implementation structure is established and the NIS-related activities are conducted; 3) Necessary budget is secured; 4) Monitoring is adequately conducted; 5) Necessary action is taken based on the monitoring result; and 6) Progress of the NIS implementation is disseminated. These components are categorised as 'Plan', 'Implementation', 'Check and Action', and 'Promotion'. It means that the project purpose is going to be achieved by establishing the Plan-Do-Check-Action cycle and promoting the NIS achievement. The Figure 5-1 below shows the image of the result of the objective analysis.

<sup>30</sup> <http://report.globalintegrity.org/Bangladesh/2008/>

<sup>31</sup> Transparency International's website

<sup>32</sup> Transparency International's website

## Final Report

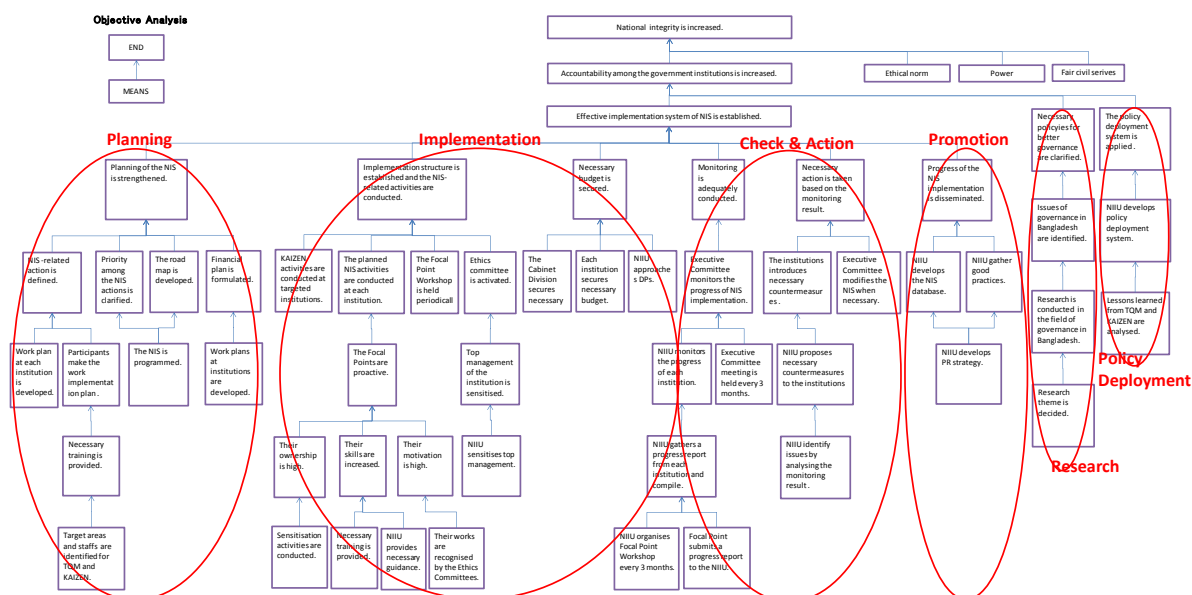


Figure 5-1 Image of the Result of the Objective Analysis

(Source: JICA Mission)

In addition, to increase the possibility of achieving the Overall Goal, i.e., ‘Accountability among Ministries, Divisions, and Organisations’, the following 2 components are added to the project framework: ‘Necessary policies for better governance are clarified by conducting research on governance environment in Bangladesh’; and ‘NIIU develops policy deployment system and the policy deployment system is applied’, as shown in the right side of Figure 5-1. These 2 components are grouped as ‘Necessary measures for better governance are proposed’, and they aim to identify an effective approach to realise better governance within the project period. Such approach is going to be practiced through the implementation of the NIS after the project period.

### 5.1.1 Project Framework

The JICA technical cooperation aims to achieve the Project Purpose, i.e., ‘By promoting NIS, an effective implementation framework of NIS is established’, in 2 years after the commencement of the project. By achieving this purpose, the Overall Goal of ‘Accountability among Ministries, Divisions, and Organisations is increased’ is expected to be realised in 3 to 5 years after the project completion.

The Cabinet Division has proposed ‘Good Governance among Ministries, Divisions, and Organisations is promoted’ as the Overall Goal. The JICA NIS Mission thinks it is realistic to aim for accountability, not good governance in the time line given for the upcoming project, as accountability is one of the components for good governance.

Table 5-1 Outline of the Proposed Project

|              | Narrative Summary   | Indicator   |
|--------------|---|---|
| Overall Goal | Accountability among Ministries, Divisions, and Organisations is increased. | <ul style="list-style-type: none"> <li>✓ % of NIS actions that have made progress, which is related to accountability among Ministries, Divisions, and Organisations</li> <li>✓ Trust in Ministries, Divisions, and Organisations among citizens increases<sup>33</sup>.</li> </ul> |

<sup>33</sup> The data is going to be gathered when the project starts.

|                 |   |   |
|-----------------|---|---|
| Project Purpose | By promoting NIS, an effective implementation framework of NIS is established.  | ✓ % of NIS actions that are implemented, monitored and reviewed<br>✓ % of civil servants and citizens who are aware of the NIS <sup>34</sup>  |
| Output 1        | Plan for NIS implementation, including the NIS work plans of Ministries, Divisions, and Organisations, is formulated and reviewed based on the monitoring results.                | ✓ 90% of Ministries, Divisions, and Organisations formulate their work plans<br>✓ Number of the work plans reviewed based on the results of monitoring activities   |
| 2               | NIS-related activities are properly monitored by the Ethics Committee, the NIIU, and the Executive Council.   | ✓ Number of Ministries, Divisions, and Organisations where the Ethics Committee Meeting is held regularly<br>✓ 90% of the Integrity Focal Points participate in each focal point workshop organised by the NIIU.<br>✓ The NIIU reports the progress of the NIS to the Executive Council twice a year. |
| 3               | Public relation system of the NIS is introduced.  | ✓ Number of NIS-related good practices collected<br>✓ Number of events to raise public awareness  |
| 4               | Necessary measures for better governance are identified.  | ✓ Proposal on policy for better governance in Bangladesh.<br>✓ Proposal on policy deployment system, which is formulated based on lessons learned from the TQM and KAIZEN exercises.  |
| Activity 1-1.   | The NIIU encourages Ministries, Divisions, and Organisations to formulate work plans for NIS.   |   |
| 1-2.            | The NIIU encourages Ministries, Divisions, and Organisations to revise their work plans based on the monitoring results.  |   |
| 1-3.            | The NIIU and the JICA project team develop the NIS implementation roadmap.  |   |
| 1-4.            | The NIIU revises the NIS roadmap based on the monitoring results.   |   |
| 1-5.            | The NIIU and the JICA project team apply the TQM and KAIZEN approach to some NIS actions on a trial basis.  |   |
| 1-6.            | The NIIU proposes the revision of the training module for civil servants.   |   |
| 1-7.            | The NIIU and the JICA project team organise training for the NIIU staff members and the Integrity Focal Points.   |   |
| 2-1.            | The NIIU instructs Ministries, Divisions, and Organisations to hold the Ethics Committee Meeting periodically.  |   |
| 2-2.            | The NIIU holds the Integrity Focal Point Workshop and monitors the progress of the NIS-related activities.  |   |
| 2-3.            | The NIIU reports the progress of NIS-related activities to the Executive Council.   |   |
| 3-1.            | The NIIU and the JICA project team develop and promote the NIS public relations strategy, i.e., identifying target groups, and developing an outreach method to the target group. |   |
| 3-2.            | The NIIU and the JICA project team establish the Governance Knowledge Centre, gather NIS and governance -related good practices and disseminate them to the public.               |   |
| 3-3.            | The NIIU gives awards to good practices.  |   |
| 3-4.            | The NIIU sensitises the stakeholders, such as local government institutions, NGOs, the private sector, and the media towards realisation of the NIS.                              |   |
| 4-1.            | The NIIU and the JICA project team identify research themes towards better governance.  |   |
| 4-2.            | The researchers conduct the research.   |   |
| 4-3.            | The researchers propose actions to be taken towards better governance.  |   |
| 4-4.            | The NIIU develops a policy deployment system based on the TQM and KAIZEN experiences.   |   |

### Activity 1-1: Ministries, Divisions, and Organisations formulate work plans for NIS

Some Ethics Committees have already formulated the work plans and submitted them to the NIIU. However, such work plans must be updated with support from the NIIU and their quality is inadequate. The NIIU also needs to approach the Ministries, Divisions, and Organisations, and request them to submit their work plans.

### Activity 1-2: Ministries, Divisions, and Organisations revise their work plans based on the monitoring results

Based on the monitoring results, Ministries, Divisions, and Organisations are to revise their work plans where necessary.

<sup>34</sup> The data is going to be gathered when the project starts.



**Activity 1-3: The NIIU and the JICA project team develop the NIS implementation roadmap**

The NIIU and the JICA project team formulate the NIS implementation roadmap based on the work plans formulated by the Ministries, Divisions, and Organisations, referring to the roadmap drafted by the Mission. The NIIU and the JICA project discuss with the concerned stakeholders before its finalisation.

**Activity 1-4: The NIIU revises the NIS roadmap based on the monitoring results**

The NIS roadmap must be modified when the work plans of the Ministries, Divisions, and Organisations are revised.

**Activity 1-5: The NIIU and the JICA project team apply the TQM and KAIZEN approach to some NIS actions on a trial basis**

Firstly, The NIIU and the JICA project team confirm effectiveness of the TQM and KAIZEN approach. Then, the NIIU and the JICA project team study how the TQM approach can be applied to the NIS context and select areas on a pilot basis. The areas proposed include the following:

- Increase of accountability among the public administrative institutions;
- Awareness on and use of the Right to Information Act;
- Strengthening the GRS;
- Prevention of food adulteration;
- Increase interactions between the parents and the teachers in educational institutions;
- Increase participation of students in social activities;
- Promotion of ethics among students;
- Protection of consumers' rights; and
- Increase accountability of local government representatives.

The NIIU and the JICA project team design the TQM exercise and develop its contents. The contents include module, syllabus, and textbooks, together with a training institute. The training itself is to be provided by a training institute.

The participants in the TQM training formulate a work improvement plan at their institutions after the training course and implement it.

**Activity 1-6: The NIIU proposes the revision of the training module for civil servants.**

The NIIU has a consultation meeting with all the training institutions for civil servants including the BAPTC and the BCSAA and proposes the inclusion of the NIS concept in the training contents for civil servants, which are used at the training institutions. The NIIU also requests the training institutions to update the contents based on the progress of the NIS-related activities.

**Activity 1-7: The NIIU and the JICA project team organise training for the NIIU staff members and the Integrity Focal Points.**

Besides the TQM training, a series of training sessions are provided. The Mission proposes the following topics:

- Accountability: necessary measures to increase accountability in the public administrative organisations; and
- Competency for the Integrity Focal Point: necessary knowledge and skills to perform required operational procedures, as shown in Table 4-2.

Training in Japan and in a third country may be an effective input. A proposal for training in Japan and in a third country is shown in 5.2.

Before the provision of training, the NIIU and the JICA project team must assess the capacity of officials of the NIIU and the NIS-related public administrative organisations, and elaborate a capacity development plan for them that include training in Bangladesh, seminars, training overseas, and exchange of views with relevant institutions of other countries.

The Cabinet Division has a plan to develop a group of officers who will help implementation of the NIS and bring reforms in the governance system, or selects a group of potential and enthusiastic officers for this purpose. Training for such group of officers is to be considered.

**Activity 2-1: The NIIU instructs Ministries, Divisions, and Organisations to hold the Ethics Committee Meeting periodically.**

The NIIU proposes the draft operational procedures of the Ethic Committee and the Integrity Focal Point and gets approval in the Focal Point Workshops. The Ethics Committee Meeting is to be held quarterly, as shown in Table 4-2.

**Activity 2-2: The NIIU holds the Integrity Focal Point Workshop and monitors the progress of the NIS-related activities.**

The NIIU organises the workshop every three months with the Integrity Focal Points. Its objective is to check the progress of the NIS activities at each institution, identify challenges, and discuss countermeasures to them.

NIIU provides a support to Ministries, Divisions and Organisations towards the implementation of the NIS actions, such as technical assistance in formulating policies, arranging a consultation meeting, seminar, and workshop.

**Activity 2-3: The NIIU reports the progress of NIS-related activities to the Executive Council.**

The NIIU compiles the result of the workshops, develops and places a progress report, and submits it to the National Integrity Advisory Council and its Executive Committee.

**Activity 3-1: The NIIU and the JICA project team develop and promote the NIS public relations strategy, i.e., identifying target groups, and outreach method to the target group.**

The NIIU and the JICA project team identify the target groups, channel, and timing of public relations activities. Regarding the deployment of the NIS to local institutions, NIIU and the JICA project team elaborate a strategy for the NIS dissemination at the District and Upazila level. Then, Districts and Upazila implement the strategy with the assistance from the NIIU.

**Activity 3-2: The NIIU and the JICA project team establish the Governance Knowledge Centre, gather NIS and governance-related good practices, and disseminate them to the public.**

The Governance Knowledge Centre is established in the NIIU to promote the NIS and good governance initiatives. Major activities of the Centre are to gather good practices, disseminate the achievement of the NIS and good governance practices, develop a website, and publish research papers.

The NIIU and the JICA project team look for good practices of governance and integrity and analyse key factors behind their successes. Lessons learned from such good practices are to be shared among the stakeholders.

**Activity 3-3: The NIIU gives awards to good practices.**

The NIIU designs the award system such as category of award, selection criteria. Then, the NIIU selects good practices of the NIS and gives an award to good practices.

**Activity 3-4: The NIIU sensitises the stakeholders, such as local government institutions, NGOs, the private sector, and the media towards realisation of the NIS.**

The NIIU and the JICA project team continue to disseminate the NIS concept and have people understand the importance of national integrity. Regarding promotion of the NIS local government institutions, a promotion strategy is to be formulated first, as shown in 4-2 (2). Educational institutions including teachers, academia, civil society, and consumers may be included in the target group of sensitisation.

The NIIU organises meetings to raise awareness among senior officials, such as the Secretary, the Additional Secretary, and the Joint Secretary, towards the implementation of the NIS. Such awareness among senior officials will enable the Integrity Focal Points to gain support from their superiors. In addition, sensitisation meetings may be necessary for members of the Ethics Committees.

**Activity 4-1: The NIIU and the JICA project team identify research themes towards better governance.**

**Activity 4-2: The researchers conduct the research.**

**Activity 4-3: The researchers propose an action to be taken towards better governance.**

Major thematic issues to be analysed may include the following: 1) analysis on the status of the enforcement of the NIS-related laws and regulations in Bangladesh; 2) analysis on why those laws and regulations are not properly enforced; and 3) proposal on how to strengthen enforcement of those laws and regulations. In addition, comparative analysis on the governance systems of other countries is to be considered. Research themes are going to be decided during a project inception period.

**Activity 4-4: The NIIU develops a policy deployment system based on the TQM experiences.**

Lessons learned from the TQM and KAIZEN are analysed and a prototype of policy deployment system is proposed. Application of the policy deployment system towards good governance is considered.

### 5.1.2 Necessary Inputs

#### *Dispatch of Japanese experts*

Experts on the following areas are expected: 1) governance; 2) TQM and training; 3) public relations including development of the website; and 4) Researcher in governance. In addition, a chief advisor and a coordinator are necessary for smooth implementation of the project.

#### *Training in Japan and a third country*

As part of '2-1. The NIIU and the JICA project team organise training for the NIIU staff members and the Integrity Focal Points', training opportunities are going to be provided domestically and abroad. A proposal for training in Japan and a third country is below. During the training in Japan, the participants are going to learn how the systems in Japan work to promote transparency and accountability. Regarding the training in a third country, training courses in India's State of Bihar and Malaysia are considered. Bihar State is famous for its integrity actions and has achieved economic growth by combating corruption. Such experiences could be a good reference for Bangladesh. Malaysia developed the National Integrity Plan in 2004 and established the Institute of Integrity Malaysia to promote the plan. Activities of the Institute could be also a good reference for the NIIU. The contents of the training are as follows.

| Subject                                 | Content  | Method   |
|---|--|--|
| System in Japan for checks and balances | 1) Division of powers in Japan<br>2) Prevention measures against <ul style="list-style-type: none"> <li>• Institutional measures, i.e., public service system, National Personnel Authority.</li> <li>• Practices, i.e., how to prevent interference from politicians</li> </ul> | <ul style="list-style-type: none"> <li>• Lecture by academics</li> <li>• Exchange of views with Japanese civil servants</li> </ul> |
| Checks and balances                     | 1) Self-check by civil servants, i.e., policy  | • Lecture by academics and   |

|  |   |  |
|--|---|--|
| in public administration in Japan                        | <ul style="list-style-type: none"> <li>evaluation, administration audit</li> <li>2) Check by legislative body, i.e., audit committee in the parliament, administration investigation rights</li> <li>3) Check by the judiciary, i.e., judicial review</li> <li>4) Check by citizens, i.e., administrative litigation, ombudsman, complaint management</li> <li>5) Freedom of Information Act, and its enforcement</li> <li>6) Examples of administrative innovation at local governments</li> </ul>   | <ul style="list-style-type: none"> <li>Japanese civil servants</li> <li>• Exchange of views with Japanese civil servants</li> <li>• Exchange of views with civil society</li> <li>• Visits to local governments</li> </ul> |
| Public administration, the private sector, and the media | <ul style="list-style-type: none"> <li>1) Public administration and the private sector <ul style="list-style-type: none"> <li>• Regulations and deregulation by the public administration, consumer protection</li> <li>• System of the fair trade commission in Japan</li> <li>• Roles of business groups as a pressure group</li> </ul> </li> <li>2) Cooperate governance in Japan: promoting accountability</li> <li>3) Public administration and the media <ul style="list-style-type: none"> <li>• License system</li> <li>• Freedom of press</li> </ul> </li> <li>4) Accountability in the media <ul style="list-style-type: none"> <li>• Broadcast ethics</li> </ul> </li> </ul> | <ul style="list-style-type: none"> <li>• Lectures by civil servants and representatives of business groups and the media</li> <li>• Exchange of views</li> </ul>   |
| Anti-corruption measures in Japan                        | <ul style="list-style-type: none"> <li>• Measures against corruption in Japan, political ethics and ethics in public administration</li> <li>• Usage of ICT to promote transparency</li> </ul>  | <ul style="list-style-type: none"> <li>• Lecture by academics</li> <li>• Exchange of views with civil society</li> </ul>   |
| Election management                                      | <ul style="list-style-type: none"> <li>• The election system and mandates of the election commission</li> <li>• Behaviour of a politician during the election campaign</li> <li>• Site visit: election campaign and voting</li> </ul>   | <ul style="list-style-type: none"> <li>• Lecture by academics</li> <li>• Site visit</li> </ul>   |

The Cabinet Division has proposed ‘formulation of public policy’, ‘civil service ethics’, and ‘administrative leadership development’ be included in training in Japan. The Cabinet Division has also expressed its desire that around 150 officers are dispatched to Japan and the third countries. Both the Cabinet Division and JICA need to discuss the scope and volume of training in Japan and the third countries.

### 5.1.3 Synergy Effects with other JICA assistances

The proposed JICA project is going to contribute to the JICA’s ‘Administrative Capacity Improvement Program’, if the project is coordinated with other JICA’s technical assistances, namely the Link Model and ‘Project for Improving Public Services through Total Quality Management’. For details of these technical assistances, refer to 2.3.2 (2).

JICA aims to improve the nation’s public service in terms of quality and quantity, and at both the centralized and local levels under its ‘Administrative Capacity Improvement Program’. To improve public service, the public administrative institutions must be accountable for the citizens as a service provider.

#### ***How each project contributes to accountability in Bangladesh?***

Major component of the NIS is accountability. By implementing some actions listed in the NIS, accountable ministries and local government institutions will be realised. The NIS also needs to be implemented in an accountable manner.

The Link Model is a framework to incorporate the needs of rural population in the process of development by linking villages and local government institutions concerning rural development. Local government institutions are expected to be accountable for local people through cooperation.

The TQM project aims to improve public service at Upazila level by establishing Plan-Do-Check-Action (PDCA) cycle. Staff members at the Upazila level (Work Improvement Teams) formulate Work Improvement Plan and do KAIZEN. Their accountability as a public service provider is expected to increase through the PDCA Cycle.

***Expected synergy effects among the NIS, the TQM project, and the Link Model***

These JICA assistances would be able to achieve their expected outcome and outputs efficiently, if they are implemented in a coordinated way.

The NIS presents policy-level actions of each institution, but not specific actions. Thus actions to be undertaken by individual staff members are still unclear. If the TQM approach is found as an effective way to realise the NIS, the NIIU would recommend the public administrative organisations, including local government institutions, to adopt the TQM approach to promote integrity at their organisations. Individual staff members would improve their activities through the TQM exercises.

If the Link Model is recognised as a model that is aligned to the concept of the NIS, the NIIU would promote the Link Model as a prototype of dialogue method between local government institutions and local people through the NIS implementation framework. Then, local government institutions in the whole Bangladesh would exercise the Link Model. One of the NIS actions: ‘Citizens’ activism demanding transparency and accountability of the LGs, their representatives and officials’ would be achieved by adopting the Link Model.

One of the expected outputs of JICA TQM project is to establish frameworks for contributing to policy making and institutionalization for promoting TQM training and Work Improvement Project. To institutionalise the TQM approach as a form of a government policy, the NIS could be an effective framework. If the TQM approach is adopted by the NIS as an effective tool to increase accountability among the public administrative organisations, including local government institutions, the NIIU would be able to promote the TQM approach to all the public administrative institutions through the NIS implementation framework.

Such synergy effects are realised, if these 3 projects are managed in a coordinated way:

- The NIIU studies the TQM approach and the Link Model whether or not they are effective tools to realise the NIS concept;
- The NIIU promotes the TQM approach and the Link Model to the public administrative organisations through the NIS implementation framework;
- The NIIU monitors the progress of the TQM-related and the Link Model-related activities; and
- JICA coordinates the NIS project, the TQM project, and the Link Model as one governance programme.

## **5.2 Institutionalisation of NIS to JICA's Cooperation**

JICA is expected to promote good governance and integrity using every opportunity. In fact, JICA has been providing assistance to strengthen governance of its counterpart organisations and improve public service in various sectors. Any JICA cooperation is expected to realize the concept of the NIS through its operation. A few ideas on such cooperation are shown below.

***Incorporating the concept of national integrity in the project formulation process***

All JICA assistance is expected to give a positive impact on anti-corruption. When JICA conducts an ex-ante evaluation for its assistance, impact on anti-corruption is to be considered, as well as that on the environment and gender.

***Incorporating the concept of national integrity in the counterpart training contents***

Most JICA technical cooperation projects provide training to the counterpart personnel. This is a good opportunity for counterpart personnel to understand the NIS concept. A NIS-related component can be included in the training programme. For instance, the training participants discuss how to prevent corruption in their day-to-day work.

***Activating Right To Information Act***

The Enforcement of Right To Information Act is one of the NIS actions, although the Act has been implemented since 2009. It means that the Act has not been as effective as expected. The JICA project can include the promotion of the Act as one of the project activities at its counterpart organisations. For instance, a JICA yen loan project can actively disseminate the project information, as it does for the people of Japan.

***Promoting the GRS at the counterpart organisation***

A JICA project can promote complaint management at the counterpart institution by enforcing the Grievance Redress System (GRS). For instance, a JICA project may aim to establish complaint management at the counterpart institution, and not just introduce the GRS. The project can teach the counterpart institution to improve its work by utilising complaints received, and can request the counterpart institution to comply with the Right to Information Act. Such measures can be included in a loan agreement.



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## **ANNEXES**

## Annex 1 Structure of the National Integrity Advisory Council

### Structure of the National Integrity Advisory Council

|   |             |
|---|-------------|
| 1. Prime Minister   | Chairperson |
| <b>Minister/ Advisor:</b>   |             |
| 2. Minister of Finance  | Member      |
| 3. Minister of Law, Justice and Parliamentary Affairs                     | Member      |
| 4. Minister of Local Government, Rural Development and Cooperatives       | Member      |
| 5. Minister of Home Affairs   | Member      |
| 6. Minister of Information  | Member      |
| 7. Minister of Primary and Mass Education                                 | Member      |
| 8. Minister of Education  | Member      |
| 9. Advisor to Prime Minister on Public Administration Affairs             | Member      |
| 10. Advisor to Prime Minister on International Affairs                    | Member      |
| <b>Parliament Members:</b>  |             |
| 11. Mr. Abdul Matin Khushru, Comilla-5                                    | Member      |
| 12. Mr. Md. Akram Hossain Chowdhury, Nowga-3                              | Member      |
| 13. MR. Asaduzzaman Khan, Dhaka-11  | Member      |
| <b>Heads of Constitutional and Statutory Institutions:</b>                |             |
| 14. Chief Election Commission   | Member      |
| 15. Chairman, Anti-Corruption Commission                                  | Member      |
| 16. Chairman, Human Right Commission                                      | Member      |
| 17. Chairman, Press Council   | Member      |
| 18. Chairman, Public Service Commission                                   | Member      |
| 19. Chief Information Commissioner  | Member      |
| 20. Attorney General  | Member      |
| 21. Comptroller and Auditor General                                       | Member      |
| <b>Educationist, Civil Society and NGOs:</b>                              |             |
| 22. Chairman, University Grants Commission                                | Member      |
| 23. Vice Chancellor, Dhaka University                                     | Member      |
| 24. Prof. Saidur Rahman Khan, Former Vice Chancellor, Rajshahi University | Member      |
| 25. Ms. Arma Datta, Executive Director, Prip Trust                        | Member      |
| <b>Media:</b>   |             |
| 26. Mr. Iqbal Sohban Chowdhury, President, BFUJ                           | Member      |
| 27. Mr. Mohiuddin Ahmed, Columnist and Former Ambassador                  | Member      |
| <b>Private Sector:</b>  |             |
| 28. President, FBCCI  | Member      |
| 29. President, MCCI   | Member      |
| 30. President, BGMEA  | Member      |
| <b>Government Officers:</b>   |             |
| 31. Cabinet Secretary   | Member      |
| 32. Principal Secretary to Prime Minister                                 | Member      |
| 33. Governor, Bangladesh Bank   | Member      |
| 34. Senior Secretary, Ministry of Public Administration                   | Member      |
| 35. Senior Secretary, Ministry of Health                                  | Member      |
| 36. Senior Secretary, Economic Relations Division                         | Member      |
| 37. Senior Secretary, Ministry of Home Affairs                            | Member      |
| 38. Inspector General of Police   | Member      |
| 39. Secretary, Ministry of Land   | Member      |
| 40. Secretary, Local Government Division                                  | Member      |

|  |        |
|--|--------|
| 41. Secretary, Ministry of Information                     | Member |
| 42. Secretary, Ministry of Education                       | Member |
| 43. Chairman, NBR  | Member |
| 44. Secretary, Finance Division                            | Member |
| 45. Rector, BPATC  | Member |
| 46. Secretary, Legislative and Parliament Affairs Division | Member |
| 47. Secretary, Parliament Secretariat                      | Member |
| 48. Secretary, Ministry of Primary and Mass Education      | Member |
| 49. Secretary, Ministry of Law and Justice                 | Member |

Source: Bangladesh Gazette, issued on 5 December 2012

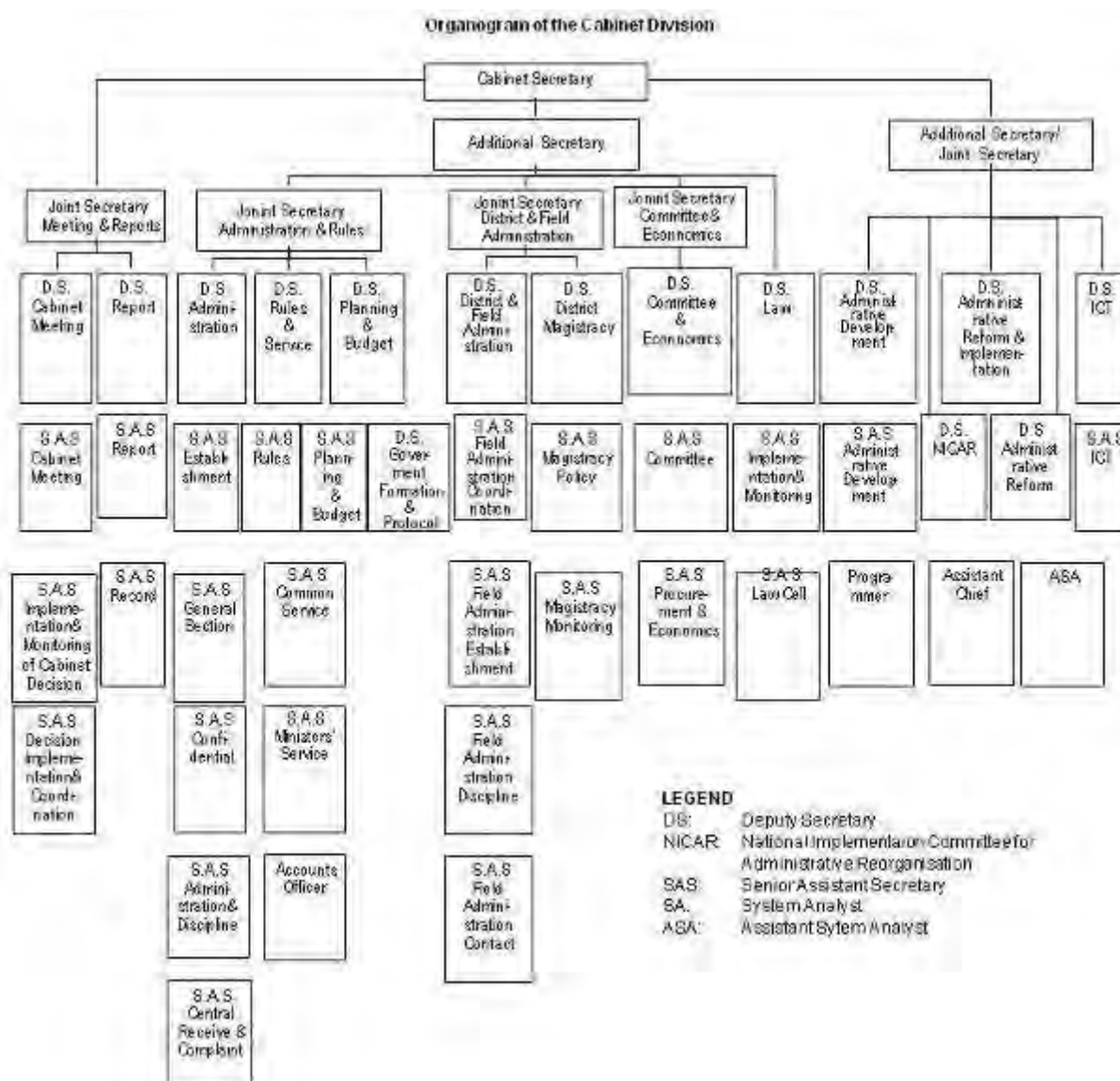
## Annex 2 Structure of the Executive Committee

### Structure of the Executive Committee of the National Integrity Advisory Council

|  |             |
|--|-------------|
| 1. Minister of Finance                                     | Chairperson |
| 2. Minister of Law and Justice                             | Member      |
| 3. Advisor to Prime Minister on International Affairs      | Member      |
| 4. Chairman, Anti-Corruption Commission                    | Member      |
| 5. Cabinet Secretary                                       | Member      |
| 6. Principal Secretary to Prime Minister                   | Member      |
| 7. Comptroller and Auditor General                         | Member      |
| 8. Senior Secretary, Ministry of Public Administration     | Member      |
| 9. Senior Secretary, Economic Relations Division           | Member      |
| 10. Senior Secretary, Ministry of Home Affairs             | Member      |
| 11. Secretary, Ministry of Information                     | Member      |
| 12. Secretary, Ministry of Education                       | Member      |
| 13. Secretary, Legislative and Parliament Affairs Division | Member      |
| 14. Secretary, Parliament Secretariat                      | Member      |
| 15. Ms. Arma Datta, Executive Director, Prip Trust         | Member      |
| 16. Mr. Iqbal Sobhan Chowdhury, President, BFUJ            | Member      |
| 17. President, FBCCI                                       | Member      |

Source: Bangladesh Gazette, issued on 5 December 2012

## Annex 3 Organisational Chart of the Cabinet Division



## **Annex 4 Development Partners' Initiative Matrix**

Development partners' initiative matrix in the governance sector is presented from the next page.



