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A STUDY OF THE CAREER DEVELOPMENT
PROGRAMME IN THE BANGLADESH CIVIL
SERVICE

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Bangladesh Public Administration Training Centre
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Chapter I

INTRODUCTION

Background of the study

Career development is perhaps one of the most complicated and yet a very important one in the whole of personnel administration. When a new entrant joins a job in an organization, his hopes and aspiration in mind are tremendous. Along with the job, his position in the family and neighbourhood and his social relations are changed on the basis of the job he enter into. An old trainer reports that a marriage negotiator approached him to know about a young trainee. When the trainer reported that the trainee was a nice good boy, the negotiator interfered by saying that he only wanted to know whether the trainee belonged to a cadre service because this was a deciding issue for his parents to give their daughter in marriage or not. Thus the job of a new entrant is not only the source of his income but also an indicator of his status and social recognition. These, however, in turn are dependent on the entire job-situation in the government, autonomous, non-government organisations and the type of job e.g. ad-hoc, temporary, permanent, cadre, non-cadre, advantageous or disadvantage posting, transferable or non-transferable, job with higher opportunities for promotion or lower promotion prospects, job with retirement benefits or not, job with much or less strenuous work, job with orderlies, well furnished offices, telephones, residence, cars or not and host of other factors.

In advanced countries, often jobs in industries and business are preferred over government-jobs because of pay, opportunities for promotion and different recreational and other fringe benefits. However, preferred jobs in commercial or industrial organisations depend not only on the salary but on the security of job as well as retirement or ~~old~~ age benefits. In India people often prefer to join Birla group of industries because the employer generally looks

them after in their old age and there is a more security of job there than many other private concerns.

In Bangladesh, generally people prefer government jobs over the jobs in the private organizations. As a less developed country, job security and career development in the private concerns are considered to be less than those in government. One may get higher salary and yet may resign it for a government job with less salary. When an interviewee for a semi-government job in an autonomous organization was asked why he sacrificed his salary for a semi-government job, he lamented by saying that no doubt he got double the amount as pay but his present boss might at any day tell~~ing~~ him not to come next day by giving him in an envelope one month's advanced salary. 'I must not risk my career in this way', he said.

Secondly, Bangladesh has still a 'mai-bap' concept of government. A government job is a symbol of power, authority, prestige as well as privileges. A well-to-do physician keeps his government job, although he gets 10 to 20 times more money from the private practice because the job is a source of advertisement for him and the hospital beds are the tips for his clients. 'You cannot understand your job', says a top level administrator to a group of mid level trainees, 'unless you retire from your job and sit on the other side of the table'.

There was also a time when a government official used to get a handsome salary. The Beams Commission in 1985-86, for example, stated that the Head Clerk of government Estate of Mednapur estate used to get Rupees one hundred and the commission recommended an increase of salary by 10%. Even in the late British period a government primary school teacher used to get Rs 12/- per month when he not only managed his family livelihood with it but also had a small saving. A clerk of a Deputy Commissioner at that time was a well-to-do man even if he was honest, not to speak of several other positions of illegal income like Peshkar, Tahashildar etc.

But with the passage of time and increased inflation over the years, a government servant is now generally regarded to be an ill-paid person although government tried several times to increase his lot by pay-scale revision. People now increasingly prefer jobs in foreign firms or foreign countries over jobs within the country. A government officer belonging to the district of Sylhet lamented by saying, 'Twenty-three years back when I had visited my district town on an official duty and drove an official jeep, people came to me to ask for a government job, now the people only ask for licence or permits to go abroad for job-seeking. Some people even occasionally ask me why I myself have not got a good job although having a good academic career'. Even in certain organizations, district quota for some districts such as Sylhet could not be filled in because people are not attracted to government jobs as before.

There is also another side of the story. In an advanced country a person joining a lower job may not find door of superior positions closed for him for ever. There are instances even in a conservative country like U.K. that a person entered into first job as a postal peon or the like and rose to the highest position of the bureaucracy as the permanent Secretary in the long run by dint of his work, ability, training, further education and opportunity for job-mobility. More such examples are found in position-oriented countries like U.S.A or Canada. But in our country a peon or a clerk in the office of the Deputy Commissioner can never dream of becoming a Deputy Commissioner, or an MLSS or a Typist in the Secretariat can never think of becoming a Deputy Secretary, even if they become educationally qualified.

In Bangladesh, today career development planning has an added significance particularly when government is engaged in the gigantic task of administrative and organizational decentralization and reforms. The success of any administrative reform largely depends on the willing cooperation of the employees at all levels. This, in turn, depends on motivation ^{amongst} ~~in~~ the employees and their career development programmes.

In Bangladesh nearly 12 lakh public servants are spread over in about 44 ministries/divisions, 188 departments/directories/sub-ordinate offices and 111 public corporations. Out of this nearly 65 thousand employees are government servants and about 35 thousand are in class I positions. There was a time when non-cadre officers outnumbered the cadre strength. But with the introduction of 31 cadres (including senior service pool), the majority of class I officers are now included in the cadre strength with a gigantic responsibility on the part of the Ministry of Establishment. Apart from the responsibility of recruitment of the personnel of the 31 cadres, the Ministry of Establishment is directly responsible for administering 3 important cadres viz. Senior services pool BCS (Administration) and BCS (Secretariat). This has entailed heavy responsibility on the part of the Ministry of Establishment.

Moreover, government jobs are essentially linked with the total job opportunity in the country and the entire human resource development, but as already ^{been} said the position had now been changed. A recent survey of 150 class I officers showed that 34% would accept jobs in a foreign country or company and 57% would not advise their young sons and dependents to follow their vocation. This has necessitated a thorough revision of career development programme and the responsibilities of the Ministry of Establishment in respect of career planning and development.

Furthermore, career planning should be related to the total manpower ^{planning} of the country. In this respect, there must be a coordination amongst the four different phases of a career, namely education,

recruitment, training and deployment. Our education system is varied and unco-ordinated. Madrasha education, for example, has almost no place in public service employment. Similarly, University examinations often do not match with public service commission examinations. Our training is imparted often by rule of thumb. A person receiving an MS degree in agricultural economics abroad, got his posting in the Ministry of Education as Assistant Secretary⁵ looking after the special management committees of the schools. Thus the deployment of the services of the officers are often not made on the basis of his background or training. Moreover, the base for mobility in the service in our country is too narrow and limited. This combined with changes in the constitution and political leadership from time to time has put the public servant in an uncertainty about his service as well as his career prospect.

Purpose of the study

There have been few studies in respect of career planning and development in Bangladesh although there has been proliferation of organizations and high rate of increasing governmental personnel from year to year. Even in several cases job descriptions of positions are not spelt out and the incumbents find themselves in a confused state about what they are supposed to do or what their future would be. This has led not only to mismatch individual and organizational needs but also to misuse the national wealth and resources. The objective of the study was to explore what arrangements are there for career planning and development in some sample cadre services of the Bangladesh civil service.

Broadly the objectives of the study were as follows:

- 1) To make an empirical study of career planning in the civil service, the result of which could be used by the researchers and the academicians.
- 2) To gather information on career planning which could be used by the Ministry of Establishment and other ministries concerned to make their own career planning programmes for the civil servants.
- 3) To search for inter-cadre problems and find out if there

could be a uniform pattern for career advancement.

- 4) To search for the relationship between the career development and career planning administration.
- 5) To find out the nature of coordination amongst the different phases of the career of an individual viz. education, recruitment, training and deployment.
- 6) To find out whether there was any scope for inter-sectoral mobility in the services.
- 7) To find out whether there was an effort by the career planners to meet the expectations of the employees with the expectations of the employer.
- 8) To find out to what extent productivity is related to job satisfaction and if there were better alternatives for job satisfaction than mere pay and allowances.
- 9) To make an enquiry how professionalism and specialisation could be brought forth to make the civil service production oriented.
- 10) To find out the role of the Ministry of Establishment in respect of career planning and development of BCS cadres and whether it is over-burdened with such work demanding for deconcentration of career planning and development administration.

Scope of the Study

The study included an examination of the career planning and development system of the three important cadres of the three different types viz..BCS(Admn), BCS(Police), and BCS(Engineers:Public works).

BCS(Admn) was taken up for its uniqueness as a generalist cadre with its earlier traditions of Civil Service of Pakistan and the East Pakistan civil service as well as the mingling of a semi-specialist cadre viz. Industrial Management Service which showed its appearance for a brief period in Bangladesh in the initial years. It is also a populous cadre in the country.

BCS(Police) was taken up as a regulatory cadre with its special features and direct contribution to the development of law

and order of the country so needed for all developmental efforts. The cadre has its own prestigious background from Indian Police Service and the Police Service of Pakistan mixed up with erstwhile ~~and~~ East Pakistan Police service as well as the representation from other forces like army or the Ex Mujibnagar police personnel as well as promotees from Subordinate Police Service. This was considered to be a service where a person entering as a constable might also ascend to certain higher echelon by dint of his capability and merit.

BCS(Engg:Public Works) later termed as BCS(Public Works), was taken up as a representative cadre of the specialised services which even when not a cadre could attract a large percentage of the talents of the country and vividly considered to be a directly involved developmental agent in Bangladesh. Apparently, the cadre also carries with it a long experience of the turmoils in the past towards the developmental efforts in the fields and the generalist-specialist controversy.

The scope of the study included an examination of the present system of career planning and administration by the Ministry of Establishment as well as concerned ministries in order to find out the level of the morale of the cadre officers under study and the rational basis for their career advancement.

Limitations

Following were the limitations of the study:

- 1) The study focused its attention only to three cadres of different types in the Bangladesh Civil Service. Certain other types of specialist cadres such as BCS(Customs), BCS(Foreign Affairs), BCS(Judicial) etc. might have altogether a different nature of career planning opportunities and prospects not similar to those under the present study.
- 2) The study was primarily an opinion servery and not a proper documentary study as is usually made by a commission or a committee.
- 3) The opinion of a number of intended cadre officers could not be available because of their absence from the country, excessive pre-occupations, unwillingness to respond or fear.

4) Some of the available samples under study did not respond to the questionnaires obviously because they did not have a good academic background and hence were not willing to expose themselves.

5) The annual confidential report-the only recorded source of assessment of an employee in our system could not be studied as ACRs were classified documents.

6) The opinion of some high level educationists and others was just suggestive in nature. It was generally seen that outsiders do not have sufficient knowledge about the intricacies of the career development of BCS Cadres.

Chapter II

Methodology of the study

The study was principally an opinion survey of some sample incumbents of the BCS(Admn), BCS(Police) and BCS(Public Works) of roughly 6-16 years of service as well as the opinion survey of

- 1) Some senior members of the cadres under study.
- 2) Some top level secretariat officials
- 3) Some university professors
- 4) Some top level officials of the attached departments
- 5) Some top level industrial and business executives
- 6) Some key persons in the Ministry of Establishment
- 7) Some planners and trainers

Originally, it was intended that the opinion of some Upazila Chairman would be taken, but when around 20 upazila chairmen were approached, every body expressed his innocence about the knowledge of the career planning and development of the cadres under study.

After studying the available literature on career planning, the researchers studied the career planning system engineered by Ministry of Establishment. A questionnaire was administered to the selected members of the three cadres. Graduation lists were collected from the Ministry of Establishment and the following data was initially found out for selecting the samples.

Table 1

Strength of the cadres under study		
Cadre	Proposed Strength	Gradation list number
BCS(Admn)	3,097	1,304
BCS(Police)	595	259
BCS(Engg:Public Works)	577	237

By scanning the very top positions and very junior positions it was planned to approach mid 500 incumbents of the BCS(Admn) cadre, mid 150 of the BCS(Police) cadre, and mid 125 of the BCS (Engg:Public Works) cadres. In fact, all the Deputy Commissioners and Superintendents of Police and most of the Executive Engineers of the BCS(Engg:Public Works) were approached. The opinions were received from the following number:

BCS(Admn)	118
BCS(Police)	50
BCS(PWD)	78

Originally, it was thought that available cadre officials in the capital city, three other divisional headquarters and only one district could suffice. But later on, it was discovered that divisional headquarters could only give few of the desired respondents. Hence approach was made to districts and even to upazila levels.

On the basis of the opinions received from the officials, the second questionnaire was designed for the opinion survey of top level educationists, specialists in the relevant fields, trainers, planners etc. and the opinions of 92 such persons were collected and incorporated in the report.

In all opinions of 338 respondents were taken, out of which there were 118 officials were from BCS(Admn) cadre including 21 officials who are now in the SSP, 50 were from BCS(Police) cadre, 78 were from BCS(Engg: Public Works) cadre, 13 were Educationists, 46 were top Administrators, 14 were senior members of Police and Engineering service, 19 were Planners, Trainers etc.

Amongst the BCS(Admn.) cadre respondents 4(3.4%) were ex-CSP officers, 24(20.3%) were ex-EPCS officers Class I, 17(14.4%) were ex-EPCS Class II, 14(11.9%) were ex-IMS officers, 9(7.6%) were earlier in other services and 50(42.4%) were recruited after Bangladesh emerged. Amongst the Police Officers 2(4.0%) were ex-PSP officers, 2(4.0%) were ex-IMS officers and 2(4.0%) joined from BCS(Education), 4(8.0%) from army, 8(16.0%) from non-cadre Government services and 32(64.0%) were direct cadre officers. Amongst the respondents of BCS(Engg:Public Works) 3(3.8%) were ex-CES officers, 19(24.4%) were from ex-East Pakistan Engineering Services officers and others were recruited after independence or promotees.

The length of service of the respondents of the three cadres were as follows:

Table I
Length of services of cadre respondents

Years	BCS (Admn.)	BCS (Police)	BCS (Engg:Public Works)
6 - 10	19(16.1)	6(12.0)	12(15.4)
11 - 15	41(34.7)	24(48.0)	24(30.8)
16 - 20	33(28.0)	6(12.0)	7(9.0)
21 - 25	19(16.0)	8(16.0)	18(23.0)
Above 25	6(5.2)	6(12.0)	17(21.8)
Total	118(100.0)	50(100.0)	78(100.0)

The educational qualification of the respondents were as follows:

Table-2

Educational qualification of the cadre respondents.

Qualification	BCS (Admn.)	BCS (Police)	BCS (Engg: Public Works)
Intermediate	1(0.8%)	4(3.0%)	0(0.0%)
Bachelor in Arts	20(16.9%)	21(42.0%)	0(0.0%)
Bachelor in Science	9(7.6%)	3(6.0%)	0(0.0%)
Bachelor in Commerce	4(3.5%)	1(2.0%)	0(0. 0%)
Bachelor in Engineering	0(0.0%)	0(0.0%)	70(99.7%)
Master of Arts	46(39.1%)	13(26.0%)	0(0.0%)
Master of Science	9(7.6%)	7(14.0%)	1(1.3%)
Master of Commerce	6(5.1%)	1(2.0%)	0(0.0%)
LL.B	15(12.7%)	0(0.0%)	0(0. 0%)
Post-Master's	6(5.1%)	0(0.0%)	5(6.4%)
Others	2(1.7%)	0(0.0%)	2(2.0%)
Total	118(100%)	50(100%)	78(100%)

The quality of education of the respondents is shown in the following table:

Table-3

Quality of education of cadre respondents

Quality	BCS (Admn.)	BCS (Police)	BCS (Engg: Public Works)
Four First Divisions	3(2.5)	0(0.0%)	0(0.0%)*
Three First Divisions	3(2.5%)	0(0.0%)	10(12.5%)
Two First Divisions	16(13.5%)	5(10.0%)	31(39.7%)
One First Division	23(19.5%)	2(4.0%)	22(28.2%)
Four Second Divisions	15(12.7%)	7(14.0%)	2(2.6%)
Three Second Divisions	16(13.5%)	6(12.0%)	7(9.0%)
Two Second Divisions	17(14.4%)	7(14.0%)	1(1.3%)
One Second Division	18(15.3%)	7(14.0%)	1(1.3%)
Others (Not answered)	12(10.1%)	16(32.0%)	4(5.1%)
Total	118(100%)	50(100%)	78(100%)

* Engineers usually do not have 4th Univ. / Board exam.

7(5.9%) officers of BCS(Admn.) cadre, 2(4.0%) officers of BCS(Police) cadre and 3(3.8%) officers of BCS(Engg:Public Works) had secured places in the Matriculation or Intermediate level, 45(38.1%) respondents of the BCS(Admn.) cadre, 8(16.0%) respondents of the BCS(Police) cadre, 4(5.1%) respondents of the BCS(Engg: Public Works) cadre had printed publications. 24(20.3%) of the BCS(Admn.), 16(32.0%) of the BCS(Police), 13(16.7%) of the BCS(Engg: Public Works) served as Chairman/Secretary of the important committees. 13(11.0%) of the BCS(Admn.) cadre, 14(28.0%) of the BCS(Police) cadre and 5(6.4%) of the BCS(Engg: Public Works) cadre got some distinction/award for their performance in the service.

Amongst the respondents of BCS(Admn) cadre, 3(2.5) got no promotion, 55(46.3%) one promotion, 44(37.3%) two promotions, 11(9.3%) three promotions and 5(4.2) more than three promotions. Similarly out of the respondents of BCS(Police) cadre 3(6.0%) got no promotion, 6(12.0%) received one promotion, 22(44.0%) two promotions, 14(28.0%) three promotions and 5(10.0%) more than three promotions. Again out of the respondents of BCS(Engg: Public Works) 25(32.0%) got no promotion, 41(52.6%) got one promotion, 10(12.8) two promotions, 1(1.3%) three promotions and 1(1.3%) more than three promotions.

CHAPTER - III

HUMAN RESOURCES DEVELOPMENT

Introduction

This chapter is devoted to the study of human resources development while this is a case study on career planning in the Bangladesh Civil Service. There is a linkage between the two, and this should be explained in the introduction to this chapter.

The people in the civil service are drawn from the total manpower available in the country. There is a relationship between manpower development and human resources development, which will be explained in the appropriate place in this chapter. The quality of the civil service is basically a function of the quality of the civil service clientele. Again, the civil service does not function in isolation from the total manpower. And the manpower of a country functions as a totality-as one entity. As such, it is necessary that the manpower of a country is planned as a totality. It is in this context that it is necessary to refer to human resources development while talking about career planning in the civil service. For human resources development it is also necessary that references are made to nutrition and education available for people because both contribute more than any other inputs to human resources development. Finally, even a capable manpower will fail to contribute much to economic development unless its morale and moral standard are high. References to all this will be made in this chapter.

The Philosophy

In an article on human resources Wilfred Beckerman,¹ a member of the Oxford University Faculty of Social Studies, has questioned the worthiness of the preservation of human race or the rationality of the continued existence of human race. The article is essentially a philosophical approach to the development and employment of human resources and the author is fully aware that he could be taken as "talking philosophical nonsense". Beckerman did not talk any philosophical nonsense. He has drawn his reasoning from the theory that the genetic power of man has given him the faculty of speech and thought. According to Beckerman, "the genes of man have not, as in the case of numerous other species, led to our deliberate and chosen self-destruction". Beckerman believes that genetical changes may make a man a mutant, which nobody wants to be. His thinking is somewhat saddish

With reference to Beckerman's thinking about human resources development it may be said that mankind has not yet chosen, at least deliberately, to commit self-destruction although he has achieved unbelievable successes to commit that. Mankind still has the propensity to produce and reproduce. The problem for man is that he has not been able to achieve a balance between the two; production and reproduction. This, however, is not universally true. For some people their rate of production is more than the rate of their reproduction. But for the vast majority of mankind the problem is production for their survival. It is by producing material goods and services that mankind

1. Wilfred Beckerman. "Human Resources: Are they worth Preserving" in Paul Streeten and Harry Maier (eds), Human Resources, Employment and Development. Vol. 2: Concepts, Measurement and Long-Run Perspective. London, The Macmillan Press Ltd., 1983 pp 8-28.

can survive and become the best of the species. And this conforms so much to Marx's thinking. Marx saw man as "a producer" and foresaw a future when he would produce according to "the laws of beauty" and not to exploit his fellow men and thus become a perfect man.²

If it is difficult for man to achieve a balance between production and reproduction. It is because production is by far the most difficult of the tasks for man. Production is of primordial importance for the very survival and development of human resources.

The problem of human resources development is essentially a national problem and every nation has looked into it from its own angle. But before an attempt is made to understand the process of development of human resources it is necessary to note that there are two common factors in this process: 1) man is both a producer and a consumer and 2) "that manpower is needed both to bring about the technological advance that lies at the root of economic growth, and to utilise the new technology efficiently".³ What transpires from these two common factors is that man the producer and man the consumer are intertwined as are man and the technology. And it is the effective intertwining of these two factors that determine the development of human resources and the development of society at large.

2. Robert C. Tucker. The Marxian Revolutionary Idea. London, Allen & Unwin, 1969. p. 220.

3. Burton Weishrod. 'Introduction to Part One' in Burton Weisbord and Helen Hughes (eds), Human Resources, Employment and Development Vol. 3: The Problems of Development Countries and the International Economy. London, The Macmillan Press, 1983. p.3.

There can be no development if a man is asked to produce but is not given all the things he needs to consume-there can be no economic growth if the man the producer is not given the technology to produce.

So, if economic growth can be taken as not being the be all and end all of life, development of human resources can be taken as the be all and end all of life, and this will take care of the prime importance of economic growth in man's life. Development of human resources, seen from this premises, is a function of four factors: Labour, production, consumption and technology. These four factors of human resources development are analyzed below.

The continued existence of labour - manpower - is the fundamental factor of human resources development. To exist and develop himself man must produce, and to produce he must consume, and, finally, to produce he must produce efficiently for which it is necessary for him to apply skills and technology to production. Following this logic of production process it would be possible to sequence the development of a human being into three periods -

- 1) the period before a man becomes a producer, 2) the period during which he takes part in production and 3) the period after his retirement from active participation in production. It may be noted that during all the phases of human resources development man remains a consumer. During the period before man becomes a producer, he must be given not only food and nourishment but also education and training so that he becomes fully equipped to take part in production.

After he has become an adult - educated and trained - to take part in production care should be taken to see that he is taking part in production, that is, he is employed. Finally, after his retirement from active participation in production, he should be allowed to lead a useful and peaceful retired life. The period that a man lives as a producer may be called his career period. Sandwiched between adolescence-cum-education period and retirement period, which in economic sense, may be called unproductive periods of a man's life is the productive period of life. The productive period is the most creative period of man's life. But even though economically unproductive, the adolescence cum-education and retirement periods fundamentally influence and shape the career period of a man. If the child is not properly educated and reared up to lead a producer's life he will not have a very fruitful career, and if a man cannot lead a fruitful career life he will not have a peaceful retired life. When seen from this angle, one would only discover a terribly dismal prospects of career planning in Bangladesh.

The Technology Connection

Technology as a method of production is intricately related to education. The government is fully aware to the necessity of application of technology to production process and how a deliberately designed education system can advance productive skills of the people and the state of technology in the society. The Third Five Year Plan of the government speaks eloquently of this importance and has made allocations for the advancement of science and technology as much as possible, but nothing substantial can be achieved in respect of the advancement of science and technology unless the whole education

system is recast to make it attuned to science and technology vis-a-vis production. Not only that. Without recasting the education system even increased allocation of funds for education may bring rather negative results. For example, it will increase the percentage of educated, even highly educated, unemployed young men and women. This situation is already quite acute in the country.

Under the present education system, except students pursuing some professional and vocational education such as agriculture, engineering, law, librarianship and medicine, the vast majority of the students do not know for sure what they want to be or what they are going to end up with. Our planners, educational planners included know that all economies, irrespective of their character and shade, function on the theory of input and output. The theory means that an economy functions on the structural interdependence of the economic system. In simple language this will mean that if the output of industry X is Tk. 200, we find that of this output Tk. 60 was purchased by industry Y, Tk. 40 by industry Z and Tk. 100 by final consumers. In the same way it can be said that to produce this output, industry X purchased Tk. 40 of output from industry Y, Tk. 50 from industry Z and Tk. 110 of labour services⁴. From this simple analysis of the input-output analysis it can also be said that an economy functions on the theory of demand and supply of goods, services and labour. Following this theory of input and output or the theory of

4. The analysis is based on the Input-Output Analysis in Thomas Kempner (ed), Handbook of Management. New York, Penguin Books, 1978. p. 203.

demand and supply can we say if the output of the department X of a university is 200 graduates, of this output 60 graduates were hired by industry Y, 40 graduates were hired by industry Z and 100 graduates by the government ? Even if these 200 graduates of the Department X have been absorbed on genuine demand of our economy, unproductive employment is there in our economy.

But if our education system is not attuned to the advancement of science and technology, for that our educational planners cannot be asked to take the full responsibility. Technology and production goes hand in hand. If there is a vigorous entrepreneurship for production there will be a matching demand for technological know-how. It can also act the other way round. Any revolutionary scientific invention may lead to or bring about revolutionary advancement in production as did the inventions in Britain during the pre-Industrial Revolution period. Our entrepreneurship for production is extremely low. So are the results of our scientific and technological researches. Indeed, we have somehow managed to keep ourselves immune from the explosion of scientific knowledge and information and tremendous economic growth in other countries.

Every government, irrespective of form has the inalienable obligation to give employment to each adult citizen of the country who can take part in the production process of the country. This is certainly a very difficult task but equally certainly this is not a tall order. It is difficult because even the highly industrialized capitalist countries have not been able to ensure full employment.

On the other hand, a small and at the same time much less industrialized socialist country like Bulgaria has ensured full employment to its people⁵. This is not to suggest that a socialist economy is more efficient than a capitalist one. This is only to point out that development of human resources is something different from pure economic growth. This is to further point out that employment opportunities are not entirely related to technology even though its application is necessary to improve both quality and quantity of production.

By now Bangladesh has a population of 100 million. According to the Manpower Survey, 1980, over 31% of the population constitutes the civilian labour force. The Planning Commission of Bangladesh estimates that this labour force will increase from 31.0 million in mid-1985 to 35.0 million in mid-1990. And this will raise unemployed labour force from 7 million to 11 million during the period,⁶ i.e., rate of unemployment will increase to 31 p.c. from 22 p.c.

The sheer size of unemployment in Bangladesh is by itself colossus. What makes the situation worse confounded are other realities. These are : 1) the shockingly high percentage of population living below the poverty line, 2) massive illiteracy, 3) poor technological advancement of our society and 4) the failures of the

5. Ivan Iliev and Nicolas Naoumov, 'Human Resources and Employment in the People's Republic of Bulgaria' in Burton Weisbord and Helen Hughes (eds), Human Resources, Employment and Development. Vol. 3: The Problem of Developed Countries and the International Economy. London, The Macmillan Press Ltd. 1983, pp 48-54.

6. Bangladesh. Planning Commission. The Third Five Year Plan Dhaka, 1985. p. 102.

government and the people to identify the public policies to get out of this dismal condition. But the root cause of unemployment is the failure of the government and the people to persistently follow and execute public policies. In Bangladesh neither the public sector nor the private sector has demonstrated any commendable entrepreneurship.

Our government is fully aware of its inalienable obligation to give employment to each person of the country. It is in the constitution of the country. The government has its manpower and human resources development policies to execute which it has other policies such as health, education, training and science and technology policies. Every policy of the government is yielding some results, but for one reason or another the results of the different policies of the government have appeared as some sort of mismatch or mishmash. The government is investing in health but the health of our people has not improved much-the government is investing in education but the rate of literacy has not improved appreciably-the government is investing on technology but the state of technology has not advanced much. But on the other hand, part of the results of these investments are going waste. Our able-bodied people do not find much of an opportunity to apply their muscle power for production purposes-our educated young people do not find much of an opportunity to employ them for productive purposes-our people with skills and advanced technological know-how do not find a lucrative home market. So, our people from all walks of life try to sell their labour, skills and technological know-how in foreign

markets. Interestingly enough, the government also encourages the export of manpower.⁷ Probably it is time we learned the lesson that a people can survive and prosper only on its own land and not anywhere else. And for this we should remember two things: 1) the sheer muscle power of man can be used to produce something. Our employment policy should be attuned to this reality and 2) the skills and technological know-how of our people should have the scope for full utilization. There should be careers open before our people. And appropriate fiscal, monetary, manpower and commercial policies will have made this come about.

The Concept

The concept of human resources development may be defined as giving every individual all opportunities to develop his faculties and capabilities to the fullest extent so that he may attain his best stature. These opportunities are packaged ones, and should be available to him from his birth till his death. These opportunities are: 1) he should be given adequate food and nourishment, 2) he should be given the education and training that his faculties are capable of receiving and finally 3) he should be given employment not only to earn a living for himself and his family but also to contribute thereby to the advancement of society and to achieve self-actualization. Understood in this sense, development of human resources comes very close to the concept of manpower planning. Manpower planning is human resources development minus the human side of the concept. For example, while manpower planning will be concerned with making men and women

7. *ibid*, p. 431

of a society skilled enough to take part in production, human resources development will be concerned with the totality of human life including the leisure and freedom of the people in that society. But neither manpower nor human resources can be developed unless the economy of a society is fully attuned to production of material goods and services. And production of material goods and services is determined by the demand for and supply of manpower. Finally, it is also the quality of manpower and the entrepreneurship of a society that balances the demand for and supply of manpower. In the final analysis, therefore, development of human resources comes via the development of manpower.

The Bangladesh Scene

In respect of manpower and human resources development, Bangladesh presents a paradox. It is, however, a paradox created more by man than by nature. On the supply side of manpower, Bangladesh has an abundance of it, so much so that Bangladesh is said to be the most overpopulated country in the world. It is said to be so particularly because Bangladesh is not blessed with much of natural resources. Both conclusions are untenable ones. If Singapore with no land and natural resources is neither overpopulated nor underdeveloped there is no reason why Bangladesh should be both overpopulated and underdeveloped. If in fact it is so, it is for other reasons, particularly for one reason : the people of Bangladesh do not have the entrepreneurship for producing material goods and services. Even here it may be said that entrepreneurship does not grow in Bangladesh because conditions for the growth of entrepreneurship does not exist in Bangladesh. In answer to this it may be said that conditions are creations of nature in as much as they are by men.

Every inch of the soil of Bangladesh is fertile. It is a land having access to the sea. It has 42,447 Primary Schools; 8,464 Secondary Schools; 216 Intermediate Colleges; 4 General Universities; 2 Technical Universities and 10 Medical Colleges, besides institutions for technical and vocational education. As of 1981 there were 77,770 Master's Degree holders in various social and natural sciences; 11,402 graduate doctors; 10,383 engineers; 28,347 diploma holders in various engineering subjects, 59,447 graduate agriculturists and 39,238 graduate teaching professionals⁸. Yet their contributions to growth process is not adequate. The existing arrangement for education and training, the existing stock of manpower for education and training, the existing stock of manpower - both skilled and unskilled-should be considered adequate enough not only to generate employment opportunities but to achieve a higher growth rate. Why this is not happening can be attributed to reasons as follow: 1) the government does not have sound public policies which will not change with the change of government, and 2) neither the public sector nor the private sector of the economy has any vigorous entrepreneurship. When these two factors reinforce each other the growth rate is accelerated. When they do not, when they are at logger heads, the economy stagnates. The last thing is happening is Bangladesh. This is the Bangladesh Scene.

8. Raisul Awan Mahmood. Manpower Situation in South Asia: A Case Study of Bangladesh. Dhaka, Bangladesh Institute of Development Studies, 1987, (Draft Report).

Some Suggestions for Planning and Development
Of Human Resources in Bangladesh

The three factors which very vitally contribute towards human resources development and employment are: education and training, technology and moral. The infrastructure for the education and training of our manpower is there. Only it has to be recast. The present high rate of educated unemployed manpower is the result of the fact that the present education system is not that technology-biased. Flow into school of higher education should be filtered at S.S.C. level. Only those who have demonstrated the aptitude and intellect for higher education should be allowed entry into schools for higher education in the fields of humanities, social science and other exact sciences. After S.S.C. level science and technological education should be available to all those who want to have it. There should be open polytechnic schools to organize three-year residential and modular courses on different branches of science and technology courses would be: a) These will be repetitive works and b) There will be intensive practices based on the shop floor theory. These courses will be gradually complex every year and these will be useful even at any drop-out level. These courses will also lay emphasis on physical and moral development of the students by incorporating lectures on moral standard and drills and exercises in the morning and after-noon. The students in these science and technology courses will be very much superior to people who learn to do things in the workshops on the road.

side. It will be so because 1) They are educated people having received formal education and training from educated teachers. 2) They will have the feeling and a confidence that they will have jobs assured for them 3) Their salary will bring them social recognition. And such people are the main ingredients of entrepreneurship.

Social recognition of such educated and trained people may come through: a) some of them will be needed in the government where they should be paid as much as white collar people are paid in the government. Salary scales will give signals to the students and their into higher education thus filtered at S.S.C. level will have left better people for higher education and the civil service. A few more words may be noted about technological development:

- a) Technology should be coupled with innovativeness
- b) People should be innovative in both social and day-to-day life.
- c) Our education system does not make us innovative and creative. This is particularly true in our science education and teaching.
- d) Our education system does not increase our inquisitiveness.
- e) It does not teach the science of everyday life.
- f) Education should increase our inquisitiveness from childhood.
- g) It does not teach us what are the good things of life.
- h) It does not develop in our people proper attitude towards work and life.
- i) Moral development can come from education/it is arranged by the whole society but it can come from other sources, too, i.e. home, family and friends. Moral value system should be one of the principal guidelines in our educational programmes.

CHAPTER - IV

CAREER DYNAMICS

Every government has three primary responsibilities:

a) protecting the sovereignty of the country when threatened by external aggression or internal anti-state activities

b) collection of revenue and maintenance of law order to keep it in power and to ensure the security of the citizens and

c) welfare and development of its people. These responsibilities are discharged by the people in the military and civil services of the government. The third responsibility is also sometimes shared by local and voluntary organizations. The scope of these services has greatly enlarged with the coming of modern age and the development of science and technology. This is particularly true in the case of civil service which is no more concerned with only collection of revenue and maintenance of law and order. So, even though the history of the civil service of Bangladesh can be traced back to VedioCera when Bangladesh was part of the Indian sub-continent. The history of this service can be unfolded only by studying its evolution through the subsequent Buddhist, Muslim and British periods of the sub-continent. In essence, the Bangladesh civil service is the extension and modifications of the civil service of Pakistan (1947-1970).

The Civil Service of Pakistan (CSP) did not include all the civil services of the government of Pakistan. It was an elitist and generalist civil service. The other civil services like the Police Service, the Finance Service were not within the ambit of

the CSP. Even though in respect of merit and integrity it was a fine civil service, jealousy and discontent began to grow against the elitist character of the CSP. The mainspring behind this jealousy and discontent was the rising expectations of the people in other civil services and the professionals and technocrats. This feeling continued and even accentuated after the emergence of Bangladesh as an independent state. To meet this rising expectations the government appointed a committee and three commissions to bring about a unified civil service and to offer enhanced compensation to the civil servants. As a result of the recommendations of these Committees and Commissions, Bangladesh has now a classless civil service of 31 cadres. To some of the cadres one can seek access with a simple graduation degree but to some other cadres access is allowed only to professionally qualified people passing the recruitment tests, which are uniformly conducted for all cadres in the BCS by the Public Service Commission.

