

10. TRAINING

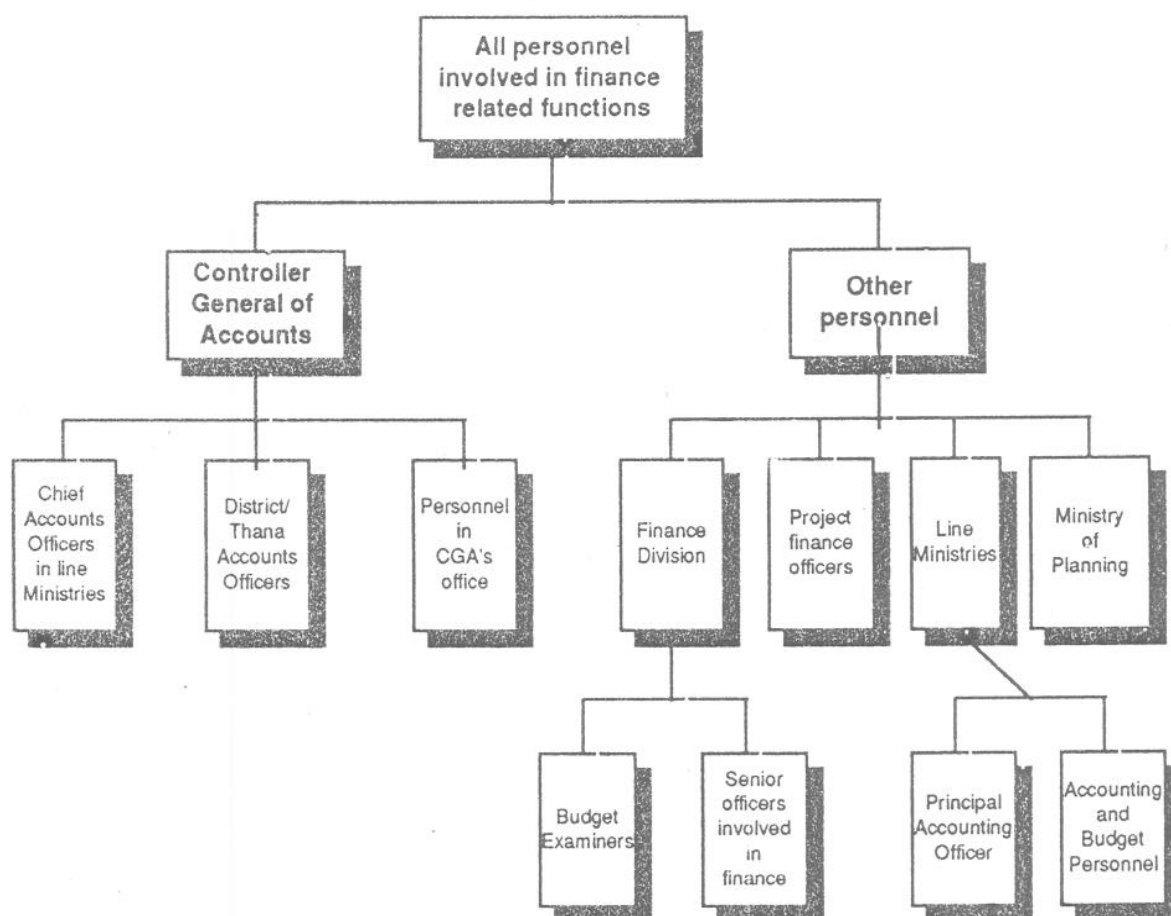
10.1. The role and significance of training

10.1.1. It may be stated as a matter of fact that without a comprehensive and appropriate training programme, it will prove impossible to sustain other changes that have been proposed in this document. Training therefore has a critical role, as indeed has been recognised by the considerable attention that is given to training in the CORBEC Report.

10.1.2. Existing training resources and programmes are described in more detail in Technical Paper No. 6 "Training".

10.1.3. Training is not merely required for personnel of the Controller General of Accounts, important though that is, but for all personnel throughout government who are involved in some aspects of budgeting, expenditure control, accounting or financial management. These groups are summarised in the tree diagram below.




Figure 25: personnel for training



10.1.4. The following sections provide a summary of present recruitment policies and training resources.

10.1.5. Training can be seen as taking place within a 2 x 2 matrix, the rows depicting the level of training, and the columns depicting the dichotomy between practical and theoretical training. Ideally all components within the matrix should be covered in a training programme, but the highest priority must be a programme of practical training focusing on officers. Officers have the responsibility of supervising staff, and should be capable of mounting their own in-service training for junior personnel. However, this does require the officers to be confident of their own professional skills, and so theoretical training becomes of importance. The operationalising of this approach is discussed further below.

Figure 26: the 2 x 2 training matrix

	Theoretical	Practical
Junior level (staff)	 X	X
Senior Level (officers)	X 	X 

10.2. Government recruitment and promotion policies

10.2.1. Personnel are normally recruited to the Government service at two levels:

- (i) **Bangladesh Civil Service (BCS) cadre** through competitive examination. These are always graduates, and competition is very intense;
- (ii) **clerical level**, typically with SSC or HSC school examinations.