### Matrix of Development Partners' Initiative in the Governance Sector

|        | Administrative reform & function improvement  | Public financial management   | Legal institutions   | Anti- corruption  | Democratic institutions   | Parliament   | Local governance   |
|--------|---|---|--|---|---|--|--|
| ADB    | <ul style="list-style-type: none"> <li>• GGP</li> <li>• SGMP</li> <li>• IPASDE</li> </ul> | <ul style="list-style-type: none"> <li>• SPFMIFAM</li> </ul>                | <ul style="list-style-type: none"> <li>• GGP</li> </ul>  | <ul style="list-style-type: none"> <li>• GGP</li> </ul>                         |   |  | <ul style="list-style-type: none"> <li>• UGIIP-2</li> <li>• UGIIP-3*</li> <li>• CRDP</li> </ul>              |
| UNDP   | <ul style="list-style-type: none"> <li>• CSCMP</li> <li>• PRP-2</li> <li>• A2I</li> </ul> |   | <ul style="list-style-type: none"> <li>• A2J</li> <li>• AVCB</li> <li>• JUST</li> <li>• JSF</li> </ul> |   | <ul style="list-style-type: none"> <li>• CSSED</li> <li>• SEMB</li> <li>• BNHRC</li> </ul>  | <ul style="list-style-type: none"> <li>• IDPD</li> </ul>                   | <ul style="list-style-type: none"> <li>• LGSP-LIC</li> <li>• UPGP</li> <li>• UZGP</li> </ul>                 |
| WB     | <ul style="list-style-type: none"> <li>• EOGP*</li> </ul>                                 | <ul style="list-style-type: none"> <li>• SPEMP</li> <li>• PPRP-2</li> </ul> | <ul style="list-style-type: none"> <li>• SPEMP</li> </ul>  | <ul style="list-style-type: none"> <li>• JOTAP</li> <li>• BCCACSALT*</li> </ul> | <ul style="list-style-type: none"> <li>• IDEA</li> </ul>                                    | <ul style="list-style-type: none"> <li>• SPEMP</li> </ul>                  | <ul style="list-style-type: none"> <li>• LGSP</li> <li>• MGSP*</li> </ul>                                    |
| EU     | <ul style="list-style-type: none"> <li>• ATL</li> </ul>                                   | <ul style="list-style-type: none"> <li>• SPEMP</li> </ul>                   | <ul style="list-style-type: none"> <li>• AVCB</li> </ul>   |   | <ul style="list-style-type: none"> <li>• SEMB</li> <li>• THR</li> </ul>                     |  | <ul style="list-style-type: none"> <li>• LGSP-LIC</li> <li>• LGDP</li> <li>• UPGP</li> <li>• UZGP</li> </ul> |
| Canada |   | <ul style="list-style-type: none"> <li>• SCOPE</li> <li>• SPEMP</li> </ul>  | <ul style="list-style-type: none"> <li>• LR</li> </ul>   |   | <ul style="list-style-type: none"> <li>• PMS</li> </ul>                                     | <ul style="list-style-type: none"> <li>• PMS</li> </ul>                    |  |
| DFID   | <ul style="list-style-type: none"> <li>• PSCBP</li> </ul>                                 | <ul style="list-style-type: none"> <li>• SPEMP</li> <li>• TACTS</li> </ul>  | <ul style="list-style-type: none"> <li>• S&amp;J</li> <li>• AJPRJS</li> <li>• JSF</li> </ul>           | <ul style="list-style-type: none"> <li>• JOTAP</li> <li>• PDCP</li> </ul>       | <ul style="list-style-type: none"> <li>• RGCF</li> <li>• PRODIP</li> </ul>                  | <ul style="list-style-type: none"> <li>• SPPB</li> <li>• PRODIP</li> </ul> |  |
| GIZ    |   |   | <ul style="list-style-type: none"> <li>• JRCP</li> <li>• AJPRJS</li> </ul>                             | <ul style="list-style-type: none"> <li>• JRCP</li> </ul>                        |   |  | <ul style="list-style-type: none"> <li>• GGUA</li> </ul>   |
| JICA   | <ul style="list-style-type: none"> <li>• MGGS</li> <li>• IPS-TQM</li> </ul>               | <ul style="list-style-type: none"> <li>• PIM*</li> </ul>                    |  |   |   |  | <ul style="list-style-type: none"> <li>• ICGP</li> <li>• NOBIDEP</li> <li>• PGSP*</li> </ul>                 |
| USAID  | <ul style="list-style-type: none"> <li>• A2I</li> <li>• CBP</li> </ul>                    |   |  |   | <ul style="list-style-type: none"> <li>• WRPILS</li> <li>• PHR</li> <li>• PRODIP</li> </ul> | <ul style="list-style-type: none"> <li>• DPR</li> <li>• PRODIP</li> </ul>  | <ul style="list-style-type: none"> <li>• SDLG</li> </ul>   |

**[NOTE]**

1. Projects and programs with '\*' are those in the pipeline.
2. Hyphens and numbers following the titles of projects and programs indicate the phases of projects and programs. For instance, 'UGIIP-2' indicates UGIIP phase 2.
3. Legend of acronyms and abbreviations are indicated in the next page.

**[Legend]** **A2I:** Access to Information- Phase 2, **A2J:** Promoting Access to Justice and Human Rights in Bangladesh, **ADB:** Asian Development Bank, **AJPRJS:** Access to Justice through Paralegal and Restorative Justice Services, **ATL:** Access to Land, **AVCB:** Activating Village Courts in Bangladesh, **BCCACSALT:** Building Capacity for Compliance with Anti-Corruption Standards using Anti-Money Laundering Tools, **BNHRC:** Bangladesh National Human Rights Commission, **CBP:** Community-Based Policing, **CRDP:** City Region Development Project, **CSCMP:** Civil Service Change Management Programme, **CSSD:** Construction of Server Stations for Electoral Database, **DFID:** Department for International Development, **DPR:** Democratic Participation and Reform in Bangladesh, **EOGP:** Enabling Open Government Program, **EU:** European Commission, **GGP:** Good Governance Program, **GGUA:** Good Governance in Urban Areas, **GIZ:** Deutsche Gesellschaft für Internationale Zusammenarbeit, **ICGP:** Project for Developing Inclusive City Government for City Corporation, **IDEA:** Identification System for Enhancing Access to Services Project, **IDPD:** Improving Democracy through Parliamentary Development, **IPASDE:** Improving Public Administration and Services Delivery through e-Solutions, **IPS-TQM:** Project for Improving Public Services through Total Quality Management, **JICA:** Japan International Cooperation Agency, **JOTAP:** Joint Technical Assistance Programme for Bangladesh, **JRCP:** Justice Reform and Corruption Prevention, **JSF:** Justice Sector Facility, **JUST:** Judicial Strengthening, **LGDP:** Local Governance and Decentralization Programme for Union Parishads and Upazila Parishads, **LGSP:** Local Government Support Project, **LGSP-LIC:** Local Governance Support Project- Learning and Innovation Component, **LR:** Legal Reform, **MGGS:** Mission on Good Governance Strategy, **MGSP:** Municipal Governance and Services Project, **NOBIDEP:** Northern Bangladesh Integrated Development Project, **PDCP:** Paribartan– Driving Change Project, **PFMIP:** Public Financial Management Improvement Programme, **PGGG:** Promoting Good Governance towards the Grassroots, **PGSP:** Pourashava Governance Support Project, **PHR:** Protecting Human Rights, **PIM:** Project for Improvement of Public Investment Management, **PMS:** Parliamentary and Media Support, **PPRP:** Public Procurement Reform Project, **PRDP:** Participatory Rural Development Project, **PRODIP:** Promoting Democratic Institutions and Practices, **PRP-2:** Police Reform Programme-2, **PSCBP:** Public Service Capacity Building Programme, **RGCF:** Rights and Governance Challenge Fund, **SCOPE:** Strengthening Comptrollership and Oversight of Public Expenditure, **SDLG:** Strengthening Democratic Local Governance, **SEMB:** Strengthening Election Management in Bangladesh, **SGMP:** Strengthening Governance Management Project, **S&J:** Safety and Justice Programme, **SPEMP:** Strengthening Public Expenditure Management Program, **SPFMIFAM:** Strengthening Public Financial Management through Improved Fixed Asset Management, **SPPB:** Strengthening Political Participation in Bangladesh, **TACTS:** Tax Administration- Compliance and Taxpayer Services, **THR:** Transparency for Human Rights in Bangladesh, **UGIIP:** Urban Governance and Infrastructure Improvement Project, **UNDP:** United Nations Development Programme, **UPGP:** Union Parishad Governance Project, **USAID:** United States Agency for International Development, **UZGP:** Upazila Governance Project, **WB:** World Bank, **WRPILS:** Workers’ Rights Protected and International Labor Standards

## **Annex 5 List of Major Governance Projects and Programs**

The list of major projects and programs supported by development partners (DP) in the governance sector, which are closely related to the implementation of the NIS, is developed under the Mission. It covers projects and programs which are ongoing, are in the pipeline, and have been completed in 2012. The list is presented from the next page.

The list mainly includes the projects and programs listed in the “Matrix of Development Partners’ Initiative in the Governance Sector”, but some other projects and programs were also included to cover as many relevant projects and programs as possible. In addition, some projects and programs which are in the pipeline whose information is not available are not included.

### List of Major Projects and Programs Supported by Development Partners

| Thematic Area                                  | Title  | Objective/ Component/ Output   | Implementing agency                                   | DP  | Duration            | Relation to the NIS/ Remarks   |
|--|--|--|---|-----|---------------------|--|
| Administrative reform and function improvement | Good Governance Program  | To achieve improved governance and lower incidence of corruption in the public sector by implementing the following.<br>1) Create the Anti-Corruption Commission<br>2) Strengthen law enforcement agencies<br>3) Establish regular courts in the hill districts<br>4) Separate the judiciary from the executive, and various justice reforms<br>5) Develop a national integrity strategy<br>6) Pass the Public Procurement Act in 2006<br>7) Continue corporatization and commercialization of sector entities       | Cabinet Division; Registrar's Office of Supreme Court | ADB | Jan 2008 - Jun 2013 | <ul style="list-style-type: none"> <li>Formulation of the NIS is included as one of the key policy actions of the programme.</li> <li>The programme covers a wide range of policy actions which will contribute to good governance.</li> </ul> |
|  | Strengthening Governance Management Project                                    | To enhance transparency and accountability of public service delivery in tax and land record administration through achieving 3 outputs:<br>1) Online filing of tax returns;<br>2) Digitized land records management system in selected districts; and<br>3) Improved access to tax and land information.  | Directorate of Land Records and Surveys; NBR          | ADB | Oct 2010 - Dec 2014 | <ul style="list-style-type: none"> <li>Introduction of ICT is one of the actions of the NIS, and is expected to improve the integrity and efficiency of the public administration.</li> </ul>  |
|  | Improving Public Administration and Services Delivery through e-Solutions (TA) | To improve public administrations and public service deliveries by the introduction of e-Services for selected government agencies and target districts, with focus on:<br>1) a feasibility study for e-services extension through last mile connectivity for a selected district;<br>2) piloted e-services in selected unions and public institutions;<br>3) Development of a plan to redesign grievance redress system; and<br>4) Development of a comprehensive master plan for a digital land management system. | Cabinet Division; MPT; MICT; Ministry of Land         | ADB | Dec 2012 - Mar 2015 | <ul style="list-style-type: none"> <li>Introduction of ICT is one of the actions of the NIS, and is expected to improve the integrity and efficiency of the public administration.</li> </ul>  |

| Thematic Area | Title   | Objective/ Component/ Output  | Implementing agency                            | DP            | Duration            | Relation to the NIS/ Remarks   |
|---------------|---|---|--|---------------|---------------------|--|
|               | Civil Service Change Management Programme (CSCMP) | To contribute to the further development of the Bangladesh Civil Service (BCS) into a modern, effective, responsive, accountable and transparent public service provider. Specific activities are the following:<br>1) Encourage the exploitation of emerging strategic opportunities with potential high-leverage;<br>2) Introduce modern change management techniques to effectively implement reforms and changes;<br>3) Assist in the implementation of a modern Human Resource Management system;<br>4) Provide support in the development of a forward looking national human resource development structure and environment;<br>5) Facilitate the productive collaboration between civil service and citizens, especially at the field administration level; and<br>6) Promote the review and revision of antiquated business processes, rules and procedures and organisational structures. | MOPA   | UNDP          | Aug 2008 - Jun 2014 | • The CSCMP enhances the capacity of the BCS. This will contribute to the “establishment of a transparent executive organ responsive to the demands and needs of people”, the goal of the NIS. |
|               | Police Reform Programme Phase 2                   | Improve human security in Bangladesh and support the transition from a colonial style police force to democratic policing by strengthening the Bangladesh Police’s ability to contribute to a safer and more secure environment based on respect for the rule of law, human rights and equitable access to justice.   | Bangladesh Police;<br>Ministry of Home Affairs | UNDP<br>DFID  | Oct 2009 - Sep 2014 | • The programme will contribute to the proper enforcement of various laws and regulations mentioned in the NIS.  |
|               | Access to Information – Phase 2                   | To increase transparency, improve governance, and reduce the time, difficulty and cost of obtaining government services for under-served communities of Bangladesh through increasing access to government e-solution services.   | Prime Minister’s Office                        | UNDP<br>USAID | Apr 2012 - Mar 2016 | • The project will enhance the accountability and transparency of the government.  |
|               | Enabling Open Government Program (EOGP)*          | To support improved transparency and responsiveness in public sector management and enhanced financial resource mobilisation to help ensure the delivery of quality services to people. In particular, it aims to make revenue management, delivery of selected high value public services and information disclosure more open, efficient, and accountable to common citizens.   | Information Commission;<br>MPME;<br>MHFW       | WB            | Jun 2013 - Jun 2018 | • The project will enhance the accountability and transparency of the government.  |

| Thematic Area | Title   | Objective/ Component/ Output   | Implementing agency | DP   | Duration            | Relation to the NIS/ Remarks   |
|---------------|---|--|---------------------|------|---------------------|--|
|               | Access to Land-Strengthening Access to Land and Property Rights to all Citizens of Bangladesh | To strengthen access to land and property rights for all citizens of Bangladesh. More specifically, to ensure best possible use of land resources and delivery of land related services to the people through modernization and bringing efficiencies in the whole land administration system, including land records management in a systematic and sustainable manner, making it conclusive, accessible and beneficial for all citizens of Bangladesh, especially the poor.  | Ministry of Land    | EU   | Dec 2009 - Dec 2015 | • The project will contribute to the modernisation of land management system, one of the action plans of the NIS.  |
|               | Public Service Capacity Building Programme – Managing at the Top (MATT-2)                     | To create a critical mass of competent and reform-minded civil servants who develop and deliver government policy. The expected results are:<br>1) Human resource policies, systems and procedures developed to enable more appropriate deployment of well-motivated staff in the civil service<br>2) A large cohort of more effective and citizen-focused managers is trained<br>3) Sustainable capacity for training effective senior public sector managers<br>4) Expectations raised that the BCS can be more effective and deliver government policy. | MOPA                | DFID | Feb 2006 - Aug 2013 | • The programme will contribute to the “establishment of a transparent executive organ responsive to the demands and needs of people”, the goal of the NIS.  |
|               | Mission on Good Governance Strategy   | To support the implementation of the NIS, and formulate a plan of future JICA’s assistance.  | Cabinet Division    | JICA | May 2013 - Oct 2013 | • The mission directly supports the implementation of the NIS.   |
|               | Project for Improving Public Services through Total Quality Management                        | To establish the mechanism of sustainably promoting Work Improvement Teams and Work Improvement Projects at the Upazila level based on Total Quality Management (TQM) training.  | BPATC               | JICA | Feb 2012 - Jan 2017 | • The project will improve the public service delivery at Upazila level. This will contribute to the “establishment of a transparent executive organ responsive to the demands and needs of people”. |

| Thematic Area               | Title   | Objective/ Component/ Output  | Implementing agency  | DP  | Duration            | Relation to the NIS/ Remarks   |
|-----------------------------|---|---|--|---|---------------------|--|
|                             | Community-Based Policing  | To provide technical support that: 1) improves relations between citizens and law enforcement to strengthen public security; and 2) enhances citizen participation and capacity to hold police accountable to community policing practices. Main components are:<br>1) Develop a community policing approach in collaboration with the Bangladesh police;<br>2) Build capacity within the government, civil society and community members to constructively engage with the police;<br>3) Promote partnerships between the public, government and police; and<br>4) Develop a policy dialogue and reform at the national level. | Asia Foundation  | USAID   | Dec 2010 - Dec 2013 | • The project will contribute to the proper enforcement of various laws and regulations mentioned in the NIS at the community level.   |
| Public financial management | Strengthening Public Financial Management Through Improved Fixed Asset Management | Improved fixed asset management which includes aiming to integrate asset management system with public financial management systems by conducting 1) assessment of fixed asset management systems; 2) development of recommendations; and 3) production of knowledge product.   | Ministry of Finance  | ADB   | Jun 2010 - Jun 2012 | • The project will contribute to the improved accountability and transparency of the government.   |
|                             | Strengthening Public Expenditure Management Program (SPEMP)                       | To strengthen core institutions of budgeting, financial management, and accountability to improve the efficiency and transparency with use of public resources, and stimulate general awareness and attention to better public financial management. Focus areas are 1) budget preparation and execution; 2) external audit; 3) legislative oversight of PFM; 4) planning; and 5) public outreach.  | Finance Division; line ministries; C&AG Office; Parliamentary Standing Committees on Public Accounts, Estimates & Undertaking; Planning Commission | WB<br>DFID<br>EU<br>DANIDA<br>Canada<br>Netherlands | Oct 2009 - Jun 2014 | • The programme will contribute to: 1) improved accountability in the executive organs; 2) strengthening of audit system; and 3) effective oversight by the Parliament. These are the main component of the NIS. |



| Thematic Area | Title  | Objective/ Component/ Output  | Implementing agency              | DP     | Duration            | Relation to the NIS/ Remarks   |
|---------------|--|---|----------------------------------|--------|---------------------|--|
|               | Public Procurement Reform Project Phase 2                          | To improve performance of the public procurement system progressively in Bangladesh, focusing on the key sectoral ministries and targeting their implementing agencies. The objective would be achieved by strengthening the on-going reform process and moving it further on with the following outputs:<br>1) enhanced capacity in creating a sustained program of developing skilled procurement professionals;<br>2) strengthened management and monitoring of procurement in target agencies and the Central Procurement Technical Unit (CPTU);<br>3) introduction of e-government procurement in those agencies on a pilot basis; and<br>4) enhanced monitoring with a program supporting behavioural change communication and social accountability. | IMED of the Ministry of Planning | WB     | Jul 2007 - Dec 2016 | • The project will contribute to the improved accountability and transparency of the government.                           |
|               | Strengthening Comptrollership and Oversight of Public Expenditure  | To increase the capacity of the Comptroller and Auditor General's Office in Bangladesh to effectively fulfil its constitutional mandate to conduct independent audits and evaluations of public sector operations and provide reliable and objective information to Parliament on the government's financial management, compliance, and performance practices  | C&AG Office                      | Canada | Mar 2008 - Jun 2014 | • The project will contribute to the strengthening of the audit system, and eventually to accountability and transparency. |
|               | Tax Administration - Compliance and Taxpayer Services              | To increase efficiency, widen the tax base and promote transparency and trust in the revenue administration system, feeding into increased public revenue collection.   | NBR                              | DFID   | Feb 2010 - Oct 2016 | • The project will contribute to the improved accountability and transparency of the government.                           |
|               | Project for Improvement of Public Investment Management (proposed) | To make public investment projects well-managed under the improved annual development programme framework.  | Planning Commission              | JICA   | 2013-2016           | • The project will contribute to the improved accountability and transparency of the government.                           |

| Thematic Area      | Title  | Objective/ Component/ Output   | Implementing agency  | DP      | Duration            | Relation to the NIS/ Remarks  |
|--------------------|--|--|----------------------|---------|---------------------|---|
| Legal institutions | Good Governance Program  | Refer to the section of “Administrative reform and function improvement”.  | -                    | -       | -                   | -   |
|                    | Promoting Access to Justice and Human Rights in Bangladesh (A2J) | To strengthen legal reform processes, make the legislative drafting process more inclusive, and build capacity to produce high-quality legislation in a planned manner.  | LPAD of the MOLJA    | UNDP    | Jul 2007 - Jun 2012 | • The project will ensure the access to the judicial services, which will contribute to the solution of the several challenges identified in the NIS.                               |
|                    | Activating Village Courts Project in Bangladesh                  | Improve access to justice for disadvantaged and marginalised, especially the rural poor and women, and enhances human rights systems and processes in Bangladesh; Empower citizens to resolve their disputes at the local level in an expeditious, transparent and affordable manner; and Strengthen local government institutions to be responsive to local needs and offer legal services through well-functioning village courts. | LGD                  | UNDP EU | Jan 2009 - Dec 2013 | • The project will contribute to the “strengthening and expansion of alternative dispute resolution system”, one of the actions of the NIS.   |
|                    | Judicial Strengthening Project (JUST)                            | Strengthen capacity of the Judiciary to administer the court system and reduce the case backlogs, with focus on four outputs:<br>1) Improved case management in the Supreme Court;<br>2) Improved strategic planning and administrative capacity of the Supreme Court;<br>3) Three district courts deliver improved services for court users; and<br>4) Strengthened training capacity on case-management.                           | Supreme Court; MOLJA | UNDP    | Jan 2012 - Dec 2014 | • The project will contribute to the “establishment of the Judiciary as a neutral, independent, and effective organ of the State”, the goal of the Judiciary stipulated in the NIS. |

| Thematic Area | Title   | Objective/ Component/ Output   | Implementing agency | DP        | Duration            | Relation to the NIS/ Remarks  |
|---------------|---|--|---------------------|-----------|---------------------|---|
|               | Justice Sector Facility (JSF)                       | Develop a more holistic approach to budgeting and planning for the justice sector through:<br>1) work in two pilot districts to establish case management committees to improve the communication, coordination and cooperation (3Cs);<br>2) interventions at the central level to develop strategic plans and to strengthen the capacities of key justice sector agencies to plan and budget, as well as to monitor and evaluate their work; and<br>3) advocacy at the national level based on lessons learned at the district and central level interventions to create a better understanding and appreciation of the benefits of improved 3Cs leading to the establishment of a mechanism for sector coordination. | MOLJPA              | UNDP DFID | Jul 2012 - Jun 2015 | • The project will contribute to the “establishment of the Judiciary as a neutral, independent, and effective organ of the State”, the goal of the Judiciary stipulated in the NIS. |
|               | Strengthening Public Expenditure Management Program | Refer to the section of “Public financial management”.   | -                   | -         | -                   | -   |
|               | Legal Reform  | To contribute to the development of a rules-based, effective, transparent, and predictable legal framework in Bangladesh, and to promote access to justice, particularly for the poor. The project is comprised of two parts:<br>1) Strengthening the capacity of the Ministry of Law, Justice and Parliamentary Affairs<br>2) Increasing access to justice for the poor, particularly women, children, and other vulnerable groups  | -                   | Canada    | Jul 2001 - Sep 2012 | • The project will contribute to the “establishment of the Judiciary as a neutral, independent, and effective organ of the State”, the goal of the Judiciary stipulated in the NIS. |

| Thematic Area | Title  | Objective/ Component/ Output  | Implementing agency                            | DP          | Duration               | Relation to the NIS/ Remarks  |
|---------------|--|---|--|-------------|------------------------|---|
|               | Safety and Justice Programme   | To increase safety and improve access to justice for poor people in Bangladesh. The programme has three components:<br>1) Police Reform Programme II (PRPII) to transform the BP from a police force to a police service, implemented by the Ministry of Home Affairs and Bangladesh Police (BP), and technical and logistical support is provided by UNDP, who manage the pooled donor funding.<br>2) A Community Legal Services Project (CLS Project) to increase access to community legal services at the local level through alternative dispute resolution, legal aid and legal education/awareness raising.<br>3) Justice Sector Strategic Fund (JSSF), managed by UNDP to support the GOB to strengthen sector wide dialogue, planning and coordination among the key justice institutions for developing a strategic vision for justice sector reform. | Ministry of Home Affairs;<br>Bangladesh Police | DFID        | Jan 2008<br>- Mar 2018 | • The programme will contribute to the “establishment of the Judiciary as a neutral, independent, and effective organ of the State”, the goal of the Judiciary stipulated in the NIS. |
|               | Access to Justice through Paralegal and Restorative Justice Services | Improve access to justice in 35 of total 64 districts by reducing the number of cases sent via the criminal judicial system through realising the following outputs:<br>1) 35 new districts with Paralegal and Community Legal Services;<br>2) Restorative Justice mechanisms in 10 districts to reduce inflow of cases into the Justice System;<br>3) Ongoing prevention measures enhanced in 10 districts a) at the community level through media; b) in prison through vocational training; c) support to referral services; and<br>4) More people, particularly women, under-trial prisoners and ex-offenders better able to access laws and services.  | Ministry of Home Affairs                       | DFID<br>GIZ | Jan 2013<br>- Dec 2018 | • The project will ensure the access to the judicial services, which will contribute to the solution of the several challenges identified in the NIS.                                 |
|               | Justice Reform and Corruption Prevention                             | 1) Reduction of case backlogs, and amendment of legacy laws<br>2) Strategic planning in Anti-Corruption Commission<br>3) Community Corruption prevention through District and Upazila Corruption Prevention Committees and Integrity Units in schools   | MOLJPA;<br>ACC                                 | GIZ         | Jan 2013<br>- Nov 2018 | • The project will contribute to the realisation of the goals of the Judiciary and the ACC stipulated in the NIS.   |

| Thematic Area   | Title   | Objective/ Component/ Output   | Implementing agency            | DP                               | Duration            | Relation to the NIS/ Remarks   |
|-----------------|---|--|--------------------------------|----------------------------------|---------------------|--|
| Anti-corruption | Good Governance Program   | Refer to the section of “Administrative reform and function improvement”.  | -                              | -                                | -                   | -  |
|                 | Joint Technical Assistance Program (JOTAP)  | The trust fund is designed to deliver and enhanced level of analytical work and policy dialogue in economic and governance reform and development in Bangladesh. The program purpose is to provide an evidence base for more effective country programs and policies in Bangladesh, and to engage the government of Bangladesh and Bangladeshi stakeholders in open policy debate.   | Bank-executed research program | DFID WB                          | Sep 2007 - Jun 2013 | • The programme will contribute to the realisation of the goals of the ACC stipulated in the NIS.  |
|                 | Building Capacity for Compliance with Anti-Corruption Standards using Anti-Money Laundering Tools | Planned activities:<br>1) The National Anti-Money Laundering (AML)/ Combating the Financing of Terrorism (CFT) Collaboration and Coordination Course (NACCC) to improve domestic coordination on financial intelligence to officials from the ACC, FIU, CID, AGO and members of NCC.<br>2) Training of trainers on using AML tools to tackle proceeds of corruption to ACC, FIU Analysts and investigators.<br>3) Communication strategy/ strategic plan on taking punitive action against money laundering offences with a component addressing capacity building and training needs on AML.<br>4) Assistance to the anti-corruption investigators, subordinate judiciary and the Attorney General’s Office on mutual legal assistance, anti-money laundering, asset recovery and the initiation and management of litigation in foreign jurisdictions. | ACC                            | WB                               | 2013 (TBD)          | • The programme will strengthen the anti-corruption system in Bangladesh, and contribute to the realisation of the goals of the ACC stipulated in the NIS. |
|                 | Paribartan – Driving Change Project   | To achieve appositive changes in policies and practices conducive to accountable and transparent governance in Bangladesh. The specific objectives include strengthening the National Integrity System, reducing costs of corruption and improving citizens’ access to entitlements through a strengthened and sustained social movement against corruption.   | TIB                            | Sweden<br>DFID<br>SDC<br>Denmark | Apr 2009 - Mar 2014 | • The project aims at strengthening the National Integrity System.   |

| Thematic Area           | Title   | Objective/ Component/ Output   | Implementing agency                        | DP                          | Duration            | Relation to the NIS/ Remarks   |
|-------------------------|---|--|--|-----------------------------|---------------------|--|
|                         | Justice Reform and Corruption Prevention                              | Refer to the section of “Legal institutions”.  | -  | -                           | -                   | -  |
| Democratic institutions | Construction of Server Stations for the Electoral Database (CSSED)    | To create a complete biometric voter list for the 2008 national elections; Establishment of rooms to hold the servers in Upazilas, local districts buildings, and at the regional level, and construction of dedicated buildings where needed.   | EC; LGED; Public Works Department.         | UNDP<br>DFID<br>Netherlands | Nov 2008 - Dec 2013 | • The project will contribute to the “free, fair, neutral and credible elections”, the goal of the Election Commission.        |
|                         | Strengthening Election Management in Bangladesh                       | To build the capacity of the Election Commission, its secretariat and local offices, to fulfil their mandate of conducting fair, credible and transparent elections and to become a permanent, professional, credible and independent institution of governance.   | EC   | UNDP<br>EU<br>DFID<br>USAID | Apr 2011 - Mar 2016 | • The project will contribute to the “free, fair, neutral and credible elections”, the goal of the Election Commission.        |
|                         | Bangladesh National Human Rights Commission                           | To build the institutional strength of the National Human Rights Commission (NHRC), and establish it as an effective, efficient and credible organization capable of fulfilling its mandate, focusing on achieving the 4 key outcomes:<br>1) Institutional development of the NHRC;<br>2) Human rights monitoring and investigation;<br>3) Human rights awareness and education; and<br>4) Human rights research and policy development. | NHRC                                       | UNDP                        | May 2010 - Apr 2015 | • The project will enhance the integrity system since the ensuring the human rights is the basis for the concept of integrity. |
|                         | Identification System for Enhancing Access to Services (IDEA) Project | To establish a secure, accurate and reliable national ID system that serves as the basis for more efficient and transparent service delivery.  | EC   | WB                          | May 2011 - Jun 2016 | • The project will contribute to the “free, fair, neutral and credible elections”, the goal of the Election Commission.        |
|                         | Promoting Good Governance towards the Grassroots                      | To promote good governance of local government institutions and enhance access of disadvantaged people to local government services by 1) raising awareness; 2) strengthening people’s ownership; and 3) building capacities of local government etc.  | Palli Sampad Samannaya Kendra Associations | EU                          | Mar 2010 - Feb 2012 | • The project will enhance the integrity at the grassroots level, and eventually at the local government institutions.         |

| Thematic Area | Title   | Objective/ Component/ Output  | Implementing agency             | DP         | Duration            | Relation to the NIS/ Remarks  |
|---------------|---|---|---------------------------------|------------|---------------------|---|
|               | Transparency for Human Rights in Bangladesh     | To enhance the culture of human rights at the grassroots and government levels in Bangladesh and to strengthen the capacity of the media and civil society as active advocates for human rights.  | Relief International -UK        | EU         | Dec 2009 - Jun 2012 | • The project will enhance the integrity system since the ensuring the human rights is the basis for the concept of integrity.                              |
|               | Parliamentary and Media Support                 | To promote democratic governance based on an effective Parliament, professional media, and effective citizenship. The specific purpose is to strengthen institutions and processes that contribute to the free flow of information and allow direct and indirect interaction between citizens, elected representatives, and government functionaries.   | -                               | Canada WB  | Aug 2006 - Mar 2013 | • The project will strengthen the institutional capacity of the Parliament and the media, both of which are key stakeholders of the NIS.                    |
|               | Rights and Governance Challenge Fund            | To implement the Rights and Governance Challenge Fund to improve accountability and strengthen demand for better services, livelihoods and rights. This will be achieved by civil society 1) empowering citizens to demand their rights and entitlements; 2) building networks among citizens, policymakers and service providers to strengthen the cycle of accountability; and 3) informing processes of accountability and advocacy through evidence based research. | Manusher Jonno Foundation (MJF) | DFID       | Jul 2008 - Jul 2013 | • The project will enhance the integrity system since the ensuring the human rights is the basis for the concept of integrity.                              |
|               | Promoting Democratic Institutions and Practices | To strengthen democratic governance by strengthening parliament as an effective, open and credible body of democratic governance while also supporting the role of civil society in political governance. Two specific objectives are: 1) improving the effectiveness and transparency of the Parliament; and 2) facilitating increased participation of civil society in public policy making and constructive oversight of governmental performance.                  | Parliament; Asia Foundation     | USAID DFID | Apr 2010 - Apr 2015 | • The project will contribute to the effective parliamentary democratic system reflecting people's aspirations, and enhance the roles of the civil society. |



| Thematic Area                      | Title   | Objective/ Component/ Output   | Implementing agency  | DP              | Duration            | Relation to the NIS/ Remarks   |
|------------------------------------|---|--|--|-----------------|---------------------|--|
|                                    | Workers' Rights Protected and International Labor Standards | To support for vibrant, independent and democratic labour unions and NGOs that promote labour rights, labour justice, and ensures rule of law in the labour sector and access to justice for workers.  | -  | USAID           | Feb 2011 - Jan 2016 | • The project will enhance the integrity system since the ensuring the human rights is the basis for the concept of integrity.     |
|                                    | Protecting Human Rights                                     | To reduce the high prevalence of domestic violence (DV) in Bangladesh and other related human rights (HR) violations. More specifically, to: 1) increase adoption and enforcement of key DV and HR legislation and policies through enhancing advocacy; 2) improve mutual understanding and effectiveness of relationship between key actors; 3) increase access to and willingness of survivors to seek justice; 4) expand immediate and longer term support to survivors of DV; and 5) increase awareness of DV and related HR issues at the national and local levels.  | Plan International; Bangladesh National Woman Lawyers' Association; International Center for Research on Women | USAID           | Mar 2011 - Mar 2016 | • The project will enhance the integrity system since the ensuring the human rights is the basis for the concept of integrity.     |
| Parliament/ Political institutions | Improving Democracy through Parliamentary Development       | To strengthen the Parliament to improve its legislative capacity, oversight functions, and democratic practices through institutional and operational reforms; focusing on the following outputs:<br>1) Parliament is supported by an independent, capable and service oriented secretariat;<br>2) Parliamentary committees are able to effectively scrutinize executive actions, review public policy and the expenditure of public funds and take parliament to the people;<br>3) The Speaker and Members of Parliament have the necessary support and resources to effectively undertake their respective roles and responsibilities; and<br>4) Parliament is able to effectively engage with the people of Bangladesh. | Parliament   | UNDP Netherland | Jul 2013 - Jan 2014 | • The project will contribute to strengthening the key functions of the Parliament, which is the important stakeholder of the NIS. |

