



Ministry of Local Government, Rural Development & Cooperatives
Local Government Division
Local Government Engineering Department

2.2 Guidelines for Administrative Reform Committee

Project Coordination Office (PCO)
City Governance Project (CGP)

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Assisted by
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1. Introduction

Rapid urbanization accelerated by industry led economic growth has been taking place in Bangladesh. Potential of economic growth in urban area is worthy of notice. There are 335 Local Government Institutions which cover 8% of total geographical area of Bangladesh and 30% of total population, while it accounts for 60% of total national growth. On the other hand, negative impact caused by the dramatic change in urban area is observed. It is because the functions of municipalities and city corporations prescribed in Local Government (Pourashava) Act 2009 and Local Government (City Corporation) Act 2009 which are very relevant to the demand of city dwellers and urban development are not implemented in an appropriate manner. In order to improve the public services provided by urban local governments, several urban development projects are/were implemented by LGD and LGED with financial assistance of different development partners and government own fund. Based on the experiences gained through implemented projects, effective activities for improvement of urban governance have been formulated as a program, and well accepted. The urban governance improvement programs have been implemented to ensure good governance of those urban local government institutions namely Pourashava for equal, social harmony and planned development. Initiating urban governance improvement, LGD and LGED with financial support of JICA commenced a project named City Government Project (CGP) in 5 City Corporations.

A guideline has been prepared on Administrative Reform Committee that will be used for formulating necessary documents and procedures.

2. Justification

The Analysis Sheet for ARP demonstrates that there are some functions the performances of which are low or even none in the CC. The reasons for the low or no performance are mainly insufficient budget, manpower, skills, equipment and so on. There are some functions that are not well performed due to lack of legal arrangement, such as, rules and regulations etc.

There have not been so much effort to look into the CC Act to review their functions and actions to be taken by CC or other responsible organizations, such as, LGD. Thus, the Analysis Sheet for ARP is the first initiative to kick off reforming organizational and institutional issues of local government. Since there are only 11 CCs in Bangladesh, and the social and economic situations, level of provision of services, capacity and needs of citizens are different among CCs, it is not appropriate approach to make common plan for administrative reform, but it is highly required for individual CC to analyze the situation, their capacity and needs of their citizen and formulate their own strategies for administrative reform. In order to initiate administrative reform in CC, it is proposed to organize Administrative Reform Committee in each CC.

3. Relevant Issues of ICGIAP

3.1 Areas/Activities

Administrative Reform Committee (ARC)
Established

3.2 Formation of ARC

- ARC is to facilitate administrative reform of local governance. Most of reform activities should be implemented with support of ministry (LGD). But the needs and approaches of reform can be proposed by CC. ARC is responsible for collecting and compiling necessary data, and proposes strategic plan as well as specific by-law for the CC. The plan and draft by-law will be submitted to LGD to review, finalize and take necessary action in national level.

3.3 Tasks of ARC

- Task 1: Circular for formation of ARC produced by Mayor
- Task 2: Form ARC
- Task 3: Hold workshop on Administrative Reform Plan, and explain “composition”, “terms of reference”, and guideline for operation of ARC to members
- Task 4: Hold regular meeting on implementation of ARP
- Task 5: Request head of departments to review related parts of Function Analysis Sheet for ARP (functions, detail activities, present situation, 5 year target).
- Task 6: Review “area”, “issue” and “activity” in ARP, and discuss detail strategies to implement it.
- Task 7: Produce ARP strategic plan for each issue
- Task 8: Produce draft by-law for specific area
- Task 9: Submit ARP strategic plan to CSCC and City Corporation meeting for approval
- Task 10: Request Capacity Development Unit to formulate training program based on ARP strategic plan
- Task 11: Promote implementation of strategic plan of each department
- Task 12: Review achievement of ARP and produce report annually (report attached in CC annual report)

3.4 Composition of ARC

- Mayor
- CEO
- Secretary
- Head of departments

3.5 Terms of Reference (ToR)

- Revise ARP regularly and propose issues to be worked
- Produce strategic plan to implement ARP
- Produce strategic plan for capacity development and implement it with CDU
- Produce progress report on ARP
- Activity process of ARP is disseminated through media
- Promote decentralization of functions

3.6 Action by: Mayor and CEO

3.7 Time Schedule

Task 1-3: by mid of 1st year

Task 4: quarterly

Task 5-6: by the end of 1st year

Task 7-11: from 2nd year

3.8 Indicators

(1) 1st Performance Review: Initiate ARP implementation

Items to be evaluated

- ARC formed with specific TOR
- ARC request each department to review the ARP Analysis Sheet
- At least 1 sector of ARP Analysis Sheet reviewed