The present study is concerned with the BCS (Admn), CBCS (Police) and BCS (Public Works). In this chapter much will not be discussed about BCS (Admn) and BCS (Police) for the reason that both cadres are composed of the officers in the CSP, EPCS and PSP cadres of Pakistan period and these are now two unified cadres. On the other hand, there are three independent Engineering cadres in the BCS. That there should be one single administrative cadre and one single police cadre probably few will question. And that there should be three separate engineering cadres in the BCS the present study will not question that, too. The questionnaire

administered to obtain opinions on the three cadres has brought some interesting common answers from the majority of the respondents. They are: 1) Each of the cadres does not favour lateral entry into it even though transfers to other cadres will be come, 2) the scope for promotion is limited in each cadre but it is more so in one than in the other. It is clear that in none of the cadres officers seem to be quite happy. This is the view of the present researchers that it is not the result of any faults in the management of the civil service. Among other factors, one is the faulty management of the economy of the country. This chapter will therefore concentrate on the dynamics of career planning in the BCS (Public Works); for the primary reason that dynamics of the other two cadres have been unfolded in other chapters of this study.

The Philosophy of Career Planning

Career Planning has two sides. On the one side there is the individual and on the other there is the organization. The individual has his goals of life while the organization has its own goals to achieve. But the point to be remembered here is that the individual can achieve his goals or aspirations of life only by working for one or another organization. Modern man is an organization man. He belongs to this or that organization. This is true even in case of a farmer in Bangladesh who must be a member of a cooperative society if he wants to get the benefit of a shallow or deep tube-well waters for irrigation purposes. So, the goals of the individual must match the goals of the organization ^{he} belongs to. This may not always happen, but somehow the differences between the two even out for which the

organization survives. So, the whole philosophy of career planning is to bring about a harmony between the individual aspirations and the goals of the organization.¹ This harmonization of individual aspirations and the organizational goals depends upon the efforts of the individual to prepare himself for a career in an organization and the support of the organization to fulfil the individual aspirations.

Organizational Career Development

When the organization attempts to match individual competence or skills with its needs or goals it is engaged in what can be called organizational career development. This a dichotomy at the one end of which is individual efforts and at the other end of which is institutional support. Where the two ends of the dichotomy meet we have the organizational career development.² What is done under individual efforts is career planning and what is done under organizational support is career management. Under career planning there are some important subprocesses, which are: 1) individual's choice of a profession; 2) individual's choice of an organization; 3) individual's choice of job assignment and 4) career self-development. The important subprocesses under career management are: 1) recruitment and selection; 2) human resources allocation; 3) appraisal and evaluation and 4) training and development. So, the career planning in the Civil Service of Bangladesh is actually a programme

1. Edgar H. Schein. Career Dynamics: Matching Individual and Organizational Needs. London, Addison-Wesley, 1978.

2. Ibid. p. 54.

of organizational career development. This study is an attempt to see how the individual career planning and institutional career management have led to organizational career development in the BCS : (Public Works).

Evolution of BCS (Public Works)³

The history of Engineering cadres in the BCS can be traced back to the creation by the British of Administrative Services for India of which Engineering Service was one. In 1923 the Government appointed a Royal Commission with Lord Lee as its Chairman to recommend reforms in the Indian Administrative Services. The committee came out with the recommendations that 1) members of the All-India Civil Service, Police Service, Forest Service and Engineering Service should continue to be appointed and controlled by the Secretary of State of Council. The recommendation highlighted the importance of Engineering Service. During the Pakistan period, the Engineering Service was bifurcated into 1) Central Engineering Service - one of the Central Superior Services - and 2) East Pakistan Senior Service of Engineers and 3) East Pakistan Engineering Service because of the federal character of the government of Pakistan. After the emergence of Bangladesh as an independent state on 16 December 1971 the government employees were functionally classified as 1) generalist administrators belonging to the Civil Service, 2) employees belonging to services, such as, Audits and Accounts, Income Tax, Customs, etc. and 3) specialists belonging to Medical, Engineering and Agricultural Services, etc. There was a hierarchical classification of the government employees into class I, Class II, Class III and Class IV. The hierarchical classification of

3. K.A. Zaman. 'The Civil Service in Bangladesh' in Amara Raksasataya and Heinrich Siedentope (eds), Asian Civil Services: Development and Trends, Kuala Lumpur, Asian and Pacific Development and Administration Centre, 1980.

government employees holds good even today. Except class IV employees of the government persons entering into any hierarchy may cross over to a higher hierarchy if the conditions laid down in the recruitment rules for a particular service or post are fulfilled.

In the early years of Bangladesh the Civil Service of Bangladesh maintained the elitist tradition of the Indian Civil Service of the British days and the Civil Service of Pakistan (CSP). This had its merits and demerits. The functionaries belonging to the Civil Service maintained a high standard of performance and integrity. But the elitist position of the civil service brought discontent, jealousy and resentment among other functionaries, particularly those in the specialist and technical services who were needed more and more in the developmental activities of the government. It may be mentioned that this feeling did not grow just after the emergence of Bangladesh as an independent state. Even during Pakistan period the Central Government created an "Economic Pool" for making use of the talents in the field of Economics, and high positions were also given to many of the technocrats. Gradually they were filling in the administrative positions in the ministries, departments and public enterprises. This called for a new breed of civil servants who would be technocrats rather than generalists trained in the old traditions of bureaucracy. In other words, this called for a restructuring of the Civil Service and rationalization of the pay structure in the Civil Service. With a view to restructuring the civil service and rationalizing the pay structure the government constituted an Administrative and Services Reorganization Committee (ASRC) and two National Pay Commissions, the last one being

set up in 1975. In the light of the recommendations of the Commission the government had decided to have one unified civil service structure known as the Bangladesh Civil Service. Initially 13 functional cadres were created in the Bangladesh Civil Service of which Engineering was one with three sub-cadres: a) Sub-cadre of Public Health Engineering (under the Ministry of Local Government and Rural Development); b) Sub-cadre of Public Works and c) Sub-cadre of Roads and Highways (under R & H Division). The Sub-cadre BCS (Public Works) is now under the Ministry of Works.

Education for Engineering and Technical Services in Bangladesh⁴

One of the most important factors of career planning is education for a career. It is, therefore, in the fitness of things to have a look at the arrangements for engineering and technical education available in Bangladesh with a short historical perspective.

The history of engineering and technical education and training encompasses a period of more than one hundred years. The nucleus of this education and training arrangement took shape with the establishment of "Dacca Durvey School" in 1876. Initially, the school ran a two-year course to produce men sufficiently qualified to serve as land surveyors in government departments as well as in private organizations.

4. Anwarul Azim, et al (eds). The First Hundred Years: A Centenary Souvenir Dacca Survey School 1876 - Bangladesh. University of Engineering and Technology 1976. Dhaka, BUET, 1976.

Very soon the school gained popularity, and the status of the school was raised in 1897 by introducing a sub-overseer course of three - year duration. It was a civil engineering course for qualifying the students for employment as sub-overseers in the public Works Department, District Board, Municipalities and private enterprises. In 1905 the school got another raise in status. In that year the school introduced a new course of four-year duration in civil engineering to produce overseers for employment in the Public Works Department, District Board, Municipalities and private enterprises. At this stage of its growth and development the school received a donation of Rs. 1.12 lacs from His Excellency Nawab Ahsanullah of the Nawab Family of Dhaka who took keen interest in the advancement of Muslim education in Bengal. As a recognition to this great contribution, the school was renamed "Ahsanullah School of Engineering" in the year 1908. In the same year, the government sanctioned the affiliation of the school to the Joint Technical Education Board (the then Overseer Examination Board of Bengal). The school, besides producing sub-overseers, also offered artisan courses in the workshops in different trades.

But what the history of engineering and technical education in Bengal reveals is that engineering and technical education is of fundamental importance for industrial development. In 1907 an Industrial Conference was held at Dhaka. The Conference recommended the establishment of an Industrial Institute and introduction of Diploma Courses in Mechanical and Electrical Engineering at Ahsanullah School of Engineering. These Diploma courses, introduced in 1913, continued

only for three years. The Authorities withdrew the Diploma courses from Ahsanullah School of Engineering as these courses were being offered at the Bengal Engineering College at Shibpur (now in West Bengal, India). After the Second World War the Government of Bengal undertook a comprehensive programme for the industrial development of the province. This necessitated technically educated persons to run different industries. It was also expected that such technically educated persons would also be able to start small scale industries on their own. New experimental facilities were incorporated in Ahsanullah School of Engineering. At this stage it was also felt that an engineering college should be established at the premises of Ahsanullah School of Engineering. This, however, did not materialize until February 1948 when the Government of East Pakistan sanctioned and approved the conversion of Ahsanullah School of Engineering into Ahsanullah Engineering College offering degree courses of four-year duration. The Ahsanullah Engineering College continued to offer increasing facilities for higher education in engineering and technology. And on the 1st of June 1962 the Ahsanullah Engineering College was upgraded to the status of the East Pakistan University of Engineering and Technology, which after ^{the} emergence of Bangladesh came to be known as Bangladesh University of Engineering and Technology. So, as of today Bangladesh has 1 University of Engineering and Technology, 4 Engineering Colleges, 18 polytechnic Institutes, 1 National Centre for Skill Development and Training (NCSDT).

The present arrangement for engineering and technical education is good enough to produce technical manpower as required by our economy. In this connection it may be mentioned that while there is a very high rate of educated unemployed persons in Bangladesh, in the case of those educated and trained in engineering and technology the rate of unemployment is negligible.

Results of Empirical Study

To find out the individual efforts to get into a career in the BCS (Public Works:) and the organizational support to promote that one hundred structured questionnaires were administered to the officers who have put in at least six years in that cadre. Some of the important findings of this study are as follows :

A: Education for Career

The findings reveal that all the respondents have a B. Sc degree in Engineering. In respect of merit, too, they have got almost excellent education. That means that they are fully qualified to advance both professionally and to climb up the hierarchy in their career. Most of them got into their career within 1-2 years time after they had finished their education.

B: Recruitment to the career

Since most of the respondents got into their career within 1-2 years time after they had finished their education, it means they were in demand and they did well in the recruitment test.

It may be mentioned here that the recruitment to the BCS (Public Works-~~Engineering~~) is made by the ministry of Establishment on the basis of the results of recruitment examination conducted by the Public Service Commission.

B. Original Cadres of the Respondents

Table : 1

<u>Cadre</u>	<u>No. of Respondents</u>	<u>Percentage</u>
1. Central Engineering Service	3	(3.8)
2. Easth Pakistan Engineering Service	19	(24.4)
3. B C S (Public Works)	52	(40.56)
4. Not Answered.	4	(3.12)

From the above statistics it appears that in the BCS (Public Works) about 28% of the officers come from the former Central Engineering Service and Easth Pakistan Engineering service.

C. Service Length of the Respondents

Table - 2

<u>Years</u>	<u>No of Respondents</u>	<u>Percentage</u>
6 - 10 Years	12	(15.4)
11 - 15 "	24	(30.8)
16 - 20 "	7	(9.0)
21 - 25 "	18	(23.0)
Above 25 years	17	(21.8)

D. Promotions Received

Table : 3

<u>Number of Promotions</u>	<u>No. of Respondents</u>	<u>Percentage</u>
No. Promotion	25	(32.05)
One	41	(52.6)
Two	10	(12.8)
Three	1	(1.3)
More than three	1	(1.3)

If the statistics in respect of the length of service of the respondents is compared with the promotions they have received, it appears that the scope for promotions in the BCS (Public Works:) is quite limited.

E. Gap Between Joining the Government Service and the First TRAINING Received

Table : 4

<u>Gap</u>	<u>No. of Respondents</u>	<u>Percentage</u>
No Gap	15	(19.2)
Less than a year	1	(1.3)
1 - 2 years	6	(7.7)
3 - 4 years	5	(6.4)
5 years and above	10	(12.8)
Not answered.	41	(52.6)

This is a very undesirable situation. Education is different from training. However well educated an engineer may be, he must in the manner a doctor, work as an internee for a certain period after he has got a degree for medical practice. Our engineers are training on the job. The Foundation Training at the BPATC is essential for the officers in the Engineering Cadres but to receive professional training there should be appropriate engineering training institute.

Both administrative and professional training are essential for career development. The officers in the BCS (Public Works:) have not got much of training either at home or abroad. The following tables illustrate this.

F. Training Received at Home

Table : 5

<u>Period of Training (Irrespective of Number)</u>		<u>Percentage</u>
2 weeks - 1 month	Yes	18
5 weeks - 3 month	No	6
6 months-1 year		6
Not answered		48

G. Training Received Abroad

Table : 6

<u>No. of Respondents</u>	<u>Percentage</u>
20	25.5

H. 4. Planned Education for a Career in Engineering

Table : 7

<u>Yes</u>	<u>No</u>	<u>Not sure</u>
51(65.4%)	26(33.3%)	11(1.3%)

I. Gap Between Student life and entrance into Cadre

Table : 8

<u>Period</u>	<u>No. of Respondents</u>	<u>Percentage</u>
Less than a year	45	(57.8)
1 - 2 years	21	(26.9)
3 - 5 years	6	(7.7)
More than 5 years	3	(3.8)
Not Answered.	3	(3.8)

From the statistics in Table 7 it appears that majority of the respondents had earlier planned education for their career, and from the statistics in Table 8 it appears that majority of the respondents joined their career within less than one year's time and 26.9% of the respondents got into their career within 1 - 2 years time after they had finished their education.

CONCLUSIONS AND SUGGESTIONS

The investigation into the career planning in the BCS (Public Works:) reveals that all the officers in the cadre have got quality education for the cadre and for their profession. The arrangements for education to produce qualified engineers and engineering technicians are good enough to produce more and more of them for human resources development and economic development of the

country. But this will not happen unless the country acquires entrepreneurship for economic development. Already, a negligible size of unemployment in the fields of engineering and engineering technology has been recorded. And a certain percentage of engineers and technicians are working abroad for better emolument. All this is not a very good sign for economic development.

The scope for promotion in the BCS (Public Works) is very limited. There are only a few posts at high levels. Only a few of them have got more than three promotions. In the area of promotion there prevails some sort of suffocation. The situation should be eased as far as possible. The task would become automatically easier if economic development could be accelerated.

Although the officers in the BCS (Public Works:) got quality education for joining the cadre and for their profession they get very inadequate training both administrative and professional and both at home and abroad. There should be an engineering training academy for all the three BCS Cadres in engineering, and all the Engineering Cadre officers should get administrative training at the BPATC.

The civil servants must uphold the value system of society. At present it is wanting in the civil service. Maybe, it has waned alarmingly. It is manifested in the fall of fairness in dealings, questionable personal conduct and subjective decision-making of the civil servants. The fall of the moral standard of the people is

eating up the very fabric of the society. The all important question is how to raise it. It cannot be raised by legislation. Education may help to some extent. But the only way out is demonstration- demonstration of high moral and integrity of the civil servants. The fall of moral standard is the result of the demonstration effect of the fall moral and value system of one and some people. In the same way the rise in the integrity and moral standard of the people can come only from the demonstration effect of high moral standard and integrity of one and some highups and people who matter in the society.

Chapter V

Personnel Administration in Bangladesh ^{and The} ~~Historical~~ Perspective of Cadre Services

- M. Safiur Rahman

Personnel Administration in Bangladesh has a long and speculative history. Right from the beginning of the period of East India Company it has travelled a long-drawn out path through the British period, Pakistani regime and post independent² difficulties of Bangladesh up to the present day.

After the taking over of the Revenue Administration by the East India Company in Bengal, the company authority looked after for the officials who could be their trustees and the torch-bearers for the colonial interest. Although in the beginning, native 'Dewans' were given the responsibility to collect revenues, the Company authorities could not trust them. As a result the position of European Supervisor was created- a post which emerged with all pomp and power-first as the European Supervisor then as the collector, then as the District Magistrate and Collector and finally as the Deputy Commissioner. Moreover, in order to make and promulgate central policies and also to make accounts at the central level, a position of chief clerk was found necessary - a position which ultimately evolved in to the position of Chief Secretary and continued up to the Pakistan period only to find a short period position of the Principal Secretary to the Prime Minister after the emergence of Bangladesh.

Although in the beginning administrative officials were recruited on the basis of the rule of the thumb and not on definite principles and policies, the East India Company soon felt that an enthusiastic and able team of administrators would be necessary to run the Company affairs in India. But when in 1775 some policies and principles were framed, Indians were excluded from the built-in-team. In 1830 after a long struggle by the Indians, the Select Committee Report recommended a statutory Civil service which was only a eye-wash to the Indians. After about 35 years, a statutory Committee report was published in 1870. The committee recommended $\frac{1}{6}$ th of the higher posts for the Indians through nominations. Meanwhile, in 1853 Macaulay Report demanded on open competition amongst the Europeans in youthful age.¹

It was surprising that the British Civil Service Commission was set up in 1855 in England- two years after the publication of Macaulay Report for India and on the success the

¹ M. A. Chandhuri, Civil Service in Pakistan (Dhaka: NIPA, 1963), pp. 1-15.

Indian Civil Service. It was on the basis of North Cote - Trevelyan Report in 1854. The Report viewed that there should be a civil service recruited through open competition and conducted by a single authority. The Service should be open to all graduates without any requirement of special qualification. The entrants should be in their youthful ages who should be groomed for intellectual work as against routine work and trained for the entire career and not for a single job. There should be a probation period, an opportunity for promotion and the incumbents should be able to ascend to the highest ladder by dint of their merit and seniority after completion of initial years of probation.

In India on the other hand, there had been political demand for Indianisation of Civil Service. The Aitchison Commission in 1886 and the Islington Commission 1917 recommended for Indianization which, however, could not satisfy the Indian aspirants. The Islington Commission created some posts known to be 'the listed posts' which were reserved for the Europeans. Even the Montague - Chelmsford in 1919 reported that only 33% posts of the Indian Civil Services was held by the Indians.²

Pakistan Period

After the passing of Indian Independence Act 1947 and the partition of India, for a brief period. Indian Civil Service was substituted by the Pakistan Administrative Service in Pakistan and Indian Administrative Service in India at the central level. Subsequently, however, Pakistan Administrative Service was renamed as the Civil Service of Pakistan. The top positions in the General Administration and Magistracy ^{were} mostly retained by the members of this service both at the Central Government and the Provincial Governments. At the Provincial level, however, Provincial Civil Service(PCS) was retained in West Pakistan, in addition to General Administrative Reserve(GAR) in West Pakistan. In East Pakistan, the earlier Bengal Civil Service(BCS) and the Assam Civil Service ^{were} amalgamated and made a single Provincial service known as the East Pakistan Civil Service(EPCS).

At the Central level in addition to the Civil Service of Pakistan a number of other central services were created such as

Pakistan Foreign Service
 Police Service of Pakistan
 Pakistan Audit and Accounts Service
 Pakistan Military Accounts Service
 Pakistan Railway Accounts Service
 Pakistan Taxation Service
 Pakistan Military Band and ^{cantonment} accounts Service
 Pakistan Railway Traffic Transport Service
 Pakistan postal Service
 Central Secretariat Service.

Recruitment to these Services including the Civil Service of Pakistan was made by the Federal Public Service Commission, later renamed as the Central Public Service Commission. During 1958-59, a system of separate examinations such as Civil and Foreign Services examination, Police Service examination, Finance and other services examination ⁶⁷⁴ were introduced. But later on these examinations were again combined, finding the separate examination system as time-consuming and redundant. The same type of candidates were taking all the examinations one by one, and the courses and the questions were almost similar. In 1960, an examination for recruitment of Section Officers of the Central Government was held separately³. But later on, this was also combined with the Superior Services Examination.

Recruitment of these services was initially made by the Establishment Division, but later their control was transferred to the respective Ministries or provinces, keeping the responsibility of general supervision with the Establishment Division. But officers belonging to the Civil Service of Pakistan, the Police Service of Pakistan, General Administrative Reserve and Central Secretariat Service continued to be the greater concern of the Establishment Division⁴.

The Civil Service of Pakistan(CSP):

The top-most bureaucratic class in Pakistan was the Civil Service of Pakistan usually called CSP. Its ancestry might be traced to the Indian Civil Service and Lord Macaulay's famous words in February in 1853 in which he enunciated the British policy on Indian Administration. The words ran;

we must at present do our best to form a class who may be interpreters between us and the millions whom we govern; a class of persons, Indian in blood and colour, but English in taste in opinions, in morals, and in intellect

As for the Indian Civil Service these words held good, so did for the Civil Service of Pakistan for Pakistani rulers. The members of the class of CSP were only a few in number. In 1954 there had been only 519 such posts in the total authorised strength, while the total administrative gazetted officers in West Pakistan alone were 924, according to a 1961 calculation⁵.

1853

Immediately after the emergence of independent Pakistan, administration necessarily fell into the hands of the old Indian Civil Service officials who were merely the colonial experts by taste and temperament. For a short period a Pakistan Administrative Service (PAS) was created, but ^{later} after the Administrative service was renamed as the Civil Service of Pakistan. The members of the CSP who served both under Central and Provincial Governments occupied the most important and key positions in the Central and provincial Secretariats, Directorates, attached offices and field administration. In Centre and provinces ⁱⁿ about two-thirds of the top positions were reserved for CSPs. Except for the brief period as mentioned earlier, the competition for the Central Superior Services used to take place simultaneously and the top successful candidates were taken in the Civil Service of Pakistan, provided they were not adversely remarked by the psychologists and the Interview Board of the Public Service Commission. The appointments were actually made by the Establishment Division on getting the police verification report and examining them medically. They were then given training in the Civil Service Academy, Lahore whose courses were patterned in the line of old ICS — from horse-riding to even Law and public Administration. Islamiat was also included in the Syllabus. After they were in the Academy for about nine months, they were sent for field training in Land Settlement and also taken to study tour in both the provinces. They were named as Asstt. Commissioners and placed in different District Headquarters and given practical task under the supervision of the Deputy Commissioner and Additional Deputy Commissioners there. Later on, they were given the charge of Sub-divisions and were called Sub-Divisional Officers, where they could find themselves as the boss of several Provincial Civil Service ^{officers} servants of usually much Senior age and Service period.

A Sub-Divisional Officer was a Magistrate of the first class power. He tried criminal cases, could imprison a person for upto 3 years, order for arrest and so on. He was also the head of all the government ^{and} other important educational institutions and a large number of other committees concerning law and order and the nation building work of his Sub-Division.

On being appointed as the Sub-Divisional Officer, a CSP Officer would take only about 2 years to get promotion as an Additional Deputy Commissioner of the District or Deputy Secretary of the provincial Secretariat or some positions of equal status in the Central Government, attached offices and even autonomous or semi-autonomous bodies. In this way a CSP Officer could ascend to the ladder of administrative hierarchy very quickly. At higher level, promotion used to be decided by a Selection Board consisting of some Central Secretaries which did not fall within the purview of the Central Public Service Commission.

The time required for the CSPs for promotion to the senior scale might be found from the following sample table:

Table-1

Time required for CSPs for promotion in the Senior Scale.

<u>Sl.No.</u>	<u>Years required for promotion</u>
3	5
8	5
13	5
18	5
23	4
28	6
33	5
38	6
43	5
48	5
52	5
58	5
63	5
68	5
Average	5.07 years.

What was the recruitment base of CSPs? Dr. Muneer Ahmed in his sample survey found that 66.4% of them were the sons of salaried government servants. The land owning class was represented by 15% and the business was represented by 10.4%.⁶ M.H.S Quraishi, a CSP Officer and member of the Central Public Service Commission calculated in his sample that over 28.63% had their fathers' Annual income Rs.16,000/- and above and 22.50% had their fathers' Annual income between Rs.8,000/- to 16,000/- while the fathers' Annual income of only 12.93% respondents was Rs. 5,000/- and below.

- 3 Government of Pakistan, Federal Public Service Commission, Notification No.F13/1/59-EI Karachi, dated 29th April, 1960.
- 4 O.K.Sherwani, "the Role of the Establishment Division in personnel Administration" NIPA Reporter, Karachi (January - March, 1964) p.21.
- 5 See in this connection Muneer Ahmed, The Civil Servant in Pakistan (Lahore: Oxford University press, 1964), p.20. And Muzaffar Ahmed Chaudhury, The Civil Service in Pakistan (Bhaka: National Institution of public Administration, 1963), p.88.
- 6 Dr. Muneer Ahmed, op.cit., p.52.

The educational base of the CSP Officers was quite brilliant. For a sample of 70 officers 83% got first division in the Matriculation, 59% in Intermediate, 46% in Bachelors and 41% in Masters as against 68% in the Matriculation, 44% in Intermediate, 22% in Bachelors, 22% in Masters in case of 50 PFS Officers. Similarly in the above sample 76% obtained above 60% marks in CSS examination as against 56% by PFS. However, the foreign Degree/Qualification for the PFS Officers in the above sample was 24% as against 10% of the CSP Officers⁷.

The number of posts held by the CSP Officers in the Central & Provincial Secretariat might be found from the following tables:

Table-2

Distribution of post in Central Secretariat

<u>Posts</u>	<u>Total</u>	<u>CSP</u>	<u>CSS</u>	<u>PCS/EPCS</u>	<u>Others</u>
Secretary/Additional Secretary.	19	13	-	1	5
Joint Secretary/Financial Advisor	39	18	3	-	18
Deputy Secretary/DFA	114	28	20	10	56
Total	172	59	23	11	79

Source; Memorandum of the CSP Association(1970), Table-XVIII

In the provincial Secretariat, the distribution of post⁴ was as follows;

Table-3

Distribution of post in the Provincial Secretariat

<u>Posts</u>	<u>total</u>	<u>CSP</u>	<u>PCS/EPCS</u>	<u>Secretariat Service</u>	<u>Others</u>
<u>West Pakistan</u>					
Secretary/Additional Secretary.	19	13	1	1	7
Joint Secretary	11	1	2	-	8
Deputy Secretary	61	26	15	5	15
Total	91	37	18	6	30
<u>East Pakistan</u>					
Secretary/Additional Secretary.	17	9	6		2
Joint Secretary	7	2	3	2	-
Deputy Secretary	59	15	14	14	2
Total	83	26	23	16	4

Source; Ibid., Table-XIX.

⁷ Memorandum submitted to the Services Reorganisation Committee by the CSP Association(1970), Table-XXI - XXII.

In the field level of General Administration, the distribution of CSP Officers might be found from the following table.

Table-4
Distribution of posts in the Districts and Divisions

<u>posts</u>	<u>Total</u>	<u>CSP</u>	<u>PCS/EPCS</u>
<u>West Pakistan</u>			
Commissioner	12	9	3
Deputy Commissioner/ Additional Commissioner or Equivalent.	69	31	38
ADC/ADM	6	3	3
<u>East Pakistan</u>			
Commissioner	4	3	1
Deputy Commissioner/ Additional Commissioner	19	13	6
ADC	40*	16	17
Total	150	75	68

* 7 posts were vacant

Source: Ibid., Table-XVII

The CSP Officers had also a sound Career plan. The plan might be summarised as follows⁸:

- | | |
|--|------------|
| 1) Post entry training | 1½ years |
| 2) Intensive training in Revenue and Registerial work. | 6 months |
| 3) Charge of Sub-Division | 2 years |
| 4) Section Officer in the provincial Secretariat. | 1 year |
| 5) Deputy Secretary in the provincial Government/ADC/ADM. | 2 years |
| 6) ^{Decision} Position whether to work for Judiciary, Economic or non-Economic work. | |
| 7) Training at WIPA | 3 months |
| 8) Training in a foreign country | 9 months |
| 9) Assignment as per No.6 | 7 years |
| 10) Training at Staff College | 3 months |
| 11) Posting for not less than 2 years in area of specialization. | |
| 13) Promotion to the rank of a Commissioner/Joint Secretary to the Central Government on completion of 17 years. | |
| 14) Assignment in top executive of policy making job. | 8-11 years |
| 15) Appointment as Chief Secretary to the provincial Government or Secretary to the Central Government followed by 3 months rigorous training in the Administrative Staff College. | |

The mode of recruitment of the Civil Service of Pakistan Cadre vis-a-vis other Central Services might be found from the following table;

Table-5

Mode of recruitment of all Pakistan and Central Services

Sl.No.	Name of Service	Officers in position as on 1-4-1969	Sanctioned strength.	Methods of recruitment
1.	Civil Service of Pakistan.	522	759	Direct 100% in the Junior scale through CSS Examination. 30% Examination of superior posts in the provinces reserved for the PCS Officers.
2.	Pakistan Foreign Service			
	(i) Career	186		Direct 100% through CSS Examination of the Junior Scale.
	(ii) Non Career Head of Missions	12		Direct recruitment.
3.	Police Service of Pakistan			
	E. Pak Cadre	88	102	Direct 75% in the Junior scale. By promotion 25% to the senior scale posts from provincial police Service Officers.
	W. Pak. Cadre	102	156	-do-
4.	Pakistan Audit and Accounts Service	130		
		144	187	Direct 75% through CSS Examination. By promotion 25% to the Junior scale.
5.	Pakistan Military Accounts Service	72	77	Direct 75% through CSS Examination to the Junior Scale. By promotion 25%.
6.	Pakistan Taxation Service	250	360	Direct 80% through CSS Examination to the Junior Scale. By promotion 20%.
7.	Pakistan Railway Accounts Service	53	48	Direct 75% through CSS Examination to the Junior Scale. By promotion 25%.
8.	Pakistan Customs and Excise Service	146	151	Direct 75% through CSS Examination to the Junior Scale. By promotion 25% to the Jr. scale from Class-II Customs officials.
9.	Central Engineering Service	137	-	Direct 66-1/2% Separate examination by interview taken by CPSC, to Junior Class-I. By promotion 33-1/2%.

10. Central Secretariat Service	680	570	By-promotion Direct 80% through CSS Examination to the Junior Scale. By promotion 20%
11. Pakistan Military Lands and Cantonment Service	59	70	Direct 100% through CSS Examination to the Junior Scale.
12. Telegraph Engineering Service Class-I	216	-	Direct 66-1/2% Separate examination through CPSC to the Junior Scale. By promotion 33-1/2%
13. Central Information Service	84	108	Direct 66-1/2% through CSS Examination to the Junior Scale. By promotion 33-1/2%
14. Pakistan Postal Service Class-I	64	-	Direct 66% through CSS Examination to the Junior Scale. By promotion 33-1/2%
G.A.R.(G.W) G.A.R.(S.W)	24		

Source: Ibid., Table-VIII.

There had been a great expectation from the bureaucratic system of Pakistan. According to Braibanti four great requisites ^{of the system} were: A strong sense of compassion or humaneness, a high order of intellectuality, the courage of independent conviction, efficiency based on a profound sense of discipline and order. He thought that Pakistan possessed the philosophical basis for developing all of these characteristics particularly with reference to Civil Service of Pakistan.

New Trend:

The bureaucracy in Pakistan particularly the Civil Service of Pakistan, however, gained preponderance in the initial years of Pakistan. Bureaucratic elite increase power when no political party can make any effective supervision. After the death of charismatic leader like M.A. Jinnah and Liaquat Ali Khan, parliamentary governmental set up saw frequent upheavals - both at the Centre and the provinces. Owing to frequent changes in the political executive, the administrative personnel gained much more power and attracted the image of the people in general.

⁹ See, Ishrat Hossain, "Conceptual Analysis of Civil Service Reform in Pakistan", Administrative Science Review, Vol. III, No. 4 (December 1969), p. 64.

But a new trend of bureaucratic structure was formed and some new thoughts generated after the military takeover of the country in 1958. Earlier Civil Administration called upon the army several times to assist in Civil Administration which was, nevertheless, permissible under the Defence of Pakistan Rules, ^{and} Code of Criminal Procedure. But so long military personnel were under Civil bureaucracy in respect of civil matters. But as a result of Military takeover, suddenly military personnel by law and more by image gained supremacy over the civil bureaucracy. Several military officials were transferred also to the Civil Administration. But with the introduction of Basic Democratic System in 1959-60 and the promulgation of the constitution of Pakistan 1962, the civil bureaucracy again became prominent. Moreover, the military officials were less able to administer, because they did not have the experience of civil administration earlier. Apparently the civil bureaucracy was, therefore, in an advantageous position. Moreover, as the country soon launched massive developing programmes in the socio-economic sphere, the experienced Civil Administrators were to handle the planning and implementation of the projects. In the absence of political parties, and political executives earlier, the Secretaries' Council had replaced the Cabinet for policy making in addition to its earlier function of policy ^{advise} ~~implementation~~. Even when the constitution was promulgated in 1962, some old members of bureaucracy found their place side by side with of political leaders in the Council of Ministers of the presidential type Cabinet.

During Martial Law period, bureaucracy gained more importance because of the responsibility of massive reform it had to shoulder. Refugee rehabilitation at Korangi and elsewhere, West Pakistan land reform resulting into the shattering of feudal structure and thereby transferring the authority and power hitherto reserved by the feudal lords to the hand of governmental bureaucracy, ^{settling} ~~settling~~ flood or cyclone distributes in East Pakistan, although half heartedly, required the energy of the Military bureaucracy and the brain of the Civil bureaucracy. Ian Stephens observed that Korangi and even the streets of Karachi, had remained the symbols in the public mind of the Military regime's capacity to get things done¹⁰.

In order to carry out the great responsibilities, administrators had to be trained both at home and abroad. In addition, a number of foreign experts were taken to aid and advise its civil servants and engineers towards development. As a result, a generalist - specialist controversy cropped up and controversy arose even in respect of the Secretariat Organisation, particularly in context efficiency and effectiveness.

10 . Ian Stephens, Pakistan: Old Country, new nation (Middle Sex; penguin Book Ltd., 1964), pp. 308-9.

✓

During the British period, the Llewellyn Smith report 1919, the Wheeler report 1937, the Rowland report 1944, the Tollenham report 1946 were prepared. In the pre-~~independence~~ pre-Martial Law Pakistan period Jefferies report 1952, the Administrative Enquiry Committee report 1953, the Rowland Egger report 1953, the Bernard Gladieux report 1955 were amongst them. But the later reports such as G. Ahmed report 1959, the Cornelious report 1962, the Shoaib Committee report 1962, the Faruqi Committee report 1962 and the Power Working group report 1969 had a different tune for humanizing the civil service and giving importance to the specialist services in different degrees.

However, even First Five Year plan of Pakistan, a strong plea was made for a unified civil service. The plan stated :¹¹

The existence of so many services of a general character as discrete entities divides the total general works of the government into water-tight compartments, militates against the pooling of administrative resources, encourages class-consciousness and mutual jealousy, creates conflict in many common areas of administration and prevents the maximum utilization of talents in accordance with aptitudes and emotional pulls, to mention only a few of the evils resulting from it.

