

ISSN-1811-5195  
Bangladesh Journal  
Of  
Administration  
And  
Management

Volume-32, No. 2

July-December 2019

**Articles**

1. Annual Performance Agreement in Bangladesh:  
An Analysis on Implementation of Mandatory Strategic Objectives  
**Dr. Md. Mushfiqur Rahman**  
**Md. Abdulla Harun**  
**Mohammad Abdul Wadud Chowdhury**  
**Dr. Mohammad Azizul Haque**  
**R H M Alaol Kabir**
2. Evaluation of the Performance of Innovation Teams in Public Organizations  
**Mr. Sultan Ahmed**  
**Dr. Md. Mushfiqur Rahman**  
**Mr. Md. Khalilur Rahman**  
**Md. Mamunur Rashid Bhuiyan**  
**Mr. Mohammad Rashed Hossain Choudhury**
3. Performance of Service Charters: Assessment of Their Values and Significance in an Indian Perspective  
**Muhammad Muradul Islam**
4. Bangladesh Climate Change Trust Fund Policy: Challenges and Way Forward  
**Saleh Ahmed Mujaffor**
5. Effect of Age of the Coastal People  
on Media-response to Cyclone Warning in Bangladesh  
**Shaikh Muhammad Refat Ali**



**Bangladesh Civil Service Administration Academy**  
**Shahbag, Dhaka**

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**ISSN-1811-5195**  
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**Contents**

<b>Articles</b>	<b>Page No.</b>
Annual Performance Agreement in Bangladesh: An Analysis on Implementation of Mandatory Strategic Objectives <b>Dr. Md. Mushfiqur Rahman</b> <b>Md. Abdulla Harun</b> <b>Mohammad Abdul Wadud Chowdhury</b> <b>Dr. Mohammad Azizul Haque</b> <b>R H M Alaol Kabir</b>	1-14
Evaluation of the Performance of Innovation Teams in Public Organizations <b>Mr. Sultan Ahmed</b> <b>Dr. Md. Mushfiqur Rahman</b> <b>Mr. Md. Khalilur Rahman</b> <b>Md. Mamunur Rashid Bhuiyan</b> <b>Mr. Mohammad Rashed Hossain Choudhury</b>	15-33
Performance of Service Charters: Assessment of Their Values and Significance in an Indian Perspective <b>Muhammad Muradul Islam</b>	34-41
Bangladesh Climate Change Trust Fund Policy: Challenges and Way Forward <b>Saleh Ahmed Mujaffor</b>	42-59
Effect of Age of the Coastal People on Media-response to Cyclone Warning in Bangladesh <b>Shaikh Muhammad Refat Ali</b>	60-71



## **Annual Performance Agreement in Bangladesh: An Analysis on Implementation of Mandatory Strategic Objectives**

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### **Abstract**

The Government of Bangladesh has introduced performance evaluation system, known as Annual Performance Agreement (APA), for all government offices since 2014-15 financial years. The purpose was to encourage activities that are result-oriented as well as to ensure institutional transparency, accountability, proper utilization of resources and above all enhancing institutional efficiency. During preparation of APA documents, each government organization has to select its respective strategic objectives (SO) for performance enhancement. There are two types of SO's; strategic objectives that are set by respective offices according to the major responsibilities of the office and mandatory strategic objectives (MSOs) that are set by the Cabinet Division to ensure good governance, improve service delivery and enhance financial management in government offices. Every MSO has some activities that describe the tasks to achieve it. Some of the activities include promoting E-filing, implementation of National Integrity Strategy, use of Unicode in office documents, introduction of Innovation/Small Improvement Projects, Citizen's Charter and Grievance Redress System etc. Although MSOs are evaluated by the respective office every year, no research has yet been conducted to understand the challenges and prospects especially by the Cabinet Division. As the Cabinet Division determines the activities under different MSO, a research was necessary to facilitate the works of Cabinet Division in this regard. This study aims to fulfill this need. In this study, primary data were collected from the respondents through interview by using structured questionnaire. Relevant information was also collected from secondary sources. This study revealed that the provision of MSO in APA has created some positive impacts in ensuring accountability and transparency in public administration of Bangladesh. However, there exists an implementation gap between ministry and field level offices. This study also stated some challenges and made some recommendations to overcome the existing challenges for implementation of MSOs.

- 
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**Keywords:** Annual Performance Agreement (APA), Strategic Objective (SO), (Mandatory Strategic Objective (MSO), Government Performance Management System (GPMS).

## **1. Introduction**

In order to expedite public service and its efficiency, the Government of Bangladesh formed Public Administration Reform Commission (PARC) in the year 1997. The PARC in its report in 2000 acknowledged that the success of any organization depends on its performance in a given time (GOB 2000). Tracking the financial and physical outcome of any organization after a particular time depends on the predetermined performance indicators of that organization. Here, targets need to be consistent with budget allocation available for the year. Government of Bangladesh (GOB) introduced the Budget Management Act in 2009 which also indicated the introduction of performance management system. GOB had also introduced Medium Term Budgetary Framework (MTBF) in 2009 which was the primary step to introduce Government Performance Management System (GPMS) in Bangladesh. Moreover; Government also formulated National Integrity Strategy (NIS) in 2012 with a vision to building a happy prosperous Golden Bangla. Considering all these initiatives, Government introduced GPMS in the name of Annual Performance Agreement (APA) in 2014-15 at Ministry/Division level (GOB, 2012). During introduction the Government had a plan to cascade it down to the lowest level of the organization. Consequently, it was extended to department level in 2015-16 and to field level in 2016-17.

APA is a 'record of understanding' between two government offices (higher office and its subordinate office) to focus on activities from process-oriented to result-oriented. It also aims to ensure institutional transparency, accountability, proper utilization of resources and above all enhancing institutional efficiency. The main purposes of introducing APA are: (a) shifting the focus of the government organization from process-orientation to result-orientation activities; and (b) providing an objective and fair basis to evaluate overall performance at the end of the year. APA provides a summary of the most important results that a government office expects to achieve during the financial year.

The Cabinet Division, every year, prepare an APA guideline for all offices. The guideline describes APA preparation procedure, provide the general principles, APA calendar and reveals the Mandatory Strategic Objectives (MSOs) and activities to meet the MSOs.

### **1.2. Problem Statement**

APA requires every government office to determine respective organizational strategic objectives (SO), activities under each SOs to be performed and evaluation criteria for a given financial year. The performance of a government office, according to APA, is expressed under two types of SOs; firstly, objectives that are determined

by the respective government office according to the guiding rules of the office (known as SO) and objectives that the Cabinet Division set for all government offices (known as Mandatory Strategic Objectives or MSO). The MSOs generally focus on activities that help improve good governance practices, improving service quality and service delivery as well as financial management. Since inception of APA in 2014-15, a number of activities have been included in the MSOs. Some of the activities include promoting E-filing, implementation of National Integrity Strategy (NIS), use of Unicode in office documents, introduction of Innovation/Small Improvement Projects (SIP) and implementation of Citizen's Charter (CC) and Grievance Redress System (GRS) etc. Some activities refer to the reform initiatives taken by the Cabinet Division (e.g. NIS, GRS, CC, Innovation etc.) and some are mentioned in the Secretariat Instruction 2014. However, since introduction of APA no research has been conducted to evaluate the implementation status, impact as well as problems/prospects of keeping and implementing the activities for reaching the MSOs in APA. Therefore, there is a lack of data to further improve MSOs that are supposed to enhance good governance practices in government offices. Considering the scenarios, this study aims to find effectiveness and challenges of implementing activities under the MSOs introduced so far in APA since 2014-15 financial years.

### **1.3. Significance of the study**

The APA is a significant tool which can play a vital role in ensuring transparency, accountability and dynamism in the public organizations. In addition, APA can also play an important role in increasing responsibility and efficiency of the officials of the respective organization. Since introduction of MSO in APA, no relevant research has been conducted to measure the effectiveness of MSO in APA. The present study focuses mainly on identifying the challenges and prospects for effective implementation of MSOs. The outcome of the research may benefit the decision makers to improve APA. It may also work as a reference for future research to identify impacts of MSO on good governance in the government offices of Bangladesh.

### **1.4 Objectives of the study**

This study has been designed to address the following objectives:

1. To assess the level of implementation of MSOs at ministry and field level government offices of Bangladesh.
2. To understand the present problems and prospects in implementing MSOs
3. To find ways for future improvement of MSOs.

## **2. Literature Review**

### ***2.1. Basic Concept of Performance Evaluation***

Evaluation has a long tradition to play central role in Public Policy and performance agreements represent the culmination of this process (Carter 1983, Wholey 1983,

Picciotto and Weisner 1998, Popovich 1998, Sarji 1996 and Gore 1993). Performance evaluation is a tool to measure individual or organizational effort in the achievement of public goals. It comprises of a series of actions for individuals and organizations to improve their performance by checking their policy outputs and outcomes internally as well as externally. Thus, evaluation of performance is recognized as a necessary process for Results-based Management in public organizations. Since the late 1990s, performance evaluation has become popular among Asian countries. After the 1997 Asian financial crisis, political leaders welcomed “new public management” measures to strengthen government for coping with globalized economy. Reform measures include privatization, decentralization, civil service reform, and performance management (Koike and Kabashima 2008). The performance management in some Asian countries with key features of respective performance evaluation program has been juxtaposed in Table-1.

Table 1: Performance Management in Asian Countries

<b>Country</b>	<b>Program</b>	<b>Key Features</b>	<b>Year</b>
Indonesia	Government Agency Performance Accountability System (SAKIP)	Five Year Performance Plan, Annual Performance Agreement	1999
Japan	Policy Evaluation System	Project evaluation, performance evaluation, comprehensive evaluation	2001
Malaysia	Integrated Results-Based Management	Integrating Results-Based Budgeting system and Personnel Performance system	1999
Mongolia	Performance Management System	Three-year Strategic Business Plans, Medium-Term Expenditure Framework	2003
Philippines	Performance Management System - Office Performance Evaluation System	Introduction of “Point System”; Medium-Term Expenditure Framework	2007
Singapore	Performance-informed Budgeting System	“Ministry Report Cards”; Focus on Outcome	2006
South Korea	Performance-based Budgeting	Self-Assessment of the Budgetary Program	1999
Thailand	Results-Based Management	key performance indicators; balanced scorecard	2003

Source: Koike and Kabashima, 2008

## **2.2. Performance Evaluation in Bangladesh**

Ensuring good governance is one of the most important agenda of the Government of Bangladesh to materialize the Vision 2021. An effective, efficient and dynamic administrative system, in this regard, can ascertain good governance. With a view to ensuring institutional transparency, accountability, proper utilization of resources and enhancing institutional efficiency the Government introduced Annual Performance Agreement (APA) in 2014-15. Presently, APAs are implemented at ministries/divisions, departments/agencies as well as field level offices (GOB, 2015).

The purposes of APA in Bangladesh are to shift the focus of government organizations from process-orientation to result-orientation activities, and to provide an objective and fair basis to evaluate overall performance of the organization at the end of the year. APA provides a summary of the most important results that an organization expects to achieve during the financial year. The agreement contains agreed objectives, performance indicators and targets to measure progress in implementing them. Accordingly, It also contain a preamble, overview of performance of the organization, organization's vision, mission, strategic objectives, activities, performance indicators and targets leading to organization's outcome/impact (GOB, 2019).

## **2.3. Structure of APA in Bangladesh**

The structure of Annual Performance Agreement in Bangladesh contains an overview of the performance of the Ministry/Division and the following three sections:

Section 1: Ministry/Division's Vision, Mission, Strategic Objectives and Functions:

Section 2: Outcome/Impact of the Ministry/Division

Section 3: Strategic Objectives, Priorities, Activities, Performance Indicators and Targets: This is the section where Ministry/Division specifies the activities and corresponding performance indicators for a given financial year (GOB, 2016).

The features of APA are as follows:

- APA is target based and time bound;
- Targets are generally explained by vision, mission, strategic objectives, activities and indicators set by an office for a financial year;
- APA is evaluated against a total score of 100
- This score is distributed among the strategic objectives
- Each strategic objective has activities and every activity has performance indicator/s. Scores are also distributed against each indicator.
- The targets are measured in five scales: excellent (100%), very good (90%), good (80%), fair (70%) and poor (60%).

Strategic Objectives (SO) of an office for a financial year play vital role in achieving the targets. There are two types of SO in APA; one is related with the objectives that are related with the specific function of an office. The other is set by the

Cabinet Division which is related with issues like good governance, office administration and financial management that are general for all offices. The strategic objectives set by the Cabinet Division are known as Mandatory Strategic Objectives or MSOs. Some of the activities and indicators in MSO includes E-filing, National Integrity Strategy (NIS), use of Unicode, introduction of Innovation/Small Improvement Projects (SIP), Citizen Charter, Grievance Redress System (GRS), effectiveness of training, solving audit objections, settle pension cases, APA implementation status, updating official website etc. (GOB,2012, GOB, 2018,). The purposes of the Mandatory Strategic Objectives are:

- To strengthen governance through ensuring transparency, accountability and reducing corruption;
- To ensure effective use of resources;
- To develop the financial management of the organizations ; and
- To develop the quality of services as well as the procedure of service delivery (GOB, 2015).

In order to implement APA every office has to form an APA team. The team is responsible to coordinate with other employees of the office on APA preparation, monitoring and evaluation. The team also evaluates and monitors APAs of subordinate offices. At district level there is a district committee headed by the Deputy Commissioner (DC) to monitor APA progress of other district level offices. At national level there is a National Committee to oversee the overall progress of APA. This committee is headed by the Cabinet Secretary. There is also a technical committee headed by Secretary (Reforms & Coordination) to support the National Committee. The APA sections of the Cabinet Division provide secretarial support to the Technical Committee and National Committee.

Every year National Committee determines the MSOs, respective activities and indicators. The MSOs are set according to the good governance priorities of the government reflected in the election manifesto of the ruling party, five year plans, government instructions for office administration and financial management. Compliance of the MSOs has a positive impact on office management and service delivery system that are prerequisite for good governance.

#### **2.4 Mandatory Strategic Objective:**

Mandatory Strategic Objective or MSO is a special feature in Bangladesh APA. These are the strategic objectives that are mandatory for every government office to adopt in respective APA. Cabinet Division, every year, specifies the MSOs and corresponding performance indicators for all levels of APA. The objective of MSOs are basically to strengthen good governance reform tools such as National Integrity Strategy, Citizen Charter, Grievance Redress System and office procedures stipulated in the Secretariat Instructions. Since inception of APA in the 2014-15 financial years, a number of issues have been selected as MSO. Some of the major MSO indicators are discussed below:

**2.4.1 National Integrity Strategy:** The Government published National Integrity Strategy (NIS) in 2012 to establish good governance through enhancing integrity practices and preventing corruption (Cabinet Division 2012). Since 2015, almost all ministries/divisions and respective subordinate offices have been preparing NIS work plan every year. Since 2014-15 financial years, implementation of NIS work plan has been included as a performance indicator in the MSOs for all APAs.

**2.4.2 Citizen Charter:** The Citizen's Charter initiative is one of those, which was introduced in 2007 with the stated goal of providing the citizens with high quality services within the ambit of transparency, responsiveness and accountability (Jahan, 2006). To meet the citizen expectation; the PARC recommended the introduction of a Citizen's Charter in public offices (Ministry of Establishment and UNDP, 2010). Uniform format (Seven columns) of Citizen's Charter for Ministries, Divisions and Directorate was approved by the Cabinet Division in 14 September, 2015. On the other hand, the uniform format (eight column) of Citizen's Charter for field offices was approved by the Cabinet Division in and 3 August, 2017.

Since the beginning of APA (i.e. 2014-15 financial year), performances indicators such as preparation and updating of CC, reviewing the comments of stakeholders on service quality and submission of quarterly report/returns to higher authority on CC have been included in all MSOs.

**2.4.3 Grievance Redress System (GRS):** Government offices, under the instruction no 262(1) and (2) of the Secretariat Instruction 2014, need to address complaints of citizen on public service delivery (MoPA 2014). The Cabinet Division issued a circular in 2007 to introduce grievance redress system for the ministries. In 2015 online GRS was introduced by the Cabinet Division (GRS Guideline, 2015). GRS is now rolled out to most of the government offices. In order to strengthen GRS, performance indicators on GRS were introduced in the MSOs since the inception of APA system in 2014-15 financial years.

**2.4.4 Implementation of E-file system:** Instruction 15(5) of the Secretariat Instruction 2014 emphasizes on introducing e-file system (MoPA 2014). The Cabinet Division issued a circular in 2016 where instructions were given to introduce e-file system in all government offices (GOB, 2016). Since 2016-17 financial year performance indicators on implementing e-file system have been included all MSOs.

