



REPORT
of
The Administrative and Services
Reorganisation Committee

PART I: THE SERVICES



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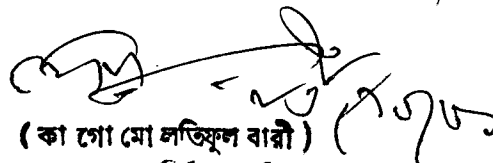


- 6 AUG 1998

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of
The Administrative and Services
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PART I: THE SERVICES


(কা গো মো লতিফুল বারী)

ভাঃ প্রঃ অতিরিক্ত সচিব,

মাননীয় বিষয়ক মন্ত্রণালয়

গণ প্রজাতন্ত্রী বাংলাদেশ সরকার

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প্রশাসনিক ও চাকুরী
পুনর্বিন্যাস কমিটি

১/২, নিউ বেলী রোড
ঢাকা-২

নং ফ ৭৮-২৯৮

তারিখ ১লা বৈশাখ, ১৩৮০।

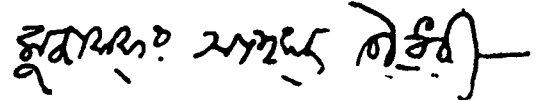
বঙ্গবন্ধু শেখ মুজিবুর রহমান,
প্রধানমন্ত্রী,
গণপ্রজাতন্ত্রী বাংলাদেশ সরকার,
ঢাকা।

মাননীয় প্রধানমন্ত্রী,

প্রশাসনিক ও চাকুরী পুনর্বিন্যাস কমিটির রিপোর্টের প্রথম খণ্ড সরকারের
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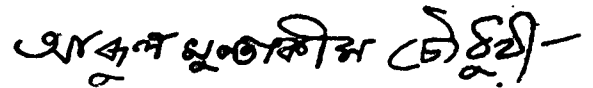
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কমিটির সভাপতি ও সদস্যবৃন্দ



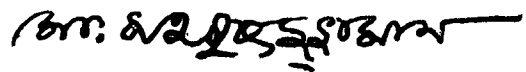
(মুজাফ্ফর আহমদ চৌধুরী)
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(মোহাম্মদ মহবুবউজ্জামান)
সদস্য-সচিব

PREFACE

On the 15th of March, 1972, the Government decided to appoint a Committee with Professor Muzaffar Ahmed Choudhuri, Vice-Chancellor, Dacca University, as Chairman to determine the policy regarding the fresh recruitment to the Government services.

2. As the Members of the Committee, the Government decided to include the following:—

- (i) A representative from the Planning Commission.
- (ii) Secretary, Ministry of Cabinet Affairs (Establishment Division).
- (iii) A political representative to be nominated by the Prime Minister.

3. Professor Anisur Rahman, Member, Planning Commission was nominated by the Planning Commission to be a Member of the Committee and Mr. Abdul Muntaquim Choudhury, M.C.A. was nominated by the Prime Minister to be the Political Representative on the Committee. Mr. M. M. Zaman was initially a Member of the Committee in his capacity as Secretary, Ministry of Cabinet Affairs (Establishment Division). Later, he was appointed as the whole-time Member-Secretary of the Committee.

4. Terms of reference of the Committee were later expanded as follows:—

- (a) To consider the present structure of various services, both technical and non-technical, and determine the future structure keeping in view the functional needs and requirements of the Government;
- (b) To consider the question of amalgamation of all the Civil Services (that is, services other than Defence) into one unified service;
- (c) To determine the principles of integration of the personnel of various services in the new structure, and to determine the *inter se* seniority of personnel of the different services

having similar academic background and job experiences in the process of merger or amalgamation, in case some structural changes are envisaged;

- (d) To determine the future recruitment policy in the Government services at various levels keeping in view the educational and other job requirements; and
- (e) To prepare and recommend a comprehensive scheme for administrative reorganisation.

5. The Committee in the course of its examination of the issues, heard the representations from 183 service associations, interviewed 13 Ministers and 55 high officials, viz., Secretaries to the Government and Heads of autonomous organisations, sector corporations of nationalised enterprises, insurance, banking and other financial credit institutions.

6. The Committee visited Chittagong and Rajshahi districts to study the district administration and to meet a cross section of the public and the district officials. The Committee had also visited the U.S.S.R. on the invitation of the Soviet Government to obtain the first-hand knowledge about the Administrative and Service Structure existing in Soviet Russia. Joint meetings were held with the National Pay Commission to exchange ideas and views and to deliberate on common issues. One of these meetings was presided over by the Prime Minister.

7. In the course of its examination, the Committee found the existing services divided into too many distinct entities with artificial walls built around them with varying career prospects, lacking in professionalism and too much class and rank-oriented with very little opportunities to rise to the top for those who started their career in the lower ranks. The service structure designed to serve a colonial, federal form of Government within a capitalist framework was found unsuitable for the independent, socialist, democratic and unitary Government and inadequate to meet the challenge of quick development and socialist reconstruction of the country. In these circumstances, the Committee felt the necessity of refashioning and

restructuring the Bangladesh Civil Service. It has, therefore, recommended a single classless continuous Unified Grading Structure for the entire Civil Service of Bangladesh in which there will be no reservation of any post for any group, except for obvious technical reasons. The members of this Service will be required to acquire professionalism in chosen areas of administration, and there will be adequate opportunity for talented persons to quickly rise to the top from any level of the Service. The status of scientific, technical and artistic talents, teachers and field officers has been upgraded. Provisions have been made for systematic re-exposure of senior officers serving in the national headquarters to the field, and towards the establishment of a living fellowship of officers with the common men. The recommendations for training take special note of the need for orientation and training of existing incumbents as well as new recruits in the new social philosophy of the nation. Great emphasis has been given to systematic and scientific career management and personnel development.

8. On the administrative side, the Committee found the structure outmoded, the system sluggish and irresponsive to the people and the procedure complicated, confusing and ponderous. It has, therefore, recommended a simpler structure with more rational distribution of work and responsibility with built-in arrangement for the quick disposal of business and positive response to the people.

9. The first part of the Report, which is now being submitted contains the proposal for the reorganisation of the Services. The reorganisation of the Services had to be taken up first in order to assist the National Pay Commission in determining the new pay scales. The second part of the Report dealing with the reorganisation of the administration will be submitted shortly.

10. The Committee would like to emphasise that its proposals are part of an integrated scheme and require to be implemented in full expeditiously, otherwise the desired end would not be achieved and a lot of confusion may result.

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CHAPTER I

THE TASK BEFORE THE CIVIL SERVICE

1.1 The War of Liberation and the Independence have brought in their wake multitude of complex and unprecedented challenges. Some of these are: procurement and distribution of food, refugee rehabilitation, housing, communications, adequate production in all industrial undertakings, rehabilitation of academic institutions at all levels, law and order, trade and commerce, banking and currency, collection of revenue and taxes, rehabilitation of affected families, integration of offices of the former Central and Provincial Governments, reorganisation of the administrative set-up including the integration of the personnel of the former Central and Provincial Governments at all levels, resettlement of the demobilised members of the "Mukti Bahini", setting up of relations with the different countries of the world and so on. These have put enormous burden on the Government and the civil servants. This calls for a complete reorientation of the attitude of the administration and procedure so as to enable the civil servants to discharge their responsibilities with greater promptness, speed and efficiency.

1.2 The Government of Bangladesh is committed to democracy and also to a socialist pattern of economy. This will involve social and economic planning on a massive scale. The Government has a fundamentally different character and ideology from the previous administration. This has given a new purpose and a new role to the administration. This will basically and profoundly affect the character and work of the administration. The responsibilities of the administration are bound to expand beyond recognition in scale, scope, volume, variety and complexity. It means that the Government will be involved in new and complicated tasks. These new responsibilities of the Government include development of an independent economic policy, nationalisation of the basic and key industries, social ownership and operation of basic means of production and exchange, nationalisation of banking and insurance companies, creation of a competent and

qualified body of personnel to manage the nationalised undertakings, state trading in the main sectors of exports and imports, full employment in a free society, expansion and diversification of education both in quality and quantity, promotion of industrial peace, high degree of social security, national health service, contact with international organisations and various international specialised agencies, research and development.

1.3 It is necessary to realise that our whole future is dependent on our ability to be aware of what science is and can be in the life of the nation. The role of the scientists and of scientific research and development has enormously increased. Progress in science and technology and the vast amount of new knowledge have made a major impact on the tasks of the Government and on the process of decision-making. These developments and resultant problems will compel the civil servants to use new techniques of analysis, management and co-ordination which are beyond those not specially trained in them. Thus, science and technology in this nuclear age, have projected new tasks of administration. Besides, these and other specialisations like economics, political science, public administration and the social sciences have also an immense bearing on government decisions and policies.

1.4 Again, some of the work involves the Civil Service in complex relationship with other bodies which are partners in the implementation of government policies or are directly affected by them. They include self-governing bodies and nationalised industries and multitude of other organised interests. This work calls for practical judgement and negotiating skill. It also calls for a thorough knowledge of the subject under negotiation and of the problems and interests of the bodies concerned. In the field of economics, many civil servants require a thorough knowledge of the economic process. The management of the nationalised sectors of the economy which will be in a state of continuous expansion calls for a thorough knowledge of this sector of economy on the part of civil servants. The country needs industrial administrators and managers of the right and high calibre.

1.5 No government can operate in isolation today. The world is becoming increasingly complex and inter-dependent. Governments are called upon to work more and more in an international setting. The vast improvement in communications and the greater interdependence of nations enlarge the difficulties as well as the opportunities of government. To meet these growing tasks of government, the modern administrators must have the capacity to handle the social, economic, scientific and technological problems of our time, in a complex international setting. Furthermore from its accumulated knowledge and experience, the Civil Service must show initiative in working out the needs of the future and devise ways and means for meeting the same.

1.6 The civil servants will have to work under a parliamentary government which means plainly that they will work under political direction and under the obligation of political accountability. This will be the setting in which the daily work of the civil servants is to be carried out. Thus they need to have a clear understanding and a lively awareness of the political implications of what they are doing or advising. Moreover, the top civil servants are the confidential advisers of Ministers who alone shall be answerable to the Parliament for policy as this will be the fundamental feature of the parliamentary system of democracy to which the Government is committed. In addition, the civil servants of today are called upon to plan and administer transition to a socialist economy. It is only logical that the civil servants must have a thorough knowledge of the socialist economic order. Administrators not thoroughly familiar with the nature of socialism and the tools and techniques of a socialist economy are unlikely to achieve success in setting up a socialist economy.

1.7 Administration today has ceased to be merely regulatory. It is directly involved in the formulation of policies and implementation of tasks relating to social welfare and economic growth. There are specific tasks to be performed, and particular projects and programmes to be carried through. New areas of administration have emerged

which calls for special knowledge and techniques. Even in the field of regulatory administration, the increase in the volume of work and the emergence of new problems consequent upon activities such as increasing industrialisation, urbanisation and the growing social awareness of the community have created difficult problems which require careful and expert handling.

1.8 The activities of the Government of Bangladesh at the national level may be divided into two broad categories: (a) General Administration, and (b) Development Administration.

(a) General Administration will include administration of justice, maintenance of law and order, finance, revenue and taxes, defence, foreign affairs, land management and land revenue, relief and rehabilitation, publicity and public information, etc.

(b) Development Administration will include, among other things, public utilities, communications and transport, trade and commerce, banking, credit and insurance, multi-purpose development projects, basic industries, agriculture (including forest, fisheries, live-stock and agricultural marketing), cooperatives, education, water and power resources, irrigation and flood control, health and family planning, labour and social welfare, rural development, etc., etc.

1.9 The above description of the Government's present responsibilities clearly manifests that the civil servants should be able to fully comprehend and meet the political, economic, social, scientific and technological problems of today. They should be attuned to the hopes and aspirations of the country and the people, and should be ready to grasp new ideas from abroad and make their correct evaluation. By remaining ever aware of the gradual progress of science and technology, they should equip themselves with modern techniques and their application in solving the problems that arise before them.

1.10 **In carrying out their responsibilities, the civil servants are expected to create a kind of living fellowship with the common men and a firm dedication to democracy and socialism.** This implies shedding off the traditional class and status consciousness that has

characterized the Civil Service trained and brought up in the colonial traditions. With the new social philosophy of the State, it is now the responsibility of the civil servants to demonstrate and assure the nation that their interest lies in serving the people and not in status and privileges for themselves. As a concrete step towards this, we strongly recommend that **officers working in a district or thana in areas pertaining to agriculture should physically work in the field at convenient hours in the peak transplanting or harvesting season side by side with their fellow farmers. Similarly, officers in other nation-building departments should also participate in field work in their respective areas at convenient times.**

CHAPTER II

THE STRUCTURE OF THE CIVIL SERVICE

Introduction:

2.1 Structure determines where responsibility lies, how and to what extent responsible and controllable delegation takes place, and what emphasis should be given to various objectives. The real purpose of the structure is to allocate the main tasks of government so that they may be performed in a manner that is both efficient and economical with a minimum of duplication and overlapping. It also, as already noted, defines the areas of authority and responsibility of civil servants and administrative units so that they may properly be subject to constitutional, political and administrative control. A sound structure provides an organisational framework for communication, command and co-ordination. It poses or conceals issues of policy. It provides or relatively fails to provide a structure for progressive responsibility for decision-making, and thus at each level screens out some decisions and relieves those in higher positions so that they may give attention to decisions really important to their functions. All jobs in the government must be put in grades which determine the pay of their occupants on a rational and fair basis. The relative positions of authority and subordination must be clearly established. Structure should enable the civil servants, whatever their background, education, training, skill or discipline, to make their full contribution to the work of government. All categories of civil servants—generalists and specialists—should be able to bring their professional training, competence and outlook to bear effectively on today's major problems of policy-making and management. This clearly signifies an open road to the top of the Civil Service for all types of talent.

Existing Structure:

2.2 The existing structure of the Civil Service came to us as an inheritance from British India, and from the former State of Pakistan. The structure of the Civil Service was largely determined by the course of political and military developments in the nineteenth

century in British India. It began with the Report of the Macaulay Committee, 1854, and culminated in the Islington Commission of 1912—15, and the Lee Commission of 1924. The Montagu-Chelmsford Report, 1918, and the Report of the Simon Commission, 1930 also played not an insignificant role in determining the structure of the Civil Service.

2.3 There were the three main categories of regularly constituted services in the former State of Pakistan: *viz.*, (a) the former All-Pakistan Services such as the Civil Service of Pakistan and the Police Service of Pakistan, (b) the former Central Superior Services which included, (i) Foreign Service, (ii) Audit and Accounts Service, (iii) Military Accounts Service, (iv) Taxation Service, (v) Railway Accounts Service, (vi) Customs and Excise Service, (vii) Central Engineering Service, (viii) Central Secretariat Service, (ix) Military Land and Cantonment Service, (x) Telegraph Engineering Service, (xi) Postal Service, (xii) Central Information Service, (xiii) Geological Service, etc., and (c) the former Provincial Services which included: (i) E. P. Civil Service, Class I, (ii) E.P.C.S. Class II, (iii) E.P.C.S. (Judicial), (iv) E. P. Police Service, (v) E. P. Junior Police Service, (vi) E. P. Senior Education Service, (vii) E.P.J.E. Service, (viii) Assam E. Service, Class I, (ix) A. E. Service, Class II, (x) E. P. Excise Service, (xi) E.P.J.E. Service, (xii) E. P. Agricultural Income-tax Service, (xiii) E.P.J.A.I.T. Service, (xiv) E. P. Health Service (Upper), (xv) E. P. Health Service (Lower), (xvi) E. P. Senior Service of Engineers, (xvii) E. P. Engg. Service, (xviii) E. P. Higher Agricultural Service, (xix) E. P. Agricultural Service, (xx) E. P. Higher Live-Stock Service, (xxi) E. P. Live-Stock Service, (xxii) E. P. Higher Fisheries Service, (xxiii) E. P. Fisheries Service, (xxiv) E. P. Senior Forest Service, (xxv) E. P. J. F. Service, (xxvi) E. P. Food Administration Service, (xxvii) E. P. Secretariat Service, etc.

2.4 All civil services and posts including the above regularly constituted services under the Central and Provincial Governments in the former State of Pakistan were organised horizontally in four classes, *i.e.*, Class I, Class II, Class III and Class IV. The classification was

based on admissible pay ranges, nature of work and levels of responsibility. The managerial and administrative aspects of governmental work—whether in the field or at the headquarters—were predominantly in the hands of those who were in Class I. In this class were included:—

(i) The former All-Pakistan Services engaged mainly in administrative duties in the former Provinces, at the former Centre, in the fields, in the Secretariats, and in various para-state organisations. The members of the former C.S.P. used to occupy key positions almost at all levels of administration. This was the key instrument through which the former Central Government used to maintain its control over the Provinces. The cadre of the C.S.P. was centralised and that of the P.S.P. was provincialised. There was also a Judicial Branch of the C.S.P.

(ii) The former non-technical Central Class I Services which were meant to administer non-technical areas of administration like Audit and Accounts, Income-tax, Post and Telegraph, Customs, Central Information and Communications. Their members were also deployed, to some extent, in the former Central Secretariat. The members of these services worked exclusively under the former Central Government.

(iii) The former technical Central Class I Services had similar functions on the technical side of the former Central departments like Central Engineering, Telegraph Engineering, Central Health Services, and Geological Survey. To a very limited extent, the members of these services occupied Secretariat posts.

(iv) The Class I category also included officers engaged in research in the scientific and technological fields and some isolated posts in the non-technical fields.

(v) The members of the former Provincial non-technical Class I Services such as the East Pakistan Civil Service (Executive), the East Pakistan Civil Service (Judicial), the East Pakistan Secretariat Service,

2.8 The following tables indicate the position of the C.S.P. in relation to other services in Bangladesh in 1970:

(a) Posts in the Districts and Divisions.

Former East Pakistan	Total	C.S.P.	%	P.C.S	%
Commissioner	4	3	75	1	25
D. C./Addl. Commissioner	19	13	70	6	30
A. D. C. . .	40*	16	40	17	43
Total	63*	32	—	24	—

*7 posts were vacant. Out of the remaining 56 posts at this level, 32 were held by the members of the C.S.P. and 24 by the members of the Provincial Civil Service.

(b) Distribution of Posts in the former Provincial Secretariat.

Former East Pakistan	Total	C.S.P	P.C.S	Sectt. Service	Technical
Secretary/Addl. Secretary	17	9	6	—	2
Joint Secretary	7	2	3	2	—
Deputy Secretary	59*	15	14	14	2
Total	83*	26	23	16	4

*14 posts were vacant.

2.9 All posts of Deputy Secretaries and above in the former Provincial Secretariat excepting 12 posts of Deputy Secretaries and 2 posts of Joint Secretaries reserved for E.P.S.S. were included in the cadre of the former C.S.P. Similarly all posts of Additional Deputy Commissioners, Deputy Commissioners, Additional Commissioners,

Commissioners and Members of the Board of Revenue were included in the cadre of the former C.S.P. Entitlement of the members of the former E.P.C.S. to those posts was 30% of the total number of posts.

2.10 Under the Cadre and Composition Rules, the C.S.P. was entitled to 66.6% of the posts of Deputy Secretary's level and above, in the non-pool Ministry and to 60% of the posts in the Economic Pool. Actual position, however, was as follows in the year 1969:—

Distribution of Posts in the former Central Secretariat.

Posts	Total	C.S.P.	C.S.S.	G.A.R.	Fin. Ser.	C.I.S.	Tech.	P.S.P.	P.C.S./ E.P.C.S.
Secy./Addl. Secy.	19	13	—	—	3	1	—	1	1
Jt. Secy. & F.A.	39	18	3	6	9	1	2	—	—
Dy. Secy./D.F.A.	114	28	20	13	14	3	24	2	10
Total	172	59	23	19	26	5	26	3	11

2.11 The figures above show the distribution of key posts among the members of the various Civil Services in the former State of Pakistan. As a single service, the C.S.P. held many key posts at all levels primarily because many such key posts were included in the cadre of the Service. In addition to occupying the key positions in the districts, divisions, former Provincial and Central Secretariats, there were also other strategic posts held by the C.S.P. officers. The Secretary of the former National Assembly was a member of the C.S.P. who headed a special Secretariat. The posts of Secretary to the former President and Secretary to the former Prime Ministers, were both occupied by the C.S.P. officers. Many of the key positions in the autonomous bodies were also held by the C.S.P. officers.

2.12 Besides, the C.S.P. officers used to occupy the controlling positions with respect to the officers of the other services. A few instances would show this: (i) In the past, the former Chief

Secretaries and the Home Secretaries exercised general administrative supervision over the police functions. Both of them were usually C.S.P. officers. At the district level, the Deputy Commissioners (most of whom were C.S.P. officers) in their capacity as Magistrate had general control and direction over the police force. They were also the head of the criminal investigation of the district and were responsible for the maintenance of law and order. They decided if a proposed meeting should be banned. The District Magistrate's role has been described as that of a policeman, prosecutor and judge. The police was thus clearly subordinate to these district officers; (ii) One-third of the superior posts in the Judiciary was also included in the cadre of the C.S.P. and the remaining two-thirds were to be filled in equal proportions from experienced officers of the E.P.C.S. (Judicial) and the Bar. To be appointed to the High Court, a person either had to have been an advocate for ten years or have had ten years of experience in the C.S.P. including three years' experience as a District Judge. After being a High Court Judge for five years, a person became eligible for appointment to the Supreme Court of the former State of Pakistan. Two posts of judges in each of the former High Courts were reserved for C.S.P. officers. Two of the Supreme Court Judges since 1957 were C.S.P. officers. However, the C.S.P. officers never held full quota of their posts in the Judiciary; (iii) The technicians rarely participated in policy formulation and had no representation in the administrative organisations that determined pay scales, promotions, benefits and budgets; (iv) The provincial posts immediately subordinate to those held by the former C.S.P. officers were filled by the members of the Provincial Services. The members of these services greatly outnumbered the C.S.P.; (v) The Establishment Division of the former Cabinet Secretariat which was generally headed by a C.S.P. officer was the personnel department of the former Central Government. It was the focal point in all decisions pertaining to the administration of the Civil Service of Pakistan and for many decisions pertaining to other "superior" services. The Establishment Division administered all rules and regulations regarding the Central Superior Services and the Ministerial Services as well. It also played a predominant role in deciding the recruitment policy, transfer and promotion of officers and

in training them at home and abroad. The C.S.P. officers exerted a great influence on the selection, training and assignment of the higher civil services by controlling the administrative machinery of the Establishment Division of the former Central Cabinet Secretariat; (vi) At the former Provincial level, the Services and General Administration Department was headed by C.S.P. officers; and (vii) There was a hierarchy of decision-making personnel from the District Officer to the former President of the former State of Pakistan and most of them were either members of the C.S.P. or persons promoted to that cadre. The Provincial Government in the past were under the firm control of the former Central Government. The former Central and Provincial Secretariats were an important element of this control. In a very real sense these Secretariats were the administrative communication centres of the country. The most important posts were occupied by the C.S.P. officers and through their control of personnel, finance and information they were able to play a dominant role in the administration of the country.

2.13 In British India, the I.C.S. and the I.P.—the two key services were regarded as the pillars of the British Imperial Authority. The imperial power was primarily interested in retaining its hold on the country. The main objective of the administration was to maintain the undisputed sway of the British Crown to govern the country so as to subserve the British Imperial interests and to display the pomp and panoply of the imperial power. Even when, many all-India Services were provincialised to give effect to the provisions of the Government of India Act, 1919, these two services—the I.C.S. and the I.P.—were not provincialised. Consequently, the I.C.S. was retained as the sole administrative authority in the Provinces and the controlling and co-ordinating agency at the Centre. These considerations which gave the I.C.S. a special position in the administration disappeared with the end of the British Indian Empire. With the disappearance of the former State of Pakistan, the case for the retention of the C.S.P. has also disappeared.

2.14 It is to be stated in fairness to the members of the former C.S.P. that the intention of having the former All-Pakistan Services

like their counterparts in British India, was mainly to ensure a uniformly high standard of administration in the Provinces in key activities, to provide inter-change of experience between the Provinces and the Centre and to obtain, where necessary, the experience of provincial administration at the decision-making levels at the Centre. It was also expected that the members of the former all-Pakistan Services would act as a unifying force in a country divided into two wings. History has disproved it completely. In the sovereign independent Republic of Bangladesh, these considerations have no relevance and justification.

2.15 In view of the increasing complexity, and the increasing impact of science and technology on governmental decisions, administration has been growing more and more specialised and therefore some attempts were made in the past for improving the arrangements for staffing the higher administrative positions in the Secretariat. These attempts aimed at and resulted in the formation of a pool of officers selected in their mid-career, who would be available for service at the former Centre. This pool was known as the Economic Pool.

2.16 The former Economic Pool, a new service, was constituted because it was felt that the specialised needs of economic Ministries—Finance, Commerce and Industries—could not be adequately met by officers obtained on a tenure basis. The recruitment to the cadre was made 60% from the C.S.P. and the remaining 40% from the other eligible services such as Audit and Accounts, Income Tax and Customs and Central Excise. The members of this service were to man the higher posts in these three Ministries. This eased, to a certain extent, the feeling of class distinctions in the services. Nevertheless, the constitution of this cadre created yet another privileged class in the hierarchy and did little to assuage service distinctions. We see no reason why the Economic Pool should be continued.

2.17 The other services, such as the former Audit and Accounts, Customs, Income Tax, Postal, Military Accounts, Railway Accounts, etc., were also non-technical services. The organisation of these and other services as distinct and independent entities, operating within the

limitations of their cadres, subject further to reservation of many higher posts for the C.S.P., fostered a distressing class-consciousness. It generated feelings of caste among the civil servants. It is productive of frictions and conflicts. It impedes co-operation and co-ordination among the members of the different services. The system restricts their future promotion and prospects to their own cadres. Even when officers show promise or develop their personality and other attributes of leadership and a flair for specialised work, it was not always possible to utilise their talents to the best advantage of the administration since the rigidity of the service structure came in the way of their employment in other fields for which they were better suited. This service distinction developed complexes in all these services. In fact, the existence of so many services of a general character as distinct entities divided the total work of the government into water-tight compartments, militated against the pooling of administrative resources, encouraged class-consciousness, created tensions and conflicts in many vital areas of administration and prevented the maximum utilisation of talents in accordance with the aptitudes and emotional pulls, to mention only a few of the evils emanating from it.

2.18 In the scheme of services, reservation of posts perpetuated the service distinctions which impeded the growth of homogeneity and unity in the services. It introduced a superiority complex in the Civil Service of the country to the detriment of the complementary roles of other services. In India, the reservation of posts for the members of the Indian Administrative Service in the Secretariat has been done away with. The reservation of key posts for the members of the former C.S.P. should likewise be abolished. All the key positions at all levels must be open to competent men irrespective of the services to which they might belong.

Classes and Ranks:

2.19 Apart from the existence of a large number of non-technical former Central and Provincial Services, the services as a whole are arranged, as already noted, in four classes, *i.e.*, Class I, Class II, Class III and Class IV. The civil servants are arranged

in too many firm classes and too many special services with barrier between classes and services too high. Consequently, there is too much and too constant consciousness of rank, class, title and service membership; too little consciousness of membership in the public service, and too little consciousness turning on particular job responsibilities. Rank has no significance except that it identifies responsibilities; here responsibility tends to become diluted and diffused, and rank exaggerated. There is, in consequence, too little sense of one public service and too much jealousy. There are too many forms of class, rank and prerogative consciousness. The existing pattern of job titles and the rigidities of Class, such as, cadre, service, officers, clerks, peons, daftries, ministry, secretariat, gazetted and non-gazetted, in our view, need a fresh look. These class distinctions breed, in their turn, the following undesirable consequences:—

(i) Class to class movement becomes rigid. It impedes the promotion of talented officers to posts of higher responsibilities;

(ii) The four-fold classification, apart from being opposed to democracy and socialism, constitutes an obstacle to the ability of the administration to adapt itself quickly to ever increasing new tasks and responsibilities;

(iii) It does not offer equal opportunity for advancement to members of the various classes. Membership of certain services such as the C.S.P. and the Economic Pool assured almost automatic quick rise in the career;

(iv) It encourages jealousies and non-cooperation amongst the various classes and services; and

(v) Matching men to the job becomes difficult. If a job is reserved for a particular class or service, a talented person suitable for the job but available in another class or service cannot be brought in to perform the job.

Professionalism in the Civil Service:

2.20 Lack of professionalism has been a major defect of the Civil Service. The vast change in the role of the Government and the great diversification of its functions call for a variety of skills in the higher administration. The new tasks at higher levels call for a competence which cannot be acquired overnight but can only be imbibed through special training grafted on to a basic functional skill and academic qualifications. Each new area of administration, be it economic, social, industrial or financial, has its own body of academic requirements, knowledge and techniques. The effective and sound administration of each demands an intimate knowledge of its underlying principles and an awareness of its problems. This knowledge can only come through the study and practice of administration of the relevant area over a long period of time, in some cases, at least long enough, to amount to a commitment—a professional commitment. The contemporary need is for the more purposive development of professionalism. We must try and develop a professional economic administrator, a professional agricultural administrator, a professional industrial administrator, a professional social administrator and so on. Effective administration demands an effort to match each job with the man who possesses the needed qualification, experience and competence. Special measures are also necessary to build up in the existing personnel the new skills and expertise that are necessary today. This means that full and rational use will have to be made of the competence that already exists in the various field services, wherever they are relevant to higher administration and in the Secretariat. This will call for a radical change in the practices which have hitherto been followed in the matter of staffing higher administrative positions.

2.21 A generalist, who specialises in particular areas, does acquire some substantive knowledge of those areas of administration. However, such knowledge will not be adequate in the days of growing technological sophistication because many of the posts in the specialised and technical areas can be filled adequately only by experts who possess the necessary knowledge of the relevant discipline. Unalloyed generalism, with which we have been familiar, is losing its validity in

several fields and is progressively declining in importance. This is an inevitable consequence of the increasing application of science and technology to the problems of communitarian living. These factors have a vital effect on administrative decisions in many crucial areas. The staffing policies, therefore, should change and become more suited to the needs of the present day. An effort is needed to match jobs with men and women possessing the needed qualifications and competence, which means that the preference for the generalist, pure and simple, should yield place to a preference for those who have acquired competence in the concerned area. Where the post requires a particular academic qualification, or in which a particular specialised experience is essential, it would be in the public interest to draw from the respective technical or specialised functional services for manning even the highest positions. Where, however, these are not the necessary requirements and the needed specialisation can be acquired by training and experience, it would be in the public interest to cast the net wide and choose the best material from the generalist as well as the specialist sources.

2.22 In the context of the present day situation, it is necessary to adopt a new approach to the planning of careers of technical and scientific personnel and specialists like economists, doctors, engineers and other specialists. The new approach should aim at the development of competent specialists. Though a variety of specialists have been inducted into the Secretariat in recent times, some of them have remained in separate hierarchies. At present, their business is to tender advice and pronounce on the viability of the projects or programmes, if and when called upon to do so. According to the current practice, they are not expected to, and in fact, do not involve themselves directly on policy advice or managerial decisions which are the sole responsibility of the Secretariat. Administrative approval and expenditure sanction which together signify actual control are the province of the secretariat hierarchy. This is both time consuming and at times frustrating. If the technical, scientific and other specialists have not acquired adequately the necessary skills and qualifications for holding higher administrative and managerial positions in the Secretariat, it is only partly because of the aptitude

factor, but mainly because they have not had the opportunities for working in such positions early enough in their career and their development has not been properly planned. Since there is the need for technical, scientific and other specialised skills in the higher administrative positions, arrangements should be devised to enable suitable personnel belonging to these sources to enter the Secretariat. A new approach is necessary which should integrate selected specialists into the administrative hierarchy and enable them to participate more directly in the process of policy formulation, so that they can fit themselves adequately to the tasks which they have to perform in their own special fields or related fields in the higher administration.

2.23 At the same time, it is necessary to point out that there is no single source of truly and really competent administrators at the top levels and no single formula for developing them. Some persons with technical backgrounds become competent generalists. Others are capable of transformation into generalists by a diversification of their experience and some persons put through the experience conventional for preparation of generalists, never develop any real capacity for high-level performance. Some persons in the business or in the universities can qualify rather quickly for high-level generalist posts. Conversely, top-level governmental generalists often can be admirable heads of technical or industrial organisations. The persons capable of serving well at high-levels are rare birds. They must be sought wherever they may be discovered and developed by various means.