| Thematic Area | Title   | Objective/ Component/ Output  | Implementing agency  | DP                    | Duration               | Relation to the NIS/ Remarks  |
|---------------|---|---|----------------------|-----------------------|------------------------|---|
|               | Strengthening Public Expenditure Management Program | Refer to the section of “Public financial management”.  | -                    | -                     | -                      | -   |
|               | Parliamentary and Media Support                     | Refer to the section of “Democratic institutions”.  | -                    | -                     | -                      | -   |
|               | Strengthening Political Participation in Bangladesh | To contribute to a political system that is more capable, accountable and responsive, especially to the needs of the poor and marginalised, by strengthening the skills and systems of the Election Commission, supporting the work of Parliament Committees to become more open and effective, influencing political parties to be more responsive to citizens; and strengthening the checks and balances on the political process, through civil society advocacy for more responsive political institutions.   | EC; Parliament; NGOs | DFID<br>USAID<br>UNDP | Jan 2010<br>- Mar 2015 | • The project will contribute to strengthening the political institutions at the local level. The project involves key stakeholders of the NIS. i.e., EC, the Parliament, and political parties.        |
|               | Promoting Democratic Institutions and Practices     | Refer to the section of “Democratic institutions”.  | -                    | -                     | -                      | -   |
|               | Democratic Participation and Reform in Bangladesh   | To support significant democratic political parties in Bangladesh to be more inclusive, informed, and responsive to citizen interests and aspirations through: 1) opening seven regional Youth Leadership Centres and Woman’s Centres; 2) creating intra-party internship programs; 3) sponsor local level projects to prepare women to contest for party nominations and elected offices; 4) organising opinion surveys and focus groups; 5) enhancing the capacity of political parties to design and conduct research at the local level and to aggregate findings at the national level; and 6) responding to requests from individual political parties for technical trainings. | -                    | UDAID<br>DFID         | Apr 2011<br>- Apr 2016 | • The project will contribute to the “establishment of political parties as democratic organisations by pursuing public interest and reflecting public aspirations”, the goal of the political parties. |

| Thematic Area    | Title  | Objective/ Component/ Output  | Implementing agency | DP    | Duration            | Relation to the NIS/ Remarks  |
|------------------|--|---|---------------------|-------|---------------------|---|
| Local governance | Second Urban Governance and Infrastructure Improvement Project | To improve urban governance and infrastructure in selected Municipalities (Pourashavas) by linking infrastructure development and governance improvement activities. Urban governance improvement action programme will be implemented in 6 key areas:<br>1) Citizen awareness and participation;<br>2) Urban planning;<br>3) Women's participation;<br>4) Integration of the urban poor;<br>5) Financial accountability and sustainability; and<br>6) Administrative transparency. | LGED                | ADB   | Jan 2010 - Dec 2014 | • The project contributes to the “establishment of transparent, accountable, self-reliant and responsive local governments”, the goal of local government institutions. |
|                  | City Region Development Project                                | Increased growth potential and environmental sustainability of 2 city regions, Dhaka and Khulna by supporting the development of key urban infrastructures, and the improvement of regional and urban planning, and the strengthening of municipal management and capacity.   | LGED                | ADB   | Nov 2010 (Approved) | • The project contributes to the “establishment of transparent, accountable, self-reliant and responsive local governments”, the goal of local government institutions. |
|                  | Local Governance Support Project (LGSP)                        | To strengthen Union Parishads to become accountable and responsive, supported by an efficient and transparent intergovernmental fiscal system. Key project development indicators are:<br>1) Share of beneficiaries, disaggregated by gender, agreeing that UPs are meeting local priorities;<br>2) Increase in the average performance score of UPs nationally; and<br>3) Number of basic block grant tranches released by LGD on a predictable and timely basis.                  | MLGRDC              | WB EU | Nov 2011 - Nov 2016 | • The project contributes to the “establishment of transparent, accountable, self-reliant and responsive local governments”, the goal of local government institutions. |

| Thematic Area | Title   | Objective/ Component/ Output  | Implementing agency | DP                            | Duration            | Relation to the NIS/ Remarks  |
|---------------|---|---|---------------------|-------------------------------|---------------------|---|
|               | Local Governance and Decentralization Programme for Union Parishads and Upazila Parishads | To support the Government of Bangladesh in meeting the Millennium Development Goals and other local development challenges through effective, inclusive, participatory and democratic local government. The specific objectives are to support Union Parishads and Upazila Parishads in piloting ways of applying their mandate to deliver local development and to increase citizen involvement. | LGD                 | EU                            | Aug 2011 - Jun 2017 | • The project contributes to the “establishment of transparent, accountable, self-reliant and responsive local governments”, the goal of local government institutions. |
|               | Union Parishad Governance Project   | To support the government in meeting the Millennium Development Goals through effective, inclusive, participatory and democratic local governance, focusing on enhancement of the accountability of local administration, and transition the current service-delivery towards a pro-poor approach, and strengthening the Union Parishad’s institutions and policies.                              | LGD                 | EU<br>DANIDA<br>UNCDF<br>UNDP | Dec 2011 - Nov 2016 | • The project contributes to the “establishment of transparent, accountable, self-reliant and responsive local governments”, the goal of local government institutions. |
|               | Upazila Governance Project  | To enable the government institutions, at the Upazila level, to effectively carry out their mandates, including the delivery of public services, in a more accountable, transparent and inclusive manner.   | LGD                 | EU<br>SDC<br>UNCDF<br>UNDP    | Jul 2011 - Jul 2016 | • The project contributes to the “establishment of transparent, accountable, self-reliant and responsive local governments”, the goal of local government institutions. |
|               | Municipal Governance and Services Project (Proposed)                                      | To improve municipal governance and basic urban services in selected urban areas. This will be achieved through an integrated approach including improving planning, resource management, accountability and social inclusiveness.  | LGED                | WB                            | Dec 2013 -          | • The project contributes to the “establishment of transparent, accountable, self-reliant and responsive local governments”, the goal of local government institutions. |

| Thematic Area | Title  | Objective/ Component/ Output   | Implementing agency | DP   | Duration            | Relation to the NIS/ Remarks  |
|---------------|--|--|---------------------|------|---------------------|---|
|               | Good Governance in Urban Areas   | To enable urban populations to gain effective public services by enhancing the capacity of Pourashavas to meet certain governance criteria, such as the political inclusion of women and the poor, financial accountability and participatory planning.  | LGD; LGED           | GIZ  | 2012 - 2014         | • The project contributes to the “establishment of transparent, accountable, self-reliant and responsive local governments”, the goal of local government institutions. |
|               | Project for Developing Inclusive City Government for City Corporation (ICGP) | To establish a framework for the improvement of urban governance and infrastructure development in order to achieve the concept of ‘Inclusive City Government’ through achieving the following outputs:<br>1) Infrastructure development plan for the 4 target City Corporations;<br>2) Fiscal and administrative reform program for the targeted 4 City Corporations;<br>3) Institutional structure reform program to realize the functions necessary for ‘Inclusive City Government’ for the targeted 4 City Corporations; and<br>4) Accumulation of planning practices in the targeted 4 City Corporations. | LGED                | JICA | Oct 2012 - Dec 2013 | • The project contributes to the “establishment of transparent, accountable, self-reliant and responsive local governments”, the goal of local government institutions. |
|               | Northern Bangladesh Integrated Development Project (NOBIDEP)                 | To extend access to rural and urban infrastructures and services, and improve urban governance in the northern region of Bangladesh by improving urban infrastructure and implementing the Urban Governance Improvement Program.   | LGED                | JICA | Jun 2013 - May 2019 | • The project contributes to the “establishment of transparent, accountable, self-reliant and responsive local governments”, the goal of local government institutions. |

| Thematic Area | Title  | Objective/ Component/ Output   | Implementing agency | DP    | Duration            | Relation to the NIS/ Remarks  |
|---------------|--|--|---------------------|-------|---------------------|---|
|               | Pourashava Governance Support Project (proposed) | To established the system to strengthen public administration capacity of Pourashava.  | LGD                 | JICA  | 2013 - 2017         | • The project contributes to the “establishment of transparent, accountable, self-reliant and responsive local governments”, the goal of local government institutions. |
|               | Strengthening Democratic Local Governance        | To improve transparent and participatory public administration at the sub-national level and to enhance legal and policy reform at the national level in order to promote and expand decentralization. Major components are: 1) roles and authorities of local governments; 2) advocacy and capacity building of local government associations; 3) transparent and effective service delivery by local governments; and 4) citizen participation in local-decision making. | BUPF; MAB           | USAID | Dec 2010 - Mar 2014 | • The project contributes to the “establishment of transparent, accountable, self-reliant and responsive local governments”, the goal of local government institutions. |

**[Legend]** **ADB:** Asian Development Bank, **ACC:** Anti-Corruption Commission, **BPATC:** Bangladesh Public Administration Training Centre, **BUPF:** Bangladesh Union Parishad Forum, **C&AG Office:** Office of the Comptroller and Auditor General, **DFID:** Department for International Development, **EC:** Election Commission, **EU:** European Commission, **GIZ:** Deutsche Gesellschaft für Internationale Zusammenarbeit, **IMED:** Implementation Monitoring and Evaluation Division, **JICA:** Japan International Cooperation Agency, **LGED:** Local Government Engineering Department, **LGD:** Local Government Division, **LPAD:** Legislative and Parliamentary Affairs Division, **MAB:** Municipal Association of Bangladesh, **MHFW:** Ministry of Health and Family Welfare, **MICT:** Ministry of Information and Communication Technology, **MLGRDC:** Ministry of Local Government, Rural Development and Cooperatives, **MOLJA:** Ministry of Law, Justice and Parliamentary Affairs, **MOPA:** Ministry of Public Administration, **MPME:** Ministry of Primary and Mass Education, **MPT:** Ministry of Post and Telecommunication, **NBR:** National Board of Revenue, **NHRC:** National Human Rights Commission, **SDC:** Swiss Development Corporation, **TIB:** Transparency International Bangladesh, **UNDP:** United Nations Development Programme, **USAID:** United States Agency for International Development, **WB:** World Bank

## **Annex 6 Reports of the Focal Point Workshop Sessions**

### **Annex 6-1 Report of the First Series of the Focal Point Workshop (1<sup>st</sup> session)**

#### **Report of the Workshop on the Role of the Ethics Committee and Focal Points in Implementation of NIS**

Date: 9 June 2013

Venue: Conference Room of the Cabinet Division

1. The first workshop on the Role of the Ethics Committee and Focal Points in Implementation of the National Integrity Strategy (NIS) was jointly organized by the Cabinet Division, Government of the People's Republic of Bangladesh, and Japan International Cooperation Agency (JICA), on 9 June 2013 at the Conference Room of the Cabinet Division. Mr. M Musharraf Hossain Bhuiyan, Cabinet Secretary, inaugurated the Workshop as the Chief Guest and Mr. Md. Nazrul Islam, Additional Secretary, Cabinet Division, presided over the Workshop. The list of participants is attached as Appendix 6-1-1.
2. After the inauguration of the Workshop, Mr. Md. Nazrul Islam briefly outlined the background and objectives of formulation of National Integrity Strategy. He mentioned that this Strategy had been formulated to prevent corruption and promote integrity in all organizations of the state, business and civil society organizations, and in the society. He expressed thanks and gratitude to JICA for the cooperation and assistance in implementing the NIS.
3. Mr. Hiroyuki TOMITA, Senior Representative of JICA made a short speech where he appreciated the presence and continuation of democratic government system in Bangladesh in spite of many constraints. He said that good governance and integrity in all actions by state or non-state actors were the pre-requisites for establishment of a true democratic welfare state. He opined that the executive organs of the state should come first to work for promoting integrity in all sectors of life. In order to achieve this objective, effective implementation of the National Integrity Strategy is essential.
4. Dr. Abu Shahin M. Ashaduzzaman, Deputy Secretary, Cabinet Division, made a power point presentation on the 'Role of Ethics Committees and Focal Points in Implementation of NIS'. He presented a brief overview of the National Integrity Strategy, and its salient features as well as the importance of formulation of the NIS. He briefly discussed that the NIS had identified 10 State-led and 6 non-state institutions where the challenges of the institutions had been identified and recommendations had been prescribed for overcoming those challenges. Short, medium and long term action plans had also been figured out for implementing the recommendations. While discussing the implementation strategies of the NIS, he informed that a 'National Integrity Advisory Council (NIAC)' headed by the Hon'ble Prime Minister and an Executive Committee headed by the Finance Minister had been constituted to provide guidance for and monitor implementation of the NIS. The National Integrity Implementation Unit (NIIU) has also been set up in the Cabinet Division headed by the Additional Secretary of Administrative Reforms and Implementation Wing under the supervision of the Cabinet Secretary. He further informed that according to the terms of reference of the Ethics Committees, each Ministry/Division and NIS institutions needed to formulate and implement their individual action-plans for promoting integrity and good governance in their respective organizations. Based on the NIS recommendations, he proposed some actions for improving the state of integrity and promote good governance in the respective organizations.
5. After the presentation the Cabinet Secretary responded to the questions and comments of the participants (a) Mr. Alauddin Fakir, Deputy Secretary, Ministry of Shipping, (b) Mr. Monowar Hossain Akand, Deputy Secretary, Ministry of Home Affairs, (c) Ms. Mahmuda Akhter, Joint Secretary, Ministry of Health and Family Welfare and (d) Mr. Nazmul Alam, Deputy Secretary,



Ministry of Industries. Most of the questions and comments were related to the NIS, governance and administrative reforms which included change of societal attitude and attitude of the civil servants, formation of Ethics Committee in the departments and subordinate offices, law for appoint of Supreme Court Judges, fund management of the political parties, wealth statement of the other actors of governance etc. The Cabinet Secretary in his reply focused on the need for initiating reforms in the civil service from within. If civil service can implement reforms successfully, the other actors will gradually be included in the process.

6. After the question- answer session, Cabinet Secretary Mr M Musharraf Hossain Bhuiyan delivered his speech as the Chief Guest. He mentioned that promotion of integrity and reform was a global practice. It is needed for good governance and sustainable development. Bangladesh being a signatory to the UN Convention Against Corruption (UNCAC), it was a compulsion on Bangladesh to formulate the integrity strategy. He informed that it took long five years to finalize the NIS and to make it a home-ground document. The Chief Guest also clarified the term 'integrity' which means being duty-bound and honest. He emphasized on the need for change as the whole world is changing, and the areas of administrative transparency are widening. He urged the civil servants to take over the leadership of reform and change for creating a better future for the next generation.
7. After a tea break, the second session started which included discussion on the progress of implementation of NIS in different organizations and a group work followed by presentation.
  - (a) The representative from the Ministry of Commerce mentioned that they had formed Ethics Committee in their Ministry. As an NIS recommendation, the enforcement of the Consumers Rights Act has been reinforced. A large number of complaints are coming from the consumers and the department is trying to resolve those. However, they need assistance from the Cabinet Division in proper implementation of the NIS.
  - (b) The representative from the Ministry of Education said that the Ethics Committee had already been formed and it had started working. Lessons on integrity have been included in the national curricula at the school level. Now, in the student assembly in schools, students are administered oath to practice integrity in their personal and national life.
  - (c) The representative from Parliament Secretariat, A. S. M. Mahbub told that the Ethics Committee had been formed in the Parliament Secretariat and they are trying to implement the NIS recommendations. All of the Parliamentary Standing Committees were formed in the first session of the Parliament. The Public Accounts Committee was also formed. It is operational, and 250 meetings of this Committee were held. The next meeting of the NIS Ethics Committee will be held on 13 June 2013.
  - (d) Mr. Md. Ashraf, Deputy Secretary, Planning Division, said that Ethics Committee had already been formed in his Division. They will undertake necessary measures to implement the NIS recommendations immediately.
8. After the session, the participants were divided into three groups. The groups, after working together, made the following recommendations for the Ethics Committees for proper implement of the NIS.

**Group A:**

- 1) Ethics Committee should be formed in each organization/institution – within one month.
- 2) The discussion regarding the progress of NIS implementation should be kept in the agenda of monthly coordination meeting.
- 3) Issue wise working committee may be formed in each organization/institution.
- 4) Equitable distribution of facilities and benefits among the employees and officers of the Ministry/ Division should be ensured.
- 5) Public awareness about the NIS, through poster, TV footage, workshop, seminar, etc., should be raised.
- 6) The non-state sectors and institutions, and persons and family should be brought under the purview of the NIS.

**Group B:**

- 1) Measures should be taken to follow the Secretariat Instructions – (applicable for round the year)
- 2) The Citizen Charter should be displayed in all institutions/ offices/ organizations so that the people can understand what services they are supposed to get from the office/ organization/ institution – (should be made applicable within 2 months)
- 3) Financial Rules should be followed strictly (it would be a continuous process to be run round the year at all stages)
- 4) The received complaints should be addressed speedily (within two months).
- 5) E-Governance should be introduced to ensure better transparency and efficiency in the government services as early as possible.
- 6) There is a need to arrange opinion exchange meetings with the stakeholders within the Ministries/ Divisions/ organizations (in every three months)
- 7) Every civil servant/ government officer should submit wealth statement once a year.
- 8) Necessary training should be imparted to all officers as per their needs to implement the NIS.

**Group C:**

- 1) All services of the government should be digitized, e-governance should be introduced immediately.
  - 2) Appointment of the Judges in the Supreme Court should be based on more specific criteria and merit.
  - 3) All civil and military bureaucrats should submit their wealth statement yearly. The Ministers and Judges should also do the same.
  - 4) Impart adequate training to the persons responsible for the NIS implementation.
  - 5) Corruption in BGMEA/ FBCCI should be controlled. Tax/ VAT payments should be rigorously monitored.
  - 6) Mobile courts may be formed to verify payments of taxes and custom duties, if necessary.
9. Md. Nazrul Islam, Additional Secretary, Cabinet Division made the concluding remarks by requesting all of the Integrity Focal Points to formulate individual work-plan in each organizations and implement the NIS with sincerity. He suggested to interact among the Integrity Focal Points for sharing best practices and improve their governance system gradually. Finally he thanked everyone for their active participation and for making the workshop a success.

**First Series of the Focal Point Workshop (1<sup>st</sup> session)**  
**Workshop on Role of Ethics Committee and Focal Points in Implementation of NIS**

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**Annex 6-2 Report of the First Series of the Focal Point Workshop (2<sup>nd</sup> session)****Report of  
the Workshop on the Role of the Ethics Committees and  
Focal Points in Implementation of NIS**

Date: 16 June 2013

Venue: Conference Room of the Cabinet Division

1. The second workshop on the Role of the Ethics Committee and Focal Points in Implementation of the National Integrity Strategy (NIS) was jointly organized by the Cabinet Division, Government of the People's Republic of Bangladesh, and Japan International Cooperation Agency (JICA), on 16 June 2013 at the Conference Room of the Cabinet Division. Mr. M Musharraf Hossain Bhuiyan, Cabinet Secretary, attended the Workshop as the Chief Guest and Mr. Nazrul Islam, Additional Secretary, Cabinet Division, presided over the Workshop. The list of participants is attached as Appendix 6-2-1.
2. At the beginning of the workshop, Mr. Md. Nazrul Islam briefly outlined the background and objectives of formulation of National Integrity Strategy. He mentioned that this Strategy had been formulated to prevent corruption and promote integrity in all organizations of the state, business and civil society organizations, and in the society. He expressed thanks and gratitude to JICA for the cooperation and assistance in implementing the NIS.
3. Mr. Kenzo Ikeda, representative of the JICA Mission, in his speech, focused on the importance of practicing integrity throughout the country as a key concept of good governance. He suggested that the Ministries/ Divisions needed to play a pioneering role in the implementation of the NIS. He also stressed on the need for creating social movement to promote integrity in the society. Mr. Ikeda pointed out that the NIS provided valuable guiding principles for promotion of good governance, and created scope for continuous efforts to implement reforms in the country. In spite of many challenges, JICA would assist the government's efforts. He hoped that the workshop would be an important step towards the effective implementation of the NIS.
4. Dr. Abu Shahin M. Ashaduzzaman, Deputy Secretary, Cabinet Division, made a power point presentation on the 'Role of Ethics Committees and Focal Points in Implementation of NIS'. He presented a brief overview of the National Integrity Strategy, and its salient features as well as the importance of formulation of the NIS. He briefly discussed that the NIS had identified 10 State-led and 6 non-state institutions where the challenges of the institutions had been identified and recommendations had been prescribed for overcoming those challenges. Short, medium and long term action plans had also been figured out for implementing the recommendations. While discussing the implementation strategies of the NIS, he informed that a 'National Integrity Advisory Council (NIAC)' headed by the Hon'ble Prime Minister and an Executive Committee headed by the Finance Minister had been constituted to provide guidance for and monitor implementation of the NIS. The National Integrity Implementation Unit (NIIU) has also been set up in the Cabinet Division headed by the Additional Secretary of Administrative Reforms and Implementation Wing under the supervision of the Cabinet Secretary. He further informed that according to the terms of reference of the Ethics Committees, each Ministry/Division and NIS institutions needed to formulate and implement their individual action-plans for promoting integrity and good governance in their respective organizations. Based on the NIS recommendations, he proposed some actions for improving the state of integrity and promote good governance in the respective organizations.
5. After the presentation, following feedback and observations were received from the participants:

- (a) The NIS envisages a good number of activities to be carried out to promote integrity. These activities should be implemented gradually in phases. Selected action-plans should be prioritized based on needs and may be implemented in the first phase.
  - (b) Regulatory bodies and laws should be reformed, where necessary, to remove legal hindrances and to implement the NIS recommendations. There are a good number of age-old laws and rules, some of which have become redundant in the present context. Concerned Ministries/ Divisions should detect such laws and rules needed to be amended or repealed or updated.
  - (c) Some participants suggested a few modifications in respect of statements and contents in the NIS itself. In response, the Additional Secretary urged them to send the specific recommendations to the Cabinet Division in writing as early as possible so that those could be placed before the Advisory Council for consideration.
  - (d) Sometimes disciplinary actions cannot be taken against officers for corruption or breach of discipline because of legal weakness and faulty adjudication process. There is a need for strengthening government mechanism including the Office of the Attorney General.
  - (e) The Roads and Highways Division has introduced e-governance system in recent days. Their website is providing sufficient information resulting in transparency and efficiency in their activities and services. It is suggested that such e-governance system may be introduced in all Ministries/ Divisions, departments and organisations.
6. After the tea break, the second session started, where the participants were divided into three groups for group work to suggest measures to implement the NIS. The group- wise suggestions are as follows:

#### Group A

| No. | Activities   | Time period                                       | Responsibility                 |
|-----|--|---|--------------------------------|
| 1   | Ethics Committee should be formed in each Ministry/ Division/ Department.  | Within a month                                    | Ministry/ Division/ Department |
| 2   | The meeting of the Ethics Committee should be arranged once in every three months.   | In every three months                             | Ministry/ Division/ Department |
| 3   | Meeting with the stakeholders to identify challenges, explore remedies and prepare time-bound action plans to implement the NIS.   | In every three months                             | Ministry/ Division/ Department |
| 4   | The action plans should be prepared based on immediate need and priority, and the implementation strategy should be phase-wise. There should be monitoring and evaluation (M&E) mechanism to follow up implementation process. | Continuous monitoring and evaluation, every month | Ministry/ Division/ Department |
| 5   | Action plans may be revised based on monitoring and evaluations results and needs from time to time.   | In every three months                             | Ministry/ Division/ Department |
| 6   | Topics on NIS should be included in the training course of each Ministry/Division/Department   | Within 3 months                                   | Ministry/ Division/ Department |
| 7   | Training programs for all concerned officials, and not for the focal persons only, should be arranged, so that they become aware of the NIS.   | In every three months                             | Ministry/ Division/ Department |
| 8   | Sufficient budget should be allocated for activities related to the implementation of the NIS.   | Yearly budget                                     | Ministry/ Division/ Department |
| 9   | For promotion of departmental integrity, there should be arrangement for reward for the honest officers in each Ministry/Division/ Department. This will work as incentives and create enthusiasm for adherence to integrity.  | Each year   | Ministry/ Division/ Department |
| 10  | The complaints of the stakeholders should be addressed timely and actions should be taken accordingly.   | Each month  | Ministry/ Division/ Department |



**Group B**

| No. | Activities   | Time period           | Responsibility                              |
|-----|--|-----------------------|---|
| 1   | Raising awareness among the people and the public officials simultaneously.  | Within a month        | Ministry/ Division/ Department              |
| 2   | There are many laws or rules which are defective, unnecessary, or incomplete. These laws and rules should be identified, examined and updated.                                       | Within a year         | Ministry/ Division/ Department              |
| 3   | Each Ministry/ Division/Department will identify their respective challenges to implement the NIS after meeting with the stakeholders.   | Within 2 months       | Ministry/ division/ department              |
| 4   | Every officer will have to submit his income and wealth statement.   | Every year            | Ministry/ Division/ Department              |
| 5   | Each Ministry/Division should start implementing the NIS immediately, and there is a need to evaluate the action plan from time to time.   | Evaluation every year | Ministry/ Division/ Department              |
| 6   | There should be exemplary punishment for corruption. The punishment should be visible so that others can take lessons.   | Continuous            | Ministry/ Division/ Department              |
| 7   | Courses on integrity should be included in the national curricula. A copy of the NIS document should be sent to every educational institution to make the students aware of the NIS. | Within 3 months       | Ministry/ Division/ Department              |
| 8   | There should be allocation of sufficient budget for activities related to the implementation of the NIS.   | Yearly budget         | Ministry/ Division/ Department              |
| 9   | There should be mechanism to assess the performance of the officers; there should be arrangement for reward or award for the best performers.  | Every year            | Ministry/ Division/ Department              |
| 10  | There should be an effective mechanism for receipt of complaints from stakeholders. Immediate necessary steps should be taken to resolve these complaints.                           | Every month           | Ministry/ Division/ Department              |
| 11  | Immediate steps should be taken to introduce e-governance system in each Ministry/ Division/ Department/ government organisation.  | Within a year         | Ministry/ Division/ Department/Organisation |

**Group C**

| No. | Activities   | Time period           | Responsibility                 |
|-----|--|-----------------------|--------------------------------|
| 1   | Ethics Committee should be formed.   | Within next 15 days   | Ministry/ Division/ Department |
| 2   | TOR for the Committee after discussion with relevant stakeholders should be prepared.  | Within a month        | Ministry/ Division/ Department |
| 3   | Meetings of the Ethics Committee to follow-up the activities to implement the NIS should be held regularly.  | In every three months | Ministry/ Division/ Department |
| 4   | Regular meetings with the stakeholders should be arranged to identify the challenges, find remedies and prepare action plans to implement the NIS. | In every three months | Ministry/ Division/ Department |
| 5   | The action plan should be evaluated from time to time, and be revised based on needs and priority.   | In every three months | Ministry/ Division/ Department |
| 6   | There should be allocation of sufficient budget for activities related to the implementation of the NIS.   | Yearly budget         | Ministry/ Division/ Department |
| 7   | The complaints of the stakeholders should be addressed on regular basis and good work should be rewarded.  |                       | Ministry/ Division/ Department |

7. After the discussion Ms. Ritsuko Hagiwara, JICA representative, made her remarks on the workshop. She expressed her great enthusiasm about the workshop and mentioned that she was learning many practical challenges to the implementation of the NIS from the real administrative practitioners. She expressed her satisfaction that JICA had been a part of such a great initiative towards achieving the goal of good governance and development in Bangladesh.



8. Mr. Ali Imam Majumder, former Cabinet Secretary and Senior National Consultant of JICA Mission, in his statement, mentioned that the GDP growth of our country could be much higher, if we could reduce corruption and establish good governance in all state functionaries and in the society. He cited the glaring example of Bihar, which was known as the most corrupt State of India and where the GDP growth rate was at the bottom-line amongst all the Indian States. But after assumption of power as the Chief Minister in 2006, Mr. Nitish Kumar introduced massive reforms and promoted good governance in the State that transformed Bihar to be the least corrupt State and helped attain higher economic growth within a short time. Firm determination and commitment of the Chief Minister inspired the people at all sectors of life to attain this success. He suggested a visit of a group of concerned officials of Bangladesh to Bihar to have a practical experience on implementation of reforms and promotion of good governance and integrity that took place in Bihar.
9. The Chief Guest, Mr M Musharraf Hossain Bhuiyan, Cabinet Secretary, in his speech, mentioned that promotion of integrity and reform was a global practice. It is needed for good governance and sustainable development. Bangladesh being a signatory to the UN Convention Against Corruption (UNCAC), it was a compulsion on Bangladesh to formulate the integrity strategy. He informed that it took long five years to finalize the NIS and to make it a home-ground document. The Chief Guest also clarified the term 'integrity' which means being duty-bound and honest. He emphasized on the need for change as the whole world is changing, and the areas of administrative transparency are widening. He urged the civil servants to take over the leadership of reform and change for creating a better future for the next generation.
10. Md. Nazrul Islam, Additional Secretary, Cabinet Division made the concluding remarks by requesting all of the Integrity Focal Points to formulate individual work-plan in each organizations and implement the NIS with sincerity. He suggested to interact among the Integrity Focal Points for sharing best practices and improve their governance system gradually. Finally he thanked everyone for their active participation and for making the workshop a success.

**First Series of the Focal Point Workshop (2<sup>nd</sup> session)**  
**Workshop on the Role of the Ethics Committee and the Focal Points in Implementation of NIS**

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**Annex 6-3 Report of the First Series of the Focal Point Workshop (3<sup>rd</sup> session)****Report of  
the Workshop on the Role of the Ethics Committee and  
Focal Points in Implementation of NIS**

Date: 3 July 2013

Venue: Cabinet Division, Bangladesh Secretariat

1. The third workshop on the Role of the Ethics Committee and Focal Points in Implementation of the National Integrity Strategy (NIS) was organized by the Cabinet Division, Government of the People's Republic of Bangladesh, and Japan International Cooperation Agency (JICA), on 3 July 2013 in the Cabinet Division. The workshop was attended by the Integrity Focal Points of NIS and representatives from the Ministries/Divisions who could not attend the first and second workshop. Ms. Sabiha Pervin, Deputy Secretary, Cabinet Division presided over the Workshop. The list of participants is attached as Appendix 6-3-1.
2. Ms. Sabiha Pervin initiated the discussion by welcoming all present and briefly described the purpose of the workshop. After her initial statement, Dr. Abu Shahin M. Ashaduzzaman, Deputy Secretary, Cabinet Division, made a power point presentation on the 'Role of Ethics Committees and Focal Points in Implementation of NIS'. He presented a brief overview of the National Integrity Strategy, and its salient features as well as the importance of formulation of the NIS. He pointed out that the NIS had identified 10 state-led and 6 non-state institutions for its implementation. It had also identified the challenges that these institutions may face during implementation of NIS and made recommendations for addressing these challenges. He said that as many as 103 short-term, medium-term and long-term action plans to be undertaken implementation by various Ministries/ Divisions/ stakeholder organizations had been formulated for implementation of NIS.
3. While discussing the implementation strategies of the NIS, he informed that a 'National Integrity Advisory Council (NIAC)' headed by the Hon. Prime Minister and an Executive Committee headed by the Finance Minister had been constituted to provide guidance for and monitor implementation of the NIS. The National Integrity Implementation Unit (NIIU) had also been set up in the Cabinet Division headed by the Additional Secretary of Administrative Reforms and Implementation Wing under the supervision of the Cabinet Secretary. A 10-member Ethics Committee headed by the Secretary, Cabinet Division, had been constituted in the Cabinet Division. He further pointed out that according to the terms of reference of the Ethics Committees, each Ministry/Division and stakeholder institutions would formulate and implement their individual action-plans, based on their nature of work/ mandates, in addition to the ones as envisaged in the NIS document, for promoting integrity and good governance in their respective organizations.
4. After the presentation, the floor was opened for discussion. The participants discussed and commented on various issues related to NIS implementation, while Mr. Ali Imam Majumder, Senior Consultant and Advisor to JICA-NIS Mission, responded to some of the queries made by the participants. The following comments and observations emerged from the discussions in the workshop:
  - (a) Formulation of NIS is a commendable initiative of the government which bears testimony to its commitment to eliminate corruption from the country. But mere formulation of a document like this will not bring about much change in the state functionaries and the society. Like many other strategies, effective implementation of the National Integrity Strategy (NIS) is a crucial issue. There are many good laws, rules, policies, etc., in Bangladesh, but people are not getting benefit

out of them, because of non-implementation and non-enforcement of those laws. The act of uprooting the deep- rooted nepotism, favouritism, and corruption is not so easy. In order to achieve this objective, all government and non-government functionaries and all actors in the society would have to come forward to help implement the NIS.