**2.4.5 Use of Unicode:** In order to enhance and facilitate the use of Bangla alphabet in all computer generated government works, the Cabinet Division issued a circular in 2011 stating the government order to use Bangla Unicode in all official works (Cabinet Division, 2011). The MSOs for financial years 2014-15 and 2017-18 for ministry/division included use of Unicode as a performance indicator. However, it was never introduced in the MSOs for field level offices.

**2.4.6 Short Improvement Project (SIP) and Innovation:** In order to expedite and simplify public service as well as encourage innovation, the Cabinet Division issued

a circular in 2013 (Circular No 18, dated 08 April 2013) to form innovation team in every offices of the Government. In order to facilitate the Innovation work plan, performance indicators such as introduction of online service, SIP, SPS have been introduced in all MSOs since 2014-15 financial years.

**2.4.7 Pension:** In order to expedite the PRL process, since 2016-17 a performance indicator has been included in all MSOs to ensure issuance of PRL order and pension order in time.

### 3. Methodology

#### 3.1. Study Area

In this study, out of 51 APA signing Ministries/Divisions, 33 Ministries/Divisions were randomly selected. And out of 64 districts, six districts level offices were randomly selected. The selected districts are listed in Table 2:

**Table 2: Study area**

Sl. no	Name of the Districts	Name of the Divisions
01	Sylhet	Sylhet
02	Bogura	Rajshahi
03	Pirojpur	Barishal
04	Borguna	Barishal
05	Feni	Chattogram
06	Rangpur	Rangpur

#### 3.2. Research design, sampling design and collection of information

The present study utilizes both qualitative and quantitative methods. Two types of questionnaires; one for field level officers and another for ministry level officers were used. Both types of questionnaire were validated by a workshop. Data were collected through interviewing. Purposive sampling method was followed for respondent selection. The respondents were preferred who is a member of APA team of concerned ministry or field level offices or took part as service provider. Relevant information was collected from secondary sources. Observation and Focus Group Discussion (FGD) methods were also followed.

#### 3.3. Population and Sample size with sampling technique

In this study, 290 respondents from different Ministries/Divisions and districts were interviewed. The officers who are a member of APA team of concerned Ministries or field level offices or took part as service provider were selected as population. The population was selected by purposive sampling technique. Out of the 290 sample size, 33 were from ministry level officers and 257 from field level offices. All the respondents were interviewed separately with different questionnaire.

### 3.4. Data analysis

In this study, primary data were collected from the respondents through ‘interview by using structured questionnaire. In addition, the observation and FGD method were also followed. The data were analyzed by using simple and suitable mathematical and statistical tools like tabulation, percentage and arithmetic means.

## 4. Results and discussion

### 4.1. Implementation status of MSO activities

Main activities and indicators in MSO are relating to E-filing, National Integrity Strategy (NIS), use of Unicode, introduction of Innovation/Small Improvement Projects (SIP), Citizen Charter, Grievance Redress System (GRS), effectiveness of training, solving audit objections, settle pension cases, APA implementation status, website upgrading etc. This study assessed the implementation status of some of the activities and revealed implementation challenges. Implementation status of the activities is shown in Table: 3. The comparison of implementation level between ministry/directorate level and district level are shown in Figure 1. This study revealed that the implementation status of some of the indicators like e-file, use of Unicode and settlement of pension cases are satisfactory but there is an implementation gap between ministry and district level offices.

**Table 3: Implementation status of MSO activities**

Sl. no	Activities	Measuring indicator	Ministry/ Directorate level	District level
01	E-file	Decreasing number of hard file	100%	58%
02	NIS	Preparing and monitoring NIS Work Plan	84.84%	15%
03	Citizen’s Charter(CC)	Service delivered according to CC	9%	52%
04	GRS	Initiatives taken for awareness build up	12%	63%
05	Unicode	Use of Unicode	100%	65%
06	SIP/ Innovation	Existence of SIP/Innovation data base	15%	49%
07	Solving Audit objection	Steps taken for solving audit objection	73%	71%
08	Settlement of Pension case	Settlement of Pension case	81.82%	96.89%

No of respondents: Ministry/ Directorate level-33, District level-257

Figure: 1.Comparison of implementation level between ministry/directorate level and district level.

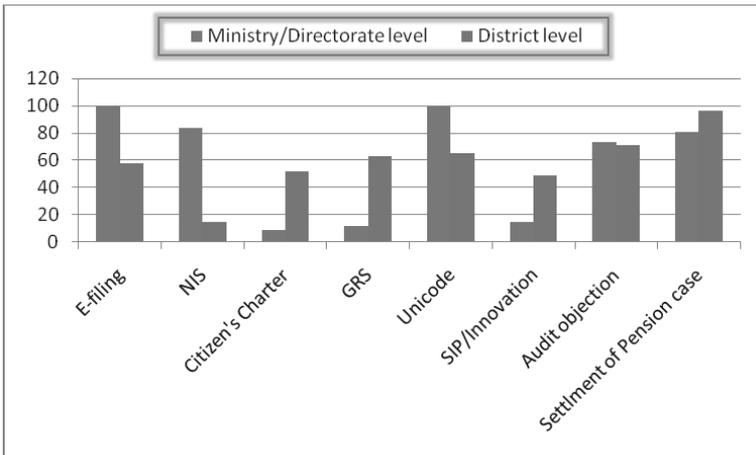
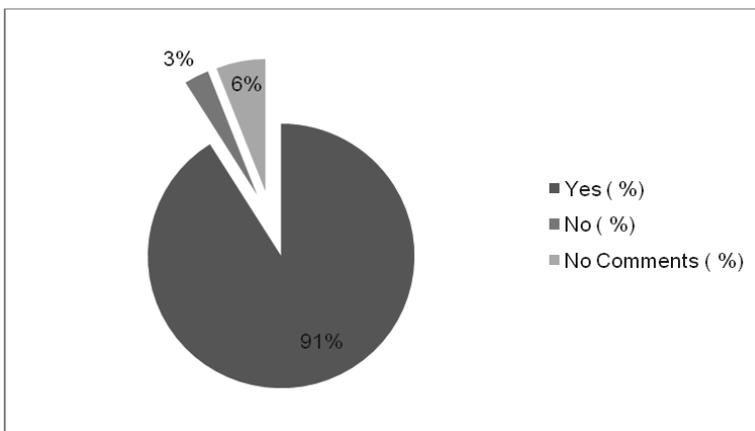


Figure 1 shows a mixed result of MSO implementation scenario. Ministries and departments are serious in implementing e-filing, NIS, use of Unicode and settling audit objection and pension cases. However, an opposite scenario has been reflected in ensuring citizens charter, GRS and SIP/innovation. On the other hand, MSO implementation at field level offices shows weaknesses in implementing e-file and NIS.

#### 4.2. Impact of APA on MSO activities

The study asked the respondents regarding impact of APA on the MSO activities. Figure 2 shows that most of the respondents (91%) agreed that APA has a positive impact on implementing MSO activities like online service, SIP, innovation etc. Only 3 % disagreed and 6 % remained silent on the issue (Figure 14).

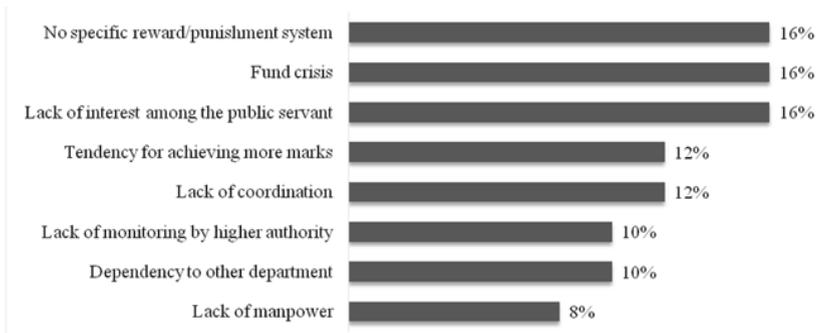
Figure 2: Impact of APA on MSO activities



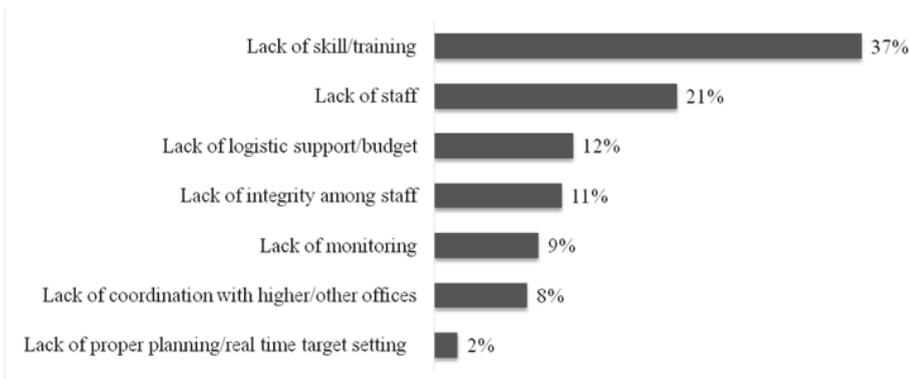
### 4.3. Challenges for implementation of MSO activities

Figure 3 shows results of challenges of MSO implementation in ministry level. The respondents made 100 responses within 08 different categories. The frequencies against each of the categories are almost similar and very close. According to this study, 'Fund Crisis', 'absence of specific reward/punishment system' and 'lack of Interest among public servants' are the most frequent challenges for APA implementation. On the other hand, figure 4 shows the challenges for implementation at field level. A total of 204 responses have been made under 07 different categories. The result shows that lack of training/skill development (37%) tops the challenges. Lack of staff and logistic support/budget are also among the major challenges for APA implementation at field level. The respondents also identified integrity problem among officers as a barrier to implement APA which indicates the need for sensitizing field level officers.

**Figure 3: Challenges for implementation of MSO activities at ministry level (multiple responses, Total respondents 33)**



**Figure 4: Challenges for implementation of MSO activities at District level (multiple responses, Total respondents 204)**



## **5. Conclusion and Recommendations**

MSOs are introduced in APA for ensuring accountability at different levels of government offices in Bangladesh. The present study was focused mainly on identifying challenges for effective implementation of activities selected in MSO part of APA and formulating some recommendations to overcome the challenges. The results found difference between the ministry/division level and field level experiences in implementing MSOs. Given the findings this study recommends the following initiatives that may contribute to successful implementation of MSOs as well as APA in Bangladesh.

- Activities under MSO to be reviewed with stakeholder consultation especially at field level every year and score on the activities may be redistributed according to the capacity and responsibility of the offices of different levels.
- In addition to the government's own assessment of APA implementation, an independent assessment like third party assessment system may be introduced.
- APA evaluation reports of every government office may be disclosed to the public.
- A separate branch/section may be created in every Ministry/Division for proper implementation and monitoring of APA.
- Linkage to be developed between APA and annual performance evaluation of individual officers for better implementation of MSO
- Cabinet Division may prepare a comprehensive guideline on evaluation of MSO.
- To reduce the implementation gap of the MSO components between field level and ministry level offices, proper monitoring system should be developed.
- To reduce the ambiguity on MSO components among the officials, a comprehensive Frequently Asked Questions (FAQ) may developed by the Cabinet Division.
- A reward system can be introduced for better implementation of MSO
- MSOs need to linked with the evaluation of individual performance of employees, (linkage with ACR)

The Annual Performance Agreement is a significant tool which can play a vital role in ensuring transparency, accountability and dynamism in the public organizations. In addition, APA can also play an important role in increasing responsibility and efficiency of the officials of the respective organizations. Moreover, implementation

of the Secretariat Instruction 2014 through MSO can strengthen office procedures. It is evident from the research that inclusion of MSO in the APA has been well accepted by the employees. However, the weaknesses identified in this research can lead to the future tasks for better implementation. The recommendations mentioned above can pave the way in this regard.

#### Acknowledgement

The authors specially acknowledge to the Cabinet Division, Government of the People's Republic of Bangladesh for both financial and administrative support to complete the project

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## **Evaluation of the Performance of Innovation Teams in Public Organizations**

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### **Abstract**

This paper aimed at evaluating the role of innovation teams in facilitation of innovation in public service delivery in Bangladesh through analyzing the current responsibilities of innovation teams along with the challenges and prospects. This paper is based on data from both primary and secondary sources. Three sets of semi structured questionnaires and focus group discussions were used to collect primary data. Accordingly secondary data were collected from all relevant sources. The study has revealed that the roles of innovation teams are not always supportive to innovation and the innovation guidelines are not followed properly in many cases. The innovation teams are not active and well-motivated. The study also identified that there is a shortage of budget for innovation and the innovation teams have lack of capacities and incentives. Based on the key findings some recommendations were drawn which include allocating sufficient budget to the government agencies for innovation, developing a comprehensive guideline, providing incentives to the innovation team members, developing capacity of the innovation team members and developing an M&E framework for effective implementation of innovation in public service delivery in Bangladesh.

**Keywords:** Innovation, Innovation team, Service delivery, Performance

### **Introduction**

#### **1.1. Statement of the problem**

Bangladesh has a population of 165 million within a small area (Chowdhury, 2017). This huge number of population largely depends on different government agencies for different services. Citizens here suffer a lot in accessing public services in

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respect of time and cost. It also increases the administrative cost for delivering services as these services are mostly archaic paper-based and manual (a2i, 2017). Most recently Bangladesh has fulfilled the eligibility requirements of being developing country and the country is now on the process of graduation from LDC to developing country (Rahman, 2018). This has enhanced the expectation among citizens for better services from the government. Citizens are no more satisfied with unresponsive and traditional government services (a2i, 2017).

Till date the public service innovation initiatives are mostly sporadic in Bangladesh. Cabinet Division issued a circular in 2013 for the formation of innovation teams at different government organizations (Cabinet Division, 2013). But absence of a central innovation agency, confusion about the concept of innovation and weak performance of innovation teams lead to create a vacuum and thus de-incentivize innovation (a2i, 2017). These barriers have resulted in a poor performance in global innovation index (WIPO, 2018). The current study aims at analyzing the current roles, responsibilities and performance of the innovation teams in order to identify the challenges and opportunities to develop an innovation ecosystem for better public service delivery in Bangladesh.

## **1.2. Significance of the Study**

In absence of an institutionalized innovation approach, in global innovation index Bangladesh ranked 118 among 127 countries in 2018 (WIPO, 2018). Apart from this, in the goal 9 and target 9.b of Agenda 2030, importance has been given for fostering innovation at all levels. The 7th Five Year Plan has also prioritized innovation for better public service delivery. It is strongly believed that innovation in public service delivery can play a crucial role in reducing the cost of both citizens and the government. In case of Bangladesh there is very limited research on public service innovation and on the activities of the innovation teams in public organizations. Thus findings of the current research will help suggest some recommendations for efficiency and effectiveness of the innovation teams in public organizations of Bangladesh.

## **1.3. Scopes of the Study**

Innovation has different dimensions. The current study mainly focused on innovation in public service delivery with special emphasis on the role and responsibilities of the innovation teams. The study tried to find out the existing activities of the innovation teams, the challenges and prospects of the innovation teams through an extensive literature review and a survey with three different semi structured questionnaires involving policy makers, innovation team members and innovators. Finally the study came up with some policy recommendations supportive to the institutionalization of innovation through making the innovation teams more effective.

#### **1.4. Research Objectives**

The main objective of this study is to evaluate the role of innovation teams in facilitation of innovation in public organizations. The study also has the following sub-objectives:

- i. To analyze the current responsibilities/activities of innovation teams at different levels of the government;
- ii. To identify the challenges of innovation teams in managing innovation; and
- iii. To identify the ways on how to overcome these challenges.

#### **1.5. Limitations of the Study**

The allocated time for collecting data, reviewing literature and preparing report was not sufficient. On the other hand, the issue of innovation in public service delivery in Bangladesh is still evolving. As a result available literature in this area was not adequate. Out of 1000, the survey could only cover 9 innovation teams at Ministry, Directorate and field level. During the survey a large group responded uncomfortably in the issues where the performance of their offices was under examination. In this context prejudice in answering the questions was apprehended. Computer generated (MS Word, Excel) tables, graphs and charts have been used for analyzing collected data. In-depth analysis using other statistical tools was not possible due to time constraint.

### **2. Literature Review**

#### **2.1. Concept of Innovation Teams at Public Organization**

There are two schools of thought regarding how innovation could be better organized in public sectors. One advocates creating dedicated units to drive innovation. The other subscribes to the belief that innovation is everyone's responsibility and so should be a part of everyone's job (Nesta, 2014).

Research shows that there is a value to having separate specialized innovation teams, as they bring in new methods and new people and also act as catalyst for change. But it is also vital that these teams work with existing agencies and departments – for instance, by using their budgets and some of their staff—otherwise new ideas are seen as being created by outsiders and are too easily rejected (Nesta, 2014).

Dedicated innovation units can overcome some of the barriers to public sector innovation, providing “room” to develop new ways of doing things. They are a structural response to the cross-cutting and interdisciplinary nature of innovation projects, and to the tension between continuing business-as-usual while also introducing new approaches (OECD, 2015).