Remuneration Pattern:

2.24 A serious shortcoming of the existing service structures lies in the remuneration pattern of the different services. The established higher services have pay scales which are so fixed on time-factor that they generate in the incumbents a complacent feeling of easy attainments of increments. Long time-scales also tend to mask the real responsibilities in the different jobs covered by them, thus adding to the pay bill. Moreover, they do not provide for recognition of merit, adequate opportunities for promotion based on such recognition and for a continuous incentive for good performance. There is also a needless variety of scales in different areas of administration which result in far too dissimilar career patterns for different groups of

the service. There are at present far too many pay-scales in each of the four classes of the civil servants. In the 1966 Census of the former Central Government employees as many as 21 pay-scales were reported in Class I, 13 in Class II, 37 in Class III and 43 in Class IV, besides 2,245 miscellaneous scales of remuneration. The most favourable scales are assigned to the former C.S.P., the former P.F.S. and the former Economic Pool creating a notion of primacy in matters concerning advancement. In the wake of development and vastly increased activities of the Government committed to democracy and socialism, varying levels of responsibility have emerged in all cadres. It has now become necessary to rationalise the pay structure and base it on recognisable levels of responsibility in all areas of administration. Since the higher administration has now to draw upon a variety of sources, the existing dissimilarity in pay scales would create difficulties in selecting personnel to positions and responsibilities outside their own cadres and some relative uniformity between different scales existing at present must be achieved.

Negligence to Lower Ranks:

2.25 Another shortcoming in the Civil Service arises from the negligence shown to the lower ranks. Although there are provisions for promotion to the higher services from lower ranks, these are not at all enough and do not fully recognise the talent that is available in the latter. The apathy induced in those ranks through such restrictive policies is something which the service can ill-afford. In our present social conditions and at a time when the higher educational output vastly exceeds suitable employment opportunities, a great many with good potential, have to content themselves with entering lower echelons and get merged in the large mass of less talented employees. Considering the nature of its present task, the Civil Service would vastly improve its performance if better incentives are provided to the meritorious among the lower ranks. The necessary conditions and adequate opportunities need be created by which it should be possible for the capable and talented individuals in the lower ranks to rise rapidly as high as their competence and performance will take them.

CHAPTER III

THE NEW STRUCTURE OF THE CIVIL SERVICE

A SINGLE UNIFIED GRADING STRUCTURE

Introduction:

3.1 In the former State of Pakistan, a number of Commissions and Committees examined the problem of reorganisation of services, but nothing fundamental emerged in reality. It is generally recognised that the inherited structure is neither adequate nor appropriate for fulfilling the needs of a Government which has a fundamentally different character and ideology from those of the previous Government. It is, therefore, necessary that the services are reorganised at the very dawn of our national life.

3.2 A Government committed to democracy and socialism must concentrate on the wider and more positive needs of all-around development and progress in the agricultural, industrial and social fields. In future, the public sector in all directions will expand. The country will need increasingly a large number of administrators who should be capable of managing the nationalised enterprises competently. The philosophy of the Government will be reflected in the successive five-year plans. The major problem that has emerged is that of implementing the development programmes. The formulation of the co-ordinated plan of development and the allocation of financial resources will not by themselves ensure fulfilment, unless competent specialist and generalist administrative personnel are recruited to the service. Herein lies the importance of the proper organisation of the personnel. Personnel are the sovereign factor in public administration. Will and mind are first; they engender policy; and mechanism is subsidiary to function. Viewed from all conceivable angles, a fundamental reorganisation of the services is called for.

Need for Reorganisation:

3.3 The new and radical situation calls for a comprehensive and major reorganisation of the services. The inherited structure of the services is, for all practical purposes, out of tune with the realities.

The Government's commitment to democracy and socialism gives a new purpose and a new role to the administration. Without a major reorganisation of the services, it would be impossible to secure the fulfilment of the purpose of the State. Again, no form of government and no pattern of administration can remain static. It must always be in a state of evolution and self-adjustment, if it is to fulfil adequately the changing demands and needs of the nation which are becoming increasingly exacting and heavy. It is urgently necessary to refashion and restructure the Bangladesh Civil Service in order to create a flexible organisation which can function with facility and efficiency both in the dynamism of industrial and social planning and execution and also in the strains and stresses of a national emergency.

3.4 In paragraph 2.3, we refer to the existence of the three main categories of services now existing in Bangladesh. The basic character of the Government system under which these three categories of services existed and operated in the past has undergone a revolutionary change after Independence. The former State of Pakistan comprising two wings ceased to exist and hence the former system of Government and administration disappeared. Bangladesh is an independent sovereign democratic republic with a unitary system of Government. She is geographically compact, culturally and linguistically similar. The form of Government is a parliamentary democracy in which the Legislature is supreme. The Executive, that is the Cabinet, is responsible to the Legislature. On policy issues, the Cabinet is collectively responsible to the Legislature. Each Minister is also individually responsible to the Legislature for the proper stewardship of his Ministry.

3.5 In the context of such basically and fundamentally altered circumstances, there appears to be no need for these three categories of services. There is no justification for the former two All-Pakistan Services, viz., the C.S.P. and the P.S.P. and the Central Services simply because there is no Pakistan. The tenure system, that is the practice of former Province borrowing officers from the Centre and *vice versa*, by which the key posts in the Secretariat were filled, is no longer valid.

The former Province called "East Pakistan" does no longer exist. Hence, there is also no justification for a separate body of Provincial Services. There is only one Central Government, that is, the Government of Bangladesh. The need, therefore, is to unify and integrate these three distinct categories of services with different pay scales, prospects and other incidents into a single unified service to be known as the Bangladesh Civil Service.

Principles of New Structure:

3.6 The fundamental and binding structural determinations are made in the Constitution of the country. The Constitution being the supreme law of the land determines everything. All governing and administrative structures and sub-structures derive their very being and validity from the Constitution. That being so, the structure of the Civil Service must, in our view, fall in line with the nature of the Constitution. The Constitution has provided for a parliamentary democratic government committed to the establishment of a socialist economic order. The service structure must be in conformity with these basic principles. In Article 136 of the Constitution, enabling provision for the unification of the services has been made.

3.7 The Fulton Committee* in the United Kingdom examined the problems of the unification of the services and have formulated certain principles on which a new service structure should be based unifying their existing services. The principles are sound. We are in general agreement with them and they are applicable to our conditions. The principles are:—

- (i) There must be a searching analysis of the job. Both the grading of a post and the selection of the man to fill it should be based on it;
- (ii) Each post should be filled by the person best fitted by qualification and experience to occupy it. No other consideration can be allowed to determine it;

*The Civil Service, Report of the Committee 1966-68 (Chairman Lord Fulton).

- (iii) There must not be any reservation of posts for any group. It must go, except in so far as individuals comprising the group may be uniquely qualified for them, such as doctors for medical posts;
- (iv) Merit should govern the placement of man to fill individual post. The management must put the right man in right place, even if he is not the next in the order of seniority, or bring him in from outside the service if he cannot be discovered from within;
- (v) The structure should be so designed that it leads to organisation of work in such a way that chains of command reflect the demands of the task and, when necessary, cut across any grouping by discipline or by type of skill; and
- (vi) Since the qualification and experience required for particular category of posts is bound to vary from time to time, it should be the right and duty of the management to determine the new qualification and experience for them.

3.8 We further feel that the yawning gap between the highest and the lowest pay should be reduced in such a manner that there must be adequacy for all before there is superfluity for some. There will be differentiation in pay based on quality related to functions which are socially useful.

3.9 As observed by the Fulton Committee, the application of the above principles calls for two fundamental and complementary changes in the structure of the Service as described below. Together they will produce the single unified grading system running across the whole service in which there will be an appropriate number of pay-levels matching different levels of skill, qualifications and responsibility and the correct grading for each post is determined by an analysis of the job.

(a) First, the division between the former All-Pakistan Services, other Central Superior Services and the former Provincial Services

should be abolished. The division between the higher and the lower classes should also be abolished and a continuous grading system from top to bottom should be substituted in each occupational group. Thus, for example, we recommend the merger of all the former Central Superior Services including the C.S.P., the P.S.P. and the Provincial Services belonging to Class I Service and Class II, Class III and Class IV services—both Central and Provincial—and this will include both the non-technical and technical services. This would mean that the classes would stand abolished and replaced by a Single Unified Grading Structure covering the whole service.

(b) Second, the present system of reservation of posts for various groups should be abolished. However, technical posts such as doctors, engineers, etc., will naturally have to be filled by persons qualified to hold the posts.

3.10 The unification of the entire group of the civil servants—former Central and Provincial of all types, technical and non-technical, and of all other classes—into a single Civil Service of Bangladesh arranged in a single unified grading structure seems to be essential in the light of the above analysis and of the circumstances which our liberation struggle brought into existence. We, therefore, recommend that **all civil servants should be organised in a single classless grading structure covering the whole service in which there should be an appropriate number of different pay levels matching different levels of skill and responsibility and the correct grading for each post is to be determined by an analysis of the job.** The single Civil Service fitted into a single unified grading structure can internally be grouped solely for administrative convenience into Administrative, Police, Medical, Foreign, Audit and Accounts, Revenue and Finance, Engineering, Education, Agriculture, Forest, etc., according to the requirements of the service. The most pressing necessity in the unification of the Civil Service is the standardisation of the conditions of service, the development of standardized pay scales based upon comprehensive job analysis and uniform health, disability and retirement benefits in appropriate grades along with uniform provisions regarding annual leave, educational leave, recreation leave, allowances, etc., which correspond to the facts of working conditions but do not create inequalities.

Comments on Implications of Pay for the New Structure:

3.11 Although the Pay Commission appointed by the Government will deal with the entire pay structure of the Civil Service, we feel bound to offer some comments on the implications of the pay of the new service structure we propose. Each grade should carry a range of pay and the pay scale for each grade should be relatively broad and there should be overlapping of pay scales between grades. Its main purpose is to provide scope for advancement within grades. Thus, while the most competent will be promoted well before they reach the maximum of their grade, others can continue to earn salary increases within the same grade. The pay structure should, if it is to serve the twin purpose of sustaining the morale of the Civil Service and of acting as an incentive to do its best, aim at providing equal pay for equal work and also facilitate the deployment of personnel in the best interest of public service. On the basis of job analysis, jobs of similar nature should carry similar salaries. The Personnel Division will have to undertake the task of preparing the job indices on a more scientific basis. The extent of variations in some of the pay scales for jobs of similar and comparable duties and responsibilities both at the former Centre and in the former Provinces and of the disparities in the pay scales obtaining between one province and another for the same or similar positions in the past had been a serious disturbing factor in administration. This is one of the major factors for strikes, agitation, inter-service tensions and rivalries, indifferent attitude to work, poor performance, frustration and low morale of the employees.

3.12 In the past, certain jobs were palpably overvalued and certain others carrying heavier responsibilities were undervalued. For example, qualified engineers in the former Government of Pakistan were found doing only file work, medical men joined lower positions in the Secretariat, qualified educationists occupied a niche in a Ministry requiring just an average competence and agricultural scientists were attached to the Secretariat leaving important field positions. These, in our view, were cases of misutilisation of personnel which was the result on an imbalance in the pay structure through which pay in the Secretariat was unjustifiably overvalued in comparison with more

onerous and important field positions. It may be pointed out that even in regard to the remuneration for the same kind of posts, the pay structure introduced difference based on the service origin of the person holding the post. Again, the fact that the Secretariat posts generally carry a higher pay in comparison with field posts has created an unhealthy rush for the former type of posts and a reluctance to move out of them after the fixed period of tenure.

3.13 The above discussion leads to the conclusion that in the interest of sound and effective personnel management, the following shortcomings arising out of the existing pay structure should be removed:—

(a) The absence of healthy principle of equal pay for equal work based on a careful evaluation of the work-content of jobs at different levels and the matching of scales of pay thereto. Failure to adopt this principle has an adverse effect on the morale of the civil servants and also adds to the cost of administration;

(b) The imbalance in the remuneration attached to Secretariat or Headquarters posts and the field posts leading to a rush for the former and to misutilisation of talent;

(c) The absence of a rational pay structure which could take into account distinct levels of work and responsibility, rendering it difficult to give effect to a programme of career development based on merit and talent and a planned development thereof;

(d) The disadvantage due to the existence of long pay scales and the feeling of easy attainment of increments, which such scales induce, is that it does not provide for the recognition of merit as against mere seniority. Long pay scales do not provide for adequate opportunities for promotion based on merit and for a continuous incentive for the best performance; and

(e) The existence of a multiplicity of scales of pay for different groups neither makes for a rational system of remuneration related to work content nor does it facilitate the selection of personnel from different services for higher positions.

3.14 For the purpose of basic reform, the pay structure of the entire Civil Service, *viz.*, Classes I, II, III and IV under the former Central and Provincial Governments should be taken into account. It is not our function to deal with the emoluments to be attached to particular jobs or services, but only to state certain basic principles which should govern the formulation of pay structure. **The posts in the Civil Service should be grouped into grades, so that all those which call for similar qualifications and involve similar difficulties and responsibilities, although different in kind or subject-matter of work, fall in the same categories. The same pay scale should be applied to all posts in the same grade.** Posts in which highly important research work has to be carried out may have to be graded high even though they may carry little or no administrative responsibility. As far as feasible, the ratio which the increment in an entry scale bears to the difference between the maximum and minimum of that scale should be the same in all other entry scales.

The Proposed Unified Grading Structure:

3.15 The introduction of the new structure and its implementation throughout the Civil Service would be a major undertaking. It will call for more intimate knowledge on such issues as the general shape of the new structure, methods of setting pay claims, methods of job analysis and evaluation and a critical review of the existing criteria on which the annual report on the performance of the civil servants is based. All the various kinds of jobs now performed by many different levels and classes of civil servants should be filled into appropriate grades. It may proceed on the following lines:—

(a) As already stated in para. 3.14, the posts in the Civil Service should be grouped into grades so that all those which call for similar qualifications, similar duties and responsibilities and similar difficulties are grouped in the same grade; and

(b) This will require careful job analysis based on the following factors:—

- (i) the end results or specific objectives to be realised;
- (ii) the importance attached to the work;

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- (iii) the educational qualifications and experience needed in the holder to achieve the prescribed results;
- (iv) the degree of personal responsibility involved; and
- (v) the nature and requirements of the job.

3.16 The exact number of grades required can be determined after both intensive and extensive job analysis. It must also take into account the requirements of the Civil Service as a whole. We think that **there should be Ten Grades* which would cover all jobs of the entire Civil Service from the top to the bottom (the former Central Superior Services including the C.S.P. and the P.S.P. and the former Provincial Services, generalists and specialists, technicals and non-technicals of all classes).**

3.17 The proposed unified grading structure in ten grades in which almost all the existing posts in all classes can conveniently be fitted, has been shown in an **illustrative chart** at Appendix I. The civil servants have dual functions. They have to provide expert advice to the Ministers on laws and policy decisions and at the same time, execute those laws and policy decisions. The proposed unified structure in ten grades will embrace most of the existing posts according to their levels of responsibility and nature of functions as may be seen in the illustrative chart at Appendix I. The title of these grades are self-explanatory. The ten grades are described below:—

- I. Senior Administrative/Top Specialist Grade.
- II. Administrative/Chief Executive Grade.
- III. Junior Administrative/Higher Executive/Higher Professional Grade.
- IV. Senior Executive/Senior Professional Grade.
- V. Junior Executive/Junior Professional Grade.

* The term "grade" includes all classes of posts that, although different in kind or subject-matter of work, are sufficiently equivalent in difficulty, responsibility and the level of qualification required. This would justify their inclusion within one range of rates of basic pay.

- VI. Lower Executive/Lower Professional Grade.
- VII. Lower Supervisory/Higher Ministerial/Higher Technical Grade.
- VIII. Lower Ministerial/Lower Technical Grade.
- IX. Sub-Ministerial/Sub-Technical Grade (Semi-skilled Staff).
- X. Sub-Ministerial/Sub-Technical Grade (Unskilled Staff).

3.18 **The examples of the posts that may be included in each grade have been shown in the illustrative lists accompanying Appendix I.** In including the posts in the various grades, we have been guided by the principles enunciated in para. 3.15 and not by the existing pay scales attached to the posts. We have not hesitated to include posts in appropriate grades although the posts concerned may carry lower scales of pay than what have been indicated against the relevant grades. We have indicated the existing pay scales against the respective grades only for the purpose of identification of the posts and for possible assistance in the inclusion of the posts left out from the respective lists due to lack of information. The determination of the new pay-scale is the responsibility of the National Pay Commission.

3.19 We think that **all recruitment of unskilled staff in Grade X in future should be stopped.** All future entrants in this grade should have the educational qualification of Primary level, that is up to Class V or its trade equivalent. The entire body of unskilled employees included in Grade X may be replaced by a system of messenger. The real contribution of these employees to the work of the Government is not, in our view, of the nature that would justify their retention. If they can be employed in other suitable commercial and other pursuits, their contribution to productivity would be much more useful. It may not be possible to transfer them to other categories of useful work all at once. It may be attempted in planned phases, e.g., some of them may be appointed as postmen, constables and also as employees in fair price shops. One messenger can do the work of 8 to 9 peons. The messenger can be paid on a higher

scale. It will be economical from all conceivable points of view. It is also likely to remove some of the causes of tensions, agitations, and strikes in the service. Similarly, the huge number of employees in Grades VIII and IX in the existing agencies, e.g., Secretariat may be usefully employed elsewhere such as local bodies. The estimated total number of employees in Grades VIII and IX accounts for about three lac persons. It is staggering by any standard. The whole body of this can be reduced by more than two-thirds on a planned basis spread over a number of years. Typists, Steno-typists and Stenographers can easily be utilised on pool basis as discussed in the Chapter on Secretariat in Part II of the Report. One-fourth of their places can be filled by well qualified officers. This will add to the efficiency of the governmental operation because it will impart a reasonable basis to strike a proper ratio between the officers and the members of the public. The ratio of officers to the public is far from satisfactory in Bangladesh. This is one of the main reasons for their inefficiency and delay in governmental transactions. Constant efforts should be made to plug this gap if efficiency in governmental business is to be attained.

3.19.1 We also recommend that **the concept of “personal staff” of officers should be abandoned.** This is a feudal concept and has been widely abused. The civil servants are appointed to serve the public; junior officers will assist the senior officers and carry out their orders so that the Service as a team can serve the public better: no civil servant should be appointed or conceived for serving a senior officer **personally.** The concept of “personal staff” creates a distinct class in the Civil Service with a status that is not merely “junior” in the sense of official responsibility but also “inferior” in the sense of general social position. This is evidenced, for example, in the widespread convention that Class IV employees are not supposed to sit in the presence of a senior officer. Such social relation in the Civil Service violates the very spirit of socialism wedded to the creation of a classless society. We recommend, therefore, that the concept of personal staff should be replaced by that of “Office Staff” and “Assistants”. Thus, Private Secretaries should be called “Office Secretaries”, Clerks “Executive Assistants—Senior and Junior”, Personal Assistants “Office Assistants”,

and Peons should be converted into "Messengers". We also recommend that if in addition to messenger pools, it is considered efficient to post a full-time messenger with any officer, monthly rotation of such messengers should be arranged in order to remove any sense of personal loyalty.**

3.20 A single unified grading structure which we have recommended above will cover the entire Civil Service of Bangladesh. This elaboration is set against considerations of the functional requirements in relation to the abilities, educational qualifications and experience. The accountability of the civil servants makes for hierarchy which means a superior subordinate relationship on a scalar process. The hierarchy should be carefully graded consisting of the number of posts with duties and salaries to match. The number of grades in the hierarchy will depend on the task of the Government, which are increasingly becoming numerous, complex and difficult. This may call for a widening and deepening of hierarchy by the establishment of new subordinate levels to which more tasks, old and new, may be delegated. The rapid growth of government in size and complexity may necessitate a substantial increase in hierarchical depth in a more truly pyramidal form than at present with appropriate executives at most levels and by providing adequate number of levels and narrowing the present excessively wide gaps. This will mean more middle grade personnel. This is crucial to the manageability of responsibilities. We would like to add further that room may be made for insertion into hierarchy of new levels to take care of the increasingly growing new functions and responsibilities and to make room for more and more delegation of responsibility.

Functional Posts and Area Group Posts:

3.21 In para. 2.20, we have referred to professionalism in the Civil Service. To achieve this end, posts may be divided broadly as "Functional Posts" and "Area Group Posts".

** Messengers, furthermore, should not be asked to carry an officer's brief cases while accompanying him. They should also be made aware of their human rights which should include the right to sit in the presence of any officer. Orders of one's superior officer must, however, be obeyed.

(1) Functional Posts:

3.21.1 The *sine qua non* for occupying these posts is an intimate knowledge of the subject-matter concerned. We define the term "functional service" to include not only those "Services" for which a pre-entry technical and vocational education is required but also those services whose members acquire the necessary technical or vocational qualification after joining the services. In this category are the engineers, scientists, doctors, architects, accountants, draftsmen, technicians, lawyers and so on. Some of these, like doctors, scientists and engineers, have acquired their professionalism or specialism by recognised training outside the service. Others, like accountants, income-tax officers, draftsmen and technicians and the like, may acquire and develop their skill or specialism after joining the service. Examples of a series of such functional posts would be: (i) Income-tax Officers, Assistant Commissioners and Commissioners of Income Tax; (ii) Members, National Board of Revenue; (iii) Assistant Accountant-General, Deputy Accountant-General and Accountant-General; (iv) Assistant and Deputy Collectors and Collector of Customs; (v) Assistant and Civil Surgeons; (vi) Assistant, Executive, Superintending and Chief Engineers; (vii) Technical posts in the Departments like Agriculture, Forest, Fisheries and Livestock; (viii) Diplomatic posts in the Foreign Service; (ix) Inspector, Superintendent, Deputy Inspector-General and Inspector-General of Police; (x) Posts in the Postal, Telegraph and Telephone services; (xi) Judicial posts including those of the Judicial Magistrates under the control of the Supreme Court, etc.

(2) Posts outside the Functional Area, i.e., Area Group Posts:

3.21.2 There are posts which do not fall within any particular functional area, i.e., posts outside the area which is to be covered by the functional groups. These are posts to which no single functional expertise is uniquely qualified, though experience gained in successfully discharging one's responsibilities in an area supplemented by suitable training should be the prerequisite for manning them. These posts

may be demarcated into a number of "Area Groups" for administrative convenience, training and deployment facilities. There should be mobility of the personnel from one area group to another related area in order to enable them to acquire linked experience. An indication is given below as to the areas in which these posts may be demarcated along with broad indication of the sphere of responsibilities of each area and the subjects in which the personnel of these areas should be trained:—

- (i) *Economic Administration*—Monetary, Fiscal, Commercial, Price, Income and Investment Policies, Economic Planning and Project Evaluation, Foreign Aid, Foreign Exchange, etc.;
- (ii) *Financial Administration*—Budgeting, Expenditure Control, etc.;
- (iii) *Industrial Administration*—Industrial Planning and Development, Investment Promotion, Small and Cottage Industrial Development, Industrial Technology, etc.;
- (iv) *Commercial Administration*—Internal and External Trade and related matters;
- (v) *Social Administration*—Rural and Urban Development, Cooperatives, Community Development, Family Planning, Labour Relations, Information and Public Relations, Social Welfare, etc.;
- (vi) *Education Administration*—Education Policies and Administration, Manpower Planning and Administration, etc.;
- (vii) *Personnel Administration*—Management Analysis involving work study, Grading and Evaluation of posts, Organisation and Methods, Selection Techniques, Training and Career Management, Staff Supervision and Control, Motivation, Moral and Staff Welfare, etc.; and

- (viii) *General Administration*—Maintenance of Public Order, Land Revenue and Land Management Administration, Internal Security and Intelligence, Defence Administration (Concept of Strategy and Tactics, Logistics, Weapons System Analysis, Defence Research and Development, etc.), Relief and Rehabilitation, Distribution of Food and Essential Commodities and Residuary executive functions.

3.22 Officers outside the functional groups will specialise, by training and experience, in one of the above area groups and will be identified as such. As a general rule, such officers will be posted in positions where their respective area specialisations are relevant. An area group does not necessarily mean a Ministry or a set of Ministries. Officers specialising in the area group can move from one Ministry to another Ministry, e.g., officers specialising in Personnel Management *i.e.*, Personnel Administrators can move from Personnel Wing of one Ministry to Personnel Wing of another Ministry.

3.23 At the district and thana levels, examples of area group posts would be the Development Officers, the Chief Executive of District and Thana Councils, the Finance Officers and the Secretaries of the District Councils and the Thana Councils respectively. Secretariat posts of Section Officers, Deputy Secretaries, Joint Secretaries and Secretaries will fall in the "Area Group". Officers from the Functional Area will also be eligible for Secretariat Posts mentioned above in the Ministries in their own line. The posts at the Headquarters but outside the Secretariat which do not fall within a particular functional area may also be demarcated into the eight areas of specialism as explained in para. 3.21. Officers from the Functional Areas will not be eligible for these posts. The procedure for posting has been explained in the chapter on Public Personnel Management.

3.24 Selection of personnel for the "Functional" and "Area" groups should be made from Grade V including the promotees to this Grade. While the allocation of personnel to "Functional Areas" should be firm at this level, the same to the Area Groups should be

tentative. Most of the posts at the District and Thana levels would be of general administrative nature. The personnel holding these posts should later be permitted to branch out to any of the eight Area Groups. The allocation of personnel to the non-technical Functional Group, *i.e.*, for which no technical degree is required and to Area Group should be on the basis of the choice indicated by them, their merit position in the open competitive examination and the confirmatory examination at the end of their training at the National Academy of Administration. The Area Group personnel should be allowed to make a change in their choice if they so like before they enter into Grade III, when their firm allocation to one of the "Area Groups" should be made. The personnel from Functional Groups may also be given a chance to switch from their area to any of the "Area Groups" if they like to do so at this stage, *i.e.*, at the time of entry into Grade III subject to the availability of vacancy after accommodating the "Area Group" personnel and subject to their performance in the promotion examination from Grade IV to Grade III and their suitability to the group they want to go.

3.25 Persons selected for the areas of administration indicated above will ultimately be concerned largely with policy and management. They will have to stay longer in the different specialisations so that full advantage may be reaped out of their growing expertise.

Senior Policy and Management Posts:

3.26 Posts from Grade III and above may be broadly termed as "Senior Policy and Management Posts" as in the Fulton Report. Functional posts amongst these require intimate knowledge of the subject-matter as well as managerial ability. Examples of these posts are those of Chief Engineer, Roads and Highways; Chief Engineer of Public Works; Members of the Railway Board; Director of Health Services; Director of Agriculture; Members, National Board of Revenue, Inspector-General of Police, etc., which fall within the functional area. Such posts should be filled by relevant functional cadres—technical or non-technical as the case may be. For "Area

Group Posts" at this level, the necessary experience will be available in the generalist group having relevant professional training and among the specialists like engineers, scientists, doctors, economists, etc., who will exhibit flair for administration. Posts like Deputy and Joint Secretaries to the Government are examples of posts of this category.

3.27 The personnel so selected for senior management should be deployed in posts or areas with due regard to their previous specialised experience. It should, however, be possible for a senior administrator to move freely from one broad area of middle management specialisation to another allied area. For example, an engineer entrant to a senior management post outside his functional area, who previously gained specialised middle management experience in the industrial field, should be able to shift to senior policy position in the defence field, where his branch of engineering plays a significant part. Similar considerations should apply to officers coming from generalist sources, who have had training in one of the specialisms.

3.28 **The selection procedure for entry into senior management should be tightened**, so that only the most competent get in. As suggested earlier (Para. 3.26), all posts from Grade III may be broadly grouped as Senior Policy and Management posts. **We have prescribed an examination for promotion from Grade IV to Grade III for testing the suitability of the candidates for appointment to these posts.** The selection for specific senior management posts in the functional area will be made by a Selection Board as described in para. 6.19.

3.29 The Secretary of a Ministry or his equivalent should be chosen from among senior administrators best suited for the posts concerned. Our scheme of staffing the higher administration aims at developing specialised competence. The number of specialisms envisaged at the junior level (that is, Grade V) is eight. At the level of Joint Secretary in senior management outside the purely functional posts, the areas of specialisms will broaden out and it should be possible and it is necessary to provide for mobility from one specialism to an allied specialism. At the highest level of Secretary and equivalent

in the Government, one's general managerial competence is of great importance. We are in agreement with the views of Fulton Committee that as a civil servant approaches the level of a Deputy Secretary, "his responsibilities become steadily heavier and usually less specialist. He begins to share in a real collegiate responsibility to the Minister for the policy and management of the department as a whole; increasingly too, he has to take inter-departmental considerations into account. At these levels, an individual's particular occupational group is thus often of less significance than his range of experience and personal qualities and qualifications should be the main criteria for filling posts with these wider horizons". If the scheme of unified grading that we have proposed, is implemented, the Government will have a fairly good number of persons of merit and experience selected from a wide field. A Secretary should be selected from this category, full attention being paid to the pattern of experience and background required for the post irrespective of the service origin of the person concerned. If, however, on an examination of the requirements of the post, it is found that an intimate knowledge of a particular function, technical or otherwise, is indispensable, there should be no hesitation in choosing the best man from the corresponding functional group.

3.30 The scheme which we have outlined above broadly gives our views on the manner in which the Government should, as a rule, aim at deploying its higher personnel. We, however, foresee that occasionally instances may arise where new kinds of jobs come into being and in finding personnel for which a flexible policy should be adopted. In such cases, the best men should be chosen for the job from the functional sources or from sources outside the functional areas and if necessary from outside the Government.

3.31 The above scheme is intended to tackle the central problem of the higher administration today, namely, of getting the best man for each job and of the methods and procedures that need to be adopted to obtain that objective. In emphasising the need for specialisation and, what is more, the need for specialised skill in the

higher administration, we do not, by any means, imply that the generalist is redundant or superfluous. The fact we would like to highlight is that certain posts and categories of posts can no longer be regarded as the close preserve of generalists alone. This does not, however, mean that the generalist is obsolete or becoming obsolete at all levels. The generalist has his place and an important one at that, e.g., Thana Development Officer; Secretary, Thana Council; District Development Officer; Secretary, District Council and with relevant experience in all senior management positions outside the functional areas. It might be of advantage to have a generalist Joint Secretary in a Ministry headed by a technical person. Similarly, the specialists and the technologists have their own position of importance. In a growing democracy, committed to rapid socio-economic development, the administration has to be good no less than it has to be effective; if a good administration is imperative for the happiness and welfare of the people, an effective administration is a prerequisite for the strength and prosperity of the country. This twin purpose needs the devoted services of the specialist no less than those of the generalist. The problem really is one of harnessing their talents and capabilities through a purposive symbiosis in the larger interests of the country and of ending a practice which has tended to exclude the one in favour of the other, with its concomitant milieu of mutual sullen antipathy and supercilious snobbery.

The Diplomatic Service:

3.32 For the Foreign Service, *i.e.*, the diplomatic service, perhaps a little explanation is necessary. It will be a distinct functional group beginning from Grade V. The recruitment should be through the common open competitive examination to be conducted by the Public Service (First) Commission for entry into Grade V. The promotees to this grade will also be eligible for induction into this service according to their talent and aptitude. A limited examination may be prescribed for this purpose. The recruits to the Foreign Service group should have identical pay and promotion prospects like all other members of the various grades in addition to benefits which go usually along with the Foreign Service posts. After

going through common training with others, there should be special training in subjects appropriate to their function. Before they are posted abroad, they should be trained in the Ministries of Commerce and Industries and the External Resources Division.

3.33 Apart from the diplomatic and other activities, the members of the Foreign Service should also be required to look after the economic, commercial and other interests of Bangladesh abroad. In fact in most of our Missions, these work would be of greater importance as compared to the diplomatic activities. The Diplomatic Service officers should, therefore, be supplemented by officers from relevant Area Groups such as Economic Administration, Commercial Administration, Education Administration, Social Administration, etc., for posts of Economic Counsellors/Ministers, Commercial Secretaries/Counsellors, Educational Attaches, Labour Attaches, Press Attaches/Counsellors, etc.