(2) 2nd Performance Review: At least one strategic plan initiated

- Administrative Reform Strategic Plan (ARSP) for identified issues is prepared
- ARSP is submitted to CSCC for comments
- Revised ARSP is approved by City Council meeting
- Necessary documents are submitted to LGD

4. Objectives

Administrative reform is long-run activity. Achieving the functions, a CC needs to scrutinize the situation of CC's jurisdiction, resources that can be used for better services, such as, social capital accumulated in urban community, capacity and good will of civil society and business of private sectors unfolding for urban life, so that CC will be able to figure out where to invest public fund to supplement the contributions of other actors.

ARC is to start initiating such activity. As for the details, objectives of ARC are as below;

- Review ARP Analysis Sheet
- Formulate Administrative Reform Strategic Plan
- Facilitate proposed activities

5. Relevant Organizations, Stakeholders and their role

5.1 National agencies

(1) Local Government Division

Organizational and institutional reform need to be reviewed and approved by LGD before legalizing the proposal through other examinations by the concerned ministries. LGD is expected to take actions soon after receiving the proposal from CCs. Working Group and Steering Committee will facilitate the actions taken by LGD because the core members of these committees are officials of LGD and relevant other ministries.

(2) Concerned national agencies

Some of the activities proposed in the Analysis Sheet cannot be achieved only by the effort of CC. Though the functions of CC are clearly described in CC Act (2009), the actual activities implemented on the ground are sometimes different from the Act. Defining the demarcation of function is one of the issues to be solved between CC and national agencies to bridge the gap of what is prescribed and what is in the reality. ARC may need to hold special meeting or invite concerned national agencies in regular meeting to formulate ARSP.

(3) Professional associations

Administrative reform is highly technical activity. Thus, CC may need technical assistance from professional people. CC may request any resource person from educational institutions, government organizations and private consultants in the process of ARSP formulation for their technical advices.

Apart from technical support from local professional groups, international donor agencies will provide technical assistance for the activity of ARC.

(4) Mass media

Administrative reform is basically internal issue of CC, but if the reform is to be done based on people's needs, it may be required to open the discussion in public. Social media, such as, Face Book, twitter, etc. may be one of the ways to open the discussion on administrative reform by CC's own effort. But if the budget is allowed by CC, the local media, such as, newspaper, TV and radio can be utilized for creating awareness of citizens in the reform and stimulate discussion between CC, citizens and private organizations.

6. Necessary Tasks and Procedure

6.1 Formation of ARC and members

CC holds a meeting chaired by the Mayor for formation of ARC. The Mayor and officials review the activity of ARC, composition and TORs written in ICGIAP. If the written conditions are accepted by the meeting, the Mayor issues notification for formation of ARC with ToR. If there is need of modifications, the Mayor issues documents accordingly. The documents will be submitted to PCO for approval.

6.2 Orientation workshop on ARC

Once ARC is formed, orientation workshop will be held by PCO. In the orientation workshop, the contents of Administrative Reform Strategic Plan (ARSP) and procedure for formulation will be explained according to this guideline.

6.3 Regular meeting

Regular meetings should be held according to the decision of ARC. The main agenda of the regular meetings are as below;

- Progress monitoring
- Solutions for identified issues in the process of ARSP formulation
- Review of proposed strategies proposed by departments
- Compilation of strategies proposed by departments
- Review of ARPS (ARSP is drafted by member secretary of ARC)
- Implementation and monitoring of ARSP
- Review of publications of ARC's activity

6.4 Prioritization of Service Sector

Since it may be difficult to bring reform in all sectors at a time, ARC selects prioritized sector for ARSP. The prioritized sectors will be selected based on vision of CC and policy taken by CPU. Other sectors that were not prioritized will be considered in the following year.

6.5 Procedure for ARP Analysis Sheet review exercise

ARP Analysis Sheet produced by CGP preparatory study team should be reviewed by the concerned department. The procedure of review exercise is described below;

1. Identify concerned functions, especially assessed as medium, low or non performance
2. Review level of performance and the reasons for the low performance or no activity
3. Review present status and proposed actions for next 5 years covering its feasibility
4. Review proposed applicable actions
5. Prioritize actions to be taken for next 5 years and make time frame and provide necessary budget

6.6 Procedure for formulation of strategic plan

(1) Contents of Administrative Reform Strategic Plan (ARSP)

Sample contents of ARSP are described as Annex I.