Innovation teams basically serve five broad functions: supporting and coordinating the implementation of innovative solutions (such as the Office of Citizens Services and Technologies—OCSTI—in the United States), experimenting with different approaches to problems (such as the Northern Ireland’s Innovation Lab), supporting the delivery of a cross-cutting initiative or agenda such as digitization, providing the investment needed to give emerging ideas the space to grow (such as Vinnova in Sweden), and capacity building and networking support (such as the Laboratorio de Gobierno in Chile) (OECD, 2017).

## **2.2. Criteria for Team Membership**

Belbin (2012) highlights two principal criteria for team membership:

Eligibility refers to the past experience and qualifications of team candidates:

- Do they have track records that align with the content of the work to be done?
- Are they likely to bring suitable skills to the table?

Suitability refers to the future potential of team candidates:

- Are they likely to be a good fit in the team?
- Do they have role preferences and strengths that complement those of other team members?

## **2.3. What makes a successful Innovation Team?**

Different studies show the ways on how to make the innovation teams more effective. The results are summarized below;

### **2.3.1. Establish a Team Process Early**

According to Laundry (2017), there needs to be an establishment of a clear team process early on. This includes defining the roles of each team member, establishing a leadership structure, setting individual and group goals if not already in place, and outlining norms for how the team should collaborate and communicate. By creating a process, every employee is held accountable to the same principles, understands his or her responsibilities in a measurable way, and knows how to respond when conflicting projects come up.

### **2.3.2. Allocate the Proper Resources—Including Time**

Organizations need to properly invest in the innovation team, whether that’s creating dedicated office space and a support staff or allotting time for employees to actually focus on the tasks at hand. Because most employees aren’t working solely on a single innovation project, team members often “experience constant pressure from other work demands and even other innovation team projects.

### **2.3.3. Encourage and Embrace Failure**

If an organization wants big, bold ideas, it needs to create a climate of “psychological safety. “It’s about establishing a climate in which people feel comfortable admitting to well-intentioned mistakes without being punished. Failure means the team tried something new and learned an invaluable business lesson. This can only happen, though, if employees know it’s safe to take risks.

### **2.4 Innovation teams at Public Organizations in Bangladesh**

According to the gazette notification of the Cabinet Division (Cabinet Division, 2013) there are innovation teams in four different levels of administration; Ministry, Directorate, District and Upazila. At the Ministry level innovation team is headed by Chief Innovation Officer with the rank of Additional Secretary or Joint Secretary and other 3-5 members. At the Directorate and organization level an officer equivalent to Director holds the position of Innovation Officer and he has 3-5 members in the team. At district level an Additional Deputy Commissioner works as the head of the team with other 3-5 members from different organizations while at Upazila level, UpazilaNirbahi Officer is the head of the team with total 3-5 members.

### **2.5. Challenges of Public Sector Innovation in Bangladesh**

Jaegal and Tahrira (2012) mentioned that some factors hinder the process of innovation in Bangladesh. These includes risk averse nature of bureaucrats, lack of sufficient capacity to innovate, lack of qualified personnel, lack of required resources and weak infrastructure for innovation.

Rahman (2018) identified coordination gap among different agencies as one of the major challenges of innovation in public sector of Bangladesh. As for example three organizations namely the Cabinet Division, ICT Division and Governance Innovation Unit of the Prime Minister’s Office are directly involved in implementing innovation in Bangladesh.

Hossain (2017) mentioned that there is confusion about what innovation is and what is not. Sometimes some minor improvements are treated as innovation. As for example in some cases construction of a waiting room in an office and arranging safe drinking water for the community have been treated as innovation. This mainly happens due to the absence of a clear strategy and guidelines for innovation in public service delivery in Bangladesh

Public sector innovation is yet to be focused very much in research (Nielsen, 2014). This preliminary literature review shows that the past studies are primarily focused on the process of public sector innovation. In case of Bangladesh public service innovation initiatives are limited to forming innovation teams, developing some guidelines, organizing innovation fairs etc. What is missing from the past studies is a thorough study on the current status, challenges and prospects of public service

innovation with special focus on the effectiveness of innovation teams responsible for spearheading innovation in public organizations of Bangladesh.

### **3. Research Methodology**

Based on multiple sources of data related to the activities of the innovation teams; a systematic research approach has been applied in this study.

#### **3.1. Methods of Study**

The study applied an admixture of quantitative and qualitative methods for extracting relevant data. Three sets of semi structured questionnaires and a Focus Group Discussion (FGD) were used to conduct a survey for gathering both quantitative and qualitative data. As other sources of qualitative data observations and different documents especially government policy, order, resolution, online sources were reviewed.

##### **3.1.1. Justification of the Method of Study**

The study employed a mixed method for data collection because this provides more comprehensive and reliable data. The strength from one method can be used to overcome the weakness of other method. The results from the methods can validate each other and provide stronger evidence for a conclusion.

#### **3.2. Sample Size**

A total of 144 respondents took part in the survey through a semi structured questionnaire. The respondents were selected purposively. The categories of the respondents were:

- Policy makers : 20 (from 4 Agencies)
- Innovation team members: 66 (30 from field administration and 36 from the ministries)
- Innovators: 58 (From different parts of the country)

##### **3.2.1. Justification of sampling method and size**

As a rough rule of thumb, many statisticians say that a sample size of 30 is large enough to be representative. Despite the sample size under this study was 144 from three different categories of respondents. The respondents were selected purposively because public service innovation is a specialized area and providing opinion on different issues of innovation requires specific knowledge

#### **3.3. Sample Coverage**

Two Ministries: Ministry of Fisheries and Livestock, Secondary and Higher Education Division

Two Directorates: Directorate of Secondary and Higher Education, Directorate of Livestock

Five Districts: Jashore, Cox's Bazar, Rangpur, Gaibandha and Nilphamari.

### **3.4. Target Respondents**

The study focuses on three sets of respondents. They are the policy makers, the innovation team members of different government organizations and the innovators across the country.

### **3.5. Data Collection**

The study randomly selected a total of 144 respondents from three different categories. Three different sets of semi structured questionnaires were used in the survey.

### **3.6. Data Processing, Analysis and Presentation**

The study systematically processed and analyzed all collected data through application of simple statistical methods. The analytical findings are demonstrated through uses of different table, graphs and charts in line with set objectives of the study.

## **4. Results**

Initially the data was processed manually as the data size was not very large. Later on these data were entered in MS Excel sheet. The comments made by the respondents were categorized manually and analyzed accordingly.

### **4.1. Opinion of the respondents**

Total 144 respondents under three different categories responded on different aspects of innovation and the activities of innovation teams. These have been described below:

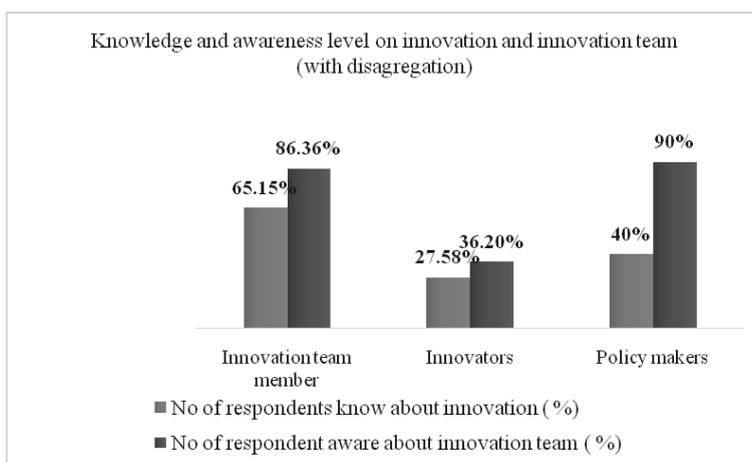
#### **4.1.1. Knowledge and awareness level on innovation and innovation teams**

Regarding knowledge and awareness level on innovation and innovation teams 65.15% of the respondents of innovation team member mentioned that they know about innovation and 86.36% of them mentioned that they are aware about innovation teams. On the other hand 27.58% respondents from the innovators know about innovation while 36.20% of them are aware of innovation teams. Accordingly 40% of the respondents from policy makers know about innovation whereas 90% of them are aware of innovation teams. Overall 46.52% of them know about innovation and 66.66% are aware about the innovation teams in public organizations ( Table 1, Figure 1 and 2).

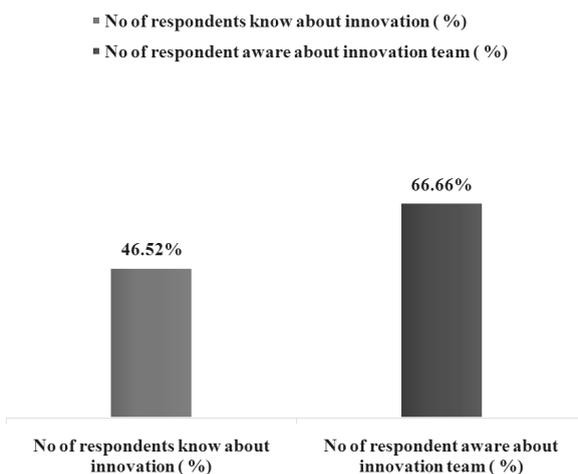
**Table1: Knowledge and awareness level on innovation and innovation team**

SL No	Respondents	No of respondents	No of respondents know about innovation (%)	No of respondent aware about innovation team (%)
01	Innovation team member	66	43 ( 65.15)	57 (86.36)
02	Innovators	58	16 (27.58)	21 (36.20)
03	Policy makers	20	8 40.00	18 (90.00)
<b>Total</b>		<b>144</b>	<b>67 (46.52)</b>	<b>96 (66.66)</b>

**Figure: 1 Knowledge and awareness level on Innovation and innovation team.**



**Figure 2: Knowledge and awareness level on innovation and innovation team (Total)**



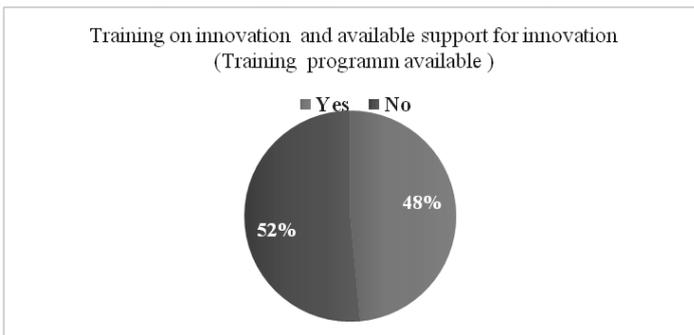
### 4.1.2. Training on innovation and available support for innovation

48% of the respondents from innovation team member mentioned that training program on innovation is available at their organization whereas 52% answered negatively. On the other hand 39% of the respondents mentioned that they get necessary support for innovation, 18% declined while 43% mentioned that the support is not always available (Table:2 and Figure 3, 4).

**Table 2: Training on innovation and available support for innovation**

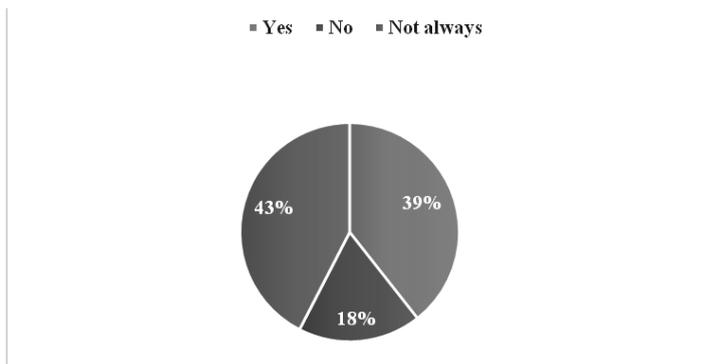
SL No	Respondents	No of respondents	Training program available		Necessary support for innovation (%)		
			Yes (%)	No (%)	Yes (%)	No (%)	Not always (%)
01	Innovation team member	66	32 (48.48)	34 (51.52)	26 (39.39)	12 (18.18)	28 (42.42)

**Figure- 3: Training on innovation and available support for innovation (Training programme available)**



**Figure 4: Training on innovation and available support for innovation (Necessary support for innovation)**

### 4.1.3. Regular activities on innovation in organization

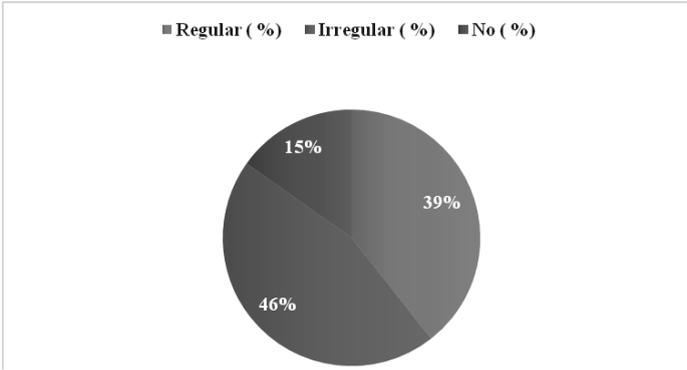


39% of the respondents from innovation team stated that yearly report had been sent to Cabinet Division and relevant higher authorities. Another 46% mentioned that it was sent irregularly. Regarding annual work plan on innovation, 42% of them mentioned that they had a plan while 58% answered negative. Regarding monthly meeting of the innovation team only 24% mentioned that they had regular meeting and 56% stated that it was irregular. Rest 19% mentioned that meetings were not held (Table 3 and Figure 5, 6, 7).

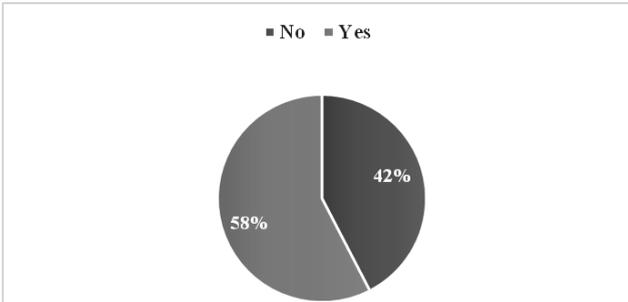
**Table3: Regular activities on innovation in organization**

SL No	Respondents	No of respondents	Sending of yearly report to Cabinet Division			Annual work plan		Monthly regular meeting		
			Regular (%)	Irregular (%)	No (%)	Yes (%)	No (%)	Regular (%)	Irregular (%)	No (%)
01	Innovation team member	66	26 (39.39)	30 (45.45)	10 (15.15)	28 (42.42)	38 (57.57)	16 (24.24)	37 (56.06)	13 (19.69)

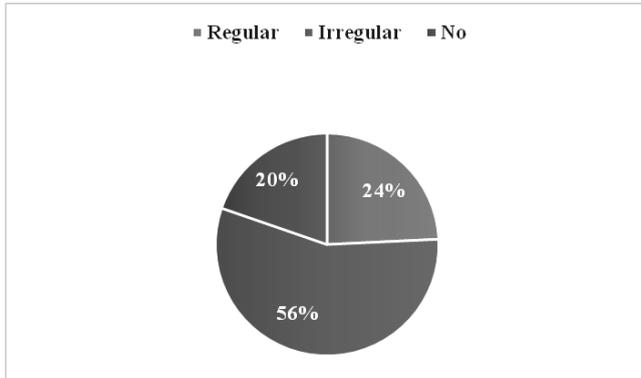
**Figure: 5 Regular activities on innovation in organization (Sending of yearly report to Cabinet Division)**



**Figure: 6 Regular activities on innovation in organization (Annual work plan)**



**Figure: 7 Regular activities on innovation in organization (Monthly regular meeting)**



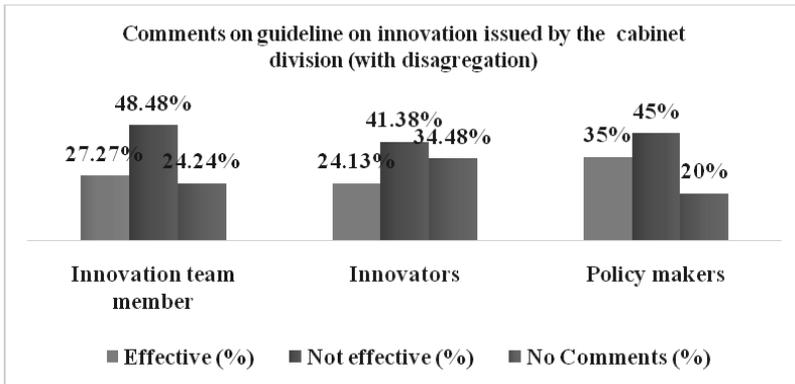
#### **4.1.4. Comments on guidelines on innovation issued by the Cabinet Division**