— The Third Five Year plan of Pakistan reads :¹²

An important ^{matter} ~~matter~~ enunciated by the Administration Reorganization Committee (1959) and accepted by the government was that public agencies engaged in work of a preponderantly specialist nature should be manned exclusively by technical people belonging to the relevant Specializations and that head of technical department should be accorded ex-officio Secretarial status where necessary

An increasing wave of demand came from the quarters that the Specialists should be made at par with the generalists in rank of and status, otherwise it might have an adverse effect on development. The creation of Information Service of Pakistan, Trade Service of Pakistan, Central Secretariat Service etc were steps forward towards that direction in addition to other already existing Central Specialist services such as Telegraph Engineering Service, Pakistan Military Accounts Service, Pakistan Railway Accounts Service, Pakistan Customs and Excise Service, etc.¹³

However, it was agreed that the Services of both generalist as well as the Specialist were necessary for the development of the country. Therefore Specialists were given the general training of Management, Economic Development in the inservice training institutes. Some of the departments were declared technical departments and for sometimes they had some Specialists placed at the top policy making or executive level. G. Ahmed wrote :¹⁴

What is needed is not the elimination of the generalist, but a broadening of his horizon and a re-orientation of his training to enable him to meet the new demands that the complexity of a dynamic development administration must inevitably place on his talents.

11. Government of Pakistan, The First Five Year Plan, p. 123, reported by A.N. Shamsul Haque, Administrative Reforms in Pakistan (Dhaka: NIPA, 1970), p. 209.

12. Government of Pakistan, Third Five Year Plan, (1965-70), p. 173.

13. Ishrat Hossain, op.cit. pp. 75-76.

14. G. Ahmed, "Changes in the Administrative Organization of the Government of Pakistan Since 1953", Public Administration, London, Vol. , 1961, pp. 358-9.

Re-orientation Suggestions:

In the face of several criticisms there had been a thinking to reorient the recruitment base, training and public relations of the CSPs. An anonymous open letter to CSP probationers apparently written by one of a few high level CSP command addressed symbolically from ~~power~~ Central Quarter of Land of the pure, open dated published in 1969 reads;¹⁵

The physical environment you have been put in is your enemy. The Sparkling Chandeliers, the posh furniture, the vehicle, the bearers that ~~surround~~ ^{serve} you - these are all symbols of unreal values. Can you afford any of these things with Rs. 500/- per month, when you pass out of the Academy or for a long time thereafter? Millions do it. Leave the vehicle provided to you at least for shorter distances. Am I asking for too much? You will make history.

Even the CSP Association in their Memorandum in 1970 made the following suggestions which show the re-awakening of the members of the Civil Service themselves;¹⁶

- (a) The CPSC examination should be used as the mode of entry to all Class-I Central Services. All candidates selected in the examination should then undergo a common course of training in a Combined Academy, somewhat on the lines of the French system. The final allocation to the services, including the CSP and the PFS, should be the public Service Commission. At the Academy, the candidates should be taught contemporary subjects like; Culture and History of Pakistan, International Affairs, Development economics and planning, Constitution and public Law, Public Administration and Management, and National languages. There should be assignments, tests and examination as part of the training at the combined Academy. The course at the combined academy should be for one year. Allocations to the different services should be made on the basis of the results of the second examination held by the CPSC at the conclusion of the training in the combined academy. Thereafter the members of the various services should undergo a training course of one year in their separate academies.
- (b) A second channel of recruitment to the CSP should be provided to serving Class-I Government servants upto the age of 30 years. This is also on the pattern of the French system. This would ensure that the best talent available in the public services, who could not come up in the first group, would be inducted into the service through this method. A specified quota should be reserved for entrants to the CSP through this channel. This would provide the entry at an early and appropriate point, when the officers are still young enough to undergo necessary training, experience of field and secretariat jobs and the exercise of responsibility so necessary for holding higher positions;
- (c) The appointment of listed post holders from among PCS officers should be made strictly on merit. PCS officers who make the grade should be incorporated in the CSP cadre at an early enough age (say about 40) so that they can be considered for higher appointments.

15. See, A.S.R. Vol.III(December 1969) No. , pp. 168-9.

16. See cit, para 4.24.

Other Central Services;

The officers belonging to Other Central Services were mainly of two types — All Pakistan Services and Central Services. Their promotion ladder was steeper than CSP, but was wider than the Provincial Civil Service people. An Officer of the Police Service of Pakistan for example was made the Chief Secretary of a province and later the Chairman of the Central Public Service Commission. But this was one of the few exceptions. Recruitment for all Central Superior Services, except for Engineering Service, and Survey of Pakistan was by competitive examination consisting of a written part and an interview preceded by a psychological test. The competence sought was, however, overwhelmingly classical and literary. M. H. Huzaiman wrote¹⁷:

A high premium may be placed on the Western social grace, on the facility of tongue, and more so on the command of the English language. This might place the products of missionary schools in a more favourable position than products of the ordinary school. It may in effect shift, emphasis in the education system to a knowledge of classics and literature in preference to a knowledge of technical subjects.

Outstanding amongst the Central Superior Services other than the Civil Service of Pakistan was the Pakistan Foreign Service. In a Central Government resolution of the Ministry of Foreign Affairs and Commonwealth Relations, dated, Karachi, 8th October, 1952 (No. PFS-11(26)/52), the service was stated to be 'equivalent in status to the Civil Service of Pakistan'. In an elaborate circular of the Ministry of Foreign Affairs (No. PFS(R&T)-8/1/66, dated Rawalpindi, 18th August, 1966), the strength of the Pakistan Foreign Service was counted to be 239 and ad-hoc requirement was proposed to be made by the deputation of Section Officers as well as temporary deputation from CSP and other services for a single ~~three~~ three years' assignment abroad. The promotion pattern envisaged therein might be found from the following table:

Table-6

Promotion pattern of the PFS

<u>Type of promotion</u>	<u>Completed years</u>
From Second Secretary to First Secretary	8
From First Secretary to Counsellor	12
From Counsellor to Minister	16
From Minister to Ambassador	As and when vacancies on the basis of selection

Source: Ibid., para: 11.

17 M. H. Huzaiman, "Public Service Tradition in Pakistan", Bureaucracy and Development in Pakistan (Peshawar: Pakistan Academy for Rural Development 1962), p. 287.

Yet the PFS Officers' Association in a Memorandum to Second Cornelious Commission represented that a large number of PFS Officers were not promoted owing to lack of vacancies. The following Table was presented by the PFS Association;

<u>Table-7</u>	
<u>Number of PFS Officers not promoted</u>	
<u>Length of Service</u>	<u>Number of Officers</u>
20 years or more	57
19 years	9
18 years	3
17 years	7
16 years	5
15 years	5
14 years	6
<u>Total</u>	<u>92</u>

Sources: Note on the various recommendations for the re-organization of the Pakistan Foreign Service (Second Cornelious Commission File), para: 7.

It was observed that other Central Services were in favour unification of services. In a combined Memorandum of Central Class-I Civil Service Association (East Pakistan Branch), to the Services Reorganization Committee, the Association even favoured abolition of the nomenclature 'Civil Service' and re-introduce the term 'Pakistan Administrative Service'¹⁷. The First Five Year plan of Pakistan made strong plea for a unified Civil Service. It pointed out that the separation of the General Superior Services into a number of cadres was artificial and due to a number of reasons:

- (1) Recruitment to them was made through a combined competitive examination requiring similar educational background
- (2) The works involved in various services were equally non-technical.
- (3) Several accidental factors like relative position in the examination and the number of vacancies in a particular for effect the assignment of a candidate to one service or another.
- (4) The ranking of the services inter se was open to question. There was nothing inherent in the works handled by the different services which makes one Superior to the other¹⁸.

Re-Thinking:

Some re-thinking for service reorganization of the Central Services was made during 1960s. A.M. Sansul Haq, a member of Civil Service of Pakistan and the Director of NIPA, Dhaka, wrote in 1967;¹⁹

¹⁷ Administrative Science Review, Vol. IV, No.1. (March 1970) pp.246-7.

¹⁸ See, A.M. Shamsul Haque, op.cit., pp.208-9.

¹⁹ See, A.M. Sansul Haq, "Civil Service: A New Outlook", NIPA NEWS (Dhaka), Vol.I, No.3.

The civil services which Pakistan inherited from British India at the time of independence were born in response to the basic functions of the Government in the past. The main functions of the Government were confined to the collection of revenue, administration of justice and the maintenance of law and order. The machinery of the civil service that was created was admirably suited to these purposes. Under the stresses of social and economic necessity, some changes took place in the system from time to time but fundamentally and broadly the methods and outlook of the administrators, the tasks they performed and the system on which they worked remained unchanged.

In order to bring about some changes Government of Pakistan on the one hand was considering for reorganization of services and on the other hand planning to impart some technical training to generalist as technocrats were being imparted general training. A letter of the Service and General Administration Department of the Government of East Pakistan 1968 reads²⁰:

I am directed to state that the President has observed that Deputy Commissioners are required to give the lead to such nation building departments in their districts as Agriculture, Co-operatives, Family Planning and Animal Husbandry etc. They therefore, required thorough grounding in the basic principles, techniques and recent advances made in these fields. On the other hand, the training and experience imparted to officers before they are placed in charge of districts do not equip them with up-to-date knowledge and insight into modern practices.

The President has therefore, been pleased to direct that the provinces should seriously consider the question of giving such training to officers who hold charge of Districts or are going to be posted as Deputy Commissioners in the near future. It has been found desirable that such training should be arranged at the National Institute of Public Instruction.

But it is worth noting that although the National Institute of Public Administration had prepared detailed Syllabus for the training of Deputy Commissioners in Agriculture, Co-operatives, Family planning, Animal Husbandry etc., the course was never materialized and the Government could not spare the Deputy Commissioners for changed situations in the country.

Even the CSP Association in the representation to the Administrative and Services Reorganization Committee counted some perceptible flaws in the service structure in respect of²¹:

- i. Inadequate extent of choice in technological subject;
- ii. Inadequate pre-service and in-service training;
- iii. Less remunerative professions of teaching and research resulting in brain-drain;
- iv. Absence of lateral entry into the prime General Administrative Service;
- v. Non development of the General Administrative Service into its logical best;
- vi. Non existent of developmental policy for Public Corporate Sector; and
- vii. Absence of rationalization of pay structure.

20. Government of East Pakistan, Services and General Administration Departments, No. GA VI-101/68-977,

21. Summary of the Memorandum of Ex-CSP Association, Dhaka, "ASRC file" Dy No. 350 AA page-2.

Amongst the suggestions given by them were substantially broadened base of initial recruitment, provision for lateral entry, equal starting base for Administrative/Foreign/Defence Services as well as for University teachers and officers of the extraordinary merit of the Specialist/Functional Services, Area grouping or pool of Administrative Service into finance and planning, General Area and Social Area etc.

Some other service Association like the erstwhile Taxation Service of Pakistan Association also suggested the amalgamation of service for the purposes of integration and functional specialization such as Cultural Service, Finance Service etc. They had suggested that 80% Senior Scale posts in the Cadre Services should be filled in on the basis of open competition through the public Service Commission. Promotion to Senior Scale Class-I — scale should be made on the basis seniority-cum-fitness. They had further suggested that selection to the grade of Secretary should be made on the recommendation by the public Service Commission.

Provincial Civil Services:

There were East Pakistan Civil Service (EPCS Class-I and Class-II) and the Provincial Civil Service^(PCS) of West Pakistan. Previously West Pakistan consisted of four provinces, and each had its own Civil Service. Subsequently they had been combined and named as Provincial Civil Service (PCS), but the Seniority of old officers rested on the old Provincial basis. East Pakistan Civil Service also comprised the former Bengal Civil Service (BCS), as well as the former Assam Civil Service (ACS) Officials who often regarded themselves superior to the newly recruited provincial service people. The members of the Provincial Civil Service Class-I usually joined as Deputy Magistrate in the Sub-divisional Headquarters or held other miscellaneous administrative positions. In the beginning, the service was a class-II service, unless an incumbent was promoted as Sub-divisional officer or equivalent. Later, the service was declared as class-I service, but the EPCS Officers in East Pakistan was not allowed Class-I travelling allowance unless the basic pay exceeded Taka 850/-. After serving for a number of years as Deputy Magistrates, they used to be promoted as the Sub-divisional Officer and it took a number of years to get promotion to the listed posts of CSP, reserved for the Provincial Civil Service People. These included senior posts like Additional Deputy Commissioner, Deputy Secretary to the provincial govt. or equivalent. The following table will show the time required by the EPCS Officers for promotion to officiate in the Senior Scale of the CSP:

Table-8

Time required by EPCS Officers for Senior Scale.

<u>Sl.No.</u>	<u>Years required</u>
19	17
24	16
29	16
35	16
40	16
45	14
49	18
54	17
64	20
70	15
75	12
80	14
Average years	15.92

Source: Sample from civil list 1964-68.

The Provincial Civil Service People were recruited by their respective Provincial Public Service Commission on the basis of a competitive examination consisting of a written and an oral part. The examinations were fundamentally similar to those of the Central Superior Services Examinations with slightly lesser standard. But General Mathematics of Secondary School level and the constitutional law were the compulsory subjects unlike the CSS examination. The examination for the Civil Service Class-II, however, consisted only of a few papers in the written part, and the interview was also comparatively more lenient. Unlike CSS examination, there was no rigorous psychological test for Provincial Civil Services.

The EPCS Class-II Officers started their career as a Circle Officer and there was no certainty whether they would be promoted to any other position. In January, 1962 there were 127 Circle Officers in East Pakistan. The area of each Circle Officer comprised two to three Thanas. The designation of Circle Officer was created during the British period²². But in that month the provincial government changed the structure and composition of the circle significantly. Administration at the Thana level was reorganised and one Circle Officer was assigned to each Thana for the specific purpose of Supervising Union Councils and the Basic Democratic Institutions at the grass roots. A new cadre of Circle Officer(Dev.) was created as the East Pakistan Civil Service(Executive) Class-II. A new batch of Officers mostly youngmen from various feeder services were recruited afresh to act as Circle Officers(Development)²³.

²² See Government of Bengal, Political Department, Bengal District Administration Committee (1913-14), Report, (Dhaka: NIPA, reprint series, No. 4, 1966), pp. 125-26.

²³ See Government of East Pakistan, Home (GA and apptt) Department, Rules Regulating Recruitment, Promotion, Transfer and Discipline of East Pakistan Civil Service and also Government of East Pakistan, Home (GA & Apptt.), Depptt., Memo. GA VIII/123(90) Dt. Dhaka: December 23, 1961.

However, quite a good number of Circle Officers reported that a significant amount of their time was eroded because they were considered to be local all purpose officers. They were also regarded to be the touring officers, but they got a fixed of Rs. 50 only²⁴.

The upward mobility of Provincial Civil Service Class-II to Provincial Civil Service Class-I and of Provincial Civil Service Class-I to listed posts was rather slow. Using British terminologies it might be said that the Provincial Civil Service people formed the Executive class as compared to Administrative Class comprising mainly the CSP Officers. The EPCS(Executive) Class-I Association in their representation to Administrative and Services Re-organization Committee in 1972 had suggested as follows²⁵:

According to the rules made by the elite group of officers in their own interest, an officer of the erstwhile PCS was eligible for promotion on the 12th year of service, but an officer of the erstwhile CSP was eligible for such promotion on completing the 5th year of his service In order to rationalize matter by removing the glaring injustice all officers of the ~~mark~~ erstwhile and CSP and PCS should take seniority from the date of substantive appointment to gazetted civil services.

The Association re-iterated their stand in their Memorandum to the pay and Services Commission in 1976 for the following words²⁶:

It was provided that an EPCS Officer would be eligible for promotion to the Senior Scale of the CSP in the 12th year of his service on being assessed as fit for promotion. There was no stipulation of any period of probation on such promotion. Similarly, the provision was that a junior CSP would be eligible for promotion to the Senior Scale of CSP in the 7th year of his service after having passed the prescribed examination thus the planners of Colonial Service Structure Sadded the erstwhile EPCS with an initial handicap

The EPCS Class-II Officers in their representation to the Administration and Services Reorganization Committee had similarly put forward the grievence of their lesser prespect for promotion and

24 See M. Anusuzzaman, The Circle Officer: A study of this Rule (Dhaka: NIPA, 1962) pp.5-7, also see M. Safiur Rahman, "Working of Basic Democracies in East Pakistan: A study of some Basic Democratic Institutions", (Dhaka: NIPA, 1965) (Mimeo), pp.38-39.

25 Memorandum on Reorganization of Service Structure in Bangladesh submitted by the Association of erstwhile EPCS in May 1972 to Administration and Service Reorganization Committee, pp.7-8.

26 Memorandum from erstwhile EPCS(Executive)-I Association to pay and Service Commission, dated May 10, 1976, p.8.

Career Development and suggested for amalgamation of all technical and non-technical personnel and thereby creating a new civil service in their existing order of seniority.²⁷

Other Provincial Services:

The Provincial Services of the erstwhile East Pakistan other than the EPCS Class-I and Class-II consisted of the following²⁸:

- (1) East Pakistan Civil Service(Judicial)
- (2) East Pakistan Police Service
- (3) East Pakistan Junior Police Service
- (4) East Pakistan Senior Education Service
- (5) East Pakistan Junior Education Service
- (6) Assam Education Service Class-I
- (7) Assam Education Service Class-II
- (8) East Pakistan Excise Service
- (9) East Pakistan Junior Excise Service
- (10) East Pakistan Agriculture and Income Tax Service
- (11) East Pakistan Junior Agriculture Income Tax Service
- (12) East Pakistan Medical Service(Upper)
- (13) East Pakistan Medical Service(Lower)
- (14) East Pakistan Senior Service of Engineers
- (15) East Pakistan Engineering Service
- (16) East Pakistan Higher Agriculture Service
- (17) East Pakistan Agriculture Service
- (18) East Pakistan Higher Animal Husbandry Service
- (19) East Pakistan Animal Husbandry Service
- (20) East Pakistan Higher Fisheries Service
- (21) East Pakistan Fisheries Service
- (22) East Pakistan Senior Forest Service
- (23) East Pakistan Junior Forest Service
- (24) East Pakistan Food Administration Service.

The members of these services were also recruited by the Provincial Public Service Commission usually by an interview only except for Provincial Secretariat Service which had a written part. Like the Provincial Civil Service Class-I, the Provincial Secretariat Service was also declared in mid 1960s as a class-I Service. This had created a good deal of discontentment amongst the members

27 Vide Memo.85, Dated Dhaka, 29th April, 1972 of General Secretary, BCS Class-II Associations submitted to the Secretary, Committee for Administrative Reorganization, p.2.

28 Vide Administrative Science Review, Vol.IV, No.I(March, 1977) p.235.

of the other services particularly of those services which required higher educational standard. The discontentment seemed to be more amongst those elderly people who during their early age entered a Government College and did not compete Provincial Civil Service on the ground that it was a Class-II service carrying less prestige, than Education service. However, the general impression was that such a sudden declaration of Provincial Civil Service and Provincial Secretariat Service as Class-I Service had rather lowered the image of Class-I in the mind of the people than increased the prestige of Services concerned.

Development of Cadre Services in Bangladesh:

During war of Independence in 1971, three governments were operating for Bangladesh at the same time viz. the Central Government of Pakistan with its military preponderance, confused Government of East Pakistan and the government-in-exile of Bangladesh at Mujib Nagar. Several thousands of officials fled to India and some new recruits were taken at the Mujib Nagar. There had been some quick promotions amongst those who showed utmost loyalty to the Occupation Army. Immediately after Liberation on the 16th December, 1971, when Mujib Nagar Officials rushed to Bangladesh, field administration was pre-ponderantly manned by them. Report of the Civil Administration Restoration Committee, 1972 pointed out the following irregularities committed between 25th March and the 15th December 1971 :²⁹

- i. Grant of extension, re-employment in service
- ii. Out-of-turn promotions
- iii. Recruitment and posting of favoured persons, in violation of existing rules and regulations
- iv. Posting of comparatively Junior Officers in-charge of out lying Sub-divisions in preference to senior officers continuing to be in-charge of Sadar Sub-divisions; and
- v. Posting of untrained direct agents of communal parties as O/Cs. of Thanas in many areas.

In the midst of great confusions and anomalies Government of Bangladesh announced Bangladesh Public Service Commission Order, 1972(P.O. 34 of 1972 dt. 8.4.70) forming two Public Service

29

Government of the People's Republic of Bangladesh, Report of the Civil Administration Restoration Committee - part-1(January 1972) p. 12. The Committee was headed by Mr. M.N. Zaman.

Commissions viz. First Commission and Second Commission. The First Commission was charged with the responsibility to recruit all gazetted civil services and posts of the Republic as well as Class-I and Class-II services and posts connected with the affairs of a statutory bodies. The Second Commission was responsible for recruitment of non-gazetted civil services and posts as well as Class-III posts and services and the similar posts of statutory bodies. Soon after, in September 1972, an interim recruitment policy was announced by the government indicating a quota system stating that 20% of all Class-I and Class-II posts were to be filled up by merit, 10% by women, 30% by freedom fighters, 10% by affected women and 10% by Divisions and Districts according to populations. (No. Estt./R1/R-73/72-109(500) dt. 8th September, 1972). This was, however, modified later in April 1976 prescribing 40% for merit, 10% for women subject to merit qualification and excluding technical posts, posts in Defence Services and other posts where women were unsuitable. It was further provided that if no suitable candidate for the District quota was available, Divisional quota would apply. District quota was also to be relaxed in case of posts for educational institutions and the technical posts, if candidates were not available from the district concerned (Memo.No.ED/RI/R-56/75/52 dt. 8.4.76). Subsequently, however, by the Bangladesh Public ~~Service~~ Service Commission (Amendment) Ordinance 1976 (No. XX of 1976), posts of all statutory bodies were excluded from the purview of both the Commissions. Again, by the Bangladesh Public Service Commission Ordinance 1977 (No. LVII of 1977, the two Public Service Commissions were amalgamated into a single body. It was assigned the responsibility to recruit all Class-I civil posts and any other Civil Service or posts except posts of few specified categories and the Lower Subordinate service or posts. Included among the specified categories were posts in Divisions, Districts and Sub-Divisions level offices. Moreover, it empowered the government to specify certain service or posts to be outside the jurisdiction of the Public Service Commission.

In the mean time, Government of Bangladesh set up the Administrative and Services Reorganisation Committee (ASRC) in 1972. The Committee initially thought of unified service structure and abolition of cadres. At the very outset of Independence, the earlier tradition of writing CSP, EPCS etc. after the name of an official was discontinued. The idea was to introduce a system of functional and area grouping. The Report of the Administrative and Services Reorganisation Committee stated:³⁰

³⁰ Government of the People's Republic of Bangladesh, Report of the Administrative and Services Reorganisation Committee (May 1975) Part-V, p.2.

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 later 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 pre-requisite for holding these posts. The area group posts may divided into eight broad areas of specialisation.

The ASRC also suggested that the 'Senior Policy and Management Posts' should be filled up by officers with relevant area specialisation from the Area Groups or from relevant Functional Groups given necessary administrative ability.³¹ Rashid Commission in 1977 had also somewhat similar idea, when they wrote:³²

- (a) The nomenclature 'Civil Service' should include all employees of the Government from the highest to the lowest,
- (b) Functional service cadres, wherever viable, should be constituted at the Administrative and Executive ~~sixth~~ levels with identical ~~six~~ scales of ~~pay~~ ^{pay} and equitable prospects of promotion,
- (c) Secretariat posts, particularly those from the level of Deputy Secretary and above, should ~~not~~ be reserved in favour of any of the Services.
- (d) There should be enough scope of promotion for employees at all ~~ix~~ levels so that they may go up the ladder subject, of course, to their having acquired the minimum prescribed qualifications for the ~~next~~ higher level.

The first superior post examination was held in 1977. Out of 138 qualified candidates, 107 gave first preference for Asstt. Commissionership, but when ex-EPCS officers were redesignated as Asstt. Commissioners, in their revised opinion, only 23 indicated ~~th~~

³¹ Ibid., pp. 2-3.

³² Government of the People's Republic of Bangladesh, Cabinet Division Report of the Pay and Services Commission, part-I, Vol. I, p.43.

their first preference for it.

In late 70s and early 80s there had been rethinking about superior services and senior policy function. In 1979 the Senior Services Pool Order was promulgated (Initially the term used was 'senior policy pool'). It was stated in rule 2(2) that all posts of Deputy Secretaries, Joint Secretaries, Additional Secretaries and Secretaries would be filled up by the officers enured in the pool except 10% of the posts of Deputy Secretaries, which should be filled up by promotion from amongst Section Officers belonging to the erstwhile Secretariat Services, 50% of the posts of Deputy Secretaries, Directors and Directors General and above other than the post of Secretary in the Ministry of Foreign Affairs and 50% of the posts of Deputy Secretaries and above in the Ministry of Law.³³

Side by side government decided that the old concept of cadre services should be revived. A cadre composition rules 1980 consisting of the 28 cadres was framed and the Bangladesh Civil Service Recruitment Rules 1981 supplemented the Cadre Rules. Initially, the following 28 cadres and sub-cadres were envisaged:³⁴

1. Bangladesh Civil Service(Administrative: Administrative)
2. Bangladesh Civil Service(Administrative: Food)
3. Bangladesh Civil Service(Agriculture : Agriculture)
4. Bangladesh Civil Service(Agriculture : Forest)
5. Bangladesh Civil Service(Agriculture : Fisheries)
6. Bangladesh Civil Service(Agriculture : Livestock)
7. Bangladesh Civil Service(Education : General Education)
8. Bangladesh Civil Service(Education : Technical Education)
9. Bangladesh Civil Service(Economic and Trade : Economic)

³³ Government of Bangladesh, Establishment Division No.ED(IC) SII-6/78-110 Dated 23rd August, 1979.

³⁴ See Schedule-I of Bangladesh Civil Service Recruitment Rules 1981.

10. Bangladesh Civil Service(Economic and Trade : Trade)
11. Bangladesh Civil Service(Economic and Trade : Statistical)
12. Bangladesh Civil Service(Engineering : Public Works)
13. Bangladesh Civil Service(Engineering : Public Health)
14. Bangladesh Civil Service(Engineering : Roads and Highways)
15. Bangladesh Civil Service(Engineering : Tele-Communication)
16. Bangladesh Civil Service(Finance : Audit and Accounts)
17. Bangladesh Civil Service(Finance : Customs and Excise)
18. Bangladesh Civil Service(Finance : Taxation)
19. Bangladesh Civil Service(Foreign Affairs)
20. Bangladesh Civil Service(Health and Family Planning)
21. Bangladesh Civil Service(Information)
22. Bangladesh Civil Service(Judicial)
23. Bangladesh Civil Service(Postal)
24. Bangladesh Civil Service(Enforcement : Police)
25. Bangladesh Civil Service(Enforcement : Ansar)
26. Bangladesh Civil Service(Railway : Transportation and Commercial)
27. Bangladesh Civil Service(Railway : Engineering)
28. Bangladesh Civil Service(Secretariat).

But soon after there had been agitation amongst the members of the different services as well as enlightened members of the public including persons like President of the Bangladesh Medical Association or Some Senior Advocate of Supreme Court Bar Association against the new service-structure and specially against the Senior Services Pool.³⁵

In the first competitive examination arranged by the Bangladesh Public Service Commission in 1982 for 24 cadres and Sub-cadres 10,313 applications were received for 2,643 posts. Out of it 9,552 candidates were allowed to appear at the written test basing on the qualification requirements, and 6,664 candidates actually took

³⁵ See Prof. Syeda Firoza Begum "Senior Policy Pool" and S.R.Pal "Which Way ? " Papers read at the Seminar organised by the Department of Public Administration, University of Dhaka in 1979. ~~1979~~.

part in it. Amongst them 1,377 candidates passed the written test. After the psychological test and the viva-voce, the commission recommended 981 candidates for appointment. Fewer candidates than the number of posts were recommended for Forest, Fisheries, Livestock, General Education, Technical Education, Economic, Communication, Health and Family Planning and Railway Engineers Cadres/Sub-cadres owing to non-availability of suitable candidates and no candidate was found fit for the Economic and Trade: Statistical Sub-cadre.³⁶

On the other hand, the Ministry of Establishment and the Public Service Commission blamed each other for the vacant positions. It was alleged that PSC was by-passed in 1977 in 18 cases, in 1978 in 25 cases and in 1979 in 63 cases. But there were also some other practical problems in personnel recruitment. Out of 186 qualified candidates of Special Superior Service Examination 1970 appointed as Project implementations officers (Class-II position) only 75 ultimately joined. Out of 511 candidates of Special Superior Service Examination 1973 selected for pre-entry training only 393 completed it. On the other hand the Public Service Commission blamed the Ministry of Establishment for several irregularities. A joint Committee was set up by the Government Chaired by Brigadier M.A. Halim. Halim Committee found, inter alia the following irregularities:³⁷

- (1) Appointment of some candidates without the minimum prescribed qualification
- (2) Absence of Recruitment Rules
- (3) Absence of Seniority Rules
- (4) Confusion for granting anti-dated seniority of two years to some officers,
- (5) Unsatisfactory maintenance of Laws, Rules and Regulations.

³⁶ Government of Bangladesh, Report of the Bangladesh Public Service Commission, 1983, pp.44-45.

³⁷ Government of Bangladesh, Report of the Committee for Examination of Irregularities in Appointment and Promotion of Officers and Staff in the Government (April 1983), pp.44-45.

- (6) Lack of proper appreciation and interpretation of Rules and Regulations,
- (7) Inaction and delayed action,
- (8) Malafide intention and pressure in some cases.

Government subsequently took up the idea of sub-centres and reorganised the services into the following 30 centres (excluding Senior Services Pool): 38

- (1) B.C.S. (Administration)
- (2) B.C.S. (Agriculture)
- (3) B.C.S. (Ansar)
- (4) D.C.S. (Audit and Accounts)
- (5) B.C.S. (Co-operative)
- (6) B.C.S. (Customs and Excise)
- (7) B.C.S. (Economic)
- (8) B.C.S. (Family Planning)
- (9) E.C.S. (Fisheries)
- (10) B.C.S. (Food)
- (11) E.C.S. (Foreign Affairs)
- (12) B.C.S. (Forest)
- (13) B.C.S. (General Education)
- (14) D.C.S. (Health)
- (15) B.C.S. (Information)
- (16) B.C.S. (Judicial)
- (17) B.C.S. (Livestock)
- (18) B.C.S. (Police)
- (19) B.C.S. (Postal)
- (20) B.C.S. (Public Health Engineering)
- (21) B.C.S. (Public Works)
- (22) B.C.S. (Railway Engineering)
- (23) B.C.S. (Railway Transportation and Commercial)

- (24) B.C.S. (Roads and Highways)
- (25) B.C.S. (Secretariat)
- (26) B.C.S. (Statistical)
- (27) B.C.S. (Taxation)
- (28) B.C.S. (Technical Education)
- (29) B.C.S. (Tele-Communication)
- (30) B.C.S. (Trade)

The special features of the three services under study will be discussed in the following chapter.

Chapter VI

Cadre Services of Bangladesh and the Special Features of BCS(Admn), BCS(Police) and BCS(Public works).

As a result of public criticism and ~~commitment~~^{criticism} for various services as well as the recommendations of earlier committees and commissions including the Administrative and Services Re-organization Committee, the services (Re-organization and Conditions) Act, 1975 was promulgated (Act XXXII of 1975). It empowered the government to re-organize services of the Republic, public bodies and national enterprises including power to prescribe unified grades and scales of pay. As a result, government first ventured to ~~modification~~^{unification} and unification of pay scales first as National Pay Scale in 1975, then as New National Pay Scale in 1977 and then as Modified New Scale in 1985 as well as the re-organization of services into different cadres by enlarging the base of Bangladesh civil service. In September, 1980 the government issued the Bangladesh civil services(Re-organization) order 1980.¹

The order mentioned 14 cadres, subdivided into 28 sub cadres. The mentioned cadres were BCS(Admn), BCS(Agriculture), BCS(Education), BCS(Economic and Trade), BCS(Engineering), BCS(Finance), BCS(Foreign Affairs), BCS(Health and Family Planning), BCS(Information), BCS(Judicial), BCS(Postal), BCS(Enforcement), BCS(Railway), and BCS(Secretariat).

Subsequently with the addition of BCS(Health and Family Planning), BCS(Cooperatives) and inclusion of Senior Services Pool as a separate cadre, the number increased to 31. The cadrewise strength of BCS cadre in 1986 may be seen in the following table.²

¹ Government of Bangladesh, Cabinet Secretariat, Establishment division No. SRO 286-L/80/ED(IC) II-92/80-98.

² D.S Yusuf Hyder, "Structure of services in Bangladesh" Career Planning in Bangladesh, Dhaka : BPATC, 1986, P. 69.

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Table 1

Cadre-wise Strength of B.C.S Cadres

Sl. No.	Name of Cadre	Authorised strength up to 1982	Authorised strength after 1986	Existing strength
1	2	3	4	5
1.	B.C.S (Administrative: Administrative)	2334	3097	2097
2.	B.C.S (Administrative: Food)	129	219	204
3.	B.C.S (Administrative: Co-operatives)	e	163	119
4.	B.C.S (Agriculture: Agriculture)	260	2049	1558
5.	B.C.S (Agriculture: Forest)	135	103	75
6.	B.C.S (Agriculture: Fisheries)	191	599	303
7.	B.C.S (Agriculture: Livestock)	572	1210	847
8.	B.C.S (Education: General Education)	1018	7791	6669
9.	B.C.S (Education: Technical Education)	194	924	891
10.	B.C.S (Economic and Trade: Economic)	267	504	410
11.	B.C.S (Economic and Trade : Trade)	100	112	98
12.	B.C.S (Economic and Trade : Statistical)	61	110	110
13.	B.C.S (Engineering : Public Works)	463	577	494
14.	B.C.S (Engineering : Public Health)	33	112	112
15.	B.C.S (Engineering : Roads and Highways)	256	337	309
16.	B.C.S (Engineering : Telecommunication)	476	480	395
17.	B.C.S (Finance : Audit and Accounts)	131	266	90
18.	B.C.S (Finance : Customs and Excise)	163	129	113
19.	B.C.S (Finance : Taxation)	253	328	293
20.	B.C.S (Foreign Affairs)	252	192	177
21.	B.C.S (Health and Family Planning: Health)	765	7175	4789
22.	B.C.S (Health and Family Planning: Family Planning)		322	
23.	B.C.S (Information)	481	717	574
24.	B.C.S (Judicial)	213	615	569
25.	B.C.S (Postal)	159	182	139

26.	B.C.S(Enforcement : Police)	263	595	354
27.	B.C.S(Enforcement : Ansar)	89	205	143
28.	B.C.S(Railway : Transportation and Commercial)	61	64	47
29.	B.C.S(Railway : Engineering)	222	211	152
30.	B.C.S(Secretariat)	556	562	323
31.	B.C.S(Senior Service Pool)			
		Total - 10,037	29,940	22,454
Vacancy : (29940 - 22454) = 7486				

The Bangladesh civil service(Administrative) consists of

(a) Persons who were members of the erstwhile Civil Service of Pakistan, East Pakistan Civil Service(Executive) class I and Military Land and Cantonment service on or before 25th March, 1971.

