

Efficacy of Rules of Business, 1996 of Bangladesh: Challenges and Prospectus of Application for Public Policy

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Abstract:

Rules of Business (ROB) bear significance of day to day activities of the government of People's Republic of Bangladesh and also demarcate of policy process, policy actions, activities and functions of different government institutions, divisions, department and agencies. Policy process has become a crux issue for development initiatives and governance process over last few decades having huge population burden in Bangladesh. Bangladesh emerged as an independent country since 16th December, 1971. Prime Minister was the head of the government since independence of Bangladesh from 16th December, 1971 to 25th January, 1975. By the fourth amendment of the constitution of People's Republic of Bangladesh passing on 25 January, 1975, Presidential form of government was introduced in the place of parliamentary form of government; one party system was familiarized in lieu of multi-party system. In addition to, the power of the Jatiya Sangsad were curtailed. By the amendment, President was the head of both the government and the state in the place of Prime Minister was the head of government. In addition to, the Twelfth amendment of the constitution was passed in the parliament on 6th August, 1991 and restored parliamentary form of government and it is what the parliament it was before 25th January, 1975. Prime Minister is the head of the executive, presided over the cabinet (highest apex body of policy decisions), have power to abolish or construct a new ministry or division without consultation of other designated authority or parliament and head of the party. Furthermore, he has strong influence to formulate any public policy. Generally, The Prime Minister of Bangladesh possesses more than 10 ministries and divisions and may interfere with prescribed necessary advice imposed decisions on ministries and divisions.

Keywords: Rules of Business, Public Policy, Prime Minister's Office (PMO), Cabinet, Allocation of Business, Ministry of Public Administration, President.

Introduction

Rules of Business (ROB) contain a set of rules that governs governmental institutions for instance; ministries, divisions, departments, attached departments and directorate etc. These also demarcate how public instructions or orders flow, what kinds of duties & responsibilities convey ministries/divisions and when the instructions or orders have to be implemented. ROB not only refers the orders or instructions come (formulation of rules) and goes (implementation of Rules) but also demarcate how much rights government institutions enjoy implementing public policy. All functions and activities are prescribed by the Rules of Business. In brief, Constitution of People's Republic of Bangladesh (1972) indicates 55 (6) articles "The President shall make rules for the allocation and transaction of the business of the Government."

The Constitution of Bangladesh (1972) cites article 55 (1), "There shall be a Cabinet for Bangladesh having the Prime Minister at its head and comprising also such other Minister as the Prime Minister may from time to time designate". In addition to, article 55 (2) of the constitution is also obvious, "The executive power of the Republic shall, in accordance with this Constitution, be exercised by or on the authority of the Prime Minister". Furthermore, article 56 (1) also refers, There shall be Prime Minister, and such other Ministers, Ministers of State and Deputy Ministers as may be determined by the Prime Minister'. So, it is witnessed, from the statement, that Prime Minister is the head of the government as well as head of the executive along with the cabinet. Government of the People's Republic of Bangladesh has three branches for instance; Executive, Legislative and Judiciary. Prime Minister (PM) is the head of executive. Speaker of the parliament presides over the parliament or parliamentary secessions. Having PM is the head of ruling party; he is the leader of the ruling party at the parliament. So, Prime Minister has a vast influence to making a public policy. PM is the head of cabinet and presided over the cabinet, an apex body of policy approval. Cabinet approval is mandatory before passing a law or ordinance in the parliament. In addition to, Article 10 (7) of ROB cites, "If a Minister who has asked to see a case of another Ministry/Division desires any further action to be taken thereon, he shall consult the minister and action, mutually agreed upon, shall be taken. In the absence of agreement the case shall be submitted to the Prime Minister for decision". So, PM has enormous influence to policy.