The respondents were asked whether the guidelines issued by the Cabinet Division on innovation was effective or not. 27.27% of the respondents from the innovation team mentioned that it was effective while 48.48% mentioned that it was not effective. From the respondents of the innovators 24.13% termed it effective while 41.38% disagreed. On the other hand, 35% of the policy makers stated that it was effective and 45% mentioned it was not. Overall 27% of the respondents comprising three different groups mentioned the guidelines as effective, 45% as not effective and 28% made no comments on it Table4 and Figure 8.9)

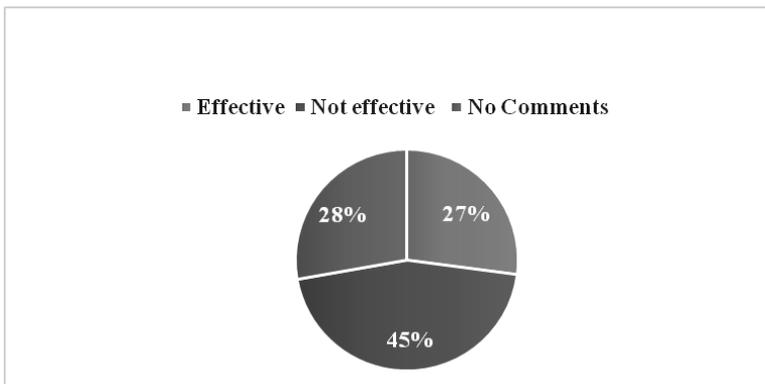
**Table 4: Comments on guideline on innovation issued by the Cabinet Division**

SL No	Respondents	No of respondents	Response		
			Effective (%)	Not effective (%)	No Comments (%)
01	Innovation team member	66	18 (27.27)	32 (48.48)	16 (24.24)
02	Innovators	58	14 (24.13)	24 (41.38)	20 (34.48)
03	Policy makers	20	07 (35.00)	09 (45.00)	04 (20.00)
	<b>Total</b>	<b>144</b>	<b>39 (27.08)</b>	<b>65 (45.14)</b>	<b>40 (27.77)</b>

**Figure 8: Comments on guidelines on innovation issued by the Cabinet Division (with disaggregation)**



**Figure 9: Comments on guidelines on innovation issued by the Cabinet Division (Total)**



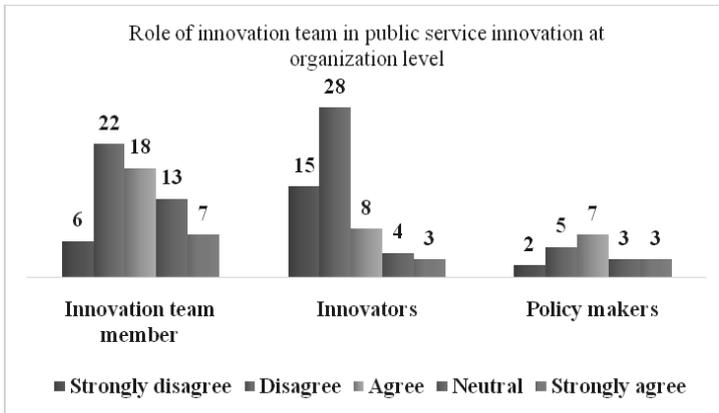
**4.1.5. Role of innovation team in public service innovation at organization level**

The respondents were given an agreement/disagreement type of statement that the innovation teams are playing crucial role at organization level. Among 66 respondents from innovation team, 6 strongly disagreed, 22 disagreed, 18 agreed and 13 remained neutral. Among the innovators (total 58), 15 strongly disagreed, 28 disagreed, 8 agreed and 4 were neutral. On the other hand among 20 policy makers 2 strongly disagreed, 5 disagreed and 7 agreed with the statement. Among 144 respondents of three categories 16% strongly disagreed, 38% disagreed, 23% agreed and 14% remained neutral (Table 5 and Figure 10, 11)

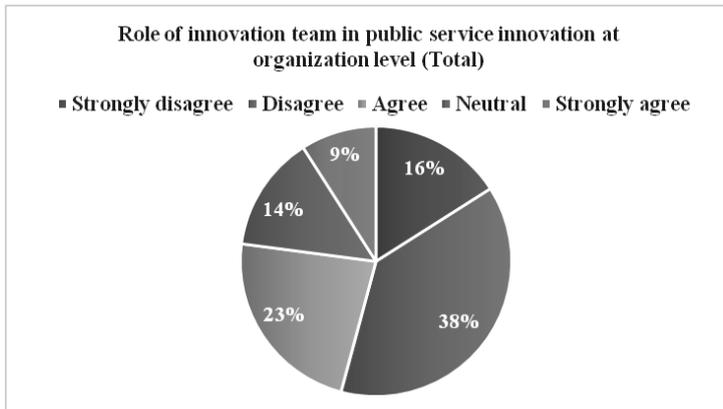
**Table.5: Role of innovation team in public service innovation at organization level**

SL No	Respondents	No of respondents	Playing crucial rule				
			Strongly disagree	Disagree	Agree	Neutral	Strongly agree
01	Innovation team member	66	6	22	18	13	7
02	Innovators	58	15	28	8	4	3
03	Policy makers	20	2	5	7	3	3
<b>Total</b>		<b>144</b>	<b>23 (15.97)</b>	<b>55 (38.19)</b>	<b>33 (22.91)</b>	<b>20 (13.88)</b>	<b>13 (9.02)</b>

**Figure 10: Role of innovation team in public service innovation at organization level (with disaggregation)**



**Figure11: Role of innovation team in public service innovation at organization level (Total)**



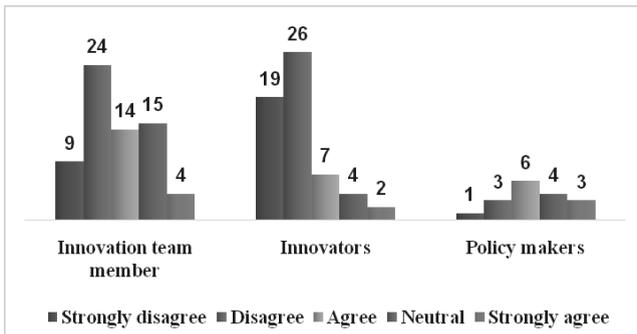
#### 4.1.6. Guidance of public service innovation agenda at organization level

The respondents expressed agreement/disagreement type of opinion on whether public service innovation agenda in Bangladesh is guided by clear and specific policies. Among 144 respondents of different categories 22% strongly disagreed, 37% disagreed, 19% agreed and 16% remained silent with the statement 9 Table 6 and Figure 12, 13).

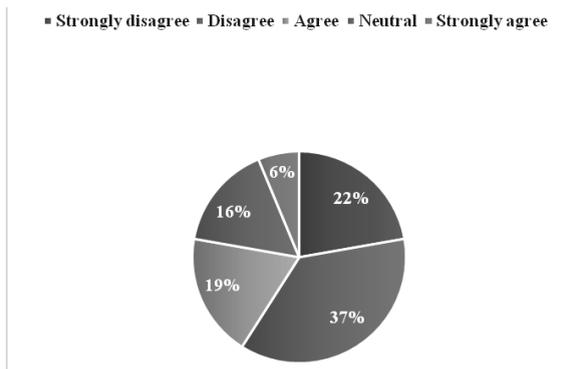
**Table 6: Guidance of public service innovation agenda at organization level**

SL No	Respondents	No of respondents	Innovation agenda is guided by clear and specific policies				
			Strongly disagree	Disagree	Agree	Neutral	Strongly agree
01	Innovation team member	66	9	24	14	15	4
02	Innovators	58	19	26	7	4	2
03	Policy makers	20	1	3	6	4	3
<b>Total</b>		<b>144</b>	<b>32</b> (22.22)	<b>53</b> (36.80)	<b>27</b> (18.75)	<b>23</b> (15.97)	<b>9</b> (6.25)

**Figure: 12 Guidance of public service innovation agenda at organization level (with disaggregation)**



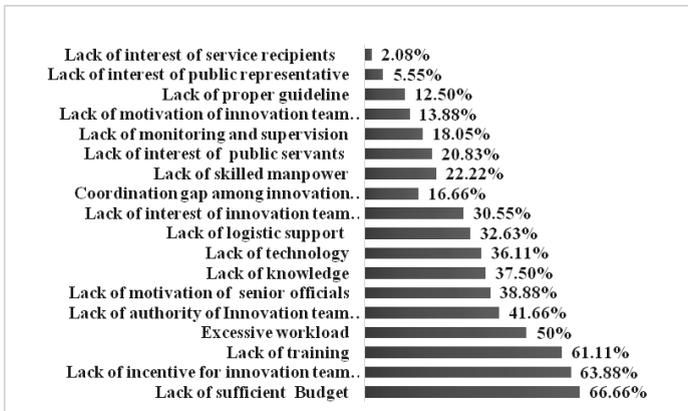
**Figure 13: Guidance of public service innovation agenda at organization level (Total)**



#### 4.1.7. Challenges/limitations for the Innovation Teams

The respondents were asked an open ended question regarding the challenges/limitations faced by the innovation teams. 66.66% respondents identified insufficient budget as the most important challenge. Lack of incentive for the innovation team member (63.88%) and lack of training (61.11%) ranked 2nd and 3rd respectively. Apart from this 50% of the respondents mentioned the excessive workload, 41.66% mentioned lack of authority, 38.88% mentioned about lack of motivation of the senior officials. Other includes lack of technological and logistic support and lack of coordination etc.

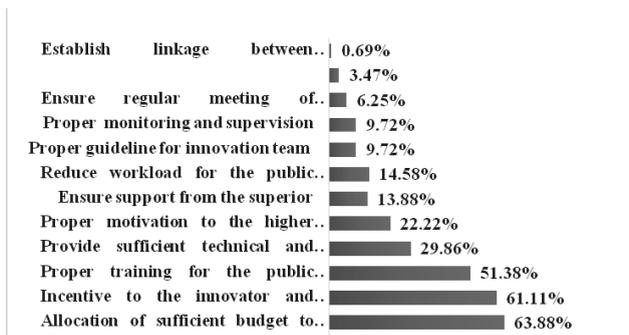
**Figure: 14. Challenges/ limitations for the Innovation Team**



#### 4.1.8. Suggestions for overcoming the challenges/limitations

The respondents were asked an open ended question on how the challenges of innovation teams could be overcome. Highest 63.88% demanded sufficient budget allocation; 61.11% sought incentive for the innovator; 51.38% mentioned proper training; 29.86% mentioned technical and logistic support and 22.22% mentioned proper motivation of the higher authority to overcome the existing challenges. (Figure 15).

**Figure: 15. Suggestions for overcoming the challenges/limitations**



## **4.2. Result of the Focus Group Discussions**

Apart from this 6 Focus Group Discussions were also held at the Ministry and District level. The participants were district innovation team members, innovation team members from different Ministries and Directorates, policy makers and innovators across different agencies. They came up with the following points in response to three different questions.

### **4.2.1. Regarding the responsibilities of Innovation Teams**

The participants mentioned the following points

- Innovation teams are not well conversant about innovation
- Innovation guidelines are not followed properly
- There is coordination gap among the team members
- Team meetings are not held regularly

### **4.2.2. Regarding the challenges faced by Innovation Teams**

The participants mentioned the following points:

- The innovation guidelines are not clear and comprehensive
- The teams do not get adequate support from their authority
- They do not get sufficient budget for innovation
- They have lack of capacities for innovation

### **4.2.3. Regarding the ways to overcome the challenges**

The participants recommended the following points;

- A comprehensive strategy/guideline is required for innovation
- Sufficient budget allocation is required
- Proper training for the innovation team members is required
- Special awareness program should be taken for the head of the organizations on innovation

## **5. Discussions**

The main objective of this study was to evaluate the role of innovation teams in facilitation of innovation in public service delivery along with drawbacks, major challenges and prospects of innovation teams at public organizations. A purposive sampling has been used to approach specific stakeholders i.e. policy makers, innovation team members and innovators with three sets of semi structured questionnaires. Total 144 respondents participated in this survey. Apart from the survey 6 focus group discussions were also held. The findings of the research have been summarized below as per the requirement of research objectives and to address research questions.

### **5.1. Current responsibilities/activities of innovation teams**

Analysis of data shows that majority of the respondents are aware of the innovation agenda and innovation team of the public organizations. According to the opinion of the majority of the respondents; innovation work plan is not prepared on a regular basis and meeting of the innovation teams are also held irregularly. In addition, reporting to the Cabinet Division and higher authorities on innovation is also irregular. It is also evident from the opinion of the respondents that there is strong disagreement about the facilitating role of innovation teams in fostering innovation at public organizations. On the other hand majority of the respondents opined that the concept of innovation team is very effective at public organizations.

### **5.2. Challenges faced by innovation teams**

It is evident from the opinion of the respondents that the innovation teams face some challenges in managing innovations. According to them insufficient budget is the most important challenge. Other challenges include lack of incentives for innovation team members, lack of training, excessive work load, lack of authority of innovation team members, lack of motivation of senior officials and lack of logistic support etc.

### **5.3. Ways on how to overcome the challenges faced by innovation teams**

According to the opinion of the respondents it is necessary to allocate adequate budget to the innovation team. Their suggestions also include providing incentive to the innovators and innovation team members, providing sufficient training to the relevant persons, providing sufficient technical support, issuing proper guidelines for overall innovation and ensuring proper monitoring and supervision.

## **6. Conclusion and Recommendations**

### **6.1. Conclusion**

The research has revealed some important aspects of the current status of the activities of innovation teams at public organizations along with the challenges and potential solutions. The study revealed that the roles of innovation teams are not always supportive to innovation. It was also found that the innovation guidelines are not followed properly in many cases. The innovation teams across the public organizations are not active and they are not well motivated. The study also found that there is a shortage of budget for innovation. The innovation teams have lack of capacities and incentives. They are not well motivated. Excessive workload and lack of authority are some other challenges faced by the teams. Absence of effective monitoring mechanism also hinders the process.

The study has shown that it is necessary to allocate more budgets to the innovation team. Providing incentive to the innovators and innovation team members will also

be required. Apart from this, providing sufficient training to the relevant persons, providing sufficient technical support, issuing a comprehensive guidelines for overall innovation and ensuring proper monitoring and supervision will also be required to overcome these challenges.

## **6.2. Recommendations**

The agenda of ‘public service innovation’ is still evolving and this concept is very recent in the arena of public service delivery in Bangladesh. It is fact that the innovation teams face some challenges but prospects are also promising. However some realistic measures will certainly help make innovation teams more effective and efficient in the public organizations. Based on the key findings of the research the following measures can be taken in this regard:

- i) Sufficient budget should be allocated for innovation initiatives at the public organizations;
- ii) A comprehensive guideline for the innovation teams should be formulated;
- iii) A capacity development program should be introduced,
- iv) An M&E framework should be developed for effective implementation; and
- v) Incentives should be given to the innovation team members based on their performance.

## **Acknowledgement**

The authors specially acknowledge to the Cabinet Division, Government of the People’s Republic of Bangladesh for both financial and administrative support to complete the study.

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## **Performance of Service Charters: Assessment of Their Values and Significance in an Indian Perspective**

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### **Abstract**

Citizens all over the world nowadays perceive the Governments as service providers rather than mere regulators. This perception has created growing expectations among citizens about how and in what manner their governments should serve them. To meet this perception and expectation of the citizens, various initiatives are being taken and implemented by the Government so that the quality of public service and the modalities of its delivery is viewed as convenient and acceptable by the citizens. Service Charter is a significant tool to ensure, monitor, and continuously improve public service delivery. This article has discussed the values of service charters which are fundamental for the performance of a service charter and ultimately meeting public expectation. The article then analyzed the performance of service charter in an Indian state called 'Karnataka' and demonstrated how the core values of services charters have been manifested in the public service delivery excellence in that state.

**Keywords:** service charter, citizen's charter, India, public service delivery

### **1. Introduction**

Service charter is an outline for every transaction or business that takes place between the government and citizens. Citizens all over the world have become more aware of their rights and privileges through interconnectedness as a result of globalization. Now citizens want to know in advance what the government would provide them with and in what manner. Since the citizens get most of their goods and services from private organizations as customers, it made them think of the return in terms of cost, value, and time or convenience. Like private organizations, citizens expect the public sector to provide them with necessary services which would be effortless and cost-effective (McGuire 2001). Although service charter was originated in the United Kingdom in 1991 as Citizens Charter, it was all started centuries ago (in 1838) as People's Charter which was a document containing the

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rights of ordinary citizens submitted to the Parliament of England. The objectives of the citizens charter were to ensure public organizations' responsiveness, transparency, and accountability by improving the quality of public services. Attaining these objectives would eventually empower the citizen for becoming an important part of public service delivery.