(2) Formulation procedure

Procedure of formulation of ARSP is described as below;

1. ARC decide the prioritized sector for ARSP based on vision and policy, if the proposed policy requires administrative reform
2. Request departments to review ARP Analysis Sheet
3. Each department analyzes ARP Analysis Sheet and prioritizes the reform activities.
4. Each department produces draft strategic plan (Action Plan and Implementation Plan in ARSP) with Capacity Development Plan (see format as Annex- IV and V)
5. ARC presents the draft strategic plan in CSCC and CDCC to make sure possible collaboration and coordination with relevant organizations
6. ARC compile proposed strategic plans from department, revise based on budget and other related activities.
7. ARC prepare draft ARSP with budget
8. Draft ARSP reviewed by CSCC (prepare summary paper for presentation)
9. Draft ARSP reviewed by CDCC (prepare summary paper for presentation)
10. Draft ARSP approved by City Council meeting

6.7 Procedure for law making

(1) Sample contents of bylaw, rules and regulations

According to the necessity to achieve ARSP, ARC facilitate making bylaw, rules and regulations. It should be proposed in ARSP as 'action to be taken'.

(2) Example of issues that is required bylaw

Items that are supposed to be prescribed as bylaw, rules and regulations are written in CC Act, Sixth, Seven and Eighth Schedule. The activities to be legally prescribed are infrastructure, procedure of contract, power of CEO, activities of councilors, taxes, fees, fines, cultural activities, trade of harmful materials, disease control, building control, etc.

ARC reviews all items written in CC Act, and confirm whether there are specific gazettes, circulars from central government for those items or not. If there is no specific gazette or circulars, then ARC needs to consider to make as bylaw, rules and regulations as specific in section-121 and 122. For the first step, ARC will take any action on law making according to the needs of reform in prioritized sector. In other words, relevant departments should review

relevant laws, and propose to make laws, rules and regulations to achieve functions of CC in prioritized sector.

(3) Procedures

The following procedures will be followed:

1. Identifies any items related to prioritized sector in CC Act, Sixth, Seventh and Eighth Schedule
2. Collect relevant laws that have already been enforced
3. Elaborate issues to be prescribed as bylaw, rules and regulations
4. Draft bylaw, rule and regulation
5. Consult law experts
6. Examined by relevant standing committees
7. Approval by City Council meeting
8. Submit to LGD for approval and necessary procedures at the ministry level

6.8 Facilitation of strategic plan implementation and monitoring

Once ARSP formulated, ARC starts facilitating implementation of ARSP. The procedure of implementation and monitoring is as below;

- ARC reviews schedule of implementation quarterly basis, and revise according to the progress
- ARC gives instructions for implementation to relevant departments
- Head of the relevant departments guide subordinate officials and staff to work according to ARSP
- ARC produces progress report on ARSP quarterly
- ARC produces final report annually

6.9 Procedure for review of achievement

ARC reviews achievements of ARSP based on quarterly progress report (Annex II) and annual report (Annex II) for ARSP. The summary of annual report should be reported to City Council meeting and placed on CC's website.

6.10 Dissemination of reform activity through media

In order to create awareness about administrative reform in CC, ARC disseminates progress of administrative reform activities through website. Summary of annual report is also placed on Annual Administrative Report produced by CC.

If budget is allowed, ARC also disseminates achievement or progress of activities about administrative reform through local media, such as, newspaper, TV and radio programs, so that the citizens of CC will be aware of effort on administrative reform.

Dissemination of reform activity will also help CC to stimulate discussion on decentralization of function and better coordination between central government and CC stakeholders. In other words, the discussion with CC and other stakeholders can facilitate reform activities that can be implemented not only CC level but also central level as well.

7. Implementation Schedule

Activity	1st PR	2nd PR	Task / TOR	2014-15				2015-16				2016-17				2017-18				2018-19				2019-20					
				1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th		
2.2 Administrative Reform Committee (ARC) established	Initiate ARP implementation	At least one strategic plan initiated	Task 1: Circular for formation of ARC produced by Mayor																										
			Task 2: Form ARC																										
			Task 3: Hold workshop on Administrative Reform Plan, and explain “composition”, “terms of reference”, and guideline for operation of ARC to members																										
			Task 4: Hold regular meeting on implementation of ARP																										
			Task 5: Request head of departments to review related parts of Function Analysis Sheet for ARP (functions, detail activities, present situation, 5 year target).																										
			Task 6: Review “area”, “issue” and “activity” in ARP, and discuss detail strategies to implement it.																										
			Task 7: Produce ARP strategic plan for each issue																										
			Task 8: Produce draft by-law for specific area																										
			Task 9: Submit ARP strategic plan to CSCC and City Corporation meeting for approval																										
			Task 10: Request Capacity Development Unit to formulate training program based on ARP strategic plan																										
			Task 11: Promote implementation of strategic plan of each department																										
			Task 12: Review achievement of ARP and produce report annually (report attached in CC annual report)																										

8. Cost of Implementation (if necessary)

CC may need to prepare budget for reform activities, so it should be prepared by ARC according to the activities in ARSP.