10.2.2. Direct entry to the BCS is very difficult, and such officers are marked for promotion to the higher ranks. They enter as probationers for two years. They must indicate their preference for one of 29 cadres, which include Civil Service Audit and Accounts Cadre (C&AG cadre) and Civil Service Administrative Cadre. Normally about 1,000 BCS entrants are admitted annually. There is very low turnover because admission to the BCS is regarded as one of the premier careers in Bangladesh.

10.2.3. All BCS probationers attend a general four month foundation training at PATC. They are then assigned to their cadre, and receive further departmental training, plus some practical experience, during the remainder of their probation. Their first substantive posting is at Class I level. Later in their careers they are expected to return to PATC for further training; (i) three months advanced course in administration and development; (ii) three month senior staff course.

10.2.4. There is one promotion bar to BCS entrants, an examination set by Public Service Commission. Otherwise promotion rests on time and appraisal reports.

10.2.5. The other more junior entrants to the Government service join their departments directly, and receive only departmental training. They can also be promoted to the Gazetted Officer level (Class II), either by length of service, or in the case of C&AG by examination.

10.3. Present training resources and programmes

Controller General of Accounts

Table 17: officers of Controller General of Accounts

	Total under C&AG	Total under CGA			
		Total	Thana/District/Region	Chief Accounts Officers	Controller General's Office
Senior officers ¹	280	248	20	28	200
Audit and Accounts Officer ¹	1,005	1,000	484	75	441
Superintendent ¹	1,215	664	104	238	322
Auditor ¹	5,706	2,574	1,129	1,445	n/a
Junior auditor ¹	2,700	816	504	312	n/a
Divisional Accountants ²		234		2	232
Sub-total	10,907	5,536	2,221	2,100	1,195

Notes:

1 Detailed breakdowns for CGA's office are not available, so the distribution between grades may not be accurate

2 Actually working with engineers

10.3.1. There is a structured training programme for all personnel within the C&AG, including those working on accounting functions, at Audit and Accounts Training Academy:

BCS Probationers	Induction course of 10 months
Auditors and Junior Auditors	Courses of 8 weeks for each
Treasury staff	Course of 12 weeks
SAS examination candidates	16 weeks for each of two examination stages

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10.3.2. The Audit and Accounts Training Academy is the C&AG's departmental training institution. Though the above courses seem extensive, in fact only some 280 trainees attend courses each year, i.e. about 2.6% of the officers in the Department. The AATA is an under-funded institution operating from inadequate premises. There are 17 trainers, who are themselves promotees (not BCS cadre recruits) without any special training. There is a shortage of equipment and teaching resources. In the circumstances the programme of the AATA are commendable, but it is clearly an under-resourced institution.

Recommendation

73 The Audit and Accounts Academy should be substantially upgraded in terms of human teaching resources and physical facilities, and renamed the Institute of Public Financial Management.

10.3.3. The Subordinate Accounts Service (SAS) examinations are sat by some 1,500 candidates for Part I and 450 candidates for Part II each year. Of these only 100 and 60 attend the Parts I and II courses, respectively, at the AATA. There are no study facilities for the other candidates. Not surprisingly, pass rates for Part I are only about 5%, and for Part II about 11%.

10.3.4. The SAS examinations play an important role in the C&AG. They represent the promotion bar for directly recruited C&AG officers (as distinct from BCS cadre entrants), which examinations must be passed in order to be promoted to Class I officers. There is however no compulsion for officers to take these examinations if they decide to forego the promotion opportunities. BCS cadre entrants do not take the SAS examinations, as their induction course covers very similar material.

10.3.5. The SAS examinations are mainly focused on rules and regulations. The major part of the syllabus is concerned with detailed testing of knowledge of these rules. The only other area is a low level examination in commercial accounting. Government accounting, or any wider subjects of public sector financial management are not covered. This is a major weakness in the examinations and hence departmental training.

Recommendation

74. The SAS examinations need to be re-organised to cover a wider spectrum of topics relevant to C&AG officers, and also the training for the examination needs to be extended to all candidates.

10.3.6. Similar problems also apply to the courses for BSC cadre Probationers. The courses focus very much on rules and regulations, and in addition these officers lack practical experience. The result is that they neither know how to perform routine accounting tasks in practice, nor do they have an adequate conceptual grasp of the principles. The system is failing to develop a cadre of skilled professional accountants with a thorough understanding of accounting and financial management as applied to the public sector. In our view this is a major deficiency.

10.3.7. It is concluded that despite the existence of structured departmental training, there are major problems in terms of both resource deficiencies, volume of training, and course content. All of these need to be addressed in the strategies.

Training for personnel involved in finance outside the C&AG cadre

10.3.8. The tree diagram above indicates that these cover a wide range of personnel. At the most senior level are the Principal Accounting Officers, who are the Secretaries to Ministries. Within Finance Division there are also a range of senior officers who are extensively involved in finance in its various aspects. Lower down the scale there are budget examiners, accounting personnel in Ministries, and Project accounting personnel.

10.3.9. What all have in common is that there is no institution providing any of these persons with training in finance. As a result they have to rely on the financial management content of various courses, plus on the job informal learning. The courses and institutions which have a potential role are summarised below.