Based on the original idea of the UK's citizens charter, many other countries implemented similar programmes in different names. For example, Australia implemented 'Service Charter' in 1997, Malaysia implemented the 'Client Charter' in 1993, Canada implemented 'Service Standards Initiatives' in 1995. All these programmes aimed at enhancing the quality of service offering and government liability. Since the beginning, service charters have been implemented under meticulous monitoring and evaluation to measure their performance and to make necessary improvisations to make it more effective and contextual. Adoption of service charter in many countries has experienced stiff controversy as to whether it is the right instrument to improve accountability and service delivery or only a generic solution recommended by some donor organizations which does not match diverse contexts. This essay examines the value of service charters (namely; Citizens' Charter) and if it had made a significant contribution for improving public service delivery and public accountability with reference to India.

## **2. Underlying Values of Service Charters**

### **2.1 Trust**

Service charters contain the values similar to the values we share in society as a human being. The first important value of a service charter is trust. Service charters develop trust between the government and citizens (Sharma & Agnihotri 2001) as it gives an idea of what service/s the citizens would get and how. Service charters are the commitment of the governments to its citizens for providing certain public services within the specified time and manner as deemed most appropriate. These voluntary commitments on the part of the government make the citizens rely more on the public sector.

### **2.2 Collaboration**

The second value of the service charters is collaboration. Service charters encourage collaboration between government and citizens which is vital for improving public service delivery. Service charters in many nations are recommended by the United Nation Development Programme and according to its advice, service charters are designed by the experts in collaboration with front-line service providers (public servants) and users (the citizens) (James, Murphy & Reinhart 2005). Entwistle and Martin (2005) in their article mentioned the role of the market in public service delivery which encourages the government to go for the relationship between public

service providers and citizens for improving public service delivery. Collaboration opportunities in service charters create avenues for government organizations (public service providers) and citizens to share the responsibility with regards to public service delivery.

### **2.3 Respect**

The third value of the service charters is respect. Every service charter highly emphasizes on the treatment of the citizens with due respect. It declares that citizens coming for getting service from public entity would be treated equally devoid of their caste, creed, and societal background. Service charters also give importance to paying due respect to the service provider (public servants) on the part of the citizens and public agencies. Because public servants also need to be respected in order to treat the citizens with respect (Denhardt & Denhardt 2000). This mutual respect is embedded in service charters which ensures the reception of the service receivers with care and their requirements are taken into prompt consideration and delivered with required services within the committed time and manner. As public administration works as a bridge between citizens and elected representatives, it needs to make sure that the relationship between government and citizens is centred around mutual respect (Verspaandonk 2001). Public administration uses service charter to keep up mutual respect to ensure good governance as a result of this strong relationship.

### **2.4 Shared Responsibility**

Shared responsibility is another value of service charters which involves all parties, such as the government, public service providers (civil servants) and the citizens in every stage of its planning, formulation, implementation, monitoring, and evaluation. Service charters express the requirements for getting public services from the respective public organization. This expression makes the citizens aware of their responsibility, such as the requirements to be fulfilled in advance, any fees to be paid, fulfilling any legal obligation and so on. Service charters encourage the government, public managers, and citizens to actively make their contributions for improving the quality of public service and designing a convenient distribution mechanism. Sharing responsibility by the government and citizens has been very effective in solving public issues nowadays. It clearly defines the responsibilities of the citizens in terms of service entitlement. Sharing responsibility develops a sense of ownership in the citizens and makes them an integral part of public service delivery.

### **2.5 Grievance Redressal**

The fourth value of services charters is redressal of grievance and complaint management. This is one of the most critical values of service charters which helps

the service provider to respond to complaints raised by the citizens. It also enables the service provider to evaluate the tendency and nature of complaints in order to take effective measure to stop them from coming back frequently. Service charters mention the consequences of the failure by the service provider in delivering required public service as outlined in it. Grievance redressal system attached to service charter makes sure the voice of the citizens is heard and taken into consideration for explanation or compensation when they are not delivered required services. Service charters also develop a complaint lodgment mechanism and guide the citizens on how to make use of it because an easily accessible redress mechanism is more beneficial than the complex one (Gauri 2013).

### **3. Service Charters: empowering the citizens through transparency, accountability, and efficiency**

Above mentioned values make service charter a significant tool to improve public service delivery. Service charters are particularly important because they treat the citizens as customers (Barron & Scott 1992). For some specific embedded attributes, the service charter has made itself one of the most important instruments for public management reform initiatives. First, transparency and accountability; service charters are formulated in consultation among all stakeholders. The service provider (public servants) and service recipients (the citizens) take part in an open and transparent service charter formulation approach to list down the service requirement of the citizens and determine what would be the vehicles for delivering those services. Through this process, citizens are informed in advance of the quality of service they would receive from the public service provider, how much the service would cost, and how long it would take to get it.

This transparency empowers the citizens to ask for compensation if the provides fail to provide required service duly. Second, enhancement of individual, and organizational efficiency. Service charters help governments to improvise the service delivery mechanism and enhance performance (Post & Agarwal 2012). Service charters hold service providers accountable for their efficiency in public service delivery. Every public service stipulated in service charter needs to be delivered within a specific time which eventually makes the service delivery process faster by improving the capacity of the civil servants and public organizations. Third, empowering citizens; Clifton, Comín and Díaz Fuentes (2005, p. 418) wrote:

A virtuous circle is created whereby tax-paying citizens are 'empowered' with more knowledge about the quality of public services and corresponding means to redress their grievances, while those who provide public services are offered incentives to improve performance, transparency and responsiveness to changing customer needs and expectations.

From this description, it is quite understandable the “virtuous circle” that the writers are referring to is created by none other than service charters. Service charters disclose all pertinent information about different public services. This information disclosure gives the citizen freedom of making an informed decision at the right time which is representative of their empowerment.

#### **4. Significance of Service Charter (namely Citizen’s Charter): an Indian Perspective**

In 1996, chief secretaries of all the states in India had participated in a conference titled “Effective and Responsive Administration”. This conference helped the government of India to realize the need for transforming the administration into more effective and responsive. With this background, in a conference of chief ministers of Indian states in 1997, the decision of formulating Citizen’s Charter at central and state-level governments was adopted for making the administration effective and responsive (Sharma & Agnihotri 2001). Initially, the charters clearly specified in it the standard of public service citizens would receive, the time required for service delivery, and how to get the grievance redressed just in case the service providers fail to meet the specifications of service delivery outlined in citizen’s charter.

Following this decision, state governments started designing and implementing a Citizen’s Charter in different names to bring about simplicity, transparency, and accountability in public service delivery. One of the most innovative citizen’s charters in India was launched by the Government of Karnataka called “Sakala” by enacting “Karnataka Guarantee of Services Act 2011”. Sakala means in-time. The first aim of Sakala is to deliver essential public services to the citizens in a timely manner as this is one of the most important elements of good governance. Sakala is a move towards administrative reform in Karnataka state to deliver the most essential public services on time with transparency and accountability with the help of information and communication technology (Rajneesh 2015). The principal aspiration of Sakala is to encourage the free and open interaction between the government and its organizations and citizens (Rajneesh 2013).

Since its inception, 265 mostly needed public services have been brought together under Sakala. Detailed information about these services and their providers is made accessible online for the citizens through which they can easily initiate a service request. Once the request is made, the applicant gets a unique guarantee of service to citizen (GSC) number. This number can be used to monitor the progress of the application online. If the requested service is not provided during the timeframe specified in Sakala, the applicant can raise the issue by calling the call-centre and claim compensation of India Rupee 20.00 per day of delay in delivering the service. This compensatory amount is deducted from the salary of the respective public servant found responsible for the delay.

By having this control mechanism, Sakala is ensuring 98% success in delivering timely and hassle-free public services. Sakala has so far served every single household in Karnataka. Service delivery process under Sakala is completely transparent and the providers are accountable for their responses to the applicants as the processing can be tracked in real-time. Citizens can easily get access to the services they need via Sakala help desks conveniently established all over the geographic boundary of Sakala. Sakala continuously seeks to improve service delivery by taking into consideration the feedback of 200 citizens per month.

Sakala has received several national and global awards for its commendable contribution for making public service delivery easy and citizen-centric and ensuring transparency and accountability for promoting good governance. In 2013 Sakala received Google Innovation award for successfully solving socio-economic challenges with the use of information and communication technology. It is also awarded the 2013-2014 National e-Governance award.

Any reform encounters many challenges to continue sustainably. For its sustainability, Sakala has developed a comprehensive online system which processes an application from its beginning through the disposal along with performance monitoring, and grievance redressal. It also attempted to reduce the interface between the citizens and civil servants which is sometimes believed to be a platform for malpractices. Sakala has connected its automated service delivery with payroll automation for the deduction of compensation from the civil servants responsible for slow service delivery. All these initiatives of Sakala are being replicated in other states in India to make their service charters truly a tool to exhibit public accountability, transparency, and good governance through better public service delivery.

Although some scholars argued that the service charters could not reach its goals to the extent these should have been. Equity and equality in service delivery are two of the principles of service charters, even then sometimes, majority of the people coming from the upper class of the societies take the most advantage of the charters, and this does create polarization in the society (Haque 2005). There is also a controversy about considering the citizens as the customers because consumer and citizens had two different perspectives in the public sector (Connolly, McKeown & Milligan-Byrne 1994). In most developing countries, service charters are experiencing a lack of public awareness of it. When people have very little or no knowledge of their rights and privileges, service charters suffer from offering its limited benefits.

## **5. Conclusion**

The significance of service charters exceeds its limitations by many folds because, along with the assurance of transparent, and timely service delivery, service charters

also enhances the value of the citizens' life that paves the way to good governance. Public servant's accountability has been significantly increased after the implementation of Service charters, thereby it is being successfully used by public organizations as employee performance monitoring and evaluation tool. Service charters clearly set out the service delivery targets for public managers and help public organizations to assess the perception of the citizens regarding the service delivered (Ghobadian & Ashworth 1994). Service charters are the outcome of citizens participation which is one of the important elements of good governance. In its' every stage of development and implementation, service charters actively engage the target citizens for whom it is created and consider their preferences. Service charters continue to get improvised based on the feedback received from the stakeholders through a grievance redressal mechanism. Based on the literature reviews and arguments raised in this essay, it can be concluded by saying that, using service charters as an instrument for public sector reform have been significantly important and therefore, these are not just a few pieces of paper of service specifications hanging outside public offices, but an assurance of public expectations (Kouzmin et al. 1999).

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## **Bangladesh Climate Change Trust Fund Policy: Challenges and Way Forward**

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### **Abstract**

Off late, climate change is seen as the most perplexing worldwide threat to international humanity. So increasing and quicker the climate changes, the more possible it is that they will have a detrimental impact. The global community always acknowledges that Bangladesh tops the list on the world's most endangered nation's index. Given recent achievements to economic development, Bangladesh faces difficulties raised by global warming in its ability to maintain its growth.

The Bangladesh Climate Change Trust Fund (BCCTF) was established from the country's budget in 2010 to execute the implementation plan outlined in BCCSAP. To manage the fund, Bangladesh Climate Change Trust (BCCT) has been set up under Bangladesh Change Trust Act 2010. Both BCCSAP and BCCTF have been considered a unique initiative to address climate change. A strong demand has been put to the forefront to assess with appropriate tools and frameworks the effectiveness of the outcomes of BCCTF spending. Effective and efficient utilization of it is very much important. So it is important to identify the shortcomings of fund allocation practice and procedure of BCCTF whether reduction of fund allocation influencing effective utilization of BCCTF.

The study shows that there are many challenges to

make Declining Fund Flow the gradual decline of fund allocation has become a serious challenge for funding the proposal. It makes negative impact on project goal. Many important project proposal on climate change are not being considered due to fund shortage. Funds are not allocated according to geographical vulnerability rather on biasness of members. Institutional weakness and absence of strong monitoring system are also challenges for effectiveness of Bangladesh Climate Change Trust Fund.

In order to make the Trust Fund more effective government fund allocation must be increased. BCCT should be looking for global finance mechanism in order to fill up the financing gaps. There must be some policy reform and updating especially BCCSAP, Climate Change Trust Act, Climate Change Trust Fund Policy and guidelines which have failed to ensure distribution of fund according to geographical vulnerability. Besides institutional capacity has to be strengthened with the development of strong monitoring tool.

Bangladesh is the first country that established Climate Change Trust Fund with its own resources. Many countries follow this model and the Honorable Prime Minister has been awarded Champions of the earth by the United Nations for her outstanding performance in climate change. It has developed different policy and legal framework such as Climate Change Trust Act, 2010, Bangladesh Climate Change

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Strategy and Action Plan 2009, Climate Change Trust Fund Policy, 2010. All these are an outstanding platform to tackle effectively climate change issues.

## **1. Introduction**

Now a days, climate change is seen as the most perplexing worldwide threat to international humanity. So increasing and quicker the climate changes, the more possible it is that they will have a detrimental impact. The Intergovernmental Panel on Climate Change's Fourth Assessment Report (IPCC 2007) has quashed several ambiguities regarding climate change. Global warming is now undeniable. It is now apparent that global climate change are mostly caused by man-made greenhouse emissions. The IPCC report includes extensive 21st century's predictions so these demonstrate that global climate change will proceed and intensify. The current projections reveal that, by 2100, the Earth will rise by 3°C. Even though nations curb their emissions of greenhouse gases, the Earth would keep warming. In global mean temperatures, forecasts vary from a minimum of 1.8 °C to as much as 4 °C by 2100. The global community always acknowledges that Bangladesh tops the list on the world's most endangered nation's index. Given recent achievements to economic development, Bangladesh faces difficulties raised by global warming in its ability to maintain its growth (Ahmed and Haque, 2002).

Climate change is the 21st century's greatest global health threat, and is rapidly recognized as a public health priority (WHO, 2009; Lancet, 2011; Young et al., 2002; Yongyut, 2009). Climate variable sarevital environmental factors which determinet hee cologicalniches of trees pecies and their distribution patterns (Avisé, 2000; IPCC, 2001; Yongyut, 2009). Climate change will have its biggest impact on those nations that are already the world's poorest, and will exacerbate inequities, and the effects of global warming will shape the future of health among all peoples. None the less, this message has failed to convey much public debate on climate change (The Lancet, 2011). Earth's average surface temperature increases over the course of this century are likely to exceed the healthy level of 2°C above the pre-industrial average.

Bangladeshalsobuiltcertainabilitytoaddresstheconsequencesofclimatechangeatthe national level, and political responses have also been designed to address susceptibility to ecological instability in common and, more lately, climate change in specific to address the uncertainties of global warming. The Bangladesh Climate Change Trust Fund (BCCTF) was established from the country's budget in 2010 to execute the implementation plan outlined in BCCSAP. To manage the fund, Bangladesh Climate Change Trust (BCCT) has been set up under Bangladesh Change Trust Act 2010. Both BCCSAP and BCCTF have been considered a unique initiative to address climate change. Bangladesh government through the BCCTF allocates money for financing both GO and NGO projects on Climate Change adaptation and mitigation programs.

Climate financing has been gaining significance around the globe. State climate funds have four distinct purposes, according to the UNDP guidebook (UNDP, 2011). Collecting and allocating funds to meet climate change targets, mixing funds from multiple funding sources, along with public, private, bilateral, multilateral, etc., coordinating country-wide climate change activities with flexibility to make best use of potentially uncertain funding options, building the capacity of national implementing organizations and other organizations. In addition to functioning as the recipient end point of global financing pipelines, national climate financing should be setup in line with national climate policies by national stakeholders (government, civil society and the private sector), taking into consideration the particular synergies with development plan and financial support (UNDP 2011). The UNDP Guidebook (2011) lists the following lessons in the functionality of efficient national climate financing: clearly identifying the fund's processes, making sure that the goals are well characterized and logical, having reasonable expectations of capitalization, developing as implied project cycle, engaging stakeholders to identify needs and requirements, ensuring unequivocal assessment and performance.

Funding from own resources for addressing climate change impacts is a new phenomenon for Bangladesh. A strong demand has been put to the forefront to assess with appropriate tools and frameworks the effectiveness of the outcomes of BCCTF spending. Effective and efficient utilization of it is very much important. So it is important to identify the shortcomings of fund allocation practice and procedure of BCCTF and whether reduction of fund allocation influencing effective utilization of BCCTF. A frequent complaint of the fund is that programs are chosen without the participation of shareholders. The views of the recipients in general are not taken into account. It has also been observed that the distribution of government fund decreasing each year. At the same time, revenue predicted from BCCTF's fixed assets has been declining each year due to a significant reduction in savings interest rate. And there are many important projects not being considered. In addition, the required fund allocation for most of the projects is being lowered by the Trustee Board due to a lack of funds which forces many organizations to lower production targets. So it is important to identify the shortcomings of fund allocation practice and procedure of BCCTF and whether reduction of fund allocation influencing effective utilization of BCCTF.