- (b) There should be arrangement for effective performance measurement and evaluation system. The honest and efficient government officers should be given awards and various types of incentives, and the inefficient and corrupt officers should be punished. This arrangement of award and punishment will make practice of integrity a culture.
  - (c) It is important to arrange need- based training for the officers of different departments and divisions to get them inspired to perform better in their respective fields.
  - (d) Apart from constituting Ethics Committees, it is also necessary to arrange training programs on NIS for the concerned officers at home and abroad who would play catalytic role in the implementation process of the NIS.
  - (e) Civil servants should take the lead in implementing the NIS. But it would be difficult to implement NIS, if the political parties and political government are not committed. Cooperation from the political parties is required for successful implementation of the NIS.
  - (f) Effective Grievance Redress System (GRS) should be introduced in all Ministries, Divisions, and Institutions for proper implementation of the NIS.
  - (g) Equitable distribution of facilities and benefits among the employees and officers of the Ministry/ Division should be ensured.
  - (h) All civil and military bureaucrats should submit their wealth statement yearly. And it should be ensured that the wealth statements submitted are true.
  - (i) Public awareness about the NIS, through poster, TV footage, workshop, seminar, etc., should be raised.
  - (j) Family is the first place to learn integrity. What a child learns in his young age creates sustainable impact on his life in the later stage. If integrity is practiced and moral education is given to the children, they will not fall prey to corruption easily.
  - (k) Mere formation of an Ethics Committee and appointment of a Focal Point will not do. The Ethics Committee has to take it seriously. All concerned should work together and provide necessary support to the Integrity Focal Point to implement the NIS.
  - (l) It is necessary to make a complete guideline for implementation of the NIS in different Ministries, Divisions, Department, Institutions and Organizations.
  - (m) In each department there should be a research cell, which will identify the challenges and find ways to overcome the challenges to implement the NIS.
  - (n) A Governance Knowledge Centre should be established, from where ideas and best practices on good governance in different sectors may be available.
5. Mr Ali Imam Majumder, Senior National Consultant/Advisor to JICA NIS Mission, responded to many of the queries made during discussion. He said that ‘we will never get an ideal situation for implementation of the NIS. We know the challenges, but we have to work in the given situation.’ He said that ‘day- by- day transparency and accountability of different actors and institutions of the government is increasing. If we start working, we will face many difficulties, but at the same time we may get solution also. So, now is the time to start working seriously towards implementation of the NIS.’
  6. Dr. Abu Shahin M. Ashaduzzaman, Deputy Secretary, Cabinet Division, made the concluding remarks by requesting all the Integrity Focal Points to formulate individual work-plan in each Divisions/Organizations as per the TOR of the Ethics Committee and to work with sincerity. He sought all out cooperation from them to assist the Cabinet Division in the implementation process of NIS. Finally he thanked everyone for their active participation and for making the workshop a success.

**First Series of the Focal Point Workshop (3<sup>rd</sup> session)**  
**Workshop on the Role of the Ethics Committees and the Focal Points in Implementation of NIS**

**List of Participants**

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**Annex 6-4 Report of the Second Series of the Focal Point Workshop (1st session)**

**Report of  
the Workshop on the Work Plan for the Implementation  
of the NIS and its Monitoring**

Date: 15 September 2013

Venue: Conference Room of the Cabinet Division

1. A workshop entitled “Formulation of the Work Plan for the Implementation of the NIS and its Monitoring” was organized on 15 September 2013 in the Conference Room of the Cabinet Division, jointly by the Cabinet Division and the Japan International Cooperation Agency (JICA). The Workshop was presided over by Mr. Md. Nazrul Islam, Additional Secretary, the Cabinet Division. The Integrity Focal Points of 26 ministries/ divisions/ organizations participated in the Workshop. It was the first session of the second series of the Integrity Focal Point Workshop. The list of participants is attached as Appendix-6-4-1.
2. The Chairperson welcomed all, and eulogized the role of JICA in extending cooperation for implementation of the NIS, and expressed hope that JICA would continue its support in the years ahead. Then he said that the purpose of the workshop was to reinforce understanding on integrity and the NIS, share the status of the implementation of the NIS among various ministries/ divisions, discuss the TOR of the National Integrity Implementation Unit (NIIU), share the experience of the JICA study mission on the NIS, and formulate a comprehensive work plan for the effective implementation of the NIS. He hoped that the workshop would also develop ideas about how to monitor the implementation process of the NIS, and prepare a platform to institutionalize the NIS implementation.
3. After the initial statement of the Chairperson, all the participants introduced themselves. Then Dr. ASM Asaduzzaman, Deputy Secretary, the Cabinet Division, made a brief presentation on the following points:
  - a. Integrity in personal and organizational level;
  - b. Integrity in implementation strategy;
  - c. Institutional arrangement for implementation of the NIS;
  - d. Progress of the implementation of the NIS;
  - e. Important decisions of the Ethics Committees;
  - f. Structure of the NIIU and its TOR;
  - g. Decisions of the Executive Committee of the NIAC;
  - h. Next steps to be taken;
  - i. Preparation of the work plan and its implementation;
  - j. Findings of JICA Mission; and
  - k. Expected outcome of the Workshop.
4. After Dr. Asad’s presentation, Mr. Mohibul Hossain, Deputy Secretary (Focal Point), the Ministry of Information, Mr. Sajedul Qaiyum, Deputy Secretary (Focal Point), the Ministry of Land, and Mrs. Nandita Sarkar, Deputy Secretary (Focal Point), the Ministry of Civil Aviation made brief description of the activities for the implementation of the NIS in their respective ministries. It was revealed from their reports that they had formed the Ethics Committees, held the Ethics Committee meetings, and formulated their work plans.
5. After the three brief reports, the workshop was open for discussion. The Chairperson first made his remark that the perception about the bureaucracy was negative whereas the citizenry was more



demanding in the present days. He emphasized the need for improving the people's perception about the bureaucracy through improved performance. He said that the proactive and people-oriented activities would help change the present perception. Mr. Istiak Ahmed, Additional Secretary, the Cabinet Division, mentioned that poor wages of the civil servants might be the main cause of the degradation in quality and integrity in the civil service. Mr. Iftexhar Haider, Additional Secretary, the Cabinet Division rather optimistically said that there were good opportunities before the field administration to demonstrate their abilities for doing well. Delivering fair justice on the spot by the Executive Magistrates while conducting mobile courts may change the negative attitude of the people. Mr. Md. Moyeenuddin, Joint Secretary, the Cabinet Division, expressed concern that the society was demoralized and new job seekers preferred the cadre where the scope of earning illicit money was thought to be higher. In that context, he suggested that the recommendations of the NIS should be taken up for implementation in limited scale initially. He further suggested that a system or strategy for management of complaints may be evolved centrally. Mr. Azizul Alam, Joint Secretary, the Finance Division, urged for updating the Discipline and Appeal Rules, and Conduct Rules of the Government Servants with the aim of transforming civil service into a prestigious one. He assured of necessary budget support for the implementation of the NIS. Mr. Sajedul Qaiyum Dulal, Deputy Secretary, the Ministry of Land, felt that different Government orders sometimes created the scope for corrupt practices in recruitment system. Ms. Rowshan Ara Zaman, Director, the Public Service Commission, opined that the preference for choosing any particular cadre was not always linked with intention to be corrupt. She said that the scope of promotion and place of posting were regarded as factors for such preference. At this stage, Mr. Ali Imam Majumder, Senior National Consultant/ Advisor to the JICA NIS Mission, expressed his opinion that where illegal money could be safely earned, kept or spent with a sense of impunity, the tendency for becoming corrupt would always remain. So the NIS has a strong position to strengthen the ACC for reducing such tendency. Inflicting exemplary punishment to some corrupt persons may help reduce incidence of corruption in the country.

6. After the open discussion, the participants were divided into three groups. They discussed amongst themselves pertinent issues and came up with some recommendations. The recommendations are presented below.

#### **Group A:**

- Ethics Committee should be formed in every Department/ Organization by 31 October 2013.
- All Ethics Committees shall meet at least once in every three months.
- Work Distribution of the Ministry should include NIS focal point.
- Discussion on Implementation of the NIS should be included in the agenda of the Monthly Coordination Meeting of every Ministry/Division.
- Need- based internal training should be imparted for capacity development.
- Arrangement should be made for sustainability of the best practices.
- Laws and Rules should be continuously updated according to the need of the hour.
- Provision should be made for awarding incentives for innovative work.
- Necessary arrangement for providing e-services in all spheres should be made.
- Specific identical system should be developed for GRS and the NIS.
- Every Officer should submit asset statement during the time of entry into the service.
- Salary structure of the employees should be based on the market trends of cost of commodities.
- As per Conduct Rules, every officer will submit asset statement once in every five years.
- The Finance Division may be requested for the allocation of budget for the implementation of the NIS activities.

#### **Group B**

- The Ethics Committee in each ministry, division, and department should be headed by the Secretary or the head of the department.
- Stakeholder meetings shall be organized by attached offices at service delivery point.

- All major departments should have their own training center for capacity development.
- Work of every officer should be fairly evaluated, and provision should be made for incentives for good performance.
- The NIS- interactive website or network should be introduced in broader areas for e-governance.
- Arrangement should be made for monthly review of GRS.
- Budget for the NIS implementation should be ensured from this year.

#### **GROUP C:**

- The NIS implementation should be institutionalized for its sustainability.
  - The job description of every officer should be specific and without ambiguity.
  - The Ethics Committee of every ministry and division should be headed by the Secretary.
  - Discretionary power of the administrative heads should be reduced to minimize its misuse.
  - GRS should be time- bound. Mechanism for the receipt of online complaints should also be developed.
  - Proper implementation of laws and rules should be ensured.
  - Awareness about the NIS should be raised among government officers as well as citizens.
  - Reasons of weakness have to be identified in every case.
  - At the institutional level good example of morality has to be established.
7. After the group discussion, Mr. Atsushi Tokura, Team Leader of the JICA NIS Mission, was requested to deliver a few words. Mr. Tokura in his brief statement described the workshop as very impressive. He thanked the Integrity Focal Points for extending cooperation to the team members during this ongoing study. He said the vibrancy in the workshop indicated that they could be able to bring success in the NIS implementation process. He hoped that the process would take the shape of a social movement and bring useful change in the national life.
  8. In his concluding remarks, the Chairperson mentioned that the workshop was quite interactive, participatory and encouraging. Similar workshops shall be organized on a regular basis. He opined that the GRS and NIS Focal Points preferably should be the same person, and if not, they should keep close contact. In line with the government commitment for e-governance, 25,000 web portals will be inaugurated soon. Arrangement shall be made within a short time for filing online complaints. He expected that those opportunities for the people to link with the government should fairly be used. He agreed with some of the participants that there were challenges in the implementation of the NIS, but the scope for overcoming those challenges was also there. For example, he cited that the Right to Information, Citizen Charter and the use of ICT might be some major tools to overcome the challenges.
  9. Finally he concluded the workshop by thanking all the participants and the JICA Mission members for extending cooperation for organizing the event.

**Second Series of the Focal Point Workshop (1<sup>st</sup> session)**  
**Workshop on the Work Plan for the Implementation of the NIS and its Monitoring**

**List of Participants**

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| 36      | Kenzo Ikeda                       | JICA Mission               | JICA             |                              |
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| 38      | Ali Imam Majumder                 | Senior.National Consultant | JICA Mission     |                              |
| 39      | Dr. Md.Lutfur Rahman              | National Consultant        | JICA Mission     |                              |
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**Annex 6-5 Report of the Second Series of the Focal Point Workshop (2<sup>nd</sup> session)****The Workshop on the Work Plan for the Implementation of the NIS and its Monitoring**

Date: 17 September 2013

Venue: Conference Room of the Cabinet Division

1. The “Second Workshop on the Work Plan for the implementation of the NIS and its Monitoring” was held on 17 September 2013 in the Conference Room of the Cabinet Division. The NIS Focal Points of different ministries, divisions and departments participated in the workshop. Mr. Md. Nazrul Islam, Additional Secretary, the Cabinet Division, chaired the workshop. The list of the participants is attached as Appendix 6-5-1.
2. The Chairperson initiated the workshop by welcoming all, and explained the purpose of the workshop. He said that the purpose was to reinforce understanding, share latest development, discuss the TOR of the NIIU, share the report of the JICA Mission, and prepare a comprehensive work plan for implementation of the NIS. He expected that the workshop might also develop ideas about how to monitor the work plan and prepare a platform to institutionalize the NIS implementation. He also praised the role of JICA for its cooperation in the implementation of the NIS and expected that its support would continue in future as well.
3. After the initial statement of the Chairperson, all the participants introduced themselves. Then Dr. ASM Asaduzzaman, Deputy Secretary, the Cabinet Division, made a brief presentation on : (1) integrity at the personal and organizational levels, (2) integrity in implementation strategy, (3) institutional arrangement for the implementation of the NIS, (4) progress of the implementation of the NIS, (5) important decisions of the Ethics Committees, (6) composition of the NIIU and its TOR, (7) decisions of the Executive Committee, (8) next steps to be taken, (9) preparation of the work plan and its implementation, (10) findings of the JICA Mission, and (11) expectation from the Workshop.
4. After Dr. Asad’s presentation, Mr. Monowar Hossain Akand, Joint Secretary, the Ministry of Home Affairs, Mr. Shahidul Islam, Deputy Secretary, the Ministry of Education, Mr. Ashraf Uddin Ahmed Khan, Deputy Secretary, the Planning Division, and Mr. Tariqul Islam, Deputy Secretary, the Statistics and Information Division, made brief description of the activities that their ministries and divisions had so far carried out for the implementation of the NIS. It was revealed from their reports that they had formed the Ethics Committees, held meetings of the committees, and prepared individual work plans on the NIS. The Integrity Focal Point from the Ministry of Education also informed that lessons on integrity had been included in the national curricula at the secondary school level.
5. After the presentation of brief reports, the floor was open for discussion. Mr. Gokul Chandra Das, Joint Secretary, the Bank and Financial Division, admitted that there were financial irregularities in the banking and financial institutions, but sometimes the media publishes exaggerated reports, which tarnished the image of those institutions and the government. In contrast, the media sometimes shows little interest to publish news of government’s good initiatives with due importance. He sought opinion of the participants whether the media could be brought under the purview of the NIS. In response, Mr. Ali Imam Majumder informed the participants that the media had been included as a stakeholder institution in the NIS. He also informed that the BUSINESS page of the Daily Star regularly publishes news on success stories or achievements in the business and financial sector. Mr. Nazrul Islam, Additional Secretary, the Cabinet Division, informed that the media people presented in the Views- Exchange Meeting with the media, organized jointly on 5 September 2013 by the Cabinet Division, Ministry of Information and JICA, and felt the need to practice integrity in the

media world. He hoped that some good results would emerge in the near future. Mr. Nazmul Haq, Joint Secretary, the Ministry of Industries, informed that they had already formed Ethics Committees in all the 11 Departments/Corporations under the ministry. He wanted to know whether it is necessary to continue all these Ethics Committees, or only one central Ethics Committee in the ministry would be enough to serve the purpose. At this point, Mr. Nazrul Islam said that the formation of the Ethics Committees in different Departments/Corporations was an excellent initiative of the Ministry of Industry. He hoped that the Committees would continue to function well. Mr. Harunuzzaman Bhuiyan, Joint Secretary, the Ministry of Commerce, said, for establishing integrity in public service, it is necessary not only to keep provision for award to employees for good performance, but also provision for punishment for bad performance or lack of integrity. Mr. Nurul Islam, Joint Secretary, the Ministry of Expatriate Welfare and Oversees Employment, said that internal performance audit was necessary for improving the quality of service. He said, there were many good provisions in the existing laws and rules, and compliance to or enforcement of those would be enough to establish integrity. Mr. Nazrul Islam, Additional Secretary, the Cabinet Division, responded that the NIS did not mean to replace the existing laws and rules, but the purpose of the NIS was to help practice integrity through proper compliance to those laws and rules. Mr. Saila Farzana, Deputy Secretary, the Ministry of Housing and Public Works, said that it was necessary to take punitive action against the corruption, and proper punitive action against corruption could be more useful than educating people about integrity in order to establish integrity in the country. Mr. Sayedul Islam, Deputy Secretary, the Ministry of Health and Family Welfare, described the e-services and e-management system in his ministry and other organizations under the ministry had already introduced to improve their service delivery. He explained how these e-services and e-management system had increased transparency and efficiency in service delivery and thus contributed to integrity. Mr. Nazrul Islam, Additional Secretary, the Cabinet Division, made a short presentation on the Kenyan experience of public service delivery and improvement in governance.

6. After the open discussion, the participants were divided into three groups. They discussed amongst themselves on pertinent issues and came up with some recommendations for their inclusion in the work plan. The recommendations are presented below.

**Group A:**

- To organize the Ethics Committee meetings at least once in every three months.
- To include 'discussion on status of implementation of the NIS' as one of the agenda of the monthly coordination meeting of every ministry and division.
- To organize 'stakeholder coordination meeting' in the ministry and department level once in every two months.
- To monitor the receipt and resolution of complaints/grievances at the ministry and department level.
- To implement the Citizen Charter.
- To monitor the resolution of audit objections once in every two months.
- To rationalize the manpower structure of ministries, divisions and organisations within the next two years.
- To start e-filing, and increase the use of ICT for introducing e-services in all spheres.
- To ensure timely and effective presence in the office.
- To include the activities of the Focal Point in his/her job description.
- To rationalize the responsibility and work distribution amongst officers.
- To arrange in-house training in ministries and departments.

**Group B**

| No | Work/Task  | Time Limit         | Responsibilities |
|----|--|--------------------|------------------|
| 1  | On Ethics Committee:<br>Ethic Committee formation  | In July 2013       | All              |
|    | Regular meeting of Ethics Committee, and problem and solution identification   | Quarterly          | Do               |
| 2  | Inclusion of the NIS in Coordination meeting   | Quarterly          | Do               |
| 3  | Meeting with the officers/ staff   | Every 3 months     |                  |
| 4  | Meeting with the stakeholders, and discussion on problems identified   | Every 3 months     | Do               |
| 5  | Establishment of GRS in all ministries and divisions, time-bound disposal of grievances and communication of results | In October 2013    |                  |
| 6  | Incorporation of an innovation teams   | By December 2013   | Do               |
| 7  | Review of laws and rules   | Continuous process | Do               |
| 8  | Team culture development   | Continuous process | Do               |
| 9  | E-governance   | Continuous process | Do               |
| 10 | Establishment of reward and punishment system  | Do                 | Do               |
| 11 | Monitoring and evaluation  | Do                 | Do               |
| 12 | Budget allocation for the NIS implementation   | Do                 | Do               |
| 13 | Training for skill development   | Do                 | Do               |

**Group C:**

- Ensure punitive action against corrupt personnel.
- Resolve complaints/grievances within 7 days of receipt with proper hearing.
- Open help desk for one stop service.
- Keep suggestion box for improved service delivery.
- Arrange training for employees/officers for human resource development.
- Ensure performance- based evaluation in workplace.
- Formulate annual work plan, implement and monitor and evaluate.
- Work in compliance with secretariat instruction, Rules of Business and other relevant Financial Rules.
- Establish separate intelligence department to fight against corruption in the law enforcing agencies.
- Ensure publicity or dissemination of good work or best practices.
- Introduce e-governance system for timely and effective public service delivery.

7. After the group discussion, the Chairperson invited Mr. Atsushi Tokura, Team Leader of the JICA NIS Mission, to deliver a few words to the participants. Mr. Tokura in his very brief statement described the workshop as very impressive. He thanked the NIS Focal Points for extending cooperation to the team members during this ongoing study. He said the vibrancy in the workshop indicated that they could be able to bring success in the NIS implementation process. He hoped that the process would take the shape of a movement and bring useful change in the national life.
8. In his concluding remarks, the Chairperson mentioned that the workshop was quite interactive, participatory and encouraging. He commended some issues of discussion and recommendations including the need of strengthening team work, settlement of audit objections, rationalization of manpower structure, effective GRS, and establishment of innovation team. He hoped, such workshops would be organized on a regular basis. Finally he concluded the workshop by thanking all the participants and the JICA for extending cooperation for organizing the event.



**Second Series of the Focal Point Workshop (2<sup>nd</sup> session)**  
**Workshop on the Work Plan for the Implementation of the NIS and its Monitoring**

**List of Participants**

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| Sl. No. | Name                             | Designation                | Agency                               | Cell Number & e-mail address               |
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| 32      | Dr. Abu Shaheen Md. Ashaduzzaman | Deputy Secretary           | Cabinet Division                     |  |
| 33      | Atsushi Tokura                   | JICA Mission               | JICA                                 |  |
| 34      | Kenzo Ikeda                      | JICA Mission               | JICA                                 |  |
| 35      | Tomonori Wakisaka                | JICA Mission               | JICA                                 |  |
| 36      | Ali Imam Majumder                | Senior National Consultant | JICA Mission                         |  |
| 37      | Dr. Md. Lutfur Rahman            | National Consultant        | JICA Mission                         |  |
| 38      | Dr. Zahidul Islam Biswas         | National Consultant        | JICA Mission                         |  |
| 39      | Md. Nazimuddin Bashir            | Office Manager             | JICA Mission                         |  |

**Annex 6-6 Report of the Third Series of the Focal Point Workshop (1<sup>st</sup> session)****The Workshop on the Formulation and Implementation of Work Plan on NIS**

Date: 5 December 2013

Venue: Conference Room of the Cabinet Division

1. The First One of the series of Third Round Workshops of NIS Focal Points on Formulation and Implementation of Work Plan on NIS was held on 5 December 2013 in the Conference Room of the Cabinet Division. The Workshop was jointly organised by the Cabinet Division and JICA NIS Mission. NIS Focal Points of 15 Ministries/Divisions and 5 organizations participated in the Workshop chaired by Mr. Md. Nazrul Islam, Additional Secretary, Cabinet Division. The list of the participants is given at Appendix 6-6-1.
2. The Chairperson initiated the Workshop by welcoming all. Then he briefly outlined the objectives of the Workshop:
  - (a) To invigorate the commitment of the Focal Points on NIS;
  - (b) To review the progress achieved by different Ministries/Divisions/Organisations on formulation and implementation of work plans on NIS;
  - (c) To determine the next course of action by the NIU; and
  - (d) To collect information for presentation before the National Integrity Advisory Committee and the Executive Committee meetings.

He informed that two more similar workshops would be organized next week with other Focal Points of other Ministries/ Divisions and organizations. He appreciated JICA for its cooperation in the implementation of the NIS.

3. Mr. Ali Imam Majumder, Senior National Consultant of JICA NIS Mission, thanked all the participants on behalf of the JICA Mission. He expressed hope that the Workshop would identify challenges being faced in the formulation of a functional work plan and develop ideas about how to overcome those challenges.
4. Then Dr. A.S.M. Asaduzzaman, Deputy Secretary, Cabinet Division, presented a synopsis of the Work Plans on NIS submitted to Cabinet Division so far by 15 Ministries/Divisions/Organisations. In his presentation, he mentioned that some Ministries/Divisions/Organisations had formulated inspiring work plans, others could follow those for formulation of their work plans. For example, he mentioned, some work plans had suggested for (a) filling the vacant positions in the office as soon as possible, (b) forming sub-committees under Ethic Committees to identify obstacles to implement the NIS in the respective Ministries/Divisions, (c) creating new branches or sections to expedite work, (d) conducting internal audit, (e) making database for keeping all official information of the officers, (f) considering performance while selecting officers for foreign tours, (g) introducing help desk for better public services etc.

He identified the challenges being faced in the implementation of NIS. Some of the challenges, as mentioned by him, are: (a) lack of prior experience of implementation of such a strategy, (b) lack of adequate awareness of the policy makers and officers about NIS, (c) lack of will to make change and reform of existing practice and culture, (d) negative attitude, (e) dependence on international aid organisations and political leadership, (f) lack of foresightedness of the officers.

5. Dr. Asaduzzaman mentioned that NIS document specifically provides for some special action to be taken by the Ministry of Commerce, Ministry of Information, Ministry of Women and

Children Affairs, NGO Affairs Bureau, Ministry of Public Administration, Ministry of Law, Justice and Parliamentary Affairs, Ministry of Education, Parliament Secretariat. But none of these Ministries/Divisions/Organisations had shown in their work-plans when and how they would carry out those activities. Dr. Asaduzzaman then pointed some crucial points which would be helpful for both the Focal Points and NIIU. He suggested that whenever any Focal Point is changed, it should be notified to the NIIU, so that there remains no communication gap. He requested the concerned Ministries/Divisions/Organisations to arrange for stakeholders meeting as soon as possible. He requested the Ministries/Divisions/Organisations to send updated work plans to the NIIU within a month and suggested them not to be over optimistic and be realistic while making their individual work plans.

6. After Dr. Asaduzzaman's presentation, there was a question-answer session, where some participants asked for some clarifications about the work plans, NIS jurisdiction etc. Various issues came up during the question-answers session. These include: (a) in some Ministries/Divisions, there are already some committees for grievance redress, then how the Ethics Committee will work in those Divisions or Ministries? Whether the Ethics Committee will work side by side with other committees, or there will be division of responsibilities; (b) there is lack of guidelines in introducing award system as to how many awards could be given, and which level of officers would be given, and how to evaluate performances of officers/employees of different levels?
7. After the question-answer session, the participants highlighted the progress of implementation of NIS work plans in their respective Ministries/Divisions/Organisations. Some Ministries/Divisions have made some good progress in such areas as: (a) introducing award system, (b) introducing internal audit, (c) introducing and enhancing e-governance system, (d) applying for budget allocation for implementation of the NIS etc.
8. Thereafter, the participants were divided into three groups for group discussion. The groups were advised to confine their discussions on three points such as: (1) Challenges being faced by Ministries/Divisions/Organizations in the formulation and implementation of NIS work plans, (2) Actions to be undertaken by the Ministries/Divisions/Organizations to implement NIS, and (3) Expectations from the Cabinet Division for implementation of NIS.

Given below are the results of group-wise discussions:

#### **Group A:**

##### **Challenges being faced by Ministries/Divisions/Organizations in the Formulation and implementation of NIS:**

- (a) Lack of clear idea about NIS among senior officers and executives in the Ministries/Divisions/Organisations
- (b) Lack of interest of the stakeholders to participate in such activities as needed to implement NIS
- (c) Not arranging regular meeting on the NIS (by the Cabinet Division)
- (d) Lack of logistics support

##### **Actions to be undertaken by Ministries/Divisions/Organizations for Implementation of NIS:**

- (a) Strengthening inspirational activities, such as arranging regular meetings and workshops
- (b) Forming NIS implementation cell

##### **Expectations from the Cabinet Division for implementation of NIS:**

- (a) Compilation of all notifications regarding NIS and sending them to the Ministries/Divisions/Organisations
- (b) Cooperation regarding budget allocation
- (c) Knowledge sharing and providing technical support in implementation of NIS

**Group B:****Challenges being faced by Ministries/Divisions/Organizations in the Formulation and implementation of NIS**

- (a) Lack of prior experience regarding implementation of such a strategy
- (b) Lack of farsightedness to formulate an effective work plan for implementation of NIS
- (c) Negative attitude of the officers and employees
- (d) Lack of logistic support
- (e) Lack of proper training required to work for implementation of such a strategy.
- (f) Lack of mutual trust

**Actions to be undertaken by Ministries/Divisions for implementation of NIS**

- (a) Arranging regular meetings and workshop for creating inspiration
- (b) Creating wide scale public awareness
- (c) Imparting required training
- (d) Allotment of necessary budget for implementation of NIS
- (e) Developing mechanism for proper performance evaluation
- (f) Introducing award for good performance and taking punitive actions for lapses

**Expectations from the Cabinet Division for implementation of NIS**

- (a) Arranging knowledge sharing meeting and workshop
- (b) Arranging visits to foreign countries with success in implementing NIS
- (c) Cooperation regarding budget allocation
- (d) Knowledge sharing and providing technical support in implementation of the NIS.
- (e) Undertaking research to identify challenges and find solutions to implement NIS
- (f) Taking initiative to involve senior officials of the Ministries/Divisions/Organisations in the implementation process of NIS

**Group C:****Challenges being faced by Ministries/Divisions/Organizations in the Formulation and implementation of NIS,**

- (a) Formulating updated organogram in the Ministries/Divisions
- (b) Lack of competent and trained manpower
- (c) Lack of consciousness in formulating and implementing work plan
- (d) Lack of positive attitude among employees and offices
- (e) Lack of budget

**Actions to be undertaken by Ministries/Divisions/Organizations for Implementation of NIS,**

- (a) Arranging need-based training for officers and employees
- (b) Allocation of adequate budget
- (c) Ensuring transparency and accountability within the Ministries/Divisions/ Organizations
- (d) Strengthening monitoring and oversight mechanisms
- (e) Formulating proper performance evaluation criteria
- (f) Introducing award and punishment system

**Expectations from the Cabinet Division for implementation of NIS**

- (a) Arranging knowledge sharing meeting and workshop
- (b) Arranging learning visits to foreign countries with success of implementing NIS
- (c) Knowledge sharing and providing technical support in implementation of the NIS.
- (d) Making the Cabinet Division as a model Division for implementation of NIS

9. After the presentation of the findings of group discussions, Mr. Ali Imam Majumder made some comments on the overall outcome of the Workshop. He reiterated that the lack of prior experience in implementing such a strategy and rigid mind-set are the main obstacles to implementing NIS. However, frequent meetings/workshops with short interval can help improve the situation, as from such discussions and meetings everyone will learn something from other's experiences. He said, in fact, the NIS is not teaching anything new. It is just telling us how to carry out our existing responsibilities more professionally and honestly. Now, as there is a

possibility of starting a next phase of JICA Mission to help implement the NIS, the Focal Points should work in such a way so that the donors are impressed. Then there will be scopes for more training, foreign tours, etc., for the Focal Points and others concerned with the implementation of NIS.

10. In his concluding remarks, the Chairperson mentioned that the Workshop was quite interactive, participatory and encouraging. Through all these workshops and sharing of experience, thoughts and practical difficulties, they all were gradually learning many things, and developing themselves day by day. He said that they would continue their efforts to meet together in regular intervals in future. Finally he concluded the Workshop by thanking all the participants and the JICA for extending support in organizing this Workshop.

**Third Series of the Focal Point Workshop (1<sup>st</sup> session)**  
**Workshop on the Formulation and Implementation of Work Plan on NIS**

**List of Participants**

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| 5       | Tahmina Yeasmin                  | Senior Assistant Secretary | Cabinet Division                     |  |
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| <b>Sl. No.</b> | <b>Name</b>             | <b>Designation</b>                  | <b>Agency</b> | <b>Cell number &amp; e-mail address</b>  |
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**Annex 6-7 Report of the Third Series of the Focal Point Workshop (2<sup>nd</sup> session)****The Workshop on the Formulation and Implementation of Work Plan on NIS**

Date: 10 December 2013

Venue: Conference Room of the Cabinet Division

1. The Second Workshop of NIS Focal Points (Third Round) on Formulation and Implementation of Work Plan on NIS was held on 10 December 2013 in the Conference Room of the Cabinet Division. The Workshop was jointly organised by the Cabinet Division and JICA NIS Mission. The Workshop was chaired by Mr. Md. Nazrul Islam, Additional Secretary, Cabinet Division. The list of the participants is given at Appendix 6-7-1.
2. The Chairperson initiated the Workshop by welcoming all. He briefly presented the background of the Workshop and the progress achieved so far since the earlier two rounds of Focal Point workshops. When the second round of the workshops were being held in the month of September, the NIS Ethics Committees in most of the Ministries/Divisions/ Organizations were constituted, some of the Ministries/Divisions/ Organizations held the first meeting of the Ethics Committees and some of the Ministries/Divisions/Organizations started formulating Work Plans for Implementation of the NIS. By the time, 18 Ministries/Divisions/Organizations had sent their work-plans to the Cabinet Division. He said the objectives of this Third Round of Workshops were to:
  - a. to invigorate the commitment of the Focal Points on NIS;
  - b. to review the progress achieved by different Ministries/Divisions/Organizations on formulation and implementation of Action Plans on NIS;
  - c. to determine the next course of action by the NIIU; and
  - c. to collect information for presentation before NIS Advisory Committee and NIS Executive Committee meetings.
3. Mr. Ali Imam Majumder, Senior National Consultant of JICA NIS Mission, thanked all the participants on behalf of the JICA Mission. He expressed hope that the Workshop would identify challenges being faced in the formulation of a functional work plan and develop ideas about how to overcome those challenges. He also hoped that as a result of the workshop, things will be clearer o the Focal Points; consequently they would be able to formulate their individual work plans comfortably.
4. Ms. Tahmina Yeasmin, Senior Assistant Secretary, Cabinet Division, made a power point presentation on the review of the Work Plans of 15 Ministries/Divisions/Organizations submitted to the Cabinet Division so far. She said, while most of the Ministries/Divisions/ Organizations had not formulated their work plans yet, some of the Ministries/Divisions/ Organizations had formulated encouraging work plans, and some had just copied the model work plan sent by the Cabinet Division. For example, she mentioned, some work plans had suggested for:
  - Filling the vacant positions in the office as soon as possible;
  - Forming sub-committees under Ethic Committees to identify impediments to implement the NIS in the respective Ministries/Divisions;
  - Creating new branches or sections to expedite work;
  - Conducting internal audit;
  - Making database for keeping all official information of the officers;
  - Considering performance while selecting officers for foreign tours;
  - Introducing help desk for better public services etc.