Table 18: institutions actually or potentially providing training in finance

Institution	Present training	Potential role
Public Administration Training Centre	Major course the Foundation course for BCS cadre probationers. Only 4% on financial management. Special course "Financial Rules and Procedures for mid-level officers engaged in accounting.	It is regarded as essential that the Financial Management of the probationers course is substantially increased, to provide the theoretical knowledge to match the introduction of an enhanced Financial Management Information System
Regional Public Administration Training Centres	Three separate courses on different aspects of accounting for junior to mid-level officers on practical aspects of accounting	Present programme seems appropriate
Bangladesh Civil Service (Administrative) Academy	The Departmental training institution for BCS administrative cadre, it has no courses on finance	It is very desirable that administrative cadre officers should include much more extensive training on financial management in their courses
Academy for Planning and Development	Provides courses primarily for officers of Ministry of Planning and planning cells. Regular courses contain no material on finance Courses for project officers deal with finance	Officers involved in planning need a thorough understanding of the linkages between planning, budgeting, and financial monitoring, and how this works in practice in Bangladesh
Professional accounting bodies (ICAB and ICMAB)	Geared to private sector, though some government accounting in syllabus. Very few members in Government service. Difficult to qualify whilst working as Government employee (impossible for ICAB because of system of Articles)	It is desirable that more professional accountants are recruited into government to short-cut the time it takes to develop the government's own training programme. It is believed these could be at regular salaries if they were recruited directly at a senior level, otherwise they would have to be on contract

10.3.10. None of the above bodies is under the control of the Ministry of Finance, and none in the public sector could ever conceivably have finance as their major focus. Therefore it is concluded that none of these organisation could provide a focal institution for the training in financial management in all its aspects that is so urgently required. Nevertheless, there is considerable scope for upgrading the finance training received by all officers, and the above courses should be developed in this direction.

Recommendation

75 The probationers courses at BCS, and Departmental training for BCS Administrative Cadre and for Planning officers, should have a substantially increased content on matters related to financial management

Conclusion on present training arrangements

10.3.11. Only members of the C&AG cadre have any structured training programmes in finance, and even these show major deficiencies. There is no formal training at all for persons outside this cadre but involved in finance. There is therefore a major training gap to be filled.

10.4. Identification of the broad structure of training needs

10.4.1. From the above analysis, five broad groups are identified as having training needs:

- (i) practical job related training for middle managers engaged on finance functions, whether or not they are organisationally within the C&AG's offices, plus manager level training for their supervisors;

- (ii) training for senior officers in Finance and line Ministries related to their responsibilities for budgeting and expenditure control;
- (iii) specialist training in computer systems for those officers concerned with developing and implementing systems, plus training in computer systems management for senior officers concerned;
- (iv) development of a structure of training for all accounting and finance personnel (whether or not within C&AG) so as to professionalise skills at a range of levels.
- (v) A series of courses for existing managers specialising in finance to upgrade their professional skills.
- (vi) the training of trainers, both technically and in training skills, so as to provide the human resources for the training programme.

10.4.2. Each of these groups divide into a series of programmes to meet different training needs. They also need to be related to the numbers requiring training, their physical location, and the time scale over which the training needs to take place. Finally, the training approach most suitable for each category of training needs to be considered. These are all considered over the next sections, using the categories of training indicated above.

10.5. Practical training for middle managers

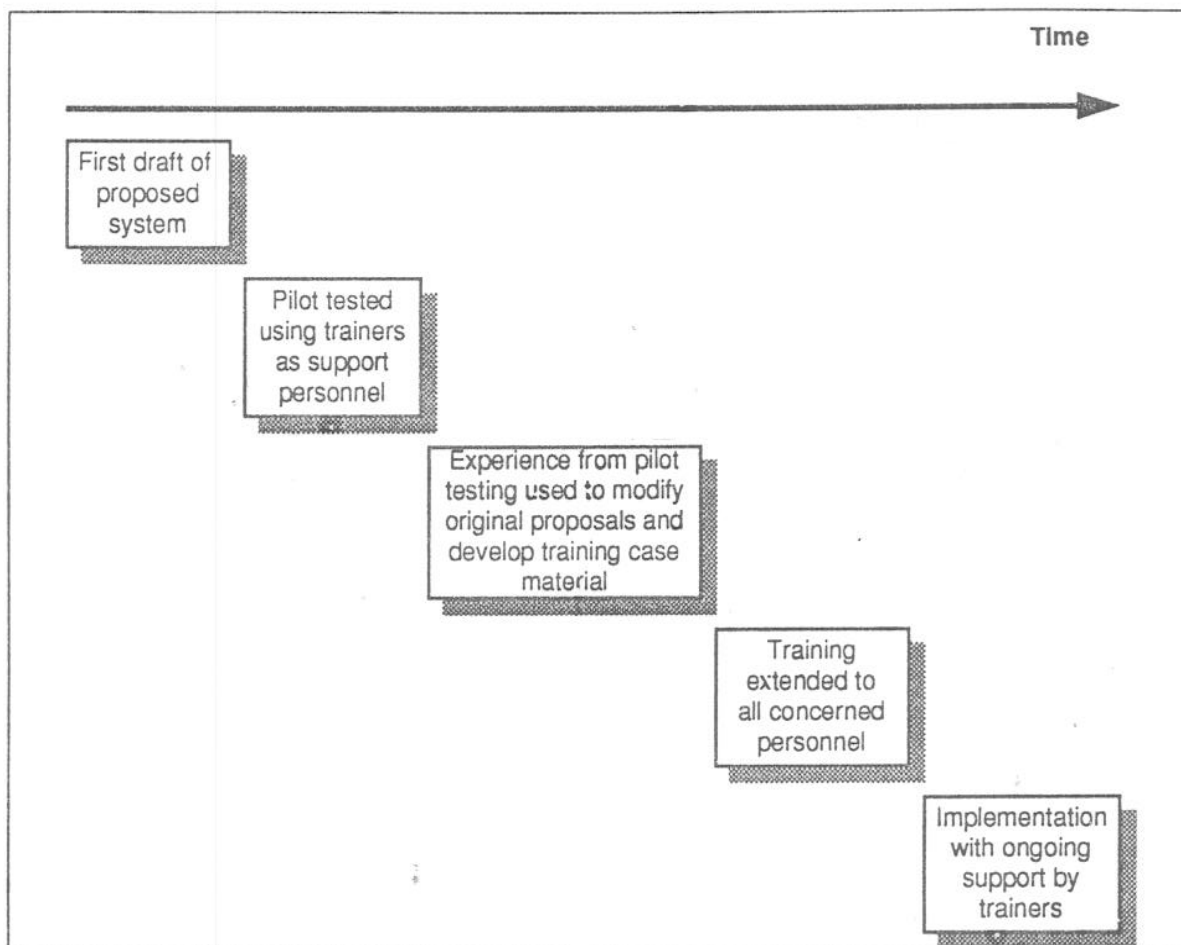
10.5.1. Middle managers are identified as persons of the level of auditors/accounts officers and Superintendents in C&AG, budget examiners, and project accountants, even though these cover a range of grades within government. For example these would be the Accounts Officers in Thanas and Districts, Audit and Accounts Officers and Superintendents in CAOs' offices, and persons with comparable responsibility levels in other accounting offices. In each case it is the officer who is directly responsible for clerks actually carrying out the accounting functions. Training is required in the following areas:

- (i) the new budget and classification system;
- (ii) revised banking and reconciliation procedures;
- (iii) correct use of forms and registers, which will need to be modified in the light of other changes;
- (iv) implementing the revised manuals documenting new procedures;
- (v) their role as managers for training and supervising junior staff, and managing change.

10.5.2. The form of the training needs to be appropriate to develop these skills, and linked to the new classification system and other changes indicated by other sections of the report. This is best achieved by using future instructors to be involved in piloting changes, and then using actual problem material as case studies in classroom situations which simulate as closely as feasible real world problems. For example, if a new classification system is to be introduced in the 1995/96 budget, this should be piloted at several offices in 1994/95. The persons involved in this pilot implementation then become the trainers on courses leading to the full scale implementation, as illustrated below.

10.5.3. No proposals are made in this report in respect to the training of personnel engaged in audit, since this is outside the Terms of Reference, however the need for such training is very great.

Figure 27: training model for introducing change



10.5.4. The above training model is illustrative, and the above approach could be applied to any element of practical training. Note that it also provides a model for implementing change. The key elements:

- new systems are piloted in selected offices using the future trainers as support personnel to assist with the pilot schemes and find out exactly how the new system will work in practice, and what are the problems;
- the pilot programmes are used both to modify the original scheme in the light of field experience, and to develop case material;
- this case material is used by the trainers to simulate the application of the new system in classroom training to all other offices;
- the new system is then introduced at all other offices simultaneously;
- the trainers become resource persons again to monitor the application of the new system

10.5.5. The above training approach has been used in practice in other countries, and has been found to be highly effective. Note that more senior managers would need to be taken through a similar training programme, but with more emphasis on their managerial roles.

10.5.6. The estimated numbers requiring training and consequent resource requirements are as follows:

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Table 19: practical training courses

Source of trainees	Total No.	No. of courses (20 per course)	Weeks of training (2 weeks per group)
Thanas and Districts*	464	23	46
CAO offices	413	21	42
CGA etc.	100	5	10
Managerial courses *	50	3	6
Total	1,027	52	104

* Note that Regional offices have been omitted since their abolition is recommended in the strategies for the administrative structure

Since this training will have to take place over a six month period, and some breaks will be required between courses, this will imply six parallel training groups, each with at least two instructors. Note also that almost half of this training will have to take place at centres outside Dhaka for Thana and District accounts officers. The new Divisional support centres proposed for accounting purposes could also serve as training centres for all these personnel within each division.

10.5.7. The above programme is used for illustrative purposes, and is a one off exercise. With preparation and follow up, it will extend over one year. Other courses will be required for budget examiners, and for project accounting officers, who will also have to implement aspects of the change. Subsequently the training skills developed within this programme can be applied to developing training programmes for other changes, e.g. computerisation of payroll, and as indicated below.

10.5.8. There is a need to develop an ongoing practical training programme for new recruits and promotees to supervisory roles in finance functions, whether or not within the C&AG, as indicated above in this report. The majority of the training would take place in Dhaka, but some would be required outside for Thanas and Districts. The working paper on Accounting Systems and Records has advocated the development of Divisions as support centres for Thana and District accounting functions. These could also become regional training centres. Trainers could also become support personnel, and experience of problems could be incorporated within training programmes.

10.5.9. In order to meet these training needs a group of two trainers will be needed for each Division outside Dhaka (4 Divisions x 2 trainers = 8 trainers), and a group of six trainers in Dhaka. The trainers should be officers with substantial practical experience, and therefore probably promotees rather than BCS recruits.