(b) Persons appointed on regular basis on or after 26th March, 1971 on the recommendation of the erstwhile Central Public Service Commission of Pakistan or the East Pakistan Public Service Commission or the Bangladesh Public Service(First) Commission or the Bangladesh Public Service(Second) Commission or the subsequent Bangladesh Public Service Commission or the competent authority during the period from 16th September, 1971 to 7th April, 1972 or during such period as the posts were taken outside the purview of any of the aforesaid Commissions.

(c) Persons appointed to the service since September, 1980 in accordance with the Bangladesh civil service(Admn:Admn) composition and Cadre Rules, 1980.

The Bangladesh Civil Service(Police) includes :

(a) the persons who were members of the erstwhile Police Service of Pakistan and persons appointed to the posts of Deputy Superintendent of Police and above of the erstwhile East Pakistan Police Service on or before 25th March, 1971.

(b) Persons appointed on regular basis on or after 26th March, 1971 by the competent commission or authority.

(c) Persons appointed to the service since September, 1980 in accordance with Bangladesh civil service(Enforcement; Police) Composition and Cadre rules, 1980.

The Bangladesh civil service(Engineering:Public Works) includes :

(a) Persons who were members of the erstwhile Central Engineering service, erstwhile East Pakistan Senior Service of Engineers, erstwhile East Pakistan Engineering service on or before 25th March, 1971.

(b) Persons appointed on regular basis on or after 26th March, 1971 on the recommendation of the competent commission or authority.

(c) Persons appointed to the service since September, 1980 in accordance with the Bangladesh Civil Service(Engineering: Public Works) Composition and Cadres Rules, 1980.³

The schedule of the Bangladesh civil service(Admn:Admn) Composition and Cadre Rules, 1980 showed the cadre strength of 2334 as follows :⁴

Table 2

Category of posts	Number of posts (Provisional)
a) Posts in the Junior Scale(Assistant Commissioners in the Scale of Tk.750-1470 and S.D.Os. and others in Scale of Tk. 1150-1800)	1,627
b) Posts borne in the Senior Scale(ADCs and others in the Scale of Tk.1400-2225).	236
c) Posts borne above the Senior Scale (Commissioners, Additional Commissioners and others).	295
d) Posts in the erstwhile Military Lands and Cantonment Service.	12
e) Deputation, leave and training reserve(not exceeding a total of 10% of the posts in the heirarchy)	164
Total..	<u>2, 334</u>

The schedule of the Bangladesh civil service (Enforcement: Police) Composition and Cadre Rules, 1980 showed a cadre strength 263 as follows :

Table 3

Category of posts	Number of posts (Provisional)
a) Inspector General of Police	1
b) Deputy Inspector General of Police	7
c) Superintendents of Police	36
d) Additional Superintendents of Police	17
e) Assistant Superintendents of Police	184
f) 10% reservation for deputation, leave, training	18
	263.

The schedule Bangladesh civil service (Engineering; Public Works) Composition and Cadre Rules, 1980 showed the cadre strength of 463 as follows :⁶

Table 4

Category of post	Number of post (Provisional)
1. Chief Engineering	2
2. Additional Chief Engineer	1
3. Deputy Chief Engineer	4
4. Superintending Engineer	46
5. Executive Engineer	130
6. Assistant Engineer	252
10% Reserved for leave, training and deputation	25
	463

³ See Government of Bangladesh, CMLA's Secretariat, Establishment division, Report of the Committee for Examination of Irregularities in Appointment and Promotion of Officers and Staff in the Government (April, 1983), pp. 97-105.

⁴ See SRO 288-L/80/ED/IC/S II-1/80-117, dated : 1st September, 1980.

⁵ No: SRO 290-L/80/ED(IC)S II-24/80-102, dated : 1st September, 1980.

⁶ No : SRO 309-L/80/ED/IC/S II-12/80-110.

The cadre strength included 10% reserve for leave deputation etc. However, it was found that in certain cadres, the number of post shown as initial cadre strength in the schedules to the BCS composition and cadre rules, 1980 of such cadres were higher than the number of sanction post,⁷ This was true not only with BCS(Admn), but also with some other cadres. The number of sanctioned post, in BCS(Admn), ~~Admn~~ appeared to be 2079, where as the initial cadre strength was shown as 2334. Similarly the initial cadre strength of BCS(Information) was 461 against the sanction post of 300. Further, the number of sanctioned post, in BCS(Secretariat) seemed to be 417, where as the initial cadre strength was 556.

⁷ Report of the Committee for examination of Irregularities.....
P. 118.

The recruitment rules of the services were framed as under the Bangladesh Civil Service Recruitment Rules 1981.⁸ Rule 4 provides for appointment by direct recruitment. It reads that no appointment to a service of direct recruitment shall be made except upon the recommendation of the Public Service Commission. No persons will be eligible for appointment if he is not a citizen of Bangladesh or married to or has entered into a promise of marriage with a person who is not a citizen of Bangladesh. It also requires that the selected persons must be certified by a medical board setup by the Director General of Health Services to be physical fit and that also his antecedents must be verified through appropriate agencies.

The recruitment rule also provides procedure for appointment by promotion and for this purpose following procedure was set :⁹

Table 5

Procedure for Appointment by Promotion in BLS

- a) appointment by promotion to the New National Scale of Taka 750-1470 from a post of lower class shall be made on the recommendation of the Commission ;
- b) no person shall be promoted to the New National Scale of Taka 1400-2225 unless he is found fit in a test or examination conducted by the Special Promotion Committee;
- c) no person shall be promoted to the New National Scale of Taka 1850-2375 and Taka 2100-2600 unless he is found fit in a test or examination conducted by the Superior Selection Board ;
- d) no person shall be promoted to the New National Scale of Taka 2350-2750 and above unless he is found fit by the Council Committee on Promotion ;
- e) no person shall be eligible for promotion if he has unsatisfactory service records ; and
- f) a person on promotion to a specified post shall have to qualify in such training course as may be prescribed by the Government failing which he will be reverted to the post from which he was promoted.

The rules also provide~~d~~ that a person initially appointed to a service against a substantive vacancy will remain on probation for a period of 3 years if he is appointed by direct recruitment and a period of one year if he appointed on promotion.¹⁰

⁸ No : SRO(1)-L/81/ED/(R II)R/70/80, dated : 1st January, 1981 of the Regulation Wing of the Establishment division.

For confirmation a foundation training for a period of not less than 3 months in the fields of agriculture, fisheries, livestock much mobilization etc. was envisaged in the rule.

Part I of schedule II of the Bangladesh Civil Service Recruitment Rules 1981 shows a list of 6 positions viz. Commissioner, Additional Commissioner, Deputy Commissioner, Additional Deputy Commissioner, Sub-divisional Officer or equivalent, Magistrate or equivalent. Their Mode of recruitment, qualification etc. are shown below :

Table 6
SCHEDULE II

Bangladesh Civil Service (Administrative:Administrative)

Sl. No.	Name of the specified post of the Service	Method of recruitment	Qualification
1	2	3	4
1.	Commissioner	(i) By promotion from amongst the Additional Commissioners and Deputy Commissioners; and (ii) By transfer of officers not below the rank of Joint Secretary, who are encadred in the Senior Services Pool from the Bangladesh Civil Service (Administrative:Administrative).	For promotion 18 years experience in the concerned Service.
2.	Additional Commissioner	(i) By promotion from amongst the Deputy Commissioners; and (ii) By transfer of officers not below the rank of Deputy Secretary who are encadred in the Senior Service Pool from the Bangladesh Civil Service (Administrative:Administrative).	For promotion 12 years' experience in the concerned Service.
3.	Deputy Commissioner	(i) By appointment of Additional Deputy Commissioners; and (ii) By transfer of officers not below the rank of Deputy Secretary who are encadred in the Senior Services Pool from the Bangladesh Civil Service (Administrative:Administrative).	

⁹ Ibid, rule 5.

¹⁰ Ibid, rule 6.

- | | | |
|---|---|--|
| 4. Additional Deputy Commissioner. | (i) By promotion from amongst the Sub-Divisional Officers and other officers of the Service in the New National Scale of Taka 1150-1800 ; and | For promotion- 7 years' experience in the concerned Service. |
| | (ii) By appointment of officers of the concerned Service in the New National Scale of Taka 1400-2225. | |
| 5. Sub-Divisional Officer and other officers in the New National Scale of Taka 1150-1800. | (i) By promotion from amongst the Circle Officer, Magistrate and Section Officer, and | For promotion- 4 years' experience in the concerned Service. |
| | (ii) By appointment of officers of the concerned Service in the New National Scale of Taka 1150-1800. | |
| 6. Circle Officer Magistrate Section Officer. | (i) 90% by direct recruitment up to 1-1-85 and 100% thereafter; and | For direct recruitment-As per rules to be prescribed by the Government. |
| | (ii) 10% by promotion from amongst the following groups in order of preference :- | For promotion-3 years' experience in a feeder post or posts specified in column 4. |
| | (a) Lawyer Magistrate; and | |
| | (b) Election Officer, Circle Officer (Development), Thana Revenue Officer and Additional Land Requisition Officer. | |

Part - XIV of the schedule II shows 5 specified posts of the BCS(Police) service such as Inspector General of Police, Additional Inspector General of Police, Deputy Inspector General of Police, Superintendent of Police, Additional Superintendent of Police and Assistant Superintendent of Police. It is to be noted that the Superintendent of Police and the Additional Superintendent of Police have been shown under the same serial which is quite indicative. The method of recruitment and qualification of the specified posts are as follows :

Bangladesh Civil Service (Enforcement: Police).

Sl. No.	Name of the specified post of the Service.	Method of recruitment	Qualification
1	2	3	4
1.	Inspector-General of Police	By appointment from amongst the Additional Inspectors-General of Police.	
2.	Additional Inspector-General of Police.	By promotion from amongst the Deputy Inspectors-General of Police.	18 years' experience in the service including 3 years' experience in a feeder post or posts specified in column 4.
3.	Deputy Inspector-General of Police	By promotion from amongst the Superintendent of Police and Additional Superintendent of Police.	15 years' experience in the concerned Service including 7 years' experience as Superintendent of Police/Additional Superintendent of Police.
4.	Superintendent of Police/Additional Superintendent of Police.	By promotion from amongst the Assistant Superintendents of Police.	7 years' experience in the concerned Service.
5.	Assistant Superintendent of Police.	(i) $\frac{1}{3}$ rd by promotion from amongst Inspectors of Police; and (ii) $\frac{2}{3}$ rds by direct recruitment.	(i) For promotion-3 years' experience as Inspector of Police. (ii) For direct recruitment-As per rules to be prescribed by the Government.

Part XII of the schedule II of the Bangladesh Civil Service Recruitment Rules mentions 5 specified posts of the service such as Chief Engineer, Additional Chief Engineer, Superintending Engineer, Executive Engineer and Assistant Engineer. The method of recruitment and qualification are as follows :

Table 8
PART XII

Bangladesh Civil Service (Engineering: Public Works)

Sl. No.	Name of the specified post of the Service	Method of recruitment.	Qualification
1	2	3	4
1.	Chief Engineer	By promotion from amongst the Additional Chief Engineer.	18 years' experience in the Service including 3 years' experience as Additional Chief Engineer.

- | | | | |
|----|---------------------------|---|---|
| 2. | Additional Chief Engineer | By promotion from amongst the Superintending Engineers. | 15 years' experience in the relevant field of the concerned Service including two years' experience as Superintending Engineer. |
| 3. | Superintending Engineer | By promotion from amongst the Executive Engineers. | (i) Bachelor's Degree in Engineering or its equivalent in the relevant field from a recognised University or passed A and B Sections of A.M.I.E.; and
(ii) 12 years experience in the concerned Service including 5 years' experience in the post of Executive Engineer. |
| 4. | Executive Engineer | By promotion from amongst the Assistant Engineers. | 7 years' experience as Assistant Engineer. |
| 5. | Assistant Engineer | (i) $\frac{1}{3}$ rd by promotion from amongst the Sub-Assistant Engineers and Estimators; and
(ii) $\frac{2}{3}$ rds by direct recruitment. | (i) For promotion-
(a) Diploma in Engineering in the relevant field from an Institution recognised by the Government; and
(b) 5 years experience in a feeder post or posts specified in column 4.

(ii) For direct recruitment - As per rules to be prescribed by the Government. |

Since age limit for direct recruitment was to be prescribed by the government under the Recruitment Rules, Establishment Division issued Bangladesh Civil Service (Age, qualification and Examination for direct recruitment) Rules 1982.¹¹

Rule 8 has made two categories of services keeping Administrative, Food, Forest, Livestock, Economic and Trade, Audit and Accounts, Custom and Excise, Taxation, Foreign Affairs, Health and Family Planning, Information, Judicial, Postal, Police, Ansar, Railway, Transportation and Commerce and Secretariat in one category and Agriculture, Fisheries, Public Works, Engineering, Public Health Engineering, Roads and Highways, Telecommunication, Railway Engineering, Trade, General Education and Technical Education in another category.

¹¹ No : SRO-142-L/82/ED/recruitment/(1)-15/80, dated : 11th May, 1982.

Under rule 13, the age limit was fixed up from 21-25 with the provision of relaxing maximum age limit for the backward citizens, freedom fighters and female candidates. Furthermore, the age limit for Bangladesh civil service in the General Education, Technical Education, Health and Family Planning and Judicial has been fixed up at 30 years.

For the examination of the Bangladesh Civil Service cadres 1600 marks were fixed up but for specialist positions 600 marks were kept for academic attainment as against 400 marks in the generalist cadres which is to be supplemented by written examination in two papers in the relevant subjects. The compulsory subjects carried 700 marks, viva voce 200 marks and psychological and intelligence test 100 marks.

Schedule 1 of the Rules enumerates the minimum qualification and the entry post. Serial one shows an entry position for BCS(Admn) as Circle Officer/Magistrage/Section Officer with the minimum qualification of the degree with second class/division or degree with First Division SSC or HSC or equivalent examination or second class post graduate degree. Serial 8 shows the entry position for the Bangladesh Civil Service(Police) as Assistant Superintendent of Police with the minimum qualification as before. On the other hand, serial 16 of Bangladesh Civil Service(Engineering Public Works) showed the entry position as Assistant Engineer with a minimum qualification requirements of a degree in the relevant branch of Engineering or its equivalent or A & B section of AMIE passed.

Thus while Civil Service(composition and cadre) rules lay down strength of individual cadre posts borne in the cadre, conditions of appointment etc., Civil Service recruitment rules lay down how the recruitment would be made to cadre and subcadre post, and Civil Service(Age, qualification and examination for direct recruitment) Rules lay down how direct recruitment would be made.

Composition and cadre rules indicate the initial cadre strengths which may be varied by the government with the concurrence of the Ministry of Finance in order to ensure continuities of management by providing in ethical flow potentials.¹²

In 1982, the Public Service Commission held a competitive examination of Bangladesh Civil Service of 24 cadres, sub-cadres and the test was for 600 marks. In 1983 the PSC changed the system as an experiment and held a written examination of 100 marks in psychological test and 200 marks in viva-voce to select 650 magistrate. Out of 8505 candidates only 1211 qualified. This was barely 5% of the lot. In 1984 the PSC again changed the system of examination for the BCS cadre and held an examination on the basis of 900 marks. The reason given by the PSC was that it took over a year to finalise the results of 1600 marks examination compared to 900 marks.¹³

The syllabus of the Public Service Commission has changed over the years. Amongst compulsory subjects, 2 papers of Bengali were found in 1976 syllabus for the Superior Posts Examination, paper one being Bengali essay carrying 100 marks and paper 2 including History of Bengali literature, Grammar, amplification of ideas, substance and letter writing.¹⁴ This was kept as it is even in 1982. In Bangladesh Civil Service examination syllabus of 1984, 100 marks was kept for Bengali which is to be distributed as follows:¹⁵

Since 1985 Examination is held for 1000 marks (Compulsory subject in optional subject 200, Viva Voce 200) 13a

Table 9

BCS Examination Syllabus 1984

Essay	30
Amplification of ideas	15
Substance, Precis writing	15
Correction, fill in the gaps, idioms and phrases	
short answer questions on Bengali Language and literature	40

¹² See M.N. Ismail "Recruitment training and career planning : Study of the situation of Bangladesh" 1984 (mimeo) Mr. M.N. Ismail was Deputy Secretary in-charge of recruitment and training in the Ministry of Establishment and re-organization at that time.

The trouble arose for recruiting two batches of BCS (Admn) in 1982-one for 650 magistrate by short-cut method of psychological test and viva and the other the regular BCS (Admn). Advertisement published in the newspaper on 10th June, 1982 was that of regular BCS cadre including BCS(Admn) while for short-cut examination advertisement was published on 22 December, 1982. The latter stated that the selected persons after appointment to the BCS(Admn:Admn) would be placed in the cadre list after the last person already encadred. In rule 11(1) of the BCS Recruitment Rules 1981 it was also stated that the government may in order to meet urgent situation due to creation of Upazila make appointment to the BCS(Admn:Admn) for one time recruitment to the post of magistrates specified in the schedule. Now the problem was about the seniority of the two batches.

Incidentally, a critical seniority problem also arose in case of the recruitment of lawyer magistrates. The lawyer magistrates recruited in May 72 and June, 72 had a difference of seniority of 5 years because in the former case the seniority was counted from the date of appointment, while in case of the latter, seniority was counted from the date of confirmation.

In personnel matters, Ministry of Establishment plays a dominant role. This will be discussed in the following chapter.

13 See A.K.M. Hedayetul Haq "Role of Public Service Commission in the recruitment of personnel in Bangladesh". Paper read out at the Seminar on career planning during 21-22 December, 1985 at the BPATC, Savar, Dhaka. Also see Bangladesh Public Service Commission, Detailed Syllabus for the Bangladesh Civil Service Examination 1982. pp. 1-3 and Detailed syllabus for Bangladesh Civil Service Examinations 1984, pp.1-2.

13a Bangladesh Public Service Commission, Annual Report (In Bengali), 1987, pp. 4-5.

14 See Bangladesh Civil Service (First) Commission. Detailed syllabus for the Superior Posts examination, and additional instructions to candidates 1976. p.1.

15 Detailed Syllabus for Bangladesh Civil Service examination 1984. p. 1.

Chapter VII

Role and Responsibilities of the Ministry of Establishment

Since the British time through early Pakistan period Home department was looking after the personnel functions of the government, in addition to law and order functions. Parnwell committee in 1958, enumerated the functions of the Home department as follows :¹

Apart from the management work which falls to it in common with all other administrative Departments, Home Department is charged with "the determination and maintenance of the structure, organisation and procedure of the machinery of government"⁽ⁱ⁾. It is responsible for general "efficiency and economy in administration" throughout the government⁽ⁱⁱ⁾. These topics fall to the Constitution and Elections Branch under an Assistant Secretary who is also occupied with citizenship questions and holds a post in the Anti-Corruption Department. This Branch is responsible in particular for preparation and issue of Rules of Business and a secretariat manual; and it promulgates decisions about organisational changes-such as the setting-up of the Planning Board.

Home Department is also responsible for case work in connection with the appointment, promotion, leave, discipline, pensions, etc. of the more senior officers of the Secretariat Departments and of the General Administration-except in so far as decisions in this field are reserved to the federal government. The work is done in the General Administration and Appointments Branch.

Finally, Home Department is responsible (subject to Finance Department's control of expenditure) for the pro-

¹ Erstwhile Government of East Pakistan, Home, (O&M) department, Organization and Methods in the East Pakistan Government (Report by L.Parnwell in February 1958), P.8.)

vision of stationery, furniture, office equipment and common services generally to all Secretariat Departments. This work falls to Common Services Branch.

Farnwell committee had found that the functions of Home department was too unweildy and therefore they suggested new Establishment branches having a particular concern about the arrangements for the proper conduct of establishment and management work of the government.²

The functions of the Home department was later found to be enormous and multifarious. It was also felt that many functions of the department were not even homogeneous in nature. Police functions and political functions had no similarity with the purely appointment, training and transfer functions or O&M functions. As a result, after the provincial Administrative Re-organization Committee Report of 1960, a separate Services and General Administration department (S&GA Department) was created with an Additional Chief Secretary incharge of it. Immediately before the emergence of Bangladesh, the organization chart of the S&GA department showed the Chief Secretary as its head, an additional Chief Secretary and a Financial Adviser under him. The position of Secretary was shown but it was never filled up. There were 6 Deputy Secretaries heading 6 branches such as O&M Branch-1, O&M Branch-2, Regulation branch, General Administration branch, Common Services and Anti-Corruption branch and Welfare branch.

The General Administration branch had 12 sections and 2 cells. The functions were distributed as follows :³

² Ibid; p.39.

³ vide Erst while Government of East Pakistan, Services and General Administration Department, Year book 1969-70, pp.(i) to (vi).

S.O.I-Posting, Transfer, Training, etc., of CSP Listed Post Officers, S.D.O's Chairmen Members of Autonomous Bodies and Admn. of NIPA.

S.O.VI-Foreign Training, Civil List, Over all control of Inspection Teams, Tour reports of D.C's Commissioners etc. and Admn. of P.A.R.D.

S.O.II-Disciplinary cases and complaints against officers.

S.O.VII-Posting, Transfer, etc., of Section Officers, Establishment of Non-gazetted staff of S.&G.A. Deptt. & A.D. list of officers of the Sectt.

S.O. III-Posting, Transfer etc., of Police, E.P.R., P.S.C and Army Officers, Vivil Awards, Dress Rules etc. and Admn. of the Governor's Sectt. office of the M.S.G. and the Dist. Gazetteers.

S.O.VIII-Maintenance of Character Rolls of C.S.P., EPCS., and EPSS Officers.

S.O.IV, -Administration of Superior Judicial Officers, Review of Government Servant 25/55 years rules. Implementation of decision of Cabinet, Governors' and Commissioners' Conferences.

S.O.IX-Disciplinary cases of EPCS(II), Declaration of asset, etc., etc.

S.O.V-Posting, Transfer, Leave, etc., of EPCS(Ex.) I, Disposal of Criminal cases and Admn. of GOTA.

Cypher Bureau.

S.O.V/A-Administration of EPCS(Ex.) II, Officers Creation of B.D. Circles.

Secretariat of the Council of Ministers.

Thus the main functions of the General Administration branch might be summarised as recruitment, promotion, deputation of officers to the central government and other agencies, disciplinary cases and character rolls etc. Out of the list, the recruitment and promotion functions seem to be the most important one which might be seen from the following table :

Table 1
Recruitment functions of S&GA department.

	1967-68	1968-69	1969-70
(i) E.P.C.S.(Executive), Class I	28	40	49
(ii) Lawyer Magistrates	19	11	14

(iii)	E.P.S.S			21
(iv)	E.P.C.S (Executive), Class II	22	25	19
(v)	P.S.P	4		
Total		73	76	103

Source : Year book 1969-70 p.1

During 1969-70 8 Junior scale CSP officers and 25 EPCS (Executive) officers were promoted to the senior scale of the CSP, 6 EPCS officers were confirmed to the listed post, 7 EPCS judicial officers were promoted to the rank District of Sessions Judge and 8 were promoted to the position of Additional District and Sessions Judge and 4 EPCS officers were promoted to the rank of Deputy Secretary by the S&GA Deptt.⁴

Immediately after the emergence of Bangladesh, the Civil Administration Restoration Committee while mentioning the functions of the Ministry of Cabinet Affairs and enumerating most of the Establishment functions including the Public Service Commission matter within it, recommended that the Services and General Administration department of the former Government of East Pakistan be re-named as Establishment Division.⁵

As a result of the above recommendation, the Establishment Division under the Ministry of Cabinet Affairs was created with a Secretary as its head with 4 Joint Secretaries incharge of general Administration, Regulation, O&M and Enquiries respectively and 12 Deputy Secretaries, 32 Section Officers, 1 Senior Research Officer, 1 Welfare Officer, 1 Administrative Officer of Benevolent Fund, 1 Assignment Officer and 1 Special Officer.⁶

⁴ Ibid. p.1

⁵ Government of the People's Republic of Bangladesh, Report of the Civil Administration Restoration Committee part-1 (January, 1972). P.39.

Thereafter Establishment Division has undergone several changes. In the organization chart of the government in July 1975, it was a division under the Ministry of Cabinet Affairs along with 2 other divisions namely : Cabinet Division and Secretariat of the President.⁷

In November 1975 the structure was changed again and the Ministry of Cabinet Affairs was transformed into the Cabinet Secretariat with 2 divisions : Establishment division and Cabinet division and the Cabinet Secretary was named as the official head of the Cabinet Secretariat.⁸

In 1976, Cabinet Secretariat had one more division namely Science and Technology division along with Cabinet division and Establishment division.⁹

In July 1982 Establishment Division was one of the 7 Divisions of CMLA Secretariat. Other divisions being Cabinet Division, Project Monitoring Bureau, Science and Technology Division, Election Commission, Parliament Secretariat and Martial Law Civil Affairs Division.¹⁰

In August 1983, Establishment Division was taken out of the CMLA Secretariat and a separate Ministry of Establishment and Re-organization was created.¹¹

In December 1985 the Ministry was re-named as the Ministry of Establishment.¹²

⁷ Bangladesh Gazette Extraordinary, June 26, 1975. p.461.

⁸ Bangladesh Gazette Extraordinary, November 10, 1975. P.2941.

⁹ See Schedule I of the Rules of Business (revised upto December 1979)

¹⁰ See Schedule I of the Rules of Business (Revised upto July 1982).

¹¹ See Schedule I of the Rules of Business (Revised upto August 1983)

¹² See Schedule I of the Rules of Business (Revised upto December 1985).

Under the Allocation of Business of the Government Ministry of Establishment has, 'inter-alia', the following functions.¹³

1. Regulation of all service matters.
2. Coordination of policy of all Ministries with respect to the services under their control.
3. Securing to all Government servants, the rights and privileges conferred on them by or under the Constitution or any other law in force.
4. (a) First appointment to all cadres of Bangladesh Civil Service.
- (b) First appointment and administration of -
 - (1) BCS(Administrative:Administrative) Officers.
 - (2) BCS(Secretariat) Officers.
 - (3) Class II Officers cadre this Ministry.
 - (4) Lawyer Magistrates.
 - (5) Temporary Magistrate.
- (c) Encadrement of Officers to Senior Service Posts and its administration.
5. Appointment and transfer of officers in general administration in Upazilas, Districts and Divisions in consultation with the Cabinet Division.
6. Deputation of officers of the posts mentioned in entry 4 above to foreign bodies corporations, etc.
7. Inter-Ministerial transfers of Class I Officers (officers of national grade V and above).
9. Determination of status of all officers and grant of ex-officio status to non-Secretariat officers.
10. Training of officers and staff in and outside Bangladesh.
11. Interpretation of rules and orders relating to service matters other than those issued by the Ministry of Finance.

12. Conditions of service including including status, super-annuation, re-annuation, re-employment, etc. other than those falling within the purview of the Ministry of Finance.
13. Staff Welfare.
17. Fixation of cadres.
20. Departmental examination rules.
22. Civil List, AD List and History of Services.
23. Setting up of selection boards and departmental promotion committees.
24. Policy regarding recruitment of LD and UD assistants of the different Ministries.
25. Morale of Services.
26. Reservation of posts for certain classes of citizens.
27. General policy regarding age-limits, medical standards, educational qualifications and recognition of non-technical degrees and diplomas for appointments to Government services.
28. General policy matters regarding classification of posts services and grant of gazetted status in relation to services.
31. General policy regarding absorption of Government servants.
32. Deputation of Bangladesh experts abroad under different programmes and on bilateral basis except in respect of those international agencies who have got their counterparts in other Ministries(e.g. UNESCO).
37. Career Development.
38. Grievances and representation of Government servants.
39. Administrative management and reforms.
40. Initiation of proposals for all-round improvement in efficiency to achieve better and more economic execution of Government business.

41. Review of organisations, functions, methods and procedures of Ministries/Divisions, Departments and Subordinate offices.
44. Inspection and periodical review of staff position in Ministries/Divisions, Departments and Subordinate offices.
45. Compilation of statistics relating to civil employees of the Government for the purpose of manpower planning.
47. Administrative research.

The above list does not exhaust the function of the Ministry of Establishment, but it shows the wide variety of responsibilities of the Ministry. Different aspects of Career Planning and Developments are also the responsibility of the Ministry of Establishment. Under Chapter III of the Rules of Business, Ministry of Establishment is also to be consulted, inter-alia, by all Ministries for the following functions:¹⁴

- (i) the reorganisation of a Division or an Attached Department or a change in the status of an Attached Department;
- (ii) the organisation of a working unit in a Division otherwise than as a section;
- (iii) creation and reorganisation of an Attached Department;
- (iv) initial appointments to Class I and above or Grade V and upwards of the National Pay Scales, other than those which are within the purview of the Public Service Commission in the Secretariat;
- (v) a change in the terms and conditions of service of officers of all services other than defence and of ministerial servants in the Secretariat and Attached Departments subject to modifications as may be made by the Government in the structure of services from time to time;
- (vi) posting of Non-Secretariat officers in the Secretariat or Attached Departments;
- (vii) expenditure proposals relating to the Ministry of Finance.

- (viii) the interpretation of rules and orders made by the Ministry of Establishment.
- (ix) submission of a case to the President to over-rule the recommendations of the Public Service Commission in matters relating to appointment; and
- (x) rules for recruitment to any post or service including the question of removing a post or service from the purview of the Bangladesh Public Service Commission for the purpose of recruitment.

Amongst the achievements and concerns of the Ministry of Establishment are the creation of 31 cadres including Senior Services Pool. But these 30 cadres and SSP consist of a microscopic section of the whole bureaucratic population in Government offices.¹⁵

Immediately after the reorganisation of services, the Government set up the National Training Council (NTC) in 1981. Ministry of Establishment prepared draft training policy for training of Government Officials only within the country and placed it before Executive Committee (EC) of the NTC in 1984. The EC and NTC approved it, pending preparation of a Five year National Training Policy which was drafted later.

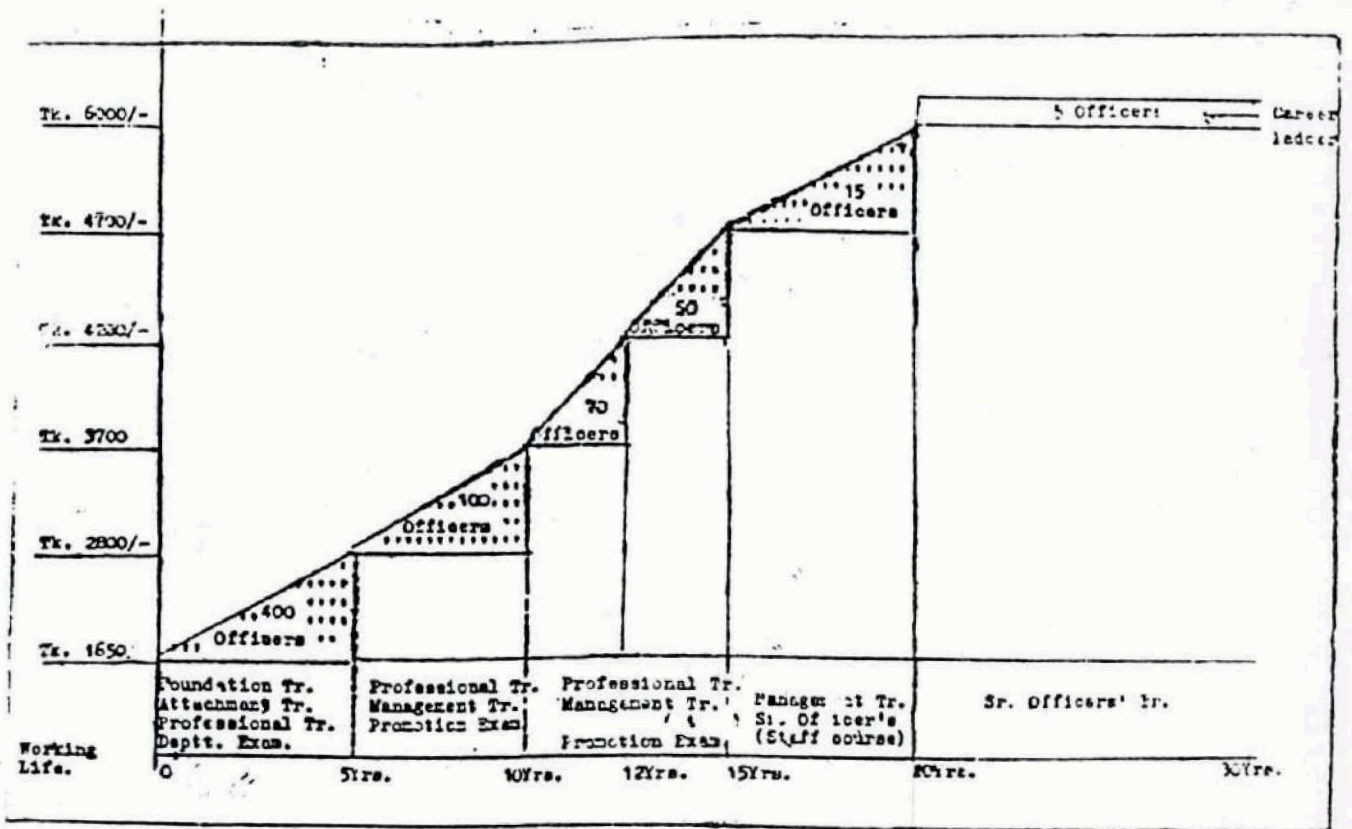
Perhaps, the most important recommendation made in the policy is to incorporate training as pre-condition for promotion at all levels. As the central personnel agency of the Government, the Ministry of Establishment is to recruit and train officers and deploy them to different jobs for optimum utilization of their skill for a proper career plan, it is necessary to have the complete data of their educational background, personal skill, service career, special aptitude and so on. To computerise all these information, the government has set up a Public Administration Computer Centre (PACC) in the Ministry of Establishment. In the first phase from July to December, 1988, the Centre undertook to complete the personnel data of officers of the Senior Services Pool, BCS (Admn) and

14

Rules of Business, 1975 (revised up to June 1987), Chapter III, Rule 9, p.7.

BCS (Secretariat) cadre. The five year training policy has shown a hypothetical career model of a cadre of 650 officers which was distributed to the different Ministries and Divisions as follows¹⁶.

Chart-I



¹⁵ Syed Giasuddin Ahmed, "Structure of Services in Bangladesh" Career Planning in Bangladesh, Savar, BIATC, 1986, p. 57.

¹⁶ See M.S.H.Chisty "Two years of Career Planning". Paper read at Second Seminar on the Career Planning organised by BIATC on 29th September, 1987.

The above hypothetical model was sent to different Ministries and Divisions in September, 1986 and reminder was issued in October, 1986 and evenⁱⁿ August 1987.¹⁷ The Ministries and Divisions were asked to prepare training and career model based on cadre composition rules, recruitment rules and training policy.

But as the Ministry of Establishment has direct responsibility of the BCS(Admn.) cadre as well as BCS(Secretariat) cadre, the Ministry prepared the Career Development Plan for these two cadres. The Career Development Plan as prepared by BCS(Admn) cadre may be summarised as follows :

Table- 2

Contemplated career plan of the BCS(Admn) cadre.