3.34 Between 7th and 10th year of their service, the Diplomatic Service personnel should be posted in the districts for a period of one year to reorient them in the general economic and social condition in the country. In addition, refresher courses should be arranged for the personnel of this service at the time of their usual periodic home posting, on general economic and social conditions in the country.

3.35 At appropriate higher levels, there may be advantage in posting some area group administrators in senior diplomatic posts abroad. Such administrators with their long experience in administration at home and the intimate familiarity they will gain thereby with the problems and needs of the country, could conceivably be good "Ambassadors" abroad. The lack of expertise in the art of diplomacy on the part of area group administrators may not be serious at the higher diplomatic levels where competent specialized supporting staff would be available to assist them. It may not, however, be possible to arrange for a two way mobility between the two groups at the senior levels except in a few cases like an assignment in the External Resources Division as the career diplomats having spent most of their career abroad would, as a rule, not be suitable to man senior policy and management posts in domestic administration.

Radio and Television Staff Artistes:

3.36 There are staff artistes in Bangladesh Radio. As they are on the pay roll of the Bangladesh Radio, they have to be treated as Government employees. They have not been accorded adequate status or pay. The senior composers, music directors and other artistes who are of high calibre are treated as if they are members of the subordinate staff. Most of them have not even been integrated into the regular service after years of work, in some cases exceeding twenty years and are being retained through periodic temporary appointments. Younger talents also are not accorded proper treatment. There is no recognition of artistic talents nor any incentive for such talents, to choose and dedicate themselves to public service as a career in their own field of art and culture. The position in the Television is also the same. We would recommend that **the whole-time staff artistes in the Bangladesh Radio and Television who are on the pay roll of the Government for a period of more than three years should be brought into regular Government service and properly graded so that they can be integrated in the Unified Grading Structure we have proposed.** There should be no hesitation in putting such artistes of highest calibre in the highest grade of the unified service. Obviously, they would be confined to their own line and would not be considered for administrative positions. We would further recommend that **for the purpose of grading of the staff artistes according to their talent and performance, a committee composed of the representatives of the Public Service Commission, Personnel Division, Ministry of Information, a senior staff artiste of eminence from outside the Government and an independent connoisseur of eminence may be constituted.** The pay of the staff artistes would naturally be according to the grade in which they would be placed.

Autonomous Organisations and Nationalised Enterprises:

3.37 The scheme of unified grading structure described in this chapter should also generally apply to the Public Statutory Corporations, the Nationalised Banking Companies and Insurance Corporations, the Financial Credit Institutions and the Sector Corporations of

the Nationalised Industries. The organisations should, however, subject to the rules framed by or with the approval of the Government, make their own recruitment of personnel below the level of the members of the Board of Directors/Management. They should also have, subject to the rules, full powers regarding transfer, promotion and dismissal of their own employees. The Government should make appointment of the Chairmen, Managing Directors and Members of the Board of Director/Management. The Government officers should not ordinarily be deployed below this level, except in the post of Secretaries of these organisations. Similarly, except on contract basis in highly technical and specialist posts, employees of these organisations should not be appointed in posts under the Government.

Exceptions:

3.38 The Scheme of Unified Grading Structure should not, however, be applied to the teachers of the Universities and other Educational Institutions, Research Organisations and similar specialised Organisations. In some of these Organisations, specially those performing highly specialised research work, while the opportunities for promotion would be limited, the necessity of continued work of highly qualified persons, often in the same project for a considerable number of years would be of paramount importance for the successful working of the organisations. In order to retain these highly qualified staff and to provide them with continuous incentive for creative work, they should be considered for promotion from one grade to the next higher grade after a period of every five years of service in a particular grade, although they would continue to perform the same work in the higher grades. This would, in effect, mean the upgradation of the posts along with the promotion of the persons. For outstanding contribution, they may also be considered for promotion earlier than five years service in a grade. Such promotions should be allowed only on the recommendations of Selection Board referred to in para. 6.19.

Merits of Unified Grading Structure:

3.39 A single unified grading structure will have a number of positive advantages:

First, it will increase the supply of administrators with a broad sweep of the field of public administration and integrated outlook and a common *esprit de corps* at the top level. They will come from all corners of the service—specialists, generalists and professionals. With the increasing tempo of developmental activities, the need of this type of administrators will expand. Such a system will add depth to the width of experience they bring with them from their earlier backgrounds;

Second, it will offer within the framework of an administrative culture combining generalist and specialist elements increased opportunities of specialisation in harmony with innate talents and individual aptitudes;

Third, the complex cobwebs of various classes with distressing class consciousness and tensions are eliminated. A single unified grading structure will afford equality of opportunity to all civil servants and will ensure maximum utilisation of talents, in responsible assignments unencumbered by existing service restrictions;

Fourth, if the annoying and harmful distinctions among the various services and classes are abolished by integrating them into a single unified grading structure, it will be possible to arrange the allotment of candidates on a more rational basis;

Fifth, on being integrated into a single unified grading structure, transfers from one department to another would not present much complications;

Sixth, the single unified grading structure brings about uniformity in pay scales, status, and other incidences of service in each grade and affords an equal opportunity to all public personnel for advancement based on merit rather than on existing service distinctions;

Seventh, a single unified grading structure will enable the scientists, engineers, doctors and other specialists and technicians to move to the positions of policy making and management in predominantly scientific and technical Ministries and Departments;

Eighth, the system of structure we have proposed above, will widen the opportunities to keener competition and favour the most able civil servants regardless of their occupational group. Our proposal is designed, among other things, to bring this about;

Ninth, another advantage of the proposed structure is that it would promote more efficient and accountable management and more economical use of manpower. Accountable management signifies a system in which the individual civil servants and the administrative units are held responsible for performance and output measured as objectively as possible;

Tenth, the new structure, in our view, will introduce the much needed improvement in the system of promotions, by equalising the opportunities to a great extent;

Eleventh, an automatic upward movement in the time scale will be checked. Each Officer will have to produce concrete and positive evidence of his ability before he is allowed to move from one grade to the other;

Twelfth, a single unified grading structure which extends across the whole service offers, in our view, the only realistic method of dealing with the fragmentation of the services into so many different and distinct entities operating within the limitation of their own cadres and also the four classes, each with its own scales of pay and career structure. The existence of a large number of distinct services and also of the classes, produces unnecessary complexity in the work of management; and

Thirteenth, the replacement of distinctive pay scales which now apply to different services by a single unified grading system will help in curing the psychological complexes which such pay scales are, at present, bringing in their wake. It will also make it unnecessary to provide special pay save in cases where highly competent experts from outside the service are brought in on a contract basis in the Secretariat. **We recommend no special pay in usual Secretariat appointments.**

Implementation :

3.40 If our proposal for a single unified grading system throughout the service is accepted, we think that it may be helpful to indicate what we believe to be the first priority is its implementation. We think that **a major study should be mounted to work out the details of our scheme for a single unified grading structure together with a definite time schedule for its implementation. For this purpose, we suggest the creation of an Administrative Management and Reforms Division by reorganising and expanding the present O & M Wing of the Establishment Division. The Division should be in-charge of a Minister of State under the overall guidance of the Prime Minister. A full Secretary to the Government should head the Division.** What we have suggested in para. 3.18 and in the Chart on the unified grading structure at Appendix I are by way of illustration and guideline. For paucity of time we could not make an exhaustive study. Many of the information required by us could not be furnished by the Ministries and other offices. **A detailed examination will have to be made by the proposed Division for the purpose of placement of the posts in the various grades.** We think this to be one of the most important and urgent assignments to be undertaken by the Division in consultation with the various Ministries and Departments concerned. **For this purpose, we recommend a high powered Implementation Committee which should be composed as follows:—**

- (1) A Judge of the Appellate Division of the Supreme Court—*Chairman.*
- (2 & 3) Two Members of the Parliament to be nominated by the Prime Minister—*Members.*
- (4) Chairman, Public Service (First) Commission—*Member.*
- (5) Chairman, Public Service (Second) Commission—*Member.*
- (6) Secretary, Ministry of Finance—*Member.*
- (7) Secretary, Ministry of Law—*Member.*
- (8) Secretary, Personnel Division—*Member.*

(9) Secretary, Administrative Management and Reforms Division—*Member-Secretary*.

3.41 The proposed Division may be called upon to undertake a massive study on job analysis after collecting information on the following lines:—

- (i) information concerning the duties of the post—the tasks ordinarily assigned to the incumbent—(a) to analyse and record the duties and other distinctive characteristics of the posts, (b) to group the posts into grades on the basis of their similarities, (c) to write such descriptions or specifications for each grade as will broadly indicate its character, define its boundaries and serve as a guide in allocating individual posts to the grades and (d) to instal by allocating individual posts to the grade;
- (ii) information regarding the responsibilities of the post—the degree of supervision under which the work of the post is performed, the extent to which the exercise of independent judgement is required, the nature of the difficulties involved and the like; and
- (iii) information regarding the knowledge, qualifications, skill and experience necessary for the adequate performance of the duties of the post.

3.41.1 In the light of the studies, the Committee should confirm, merge or abolish the existing hierarchies, as the case may be, in the various Ministries, Departments and Offices or create new hierarchies, where necessary, within the ten grades of the proposed unified service structure.

3.42 The process of job analysis ought to be a continuing operation in any large-scale modern organisation. In short, job analysis seeks to provide a comprehensive description of the functions, duties and operating methods of a particular post in the Civil Service as it exists at a point of time. In spite of whatever an incumbent may do to a post, the central core of duties and functions pertaining to a post tends to remain fairly stable for relatively long periods. The

purpose of this job analysis, which tells what sort of problems must be dealt with by the incumbent, how he generally deals with them, what sort of questions he settles himself and what sort he must, as a matter of regulation, or may as a matter of practice, send higher for orders or advice and in general, just what goes on in the administrative process from the vantage point of the post,—is to provide an adequate basis, in fact, for assessing the difficulty and responsibility of the post and therefore at what period in an officer's career he might reasonably be expected to do a successful job with it, as well as to provide the underpinning for the performance rating system and to indicate from time to time whether technological, social or administrative changes have made the post redundant or necessitated a fundamental change in its character. Obviously, once the relative importance and responsibility of the posts is determined, it also provides a useful guide to the general pay level at which the incumbent should be paid.

CHAPTER IV

RECRUITMENT

Recruitment Policy:-

4.1 No sound administration can be built without civil servants of the first-rate ability. It depends on a soundly conceived recruitment policy which can be based only on merit. The merit system implies a particular system of recruitment and selection. It is designed to achieve two objectives: (i) the elimination of favouritism in the selection process and (ii) putting a premium on competence and ability as demonstrated in competitive tests. No institution can rise above the quality of its personnel. The competence, quality and tone of the administrative system are directly dependent on the competence, quality and character of the civil servants.

4.2 One of the main problems of recruitment in simple terms is how to unite equality of opportunity with efficiency. The Constitution of Bangladesh guarantees equality of opportunity to every citizen of Bangladesh as one of the fundamental rights. The actual implementation of this fundamental right depends on the even spread of education among all classes of citizens and in all areas of the country. In order to achieve it, more facilities for higher education should be created in backward areas. Liberal scholarships and stipends should also be awarded to the students from backward areas.

4.3 **Young persons should be recruited to the various grades on the basis of their performance in the competitive examinations.** The recruitment policy pursued by the former Central Government of Pakistan was, however, based on the quota system. According to this policy, 20 per cent of the centrally recruited civil servants were appointed in order of merit as determined by their position in the competitive examination, irrespective of their provinces or areas of birth or origin. The remaining vacancies *i.e.*, 80 per cent of the vacancies were distributed equally between the then two wings of the former State of Pakistan. These vacancies were filled by candidates belonging to the respective provinces or areas in order of their merit

in those areas or provinces. The system of recruitment on the basis of the quota was adopted to secure fair and adequate representation of the provinces or areas in the centrally recruited Civil Services. Conditions in Bangladesh are different. The recruitment policy should, therefore, be framed to meet the changed situation.

4.4 Recently, the Government of Bangladesh issued an Office Memorandum announcing the interim recruitment policy allocating district-wise quota for filling vacancies in the various services and posts. The Office Memorandum states: "In order to achieve more equitable representation of the people of all districts of Bangladesh in the various services and posts under the Government (including Defence Services), Autonomous and Semi-Autonomous Organisations and the Nationalised Enterprises (including Financial, Commercial and Industrial Organisations), the Government of the People's Republic of Bangladesh have decided, as an interim measure, to fill all future vacancies, by the candidates from all the districts on the basis of population of the districts. When the number of vacancies is too small that it cannot be distributed district-wise, the vacancies shall be distributed division-wise on the basis of population. The district/division-wise quota shall be calculated class-wise." In respect of appointment to Class I services and posts, 20 per cent of the vacancies should be filled on the basis of merit irrespective of the district or area of birth or origin. The remaining 80 per cent of the vacancies should be filled on the basis of the population of the districts. The object of the quota system is to bring about more equitable distribution of the people of all the districts of Bangladesh in the various services and posts under the Government, Autonomous and Semi-Autonomous Organisations and the Nationalised Enterprises. However laudable the object may be, it will defeat the purpose of building up a first-rate Civil Service which the country needs most. We are of the view that **recruitment to Grade V should be on the basis of merit on an all-Bangladesh basis, that is, on a national basis.** There must be no deviation from it as it will militate against the creation of a strong administration. The net should be cast over the whole country and the best available candidates must come from

all over the country irrespective of any other consideration. It will create a strong, able and competent Civil Service which is the foundation of a strong administration. The Bangladesh Civil Service at this level needs all the talents and all types of personality. The Government may take other steps in regard to districts or areas which are not adequately represented in the higher services as suggested in para. 4.2.

4.5 As regards **recruitment to other grades, viz. to Grade VII and below the same may be made on the basis of population of the districts.** The National Government should draw its necessary quota of officers and employees of these levels from the districts on the basis of the population of the districts. The remaining recruits should be absorbed in the district level offices of the National Government and in other offices of the various levels of the Local Government. These are discussed in detail in the following paragraphs.

Personnel Planning:

4.6 A sound personnel planning has a vital significance for a well-thought and adequate recruitment. Without it, there will be serious fluctuations from time to time in the rate of recruitment with obvious adverse effects on the quality of recruits and cadre management itself. The growing need of the number of the civil servants in various groups and grades should be examined very carefully. **The cadre needs of the various groups—generalists, specialists and others—should be examined once in every five years.** Long-term reviews of the Service as a whole should be made so that recruitment may proceed in a planned manner. **There should be annual manpower budget to be made at least three years in advance to take care of the time required for recruiting the personnel and imparting to them the initial training.** In drawing it up, each Ministry and Department should indicate as exactly as possible, its needs at all levels, for various kinds of personnel—administrative, specialist, professional, executive, supervisory, ministerial, technical, etc. These needs would determine the pattern of recruitment.

4.7 For each grade, adequate provision should be made for manning the posts, included in the grade as well as leave, deputation and training posts. There should be sufficient deputation and training reserves for various groups. A close examination should be made before the posts are encadred. Forecasts of recruitments should be conducted sufficiently in advance for periods of five years. Cadre Management Committees should be formed in respect of the grades referred to in Chapter III. The cadre management may include in addition to the controlling authority, representatives of the National Personnel Agency and of the user interests, if any. This committee should review the cadre requirements for five years in advance and also indicate any mid-term correctives that may be necessary in the light of developments.

Types of Recruitments:

4.8 For entry into the various grades (although not for all the grades) there should be four types of recruitment as follows:

- (i) Direct recruitment to a grade through open competitive examination;
- (ii) Recruitment by competitive interviews;
- (iii) Recruitment through competitive promotion examinations limited to candidates who are already in service; and
- (iv) Recruitment by promotion through selection of candidates on the basis of their performance record. Candidates may, in suitable cases, be interviewed by Selection Boards or Departmental Promotion Committees.

4.8.1 General provisions regarding the recruitment through competitive promotion examination may be the following:—

- (i) No person should be allowed to sit for promotion examination more than thrice in all from a particular grade for entry into the next higher grade or the grade above the next higher grade;
- (ii) The design and standard of all promotion examinations for entry into a direct entry grade should be, unless otherwise

prescribed, similar to that of the examination for direct entry into that grade for 50% of the marks. 25% of the marks should be on papers relating to the subject-matter of the work of the candidates and the remaining 25% of the marks should be on the performance record of the candidates. Facilities should be given to the in-service candidates so that they can acquire the necessary qualification and skill;

- (iii) All promotees through examination to a direct entry grade should receive the same training as would be prescribed for the direct entrants. The failure to complete the training satisfactorily in two chances should result in reversion to the next lower grade; and
- (iv) Shortfalls in the recruitment through promotion examination in any year to a direct entry grade for reasons of failure of the candidates to qualify should be filled from competitioners for direct entry to that grade for the relevant year.

Recruitment to Grade X:

4.9 Recruitment to this Grade need not be made through the Public Service Commission. Age limits may be between 16 to 25 years (25 to 35 years for ex-Defence Service Personnel). Educational requirement should be Primary (Class V or its trade or vocational equivalent) passed. As this is the lowest point of entry, 100% of the recruitment should be direct through competitive interview and such other tests as may be necessary. The recruitment should be made district-wise.

Recruitment to Grade IX:

4.10 Recruitment to this Grade in many cases will be outside the purview of the Public Service Commission. 70% of the posts may be filled by direct recruitment. Educational qualification should be S.S.C. or trade or vocational equivalent. Age of the candidates should be between 18 to 25 years (25 to 35 years for ex-Defence Service Personnel).

4.10.1 Not exceeding 30% of the posts may be filled by promotion from Grade X through properly constituted Selection Committees. The candidates must acquire required qualification. There should be no age restriction for promotion. Existing incumbents should be encouraged to acquire required qualification and allowed two annual increments in their pay if they do so. The recruitment to this Grade should be district-wise.

Recruitment to Grade VIII:

4.11 In this Grade, we have placed the skilled workers whose educational qualification should be Higher Secondary School Certificate or trade or vocational equivalent. The age for direct entry may be 18 to 24 years (25 to 35 years for ex-Defence Service Personnel). This would be the category of rank and file "operators", both in field and in offices. They will also include the bottom rank of supervisors of persons in their own grade. It is a very large group, as it includes clerks, typists, cashiers, a great number of skilled artisans of the Railways, Laboratory and field Assistants in the Agriculture Department, the Public Works Departments and other technical and scientific departments.

4.11.1 60% of the posts may be filled by direct recruitment on district basis through open competitive examination conducted by the Public Service (Second) Commission.

4.11.2 20% of the posts may be filled by promotion from Grade IX through competitive examination conducted by the Public Service (Second) Commission. The candidates should have 5 to 10 years of service in Grade IX and must acquire required educational qualification and skill.

4.11.3 20% of the posts may be filled by promotion from Grade IX on seniority-*cum*-merit basis through properly constituted Selection Committee. The candidates should be at least S.S.C. or trade or vocational equivalent passed.

4.11.4 Technical posts for which competitive examination/test through Public Service Commission is not convenient, may be taken out of the purview of the Commission.

Recruitment to Grade VII:

4.12 This Grade, includes a vast number of personnel in the lower inspectorial and middle supervisory ranks. The types of jobs are also greatly varied, requiring different kinds of qualification and skill. Examples of the posts are Assistants, Stenographers, Librarians and Superintendents in offices and in the fields, Inspectors of Customs and Post Offices, Train Examiners and Inspectors of Railways, Research Assistants in the Scientific and Technical branches and so on.

4.12.1 50% of the posts may be filled by direct recruitment through open competitive examination of pass standard conducted by the Public Service (Second) Commission. The candidates should be graduates or should hold technical or vocational diploma like L.M.F., L.C.E. or Agricultural Diploma for relevant technical posts. Age limit may be 18 to 24 years.

4.12.2 25% of the posts may be filled through competitive examination conducted by the Public Service (Second) Commission of candidates who have not less than 5 years but not more than 10 years of service in Grade VIII or 7 to 12 years of service in Grade IX or Grade X.

4.12.3 25% of the posts may be filled by promotion from Grade VIII on seniority-*cum*-merit basis.

4.13 The direct recruitment and the recruitment through promotion examination should be made in each district. The National Government should draw its necessary quota of officers of this level from the districts on the basis of population of the respective districts. The quota for each district has been fixed on the basis of population. The remaining recruits of this level should be absorbed in the offices of the Government in the districts and police-stations and in the offices of local bodies such as the District Councils and the Thana Councils. Recruitment should be based on an assessment of the needs of the Government at both the national and local levels.

Recruitment to Grade VI:

4.14 Entry into this Grade should be 100% by promotion from Grade VII. 50% posts may be filled through Public Service (First) Commission on the basis of merit only judged through a written competitive examination and *viva voce* test of candidates who are graduates and have put in 5 to 10 years of service in Grade VII. One-third of the marks in the examination may be on general subjects (General Knowledge; Current Affairs; Everyday Science; General, Development and Economic Administration; Precis and Essay writing); one-third marks on the subjects relating to the work of the candidates and the remaining one-third marks on the service record of the candidates. None should be allowed to sit for the examination more than three times.

4.14.1 The remaining 50% posts should be filled by promotion from Grade VII on the basis of seniority-*cum*-merit.

4.14.2 A suitable percentage of posts in this Grade may be placed in the Selection Grade for filling by efficient persons who may not be able to earn promotion in 25 years of service taking Grades VII and VI together.

Recruitment to Grade V:

4.15 60% of the posts at this level should be filled by direct recruitment, through open competitive examination of Honours standard to be conducted by the Public Service (First) Commission. Graduates in any discipline between 21 and 24 years of age should be allowed to sit for the competitive examination for direct recruitment. For technical graduates, the upper age limit may be 26 years. The competitive examination should be so designed that the candidates who will enter into the service should have received, as Macaulay had suggested, the best, the most liberal, the most finished education that the country can afford. To this we would now have to add scientific and technical education. That is the foundation on which an effective and sound administration can be built. The underlying policy in regard to the age-limit is based on the principle that young men and women who would choose public service as a profession must enter

the service at an early age, when they have either completed their university education or are about to do so and are not too old to have lost the flexibility of mind which is necessary for shaping them into competent civil servants. It has also been seen that older persons do not generally fare well in competition with younger persons. Keeping the upper age-limit at higher level creates an unnecessary and unproductive burden on the Public Service Commission in as much as they have to cope with a very large number of candidates without any corresponding benefit. Recruitment through competitive interview may also be made in respect of highly specialised and teaching posts.

4.15.1 The recruitment of all the non-technical civil servants to Grade V should be made through a single competitive examination of Honours standard to be conducted by the Public Service (First) Commission.

4.15.2 The recruitment of the technical civil servants to Grade V should be made through separate competitive examinations—One for the engineers, one for the medical graduates, and a third one for the agricultural graduates and allied specialities such as Animal Husbandry, Veterinary Science, Fisheries and Forestry. There should be provision for the students of all the disciplines taught in the University for direct entry into Grade V depending on the need of the Government for their services. However, if the number of vacancies for candidates from any discipline in the initial years remains so small that holding a competitive examination is considered unnecessary, the same may be filled by competitive interview.

4.15.3 20% of the posts may be filled on the basis of merit judged through competitive examination conducted by the Public Service (First) Commission of candidates who have not less than 5 but not more than 10 years of service in Grade VII. No one should be allowed to take more than three chances. The selected candidates will have to undergo the same foundational training course along with the direct recruits less the district training. For recruitment to technical posts requiring technical degree, arrangements for in-service training should be made so that the departmental candidates may acquire the standard equivalent to the technical degree. For selecting candidates for this training, a preliminary selection test may be arranged at appropriate

stage. For generalists, opportunities should be given for study while performing their normal duties such as study in night schools, colleges, etc.

4.15.4 The remaining 20% of the posts in this Grade may be filled by promotion through the Public Service (First) Commission from Grade VI on the basis of seniority-*cum*-merit. There should, however, be no age restriction for promotion.

4.15.5 A suitable percentage of posts in this Grade may be placed in Selection Grade for filling by efficient persons who may not be able to earn promotion in 20 years of service in this Grade. The placement in the Selection Grade should be on the recommendation of a Committee in which a Member of the Public Service (First) Commission may be the Chairman. The other Members may be the Secretary, Personnel Division and the Secretary of the Ministry concerned.

Structure of Examination for Recruitment to Grade V:

4.16 We believe that the purpose of examination is to test intellectual ability and breadth of outlook as well as personality. The structure of the open competitive examination should consist of two parts—written and oral. The written part should consist of two parts—compulsory and optional.

(i) The compulsory subjects should be: Essay, 100 marks; Composition, 100; General Knowledge, Paper I (Everyday Science), 100; Paper II (Current Affairs), 100; and Paper III (Bangladesh Affairs), 100. These papers should be compulsory for all direct entrants—non-technical as well as technical.

(ii) The optional subjects should be of diverse nature and can be arranged in the following groups—(a) Language and Literature; (b) History; (c) Social Science; (d) Mathematics; (e) Natural Sciences; (f) Law; (g) Engineering subjects; (h) Medical subjects; (i) Agricultural subjects; and (j) Commercial subjects. It may also include any other new discipline. The candidate must select three optional subjects from more than one discipline. Each subject should carry 200 marks; and

(iii) The syllabus for the examination for recruitment to non-technical posts should also include engineering, agricultural and other technical subjects so that technical graduates can also compete for these posts.

A Special Type of Examination for the First Class Graduates for a Limited Number of Vacancies :

4.17 We would suggest, as an experimental measure, that an examination different from the traditional type, may be held for attracting first class graduates to the Civil Service. This examination should not call for an elaborate post collegiate preparation but should aim at attracting the most intelligent of the first class graduates. The examination may be on the line of what is known as "Method II Examination" in Britain conducted for recruitment to the Administrative Class. This Method consists, briefly, of a short written examination for graduates with at least second class Honours degree with two papers in English, two general papers and a psychological test. About half of the candidates are eliminated at this stage. The successful candidates are tested and interviewed by a Preliminary Selection Board. About a quarter of the candidates taking this test are eliminated and the remaining go for an interview before the Final Selection Board of the Civil Service Commission. About half the requirement of the Administrative Class is made through this method.

4.18 We recommend that an examination on similar lines may be conducted for the first class graduates who have obtained an aggregate of 60% marks and above either at the first degree or at the Master's degree. The nature of the examination may be modelled on Method II as it obtains in England. We recommend **the adoption of such a method only on a small scale and on an experimental basis.** The syllabus should be designed accordingly by the Public Service (First) Commission. A few vacancies, say, 10% may be reserved for being filled by this method. After three years, a review may be made of the working of this method and if it is found satisfactory, its scope may be extended; otherwise, it may be modified or even discontinued.

Viva Voce and Psychological Test:

4.19 To qualify for the *viva voce* test, a candidate must secure not less than an aggregate of 45% marks in the written examination. He must secure at least 35% marks in each compulsory subject. **The viva voce and psychological test should carry 300 marks. A candidate who fails to obtain 100 marks in this test should be considered to have failed.** Candidates disqualified at the written test should not be called for the *viva voce* test. This will spare the Interview Board of unnecessary waste of time, money and trouble over candidates who have little or no chance of success. It will also save such candidates from unnecessary expense for appearing at the *viva voce* test.

4.20 The object of the *viva voce* and psychological test is to test a candidate's self possession, firmness of purpose, alertness, intelligence and intellectual outlook, personality, personal qualities of mind and mental equipment, his moral qualities and vigour and strength of character. The candidates should be required to undergo a psychological test to assess their inherent tendencies and capabilities, their personal qualities and traits of character with special regard to their aptitude for the different services.

4.21 The Public Service Commission should adopt the "Pre-Board Interview Technique". It is a useful refinement of the traditional interviewing technique. This is conducted by one interviewer who supplies a report to the Final Interview Board. The candidate is seen in two different settings, the informal friendly setting of the preliminary interview and the more formal setting of the Board Interview. This will assist the Board in making the selection, while it affords the candidate a double opportunity of showing his merits. He is able to take a more active part in the interview than is possible before the large Board and his real interests and capabilities are more likely to emerge. The report of the Pre-Board interviewer gives the Interview Board more assistance than they can derive from the bare statement of the candidates' record. The Pre-Board interviewer will be able to pursue topics of discussion more freely than any single member of an Interview Board is likely to have the time to do.

Moreover, by giving pointers to candidates' qualities and limitations, he can assist the Interview Board to concentrate their attention, without waste of time, on matters which bear directly on the candidate's suitability. It may also be used to test the professional or technical knowledge and competence of candidates for certain specified post.

Entry into Grade IV :

4.22 Entry into the Grade should be 100% by promotion. 50% of the posts in this Grade should be filled on the basis of merit only judged through a written competitive examination and *viva voce* test by the Public Service (First) Commission of persons having not less than 5 but not more than 8 years of service in Grade V. No one should be allowed to sit for the examination more than thrice. 50% of the marks in the examination may be on general subjects (General Knowledge; Current Affairs; Everyday Science; General, Development and Economic Administration; Precis and Essay writing); 25% marks on subjects relating to the work of the candidates and remaining 25% marks on the service record of the candidates.

4.22.1 The remaining 50% posts in this grade may be filled on the basis of merit-*cum*-seniority from Grade V.

Entry Into Grade III:

4.23 Entry into the Grade should be 100% by promotion from Grade IV. 60% of the posts in this Grade should be filled on the basis of merit only judged through a written competitive examination and *viva voce* test by the Public Service (First) Commission of persons having not less than 8 but not more than 13 years of service in Grades IV and V taken together subject to the condition that one must put in at least 3 years of service in Grade IV. No one should be allowed to take more than three chances. One-third marks in the examination may be on general subjects (General knowledge; Current Affairs; Everyday Science; General, Development and Economic Administration; Precis and Essay writing); one-third marks on subjects relating to the work of the candidates and the remaining one-third marks on the service record of the candidates.

4.23.1 The remaining 40% of the posts should be filled on the basis of merit-cum-seniority from Grade IV. Selection for Secretariat appointments from the level of Deputy Secretaries and above should also be made from the examination referred to above. A person who will not qualify in this examination should be ineligible for Secretariat appointments. This is necessary for early identification of higher administrative talent and arrangement of training.

Entry Into Grade II:

4.24 Entry into the Grade should be 100% by promotion on merit only from Grade III. One must put in at least 5 years of service in Grade III before being promoted to Grade II. The promotion should be through a properly constituted Selection Board as suggested in para. 6.19.

Entry Into Grade I:

4.25 The posts in the Grade should be filled by selection from Grade II on tenure basis. One must have at least three years of service in Grade II before appointment to a Grade I post. Heads of Departments, specially of the technical and specialised Departments, may, in suitable and deserving cases, be admitted to Grade I, on completion of at least three years of service in Grade II and still continue to head the Departments. The recommendations for this purpose should be obtained from a properly constituted Selection Board. None who has not passed the promotion examination from Grade IV should be eligible for such appointment.

4.25.1 Selection to the posts in this grade may be made by a Cabinet Sub-Committee as suggested at Appendix III.

Required Minimum Service in a Grade:

4.26 We have indicated against each grade the minimum period of service one must put in before one is considered for promotion to the next higher grade. In view of present shortage of professionally trained senior officers, we have kept the requirement at a lower level. **As soon as this shortage is met, the requirement of minimum period of service in the higher grades for eligibility for consideration for promotion to the next higher grades may be suitably increased.**

Special Opportunities for Advancement:

4.27 To provide opportunities for exceptionally talented persons to quickly move into higher levels, in fact from the lowest positions to the highest positions, we have recommended the following provisions in our design of the new service structure:

- (i) Proposal has been made for promotion through examination to 25% of the posts in Grade VII from Grades VIII, IX and X of persons who are graduates or technical diploma holders and have 5 to 12 years of service in these grades;
- (ii) Proposal has also been made for promotion through examination to 20% of the posts in Grade V from Grade VII of persons who are graduates and have 5 to 10 years of service in that grade; and
- (iii) As a general rule, we have proposed that half of the promotion quota should be filled on the basis of merit only judged through competitive examination on quick career principles.

4.28 As a general opportunity to all the personnel, we also recommend that all departmental candidates competing for direct recruitment may be allowed some relaxation in the upper age limit by three years. No one should, however, be allowed to take more than three chances in any competitive examination, inclusive of any chance or chances one might have taken, for entry into the same grade before joining the service. Similarly, no person should be allowed to sit for promotion examination more than thrice in all from a particular grade for entry into the next higher grade or the grade above the next higher grade. This is to ensure that the public servants do not keep themselves wholly engaged in their efforts for their own advancement only.