Objectives

To review public policy formulation process in Bangladesh, the study will reveal the role of Prime Minister's office. To review the matter, specific objectives are following:

- To explore the power, functions and role of Prime Minister in Bangladesh.
- To review Rules of Business (ROB) in Bangladesh. (Inter-ministerial Consultation, Ministry of Public

Administration)

Methodology of the Study

The research study extends the influential role of Prime Minister in Bangladesh formulating public policies prescribed by ROB. To achieve finding out such kind of purpose of the study, qualitative approach has been adopted for the research work. In addition to, case study approach has been enriched of the research study. Qualitative approach has been applied to explore this research area to obtain a detailed understanding of the problem, because “the qualitative study is a particularly suitable methodology for dealing with critical problems of practice and extending the knowledge base of various aspects” (Merriam 1991, p. 54). The complexity and context of the research area are among the other concerns for selecting qualitative methodology. Guba and Lincoln asserted that ‘qualitative methods are stressed within the naturalistic paradigm not because the paradigm is anti-quantitative but because qualitative methods come more easily to the human-as instrument’ (2000, p. 200). Some researchers mentioned that a qualitative method is better than using quantitative in an illiterate or semi-literate developing society to overcome problems related to getting an in-depth knowledge of reality (Van der Reis; 2000).

Qualitative data was used in this study supplemented by quantitative data whenever appropriate. Secondary materials were gathered from different published sources such as, books, book chapters, articles, unpublished dissertations, newspapers, and internet browsing. Secondary data and both qualitative and quantitative data ‘collected from different sources’ were evaluated thoroughly to address the research objectives. Thus, effort was made to use a combination of qualitative and quantitative methods in a single research and analysis of research objectives in a quantitative form and descriptive way that represents role of PMO in policy making process in Bangladesh.

Literature Review:

Rules of Business are the official guideline for performing disposal of business prescribed by government. “The Rules of Business are a set of rules framed by the bureaucracy to serve as a procedure for transacting government business-which officer will do what part of the job and when he/she would forward to the higher officer and then to the minister”. (Anisuzzaman, 2008). “Consultation between and among ministries/divisions forms an essential element in the process of disposal of business”.(Ali, 2007). There is little scope to review literature. “No Research has yet been made as to how the arrangements work”. (Ali, 2007). This paper contains three parts such as first part discusses historical development of ROB. Second part discusses problems and challenges of ROB and third part discusses analysis of ROB (inter-ministerial consultation, MOPA) and comparison Bangladesh with India, USA and United kingdom.

Historical evolution of Rules of Business:

The term “Government” is not introduced overnight taking time from age to age. With the development of civilization, the people gather to live in for their own purpose. To lead a clan or community, the term “Government” was introduced for maintaining law and order situation, judicial activities and overall welfare of the community. In the ancient Period, King was the head of kingdom and had cabinet to maintain kingdom with own officials. In the Mughol period, Administrative staff was recruited to smooth flow of tax collection, maintain law and order situation etc. In addition to from 1757 to 1858, the administrative institutions developed within framework of the Mughol constitution.

Under the Act of 1833, The Governor-General was the head of territory, having aided by executive council, divide work among the members of council and having some departments under the control of Governor General. In the council meeting, all decisions were taken with the agreement of members of council. In 1859, Lord Canning made some changes to establish for transaction of Government Business. The new framework for governmental machinery was established by the Government of Indian Act, 1935. Under the Act, Ministry became a definite shape. Governor-General chose ministers under this Act. The then ministers played a limited role to aid and advice to the Governor General in the exercise of his functions as the head of the territory. The Governor-General exercised not only executive authority to subordinate but also discretionary power individual judgment. According to rules of transaction of business of the government “make rules for the more convenient transaction of the business of the Federal Government and for the allocation of the said business.”(Ali, 2004). According to the Government of Indian Act 1935, Secretaries became the executive arm of the government not ministers who aides and advise to Governor-General about performing executive functions. This legacy continued after the end of British colonial rule till 1947.

During the Pakistan period, there was little change because it took to prepare constitution nearly nine years. After two years later, martial law was imposed in 1958. The rules also prescribed that the secretary as the official head of the ministry. Moreover, the rules of Business provided considerable power to the secretary and adviser to the minister in policy making. The President could formulate rules for allocation and transaction of the

business of the govt. From 1972 to 1975, ROB was not formed within a framework. ROB first formulated and published on 1 November, 1975.