The objectives of this research were: i) to review the fund allocation practice and procedure of Bangladesh Climate Change Trust Fund; ii) to identify the challenges for effective utilization of the fund; iii) and to recommend way forward to overcome the challenges.

This study fulfils the research gap on utilization and effectiveness of Climate Change Trust Fund. It will also help policy makers to understand the process, priority and ways of utilization of climate change fund in different projects. By identifying the loopholes and proposing some recommendations in this paper, the policy makers will be able to prepare an empirical framework for fruitful utilization of the fund.

## 2. Methodology

In fulfilling the objectives set to explore in the study, the method was both qualitative and quantitative data analysis. It was done keeping in mind the purpose of the research, the objectives and the time that was allocated for completing the research. Both the primary and secondary sources were used to collect data.

Primary data was collected by inter viewing the Key Informants of Bangladesh Climate Change Trust (BCCT) officials through a semi-structured open ended questionnaire.

An extensive review of various climate change and sea level rise related literatures, documents and related web sites were being searched to collect latest information about the research issue.

## 3. Policies, Practice and Procedure of Climate Change Trust Fund

CCT transfer and payment of funds is performed by usage of a number of specific guidelines. The proposal application, project review, project authorization, distribution of funds and supervision and assessment are dealt with by distinct entities at various levels.

### 3.1. Fund Management Body

#### 3.1.1. The Trustee Board:

The Trustee Board, consisting seventeen representatives and chaired by the Minister, Ministry of Environment, Forest & Climate Change, is accountable for the entire administration of the BCCT and its functionalities.

Amongst the tasks of the Trustee Board are: authorization of projects on the use of 66% of the trust fund and interest of the leftover 34% and distribution of funds against authorized projects advised by the Technical Committee; strategy guidance and guidelines for the use of unded projects; guidelines to the Technical Committee on the acceptance of the yearly financial plan; financing of projects. Up-to-date 51 meetings of the Trustee Board have been held and total 658 Projects have been considered with amount of taka 323857.69 lac.

Table 1: Trustee Board Meeting Wise Project Numbers (Source BCCT)

TB Number	Project Numbers	Funding (Lac Taka)
2	03	3861.23
3	21	27277.53
4	08	4099.37
5	01	248.76
6	03	1299.44
7	04	7590.72
9	03	3563.25
10	04	6183.04
11	04	4266.56
12	04	5211.40

13	05	5817.61
14	06	8385.44
15	03	3037.97
16	05	7652.48
17	03	3301.28
18	05	2099.80
19	05	6972.77
20	04	3382.39
21	04	6390.20
22	04	3693.63
23	05	7057.47
24	04	2779.84
25	10	8871.58
26	10	9197.41
27	07	3563.62
28	20	11558.18
29	22	8051.85
30	11	5097.95
31	11	8198.96
32	11	6959.35
33	06	4900.00
34	11	3800.00
35	38	15467.27
36	25	12776.02
37	25	8635.75
38	12	4099.99
39	26	6170.42
40	09	1199.79
41	27	9202.43
42	16	5345.72
43	15	3283.00
44	13	2373.72
45	28	11428.35
46	31	8529.36
47	02	929.97
48	57	18062.09
49	53	8886.74
50	01	996.86
51	53	12099.13
<b>Total</b>	<b>658</b>	<b>323857.69</b>

### 3.1.2. The Technical Committee and Sub-committees:

The Technical Panel comprises of 13 representatives. The Secretary, MoEF & CC is its Chairperson and its Deputy Secretary (Environment 1) serves as the Secretary to Member. The Council is also composed of two experts from DoE, experts from civil society and non-governmental organizations and one CEGIS expert. It is charged with examining the project applications received and guiding the Trustee Board on the choice of projects, the formation of sub-committees where appropriate and the performance of any other tasks delegated to them.

### 3.1.3. Bangladesh Climate Change Trust

Under Climate Change Trust Act 2010, Bangladesh Climate Change Trust has been established in order to give secretariat service to Trustee Board, Total manpower is 83 which is headed by the Managing Director with one DMD, four Directors and a Secretary. The responsibilities of BCCT are to receive and initial examination of project documents and implement the decisions of the Board. It is also responsible to release fund and monitor the implementation of the projects. In fact the main responsibility is the fund management.

Up to date BCCT has received Taka 3800 crore from government budget and it has kept in FDR Taka 1293 crore as seed money. The interest received from seed money is used for BCCT administrative cost and other amount is added for projects. The table below gives a status of the whole fiscal transaction.

Table 2 : Climate Change Trust Fund Status (Source: BCCT)

Fiscal Year	Government Allocation (Crore)	Number of Projects	Fund kept as Seed Money	Interest Received	Fund Available for Projects
1	2	3	4	5	6
2009-10	700	32	341	4.8016	466.8016
2010-11	700	23	238	16.8202	478.8202
2011-12	700	36	238	83.7188	545.7188
2012-13	400	44	136	111.1013	375.1013
2013-14	200	75	68	162.1816	294.1816
2014-15	200	80	68	165.2127	297.2127
2015-16	100	72	34	153.011	219.0112
2016-17	100	71	34	141.47	207.4687
2017-18	100	61	34	109.9	175.9029
2018-19	300	111	102	81.5	279.5
2019-20	300	53	102	82	280
Total	3800	658	1293	1111.719	3619.719

### 3.2. Bangladesh Climate Change Strategy and Action Plan (BCCSAP)

In 2009, the government of Bangladesh in order to address climate change issues, Bangladesh Climate Change Strategy and Action Plan (BCCSAP) has been introduced with ten years implementation period. This strategy is supposed to be implemented by Trust Fund and any project under the Fund should cover one or more of six thematic areas of BCCSAP. Till today, the Trustee Board has approved 658 projects which have been categorized in six thematic areas. The table below shows the status of thematic area wise allocation of fund.

Table 3: Thematic Area wise projects and fund allocation ( Source: BCCT)

Sr. No	Thematic Area	Number of Project	Approved Cost (Lac Taka)
1	Food Security, Social Protection and Health	93	42,167.83
2	Comprehensive Disaster Management	07	3,597.79
3	Infrastructure	407	209,658.60
4	Research and Knowledge Management	28	11,325.32
5	Mitigation and Low Carbon Development	114	52,036.17
6	Capacity Building and Institutional Strengthening	9	5,071.97
	Total	658	323,857.68

### 3.3. Project Selection and Fund Allocation Process

There are many rules and guidelines are followed in project selection .such as Climate Change Trust Act, 2010, Bangladesh Climate Change Strategy and Action Plan 2009 , Climate Change Trust Fund Policy, 2010, checklist and instructions for approval and revision of the project.

At first step the initiating agency needs to prepare the project as per instructions and checklist covering thematic areas of BCCSAP. Then the line Ministry/Division process the project. After perusal of the document the administrative ministry Secretary has to sign the document as per project format. The administrative ministry sends the proposal to the Ministry of Environment, Forest and Climate Change. The Ministry then sent the proposals to BCCT for scrutinizing the documents as per checklist and send feedback to sender Ministry for correction if needed. After that BCCT take the proposal to Technical Committee headed by the Secretary, MoEF&CC. The Technical Committee examines the proposal as per BCCSAP thematic areas and also cost rationalization. After the recommendation of the Technical Committee the project proposals are taken to the Trustee Board for final

approval. In case of NGO projects, PKSF is entrusted to examine the project proposals and upon its recommendation, the Trustee Board takes decision.

#### 4. Study Findings and Discussion

After reviewing fund allocation practice and procedure and analyzing primary as well as secondary data, following challenges have been identified for effective utilization of Climate Change Trust Fund.

##### 4.1. Declining Fund Flow

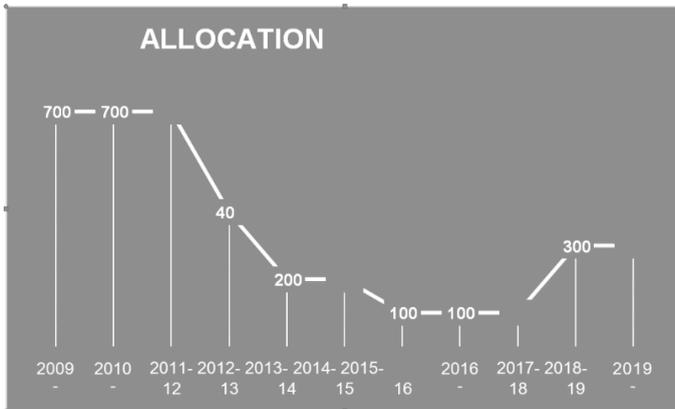
Climate Change Trust Fund has started its journey in 2010 after the establishment of Bangladesh Climate Change Trust under Climate Change Trust Act 2010. Climate change projects under the Fund taken only from the fiscal year 2009-2010 i.e. for the last one decade. But the gradual decline off and allocation has become as serious challenge for funding the proposal. Since climate changes issues are getting complex day by day, it is expected that allocation of fund will increase. But the situation is reverse. BCCT is highly dependent on government annual budget allocation. Moreover the interest rate of the commercial banks has also been declining. The following table shows that since 2012-13 the government allocation is declining.

Table 4 Government Fund Allocation (Source: BCCT)

Till to date BCCT has received a total of taka 3800 crore in a decade. It is found that for first three fiscal years the allocation was 700 crore . But from 2012-13, sharp decline in allocation from 700 crore to 400 crore and 50% cut in next year. That decline continued till 2017-18 and from 2018- 19 the allocation increased.

Figure 1: Fund Flow Trend

Fiscal Year	Allocation Amount(crore}
1	2
2009-10	700
2010-11	700
2011-12	700
2012-13	400
2013-14	200
2014-15	200
2015-16	100
2016-17	100
2017-18	100
2018-19	300
2019-20	300
<b>Total</b>	<b>3800</b>

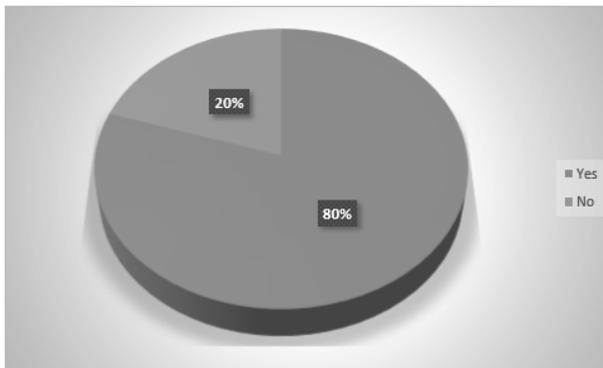


The above figure indicates sharp decline which is become a great challenge for Climate Change Trust Fund to address properly climate change issues in Bangladesh.

#### 4.2. Fund Flow Impact on Project Sustainability

BCCT officials have commented that reduction of proposed fund due to inadequate fund flow has anegative impacton sustainability and outcome of the project. Most of the respon dentssaidithas impact on sustainability of the projects.

Figure 2: Impact on ProjectSustainability



One key informant cited an example that suppose if a Bangladesh Water Board Project been proposed for 5 km embankment with cost of 10 crore, the Trustee Board allocates only 2 crore. So this curtailed allocation seriously affects the sustainability of that particular project. In the long run this embankment may not sustain and the money spent for will govain.

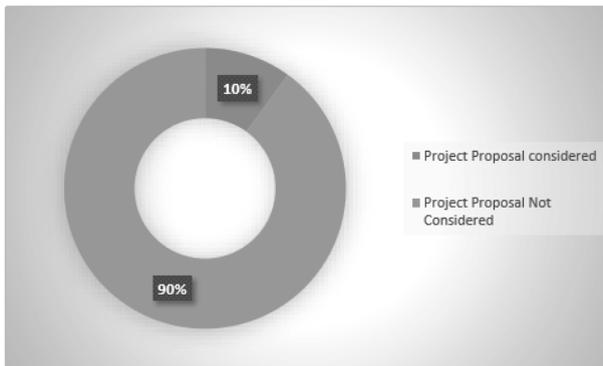
### 4.3. Fund Flow Impact on Projectgoal

In each project proposal, there must be logical framework which illustrates the the project objectives and goal. When an organization prepares a proposal it sets the goal on the basis of proposed budget. While the budget is curtailed by Trustee Board, it makes negative impact on project goal. Because if the length of embankment is being reduced due to fund shortage, the embankment may not serve the purpose. Such kind of proposal is usually made to protect certain area from rivererosiondueto climatechange. Insuchcaseif thelengthhanddesignisnot properly maintained, it will not benefit the people. For this reason, many organization are reluctanttosubmit any proposal to BCCT.

### 4.4. Rejection of ImportantProject

Many important project proposal on climate change are not being considered. The respondents replied that 90% of the project proposals received from Ministries and Divisions are not being considered by the Trustee Board. This happens due to shortage of fund. Since climate change issues are aggravating day by day, increasing number of projects are being received by the Ministry of Environment, Forest and Climate Change.

Figure 3: Consideration of project proposal by Trustee Board



The above figure indicates that the number of projects being rejected by the Trustee Board is alarming. Because most of the projects are highly significant for adaptation and mitigation of climate change issues in Bangladesh. So straightforward rejection of project proposals for non- availability of fund is a great challenge.

### 4.5. Inequitable Fund Distribution

Another big challenge for Climate Change Trust Fund is inequitable fund distribution. From the table below we can easily understand that Chottogram, Bhola and Pirojpur have got the highest allocation. On the other hand other districts have received nominal number of projects.

Table 5: District wise Fund Allocation (Source: BCCT)

Sr. No	District Name	Project Number	Fund
1	2	3	4
1	Bagerhat	07	2350.00
2	Bandarban	03	600.00
3	Barguna	04	1250.00
4	Barisal	25	9002.58
5	Bhola	40	25425.67
6	Bagura	06	1800.00
7	Brahmanbaria	08	4197.55
8	Chandpur	11	6989.60
9	Chapainabaganj	09	1600.00
10	Chattagram	48	27868.29
11	Chuadanga	05	850.00
12	Kumilla	15	4898.77
13	Cox's Bazar	04	4363.51
14	Dhaka	26	13700.74
15	Dinajpur	18	5438.09
16	Faridpur	05	2000.00
17	Feni	10	2750.00
18	Gaibandha	06	2680.99
19	Gazipur	05	1300.00
20	Gopalganj	10	6381.51
21	Habiganj	04	700.00
22	Jamalpur	06	1903.76
23	Jessore	07	1111.83
24	Jhalokathi	08	4166.74
25	Jhinaidah	08	1219.44
26	Joypurhat	03	400.00
27	Khagrachari	02	269.47
28	Khulna	13	6290.56
29	Kishorganj	09	4698.70
30	Kurigram	03	600.00
31	Kustia	08	4000.00
32	Lakshmipur	03	1000.00
33	Lalmonirhat	01	200.00
34	Madaripur	12	7727.59
35	Magura	04	911.41
36	Manikganj	03	998.28
37	Meherpur	02	300.00
38	Moulvibazar	10	2019.00
39	Munshiganj	05	900.00
40	Mymensingh	14	5639.00

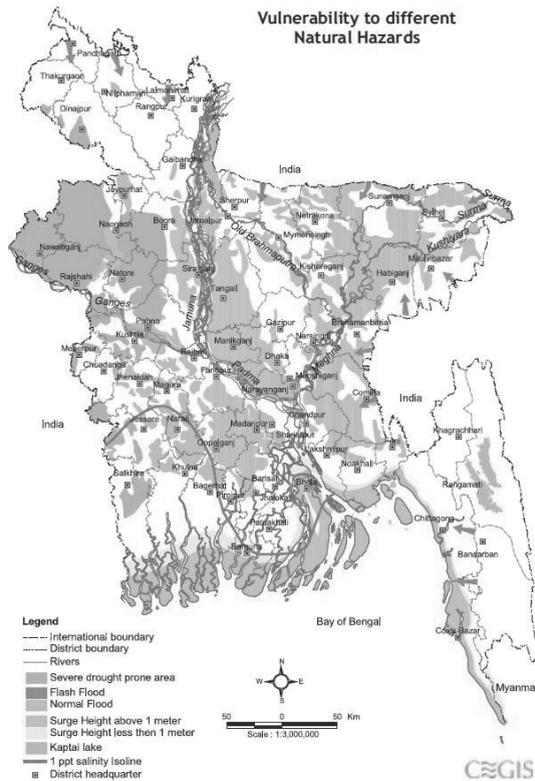
47	Nilphamari	04	799.00
48	Noakhali	15	3963.78
49	Pabna	04	479.99
50	Panchagarh	02	300.00
51	Patuakhali	15	8193.41
52	Pirojpur	38	18281.45
53	Rajbari	02	395.85
54	Rajshahi	23	6214.72
55	Rangmati	04	2553.00
56	Rangpur	08	2308.46
57	Satkhira	06	3975.32
58	Shariatpur	05	4851.00
59	Sherpur	05	2149.00
60	Sirajganj	11	6398.97
61	Sunamganj	05	3929.95
62	Sylhet	14	5201.12
63	Tangail	10	1765.69
64	Thakurgaon	06	2800.83
	Others	68	73814.01
	Total	658	323857.72

Some key informants replied that the members of the Trustee Board members are very influential. Most of the members are Ministers and the Board takes decision to accept or reject the proposal. So the Board Members prefer the projects of their own constituencies. The three districts i.e. that Chottogram and Pirojpur were represented by Board Chairman and Bholawas represented by Minister of that Ministry. Thus it easily indicates that influence of Board Members and their biasness has led to inequitable fund distribution.