4.29 The above proposals would enable a person entering even in Grade X to enter into Grade I well before he retires from the service¹. Since entry into the Senior Policy and Management posts will be

¹ Theoretical possibility is there for a person entering in Grade X at an age of 16 years, to reach Grade I at an age of 45 years.

restricted, in effect, to graduates only as the promotion examination for entry into Grades V and VII for persons in service will also be of Honours and Pass degree standard respectively and open to graduates or persons of equivalent qualification only, a fundamental question of social equity arises in terms of the opportunity to enter into these coveted posts. A person may have to enter into the Civil Service at a lower level before taking his graduation for financial reasons and notwithstanding the relaxation of age recommended above for departmental candidates competing for direct recruitment, it will in general be difficult for any one to secure a higher academic degree under normal arrangements while full-time engaged in government service. A satisfactory solution to this problem appears to lie only in an arrangement where the State can take over the financial responsibility of giving higher education to all citizens deserving such education at an early age, including the responsibility for providing a minimum support to their families during such education, if needed. We expect that the Government will in view of its commitment to socialism gradually move towards this objective. Until, however, the Government can take over such responsibility fully, we recommend that some arrangement be devised to make higher degree study up to graduation of persons already in government service more manageable. Such arrangement may include, for example, arrangement with the educational institutions for allowing government employees to take higher degree examinations on an instalment basis if this is feasible; for arranging night schools and colleges where exceptionally talented government employees will be taught for higher degrees at government expense; for spotting talents at lower levels, through promotion examinations and arranging to send them to higher degree institutions at government expense; etc. Some such arrangements, in our view, is necessary in order to equalize opportunity to all suitable talents, irrespective of the income-group they come from, to bid for the Senior Policy and Management Posts which otherwise would be restricted only to those who can afford higher degree education themselves, and scholarship holders only from amongst the poorer families. While it would take time to fully examine the implication of these facilities, we see no difficulty in liberalising the Study Leave Rules. We recommend that talented

persons adjudged in their performance reports as exceptionally well qualified ¹ for promotion may be allowed study leave for study within the country and appearing in examinations conducted by the Secondary Education Boards or the Universities for six months every five years of their service. This facility should be in addition to the provision of permitting the civil servants to appear in the University examinations as private candidates and permitting them to study in night schools and colleges. For persons holding technical diploma, we recommend arrangements for appropriate short courses on the line of condensed MBBS course and facilities to undergo these courses.

Lateral Entry:

4.30 There is a case, at the present juncture, for importing from outside the Government for appointment to Grade III and above, persons having certain skills and expertise which may not be normally available within the Government departments. Lateral entry of this type of personnel will be justified at the senior levels of the Civil Service in the technical and specialist fields. We recommend that provision be made for appointment to technical posts at the higher levels of persons of proved competence from Universities, Industrial, Commercial and Banking concerns, etc. Retired Officers of the Armed Forces of the requisite rank may also be considered. The pre-condition is, of course, that the capabilities which the lateral entrants are expected to bring in are not available within the Civil Service. This must be ensured because the selections will be *ad hoc* on a contract basis and even an inadvertent error or a tinge of arbitrariness in selecting the right quality of personnel may well demoralise the serving personnel to an extent which would far outweigh the benefits likely to accrue from lateral entry. Care should be taken to regulate the seniority of lateral entrant, according to the assessment of the individual's qualifications, his age, competence and the salary he may be getting outside the Government. This assessment, as well as the selection, should be made by a Committee presided over by the Chairman of the Public Service (First) Commission.

¹ When point count system in the performance reporting is introduced, a person securing over 80 % marks should be adjudged as exceptionally well qualified.

Recruitment by Competitive Interview:

4.31 **Recruitment to various higher posts, both technical and non-technical, for which a competitive examination is not considered appropriate, is usually made through a competitive interview** held by the Public Service (First) Commission. The Public Service (Second) Commission may also have to do the same. The process of selection by interview is neither easy nor brief. The Public Service Commission may adopt the following procedures in making recruitment through interview: (a) the requisitions for various posts which are received from the different Ministries and Departments, are to be summarised in the office of the Commission. The various points of doubt or dispute about qualification and other matters should be clarified with the Ministry or Department concerned; (b) the posts then are to be advertised in all the leading newspapers in the country. As the success of recruitment depends largely on publicity, different methods of publicity should be devised by the Commission; (c) adequate time should be allowed to candidates to apply from the different areas of the country to the Commission on a prescribed form of application; (d) after the applications are received, the Commission should scrutinise them, weed out the ineligible and invite only those candidates to interviews who are, in their opinion, *prima facie*, suitable and (e) the interviews may be held at Dacca and other convenient places in the country. A representative of the Ministry or Department may always assist the Commission at the interviews. The Commission, while interviewing candidates for highly technical posts, should invite independent experts to assist it at the interview. Finally, when the interviews at all centres are over, the Commission should set themselves upon the task of finalising results and as soon as it is over, the recommendations should be sent to the Government.

Temporary Appointments:

4.32 The various Ministries and Departments may be permitted to make appointments at higher posts, without obtaining the recommendation of the Public Service Commission for a period of six months to meet difficult, urgent and emergent situations. In the actual running

of the governmental machinery, a situation like this may develop, and this may compel the Government to make temporary appointments to meet the situation. In such cases, the Government may not have the time to go to the Commission and even if the Government wants to make the appointment through the Commission there may be delay. In the past also, this authority was given to the different Ministries and Departments mainly to militate against delay which would be entailed if these temporary appointments were to be made by the Commission. We think that **the Ministries and Departments may be vested with this authority subject to the following conditions: (a) it is to be ascertained first from the Commission that they are unable to recommend the recruitment within the required time; (b) the candidates who may be temporarily appointed should have adequate qualifications and experience to justify their appointment; (c) these should be reported to the Commission in regular monthly return and (d) such appointment must be regularised within six months without fail.**

Recruiting Agencies:

4.33 Sound recruitment policies and fair and objective method of recruitment are of basic importance to personnel administration. In the context of a socialist economy, the Government would be the largest employer in the country. Hence, all types of persons eligible for various kinds of posts will compete for employment. Even today, it is understandable, particularly in view of the fact that our economy as a whole is yet to stabilise, the applicants far out-number the jobs available. It is, therefore, necessary to adopt well-understood and objective criteria for recruitment and avoid any tint of suggestion of bias or favouritism on the part of those entrusted with recruitment. In any society, influences for gaining personal ends are always at work. One has to be particularly careful of such influences in a democratic set-up when the seats of power are occupied by people's representatives who are perforce required to be in constant touch with the public. In order to eliminate the possibility of recruiting authorities being subjected to pressure by those in possession of executive power, the Constitution has provided for the setting up of the Public Service Commission independent of the Executive.

4.34. The Public Service (First) Commission, should carry on the task of recruitment to the Bangladesh Civil Service to Grade VI and upwards and recruitment of personnel to other grades should be made by the Public Service (Second) Commission. Each Commission should consist of a Chairman and six Members.

4.34.1. To promote and safeguard the independence, impartiality and integrity of the Commissioners, it is necessary that they should be completely above political influence. To secure this objective, a number of provisions have been incorporated into the Constitution of the Republic of Bangladesh. First, the Chairman and Members of the Public Service Commission should be appointed by the President acting in his discretion. They would thus be appointed by an authority above party politics. But the phrase "acting in his discretion" does not occur in Article 138(i) of the Constitution of Bangladesh which deals with the matter. The Article in question should be amended to incorporate the phrase "acting in his discretion". We think that this will be conducive to independence and impartiality of the Commissioners. Second, the Chairman and Members of the Commissions will not be eligible for further employment in the service of the Republic after they retire from the Commissions. No further employment will be open to the Commissioners except the higher office in the Commission itself. In other words, a Member of the Commission can be appointed as a Chairman of that Commission and a Member of the Second Commission can be a Member of the First Commission. Third, a Member of the Commission cannot be removed from office except on the ground of proved misbehaviour and infirmity of mind or body. A Member of the Commission will not be removed from office except by a procedure applicable to the removal of a Judge of the Supreme Court. Finally, the terms of their offices have been definitely laid down in the Constitution. The term of office of a Member of the Public Service Commission shall expire after five years after the date on which he entered upon his office or when he attains the age of sixty years, whichever is earlier.

4.35. Half of the Members of the Commission should be persons who have held office for 20 years or more in the service of any

Government which has at any time functioned within the territories of Bangladesh. A Member drawn from the non-official category should be (i) a graduate in Arts or Science, and (ii) should be or have been a *bona fide* practitioner in any of the following professions for a period of 15 years: Education, Medicine, Science, Technology, Engineering, Law, Accounting, Public Administration and Administration of Nationalised Enterprises. There should be one or two lady Members with requisite qualifications because the Government will have to employ women in large number in future.

4.36 The Constitution has embodied elaborate provisions in regard to the organisation and functions of the Public Service Commissions. The Public Service Commissions are to act as guardians of the merit system. The main functions of the Public Service Commissions are (a) to maintain very high standards of recruitment, (b) to conduct examinations for appointment to various grades in the Bangladesh Civil Service and (c) to advise the Government in regard to the principles to be followed in making appointments to the various posts, promotions, transfers and disciplinary matters. Their functions may be extended by law.

4.37 The Public Service Commissions are purely advisory bodies. Their recommendations are not binding on the Government. The Government can ignore or reject them. This is so in most of the democratic countries because the ultimate responsibility for appointment would rest with the Government. We think that the matter should be left to the development of conventions to the effect that normally the recommendations of the Commissions should be accepted by the Government. **The Commissions would submit annual reports about their activities. These reports would show the cases when their advice was not accepted and also the matters, if any, on which the Commissions ought to have been consulted but were not consulted. These reports would be laid before the National Parliament.** The Constitution has made provisions for these, . . .

Staffing of the Secretariat of the Public Service Commissions :

4.38 The Public Service Commissions will have to undertake a gigantic task of recruitment to various posts in all fields of governmental activities which are rapidly increasing. The recruitment will be increasingly diverse in character. This underlines the need for adequate staff support being afforded to the Commissions. The Secretary of the Commission should be a competent person with 15 to 20 years of experience in the Government. The Secretary to the First Commission should be of the level of the Joint Secretary to the Government and that of the Second Commission of the level of, at least, a Deputy Secretary to the Government. By adequate staff support, we mean that persons with wide experience in education, scientific research and practical administration should be inducted into the Secretariats of the Commissions.

Research Unit :

4.39 The Public Service Commissions should, in our view, set up Research Units in their offices. The Research Units should carry on research work in all matters connected with the work of the Commissions. These Units will be responsible for the collection, compilation and analysis of the data available from within the country as well as from different countries of the world. They will, in particular, collect relevant and useful data available from the reports and other literature published by the Public Service Commissions of the Commonwealth countries, the Civil Service Commission of the U. S. A. and other countries. The Research Unit may be organised under two wings. The Psychological Wing should be organised on a scientific basis. As there is a dearth of experts in psychology in the country, the Commission should try to secure the services of an expert in psychology from abroad for a short period to organise its Psychological Wing. This Wing should be responsible for the following functions: (a) preparation of job analysis fundamental to the construction of scientific test of intellectual capacity and other personality traits; (b) conduct of preliminary research studies for designing selection tests and devices; (c) construction of scientific tests and evaluative devices for different selection programmes of the

Commission; (d) administration of tests to the candidates and reporting test evidence to the Commission; (e) analysis and interpretation of candidates' performance, year after year, with a view to conducting scientific research to seek possible solution to some of the problems vexing those concerned with the task of development, assessment and utilisation of the human resources; and (f) carrying out follow-up research studies for the purpose of validating and refining selection tests and procedures. Besides, this Wing may undertake some projects for fundamental research in the field of personality and intelligence assessment. The other Wing of Research Unit would be devoted to general research with a view to effecting economy, enhancing efficiency and achieving all round development in administration. The Research Unit should also be engaged in continuous study of various problems relating to recruitment, training and promotion in the Civil Service. To assess the effectiveness of the methods of recruitment, a plan may be drawn up for a pilot follow-up study of performance of the civil servants selected by the Commission.

Exclusion of Posts from the Purview of the PSC:

4.40 Though in theory, recruitment to all kinds of civil posts is to be made through the Public Service Commission, the Constitution has already provided that the **Executive may exclude certain posts or categories of posts from the purview of the Public Service Commission.** The appointments in Grade X should be made without the consultation of the Public Service (Second) Commission. This is understandable in view of the large volume of work which these matters would devolve on the authority. However, there may be some higher appointments which may be excluded. But the decisions on such exclusion should invariably be arrived at by the Government after consulting the Public Service Commissions.

Recruitment to Quasi-Government Institutions:

4.41 Apart from the Public Sector undertakings, there are several institutions which, though not Government Departments, are either entirely or substantially financed from Government funds. We refer to institutions like the Council of Scientific and Industrial Research, the Bangladesh Council of Agricultural Research, the

Bangladesh Council of Medical Research, the National Institute of Public Administration, the Bangladesh Institute of Foreign Trade, the Central Social Welfare Board, etc., which are and will be under the National Government. Although they are entirely or substantially financed by the Government, the purview of the Public Service Commissions in matters relating to recruitment, promotion, etc., does not extend to those bodies by virtue of their having been constituted into registered societies. We think that it would be desirable to extend the scope of the Public Service Commissions to such bodies as well, in view of the fact that they have large establishments and undertake sizeable recruitment and persons recruited to these institutions do tend to make a life-time career in them. We think that the Public Service Commissions should be associated with the selection of personnel to and their promotion within the above mentioned quasi-government bodies entirely or substantially financed by the Government.

Appointment to Teaching Posts:

4.42 All appointments to teaching posts in the Government Colleges—Degree and H. S. C. levels and in the Government Schools should be made on the advice of the Public Service (First and Second) Commissions respectively. The mode of entry should be by competitive interview coupled with written tests when the Commissions think it desirable. The various teaching posts in the Government Colleges should be graded in the following way: Professor, Associate Professor, Assistant Professor and Lecturer. There may also be Demonstrators. The qualifications for the various teaching posts should be based on academic career, research publication and teaching experience. Point count system as in the Universities may be followed. An explanation of the point count system may be seen at Appendix II.

4.43 On appointment as a lecturer, the incumbent must produce a monograph or publish an article in a standard professional journal within three years of his joining the service failing which he will be removed. This presupposes that the teacher-student ratio will be considerably improved so as to enable the teachers to devote more time

to research. More emphasis should be placed on research work and this is the effective way to improve the quality of teachers, and also the quality of teaching and research in the colleges.

4.44 Recruitment to teaching posts in the Degree and Intermediate Colleges should be made on the advice of the Public Service (First) Commission. All recruitments to the Government schools should be made on the advice of the Public Service (Second) Commission and while making recommendation, the Commission should have regard to the qualifications referred to above.

4.45 The Universities are autonomous bodies. **Recruitment to the various categories of teaching posts should be left to the Universities themselves to be regulated by the University Act.**

CHAPTER V

TRAINING

Purpose of Training :

5.1 The quality of administration depends on the quality of the civil servants who man and run it. Training is an effective means of improving the quality and efficiency of the civil servants. Training of the civil servants of all types such as the generalists and specialists, technical and non-technical and of all grades in appropriate stages in a planned and systematic manner is urgent and essential. The immediate objective is to equip the new recruits for the assumption of the regular duties of their positions and to help them to develop the best in them. Training, apart from aiming at precision, objectivity and clarity in the conduct of business and improvement of staff morale, must encourage the civil servant to see his work in the widest context and to persevere with his own educational development. It must prepare him for increasing responsibilities of a higher and varying character and attune his outlook and methods to the new needs of changing times. These are the aims the Asshelton Committee set down for the training of the civil servants in England and there is little doubt that they fit the needs of our situation.

5.2 Training of the civil servants has acquired a new and added dimension and significance in view of the commitment of the Government of Bangladesh to democracy, socialism, secularism and nationalism. All the civil servants, both the new recruits and the existing ones, should be so trained that they become imbued with the four fundamental principles on which the edifice of the Republic of Bangladesh is based. There is the urgent need to train the existing civil servants, more particularly at the senior policy and management level, in democracy and socialism. There should be an immediate interim arrangement for this.

Interim Arrangements for Training of Officers :

Democracy :

5.3 Of the four fundamental principles of State policy as provided in the Constitution, democracy and socialism have a direct and

immediate bearing on the administration. While democracy is not a new concept in the society, the inherited Civil Service has developed in the traditions of a colonial and military administration and needs to be reoriented in the principles of democracy, that is, the supremacy of the people's will as expressed through their elected representatives at appropriate levels of the administration. For this, not only new recruits to the Service, but the **existing senior incumbents as well, should be oriented to democratic values and methods.**

Socialism :

5.4 The commitment of the Government to socialism brings in a new social philosophy. The socialist transformation of the country is the most important, challenging and historic task the administration faces in Bangladesh today. Having been trained and having worked previously within the framework of a capitalist system, the inherited incumbents in the Civil Service cannot, as a rule, be expected to perform this task successfully unless they are trained in socialism, its principles and methods, and are made familiar with the experience of different socialist countries in their transition to socialism. For this, the training only of new recruits into the Civil Service in socialism will not be enough as it will not have any appreciable impact on the overall quality and stance of the administration in the short run, if the upper echelons, viz., those in Grades I and II responsible for policy and leadership remain what they are. What happens in the short run will, however, be decisive in putting the country firmly on the road to socialism before reactionary forces can consolidate. This calls for an immediate crash programme for training in socialist theories, methods and practices for these senior officers. Persons from outside the Government who are interested in receiving training in socialism may also be invited to join. They may be offered suitable positions in the Government to supplement the shortage of senior officers trained in socialism in the crucial phase of the country's transition to socialism.

5.5 To this end, we recommend **a succession of training programmes, ranging from three to six months, for (a) the civil servants of**

Grades I and II, and (b) teachers, engineers, scientists, lawyers, business executives, doctors, etc., outside the Government who may be desirous of assisting the Government in the critical first phase of socialist reconstruction of the country. The Government may invite international experts in socialism and such persons well-versed in socialism as are available in the country to offer training in the subject. The programme may include seminars given by visiting officials and experts from different socialist countries on their experiences in socialist transformation in their respective countries. The courses may be given in the evening hours so as not to conflict with normal working hours in the Government. An important group of participants in these courses and seminars will be persons, selected from within and outside the Government, who would be training, in turn, the middle and junior level civil servants subsequently. The seminars and courses may be given wider publicity through all media of communications such as radio, television, pamphlets (preferably in Bengali). The possibility of sending senior officers to socialist countries for training and study in socialist practices in their respective fields of work should also be explored. Such officers should submit on return reports suggesting how the experiences of other socialist countries can be adapted to the case of Bangladesh.

5.6 For a period of two years following the training, all senior officers should come under a review by a Review Committee as regards their work and commitment to the four fundamental principles of State Policy, specially to socialism and also their mode of behaviour and style of living. The Review Committee should be composed as follows :—

- (i) A Judge of Appellate Division of the Supreme Court—*Chairman.*
- (ii) & (iii) Two Members of the Parliament to be nominated by the Speaker, one of whom should be a Member of the Opposition—*Members.*
- (iv) Chairman, Public Service (First) Commission—*Member.*
- (v) A person of eminence from outside the Government service—*Member.*

5.6.1 A senior member of the Judicial Service should act as the Secretary of the Committee. The senior officers should submit to the Committee:—

- (i) a declaration of their assets and liabilities, including those of their dependents, once immediately on conclusion of their training and again after a period of two years;
- (ii) acquisition and disposal of properties of the value of and above Taka 10,000; and
- (iii) six monthly reports on the problems and achievements of their respective charges particularly in furthering the cause of socialism.

5.6.2 The Committee may interview the officers concerned from time to time to discuss their work and other questions pertinent to the review. **At the end of the period of two years, the Committee should submit a report on the officers concerned which should be laid before the Parliament. Officers found unsuitable for retention in Grade I or Grade II should be reverted to the lower grades and those with graver offences should be dealt with accordingly.**

5.7 In the subsequent Chapter (Para. 6.38), we have recommended a procedure for allocating the existing personnel among the various Functional and Area Groups. **Because of the traditional emphasis on generalism, many area group assignments will have to be given to officers who may not satisfy the standards of professionalism we are envisaging. While such allocations will be unavoidable, suitable arrangements for training or refreshing such officers in the areas to which they are respectively assigned will obviously have to be made.** Such arrangement may be made in the NIPA at convenient hours and in appropriate batches. Since it will take some time for the NIPA to create the necessary infrastructure for this purpose, priorities for such training should be worked out by the Personnel Division in accordance with the relative importance of the various areas and the extent of deficiency the personnel concerned exhibit in their respective areas. The NIPA may also take the assistance of other existing institutions, as for example, the Bangladesh Institute of Development Economics, for such training in specific important areas.

Central Direction of Training :

5.8 The training of the civil servants should be comprehensive and thorough. To make it effective, it is necessary to create suitable institutional arrangements. **The Training Wing of the Personnel Division** in the Cabinet Secretariat should be specially charged with this function. The Wing should **formulate the general training policy and promote and coordinate the training programmes of various Ministries and Departments.** It should also be responsible for the arrangement of training courses common to various categories of the civil servants.

The Training Wing :

5.9 The Training Wing should have the overall responsibility for training at headquarters, as well as for preparing personnel for entry into higher management group. It should be its task to evolve a national policy on the training of the civil servants, ensure its translation into operational plans and supervise their implementation. It is necessary to emphasize that such a **policy should clearly lay down that the persons who are trained should be placed in jobs where the training received will be relevant and properly utilised.**

5.10 **The Training Wing should further be responsible for the training of trainers and coordinators of different Ministries and Departments.** Training to be successful, depends on the care and thought with which the trainers are selected. The Training Wing should also provide guidance and advice in the assessment of training needs and evaluation of the successfulness of the training programmes. The Training Wing should also take a lead in promoting the preparation of the necessary training materials and undertake research on the use of different training methods.

5.11 **The Training Wing should be adequately organised and staffed. It should be headed by a Director with the rank of an Additional Secretary aided by a Joint Secretary and other appropriate staff.** The staff should include competent persons who can deal competently with different aspects of training on modern techniques.

5.12 We would also recommend that, **in each large Ministry and Department, there should be a training cell located in its Chief Personnel Office.** There should also be a Training Officer with such assistants as are needed. He should be responsible for the operation of the departmental training scheme and for its constant review and improvement. He should also act as a training co-ordinator. In a smaller Department, the work can be done on a part-time basis by borrowing officers from the larger one.

5.13 The civil servants should be trained in different stages. The courses will have to be designed accordingly. On admission into the Government service, he should undergo initial in-service training which will equip him with the necessary knowledge to perform the duties of the position to which he is appointed. There should be training at the middle of his career designed to refresh his knowledge and to bring him in touch with the new departments and keep his mind active and supple. At a still higher stage of his career, he should be offered training which is to accelerate his maturing process. At suitable stages, there should be refresher courses, short courses and sabbatical leave.

Training Institutions :

National Academy of Administration :

5.14 **Steps should be taken for the early setting up of a Training Institute for the post entry training of all young entrants into Grade V.** This may be located at Dacca for obvious reasons and may be named as the **National Academy of Administration (NAA).**

5.15 The Academy should be under the general direction of the Training Wing of the Personnel Division. **It should have its own Governing Body** consisting not only of civil servants but also of men and women drawn from a wide range of interests outside the Service—from the universities, polytechnics, business schools, nationalised industries, banking and insurance and the local government. The Academy should have a competent staff to cover all the departments and also the subjects on which instructions are to be given. This may include foreign experts according to local shortages. The professors from the universities and distinguished members of the public should be invited to deliver lectures on their own specialities. The lecturers should

also come from nationalised industries, banks and commerce, and local government. **The Academy should be headed by a Director of Grade I level** and he should be assisted by three or four Deputy Directors according to eminence and seniority.

5.16 The Academy should have research function. It should be competent to carry on researches on the problems of administration and those of the machinery of the Government. We think that the various departments may also commission the Academy to undertake specific researches on problems of present or future policy on which they may need assistance. Publications and open discussions are important to research and the Academy should encourage this to the greatest possible extent. The Academy should have a well-stocked library.

National Institute of Public Administration :

5.17 For mid-career training, the National Institute of Public Administration (NIPA) already exists, but it will need to be strengthened considerably, in order that it may cope with the much larger and more intensive mid-career training of the various functional and area group specialisms that will now be its responsibility. For this, the Institute will have to employ senior experts in the various specialised areas on a full-time or part-time basis. **The Director should be an officer of Grade I.**

Administrative Staff College :

5.18 The other major training institution that will have to be set up is the Administrative Staff College. This should be located in Dacca under the general administrative direction of the Training Wing of the Personnel Division for the training of Senior Administrators. The College should be managed by an independent Board of Governors who in turn would employ the Principal who should be an officer of Grade I level. The Governors should be free from political, economic and social bias. The Government will have to finance the College. Fees to be paid by the employers on behalf of their officers will be another source of income. Apart from the Principal, the staff of the College should consist of four to five senior members. It may be helpful, at least initially, if two or three foreign consultants can be associated with the College. The College should be a residential institution. Each course to be conducted by the College should last for three months.

5.19 The College may also introduce field research projects. Members should be sent to different areas of the country. They should investigate into one or other areas of administration. Data should be collected, analysed and evaluated and should be followed by intensive and critical discussion. Reports should be prepared which may include recommendations in the light of findings.

5.19.1 The College, in our view, must have a very good library. There should be a large number of journals. There should be adequate number of Research Officers and Associates who should be highly qualified. The College may undertake to publish a journal on administrative issues.

Specialised Training Institutions :

5.20 It will be necessary to set up the required number of departmental schools to train the members of the different engineering groups and other technical and specialist officers. Adequate attention should be paid in building up these schools.

Interim Arrangement for Staffing :

5.21 In the initial stages, there will be shortage of the requisite number of full-time experts for employment in the above training institutions. Instead of holding up the training programme for this, attempt should be made to obtain part-time services of specialists working elsewhere in the country, supplemented by suitable foreign experts wherever available.

Training of New Recruits to Grade V :

5.22 We have already mentioned that all young entrants to Grade V should be trained in the National Academy of Administration to be set up. The post entry training course should consist of :—

- (i) a foundational training course common to all the entrants through the four open competitive examinations (one for Graduates in Arts and Science and three for Technical Graduates in Medical, Engineering, Agricultural and allied specialities) and the promotion examination; and

(ii) specialised training for respective Functional and Area Groups.

5.22.1 The above training should be ideally spread over a period of three years because the standard of education at all levels in the country has undergone a serious deterioration. But in view of the pressing needs of the Government and the acute shortage of officers, it may not be possible to run a three-year course at the National Academy of Administration at present. The training may, therefore, be of two years' duration—foundational course for 18 months and the specialised training for 6 months. The National Institute of Public Administration and the Gazetted Officers' Training Academy should make immediate arrangement for the foundational course until a suitable arrangement is made to set up the National Academy of Administration.

5.23 The foundational training course of 18 months should be designed as follows:—

- (i) Theoretical instructional course at the National Academy of Administration for a period of seven months;**
- (ii) Study tours to be arranged at intervals along with the course at (i) above. A total period of two months may be spent in tours;**
- (iii) Training in batches in the Bangladesh Academy for Rural Development at Comilla for a period of one month. This training should also be arranged while the probationers will be undergoing the course as at (i) above;**
- (iv) District training for a period of six months under the supervision of the National Academy of Administration; and**
- (v) Preparation for Final Passing Out Examination and appearing in the same. A period of two months may be allowed for this purpose. The examination should take place after the district training.**

5.23.1 The above course of eighteen months duration should be common to all fresh recruits—generalists, technical and functional personnel. The persons recruited through promotion examination should be given specific assignment in the districts/thanas, while the fresh recruits will be undergoing district training.

Syllabus for Instructional Course at NAA :

5.24 The probationers may be taught the following papers:—

Paper I—Evolution of Bangladesh as an independent sovereign State including a survey of the main currents of the history of Bangladesh from ancient to modern times;

Paper II—Political Science including the Constitution of Bangladesh, democracy, nationalism and secularism;

Paper III—Public Administration with emphasis on development administration and rural mobilization;

Paper IV—Theory and practice of socialism;

Paper V—Basic principles of law;

Paper VI—General Economics covering basic price theory, monetary and fiscal economics and economic geography; and

Paper VII—Language, literature and culture of Bangladesh.

5.25 The theoretical course may be supplemented by the following:—

(i) Seminars and group discussions on specific problems;

(ii) Extension lectures (by competent outside intellectuals);

(iii) Study tour including intensive course at BARD;

(iv) A short course on field survey methods; and

(v) Physical training including games and swimming.

5.26 During the training at Comilla Academy for one month, the probationers may be required to stay with peasant families and undertake research on specific rural problems under the joint supervision of NAA and BARD. There may be marks on these research papers.

5.27 Before the probationers are sent for district training, there may be preliminary examinations on the theoretical subjects. The Final Examination may be arranged after the training in the districts. A period of 2 months has been suggested for preparation and organisation of this examination.

District Training :

5.28 The district training may be divided into (i) 3 months attachment and (ii) 3 months assignments under the guidance of Chief District Officers such as District Executive Officers, District Engineers, District Agricultural Officers, etc., who are competent to give such training. During their second half of the district training, the probationers may be given some assignments (limited responsibilities) which will help NAA (through the District Officers) to assess the executive qualities of the probationers.

5.29 During this period of 6 months, the probationers should be required to (a) write reports on specific problems of district administration and (b) maintain diaries of their training in the district. These would carry marks. The District Officers should also give their reports on the probationers.

Allocation to Functional and Area Groups :

5.30 At the end of their Foundational Training at the NAA, the probationers of both the groups—functional and area—should be required to sit for separate examinations conducted by the Public Service (First) Commission. It should carry a definite number of marks. The seniority of each group of probationers *inter se* should be determined by the aggregate of marks obtained in the open competitive and promotion examinations held by the Public Service (First) Commission, the examination conducted by the Academy and the Final Passing Out Examination conducted by the Public Service (First) Commission.

5.31 After the Foundational Training, the technical probationers (doctors, engineers, etc.) should be assigned to their respective departments and given posting. NAA should send its rating of these persons to the Personnel Division.

5.32 NAA may then select the probationers for Functional and Area Groups on the basis of (i) the aptitude and option of the probationers and (ii) the results of the consolidated Examination marks (the entrance examination plus the NAA examination). It is recommended that the top probationers should be selected for the Area Group posts minus those who opt out voluntarily in favour of functional jobs. The specific Area Group assignments at this stage will be tentative as discussed in para. 3.24.

Further Training (for 6 months) of the Functional and Area Group Probationers :

5.33 The Functional Group probationers may be given intensive training in their respective Training Institutes (where they exist) for another 6 months. If there is no such Training Institute for any particular group, this may be arranged at the NAA, if feasible. The Area Group probationers should likewise receive intensive training in their respective areas.

Training of Police Officers :

5.34 On allocation to the Police Service, the relevant probationers should go to the Police Training College at Sardah. They should be given specialised training as indicated in para. 5.22 in their own field for a period of six months. The course should include instructions in criminal law, medical jurisprudence, equitation and scientific investigation of crime. They should also undergo necessary physical training. During this period, they should spend two months in selected district headquarters for practical training in various aspects of police work. They should also be required to spend one month with a military unit for training. The training should be intensive and thorough. The Ministry of Home Affairs should be in charge of the training of the police officers. The College should have fully qualified

staff. It should also have a good library. At appropriate stages, they should also be trained in the art and science of administration. This will equip them to occupy higher positions in the relevant Ministries and Departments.

Training of Foreign Service Personnel :

5.35 There is no departmental school for training the Foreign Service probationers. **On allocation to this group after completion of the foundational training course at the National Academy of Administration, inclusive of the district training for a period of six months, the probationers should receive training in subjects relevant to their work and this may be arranged by having a separate department in the Academy for this purpose. Alternatively, there may be a separate School of Diplomacy to be run by the Ministry of Foreign Affairs.** Until arrangements to this effect are made, they may receive training to be organised jointly by the Ministry of Foreign Affairs, the Department of International Relations in the University of Dacca, and the Institute of International Affairs. This should be an *ad hoc* arrangement. They should be required to learn the language of the country of their first assignment. This may be arranged by the University of Dacca. At the end of this period, they should work for another period in the Ministries of Foreign Affairs, Finance, Commerce, Industries, Information and the External Resources Division.