The President could make rules for allocation and transaction of the business of the govt. In making rules, the President was guided by the advice of Prime Minister. The main theme of the then ROB was that President was the head of the both govt. and state. That's why, the President was empowered to constitute minister consisting one or more divisions determined by the President. Division consisted of a secretary/ additional secretary/Joint secretary and assigns division/ ministry to the Vice President if necessary. A secretary could organized consisting sections and distributes work among sections. The ministers were responsible for aid and advice to the President in formulating policies, implantation of public policies and conducting business of his ministry to the parliament. A secretary was the official head and responsible for administration, policy implementation, discipline, proper conduct of business and fund expenditure etc.

The president appointed a nine members committee in June, 1987 to review procedural complexity, making simplify rules and regulation of ROB and ensuring accountability at each level of decision making process. In 1981, The High court prescribed under the ROB "The President is the political executive, whereas the services are the administrative executive". (Ali, 2004).

In 1987, the important change occurred such as secretary was the official head of ministry/division and secretary should inform about his business. In 1991, A fundamental change occurred in the constitution of the People's Republic of Bangladesh by 12th amendment that shifted presidential forms to cabinet form of govt. That's why ROB had to be changed. After the 12th amendment, the Prime Minister became head of the govt. in lieu of President. There was little change made by AL lead government of Rules of Business in 1996. There were two important changes such as all business allocated to a ministry/division "shall be disposed of by, or under the general or specific directions of the Minister-in-charge" (Cabinet division, 1996). The secretary designation as "the official head" was replaced by the word "the administrative head" (Cabinet division, 1996). A secretary had authority to call or case or file form subordinate officer before submitting to the minister and ask to them to consult.

The notable themes of ROB of 1996, continue up to date, and prescribe that the Prime minister whenever necessary can constitute ministry consisting one or more divisions and having assign responsibility to a Minister. The basic differences between ROB in 1975 and 1996 are President is the head of the govt. and may assign in charge of ministry to the Vice President but the Prime Minister can assign to a Minister and business of the work and responsibility determined by Prime Minister. There was no major change as it was. All important matters have to be approved by the cabinet. The Minister is also responsible to the parliament otherwise to the Prime Minister. Secretary is the administrative head of the ministry/division and responsible to its administration, discipline, and proper conduct of business, rules for subordinate offices and attached department. In addition to, the secretary is the principle accounting officer of ministry/division, attached department and subordinate offices. The role of minister is bound to policy formulation, planning, evaluation of execution of plans, legislatives measures, personnel management at the top level etc. Moreover, all executive actions and things are taken in the name of the President. Furthermore, to dispose any case tow important task are to be completed according to law of Rules of Business such as inter-ministerial consultation and approval from President, Prime Minister and Cabinets.

Policy Making Process in Bangladesh:

Bangladesh is a developing country going through socio-political and economic changes. The political environment is often fractious and unstable. There are a multitude of socio-economic and governance challenges, including, corruption, high rates of poverty, and social inequality. Public policies in the developing countries retain certain peculiarities of their own by virtue of being influenced by an unstable socio-political environment, and face various difficulties and challenges. Poverty, malnutrition, ill health, illiteracy, low standards of living, unemployment and other common phenomena of these countries have also been creating a growing pessimism about the effectiveness of public policies. Public policy making is not merely a technical function of government; rather it is a complex collaborating process influenced by the diverse nature of socio-political and other environmental forces. In simple sense, 'policy' refers to a broad statement that reflects future goals and aspirations and provides guidelines for carrying out those goals. Hill (1993: p.47) defines 'policy' as 'the product of political influence, determining and setting limits to what the state does'. Public policy is a course of actions approved by government on methods of governance and systems of regulative methods including laws, regulations, administrative guidelines and procedures. Anderson's (2003:19,20) stage model which provides a theoretical framework for policy making process for instance;

Policy agenda → Policy Formulation → Policy Adoption → Policy Implementation → Policy Evaluation.