Thus, the presentation based on the analysis of already formulated work plans would clarify many issues and provide guidance as well to the Focal Points to formulate their individual work plans, who have not yet done so.

5. Drawing on the discussions of the Focal Points in the previous workshop held on 5 December, she mentioned that some of the identified challenges being faced in the implementation of NIS were:
  - Lack of prior experience of implementation of such a strategy;
  - Lack of adequate awareness of the policy makers and officers about NIS;
  - Lack of commitment/will to make change and reform of existing practices and culture;
  - Negative attitude;
  - Dependence on foreign aid and political leadership; and
  - Lack of foresightedness of the officers.
6. Ms. Tahmina Yeasmin also mentioned that NIS document specifically provides for some special actions to be undertaken by the Ministry of Commerce; Ministry of Information; Ministry of Women and Children Affairs; NGO Affairs Bureau; Ministry of Public Administration; Ministry of Law, Justice and Parliamentary Affairs; Ministry of Education; and Parliament Secretariat. But none of these Ministries/Divisions/Organisations had shown in their work plans when and how they would carry out those activities. So, these Ministries must formulate and update their respective work plans incorporating these specific responsibilities.
7. After Ms. Tahmina Yeasmin's presentation, Dr. ASM Asaduzzaman, Deputy Secretary, Cabinet Division, spoke for a few minutes to raise some points about formulating work plans. He mentioned about the confusion regarding introduction of award system as a part of implementation of the NIS. There are confusions among many ministry/division/organisation as to how many awards could be given, and which level of officers would be given, and how to evaluate performances of officers of different levels for giving the awards. Some said that while some general guidelines for introducing some award system might be made, there was another opinion as well that as the nature of work and responsibilities of ministries/divisions/organisations are different, the ministries/divisions/organisations themselves should determine the criteria for performance evaluation and providing award. Dr. Asaduzzaman also suggested the participations to inform the NIIU or the Cabinet Division regarding any change of Focal Points in any ministry/division/organisation to avoid any communication gap. He requested the ministry/division/organisation to send new and updated work plans to the NIIU within a month and suggested them not to be over optimistic and be realistic while making their individual work plans.
8. After Dr. Asaduzzaman's speech, there was an open discussion session when the participants highlighted the progress of implementation of NIS work plans in their respective Ministries/divisions/organisations. It was revealed that most of the Ethics Committees had had their meetings after the second round of Focal Point Workshops. Focal Points of some ministries/divisions/organisations informed that they had organized stakeholders meetings as well in the meantime. Some Focal Points informed that the formulation of their work plans was underway. Some ministries/divisions/organisations had made some good progress in such areas as: (a) introducing internal audit, (b) introducing e-governance system, (c) applying for budget allocation for implementation of the NIS, and (d) online receipt of complaints and acknowledgment of receipt (Roads and Highways Division) etc. However, the Focal Point from a Ministry alleged that they did not get budget allocation from the Finance Ministry for the purpose of implementing NIS. It was, of course, revealed that the Executive Committee of the National Integrity Advisory Council (NIAC) decided in its last meeting to keep allocation of budget for NIS. It was discussed that as still there is no code for budget allocation for NIS, but budget might

be sought for conducting seminars, workshops or trainings on NIS. It was hoped that a separate code for budget allocation for NIS would be created in the next national budget.

9. Thereafter, the participants were divided into three groups for group discussion. The groups were advised to confine their discussions on three points such as:
  - a. Challenges being faced by Ministries/Divisions/Organizations in the formulation and implementation of NIS;
  - b. Actions to be undertaken by the Ministries/Divisions/Organizations to implement NIS; and
  - c. Expectations from the Cabinet Division for implementation of NIS.

Given below are the results of group-wise discussions:

#### **Group A:**

##### **Challenges being Faced by Ministries/Divisions/Organizations in the Formulation and implementation of NIS:**

- Lack of clear idea about NIS among senior officers and executives in the ministries/divisions/organisations. Many still are not clear whether or not NIS and good governance are synonymous, let alone understanding its purpose and scope.
- Lack of interest of the stakeholders to participate in such activities as needed to implement NIS
- Traditional mind-set. Most of the officers are comfortable in the existing system; they are not interested to make changes, or simply they fear changes in working environment.

##### **Actions to be Undertaken by Ministries/Divisions/Organizations for Implementation of NIS:**

- Strengthening inspirational activities, such as arranging regular meetings and workshops
- Introducing motivational programme, like award system
- Periodic review of NIS related activities undertaken by ministries/divisions/organisations. It can be through the initiative of the Cabinet Division or NIIU, or by the ministries/divisions/organisations themselves.
- Increase the use of ICT to implement the NIS

##### **Expectations from the Cabinet Division for implementation of NIS:**

- Incorporating NIS in the agenda of the Secretarial Committee meeting.
- Arranging learning visits of the Focal Points to countries having success in implementing NIS
- Resolving inter-ministerial disputes affecting NIS implementation
- Knowledge sharing and providing technical support in implementation of NIS.

#### **Group B:**

##### **Challenges being Faced by Ministries/Divisions/Organizations in the Formulation and implementation of NIS**

- Lack of awareness and lack of prior experience regarding implementation of such a strategy
- Traditional mind-set or lack of positive attitude of the officers and employees
- Lack of commitment of the officers
- Lack of proper training required to work for implementation of such a strategy
- Right persons are not posted in the right places

##### **Actions to be Undertaken by Ministries/Divisions for implementation of NIS**

- Arranging regular meetings and workshop for creating awareness about the NIS and importance
- Sharing best practices among the stakeholders
- Developing proper performance appraisal system
- Introducing award and punishment for good and bad performances

**Expectations from the Cabinet Division for implementation of NIS**

- Cooperation regarding budget allocation
- Knowledge sharing and providing technical support in implementation of the NIS.
- Undertaking research to identify challenges and find solutions to implement NIS
- Taking initiative to involve senior officials of the ministries/divisions/organisations in the implementation process of NIS

**Group C:****Challenges being Faced by Ministries/Divisions/Organizations in the Formulation and implementation of NIS,**

- Lack of conceptual clarity among the officers in the Ministries/Divisions.
- Lack of competent and trained manpower
- Problems regarding alignment of all responsibilities with the NIS. Because many offices say that they are busy with other activities and they do not have much time to work for the implementation of the NIS
- Lack of positive attitude among employees and offices about the NIS

**Actions to be Undertaken by Ministries/Divisions/Organizations for Implementation of NIS,**

- Arranging need-based training for officers and employees and arranging regular seminar, workshops on the challenges to NIS implementation
- Include the NIS in the module for training of the officers
- Strengthening monitoring and oversight mechanism of the ministry/divisions/organisations
- Alignment of NIS with regular activity of the offices. Creating awareness among the officers that implementing NIS is not additional duty, but is a part of routine work.

**Expectations from the Cabinet Division for implementation of NIS**

- Arranging knowledge sharing meeting and workshop and increasing monitoring on the implementation of the NIS by other ministries/divisions/organisations
- Arranging learning visits to foreign countries with success of implementing NIS
- Knowledge sharing and providing technical support in implementation of the NIS.

10. After the presentation of the findings of group discussions, Mr Ali Imam Majumder made some comments on the overall outcome of the Workshop. He said that the discussions in the Workshop were quite interesting with a blend of deliberations on challenges, new actions and ideas as well as light debates. He reiterated that the lack of prior experience in implementing such a strategy and rigid mind-set are the main obstacles to implementing NIS. However, frequent meetings/workshop with short interval can help improve the situation, since from such discussions and meetings everyone will learn something from other's experiences.
11. In his concluding remarks, the Chairperson mentioned that the Workshop was quite interactive, effective and encouraging. Through these workshops they were gradually learning many things, and developing themselves day by day. He said it was clear from discussions that still there were confusions and lack of understanding about the purpose and scope of work under NIS. This is because of lack of knowledge about NIS. The more they would discuss among themselves about NIS, its activities and implementation strategy, the more the confusion and ambiguity would go. He said, there had been discussions with senior officials and Secretaries of different Ministries/Divisions. Now the issue of NIS would be taken in the Secretarial Committee meeting according to the suggestion of the Workshop. He said that implementation of NIS is a matter of true intention. If the government officers want to implement it, then budget would not be a problem. Referring to the example of Nitish Kumar in Bihar India, who with the cooperation of good civil servants, changed the governance map of Bihar positively and radically. He said that they too had to endeavour to be good civil servants to make positive changes in the public service. He further said that they would continue their efforts to meet together in regular intervals in

future. He also requested the ministry/division/organisation to send their work plans to the NIIU within a month. Finally, he concluded the workshop by thanking all the participants and the JICA for extending support in organizing this Workshop.

**Third Series of the Focal Point Workshop (2<sup>nd</sup> session)**  
**Workshop on the Formulation and Implementation of Work Plan on NIS**

**List of Participants**

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**Annex 6-8 Report of the Third Series of the Focal Point Workshop (3<sup>rd</sup> session)****The Workshop on the Formulation and Implementation of Work Plan on NIS**

Date: 12 December 2013

Venue: Conference Room of the Cabinet Division

1. The Third Workshop of NIS Focal Points (Third Round) on Formulation and Implementation of Work Plan on NIS was held on 12 December 2013 in the Conference Room of the Cabinet Division. The Workshop was jointly organised by the Cabinet Division and JICA NIS Mission. The Workshop was chaired by Mr. Md. Nazrul Islam, Additional Secretary, Cabinet Division. The list of the participants is given at Appendix 6-8-1.
2. The Chairperson initiated the Workshop by welcoming all. He briefly presented the background of the Workshop and the progress achieved so far since the earlier two rounds of Focal Point workshops. He informed that when the second round of the workshops were being held in the month of September, the NIS Ethics Committees in most of the Ministries/Divisions/Organisations were constituted, some of the Ministries/Divisions/Organisations held the first meeting of the Ethics Committees and some of the Ministries/Divisions/Organisations started formulating Work Plans for Implementation of the NIS. In between the second and third round of workshops, the Cabinet Division convened a meeting of the Secretaries and Additional Secretaries, where they were requested to guide and support the Focal Points in formulating and implementing work plans on NIS. In spite of this, till today only 20 Ministries/Divisions/Organisations had sent their work plans to the Cabinet Division. He said, the objectives of this Third Round of Workshops were to review the progress achieved by different Ministries/Divisions/Organisations on formulation and implementation of Action Plans on NIS, to find out the challenges in formulating and implementing NIS work plans, and to invigorate the commitment of the Focal Points on NIS. The Workshop had, he said, two other purposes as well. One was to determine the next course of action by the NIIU, and the other was to collect information for presentation before the meetings of the NIS Advisory Committee and the NIS Executive Committee. He also briefed on the previous two workshops of the third round and appreciated JICA for its continuous support to organise these workshops and all other initiatives towards the implementation of the NIS.
3. Dr. Syeda Farhana Noor Chowdhury, Senior Assistant Secretary, Cabinet Division, made a power point presentation on the review of the Work Plans of 20 Ministries/Divisions/Organisations submitted to the Cabinet Division so far. She said, whilst most of the Ministries/Divisions/Organisations had not formulated their work plans yet, some had just copied the model work plan sent by the Cabinet Division. However, some of the Ministries/Divisions/Organisations had formulated encouraging work plans. For example, she mentioned, some work plans had suggested for: (a) filling the vacant positions in the office as soon as possible; (b) forming sub-committees under Ethic Committees to identify impediments to implement the NIS in the respective Ministries/Divisions/Organisations; (c) creating new branches or sections to expedite work; (d) conducting internal audit; (e) making database for keeping all official information of the officers; (f) considering performance while selecting officers for foreign tours; (g) introducing help desk for better public services etc. She hoped, these work programs as included in the work plans already submitted to the Cabinet Division might provide some guidance to the Focal Points who are yet to formulate their individual work plans.
4. Drawing on the discussions of the Focal Points in the previous two workshops in this round held on 5 and 10 December, Dr. Syeda Farhana mentioned some of the identified challenges in the implementation of NIS as: (a) lack of prior experience of implementation of such a strategy; (b)



lack of adequate awareness of the policy makers and officers about NIS; (c) lack of commitment/will to make change and reform of existing practices and culture; (d) negative attitude; (e) dependence on foreign aid and political leadership; and (f) lack of foresightedness of the officers. She also mentioned that NIS document specifically provides for some special actions to be undertaken by the Ministry of Commerce; Ministry of Information; Ministry of Women and Children Affairs; NGO Affairs Bureau; Ministry of Public Administration; Ministry of Law, Justice and Parliamentary Affairs; Ministry of Education; and Parliament Secretariat. But none of these Ministries/Divisions/Organisations had shown in their work plans when and how they would carry out those special activities. So these Ministries must formulate and revise their respective work plans incorporating these specific responsibilities.

5. After Dr. Syeda Farhana's presentation, Dr. ASM Asaduzzaman, Deputy Secretary, Cabinet Division, spoke for a few minutes to clarify some points about formulating work plans. He mentioned about the confusion regarding introduction of award system as a part of implementation of the NIS. There are confusions among many Ministries/Divisions/Organisations as to how many awards could be given, and which level of officers would be awarded, and how to evaluate performances of officers of different levels for giving the awards. While some suggested that some general guidelines for introducing award might be formulated, some opined, as the nature of work and responsibilities of different Ministries/Divisions/Organisations are different, the Ministries/Divisions/Organisations themselves should formulate their individual criteria for performance evaluation and providing award. Dr. Asaduzzaman requested the participations to inform the NIIU of any change of NIS Focal Points in any Ministry/Divisions/Organisation to avoid any communication gap. He also requested the Ministries/Divisions/Organisations to send their work plans to the NIIU by December 2013 who are yet to do so and suggested them not to be over optimistic and be realistic while making their individual work plans.
6. After Dr. Asaduzzaman's speech, there was an open discussion session when the participants highlighted the progress of implementation of NIS work plans in their respective Ministries/Divisions/Organisations. The participants informed that most of the Ethics Committees had organized meetings after the second round of Focal Point Workshops. Focal Points of some Ministries/Divisions/Organisations informed that they had organized stakeholders meetings in the meantime. Some Ministries/Divisions informed that they had asked their subordinate Department/Institutions to form Ethics Committee. Some Focal Points informed that the formulation of their work plans was underway and promised to send their individual work plans to the Cabinet Division by the end of December, 2013.

Thereafter, the participants were divided into three groups for group discussion. The groups were advised to confine their discussions on three points as follows:

- a. Challenges being faced by Ministries/Divisions/Organisations in the formulation and implementation of NIS Work Plans;
- b. Actions to be undertaken by the Ministries/Divisions/Organisations to implement NIS; and
- c. Expectations from the Cabinet Division for implementation of NIS.

The participants were requested to identify some new points rather than those already discussed in the power point presentation or during discussion session. Given below are the results of group-wise discussions:

#### **Group A:**

#### **Challenges being faced by Ministries/Divisions/Organisations in the formulation and implementation of NIS work-plans:**



- Lack of motivation in the government officers. The concerned officers are still not properly motivated to work on NIS. The implementation of NIS is not yet included in the priority list of Ministries/Divisions/Organisations”.
- Lack of interest of the concerned officers and stakeholders to take initiative to implement necessary action for NIS
- Owing to lack of initiative, the challenges to the implementation of the NIS are not identified still in many Ministries/Divisions/Organisations.
- Duality in mind and lack of positive attitude: Most of the officers want to be free from the allegation of general public that they are corrupt, and want to practice integrity. On the other hand, they are not interested to take new initiative to make changes.

#### **Actions to be undertaken by Ministries/Divisions/Organisations for Implementation of NIS:**

- Arranging more motivational programme to create commitment among the officers toward implementation of the NIS
- Arranging more capacity building programs, such as meetings and workshops, seminars for knowledge sharing and training so that the concerned persons can take necessary action to implement the NIS.
- Introducing award system to inspire for good work.
- Introducing effective grievance redress system. This is for both the public grievance against officers and officers’ grievance against any official actions or inactions.
- Increasing the use of ICT to implement the NIS.

#### **Expectations from the Cabinet Division for implementation of NIS:**

- Provide necessary guideline to the Ministries/ Divisions to work for implementation of the NIS
- Arranging regular meetings with the Focal Points and other senior officials especially Secretaries to sensitise them.
- Monitoring the progress of work by different Ministries/Divisions and taking appropriate measures.

#### **Group B:**

|   | <b>Challenges</b>   | <b>Actions to be taken</b>   | <b>Expectations from CD</b>  |
|---|---|--|--|
| 1 | Indifference towards NIS  | Awareness programs: seminar, workshop, etc.  | Representation from Cabinet Division                                       |
| 2 | Attitude: Aversion towards new approach                               | Motivational programme   | Central instruction from Cabinet Division                                  |
| 3 | No uniform system: subjective, not objective system of job allocation | Ensure appropriate and consistent practice of allocation of job                                      | Overseeing and ensuring strict compliance with duties and responsibilities |
| 4 | Sense of deprivation among officers                                   | Ensure fairness and justice in promotion and posting   | Monitoring and leading by setting example                                  |
| 5 | Lack of transparency  | Proper implementation of the Right to Information Act  | Monitoring by Cabinet Division   |
| 6 | Lack of logistics   | Timely and adequate allocation of resources and logistics supports                                   |  |
| 7 | Lack of experience  | Arranging learning visit and knowledge sharing program to learn from other countries’ best practices | Arranging such programmes  |

#### **Group C**

**Challenges being faced by Ministries/Divisions/Organisations in the Formulation and implementation of NIS work plans:**

- Lack of motivation of the government officers: Concerned officers are not properly motivated to work on the NIS.
- Lack of concerted effort in decision making regarding implementation of the NIS in different Ministries/Divisions
- Lack of interest of the senior officials in the Ministries/Divisions
- Lack of cooperation to the Focal Points by the senior officials.
- Not giving adequate importance to the NIS. Not taken as priority task.
- Negative attitude: Some officers do not want an effective grievance redress system, and they also do not think that NIS is implementable.
- Lack of coordination among the concerned officers for implementation of the NIS

**Actions to be undertaken by Ministries/Divisions/Organisations for implementation of NIS:**

- Arranging more motivational program to create commitment among the officers toward implementation of the NIS
- Arranging more capacity building programs, such as meetings and workshops, seminars for knowledge sharing and training so that the concerned persons can take necessary action to implement the NIS
- Increasing monitoring and oversight of Ethics Committees and their actions
- Introducing award system to inspire for good work
- Introducing effective grievance redress system
- Increasing coordination among the concerned officers
- Increasing e-governance system for greater transparency
- Consulting with stakeholders to identify the real challenges
- Ensuring implementation of the Right to Information Act for free flow of information and for ensuring accountability

**Expectations from the Cabinet Division for implementation of NIS:**

- Arranging regular meetings with the Focal Points and other senior officials especially Secretaries to sensitise them. If the senior officials are sensitised, work for implementation of NIS will be easier.
- Monitoring the progress of work by different Ministries/Divisions/Organisations and taking appropriate measures.
- Ensuring cooperation in coordinating inter-ministerial functions
- Including NIS in the agenda of the meetings of the Secretaries Committee
- Including NIS in the agenda of Deputy Commissioners and Divisional Commissioners' conference.
- Instructing the Finance Division to allocate budget to the Ministries/Divisions for implementation of NIS

7. After the presentation of the findings of group discussions, Mr Ali Imam Majumder made some comments on the overall outcome of the Workshop. The Participants identified the lack of adequate cooperation of the senior officers and Secretaries, as one of the major obstacles to make and implement work plans for NIS. He said that in his experience he had seen that the obstacles come from both senior and junior level officers. Sometimes, the adequate cooperation or supervision cannot be obtained, again sometimes the superior officers take initiative and want to cooperate, but adequate response is not received from junior officers. So, the commitment from officers of all levels is required for successful implementation of the NIS. He admitted that there is a lack of prior experience in implementing such a strategy, but that cannot prevent them if they have commitment to implement the NIS. He emphasised the need for such meetings and workshops with short intervals so that Focal Points can share their experience and learn from other's experiences. Finally he thanked all participants on behalf of JICA NIS Mission.

8. In his concluding remarks, the Chairperson mentioned that the Workshop was quite interactive and encouraging. Through these workshops the Cabinet Division Officials and the focal points were gradually learning many things, and developing themselves day by day. He said it was clear from discussions that still there were confusions and lack of understanding about the purpose and scope of work under NIS. It was also revealed that many of the Ministries/Divisions/Organisations still had not taken the NIS implementation as a priority activity; many still were not enough sensitised and had shown negativity towards NIS. So these were serious concerns demanding more sharing and motivational work, because NIS is not simply a document, it is the government's obligations arising out of the Constitution of the country and different national and international instruments including UNCAC. So, it has to be taken with utmost importance, and it has to be implemented. He said, no doubt, there are various challenges, but the greatest challenge is, as rightly mentioned by the participants, the lack of true intention to implement it. If they have true intention to implement it, then other things will be easier. Now many countries are implementing such strategy. If the Ethics Committee members and Focal Points just search the website of different Ministries/Divisions/Organisations of these countries, many new ideas and work strategies could be obtained. He hoped that the Focal Points and concerned officers would be really interested in implementing the NIS in the coming days. Finally he concluded the workshop by thanking all the participants and the JICA for extending support in organizing this Workshop.

**Third Series of the Focal Point Workshop (3<sup>rd</sup> session)**  
**Workshop on the Formulation and Implementation of Work Plan on NIS**

**List of Participants**

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| 28      | Md.Nazimuddin Bashir    | Office Manager                              | NIS MIssion  | 01556-323666                            |

## Annex 7 Model Work Plan for the Public Administration

### Model Work Plan for Ministries/ Divisions/ Organizations to Implement NIS

| Actions  | Timeframe                      | Responsibility                    |
|--|--------------------------------|-----------------------------------|
| <b>1. Ethics Committee</b>   |                                |                                   |
| • Form the Ethics Committee  | July 2013                      | Ministry/ Division/ Organization  |
| • Hold the Ethics Committee meeting on a regular basis   | Every 3 months                 | Ethics Committee                  |
| • Identify challenges to integrity and good governance, and discuss the solutions  | Every 3 months                 | Ethics Committee                  |
| <b>2. NIS Focal Point</b>  |                                |                                   |
| • Appoint NIS Focal Point  | July 2013                      | Ethics Committee                  |
| • Identify the roles and responsibilities of the Focal Point and include them in the Work Distribution   | July 2013                      | Ministry/ Division/ Organization  |
| <b>3. Awareness Raising</b>  |                                |                                   |
| • Arrange meetings with key officials and other stakeholders   | August 2013                    | Ethics Committee                  |
| • Identify challenges, and discuss the solutions at stakeholder meetings   | Every year                     | Ethics Committee                  |
| <b>4. Capacity Development</b>   |                                |                                   |
| • Identify the areas for improving capacity and formulate training plan.   | July 2013                      | Ethics Committee or Sub-committee |
| • Provide training to all officers and staff on areas needed for development of their capacity. (The list of training programs may be included in the Work Plan) | Every 3 months                 | Ministry/ Division/ Organization  |
| <b>5. Reforms of Rules and Regulations/ Ordinances</b>   |                                |                                   |
| • Review existing rules and regulations/ ordinances and Identify problems  | September 2013                 | Ethics Committee or Sub-committee |
| • Formulate recommendations to solve the identified problems.  | November 2013                  | Ethics Committee or Sub-committee |
| <b>6. Evaluation of Officers and Staff and Provision of Rewards</b>  |                                |                                   |
| • Formulation of guidelines for evaluation of the performance of officers and staff  | December 2013                  | Ethics Committee or Sub-committee |
| • Take steps to evaluate the performance of officers and staff.  | March 2014                     | Ethics Committee                  |
| • Provide incentives for honesty and good work   | June 2014                      | Ethics Committee                  |
| <b>7. Development of E-Governance System</b>   |                                |                                   |
| • Identify areas for application of Information and Communication Technology and introduction of E-Governance.   | October 2013                   | Ethics Committee or Sub-committee |
| • Implement E-Governance system  | December 2013 and continuously |                                   |
| <b>8. Development of Grievance Redress System (GRS)</b>  |                                |                                   |
| • Implement Grievance Redress System as per circular   | July 2013                      | Ministry/ Division/ Organization  |
| • Include the complaints of stakeholders in the monthly meeting of the Ministry/ Division.   | July 2013                      | Ministry/ Division/ Organization  |

|   |                |                                  |
|---|----------------|----------------------------------|
| • Send reports to the Cabinet Division  | Every month    | Focal Point of Complaint System  |
| <b>9. Allocation of Budget</b>  |                |                                  |
| • Demand budget allocation for implementation of NIS and action plan  | July 2013      | Ministry/ Division/ Organization |
| <b>10. Monitoring Implementation of Action Plan</b>   |                |                                  |
| • Monitor implementation of action plan on a regular basis  | Every 3 months | Ethics Committee                 |
| • Update action plan  | Every year     | Ethics Committee                 |
| • Send reports to National Integrity Implementation Unit (NIIU).  | Every 3 months | Integrity Focal Point            |
| <b>11. Other Optional Matters</b> such as constitution of Ethics Committee at the organization level and formulation of own Action Plan, receipt of asset statement every year, formulation of own Code of Conduct, introduction of performance evaluation system, introduction of e-file management system and use of modern software, self- motivated dissemination of information etc. |                |                                  |

**N.B.:** The Model Plan includes common subjects/ actions applicable to all organizations. In addition to these actions, Ministries/ Divisions/ Organizations can include actions related to them as mentioned in the National Integrity Strategy or any other actions in their own action plans. The Action Plans can be modified or updated from time to time as required. Ministries/ Divisions/ Organizations can seek technical assistance from the National Integrity Implementation Unit (NIIU) for the implementation of activities not within their control. The National Integrity Implementation Unit and the Executive Committee and the National Integrity Advisory Council will monitor the implementation of Action Plans.

## **Annex 8 Results of the Interview with Focal Points of Public Institutions**

Results of the interview with the Integrity Focal Points of the Public Administrative Organisations are summarised from the next page.



### Results of the Interview with the Integrity Focal Points of Public Administrative Organisations

| Name of Institution                    | Interview Date | Formation of Ethics Committee | Designation of Chairperson of Ethics Committee  | Designation of NIS Focal Point | TOR of Ethics Committee                   | First Meeting of Ethics Committee | Plan to form Sub Ethics Committee                 | Grievance handling mechanism, such as GRS in place | Budget allocation for NIS | Challenges to implementation of NIS in each institution  | Recommendations to the Cabinet Division for effective implementation of NIS    |
|--|----------------|-------------------------------|---|--------------------------------|---|-----------------------------------|---|--|---------------------------|--|--|
| Anti-Corruption Commission             | 24 July 2013   | Yes                           | Secretary                                       | Director                       | Similar TOR with that of Cabinet Division | 10 July 2013                      | Yes, Divisional Office & District Office Level EC | Yes  | No                        | • ACC is not able to initiate preventive inspections to government institutions.   | Not at this moment   |
| Comptroller and Auditor General Office | 31 July 2013   | Yes                           | Deputy Comptroller and Auditor General (Senior) | Director                       | Similar TOR with that of Cabinet Division | Not yet                           | No  | Yes  | No                        | • Focal Point can make policy level decision, as Focal Point is not a senior official<br>• No independent wing/unit to implement the NIS activities<br>• No budget provision                                     | Not at this moment   |
| Election Commission                    | 22 July 2013   | Yes                           | Secretary                                       | Deputy Secretary               | Similar TOR with that of Cabinet Division | 22 July 2013                      | No  | Yes  | No                        | • To conduct fair election<br>• To maintain neutrality<br>• To provide training opportunity to the staff   | Not at this moment   |
| Information Commission                 | 22 July, 2013  | N/A                           | N/A   | N/A                            | N/A                                       | N/A                               | N/A   | N/A  | N/A                       | • There are no field offices of Information Commission that Information Commission needs to rely on the officers belong to other institutions.<br>• Limited authority to punish officers not complying with RTI. | • Information Commission should be included as a major stakeholder in the NIS. |

| Name of Institution  | Interview Date | Formation of Ethics Committee | Designation of Chairperson of Ethics Committee | Designation of NIS Focal Point | TOR of Ethics Committee                   | First Meeting of Ethics Committee | Plan to form Sub Ethics Committee                           | Grievance handling mechanism, such as GRS in place | Budget allocation for NIS | Challenges to implementation of NIS in each institution   | Recommendations to the Cabinet Division for effective implementation of NIS |
|--|----------------|-------------------------------|--|--------------------------------|---|-----------------------------------|---|--|---------------------------|---|---|
| Law and Justice Division, Ministry of Law, Justice and Parliamentary Affairs                       | 25 July 2013   | Yes                           | Secretary                                      | Deputy Secretary               | Not yet finalized                         | Not yet                           | No  | Yes  | No                        | • Lack of commitment at the senior level officials.   | Not at this moment  |
| Legislative and Parliamentary Affairs Division, Ministry of Law, Justice and Parliamentary Affairs | 30 July 2013   | Yes                           | Secretary                                      | Deputy Secretary               | Similar TOR with that of Cabinet Division | Not yet                           | No  | No   | No                        | <ul style="list-style-type: none"> <li>• Political intervention on the appointment of attorneys and public prosecutors.</li> <li>• Need to appoint truly competent people as attorneys and public prosecutors on permanent basis.</li> <li>• Need to separate two departments. One should deal with investigation, and the other for enforcement of law.</li> </ul> | Not at this moment  |
| Local Government Division, Ministry of Local Government, Rural Development and Cooperatives.       | 23 July 2013   | Yes                           | Additional Secretary                           | Joint Secretary                | Similar TOR with that of Cabinet Division | Not yet                           | Yes, Ethics Committee at the subordinate organization level | Yes  | No                        | <ul style="list-style-type: none"> <li>• Lack of political commitment</li> <li>• Lack of commitment at the senior level officials.</li> <li>• Lack of congenial working environment</li> <li>• Insufficient compensation</li> </ul>   | Not at this moment  |

| Name of Institution                   | Interview Date | Formation of Ethics Committee | Designation of Chairperson of Ethics Committee | Designation of NIS Focal Point | TOR of Ethics Committee                   | First Meeting of Ethics Committee | Plan to form Sub Ethics Committee                           | Grievance handling mechanism, such as GRS in place | Budget allocation for NIS | Challenges to implementation of NIS in each institution  | Recommendations to the Cabinet Division for effective implementation of NIS   |
|---------------------------------------|----------------|-------------------------------|--|--------------------------------|---|-----------------------------------|---|--|---------------------------|--|---|
| Ministry of Commerce                  | 03 July 2013   | Yes                           | Secretary                                      | Additional Secretary           | Similar TOR with that of Cabinet Division | Not yet                           | Yes, Ethics Committee at the subordinate organization level | Yes  | No                        | <ul style="list-style-type: none"> <li>Lack of commitment at the senior level officials</li> <li>Difficult to motivate business people, whose priority is to maximise profit</li> </ul>  | <ul style="list-style-type: none"> <li>Need technical assistance to implement NIS, including training</li> </ul>  |
| Ministry of Education                 | 09 July 2013   | Yes                           | Secretary                                      | Deputy Secretary               | Similar TOR with that of Cabinet Division | Not yet                           | No  | Yet, but GRS needs to be strengthened              | No                        | <ul style="list-style-type: none"> <li>To motivate officials</li> <li>Social environment which let people to accept unethical behaviours</li> <li>Lack of commitment</li> <li>Insufficient compensation</li> </ul>                   | Not at this moment  |
| Ministry of Health and Family Welfare | 28 July 2013   | Yes                           | Secretary                                      | Joint Secretary                | Similar TOR with that of Cabinet Division | 05 June 2013                      | Yes, Ethics Committee at the subordinate organization level | Yes  | No                        | <ul style="list-style-type: none"> <li>Lack of commitment at the senior level officials</li> <li>To change the mindset of people</li> <li>Shortage of manpower</li> </ul>  | <ul style="list-style-type: none"> <li>It will be helpful if there is a separate wing to implement the NIS</li> <li>Specific budget is necessary for implementation of NIS</li> <li>Reward system for good officers and employees should be introduced</li> </ul> |
| Ministry of Home Affairs              | 11 July 2013   | Yes                           | Senior Secretary                               | Deputy Secretary               | Similar TOR with that of Cabinet Division | Not yet                           | Yes, Ethics Committee at the subordinate organization level | Yes  | No                        | <ul style="list-style-type: none"> <li>To change the mind-set of people</li> <li>To raise awareness among officials</li> <li>Insufficient chain of command</li> <li>Lack of commitment</li> <li>Insufficient compensation</li> </ul> | <ul style="list-style-type: none"> <li>Need to share the best practices of other countries to implement NIS</li> <li>Need technical assistance to implement NIS, including training</li> </ul>  |

| Name of Institution                    | Interview Date | Formation of Ethics Committee | Designation of Chairperson of Ethics Committee | Designation of NIS Focal Point | TOR of Ethics Committee                   | First Meeting of Ethics Committee | Plan to form Sub Ethics Committee                           | Grievance handling mechanism, such as GRS in place | Budget allocation for NIS | Challenges to implementation of NIS in each institution   | Recommendations to the Cabinet Division for effective implementation of NIS   |
|--|----------------|-------------------------------|--|--------------------------------|---|-----------------------------------|---|--|---------------------------|---|---|
| Ministry of Information                | 08 July 2013   | Yes                           | Secretary                                      | Deputy Secretary               | Similar TOR with that of Cabinet Division | 06 June 2013                      | Yes, Ethics Committee at the subordinate organization level | Yes  | No                        | <ul style="list-style-type: none"> <li>To change mind-set</li> <li>Lack of commitment</li> </ul>  | Not at this moment  |
| Ministry of Primary and Mass Education | 14 July 2013   | Yes                           | Secretary                                      | Deputy Secretary               | Similar TOR with that of Cabinet Division | Not yet                           | Yes, Ethics Committee at the subordinate organization level | Yes, but GRS needs to be strengthened              | No                        | <ul style="list-style-type: none"> <li>Social environment which let people to accept unethical behaviours</li> <li>Lack of commitment</li> <li>Lack of objective personal evaluation</li> <li>Lack of supervision/monitoring</li> <li>Lack of clear authority and responsibility</li> </ul> | Not at this moment  |
| Ministry of Public Administration      | 10 July 2013   | Yes                           | Senior Secretary                               | Deputy Secretary               | Similar TOR with that of Cabinet Division | Not yet                           |   | Yes  | No                        | <ul style="list-style-type: none"> <li>Lack of training opportunity</li> <li>Insufficient compensation</li> <li>To raise awareness among the concerned officers and employees</li> <li>Shortage of manpower</li> </ul>  | <ul style="list-style-type: none"> <li>Needs to instruct public institutions to form Sub Ethics Committee for the NIS implementation</li> </ul> |
| Ministry of Social Affairs             | 08 July 2013   | Yes                           | Secretary                                      | Deputy Secretary               | Similar TOR with that of Cabinet Division | Not yet                           | Yes, Ethics Committee at the subordinate organization level | Yes, but not grievances are not disposed timely.   | No                        | <ul style="list-style-type: none"> <li>To change mind-set of people</li> <li>Lack of supervision/monitoring</li> <li>Lack of preventive mechanism</li> </ul>  | <ul style="list-style-type: none"> <li>Need to share the best practices of other countries to implement NIS</li> </ul>                          |

| Name of Institution                    | Interview Date | Formation of Ethics Committee | Designation of Chairperson of Ethics Committee | Designation of NIS Focal Point | TOR of Ethics Committee                                      | First Meeting of Ethics Committee | Plan to form Sub Ethics Committee                           | Grievance handling mechanism, such as GRS in place | Budget allocation for NIS | Challenges to implementation of NIS in each institution  | Recommendations to the Cabinet Division for effective implementation of NIS  |
|--|----------------|-------------------------------|--|--------------------------------|--|-----------------------------------|---|--|---------------------------|--|--|
| Ministry of Women and Children Affairs | 16 July 2013   | Yes                           | Secretary                                      | Deputy Secretary               | Similar TOR with that of Cabinet Division                    | 29 May 2013                       | Yes, Ethics Committee at the subordinate organization level | Yes  | No                        | <ul style="list-style-type: none"> <li>Lack of budget for NIS implementation.</li> <li>In NIS, no provision of training for the concerned officials.</li> <li>To raise awareness among people.</li> <li>No clear work plan to implement the NIS.</li> <li>Lack of commitment.</li> </ul>                           | <ul style="list-style-type: none"> <li>Need to organize regular workshop/seminar, at least quarterly, to motivate Focal Point and Ethics Committee to implement NIS</li> </ul> |
| NGO Affairs Bureau                     | 04 July 2013   | Yes                           | Director General                               | Director                       | TOR reflecting the unique circumstance of NGO Affairs Bureau | Not yet                           | No  | No   | No                        | <ul style="list-style-type: none"> <li>After the implementation will start, then the difficulties and challenges will be identified.</li> </ul>  | <ul style="list-style-type: none"> <li>Need to organize regular workshop/seminar, at least quarterly, to motivate Focal Point and Ethics Committee to implement NIS</li> </ul> |
| Public Service Commission              | 29 July 2013   | Yes                           | Member of PSC (equivalent to Secretary)        | Director                       | Similar TOR with that of Cabinet Division                    | 03 July 2013                      | Yes, Ethics Committee at the regional level                 | Yes  | No                        | <ul style="list-style-type: none"> <li>PSC Secretariat does not have authority to approve its own budget</li> <li>Lack of budget for NIS implementation</li> <li>The Chairman and all 14 members of the PSC are selected by the Government. There is public doubt about the political influence in PSC.</li> </ul> | <ul style="list-style-type: none"> <li>Need to share the best practices of other countries to implement NIS</li> </ul>   |
| Yes                                    | -              | 17                            | -  | -                              | -  | 6                                 | 10  | 15   | 0                         | -  | -  |
| No                                     | -              | 0                             | -  | -                              | -  | 11                                | 7   | 2  | 17                        | -  | -  |
| N/A                                    | -              | 1                             | -  | -                              | -  | 1                                 | 1   | 1  | 1                         | -  | -  |

