



International Public Service Day 2011

23 June



Prime Minister

Government of the People's Republic of Bangladesh

Message

I am pleased to know that International Public Service Day is being observed in the country as elsewhere in the world on 23 June 2011. On the occasion, I congratulate the public servants of the republic.

Our government is firmly committed to bringing administrative reforms to make the Civil Service more effective and dynamic. A lot of initiatives have been undertaken in this regard and formulation of draft Civil Service act is one of them.

I strongly believe that with the enactment and implementation of the same, Bangladesh Civil Service would get a new threshold to become more pro-people, efficient, transparent and dynamic.

I believe our public servants will keep continuing their efforts to meet the challenges of poverty alleviation, eradication of illiteracy and hunger, and reduction of income disparity to turn the country into a middle income one by the year 2021.

I wish the International Public Service Day 2011 a success.

Joi Bangla, Joi Bangabandhu
May Bangladesh Live Forever

শেখ হাসিনা
Sheikh Hasina



Advisor to the Hon'ble Prime Minister
(Establishment and Administration Affairs)
Government of the People's Republic of Bangladesh

Message

Civil service in the 21st century comprises a wide range of quality services in terms of governance and development. The notion of quality service for good governance bears great significance for countries like Bangladesh. I am happy to learn that the Government of Bangladesh, through the Ministry of Public Administration with support from UNDP, is celebrating the International Public Service Day on 23rd June 2011. It is in continuation of the UN's observance of the day to celebrate the value and virtue of public service to the community since 2003. There is no denying the fact that an efficient public service is the foremost prerequisite for a functional democracy.

In the light of the Vision 2021, the present government is committed to administrative reforms towards building a modern, transparent, accountable and service oriented bureaucracy at all levels of governance. This is a daunting task indeed, for, we have to go a long way towards reforms, reorganization, decentralization and deconcentration initiatives aiming at substantive benefit of the common masses.

It is the people who are the source of all power of the Republic. Hence, the foundation of the future public service will be to achieve people's satisfaction through providing the best quality service and good enough governance. We all have to work in that direction. It is only then, we can realize the dream of Shonar Bangla, as cherished by our Father of the Nation Bangabandhu Sheikh Mujibur Rahman. The Awami League Government under the able leadership of Honourable Prime Minister Sheikh Hasina is firmly committed to that end. With celebration of the International Public Service Day this year, I believe, the public servants of the country will truly be inspired and dedicate themselves to the cause of the people and renew their commitment to ensure the best quality service and good governance.

I wish the celebration of the day a success.

Joy Bangla, Joy Bangabandhu.
May Bangladesh live forever.

H. T. Imam



Cabinet Secretary
Government of the People's Republic of Bangladesh

Message

I am happy that the Ministry of Public Administration is celebrating the International Public Service Day on 23rd June 2011 with the support of UNDP, with a view to acknowledging the aim of United Nations to uphold the value and virtue of providing quality services to the people.

The observance of International Public Service day presents a significant opportunity to explore, discuss and learn about emerging challenges, issues and trends in public governance, innovative practices to address these challenges, and capacity development strategies, approaches and tools. Such reflection allows us to ask how we can learn from these practices, and what tools are available, or how we can develop ourselves to move forward. The government has already undertaken key reform initiatives including e-governance and access to information through setting up of Union Information Service Centers and One Stop Service Centers in Deputy Commissioner's offices.

The event aims at motivating and encouraging public servants to continue their efforts to achieve excellence in their performance, to come up with new initiatives and innovations, to obtain feedback from the citizenry on services rendered, and to prepare the public service and administration for a better future.

On this special day let us reiterate our promise to enhance our sincere efforts to serve the nation efficiently and effectively making it strong enough to face the challenges of 21st century.

With thanks and congratulations to everyone associated with this endeavor, I wish the Ministry of Public Administration and the civil servants a great success.