When a societal crisis arises or issues emerge, a policy is to be formulated to overcome the societal crisis. After issue emergence or setting agenda, individual ministries or divisions or designated authorities formulate policies. For example; Ministry of Education is responsible for formulation of education policy, Ministry of Food is

responsible for formulation of food policy etc. After formulation of policy, Approbation by the responsible authority must be required to execute the policy. Cabinet is the apex body of approbation of policy approval. Without prior approval from cabinet about any policy, no policy can't pass in the parliament. National Parliament of Bangladesh is the highest policy making body of the country. After approval of cabinet, law, ordinance or policy submit to the parliament for approval by the majority MPs. If any policy or law is not approved by the cabinet, can't submit to the parliament for approval. If any policy that associated to one or more ministries or division, they must formulate policy with association of those ministries or division. After approbation of policy from cabinet and parliament, the policy may execute or implement by the concerned authorities. After implementation of policy, policy evaluation is required that weather the policy produces intended outcome or not. The certain authority is responsible for policy evaluation. The whole process is associated with some steps and approval of Prime Minister's Concern. If any policy that don't signify the election manifestation or ideology of the party, may reject the policy from the cabinet. So, from policy agenda to policy evaluation, every step is important and strong policy role by the certain ministry.

Challenges and Prospectus of Rules of Business:

- “The Prime Minister may call for a case form any Ministry/Division.” (Cabinet Division, 1996). Division is self-contained and independent administrative unit (one or more division can constitute a ministry) defined by ROB chapter 1, “Division” means a self-contained administrative unit responsible for the conduct of business of the government. In spite of being self-contained administrative unit, Prime Minister can call for a case because he is the head of the government. In addition to, he presides over the cabinet meeting. Moreover, “The Prime Minister may, whenever necessary, constitute a Ministry consisting one or more Divisions”.(Cabinet Division, 1996). That's why, Prime Minister can call for a case and influence over Ministries. Furthermore, Prime Minister may select those persons who are elected/selected in the national election as MPs to be charged over a Ministry.
- Ministry of Public Administration (MOPA) is under the control of Prime Minister since 1991. After independence in 1971, constitution was formulated in 16 December, 1972. After that, Presidential form of government was introduced by the 4th amendment. After bloody assassination of Sheikh Mujibur Rahman in 1975, Military autocratic ruler took state power and continued till 1990. Prime minister is the head of executive division among three divisions of government such as legislative, executive and judiciary. That's why, leading and controlling of field level executive as well as secretariat executives (civil servants), MOPA is under the control of Prime Minister.
- Without consultation of Ministry of Finance (MOF), No ministry authorizes or order any financial matters because government takes decisions about financial policies. In addition to, our resource is scarce. So, every ministry is indirect control of MOF because the Ministry deals financial matter and all things are influenced by MOF.
- Ministry of Law, Justice and Parliamentary affairs may ask for scrutiny a case of any ministry/division in which legal consideration may involve. Similarly, MOF is relating to financial matter but need to consult with other ministries such as Ministry of Environment. Evaluation is necessary positive or negative effect on environment. There are adverse effects on environment to implement of Rampal Power Plant near at Sundarban. Civil society, mass people raise their voice not to implement such kind of project but government do not pay heed to their movement. In addition to, need to consult with Ministry of Religion; there is any debate to formulate policies on Religion. Moreover, need to consult with Ministry of Planning, any debate to implement of national planning or five year planning. Furthermore, Ministry of welfare etc.
- Centralization of power to Prime Minister strengthens the position of Prime Minister who possesses more than 5 ministries and 5 divisions whereas other ministers enjoy power only one ministry and two or three divisions.
- There is recruitment policy of MOPA and the policy is strongly followed but sometimes, there needs to recruit ad-hoc basis.
- The MOPA has a recruitment policy of own but motivating of politicization, government frequently change its shape such as age limit of civil servants upgrades from 57 to 58 years.
- Audit is a fundamental part to ensuring accountability and transparency of the organization.
- MOPA is out of audited because it is under the control of Prime Minister.
- Bangla is used as an official language to smooth flow of work. But should use English side by side of Bangla. It is one of the barriers to understand the Bangla to audit by the donor agency. In addition to, There are many reasons to execute many programs sponsored by the donor agency such as Matt-1, Matt-2, Public Administration Efficiency study (PAES), CSCMP, PASS

etc.