Secretariat Training :

5.36 **Officers inducted into the Secretariat for the first time at the level of Section Officers will need training in Secretariat procedures and practices, the processing of schemes of development projects, the sanctioning and disbursement of finance and so on. Such training should be given in the Secretariat Training School that already exists.** The School should also arrange for training of the ministerial staff in filing procedures, stenography and such other arts as necessary.

Training for the Personnel of the Nationalised Enterprises :

5.37 Special training arrangements will have to be made for employees of the nationalized enterprises. **Below the level of last direct entry into the officer level in these enterprises, the necessary training should be the responsibility of the respective Corporations and in appropriate cases even of the concerned enterprises themselves.** For entry into officer level posts, new recruits will have to undergo a training programme parallel to that recommended above for the civil servants entering into Grade V in the general administration. This programme should include some courses common to all trainees at this level to be given at the National Academy of Administration, such as courses on the evolution of Bangladesh, on the principles of socialism, on democracy and on general economics. Other courses more specific to the management and policy of the Nationalised Enterprises will have to be designed: a part of this will be theoretical and another part practical, to be given in the enterprises themselves. Employees of the Nationalised Enterprises should, as a rule, stay in one sector such as jute or cotton textiles and should therefore specialize in these respective sectors. For this, there should be specialised courses on the problems of management and policy in each of these respective sectors in addition to the above courses, to be taken by trainees for the respective specialisms only. The training should be designed in such a manner that it should enable them to be thoroughly familiar with the relations between the Government and the Nationalized Enterprises. A close familiarity with the working of the various Government Agencies with whom the Nationalized Enterprises will have direct and indirect dealings, is of very great importance. They should be attached to the senior officers of the corporations, who will initiate them into the different aspects of work in the corporations. They may be given specific tasks and asked to write reports. The training should be spread over a period of two years including one year's common training with others in the NAA which includes the attachment to the districts. At the end of their training, they may be required to undergo a test. During the second year, they should be given a thorough comprehensive

training on all aspects of the Nationalised Enterprises. They should spend four months during this period in the various Nationalised Enterprises and should be initiated into administration of those enterprises. They may be asked to write papers on different aspects of the problems of management in those corporations.

5.38 The responsibility for designing the entire training programme for entrants into the officer level posts in the Nationalised Enterprises should be entrusted with a Special Council, to be called the Nationalized Enterprises Training Council. It should be composed of some senior members of the staff of the National Academy of Administration and also representatives from the Nationalised Enterprises in the various sectors. The NETC should design the training and should also decide which part of the training may be given in the NAA, which part in other existing Institutions like the Institute of Business Administration, in the factories and in Government Departments and should also recommend the setting up of new specialised training institutes for the officers of the Nationalized Enterprises. It should also arrange for the mid-career training of the officers of the corporations, including the engineers, scientists and other technical officers. The course should be designed in such a manner that they become thoroughly familiar with the latest concepts, tools and techniques of subjects in their own line.

Mid-career Management Training of Area Group Personnel at NIPA :

5.39 After the training at NAA, the Area Group probationers should go to the districts/thanas for various assignments. Personnel tentatively allocated to certain areas might require specialised training in revenue law and procedure, survey and settlement for General Administration. Such training may be arranged at NAA or at any other suitable institution before posting. **From the 9th year of their service including the NAA period, i.e., on completion of 8 years of**

service, they should be sent to the National Institute of Public Administration (NIPA) for (a) mid-level training to equip them to enter the initial stage of Senior Policy and Management Group and (b) final selection for specific Area Groups. Persons who have passed the promotion examination from Grade IV to Grade III should have first claim on this training.

5.40 The training course at NIPA may be divided into two parts of 3 months each. For the first 3 months, there may be general training on such subjects as basic management concepts and modern tools and techniques of administration, analysis of the administrative structure and working of the Government of Bangladesh; current economic concepts, policy-making, programme planning and review, financial and personnel rules, regulations and review procedures, budgeting, financial control, accounts and audits, relations with Parliament, Ministers and citizens, etc.

5.41 On completion of this general course, the trainees should be selected for firm specialization for particular Area Groups. The selection may be made on the basis of the assessment of the trainees and their options. This final assessment may be made jointly by the Personnel Division, NAA and NIPA.

5.42 After trainees are selected for particular Area Groups such as Economic Administration, Financial Administration, Industrial Administration, General Administration, etc., there should be a further intensive training in these particular specialisms with special emphasis on planning and policy for another 3 months.

5.43 The Area Group personnel may then be posted in their respective Areas in the Secretariat or elsewhere.

Mid-Career Training of Functional Groups:

5.44 The Functional Groups in Grade IV should also have their training from the 9th year of their service, i.e., on completion of 8 years of service including the NAA period. Persons who have passed the promotion examination from Grade IV to Grade III should have

first claim on this training. The first 3 months of this training should be in common with the Area Group personnel at NIPA. A selection for lateral entry into Area Group specialism from among the Functional Groups may also be considered at this stage, subject to the availability of posts in the particular Area Group in that particular year. The persons so selected should also take intensive training in the particular area specialism for 3 months at NIPA along with the other respective Area Group trainees. It is presumed that officers opting for such switch will have previous exposure by study or experience to the area opted for in order to attain the requisite standard in three months intensive training.

5.45 The persons who will continue in their respective Functional Area (which would usually be the case), should have their part of intensive training for 3 months in specialised training institutions (such as Police, Customs, Postal, etc., training institutions) where these exist. In cases where these do not exist, special arrangements should be made for such training.

Training for Higher Administration:

5.46 After putting in 14 or 15 years of service, the civil servants at the higher level need a complete change of environment. This enables them to free themselves from their daily routine. They get an opportunity of sitting back for a few months and looking at their normal jobs from outside. This kind of self-introspection is quite likely to broaden their experience and outlook. The Administrative Staff College will provide such an opportunity. It must be set up immediately at Dacca. The main purposes of the College are not primarily to impart knowledge, but to cultivate administrative skills and talents and to develop inter-disciplinary approach and social awareness in the participants which will help them tackle their own jobs with a broader vision and deeper understanding.

5.47 The participants will come to the College when their ideas are formed but not fixed. The College should seek to widen their horizons, to help them clarify their thinking and to equip them for

administrative leadership. The courses to be offered by the College should be designed accordingly and these may include comparative administrative structure, internal organisation and administration, external relations, management of nationalised enterprises, the nature and working of democratic government and the problems of a socialist economy with reference to Bangladesh. The nature of the courses will have to be changed from time to time to meet the changing situation.

5.48 The College should have three sessions in a year and each session should continue for 12 weeks. Each session should be attended by a number of participants nominated by their employees and approved by the College. They should come from the Civil Service, nationalised enterprises such as industries, banks and insurance, commerce, local government and the armed forces. They should be divided into small groups and each group may be called a Syndicate. Each Syndicate should act under one of its members as a Chairman and with another as Secretary. Each Syndicate should carry out a series of tasks against a set and not a very long time-table. Each group may be assisted in its work by a directing staff of the College. Each Syndicate should hold discussions on select topics of administration and should be required to submit a report embodying the views of its members. Issues arising from the reports of the various Syndicates should be discussed in the College as a whole. The College should arrange for the benefits of the members background papers, appropriate reading materials, discussions with distinguished visitors, and visits to factories, government departments, nationalised enterprises and other appropriate places. This is quite likely to accelerate the maturing process of its members for higher administrative responsibilities.

Refresher Courses:

5.49 A State committed to democracy and socialism will increasingly impose heavy and new responsibilities on the administration. The introduction of democratic institutions at the village, thana and district levels will also call for a reorientation of attitude and a

readjustment of relations between the district officials and the new organs of rural self-government. These added responsibilities emphasise the need for introducing refresher courses for officers at different stages of their service careers.

5.50 These courses should be for a short term and the precise duration of the courses should be determined by the need of the officers for whom it will be provided. A topical subject of importance and interest should be selected for intensive study which may be undertaken and arranged in Syndicates. These courses, if properly conducted, may increase the technical or functional knowledge and improve the managerial, problem-solving and policy-making abilities and skills. The programme of refresher courses should keep in view the needs of the various participants. The National Institute of Public Administration, the Institute of Development Economics, the Administrative Staff College and other similar bodies which may be created may also offer refresher courses for different groups of officers.

Sabbatical Leave and Travel:

5.51 Another way to widen the outlook and horizon of the officers, would be to encourage and assist travel, both inside and outside the country. Study of the ways in which the problems of the Government and administration are tackled abroad would be useful. It will be a safeguard against insularity and provide a stimulant which would be a great benefit to the Service. **We strongly recommend that selected civil servants should be granted a period of sabbatical leave in appropriate cases to pursue an approved course or to undertake a task of research at home or abroad. Such leave should be with pay and should count as service for purposes of pension.**

Contact with Village Life and Conditions at the Senior Levels:

5.52 Senior officers having left the districts in the earlier part of their career and due to their continuous service at the national headquarters, are apt to lose their direct contact with the rural area, so much necessary for most of the top level policy advising. Senior civil servants working in the national headquarters must, therefore, be re-exposed to village life and conditions. For this, **an officer after**

having served at the level of Deputy Secretary, should be given an executive posting before he is appointed as Joint Secretary or equivalent. It should also be of advantage if the officers from Grade II upwards including those who are in Foreign Service are posted to the rural areas as Special Development Officer of a Thana for a period of three months every five years. The posting should commence from the senior most officers in Grade I. The number of officers to be posted each year should depend on the ability of the Government to spare such officers for rural posting. No one should be excluded under any circumstances except on ground of illness, the officer being posted to the rural area as soon as he recovers. Avoidance or permission to avoid such a posting otherwise than on the ground stated above should be made a legal offence. The senior officers while holding these posts should continue to be in the Grade to which they belong along with all corresponding benefit including retention of their official residence at the headquarters. In addition, the officers may be given a reasonable allowance. Of the advantages of this type of posting, the main would be the following:—

- (i) It would enable senior officers to reorient themselves to the rural conditions (and thereby re-establish a direct contact with such conditions);
- (ii) It would inspire the local community and the junior officers and enthuse them to vigorous participation in developmental activities;
- (iii) It would bring, although for a short period, top level bureaucratic leadership to the rural areas; and
- (iv) It would help remove the status consciousness thus furthering the cause of socialism and democracy.

Training of Employees in Grade VII:

5.53 There should be adequate opportunities for the training of the civil servants in all grades which constitute the point of first entry. The civil servants who begin their official career by entering into Grade VII should be trained in the respective Departmental Officers'

Training Institutes. The existing institutes should be strengthened both in their staff and in other areas as well. The courses should be related to their fields of activity. They should also be given a course of training on democratic values and methods and on the theory and practice of socialism. They may be required to go through all the stages of training appropriate to their level of work and responsibilities.

Training of Grades VIII and IX Personnel:

5.54 Grade VIII and Grade IX employees constitute by far the bulk of the Government employees. Although their work is mainly of a routine character, they render great assistance in formulating and implementing policies and programmes. Many of them, at times, have to take decisions on matters which, though not of major importance, nonetheless may affect the citizen in his daily life. Many Grade IX personnel also come in contact with the citizens. There is neither any overall policy nor any extensive programme of training for them. **The training of the recruits to these grades should begin with a course on democracy and socialism. They should be given a general idea of the working of the Government as a whole and more particularly of the Department to which they belong.** The course may also include instructions on the duties and organisation of the Ministry in which they work, office methods, preparation and verification of documents, simple arithmetical calculations, the simple form of registry work, simple correspondence of the stock type and the operation of office machines. Again, such training should aim at not only improving job skills but also developing proper attitude towards the public.

Training Methods and Techniques:

5.55 The effectiveness of any training scheme largely depends on the quality and competence of trainers. **We would suggest that adequate efforts should be made to appoint an adequate number of well-qualified staff—teachers, instructors, trainers and researchers.** Considerations of money should not stand in the way and ultimately it will be more rewarding. **Promising youngmen should be sent**

abroad for advanced studies in different fields. The association of a few foreign experts with the various institutions for training will be useful.

5.56. The success of any training programme also depends considerably on the selection of right methods and techniques. The lecture method is appropriate up to a point; group discussions, seminars, monograph writing and case studies are more suitable for improving the problem-solving and decision-making abilities.

5.57 **The use of group discussions and syndicates should be made extensive. Seminars and conferences should be the features of administrative training.** Working papers for all these should be prepared with full care and attention. **Extensive use should be made of programme of field visits, practical training on the job, field project assignments and writing of reports and survey reports.** The proper use of these techniques will improve the effectiveness of training a great deal.

5.58 The Training Wing should also promote an extensive programme of development of training materials by various training institutions and professional organisations. In this programme, a high priority should be given to preparation of clusters of cases on various aspects of administration. These will enable the probationers to derive maximum benefit from discussions in syndicates, round table seminars and conferences.

5.59 **Efforts should be made to set up different types of institutes to meet the training requirements of the different categories of the officers and employees.**

5.60 **Arrangements should be made to enable the generalists and the specialists of more or less the same level to meet in conference spread over two to three weeks.** Each side should present its problems for mutual discussion. They should sit across the table and discuss their problems. Each side should try to understand the problems of the other side. This is quite likely to remove misunderstandings and misgivings and pave the way to the development of a harmonious relationship between the two groups of civil servants. This will add to the efficiency of the administration.

CHAPTER VI

CENTRAL PUBLIC PERSONNEL MANAGEMENT

Functions :

6.1 The basic objective of Personnel Management is to maintain effective human resources and human relations in the organisation. It is a continuing responsibility of the Administration. By management we mean the task of running and directing the Service itself—controlling its staff and remuneration, its structure, organisation and promoting effective method of work. The Establishment Division is presently performing the function of Central Management of the Public Personnel. Its role is limited. Our proposal involving the unification of the various classes of the Civil Services and a Single Unified Grading Structure will require that the Central Management assume a greater role for a more effective career management of the Public Personnel ensuring their better deployment. It will have to keep the tasks of the Civil Service under constant review. It is to devise ways and means so that these functions can be performed effectively. It should also recruit the best available talents to the Service, train them and deploy them to the best advantage of the Administration. Obviously, these tasks the Central Management will have to perform in collaboration with other Ministries and Departments. **We think that the main tasks of the Central Public Personnel Management should include: (i) determination of skills and forms of organisation to perform the task of the Civil Service; (ii) evaluation and analysis of the existing and new jobs; (iii) staffing of the various positions; (iv) determination of pay and other conditions of service; (v) arranging training and development of personnel; (vi) promotion of career development of the personnel; (vii) determination and evaluation of performance standards and maintenance of performance record; (viii) ensuring optimum mobility of the personnel; (ix) selection of personnel to superior position, viz., senior policy and management position; (x) encouragement and development of congenial employer-employee relations; (xi) formulation of recruitment, training and leave policies; (xii) advising on disciplinary matters such as suspension, removal, dismissal, etc.;**

(xiii) arranging smooth separation arrangement of the staff and granting them speedy retirement benefit and advise them on post-retirement pursuits; (xiv) maintenance of statistical record and report on personnel matters; (xv) advising the personnel on their rights and obligations; (xvi) advising the Prime Minister on all personnel policy and obtaining his orders on appointments to senior policy and management positions, etc.

The New Personnel Division :

6.2 The expanded and unified Central Management of the Public Personnel should be made the responsibility of a new division to be created specifically for this purpose. The existing Establishment Division should be renamed as the Personnel Division and suitably expanded to perform the task.

6.3 This Division should be carefully staffed by professionally competent persons trained in personnel management and organisational matters. We have recommended personnel management as one of the specialisms for the area group posts in personnel matters. Each Ministry and major Departments and Offices should have a Personnel Unit manned by the personnel of this specialism. Positions in the Personnel Division should rotate amongst the trained personnel of requisite qualification of this specialism holding posts in the various Ministries/Departments. This would impart necessary expertise and flexibility in the running of this Division. At the same time, the persons manning this Division should keep themselves abreast of the developments in the personnel management field at home and abroad.

6.4 It would be appropriate to bring in suitable specialists and technically qualified persons in the Personnel Division. It is likely to introduce a new angle and remove a standing grievance of the specialists that they had no voice in matters of personnel management. This will also remove the grievance that the Personnel Division has always been under the control of a particular class of civil servants. There should be an appropriate measure of central management for all the major groups of civil servants and the members of

each group should be able to feel that their interests are being looked after at the centre. In some cases, it may be appropriate for a senior officer of a particular specialism to share with the Personnel Division the responsibility for guiding the main lines of its management policy. There may also be a Management Committee on which senior officers of a particular specialism and representatives of the Personnel Division may sit together. But the Personnel Division should itself have all the necessary information about the specialist groups and be so staffed as to be able to handle them with direct knowledge and professional management expertise.

6.5 In our view, the Prime Minister should have appropriate control over all senior appointments as he is responsible for the machinery of the Government as a whole. **The Personnel Division should, therefore, be attached to the Prime Minister.** Other Ministers will be concerned mainly with their departmental needs. It will be possible for the Prime Minister to rise over such needs and assess the requirements of the Service and the Administration as a whole. This will enable the civil servants to look upon the Prime Minister for inspiration and leadership. This is quite likely to add to their morale. This will also enable the Prime Minister to establish direct contact with personnel matters. The Prime Minister, however, is not expected to look after all matters of personnel management that may need ministerial attention. **He should, therefore, be assisted by a Minister.** In France, the French Civil Service office works under the direct supervision of the Prime Minister but, in actual practice, he delegates his power to another Minister. We think that the same procedure may be followed here. The Personnel Division should be headed by a Secretary.

Relationship with other Ministries :

6.6 In personnel matters, over-centralisation of personnel control leads to the proliferation of rules and regulations and attempt to forcing the varying circumstances into conformity with a general pattern; the complexity of paper work to which the rules give rise; the sapping

of local initiative and the frustration of the sensible decisions appropriate to the facts of the individual problems which are known only on the spot; in short, all those evils of "red-tape" which tend to make administration sluggish, inept and sometimes unjust. What is necessary is to strike a proper balance between centralised control on the one hand and the delegation of the power of decision to the Ministries and Departments on the other. **The principle to be followed in all staff and organisational matters as stated by the Fulton Committee, should be to delegate to individual Ministries the maximum authority compatible with the requirements of the Service as a whole.** The various Ministries and Departments should play a greater role in recruiting their staff of different kinds, more particularly the specialist staff. The main role of the Personnel Division should be to encourage the use of the most modern techniques rather than itself to implement the changes that are necessary within the departments. In the final analysis, however, the Personnel Division should be in a position to call all the departments to account for failure to use the recommended techniques and to put in its own men to investigate any departmental organisation and to recommend improvements. **In the planning of the careers of the civil servants, the main responsibility should remain with the employing Ministries and Departments. At the same time, the Personnel Division should play a larger part and must be invested with more ultimate authority.** We have recommended that the civil servants, specially the administrators, should move much less frequently between jobs in the same department, but the development of specialisms to which we have referred may make it desirable that there should be more movement, of both administrators and specialists, between departments having reference to their linked experience. This applies specially to those civil servants, of whatever discipline, who are identified as being capable of filling the highest posts. The Personnel Division should be responsible for informing itself about them, should consult with the employing departments about their training and development and should take the initiative in proposing appropriate moves for the individuals in the long-term interests of the work of the administration and of the Service as a whole. In this way, the total manpower of the Service will be most effectively used and

the fullest opportunities given to each individual civil servant for widening his experience and for timely promotion. The Personnel Division should be represented on all Departmental Promotion Committees that consider promotions to posts below the level of Senior Policy and Management positions. We expect that there should be agreement between the Personnel Division and the Departments concerned. In case of difference of opinion that cannot be resolved otherwise, it would be for the Prime Minister to give a decision.

Relationship with the Ministry of Finance :

6.7 The relationship between the Central Personnel Management Agency and the Ministry of Finance, in every country, has to be close and cordial. **While the Personnel Division will have to be responsible for recruitment, training, deployment, promotion, leave, retirement and discipline of the public personnel, the Ministry of Finance will be concerned whenever the matters relating to the creation of posts and granting or varying conditions of service involving finances of the Government, are involved.** On the other hand, while the Ministry of Finance will formulate and administer the overall income and expenditure policies of the Government, the Personnel Division will have to implement the same in respect of the Civil Service. Any difference that may arise between them may be settled at the following levels: Personnel Officers of the Ministry of Finance and the Personnel Division; the joint meeting of the two Secretaries; Ministerial level; and finally the Prime Minister, should that be necessary.

Career Management :

6.8 In the unified grading structure that we have proposed, proper career management will be of paramount importance. Although the Personnel Division will have to play the central role in this regard, the Ministries, Departments and the subordinate offices will have to have definite and well defined responsibilities. We have proposed that posts from Grade V upwards should be divided into Functional posts and Area Group posts of eight specialisms and of these, posts from

Grade III upwards have been identified as Senior Policy and Management posts. While it may be possible for the Personnel Division to arrange the deployment of the personnel to the posts in the Senior Policy and Management group, the responsibility below that level will have to be delegated to the Ministries, Departments and the subordinate offices.

6.9 During the earlier part of their career, the civil servants will, naturally, remain in the specialism or the Department to which they will be recruited and trained. The underlying principle of career management should be progressive development of civil servants within a specialism and related field of activity. The needs of the Service are vital but at the same time the career prospects and personal preference of the civil servants should not be altogether ignored. As they would grow in experience and ability, the need for moving them to other linked areas would arise. It is, therefore, necessary to indicate how the careers of the personnel in each grade will be managed. We would recommend that the respective appointing authorities; as indicated in Appendix III, should be responsible for the career management of the personnel in each grade. This would mean that **the responsibility for the administration of the posts and careers of the personnel in various grades will be at the following levels:—**

- (i) Grades VII, VIII, IX and X—Departments concerned with delegation to the subordinate offices in appropriate cases. Ministries should be concerned with posts in the Secretariat only.
- (ii) Grade VI—Ministries concerned with appropriate delegation of powers to the Departments.
- (iii) Grades IV and V—
 - (a) Functional posts—Ministries concerned.
 - (b) Area Group posts—Personnel Division in consultation with, and delegation of powers in appropriate cases to, the Ministries concerned.
- (iv) Grades II and III—
 - (a) Secretariat Posts—Personnel Division.

- (b) Deputation to autonomous organisations—Personnel Division in consultation with the Ministries concerned.
- (c) Other Posts—Ministries concerned in consultation with Personnel Division.
- (v) Grade I—Personnel Division.

6.9.1 The personnel cell in each Ministry and Department should be responsible for the planning of the careers of the appropriate employees at different levels as indicated above.

Mobility :

6.10 More serious attention should be given than hitherto to the “linked experience” of the civil servant’s career. Experience should be regarded as part of training in a wider sense—the part which goes on all through one’s active life. It is, therefore, necessary that the civil servants gain relevant experience in the course of their official careers. A deliberate effort should be made to see that officers at the senior management level obtain experience in a number of different Ministries, instead of the matter being left arbitrarily, as at present. It is surprising how often one meets such officers who have served 20 years or more in one department. This cannot be to the public advantage or favourable to the unification of the Civil Service. At the same time, one knows of the civil servants who have moved about widely and frequently in the Service, without any connecting link between their posts being visible. The officer who goes from the Ministry of Commerce to the Ministry of Education and from the Ministry of Education to the Ministry of Industries and so on, may be having an agreeable change—and one wants to save the civil servants from boredom or monotony—but his usefulness may be reduced rather than increased by such transfers. The theory of the horizontal interchangeability of the civil servants of the higher level without regard to the concept of linked experience, is not well founded amid increasing complexity and specialisation of the Government Departments today. **It would be appropriate if Ministries dealing with allied subjects are grouped together, where appropriate, to arrange for the civil servants to move among the relevant Ministries. Free movement of personnel within linked areas of specialism as indicated in para. 3.21.2 should**

be permissible. This would produce experience relevant to the subject-matter of departmental functions. In short, we emphasise, **more regards should be paid than at present to the idea of increasing the civil servant's usefulness by extending his relevant experience—the emphasis is on relevance.** Furthermore, we think that the career of the civil servants should be planned with more care and due regard should be given to the difficulties of mastering complex technical problems which confront the senior officials in many areas of administration today. For this, **the civil servants should not be transferred, as a rule, before putting in at least two years of service in a given job.**

Promotion :

6.11 Promotion aims at selecting the right type of persons for positions of higher and greater responsibilities. Even as it is necessary in the interest of the country and the Service that persons of first-rate ability and talent should be admitted to the Service, so is it necessary that higher posts at every level in the Service should be held by the ablest and most competent men. Not only should efficient and able men be retained, but persons of outstanding capacity should be discovered early and given opportunities of finding their way to positions of higher and greater responsibility while still young, fresh, energetic and vigorous.

6.12 Efficiency varies with the breadth of opportunity. Adequate opportunities should, therefore, be provided for the able and efficient in the Service to put their mettle to test, to give free play to their gifts and to utilise them in the most appropriate position for the service of the country. The stimulus of personnel improvement based on just recognition of merit and reasonable reward is a great spur for the individuals to put forth their best. Such recognition or reward is important not merely for the increased emoluments that promotion may bring forward but also for enlarged opportunities it may provide.

6.13 Promotion is a factor that is important not for efficiency alone but also for the morale in the Service. The system should be of a kind that will command the respect and confidence of the Service

as a whole. To that end, the system of promotion must be thoroughly impartial and as free from prejudice, nepotism, favouritism and caprice as human ingenuity can make it. It must be such that the Service, as a whole, will accept it as fair. Again, it must be dynamic to discover the more enterprising and able. At the same time, it has to be equitable. An effective system of promotion thus has to achieve three important goals:—

- (i) to select the best man for higher position;
- (ii) to satisfy those to whom it is applied that it is fair and just; and
- (iii) to have a creative influence on the whole staff.

Criteria for Promotion :

6.14 Promotion on seniority is claimed on the following grounds: First, seniority indicates the length of service and the length of service as reflecting the accumulation of valuable experience, determines, to some extent, the usefulness of an officer to the State. In this way, it is one of the factors that determines the merit itself. Second, the operation of promotion on this basis is objective and intelligible. Third, it avoids the need of making any invidious distinction between one person and another and the embarrassment of placing a junior officer over the head of an older one. Fourth, the promotion of senior competent officers rather than the officer possessing superior ability and efficiency is generally favoured by the bulk of the employees.

6.15 But seniority alone as the basis for promotion has rightly come in for a very severe criticism. First, it is based on rather wide assumption. It assumes that all members of a particular grade are equally fit for promotion. It also assumes that the percentage of higher posts in relation to lower is high. It also assumes that vacancies are arising in a reasonable flow. In practice, the occurrence of such ideal conditions is extremely improbable. All members of the grade are not equally fit for promotion. Promotions are rather slow and few and far between. Second, it provides no incentive for work of

merit nor does it ensure that positions requiring initiative, capacity and imagination of a higher order are, in fact, held by persons having these qualities. Ambition is stifled. It is likely to compel the best officer to turn elsewhere for opportunities. It is discouraging to the civil servants and tends to strengthen in them the injurious conviction that their success does not depend upon their exertion and that if they work it will not advance them, if they waste their time in idleness it will not put them back. Third, a rigid adherence to seniority formula deprives the tax-payer of the best quality of service to which he is entitled and in the final analysis proves to be expensive. It is likely to put a great strain on the efficient handling of public business. Fourth, seniority in many cases might be a synonym for antiquity. The basic principle on which a sound system of promotion is based is: a man should be promoted not because those above him are unfit, but because he is the best man for the place. If this course be pursued, no man is branded as unfit, and it would not at all follow that the senior man, passed over for one promotion, might not be the fittest man for the next.

6.16 Having considered all these, we are of the opinion that merit and ability must be the primary consideration in governing promotions to higher posts in the administration. In all such cases, the relative merits of the candidates will require careful consideration. While experience and seniority will be an important factor, it cannot be the sole or the most important criterion. Promotions to posts carrying higher responsibilities must be based on merit. The able and competent officers can skip grades and we have made provisions for the same in our scheme. It would have been ideal if competence and seniority went together but this is not always practicable. The main emphasis in promotion questions should, therefore, be on the assessment of officers and employees by results achieved and by their qualifications, skills, competence and relevant experience for particular jobs at higher levels. We think that for promotions to positions of higher responsibilities, merit alone should be the main criterion within the range of eligibility. To make promotion by any other consideration would be destructive of the efficiency and vitality of

the Service. With regard to promotion, we recommend the following formula: first, in filling higher posts in the Service, merit should be the only consideration; second, in filling posts in the middle level of the Service, merit should be the determining factor, i.e., merit-cum-seniority basis; and third, in the lower ranges of the Service, seniority, i.e., length of service will carry appropriate weight, i.e., seniority-cum-merit basis. The role of seniority may be followed for many situations, specially those of a routine character in respect of which long familiarity with office work itself is an adequate training. But even in this category of posts, occasional examples of exceptional and accelerated promotions of exceptionally deserving persons would be an inducement to greater endeavour provided, of course, adequate care is taken to guard against suspicious of nepotism and favouritism.

6.17 The progress of an officer among the grades within each level should be on the basis of proved performance. The steps a person will have to climb and the manner in which the same will have to be done has been indicated in the chart on the unified grading structure at Appendix I.

Procedure for Promotion :

6.18 Promotions are now being made to higher administrative posts—Secretary, Additional Secretary, Joint Secretary, Deputy Secretary and equivalent rank—by the Prime Minister on the recommendations of the Ministers concerned. In former Pakistan, these appointments were made by the President on the recommendations of the Central Selection Board. The procedure followed was that the Secretary, Establishment Division, was required to submit a factual note about possible candidates for those posts covering such matters as service, eligibility, tenure, etc., together with their character rolls. The Selection Board considered the same and their recommendations were submitted to the President through the Minister concerned for approval.

6.19 We recommend that selection for Senior Management positions should be made by a Board* composed as follows :—

- (i) Chairman, Public Service (First) Commission—*Chairman*.
- (ii) Secretary, Personnel Division—*Member*.
- (iii) Secretary, Administrative Management and Reforms Division—*Member*.
- (iv) Secretary of the concerned Ministry—*Member*.
- (v) A Secretary to the Government to be nominated in consultation with the Chairman—*Member*.
- (vi) & (vii) Two specialists of Grade I level or equivalent positions to be drawn from Ministry-wise Panels revised annually, in consultation with the Chairman—*Members*.

6.20 Selections for positions in Grade III may be made on the basis of the examination prescribed for promotion from Grade IV to Grade III and also on the basis of selection within the respective groups. Persons who have not passed the promotion examination, will not, however, be eligible for any Secretariat appointment. For positions in Grade II, the selections may be made on the basis of performance record and if necessary, by interview. After selection and before being appointed to the posts of Deputy Secretaries or equivalent at the headquarters, officers should undergo a period of intensive training in their areas of specialism as described in Chapter V.

6.21 Promotions to grades should be made either on the basis of promotion examinations or on the recommendations of Departmental Promotion Committees against respective quota. In all cases of promotions, efforts should be made to make an objective assessment of the officers and employees. It should be very rigorous and above all suspicion. Proved and demonstrated ability should be recognised and rewarded.

*The Fulton Committee has also made a similar recommendation that the Head of the Civil Service, in putting forward names to the Prime Minister, should be assisted by a Committee consisting of two or three Permanent Secretaries and approximately an equal number of Scientists or other Specialists.

6.22 Appointments and promotions to the posts in the various Grades may be made in the manner as indicated in Appendix III.

Posting and Transfer :

6.23 For administrative convenience, powers in respect of posting and transfer to and from the various posts should be decentralised. These powers may be exercised by the authorities as indicated in Appendix IV.

Performance Records:

6.24 The materials with reference to which the relative merits of candidates for promotion are assessed are derived mainly from the records of work as contained in the confidential reports. These reports, if properly and objectively prepared, are likely to give the selecting authority enough information about the character, ability, efficiency, outlook and temperament of the individual officers to enable their present or potential value to be as fairly assessed as possible. Taken over a long period of service, such reports are likely to present as good a picture of the capacity and even of the personality of a person as can be obtained. The real problem of a reporting system is, however, the establishment of a common set of values. Such reports do, as indeed they must, reflect the varying personalities of the reporting officers. A number of them taken together, however, tend to cancel out these variations and give a picture which may not be far from correct. But it is complained that the confidential reports are not always written accurately and comprehensively. These reports are less specific and less objective. The confidential reports merely record the superficial impressions of the reporting officer. Again, the confidential reports, in the manner and spirit in which they are being written, tend to emphasise more the man and his qualities than his performance. These reports are often laconic and vague and there is no positive assessment of intelligence and other qualities.