M Abdul Aziz ndc

Organizational Structure: For Quality Public Service Delivery

Iqbal Mahmood

1.0 Introduction:

Public administration deals with a series of tasks. Some of these tasks are straight forward and easily achieved to, while others are more complex or 'cross-cutting'. These latter issues pose implementation challenges for the 'top-down', hierarchical arrangement of government. Such challenges are not always appreciated by the public, who are accustomed to instant customer- centered services provided by the private sector. The rising expectations of citizens mean that fragmented structures for public service delivery are not acceptable. In response to such public demand new methods and forms of organizations and actions have been developed in order to address this fragmentation problem successfully. And also to allow governments to transcend traditional 'silos' as they tackle persistent and emerging challenges (Perri: 2002)

2.0 Organization: overview and importance:

Organizations are viewed as the primary vehicles by which, systematically, the areas of our lives are rationalized, planned, articulated, made more efficient and managed by experts. Elements of organization are social structure, participants, goals, technology, environment etc.

There are two structural features of organization :

- 1) Organizations oriented to the pursuit of relatively specific goals. They are purposeful in the sense that the activities and interactions of participants are coordinated to achieve specific goals. Goals are specific to the extent that they are explicit, are clearly defined and provide unambiguous criteria for selecting among alternative activities.
- 2) Organizations that exhibit a relatively high degree of formalization. the cooperation among participants is conscious and deliberate, the structure of relations is made explicit and can be deliberately constructed and reconstructed (Galbraith: 1967 and Goodman: 1968, cited in Scott: 1992).

On the other hand, for Colebatch and Larmour (1993), organization is created in response to a need . There was a problem and rational individuals sought an outcome, which gave them the greatest benefit for the less cost. To do this, they contracted with one another to create the organization. Organization can there be understood as a way of delivering predetermined benefits to the people involved. It can be regarded as a means of achieving some collective purposes.

According to Painter (1987), governments are characterized by diversity of functions, organizational differentiations and the devolution of authority to separate jurisdictions. Separate tasks or functions require distinct organizational forms and the more numerous the functions, the greater the degree of structural fragmentation. He also argues that modern government structures are "multi-organizational" networks or 'loosely coupled' organizational systems rather than hierarchies of command and control. Coordination in this context involves the management of differences and the accommodation of diversity. Furthermore, Holmes, D(2001) argues that government comprises a complex structure of department, agencies, non-departmental public bodies, local and regional authorities, devolved administration, and intermediary and private sector organizations that deliver public services.

Policy outcomes are achieved through the operations of organizations. Hence, the organization and its management are very much important for understanding the policy itself. This paper will discuss the different organizational structures and their methods of operations that are being advocated and also are being used so as to facilitate whole of the government approaches to policy problems. Different authors talked about different models of organizations, which embrace aspects like participation, networking, collaborations, hierarchy, markets, clans etc. Here we shall try to focus on the integration of different organizations in achieving better quality of public services.

We may find that restructuring the organizations cannot discover whole of government, which aims at effective delivery of public services. There is no single organizational structure, which will be able to deliver the essence of whole of government. Rather effective public service delivery depends on collaborations of different organizations at all level of government and commitment of personnel having a focus on outcomes.

3.0 Traditional Approach:

Traditionally we find hierarchical structure in government organizations. This is rigid and based on the idea of Max Weber's ideal type of bureaucracy. This sort of organizational structure has many limitations in way of having positive public service delivery. Hjerm and Porter (1981) argue that based on earlier theories, public administration theorists and practitioners have tried to design comprehensive, functionally uniform, and hierarchical organizations. These hierarchical structures create many problems for inter-organizational collaboration. Government service presents a 'silo' model where different government agencies are organized to provide services in their functional jurisdictions. They call it "A Lonely Organization Syndrome" which bring all related functions under one shadow. Political economists seeing the futility of guiding many public sector programs through bureaucracies have offered an alternative to the Lonely Organization Syndrome. They have observed that as in markets, many public services are being provided by numerous and often overlapping governments. Rather than urge consolidation of these government into ever more comprehensive jurisdiction.