Analysis of Rules of Business:

Inter-ministerial consultation:

Involvement of more than one ministry/divisions in a specific case or issue, consults mandatory to them until come to a conclusion in a word and before concern of them, shall not considered submission to Prime Minister or cabinet. It is an essential element of disposal of business and part and parcel of Rules of Business. In addition to, there is any unsettlement issues and can't reach an agreement between Ministries/Divisions, have to submit the case to Prime Minister, because he is the head of the government as well as presides over the cabinet meeting. Before submission the case to Prime Minister, final opinion of Ministry/Division shall be obtained because have to obey compulsorily what Prime Minister decides or instructs.

Cabinet Division: Every ministry shall consult with cabinet division following things may arises to conflict such as interpretation of rules, reorganization of ministry/division (to create or abolition new divisions, departments, attached department, subordinate office etc.), remuneration and privilege of president, Prime Minister, Ministers, Ministers to State, Deputy Minister etc.

Ministry of Public Administration (MOPA): Every ministry shall have to consult to authorize following things arises such as to creation or abolition of post of subordinate officer rank, interpretation of rules made by MOPA, transfer of personnel, expenditure proposal of MOPA etc.

Ministry of Finance (MOF): Every ministry have to consult MOF following things arises such as assignment of revenue, levy of taxes, duties, floatation of loan, interpretation of rules made by MOF, determination of tariff policy, pricing policy, investment policy, labor policy etc.

Ministry of Law, Justice and Parliamentary Affairs (MOLJPA): need to consult with MOLJPA following things arises such as interpretation of any law, all proposal for legislation, criminal or civil proceedings against government, preparation of international contacts, international agreement, international law etc.

Ministry of Foreign Affairs: consult with ministry of foreign affairs relating of any case affect the relation of Bangladesh with other countries all over the world.

Ministry of Public Administration:

MOPA is primarily responsible for formulation of policy on method of recruitment, age limit, qualification, reservation of post, examinations, appointment, posting, transfer, deputation, leave, travel, seniority, promotion, selection, OSD, Honorary appointment, determination of status of civil servants, ex-officio, Bangladesh Embassy etc. In addition to, MOPA is also responsible for reviewing of organization, functions, methods, procedures of ministries and divisions etc. Moreover, MOPA is also responsible for appointment of chairman and managing director of corporations, Boards, authorities, statutory bodies etc. and assist Bangladesh Public Service Commission about their functions.

The case has to submit to Prime Minister that appointment, resignation and removal of chairman and members of any statutory commission, and their privileges. In addition to, appointment, transfer, posting, of Deputy Commissioner, Divisional commissioner including above rank of joint secretary in the secretariat.

Discretionary power of Prime Minister in Bangladesh:

Cabinet is the apex policy making body of the government in Bangladesh. Prime Minister is the head of the cabinet. Rules of Business (ROB; 1996) cites article 4(11), "No important policy decision shall be taken except with the approval of the Cabinet". Prime Minister has enormous power to constitute one or more ministry or division without consultation in the cabinet. ROB cites article 3(i), "The Prime Minister may, whenever necessary, constitute a Ministry consisting of one or more Divisions". In addition to, article 3(iii) of ROB cites, "Each Division shall have a Secretary/Additional Secretary/Joint Secretary to Government and such other officials subordinate to him, as the Prime Minister may determine; Provided that the same person may be Secretary in more than one Division in the same Ministry". Article ROB 4(iv) cites that "The Prime Minister may assign a Division or a Ministry or more than one Division or one Ministry to the charge of the Prime Minister, a Minister or a Minister of State: Provided that a Division or Ministry not so assigned shall be in direct charge of the Prime Minister".