10.6. Training for senior officers in Ministry of Finance and line Ministries

10.6.1. The CORBEC report makes certain recommendations, with which we concur and are translated into resource requirements below.

Table 20: training for personnel in line Ministries

Level	No. of trainees	No. of courses	Duration (weeks)	Total weeks of training
Secretaries and Additional Secretaries	200	10	0.5	5
Joint and Deputy Secretaries	500	25	5.0	125
Assistant Secretaries	350	12	7.0	84
Total	1,050	47		214

10.6.2. In our view this training should take place over the first two years of Phase II of the Project. This is in order to achieve the requisite impact within this Phase, and to link in with the changes in budgeting and expenditure control being implemented within this period. Resources will therefore be required to be able to run at least three groups of training in parallel (107 weeks training per year, and allowing for holidays and less than 100% efficiency in programming courses). The training will need to be carefully designed to be appropriate to the level of trainees, and to optimally combine conceptual and practical. For this programme the trainers will themselves need to be of a high level. A group of 7/8 trainers will be required on a full time basis.

10.7. Computer systems training

10.7.1. The requirements for training in computer systems have been outlined above in the section on computerisation. They are repeated herein with an attempt to quantify them in terms of training resources required.

Table 21: quantification of computer training

Course	Participants	No. p.a.	Courses p.a.	Duration (weeks)	Total p.a. (weeks)
1 Basic computer appreciation	All officers involved in finance	200	6	1	6
2 Managing computer systems	Officers involved in computerisation, plus all senior officers	100	5	2	10
3 CAO interim system	All CAOs plus one selected officer from each	60	3	4	12
4 Word-processing, or spreadsheets, or databases.	As required (numbers depend on rate of introduction of such systems)	400	25	4	100
5 Strategic considerations systems management *	Officers of MIS Directorate	15	1	6	(external)
6 Systems design, development, and maintenance *	Officers of MIS Directorate	15	12	1	(external)
Total					53

* It is not considered feasible to hold these course internally during Phase II, so they are not included in the total requirements for estimating training resources

10.7.2. The numbers for both basic computer appreciation and specific office automation tools are arbitrary, as they depend on the rate at which these systems are implemented, which is outside the control of the Project in Phase II. Nevertheless, this analysis does indicate that two computer laboratories would be required. Because of the needs of different groups, two laboratories should be differently equipped: one with 20 standalone microcomputers for general training and office automation tools; the other with a small network and also a minicomputer system for more specialised training.

10.7.3. In our experience, most computer training is inappropriate to managers, and focuses on either teaching computer theory, or on specific applications such as word-processing and spreadsheets. However such applications are usually taught by specialists and not related to the tasks trainees actually perform. Some hands on experience is essential, but this should be primarily to develop familiarity and confidence. Therefore a suitable programme for course 2 above would be as follows.

Table 22: computer training programme for managers

Subject	Days
Introduction to concepts of computers	1
Hands on training on a spreadsheet application analysing a budget to develop computer familiarity and also to provide a practical skill	5
Training on the problems of developing a computer system, the role of managers, and case studies of developments that have failed	2
Training on computer systems management, e.g. security, backups, disaster recovery procedures, monitoring and controlling the activities of computer staff	4
Total	12

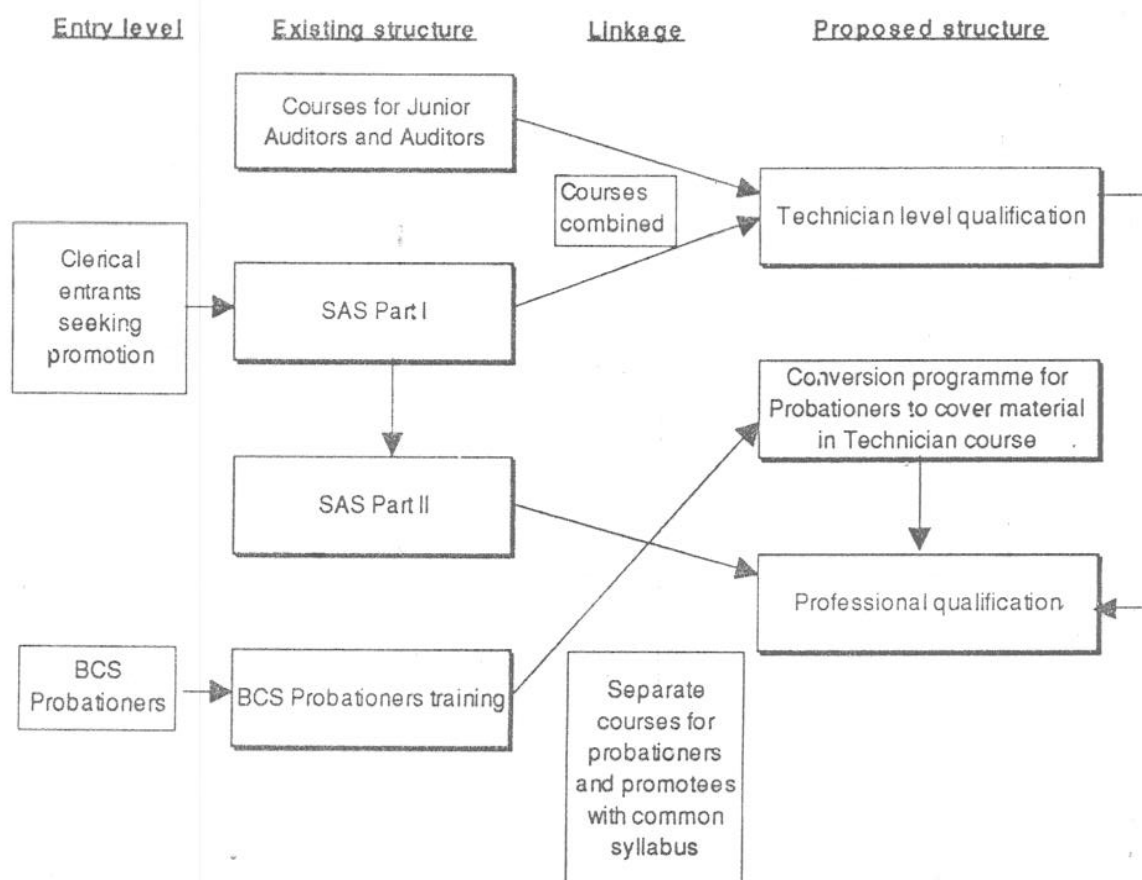
10.7.4. Initially this training will need to focus on the officers who will be involved in the pilot computerisation - budget, CGA's office, pilot CAOs (2) and Districts (2). One training group of two trainers should be able to cope with this programme. Once they have completed this immediate need, the programme could be extended to all officers within the C&AG and Finance Division.