	Starting Year
(1) Foundation Training (6 months) at PATC	0
(2) Specialised Training of Law (3 months)	
(3) Training in Survey, Settlement and State Acquisition (3 months)	
(4) Attachment at the District/Upazila/Treasury/Secretariat/Rural Academy (1 year)	2nd
(5) Posting at Upazila/District (5 years)	3rd
(6) Refresher Course on Law and Administration (1 month)	4th
(7) Posting at Secretariat (3 months)	6th
(8) Training on Project Management and Rural Development	7th
(9) Posting as ADC/UNO	9th
(10) Mid-level Training and Evaluation at PATC	10th
(11) Entrance Examination for SSP (3 chances)	11th
(12) Training on Public affairs management at PATC and evaluation (2 months)	13th
(13) Training on different specialised areas like public policy analysis and organisation development at PATC (2 weeks) and job rotation	15th
(14) Exposure to Comparative International Perspective in Management Development by PATC.	18th
(15) Job rotation/mobility	19th

Source: CP-Section of the Ministry of Establishment

17. WPC/PM/PA-0)-33/68-35(20) DATED : 7-9-86
 WPC/PM/PA-0)-33/68-38(20) DATED : 18-10-86.
 WPC/PM/PA-0)-33/69-320(20) DATED : 12-8-87

Similarly Ministry of Establishment suggested a career development plan for BCS(Police) cadre as follows:

Table- 3

Career Development Plan for the officers of BCS(Police).

1. Foundation Training (6 months)
2. Professional Training at Sardah (9 months)
3. (a) Practical on-the-job training (6 months)
- (b) Army attachment (2 months)
- (c) Survey and Settlement training (2 months)
4. Posting at Upazila/district (5 years)
5. Refresher course (one month)
6. Posting at Police Directorates/HQs. (3 months)
7. (a) Training on Man Management, leadership, decision making, human relations
- (b) Training in Rural Development
- (c) Selection for specialised higher studies.
8. Posting as Addl. S.P/S.P
9. Specialised local and foreign training
10. (a) Sr. Staff Course at Police Academy
- (b) Mid-level intensive training at BPATC
- (c) Evaluation by BPATC.
11. Entrance examination for SSP (3months)
12. (a) Long course on Public Affairs Management(2 months) at BPATC.
- (b) Evaluation by BPATC.
13. Posting as DIG
13. (a) Job-rotation/mobility
14. Training on different specialised areas like public policy analysis and organisation development by BPATC.
15. Posting as Addl. I.G.
15. (a) Job-rotation/mobility
16. Exposure to comparative international perspective in police administration and management development by BPATC
17. Posting as I.G.
17. (a) Job-rotation/mobility.

Source: CP-Section of the Ministry of Establishment

However, the Ministry of Home Affairs in their reply suggested the following training and career plan for the BCS(Police) cadre:

Table-4

Training and Career Plan of the BCS(Police)
cadre as visualised by Home Ministry

<u>Scale</u>	<u>No.of Officers</u>	<u>Assignment</u>	<u>Starting year</u>
1.Tk.1650/-	290(ASP)	Foundation Training Attachment Training Professional Training Departmental Training	0
2.Tk.2400/-	121(Sr.ASP)	Professional Training Management Training Promotion Examination	4th
3.Tk.2400/-	182 (SP-120) (Addl.SP-62)	Professional Training Management Training	5th
4.Tk.4700/-	14(DIG)	Management Training Staff Course	15th
5.Tk.5700/-	3(Addl.IGP)	Sr.Officers Training	18th
6.Tk.6000/-	1		30th (last year)

Source: CP-Section of the Ministry of Establishment

Similarly in response to the hypothetical model prepared by the Ministry of Establishment for BCS(Public Works) cadre, the Ministry of Works suggested the following:

Table-5

Training and Career Model of the BCS(Public Works) cadre
as suggested by the Ministry of Public Works.

<u>Scale</u>	<u>No.of officers</u>	<u>Assignment</u>	<u>Starting year</u>
1.Tk.1650/-	173	Foundation Training Attachment Training Professional Training Department Examination	0
2.Tk.2400/-	743	Promotion Examination	4th
3.Tk.2800/-	112	Professional Training Management Training Promotion Examination	5th

4.	Tk. 3700/-			
5.	Tk. 4200/-	35	Professional Training Management Training	12th
6.	Tk. 4700/-	7	Staff Course	15th
7.	Tk. 5700/-	2	Sr. Officers Training	18th
8.	Tk. 6000/-	Nil		20th

Source : CP-Section of the Ministry of Establishment.

However, the actual career of some sample incumbents of the services concerned will be discussed in chapter IX.

Chapter-VIII

Planned Education vis-a-vis Educational system

As discussed in chapter III & IV, Planned Education for a student in Bangladesh is now a days almost an impossibility. On the one hand, public in general find that mass education is not necessary for making a fortune and on the other hand there is a heavy rush of students in schools, colleges and universities. People are more eager to go or send their youngsters abroad for fortune-hunting than to care for education in the country.

At the Government level also, there has been efforts and encouragement to send workers abroad because it lessens the pressure on the employment market in the country and also it earns foreign exchange for the country. Bangladesh sent 50,000 workers abroad in 1984 and the figure rose to 78,000 in 1985. Government fixed the target of sending 90,000 workers abroad in 1986 with a maximum of 40,000 in Saudi Arabia, 9,000 in Quait, 9,000 in Oman, 8,000 in UAR, 6,000 in Qatar, 6,000 in Iraq, 1,000 in Iran, 2,000 in Malayasia, 3,000 in Libya, 4,000 in Bahrain and 1,000 in Brunai, Singapore and other countries. However, the target could not be fulfilled, but this shows the importance of the issue both at the Governmental and individual levels¹.

With this context the importance of education within the country at the mass level need be discussed. The Constitution of Bangladesh has provisions for the establishment of a uniform, mass oriented and universal system of education and extending free and compulsory education to all children to such stage as may be determined by law².

Primary Education:

Primary education in Bangladesh grew and developed on the basis Bengal Primary Education Act of 1930. The Act had provided that primary education had to be free, and to be organised through District Primary Education Board. These Boards were Public Statutory

¹ Bichitra 13 February, 87, p.17.

² Constitution of People's Republic of Bangladesh, Art. 17.

bodies having financial and operational autonomy within the framework of rules laid down by Government and the Director of Public Instruction. Primary schools were established by local initiative and the managing committees were formed from amongst the guardians and interested local persons. During 1960s, Government began making fixed lump sum grants for selected schools. These grants were initially administered through the local civil administration and later through the field level education officers. The only class room supplies and equipments provided through the government channel were those donated by UNICEF³.

Despite serious efforts over the years since independence of Bangladesh, no significant headway could be made towards the universalisation of primary education. Although the Government declared universal primary education as its first priority since 1980 and made significant investment, primary education is still not at the optimum level because of insufficient physical facilities, meagre educational equipments, lesser number of trained teachers and high rate of drop-outs. Over 40% of the primary age group children (6 to 10 years) remain out of the school. Even out of the enrolled ones, approximately 70% do not complete the 5 year primary cycle⁴.

The intention of the current universal primary education programme under the Third Five Year Plan(1985-90) is to increase the primary school enrolment to about 70% of the 6 to 10 years age group and ensure that a great majority of them complete the five year primary cycle. But it is not an easy job. As one of the incentive measures, government declared free distribution of books of the primary level. In 1986 the National Text Book Board could send books to about 1,2000000 students out of which 92,00000 were for Class-I to V and 10,00000 to baby Class students.

3 See S.M.Saifuddin(Asstt.Education Adviser), "Primary Education in Bangladesh"(Dhaka: CSTA,1977) pp.4-5,(unpublished).

4 See "Education in Bangladesh: Problems and Prospects", A paper prepared by the participants of the Sixth Senior Staff Course of BLATC, 1988, p.2 (Mimeo).

According to the estimate of the Directorate of Education, the total number of required books were 3,79,00000. About Taka 11 crores were spent by the Government for the books in 1985⁵.

Secondary Education:

Secondary Education is very important for general preparation in life. Normally students between 12 to 17 years of age group go to Secondary and Higher Secondary classes. Secondary education is provided in High schools, High madrasahs, Intermediate colleges and in Class XI and XII of most of the Degree Colleges. A number of residential schools and colleges are functioning under government control. Cadet colleges and Model schools are amongst them. On the recommendation of Sharif Commission and Qudrat-e-Khuda Commission a multi-stream education has been operating at the Secondary level such as Humanities, Science, Commerce, Home Economics, Agriculture and Industrial Art. The newly established National Sports Training Centre at Savar has, however, opened a separate course of studies emphasising the sports faculty of the students.

Education planning should ideally start at the Secondary school level. The following table will show the increasing number of students who pass the Secondary School Certificate(S.S.C.stage):

Table-1

	<u>1983</u>	<u>1985</u>	<u>1987</u>
Appeared	2,70,058	3,19,541	3,60,502
Passed	1,22,266	1,47,465	2,15,609
Percentage	45,61%	46,25%	59,81%

Source : Newspapers.

It is noticeable that on the one hand the number of students entering higher secondary level is increasing and on the other hand the large number of failures are creating problems for themselves as well as for the society.

There is a wide difference in the educational facilities and equipments between the government and private school and colleges. Even among the Government institutions Cadet Colleges have better facilities in respect of equipment, teaching aids, teachers-students ratio, qualified teacher etc. There is also a wide difference of educational facilities between urban and rural areas⁶.

But this does not mean that the urban area students necessary do better in examinations than the students of rural areas. In 1985 SSC examination the average percentage of success for all 4 secondary boards was 46.12. But the percentage of success was the highest for the Comilla Board which was 51.38% while the lowest was for Dhaka Board which was 41.76%. In 1984 SSC examination nobody could pass in the Science group from as many as 7 schools in the city of Dhaka⁷.

In 1986, 3,66,381 students appeared in the SSC examination from four Boards out of which 2,41,134 passed while 1,25,247 failed. The percentage of success was 65.81. Out of the total successful students, 35,544 passed in the first division, 1,69,669 passed in the second division and 36,521 passed in the 3rd division. Thus the largest number of successful students were the second grade ones⁸.

Higher Education:

In our country there are 7 Universities, 403 Degree Colleges, 10 Teachers' Training Colleges, 22 Law Colleges, One Music College, 8 Medical Colleges, One Dental College, 4 Institutes of Technology, 3 Agricultural Colleges, One College of Textile and Technology and one College of Leather Technology to impart higher education. About 5% of the relevant age group is covered by higher education in Bangladesh as against 9% in India and 15.86% in Thailand. The

6 "Education in Bangladesh", p. 10.

7 Bichitra, 23rd August, 1985, p.11.

8 Bichitra, 8 August, pp. 16-17.

general universities are governed by Presidential Orders of 1973. The Orders provide for the appointment of Vice Chancellor out of a panel of 3 candidates elected by the Senate. The 2 technical universities and newly established Islamic University are administered under separate Ordinance of more or less the same kind. The Medical colleges and the Dental college are functionally under the administrative control of the Ministry of Health and academically under the control of the Universities to which they are affiliated. The Institutes of technology were previously Engineering Colleges under the Ministry of Education. Recently, each one has turned into an autonomous institute. The Agricultural Colleges are under the administrative control of the Ministry of Agriculture and academically affiliated to the Bangladesh Agriculture University. The government Degree Colleges of general education, the Teachers' Training Colleges, the College of Home Economics, the College of Textile and Technology and the College of Leather Technology are under the administrative control of the Ministry of Education. Academically, they are attached to respective affiliating Universities. There are 309 private Degree Colleges in the country which are run by their respective governing bodies as per provisions of their respective affiliating Universities with grants and subsidies from the Government⁹.

Although the educational facilities for the Government Colleges far exceed those in the private colleges, they do not necessarily do better results. The following table shows the difference of the results of Degree Examination in 1984 between the Government Colleges and Private Colleges under the Chittagong University:

9 See "Education in Bangladesh: Problems and Prospects", (DPATC) pp.3,35-37.

Table-2

Result of Degree Examination of some Colleges
under Chittagong University, 1984

Private Colleges	Percentage	Government Colleges	Percentage
1. Fatikchari College	95%	Chittagong College	40.9%
2. Rangunia College	93%	City College	29.9%
3. Nazirhat College	89%	Haji Lohshin College	10%
4. Banskhali College	79%	Chittagong Women's College	25%
5. Hathazari College	75%	Ranganati College	17.6%
6. Rajan College	73%	Comilla Victoria College	31%
7. Kundeswari College	60%	Chandpur College	22.5%
8. Sir Ashutosh College	56%	Sylhet College	9.2%

Source : Bichitra, April 3, 1987, p.20.

Admissions:

Admission at the higher level is a great problem. When the University of Dhaka was established in 1921 with Sir P.G. Hartog as Vice-Chancellor, there were only 877 students, 60 teachers, 3 faculties and 12 departments in the University. In mid 1986 the number of students rose to about 70,500 with around 850 teachers¹⁰.

In 1986, for 2755 seats in the first year post-graduate classes of the Dhaka University, there were 18,003 applicants which means that 84% of the students could not get admissions. In 1985, for 2740 seats 18,633 applicants were there. The University could add only 45 seats in the subsequent year¹¹.

During the Academic year 1985-86 about 60,000 H.S.C. students sought admissions to Medicine or Engineering but the total number of seats available^{was} only around 20,000. As a result, about 40,000 students had to give up their hope of higher education. During 1984, 54,022 students passed the HSC examination in first or second divisions and in 1985, 53,563 students passed in first or second divisions. In order to cater the needs of these students, there were 9,780 seats in 8 Medical Colleges, one Dental College, 6 Universities, 3 Engineering Colleges, 2 Agriculture Colleges,

¹⁰ Bichitra, 11th July, 86, p.12.

¹¹ Bichitra, 18th April, 86, pp. 9-10.

One Textile College, and one Leather Technology College. 10,000 seats at Honours level of the University and Colleges, and 1200 seats in the 8 Medical Colleges. In 1985 in Medical Colleges alone there were 3,818 candidates¹². For the Session 1986-87 there were only 192 vacant seats in the first year MBBS classes of 8 Medical Colleges. The total seats for first year MBBS was 150 in Medical colleges out of which the vacant seats were 31 in Dhaka Medical college, 27 in Sir Salimullah Medical College, 20 in Chittagong Medical College, 22 in Mymensingh Medical College, 17 in Sher-e-Bangla Medical College, 27 in Sylhet Medical College and 17 in Rangpur Medical College. The total number of applicants were 11,791¹³. Likewise for the Session 1986-87, for 539 seats of the 6 faculties in the first year Honours of the Agriculture University, 5666 applicants were there.

Delay in Examination Results:

Delay in holding the examination and publishing result is another problem for the students to plan their education as well as the career. It has been noted in the University Grants Commission report that the 3 years academic session has been back-logged by 5 years. For example, the Traditional Honours examination of 1985 was held in March, 1987; the traditional Master's Degree examination of 1984 was held in February¹⁹⁸⁷; and the course system examination of final year 1984 M.A and MSS took place in early 1987¹⁴. Even if the examination was held, sometimes the result was not out even after six months. The traditional Honours examination of 1984 was held in the beginning of 1986. But the authority could not publish its result even after six months till mid-November, 1986¹⁵.

In the present survey, when the respondents were asked whether they received such education which they or their guardians

12 Dichitra, 20th December, 85, pp. 13-14.

13 Dichitra, 13 March, 87, pp.14-15.

14 Dichitra, 19th December, 1986, p.13.

15 Dichitra, 14th November, 1986, p.16.

had earlier planned the response was as follows :

Table-4
Planned Education

	BCS (Admn.)	BCS (Police)	BCS (Engg: Public Works)
Received the Planned Education	47(39.8%)	20(40.1%)	51(65.4%)
Not received the Planned Education	68(57.7%)	29(58.1%)	26(33.3%)
Not sure	3(2.5%)	1(2%)	1(1.3%)
Total	118(100%)	50(100%)	78(100%)

When the senior level administrators, trainers and others were asked whether they thought that the career in the Civil Service was backed by proper education and aptitude, the response was as follows:

Table-5
Whether Civil Service is backed by proper education aptitude

Response	Educationists	Sr. Administrators	Specialists	Planner/ Trainer
Mostly	2(15.4%)	11(23.9%)	5(35.7%)	6(31.6%)
Generally	5(38.5%)	19(41.3%)	2(14.3%)	4(21.1%)
Partially	5(38.5%)	16(34.8%)	6(42.9%)	8(42.1%)
Not sure	1(7.7%)	0(0.0%)	1(7.1%)	1(5.3%)
Total	13(100.0%)	46(100.0%)	14(100.0%)	19(100.0%)

Chapter IX

Planned Career

Career planning is a very important factor for bringing about efficiency in an organization. There are two agencies for career planning. On the one hand, an employee should plan his own career and on the other hand, the employer should plan the career of his employees. In any organization there should be a meeting place of the needs of the employer as well as the employees. When one joins a job, one should look forward to his entire career. If he has some choices he should not only take into consideration his immediate benefits but his entire career such as scope for promotion, self development and self-actualisation. On the other hand, the employer should make a plan to keep his employees content, motivated and stable in his organization.

In context of the career planning of BCS cadres, requisites for proper career planning are :¹

- (1) Identification of appropriate personnel for career positions;
- (2) Determination of financial and other requirements of such personnel;
- (3) Determination of line of upward movement of such personnel and requisites of different positions in the vertical hierarchy;
- (4) Pre-determination of the manner of utilization of the employees in different horizontal positions;
- (5) Linking up training and other in-puts for career advancement;
- (6) Performance appraisal system.

The National Training Council has identified two principles for guiding career planning of officers of different cadres of the BCS viz. Basic principles and Structural principles. Basic principles are as follows :²

¹ See Ministry of Establishment, "Staff Service Manual". Para 9.1 (Unpublished).

² Ibid. Para 9.3 - 9.5.

- (1) Career in each cadre has to be treated as a professional career;
- (2) A professional outlook for each cadre service has to be generated and professionalism standard has to be achieved through optimal utilization of one's capacity and competence towards that end;
- (3) Through analysis of specific requirements of each profession at different levels of career, a human resource development programme is to be drawn;
- (4) Equal/similar career opportunity for the incumbents of all the cadres should be provided;
- (5) Appropriate mechanism should be developed to match the organisational requirements and individual needs;
- (6) Synchronisation between chronological age/competence and different stages of career progression should be attempted as far as possible in between different cadres;
- (7) Mechanism for collection of information on the changing individual as well as organisational need should be developed;
- (8) Personnel policies of Government should include the career planning programme;
- (9) Appropriate mechanism should be developed to recognise merit and give it relatively more weightage over other criteria for promotion.

Structural principles that will guide the career planning are:³

- (1) Different levels or stages of career progression for each cadre, depending on its professional requirement, will be identified;
- (2) Each stage of career progression will be treated as a distinct phase for professional development;
- (3) Advancement to next higher level will proceed by professional training and development at the level from where one is being advanced;

- (4) Equal opportunity should be provided to each cadre personnel to move to the highest advancement in his own domain i.e. service. For example, a BCS(Admn) ~~Admn~~ cadre officer goes to the top as Commissioner;
- (5) Adequate incentive structure should be developed to motivate the individual to seek self-fulfilment in one's own cadre;
- (6) Senior Services Pool(SSP) is to be treated as a special cadre and be open to all cadres on the basis of demonstrated professional ability, leadership and management aptitude through a rigorous appraisal system;
- (7) Encadrement into SSP should not prevent an incumbent officer to move to an equivalent position in his parent cadre;
- (8) Positions of Secretaries and Additional Secretaries to the government which are selection posts have to be filled in from amongst the members of SSP;
- (9) Existence of SSP should not, as a matter of principles, prevent promotional prospect of those who have not entered the SSP in their own service upto highest professional positions;
- (10) A systematic performance appraisal system will be developed;
- (11) An encadred officer in SSP may be reverted to his former cadre/department, if found unsuitable for SSP post by an appropriate committee;
- (12) In special circumstance, an encadred SSP officer may be allowed to opt out of SSP with permission from competent authority.

In the present study a search was made between the respondents' finishing the student life and entering into the cadre, the following table will show the information about it :

Table 1

Gap between student life entering into cadre

<u>Time</u>	<u>BCS(Admn)</u>	<u>BCS(Police)</u>	<u>BCS(PW Engg.)</u>
Less than a year.	28(23.7%)	13(26%)	45(57.8%)
1-2 years	31(26.3%)	9(18%)	21(26.9%)
3-5 Years	38(32.2%)	15(30%)	6(7.7%)
More than 5 Years	19(16.1%)	12(24%)	3(3.8%)
Not sure	<u>2(1.7%)</u> 118(100%)	<u>1(2%)</u> 50(100%)	<u>3(3.8%)</u> 78(100%)

Thus it is seen that entering into BCS(Admn) or BCS(Police) cadres took longer time than entering into BCS(Public Works) cadre. Obviously PW Engineering cadre is a specialised type cadre and Engineering Graduates have a rightful claim for it. The respondents were also asked how they viewed their present career in relation to their earlier planning. The response may be found from the following table.

Table 2

Present career in relation to earlier planning.

<u>Exactness</u>	<u>BCS(Admn)</u>	<u>BCS(Police)</u>	<u>BCS(PW Engg.)</u>
Exactly as planned	36(30.5%)	8(16.0%)	18(23.1%)
Less than planned	42(35.6%)	20(40.0%)	51(65.4%)
Better than planned	8(6.8%)	8(16.0%)	1(1.3%)
Other than planned	31(26.3%)	12(24.0%)	3(3.8%)
Not sure	<u>1(0.8%)</u> 118(100%)	<u>2((4.0%)</u> 50(100%)	<u>5(6.4%)</u> 78(100%)

Thus it is found that in all the cadres under study the a large number of incumbents felt that their careers were less than what they had planned or expected. It is also found that a good number of the respondents found their career as other than what they had initially planned or thought of.

When the senior administrators, trainers etc. were asked what stage should be most appropriate for career planning, the reply was as follows :

Table 3

Appropriate stage for career planning.

Stage	Educationists	Senior Administrators	Specialists	Planners/Trainers
Student life	8 (61.5%)	17 (37.0%)	6 (42.9%)	7 (36.9%)
Probationary period	3 (23.1%)	10 (21.7%)	4 (28.6%)	2 (10.5%)
About 5 years after joining	2 (15.4%)	15 (32.6%)	3 (21.4%)	5 (26.3%)
Other Stages	0 (0.0%)	4 (8.7%)	1 (7.1%)	5 (26.3%)
	<u>13 (100%)</u>	<u>46 (100%)</u>	<u>14 (100%)</u>	<u>19 (100%)</u>

When the senior administrators etc. were asked which of the following functions, they considered to be very important for career advancement, the cumulative response was as follows:

Table 4

Factors for career advancement.

Factors	Educationists	Senior Administrators	Specialists	Planners/Trainers
Family Background	6 (5.3%)	25 (6.5%)	6 (4.6%)	12 (6.9%)
Training	13 (11.4%)	35 (9.1%)	14 (10.9%)	18 (10.3%)
Leadership	13 (11.4%)	43 (11.2%)	13 (10.1%)	19 (10.9%)
Neutrality	9 (7.9%)	24 (6.3%)	6 (4.6%)	11 (6.8%)
Social Activity	7 (6.1%)	32 (8.3%)	11 (8.5%)	13 (7.5%)
Initiative	6 (5.3%)	15 (3.9%)	6 (4.6%)	10 (5.7%)
Experience	3 (2.6%)	28 (7.3%)	8 (6.2%)	8 (4.6%)
Education	10 (8.8%)	23 (6.0%)	7 (5.4%)	11 (6.4%)
Adaptability	5 (4.4%)	12 (3.1%)	9 (7.0%)	6 (3.5%)
Loyalty	10 (8.8%)	32 (8.3%)	11 (8.6%)	18 (10.4%)
Commitment	10 (8.8%)	36 (9.4%)	10 (7.7%)	14 (8.0%)
Honesty	3 (2.6%)	17 (4.4%)	6 (4.7%)	3 (1.7%)
Seniority	9 (7.8%)	31 (8.1%)	11 (8.6%)	16 (9.2%)
Performance	<u>10 (8.8%)</u>	<u>31 (8.1%)</u>	<u>11 (8.5%)</u>	<u>15 (8.6%)</u>
	<u>114 (100%)</u>	<u>384 (100%)</u>	<u>129 (100%)</u>	<u>174 (100%)</u>

A respondent belong to a particular cadre under study laments by saying "It appears to me that posting, transfers, promotion, deployments etc. in the government is made not on the planned rational basis but on the line of private commercial organizations basing on who makes tadbir and for whom". when the cadre incumbents under study were asked which organization should be responsible for career planning of his cadre, the response was follows:

Table 5

Organizational responsibility for career planning.

<u>Organization</u>	<u>BCS(Admn)</u>	<u>BCS(Police)</u>	<u>BCS(PW Enqq.)</u>
Ministry of Establishment	104(88.1%)	8(16%)	45(57.7%)
Administrative Ministry	5(4.2%)	24(48%)	21(26.9%)
Others(PSC/Separate Directorate)	6(5.2%)	12(24%)	12(15.4%)
Not sure	<u>3(2.5%)</u> 118(100%)	<u>6(12%)</u> 50(100%)	<u>0(0.0%)</u> 78(100%)

When the senior level administrators and others were asked whether they thought that the Ministry of Establishment was discharging the functions of career development effectively, the response was as follows:

Table 6

Effectiveness of the Ministry of Establishment in respect of career development.

<u>Effectiveness</u>	<u>Educationists</u>	<u>Senior Administrators</u>	<u>Specialists</u>	<u>Planner/ Trainers</u>
Effective	0(0.0%)	3(6.5%)	2(14.3%)	0(0.0%)
Not Effective	2(15.4%)	18(39.2%)	4(28.6%)	6(31.6%)
Partially Effective	8(61.5%)	23(50.0%)	8(57.1%)	11(57.9%)
Not Sure	<u>3(23.1%)</u> 13(100%)	<u>2(4.3%)</u> 46(100%)	<u>0(0.0%)</u> 14(100%)	<u>2(10.5%)</u> 19(100%)

Amongst those who felt that the Ministry of Establishment was not discharging the career development function as entrusted by the schedule I of the Rules of Business effectively, the suggestions varied. 29(31.5%) suggested to strengthen the Ministry of Establish-

ment, 41(44.6%) recommended to deconcentrate(decentralise) career development function to administrative ministries and 7(7.7%) suggested to transfer this function to other agencies such as PSC or a separate Directorate, while 15(16.2%) were undecided about it.

Recruitment, deployment and career examination

It has almost universally been complained that the quality of candidates in the civil service examinations are not upto mark. An examiner of the civil service general knowledge paper states that there were candidates who identified Umar Knaiyam as a Caliph, Lyla Khalid as a singer and Habeas corpus as a tree. A trainer reports that a successful BCS officer at the foundation training was identifying Haroon-ur-Rashid and Mamun-ur-Rashid as Umayyad caliphs and more so with the capital at Delhi. When the senior administrators and others who felt that civil service cadres were not backed by appropriate education and attitude were asked what they recommended as a correctional measure, 18(19.6%) recommended more rigorous aptitude/psychological test, 33(35.9%) qualifying test/ gruel test(written, viva written) as UK 6(6.5%) recommended both and 4(4.3%) recommended some other methods.

If we look into the report of the Public Service Commission we find that most of the candidates of the BCS examinations are post graduate degree holders as well as the students of humanities. On-rush of the candidates of different competitive examinations of the Public Service Commission in recent years may be found from the following table:

Table 7

On-rush of the candidates before Public Service Commission.³

<u>Year</u>	<u>Number of candidates</u>	<u>Actual appearness</u>	<u>Pass in written exam.</u>
1981	10,538	9,136	2,664
1982	14,853	12,212	1,757
1983	35,286	32,605	4,353
1984	46,589	37,846	7,371
1985	34,111	26,926	8,571
1986	25,996	24,354	6,480

(Source: Public Service Commission Annual Report 1986, Chapter: 2, Chart: 2)

The Commission in their reports further stated that out of 30 cadres and sub-cadres, advertisement was made for full pledged BCS examination for 22 cadres and sub-cadres in 1985 for recruitment of 4,359 positions. In response 22,896 applications were received and 21,626 candidates were found eligible but only 12,029 candidates passed.⁴

Deployment

Posting and transfer are always the weak points in career planning. During the study, ^{it}_^ has been found that a supervisor of local Government Engineering Bureau was ordered for 5 transfers within a period of 17 months. The rate of transfer of the respondents of the present study was as follows:

Table 8

Transfer of career officers

Time	BCS(Admn)	BCS(Police)	BCS(Public Health Engg.)
No transfer	3(2.5%)	1(2.0%)	6(7.7%)
1-2 transfer	3(2.5%)	4(8.0%)	8(10.3%)
3-5 transfer	15(12.7%)	3(6.0%)	12(15.4%)
5 transfer	13(11.0%)	1(2.0%)	10(12.8%)
More than 5 transfer	80(67.8%)	39(78.0%)	42(53.8%)
Not answered	<u>4(3.5%)</u> 118(100%)	<u>2(4.0%)</u> 50(100%)	<u>0(0.0%)</u> 78(100%)

When the senior administrators etc. were asked how often should an officer be transferred the response was follows:

Table 9

Desirable frequency of transfer

Time	Educationist	Senior Adminis- trators	Specialist	Planner/ Trainer
Not before 2 years	0(0.0%)	7(15.2%)	3(21.4%)	1(5.3%)
Not before 3 years	6(46.1%)	31(67.4%)	7(50.0%)	10(52.6%)
Not before 4-5 years	5(38.5%)	8(17.4%)	2(14.3%)	8(42.1%)
Others	0(0.0%)	0(0.0%)	2(14.3%)	0(0.0%)
Not sure	<u>2(15.4%)</u> 13(100%)	<u>0(0.0%)</u> 46(100%)	<u>0(0.0%)</u> 14(100%)	<u>0(0.0%)</u> 19(100%)

When they were asked whether or not the incumbent should be consulted before transfer, 70(76.1%) answered in the affirmative, 19(20.7%) in the negative and 3(3.3%) were not sure about it.

Scope for Career Advancement

Scope for career advancement in different cadres vary. It appears that in the BCS(Admn) cadres there are only 28 posts above senior scale for a total cadre strength of 3097 which is less than 1% while in the BCS(Foreign Affairs) it is about 52% of the cadre strength and in the Audit & Accounts cadre it is 22% of the cadre strength. Similarly, in BCS(Police) it is only 3% and in BCS(PW Engg.) it is 8%. When senior administrators etc. were asked whether they found that the scope for mid and top level positions as limited, 25(27.2%) thought it was in BCS(Admn), 4(4.3%) considered it was in BCS(Police), 17(18.5%) thought it was BCS(PW Engg.), 17(18.5%) viewed that scope is limited in all the above cadres and 19(20.7%) felt that none of the aforesaid cadres had limited scope, while 10(10.9%) were not sure about it.

Out of those who felt that career advancement was limited for those cadres, 10(10.9%) wanted to solve it by enlarging top positions 22(23.9%) by enlarging mid level positions, 1(1.1%) by reducing base level positions and 17(18.5%) by introducing cadre mobility, and 7(7.7%) by any other method.

When asked which of the following career examinations would they advocate, 23(25.0%) favoured it for senior scale positions, 18(19.6%) for Deputy Secretary level, 8(8.7%) for Joint Secretary level, 34(37.0%) for all levels 2(2.2%) advocated no examination system and 7(7.7%) were not sure about it. Amongst those who wanted career examinations 52(56.5%) said that it should be conducted by the Public Service Commission. 6(6.5%) by the relevant committee in the concerned ministry, 8(8.7%) by inter ministerial committee, 9(9.8%) by the concerned training institute and 4(4.3%) by any other agencies.

³ See Bangladesh Public Service Commission's Annual Report 1986, Chapter 2, Chart 7&8.

⁴ Ibid. P.4

Inter Secretarial Mobility

~~personnel~~ Inter sectoral mobility is another difficult area of personnel planning for BCS cadres. In advanced countries like USA there is hardly any difficulty for a qualified government officer to join university and the vice-versa. In Bangladesh, such examples are few and far between such as an Ex-CSP officer joined Jahangirnagar University or some government doctors were deputed to Islamia Eye Hospital-a private concern, and the like. When the cadre officers under study were asked whether lateral entry into their cadres should be permissible, the response was as follows:

<u>Response</u>	<u>Table 10</u> <u>Reaction to Lateral entry</u>		
	<u>BCS(Admn)</u>	<u>BCS(Police)</u>	<u>BCS(PW Enqq.)</u>
Yes	44(37.3%)	13(26.0%)	18(23.1%)
No	59(50.0%)	28(56.0%)	49(62.8%)
Not sure	15(12.7%)	9(18.0%)	11(14.1%)
	<u>118(100%)</u>	<u>50(100%)</u>	<u>78(100%)</u>

Those who favoured lateral entry were asked from where lateral entry should be permissible. The response was as follows:

<u>Sector</u>	<u>Table 11</u> <u>Input for lateral entry</u>		
	<u>BCS(Admn)</u>	<u>BCS(Police)</u>	<u>BCS(PW Enqq.)</u>
Universities	8(6.8%)	8(16.0%)	3(3.8%)
Non cadre govt. positions	2(1.7%)	4(8.0%)	3(3.8%)
Corporations	0(0.0%)	1(2.0%)	2(2.6%)
Private Sector	2(1.7%)	0(0.0%)	2(2.6%)
Others	1(0.8%)	0(0.0%)	8(10.3%)
Not known	31(26.3%)	0(0.0%)	0(0.0%)
	<u>44(37.3%)</u>	<u>13(26.0%)</u>	<u>18(23.1%)</u>

When the cadre officers were asked whether they felt that inter-sectoral mobility could bring about more efficiency in the civil service, the response was as follows:

Table 12

Inter-sectoral mobility vis-a-vis efficiency

BCS(Admn)

BCS(Police)

BCS(PW Enqq.)