Furthermore, Ministers are responsible to the parliament or to the prime minister. Article 4(iv) of ROB refers, "The Minister shall be responsible for conducting the business of his Ministry/Division in the Parliament unless otherwise directed by the Prime Minister". Every ministry or divisions has to consult any issues that are in muddle among ministries or divisions may submit to the Prime Minister. Article 10 of ROB (i), asserted, "When the subject of a case concerns more than one Ministry/Division no orders shall issue, nor shall the case be submitted to the Prime Minister or the Cabinet until it has been considered by all the Ministries/Divisions concerned and their views are properly recorded. Such consultation shall take place as early as may be practicable with the exact point of reference whereupon the opinion is sought for: Provided that in case of urgency and with the approval of the Prime Minister this requirement may be dispensed with, but the case shall,

at the earliest opportunity thereafter, be brought to the notice of the Ministry/Division concerned". If any ministry or divisions can't take decision itself, may get decision from Prime minister after submitting cast to the Prime minister. Article 10 (ii) of ROB claimed that, "If the various Ministries/Divisions concerned cannot reach agreement, and the Minister, after consultation with other Ministers concerned, desires to press the case, it shall be submitted to the Prime Minister: Provided that where the case concerns a Ministry/Division which is under direct charge of the Prime Minister the final views of other Ministry/Division concerned shall be obtained before the case is submitted to the Prime Minister". Any cases that can mutually agree among different ministries, get mutually contact, agree on pact. But in the absence of agreement, it can be submit to the prime minister for decisions. Article 10 (7) of ROB cites that , "If a Minister who has asked to see a case of another Ministry/Division desires any further action to be taken thereon, he shall consult the minister and action, mutually agreed upon, shall be taken. In the absence of agreement the case shall be submitted to the Prime Minister for decision".

The Prime Minister of Bangladesh exercise enormous power than any other developed or developing countries. Comparing to the colonial king United Kingdom, Andre Mathiot, a shrewd analyst of the British Political System, has stated that present position of the British Prime Minister does not correspond to what lord Morley once defined it as 'Primus Inter Pares' and Sir William Harcourt as 'inter steals luna minors'. The British Prime Minister has turned out to be more than first among equals and virtually a sun around which other minor planets evolve. Yet it cannot be said, Andre Mathiot asserted, that the British Prime Minister is free to determine policy just as he thinks fit. There are many constitutional conventions which provide an effective safeguard against any attempt at his autocratic personal rule. First and foremost are the basic principles of parliamentary government itself. Then he must abide by the political convention in regard to the sovereign for instance the king or queen. Theoretically the cabinet is still an informal gathering of "His/Her Majesty's trusted servants". Lastly, no prime minister can exercise personal supervision over the entire range of departmental activities. Rather does it to a large extent through his colleagues in the government. The British prime minister for all that has grown to be a powerful potentate but less and an autocrat.

Major Function of Prime Minister's Office:

- Provide secretarial assistance to the Honorable Prime Minister in discharging her duties and responsibilities related to political, administrative, parliamentary affairs and other related functions;
- Liaise with international organizations and execute treaties and agreements with different countries and international organizations related to the functions of the Prime Minister's Office;
- Ensure security of the Honorable Prime Minister and arrange protocol and ceremonial events for different Heads of State and Heads of Government, dignitaries and foreign delegates;
- Undertake special programs for small ethnic community living in the plain lands in order to improve their socio-economic condition;
- Rehabilitate the homeless, impoverished, poor and vulnerable families by providing ownership over homestead under Ashrayan Project;
- Coordinate with stakeholders regarding activities related to NGO Affairs Bureau;
- Coordinate matters relating to Board of Investment (BOI), Export Processing Zone (EPZ), Private Export Processing Zone, Bangladesh Economic Zone Authority (BEZA) and Privatization Commission;

Comparison Bangladesh with India, USA and UK:

- Bangladesh makes practice unicameral parliamentary system where as India, USA and UK make practice bicameral parliamentary system and constitution of Bangladesh, USA and India is written but the constitution of UK is unwritten.
- Bangladesh, India and UK make practice cabinet forms of government whereas USA makes practice presidential form of government.
- Prime Minister is the head of government and political executive not only in Bangladesh but also India and UK. President is the head of state of those countries. In the UK, King or Queen is the symbolic head of state and political executive but the King or Queen appoint political executive the Prime Minister. But in USA, President is the head of both state, government and political executive and Vice president of USA also part of political executive.
- Prime Minister of Bangladesh possesses more than 11 ministries/divisions among 52 ministries/divisions. Such as Prime Minister's Office, Ministry of Power, Energy and Mineral Resources, Armed Force Divisions, Cabinet Divisions, Ministry of Public Administration, Ministry of Housing and Public Works, Ministry of Defense, Ministry of Religion Affairs, Ministry of Women and Children Affairs including statutory bodies/others organizations such as Privatization Commissions, BEPZA, Investment Board, NGOs Affairs Bureau etc. whereas Prime minister of India possesses 9 Ministries/Divisions among 92