10.8. Professionalisation of training

10.8.1. An important long term objective must be to professionalise the training of all officers engaged in finance functions. This has been achieved in other countries by the creation of a professional body, e.g. the UK Chartered Institute of Public Finance and Accountancy (CIPFA). We do not advocate the formation of a professional body at this stage, but we do consider it very important that officers involved in finance (most but not all of whom are within the C&AG) should have gone through a formal training and qualification process so as to equip them with the technical and practical knowledge to be able to carry out their functions. It must be accepted that the impact of this will not be felt until the medium term, but this does not diminish the importance of starting the process.

10.8.2. It is regarded as important that this professional structure takes the existing examinations and courses and builds on these. There is general recognition that two levels of training need to be differentiated: technician level and professional level. Promotees will usually go through both levels, where as BCS recruits would expect to start at the professional level, but with some introductory programme to cover quickly the ground of the lower level qualification. The relationship with existing training is indicated below.

Figure 28: structure of professional training



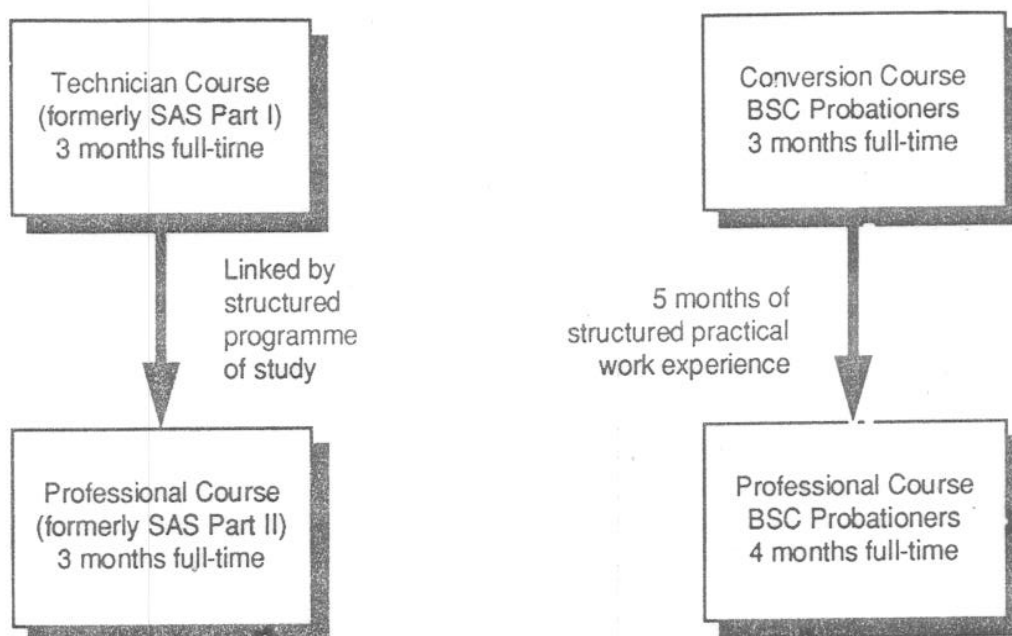
10.8.3. The above indicates a broad outline of how the new structure might be introduced and linked with existing examinations and training. Proposals for an outline syllabus are set out in the Annex to the technical paper on training. It should be noted that these place reduced emphasis on Rules and Regulations, and more on concepts. The parallel need for practical training is dealt with below.

10.8.4. It is regarded as important that all candidates for the new examinations have some formal training opportunities available to them. At present about 1,500 candidates appear annually for the Part I, and 600 for Part II. However, because of the high failure rate, a large but unknown proportion will be candidates re-sitting examination. In addition there are 35 probationers each year. The AATA has courses for about 100 SAS Part I, 50 Part II and all the probationers.