Annex I Sample contents of Administrative Reform Strategic Plan (ARSP)

**Administrative Reform Strategic Plan (ARSP)
For XXX Sector
XXX City Corporation
DD/MM/20XX**

1. Introduction

- Briefly explain organizational capacity of CC such as number of officials, number of office (zonal office, Ward office).
- Explain why CC needs to implement administrative reform. Explain the situation of public service provision.

2. Justification

- Explain about vision of CC
- Explain about policy paper proposed by CPU.
- Explain why CC has decided focusing on this sector?

3. Situation Analysis in XXX sector services in CC

3-1. Performance of CC in the XXX sector

- As the ARP analysis sheet will be revised by relevant department, it can be pasted in this section (Present Status).
- Relevant functions are also mentioned together with selected functions

3-2. Existing services provided by other public agencies and private sector

- Describe the situation of service delivery in CC. Explain not only service of CC but also other service providers (public and private) briefly.

XX Sector’s Service Providers and their major services

Describe type of beneficiaries, estimated number, covered area, etc.

AGENCIES	MAJOR SERVICES	SITUATION ANALYSIS

3-3. Relevant services to be strengthen or provided

- According to the analysis of CC’s services (3-1) and other organizations services (3-2), compile services that is medium, low or none performance.

SERVICES	POTENTIAL SERVICE PROVIDER	CHALLENGES

4. Action Plan

Annex II Format for Quarterly Report

**Quarterly Report
for Administrative Reform Strategic Plan**

XXX City Corporation
DD/MM/20XX

1. Summary of ARC's Activities

No.	Planned Activities	Achievement	Remarks

2. Progress of ARSP

No.	Planned Actions to be taken in ARSP	Achievement	Remarks

3. Challenges in ARSP Implementation and Solutions

No.	Challenges	Possible Solutions	Responsible Persons

4. Activities for Next Quarter

No.	Planned Actions to be taken in ARSP	Responsible Dept. or Officials	Remarks

Name and Designation of
Member Secretary

Annex III Sample of Annual Report

Annual Report for Administrative Reform Strategic Plan

XXX City Corporation
DD/MM/20XX

1. Executive Summary

Mayor describes the activities taken by ARC, achievements of ARSP and other comments or commitments.

Mention any documents such as attendance sheet to prove achievements

2. Summary of ARC's Activities

No.	Major Activities	Achievement	Documents

3. Achievements in ARPS

XXX Sector / Service

No.	Functions	Detail Activity	Actions to be taken	Achievement

4. Challenges and Solutions

No.	Challenges	Solutions taken	Present status	Further action for solution

Name and Designation of
Member Secretary

**Annex IV Format for Proposal for Capacity Development
Program**

Capacity Development Program

**Proposal for Capacity
Development Activity
on
[specific item]**

XXX Department, XXX Section
XXX Standing Committee

Name of Head of department/Standing Committee

Date: DD/MM/20XX

XXXX City Corporation

1. Title of Capacity Development Activity

2. Justifications

Describe background of training, equipment installation, increase of manpower such as problem of service delivery, shortage of manpower, lack of skills, equipment and so on. Logically explain how problem in service delivery is related to the lack of skills which will be improved through the proposed training.

3. Objectives and Target

3.1 Objectives

Explain main objectives of training, equipment installation and increase of manpower

3.2 Specific Target

Explain what ability participants or department can improve by training, installation of equipment or increase of manpower as bullets

- 1.
- 2.
- 3.

4. Impact

How this training, equipment installation and increase of manpower help improve service delivery.

5. Cost of Training

No.	Items of Training / equipment / manpower	Detail training contents, specification of equipment, responsibility of manpower
1		
2		
3		
4		
5		

6. Provider of Training / Equipment

Explain brief profile of institutions and company which can provide trainings and equipment.