6.25 The main purpose of the report is to provide evidence of fitness for promotion. Therefore, the proper writing of the assessment report is very important, if the principle of merit is to play a

larger and more effective part in matters of promotions. If the report is really to be useful, it must be full, adequate, objective, accurate and reliable. The form of the report should be carefully designed and must follow a pattern deliberately set to elicit the essential information regarding the worth, ability and character of the candidate. Whatever system is adopted, **the reports should be (a) similar in form, (b) based as far as possible on a common standard of judgement to enable valid comparisons to be made, (c) be accepted as fair and reliable by the staff and (d) give the fullest possible account of present performance and suitability for promotion.** The form of report should provide for the officer concerned to be assessed under a number of specific heads which should include the qualities indicated in para. 6.27(b). These qualities are to be assessed on the basis of performance in the officer's existing grade.

6.26 The conventional character roll provides for qualitative grading like "good", "average" and "poor" of an officer's faculties in different areas like "intelligence and mental alertness", "initiative and drive", "quality and output of work", etc. This has failed to be useful because of the absence of any scheme of objective aggregation of the officer's diverse qualities.

6.27 We would suggest the following steps to improve the system of preparing and using performance reports:—

- (a) At the end of each year, the official reported upon should himself submit a brief *resume* not exceeding 400 words, of the work done by him, showing any special achievement to his credit. The *resume* should be submitted to the reporting officer or to the panel referred to at sub-para. (e) below—and should form a part of the performance record. In making the assessment, the reporting officer/panel should take due note of the *resume*, submit the entire record to the next higher officer, namely, the reviewing officer. The reviewing officer should add his own comments, if any;

(b) Each Ministry should identify ten qualities pertinent to the work of the officers at the different levels within the Ministry. Such qualities may be intelligence and mental alertness, judgement and sense of proportion, quality and output of work, cooperation and tact, integrity, knowledge of work, etc. There may be five qualitative grades against each of these ten attributes: very good, good, average, below average and poor. Conversion of these qualitative grades into quantitative ones for objective aggregation of different grades is necessary to compel the officer to take the relevant attributes seriously. This can be done by adoption of the point system. Thus a "very good" grade may carry 9—10 points, "good" 6—8, "average" 3—5, "below average" 1—2, and "poor" 0. Each officer will thus be graded out of total of 100 points; this will facilitate comparability as well as provide an objective assessment of the officer's work in a given year that may be used and referred to at any stage of his career when his past services may be under review. Arbitrary assessment and nepotism will thus be greatly minimized;

(c) The grading for promotion in the performance reports should be reduced to four—

- (i) exceptionally well-qualified;
- (ii) highly qualified;
- (iii) qualified; and
- (iv) not yet qualified for promotion;

(d) Only five to ten per cent of officials engaged in the work of a similar nature and at the same level and grade in any office or organisation should be normally graded "exceptionally well-qualified" or "fit for promotion out of turn". This grading should be supported by a specific mention of the outstanding work with positive evidence;

- (e) Wherever possible, the assessment may be made by a panel of three superior officers to be reviewed by the next superior officer. Appeal against the report should lie to the next higher officer. Obviously, assessment by a panel would not be possible in respect of the personnel holding field position where the officers reporting and the officers reported upon would be located at different stations. In these cases, the assessment will have to be made by a single reporting officer. In respect of the officers in Grade II, the assessment may be made by the next higher officer in Grade I in consultation with the Minister. The assessment in respect of the officers in Grade I may be made by the Ministers concerned and reviewed by the Prime Minister;
- (f) The entire report may be shown to the persons reported upon; and
- (g) The annual report may be called "Performance Report" instead of "Confidential Report".

Departmental Promotion Committees:

6.28 There are allegations against the working of the Departmental Promotion Committees. We suggest the following measures to remove them:—

- (a) The members of these Committees should be carefully selected;
- (b) A Member of the Public Service Commission and a nominee of the Personnel Division should be associated with the Committees;
- (c) It is essential to ensure that no names of persons who have a fair claim to be considered are withheld from the Committees. A complete list of such persons should be made in advance;
- (d) The candidates may be interviewed by the Committees; and
- (e) The materials placed before the Committees should be full, adequate, objective, precise, accurate and reliable.

Examinations for Promotion:

6.29 There should be examinations for promoting officers from one grade to another in appropriate stages as has been indicated in the chart on unified grading structure at Appendix I. The following should be the stages:—

- (a) When the officers are about to be promoted to the Grade III, they should appear at an examination to be conducted by the Public Service (First) Commission. The examination should be open to all types of civil servants, such as the generalists and the specialists. The examination should be followed by an interview. The examination should take note of the kinds of work these officers have been doing. The final assessment should be made on the following basis:
 - (i) results of the examination;
 - (ii) performance report; and
 - (iii) interview;
- (b) Generally, half of the vacancies available for promotion of officers from Grade IX to the higher grades may be filled on the recommendations of the Departmental Promotion Committee and the other half on the basis of examination, provided they have put in a prescribed number of years of service, as has been indicated on the chart on unified grading structure at Appendix I;
- (c) In appropriate cases, there may be promotions on the basis of examination from Grade X to Grade IX; and
- (d) In filling vacancies by promotion through examination, there should be provision for skipping the grades as has been indicated on the chart on unified grading structure at Appendix I.

6.30 The promotion examinations should be held once in a year. Persons serving in all departments should be eligible for taking these examinations subject to the qualification, length of service and the number of chances one can take. The vacancies within this quota

should, therefore, be ascertained well in advance and repeated advertisements in the newspapers should be made announcing the dates of examinations, the number of vacancies and the eligibility for the same in addition to the departmental circulars.

Ad hoc Appointments made since March, 1971 :

6.31 We would like to state that we do not take into account the promotions made since March 26, 1971. **All cases of promotions and also of placing officers in different grades should be examined on the basis of the positions held by them on the 25th of March, 1971.** We have noted with satisfaction that the Government have made all appointments subsequent to this date purely on an *ad hoc* basis. When Bangladesh was liberated on the 16th of December, 1971, the Secretariat of the former Provincial Government was overnight turned into the Secretariat of the National Government. Many of the Secretaries, Joint Secretaries and Deputy Secretaries to the former Provincial Government continued to hold the same position under the National Government although the Secretaries to the former Provincial Government were equated with the Deputy Secretaries to the former Central Government excepting those Secretaries to the former Provincial Government who had the rank and status of the Joint Secretaries to the former Central Government. These arrangements had to be made so that the Government machinery could be kept moving. The Government on similar ground had to make certain further appointments. **It would be desirable to review all these positions and appointments in the light of the standards recommended in para. 6.37*.**

Integration of the Personnel in the New Structure :

6.32 The service structure that we have proposed, envisages major structural changes. It is, therefore, necessary to indicate the principles on the basis of which, we feel, the personnel of the existing services should be integrated in the new service structure and how their *inter se* seniority should be determined for the limited purpose for which this is relevant (*vide* para. 6.35). We have in Chapter III recommended the replacement of all existing services by a classless continuous

* Foot note 1 of Appendix I(c) at page 150 may also be seen.

Unified Grading Structure with appropriate number of different pay levels matching different levels of skill and responsibility. The integration of the personnel belonging to the various existing services will consequently have to be grade-wise with the disappearance of these services. As no separate and distinct services will be in existence, the question of grouping these services would not arise.

6.33 We have further recommended (*vide* para. 3.14) that the posts in the Civil Service should be grouped into grades, so that all those which call for similar qualification and involve similar difficulties and responsibilities, although different in kind or subject-matter of work, fall in the same categories. We have also recommended that the same pay scales should be attached to all posts in the same grade. Presently, there are over 700 different pay scales. As we have proposed that the new service structure should consist of ten grades (*vide* para. 3.16), these multitude of pay scales will be replaced by ten new scales. Consequently in each new grade, will be merged personnel who are presently in a number of different pay scales.

6.34 As our proposed grades indicate horizontally* succeeding levels of responsibilities, all the personnel merged in a higher grade should be deemed to be senior, as a group, to personnel in the next lower grade.

6.35 In including the posts in a grade, as stated in para. 3.18, we have not been guided by the pay scales attached to the posts although the pay has a broad equivalence to the levels of responsibilities. As we have included posts in a grade on the basis of the levels of difficulties and responsibilities attached to the groups of posts and qualification required for the same (*vide* para. 3.15), certain posts carrying lower scales of pay have been included in appropriate grades although the other posts included in the grade concerned have higher scales of pay. This has corrected the imbalance in the present pay structure, where certain posts of higher responsibilities carried lower scales of pay. This correction of the imbalance will place the personnel of similar or

* Horizontal divisions indicate superior-subordinate relationship.

comparable academic background and job experience in the same grade. After having corrected the imbalance in the scales of pay, we feel that the *inter se* seniority of the personnel merged in each grade can be conveniently determined on the basis of their scales of pay. We would, however, like to emphasise in this connection that if our scheme is accepted, "seniority" will be of very little importance in respect of promotion to higher posts such as Senior Policy and Management posts where within the range of eligibility, merit alone will determine the placement, seniority being relevant only when merit would be more or less equal. Seniority would, however, be of importance in the posts on lower levels where promotions would be on the basis of seniority-cum-merit.

6.36 In the light of the above discussion, we recommend that the personnel belonging to the various services and holding various posts may be integrated in the new service structure and their *inter se* seniority determined on the basis of the following principles* :—

(i) The entire body of the civil servants may be integrated in the appropriate grades on the basis of the posts they held on the 25th March, 1971;

(ii) All persons integrated in a grade should, as a group, be deemed to be senior to all persons, included in a lower grade;

(iii) In each grade, there will be persons holding different scales of pay. Such of the persons included in a grade, holding a higher scale of pay should, as a group, be deemed to be senior to persons holding a lower scale of pay in the same grade. For the purpose of determining whether a particular scale is higher or lower as compared to another scale, the average of the minimum and the maximum of each of the scales may be compared;

(iv) *Inter se* seniority of persons in the same pay scales should be determined on the basis of the date of their entry into the scale subject to the condition that *inter se* seniority of persons recruited on the basis of competitive examination or panel recommended by the Public

* Please also see foot-note 1 of Appendix I(c) at page 150.

Service Commission or Selection Board/Committee should be determined on the basis of their position in order of merit in the said examination or panel;

(v) The *inter se* seniority of persons belonging to the various existing services should be maintained while integrating them in the various grades;

(vi) In determining the *inter se* seniority, a senior person holding on the 25th of March, 1971, junior position, otherwise than by way of supersession as compared to any of the positions held on the same date by any person junior to him in the service to which he belonged should get the benefit of the promotion of his junior from the date the promotion was allowed; and

(vii) The respective appointing authority should maintain the gradation lists for each grade. These lists from Grade V and above should be maintained in the Personnel Division and in the respective Ministries, functional and area group-wise. From Grade VI and below, the respective departments and subordinate offices concerned should maintain the gradation lists placing the personnel in convenient job groups in consultation with the Personnel Division such as stenographers, inspectors of cooperative societies, sub-inspectors of police, etc.

Transitional Provisions :

6.37 The scheme for arranging tests for selecting officers for appointment to Senior Policy and Management positions and their subsequent training would take some time. It is only when the scheme is in full operation that officers for appointment to these levels will be available for consideration from functional and area groups. We expect that it should not take more than a year to make arrangements for holding the tests. To cover the interim period, special arrangements will have to be made for the most effective staffing of middle and senior levels. **We give below a broad plan for these arrangements for adoption till the tests referred to in the Chart on the Unified Grading Structure at Appendix I, are held :**

(i) *Secretariat:*

(a) There should be an intensive programme undertaken by the Ministries to determine, however roughly it may be, the work content of all posts at the levels of Section Officers, Deputy Secretaries and Joint Secretaries to the Government. This should be undertaken by a Committee consisting of Senior Officers (Grades I and II) of the Ministry concerned including its attached Departments. The Committee will be chosen by the Minister with the approval of the Prime Minister;

(b) For the posts of Section Officers, Deputy Secretaries, Joint Secretaries and Secretaries, personnel from both the groups (functional and area) should be considered. Eligibility for consideration for appointment to these posts should be made on the usual basis as indicated in Appendix V; and

(c) Acting appointments: If suitable officers are not available for appointment to any Secretariat position from amongst the officers of requisite length of service prescribed above, suitable officers of shorter length of service may be appointed to that position only on an acting basis. While holding senior appointment, the concerned officer should get the pay of the grade to which he becomes eligible for appointment on the basis of his length of service *plus* a suitable amount as charge allowance, till he acquires the requisite length of service and experience for the post. Selections for acting appointments should also be made by the Board referred to in para. 6.19.

(ii) *Functional Posts:*

The Personnel Division should identify the functional services and where no such service exists, the category of officers from amongst whom the necessary personnel should be selected for functional posts. Length of service requirement, if any, as existing at present subject to such appropriate adjustment as should be made in situation comparable to what has been stated in Note 3 of Appendix V, should be observed. For senior management positions, selection should be made by the Board referred to in para. 6.19. Existing prescribed departmental examinations, if any, should also have to be passed.

(iii) *Area Group Appointments outside the Secretariat:*

For senior management posts outside the Secretariat and the Functional Groups, lists should be prepared from all eligible officers of Class I services (former Central and Provincial) and the same should be placed before the Selection Board referred to in para. 6.19. Length of service requirements, if any, as existing at present subject to such appropriate adjustment as should be made in situations comparable to what has been stated in Note 3 of Appendix V, should be observed. Existing prescribed departmental examinations, if any, should also have to be passed.

6.38 The allocation of relevant existing personnel to the Functional Groups will obviously be virtually automatic and would present no problem. The allocation of such personnel to the various Area Groups would, however, require a deliberate effort. **The personnel should, in our opinion, as first step be given option to indicate their choice and thereafter the Implementation Committee referred to in para. 3.40 and the Selection Board referred to in para. 6.19 should jointly consider the issue and make their recommendation to the Personnel Division which should obtain the orders of the Prime Minister.**

6.38.1 This will avoid the misutilisation of such personnel as is being done in many cases presently.

6.39 **Till arrangements for promotion examinations are made, all posts earmarked for filling by promotion examination may be added to the promotion by selection quota and filled accordingly. When the holding of these examinations is commenced, all persons who will be deemed ineligible to take these examinations on account of their having longer length of service may be allowed to take two chances for competing in the said examination without, however, debarring them for consideration for promotion against selection quota.**

6.40 Our Scheme, if implemented, would induct specialists like engineers, scientists, etc., into senior management positions. It would, we hope, remove the previous bias towards generalist sources. The specialists should be deployed in areas where their competence is

likely to be of relevance. The officers may be put through a course of administrative training and orientation. At the same time, the Scheme aims at developing professional competence amongst the generalists in relevant area of specialism and other linked areas. The Scheme will also enable a person of merit and ability, entering even at Grade X to rise to Grade I through a system of promotion by examination and selection.

6.41 Before we conclude this part of our report on the Service Structure, **we would recommend strongly that the Government should take steps to frame a comprehensive Civil Service Act codifying the terms and conditions of service.**

6.42 No pattern of administrative machinery or service structure can remain static in dynamic time and conditions. It must always be in a state of evolution and of self-adjustment, if it is to fulfil adequately the changing demands and needs of the nation. The structure we are recommending, we hope, would meet the needs of the present situation. This should be kept under constant review and periodic adjustments made to satisfy the requirements of the changing circumstances.

SUMMARY OF MAIN RECOMMENDATIONS

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The Task before the Civil Service :

1. With the new social philosophy of the State, the civil servants should shed their traditional class and status consciousness and create a living fellowship with the common man. Officers dealing with agriculture in a thana or district should physically work in the field in peak transplanting or harvesting seasons; officers in other nation-building departments should also likewise participate in field work in their own areas. (Para. 1.10).

The New Structure of the Civil Service :

2. There should be no classes in the Civil Service, nor any reservation of posts except for obvious technical reasons. The division between the former All-Pakistan and other Central Superior Services and the corresponding former Provincial Services and between higher and lower services should all be abolished. All civil servants should be organized in a single classless Unified Grading Structure carrying an appropriate number of different pay scales matching different skills and responsibility. The grading for each post should be determined by an analysis of the job and posts in the same grade should carry the same pay scale. (Paras. 3.9 & 3.14).

3. The total number of grades covering all posts from top to bottom should be ten. The manner of entry into these various grades and the recruitment and promotion procedures are indicated in the chart at Appendix I. (See also Chapter on Recruitment). An illustrative allocation of various posts between the different grades is also given in the lists accompanying Appendix I. (Paras. 3.16 & 3.18).

4. Future recruitment of unskilled staff in Grade X should be stopped. The present number of peons should be reduced by the introduction of the messenger system, and surplus personnel thus obtained should be appointed as postmen, constables, employees in fair price shops, etc., in a phased programme. Typists, stenotypists and stenographers should also be pooled where feasible. The

entire concept of “personal staff” should be abandoned and replaced by that of “office staff”. (Para. 3.19).

Functional and Area Group Posts :

5. The civil servants should acquire necessary professionalism in specific areas of the service. For this, all posts in the service should be divided broadly as “Functional” and “Area Group” posts. The former will be those that require either pre-entry technical or vocational education or post-entry training in specialised administrative skill; the latter will be those where no single functional expertise is uniquely qualified, but experience in the same area of administration supplemented by some area-specific training may be regarded as a prerequisite for holding these posts. The Area Group posts may be divided into eight broad areas of specialization. (Para. 3.21).

6. From Grade V upwards, every officer will be identified by training and subsequent experience with one particular Functional or Area specialization. The allocation of personnel to the Functional Groups will be firm right from the beginning (*i.e.*, from Grade V) and that for the Area Groups may be tentative initially and may be firmed up at Grade III. A limited number of transfers from the Functional to the Area Groups may also be considered at this stage. (Para. 3.24).

Senior Policy and Management Posts :

7. Posts from Grade III and above may be grouped as “Senior Policy and Management Posts” and may be filled up by officers with relevant area specialization from the Area Groups, or from relevant Functional Groups given the necessary administrative ability. (Para. 3.26).

8. Persons selected for the Senior Policy and Management positions should initially stay in their respective areas of specialization long enough to acquire the necessary professionalism. At a more senior level, they should move freely from one area to another allied area. Entry into the Senior Policy and Management Group should be tightened so that only the most competent gets in. (Paras. 3.25, 3.27 & 3.28).

The Diplomatic Service :

9. The Foreign Service should be a distinct Functional Group beginning from Grade V. To look after the economic, commercial and such other interests of Bangladesh abroad, the members of the Foreign Service should be supplemented by officers from the respective Area Groups. At appropriate higher levels, Area Group administrators may also be posted in senior diplomatic posts abroad. (Paras. 3.32 & 3.35).

10. Before posting abroad, the Foreign Service personnel should spend some time in the Ministries of Commerce, Industries and the External Resources Division, and visit these Ministries again on home posting. Between the 7th and 10th year of their service, they should be posted in the districts for a period of one year for reorientation in the general economic and social conditions in the country. (Para. 3.34).

Radio and Television Staff Artistes :

11. Radio and Television Staff artistes should be accorded proper status. Whole-time staff artistes on the pay roll of the Government for a period of more than three years should be brought into the regular Government service and properly graded for integration in the Unified Grading Structure. For this purpose, a Committee as recommended should be set up. (Para. 3.36).

Autonomous Organisations and Nationalised Enterprises :

12. The scheme of Unified Grading Structure described above should also generally apply to the Public Statutory Corporations, the Nationalised Banking Companies and Insurance Corporations, the Financial Credit Institutions, and the Sector Corporations of the Nationalised Industries. These organisations should, however, subject to the rules framed by or with the approval of the Government, make their own recruitment of personnel below the level of the members of the Board of Directors/Management. They should also have, subject to the rules, full powers regarding transfer, promotion and dismissal of their own employees. The Government should make

appointment of the Chairman, Managing Directors and Members of the Board of Directors/Management. The Government officers should not ordinarily be deployed below this level, except in the posts of Secretaries of these organisations. Similarly except on contract basis in highly technical and specialist posts, employees of these organisations should not be appointed in posts under the Government. (Para. 3.37).

Exceptions :

13. The scheme of Unified Grading Structure should not, however, be applied to the teachers of the Universities and other Educational Institutions, Research Organisations and similar specialised organisations. In order to retain the highly qualified staff in the specialised research organisations and to provide them with continuous incentive for creative work, they should be considered for promotion from one grade to the next higher grade after a period of every five years of service in a particular grade, although they would continue to perform the same work in the higher grades. (Para. 3.38).

Implementation :

14. A major study should be mounted to work out the details of the proposed scheme for a single Unified Grading Structure together with a definite time schedule for its implementation. For this purpose, an Administrative Management and Reforms Division should be created by reorganising and expanding the present O & M Wing of the Establishment Division. The Division should be in-charge of a Minister of State under the overall supervision of the Prime Minister. A full Secretary to the Government should head the Division. A high powered Implementation Committee composed as follows should be constituted to expedite decisions:—

- (i) A Judge of the Appellate Division of the Supreme Court—*Chairman*.
- (ii & iii) Two Members of the Parliament to be nominated by the Prime Minister—*Members*.
- (iv) Chairman, Public Service (First) Commission—*Member*.
- (v) Chairman, Public Service (Second) Commission—*Member*.

- (vi) Secretary, Ministry of Finance—*Member*.
- (vii) Secretary, Ministry of Law—*Member*.
- (viii) Secretary, Personnel Division—*Member*.
- (ix) Secretary, Administrative Management and Reforms Division—*Member-Secretary*. (Para. 3.40).

Recruitment Policy :

15. Young persons should be recruited to the various grades on the basis of their performance in the competitive examination. Recruitment to Grade V should be on the basis of merit on an all-Bangladesh basis, *i.e.*, on a national basis. As regards recruitments to other grades, *i.e.*, Grades VII and below, the same may be made district-wise on the basis of population of the districts. (Paras. 4.3, 4.4 & 4.5).

Personnel Planning :

16. The cadre needs of the various groups—Generalists, Specialists and others—should be reviewed every five years. Annual manpower budget should, however, be prepared at least three years in advance to take care of the time required to recruit the personnel and to train them. (Para. 4.6).

General Provisions for Recruitment :

17. The general provisions regarding recruitment to the various grades may be seen in the remarks column of Appendix I.

Specific Provisions for Recruitment to Grade V :

18. Recruitment of all non-technical civil servants should be made on the basis of a single open competitive examination of Honours standard conducted by the Public Service (First) Commission. Recruitment of technical civil servants to Grade V should be made through three separate open competitive examinations conducted by

the Public Service (First) Commission—one for the medical graduates, one for the engineering graduates and a third one for agricultural graduates and other allied specialities. These competitive examinations should as a rule be designed as recommended in para. 4.16; in cases where the number of candidates is too small to justify elaborate written examination, competitive interview may be taken instead. (Paras. 4.15 & 4.16).

19. As an experimental measure, the “Method II” recruitment procedure practised in the British Civil Service may be tried for recruitment in 10 per cent of the posts. The Public Service Commission may also adopt the “Pre-Board” Interview Technique. (Paras. 4.18 & 4.21).

Special Opportunities for Advancement :

20. A number of special opportunities for advancement has been recommended, such as:

- (i) Grade Skipping: direct promotion from Grades VIII, IX and X to Grade VII and from Grade VII to Grade V through examinations against specified quotas for persons having bachelor or equivalent degrees and specified period of service to their credit;
- (ii) Quick Career Principle: reservation of half of the promotion quota at all levels for promotion on the basis of merit only through competitive examinations; and
- (iii) Relaxation of upper age limit by three years for all in-service candidates competing for direct recruitment.

20.1 To help acquire higher degrees up to graduation so as to avail of the above opportunities, the civil servants should be entitled to six months of study leave for *bona fide* pre-examination study once every five years of their service, subject to performance reports indicating that they are exceptionally well qualified for promotion. In addition, provision should be made to permit the civil servants to

appear in all degree examinations as private candidates and to arrange night schools and colleges for them. For persons holding technical diploma, arrangements for condensed courses on the lines of the condensed MBBS course should be made and facilities provided for enabling them to undertake these courses. (Paras. 4.27 to 4.29).

Lateral Entry :

21. Lateral entry to suitable specialised and technical posts at higher levels should be made on contract basis. (Para. 4.30).

Recruitment by Competitive Interview :

22. Recruitment to various higher posts, both technical and non-technical, for which a competitive examination is not considered appropriate, may be made through a competitive interview held by the Public Service Commission. Departmental representatives should also sit in the Interview Board. The interview should be held in places other than Dacca also. (Para. 4.31).

Temporary Appointments :

23. The various Ministries and Departments of the Government may be permitted to make appointments to higher posts without consultation with the Public Service Commission for a period of six months only to meet difficult, urgent and emergency situation where the Commission would be unable to recommend candidates within the required time—subject to regularisation through the Commission before the expiry of the six months period. (Para. 4.32).

Recruiting Agencies :

24. The Public Service (First) Commission should recommend recruitments to Grade VI and upwards and the Public Service (Second) Commission should recommend recruitments to all the lower grades. (Para. 4.34).

25. The Public Service Commissions should submit annual reports which will be laid before the National Parliament. The Report should contain, among other matters, the list of cases in which their advice was not accepted by the Government. (Para. 4.37).

26. Certain posts may be excluded from the purview of the Public Service Commissions in consultation with the Commissions where such exclusions should be of administrative convenience. (Para. 4.40).

Appointment to Teaching Posts :

27. All appointments to teaching posts in the Government Colleges—Degree and HSC levels and in the Government Schools should be made on the advice of the Public Service (First and Second) Commissions respectively. (Para. 4.42).

28. Recruitment to the various categories of University teachers should be left to the Universities themselves. (Para. 4.45).

Interim Arrangements for Training in Democracy and Socialism :

29. Existing senior civil servants should be oriented to democratic values and methods. (Para. 5.3).

30. Crash training programme in socialism should be arranged for officers in Grades I and II in batches. Non-officials like teachers, engineers, doctors, lawyers, etc., may also participate in the training and on successful completion, may supplement on suitable terms the shortage of senior officers trained in socialism to help in the critical first phase of socialist reconstruction of the country. (Paras. 5.4 & 5.5).

31. For a period of two years following the training, all senior officers should come under a review by a Review Committee in regard to their work and commitment to the four fundamental principles of State policy specially to socialism, and also their mode of behaviour and style of living. The Review Committee should consist of the following:—

(i) A Judge of the Appellate Division of the Supreme Court—*Chairman.*

(ii & iii) Two Members of the Parliament to be nominated by the Speaker one of whom should be a Member of the Opposition—*Members.*

(iv) Chairman, Public Service (First) Commission—*Member*.

(v) A person of eminence from outside the Government service—*Member*. (Para. 5.6).

31.1 At the end of the period of two years, the Committee should submit a report on the officers concerned which should be laid before the Parliament. Officers found unsuitable for retention in Grade I or II should be reverted to lower grades and those found with graver offences should be dealt with accordingly. (Para. 5.6.2).

32. For the existing officers who may not satisfy the standards of professionalism, arrangement for suitable refresher training should be made. (Para. 5.7).

Central Direction of Training :

33. There should be a Training Wing in the Personnel Division. In addition in each large Ministry, there should be a Training Cell located in its Chief Personnel Office. (Paras. 5.8 & 5.12).

Training Institutions :

34. For the training of all direct entrants to Grade V and the recruits to this Grade through promotion examination, a National Academy of Administration should be set up at Dacca under the general direction of the Training Wing. The Academy should be a self-governing institution headed by a Director who should be an officer of Grade I level. (Paras. 5.14 & 5.15).

35. For Mid-career Training, the National Institute of Public Administration (NIPA) should be strengthened. The Director should be an officer of Grade I. (Para. 5.17).

36. For the training of Senior Administrators, an Administrative Staff College should be set up at Dacca under the general direction of the Training Wing. The College should be a self-governing institution headed by a Principal who should be an officer of Grade I level. (Para. 5.18).

37. There should also be the required number of departmental schools to train members of the different engineering groups and other technical and specialist officers. (Para. 5.20).

Training of New Recruits to Grade V :

38. The post entry training course for the entrants to Grade V through four open competitive examinations and the promotion examination should consist of (i) a Foundational Training Course in the National Academy of Administration which should be common to all the entrants and (ii) specialised training for respective Functional and Area Groups. (Para. 5.22).

39. The Foundational Training Course which would be of 18 months' duration should be designed as recommended in paras. 5.23 to 5.28.

Allocation to Area and Functional Groups :

40. At the end of the Foundational Training the probationers of both the groups—Functional and Area—should be required to sit for separate examinations conducted by the Public Service (First) Commission. The seniority of each group of probationers *inter se* should be determined by the aggregate of marks obtained in the open competitive and promotion examinations. (Para. 5.30).

41. Thereafter (i) the technical probationers (doctors, engineers, etc.) should be assigned to their respective departments and given posting and (ii) non-technical probationers should be allocated to the Functional and Area Groups—firmly to respective Functional Groups and tentatively to the various Area Groups. (Paras. 5.31 & 5.32).

Further Training of Functional and Area Group Probationers :

42. Both the Functional Group and Area Group probationers should then receive intensive training in their respective areas for another six months. (Para. 5.33).

Training of Officers of Nationalised Enterprises :

43. Below the level of last direct entry into the officer level in these enterprises, necessary training should be the responsibility of the respective Corporations and in the appropriate cases even of the concerned enterprises themselves. For entry into the officer level posts, new recruits should undergo a training programme parallel to that recommended for the civil servants entering into Grade V in General Administration. (Para. 5.37).

44. The responsibility for designing the entire training programme for entrants into the officer level posts in the nationalised enterprises should be entrusted with a special council, to be called the **Nationalised Enterprises Training Council**, to be composed of some senior members of the staff of National Academy of Administration and also of the representatives from the Nationalised Enterprises in the various Sectors. (Para. 5.38).

Mid-career Management Training of Area and Functional Groups Personnel at NIPA :

45. The Mid-career Training Course at NIPA should be in two parts of 3 months each. The first 3 months should be devoted to general training common to all trainees. Thereafter, the Area Group trainees should be selected for firm specialization. The next three months should be for intensive training in the respective Functional and Area specializations with special emphasis on planning and policy. The selection for lateral entry into the Area Group specialisms from amongst the Functional Groups may also be considered after the first three months training. (Paras. 5.40 to 5.45).

Training for Higher Administration :

46. The civil servants and senior personnel from other public and private concerns who have put in 14 or more years of service should receive training in higher administration in the Administrative Staff College with emphasis on inter-disciplinary approaches and development of social awareness. The College may have three sessions a

year each of 12 weeks duration, and the participants may be divided into small groups which may be called "Syndicates" for joint research and deliberation on subjects of inter-disciplinary character. (Paras. 5.46 & 5.48).

Refresher Courses :

47. There should be short refresher courses for officers at various levels according to requirement. (Para. 5.50).

Sabbatical Leave and Travel :

48. The civil servants should be granted sabbatical leave in appropriate cases to pursue an approved course or to undertake a task of research at home or abroad. (Para. 5.51).

Contact with Village Life and Conditions at the Senior Level :

49. Senior civil servants working in the national headquarters must be re-exposed to village life and conditions once every five years. For this, an officer after having served at the level of Deputy Secretary should be given executive posting in a district before he is appointed as Joint Secretary or equivalent. Thereafter, he should be posted in a Thana for three months once every 5 years as Special Development Officer. A law should be passed making it a punishable offence to avoid such rural posting or not to give such posting to any officer when it is due. (Para. 5.52).

Training of Employees in Grade VII :

50. The civil servants who begin their official career by entering into Grade VII should be trained in the respective departmental officers' Training Institutes strengthened suitably. (Para. 5.53).

The New Personnel Division :

51. The expanded and unified central management of the public personnel whose tasks are enumerated in para. 6.1 should be made

the responsibility of a new Division created specifically for this purpose. The existing Establishment Division should be renamed as the Personnel Division and suitably expanded to perform the task. (Paras. 6.2 & 6.3).