Table 12

Inter-sectoral mobility vis-a-vis efficiency

<u>Response</u>	<u>BCS(Admn)</u>	<u>BCS(Police)</u>	<u>BCS(Pw Engg.)</u>
Favourable for efficiency	59(50.0%)	27(54.0%)	18(23.1%)
Unfavourable for efficiency	49(41.5%)	17(34.0%)	49(62.8%)
Not sure	<u>10(8.5%)</u> 118(100%)	<u>6(12.0%)</u> 50(100%)	<u>11(14.1%)</u> 78(100%)

Again when the respondents favouring inter-sectoral mobility were asked what openings they would like for themselves the response was follows:

Table 13

Suggested opening for inter-sectoral mobility

<u>Posting</u>	<u>BCS(Admn)</u>	<u>BCS(Police)</u>	<u>BCS(Pw Engg.)</u>
Universities	4(3.4%)	2(4.0%)	6(7.7%)
Corporations	41(34.8%)	5(18.0%)	9(11.5%)
Private Sectors	0(0.0%)	3(6.0%)	4(5.1%)
Other Cadres	4(3.4%)	8(16.0%)	12(15.4%)
Others	3(2.5%)	2(4.0%)	3(3.8%)
Not Known	<u>66(55.9%)</u> 118(100%)	<u>26(52.0%)</u> 50(100%)	<u>44(56.4%)</u> 78(100%)

When the senior administrators etc. were asked whether they recommended lateral entry in the cadre services, the response was as follows:

Table 14

Recommendation for lateral entry

<u>Response</u>	<u>Educationist</u>	<u>Senior Administrator</u>	<u>Specialists</u>	<u>Planner/Trainer</u>
Yes	8(61.5%)	17(37.0%)	9(64.3%)	9(47.4%)
No	2(15.4%)	28(60.9%)	5(35.7%)	9(47.4%)
Not sure	<u>3(23.1%)</u> 13(100%)	<u>1(2.1%)</u> 46(100%)	<u>0(0.0%)</u> 14(100%)	<u>1(5.2%)</u> 19(100%)

Those who favoured lateral entry were asked in context of the 3 cadres under study in which service lateral entry could be practicable, and at what stage several of the respondents wanted it either at the Deputy Secretary level or at the Joint Secretary's provided the Senior Services pool was rationalised. However many respondents did not favour the idea of Senior Services pool itself or suggested to make it fully open not keeping it only for cadre services.

Now let us see the actual practice and the reasoning of the career and training plan of the three services as mentioned earlier in Chapter VII. Let us take up the BCS(Admn) cadre first.

Table 15

Actual Training and Career of Mr. X

- (1) Joined the service in November, 1968
- (2) Received GOTA training for one month
- (3) Received Settlement Training for $2\frac{1}{2}$ months
- (4) June 1969 - attached to Land Acquisition department in the district of Pabna.
- (5) 1969 - completed departmental examination in Law, Accounts and Urdu.
- (6) February 1970 - Transferred to Sylhet collectorate- remained in charge of general department.
- (7) 1970-71 - Received training in Civil Defence and completed case records for Ministry of Law.
- (8) May 1973 - transferred to Brahmanbaria as Trying Magistrate.
- (9) Received Treasury Training.
- (10) February 1979 - transferred to Chittagong and took up the responsibility of 2nd Officer.
- (11) May 1977 - Sub-Divisional Officer, Chuadanga.
- (12) June 1979 - Transferred as Sr. Scale Section Officer, Ministry of Defence.
- (13) January 1980 - Additional Deputy Commissioner, Chittagong.
- (14) May 1983 - Additional Deputy Commissioner, Sylhet.
- (15) March 1984 - Deputy Commissioner, Barguna.
- (16) Received 4 months training in U.K. on Management of Agriculture and Rural Works with field training in Cyprus and Egypt.
- (17) January 1985 - enrolled in the Senior Policy Pool.
- (18) Received short training on Discipline and Appeal and Vertical Training at PATC.
- (19) April 1987 - Deputy Secretary, Railway.

Source: Individual interview.

Let us take another example of an incumbent of the BCS(Admn) cadre.

Table-16

Actual Career and Training of an incumbent Y of the BCS(Admn) cadre.

- (1) Joined the service in November, 1969
- (2) Received Settlement training (4 months)
- (3) Received GOTA training (4 months)
- (4) **August 1970** - attached to Dhaka Collectorate.
 - (a) Treasury Training (6 months)
 - (b) Sub-division Training (2 months)
- (5) 1971 - posted to Dinajpur as Deputy Magistrate and Deputy Collector in charge of Relief and Rehabilitation.
- (6) 1972 - Asstt. Commissioner, Relief.
- (7) Completed departmental examination in Law papers, Accounts and Urdu as well as case records.
- (8) Officer-in-charge — Trade and Commerce, Land Acquisition Officer, Treasury Officer, Superintendent, Jail (For sudden death of Jail Superintendent).
- (9) 1973 - Vested first class magisterial power.
- (10) June 1976 - Transferred to Chittagong as Deputy Magistrate.
- (11) 1978 - Section Officer.
- (12) 1979 - Sub-divisional Officer
- (13) July 1980 - Senior Scale Section Officer, Ministry of Railway, Roads and Road Transport.
- (14) February 1981 - Additional Deputy Commissioner, Chittagong, in-charge of literacy and then charge of Revenue.
- (15) May 1983 - Senior Scale Section Officer, Cabinet Division.

- (16) June 1983 - Sent to USA for Public Administration and Rural Development Training in Cornell University.
- (17) June 1984 - Officer on Special Duty of the Ministry of Establishment.
- (18) September 1984 - Deputy Director of Training Institute.
- (19) January 1985 - entered the Senior Services Pool.
- (20) January 1988 - Received ACAD Training at DRATC.

Similarly, an incumbent who has completed 11½ years in the BCS(Admn) cadre reports that he did Law and Foundation Course for two months together and he has not as yet received training in Survey and Settlement and State Acquisition. He did not have attachment to the district, upazila, secretariat, rural academy etc. rather had a posting at the Upazila/District for 3½ years and was also posted as UNO. Another incumbent who completed 9½ years service reported that he did not have Foundation Training rather had Special Training on Law and Management for 1½ months but also did not have Secretariat or Rural Development attachment as emphasised in step no. 4; rather he was posted in three districts and worked as UNO for ½ year. He also did not have Refresher Course on Law and Administration for one month nor posting at the Secretariat as per step no.6 and 7. A number of other respondents were also found not to have undergone through the contemplated career plan.

A number of suggestions came forward. Step no 7 i.e. posting at the Secretariat for 3 months as envisaged in step no 7 has been viewed as inadequate and at least one year's time span was suggested. Secondly, step no 8 i.e. training on Project Management

and Rural Development has been kept in contemplated plan as step no. 8 before posting as Additional Deputy Commissioner and Upazila Nirbahi Officer. But in practice this training is imparted after one has become UNO and ADC and it is regarded to be a Career Course for Promotion to the next step. Thirdly, it was pointed out that some persons become UNO at the end of 5th year. For example a incumbent of 1983 batch was reported to be posted as UNO at Sree Nagar in 1988. Again there seems to be a confusion between step - 10 and 12. Mid-level training and evaluation at PATC before entrance examination for SSP and training on Public Affairs Management at PATC for two months need be amalgamated. Alternatively step - 12 and 13 i.e. training on Public Affairs Management at PATC for two months and training on different specialised areas like Public Policy Analysis and Organisational Development are already integrated at PATC in the three months' course in Administration and Development (ACAD) which is attended by the officers of Deputy Secretary level but which has not yet been declared as on Career Development Course. It is the strong opinion cadre officials to take it within the orbit of Career Development.

BCS(Police)

In order to facilitate the career plan for BCS(Police), let us look into the following career history of a sample incumbent.

Table-17Career History of a sample incumbent of
BCS(Police) cadre..

- 1) 1976 - Joined the Police Service (Seconded from ex-Army)
- 2) Attended three months course at Sardah (P.T. and Survey training excluded).
- 3) Passed the departmental examination in Law and Ice units.
- 4) a) Attached to a Police Station (2 months)
b) Attached to a Circle (1 month)
c) Attached to SDFOS Office (1 month)
d) Attached to a Court (15 days)
e) Attached to SP's Office (1 month)
- 5) November 1977 - promoted as Additional SP, posted at Noakhali.
- 6) August 1980 - SP, Rangpur.
- 7) August 1981 - SP, Mymensingh.
- 8) May 1982 - Deputy Police Commissioner, Dhaka Metropolitan Police.
- 9) Received Staff Course at Police Staff College, U.K. for 3 months.
- 10) December 1982 - SP, Dhaka.
- 11) July 1985 - SP, Rangamati.
- 12) July 1986 - DC, Dhaka Metropolitan Police.
- 13) Received training on Control of Narcotics at Tokyo (6 months).
- 14) June 1987 - promoted as DIF.

Source: Individual Interview.

Thus it is seen that there had been too many transfers at the level of SP but the most important gap for the BCS(Police) cadre is the training gap. At Sardah, emphasis of training is on P.T., Patrol and Weapon training but in advanced countries like U.K. emphasis of police training is on community relations and social aspects and exposure to social skills. A Police Officer working in the capital city and in the rural areas will have totally different experiences because of the difference in life of the inhabitants. They are supposed to be conversant with Dangerous Drugs Law, Protocol Courtesy and other things. Sardah located in an outlying area could not attract the experts on different fields

as guest speakers. They need Staff College to run Staff Course of specialised nature. In U.K. everybody enters the police service as Constable but there are junior command course for Chief Inspector, Intermediate Command Course for Deputy Superintendent and Senior Command Course for Superintendent level officers. Courses of this nature as suggested by Toyebuddin Committee etc. could be arranged only if there is a Police Staff College somewhere near the Capital.

Secondly, it has been opined that the quality of prosecution has come to a low ebb in the recent years and so is the rate of conviction. Hence the police officials feel that there should be a prosecution sub-grade within the BCS(Police) and they might be trained in Advanced Law and Procedure thoroughly. General training for Additional SPs and SPs are also few and far between. Because of the gap in pay scale, they are not accommodated at ACAD course of PATC. Although PATC runs a short course on Human Relations for Police and Security Officials, this is not arranged more than once in a year.

BCS(Public Works)

Let us look into the actual career of a incumbent as below:

Table-1

Actual Career of a BCS(Engineer)

- 1) 1963 - Entered the service as Asstt. Engineer(probationer) at Taka 275/- fixed.
- 2) Attached to Asstt. Engineer's Office for 6 months.
- 3) Completed the departmental examination in Urdu.
- 4) Received regular appointment as Asstt. Engineer after 6 months.
- 5) 1972 - promoted as Executive Engineer.
- 6) 1973 - Received training in the maintenance and operation in U.K.
- 7) 1977 - promoted as Superintending Engineer.
- 8) 1986 - promoted as Additional Chief Engineer.

Source: Individual Interview.

It is interesting to note that there is a training gap in this cadre too. The Executive Engineers are at the pay scale of 2800 - 4425 hence, they are not taken to ACAD course of PATC. There is no post of the scale of 3700 - 4825 in this cadre. Moreover, the Recruitments Rules says that one could be an Executive Engineer after 7 years of service while in the contemplated career model, starting year has been counted from the 5th year. Moreover, the promotion examination shown at the 2nd stage and 3rd stage do not match with each other and with the reality.

Chapter X

TRAINING FOR EGS CADRES

Training for Civil Service Cadres is a must in our country which follows the British and Pakistani system. The Civil Service Academy of Pakistan at Lahore for CSP and PFS probationers, Finance Service Academy at Lahore, Railway Accounts Service Academy at Quetta, Central Secretariat Training Institute at Karachi etc. were catering the needs of the probationary training for central services in Pakistan. For the Provincial Civil Service probationers an East Pakistan Civil Service Training Camp was established at Shahbagh, Dhaka which was later transformed into the Gazetted Officers' Training Academy. Horse riding, like the Civil Service Academy, Lahore was one of the required elements in the Syllabus. For other services there were specific training institutions like Industrial Relations Institute, Postal Training Academy, Kaptai Academy etc.

During early 1960s erstwhile Government of Pakistan emphasised the in-service training of the administrators. In May, 1960 the then Establishment Secretary of the Government of Pakistan wrote to the Chief Secretary of the erstwhile Government of East Pakistan to arrange for Graduate level training facilities in Public Administration by setting up an Institute of Public Administration in Dhaka and also to provide training facilities for public servants at the junior and intermediate level. This was with reference to a contract of Government of Pakistan with USAID for training of mid-seniority level officers in USA under 105 programme. Under this programme about a dozen selected officers of erstwhile Pakistan could spend about six months' time in USA every year who were mainly looked after by the University of Southern California. The University also sent a team of experts to recommend ways and means for creation of institutional facilities for mid-career training of administrators. In October 1961, Establishment Division issued a circular

stating the training policy of the Government.¹ The policy stated that training at an appropriate institution at an appropriate stage in the career of an officer should be an important factor in deciding cases of promotion. No officer would be considered for appointment as Secretary to the Central Government or an equivalent post unless he had attended a course at the Pakistan Administrative Staff College. Similarly, no officer would be promoted to the position of Joint Secretary or an equivalent post unless he had attended a course at one of the National Institutes of Public Administration. It was further stated that although the Village Development Academies were meant primarily for officers of departments dealing directly with rural matters, it was the intention of the govt. to send junior officers of General Administration there in order to develop in them an interest in the knowledge of rural affairs. As a result Pakistan Administrative Staff College at Lahore, 3 NIPAs at Lahore, Dhaka and Karachi, and Village Development Academies at Comilla and Peshawar were commissioned.

But strikingly Dhaka NIPA was established in March 7, 1961 earlier than the training policy of the Government of Pakistan could be declared. Originally, it was started as Central Government Institute and soon after was turned into a semi-autonomous body under the then Provincial Government with an executive order under East Pakistan Government Education and Training-Institute Ordinance 1961. A Governing body called Board of Governors with the Provincial Chief Secretary as its head was created. It is interesting to mention that although the original letter of the Establishment Secretary intended to provide for Post Graduate level training facilities, and introduction of Master's Degree Course in Public Administration was made one of the objectives of NIPA at the proposal of the then Vice-Chancellor of the University (Dr. Mahmood Hasan), the degree

1 Government of Pakistan Establishment Division, Circular No. 2/17/61-A/IV dt. 31.10.1961.

later, on the ground that the University itself opened a Department of Public Administration.

Training Vacuum:

After the emergence of Bangladesh, some vacuum was created in the field of Public Service Training as the Civil Service Academy, Finance Service Academy, Administrative Staff College etc. fell in Pakistan (Former West Pakistan). In the former East Pakistan the total number of Gazetted officers was around 10,000. These combined with the former Central Government Officials and the Officers of former Government of Bangladesh in exile in Mujib Nagar and equivalent Officers of Semi-Government and Autonomous Organizations together came round 30,000. There was a huge problem for training. The newly created Establishment Division intended to recruit a number of Civil Servants mostly from amongst the liberation forces who were inspired with the ideals of independence. These officers were supposed to fill up the senior positions of the Ministries and field offices gradually. The Establishment Division named 330 officers for it. In the absence of Civil Service Academy, NIPA and GOTA were given share in training them up and a syllabus was chalked^K out as follows:²

1. Political context of Administration
2. Public Administration in a Welfare State
3. Structure and functions of the Government of Bangladesh
4. Financial Administration
5. Revenue Administration
6. Development Administration
7. Calamity Administration
8. Office Management and Work simplification

2. While NIPA, Dhaka "Civil Officers Course file No. GB-73/72".

9. Administration of Criminal Justice
10. Human Relations
11. Public Relations
12. Administration of Local Affairs
13. Administrative Communication/Correspondence
14. Personnel Administration and Supervision
15. Miscellaneous Areas.

The above Syllabus was only a half hearted combination of the Syllabus of the Civil Service Academy, Lahore and GOTA at Dhaka. The Syllabus of the Civil Service Academy, Lahore was as follows:³

i. Common for CSP/PFS

- a) Public Administration
- b) Development Economics
- c) Islamiat.

ii. For PFS

- a) Diplomatic Theory: Practice and Protocol
- b) International Relations (Paper-1)
- c) International Relations(Paper-2)
- d) Public International Law
- e) International Organizations
- f) National Languages.

On the other hand for the civil servants GOTA had earlier arranged courses on the following subjects:⁴

A. Laws:

1. Bangladesh Penal Code
2. Code of Criminal Procedure

3 Civil Service Academy, Lahore, Syllabus and General Instructions for CSP/PFS probationers, 1968 batch, p.1.

4 GOTA, Dhaka, "Report on the Short Training Course of Deputy Magistrate and Deputy Collectors"(August, 1972), p. 2.

3. Evidence Act
4. Revenue Laws
5. BT Act
6. State Acquisition Act
7. PDR Act
8. Land Acquisition Act, 1894
9. Emergency Requisition of Property Act 1948
10. The State Acquisition and Tenancy Act(3rd Amendment) Order, 1972.
11. The Bangladesh Land holding(Limitation), Order, 1972.
12. Other Miscellaneous Act.

B. General Topics:

1. Public Administration
2. Decision Making
3. Delegation
4. Office Management
5. Flow Process Chart
6. O & M
7. Emergency of the People's Republic of Bangladesh.
8. Objectives of the People's Republic of Bangladesh
9. Motivation and Participation
10. Communication
11. Human Values
12. Ideals of Public Servants
13. Fact Finding and Problem solving
14. Planning and Development.

C. Accounts:

1. Accounts Rules
2. Audit Rules
3. Treasury Rules
4. Budget and Public Expenditure.

It was decided that the newly recruited officers trained in MIPA and GOTA would be assigned with specific responsibilities on completion of the training judging their merits while in training. The course, however, did not take place as scheduled from 8th May 1972. It was later decided that recruitment from amongst liberation forces would be made through an oral test combined with psychological test while others would be recruited through a short written test in addition to oral test. The written test would include writing of Bengali Essay, Bengali translation and translation from English, General Knowledge, Elementary Science and Current Affairs with special reference to Bangladesh, India and USSR. The Public Service Commission prescribed six months' training for other graduates while prescribed 12 weeks' training for graduates of liberation forces.⁵

A training vacuum was also felt for the top level administrators as there was no Administrative Staff College in the beginning. The Administrative Staff College at Lahore had the following Syllabus:⁶

Part-I General Administration:

- (a) Organisational Structure
- (b) Personnel Administration
- (c) The Organisation in Action
- (d) Project Planning, Budgeting and Financial Control
- (e) The Human Factors.

Part-II Seminars

- (a) Seminar and Development Administration — Theory and Practice
 - (b) Seminar on Development Economics.
-

6 Md. Enisuzzaman(ed.), Training for Public Service(Dhaka: MIPA, 1969), p.35.

Part-III Field Research:

A study of Kaptai and Warsak Multipurpose Project

Part-IV Programme Administration:

- (a) The Institution of Local Government
- (b) Education
- (c) Agriculture
- (d) Industry.

Part-V.

- (a) Biography : A Study of Administrators
- (b) Tipu Sultan
- (c) Sir Syed Ahmed Khan
- (d) Lord Curzeon
- (e) The Role of the Administrator.

About NIPA, a good number of experiments were made.

In the beginning a Civil Service Training Academy was created merging NIPA, GOTA and Staff Training Institute (STI) under a Director General. Soon after STI was separated and later when GOTA transformed into Civil Officers' Training Academy (COTA), COTA alone remained with NIPA with some unnecessary overhead staff until it was renamed as NIPA.

The Civil Officers' Training Academy was set up on the 3rd February 1977 to conduct pre-service training of fresh entrants into the Public Service. COTA objectives were:⁷

- (a) Prepare the Civil Servants to perform assign task,
- (b) Turn out disciplined responsible and "committed" officers, with balanced development of body and mind,
- (c) Teach modern management skill through increasing emphasis on practical training,
- (d) Develop team spirit so that trainees can think, plan, organise and work in a group.

⁷ See Introducing COTA published by the Civil Officers' Training Academy in 1977, p. 1.

The first Foundation Course took place from 24th September 1977 - 14th January, 1978.

Side by side in the pattern of Pakistan Administrative Staff College, Lahore in the Henley Staff College Model, the Bangladesh Administrative Staff College was created by a resolution of the Presidential Cabinet dated 3-3-77 with an Autonomous Board of Governors consisting of 11 members with an Honourable Advisor to the President as Chairman and Vice-Principal Bangladesh Administrative Staff College as Member-Secretary. Formal Opening Ceremony took place on the 5th June 1977. The college was intended for the top level Administrators of the country.⁸ The Staff College course was for a duration of 3 months and consisted of the following syllabus:⁹

PART-I Foundation Lectures:

- Ia The Bangladesh Environment
(Land & People--Social, Cultural & Economic Factors).
- Ib Principles and Theories of Development Administration.
- Ic Principles of Development Economics.
- Id Science and Administration.
- Ie Sociology, Psychology and Administration.

PART-II Administrative Structures and Processes(Syndicate):

- IIa Organisation theory and practice.
- IIb Financial Administration.
- IIc Personnel Administration and Human Relations.
- IId Principles and Techniques of Planning.

PART-III Seminars:

- IIIa Seminar on Development Economics.
- IIIb Seminar on Development Administration.

8 See The Bangladesh Administrative Staff College: Some Guidelines for the Members, June 3, 1977, (Published by BISC), pp.1-5.

9 Ibid, pp. 6-7.

PART-IV Field Research.

PART-V Programme Administration(Syndicate):

Va Population and Family Planning.

Vb Agriculture: Integrated Rural Development Programme and Swanirvar Programme.

Vc Education.

Vd Local Government.

Ve Problems of Planning and Development in Bangladesh.

PART-VI The Senior Administrator— His Role and Responsibilities.

PART-VII Bengali for Official use.

PART-VIII Visit to a neighbouring Foreign Country (if possible to arrange).

Till 1983 the college held 13 courses which was participated by 247 officers in addition to other short courses¹⁰.

On the other hand, as it already been pointed out, by 1973 the Government decided to set up an integrated training Institute known as the Civil Servants Training Academy(CSTA) by amalgamating the National Institute of Public Administration (NIPA) and Gazetted Officers' Training Academy(GOTA) these integrated training institute i.e., CSTA existed from March 1973 to February 1977. In 1975 even a plan was prepared to expand CSTA as a big training complex with 10 divisions. But in early 1977 the concept of integrated training academy was discarded in favour of the previous practice of having separate training institute for separate level of officers and NIPA re-emerged in its own name¹¹. During its existence of 23 years, NIPA conducted 30 Advance Courses consisting of 610 officers in addition to a good number of short courses like 25 Special Communication courses, 11 Special Personnel Development courses,

10 See Dr. Ali Ahmed, "Bangladesh Administrative Staff College, at work at the End" BASC Journal, Vol.IV, No.2(October 1983), pp. 11-19.

11 See Dr.Shaukh Masood Ali, "Training for Higher Civil Servants in Bangladesh - the NIPA Approach", Administrative Science Review, Vol.VIII, No.1(December 1978), pp. 2-3.

4 Human Relations courses for Police and Security Officers and 73 other miscellaneous special courses. But from early 1977 NIPA was conducting special briefing sessions and workshops for own Village Development programme as well as the Canal digging and mass literacy programme and women employees' own area development programme. It appears that during the last 7 years of its existence NIPA was emphasising Rural Development Programmes more than its main function of conducting mid-level courses on Administration and Development. It also suffered because of the inadequacy of the faculty. It was calculated that about 60 professional staff joined NIPA with the intention of building up their career there, but all except one left for some other jobs or some other training institute which gave them better position and privileges¹².

On the other hand, the Staff Training Institute, Dhaka which was meant for training of Class-II Gazetted officers and the non-Gazetted staff extended its activities. In 1982, this programme not only consisted of its regular staff development programme but also a good number of Special Courses like course on Store Management, Record Management, Financial Administration, Human Relations etc.¹³

In the early 1980s it was found that the Administrative Staff College was performing some of the NIPA functions i.e. training mid-level officers; NIPA was found to be diverted from its main functions of training up mid-level officers to Rural Development functions which was, in fact, the primary function of the Rural Development Academies. COTA was found to be extending its function from Foundation Training to Special mid-level Training which was actually a NIPA function. STI was also emphasising the officer level training than the staff level one. Even it

12 See M. Safiur Rahman and M.A. Jali, "Twenty-three Years of Training Programmes of the NIPA", Administrative Science Review, Vol. XIV, No. 1 (March 1984), pp. 104-123.

13 See Staff Training Institute, Dhaka, Training Calendar, 1982 Index.

conducted a law course for Magistrates. As a result a time came when all these 4 training institute were converted into a single Academy known Bangladesh Public Administration Training Centre(BPATC) by the Ordinance XXVI of 1984 effective from 28th April 1984. Up to December 1987 BPATC conducted 77.... courses, seminars consisting of 32,86.. participants.respectively.

With the introduction of 31 cadres there has been demands for setting up training institutes for the basic training of each cadre(excluding Senior Services Pool). The National Training Council constituted a Sub-committee consisting of six members with the then Secretary, Finance Division Mr. M. Syedurrahman as its Convener(Syeduzzaman Committee). The Syedurrahman Committee made 12 grouping of cadres with reference to the setting up of training institutes. The grouping were as follows:¹⁴

<u>Name of Group</u>	<u>Institutions</u>
<u>Group I</u>	
BCS (Admn: Admn)	Civil Officers' Training Academy(COTA)
BCS (Sectt.)	
BCS (Food)	
BCS (Judicial)	
<u>Group II</u>	
BCS (Foreign Affairs)	Foreign Affairs Training Institute(FATI)
<u>Group III</u>	
BCS (Fin: Aud & Accts.)	Audit & Accounts Service Academy(AASA)
BCS (Fin: Custom & Excise)	Customs & Excise Training Academy(CETA)
BCS (Fin: Tax)	Directorate of Training(Taxes)

14 Vide Syedurrahman Committee Report, D.O.No.389/PS/83 dated 25-8-83 of the Secretary, Finance Division to the Chairman, National Training Council, pp. 5-5.

Name of Group

Institutions

Group IV

BCS(Econ: Econ)
BCS(Econ: Stat)
BCS(Econ: Trade)

Training Academy for
Planning & Development
(TAPAD)

Group V

BCS(Enf: Police)
BCS(Enf: Ansar)

Police Academy,
Sardah(PA)

Group VI

BCS(Information)

National Broadcasting
Academy(NBA) & Press
Training Institute(PTI)

GROUP VII

BCS(Postal)

Postal Training
Institute(POTI)

Group VIII

BCS(Edn: Gen)

Teachers' Training
College(TTC) and
National Institute of
Educational Administration
Management and Research
(NIEMR)

Group IX

BCS(Health & FP)

National Institute of
Population Research and
Training(NIPORT) and
National Institute of
Preventive and Social
Medicine(NIPSON)

Group X

BCS(Agri: Agri)

Agricultural Management
Training Institute(AMTI)

BCS(Agri: Livestock)

Livestock Training
Institute(LTI)

BCS(Agri: Fisheries)

Fisheries Training
Centre(FTC)

BCS(Agri: Forests)

Forest College(FC).

<u>Name of Group</u>	<u>Institutions</u>
<u>Group XI</u>	
BCS(Engg: PW)	
BCS(Engg: PH)	
BCS(Engg: R&H)	
BCS(Engg: TC)	Telecommunication Training Centre(TTC) and Telecommunication Staff College(TSC)
<u>Group XII</u>	
BCS((Rly: Engg)	Railway Training Academy(RTA)
BCS(Rly: TC)	Railway Training Academy(RTA).

It has not yet been known where the Syeduzzaman Committee report would be ultimately accepted in full by the Government. Government has already set up a new Institution known as BCS (Admn.) Academy¹⁵. The Academy was inaugurated by the honourable President on the 27th December 1987 in the former COTA premises owned by the Regional Public Administration Training Centre, Shahbagh, Dhaka.

What benefits accrued out of the training is still to be fully evaluated. In one of the advance courses evaluated by the former NIPA, 41% of the participants opined that the course gave them General Knowledge, 24% said that they had learnt new lessons, 24% viewed that Modern techniques were taught to them, 29% opined that it changed their attitude and 65% viewed that they found new friends useful for future work¹⁶. In an ad-hoc survey of 150 Class-1 officers in late 1985 only 2.1% of the cadre officers and 3.8% of the non-cadre officers viewed that training was a basis for promotion of Public Servants although 70.6% of the cadre officers and 86.6% of non-cadre officers found the training useful in one or the other way.

15. Vide Ministry of Establishment Resolution No. ^{১৭৮(১৯৮৬)প্রশ্ন-১২/৬৬-৬}..... Dated ২-১-৮৭

When government decided to take examination for career promotions, mid-level examination was supposed to be conducted by the NIPA and the Senior level by Bangladesh Administrative Staff College. But when the Cabinet Division set up a committee with the Cabinet Secretary as Convenor and Director, NIPA as Member-Secretary, after seeing pros and cons the committee recommended that this responsibility should be entrusted to the Public Service Commission (vide Government of Bangladesh, Cabinet Division No. CD/CS/10/83/161, Dt. 24/4/83).

In the present survey it was found that 73(70.3%) of the respondents received training at home 91(37.0%) received training abroad. 29(11.8%) ^{Received} foreign Training before they got ^{any} training at home. The gap between joining government service and first training might be found as follows:

Table-1
Training gap after joining Government service

Gap	BCS (Administration)	BCS (Police)	BCS (PWZ)
No gap	75(63.5%)	41(82.0%)	75(63.5%)
Less than a year	19(16.1%)	2(4.0%)	19(16.1%)
1 - 2 years	8(6.8%)	2(4.0%)	8(6.8%)
3 - 4 years	4(3.4%)	1(2.0%)	4(3.4%)
5 years and above	8(6.8%)	2(4.0%)	8(6.8%)
Not Answered	4(3.4%)	2(4.0%)	4(3.4%)
Total	118(100%)	50(100%)	118(100%)

To what extent one found opportunity to utilise his training expertise in the present job was the crux of the question. It was found that an officer got an M.S Degree in Agricultural Economics in Australia and was later posted as Assistant Secretary in the Ministry of Education dealing with Secondary School Managing Committee matters. The opportunity

to find or utilise one's training expertise might be found from the following table:

Table-2
Utilisation of Training Expertise

Opportunity	BCS (Administration)	BCS (Police)	BCS (P.W.D.)
Full opportunity	48(40.7%)	16(32.0%)	19(24.4%)
No opportunity	13(11.0%)	3(6.0%)	8(10.3%)
Partial opportunity	37(31.4%)	15(30.0%)	21(26.8%)
Not sure	20(16.9%)	16(32.0%)	30(38.5%)
Total	118(100%)	50(100%)	78(100%)

But when asked how many of them would consider training as the most important factor for promotion, only...1(0.8%) of BCS(Admin.) cadre, 1(2.0%) of the Police cadre and 0(0.0%) of the BCS (P.W.D) cadre opined in favour. When the cadre officers having promotions were asked the basis of their promotion, the response was as follows:

Table-3
Basis for Promotion

Basis	BCS (Administration)	BCS (Police)	BCS (P.W.D.)
Seniority	37(31.4%)	18(36.0%)	25(32.1%)
Training	0	0	0
Performance	15(12.7%)	5(10.0%)	5(6.4%)
Sr.cum-performance	54(45.8%)	22(44.0%)	19(24.3%)
Sr.cum-training	0	0	0
Sr.Cum- Training-cum- performance	3(2.5%)	1(2.0%)	0
None of the above	5(4.2%)	1(2.0%)	1(1.3%)
Not Sure/ Not answered	4(3.4%)	3(6.0%)	28(35.9%)
Total	118(100%)	50(100%)	78(100%)

When the top level educationist, administrators, planners etc. were asked whether they considered training as a necessary condition for career development 91(98.3%) answered affirmatively, none(0.0%) negatively, and ...1(1.1%) were not sure about it. When asked at what stages they thought that training was most necessary 39(42.4%) opined that it should be immediately after encadrement, 5(5.4%) thought that it should be before any promotion, and 5(3.2%) considered that it should be after promotion.

When asked how far they thought that skills learnt through training at home and abroad were utilised, 3(3.3%) said that it was 80-100%, 2(2.2%) told that it was 60-80%, 33(35.9%) opined that it was 40-60%, and 51(53.4%) viewed that it was below 40%. However, ^{nearly all} 100% felt that training was a very important factor for career advancement. For maximum utilisation of training 29(5.5%) suggested to train only those who needed training, 41(3.3%) suggested to consult training record before posting and transfer and 29(0.0%) recommended to ensure environment for the utilisation of training.

When asked what types of training they thought to be most necessary for career advancement, the response was as follows:

Table-4
Type of Training

Subject	BCS (Admn.)	BCS (Police)	BCS (PWD)
Bangladesh Studies	56(18.3%)	41(17.7%)	44(18.9%)
Laws and Rules	69(22.6%)	64(27.7%)	40(17.2%)
Skill Development	49(16.0%)	48(20.7%)	65(27.9%)
Personnel Development	57(18.6%)	45(19.6%)	36(15.5%)
Development Adminis- tration	62(20.3%)	24(10.4%)	42(18.0%)
Other subjects	13(4.2%)	9(3.9%)	6(2.5%)
Total	306(100%)	231(100%)	233(100%)

When asked whether there should be a linkage between Public Service Commission and the Training Institute ^{70(76.1%)} answered in the affirmative and the ^{19(20.7%)} in the negative while ^{3(3.3%)} were not sure. Those who favoured the linkage they recommended this could be ensured by joint curriculum committee ^{27(29.3%)} joint evaluation ^{22(23.9%)}, and by other means ^{21(22.8%)}.

Final Report
not in PSC
Test for PSC
- 200 -
Exhibit
- 200 -
Exhibit
- 200 -
Exhibit
- 200 -

Chapter-XI

Basis for Promotion

Promotion means allowing someone to change his position from a lower post to a higher post involving better pay and privileges and greater responsibility. It may take place in different ways such as :

- (a) from a lower post to a higher post in the same cadre
- (b) from a lower post to a higher post in non-cadre services
- (c) from a lower class of service to a higher class
- (d) from a lower post to a higher post within the same class of service.

Promotion from lower class of service to a higher class, viz, from class-II to class-I or class-III to class-II is made on the basis of merit with due regard to seniority. For promotion within the same class of service, the departments are to draw a distinction between the promotion posts and selection posts. For promotion posts selection is made on the basis of seniority cum-fitness, while the criterion for promotion to selection grade posts in any service/cadre is seniority-cum-merit¹.

In certain posts/services some quota are maintained for promotion from feeder posts. In case of appointment by promotion, the ratio between direct recruitment and promotion is specifically laid down in the relevant recruitment rules.

Consultation with the Public Service Commission is necessary in cases of promotion from higher class of service to a lower class². Before making appointment by promotion, the recommendations of one or more of the following selection committees/Boards are required to be obtained by the respective Administrative Ministry/Division/Department/Office for the concerned cases:

- (1) Council Committee on Senior Appointment, Promotion and Service Structure,
- (2) Superior Selection Board

¹ No.13-23/62 dt. 25.8.1962 as quoted in the "Staff Service Manual" of I/O Establishment, ch. 11, para 11.3 (Unpublished)

² Rule 8 of the PSC (Consultation) Regulation, 1979.

- (3) Special Promotion Committee
- (4) Departmental Promotion Committee
- (5) Divisional Selection Board.

For promotions, service records including gradation lists ACRs etc. of the persons eligible for promotion are considered. Those who have unsatisfactory records of services are not supposed to be considered for promotion. To protect promotion interest of officers staying abroad on deputation or training there are also provisions for in-absentia promotion.

Appointing authority for appointment by promotion to a post of BCS cadres is the President or the Secretary of a Ministry/Division or officer authorised under the Recruitments Rules. But under Rules of Business it is necessary to obtain the approval of the President for appointment to the following posts³:

- (a) Heads/Chairman/Managing Directors/Members/Directors of statutory bodies;
- (b) Heads of Attached Departments;
- (c) Post the maximum scale of pay of which is not less than Taka 4, 825 per month;
- (d) (i) All first appointments to services, posts which under the recruitment rules, if any, made by or with the approval of the President after the 1st November, 1975 require that they should be submitted for approval of the President.
- (ii) All first appointments to posts of any former Superior Service(Class-I) or East Pakistan Civil Service(Class-I), or East Pakistan Secretariat Service or East Pakistan Police Service.
- (iii) All direct recruitments to posts the pay scale of which carry a maximum pay of above Taka 4,425 per month (not counting special pay, if any).