7. Training Schedule

Date, duration, time schedule of training, equipment installation and recruitment of manpower

Detail Activity	Month					
	Sep	Oct	Nov	Dec	Jan	Feb

8. Budget of Training

Training fee / honorarium for training provider / trainer

Training facilities (rent of room or hall, projector and screen, PC, tea, meals, etc.)

Training materials

Number of equipment, unit cost

Monthly salary and honorarium, number of manpower, duration of recruitment (if, it is permanent staff, then propose annual expenditure for each staff)

Final – January 2018

CDU member use

Evaluation of Proposal

Evaluation Items	High	Moderate	Low	Score	Remarks
Urgency					
Relevance					
Effectiveness					
Efficiency					
Impact					
Sustainability					

Score: High=3, Moderate=2, Low=1

Final — January 2018

Annex V Format for Proposal for Training Activity

Proposal for Training Activity In 20XX

Capacity Development Unit (CDU)

Name of Head of CDU

Date: DD/MM/20XX

XXXX City Corporation

Final – January 2018

1. Justification

In order to maintain accountability of capacity development program, explain background to conduct capacity development activity. Explain why CC needs to provide trainings, install equipment and recruit manpower. The explanations should be understandable for tax payers. Describe justification of selected training, equipment installation, increase of manpower based on vision and mission of CC, needs of people and problems of service delivery. Logically explain how problem in service delivery is related to the lack of skills which will be improved through the proposed training.

2. Objectives

Explain how selected trainings, equipment installation and increase of manpower can help achieve vision and mission of CC.

3. Contents of Capacity Development Program

No.	Items of Training / equipment / manpower	Detail training contents, specification of equipment, responsibility of manpower	Score of Evaluation
1			
2			
3			
4			
5			
6			
7			

Note: See Annex I, proposals for capacity development activities (*attach proposals of selected activities*)

4. Training Schedule

Schedule of capacity development activities are described in the Annex IV (*Attach training schedule and monitoring sheet*)

5. Budget of Training

No.	Name of Activity	Item of Expenditure	Unit Cost	No.	Total
1	Increase of sanitation inspector	Salary	360,000	3	1,080,000
		Sub total			1,080,000

2	Training on waste collection and disposal at primary collection site	Honorarium for participants	600	30	18,000
		Training facilities	50	30	1,500
		Sub total			19,500
3	Installment of Trolley and dustbins	Trolley	50,000	30	1,500,000
		Dust bin	5,000	300	1,500,000
		Distribution and installation cost	50	300	15,000
		Sub total			3,015,000
4	Collect waste from primary collection point or dust bin and transport to dumping site	Training fee	15,000	2	30,000
		Training facilities	100	21	2,100
		Sub total			32,100
		Grand Total			4,146,600

Final – January 2012

Administrative Reform Committee
Tentative Budget for Administrative Reform Committee (2014-2015)

SI	Name Of Activity	Activity Details	Unit/Batch/Days	Unit Cost (tk)	Total Amount	Responsible Person	Time Frame				Remarks
							1st Qrt	2nd Qrt	3rd Qrt	4th Qrt	
1	Meeting on Formation of ARC and Members to review the ARC										
	Meeting on Formation of ARC and Members	Mayor, CEO, Secretary, Others CC officials; total 25									
	Food	Snacks	25	30	750	CC					
		Lunch- 200tk/person	25	200	5000						
	Sub total=				5750						
2	Orientation Workshop on ARC (Non Residential)										
	One day Orientation workshop on ARC formulation and ARSP contents at CC level	25 Officials/Staffs from different dept. 3 officials from PCO, 5 CGP staff, 2 support staff ; Total 35 persons				PCO					
	Food	Two times snacks and Tea for 35 Person for 1 Day	35	60	2100	PCO					
		Lunch- 200/Person*35	35	200	7000	PCO					

	Logistics	Note pad, Pen, Printing Materials, VIPP Card, Poster Paper, Marker etc ; 30/ Person	33	50	1650	PCO					
	Convayence for Participants/ Honorarium	300tk/ person for 25 person for 1 Day	25	300	7500	PCO					
Sub Total=					18250						
3 Quarterly Meeting of ARC											
	Quarterly Meeting of ARC on implementation, monitoring, review, publication	15 Officials and staff; Total 15 persons				CC					
	Food	snacks and Tea for 15 Persons for 1 Day	15	30	450	CC					
		Lunch- 200/Person*15	15	200	3000	CC					
Per quarterly meeting cost					3450						
4 quarterly meeting in a year @ 3450 = 13800											
Total Approximate Budget for CCs =					37800						