ministries/divisions. Such as Prime Minister's Office, Ministry of Personnel, Public Grievances and Pensions, Ministry of Planning, Planning Commission, Department of Atomic Energy, Department of Space, Cabinet Secretariat etc. In addition to, Prime Minister of UK possesses 4 ministries/divisions among 23 ministries. Such as Ministry of Civil Servants and Lord of Treasury, Cabinet divisions, Prime Minister's Office. Moreover, President of USA possesses only 4 Office among 15 departments. Such as President's Office, Cabinet department, Office of Management of Budget and Office of United States Trade Representatives. He also appoints the head of more than 50 independent federal commissions such as Federal Reserve Board, Securities and Exchange Commission, Federal Judges and Ambassadors. A graph shown below about comparison among four countries:

Comparison of Power and Functions of Prime Ministers

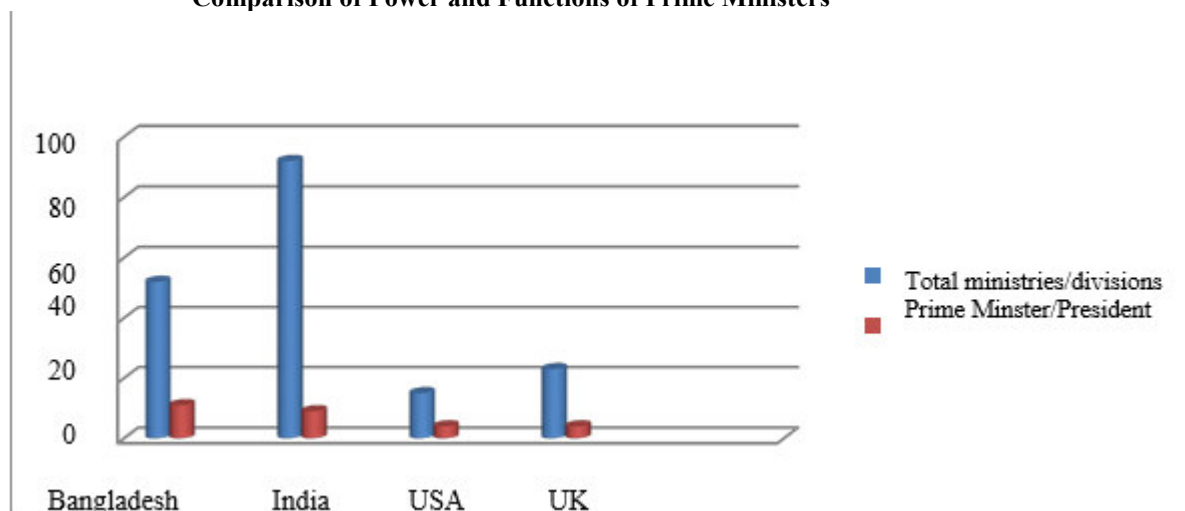


Figure: Comparison total ministries/divisions and prime minister holding ministries/divisions

There are similarities among four countries that all make practice parliamentary democracy and political executive are temporary and permanent executive are civil servants who are mostly known as secretary. In addition to, Prime Ministers/President of those countries appoints other Ministers collectively known as cabinet. Moreover, Prime Ministers/President may constitute one or more ministries/divisions if necessary. The ministry that Prime minister of Bangladesh and India and UK possesses Ministry of Public Administration, Ministry of Personnel, Public Grievances and pensions, Ministry of Civil Servants chronologically deals of administration related matters. Moreover, Prime minister of UK and President of USA also possess budgeting related department. The unique feature of Indian Prime minister is that he possesses Ministry of

Planning but same feature is absent in other three countries. Another unique feature is that Prime Minister of Bangladesh possesses not only those ministries that possesses by the other three countries' Prime Minister/President but also possesses Ministry of Religion, Ministry of Women and Children Affairs, Ministry of Housing and Public Works. Furthermore, the basic similarity of Bangladesh and USA is that Ministry of Defense is under the control of Prime Minister and President chronologically. President of the USA is the Commander-in-chief of armed forces.