10.8.5. On any reasonable set of assumptions it is infeasible to expand the AATA training in Phase II to cope with all of the above in classroom training. It is therefore proposed that the training programme at AATA is doubled, with no change to the number of probationers, and at the same time a distance learning programme is developed both for those unable to gain admission to AATA, and for outposted trainees. The resource implications of this are considered below.

10.8.6. It is also necessary to consider the pattern of training for these examinations. At present SAS candidates attend courses of 4 months for each part, and the probationers attend a 10 month course. It is noteworthy that the hours of class contact are only 24 per week. In our view, these courses would have increased effectiveness if made shorter and more intense. In addition, there is the great need to give the probationers better practical training. We therefore propose the following structures:

Figure 29: structure of professional training



Note that the Professional course for probationers is one month longer because they will have less time available for study between the courses.

10.8.7. The pattern above reduces the course duration from the existing SAS and probationers courses by 2 months and 3 months respectively. The new course would not be restricted to members of the C&AG cadre, but would be open to any government officer who wished to take the examination. An outline of the syllabus is set out below, followed by an analysis of the resource implications for training.

Table 23: outline syllabus for professional training

No.	Subject	Content
Technician/ BCS conversion		
1	(a) Fundamental Rules, Audit and Account Rules, or (b) Quantitative and statistical techniques	Coverage of all the rules in the present SAS Part I examination The techniques that are relevant in financial management
2	Commercial accounting	Coverage of basic commercial accounting, and accounts of companies
3	Government accounting	Concepts and practice of government accounting, how applied in Bangladesh, relationship to commercial accounting
4	Computers and MIS	Hands on course on office automation tools
5	Budgeting in the public sector	Theory and purpose of budgeting, link with planning, how applied in Bangladesh
Professional		
1	(a) Rules and regulations on selected area, or (b) National income accounts and fiscal management	Choice according to area of specialisation The economics of the public sector
2	Constitutional and Administrative Law, and legal framework of accounting and auditing	The legal framework under which accounting and auditing operate
3	(a) Government auditing, or (b) Advanced Financial Accounting	Theory and practice of auditing. Comparison of government and commercial auditing More extensive coverage of commercial accounting and analysis
4	Financial Management in the public sector	Modern concepts and problems of public sector financial management
5	Management of computer systems	Course on the management of such systems as may be encountered, including more hands on experience

10.8.8. This syllabus has been designed to move away from the heavy emphasis on rules and regulations, and also to make the programme sufficiently wide to be of value to persons who are not engaged in accounting or auditing functions. The syllabus would of course need to be refined and developed as Part of Phase II.

Recommendation

76 The present SAS examinations and courses for the BCS C&AG cadre are integrated and developed so as to become a professional course in finance open to any government employee

Table 24: professional training programme

Course	Participants p.a.	Courses p.a.	Duration	Total course/weeks p.a.
Technician	200	4	12	48
Professional for promotees	100	2	12	24
Conversion for probationers	35	1	12	12
Professional for probationers	35	1	16	16
Total	370	8		100

10.8.9. To run a training programme of this type would require a minimum of 6 full-time trainers. In addition two persons would be required to develop and manage the distance learning programme.

10.9. Training for existing managers involved in finance

10.9.1. This programme would be designed with the needs of existing managers, either in the office of the CGA or otherwise engaged in finance. Such officers have an urgent need to upgrade their professional skills, but will miss the new programme of professionalisation and will otherwise not receive the training they require. They require a crash programme of courses and training as Part of Phase II.

10.9.2. The detailed programme will need to be worked out, but allowance is made for 4 weeks of training for 200 officers per year, i.e. 40 weeks of courses requiring two trainers.

10.10. Training of trainers

10.10.1. The above analysis indicates a substantial demand for trainers, as summarised in the table below.

Table 25: demand for trainers

Programme	Number of trainers required
Practical training programmes	12
Senior officer training	8
Computer training	4
Professional training	6
Distance learning	2
Updating courses for finance managers	2
Total	34

10.10.2. Therefore the essential precursor to implementing the programme of training is to develop a cadre of effective trainers. The time is simply not available to send officers on long periods of training abroad. Also experience with such training is not encouraging; trainees find it difficult to relate their training to the situation in Bangladesh, and also they are frequently promoted or transferred on return. Therefore we favour a combination of techniques to develop trainers:

- (i) some direct recruitment of outside experts, on contract if necessary. This would particularly include computer expertise, and also a number of Chartered or Management Accountants.

- (ii) The use of the such training resources as are available in Bangladesh to provide specialised courses, e.g. IBA
- (iii) Involvement of foreign trainers in mounting training of trainers courses, and also in specially designed short courses to upgrade technical skills.
- (iv) A limited number of carefully structured study tours, especially to regional countries.

10.10.3. It is essential to develop a cadre of trainers, and for this to be regarded as an important career progression move. There is much merit in BCS cadre officers at an early stage in their career spending 2/3 years in training, as this can significantly improve their technical knowledge and communication skills. Other officers may make a long term career in training. For all such persons, it is essential to recognise the financial disincentives to training, and to provide some form of incentive payment.