4.0 Approach that can contribute in modernizing Government:

U.K. Cabinet Office (2000) notes that since the publication of the "Modernizing Government" White Paper in March 1999, the U.K. Government is committed to reforming and improving the services they offer to the general public. It outlines the objectives of "Modernizing Government" as:

- Delivery of high quality public services designed to meet the needs and expectations of customers, making best use of quality tools and new technology to increase flexibility, accessibility and standards.
- To reduce the number of times the same information has to be supplied to different public services and to simplify the number of separate transactions that have to be made with different departments.
- To encourage and facilitate more joined-up government working between government departments and agencies and also with the rest of public sector including local authorities.

4.1 Methods that may produce effective out come:

To achieve these objectives, departments must hold accurate and valid information on their customers. The sharing this data is at the heart of joined-up Government. It may be argued that individual or communities needs and expectations cannot be achieved through organizational restructuring. Furthermore, single organizational structure cannot eventually deliver the services the citizens need. Community participation in policy formulation and implementation as well is the key to successful delivery of services. To achieve that end, collaborations from all levels of government are very much needed. Public policies and programs, including many social programs, are carried out in the public, nonprofit, and proprietary sectors through webs of states, regions, special districts, service delivery areas, local offices, independent organizations, collaborative associations, partnerships, or other administrative entities. In most cases, the outcomes, efficiency, or effectiveness of these administrative entities vary significantly (Lynn, Heinrich and Hill:2000).

4.2 The main focus:

If policy makers and public managers are to decentralize program operations and bring services closer to the people who are served, they must know how to ensure accountability and good practice across diverse service units in dispersed locations. Possible reasons for cross-site variation in performance include the characteristics or needs of the people served; skills or motivations of the direct service workers; the quality of local site management; the clarity of policy directions; factors in the local environment; the extent of system-wide coordination; the strength and enforcement of performance incentives; and other structural characteristics of the system. Some of these factors are likely to be much more influential than the others, making it important to know which factors matter most if better system performance is to be attained. The whole of government approach seeks to achieve customer-focus by encouraging departments who provide concerned services in a manner as if there is a single service provider.

5.0 In search for new approach:

Achieving coherent administration is not a new goal of governments. Traditionally, several methods have been used by states seeking to achieve consistent and well-organized processes of governing. For example, the development of a common identity or culture within the system of public administration led some states to create an elite within their public service who were trained and shared common values and approaches to governing. Other states placed an emphasis on managerial skills and instruments, while others still have relied on structural changes such as mergers and reorganization within and across the public service. Some of the approaches are as follows:

5.1 Joined up Government:

However, achieving excellence in joined-up government has re-emerged in recent years as a central goal of governments internationally. According to Bellamy, C. (1999), the principal aim of joined-up government is to overcome the barriers to effective and

efficient hierarchy, bureaucracy and departmentalism precluding public services. He emphasized the urgent needs of government to be more responsive to the expectations of the people. In U.K. the government tries to facilitate joined-up government by having the services being "joined-up" horizontally to each other, vertically to the customers. Government encourages using Internet for "one stop shops" and direct phone services. Furthermore, the government envisages that the policy makers are to be "joined-up" more effectively to the operational tiers of the government. In another way, the objective of joined-up government is that departments share information and posses a single customer view. Improving service levels in this way means that departments must adopt working practices and technologies that help them validate and manage their data holdings (Bagan, J:2001).

5.2 Organizational society Approach:

Competition among governments, combined with proved techniques for citizens to express their individual preferences, will increase the economic efficiency of government. Hjerm and Porter cited the Scandinavian experience saying that the emergence of an organizational society in which may important services are provided through multi-organizational programs. There are interconnected clusters of firms, governments and associations that come together within the framework of these programs- implementation structures.

5.3 Organizational structure focusing transaction cost economics:

Here government has been measured from the standpoint of transaction cost economics, which advocates that people seek out the most efficient solution to problems of social order, and they try to identify the circumstances in which market, bureaucracy or community offers the most efficient form of governing (Ouchi:1980). In this regard markets, which are efficient when performance ambiguity is low and goal incongruence is high. Again, bureaucracies, which are efficient when both goal incongruence and performance ambiguity are moderately high.