The unique feature of Indian administrative related ministry is that named Ministry of Personnel, Public Grievances and Pensions. There are three divisions under the Ministry such as Department of Personnel and Training, Department Administrative Reforms and Public Grievances and Department of Pension and Pension's welfare. Another unique feature of Indian Prime Minister is that Department of Atomic Energy and Department of space are under the control of Prime Minister. Furthermore, another unique feature of Bangladesh and USA is that Prime Minister of Bangladesh possesses some statutory organizations such as Investment Board, Privatization Commission, etc. whereas President of USA also possesses more than 50 independent statutory commissions such as Federal Reserve Board, Securities and Exchange Commission.

Dynamics of Policy Process at Prime Minister office (PMO):

Prime Minister of Bangladesh is the head of both executive and ruling party. In addition to, every policy is required to approval of cabinet. So, Prime Minister is the head of cabinet. So, he has to concern of every policy and everything what is happening in the ministries or divisions. In addition to, after performing all his duties of Prime Minister, he has also performed duties as a party chief. So, he exercises enormous power. There are some dynamics that reduce burden of extra-duties of Prime Minister in Bangladesh.

- *Delegation of power:* The power and function that he exercises may delegate to the certain person that Prime Minister can concentrate on the other issues properly. The best example of delegation of power is that

delegate the power or responsibility to another person of Ministry of Public Administration. After the restoration of parliamentary democracy, Ministry of Public Administration is responsible to the Prime Minister. But this is the first time that he delegates the responsibilities of Ministry of Public Administration to another person. Prime Minister is mainly responsible to some ministries for instance; Ministry of Children and Women affairs, Ministry of Power, energy and mineral resources, Ministry of Religious etc. Prime Minister of Bangladesh exercise power and responsibilities of more than five ministries and division. In addition to, he performs duties as a party chief. He can delegate of power and responsibilities to others. He can perform mostly one or two ministry.

- Prime Minister is not always party chief or Party chief is not always Prime Minister in Bangladesh. Anyone can be party chief and nominate anyone for Prime Minister. If the party wins in the election, the party can nominate for prime minister. For example: Indian system of politics and election.

Suggested Recommendations:

- Discretionary power of Prime Minister should be reduced and balance of power among Ministers should be maintained that decentralization of power may be ensured. As a result, the decisions that affects the whole country, cannot take individually. The present situation of the best example of discretionary power of Prime Minister that have already exercised by the Bangladeshi Prime Minister.
- Every Ministry should be self-dependent not only decision making but also financial dealings as the ministry wishes. No demarcation should be imposed by the rules and regulation although resources are limited, should freedom as much as possible that has already determined by ROB.
- A case should be consulted not only selected 6 ministries/divisions that already prescribed by ROB. But also Ministry of Religion, Ministry of Environment, Ministry of Planning, Ministry of Welfare etc.
- If a case arise between tow Ministries/Divisions should be submitted a specialized committee or cabinet minister that reduction of discretionary power of Prime Minister may be ensured.
- To ensure smooth flow of work and adapt with new changing administration, creation of separation of Administrative Reforms divisions as a statutory body.

Concluding Remark

Prime Minister in Bangladesh can exercise enormous power than any other Prime Minister or head of the government in the world. Reducing discretionary power of Prime Minister, balance of power among ministers, decentralization of decision making power of Prime Minister, becoming self-dependent of each ministry, enjoy financial freedom of making decision, speedy smooth flow of work and exercise independent authority of administrative officer are the challenges and prospectus of Ministries. Through delegation of power, Prime minister can delegate power, function, duties and responsibilities to others by which Prime Minister can concentrate on development progress and implementation of election manifestation. The ultimate result of all government functions is to betterment of people that promise by the government.

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