#### **4.6. Less Emphasize on Climate Vulnerable Areas**

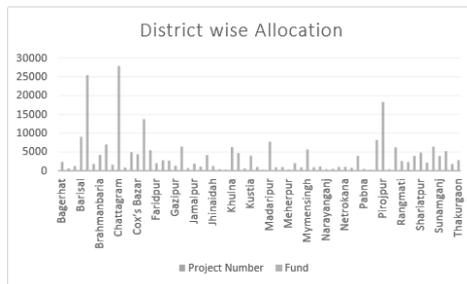
The objective of creating Climate Change Trust Fund was to undertake projects from our own resources to protect climate vulnerable areas. But the climate vulnerable districts have not been emphasized equally.

Figure 4: Climate vulnerable Districts in Bangladesh (Source: Mahmood ,2012)



For example Khulna, Bagerhat and Satkhira districts are highly vulnerable to salinity and tidal surge. But the fund allocation scenario indicates that these districts are not being emphasized accordingly.

Figure 5: Uneven distribution of Fund



The above figure shows that fund has not been distributed according to climate vulnerability. Only three districts have been emphasized as it was influenced by Board members in decision making process.

#### 4.7. Inefficient Project Management and Monitoring

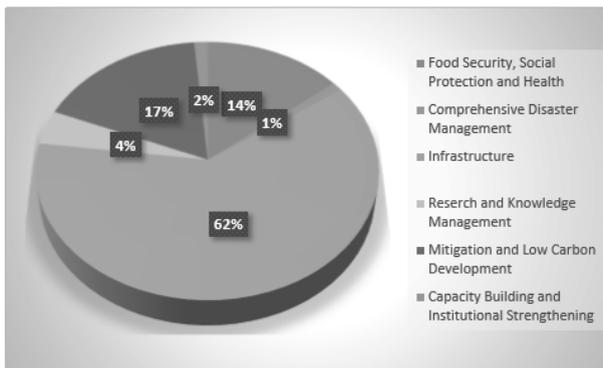
Most of the key informants have suggested that efficient project management and monitoring is a big challenge. According to Bangladesh Climate Change Trust Fund Policy, there is a fixed monitoring and evaluation mechanism mentioned in the policy. The executing agencies are accountable for the project execution through Project Implementation Committee and Project Steering Committee. On the other hand, Ministry of Environment, Forest and Climate Change, Bangladesh Climate Change Trust, IMED and District and Upazila administrations are also assigned to monitor project implementation. But the key informants have informed that except BCCT, other organizations are reluctant to monitor the project implementation. Therefore most of the projects could not be completed within stipulated time. Moreover the qualities of the project works are often questioned by BCCT. The key informants told that BCCT does not have the capacity to monitor huge number of projects. So monitoring the implementation of the projects are key issues of the fund.

#### 4.8. Thematic Areas of BCCSAP not properly addressed

The major objective of Climate Change Trust Fund was to achieve the objectives of Bangladesh Climate Change Strategy and Action Plan (BCCSAP). As per Climate Change Trust Fund Policy guidelines projects can be submitted at any time of the year provided that they fall under any of the six thematic areas of BCCSAP'2009. The thematic areas are: i) Food Security, social protection and health, ii) Comprehensive disaster management, iii) Infrastructure, iv) Research and knowledge management, v) Mitigation and low carbon development and vi) Capacity building and institutional strengthening.

The key informants informed that in order to address climate change adverse impact in Bangladesh, we need more fund for research purpose. But the following figure shows that all the thematic areas are not properly addressed.

Figure 6: BCCSAP Thematic area wise Number of Projects



Only 4% of total fund allocation has been spent for research and knowledge management and only 1% of the fund is being spent for comprehensive disaster management. It clearly explains that the six thematic areas are not being properly addressed in project selection. The key informants told that the Trustee Board members are more inclined to select infrastructure projects in their constituencies because of parochial interest.

#### **4.9. Lack of coordination**

The key informants have informed that coordination is a big challenge for Climate Change Trust Fund. The relevant agencies are not cordial enough to cooperate BCCT. It is the responsibility of the Ministry/Division to examine project proposal and consider the feasibility of the project. But the Ministries do not play their role and send the proposals with incomplete information. So it becomes difficult for BCCT to peruse the proposals. In most of the cases cost estimates are not prepared as per approved schedule. IMED is supposed to evaluate all projects after completion. But it is reluctant to evaluate the projects funded by BCCT. The key informants told that BCCT sends all information after the completion of the projects. But all these project completion reports are still pending in IMED. Therefore without support from other agencies, it is difficult for BCCT to efficiently manage the fund.

#### **4.10. Lack of Institutional Capacity**

The key informants of BCCT has mentioned that BCCT act as secretariat of the fund. But the manpower of the organization is only 67 which is not capable to deal with large number of projects. Since BCCT processes the projects, it lacks sufficient manpower to scrutinize the documents and properly monitor the projects. Moreover BCCT does not have its own office. It has been trying to get land for office, but yet find a land of its own.

### **5. Recommendations**

#### ***5.1. Increase Government Fund Allocation***

Annual Government fund allocation to BCCT needs to be increased. The decline off und has been highly affecting the sustainability and objectives of the project. Moreover interest rate for CCTF needs to be static. BCCT must be allowed to invest its fund in savings certificate to generate fund.

#### ***5.2. Develop Skill to Receive Fund from Global Climate Finance Mechanism***

Globally there are many climate funds available for climate vulnerable countries like Bangladesh. Such as Green Climate Fund (GCF), Adaptation Fund (GEF acts as secretariat and WB as trustee), CDM–Clean Development Mechanism

(implemented under the Kyoto Protocol), CIF – Climate Investment Funds, CTF – Clean Technology Fund, GEF – Global Environment Facility. But Bangladesh has got little access to those funds. Therefore appropriate skill needs to be developed for getting those funds in order to reduce dependency on government budget.

### **5.3. Reform Project Selection Process**

The existing project selection process has to be changed. It is the exclusive power of the Trustee Board to accept or reject a project proposal. So the Trustee Board members often considers the project in subjective manner. Therefore no project can be considered without feasibility study as well as stakeholders opinion. There must be some objective measurable criterion for considering a project by the Trustee Board. The Trustee Board must include Planning Minister and more experts on climate change.

### **5.4. Stakeholders Participation in Project Selection and Monitoring Process**

In project selection criterion there must be provision that opinion of the beneficiaries as well as relevant stakeholders must be included in the project proposal to make sure the project will really benefit people. At the same time there must be stakeholder participation in project monitoring process in order to ensure transparency and accountability of the project implementation.

### **5.5. Update BCCSAP 2009 and all related policies**

BCCSAP 2009 has formulated for 10 years and was supposed to be updated by 2018. But it has not yet been updated. Since the global climates cenario has changed and SDG has come into force, BCCSAP needs to be updated as soon as possible. Besides, Climate Change Trust Act, 2010, Climate Change Trust Fund Policy, 2010, Guidelines for preparing project proposal, approval, amendment, implementation, fund release and fund use for government, semi-government and autonomous organizations under the Climate Change Trust Fund, 2012, Guidelines for selection of NGO (Nongovernment Organizations) and project implementation under the Climate Change Trust Fund 2010 and Bangladesh Climate Change Trust (BCCT) Regulations 2013 need to be updated.

### **5.6. Strengthen Institutional Capacity of BCCT**

The capacity of Bangladesh Climate Change Trust has to be enhanced. The organogram of the organization has to be changed and adequate manpower needs to be employed for smooth functioning of the organization. Besides effective and special training programs for BCCT officials have to be given to improve their knowledge and skill.

### **5.7. Ensure Strong Monitoring and Evaluation**

Strong monitoring is required by the executing agencies in project implementation. Online monitoring software may be introduced so that all stakeholders can share monitoring information. In addition to IMED, independent agencies may be hired for evaluating the completed projects.

### **5.8. Better Coordination among all stakeholders**

Consultation and coordination among all stakeholders as well as government agencies have to be increased through frequent video conferencing systems and other mechanisms. Prime Minister's Office may be engaged for better coordination among the agencies.

## **6. Conclusion**

Bangladesh has been regarded as one of the most pro-active countries for taking the impact of climate change in a very serious manner. Bangladesh is the first country that established Climate Change Trust Fund with its own resources. Many countries follow this model and the Honorable Prime Minister has been awarded Champion of the Earth by the United Nations for her outstanding performance in climate change. It has developed different policies and legal frameworks such as Climate Change Trust Act, 2010, Bangladesh Climate Change Strategy and Action Plan 2009, Climate Change Trust Fund Policy, 2010. All these are an outstanding platform to tackle effectively climate change issues.

However, there remain a lot of challenges which need to be addressed to make the fund more effective. Decline of fund flow, inefficient fund management, defective project selection process, weak institutional capacity, ineffective monitoring system and lack of coordination are key issues to be considered in this regard.

Therefore, in order to address the issues, government fund allocation must be increased along with policy reforms and strong monitoring. It has been found that without strengthening the institutional capacity of Bangladesh Climate Change Trust, all other efforts will end in fiasco.

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## Effect of Age of the Coastal People on Media-response to Cyclone Warning in Bangladesh

Shaikh Muhammad Refat Ali<sup>1</sup>

### Abstract

Historically, cyclones are the major killer in the coastal region of Bangladesh. Electronic media broadcast cyclone warning and related messages to all concerned people. The study explores the relationship between the age of the coastal people of Bangladesh and their media-response to cyclone warning. This study followed a questionnaire-based quantitative survey at four randomly selected coastal districts of Bangladesh. All electronic media available at the study area are taken into account. Key findings show that youths have a higher rate of ownership of FM radio set. Usage of TV and FM radio is decreased with age. Lack of understanding of the signals number by the old people (13.33%) and children (14.29%) makes them vulnerable. Despite simultaneous broadcasting of forecast message, only 43% of the respondent went to a shelter house during cyclone Mora in 2017. Media schedule and programs may be organized based on the findings to reach people of all ages. Multi-media approach to reach different group of people, utilization of central-local source of information, AM radio set distribution among the fishermen community, customized broadcasting and easy to follow message development are suggested to overcome the barriers in harmony to the 'leave no one behind' spirit of the SDGs.

**Keywords:** Cyclone, Bangladesh, Electronic media, Media response, Coastal people, Age, Forecast.

### 1 Introduction

Bangladesh, the largest deltoid region of the world, is under threat of tropical cyclone due to its geographical position beside the Bay of Bengal. Density of population forces the coastal people to be one of the most vulnerable communities. Cyclone warning, broadcast in the electronic media, provides the life-saving messages for them. Therefore, response to media is a vital component for disaster management. Despite continuous forecast in radio and television, death toll during the cyclone Gorky of 1991 was over 138 thousand. This occurrence insisted one of the leading musical bands of Bangladesh (Feedback 1991), to sing the song in bengali:

'Oh boatmen! As you don't have any radio,  
you failed to not know that a severe cyclone is coming.

---

1. Deputy Secretary, Ministry of Expatriates' Welfare and Overseas Employment

The whole Bangladesh got the message.

Alas! You could not know’.

It is still unknown why such a huge number of people could not secure a safe shelter, instead of a mass media campaign. No in-depth study is done to explore whether the age of the coastal people of Bangladesh has any effect on their media-response. This article, based on a research study on the coastal people of Bangladesh, aims at providing an in-sight to the policy makers and focuses on understanding the target people as an attempt to minimize the knowledge gap.

### **1.1 Problem Statement**

Standing orders on disaster (SOD) is effective in Bangladesh since 1997 to minimize human, economic and environmental cost. Electronic media are considered as tools for ensuring faster dissemination of warning signals of imminent disasters to all concerned people (DMB 2010a). Whether the messages are sufficient enough are still unknown. An extensive survey on disaster (BBS 2016) provides certain data on age and media usage of the coastal people, but the correlation among the factors is not addressed. So there are gaps that need to be identified to develop effective media-messages for age-specific group of people. The study focuses on the relationship between the messages and response to such messages considering the target people.

### **1.2 Significance of the Study**

The Bay of Bengal washes 711 km long coastline at the southern border of Bangladesh (Hossain 2011). It includes 147 upazilas of 19 districts covering about 47,201 km<sup>2</sup> coastal areas. Of them, 12 districts meet the sea directly. Coastal areas of Bangladesh can be segmented into three distinct coastal regions: the western, the central, and the eastern. About 41.8 million people used to live in these coastal regions and is likely to reach 57.9 million by the year 2050 (Minar, Hosain and Shamsuddin 2013). These mass people are threatened because Bangladesh becomes victim of tropical cyclone of severe intensity once in every three years (Ahmed, Haq, Nasreen and Hassan 2015). In the disaster-management process, electronic media play an active part. Cyclone alert is the key message for the vulnerable people to be aware of the threat. It may prevent widespread damage, reduce human suffering and avert life loss. The study would help to develop age specific key messages for the coastal people

### **1.3 Justifications of the Study**

As soon as a depression in the Bay of Bengal is forecast by Bangladesh Meteorological Department, electronic media broadcast messages to warn people on cyclone. The correlation statistics on disaster communication in South India, show that age and education of the respondents are negatively correlated (Kuppuswamy

2014). Still no noteworthy research is done to determine influence of age of the coastal people on their response to cyclone warning broadcast in the electronic media of Bangladesh. This research would contribute in disaster management by analyzing the situation in the context of Bangladesh. It may guide to develop an effective broadcast strategy to reduce the vulnerability of the coastal people.

#### **1.4 Objective of the Study**

Objective of the study is to determine the effect of age of the coastal people on their media-response to cyclone warning.

#### **1.5 Limitation**

The study is limited to the effect of age only and ignores other socio-economic variables like sex, economic status etc. Further study may be done to overcome the limitation in future.

### **2.0 Literature Review**

The vision of the Government of Bangladesh on disaster management is to minimize people's risk, especially the poor and the vulnerable. The vision should be achieved by dealing with disasters of massive scales using efficient emergency response system (Planning Commission 2013). A study proposes for immediate preparation and taking action as per requirement instead of waiting for disaster strike (Mathbor 2007). Electronic media have a considerable role in such cases by ensuring and disseminating the required information.

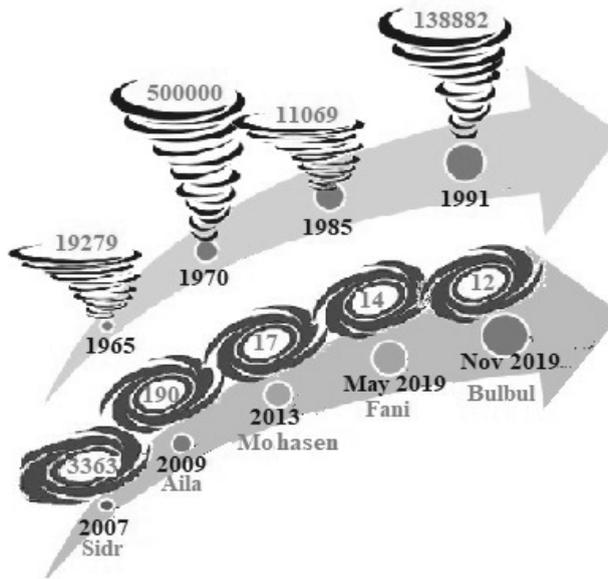
#### **2.1 Bangladesh as per Global Risk Index**

Due to very high exposure, high vulnerability and high susceptibility, Bangladesh is one of the top ten countries in world risk index 2019 (Day et al 2019). Coastal people living in 32% of the total geographical areas of Bangladesh are the most affected and vulnerable (Ali 2017).

#### **2.2 Cyclone and Its Impact on the Coastal Area**

Historically, cyclones are the major killer in the coastal region of Bangladesh. Deadly storms causing more than 10000 fatalities in the last three centuries shows 20 cyclones out of 23 are formed over the Bay of Bengal (WMO 2011). Cyclone trajectory in Figure-1 shows death loss in the major cyclones. Fatalities from 1965 to 1991 was high followed by comparatively low fatalities till date. Five disasters of high intensity from 1998 to 2009 have caused damage to roughly 15% of GDP with an average of 2.7% per event (GED 2011). Developing messages to aware the vulnerable group like women and children are suggested as failure to receive such message may cause death of one in five persons on an average (Ali 2019).