5.4 Network structure of organization:

We can find it in Mandell's (1999) network structures. She says that there has been a worldwide effort to achieve more effective policy outcomes through innovative and participative approaches to the delivery of public programs. In many cases, top down government-initiated programs have been replaced with collaborations in which the public, private, and non-profit sectors, as well as community members, are equal partners in achieving the change. Network structures are being used in the area of community developments to empower communities and to try to solve problems previously deserved for government intervention. They are vehicles for tapping into dominant community resources and creating synergy and trust among otherwise independent actors. They encourage building community involvement and innovative solutions to complex problems. Network structures cannot be steered through traditional management methods, or through contractual relationships. Instead, new capacities are needed in the areas of managing conflict, power, influence and control, new modes of leadership and building trust.

5.5 Coordinated approach:

Service efficiency improves when coordination is strong and service is integrated. As regards integrated service delivery Rhodes (1994) notes that fragmentation not only weakens coordination, it also reduces efficiency. Fragmentation leads to functional and jurisdictional overlap, otherwise known as duplication and waste, thereby increasing inefficiency. Vincent, I. (1999) who is advocating some approaches to joined-up government or whole of government . Inter-departmental committees are one model of organizational structuring for facilitating coordinated approaches to management issues. Inter-departmental committees are consisted of representatives form organizations, which have connections or interests or stake on a particular problem to be addressed. Vincent, I. (1999) talks about two approaches like coordinated issue model and the joint planning approach which require inter-departmental coordination.

6.0 Why the new approaches are important?

The whole of government initiatives succeeds through the energy, enthusiasm and commitment of the people who work on then. Kavanagh, D.(2001) says that there has been a growing awareness, which started in the 1970s but increased recently, that more and more problems require action that cuts across departments and therefore the departments have to work together more closely. In traditional government organizations, as in some large commercial enterprises, each department formulates and implements its own policies, with little reference to one another. Although departments are willing to collaborate to some degree, this will always take second place to pursuing the department's own agenda. With any given organization structure, dividing responsibilities into separate departments or components of government, there will be some holes or blind spots things that cannot be done, perhaps even things can not even be anticipated, because they are not accessible within that structure. When a changing political environment makes it impossible to ignore these holes, when a particular hole or cluster of holes is identified and when political activity is mobilized, the traditional response is to reconfigure the departments to remove the holes. Often this involves merging two or three departments into one or moving a unit sideways from one department to another. However, this solution is expensive, disruptive and slow. It often fails to effectively address the main problem and almost inevitably introduces an entirely new set of holes. The strategy of joined-up government changes the way that the components of government collaborate with one another . Collaboration is given a new label-cross cutting (Whiteside, C : 2001).

7.0 Concluding remarks:

It is evident that the Joined-up government or whole of government can be successfully or effectively realized by the public managers in collaborative partnership with all key stakeholders including the community to whom they serve. To work in such a situation there are needs for sharing information and developing networks. Furthermore, it is also clear that there is no single organizational structure, which will be able to deliver the essence of joined-up government. It will surely depend on collaboration of different organizations, all levels of government and firm commitment of public personnel emphasizing on outcomes. Therefore, we strongly feel that:

- a. An appropriate organizational structure for any given public sector is very elusive, indeed. Every government tends to organize itself differently, so there is no absolute right and no absolute wrong way to design an organization. Appropriate organizational structure depends upon the unique strategy of the country, its unique service recipient base, unique sense of services, and its management of these considerations as they are dispersed throughout the enterprise.
- b. The organizational structure that fit best with the administrative culture of the Bangladesh will serve the purpose of achieving the overall goal effectively.
- c. The approaches should be need based and tailor made.
- d. The political and socio-economic reality of Bangladesh needs to be taken into account before introducing any structural adjustment.
- e. The ownership of the service recipient along with the service provider is necessary to make any structural shift sustainable.
- f. Effective coordinative approach is necessary to build an integrated development dynamics.
- g. In most of the cases in Bangladesh the organizational structure and adjustments are changed radically and on ad-hoc basis which becomes difficult while implementing. Therefore, the organizational change should be on incremental approaches.

8.0 References:

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