## **Annex 9 GRS Consultation Meeting**

### **Report on the Consultation Meeting on Formulation of a National Guideline for Service Delivery and Grievance Redress System**

**Date: 18 December 2013**

**Venue: Conference Room, Cabinet Division**

1. A Consultation Meeting on “Formulation of a National Guideline for Service Delivery and Grievance Redress System” was held on 18 December 2013 in the Conference Room of the Cabinet Division. The Meeting was jointly organized by the Cabinet Division and JICA NIS Mission. It was chaired by Mr. Md. Nazrul Islam, Additional Secretary, Cabinet Division. Mr. M. Mosharraf Hossain Bhuiyan, Cabinet Secretary, graced the Meeting with his presence as the Chief Guest. The list of the participants is given at Annex 9-1.
2. The Chairperson initiated the Consultation Meeting by welcoming all. He briefly outlined the background and objective of the Meeting. He said that the grievances/ complaints redress/ resolution is a part and parcel of administrative responsibilities of any institution. The Grievance Redress System (GRS) is an inbuilt mechanism in any administrative system from time immemorial. However, there was a question of effectiveness. Hence, with incorporation and updating of the existing ones the Grievance Redress System was formally introduced in the administrative system of Bangladesh in 2007. It was a requirement of the ‘Good Governance Programme’ of the Government. But the System is not working well as per expectation. One of the reasons may be that there is no clear guideline as to how the system would function. The Cabinet Division has now formulated a draft National Guideline for the purpose. He said, the objective of the Consultation Meeting was to seek the participants’ comments and opinions on the draft Guideline. He mentioned that JICA has been supporting the Government in implementing National Integrity Strategy. It is JICA’s expectation that an effective Grievance Redress System should be one of the key strategies to implement the NIS. He thanked JICA for its support in organizing the Consultation Meeting.
3. Mr. Atsushi Tokura, the Team Leader of JICA NIS Mission, said that the Consultation Meeting with the relevant stakeholders will no doubt result in some pragmatic and experience-based suggestions. He hoped that the suggestions will help formulate an effective and functional Guideline on Grievance Redress System. He said, JICA was happy to be a part of this exercise. He thanked all the participants on behalf of the JICA Mission, and wished the Meeting a success.
4. Dr. Abu Shaheen M. Ashaduzzaman, Deputy Secretary, Cabinet Division, then made a power point presentation on the draft National Guideline for Service Delivery and Grievance Redress System’. In his presentation he explained the objectives of formulation of the Guideline. He said, an effective Grievance Redress System is important for ensuring Good Governance and for establishing public confidence in the public administration. He said that the Government introduced a Grievance Redress System few years back, but the system has been found ineffective. The most crucial identified challenge for its ineffectiveness is the absence of a uniform guideline on how the system will function. Hence, the formulation of a National Guideline on Grievance Redress System (GRS) is an urgent need of the hour. It is also important for enhancing the capacity of the organizations providing public services, for improving the quality of services and establishing effective accountability system, and for strengthening the Ministries’/Divisions’ internal control. At a time now, when the Government has started implementation of the National Integrity Strategy (NIS), the need for an effective Grievance Redress System is being felt all the more important.

5. Then Dr Asad presented the salient features of the draft Guideline on Service Delivery and Grievance Redress System. First, he spoke on the existing Grievance Redress System functioning under various Ministries/Divisions/Organizations. He mentioned that at present there is a GRS Focal Point in each Ministry/Division/Organization and the System functions in accordance with the Government Servants (Discipline and Appeal) Rules 1985. There is a Central Task Force for Grievance Redress. Every Ministry/Division is required to submit reports on GRS to the Cabinet Division on a regular basis. But the existing system is not able to play the expected roles due to some problems and challenges. The problems and challenges include, among others:
  - There is no clear definition of grievance;
  - There is no guideline to verify and redress the grievances;
  - There is no standard service guideline;
  - There is no specified ToRs of the GRS Focal Points;
  - There is no provision for acknowledgement of applications on grievances and informing the complainants of the results or decisions;
  - There is no mechanism for monitoring and oversight of the GRS;
  - There is no timeframe for disposal of a grievance; and
  - There is no provision for taking actions against false allegations.

He mentioned that attempts have been made to address these issues in the draft Guideline. Then he posed some questions before the participants for their suggestions. The questions were:

- Whether the GRS should be introduced in all the Ministries/ Divisions/ Organizations simultaneously, or on a pilot basis in some selected Ministries/ Divisions;
  - Whether the timeframe for disposal of a grievance application should be fixed at three months or more;
  - What should be the management process when grievance/allegation is made against political persons/leaders;
  - How many cases of grievances or allegations the Central Cell for Grievance Redress will deal with directly;
  - What measure should be taken against false allegations; and
  - Whether or not the proposed National Guideline for Service Delivery and Grievance Redress should be turned into a Law or Rule or Regulation.
6. After the presentation of Dr. Asad, some of the participants raised some issues and made some comments which were as follows:
    - The abilities of all Ministries/ Divisions are not same. For example, while some Ministries/ Divisions are updated and have introduced e-governance system, some Ministries/ Divisions do not have internet connection to the officers' computers. So the GRS should be started in some selected Ministries/ Divisions having adequate modern facilities;
    - The acknowledgement of applications on GRS is important to build complainants' confidence;
    - It is important to incorporate a provision in the Government Servants (Discipline and Appeal) Rules 1985 to the effect that any sort of negligence by the concerned persons in disposing the cases of grievance/complaints will be punishable under the Rule;
    - All Ministries/Divisions should start working on the GRS simultaneously.
    - There should be a provision for taking punitive actions against false allegations against government officers;
    - There is a strong need to ensure coordination between the GRS Focal Point and the NIS Focal Point of every Ministry/ Division; and
    - It is necessary to determine who will be the GRS Focal Point, and who or which level of officers should be given the responsibility to investigate any allegation.
  7. Mr. M. Mosharraf Hossain Bhuiyan, Cabinet Secretary, responded to all these issues and comments. He commented that it is better to introduce the GRS in all the Ministries/ Divisions/organizations

simultaneously. He said that it is possible to create some sensation or charisma by introducing GRS in some selected Ministries/Divisions and by bringing about some positive changes, but ultimately that will not deliver the desired outcome. GRS has to be introduced in all government offices and institutions for better service environment. Its aim is to improve the public service delivery and establish public confidence in the government institutions. Regarding the false allegation against officers and quality of services, he said, it is important to complete the grievance redress procedure expeditiously and some punitive measures should be taken against such false allegations. He said, if the RGS functions effectively, after some time cases of false allegations are bound to decrease. He emphasized the need for coordination between the Focal Points of NIS and GRS and synchronization of responsibilities deposited on them. He urged that the Secretary of respective Ministry/ Division should play the key role in appointing Focal Points of NIS and GRS, distributing responsibilities, and taking other administrative decisions on GRS and NIS. Regarding the jurisdiction of GRS and NIS, he said, not all grievances will go under GRS, again not all grievances will go under the NIS. When allegations are serious requiring actions by the court or Anti-Corruption Commission etc, then the cases may be referred to the appropriate agencies accordingly. He said, GRS will be a part and parcel of the implementation process of the NIS. So, all allegations must have to be considered carefully. Sometimes some anonymous allegations may come, but those cannot be rejected because of anonymity. Allegations having merits or substance must have to be considered with due care. He also suggested that the Ministries/Divisions should encourage and ensure proactive disclosure as provided in the Right to Information Act. The institutions where the information is more open and available are bound to be transparent and accountable. If proactive disclosure is ensured, the number of cases of allegations will reduce dramatically. However, he mentioned that political will is most important for the successful implementation of the NIS and effective functioning of the GRS. If the Government does not want, no system will work effectively, no reform will be useful. Finally, he thanked all the participants and especially JICA for assisting in organizing the Consultation Meeting on GRS.

8. After the speech of the Cabinet Secretary, some participants expressed their opinions and concerns regarding grievance redress system. Some participants raised the issue that sometimes some grievances or allegations regarding family problems of the officers/employees come. They wanted to learn whether or not those should be entertained under the GRS. Some suggested that there should be specifically designated GRS officers and specific contact numbers of the officers so that even if the Focal Points are changed, the contact numbers remain unchanged. Some suggested that the timeframe for disposal of an allegation or grievance should be logical. It should not be longer, nor should it be shorter. It should be based on the type of allegations. Some participants suggested that there should be mechanism to ensure objectivity of the investigation against any allegation. There should be option for online filing of applications regarding grievances / complaints.
9. After the open discussion session, Mr Ali Imam Majumder, Senior National Consultant for JICA NIS Mission, made some comments on various issues raised by the participants in the Consultation Meeting. He thanked all the participants for their valuable comments, suggestions and sharing of experience. He hoped that all these suggestions and experience would help formulate a practical and effective National Guideline for GRS. He expressed opinion that all the Ministries/Divisions should start working on GRS simultaneously. Regarding the timeframe for disposal of a case of grievance, he said that the time to be given should not be indefinite. Again it should not be within a rigid timeframe. Timeframe should be fixed based on the gravity of the grievances. Serious grievances requiring long investigation might take longer time logically. Regarding the dealing of cases of allegation against political persons, he said, political persons are not above law. They must be brought under the GRS. The concerned RGS officers, of course, can examine the allegations brought against political persons, where possible. He opined that certainly there should be a fixed number of cases to be dealt with by the Cabinet Division. In India, the number is 1000; similarly in Bangladesh a number may be fixed after considering all relevant aspects. The investigations may



be conducted by a third party. He also opined that the GRS should consider the family- related grievances where possible, since issues causing grievances in family may entail gross negligence or misconduct and may be brought under GRS.

10. In his concluding remarks, the Chairperson mentioned that the Consultation Meeting had produced many good suggestions and ideas and those had been noted. The draft Guideline would be improved based on these suggestions and ideas. He said that the improved guideline would be shared with the participants for further consultation which would ultimately result in the finalization of the National Guideline. He concluded the Meeting by thanking all the participants and especially JICA for its support.

### **Annex 9-1 Draft National Guidelines for Service Delivery and Grievance Redress (Unofficial Translation)**

With a view to transforming the public services into citizen-centric ones as per recommendation of the National Integrity Strategy (NIS), the draft National Guidelines for Service Delivery and Grievance Redress has been formulated with harmonization of all directives relating to grievance redress issued earlier. This National Guidelines, once approved, will be followed by all Ministries/ Divisions and organizations under their control.

#### **1. Putting Emphasis on Redress of Grievances:**

Management of grievances/complaints will be recognized as the integral part of the administrative functions of every organization. Every grievance/ complaint received from the citizens will be considered with utmost importance. Necessary actions must be taken on every grievance/ complaint for its resolution within the specified time, and the complainant must be informed of the actions taken on the complaint. A monthly report relating to the receipt and redress/ resolution of grievances/ complaints will have to be sent to the Cabinet Division.

#### **2. Grievance:**

Any application relating to dissatisfaction of any citizen on public service and commodity, illegal activities, misconduct, breach of citizens' right etc., submitted by any citizen, will be regarded as Complaint or Grievance.

#### **3. Service Standard Guideline:**

- a. Every Ministry /Division and organization will formulate their own Service Standard Guideline in accordance with Right to Information (RTI) Act, Citizens Charter, and other government instructions issued earlier in this regard and publicize this for the general people within 30 days of its issue. This Guideline will contain information on timeline and process of service delivery, and name and designation of officer/employee and substitute officer/employee responsible for service delivery.
- b. Every Ministry/Division will ensure formulation of Service Standard Guideline by all organizations under their control.
- c. Every Ministry/ Division/ Organization will take necessary action for wide publicity of its Service Standard Guideline for information of the general people. The Guideline may be circulated in the form of Citizens Charter, sign board, or in such forms in one or more media as it is easily noticed by the public. It must be posted/ published compulsorily in the individual website of the Ministry/ Division/ Organization. In this regard the Right To Information (RTI) Act and Right to Information (Publication and Circulation of Information) Regulation 2011 announced under this Act will have to be followed.
- d. Every Ministry/ Division/ Organization will identify problems/ challenges in providing services and take necessary steps to solve those problems/ challenges. They will also take required measures to create public awareness on service delivery.
- e. Every Ministry/Division will monitor and supervise the service delivery of the organizations under its control.

#### **4. Focal Point for Grievance/ Complaints Redress/ Resolution:**

- a. Every Ministry/ Division/ Organization will nominate one Focal Point to hear and receive grievance/ complaints relating to service. The Focal Point in the Ministry/ Division should be an officer not below the rank of a Joint Secretary and he will be designated as the Director of Grievance Redress (DGR). The Focal Point of an organization will be nominated from amongst the relatively senior officers and he will be designated as the Grievance Redress Officer (GRO).
- b. Names, addresses, Fax numbers, Phone numbers, Mobile numbers and e-mail addresses of the Focal Point and his substitute will have to be made public.

- c. A Complaint Management Cell headed by an Additional Secretary/Joint Secretary will be created in the Cabinet Division under the overall supervision of the Cabinet Secretary. This Cell will monitor and coordinate the Grievance Redress System (GRS) of all Ministries/ Divisions/ Organizations on a regular basis. The Cell, subject to approval of the Cabinet Secretary, will be entitled to summon concerned files, relevant documents, reports etc. on resolution of a complaint to verify whether or not the complaint has been resolved impartially and justifiably, and provide necessary guidance on resolution of the complaint.
- d. The concerned Focal Point will be liable to provide acknowledgment receipt of complaint to the complainant, preserve records of complaint, and report to the Grievance Management Cell of the Cabinet Division.

## **5. Submission of Grievance/ Complaint:**

- a. Grievances/ complaints can be sent directly or by post or online to the Director of Grievance or Grievance Redress Officer or to the Grievance Management Cell of the Cabinet Division.
- b. Government employees will send their employment-related grievances first to the Grievance Redress Focal Point of the concerned Ministry/ Division/ Organization. If no remedial measures are obtained from there, the grievance/ complaint can be sent to the Grievance Management Cell of the Cabinet Division.
- c. The complainant must be provided with an acknowledgement letter within 3 days of receipt of every grievance/ complaint and informed of the results of resolution of complaint within 7 days of resolution.

## **6. Redress and Management of Grievance:**

### **a. Scrutiny of Grievances:**

After receipt of grievances/complaints, the concerned officer will scrutinize those as follows:

- Whether or not the accused officer has violated the National Guidelines for Service Delivery;
- Whether or not the complaint relates to any commodity or service delivery of the accused organization;
- Whether or not the complaint contains sufficient elements of illegal activities or irregularities;
- Whether or not the complaint contains sufficient elements of misconduct or misbehavior.

After such scrutiny, if the complaint seems to have genuine ground, it will be considered for enquiry.

### **b. Enquiry of Grievance/ Complaint:**

- After proper scrutiny, the Grievance Redress Focal Point will arrange to enquire into the complaint by an Officer of at least one step higher rank than the accused Officer or by an Enquiry Committee;
- The Focal Point will enquire into the complaint directly if the accused officer is of a lower rank than him. If the accused officer is of a higher rank than the Focal Point, he will take necessary measures to enquire into the complaint as per rule subject to approval of the authority. Of course, the Ministry can assign the Focal Point the responsibility of enquiring into a complaint lodged against any officer of any rank, if it likes;
- If the accused officer is the Head of an organization, the complaint will have to be sent to the higher authority for enquiry;
- Complaints received at the Grievance Management Cell of the Cabinet Division can be enquired through the concerned Ministry or directly through appointment of an enquiry officer or through a third party or through constitution of an enquiry committee;
- The Cell will enquire on its own initiative at least 10% of the complaints received;
- If any complaint is submitted simultaneously to the concerned Ministry or authority and to the Grievance Management Cell of the Cabinet Division, and if the Cell takes initiatives to

enquire into the complaint, the concerned Ministry/ Organization will postpone action on the matter.

**c. Redress / Resolution of Grievance/ Complaint:**

- Grievances/ complaints relating to misconduct, breach of service rules and discipline and other offences against Government officers/ employees will be settled in accordance with Government Employees ( Discipline and Appeal ) Rules 1985;
- The concerned Ministry will implement compulsorily the recommendations of the Enquiry conducted through the Grievance Management Cell of the Cabinet Division on any grievance/complaint;
- Every Ministry / Division will send the report on receipt and resolution of grievances/ complaints by itself and by the organizations under its control to the Cabinet Division in the prescribed form once in every month;
- Every grievance/ complaint must be settled by the Grievance Management Cell of the Cabinet Division/ Ministry/ Division/ Organization within 3 months of its receipt.

**7. False Grievance/Complaint:**

- If it is proved that the complaint is false, and has been submitted with an ill motive to harass someone, the Central Monitoring Committee will blacklist the complainant. Any future complaint of this blacklisted complainant will be discharged by the authority without any enquiry;
- If any complaint published in the Newspaper is proved false, the concerned organization/ authority will take necessary action to publish rejoinder in the same Newspaper.

**8. Supervision and Monitoring:**

**a. Central Grievance Management Monitoring Committee:**

In order to monitor the activities relating to service delivery and grievance management of all Government offices of the country, a Central Grievance Management Monitoring Committee headed by the Cabinet Secretary will be constituted as follows:

- (1) Cabinet Secretary - Chairperson
- (2) Senior Secretary, Ministry of Public Administration - Member
- (3) Senior Secretary, Ministry of Home Affairs - Member
- (4) Secretary, Ministry of Land - Member
- (5) Secretary, Anti-Corruption Commission - Member
- (6) Secretary, Law Division - Member
- (7) Director General, Directorate of Consumer Rights - Member
- (8) Additional Secretary/ Joint Secretary, Cabinet Division - Member (Head of Grievance Management Cell)

The Committee will meet once in every three months. The Committee will identify the grievances/ complaints to be enquired by the Grievance Management Cell of the Cabinet Division and take decisions on the reports of enquiry conducted by the Cell. The Committee will also take necessary actions on the unsettled grievances/ complaints received in various Ministries/ Divisions/ Organizations, if necessary, and provide guidance for the improvement of their administrative management and service delivery.

**b. Grievance Management Committee:**

A Grievance Management Committee will be constituted in every Ministry/Division headed by the Secretary and with required number of members. One or more officers of the Ministry/ Division and Heads of Organizations will be the members of the Committee. The Committee will meet once in every two months and monitor the service delivery and grievance management of the Ministry/ Division and organizations under its control.

## **Annex 10 Minutes of Discussion Meeting in NGO Affairs Bureau on NIS**

### **(Unofficial Translation)**

Date: 30 April 2013

Venue: Silpakala Academy

1. A discussion meeting on “National Integrity Strategy: What NGOs and Civil Society Should Do?” was organized by the NGO Affairs Bureau on 30 April 2013 in the Silpakala Academy auditorium. Mr. Nurun Nabi Talukdar, Director General, NGO Affairs Bureau, presided over the meeting. Mr. H.T.Imam, Advisor to the Prime Minister on Public Administration, Government of the People’s Republic of Bangladesh, was the Chief Guest in the meeting, while Sheikh Md. Wahid-uz-Zaman, Principal Secretary to the Prime Minister; Mr. Abdus Sobhan, Senior Secretary, Ministry of Public Administration; and Mr. Nazrul Islam Khan, Secretary, Ministry of Information and Communication Technology; were the Special Guests. Mr. Md. Nazrul Islam, Additional Secretary, Cabinet Division, was the key-note speaker in the meeting. The meeting was attended by representatives of national, international and local non-government development partners (NGOs), journalists and other invited guests.
2. The Chairperson initiated the discussion by welcoming all present in the meeting. In his address, he stressed on the need for implementation of the National Integrity Strategy (NIS) for prevention of corruption. He said that the Non-governmental Organizations (NGOs) are playing important role in the overall development activities of the country. In this perspective, he called upon all to practice integrity wholeheartedly in NGOs, civil society and concerned government organizations.
3. Mr. Nazrul Islam, Additional Secretary, Cabinet Division, presented the key-note paper entitled “National Integrity Strategy: NGOs and Civil Society Context” in the meeting. In his presentation, he highlighted, among others, on the background of formulation of NIS, organizations identified for implementation of NIS, mechanism for implementation of NIS, and formulation of guideline for monitoring and evaluation of integrity in the NGOs and civil society.
4. After open discussion, the following recommendations were made in the meeting:
  - 1) Creation of opportunity for interaction among the law makers, policy makers and media;
  - 2) Establishment of a single organization for providing registration to NGOs;
  - 3) Effective implementation of laws and rules relating to NGOs;
  - 4) Ensuring transparency in the recruitment process of NGOs;
  - 5) Ensuring proper accountability in the activities of NGOs and creation of opportunities for giving public opinion;
  - 6) Constitution of Ethics Committees;
  - 7) Formulation of code of conduct;
  - 8) Formulation of recruitment rules;
  - 9) Formulation of information revelation rules;
  - 10) Introduction of standardized accounting and audit system;
  - 11) Taking steps to resolve and redress complaints/ grievances;
  - 12) Promotion of social movement for prevention of corruption;
  - 13) Clarification of monitoring system and rules of NGO Bureau;
  - 14) Ensuring good governance, accountability, legitimacy, gender sensitive activities;
  - 15) NGO Affairs Bureau to play supporting role for establishing integrity;

- 16) Bringing the Recruitment Committee of NGOs under Bureau's monitoring;
  - 17) Bringing the Multi-purpose Cooperative Society under the purview of law;
  - 18) Development of effective framework for implementation of NIS;
  - 19) Inclusion of Finance Sector in the list of state organizations;
  - 20) Finding appropriate definition of integrity;
  - 21) Putting due emphasis on women and minority communities in practicing integrity;
  - 22) Protecting the Right to Information;
  - 23) Formulation of action plan for development of the poor and marginal people;
  - 24) Effective application of rules relating to integrity;
  - 25) Enhancing transparency in the activities of the NGO Affairs Bureau through on-line service delivery;
  - 26) Formulation of guidelines for the NGOs to establish integrity.
5. At the end, with commitment to implement the above-mentioned recommendations and with thanks to all, the Chairperson concluded the discussion meeting.

## **Annex 11 Report of the Seminar on the Role of Mass Media in the Implementation of the NIS**

Date: 5 September 2013

Venue: Power Development Board Auditorium

1. A Seminar on the “Role of Mass Media in Implementation of the National Integrity Strategy (NIS)” was jointly organized by the Cabinet Division, Ministry of Information, Government of the People’s Republic of Bangladesh, and Japan International Cooperation Agency (JICA), on 5 September 2013 at the Auditorium of the Bangladesh Power Development Board. Mr. M Musharraf Hossain Bhuiyan, Cabinet Secretary, was present in the Seminar as the Chief Guest, while Mr. Martuza Ahmed, Secretary-in-charge of the Ministry of Information, presided over the Seminar. Mr. Md Nazrul Islam, Additional Secretary, Cabinet Division, made a brief presentation on the National Integrity Strategy, while Mr. Asad Mannan, Additional Secretary, Ministry of Information, presented an Action Plan on behalf of his Ministry. Senior officials of different media institutions and organizations and senior journalists from electronic and print media participated in the Seminar. The list of participants is given at Appendix 11-1.
2. After the introduction of the participants, Mr Martuza Ahmed made an opening speech highlighting the objectives of the Seminar. He said that adoption of the NIS is an important attempt towards establishment of good governance as envisaged in the Constitution of the country. However, without effective participation of citizens in its implementation it is not possible to reap the benefit of NIS. The mass media can play crucial role in making people aware of the contents of NIS, as well as their responsibilities and working strategies as enunciated in the NIS document. The NIS document itself has mentioned the mass media as one of the major stakeholders in its implementation. It is quite obvious that the lack of integrity is one of the reasons behind widespread corruption in the society and state. He said that the mere enactment of some laws is not enough to curb the corruption unless the level of people’s awareness is enhanced. And here comes the crucial role of the mass media. He said the objective of the Seminar was to make the media familiar with the National Integrity Strategy and its contents and enrich it further with their opinion, as well as to discuss the role of the mass media in its implementation. He expressed hope that the Meeting would be a grand success with open and valuable discussion on the issue.
3. After the opening speech of the Information Secretary, Mr Zulfikar Ali, a representative from JICA, made a brief statement. He said that JICA was very delighted to be a partner in the implementation process of NIS. He said that JICA understands the role of mass media in its implementation and its positive consequence for the wellbeing of the common people of Bangladesh. He concluded by saying that JICA would be pleased to work intimately with the media in its future initiatives to implement NIS.
4. Mr. M Musharraf Hossain Bhuiyan, Cabinet Secretary, then made an initial statement on the evolution process of NIS. He said the formulation and adoption of the National Integrity Strategy (NIS) is the result of continuous efforts of many stakeholders including the present government. The initial work on the NIS started during the last Caretaker Government in 2008. The initial document was prepared after a long consultation with different state and non-state actors and submitted to the Cabinet Division in 2009.. After the present government came into power, the work of finalization of the document was taken up. The draft National Integrity Strategy (NIS) document was published in the website of the Cabinet Division soliciting public opinion in early 2010. The NIS was then modified and revised at different times in 2010, 2011, and 2012 based on consultations with different actors including the politicians and parliamentarians. The Cabinet finally approved NIS on 18 October 2012.



5. The Cabinet Secretary said that the NIS is a political document. However, for its implementation involvement of not only the government, but also of other state and non-state institutions and stakeholders will be required. In that context the mass media is a major stakeholder. He further said that we need to keep in mind that the NIS is a manifestation of the commitment of the government. It was not a routine work. One of the objectives of this document is to fight corruption, but not the sole aim. It puts emphasis on self-purification and integrity in all activities of the state and of politics.
6. He informed that the work on this document started under a project funded by the ADB, the draft of which was prepared by the local experts. Bangladesh is a signatory to the United Nations Convention Against Corruption (UNCAC) and hence committed to taking preventive measures against corruption as well as creating an enabling environment for ensuring integrity in conducting public affairs and managing public property as envisaged in the UNCAC document. The NIS document has outlined a coordinated strategy on prevention of corruption and promotion of integrity. Now the JICA has come forward to assist the Government in implementing the NIS. If other donors are interested to assist, they will also be welcomed. The Cabinet Secretary further said that there is no relationship of this document with the upcoming election. It involves a lot of short-, medium- and long- term action plans. Any future government will have to take responsibility to implement this.
7. Then Mr. Md. Nazrul Islam presented a brief overview of the National Integrity Strategy, its salient features as well as the importance of mass media as envisaged in the NIS. He said that the NIS had identified 10 state- and 6 non-state institutions, challenges identified and recommendations made for addressing those challenges. Short, medium and long term action plans had also been formulated for implementing the recommendations. He further said that the media can play an important role in the promotion of transparency and accountability in the organizations of the state, business and civil society by collecting and disseminating objective information, and checking broadcast of baseless and distorted news. The main challenges faced by media as detected in the NIS document include: (a) accessing information using the 'Right to Information Act, 2009, (b) making Press Council pro-active to redress the misuse of press freedom, (c) promotion of the media free from personal bias and narrow business and partisan interest; (d) formulation of a Code of Conduct for the journalists and its compliance, and (e) ensuring safety and security of the journalists.
8. While discussing the implementation strategies of the NIS, he informed that a 'National Integrity Advisory Council (NIAC)' headed by the Hon'ble Prime Minister and an Executive Committee headed by the Finance Minister had been constituted to provide guidance for and monitor implementation of the NIS. The National Integrity Implementation Unit (NIIU) has also been set up in the Cabinet Division headed by the Additional Secretary of Administrative Reforms and Implementation Wing under the supervision of the Cabinet Secretary. Mr Nazrul Islam also informed the participants about the steps taken in order to implement the NIS. He informed that the Ethics Committee had been formed in each Ministry/ Division, workshops for NIS Focal Points had been held, Ministries / Divisions had been instructed to hold meetings with their respective stakeholders and formulate their work plans. He concluded his presentation by expressing hope that the media has a great role to inform people about these initiatives to curb corruption and establish good governance in the country.
9. Mr Asad Mannan, Additional Secretary, Ministry of Information, then presented a brief account of different steps taken by the Ministry of Information in the implementation of the NIS. He informed that Ethics Committees had been constituted and Focal Points nominated in the Ministry and its various departments and organizations. A stakeholders meeting was arranged in the month of June 2013 to disseminate the NIS. Already a work plan for the implementation of the NIS had



been formulated. Different write-ups and discussion papers on NIS had been sent to mass media for wider dissemination. BTV and Bangladesh Betar (National Radio) had already taken initiative to disseminate NIS. Initiative had been taken by the Ministry of Education to include lessons on integrity in the secondary school curricula.