52. The Personnel Division should be attached to the Prime Minister, assisted by a Minister. (Para. 6.5).

Career Management :

53. The responsibility for the administration of the posts and career of the personnel in various grades should be at the following levels:—

- (i) Grades VII, VIII, IX and X—Departments concerned with delegation to the subordinate offices in appropriate cases. Ministries should be concerned with posts in the Secretariat only.
- (ii) Grade VI—Ministries concerned with appropriate delegation of powers to the Departments.
- (iii) Grades IV and V:
 - (a) Functional Posts—Ministries concerned.
 - (b) Area Group Posts—Personnel Division in consultation with and by delegation of powers in appropriate cases to the Ministries concerned.
- (iv) Grades II and III:
 - (a) Secretariat Posts—Personnel Division.
 - (b) Deputation to Autonomous Organisations—Personnel Division in consultation with Ministries concerned.
 - (c) Other posts—Ministries concerned in consultation with Personnel Division.
- (v) Grade I—Personnel Division. (Para. 6.9).

53.1 The personnel cell in each Ministry and Department should be responsible for the planning of the career of the appropriate employees at different levels as indicated above. (Para. 6.9.1).

Mobility :

54. It would be desirable if Ministries dealing with allied subjects are grouped together where appropriate, to arrange for the civil servants to move among the relevant Ministries. The civil servants should not, however, be transferred as a rule before putting in, at least, two years of service in a given job. (Para. 6.10).

Procedure for Promotion :

55. The selections for Senior Management positions should be made by a Board composed as follows:—

- (i) Chairman, Public Service (First) Commission—*Chairman*.
- (ii) Secretary, Personnel Division—*Member*.
- (iii) Secretary, Administrative Management and Reforms Division—*Member*.
- (iv) Secretary of the concerned Ministry—*Member*.
- (v) A Secretary to the Government to be nominated in consultation with the Chairman—*Member*.
- (vi) & (vii) Two specialists of Grade I level or equivalent positions to be drawn from Ministry-wise Panels revised annually, in consultation with the Chairman—*Members*. (Para. 6.19).

56. Selections for positions in Grade III may be made on the basis of the examination prescribed for promotion from Grade IV and also on the basis of selection within the respective groups. Persons who have not passed the promotion examination should not, however, be eligible for any Secretariat appointment. For positions in Grade II, the selections may be made on the basis of performance record and, if necessary, by interview. (Para. 6.20).

57. Promotions to other grades should be made either on the basis of promotion examination or on the recommendations the Departmental Promotion Committee against respective quota. (Para. 6.21).

58. Appointments and promotions to the posts in the various grades may be made in the manner indicated in Appendix III (Para. 6.22).

Posting and Transfer :

59. Posting and transfer to and from the various posts may be made by the authorities as indicated in Appendix IV. (Para. 6.23).

Performance Records :

60. The reports should be (a) similar in form, (b) based as far as possible on a common standard of judgement to enable valid comparisons to be made, (c) be accepted as fair and reliable by the staff, and (d) give the fullest possible account of present performance and suitability for promotion. (Para. 6.25).

61. A *resume* by the officer concerned should form part of the performance record which should be prepared by a panel where feasible otherwise by the immediate superior officer. The grading should be objective to permit quantitative aggregation. The details are given in para. 6.27.

Departmental Promotion Committees :

62. In order to remove allegations against the working of the Departmental Promotion Committees, a Member of the Public Service Commission and a nominee of the Personnel Division should be associated with the Committees. Every person who has a fair claim for promotion must be given due consideration. The materials placed before the Committees should be full, adequate, objective, precise, accurate and reliable. (Para. 6.28).

Examinations for Promotion :

63. The promotion examinations as has been indicated in the chart on Unified Grading Structure at Appendix I, should be held once a year. Persons serving in all Departments should be eligible for taking these examinations subject to the qualification, length of

service and the number of chances one can take. The vacancies within this quota should, therefore, be ascertained well in advance and repeated advertisements in the newspapers should be made announcing the dates of examinations, the number of vacancies and the eligibility for the same in addition to the departmental circulars. (Paras. 6.29 & 6.30).

Ad hoc Appointments made since March, 1971 :

64. All cases of promotions and also of placing officers in different grades should be examined on the basis of the positions held by them on the 25th of March, 1971. It would also be desirable to review all appointments and promotions made after this date in the light of the standards recommended under para. 6.37. (Para. 6.31).

Integration of the Personnel in the New Structure :

65. The personnel belonging to the various services and holding various posts may be integrated in the new service structure and their *inter se* seniority determined on the basis of the principles stated in para. 6.36.

Transitional Provisions :

66. Till the tests referred to in the chart on the Unified Grading Structure at Appendix I are held, the selection of officers for appointment to Senior Management and Policy positions may be made according to the broad plan given in para. 6.37.

67. For allocation of the existing personnel to the various Area Groups, the personnel should, as a first step, be given option to indicate their choice and thereafter the Implementation Committee referred to at para. 3.40 and the Selection Board referred to at para. 6.19, should jointly consider the issue and make their recommendation to the Personnel Division who should obtain the orders of the Prime Minister. (Para. 6.38).

68. Till arrangements for promotion examinations are made, all posts earmarked for filling by promotion examination may be added

to the promotion-by-selection quota and filled accordingly. When the holding of these examinations is commenced, all persons who will be deemed ineligible to take these examinations on account of their having longer length of service may be allowed to take two chances for competing in the said examination without, however, debarring them for consideration for promotion against selection quota. (Para. 6.39).

Concluding Remarks :

69. It is strongly recommended that the Government should take steps to frame a comprehensive Civil Service Act codifying the terms and conditions of service. (Para. 6.41).

APPENDIX I

PROPOSED UNIFIED GRADING STRUCTURE

Grades	Existing scales* (for purposes of comparison and identification only. New Pay Scales will be determined by the National Pay Commission).	Examples of corresponding posts. Illustrative. Subject to job evaluation. Mentioned in greater details in the accompanying lists.	REMARKS
I Senior Administrative/Top Specialist Grade (Top Administrative, Managerial and Specialist Posts).	Scales the maximum of which is above Taka 2,600.	Secretary to the Government of Bangladesh, Chairman of major Autonomous and functional bodies, highest posts of technical and specialist nature, etc.	The posts in this Grade should be filled by selection from Grade II on tenure basis. One must have at least three years of service in Grade II before appointment to a Grade I post.
II Administrative/Chief Executive Grade (Administrative, Managerial and Specialist Posts).	Scales the maximum of which is not above Taka 2,600 and not below Taka 2,200 and the minimum of which is not below Taka 2,000.	Joint Secretary, corresponding Senior Management posts, Heads of main Research Institutions, Chairman of smaller Corporations, Members of Board of Revenue, Divisional Commissioners, Functional Commissioners, Heads of major Departments and Directorates such as Chief Engineers, Inspector-General of Police and corresponding posts of a technical nature, etc.	Entry into this Grade should be 100% by promotion on merit only from Grade III. One must put in at least 5 years of service in Grade III before promotion to Grade II. The promotion should be through a properly constituted Selection Board. Heads of Departments specially of the technical and specialised Departments may, in suitable and deserving cases, be admitted to Grade I, on completion of at least three years of service in Grade II and still continue to head the Departments. The selection should be made by a properly constituted Selection Board. None who has not passed the promotion examination from Grade IV should be eligible for such selection.
III Junior Administrative/Higher Executive/High Professional Grade (Administrative, Managerial and High Professional Posts.)	Scales the maximum of which is below Taka 2,200 but not below Taka 1,700, i.e., Senior Scale plus Special Pay, Junior Administrative Grade, Special Grades and equivalent scales.	Deputy Secretaries to Government, Deputy Inspector-General of Police, Superintending Engineer (bigger charges), Heads of smaller Departments, Chairman of minor Corporations and Members of smaller Corporations, Deputy Commissioner, Posts presently in Special and Junior Administrative Grades in some Departments and corresponding technical and specialist posts, etc.	Entry into this Grade should be 100% by promotion from Grade IV. 60% of the posts in this Grade should be filled on the basis of merit only judged through a written competitive examination and viva voce test by the PSC I of persons having not less than 8 but not more than 13 years of service in Grades IV and V taken together subject to the condition that one must put in at least 3 years of service in Grade IV. No one should be allowed to take more than three chances. 1/3 of the marks in the examination may be on general subjects (General Knowledge; Current Affairs; Everyday Science; General, Development and Economic Administration; Precise and Essay writing); 1/3 marks on subjects relating to the work of the candidates and the remaining 1/3 marks on the service record of the candidates. The remaining 40% of the posts should be filled on the basis of merit-cum-seniority from Grade IV. Selection for Secretariat appointment from the level of Deputy Secretaries and above should also be made from the examination referred to above. A person who will not qualify in this examination should be ineligible for Secretariat appointments. This is necessary for early identification of higher administrative talent and arrangement of training.

* For exceptions, please see illustrative lists.

Grades	Existing scales* (for purposes of comparison and identification only. New Pay Scales will be determined by the National Pay Commission).	Examples of corresponding posts. Illustrative. Subject to job evaluation. Mentioned in greater details in the accompanying lists.	REMARKS
IV Senior Executive/Senior Professional Grade.	Scales the maximum of which is below Taka 1,700 but not below Taka 1,300, i.e., Senior Class I scales and other equivalent scales.	Many posts other than those given above which are presently in the senior scale of the former All-Pakistan and Central Services Class I and former Provincial Services Class I. Some examples are A.D.C., S.P. and Additional S.P., Executive Engineers, corresponding Technical posts, etc.	Entry into this Grade should be 100% by promotion from Grade V. 50% of the posts in this Grade should be filled on the basis of merit only judged through a written competitive examination and viva voce test by the PSC I of persons having not less than 5 but not more than 8 years of service in Grade V. No one should be allowed to sit for the examination more than thrice. 50% of the marks in the examination may be on general subjects (General Knowledge; Current Affairs; Everyday Science; General, Development and Economic Administration; Precise and Essay writing); 25% marks on subjects relating to work of the candidates and remaining 25% marks on the service record of the candidates. The remaining 50% posts in this Grade may be filled on the basis of seniority-cum-merit from Grade V.
V Junior Executive/Junior Professional Grade.	Scales the maximum of which is below Taka 1,300 but not below Taka 1,000, i.e., the Junior scale of former Central Class I Services and other equivalent scales.	This Grade will cover all posts in the former (Central and Provincial) Class I other than those given above. There may be a training grade also.	Point of Direct Entry. 60% by direct recruitment through open competitive examination of Honours standard conducted by the PSC I. Educational qualification: Graduate. Age—21 to 24 years. For technical graduates the upper age limit may be 26 years. For appointment to highly Specialised and Teaching posts where recruitment through competitive examination is not convenient, the same may be made through competitive interview by the Public Service Commission. The qualification in such cases should be First Class Master's degree or Second Class Master's degree with Second Class in Honours or Technical graduation or double graduation requiring at least two years study after the basic degree. 20% of the posts may be filled on the basis of merit judged through competitive examination conducted by the PSC I of candidates who are graduates and have not less than 5 but not more than 10 years of service in Grade VII. No one should be allowed to take more than three chances. The selected candidates will have to undergo the same foundational training course along with the direct recruits less the district training. For recruitment to technical posts requiring technical degree, arrangements for in-service training should be made so that the departmental candidates may acquire the standard equivalent to the technical degree. For selecting candidates for this training, a preliminary selection test may be arranged at appropriate stage. For generalists, opportunities should be given for study while performing their normal duties such as study in night schools, colleges, etc. The remaining 20% of the posts may be filled by promotion through the PSC I from Grade VI on the basis of seniority-cum-merit. A suitable percentage of posts in this Grade may be placed in Selection Grade for filling by efficient persons who would not be able to earn promotion in 20 years of service in this Grade.

* For exceptions, please see illustrative lists.

Grades	Existing scales* (for purposes of comparison and identification only. New Pay Scales will be determined by the National Pay Commission).	Examples of corresponding posts. Illustrative. Subject to job evaluation. Mentioned in greater details in the accompanying lists.	REMARKS
VI Lower Executive/Lower Professional Grade (Supervisory and Professional Supporters).	Scales the maximum of which is below Taka 1000 but not below Taka 600.	This Grade will cover all the civil servants in the upper levels of inspectorial, supervisory and lower managerial duties. The existing Class II Gazetted Officers included in the scales of pay maximum of which is below Taka 1,000 are examples of this category.	Entry into this Grade should be 100% by promotion from Grade VII. 50% posts may be filled through the PSC I, on the basis of merit only judged through written competitive examination and viva voce test of candidates who are graduates or are technical or vocational diploma holders (for technical posts) and have 5 to 10 years of service in Grade VII. 1/3 of the marks in the examination may be on general subjects (General Knowledge; Current Affairs; Everyday Science; General, Development and Economic Administration; Precis and Essay writing); 1/3 on the subjects relating to the work of the candidates and the remaining 1/3 marks on the service record of the candidates. None should be allowed to sit for the examination more than 3 times. The remaining 50% posts should be filled by promotion from Grade VII on seniority-cum-merit basis. A suitable percentage of posts in this Grade may be placed in the Selection Grade for filling by efficient persons who would not be able to earn promotion in 25 years of service taking Grades VII and VI together.
VII Lower Supervisory/Higher Ministerial / Higher Technical Grade.	Scales the maximum of which is below Taka 600 but above Taka 300.	This will cover the lower inspectorial and middle supervisory ranks, i.e., the upper ranks of existing Class III such as Assistants, Stenographers, Librarians, Superintendents in Offices, Inspectors of Customs, Co-operatives and Post Offices, Train Examiners, Instructors in the Railways, Research Assistants in the Scientific and Technical Fields, etc.	Point of Direct Entry. 50% by direct recruitment through open competitive examination of pass standard conducted by the Public Service Commission II. Educational qualification: graduation or technical diploma such as L.M.F. and L.C.E., Diploma in Agriculture, etc., for relevant technical posts. 25% of the posts may be filled through competitive examination conducted by the PSC II of candidates who have not less than 5 years but not more than 10 years of service in Grade VIII or not less than 7 years but not more than 12 years of service in Grade IX or X. The candidates should be graduates or technical or vocational diploma holders for relevant technical posts. No one should be allowed to take more than three chances. 25% of the posts may be filled by promotion from Grade VIII on seniority-cum-merit.

* For exceptions, please see illustrative lists.

Grades	Existing scales* (for purposes of comparison and identification only. New Pay Scales will be determined by the National Pay Commission).	Examples of corresponding posts. Illustrative. Subject to job evaluation. Mentioned in greater details in the accompanying lists.	REMARKS.
VIII Lower Ministerial/Lower Technical Grade (Skilled staff).	Scales the maximum of which is not more than Taka 300 but above Taka 150 and the minimum of which is not less than Taka 110.	This Grade will cover the rank and file operators in fields and offices, clerks, typists, cashiers, many skilled artisans in the Railway, laboratory and field assistants in the Agriculture Department, P.W.D. and in other Scientific and Technical Departments.	Point of Direct Entry. 60% by direct recruitment through open competitive examination conducted by the Public Service Commission II. Educational qualification: H.S.C. and/or Trade or Vocational equivalent passed. Age 18 to 24 years. 20% of the posts may be filled by promotion from Grade IX through competitive examination conducted by the PSC II of candidates who have 5 to 10 years of service in that Grade and H.S.C. or Trade or Vocational Certificate holders. No one should be allowed more than three chances. 20% of the posts may be filled on seniority-cum-merit basis from Grade IX. The candidates should be at least S.S.C. or Trade or Vocational equivalent standard passed. Technical posts for which competitive examination test through P.S.C. is not convenient, may be taken out of the purview of the Commission.
IX Sub-ministerial/Sub-technical Grade (Semi-Skilled staff).	Scales the maximum of which is not above Taka 150 and the minimum of which is below Taka 110 but not below Taka 75.	Semi-skilled posts such as Record Supplier, Gestetner Operator, Laboratory Assistant, Police Constable, etc., and semi-skilled members of the existing Lower Subordinate Services.	Point of Direct Entry. 70% by direct recruitment. Educational qualification: S.S.C. and/or Trade equivalent passed. Age 18 to 25 years. Not exceeding 30% of the posts may be filled by promotion from Grade X through properly constituted Selection Committee. The candidates must acquire the required qualification. There should be no age restriction for promotees. Existing incumbents should be encouraged to acquire required qualification and allowed two increments in pay for such purposes.
X Sub-ministerial/Sub-technical Grade (Unskilled staff).	Scales the minimum of which is below Taka 75.	Unskilled members of the present Lower Subordinate Services such as peons, messengers, darwans, etc.	Point of Direct Entry. 100% by direct recruitment. Educational qualification: Primary (Class V) passed. Age 16 to 22 years. Facilities for studies while in service to be provided so that employees could acquire higher academic qualification required for promotion.

* For exceptions, please see illustrative lists.

Notes:—

1. Age limits for entry into Grades VIII, IX and X for ex-Defence Personnel may be 25 to 35 years.
2. All Departmental candidates competing for direct recruitment may be allowed relaxation in the upper age limit by three years. No one should, however, be allowed to take more than three chances in any competitive examination inclusive of any chance or chances one might have taken for entry into the same grade before joining the service.
3. No persons should be allowed to sit for promotion examination more than thrice in all from a particular grade for entry into the next higher grade or the grade above the next higher grade.
4. The design and standard of all promotion examinations for entry into a direct entry grade should be similar to that of the examination for direct entry into that grade for 50% of the marks. 25% of the marks should be on papers relating to the subject-matter of the work of the candidates and the remaining 25% of the marks should be on the performance record of the candidates. Facilities should be given to the in-service candidates so that they can acquire the necessary qualification and skill.
5. All promotees through examination to a direct entry grade should receive the same training as would be prescribed for the direct entrant. The failure to complete the training satisfactorily in two chances should result in reversion to the next lower grade.
6. Shortfalls in the recruitment through promotion examination in any year to a direct entry grade for reasons of failure of the candidates to qualify should be filled from competitioners for direct entry to that grade for the relevant year.
7. The requirement of minimum period of service in the higher grades for eligibility for promotion to the next higher grades may be suitably increased when the initial shortage of professionally trained senior officers will have been met.

APPENDIX I(a).

Illustrative List of Posts in Grade I.

Serial No.	Name of Post.	Existing Pay. (New Pay Scales will be determined by the Na- tional Pay Commission.)
(1)	(2)	(3)
		Taka.
1	Secretary to the Government of Bangladesh ...	3000
2	Chairman of Major Autonomous Organisations	3000
3	Chairman, National Board of Revenue ...	3000
4	Comptroller and Auditor-General ...	3000
5	Secretary to the Parliament ...	3000
6	Chairman, Railway Board ...	3000
7	Chairman, Public Service (First & Second) Commissions.	—
8	Chairman, Jute Board ...	3000
9	Additional Secretary to the Government of Bangladesh.	2750

APPENDIX I(b)

Illustrative List of Posts in Grade II.

Serial No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
1	Joint Secretary to the Government of Bangladesh	2300—2600
2	Director-General, Ministry of Foreign Affairs	2300—2600
3	Commissioners of Divisions	2300—2600
4	Inspector-General of Police	2300—2600
5	Chief Engineer, Roads and Highways ...	2100—2600
6	Chief Engineer, Buildings	2100—2600
7	Director-General, Post Offices	2300—2600
8	Director-General, Telegraph & Telephone ...	2300—2600
9	Member, Railway Board	2300—2600
10	Member, National Board of Revenue ...	2300—2600
11	Director, Procurement, Distribution and Rationing ¹ .	1000—1500
12	Director of Agriculture ¹	1700—2100
13	Director of Fisheries ¹	1450—1750
14	Chief Conservator of Forests ¹	1700—2100
15	Director, Livestock Services ¹	1450—1750
16	Registrar of Co-operative Societies ¹ ...	—
17	Accountant-General	2000—2200
18	Commissioner of Income-Tax	2000—2200

¹ Agriculture, Forest, Fisheries, Livestock, Procurement, Distribution and Rationing and Co-operatives are all major departments.

Serial No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
19	Collector of Customs ...	2000—2200
20	Additional Director-General, Post Offices ...	2000—2200+S. P. 100
21	Senior Deputy Director-General, Post Offices ...	2000—2200+S. P. 100
22	Deputy Director-General, Post Offices ...	2000—2200
23	Post Master-General ...	2000—2200
24	Deputy Director-General, Telegraph & Telephone.	2000—2200
25	General Manager, Telephones ...	2000—2200
26	Chief Engineers, Telegraph & Telephone ...	2000—2200+S. P. 100.
27	Chief Engineer, Railways ...	2000—2200
28	Chief Mechanical Engineer, Railways ...	2000—2200
29	Chief Electrical Engineer, Railways ...	2000—2200
30	Chief Signal and Tele-communication Engineer, Railways.	2000—2200
31	Chief Transportation Manager, Railways ...	2000—2200
32	Chief Commercial Manager, Railways ...	2000—2200
33	Chief Medical Officer, Railways ...	2000—2200
34	Financial Adviser and Chief Accounts Officer, Railways.	2000—2200
35	Financial Adviser and Chief Audit Officer, Railways.	2000—2200
36	Chairman of Smaller Autonomous Organisation	—
37	Member, Major Autonomous Organisation ...	—
38	Member, Public Service (First) Commission ²	1850.

² In suitable cases, a Member may also be in Grade I,

APPENDIX I(c)

Illustrative List of Posts in Grade III.

Serial No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
1	Deputy Secretary to the Government of Bangladesh. ¹	Senior Class I+Special Pay Taka 440. or Junior Administrative Grade without special pay or their presumptive pay in senior scale+S. P. Taka 440. or Special Grade without special pay or presumptive pay in the senior scale+S. P. Taka 440.
2	Deputy Inspector-General of Police ...	Taka 1800—2000.
3	Additional Commissioner ...	Taka 850—1650+S. P. Taka 330.
4	Deputy Commissioner ¹ ...	Taka 850—1650+S. P. Taka 165.
5	District Judge ¹ ...	Taka 850—1650+S. P. Taka 165.
6	Secretary, District Council/Chief Executive, District Council. ²	—

¹ For purposes of integration of the existing personnel in the new service structure in terms of para. 6.36, all incumbents of the posts of Deputy Secretaries to the former Provincial Government as on 25th of March, 1971 should be placed in Grade IV unless they had 8 or more years of Class I service to their credit of which at least 3 years must be in Senior Class I scale, i.e., Taka 750—1,500 and equivalent or they had been acting as Deputy Secretary to former Provincial Government for a period of at least 3 years. Similarly, incumbents of the posts of Deputy Commissioners and District Judges as on 25th of March, 1971 should be integrated in Grade IV unless they had 8 or more years of Class I service on the date of which at least 3 years must be in Senior Class I scale (Taka 850—1,650). On the same basis incumbents of the posts of Joint Secretaries and Secretaries to the former Provincial Government as on 25th of March, 1971 should be integrated in Grade III as they were equivalent to Deputy Secretaries to former Central Government excepting those Secretaries to former Provincial Government who were of the rank of Joint Secretary to the former Central Government.

² Secretary, District Councils/Chief Executives of the District Councils who should be the Principal Staff Officers to the District "Governors" when the new Scheme of Local Government system is introduced, should be placed in Grade III.

Serial No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
7	Director of Movement and Storage ³ ...	1000—1500
8	Chief Miller, Government Flour Mills ...	1300—1750
9	Deputy Director of Agriculture ⁴ ...	450—1250 + T. P. 100.
10	Director of Agricultural Marketing ...	1450—1750
11	Deputy Director of Fishery ⁵ ...	—
12	Deputy Director of Livestock Services ⁶ ...	—
13	Conservator of Forests ...	1600—1850
14	Joint Registrar of Co-operative Societies ...	1300—1600 or Senior Class I Scale + S. P. 275.
15	Inspector-General of Prisons ³ ...	1300—1600
16	Director of Civil Defence ...	850—1650 + S. P. 330
17	Additional Accountant-General ...	1600—1700
18	Assistant Commissioner of Income-Tax ...	1600—1700
19	Deputy Collector of Customs ...	1600—1700
20	Director of Taxation and Excise ...	1300—1600 or 850—1650 + S. P. 330.
21	Director, Post Offices ...	1600—1700
22	Assistant Director-General, Post Offices ...	1600—1700
23	Director, Telegraph and Telephone ...	1600—1700

³ Heads of Departments may not be placed below Grade III.

⁴ For Graduates in Agriculture.

⁵ For Graduates in Fisheries.

⁶ For Graduates in Animal Husbandry or Veterinary Science.

Serial No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
24	Deputy Chief Engineer, Telegraph and Telephone.	1600—1700
25	Deputy Chief Engineer, Roads & Highways ...	1300—1750+S. P. 200
26	Superintending Engineer, Roads & Highways/Buildings.	1300—1750
27	Secretary, Railway Board ...	1600—1700+S. P. 275.
28	Chief Personnel Officer, Railways ...	1600—1700+S. P. 275.
29	Deputy Chief Engineer, Railways ...	1600—1700
30	Deputy Chief Mechanical/Electrical/Signal & Tele-communication Engineer, Railways.	1600—1700
31	Dy. Chief Transportation/Commercial Manager/Chief Superintendent, Watch & Ward/Dy. Chief Accounts Officer, Railways.	1600—1700
32	Deputy Director, Health Services ...	—
33	Chairman of Minor Corporations ...	—
34	Member, Public Service (Second) Commission ⁷	—

⁷ In suitable cases, a Member may also be in Grade II.

N. B.—Only the holders of degree in technical subjects conferred by the recognised Universities requiring at least five years of study after Matriculation or at least three years of study after Intermediate should be accepted as technical graduates.

APPENDIX I(d)

Illustrative List of Posts in Grade IV.

Sl. No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission).
(1)	(2)	(3)
1	Additional Deputy Commissioner ...	Taka. 850—1650.
2	Additional District Judge ...	850—1650.
3	Superintendent of Police ...	750—1500 + S.P. 100.
4	Additional Superintendent of Police ...	750—1500.
5	Deputy Inspector-General of Prisons ...	1000—1300.
6	Additional Director of Procurement, Distribution and Rationing.	1000—1400.
7	Regional Controller of Food ...	900—1300.
8	District Agriculture Officer ¹ (Graduates in Agriculture).	350—925 + T. P. 75.
9	Deputy Director of Agricultural Marketing ...	750—1400.
10	Deputy Chief, Agricultural Marketing ...	450—1400 + S.P. 150.
11	Deputy Director of Fisheries ² (other than Graduates in Fisheries).	—
12	District Fisheries Officer ¹ (Graduates in Fisheries).	—
13	Deputy Conservator of Forest/Divisional Forest Officer.	750—1300.
14	Deputy Director of Livestock Services ² (other than Graduates in Animal Husbandry or Veterinary Sciences).	450—1250.
15	District Livestock Officer ¹ (Graduates in Animal Husbandry or Veterinary Science).	—

¹ District Officers with technical degrees have all been placed in Grade IV. Only the holders of degrees in technical subjects conferred by the recognised Universities requiring at least five years of study after Matriculation or at least three years of study after Intermediate should be accepted as technical graduates.

² Non-technical degree holders should be given facilities to acquire technical qualification so that they could also be equated with technical degree holders.

Sl. No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
16	Deputy Accountant-General	750—1500.
17	Income Tax Officer (Senior) ³	750—1500.
18	Assistant Collector of Customs (Senior) ³	750—1500.
19	Deputy Director of Taxation	1000—1300.
20	Deputy Director of Excise	1000—1300.
21	Assistant Dy. Director-General, Post Offices	750—1500 + S. P. 110.
22	Principal, Postal Training School	750—1500 + S. P. 110.
23	Assistant Post Master-General	750—1500.
24	Assistant General Manager, Post Offices	750—1500.
25	Senior Accounts Officer, Post Offices	750—1500.
26	Asstt. General Manager, Telegraph & Telephone	750—1500 + T.P. 100.
27	Asstt. Dy. Director-General, Telegraph and Telephone.	750—1500.
28	Divisional Engineer, Telegraph & Telephone	750—1500 + T.P. 100.
29	Senior Accounts Officer, Telegraph & Telephone	750—1500.
30	Executive Engineer, Roads & Highways	(i) 750—1500 + T.P. 100. (ii) 750—1250 + T.P. 100.
31	Executive Engineer, Buildings	(i) 750—1500 + T.P. 100. (ii) 750—1250 + T.P. 100.
32	Chief Arboriculturist, Roads & Highways	450—1250 + T.P. 100.
33	Dy. Secretary, Railway Board	750—1500.
34	Publicity and Public Relations Officer, Railways	750—1500.

³ Only for more complicated and larger charges which should be clearly identified by the Departments.

Sl. No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission).
(1)	(2)	(3)
35	Senior Personnel Officer, Railways ...	Taka. 750—1500.
36	Senior Welfare Officer, Railways ...	750—1500.
37	Executive Engineer, Railways ...	750—1500 + T.P. 100.
38	Bridge Engineer, Railways ...	750—1500 + T.P. 100.
39	Track Supply Officer, Railways ...	750—1500 + T.P. 100.
40	Land Control Officer, Railways ...	750—1500.
41	Divisional Mechanical Engineer, Railways ...	750—1500 + T.P. 100.
42	Works Manager, Railways ...	750—1500 + T.P. 100.
43	Divisional Electrical Engineer, Railways ...	750—1500 + T.P. 100.
44	Divisional Engineer, Railways ...	750—1500 + T.P. 100.
45	Executive Engineer (Construction), Railways ...	750—1500 + T.P. 100.
46	District Controller of Stores, Railways ...	750—1500.
47	Superintendent, Transportation, Railways ...	750—1500.
48	Divisional Commercial Officer, Railways ...	750—1500.
49	Divisional Medical Officer, Railways ...	750—1500 + T.P. 100.
50	Senior Supdt., Watch & Ward, Railways ...	750—1500.
51	Senior Accounts Officer, Railways ...	750—1500.
52	Divisional Acctts. Officer, Railways ...	750—1500.
53	Senior Budget Officer, Railways ...	750—1500.
54	Civil Surgeon ¹ ...	700—1050 + T.P. 100.
55	Senior Research Officer, Establishment Division	800—1400.

¹ District Officers with technical degrees have all been placed in Grade IV. Only the holders of degrees in technical subjects conferred by the recognised Universities requiring at least five years of study after Matriculation or at least three years of study after Intermediate should be accepted as technical graduates.

APPENDIX I(e)

Illustrative List of Posts in Grade V.

Sl. No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
1	Section Officer of the Government of Bangladesh.	Taka. 375—1050. <i>Or</i> 450—1000. <i>Or</i> 375—1050 + S.P. 220. <i>Or</i> 500—1000 + S.P. 220.
2	Assistant Commissioner	500—1000.
3	Deputy Magistrate and Deputy Collector	375—1050.
4	Sub-Judge	800—1050.
5	Munsiff ¹	400—950.
6	Assistant Superintendent of Police	450—1000.
7	Deputy Superintendent of Police ²	450—925.
8	Additional Director of Civil Defence	375—1050 + S.P. 220.
9	Deputy Controller of Civil Defence	375—1050 + S.P. 60.
10	Deputy Director of Procurement, Distribution and Rationing	500—950 + S.P. 110.
11	District Controller of Food ³	500—950.
12	Assistant Miller, Flour Mills	550—1050 + T.P. 50.

¹ Munsiff/Law Officer, Railways is a law graduate and as such a double graduate. He should start at the highest point of direct entry level.

² The following perform the same nature of duties or are of the same rank and should, therefore, be in the same grade:—

(i) D.S.P. and A.S.P., (ii) Assistant Accountant-General and Assistant Accounts Officer,

³ For hierarchical reasons.

Sl. No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
13	Subdivisional/Thana Agricultural Officer ⁴ (Graduates in Agriculture).	300—675 + T.P. 50.
14	Subdivisional/Thana Livestock Officer ⁴ (Graduates in Animal Husbandry or Veterinary Sciences).	300—675 + T.P. 50.
15	Assistant Conservator of Forests ...	450—1300.
16	Assistant Director of Agricultural Marketing ³	350—925 + S.P. 60.
17	Subdivisional/Thana Fishery Officer ⁴ (Graduates in Fishery).	
18	Deputy Registrar of Co-operative Societies ...	800—1100.
19	Assistant Accountant-General ...	450—1000.
20	Assistant Accounts Officer ² ...	350—925.
21	Income-Tax Officer ...	450—1000.
22	Assistant Surgeon ⁴ ...	325—850 + T.P. 50.
23	Assistant Collector of Customs ...	450—1000.
24	Taxation Officer, Grade I ...	375—1050.
25	Excise Superintendent ³ (of former Provincial Directorate of Taxation & Excise).	350—925.
26	Assistant Post Master-General ...	450—1000.
27	Assistant Divisional Engineer, Telephone ...	450—1000.
28	Accounts Officer, Telegraph & Telephone ...	450—1000.