There has been a long controversy over the relative importance seniority, performance and other factors in consideration of promotions. When the cadre officers under study were asked which of the different factors they considered most important for promotion, the response was as follows:

³ See Rules of Business 1975 (revised up to June 1987), Schedule-III Item 72, pp. 24-25.

Table-1

Important factors for promotion

Factor	BCS (Admn.)	BCS (Police)	BCS (Engg: Public Works)
Seniority	21(17.8%)	5(10.5%)	16(20.5%)
Good performance record	42(35.6%)	17(34.0%)	23(29.5%)
Training	1(0.8%)	1(2.0%)	0(0.0%)
Seniority-cum-good Performance	38(32.2%)	15(30.0%)	25(32.1%)
Seniority cum good Performance cum Training	12(10.2%)	2(2.0%)	4(5.1%)
Others	4(3.4%)	10(20.0%)	10(12.8%)
Total	118(100%)	50(100%)	78(100%)

Those respondents who got one or more promotions were asked whether the promotions they received was on the basis of seniority, training, performance or any other factor, the response was as follows:

Table-2

Basis for actual promotion

Factor	BCS (Admn.)	BCS (Police)	BCS (Engg: Public Works)
Seniority	37(31.4%)	18(36.0%)	25(32.1%)
Training	0 0	0 0	0 0
Performance	15(12.7%)	5(10.0%)	5(6.4%)
Seniority cum performance	54(45.8%)	22(44.0%)	19(24.3%)
Seniority-cum performance cum training.	3(2.5%)	1(2.0%)	0 0
None of the above	5(4.2%)	1(2.0%)	1(1.3%)
Not sure/Not answered	4(3.4%)	3(6.0%)	28(35.9%)
Total	118(100%)	50(100%)	78(100%)

The respondents were also asked whether they had any knowledge of their performance rating in the Annual Confidential Report(ACR) for last 5 years, and the response was as follows:

Table-3

Knowledge of ACR ratings

Response	BCS (Admn.)	BCS (Police)	BCS (Engg: Public Works)
Have full knowledge	13(11.0%)	14(28.0%)	18(23.1%)
No knowledge	68(57.6%)	15(30.0%)	39(50.0%)
Partial knowledge	35(29.7%)	14(28.0%)	18(23.1%)
Not sure	2(1.7%)	7(14.0%)	3(3.8%)
Total	118(100%)	50(100%)	78(100%)

The ACR knowing promotees of the cadres under study had the following average ratings:

Table-4

Types for rating for promotees

Rating	BCS (Admn.)	BCS (Police)	BCS (Engg: Public Works)
A+	23(19.5%)	2(4.0%)	5(6.4%)
A	18(15.3%)	10(20.0%)	26(33.3%)
B+	2(1.7%)	5(10.0%)	1(1.3%)
B	0(0.0%)	11(22.0%)	0(0.0%)
Not sure/Not answered	75(63.5%)	22(44.0%)	46(59.0%)
total	118(100%)	50(100%)	78(100%)

When the senior administrators etc. were asked whether the present ACR form truly depicted the capability and performance of incumbents, the response was as follows:

Table-5

Opinion about ACR form

Response	Educationist	Senior Administrators	Specialists	Trainer/ Planner
The form depicts capability and performance	00(0.0%)	7(15.2%)	4(28.6%)	4(21.1%)
Does not depict	5(38.5%)	6(13.0%)	2(14.3%)	1(5.3%)
Partly depicts	6(46.2%)	28(60.9%)	6(42.8%)	12(63.1%)
Not sure	2(15.3%)	5(10.9%)	2(14.3%)	2(10.5%)
Total	13(100%)	46(100%)	14(100%)	19(100%)

Sometimes it is seen that the ACR of an Officer is not written or countersigned in time, as a result of which promotion of the incumbent is held up and sometimes even his juniors get promotion. The Public Service Commission in their Annual Report made the following observations⁴:

- ১। জ্যেষ্ঠত্ব ও যোগ্যতার উপর ভিত্তি করেই প্রচলিত বিধি অনুযায়ী পদোন্নতি বিবেচনা করা হয়। এ ক্ষেত্রে যোগ্যতা নির্ধারণের মাধ্যমটি হচ্ছে বার্ষিক গোপনীয় প্রতিবেদন কিন্তু প্রায় প্রতিটি ক্ষেত্রে দেখা যায় যে, পদোন্নতির প্রস্তাব পাঠাবার সময় সংশ্লিষ্ট নিয়োগকারী কর্তৃপক্ষ যথাযথ গোপনীয় প্রতিবেদন পাঠাতে দীর্ঘ সময় নিয়ে থাকেন, যার ফলে নিয়মিত পদোন্নতি বিলম্বিত হয়। বহুক্ষেত্রে বার্ষিক প্রতিবেদন প্রতি বছর নিয়মিত না লেখা এর অন্যতম কারণ।
- ২। যে সব গোপনীয় প্রতিবেদন পাওয়া যায় সেগুলো পরীক্ষা নিরীক্ষার সময় কমিশন প্রায় লক্ষ্য করেন যে, গোপনীয় প্রতিবেদনগুলো যথা সময়ে লেখা হয় না এবং যথাযথভাবে সংরক্ষণ করা হয় না। যে সব কর্মকর্তা প্রতিবেদন লেখেন এবং প্রতিস্থাপন করেন প্রতিবেদন লেখার বিষয়ে তাঁদের সর্বদা সঠিক ধারণা না থাকায় প্রতিবেদনের মনুস্যগুলো অনেক সময় পরস্পর বিরোধী ও অসামঞ্জস্য সাপূর্ণ হয়ে থাকে। ফলে এগুলো বিচার বিবেচনার ক্ষেত্রে জটিলতার সৃষ্টি হয়। কোন প্রতিবেদন বিরূপ মনুস্য থাকলে সংশ্লিষ্ট কর্মচারীকে তা জ্ঞাত করানোর জন্য সরকারী নির্দেশ থাকা সত্ত্বেও অধিকাংশ ক্ষেত্রে দেখা যায় বিরূপ মনুস্যগুলো যথাসময়ে জানানো হয়না। অনেকক্ষেত্রে কয়েক বছরের বিরূপ মনুস্য একসাথে অবলোপন করা হয়ে থাকে। বহু ক্ষেত্রে কয়েক বছরের প্রতিবেদন বাদ দিয়ে কেবলমাত্র এক বছরের ভাল কিংবা মন্দ প্রতিবেদন সুবিধামত প্রেরণ করা হয়।

When the senior administrators etc. were asked whether the holding up of promotion for an Officer for nonavailability of ACR was justified, 9(69.2%) of the educationists 36(78.3%) of senior administrators, 13(92.9%) of specialists and 15(78.9%) of trainers/planners viewed that it was unjustified.

When they were asked how performance appraisal system in the country could be improved, the following suggestions came forward:

XI-6

Table-6

Suggestions for improved appraisal

Suggestions	Educationists	Senior Administrators	Specialists	Trainer/ Planner
Open appraisal	5(38.5%)	12(26.1%)	2(14.3%)	2(10.5%)
Group appraisal	2(15.4%)	8(17.4%)	1(7.1%)	3(15.8%)
Simultaneous appraisal of an officer by his subordinates.	0(0.0%)	7(15.3%)	1(7.1%)	3(15.8%)
Half yearly appraisal	0(0.0%)	2(4.3%)	3(21.4%)	4(21.9%)
Quarterly appraisal	0(0.0%)	0(0.0%)	0(0.0%)	1(5.3%)
Other Methods	1(7.6%)	2(4.3%)	2(14.3%)	1(5.3%)
Cobination of above	4(30.8%)	14(30.4%)	4(28.7%)	3(15.8%)
Not sure	1(7.7%)	1(2.2%)	1(7.1%)	2(10.5%)
Total	13(100%)	46(100%)	14(100%)	19(100%)

Chapter XII

Pay and Status

There was a time when a government servant in this country used to be envied both for his pay and status. Today it is not exactly sure whether a government servant gets more than what his counterpart in private organisation receives as pay and other fringe benefits. More often it is found that the reverse is the case. Pay means the amount drawn monthly by a government servant which has been sanctioned for a post held by him substantively or in an officiating capacity or to which he is entitled by reason of his office/position. It includes special pay, personal pay and any other emoluments which may be specially classed as such by the government¹.

However, for the purpose of this chapter, pay would not only include the pay as defined under rules but also other allowances and fringe benefits valued in terms of money. Allowance is a kind of benefit granted to a government servant to meet his personal expenditure necessitated by the special circumstances in which duty is performed. It may also be granted on other considerations. Allowances are of different kinds such as travelling allowance, house rent allowance, dearness allowance, conveyance allowance, recreation allowance, festival allowance, medical allowance, entertainment allowance, charge allowance, overtime allowance, tiffin/conveyance charge, washing allowance, hills allowance, tele-communication allowance, kit allowance, command allowance, traffic allowance, driving allowance, cleaner allowance, armourer allowance, bugler allowance, pie allowance, acting allowance, mounted police allowance, PBX allowance, armed branch allowance, compensatory allowance etc. However, under rules an allowance is not to be regarded as a source of profit².

1 Rule 5(40), BSR Part I.

2 Rule 5(13), BSR part I. Read with rule 7, BSR part II.

Sometimes, however, a government servant does not favour an allowance because he finds the benefits in kind more lucrative than the money allowance. A government servant residing in Dhaka or other Divisional cities will make all-out efforts to get a government flat and forego allowance because money valuation of a flat is much more than the allowance granted.

There are also other types of pay such as command/staff/charge pay, instructional pay, qualification pay, disturbance pay etc. However such a pay is paid under special circumstances and special cadres or jobs. So far as government servant is concerned he is under the Modified New Scales with effect from June, 1985. A cadre official joins his job in the scale of ^{TK 1650-100-2250-EB-110-3020} ~~750-45-1200-EB-50-1550~~. The pay for the highest position of the government is taka 6000/-(fixed) ^(except Cabinet Secretary). The pay of the highest positions of the cadres under study are as follows :

Table-1

Pay for the higher positions

<u>Cadre</u>	<u>Highest position</u>	<u>Pay scale</u>
BCS(Admn.)	Divisional Commissioner	TK 4750-150-5500/-
BCS(Police)	Inspector General of Police	TK 6000/-(fixed)
BCS(PW/Engg)	Chief Engineer	TK 5700/-(fixed)

However, all cadre officers cannot reach the highest stage. It requires for a cadre officer not less than 20 years to reach the highest position. Even more, the highest position or even the second highest position in some cadres may not be vacant because the incumbent might not have reached the maximum age or might even be re-employed under contract. The rate of increment is also a fixed one. When someone joins a cadre or a service he cannot be given advanced increment except under special circumstances. An ex-BCS cadre officer who has now

joined a British welfare society in Bangladesh narrates that while in government he used to get a maximum annual increment of Tk. 150/- but now he got an annual increment of Tk. 1000/- and even Tk. 2000/- if he could show special competence and output.

Side by side with pay comes the status which a government servant is usually proud of. This has no monetary value but this is the symbol of power and prestige and his relative position in the whole governmental apparatus and indirectly in the whole society. Officers of private organisations and even autonomous corporations always envy the government officers particularly the cadre officers for their rank and status sometimes indirectly attached to some fringe benefits like hospitalisation, journey-ticket etc. The authors of Public Administration today often emphasise that it is not only the pay which keeps and motivates an employee on work but also a lot of other things such as satisfaction of social needs, ego needs and self actualisation. The respondents of the present study were asked the reasons for their joining a government job, the response was as follows :

Table-2

Reasons for joining government job.

Reasons	BCS (Admn.)	BCS (Police)	BCS (Public Works)
Good pay	2(1.7%)	0(0.0%)	1(1.3%)
Status	31(26.3%)	14(28.0%)	20(25.6%)
Work for the nation	43(36.4%)	14(28.0%)	27(34.6%)
Relatives' preference	2(.1.7%)	1(2.0%)	4(5.1%)
Finding no other job	1(0.8%)	3(6.0%)	1(1.3%)
Combination of above	33(28.0%)	14(28.0%)	23(29.5%)
Other reasons	2(1.7%)	3(6.0%)	2(2.6%)
Not answered/not sure	4(3.4%)	1(2.0%)	0(0.0%)
Total	118(100%)	50(100%)	78(100%)

A lot of things, however, depends on the job satisfaction, productivity, and employer-employee relations as well as the likes and dislikes for work itself. ^{The cadre officers were asked whether the responsibility of their position defined} The response was as follows :

Table-3
Responsibility of positions

Response	BCS (Admn)	BCS (Police)	BCS (Public Works)
Defined	77(65.3%)	44(88.0%)	60(76.9%)
Not defined	6(5.1%)	1(2.0%)	2(2.6%)
Partly defined	24(20.3%)	5(10.0%)	11(14.1%)
Not answered/Not sure	11(9.3%)	0(0.0%)	5(6.4%)
Total	118(100%)	50(100%)	78(100%)

When they were asked whether they performed any other function beyond their main responsibilities 99(83.9) of BCS(Admn) officers, 38(76.0%) of BCS(Police) officers and 44(56.4%) of BCS(Public Works) officers answered in the affirmative. Those who performed function beyond their main responsibilities were asked what percentage of their time they devoted to perform other responsibilities. Their response was as follows:

Table-4

Percentage	BCS(Admn)	BCS(Police)	BCS(Public Works)
Below 10%	17(14.4%)	11(22.0%)	14(17.9%)
11-25%	54(45.8%)	18(36.0%)	20(25.6%)
26-50%	19(16.1%)	6(12.0%)	7(9.0%)
51-75%	7(5.9%)	2(4.0%)	2(2.6%)
Above 75%	3(2.5%)	2(4.0%)	2(2.6%)
Not answered/Not sure	18(15.3%)	11(22.0%)	33(42.4%)
Total	118(100%)	50(100%)	78(100%)

Thus it is seen that in all the cadres percentage of performing other responsibilities cluster round 11-50%. The cadre officers might not foresee these other responsibilities while joining a cadre and usually these are not liked by them. Shahabuddin committee in 1953, for example, while writing about the miscellaneous function of the police observed³:

we found a number of cases referred by the magistrate for inquiry and report though those references could have been avoided by the magistrates exercising judicial discretion. Amongst the cases we looked into, we found a petition filed for relief by a woman divorced or discarded by her husband we also found that a case where court fee due to government had to be collected, had been referred to the police.....

Similarly a trying magistrate complained that he hardly found time to sit in the court for trying cases because of protocol duties, miscellaneous enquiries etc.

Job satisfaction and productivity:

When the cadre officers under study were asked what factors other than monetary could motivate a public servant to work harder, the response was as follows :

Table-5

Non monetary motivator

<u>Factor</u>	<u>BCS(Admin)</u>	<u>BCS(Police)</u>	<u>BCS(Public Works)</u>
Status	14(11.9%)	5(10.0%)	12(15.4%)
Recognition	55(46.6%)	20(40.0%)	28(35.8%)
Opportunity for self development	13(11.0%)	4(8.0%)	6(7.7%)
Combination of above	27(22.9%)	19(38.0%)	29(37.2%)
Others	5(4.2%)	1(2.0%)	1(1.3%)
Not answered/Not sure	4(3.4%)	1(2.0%)	2(2.6%)
Total	118(100%)	50(100%)	78(100%)

When asked to what extent they were making concrete contribution to the economic development of the country, the

³ See S. Maqsood Ali, M.Safiur Rahman and K.M.Das, Decentralization and People's Participation in Bangladesh(Dhaka: NIPA, 1983), p. 362.

response was as follows:

Table-6

Positive/concrete contribution of towards economic development

<u>Response</u>	<u>BCS(Admn)</u>	<u>BCS(Police)</u>	<u>BCS(P.W)</u>
Very effectively	27(22.9%)	12(24.0%)	26(33.3%)
Effectively	67(56.8%)	19(38.0%)	33(42.3%)
Negligibly effectively	17(14.4%)	8(16.0%)	12(15.4%)
Rather negatively	1(0.8%)	4(8.0%)	2(2.6%)
Not sure	6(5.1%)	7(14.0%)	5(6.4%)
Total	118(100%)	50(100%)	78(100%)

When the cadre officers under study were asked whether they thought that they could contribute more effectively to the economic development of the country by pursuing any other career, 15(12.7%) of BCS(Admn) cadre, 19(38.0%) of BCS(Police) cadre and 16(20.5%) of the BCS(PW) cadre answered in the affirmative. A number of them even suggested that they could contribute better if they would be involved in private farming or cottage industries.

When asked whether the present career could contribute to their personal and self development, the response was as follows :

Table-7

Scope for personal and self development in cadres

<u>Response</u>	<u>BCS(Admn.)</u>	<u>BCS(Police)</u>	<u>BCS(P.W)</u>
Positive	71(60.2%)	27(54.0%)	34(43.6%)
Negative	11(9.3%)	8(16.0%)	16(20.5%)
Not sure	36(30.5%)	15(30.0%)	28(35.9%)
Total	118(100%)	50(100%)	78(100%)

When the officers who responded negatively were asked what other career could contribute to their personal and self development, some mentioned about the other cadres, some mentioned about universities or private business and industries.

The respondents were given a probe question whether they would prefer a suitable job in a foreign company or Middle East to their present job. The response was as follows:

Table-8

Preference for jobs in a foreign company/
Middle East to present cadre job.

<u>Response</u>	<u>BCS(Admn)</u>	<u>BCS(Police)</u>	<u>BCS(P.W)</u>
Affirmative	34(28.8%)	12(24.0%)	38(48.7%)
Negative	61(51.7%)	28(56.0%)	15(19.2%)
Not sure/Not answered	23(19.5%)	10(20.0%)	25(32.1%)
Total	118(100%)	50(100%)	78(100%)

Thus it is seen that cadre officers are almost equally divided about accepting a suitable job in a foreign company or abroad if offered over their present job . This is really alarming. The respondents were given a further probe question whether or not they would recommend their own children to follow their own career. The response was as follows :

Table-9

Career Advice to Children/dependents

<u>Response</u>	<u>BCS(Admn)</u>	<u>BCS(Police)</u>	<u>BCS(P.W)</u>
To follow their own career	36(30.5%)	13(26.0%)	22(28.2%)
Not to follow their own career	42(35.6%)	27(54.0%)	27(34.6%)
Not sure	40(33.9%)	10(20.0%)	29(37.2%)
Total	118(100%)	50(100%)	78(100%)

The majority response of not recommending the respondents' own children or dependents to follow their own career is quite indicative of the fact that at the present state of things, most of the 3 cadre officers are, in general, dissatisfied with their career prospects and development.

When the senior administrators and others were asked how loyalty and morale of a government employee could be ensured, the cumulative response was as follows:

Table-10

Factors for Ensuring Loyalty and Morale of a government servant.

Factor	Educationalist	Senior administrators	Specialist	Planner/Trainer
Financial incentives	7(9.8%)	32(15.1%)	13(14.7%)	14(17.7%)
Job security	10(14.2%)	36(16.9%)	11(12.5%)	12(15.2%)
Enhanced group insurance	5(7.0%)	8(3.7%)	5(5.7%)	3(3.8%)
Enhanced benevolent fund	5(7.0%)	8(3.7%)	5(5.7%)	3(3.8%)
Health care for self and family	7(9.8%)	19(8.9%)	8(9.1%)	5(6.3%)
Facilities for children's education	7(9.8%)	21(9.8%)	11(12.5%)	8(10.2%)
Suitable housing facilities	7(9.8%)	25(11.8%)	10(11.4%)	8(10.2%)
Housing facilities after retirement	6(8.5%)	22(10.4%)	8(9.1%)	10(12.6%)
Enhanced pension	6(8.5%)	19(8.9%)	9(10.2%)	10(12.6%)
Simplified procedure for drawing pension	6(8.5%)	19(8.9%)	8(9.1%)	5(6.3%)
Others	4(5.7%)	4(1.9%)	0(0.0%)	1(1.3%)
Not sure	1(1.4%)	0(0.0%)	0(0.0%)	0(0.0%)
Total	71(100%)	213(100%)	88(100%)	79(100%)

But above everything the morale of a cadre officer could be ensured by justice and neutrality. An ex-EPCS-I officer writes:

Promotion is often dependent on Annual confidential report but it depends on how one can please his boss legally or illegally. It is not known to many what is the procedure or rule for selecting Deputy Commissioners. Some are called for interview and are not appointed without informing them why they were not appointed, while some were appointed without interviews. It is also seen that Deputy Commissioners were appointed from 1962, 1965, 1966, 1969 and 1973 batches. Procedure followed for promotion of one batch is not followed for another batch.

The above comment is quite indicative, for there is need for rationalisation and improving the motivational measures in services.

Chapter-XIII

Respondents' Reactions

In the present study opinions of the representative cadre officials of BCS(Admn.), BCS(Police) and BCS(Public Works) were taken. In an open-ended question, variety of problems, comments and suggestions came forward of which some are placed below:

BCS(Admn.)

- Scope for promotion is to be widened;
- Promotion and good posting should be on the basis of merit;
- Integrity and dynamics are to get due weightage;
- Opportunity of obtaining higher education/Degree should be there;
- Periodic written examination should be there for promotion;
- Selection of Deputy Commissioner should be based on seniority and performance and not on oral interview;
- There should be more scope for foreign training/visits;
- Short course abroad and medium term course within the country should be there;
- Highest position need be reached at the age of 50;
- Seniority should be the criterion of promotion if someone is not otherwise disqualified;
- Administration should be further decentralised at the Divisional level to find out suitable administrative positions;
- Frequent change of policy in respect of seniority is to be stopped;
- Contract job is to be abolished;
- Senior Services Pool is to be stopped.

A Deputy Commissioner writes:

Clear-cut opening of promotion facilities will increase efficiency of the cadre members,

Service should contribute something for personal and self-development of the cadre members, such as house building loan in a cheaper rate, allocation of urban plot for homestead and more facilities after retirement,

Recognition of service in a proper form so that other cadre members are encouraged.

An Additional District Magistrate says:

There should be a standing committee in the Ministry of Establishment headed by the Secretary of the Ministry and consisting of a representative of the PSC, a representative of Ministry of Law, a representative of PATC and a representative of BCS(Admn.) Academy and the concerned Divisional Commissioner to hear appeals of the cases of supersession.

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Several of the respondents were found quite pessimistic. "In BCS(Admn.) cadre, career planning in its true sense is not possible", says another Deputy Commissioner. An Officer of the level of Divisional Commissioner said irritatingly, 'How do you approach a man to advise on career planning who does not have his own career planned'. Some officers of the Khulna Division were reluctant and skeptic about the whole exercise as they considered their posting in the southern part of the country as punishment.

An Upazila Nirbahi Officer writes:

I am now at the fag end of my career, I do not think I have any further scope for career planning. There is practically no scope for systematic career planning in Bangladesh Civil Service - particularly in the BCS(Admn.) cadre. In a very rare occasions, a right man is put in the right place. There is very little opportunity in the Bangladesh Civil Service to utilise one's aptitude, experience and academic background properly.

BCS(Police):

Respondents of the BCS(Police) cadre had the following suggestions and comments -

- There should be more or less the same scope of pay and promotion in all cadres.
- There should be scope for foreign training,
- Modern facilities in respect of police equipment should be available to police officers,

An Officer of the Police Headquarters says:

Entrants should be trained and prepared to rise up to the highest point. At each stage, strict professional test could select the right man and drop the undesirable. A performance rating system could guard the drop-outs from becoming the frustrated ones and if their score falls below the specified standard, they could be asked to proceed on voluntary retirement.

An Additional S.P. of an outlying district writes:

There is no professionalism. Too much work and risk on life are there. There is no incentive to cover extra risk. I start the work at 0800 hours in the morning and with a break of one hour at noon, continue up to 2100 hours in the evening. This is too much. I have no scope for self-development. I have no time to study and play. Too much work and anxiety are reducing my work efficiency because I have no family life.

The above statement is rather pessimistic but quite indicative about the job of a police officer. Other suggestions and comments were as follows :

- Justice should be done without motive;
- Well being, promotions etc. should have equal reasonings;
- Recruitment at a time should be the minimum;
- Transfer as punishment should be avoided;
- All officers should be posted at all places by rotation,
- Posting should not be made for good connections;
- Old age allowances and family accommodation should be there;
- There should be no political influence or interference in the police work.

One of the respondents wrote that political stability is necessary for the career planning of the police service. Unless it is there the preponderance of Administrative cadres cannot be minimised. Some others pointed out the importance of socio religious and Islamic education etc. for improvement of the quality of work of the police officers. An ex-IMS officer who joined police service opined that he would rather switch over again to the previous job, had there been an opportunity to quit the police service. Another is willing to serve in other cadres leaving the police job. This shows that the morale of the police officers under study was on the average not as high as could be expected, because of the frustrating factors.

BCS(Public Works):

The respondents of the BCS(Public Works) made a number of comments and suggestions of which some are as follows :

- There is scope for limited promotion in the BCS(Public Works) cadre, hence planning is not possible;
- There is no scope for planning in Government job;
- There should be a Career Planning section in each Ministry, and the Ministry of Establishment should co-ordinate the functions of these sections;

- Training should be binding for all members of the cadre;
- Policy has a vital role to play in Career Planning, so policy makers should be chosen from all cadres;
- There is absolute domination of one cadre in the services, hence planning for other cadres is not possible,
- Charter of duties of each position is to be defined;
- Training should be imparted before joining a job;
- There should be one single cadre for all Engineering organisations, and like BCS(Admn.) cadre, the members of the proposed Engineering cadre should be deputed to all Engineering organisations;
- Technical departments are to be reorganised before career planning is made for engineers;
- There should be scope for higher education of engineers at home and abroad;
- Engineers should be given the responsibility for development work;
- Timely promotion, working atmosphere, training, and scope for higher education could contribute to the career development of the engineers;
- Appreciation and recognition are necessary to keep morale of the engineers;
- Systematic promotion and training at home and abroad should be there for engineers;
- There should be scope for technical training in the relevant field abroad for engineers;
- Training is necessary for proper utilisation of manpower;
- There should be scope for promotion at an interval, maximum 7 - 9 years;
- In the 23 years of my service I have got only one promotion. This retards my efficiency very much,
- Consultancy work should be allowed for Engineers.

One of the Engineers who has First Division/First Class throughout his career with places at the Board/University examinations, lamented by saying:

I have already completed 23 years and 9 months of my service and still I am an Executive Engineer. My hard earned good results at school, college and university are laughing at me.

Opinions of VIPs:

In the present study opinions of many high ranking persons of the relevant cadres and also outside cadres were taken.

Some of the opinions are cited below:

- There should be organisational arrangements in each Ministry/Division for managing the Career Development of the officers.
- Secretariat positions should not be the monopoly of any particular cadre or cadres. Non-cadres officers may also be recruited to Senior Services Pool and other Secretariat Posts.

▲ Chairman of an Autonomous Corporations says:

Cadre Officer should be trained to be committed for serving the people.

▲ Head of the Department says:

Personnel management procedure is to be strengthened in the Ministry of Establishment.

▲ Secretary of a Ministry says:

There should be speedy promotions for the efficient ones.

Another Secretary of a Ministry recommends:

Meritocracy be applied in selecting really talented public servants with guaranteed quick promotion on proven applied merit, performance, honesty, and hard work, delinked from pleasing all cadres and their members. If necessary, similar ride for potentially talented young public servants be allowed in other services also, so that brilliance, knowledge, leadership and hard work are given assured dividends independent of kinship, political or group pressure etc.

Another Chairman of a public corporation opines:

Government should ensure confidence amongst the public servants to exercise authority and give free opinion.

Another Head of a autonomous body opines:

Closer link with the public, closer knowledge of the country and the society and clear understanding of culture are necessary for the public servants including cadre officials.

▲ Senior engineer writes:

Appreciation and reward for the honest and sincere work should there.

Another senior engineer opines:

There should be natural justice and fair play in the career planning.

▲ Senior Officer of Anti-Corruption Department writes:

Sincerity, dedication and simple living at the top level will minimise many of the problems.

Another senior engineer writes:

Placement should be according to the previous experience, training and education and not for connections with high-ups.

An Additional Divisional Commissioner says:

There should be fairness and justice in promotion. Performance report and reputation along with the human factors should be considered.

A planner writes:

Reward for the honest and punishment for corrupt should be there.

A human resource planning expert opines:

A Government servant's career should be well planned. He should be trained to handle a job properly keeping up with the peculiar socio-economic situation of the country. It is very difficult to build-up a capable civil servant when job security, appropriate reward/recognition etc. are lacking.

A top official connected with the recruitment process writes:

Introduction of quota system is doing a positive dis-service to cadre services. At least in Class-I and Class-II jobs, there should not be any quota system.

Real Freedom Fighters should be given chances keeping in view their services rendered 17/18 years ago when they were within their teens

Upper age limit for cadre service examinations should be raised.

Another head of an ~~etc~~ autonomous body opines:

There should be strict enforcement of discipline amongst the public servants of all categories.

A Head of the Department opines:

Neutrality amongst the executives must be ensured.

Another top executive opines:

Secondment of Government officers to Sector Corporations should be the minimum and extremely judicious.

A Joint Secretary opines:

A retired government servant should get pension within the reasonable time.

Another Joint Secretary says:

Government should take care to improve standard of education in the country.

A Senior Officer of the Ministry of Establishment opines:

Promotion should be considered batchwise/yearwise and not so many batches at a time. Seniority, efficiency and honesty should be the main consideration. Interview system should be dropped. Computer may be utilised for evaluation. ACR form should be revised accordingly. Medical chapter should be excluded from ACR form. Separate arrangement for medical test/report may be made.

Another Senior Officer of the Ministry of Establishment says:

Recruitment to vacant posts should be made without delay. Tadbir should disqualify a candidate strictly.

An ex-Joint Secretary writes:

Character-building and religious faith should be the corner-stone of Career Planning.

Chapter-XIV

Conclusion

The present study is basically an empirical study based on opinion survey on the Career Planning in the Bangladesh Civil Service particularly BCS(Admn.), BCS(Police) and BCS(Public Works). This may be regarded as a pioneer study in the field because no such earlier study was found to be made in Bangladesh. Except in one seminar on Personnel Management in the Administrative Staff College in 1979 and two seminars on Career Planning in Bangladesh during December 1985 and September, 1987 respectively, no much academic attention was diverted to Career Planning and Development of the Bangladesh Civil Service.

Career Planning and Development Administration

However, under schedule I of the Rules of Business, Career Planning is one of the responsibilities of the Ministry of Establishment and it has been collecting the complete data of the cadre members in respect of educational background, personal skill, service career, special aptitudes etc. The Ministry established a Public Administration Computer Centre(PACC) to Computerise all these information. In the first phase from July to December 1986 the Centre undertook to complete the personal data of the officers of the Senior Services Pool, BCS(Admn.), and BCS(Secretariat) cadre. But upto September 1987 about 80% of the work could be completed. This is because the apathy of the officers — both senior and junior to send completed personnel data sheets. In the second phase, the PACC has started compilation of data in respect of the remaining cadres¹.

¹ See M.Shamsul Haque Chisty, "Two Years of Career Planning". Paper read out at the second seminar on Career Planning in BPATC, 29th September, 1987, pp. 6-7(Mimeo).

however, Career Planning and Development is not an easy job. Difficulties are there in matching conceptual framework to that of promotion ladder as outlined in the BCS Recruitment Rules 1981. The Rule inter-alia, identified various stages of career ladder and years of service required for each stage of advancement. But the symmetry for all the cadres in respect of career positions advancement and years involved are not equal. The distinctiveness of the services originated and evolved over the years to cater to organisational need as well as to generate professionalism is to be recognised².

Unequal career opportunities have created serious frustration among the members of the disadvantages cadres. For example, the BCS(Admn.) cadre has 0.9% posts above senior scale level while it is 52% in the BCS(Foreign Affairs), 27% in the BCS(Railway Transportation and Commercial), 31% in the BCS (Customs and Excise) and 22% in BCS(Education. The BCS(Police) and BCS(Public Works) under study have also lesser promotional prospects above senior scales. Such positions are 3% for BCS (Police) and 8% for BCS(Public Works)³.

When the Ministry of Establishment brought it to the notice of the Council Committee on Senior Appointment, Promotion and Service Structure(COSAPSS), the committee referred the subject to the Secretaries' Committee on Administrative improvement. The Secretaries' Committee was later extended to include departmental heads of certain major cadres. Difficulty was faced with the cadres not organised on geographical basis.

² See Dr. M. Maqsood Ali, "Recommendation of the Special Committee Constituted by the National Training Council for Preparation of a Policy Guideline on Career Planning of the Government Officials". Paper read out at the Seminar on Career Planning ~~at~~ in Bangladesh Organised by BPATC, during 21-22 December, 1985, p. 5. (Mimeo).

³ See Annexure-B of Summary for Secretaries Committee of Administrative Improvement prepared by the Ministry of Establishment (Implementation Cell) in pursuance of the decision of the Committee for the Senior Appointment, Promotion and Service Structure, dated 20.4.85.

Further, cadres having the maximum prospects of career advancement demanded that equalisation of more field posts determined in 1977 should not be disturbed and if the career prospects of the disadvantageous cadres were improved, their prospect should also be improved proportionately⁴.

It appears from the present study that the Ministry of Establishment has taken upon itself too heavy a burden beyond its capacity to bear. No doubt that the Ministry has been using computer. But a Computer does not make decision it can only process information. When cadre officers of the three cadres under study were asked whether their cadres have systematic Career Planning. 39.9% of the BCS(Admn.) cadre 34.0% of the BCS(Police) cadre and 42.3% of the BCS(Public Works) cadre answered in the negative while 35.6% of the BCS(Admn.) cadre, 26.0% of the BCS(Police) cadre and 20.5% of the BCS(Public Works) cadre found that their career was only partially planned and not wholly. However, when they were further asked which organisation should be ideally responsible for career planning majority of the BCS(Admn.) cadre (88.1%) and BCS(Public Works) cadre (57.7%) would like to entrust it to the Ministry of Establishment, but 48% of BCS(Police) cadre would like to entrust it to the administrative Ministry. When the senior administrators specialists, educationists, trainers, planners etc. were asked whether the Ministry of Establishment had been discharging the career development functions effectively 5.4% answered in the affirmative 32.6% in the negative and 54.4% stated that it was discharging this function with partial effectiveness while 7.6% were not sure about it. Even most of the respondents belonging to the Ministry of Establishment themselves opined that it had been partially successful in respect of career

⁴ M. Shamsul Haque Chisty, op.cit., p.8

planning and development. However, when they were asked how the Ministry of Establishment could be more effective in discharge of this function there was a sharp difference of opinion. The majority of the senior administrators (43.5%) would favour strengthening the Ministry of Establishment while the majority of the educationists, specialists, planners and trainers (54.3%) recommended deconcentration (decentralisation) of career development function to the administrative ministries. Only a few (7.7%) of all however, suggested to entrust it to Cabinet Division, Public Service Commission or to a Specially created agency.