10. After the presentation of Mr Asad Mannan, the floor was open for discussion by the participants.
11. Mr Azizul Islam Bhuiyan, Chief Editor, Bangladesh Sangbad Sangstha, said that the possibility of creating a golden Bengal came after the Liberation War of 1971, but all possibilities were killed time and again by the politicians. Now the media has also been highly politicized. The desired role of media to work for betterment of the nation is questionable. In many instances the media play partisan roles. Now time has come for the media to think about its desired roles and what they are doing in practice.
12. Mozammel Haque, Chief Editor, *71tv*, said that mere preparation of such a document for promotion of integrity in the society and the state will not work, we need to improve the overall governance system to achieve its objective. Transparency and accountability will have to be ensured in governance mechanism. A more effective mechanism for fighting corruption is needed. E-governance will have to be introduced for better service delivery. If accountability and transparency can be ensured, the teaching of integrity through such document would not be needed.
13. Mr Rahat Khan, eminent writer and journalist, said, he wanted to explain the concept of integrity or shuddhachar in a different way. To him 'integrity' or 'shuddhachar' is another name of providing public services without any obstacles. The citizens, specially the people living in the capital or other big cities, are the major beneficiaries of government services. When the city dwellers do not get services the way they expect, they start agitating or criticizing governments, but vast majority of the people who live in the villages cannot raise their demands when they are deprived of various government services. Our media has a greater role to play to make the people aware of the need for establishing integrity in all sorts of activities. He stressed the need for launching social and cultural movement in this regard. Only social and cultural movement can create conditions for establishing integrity in the society and the state, and thus the objective of NIS would be achieved.
14. Abu Sayeed, Executive Editor, Dainik Samakal, said "we have to think deeply as to who will implement the NIS?" It is understandable that all people will have to work from their respective places and positions in the society. The government and administration will have to play the leading role in establishing integrity in all activities. The media should establish integrity within media circle. Every sector, government and non government, will have to give critical thought on all of its activities to find out the challenges towards ensuring integrity. Government must acquire a neutral non partisan character. It will have to work for the citizens in the light of its charter of responsibilities as enunciated in the Constitution of the country. He said, we need competent bureaucrat, but not authoritarian bureaucracy. The media has a great role to play in establishing integrity in the society.
15. Manjurul Ahsan Bulbul, Chief Executive, *Boishakhi Television*, said, we have to understand that development does not mean the construction of roads, culverts, and bridges only, the work to develop the 'mind' of the nation is also a big condition for real development. This NIS aims to develop the mind of the people in government and non-government sector, and hence it is a great initiative, no doubt. Now, when we are speaking about implementation of the NIS, we must consider some practicalities in it. We should not expect that only government initiative is needed to ensure integrity. When the NGOs, media, and civil society were struggling for the Right to Information (RTI) law, government was less interested to make such a law. But we convinced the

government to frame such a law; and now the NGOs, media, and civil society do not seem to be interested to get the benefit of this ground-breaking law. Now when most of the government offices have appointed ‘information officers’, in most of the NGOs and civil society organizations, there is no designated ‘information officer’. All concerned, the state and non-state stakeholders, will have to come forward to work in their respective fields for implementation of the NIS. Now we do not see the mass media to play neutral role. We see different versions of the same incident in different newspapers, each newspaper serving the interest of special groups or political parties. The nation does not expect mass media to play such divergent roles. But who will teach the mass media about ‘shuddhachar’ or integrity. So there is a strong need for a Mass Media Policy. There is a need for a policy for the Press Council. He concluded by saying that “the NIS is surely a good initiative and the media people wish to be associated with this initiative”.

16. Mr Omar Faruque, President of Dhaka Journalist Union, welcomed the NIS initiative of the government. He said that although it was a long-felt demand of the media to formulate a policy for mass media, government has not done it yet. But now it has at least formulated the NIS, which is a welcome decision. He said, “the mass media is now termed as the natural school of learning and teaching. But for it to be the natural school of learning and teaching, it has to be neutral. He also said that the constitution of Ethics Committees in different organizations or institutions is a right step, but Ethics Committees must be formed in consideration of the real situation. If a corrupt person heads the committee, then nothing positive can be obtained from such an Ethics Committee.
17. Mr Nasir Ahmed, Associate Editor, *Daily Samakal*, questioned how such a document aiming to establish integrity would be implemented in a country like Bangladesh where the administration takes communal and partisan character? It is necessary first to uproot the evil from the Ministry of Home Affairs and Police Department.
18. Mr Sohrab Hasan, a poet and Deputy Editor of Prothom Alo, said that the learning of integrity is a continuous process. It has to be started in the home and family, then in educational institutions and in the society. Surely, the media has a great role to promote integrity in the society and in administration. The activities or work of media persons and journalists will have to reflect the desire of the media in this regard. Promoting integrity through media and journalism is a challenging job. The impartial journalism in our country has become enemy of the people in power, and friends of the opposition. So government changes, but the challenge of honest journalism does not end.
19. Z I Mamun, Chief News Editor, ATN, said that it seems we have become used to corruption and we get surprised when we see integrity in some people and offices. We are surprised when a person gets a job without giving any bribe. Now, we become surprised when we see some honest officer not claiming any money for providing a good service. So corruption has got deep-rooted in our mindset and hence it is very tough to establish integrity in the country. But certainly NIS is a good initiative and media should play its due role in its implementation. He opined that the media people should also disclose their asset statement before public to ensure integrity in mass media.
20. Provash Amin, Journalist, said that the NIS is surely a very good document, but he does not think that it is implementable in the context of the existing socio- political environment of the country. He said, now it seems that we are held hostage in a society plunged deep into widespread corruption. There is no value of individual rights. All the political parties, the human rights activists, the lawyers, the journalists, the truck- bus labourers have their unions and they can do any illegal or immoral action to save their group’s interest. In such a society, implementing the NIS document is really tough.
21. Abdul Jali Bhuiyan, Secretary General, BFUJ, said that for the Ethics committees to be really

effective, good people should be included in the committees. If the corrupt persons become influential in the committees, such a committee will not be able to work.

22. Dr Jahangir Hossain, Additional Press Information Officer, PID said that all media should come forward to assist in implementing the NIS. The Right to Information (RTI) should be included in the NIS. The RTI can be a very powerful instrument for the media to work for ensuring integrity both within its own ambit and in the administration.
23. Altaf Mahmud, former Secretary General, BFUJ, said that the people who are responsible for implementing the NIS will have to be maintain integrity first.
24. Shah Alamgir, Director General, the Press Institute of Bangladesh (PIB), said that the policy for the mass media is the need of the hour. It should be formulated immediately to help practice integrity in the mass media.
25. After open discussion Mr. M. Musharraf Hossain Bhuiyan, Cabinet Secretary, made his concluding speech. In fact he responded to some of the queries and questions posed by the participants. He said that integrity is not a matter to teach, it is a matter to practice. Everybody will have to practice integrity from his respective position. He said that the NIS is a living document. It has been modified and amended several time before being finally approved. It will be further modified in future, if necessary. He said we have to understand the essence of the NIS. The aim of the NIS is not only to fight corruption, its implication is far wider. There is the Anti-Corruption Commission to take action against corruption. The NIS has far more wide and broader objective. It is to promote the culture of ethics and morality among the people. It has to be started from the very early stage. Moral qualities have to be inculcated in our children, in the families and in educational institutions. Integrity has to be promoted in politics and public as well. So all concerned have to come forward to implement the NIS. But government should take the lead. Of course, the media has a greater role to play in this regard. He concluded his speech by thanking all the participants for their contribution in the Seminar.
26. In his concluding remarks, Mr Mortuza Ahmed, Secretary- in- change, Ministry of Information, said that the Ministry has been most benefited from this Seminar. The discussion has been open and lively. It has created the opportunity to understand the issues more clearly and it has strengthened the relationship of the Ministry with the media. He said that the recommendations made and issues pointed out by the participants had been noted carefully and those would be acted upon in course of time. Finally he thanked all for their active participation and for making the Seminar a success.

**The Seminar on the Role of Mass Media in the Implementation of the NIS**  
**List of Participants**

Date: 5 September 2013

Venue: Power Development Board Auditorium

| Sl. No. | Name                             | Designation                          | Agency   | Cell Number & e-mail address         |
|---------|----------------------------------|--------------------------------------|--|--------------------------------------|
| 1       | Martuza Ahmed                    | Secretary -in- Charge                | Ministry of Information                        |                                      |
| 2       | Abdul Mannan                     | Additional Secretary                 | Ministry of Information                        | 01911-270143                         |
| 3       | Md.Matiur Rahman                 | Joint Secretary                      | Ministry of Information                        |                                      |
| 4       | M.Liaquat Ali Khan               | Vice- Chairman                       | Ministry of Information                        | 01720-110011                         |
| 5       | Md. Mubibul Hossain              | Deputy Secretary                     | Ministry of Information                        | 01716-365194                         |
| 6       | Md. Mahbubur Rahman Bhuiyan      | PS to Secretary                      | Ministry of Information                        | 01552-306036                         |
| 7       | Tarafder Md.Akhter Jamil         | Senior Assistant Secretary           | Ministry of Information                        | 01670-195196                         |
| 8       | Md.Nazrul Islam                  | Additional Secretary                 | Cabinet Division                               | 01817-612101                         |
| 9       | Dr.Abu Shaheen<br>Md.Asaduzzaman | Deputy Secretary                     | Cabinet Division                               | 01720-572856                         |
| 10      | Tasir Ahmed                      | Director General                     | Department of Mass Communication               | 01554-326147                         |
| 11      | Kamrun Nahar                     | Director General                     | Bangladesh Film Archive                        | 01715-209252                         |
| 12      | AKM Shameem Chowdhury            | Director General                     | Department of Films and Publications (DFP)     | 01712-515126                         |
| 13      | Md.Makbul Ahmad                  | Director General                     | NIMCO  | 01552-140400                         |
| 14      | Aminul Islam                     | Principal Information Officer        | Press Information Department (PID)             | 01713-044994                         |
| 15      | Pejush Banerjee                  | Managing Director                    | Bangladesh Film Development Corporation (BFDC) | 9115950                              |
| 16      | Kazi Akhteruddin Ahmed           | Director General                     | Bangladesh Betar                               | 01711-563226<br>Akhtar1358@yahoo.com |
| 17      | Shah Alamgir                     | Director General                     | Press Information Bureau (PIB)                 | 01711-698611                         |
| 18      | Dr.Md.Hannan                     | Director                             | Press Information Bureau (PIB)                 | 01818-935190                         |
| 19      | Dr.Md.Jahangir Hossain           | Additional Press Information Officer | Press Information Department (PID)             | 01911-232356                         |
| 20      | Shamol Chandra Karmakar          | Secretary                            | Bangladesh Press Council                       | 01717-922367                         |
| 21      | Md.Hamid                         | Director General                     | Bangladesh Television                          | 01711=663233                         |
| 22      | Omar Farque                      | President                            | Bangladesh Sangbad Sangstha (BSS)              | 01552-322447                         |
| 23      | Azizul Islam Bhuiyan             | Managing Director                    | Bangladesh Sangbad Sangstha (BSS)              | 01911-357271                         |
| 24      | Monoj K. Roy                     | Special Correspondent                | Bangladesh Sangbad Sangstha (BSS)              | 01819-21103                          |
| 25      | Abir Hassan                      | Head of News                         | Radio Aamar                                    | 01713-014613                         |
| 26      | Shahana Sheuly                   | Joint News Editor                    | Maasranga Television                           | 01755-620448                         |
| 27      | Pranab Saha                      | Senior News Editor                   | Channel I                                      | 01711-600053                         |
| 28      | Mozammel Babu                    | Chief Editor                         | Chanel Ekatoor                                 | 01714-354220                         |
| 29      | Jewel Theo                       | Reporter                             | Desh TV  | 01922-657025                         |
| 30      | Sukanta Gupta Alak               | Editor                               | Desh TV  | 01711-625045                         |
| 31      | Mohidul Islam Raju               | News Editor                          | Independent TV                                 | 01755-533683                         |
| 32      | J.Ahmed                          | Chief News Editor                    | ETV  | 01817-041549                         |
| 33      | Monjur Ahmed                     | Chief News Editor                    | Baishakhi TV                                   | 01819-223309                         |
| 34      | J.E.Mamun                        | Head of News                         | ATN Bangla                                     | 01713-061000                         |
| 35      | Nurul Amin                       | Editor News                          | ATN News                                       | 01713375449                          |

## Final Report

| Sl. No. | Name                     | Designation                | Agency            | Cell Number & e-mail address |
|---------|--------------------------|----------------------------|-------------------|------------------------------|
| 36      | Nazrul Kabir             | Special Representative     | Desh TV           | 01712-651187                 |
| 37      | Anwar Huq                | News Editor                | RTV               | 01713-078933                 |
| 38      | Nadira Kiron             | Assistant Chief Reporter   | ATN Bangla        | 01713-049825                 |
| 39      | Md.Kabir                 | Broadcast Engineer         | 71 TV             | 01841-710409                 |
| 40      | Rahat Khan               | Editor                     | Daily Samakal     |                              |
| 41      | Sajjad Anam Khan Topu    | Chief Correspondent        | Daily Bartaman    | 01711-18317                  |
| 42      | Nasir Ahmed              | Associate Editor           | Daily Samakal     | 01711-106343                 |
| 43      | Golam Rabbani            | Staff Correspondent        | DIVA              | 0171071047                   |
| 44      | Abu Sayed Khan           | Managing Editor            | Daily Samakal     | 01199-143415                 |
| 45      | Abdul Mannan             | Senior Reporter            | Daily Jugantor    | 01727-666647                 |
| 46      | Sohrab Hasan             | Joint Editor               | Daily Prothom Alo | 01933-791386                 |
| 47      | Syed Sohrab              | Senior Reporter            | BSS               | 01711-442550                 |
| 48      | Abdul Jalil Bhuiyan      | Secretary General (BFUJ)   | BFUJ              | 01923-852940                 |
| 49      | Khandaker Moniruzzaman   | Editor-In-Charge           | Daily Sangbad     | 01711-820116                 |
| 50      | Altaf Mahmud             | Chief News Editor          | Destiny           | 01819-160576                 |
| 51      | Zulfiqar Ali             |                            | JICA              |                              |
| 52      | Atsushi TOKURA           | Team Leader                | JICA Mission      |                              |
| 53      | Kenzo IKEDA              | Institutional Analysis     | JICA Mission      |                              |
| 54      | Tomonori WAKISAKA        | Public Finance Management  | JICA Mission      |                              |
| 55      | Ali Imam Majumder        | Senior National Consultant | JICA Mission      |                              |
| 56      | Dr.Md.Lutfur Rahman      | Consultant                 | JICA Mission      |                              |
| 57      | Dr. Zahidul Islam Biswas | Consultant                 | JICA Mission      |                              |
| 58      | Md.Nazimuddin Bashir     | Manager                    | JICA Mission      |                              |

## **Annex 12 Report of the Seminar on the Role of Private Sector in the Implementation of the NIS**

Date: 8 September 2013

Venue: Power Development Board Auditorium, Dhaka

1. A seminar on the “Role of Private Sector in Implementation of the National Integrity Strategy (NIS)” was jointly organized by the Cabinet Division, Ministry of Commerce, Government of the People’s Republic of Bangladesh, and Japan International Cooperation Agency (JICA), on 8 September 2013 at the Auditorium of the Bangladesh Power Development Board. Mr. M Musharraf Hossain Bhuiyan, Cabinet Secretary, attended the Seminar as the Chief Guest, while Mr. Mahbub Ahmed, Secretary, Ministry of Commerce, presided over the Seminar. Md Nazrul Islam, Additional Secretary, Cabinet Division, presented a brief statement on the National Integrity Strategy. Thereafter Mr. S M Shawkat Ali, Additional Secretary, Ministry of Commerce, presented a brief account of the activities undertaken by his Ministry so far for implementation of NIS. Senior officials of Ministry of Commerce, different industrial, commercial and business organizations and business associations participated in the Seminar. The list of participants is given at Appendix 12-1.
2. As requested by Mr Mahbub Ahmed, the participants introduced themselves at the beginning of the Seminar. He then welcomed all participants in the Seminar. In his opening speech, he presented a brief outline of the NIS and the objectives of the Seminar. He said that the importance of establishing integrity in state and non-state institutions and in society have long been felt for many years now, the NIS is the first document that has formalized the issue of integrity specifically. It is a very crucial document in the context of the existing socio- political condition of the country. This document has identified both state and non-state stakeholders to work towards establishing integrity in all spheres of the government, administration, and society. He said that if the aim of a state is to improve the quality of life of its people and to help assist the people to build happy and prosperous life, then the state must ensure the environment congenial for economic development. In the earlier days, it was thought that the economic development of a country gets obstructed due to lack of resources. That is why donor- driven development projects were given due importance in developing countries. But now the concept has changed. Different researches have revealed that mere supply of financial resources is not enough for development of a country, the main obstacle to the way of development is the lack of good governance. Transparency, accountability and integrity are important contributing factors for good governance, hence development. So there is a strong need for establishing and practicing integrity not only for enhancing the quality of life of people but also for economic development of the nation. This is why the NIS has given importance to practicing integrity in all sectors of the state including industrial and commercial organizations in the private sector. He said that the major aim of this Seminar is to bring together the leaders of the industrial and commercial organizations to discuss about the NIS and their role in the implementation of the NIS. He hoped that the Seminar would be a grand success through their effective participation and contribution.
3. After the introduction of the participants, Mr. S M Shawakat Ali, Additional Secretary, Ministry of Commerce, made a short presentation on the activities and work plan adopted by his Ministry in accordance with the National Integrity Strategy. He mentioned that the Ministry of Commerce is responsible for overall trade and commerce-related activities of Bangladesh. Considering the importance of integrity in the trade and commerce sector, the NIS has given some responsibilities on the Ministry of Commerce. Accordingly, the Ministry has already started working. The Ethics Committee as envisaged in the NIS had already been formed and a senior officer had been nominated as the Integrity Focal Point in the Ministry. According to the Action Plan as formulated



for the Ministry of Commerce in the NIS, Government has promulgated the Competition Act 2012 and established the Competition Commission. The Competition Act prohibits key anti-competitive activities. It makes illegal for a person to directly or indirectly enter into any collusion or any agreement related to the manufacture, distribution, supply, storage or acquisition of goods or services, which would have an adverse impact on competition and creates monopoly or oligopoly in the market. It is expected that through the implementation of the Competition Act people will get various benefits including eradication of practices that create adverse effect on the competition in the market and maintenance of healthy competition in the market. Mr Shawkat Ali also mentioned that already a separate department under the Consumer Rights Protection Act, 2009 had been established for the protection of the rights of consumers and prevention of anti-consumer rights practices in the country. The people have started getting benefits of this law. Moreover, he mentioned that the Ethics Committee of the Ministry had already formulated a work plan to implement its functions under the National Integrity Strategy (NIS).

4. After the presentation of Mr Shawkat Ali, the Team Leader for the JICA- NIS Mission, Mr Atsushi Tokura, delivered a brief statement. He said the Mission had been working since the end of May and now it has understood that how comprehensive the document is and how much it is important in Bangladesh for ensuring good governance. He said, JICA is interested to assist in implementation of the NIS.
5. After the statement of Mr. Tokura, Mr. Md. Nazrul Islam, Additional Secretary, Cabinet Division, made a power-point-presentation on a brief overview of the National Integrity Strategy, its salient features as well as the importance of the industrial and commercial organizations in the Private Sector as the NIS has given. He mentioned that the NIS had identified 10 State-led and 6 non-state institutions as stakeholders, the challenges of the institutions had been identified and recommendations prescribed for overcoming those challenges in implementing the NIS. Short, medium and long term action plans had also been formulated for implementing the NIS. Then Mr. Nazrul Islam mentioned the main challenges in ensuring integrity in the private sector as identified in the NIS, and long-term, short-term and medium-term recommendations for overcoming those challenges. Finally he discussed the Action Plans as included in the NIS for industrial and commercial organization in private sector. While discussing the modalities for implementation of the NIS, he informed that a 'National Integrity Advisory Council (NIAC)' headed by the Hon'ble Prime Minister and an Executive Committee headed by the Finance Minister had been constituted to provide guidance for and monitor implementation of the NIS. A National Integrity Implementation Unit (NIIU) has also been set up in the Cabinet Division headed by the Additional Secretary of Administrative Reforms and Implementation Wing under the supervision of the Cabinet Secretary. Mr Nazrul Islam also informed the participants of the steps taken so far for implementation of the NIS. He said that already the NIS document had been published the Bangladesh Gazette, Ethics Committee had been formed in each Ministry/ Division, 3 workshops for the NIS Focal Points had been organized so far, the Ministries and Divisions had been instructed to hold meeting with their stakeholders, formulate their work plans and take initiatives to disseminate the message of NIS among concerned stakeholders.
6. After the presentation by Mr Nazrul Islam, the floor was open for open discussion.
7. Mr Shahidul Haque, President, BIAA, said that the NIS document is a very useful document outlining different aspect of business and commerce to promote integrity in this sector. However, it could be better if the business bodies, like Federation of Bangladesh Chambers of Commerce and Industry (FBCCI), Bangladesh Garments Manufacturers and Exporters Association (BGMEA), and Dhaka Chambers of Commerce and Industry (DCCI) etc, would have been consulted before finalization of the document. This document has identified specifically some areas of challenges in this sector, but specific activities mentioned in the NIS to overcome the challenges should be carried out honestly and efficiently, otherwise people will not get the benefit of the NIS. And for

publicity of this document, the Cabinet Division or the government could work in partnership with various chambers or business associations.

8. Mr. Bashir Haider, Secretary, Dhaka Chambers of Commerce and Industry (DCCI), thanked the government for formulating the NIS. However, he said that the participation of the private sector in formulating the NIS would have brought about good result. The chambers or business bodies could extend more help in this regard. He said after reading the document in the website, he could not understand how the NIS could be implemented by the industrial and commercial bodies. In the industrial and commercial sector, there are some customs, practices or etiquette. He thought that NIS might intend to teach the people in this sector some business etiquette. However, he said that he expects proper implementation of the NIS so that it can bring about the positive changes in the private sector.
9. Amitav Chakrabarti, Additional Secretary, Ministry of Commerce, said that the idea of shuddhachar or integrity has some sort of connection with the Hindu tradition where the Hindu people in their prayer asks for shuddhi or purity for betterment both in this life and the life hereafter. Likewise, the NIS asks for practicing integrity for a better life in the state and society. He said there are various laws and rules and regulations to establish integrity in the private sector, but those laws are not rightly complied with. The private sector can take initiative to implement those laws, rules and regulations to achieve integrity in this sector.
10. Tahmina Ahmed, Senior Assistant Secretary, Cabinet Division, wanted to know about the regulatory measures of the 'multi-level marketing' business. The Secretary of the Ministry of Commerce responded that already the law for 'multi-level marketing' business had been enacted.
11. Dr Ashaduzzaman, Deputy Secretary, Cabinet Division, stressed the need for formulating a guideline for the stakeholder organizations/institutions under the Ministry.
12. Mr. Hasan Khaled, from PKSf, said that he was unable to understand what role the PKSf could play in the private sector as regards implementation of the NIS. The Cabinet Secretary responded that there are many NGOs who are involved in business as well. The PKSf is expected to deal with or monitor these NGOs.
13. Mr. M. Ghulam Murtaza, Senior Adviser, Metropolitan Chamber of Commerce and Industry (MCCI), said that after the sad incidents in Tazrin Garments and Rana Plaza Collapse in Saver, now the issue of safety in workplace is being raised in every discussion on garments industry. However, in the NIS we are not finding anything specific regarding regulation of garments industries and specially safety in workplace.
14. Nesar Ahmed, Director, WTO Cell. Ministry of Commerce said that the Commerce Ministry has different kinds of relationship with private sectors for quite a long time. The NIS has just highlighted those issues more specifically. Thus, it has created more scope to strengthen the relationship.
15. Mr. M. Musharraf Hossain Bhuiyan, Cabinet Secretary, then made a short speech when he responded to some of the queries and questions made by the participants. He narrated the background of the NIS very briefly when he said that the initial work on the NIS started during the last Caretaker Government in 2008. The initial document was prepared after a long consultation with different state and non-state actors including the industrial and commercial organizations and associations. After the present government came into power, the work on the formulation of the document was continued. Ultimately, the draft National Integrity Strategy (NIS) was prepared and submitted to Cabinet Division (CD) in August 2009. The draft NIS was published in the website of the Cabinet Division for public opinion in early 2010. The NIS was then modified and revised at



different times in 2010, 2011, and 2012 based on consultations with different actors including the private sector. The Cabinet finally approved NIS on 18 October 2012.

16. The Cabinet Secretary said the NIS is a political document. So, the government is expected to play the key role to implement this. However, this document has mentioned the role of all state and non-state stakeholders to work for its implementation. And thus if all the concerned stakeholders do not come forward, it would not be possible for the government alone to implement this.
17. The Cabinet Secretary mentioned that there is no relationship of this document with the upcoming election. The work on this document started long ago in 2007 under a project funded by the ADB. Bangladesh is signatory to the UNCAC (The United Nations Convention Against Corruption). The UNCAC urges the government to take preventive measures against corruption and to create an enabling environment for ensuring integrity in conducting public affairs and managing public property. This document has outlined a coordinated strategy on prevention of corruption and promotion of integrity. Now the JICA has come forward to help implement the NIS. It involves a long time work plan. Any future government has to take lead to implement this.
18. The Cabinet Secretary said that NIS is just a guideline. All concerned Ministries/ Divisions and other stakeholders will have to work according to their own plans. He said that the NIS is a living document. It has been made after many consultations for several years. It has been modified and amended several times before being finally approved. Likewise, it will be modified in future as well, if necessary.

He said that the people of private sector are involved in every stage of the implementation of the NIS. The 'National Integrity Advisory Council' is constituted for implementation of this Strategy. This Council includes members from private-sector industries and commercial organizations. The Government can undertake some activities in partnership with the chamber bodies for implementation of NIS. If the chambers take such initiative, the Cabinet Division and the Commerce Ministry will, of course, respond to such initiative.

He said we have to understand that there is a lot of work to do for implementation of the NIS. The aim of the NIS is not only to fight corruption. The NIS has far wider and broader objective. It is to promote the culture of ethics and morality among the people in every sector. He said that the issue of workplace safety in the manufacturing sector, specifically in the garments sector, has been unattended to in the NIS document. There is a lot to do in this regard. He said, the NIS is not a donor-driven document. It is a home- grown document. We have formulated it, and now JICA has come forward to assist us in implementing this. Now we all have to take our respective role to implement this. Finally he thanked all participants of the Seminar.

19. In his concluding remarks, Mr Mahbub Ahmed, Secretary, Ministry of Commerce, said after the independence of the country, we heard rude comments about our future. Bangladesh was branded as a 'bottomless basket'. But today Bangladesh has reached a stage of development and progress, when it has emerged as an example for many developing countries. This development has been possible by the contribution of different sectors including the private sector. Now for more development we have to ensure good governance, and for establishing good governance, we need to establish integrity as well. Finally he thanked everyone for their participation and for making the Seminar a success.

### The Seminar on the Role of Private Sector in the Implementation of the NIS List of Participants

Date: 8 September 2013

Venue: Power Development Board Auditorium

| Sl. No. | Name                              | Designation                        | Agency                           | Cell Number & e-mail address               |
|---------|-----------------------------------|------------------------------------|----------------------------------|--|
| 1.      | Martuza Ahmed                     | Additional Secretary               | Ministry of Commerce             |  |
| 2.      | S.M.Shawkat Ali                   | Additional Secretary               | Ministry of Commerce             | 01713-004828                               |
| 3.      | Amitav Chakraborty                | Additional Secretary & DG WTO Cell | Ministry of Commerce             | 01755-555589                               |
| 4.      | Nesar Ahmed                       | Director WTO Cell                  | Ministry of Commerce             | 01758-638749<br>Ahmed.nesar@gmail.com      |
| 5.      | Nitai Sadan Das                   | Deputy Secretary                   | Ministry of Commerce             | 01731-826482                               |
| 6.      | Morsheda Akter                    | Senior Assistant Secretary         | Ministry of Commerce             | 01712-199236                               |
| 7.      | Najneen Pervin                    | Senior Assistant Secretary         | Ministry of Commerce             | 01712-285282                               |
| 8.      | Lailatun Ferdous                  | Assistant Director                 | Ministry of Commerce             | 01765-585405                               |
| 9.      | Md. Ruhul Amin                    | Deputy Chief                       | Ministry of Commerce             | 01712-121120                               |
| 10.     | Azizul Hoque                      | Senior Assistant Secretary         | Ministry of Commerce             | azizulhoque@yahoo.com                      |
| 11.     | Md.Shaidul Alam Khan              | Assistant Secretary                | Ministry of Commerce             | 01171-095533                               |
| 12.     | Nazmul Hoque                      | Assistant Secretary                | Ministry of Commerce             | nhoque67@gmail.com                         |
| 13.     | Shamima Akhter                    | Research Officer                   | Ministry of Commerce             | 9540636<br>Shamima_ru@yahoo.com            |
| 14.     | Dr.Abu Shaheen<br>Md.Asaduzzaman  | Deputy Secretary                   | Cabinet Division                 |  |
| 15.     | Shabiha Pervin                    | Deputy Secretary                   | Cabinet Division                 | 01712-076076<br>Shabiha.pervin@gmail.com   |
| 16.     | Tahmina Yeasmin                   | Senior Assistant Secretary         | Cabinet Division                 | 01712-085962                               |
| 17.     | Dabottom Sanyal                   | Assistant Chief                    | Cabinet Division                 | 01717-718716                               |
| 18.     | Salauddin Sarker                  | Programmer                         | Cabinet Division                 |  |
| 19.     | Major General Md.Abdus Salam Khan | Chairman                           | Bangladesh Tea Board             |  |
| 20.     | Abul Hossain Miah                 | Director General                   | DNCRP                            | 01713-436360                               |
| 21.     | Abu Sayeed Mohammad Hashim        | Joint Secretary                    | TCB                              | 01738-984570                               |
| 22.     | Shamsul Alam                      | Controller                         | CCI&E                            | 01716-932516                               |
| 23.     | Professor Md. Helaluddin Nizami   | Commissioner                       | BSEC                             | 01715-741738<br>nizamimhu@yahoo.com        |
| 24.     | Gopal ChandraDas                  | DGM                                | Bangladesh Bank                  | 01711-486226                               |
| 25.     | Ranjit Kumar Sarker               | Assistant Director                 | MRA                              | Sarkar200@yahoo.com                        |
| 26.     | Sutapa Chowdhury                  | Deputy Director                    | Microcredit Regulatory Authority | 01716-292303                               |
| 27.     | Golam Touhid                      | DMD (OPR)                          | PKSF                             | 01711-839442                               |
| 28.     | Md.Hasan Khaled                   | GM(OPR)                            | PKSF                             | 01711-839445                               |
| 29.     | Enamul Haque Khan                 | Deputy Secretary                   | Bangladesh Insurance Association | 01939-066398                               |
| 30.     | Bashir Haider                     | Secretary                          | DCCI                             | 01715-028130<br>secretary@dhakachamber.com |
| 31.     | M.Ghulam Murtaza                  | Senior Advisor                     | MCCI                             | 01932-923515<br>Gmurtaza3000@gmail.com     |
| 32.     | Zainul Hasan Chowdhury            | Assistant Secretary                | BTMA                             | 01711-315317<br>zainulhasantitu@yahoo.com  |
| 33.     | K.M.H.Shahidul Haque              | President                          | BIAA                             | 01711-527434                               |
| 34.     | Atsushi TOKURA                    | Team Leader                        | JICA Mission                     |  |

| Sl. No. | Name                     | Designation                                       | Agency       | Cell Number & e-mail address |
|---------|--------------------------|---|--------------|------------------------------|
| 35.     | Kenzo IKEDA              | Institutional Analysis/<br>Governance Improvement | JICA Mission |                              |
| 36.     | Tomonori WAKISAKA        | Public Finance Management                         | JICA Mission |                              |
| 37.     | Ali Imam Majumder        | Senior National .Consultant                       | JICA Mission |                              |
| 38.     | Dr.Md.Lutfur Rahman      | National .Consultant                              | JICA Mission |                              |
| 39.     | Dr. Zahidul Islam Biswas | National .Consultant                              | JICA Mission |                              |
| 40.     | Md.Nazimuddin Bashir     | Manager   | JICA Mission |                              |

## **Annex 13 Report of the Field Administration-Level Stakeholder Meeting**

### **Report of the Field Administration-Level Stakeholder Meeting at Tangail District**

Date: 7 July 2013

Venue: Conference Room, Office of the Deputy Commissioner, Tangail District

1. With a view to creating public awareness and exchange of views on National Integrity Strategy (NIS) a general meeting was organized on 7 June 2013 in the Conference Room of the Deputy Commissioner, Tangail, jointly by the Cabinet Division, Tangail District Administration and Japan International Development Agency (JICA). The meeting was presided over by Mr. Md. Anisur Rahman Mia, Deputy Commissioner, Tangail. More than eighty persons participated in the meeting. The participants included District and Upazila level Government officials of different Departments, local government representatives, NGO representatives, local elites, social workers, school and college teachers, and media personnel. The list of participants is attached as Appendix 13-1.
2. The Chairperson welcomed all present in the meeting. He said that the formulation of NIS is a timely and well- appreciated endeavour by the government. This Strategy had been formulated to prevent corruption and promote integrity in all state and non-state organizations, and in the civil society. He emphasized that the integrity, honesty and dedication to responsibility should start from individuals and from the family. If this is done, the society and the country will be free from corruption and integrity will be established in all spheres of life.
3. The Chairperson then requested Mr. Ali Imam Majumder, the Senior National Consultant of the JICA Mission for National Integrity Strategy, to briefly describe the objectives of the Mission. Mr. Majumder, in his brief statement, outlined the background and objectives of formulation of the National Integrity Strategy, as well as the objectives of the JICA Mission. He said that the Strategy was approved by the Cabinet in its meeting held on 18 October 2012. Some action plans to be implemented by the Ministries/ Divisions and stakeholder organizations, educational institutions, political parties, families and society, were included in the NIS document. The purpose the JICA Mission is to assess the status of implementation of the action plans, identify challenges faced in the implementation of the Strategy and suggest measures to face and overcome those challenges and further necessary steps to be taken for preventing corruption from and promote integrity in all spheres of life.
4. Ms. Ritsuko Hagiwara, JICA representative, in her brief statement said that JICA is very much interested in the effective and early implementation of the National Integrity Strategy and will provide all necessary supports for its implementation. She expressed her satisfaction for JICA being a partner in such a noble initiative towards achieving the goal of establishing good governance and integrity in Bangladesh.
5. Dr. Abu Shahin M. Ashaduzzaman, Deputy Secretary, Cabinet Division, made a presentation on the National Integrity Strategy, and its salient features as well as the importance of formulation of the NIS. He mentioned that the NIS had identified 10 State-led and 6 non-state institutions to be responsible for its implementation. Challenges faced by these institutions had been identified and recommendations had been made for overcoming those challenges. He informed the audience that

the NIS had made 103 recommendations and 113 time-bound actions plans for implementation by Ministries/ Divisions and other stakeholder organizations to establish good governance and promote integrity. The action plans had been classified into short term (1 year), medium term (3 years) and long term (5 years) action plans.