10.11. Institutional framework of training

10.11.1. There is always a strong case for upgrading existing institutions, rather than creating new institutions. A focal institution is required for training in finance for all persons involved in some way in the process, whether they are personnel of the CGA, of Finance Division, within line Ministries, or within projects. No such institution exists at present. The only feasible institution to provide this focus is an upgraded and expanded Audit and Accounts Training Academy. It should move from becoming a departmental training institution to becoming a focal institution for training in public sector financial management. This may mean that the Comptroller and Auditor General will lack training resources for auditing, in which case he should develop internal training resources for this purpose.

10.11.2. To mark this change the institution should be renamed "The Institute of Public Financial Management" (IPFM). It should be headed by a Director General, and come under the administrative control of the Finance Division. The upgraded Institute requires new premises within the area of Dhaka, and an adequate faculty and teaching resources as indicated in this paper. Outposts would be required in each of the Divisions outside Dhaka, to provide regional training and support. This upgraded body is the focus of the training proposals, and is regarded as critical to the success of the whole programme.

Recommendation

77 The Audit and Accounts Training Academy should be substantially upgraded, placed directly under the Finance Division, renamed the Institute of Public Financial Management, and made the focus of all government training on finance.

10.11.3. The C&AG has expressed concern at the loss of his training resource. One possibility is to put this under an independent Board of Management, and for it to continue to serve the needs for audit training.

10.11.4. There is a requirement to upgrade both the human teaching resources and the equipment of the renamed Institute. The requirements for teaching resources are indicated above. At present physical facilities are very inadequate, with insufficient classroom space, too few classrooms, inadequate facilities, and a lack of convenient communication. Although we would emphasise the importance of human resources and basic equipment before premises, it would be desirable for the IPFM to have new premises. These should be within Dhaka, have a range of classrooms to allow at least five courses at the same time, computer laboratory, and printing facilities. They should have convenient residential accommodation.

10.12. Incentives to trainers and trainees

10.12.1. One significant problem is to encourage personnel of a sufficiently high calibre to become trainers. Historically in Bangladesh, Government training positions have often been regarded as "punishment" postings, or at best fringe roles away from the real centre of power. Training posts carry little opportunity to participate in the exercise of executive authority, and the status associated with such authority.

10.12.2. If the high quality professional trainers so urgently needed are to be recruited from line management roles, then training must be perceived as an important role within the Government system. At the very least this requires some special incentive payments (used by other regional countries for trainers). Also the provision of high quality facilities will serve to upgrade the status of training. In general a change of attitude is needed

10.12.3. Equally, training must be made attractive to trainees. Again, this can best be achieved by the payment of special allowances during periods of training. Also, the gaining of qualifications in the new professional structure should be linked to promotion bars, in an extension of the system that already applies to the SAS examinations for non-BCS cadres.

10.13. Human resource management

10.13.1. The terms of reference for this assignment have not included human resource management. Nevertheless, incidentally to our review of training a number of human resource management problems have been noted:

- (i) the lack of job specifications;
- (ii) the absence of a planned career structure;
- (iii) the lack of any system of holding appropriate data on personnel to be able to plan their careers;
- (iv) the system of rotation.

10.13.2. We would particularly draw attention to the problems caused by rotation of senior personnel within the Administrative Cadre. Thus a joint secretary involved in budget in Finance Division could be transferred to, say, the Ministry of Communications. This means that the benefit of any special training would be lost. This system discourages any investment in training such personnel. Historically, there is a precedent of an "economic pool", in that officers of certain Ministries and Divisions involved in economic related matters are normally only rotated between those Divisions. As an interim measure pending a full review of human resource management, we would recommend the return to such a system.

Recommendation

78 There should be re-established an economic pool for senior officers, such that officers are only rotated between Divisions involved in economic affairs.

10.13.3. In view of the major organisational changes required under other working papers, Phase II would seem an appropriate point to carry out a human resource management study with a view to introducing improvements in Phase III. Although ideally this would cover all areas of government, for the purposes of this exercise it would be limited to the Ministry of Finance, Finance Division, and the Comptroller General of Accounts as coming under the control of that Division.

Recommendation

79 A human resource management study of Finance Division and the CGA's personnel within the Finance Division as Part of Phase II.

10.14. Summary of strategies

No.	Strategy	Comment
30	Upgrade the present Audit and Accounts Training Academy to become the Institute of Public Financial Management, the focal finance training institute directly under the Finance Division	The upgraded institute would be headed by a Director General, and would require adequate resourcing in terms of both training personnel and also by the provision of adequate physical facilities. Considerable support would be needed at the start of the institution's new role, including new premises
31	Introduce a programme of training for all middle managers closely linked to the implementation of changed systems, including training in computers as appropriate	This will be a very practical programme, focusing the simulation of actual workplace situations and problems, designed to upgrade performance of existing tasks, and manage the introduction of new procedures and systems
32	A training programme for senior and very senior officers outside the C&AG who are involved in some aspects of financial management	This programme would extend from Principal Accounting Officers to Deputy Secretaries in line Ministries and in Finance Division, and would be designed to make them more aware of and capable of implementing their financial management role
33	Professionalise training by replacing the SAS examinations with a Government wide examination in all aspects of financial management	This new examination would include a range of choices so that the course would be suitable for a range of officers engaged in finance. A parallel syllabus would be introduced for BCS Probationers in the C&AG cadre.
34	Updating courses for professionals currently working in financial management	A programme of short courses designed to upgrade the knowledge of key personnel
35	Study of human resource management	As part of a longer term policy to identify appropriate strategies for the development of technical financial skills