Education, Recruitment, Training and Deployment

Education, recruitment, training and deployment are the four distinct phases of one's career and hence ideally there should be a close link between these four phases. The rush of the students for admission in the different higher educational institutions, prolonging of the sessions for unusual vacations, delay in publishing results, non-adjustment of dates of University examinations and the dates of PSC examinations due to above reasons are but few of the problems that come to the fore-front. When the cadre officers were asked whether they received such education which they or their guardians had earlier planned 57.7% of the BCS (Admn.) cadre 58% of the BCS (Police) cadre and 33.3% of the BCS (Public Works) cadre answered in the negative. This shows that most of our cadre officials in the generalist cadres did not have planned education and hence not planned service. When asked about the gap between finishing student life and entering into cadre, it was found that 32.2% of the BCS (Admn.) cadre and 30% of the BCS (Police) cadre but only 7.7% of the BCS (Public Works) cadre took 3 - 5 years in getting a job in the cadre after finishing student life. In fact 65.4% of the BCS (Public Works) cadre officials under study got their job in the cadre within less than a year of their finishing the student life.

On the other hand when the top level administrators, educationist etc. were asked whether they thought that the career in the Civil Service Cadres was backed by appropriate education and aptitude 26.1% felt that mostly it was so while 38.0% thought that it was only partially so. When asked what they thought appropriate stage for career planning 41.3% stated that the student life was the most appropriate stage for it while 20.7% stated that it was the probationary period and 27.2% viewed that it was about 5 years after joining a service.

Next comes the stage of recruitment. Nearly 6 thousand officers are recruited every year. Out of the requisitions for about 5000 positions for 1987-88, PSC recommended for about 2500 positions⁵. Every year about 10% posts are added. It was found most of the candidates recommended by the Public Service Commission for BCS cadres are Master's degree holders with honours at the graduation level. The percentage of simple graduates is only a few but it was only 9% in 1982, 22% in 1983, 17% in 1984 and 11% in 1985⁶. Secondly, humanities subjects out-number the science or commerce subjects in the BCS(Admn.) cadre. In 1982 it was 81%, in 1983 it was 53%, in 1984 it was 54% and in 1985 it was 66%⁷.

Sometimes candidates from Muktiyoddha quota and tribal quota can not be filled up because of the non-availability of suitable candidates. Out of the 30% quota in 1985 only 5%, in 1984 only 8%, and in 1983 only 13% could be filled in. It is natural that as the years pass away, Muktiyoddha of suitable age limit would be non-available. Hence it might be necessary to re-allocate the quota for the future. Similarly for tribal

⁵ Talk by Mr. Mohammad Ali, Addl. Secretary, Ministry of Establishment at the Foundation course workshop on 31st January, 1988 at BPATC.

⁶ See Bangladesh Public Service Commission Annual Report, 1987. Chart-7.

⁷ ibid, Chart-8

people 5% quota has been kept. But in 1984 out of 37 posts only one post and in 1985 out of 127 posts only 5 posts could be filled in⁸. It might be mentioned that in Bangladesh tribal people are not found in each district. Hence it is necessary to consider whether tribal quota could be kept nation wide or at best division wise without keeping it district wise.

When the respondents of the three selected cadres were asked what was the reason for their joining the government job, most of the respondents stated that it was for status or opportunity to work for the nation. The percentage of respondents as such were 62.7% for BCS(Admn.), 56.0% for BCS(Police) and 60.2% for BCS(Public Works). When asked whether their present career suited their earlier planning 62.7% of the BCS(Admn.) cadre, 64% of the the BCS(Police) cadre and 71.8% of the BCS(Public Works) cadre stated that it was either less than or other than what they had earlier planned.

The officers connected with the recruitment frankly admitted that the calibre of the candidates in general are less than what it used to be found earlier, although several examinations have been introduced for recruitment and promotion. When the senior administrators etc. were asked whether they advocated any more rigorous aptitude or psychological test or gruel test (written-viva-written) as in U.K. 55.5% favoured it.

But seemingly the weakest point is training itself. Foundation training, for example, is a must for BCS cadre but there are instances that a person has already served for 15 years or crossed the age of 50 and yet could not get the foundation training and as a result could not be confirmed or get promotion. Although BFATC is responsible for foundation training it can only cater the needs of about 500 probationers per year.

⁸ ibid, p. 4

This has created a back-log of about 10,000 particularly in the BCS(Education), BCS(Agriculture), BCS(Health) and the BCS Engineering cadres. BPATC is trying to meet the contingency by organising special course for elderly people but it could not match the problems. In order to remove the back-log, it is therefore necessary to make special arrangements for Education, Engineering, Agriculture and Health cadres for the foundation training perhaps to their own professional institutions with the guidance of BPATC and to exclude the aged ones from the requirement of Foundation Training. The Board of Governors of the BPATC has already recommended it to the National Training Council⁹.

But there is difficulty in respect of planning of training at home and abroad. It is found in BPATC that lesser participants join the mid or senior level courses on the plea that their departments find their work essential and there is no training reserve. But when such persons are nominated for the foreign training, usually they get spared for it. Amongst our respondents 8.5% of BCS(Admn.) cadre, 10% of the BCS(Police) cadre and 17.9% of BCS(Public Works) cadre went for training abroad without receiving any training at home earlier.

When the senior administrators etc. were asked whether they found training a necessary condition for career development all of them opined in the affirmative. When asked at what stage they thought the training most necessary, 42.4% stated that it was most necessary immediately after encadrement and 21.8% opined that it was most necessary immediately after encadrement and after every promotion while 14.1% viewed that it should be imparted immediately after encadrement and before any promotion.

⁹ Vide the proceedings of the 12th meeting of the Board of Governors of BPATC.

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⁹ Vide the proceedings of the 12th meeting of the Board of Governors of BPATC.

When asked the subject preference about the training of the three cadres concerned, most of the respondents preferred Bangladesh studies, Laws and Rules, Development Administration and Personality Development for BCS(Admn.) cadre; Law and Rules, Skill development and Personality for BCS(Police) cadre and Development Administration, Skill Development and Personality Development for BCS(Public Works) cadre.

Again, there exists very weak linkage between Public Service Commission and the Training Institutes. Public Service Commission take departmental and other examinations while the training institutes impart training but there is a wide range of gap between the syllabus of the PSC and that of the training institutions particularly of BPATC. In their syllabus for the promotion examination for senior scale and SSP, for example, the PSC made utmost emphasis on current affairs, international affairs, Laws and Rules while the emphasis of BPATC as per national training policy is on public administration, project management etc.

It is also curious to note that for senior scales officers, career course is a course on Project Preparation, Monitoring and Evaluation hitherto conducted by BPATC and recently transferred to Planning Academy for Training and Development, while immediate future postings of these incumbents would be the position of Deputy Commissioner or Deputy Secretary wherein the more knowledge on the Criminal law or the Rules of Business would be a necessity which is outstandingly absent in the career development course. When the senior administrators etc. were asked whether they considered such linkage necessary 76.1% answered in the affirmative and 53.3% thought that such linkage could be effected by joint curriculum committee or joint evaluation.

But the main problem is about the deployment of the personnel of the BCS cadre. The main principle of personnel administration is to place the right man on the right job and

to utilise fruitfully his training and other capabilities. It has already been mentioned in an earlier chapter that the researchers found an MS degree holder on agricultural economics abroad at the government cost looking after Special Managing Committee matters of the Secondary School in the Secretariat. When the cadre officers were asked whether they found opportunity to utilise their training in the present job, only 40.7% of the BCS(Admn.) cadre, 32.0% of the BCS(Police) cadre and 24.4% of the BCS(Public Works) cadre answered in the clear affirmative. Again when asked whether training formed any ingredient for their promotion, only a negligible percentage answered in the affirmative. Even more, a number of people of the BCS(Admn.) and BCS(Public Works) cadre reported that their responsibility was not clearly defined and a large percentage stated that at least 11 - 25% of their time was devoted to perform the responsibilities beyond their own job description.

Similarly, it is also found that many incumbents have 5 or more transfers within a period of 12 to 13 years. The researchers came across a case where seven transfer orders were issued for someone within a period of 17 months. When the senior administrators and others were asked whether an incumbent should be consulted before a transfer, 76.1% answered in the affirmative and most of them opined(58.7%) that the transfer should not be made before at least three years. 35.9% of them also felt that the training received is under utilised which ranges from 40 - 60% and training record should be consulted before posting or transfer.

A respondent of BCS(Admn.) cadre who has completed 11 years of service reported that he had only a foundation training for two months and no specialised training in Law, no survey and settlement training, no Secretariat attachment or posting, or no Refresher Course on Law and Administration yet as the career plan of the Ministry of Establishment prescribes. *Even several other senior members of the three series under study did not have systematic training*

Inter-sectoral Mobility and Inter-cadre Problems

With proliferation of BCS BCS cadres, inter-cadre problems came to the fore-front perhaps no much less than that of generalists - specialists or civil service - non-civil service controversy in the earlier period. The present controversy is for the preponderance of one cadre over the other or equalisation of the neglected cadres with the privileged ones. Several of our respondents stated that there should be equalisation of top positions, promotion prospects, service length, facilities for training at home and abroad and the pay and fringe benefits of the top-most positions of different cadres. In reality there are difficulties in it. It has been already stated in an earlier chapter that the pay, status and position of the Divisional Commissioner, Inspector General of Police and the Chief Engineer of Public Works are not the same; nor the promotion prospects. Apparently BCS(Admn.) cadres is the most sufferer. But in the eye of other cadres BCS(Admn.) did not lose anything as the newly constituted Senior Services Pool was outstanding manned by them.

It is true that when on March 1, 1979, government created the Senior Policy Pool which was re-named as the Senior Services Pool later, provisions were kept for open examination for entering the pool. But 482 officers were automatically encadred in the Pool under Rule 5(1) of the SSP Rules, 1979 and 320 more officers were encadred under Rule 4(b) in December 1980, June 1981, November 1983 and in January 1985. Even the Special Committee of the Cabinet Division in its meeting dated April 27, 1987 noted that the SSP was not created on the basis of merit and whatever might had been the reason, a large number of positions were filled up by the members of Administrative, Food and Secretariat cadres. It was further pointed out that the professionals were the most sufferers although they were given times-scale and some other facilities. Moreover, there exist disproportionately distributed facilities of the promotion of different cadres¹⁰.

¹⁰ Minutes of the meeting of the Special Committee on Services Pool dated 27th April, 1987, pp. 4-5.

Senior Service Pool itself faced a lot of criticism not only from different service Association or educationists but also from some eminent government functionaries. Even Brig. M. A. Halim Committee made the following observations¹¹:

It is not in the interest of any Cadre and the public service to have two kinds of officers in a Service - those included in the Cadre and those who are kept outside the Cadre with the same designations, scales of pay and functions Similarly, cases of officers of different departments which do not have Cadres of their own for inclusion in the different existing Cadres/Sub-cadres may also be considered..... Similarly, a number of members of other regularly constituted Services have been complaining that majority of them were not even called for interviews and their cases were simply ignored The problem of determining inter-se seniority of the officers already encadred in the Senior Services Pool has assumed importance and it is evident that it does not admit of easy solution

Several of our respondents suggest that as the correctional measures for above problems we may take lessons from the Economic pool of the erstwhile Government of Pakistan. Economic Pool was not an apex cadre rather it was a specialised group of officers of different cadres who had specialisation and interest in economic, financial or commercial matters. Historically, during Pakistan period central and provincial services was classified into generalist services (such as CSP, EPCS, PCS), the functional services (such as PA&AS, PTS) and specialist services (such as Engineering, Medical, Scientific etc.) Economic Pool was however, only open to generalists services and functional services with the preponderance of CSPs. Specialist services did not have place in it and the place of provincial services was also few and far between. After the emergency of Bangladesh, initially all Pakistan Services and the Central Services were under valued and the provincial services were in many cases upgraded. When administrative and Services Re-organisation Committee of 1972 recommended 10 grades they viewed a classless unified structure without reserve post for any service. So was the view the Pay and Services Committee constituted in 1977.

¹¹ See Government of Bangladesh, Report of the Committee for examination of irregularities in appointment and promotion of officers and staff in the government (April, 1983), pp. 11-15.

Some other respondents suggest that we may take lesson from the service structure of the present day Pakistan. In Pakistan now there are 23 grades, the lowest grade being grade-1 with Rupees 600/- and the highest grade is that of grade-23 kept for the Secretary-General position with a monthly salary Rupees 8,400/-. Even more, in present day Pakistan there are 15 group of services vize District Management Group, Police group, Income Tax group, Customs and Excise group, Accounts group, Information group, Postal group, Foreign Affairs group, Office Management group, Military land and Cantonment group, Secretariat group, Tribal Areas group, Economists and Planners group, Commerce and Trade group. Amongst them District Management group, Police group, Secretariat group and Tribal Areas group are termed All Pakistan Unified Grades (APUG) and others as Federal Unified Grades (FUG). Secretariat group is the largest group wherein incumbents of other groups might also be inducted. In the present service structure of Pakistan there is no reservation for any service for any group.

In the present study curiously it is seen that the respondents of one service favour lateral entry into other cadres for themselves but when asked whether they would allow others to enter their own cadre there is a resistance to it. For example 50% of the BCS (Admn.) cadre respondents would not allow any lateral entry into their cadre and yet they would feel that their mobility to other cadres and sectors would bring about more efficiency in the civil service. Outstandingly amongst them (34.8%) would like their own mobility to jobs of autonomous bodies and corporations. Similarly 56% of the BCS (Police) cadre and 62.8% of the BCS (Public Works) cadre would not allow lateral entry into their cadre although 54% of the BCS (Police) cadre and 43.6% of BCS (Public Works) cadre would like their own inter-cadre and inter-sectoral mobility.

When the senior officers and others were asked whether they would recommend lateral entry in the cadre services 61.5% of Educationists, 37.0% of Senior Administrators, 64.3% of the Specialists and 47.4% of the Trainers/Planners were in favour of it. Most of them, however, felt that it was at Deputy Secretary's level wherein it could be more practicable.

Equilibrium of Employee-Employer Expectations

In the modern welfare states government is not only the regulator of law and order and administrator of justice, but also a positive developmental agent and Bangladesh is also not an exception. A government officer to whichever cadre he might belong is in the service of the Republic and is supposed to serve the people. He is a public servant under section 21 of Penal Code and is a public officer under section 2(27) of the Civil Procedure Code. His service and understanding with the government does not fall under Contract Act or Sales of Goods Act because under Privy Council decision still broadly acceptable to this country, even his salary and other privileges are bounties of the crown or state¹².

Yet a person who joins a cadre or non-cadre service has certain expectation from his employer and the employer has in turn certain expectation from him. A government servant joins a service not only for good pay but also for status, opportunity to work for the nation, relatives' preference and sometimes for finding no other job. But there are instances that a person joins a government service leaving a job of even double the salary in any private organisation. In a government job he expects not only assurance of the satisfaction of physiological needs but also his social needs, ego needs and ultimately self-actualisation.

¹² Vide Supreme Court of Pakistan, State vs. Mehrajuddin (2 DLR SC 260) and Supreme Court of Bangladesh case (1 BLD, 1981, 24).

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¹² Vide Supreme Court of Pakistan, State vs. Mehrajuddin (2 DLR SC 260) and Supreme Court of Bangladesh case (1 BLD, 1981, 24).

When the cadre officials were asked what factors other than monetary could motivate public servant to work harder 46.6% of the BCS(Admn.) cadre, 40.0% of the BCS(Police) cadre and 35.8% of the BCS(Public Works) cadre stated that it was the social recognition which mattered most. Some suggested *

But a public servant expects and perhaps rightfully that his performance should be properly evaluated and his capability rewarded. In this respect many a one citing grievances stated that he who work-less, makes lesser mistakes, and gets fewer explanation to make and ultimately is better rewarded. Unfortunately, about the judgment of one's capability and performance the sole method is the Annual Confidential Report. When the senior administrators and others were asked whether the present ACR form truly depicts the capability and performance, only 16.3% answered in the affirmative. It is also seen that sometimes promotion of an officer is held up for not recording his ACR. Two of the respondents of the BCS(Police) cadre were narrating their grievances for not being promoted while their juniors or equal got lift only because their ACRs were not timely written or correctly placed before the higher authority. 78.9% of senior administrators etc. opined that it is not justified to hold up the promotion of an officer for recording his ACR. However, when they were asked how performance appraisal system could be improved 22.8% favoured open appraisal, 15.2% preferred group appraisal 12.0% suggested simultaneous appraisal of an officer by his superiors as well as subordinates. Several others suggest for half yearly appraisal, quarterly appraisal or combination of above.

- * that housing facilities after retirement (like DOHS or Rupali Bank Housing Scheme) could be a good motivator.

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Productivity and job satisfaction

The respondents were told that the Civil servants were expected to make positive and complete contribution to the economic development of the country. They were asked to what extent they were performing the above responsibility. In response only 22.9% of the BCS(Admn) cadre, 24.0% of the BCS(Police) cadre, 33.3% of the BCS(Public Works) cadre, stated that they were doing it very effectively. Even 12.7% of BCS(Admn) cadre, 38.0% of BCS(Police) cadre and 20.5% of BCS(Public Works) cadre stated that they could contribute more effectively to the economic development of the country by pursuing any other career. Similarly, only 60.1% of the BCS(Admn) cadre, 54.0% of the BCS(Police) cadre and 43.6% of the BCS(Public Works) cadre stated that their present career could contribute to their personal or self-development.

It is also worth noting that in answering a probe question 28.8% of the BCS(Admn) cadre, 24.0% of the BCS(Police) cadre and 48.7% of the BCS(Public Works) cadre would prefer leaving his job for a suitable job in a foreign company etc. More strikingly, when they were asked whether they would recommend their own children or dependents to follow their own career, only 30.5% of the BCS(Admn) cadre, 26.0% of the BCS(Police) cadre and 28.2% of the BCS(Public Works) cadre answered in the affirmative. This shows clearly the demoralising spirit in most of our cadre officials under study. Many of them even stated their feeling of insecurity in the government job and most of them even stated that the security of government job during the British or early Pakistan period was better than that in Bangladesh.

A few even went to such length in saying that they would better contribute to the nation by farming or taking up small industrial enterprises than pursuing their present career. When the senior administrator etc. were also asked how the loyalty and morale of a government employee could be ensured, opinions

were devided but most of them (75.0%) stated that it was the job security which could ensure the loyalty and morale of the government employees most of all.

Professionalism and Specialisation

The cadre job is practically the product of the idea that a group of person recruited in the youthful age with liberal education and good academic background can be suited to any position or job of general nature. Hence professionalism and specialisation expected from position oriented jobs can not be expected from cadre services. It is observed that the brilliant Asstt. Commissioners are placed in charge of Nejarat, brilliant A.S.Ps or Asstt. Engineers are given the charge of establishment matters in the early career but soon they are transferred elsewhere. A cadre officer now posted in land records and then transferred to look after financial matters and then to Magistracy obviously can not specialise or professionalise. On the other hand, professionals and specialists find the cadre services more lucrative and having more social position. An MBBS doctor, unless he is encadred, is designated as Upazila Medical Officer and if encadred is terms as Asstt. Surgeon. An Upazila Revenue Officer- if encadred, is redesignated as Asstt. Commissioners(Revenue) althouth he continues to do the same work. These redesignations are not only symbolic but also carry governmental and social recognition favouring more generalisation and lesser professionalism and specialisation. Two of the ex-Civil Surgeons were found to have entered the Senior Services Pool and doing Deputy Secretaries job in Secretariat Ministries unrelated to ~~xxx~~ their own specialisation. They are now in a fix either to call themselves specialists or gereralists.

Administrative and Service Organisation Committee of 1972 had made a very important recommendation in favour of professionalism. The Committee had recommended that a professional or a research personnel might get one higher grade every 5 years on completion of satisfactory service even though the incumbent

might retain the same designation or continue to do the same kind of functions¹³. Had it been implemented, perhaps no rush for encadrement would have been necessary. Secondly, some attention on the non-cadre government officials like the professionals of training Institutions is a need of the day. If the officers of Food or Co-operatives or Family Planning could be encadred, there is no reason why these officers should not be encadred in one of the other service if not in a separate cadre as contemplated in the Ministry of Establishment in late 1979. Alternatively a pool might be created for trainers out of all the relevant cadres and the professionals, and training reserve may invariably be kept in showing the personnel of Ministries and departments. The initial claim of the sponsors of multiple cadre system that all officers will be ultimately encadred has not been materialised and in this way proliferation of cadres have brought in more problems to the fore-front than what it could solve or foster. Some respondents even suggested that army pattern of scales and promotion ladder should be there in all civilian services.

In Bangladesh, both individual and organisational career planning programme is in a fluid state. Career Planning need be regarded as part of total human resource planning. The broader question today is how public service employment could be used to ensure an equitable and socially useful distribution of the benefits of public employment for population at large. In February 1988 for 17 positions of Aya in the Family Planning department, there had been 1300 applicants; similarly for the 15 positions of Health Asstt. in the Health Directorate there were about 1500 applicants; for Mongla Port Authorities for 8 positions of Security Guards there were 576 applicants in January 1988. In March 1988 for positions of 7 MLSS in BPATC there were 287 applicants. This is ~~is~~ comparable to 21,613 applications received in 1985 in

¹³ vide govt. of Bangladesh, Report of the Administrative and Services Reorganisation Committee, Part V(May 1975). p. 4 para 13.

BCS examination for 2531 posts¹⁴. Career Planning for the BCS cadre thus can not be ~~xxxxxxxxxxxx~~ undertaken in isolation. BCS cadres have some career opportunities for young and educated men and women although there cadres do not have the best of everything for them. Yet it attracts educated men and women because there is no better employment opportunity for them. But in Civil Service to day we do not have that much efficiency, integrity and reputation which once it had perhaps because of the fact that the reconciliation between individual and the organization goals and career mobility is not at the optimum level.

Policy involved for
recruitment of PS

9th Division
- human relations

Summary

¹⁴ Bangladesh Public Service Commission, Annual Report, 1987, chart-15

Summary

1. Career planning is vitally linked with the concept of HRD but its scope and focus are much narrower than the scope and focus of HRD. Yet any study on career planning must start with a reference to HRD and career dynamics.
2. The present study is on career planning in the three cadres of the BCS deliberately chosen as sample cases.
3. This study required
 - a) an unfolding of the evolution of the BCS in general and three cadres in particular;
 - b) an analysis of the three cadres with reference to their present strength and the scope of career advancement in each .
4. For the analysis of the scope of career development in the three cadres in the BCS, data and information were obtained by administering a questionnaire and opinion survey
5. Some of the most important findings of this study are:
 - a) BCS: Administration appears to have a notional superiority over other cadres but of the three cadres studied it has the least scope for promotion and career advancement.
 - b) BCS: Police appears to have a better scope of career advancement than B.C.S Administration.
 - c) BCS: Engineering has still better scope for career advancement, but its members appear to have a notion that they do not have as much status as the other two cadres two cadres have.

But it appears that the classless and the unified (even though not as unified as it should be) BCS and the social and economic conditions of the society are at work to do away with the notional differences in status in the different cadres of the BCS. And this may be better achieved if the SSP is made more broad based, and non-cadre Govt.officers, and officers of autonomous

bodies are also allowed to participate in the competitive exam.

6. The study reveals that the Ministry of Establishment should have the responsibility of recruiting incumbents in the BCS but the opinion is divided on the point of career planning, that is, it should be shared by the Administrative Ministry and the Ministry of Establishment.
7. The study comes out with the finding that training is heavily neglected as a factor for career advancement.
8. Lateral entry into cadre is not wanted by any cadre but the cadre members favour their own openings in the autonomous and non-govt. organisations.
9. Performance appraisal has a great role to play towards career advancement, but it is not done in the proper manner.
10. Finally, it is felt that more studies on career planning in the BCS should be made to test the findings of this study.

CP-1 QUESTIONNAIRE ON CAREER PLANNING IN THE BANGLADESH
CIVIL SERVICE

(Kindly give your data and opinion freely and frankly.

Your identity shall not be disclosed. On the other hand, your response to the questionnaire will be a major contribution towards the development of career planning in the cadre services. However, if you do not feel like answering any question or a part it, you may omit it.)

1. The cadre you belong to :

Present.....		Original
Date of entry.....		Date of entry

2. Your total length of service in the government:

3. Your education, please(kindly tick and mention):

Examination/ Degree	Speciality	Division/Class (Mention if you please)	Place, if any	Distinction, if any
Matric/SSC	Arts/Sc/ Com/others	1st/2nd/3rd		
Inter/HSC	Arts/Sc/ Com/others	1st/2nd/3rd		
Bachelor's (Pass/Hons.)	Arts/Sc/ Com/Engg/ others	1st/2nd/3rd		
Master's	Arts/Sc/ Com/others	1st/2nd/3rd		
Post Master's				

4. In your student life, did you receive such education which you or your guardians had earlier planned ?

Yes No

5. Gap between your finishing the student life and entering into your cadre : (a) Less than a year (b) 1-2 years.....
(c) 3-5 years (d) More than 5 years
6. Have you received any training at home ?
Yes No
7. If number 6 is 'yes', how many times and for what total duration ?
Times
Total duration
8. Gap between your joining government service and first training.
(a) No gap (b) Less than a year
(c) 1-2 years (d) 3-4 years
(e) 5 years and above
9. Have you received any training abroad ?
Yes No
- 9A. If number 9 is 'yes', how many times and for what duration?
Times
Total duration
10. Did you receive foreign training before you got any training in the country ?
Yes No
11. If you have received training, do you find opportunity to utilise your training expertise in your present job ?
Yes No partly

12. How many promotions have you got so far ?
One/two/three/more than three.
13. If you have got no promotion, identify the reasons:
(a) in your view :

(b) in view of your higher authority :
14. Which of the following would you consider most important for promotion ?
(a) Seniority...(b) Good performance record...(c) Training
(d) Any other...(Please specify).....
15. If you have got one or more promotions, was it done on the basis of your
(a) Seniority (b) Training
(c) Performance (d) None of the above ...
16. Do you have any knowledge of your ACR ratings for the last five years ?
(a) Yes (b) No (c) Partially
17. If you know your ACR ratings, how many of the following you got during the last five years ?
(a) A+ _____
(b) A _____
(c) B+ _____
(d) B _____
(e) C _____

18. Do you have any printed publication ? If so, please mention :

(a) the approximate number of pages

(b) some important titles of those publications:

19. Were you ever Chairman/Secretary of any committee ?

Yes No

20. If 'yes', please mention the names of those committees and the titles of the reports you made in that capacity.

21. Did you receive any distinction/award for your performance in your service ?

Yes No

22. If yes, please mention.

23. What types of charges did you hold when you were
 Assistant Commissioner: Nezerat/Revenue/Trying Magistracy
 or
 Assistant Superintendent of Police :
 or
 Assistant Engineer :
24. Are the responsibilities of your position defined ?
 Yes No Partly
25. Do you perform any other function which is beyond your
 main responsibility ?
 Yes No
26. If 'yes', what percentage of your time do you devote to
 perform other responsibilities ?
 (a) Below 10% (b) 11-25% (c) 26-50% (d) 51-75%
 (e) Above 75%
27. How many times have you been transferred ?
 (a) No transfer (b) 1-2 transfers
 (c) 3-5 transfers (d) 5 transfers
 (e) More than 5 transfers.
28. Reasons for your joining Govt. job ?
 (a) Good pay (b) Status (c) Opportunity to
 work for the nation (d) Relatives' preference.....
 (e) Finding no other job (f) Other reasons
29. In your present career
 (a) Exactly what you had earlier planned
 (b) Less than what you had earlier planned
 (c) Better than what you had earlier expected
 (d) Other than what you had earlier planned

30. Do you think that lateral entry into your cadre should be permissible ?

Yes No

31. If 'yes', from where ?

Universities Non-cadre Govt. positions.....

Corporations Private Sector

Others (Please specify)

32. Do you think that inter-sectoral mobility can bring about more efficiency in the civil service ?

Yes No

33. If 'yes', what openings(postings) would you like ?

In the Universities Corporations

Private Sector..... Other cadres(Please specify)....

..... Others(Please specify).....

34. What factors other than monetary can motivate a public servant to work harder ? :

a) Status

b) Recognition

c) Opportunity for self development

d) Others (Please specify).....

35. In Bangladesh, civil servants are expected to make positive/ concrete contributions to the economic development of the country. How do you think you are performing that responsibility ?

Very effectively/Effectively/Negligibly effectively/

Rather negatively.

36. Do you think you could contribute more effectively to the economic development of the country by pursuing any other career ?

Yes No Not sure

37. If 'yes', which career ?

38. Does your present career in the Bangladesh Civil Service contribute to your personal and self-development ?

Yes No Not sure

39. If not, which other career could have contributed so ?

40. Do you think that your cadre has systematic career Planning ?

Yes No Partly.

41. Which organisation should be responsible for career Planning of your cadre ?

M/o Establishment/Administrative Ministry/Others
(Please specify).

42. Supposing you got a suitable job of permanent nature in a foreign company/Middle East, would you prefer it to your job in the Govt. service ?

Yes No Not sure

43. Would you recommend your children/dependents to follow your career ?

Yes No Not sure

44. Any additional point about your career planning.

Questionnaire on Career Planning in the Bangladesh
Civil Service (Admn), (Police) and (Public works:
Engg:) Cadres

(Kindly give your opinion freely and frankly. Your identity shall not be disclosed. On the other hand, your response to the questionnaire will be a major contribution towards the development of career planning in the cadre services. Kindly tick or fill in the appropriate answer columns. However, if you do not feel like answering any question or a part of it, you may omit it).

1. Your profession, please:

Educationist/Senior Administrator/Senior Police Officer/
 Senior Engineer/Senior Planner/Senior Trainer/Any other (please
 specify)

1. Under Schedule I of the Rules of Business, 'Career Development' is a function of the Ministry of Establishment. Do you think that it has been discharging this function effectively?
 Yes No Partly Not sure

2. If the Ministry of Establishment has not been discharging the above function effectively, what do you think are the alternatives ?

- a) To strengthen the Ministry of Establishment.....
- b) To deconcentrate(decentralize) career development function to administrative ministries.....
- c) To transfer this function to any other agency (please specify).....

3. Do you think that career in the Civil Service cadres is backed by appropriate education and aptitude

Mostly.....~~Generally~~.....Partially.....

4. If not, do you recommend:

- a) More rigorous aptitude/psychological test
- b) Qualifying test and Gruel test(written-viva-written) as in U.K.
- c) Any other (please specify).....

5. What do you think is the appropriate stage for career planning?

- a) Student lifeb) probationary period.....
- c) About 5 years after joining a service.....
- d) Any other stage (please specify).....

6. Do you recommend lateral entry in the Cadre Services?

Yes..... No..... Not sure.....

7. If 'yes', in which of the following services is it practicable ?

BCS(Admn).....BCS(police).....BCS(public works).....

StageStage Stage

Wherefrom..... Wherefrom..... Wherefrom.....

8. Do you think that training should be a necessary condition for career development

Yes.....No.....Not sure.....

9. If 'yes', at what stages do you think that training is most necessary ?

- a) Immediately after encadrement.....
- b) Before any promotion
- c) After every promotion
- d) At any other stage (pl. specify).....

10. What types of training do you think are most necessary for career advancement in the following cadres: *(In order of preference)*

<u>BCS(Admn)</u>	<u>BCS(Police)</u>	<u>BCS(public works:Eng)</u>
a. Bangladesh studies.....	a. Bangladesh studies.....	a. Bangladesh studies.....
b. Laws & Rules....	b. Laws & Rules	b. Laws & Rules.....
c. Skill development.....	c. Skill development....	c. Skill development.....
d. Personality development.....	d. Personality development....	d. Personality development.....
e. Development Admn.....	e. Development Admn.....	e. Development Admn.....
f. Any other (pl. specify)....	f. Any other (pl. specify)...	f. Any other (pl. specify).....

11. Do you think that there should be a linkage between the Public Service commission and the training institutions?

Yes..... No

12. If 'yes', how could it be ensured ?

- a. Joint curriculum committee.....
- b. Joint evaluation
- c. Any other (pl. specify).....

13. How many of the following functions do your country
be very important for career advancement? (In order of preference)

- | | |
|---------------------------|-----------------------|
| a. Family background..... | b. Education |
| c. Training | d. Adaptability |
| e. Leadership | f. Loyalty..... |
| g. Neutrality | h. Commitment..... |
| i. Social activity | j. Honesty..... |
| k. Initiative..... | l. Seniority |
| m. Experience | n. Performance |

14. How far do you think that skills learned through training
(at home and abroad) are utilized?

- a) 80-100% b) 60-80% c) 40-60% d) Less than 40%...

15. If training received is under-utilized, what are
suggestions for maximum utilization of training?

- a. Train only those who need to be trained.....
- b. To consult training record before posting & transfer....
- c. Ensure environment for the utilization of training.....
- d. Any other (pl. specify)

16. How often should an officer be transferred?

- a. Not before two years
- b. Not before three years
- c. Not before four to five years

17. Should the incumbent be consulted before transfer?

- Yes No Not sure

18. Do you think that the present ACR form truly depicts the capability and performance ?
Yes No Partly..... Not sure
19. Some times promotion of an officer is held up for not recording his ACR. Is it justified ?
Yes No
20. How can performance appraisal system be improved ?
a. Open appraisal
b. Group appraisal
c. ~~Simultaneous~~^{ous} appraisal of an officer by his subordinates...
d. Half yearly appraisal
e. Quarterly appraisal
f. Any other (pl. specify).....
21. In which of the following cadres do you think that the scope for promotion to mid and top level positions is limited ?
a. BCS (Admn)
b. BCS (Police)
c. BCS (Public works: Engg.)
d. None of the above
22. If the scope for career advancement is limited, how to solve it ?
a. By enlarging top-positions
b. By enlarging mid-level positions
c. By reducing the base-level positions
d. By inter-cadre mobility
e. Any other (pl. specify)

23. Which of following career examinations do you advocate ?
- a. For promotion to Senior Scale positions
 - b. For promotion to Deputy Secretary level
 - c. For promotion to Joint Secretary level
 - d. Any other (pl. specify).....
24. What agency should ideally be responsible for conducting the above examinations :
- a. Public Service Commission
 - b. Relevant committee in the concerned Ministry
 - c. Inter-ministerial committee
 - d. Concerned Training Institute
 - e. Any other agency (pl. specify).....
25. How can the loyalty and morale of a govt. employee be ensured?
- a. Financial incentives
 - b. Job security
 - c. Enhanced group insurance
 - d. Enhanced benevolent fund
 - e. Health care for self and family
 - f. Facilities for children's education
 - g. Suitable housing facilities
 - h. Housing facilities after retirement
 - i. Enhanced pension
 - j. Simplified procedure for drawing pension.....
 - k. Any other (pl. specify).....
26. Any other additional points in your consideration for improving personnel administration with special reference to cadre services .

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