Figure 1: Severe cyclone trajectory and death toll in Bangladesh



(Source: Author. Based on MoEF 2008, DMB 2010b)

## 2.3 Broadcasting in the Coastal Area

### 2.3.1 Electronic Media

Television (TV) and radio play a vital role in communicating disaster message in Bangladesh. The cyclone of 1997 was similar to that of 1991, but the death toll was limited to 155 only as about 600 thousand people were evacuated to cyclone shelter following warning message (Akhter and Ullah 2014). Public and private television and radio channels plus community based radio service are available in the coastal areas. Moreover, cyclone warning and related messages are narrowcast through loud speakers at the time of disaster.

### 2.3.2 Coastal Focused Broadcast Activities

Media organizations function in the coastal areas in three specific forms- public service broadcasting, private service broadcasting and community radio service. Regional radio stations of Bangladesh Betar at Chittagong, Cox's Bazar, Khulna, Barisal and Dhaka broadcast weather forecast and programs on disaster management through frequency modulated (FM) radio and amplitude modulated (AM) radio targeting the coastal people. Bangladesh Television broadcast TV programs from Dhaka and Chittagong. FM community radio stations are located in coastal areas like Satkhira, Jhinaidha, Khulna, Barguna, Bhola, Hatia, Chittagong and Cox's Bazar.

### 2.3.3 Media Access of the Coastal People

Though ownership of radio (51.1%) is much higher than television (12.8%), it has been noted that a large proportion of respondents lacks access to any media. Moreover, 46.7% owners of media prefer to take precautionary measures during cyclone (Raj, Ullah and Akhter 2010).

### 2.3.4 Media Warning and Preparedness

According to BBS (2016), two-third of the cyclone affected people got early warning through different media and of them a large proportion of people (88.48%) took necessary preparation during the period 2009-2014. At the same time, people used to depend on different media like television (15.63%), radio (14.70%) and interactive voice response or IVR (10.31%).

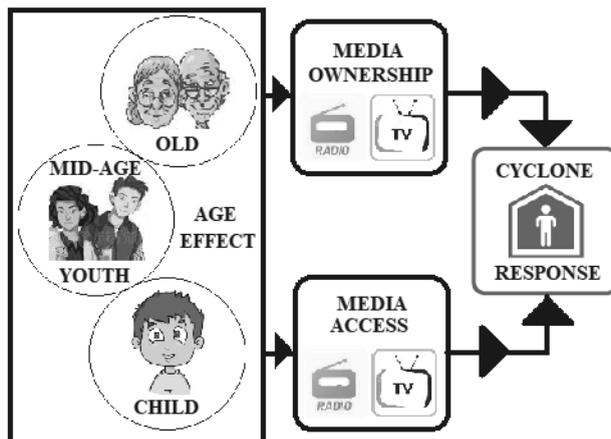
### 2.3.5 Evacuation Behavior to Cyclones in Bangladesh

In order to analyze evacuation behavior of the coastal people, Paul (2014) utilized secondary data provided by different authors and compared cyclone evacuation scenario during the great Bhola cyclone of 1970, Gorky of 1991 and Sidr of 2007. It is estimated that less than 1% people evacuated in 1970 cyclone while over 90% people knew of the cyclone. The rate of evacuation was also lower in case of cyclone Gorky (26.7%) and Sidr (33.2%).

## 3.0 Conceptual Framework

Communication of appropriate information at right time can save lives, livelihoods and resources (Coyle and Meier 2009). Television, FM radio and AM radio are the electronic media for disseminating information. Coastal people may receive the cyclone warning if they have ownership or accessibility to the media. Ownership and accessibility may be further influenced by the age of the coastal people. The end result will influence the response of the receiver to warning.

Figure-2: Conceptual framework of the study



**4.0 Methodology**

The study draws upon a questionnaire-based quantitative data analysis. All electronic media (Television, AM radio, FM radio) as well as broadcasting entity (public, private and community based broadcasting organization) available at the study area are taken into account. People residing at the nineteen coastal districts are considered as the universe and persons who experienced at least one major cyclone are taken as the target population for the survey. Randomly selected four districts (Chittagong, Cox’s Bazar, Barguna and Khulna) are taken from nineteen districts of three coastal regions- the western, the central and the eastern.

The sample size is distributed among the randomly selected 8 upazilas in ratio of their household numbers. One sample is chosen from each of the randomly selected households. According to a study, 66.73% of the cyclone affected households (who experienced at least one major cyclone) got early warning (BBS 2016). So, prevalence of outcome (p) is taken as 66.73%. Test statistics (Z) is 1.96 at 95% confidence level. Standard error (d) is set as 5%. To ensure proper representation within these samples, sample size is determined based on the following formula:

$$\text{Sample size, } N = \frac{Z^2pq}{d^2} = \frac{Z^2p(1-p)}{d^2} = 205$$

The primary data are collected through household survey by using a structured questionnaire. The data are checked thoroughly for consistency and completeness. Data are analyzed using descriptive statistics (mean, standard deviation, frequency, percentage, cross-tabulation) by SPSS version 22.0. Age range of the respondents is divided into four categories- Children (≤18 years), Youth (19- 30 years), Mid-level people (31- 63 years) and Old people (≥64 years).

**5.0 Data Analysis and Findings**

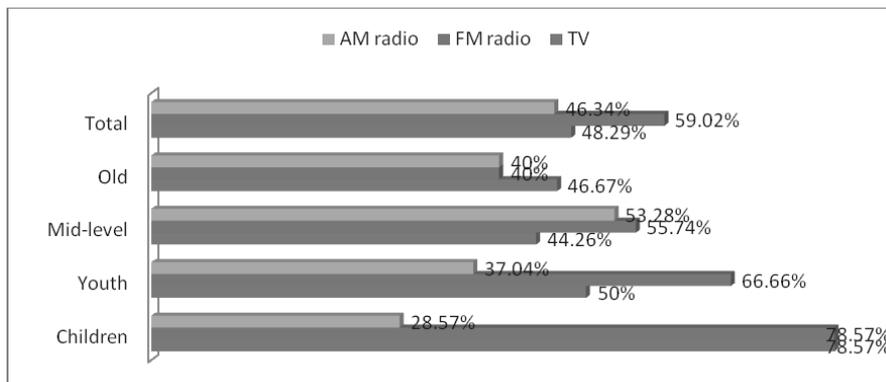
**5.1 Age and Ownership of Gadget**

The Chi-square tests in each case, show that the computed value of  $\chi^2$  is less than critical value (7.815 at 3 df) and do not reject the null hypothesis (H0: There is no relationship in age and ownership). The p-value also supports the decision.

Table-1: Chi-square test and p-value for ownership of gadget and age

	$\chi^2$	df	P
Ownership of TV and age	6.013	3	.111
Ownership of FM radio and age	6.305	3	.098
Ownership of AM radio and age	6.262	3	.100

Graph-1: Effect of age on ownership of gadget



Total ownership of FM radio set (59.02%) is higher than TV set (48.29%) and AM radio set (46.34%). Ownership of television set among old person (46.67%) is higher than ownership of FM and AM radio set. In case of mid-aged people, ownership of FM radio set (55.74%) and AM radio set (53.28%) is almost equal and higher than ownership of TV set (44.26%). Youths have a higher rate of ownership of FM radio set (66.66%). Children have the highest ownership of TV set and FM radio set at their household (78.57% in both cases).

## 5.2 Age and Usage of Gadget

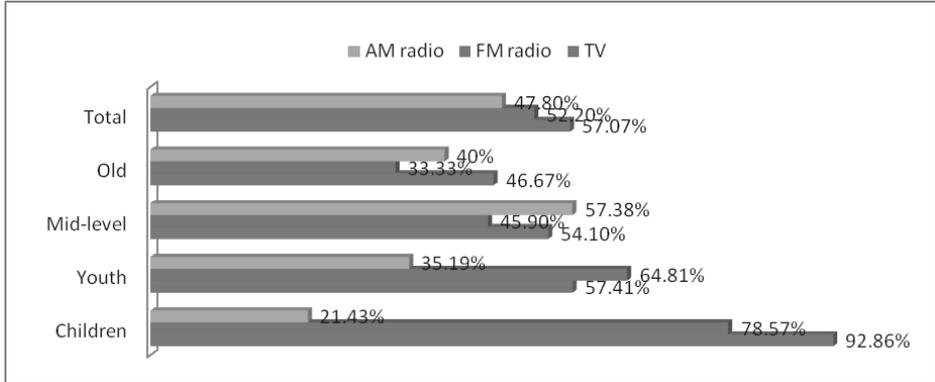
The Chi-square tests in each case, show that the computed value of  $\chi^2$  is more than critical value (7.815 at 3 df) and reject the null hypothesis ( $H_0$ : There is no relationship in age and usage). The p-values have strong evidence that  $H_0$  is not true.

Table-2: Chi-square test and p-value for usage of gadget and age

	$\chi^2$	df	P
Usage of TV and age	8.423	3	.038
Usage of FM radio and age	11.425	3	.010
Usage of AM radio and age	12.196	3	.007

The study identifies that usage of TV is the highest (57.07%) among the respondent followed by FM radio (52.20%) and AM radio (47.80%). Age distribution shows that usage of TV and FM radio is decreased with age. Usage of TV is higher in case of children (92.86%) and the youth (57.41%). Usage of FM radio is higher in case of children (78.57%) and youth (64.81%). Old people are the lowest users of TV (46.67%).

Graph-2: Effect of age on usage of gadget

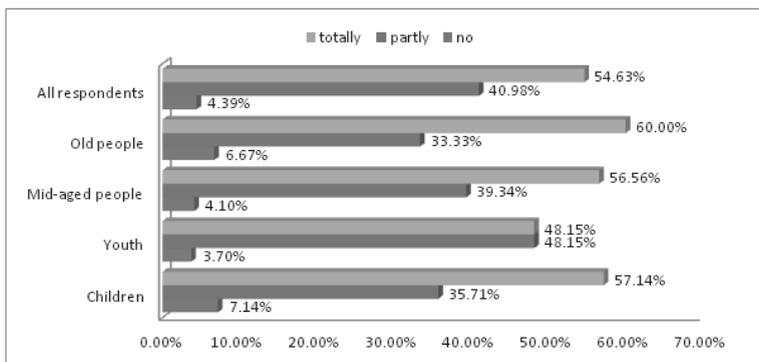


### 5.3 Age and Understanding of Forecast Message

The Chi-square test shows that the computed value of  $\sqrt{2}$  (2.159) is less than critical value (12.592 at 6 df) and does not reject the null hypothesis ( $H_0$ : There is no relationship in age and understanding of forecast message). The p-value (.904) also supports the decision.

Though electronic media broadcast forecast message to aware people, the study shows that 54.63% of the respondents can understand the forecast message. The rate is not enough to save the life of all coastal people. Understanding of forecast message is the highest among the old people (60%) and lowest among the youth (48.15%). Again, 7.14% of the children do not understand the forecast message. Introducing forecast related content in the syllabus of the children may help to ensure understanding of forecast message. The middle aged group also understands forecast message (56.56%) at lower level and need to increase the rate of understanding.

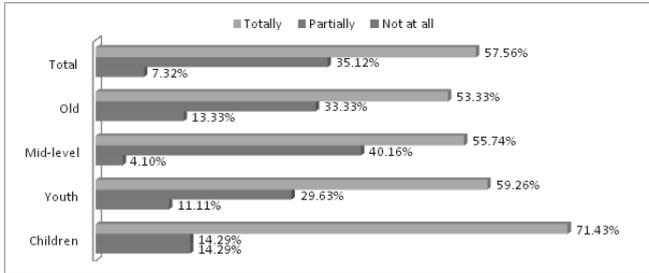
Graph-3: Effect of age on understanding of forecast message



### 5.4 Age and Understanding of Signal Numbers

The Chi-square test shows that the computed value of  $\sqrt{2}$  (8.164) is less than critical value (12.592 at 6 df) and does not reject the null hypothesis ( $H_0$ : There is no relationship in age and understanding of signal numbers). The p-value (.226) also supports the decision.

Graph-4: Effect of age on understanding of signal numbers



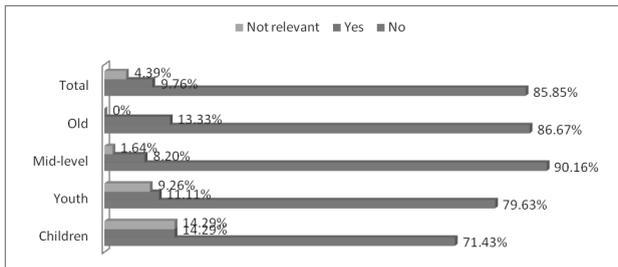
The respondents need to follow signal numbers to take the required action at the disaster period as they reside in the cyclone-prone coastal area. The study shows that 59.26% of the youth understand signal numbers totally and 29.63% partially. 13.33% of the old people, 11.11% of the youth and 14.29% of the children do not understand the signal numbers. It is noteworthy that the rate of understanding signal numbers is also highest in case of children (71.43%).

### 5.5 Age and Going to a Safe Place Other than Shelter Centre

The Chi-square test shows that the computed value of  $\sqrt{2}$  (10.545) is less than critical value (12.592 at 6 df) and does not reject the null hypothesis ( $H_0$ : There is no relationship in age and understanding of forecast message). The p-value (.103) also supports the decision.

It reveals that majority of the respondents are reluctant to go to a safe place other than shelter centre following cyclone warning. Majority of respondents (85.85%) did not go to any safe place other than shelter centre during Mora. This reluctance to go to a safe place is found at all age level including middle aged people (90.16%), old people (86.67%), youth (79.63%) and children (71.43%).

Graph-5: Effect of age on going to a safe place other than shelter centre in Mora

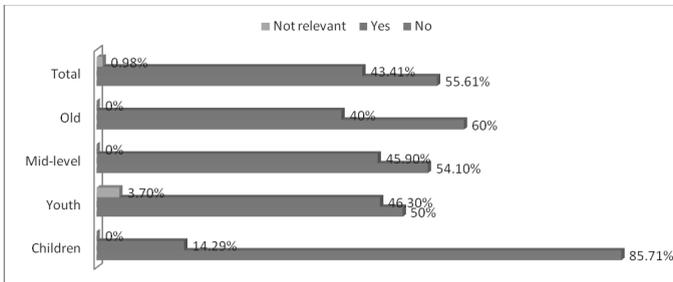


## 5.6 Age and Going to Shelter Centre

The Chi-square test shows that the computed value of  $\sqrt{2}$  (11.335) is less than critical value (12.592 at 6 df) and does not reject the null hypothesis ( $H_0$ : There is no relationship in age and going to shelter centre). The p-value (.079) also supports the decision.

The study shows that only 46.30% of the youth and 45.90% of the mid-level people went to shelter centre at the disaster period of cyclone Mora. 85.71% of the children and 60% of the old persons did not go to a shelter centre.

Graph-6: Effect of age on going to shelter centre in Mora



## 6.0 Recommendations

**1. Multi-media approach:** The study reveals that different media are required to reach different age group of people. Higher availability of TV set among old people and children may be utilized to reach them with forecast messages. The youth and children may be reached through FM radio. Mid-level people should get necessary message through either FM or AM radio set. Multi-media approach should be applied considering the preference of diverged groups.

**2. Central-local source of information initiative:** Reliability of message is essential to ensure proper response of the targeted coastal people. At present, weather forecast prepared by Bangladesh Meteorological Department is disseminated through different media. Trained and expert volunteers of Bangladesh Red Crescent Society work directly at the coastal area during tropical cyclone. Broadcasting live report of the volunteers on coastal situation may inspire the vulnerable people to take the appropriate decisions.

**3. Customized broadcasting:** The format, presentation technique and approach of content broadcast through electronic media need to be customized considering the age with an intention to attract the coastal people and boost up simplified understanding of scientific information.

**4. Easy to follow message development:** The perception of coastal people on danger signals is totally different from their course of action. In line with the present

study, Paul (2014) also identified that failure to understand cyclone early warning signs, previous history of warning failure and hampering wage earning activity prevented residents from positive evacuation responses. Though death toll decreased over the course of time, it is essential for broadcast organizations to focus on the issue. The weather forecast should be reorganized using an easy-to-follow message. The message should be simple and self-explanatory without any ambiguity to ensure proper understanding of the target group.

## **7.0 Conclusion**

In the present study, effects of age of the coastal people are analyzed to explain the media response to cyclone warning. Evacuation response during cyclone Mora is included through a chain of variables like media availability, media accessibility, level of media message and forecast signals, recognition and response by going to a safe place. Coastal communities lack the availability and accessibility of electronic media for cyclone response. Though understanding of forecast message and signals vary based on age, there is a clear gap in response to cyclone. The key findings and recommendations provide broader implications for policymakers, stakeholders and agencies responsible for disaster risk reduction and community safety programs.

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**Published by**  
BCS Administration Academy, Shahbag, Dhaka 1000  
Bangladesh  
Published in May 2020