6. While discussing the implementation modalities of the NIS, Dr. Asad informed that a 49- member 'National Integrity Advisory Council (NIAC)' headed by the Honourable Prime Minister and a 17- member Executive Committee headed by the Finance Minister had been constituted to provide guidance for and monitor implementation of the NIS. The National Integrity Implementation Unit (NIIU) had also been set up in the Cabinet Division headed by the Additional Secretary of Administrative Reforms and Implementation Wing under the supervision of the Cabinet Secretary. He further informed that according to the terms of reference of the Ethics Committee, each Ministry/Division and other stakeholder organizations needed to formulate and implement their individual action-plans for promoting integrity and good governance in their respective organizations. Based on the recommendations as envisaged in the NIS, he proposed some initiatives to be undertaken by Government organizations for improving the state of integrity and promote good governance in the respective organizations.
7. After the presentation of Dr. Asad, open discussion took place. The following observations emerged from the discussions:
  - (a) There has been erosion of integrity in all spheres of life. If the integrity and honesty are practiced in all sectors of national life, NIS will be implemented, and thus a happy and prosperous nation for future generation will be built.
  - (b) Corruption has entered into every sphere of life. The formulation of NIS is a timely initiative undertaken by the Government. If the provisions of this Strategy are implemented through the concerted efforts of all, the country will prosper.
  - (c) Change of mentality and behavioural attitude is essential for establishing good governance and promoting integrity in the country.
  - (d) There is lack of transparency and accountability in the local government activities. Due to widespread malpractice and lack of monitoring at field level, the development projects are not properly implemented. This happens mainly due to the lack of coordination among the local government representatives, particularly between the Member of Parliament (MP) and the Chairman of the Upazila Parishad. The MP, in most cases, does not even keep the Chairman informed of the development activities undertaken by him. The effective implementation of the NIS will help eradicate malpractices at the field level.
  - (e) There are certain rural infrastructure development programmes such as Test Relief, money is allocated at the end of June, the last month of the financial year. The Project Committee is instructed to complete the work by end of June and submit the bills for work by June. This unusual late allocation of fund is the cause of tremendous malpractice in this sector.
  - (f) In many instances, rules, regulations and laws are violated at the top level. If there is zero-level of corruption and integrity established at the top level, corruption will be eliminated from and integrity established at all levels of the state and society.
  - (g) In Malaysia, every year 10,000 most brilliant students of the country is selected, trained and educated abroad in different disciplines. They are brought back home after certain years, and given responsibility of various sectors. Such a massive program was undertaken by Dr. Mahathir Mohammad, the former Prime Minister of Malaysia. This is perhaps the result of this programmes for which Malaysia has today emerged as one of the strong economies in the world. If such a program is replicated in Bangladesh for at least 15 years, the country will reap the benefits like Malaysia.
  - (h) Those who frame and implement rules and regulations should take the lead to practice integrity and honesty in their activities and manners.
  - (i) There should be a system of providing incentives and awards for good work and inflicting

- punishment for bad work.
- (j) Officials of public administration and public representatives will have to be intimately involved in the process of implementation of National Integrity Strategy.
  - (k) Promotion of officials and staff should be based on qualification, experience, capability, competence and record of good work.
  - (l) Lessons on integrity should be included in the curriculum at the primary and secondary levels of education.
  - (m) Compensation package for the employees should be fixed in conformity with the basic needs and market trends.
  - (n) If integrity is established at the individual level, integrity will be established at the organizational level and consequently at the national level.
  - (o) In order to eradicate corruption from the country, it is indispensable to strengthen the Anti-corruption Commission.
8. Mr. Ali Imam Majumder, Senior National Consultant, JICA Mission for National Integrity Strategy, in his brief comments, said that the objectives of the Strategy would not be achieved if the stakeholders at the bottom level of the society are not involved in the process of its implementation. This meeting has proved successful in disseminating the message of National Integrity Strategy to the grass-root level which would pave the way for the participation of the stakeholders at the rural level in the implementation process of NIS. He stressed that the Upazila Parishad should be allowed to play its due role in the process of preparation and implementation of development projects in its jurisdiction. He also said that the private banks should be brought under the jurisdiction of the NIS, and if the private banks do not give agriculture loans, which they are supposed to give, action should be taken against them. Mr Majumader also said that the Anti Corruption Commission has been given adequate power through law, but the Commission can not utilize its power in taking action against corruption.
9. In his concluding speech the Chairperson of the meeting emphasized the need for providing adequate compensation package to the employees in consonance with the market trends of essential commodities. He gave an example that the Chairmen and members of the Union Parishad get little amount as honorarium. How could we expect good services from them? In this connection he mentioned that the employees of the neighbouring country draw salary and allowances three times of that drawn by the employees of Bangladesh. This would reduce corruption and promote integrity among the employees of the state. Finally he expressed optimism that through concerted efforts of all concerned it would be possible to implement the action plans as envisaged in the NIS document, and thus eradicate corruption from and establish integrity in all spheres of society.

**Field Administration-Level Stakeholder Meeting at Tangail District  
List of Participants**

Date: 7 July 2013

Venue: Conference Room, Office of the Deputy Commissioner, Tangail District

| SI No | Name                         | Designation                                   | Ministry/Division/Agency                | Cell Number  |
|-------|------------------------------|---|---|--------------|
| 1.    | Dr.Abu Shahin M. Asaduzzaman | Deputy Secretary                              | Cabinet Division                        | 01720572856  |
| 2.    | Nafisa Akhter                | Assistant Commissioner & Executive Magistrate |   | 01710-772797 |
| 3.    | Pulak Kanti Chakraborty      | Assistant Commissioner & Executive Magistrate |   | 01749013696  |
| 4.    | Muntasir Jahan               | Assistant Commissioner & Executive Magistrate |   | 01818-110966 |
| 5.    | Md.Kaiser Khosru             | Assistant Commissioner & Executive Magistrate |   | 01719-006050 |
| 6.    | Md.Abdur Razzak              | Deputy Director                               | Youth Development Department            | 01197-010455 |
| 7.    | Mujibur Rahaman              | Deputy Director                               | SSS, Tangail                            | 01730-011111 |
| 8.    | Md.Zillur Rahman             | Deputy Director                               | Environmental Department                | 01819-141618 |
| 9.    | Md. Habibur Rahman           | Deputy Director                               | National Security Intelligence          | 01817-049636 |
| 10.   | Md.Lutful Kibria             | Deputy Director                               | Family Planning, Tangail                | 01712-725885 |
| 11.   | Abu Taleb Miah               | Deputy Director                               | BRDB                                    | 01719-154717 |
| 12.   | Nikhil Chandra Majumder      | Deputy Director                               | DSS                                     | 01712-807203 |
| 13.   | Mallika Khatun               | Upazila Nirbahi Officer                       | Tangail Sadar                           | 01711957259  |
| 14.   | Shaheen Ara Begum            | Upazila Nirbahi Officer                       | Basail                                  | 01816-364380 |
| 15.   | Md.Saidul Islam              | Upazila Nirbahi Officer                       | Dhanbari                                | 01711-012434 |
| 16.   | Nafisa Arefeen               | Upazila Nirbahi Officer                       | Nagarpur                                | 01717-618984 |
| 17.   | Md.Rafiqul Islam             | Upazila Nirbahi Officer                       | Kalihati                                | 01716-364952 |
| 18.   | Md.Kamal Hossain             | Upazila Nirbahi Officer                       | Ghatail                                 | 01717-248118 |
| 19.   | Md. Helaluzzaman Sarker      | Upazila Nirbahi Officer                       | Bhuapur                                 | 01727-275057 |
| 20.   | Md.Habibullah                | Upazila Nirbahi Officer                       | Modhupur                                | 01740-602000 |
| 21.   | Abu Kaiser Khan              | Upazila Nirbahi Officer                       | Delduar                                 | 01717-167545 |
| 22.   | Nasrin Sultana               | Upazila Nirbahi Officer                       | Mirjapur Tangail                        | 01818-245355 |
| 23.   | Md.Amaruzzaman               | Additional Police Super                       | Tangail                                 | 01713373449  |
| 24.   | Dr. Gazi Saifuzzaman         | Chief Executive Officer                       | Tangail District Council                | 01713-064396 |
| 25.   | Md.Mehraj Hossain            | Assistant Engineer                            | Public Health Engineering, Tangail      | 01195-393237 |
| 26.   | Md. Anisul Huq Khan          | AGM, Agrani Bank Ltd.                         | Zonal Office, Tangail                   | 01720365814  |
| 27.   | Chandi Das Nag               | Executive Officer                             | Janata Bank Ltd., Area Officer, Tangail | 01729-608057 |
| 28.   | Md.Sadat Hossain             | Officer                                       | Rupali Bank Ltd, Tangail                | 01712-531605 |
| 29.   | Md.Sawkat Ali                | Executive Engineer                            | Roads & Highway, Tangail                | 01711379165  |
| 30.   | Bijoy Kumar Mondal           | Executive Engineer                            | Public Works Department                 | 01712-502014 |
| 31.   | Nilufar Yasmin               | District Co-ordinator                         | National Women Association, Tangail     | 01552-418673 |
| 32.   | Pankaj Saker Pinu            | Publication Officer                           | Bridge, Tangail                         | 01715-404711 |
| 33.   | Md.Motiul Islam              | Zonal Settlement Officer                      |   | 01191-459555 |
| 34.   | Nazmul Huda                  | General Secretary                             | District Shilpakala Academy, Tangail    | 01191-300411 |



| Sl No | Name                     | Designation                         | Ministry/Division/Agency                   | Cell Number  |
|-------|--------------------------|-------------------------------------|--|--------------|
| 35.   | Saidur Rahman Bhuiyan    | District child Affairs Officer      |  | 01913-516767 |
| 36.   | Md.Helaluddin            | District Fisheries Officer          | Tangail                                    | 01712-701140 |
| 37.   | Md.Mizanur Rahman        | Regional Statistical Officer        | Tangail                                    | 01911-936302 |
| 38.   | Tirthajeet Roy           | Senior Assistant Engineer           | LGED, Tangail                              | 01740-588728 |
| 39.   | Dr.Md.Kamrul Islam       | Medical Officer                     | Civil Surgeon Office, Tangail              | 01716-385916 |
| 40.   | Selima Khanam            | DWAO                                | Tangail                                    | 01915-664737 |
| 41.   | A.Latif Siddiqui         |                                     | PDBSQD-D                                   | 01716-632511 |
| 42.   | Syed Ahmed               | Assistant Director                  | Anti Corruption Bureau ,Tangail            | 01817052990  |
| 43.   | Abdus Samad              | Upazila Chairman                    |  | 01712934630  |
| 44.   | Md. Bayazid Hossain      | Research Officer                    | District Education Office Tangail          | 01718761900  |
| 45.   | Md. Anwar Hossain        | Senior Officer Pubali Bank Ltd.     | Tangail Principal Office                   | 01718735783  |
| 46.   | Kazi Golam Ahad          | District Senior Information Officer | Tangail                                    | 01717158308  |
| 47.   | Niranjon Kumar Roy       | ADPEO                               | District Primary Education office, Tangail | 01711062780  |
| 48.   | Md. Jahangir Alom        | Deputy Registrar                    | District Co-operative Office Tangail       | 01716606105  |
| 49.   | Shamol Chandra Karmaker  | Assistant Forest Conservator        | Forest Division, Tangail                   | 01550603408  |
| 50.   | Dr.Md.Rafiqul islam Miah | Residence Surgeon                   | Tangail Sadar Hospital                     | 01720077829  |
| 51.   | Md.Jainul Abedin         | DF, LGSPL                           | Local Government, Tangail                  | 01716-291277 |
| 52.   | Md.Rakibuzzaman          | Assistant Director                  | Narcotics Control, Tangail                 | 017126-49820 |
| 53.   | Dr.Md.Afazuddin Miah     | ADLO, Tangail                       | DLS, Tangail                               | 01718-744317 |
| 54.   | Kamrul Ahmed             | BURD, Bangladesh                    | Tangail                                    | 01733-220975 |
| 55.   | Munshi Mizanur Rahman    | Deputy Manager                      | Titas Gas                                  | 01732-446604 |
| 56.   | Md. Yeakub Miah          | Assistant Director                  | District SAVING Office                     | 01918-504409 |
| 57.   | Md. Abdur Rashid         | GP                                  | Tangail                                    | 01716-000845 |
| 58.   | Kh.Asfaquzzaman          |                                     |  |              |
| 59.   | Md. Nasiruddin Sarder    |                                     |  | 01717-101090 |
| 60.   | Sharmin Akhter           | RDC                                 | Tangail                                    | 01821-397928 |
| 61.   | Sudhir Kumar Saha        | Assistant Director (Engineering)    | BRTA                                       | 01717-783178 |
| 62.   | Mustaq Ahmed             | Field Officer                       | Islamic Foundation                         | 01710-173828 |
| 63.   | Md. Muner Hossain Khan   | Representative                      | BRAC, Tangail                              | 01714594822  |
| 64.   | J.Saha Joy               | Dist. Crop,                         | BTV  | 01712-695446 |
| 65.   | Shamsadul Akhter Shamim  | Editor                              | Tangail Press Club                         | 01191-436293 |
| 66.   | Ratan Siddique           | Journalist                          | Dainik Lokkotha                            | 01731018616  |
| 67.   | Rahima Khatun            | Associate Professor                 | Govt. M.M.Ali College                      | 01721-649597 |
| 68.   | Md.Mominul Islam Bhuiyan | Assistant professor                 | Govt, Sadat College                        | 01712-529935 |
| 69.   | Md.Raju Ahmed            | Assistant Teacher (Boys)            |  | 01712-727870 |
| 70.   | Abul Baset Miah          |                                     | Zilla Sadar High School                    | 01726-619222 |
| 71.   | Md. Rezwan               | Head Master                         | B.B. Government School & Collage           | 01718194144  |
| 72.   | Md. Naushad Ali Mia      | Assistant Head Master               | B.B. Government School & Collage           | 01718761561  |
| 73.   | Mir Enayet Hossain Montu | Chairman                            | Mirzapur                                   | 01712588210  |



| SI No | Name                        | Designation                           | Ministry/Division/Agency            | Cell Number  |
|-------|-----------------------------|---------------------------------------|-------------------------------------|--------------|
| 74.   | Md. Samsul Huque Talukder   | Chairman                              | Bhuapur Upazila Council             | 01711905762  |
| 75.   | Khandokar Abdul Gafur Montu | Chairman                              | Modhupur Upazila Council            | 01712512966  |
| 76.   | Muhammad Ali Kislu          | Chairman                              | Dhonbari Upazila Council            | 01710878586  |
| 77.   | Nazrul Islam                | Chairman                              | Ghatail                             | 0172636425   |
| 78.   | Sawkat Sikder               | Chairman                              | Upazila Council, Shokhipur, Tangail | 01819-445446 |
| 79.   | Md. Abdur Rashid Labu       | Chairman                              | Tangail Sadar                       | 01818417676  |
| 80.   | Matiur Rahman Mia           | Chairman                              | Upazila Council, Delduar, Tangail   | 01819806819  |
| 81.   | Kazi Olid Islam             | Chairman                              | Basail                              |              |
| 82.   | Yojiro Fujiwata             | JICA Expert, ZPS-TQM                  | JICA                                | 01946601149  |
| 83.   | Ritsuko Hagiwara            | Representative                        | JICA                                |              |
| 84.   | Zulfiker Ali                | Senior Program Manager                | JICA                                | 01713043168  |
| 85.   | Md.Raisuddin                | Liaison Officer                       | JICA                                | 01718-580587 |
| 86.   | Tomonori Wakisaka           | JICA Mission                          | JICA                                | 01781 257802 |
| 87.   | Ali Imam Majumder           | Sr. National Consultant/ Team Advisor | NIS Mission                         | 0172666741   |
| 88.   | Dr.Md.Lutfur Rahman         | National Consultant                   | NIS Mission                         | 01715239217  |
| 89.   | Dr.Zahidul Islam Biswas     | National Consultant                   | NIS Mission                         | 01745145788  |
| 90.   | Md.Nazimuddin Bashir        | Office Manager                        | NIS Mission                         | 01556-323666 |

## **Annex 14 Draft Road Map for NIS Implementation**

| Programme   | Objective                                   | To start implementation in 2014   | To start implementation between 2015 and 2016   | To start implementation after 2017   |
|-------------|---|---|---|--|
| Transparent | Strengthening public information disclosure | <p><i>M/o Information:</i><br/>Strengthening of Information Commission</p> <p><i>M/o Information:</i><br/>Enforcement of 'Right to Information Act'</p> |   |  |
|             | Prompting asset disclosure                  | <p><i>M/o Public Administration:</i><br/>Regular submission of income and asset statements to specified authorities</p>                                 | <p><i>Law and Justice Division:</i><br/>Submission of asset statements by the judicial officers and employees to the specified authorities annually, in accordance with relevant rules</p>  | <p><i>Speaker:</i><br/>Provision for public access to information on assets owned by MPs</p>               |
|             | Promoting transparency through ICT          | <p><i>M/o ICT:</i><br/>Establishment of information and communication technology (ICT) for introduction of e-governance</p>                             | <p><i>Parliament Secretariat:</i><br/>Use of ICT in Parliament and Parliamentary processes</p>  |  |
|             | Transparent NGO                             | <p><i>NGO Affairs Bureau:</i><br/>Promotion of enhanced transparency in NGO functioning</p>   | <p><i>NGO Affairs Bureau:</i><br/>Introduction of a standard accounting and monitoring system of the NGOs</p> <p><i>NGO Affairs Bureau:</i><br/>Promulgation of necessary law/rules/policy for transparent appointments in the NGOs</p> |  |
|             | Other                                       |   |   | <p><i>Political parties:</i><br/>Ensuring transparency in nomination of candidates and fund management</p> |

| Programme   | Objective  | To start implementation in 2014  | To start implementation between 2015 and 2016   | To start implementation after 2017   |
|---|--|--|---|--|
| Horizontal Accountability<br>(Separation of the Powers) | Strengthening check & balance functions in public administration | <p><i>Legislative and Parliamentary Affairs Division:</i><br/>Enactment of Whistle Blowers' (Protection) Act</p> <p><i>Office of the C&amp;AG and Public Accounts Committee:</i><br/>Undertake a crash programme to cover backlog of audits</p> <p><i>Office of the C&amp;AG and Finance Division:</i><br/>Measures seeking compliance of the audit observations in time by the audited organisations through implementing sanctions</p> <p><i>Office of the C&amp;AG:</i><br/>Formulation of Work Plan for 'Social Performance Audit' to ensure 'value for money'</p> | <p><i>Office of the C&amp;AG:</i><br/>Gradual separation of Audit and Accounts functions</p> <p><i>Office of the C&amp;AG:</i><br/>Introduction of 'technical auditing' and 'performance auditing' by the Office of the C&amp;AG in line with international best practices</p> <p><i>Office of the C&amp;AG:</i><br/>Undertake legislative measures to make the Office of the C&amp;AG financially, administratively and technically more autonomous</p>  |  |
|   | Proper functioning legislative                                   | <p><i>Speaker, Leader of the House:</i><br/>In pursuance of the Constitutional provisions and the Rules of Procedure of Parliament, formation of Parliamentary Committees in consultation with the opposition parties</p>  | <p><i>Speaker:</i><br/>During the Question-answer sessions, allocation of reasonable time for all MPs including the MPs of the opposition in accordance with the Rules of Procedure of the Parliament</p> <p><i>Public Accounts Committee:</i><br/>In accordance with Constitutional provisions and the Rules of Procedure of Parliament, holding of regular meetings of the 'Public Accounts Committee'</p> <p><i>Speaker, Leader of the House:</i><br/>Taking steps to ensure regular participation of the MPs of the opposition in the parliamentary sessions</p> <p><i>Chair of the Standing Committee:</i><br/>Holding of regular meetings of 'Parliamentary Standing Committees'</p> <p><i>Parliament Secretariat:</i><br/>Providing support to Standing Committees in terms of office space, logistics and trained personnel</p> <p><i>Parliament Secretariat:</i><br/>Enhancing effectiveness of the Petition Committee of the Parliament</p> <p><i>Parliament Secretariat:</i><br/>Capacity enhancement of MPs and Parliament Secretariat in legislative, oversight and budget-related functions</p> |  |
|   |  | <p><i>Political parties, EC:</i><br/>Revision of Party Constitutions in line with the "Representation of People Order (RPO)" wherever required</p>   | <p><i>Political parties:</i><br/>Formulation of 'Code of Conduct' of the political parties and its adherence/partispirations</p> <p><i>Political parties:</i><br/>Enhancement of consultations of political parties with trade unions, professional bodies, etc.</p>  |  |
| Strengthening the Judiciary                             |  | <p><i>Law and Justice Division:</i><br/>Formulation of Rules/Guidelines for making the Supreme Judicial Council operational</p> <p><i>Law and Justice Division:</i><br/>Strengthening Registrar's Office</p> <p><i>Judicial Administration Training Institute, Law and Justice Division:</i><br/>Organisation of training programmes for capacity development of the judicial officers and strengthening 'Judicial Administration Training Institute'</p> <p><i>AG's Office, Law and Justice Division:</i><br/>Enhancing legal aid to the poor people</p>              | <p><i>Law and Justice Division:</i><br/>Formulation of Act/ Rules/Guidelines for appointment of Judges in the Supreme Court</p> <p><i>Law and Justice Division:</i><br/>Strengthening and expansion of Alternative Dispute Resolution (ADR) system</p> <p><i>Law and Justice Division:</i><br/>Formulation of clear definition of 'contempt of court'</p> <p><i>Legislative and Parliamentary Affairs Division:</i><br/>Promulgation of Attorney Services Act</p> <p><i>AG's Office:</i><br/>Reorganisation of the Attorney-General's Office by creating specialised units like civil, criminal and writ units</p> <p><i>AG's Office, Law and Justice Division:</i><br/>Capacity development of law officers</p> <p><i>Law and Justice Division:</i><br/>Making non-permanent appointments of the Attorney-General, Additional, Deputy and Assistant Attorneys-General on tenure basis (say, five years)</p>  | <p><i>Law and Justice Division, Judicial Service Commission:</i><br/>Appointment of judicial officers on the basis of actual need</p> <p><i>Law and Justice Division:</i><br/>Fixation of time limit for disposal of civil suits</p> |
|   |  | <p><i>LG bodies:</i><br/>Citizens' activism demanding transparency and accountability of the LGs, their representatives and officials</p> <p><i>Local Government Division:</i><br/>Capacity Development of the elected representatives, officers and employees of LGs</p> <p><i>Local Government Division:</i><br/>Clarification of role and jurisdictions of the MPs and Government officials in the LGs (specially Upazila Parishad)</p>   | <p><i>Local Government Division:</i><br/>Specification of scope of work of Zila Parishad (ZP) and identification of ZP as the 'focal point' of LGs</p>  | <p><i>Local Government Division:</i><br/>Introduction of 'Local Government Service'</p>  |

| Programme               | Objective                      | To start implementation in 2014   | To start implementation between 2015 and 2016  | To start implementation after 2017   |
|-------------------------|--------------------------------|---|--|--|
| Vertical Accountability | Responsive to citizens' voices | <p><i>Cabinet Division:</i><br/>Introduction of Complaint Management</p> <p><i>Parliament Secretariat:</i><br/>Appointment of Ombudsman and recruitment of necessary employees</p> <p><i>NGO Affairs Bureau:</i><br/>Creation of increased scope for interactions among Government and the civil society in Government's policies and other important actions</p>   | <p><i>Parliament Secretariat:</i><br/>Setting up of the Office of Ombudsman and allocation of necessary resources and logistics</p> <p><i>Parliament Secretariat:</i><br/>Framing of Rules, and procedures for the Office of Ombudsman</p>   | <p><i>The Ombudsman:</i><br/>Review of the Ombudsman Act</p> <p><i>Parliament Secretariat:</i><br/>Formulation of Conduct Rules for the MPs to ensure their accountability to the citizens</p> <p><i>NGO Affairs Bureau:</i><br/>Avoidance of duplication and overlap in the interventions of the Government and NGOs</p> <p><i>NGO Affairs Bureau:</i><br/>Development of internal control system in the NGOs</p> |
|                         | Fair election                  | <p><i>Election Commission:</i><br/>Setting up of effective server stations and database recovery centres in all districts and Upazilas and at regional levels, and opening of an election resource centre in Dhaka</p> <p><i>Election Commission:</i><br/>Capacity development of election officials</p> <p><i>Election Commission:</i><br/>Implementation of programmes for raising awareness of the voters and candidates</p> | <p><i>Election Commission:</i><br/>Promulgation of Act/ rules/guidelines on the appointment of Commissioners and their entitlements</p> <p><i>Election Commission:</i><br/>Strengthening the Election Commission Training Institute</p> <p><i>Election Commission:</i><br/>Strengthening the organisational structure of EC</p> <p><i>Election Commission:</i><br/>Amendment of the law regarding disposal of election disputes; strengthening of Election Tribunals</p> |  |
|                         | Strengthening media            | <p><i>Press Council:</i><br/>Strengthening of Press Council as the 'watchdog' of the media</p> <p><i>Media organisations:</i><br/>Promotion of integrity in the media</p> <p><i>M/o Home Affairs:</i><br/>Ensuring a safe working environment for the journalists</p>   | <p><i>Media organisations:</i><br/>Implementation of the recommendations of the "Wage Board"</p>   | <p><i>Media organisations:</i><br/>Development of professional skills of the journalists in gathering, processing, disseminating and broadcasting of news and information</p>  |

| Programme | Objective  | To start implementation in 2014  | To start implementation between 2015 and 2016   | To start implementation after 2017 |
|-----------|--|--|---|------------------------------------|
| Power     | Enhancing effectiveness of ACC                         | <p><i>ACC, Cabinet Division:</i><br/>Capacity development of the ACC by reforming the legal structure and providing full independence with respect to investigation and prosecution</p> <p><i>Cabinet Division:</i><br/>Formation of National Integrity Unit and 'Ethics Committees'</p> <p><i>ACC:</i><br/>Implementation of training programmes and other activities for capacity development of Commission and its personnel</p> <p><i>ACC:</i><br/>Improvement of communication between the ACC and other organisations</p> <p><i>Cabinet Division:</i><br/>Establishment of Monitoring Cell for monitoring corruption of people engaged in prevention of corruption</p> <p><i>ACC:</i><br/>Motivate political leaders including the people's representatives to participate in the anti-corruption programmes</p> <p><i>ACC:</i><br/>Taking effective measures against money laundering</p> | <p><i>ACC:</i><br/>Ensuring neutrality and enhancing accountability of the Commission</p>   |                                    |
|           |  | <p><i>M/o Home Affairs:</i><br/>Establishment of separate agency for investigation of criminal cases</p>   |   |                                    |
|           | Strengthening legal enforcement in the business sector | <p><i>M/o Commerce:</i><br/>Setting-up of legal structure for regulation of multi-level marketing business</p> <p><i>M/o Commerce:</i><br/>Proper enforcement of Competition Act</p>   | <p><i>Bangladesh Bank:</i><br/>Strengthening the activities of 'Micro-credit Regulatory Authority'</p> <p><i>M/o Commerce:</i><br/>Strict enforcement of Consumer Rights Act</p> <p><i>M/o Commerce:</i><br/>Strengthening the activities of "Insurance Development and Regulatory Authority (IDRA)"</p> <p><i>Securities and Exchange Commission:</i><br/>Enforcement of sanctions against violators of corporate governance</p> <p><i>Bangladesh Bank, Financial institutions:</i><br/>Strict enforcement of bankruptcy law against loan defaulters</p> |                                    |
|           |  |  |   |                                    |

| Programme | Objective   | To start implementation in 2014  | To start implementation between 2015 and 2016  | To start implementation after 2017  |
|-----------|---|--|--|---|
|           | People are becoming aware what they are supposed to do.     | <p><i>Local Government Division, M/o Education, M/o Primary and Mass Education:</i><br/>Arrangement for exchange of views between parents and educational institutions</p> <p><i>Local Government Division, M/o Education, M/o Primary and Mass Education:</i><br/>Encouraging and supporting the children and youths participating in voluntary, patriotic and welfare activities</p> <p><i>Local Government Institutions:</i><br/>Supporting community-based child and youth care centres on educational and professional development</p> <p><i>ACC:</i><br/>Undertaking initiatives for raising awareness among government organisations, businesses, civil society and media on corruption</p> | <p><i>M/o Education, M/o Primary and Mass Education:</i><br/>Strengthening the programme of religious education in the primary and intermediate level educational institutions</p> <p><i>M/o Education, M/o Primary and Mass Education:</i><br/>Incorporation of curricula on ethics and morality in general education</p> <p><i>M/o Education, M/o Primary and Mass Education:</i><br/>Expansion of the stipend programme for girl students</p> <p><i>M/o Education, M/o Primary and Mass Education:</i><br/>Supervision by the LG representatives in the activities of educational and religion-based institutions</p> | <p><i>Local Government Division, M/o Education, M/o Cultural Affairs:</i><br/>Publicity and propaganda of the achievements of 'role-models'</p> |
|           | Increasing ethics in business community                     |  | <p><i>National Board of Revenue:</i><br/>Motivate business establishments for payment of due taxes regularly</p> <p><i>Chambers and Associations, Business entities:</i><br/>Strengthening of self-control in business</p>   |   |
| Incentive | Well-functioning PSC  | <p><i>Cabinet Division, M/o Public Administration:</i><br/>Increasing autonomy of PSC with regard to financial and administrative matters</p> <p><i>PSC:</i><br/>Provision of need-based training on modern recruitment system for PSC personnel</p>   | <p><i>M/o Public Administration:</i><br/>Formulation of Policy for appointment of PSC Chairman and Members and making appointments on the basis of that policy</p> <p><i>PSC:</i><br/>Introduction of ICT-based examination system</p> <p><i>PSC:</i><br/>Preparation of a Manual for conducting viva-voce examinations and following the Manual</p> <p><i>M/o Public Administration:</i><br/>Development of a clearer criteria for promotion of officers and employees</p> <p><i>M/o Public Administration:</i><br/>Greater emphasis on merit and rationalising the quota system</p>                                    | <p><i>M/o Public Administration:</i><br/>Establishment of second PSC</p>  |
|           | Fair recruitment and promotion for the government officials | <p><i>M/o Public Administration:</i><br/>Introduction of participatory appraisal system</p>  | <p><i>M/o Public Administration:</i><br/>Enactment of Civil Service Act</p> <p><i>M/o Public Administration:</i><br/>Formulation of Career Plan</p>  | <p><i>Finance Division:</i><br/>Better pay and facilities for officers and employees</p>  |

| Programme | Objective   | To start implementation in 2014  | To start implementation between 2015 and 2016   | To start implementation after 2017 |
|-----------|---|--|---|------------------------------------|
| Other     | Strengthening the financial capacity of local governments | <i>Local Government Division:</i><br>Increasing allocation of resources in consideration of socio-economic and geographical realities (population, area, level of development) | <i>Local Government Division:</i><br>Expansion of the tax base of LGs   |                                    |
|           |   | <i>M/o Industry, Bangladesh Standards and Testing Institutions:</i><br>Strict handling of marketing of adulterated food, medicine and goods                                    |   |                                    |
|           |   |  | <i>M/o Land:</i><br>Modernisation of land management and implementation of Land Use Plan  |                                    |
|           |   |  |   | Clustering of Ministries/Divisions |
|           |   | <i>M/o Information:</i><br>Review of public advertisement policy and introduction of transparent and fair criteria   |   |                                    |
|           |   |  | <i>M/o Commerce:</i><br>Reaching at agreement by the business houses, Government and trade unions on payment of fair and performance-based wages and benefits |                                    |