² The following perform same nature of duties or are of the same rank and should, therefore, be in the same grade:—

(i) D.S.P. and A.S.P., (ii) Assistant Accountant-General and Assistant Accounts Officer.

³ For hierarchical reasons.

⁴ Technical graduate entrants have all been placed in Grade V. Only the holders of degrees in technical subjects conferred by the recognised Universities requiring at least five years of study after Matriculation or at least three years of study after Intermediate should be accepted as technical graduates.

Sl. No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
29	Assistant Engineer, Roads and Highways ...	350—1000 + T.P. 50.
30	Law Officer, Railways ¹ ...	350—925.
31	Assistant Public Relation Officer, Railways ...	450—1000.
32	Junior Personnel Officer, Railways ...	450—1000.
33	Junior Welfare Officer, Railways ...	450—1000.
34	Assistant Executive Engineer, Railways ...	450—1000 + T.P. 50.
35	Assistant Track Supply Officer, Railways ...	450—1000 + T.P. 50.
36	Assistant Bridge Engineer, Railways ...	450—1000 + T.P. 50.
37	Assistant Land Control Officer, Railways ...	450—1000.
38	Assistant Mechanical Engineer, Railways ...	450—1000 + T.P. 50.
39	Assistant Works Manager, Railways ...	450—1000 + T.P. 50.
40	Assistant Electrical/Signal Engineer, Railways ...	450—1000 + T.P. 50.
41	Assistant Controller of Stores, Railways ...	450—1000.
42	Assistant Commercial Officer, Railways ...	450—1000.
43	Assistant Medical Officer, Railways ⁴ ...	350—925 + T.P. 50.
44	Assistant Superintendent, Transportation, Railways.	450—1000.
45	Superintendent, Watch and Ward, Railways ³ ...	350—925.
46	Accounts Officer, Railways ...	450—1000.

¹ Munsiff/Law Officer, Railway is a Law Graduate and as such double Graduate. He should start at the highest point of direct entry level.

³ For hierarchical reasons.

⁴ Technical Graduate entrants have all been placed in Grade V. Only the holders of degrees in technical subjects conferred by the recognised Universities requiring at least five years of study after Matriculation or at least three years of study after Intermediate should be accepted as technical graduates.

APPENDIX I(f).

Illustrative List of Posts in Grade VI.

Serial No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
1	Head Assistant, Bangladesh Government Secretariat.	430—625 + S. P. 95.
2	Circle Officer (Development) & C. O. (Revenue)	325—700.
3	Administrative Officer, Deputy Commissioner's Office.	300—650.
4	Inspector of Police	350—600.
5	Civil Defence Officer	325—700.
6	Superintendent, District Jail	450—800.
7	Deputy Superintendent of Central Jail ...	400—700.
8	Assistant Director, Procurement, Distribution and Rationing.	350—750.
9	Subdivisional Controller of Food	300—650.
10	Research Assistants, etc., of the Agriculture Department ¹ (other than Agricultural Graduates).	290—650.
11	Deputy Asstt. Director, Agricultural Marketing	350—925.
12	Research Officer, Agricultural Marketing ...	350—925.
13	Assistant Fish Culturist	325—700.
14	Administrative Officer, Fish Directorate ...	400—800.
15	District Fisheries Development Officer ¹ (other than Graduates in Fisheries).	250—600.

¹ Diploma holders and non-technical graduates holding charge of Districts/Subdivisions and equivalent positions in Agriculture, Livestock and Fisheries Departments should be given facilities to acquire technical degree so that they can also be equated with the technical graduates.

Serial No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
16	District Animal Husbandry Officer ¹ (other than Graduates in Animal Husbandry or Veterinary Science).	300—650.
17	Assistant Registrar of Co-operative Societies ...	350—925.
18	Officers of Subordinate Accounts Service ...	335—660.
19	Superintendent of Customs ...	350—925.
20	Deputy Superintendent of Customs ...	285—650.
21	Principal Appraiser, Customs ...	350—925.
22	Appraiser, Customs ...	285—650.
23	Preventive Inspector, Customs ...	285—650.
24	Excise Inspector ...	300—650.
25	Taxation Officer, Grade II ...	325—700.
26	Accounts Officer, Post Offices ...	350—925.
27	Senior Accountant, Post Offices ...	335—660.
28	Asstt. Engineer, Telegraph & Telephone, (Diploma Holder).	350—925.
29	Transport Officer, Roads & Highways ...	350—925.
30	Traffic Officer, Roads & Highways ...	350—750.
31	Administrative Officer, Roads & Highways ...	400—800.
32	Asstt. Research Officer, Roads & Highways ...	250—600.
33	Office Superintendent, Railways ...	315—645.

¹ Diploma holders and non-technical graduates holding charge of Districts/Subdivisions and equivalent positions in Agriculture, Livestock and Fisheries Departments should be given facilities to acquire technical degree so that they can also be equated with the technical graduates.

Serial No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the Na- tional Pay Commission.)
(1)	(2)	(3)
		Taka.
34	Senior Asstt. Public Relations Officer, Railways	350—925.
35	Permanent Way Inspector, Grade I, Railways...	315—645.
36	Inspector of Works, Grade I, Railways ...	315—645.
37	Loco Inspector, Grade I, Railways ...	565—645.
38	Foreman, Grade I, Railways ...	565—645.
39	Signal Inspector, Railways ...	315—645.
40	Store Keeper, Grade I, Railways ...	315—645.
41	Traffic Inspector, Railways ...	315—645.
42	Transshipment Superintendent, Railways ...	315—645.
43	Chief Inspector, Watch and Ward, Railways ...	355—645.
44	Divisional Accountant, Railways ...	335—660.

APPENDIX I(g).

Illustrative List of Posts in Grade VII.

Serial No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
1	Sub-Registrar	200—450.
2	Upper Division Assistant	225—550.
3	Upper Division Clerk ²	135—315.
4	Senior Grade Clerk	240—325.
5	Office Superintendent	315—540.
6	Head Assistant	225—500.
7	Stenographer	240—550.
8	Steno-Typist ¹	145—275.
9	Head Assistant, District Offices	220—320.
10	Subdivisional Manager, Acquired Estates	225—500.
11	Settlement Kanungo	200—330.
12	District Kanungo ³	150—300.
13	Sheristadar, Dist. Judge's Office	280—430.
14	S. I. of Police	150—330.
15	Civil Defence Instructor, Grade I	220—460.
16	Jailor	325—520.
17	Deputy Jailor	150—330.

¹ Steno-typist and Stenographers perform the same nature of job. Steno-typists should, however, be required to attain requisite standard. Till they do so, they should not be allowed to cross an efficiency bar placed at an appropriate stage.

² Upper Division Assistant and Upper Division Clerk perform the same nature of duties.

³ District Kanungos are required to take diploma in Survey after Intermediate.

Serial No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the Na- tional Pay Commission.)
(1)	(2)	(3)
		Taka.
18	Sub-Asstt. Surgeon	225—450 + T. P. 25.
19	Chief Inspector of Food	275—425.
20	Inspector, Food ⁴	170—300.
21	Head Asstt., D. P. D.'s Office	260—360.
22	U. D. A., Food Offices	200—380.
23	Posts in Subordinate Agricultural Services, e.g., S.D.A.O. (other than technical degree holders).	210—520.
24	Thana Livestock Officer (other than Gradu- ates in Animal Husbandry or Veterinary Sciences).	180—360.
25	Marketing Officer	225—500.
26	Statistician, Fisheries Department	240—550.
27	Statistical Assistant, Fisheries Department	210—450.
28	Senior Forest Ranger	300—520.
29	Forest Ranger	200—330.
30	District Auditor, Co-operative Societies	325—510.
31	Inspector of Co-operative Societies	210—460.
32	Inspector of Income Tax	185—400.
33	Supervisor, Income Tax	185—400.
34	Inspector of Customs	185—450.
35	Preventive Officer, Customs	185—450.
36	Inspector of Taxation	180—350.

⁴Inspectors of Food are graduates.

Serial No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
37	Sub-Inspector of Excise ⁵	150—300.
38	Mail Motor Supervisor	265—590.
39	Assistant Supdt. of Post Offices	285—500.
40	Inspector of Post Offices	240—395
41	Town Inspector, Post Offices	135—315+S. P. 25.
42	Estimator, T. & T.	265—395
43	Jr. Accountant, T. & T.	265—590.
44	Telegraph Master	265—395.
45	Engineering Supervisor, T. & T.	265—345.
46	Tele-communication Technician	135—315.
47	Draftsman, T. & T.	185—325.
48	Sub-Asstt. Engineer	210—400.
49	Asstt. Transport Officer	210—400.
50	Divisional Accountant, P. W. D.	265—590.
51	Accountant, P. W. D.	225—550.
52	Staff Officer	220—460.
53	1st Grade Asstt., P. W. D.	280—430.
54	2nd Grade Asstt., P. W. D.	200—330.
55	Foreman, P. W. D.	300—590.
56	Store-Keeper, P. W. D.	250—520.
57	Asstt. Foreman, P. W. D.	210—400.

⁵Sub-Inspectors of Excise are graduates.

Serial No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the Na- tional Pay Commission.)
(1)	(2)	(3)
		Taka.
58	Personnel Inspector, Railways	315—545.
59	Senior Welfare Inspector, Railways ..	315—545.
60	Welfare Inspector, Railways	140—400.
61	Section Supdt., Railways	270—400+S. P. 25.
62	P. W. I., Grade II, Railways	270—400.
63	Asstt., P. W. I., Railways	185—315.
64	Inspector of Works, Grade II, Railways ..	270—400.
65	Asstt. Inspector of Works, Railways ...	185—315.
66	Loco Inspector, Grade II, Railways ..	495—595.
67	Loco Inspector, Grade III, Railways ...	315—495.
68	Foreman, Grade II, Railways	495—595.
69	Foreman, Grade III, Railways	315—495.
70	Driver, Grade I, Railways	175—350.
71	Asstt. Electrical Chargeman, Railways ...	185—315.
72	Electrical Mistry, Grade I, Railways ...	185—315.
73	Senior Electrical Chargeman, Railways ...	270—400.
74	Asstt. Signal Inspector, Railways	185—315.
75	Inspector, Railways	185—315.
76	Mistry, Grade I, Railways	185—315.
77	Asstt. Tele-communication Inspector, Railways	185—315.
78	Asstt. Permanent Way Inspector, Railways ...	185—315.

Serial No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the Na- tional Pay Commission.)
(1)	(2)	(3)
		Taka.
79	Asstt. Store-Keeper, Railways ...	185—315.
80	Supervisor, Railways ...	315—545.
81	Junior Traffic Inspector, Railways ...	270—400.
82	Station Master, Grade I, Railways ...	315—545.
83	Station Master, Grade II, Railways ...	270—400.
84	Station Master, Grade III, Railways ...	185—315.
85	Guard, Grade I A, Railways ...	175—350.
86	Sub-Asstt. Surgeon, Railways ...	220—395.
87	Matron, Railways ...	315—515.
88	Nursing Sister, Railways ...	270—400.
89	Senior Nurse, Railways ...	185—315.
90	Ward Keeper, Railways ...	135—315.
91	Inspector, Watch and Ward, Railways ...	270—400.
92	Senior Sub-Inspector, Watch and Ward, Railways	185—315.

APPENDIX I(h).

Illustrative List of Posts in Grade VIII.

Sl. No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
1	Upper Division Clerk ¹ (District Offices) ...	145—275.
2	Lower Division Assistant (Department) ...	110—240.
3	L.D. Assistant (Secretariat) ...	120—275.
4	Typist ...	110—240.
5	L.D.C. ...	110—240.
6	Tahsildar ...	100—145 + C.A. 10.
7	A.S.I. of Police ...	110—170.
8	Sub-Jailor ...	110—240.
9	Sub-Inspector, Food ...	120—240.
10	Head Mechanic, Flour Mills ...	155—275.
11	Electrician I, Flour Mills ...	140—250.
12	Electrician II, Flour Mills ...	135—210.
13	Posts in Lower Subordinate Agricultural Services (Upper ² , e.g., Agricultural Overseer—non-technical-Graduate T.A.O., etc.)	120—240.
14	Posts in Lower Subordinate Agricultural Services (Lower ³ , e.g., Agricultural Demonstrators, Union Agricultural Assistants.)	110—190.
15	Marketing Investigator ...	140—250.
16	Veterinary Field Assistants ⁴ ...	110—240.

¹ Upper Division Clerks should be allowed a suitable amount as charge pay over their grade pay for supervising the work of Lower Division Clerks.

² Officers holding such posts should be allowed a suitable amount as charge pay for supervising the work of officers holding posts in the lower level, i.e., the posts in the Lower Subordinate Agricultural Services (Lower).

³ Officers have two years' training in Agriculture Schools after Matriculation.

⁴ Officers have one year's training after Matriculation.

Serial No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
17	Thana Fishery Officer ⁶	120—275.
18	Fish Culture Officer	120—175.
19	Forester ⁶	100—145
20	Forest Ranger	130—200.
21	Deputy Ranger	110—190.
22	Weaving Expert, Co-operative Societies ...	150—300.
23	Asstt. Inspector of Co-operative Societies ...	145—275.
24	Weaving Supervisor, Co-operative Societies ...	110—240.
25	Sub-Post Master/Postal Clerk/R.M.S. Sorter ...	110—270.
26	Town Inspector, Post Offices	110—270 + S.P. 35.
27	Telegraphist/Teleprinter Operator	110—270.
28	Telephone Operator	110—270 + S.P. 15.
29	Surveyor, P.W.D.	120—275.
30	Works Asstt., P.W.D.	110—240.
31	Accountant, P.W.D.	140—250.
32	Store-Keeper, P.W.D.	140—250.
33	Electrician, P.W.D.	155—250.
34	Serang, P.W.D.	135—210.
35	Train Examiner, Railways	155—230.
36	Asstt. Train Examiner, Railways	140—180.
37	Fireman, Grade I, Railways	110—170.

⁵ Officers are I.Sc. or have one and half years' training after Matriculation.

⁶ Officers are Matriculates and have training in Forestry in addition.

Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(2)	(3)
	Taka.
Driver, Grade II, Railways	130—230.
Driver, Grade III, Railways	130—200
Driver, Grade IV, Railways	110—195.
r. Chargeman, Railways	155—220.
Electric Mistry, Grade II, Railways	165—220.
Electric Mistry, Grade III, Railways	135—180.
Lineman-cum-Wireman, Railways	125—180.
Signaller, Grade I, Railways	125—220.
Signaller, Grade II, Railways	120—180.
Mistry, Grade II, Railways	165—220.
Tele-communication Maintainer, Railways	120—180.
Transshipment Inspector, Railways	125—220.
Station Master, Grade IV, Railways	154—260.
Sr. Ticket Travelling Examiner, Railways	124—260.
r. T.T.E., Railways	110—180.
Guard, Grade I.B., Railways	175—275.
Guard, Grade II, Railways	130—200.
r. Nurse, Railways	124—260.
Midwife, Railways	110—180.
Dispenser, Railways	124—260.
Sub-Inspector, W and W, Railways	124—260.
Assistant Sub-Inspector, W and W, Railways	110—180.

APPENDIX I(c)

Illustrative List of Posts in Grade IX.

Sl. No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
1	Record Supplier	75—105.
2	Asstt. Tahsildar	100—145.
3	Head Constable, Police	90—120.
4	Naik, Police	75—105 + S.P. 4 + A. B. Allowance 4.
5	Constable, Police	75—105.
6	Chief Head Warder of Jails	110—145.
7	Head Warder, Jails	90—120.
8	Warder, Prisons	75—105.
9	Prisons Matron	85—110.
10	Sukani, Food	85—110.
11	Head Egg Tester, Agri. Marketing	85—110.
12	Egg Tester, Agri. Marketing	75—100.
13	Fieldman, Fisheries	100—145.
14	Pump Operator, Fisheries	100—145.
15	Forest Guard ¹	73—100.
16	Gestetner Operator, Audit & Accounts	80—116.
17	Branch Post Master	110—140.
18	Head Postman	110—140.
19	Postman	80—118.

¹ Forest Guards are semi-skilled persons.

Sl. No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
20	Mali	80—118.
21	Guard	80—118.
22	Daftary	80—90.
23	Record Sorter	80—90.
24	Asstt. Electrician, P.W.D.	100—150.
25	Electric Wireman	80—90.
26	Packer	75—80.
27	Porter	75—80.
28	Lineman, T. & T.	80—118.
29	Fireman, T & T	80—90.
30	Blue Printer, PWD	75—105.
31	Road Mohrar, PWD	75—105.
32	Jamadar of Peons	75—90.
33	Line Jamadar, Railways	80—110.
34	Fireman, Grade II, Railways	110—140.
35	Fireman, Grade III, Railways	85—110.
36	Machineman, Grade I, Railways	80—110.
37	Fitter, Grade I, Railways	80—110.
38	Machineman, Grade II, Railways	75—90.
39	Fitter, Grade II, Railways	75—90.
40	Fireman, Grade IV, Railways	85—95.

LIBRARY

Bengal

Serial No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the Na- tional Pay Commission.)
(1)	(2)	(3)
		Taka.
41	Meter Reader, Railways	90—110.
42	Asstt. Wireman, Railways	75—90.
43	Meter Reader, Railways	75—90.
44	Labour Sardar, Railways	80—130.
45	Cameraman, Railways	75—90.
46	Striker, Railways	75—90.
47	Pointsman, Railways	75— 90 .
48	Conservancy Jamadar, Railways	75—90.
49	Head Jamadar, Railways	80—130.
50	Union Agricultural Assistants (former PLA) ..	100—145.
51	Fieldman (Fisheries)	110 (fixed).

APPENDIX I(j).

Illustrative List of Posts in Grade X.

Sl. No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
1	Peon	70—95.
2	Sweeper	65—80.
3	M.L.S.S.	70—95.
4	Contingent Menial	70—95.
5	Pond Watcher	70—95.
6	Fisherman	70—95.
7	Chowkider	70—95.
8	Watcher, Fisheries	70—95.
9	Mali	70—95.
10	Jamadar	72—80.
11	Chowkidar	72—80.
12	Farash	72—80.
13	Runner	72—80.
14	Mali	65—80.
15	Daftry	73—100.
16	Pump Driver, PWD	72—95.
17	Generator Driver, PWD	70—95.
18	Cleaner, PWD	70—95.
19	Helper, PWD	70—95.

Sl. No.	Name of Post.	Existing Scale of Pay. (New Pay Scales will be determined by the National Pay Commission.)
(1)	(2)	(3)
		Taka.
20	Greaser, PWD	70—95.
21	Boatman, PWD	70—95.
22	Khalashi, PWD	70—95.
23	Blue Printer Khalashi, PWD	70—95.
24	Keyman, Railways	70—85.
25	Watchman, Railways	70—85.
26	Gateman, Railways	70—85.
27	Engine Lighter, Railways	70—85.
28	Engine Cleaner, Railways	70—85.
29	Trolleyman, Railways	70—85.
30	Khalashi, Railways	70—85.
31	Porter, Railways	70—85.
32	Lampman, Railways	65—80.
33	Aya, Railways	65—80.
34	Washerman, Railways	70—85.
35	Cook, Railways	70—85.
36	Watchman, Railways	70—85.
37	Naik, Railways	70—85 + S.P. 3.
38	Escort Watchman, Railways	70—85.

APPENDIX II

POINT COUNT SYSTEM FOR APPOINTMENT OF UNIVERSITY
TEACHERS.

(Vide Para. 4.42)

A small Committee set up by the Vice-Chancellor has gone into the question of laying down the qualifications for various teaching posts in the University of Calicut. After careful consideration, the Committee has suggested the following qualifications for appointment to different categories of teaching posts. This should act as a guide-line. It has been done with the sole intention of improving the overall academic standard in the University.

2. The Government Colleges may also adopt these qualifications, with suitable modifications, for appointment to various teaching posts in the colleges:—

Lecturership :

	Points.
a) First Division in the S.S.C.	5
First Division in the H.S.C.	5
First Class in Honours in B.A., B.Sc., & B.Com.	12
First Class in M.A., M.Sc. & M.Com.	10
	32
b) Other variations may be as follows:—	
First Division in the S.S.C.	5
First Division in the H.S.C.	5
Second Class in Honours in B.A., B.Sc. & B.Com.	6
First Class in M.A., M.Sc. & M.Com.	10
	26

c) In any case, the minimum points that a person seeking this post should have, are 20. None below that should be appointed. All lecturers are required to write a monograph or publish research work within three years of joining the University.

B. Assistant Professorship:

(a) Minimum points—20

(b) Ph.D.—15

Ph.D. degree holders from Oxford, Cambridge, London, Harvard, Yale, Chicago and other famous Universities would be given proper and due importance.

(c) Publications: Papers in leading academic journals would have additional advantage.

(d) M.A., M.Sc., M. Phil. degrees from foreign Universities should be considered provided they have research publications in journals dealing with their respective fields of specialisation.

(e) B.A. (Hons.), B.Sc. (Econ.) from famous Universities like Oxford, Cambridge, London and others will have first preference.

C. Associate Professorship:

(a) Minimum—20 points;

(b) Ph.D.—10 to 15 (depending on the University);

(c) Research Publications—books and articles in leading journals—10 to 30 points.

D. Professorship:

This is the highest academic position in a University.

(a) Established reputation as a scholar.

(b) Duties—teaching but mainly guidance in research work.

(c) Outstanding publications or contributions during the last three or five years prior to his appointment as a Professor.

(d) Inaugural lecture on his appointment as a Professor is compulsory.

APPENDIX III

PROCEDURE FOR APPOINTMENTS AND PROMOTIONS

*(Vide Para. 6.22)***1. Posts in Grade I.**

It would be appropriate if cases of persons eligible for appointment to the posts included in this Grade are first considered in a Cabinet Sub-Committee. The relevant Minister for whose Ministry the selection will be made, should be invited to the Cabinet Sub-Committee if he is not a member of the Committee. Thereafter, the Personnel Division may obtain the orders of the Prime Minister on the recommendations of the Cabinet Sub-Committee.

2. Other Posts in the Senior Policy and Management Group, i.e., Grades II & III.

The Personnel Division should ascertain the vacancies in the various posts included in these Grades from the Ministries concerned and also obtain from them a list of all eligible candidates for consideration for appointment to these posts. Thereafter, the cases should be placed for consideration before the Selection Board referred to in para. 6.19. The recommendations of the Selection Board should be shown to the Minister concerned and, thereafter, the cases should be submitted by the Personnel Division to the Prime Minister for orders. Orders for appointment to the posts outside the Secretariat should be issued by the Ministry concerned. Deputation orders to the Autonomous Organisations and Nationalised Enterprises may, however, be issued by the Personnel Division.

3. Posts in Grades IV and V.*(a) Direct recruitment quota and promotion through examination.*

The Personnel Division should ascertain the vacancies in consultation with Ministries and report the vacancies to the Public Service (First) Commission for holding competitive examination. The recommendations of the Public Service (First) Commission should be submitted to the Prime Minister by the Personnel Division for orders. Orders for appointment to Functional Group posts should be issued by the Ministries concerned. Orders for appointment to Area Group posts should also be issued by the Ministries subject to such delegation of powers as may be made by the Personnel Division.

(b) Promotion against selection quota, i.e., otherwise than by way of Direct Recruitment or Promotion Examinations.

The Ministries concerned should ascertain the vacancies in consultation with the Personnel Division. Thereafter, the cases of all eligible candidates in the respective Functional and Area Group vacancies should be placed before the appropriate Departmental Promotion Committee for consideration. A Member

of the Public Service (First) Commission should be the Chairman of the Committee and an officer of the Personnel Division should be a Member of the Committee. The recommendations of the Departmental Promotion Committee should be placed before the Prime Minister through the Minister-in-charge of the concerned Ministry for orders. For the posts of Section Officer, the Personnel Division may be the concerned Ministry.

4. Posts in Grade VI.

The Ministries concerned should report the vacancies for promotion through examination to the Public Service (First) Commission for holding the examination. The recommendations of the Public Service (First) Commission should be placed before the Minister-in-charge of the concerned Ministry for orders. The cases of all persons eligible for appointment within the promotion-through-selection quota should be placed before the appropriate Departmental Promotion Committee for consideration. A Member of Public Service (First) Commission should be the Chairman of the Committee and an officer of the Personnel Division should be a Member of the Committee. The recommendation of the Departmental Promotion Committee should be placed before the Minister-in-charge of the concerned Ministry for orders. For administrative convenience, the Departmental Promotion Committee should limit their consideration to the candidates from the respective Departments only. Orders of appointment should be issued by the Ministries or by the Departments in accordance with such delegation as may be made by the Ministries.

5. Posts in Grades VII and VIII.

The Ministries should delegate the powers of appointment to these posts outside the Secretariat to the Heads of the attached Departments. The Department concerned should, in their turn, delegate the powers of appointment in Grade VIII to the Heads of appropriate subordinate offices. The respective appointing authorities should calculate the vacancies for direct recruitment and promotion on the basis of examination and report the same to the Public Service (Second) Commission for holding examination. The appointment should be made on the recommendations of the Public Service (Second) Commission. For the vacancies against promotion quota, the recommendations of the appropriate Departmental Promotion Committees should be obtained and appointments made on the basis of the recommendations which should be subject to the approval of the Public Service (Second) Commission.

6. Posts in Grades IX and X.

For posts outside the Secretariat, the Department concerned should designate appropriate Heads of subordinate offices for making appointment to these posts.

APPENDIX IV.

AUTHORITIES FOR POSTING AND TRANSFER.*(Vide Para. 6.23).*

Posting and transfer to and from the various posts may be made by the following authorities:—

(i) Posts in Grades I and II—

Personnel Division with prior consultation with the Minister concerned and with the approval of the Prime Minister. Powers in respect of posts outside the Secretariat should be delegated to the respective Ministries.

(ii) Posts in Grade III—

- (a)* Secretariat posts—Secretary, Personnel Division in consultation with the concerned Ministries.
- (b)* Posts outside the Secretariat—Ministries concerned with the approval of the Minister.

(iii) Posts in Grade IV—

- (a)* Secretariat posts—Secretary, Personnel Division in consultation with the concerned Ministries.
- (b)* Posts outside the Secretariat—Ministries concerned with the approval of the Minister.

(iv) Posts in Grade V—

- (a)* Secretariat posts—Secretary, Personnel Division.
- (b)* Posts outside the Secretariat—Heads of Attached Departments concerned.

(v) Posts in Grade VI and below—

Heads of Attached Departments concerned. In appropriate cases, powers should be delegated to suitable Heads of subordinate offices. Secretariat posts should, however, be the concern of the Ministries.

APPENDIX V.

ELIGIBILITY FOR APPOINTMENT TO SECRETARIAT POSTS.*(Vide Para. 6.37).*1. *Section Officers—*

Eligibility for admission to Grade V.

2. *Deputy Secretary—*

- (i) At least 8 years of service in any existing Class I services or posts of which at least 3 years must be in Senior Class I position, *i.e.*, in scales of pay of Taka 750—1,500 and equivalent scales and/or above.

Or,

- (ii) 12 years of service as a Section Officer in the former Central Government. *(Vide Note 1).*

Or,

- (iii) 15 years of service as a Section Officer of the former Provincial Government. *(Vide Note 2).*

Selections should be made by the Board referred to in para. 6.19.

3. *Joint Secretary—*

- (i) At least 14 years of service in any existing Class I services or posts of which at least 10 years must be in Senior Class I position, *i.e.*, in scales of pay Taka 750—1,500 and equivalent scales and/or above.

Or,

- (ii) 5 years of service as a Deputy Secretary to the former Central Government.

Persons, who would have to wait for earning eligibility for consideration for appointment as Deputy Secretaries after having completed 8 years of Class I service for reasons of their not having completed 3 years of Senior Class I service, *i.e.*, in the scale of Taka 750—1,500, should, however, be deemed to be eligible for consideration for appointment as Joint Secretaries after they have put in 5 years of service as Deputy Secretaries **less the number of years they had to wait for acquiring the eligibility for appointment as Deputy Secretaries** as above, subject to the condition that one must put in at least 3 years of service as a Deputy Secretary before being considered for the post of Joint Secretary. This provision should apply only to the new appointees to the post of Deputy

Secretaries in pursuance of our recommendation and not to the persons who have already been appointed as Deputy Secretaries. (*Vide Note 3*).

Or,

- (iii) 10 years of service as Deputy Secretary of the former Provincial Government. (*Vide Note 4*).

Selection should be made by the Board referred to in para. 6.19.

4. *Secretary—*

At least three years of service as Joint Secretary to the former Central Government or equivalent position. One must have previous experience of work in the Secretariat. The selection should be made by the Prime Minister in consultation with the concerned Minister on the recommendation of the proposed Cabinet Sub-Committee from amongst the persons who have requisite background and experience for appointment as a Joint Secretary of the Ministry.

NOTES

Note 1.—The former Central Secretariat Service did not have any scale equivalent to Taka 750—1,500. Their eligibility will, therefore, have to be determined on the basis of their service in the Section Officer's position. The period of service rendered as Section Officer in Bangladesh Secretariat at Mujibnagar or at Dacca since 16-12-71, should count as the same period of service rendered in the erstwhile Central Secretariat.

Note 2.—The former Provincial Secretariat Service did not have scale equivalent to Taka 750—1,500. Their eligibility will, therefore, have to be determined on the basis of their service rendered as Section Officers. One year's service rendered as Section Officer in Bangladesh Secretariat at Mujibnagar or at Dacca since 16-12-71 should count as equivalent to two years of service rendered in the former Provincial Secretariat. On this basis, all first batch recruits to the former Provincial Secretariat Service will now be eligible for consideration for appointment as Deputy Secretary (Section system was introduced in the year 1960). This will also put them at par with the members of former Provincial Civil Service who are eligible for consideration for selection to listed posts (850—1,650) on completion of 12 years of service. The requirements for their consideration for appointment to the post of Deputy Secretaries to the erstwhile Central Government stand at 12 years of service in their own grade *plus* 3 years in the senior scale, *i.e.*, a total of 15 years for those who are in the listed posts. In fact, it takes them longer than 12 years to be promoted to the listed posts.

Note 3.—Five years of service as a Deputy Secretary was considered to be the usual standard for eligibility for consideration for appointment as Joint Secretary in the erstwhile Central Secretariat.

The period of service rendered as a Deputy Secretary in the Bangladesh Secretariat at Mujibnagar or at Dacca since 16-12-71 should count as the same period of service rendered in the erstwhile Central Secretariat.

Under the existing procedure, admission to Senior Class I scale, *i.e.*, Taka 750—1,500 or equivalent scales comes rather late for certain services. It would be appropriate if their requirement for eligibility for promotion to the next higher grade from the post of Deputy Secretaries is made slightly shorter.

Note 4.—The members of the former Provincial Secretariat Service on appointment as a Deputy Secretary used to get special pay of Taka 275 over their grade pay in the scale of Taka 375—1,050. Their appointment as Deputy Secretary in the former Provincial Government may, therefore, be taken to be their appointment equivalent to senior scale (Taka 750—1,500) position wherein one has to put in 10 years of service for eligibility for consideration to the post of Joint Secretary.

Note 5.—The equivalence of the posts in the erstwhile Central and Provincial Governments was the following:—

Erstwhile Central Government. (1)	Erstwhile Provincial Government. (2)
Secretary (Tk. 3000)	Chief Secretary (Tk. 3000)
Additional Secretary (Tk. 2750)	Additional Chief Secretary, Member, Board of Revenue (Tk. 2750)
Joint Secretary (Tk. 2300—2600)	Secretary (Central J. S. Status), Commissioners of Divisions (Tk. 2300—2600)
Deputy Secretary (Senior Scale+Tk.440)	Secretary (Senior Scale+Tk.440)
	Joint Secretary (Senior Scale+Tk.330)
Senior Scale Section Officer (Senior Scale)	Deputy Secretary (Senior Scale +Tk.275)
Section Officer [Tk. 500—1000+220 (CSP)] [Tk. 450—1000+220 other Cen- tral Class I] [Tk. 375—1050+220 (PCS)] [Tk. 450—1000 (CSS)]	Section Officer [Tk. 500—1000+220 (CSP)] [Tk. 375—1050+220 (EPCS)] [Tk. 375—1050 (EPSS)]

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