

ON THE JOB TRAINING FOR BCS OFFICERS:
A CASE STUDY OF BCS (ADMN) AND BCS (SECTT) CADRES

ARABINDA KAR
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SYED NAQUIB MUSLIM

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P R E F A C E

On the job training (OJT), though a traditional variety of training, is receiving increased attention and importance now a days for its inherent merits. OJT's contribution to the development of professionalism of newly recruited civil servants is widely recognized. Research work or literature on this field however seems to be scanty. Dr. Akbar Ali Khan, a former Member, Directing Staff of this Centre, emphasized wide practice of OJT and advised us to undertake a study in this field. We, therefore, first of all, record our deep sense of gratitude to Dr. Khan without whose inspiration we would not have undertaken this venture. We are also grateful to Mr. Muhammad Ali, Additional Secretary, Ministry of Establishment who gave us time to go through the research proposal despite his preoccupations.

Though the case study is primarily aimed at assessing the content and technical facets of OJT, as carried out for the new recruits of BCS (Admn) and BCS (Sectt) Cadres, it proved to be a learning experience for us as well. We express our sincere thanks to the concerned mid-level supervisors in the field and at the Secretariat and also to the probationary officers of BCS(Sectt) cadres who provided us with requisite data.

The guidance that we received from the evaluators of study is invaluable. We are, therefore, grateful to Mr. Mahmud Hasan, former MDS, BPATC, Dr. Toufiq Elahi Chowdhury, MD, Shilpa Bank and Mr. M.A Momen, Chairman, Department of Social Welfare, Dhaka

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It has been possible to carry out this work smoothly because of our team-approach in the preparation of the case-study. The members of the team put in their energy and time in order to accomplish the work. We, therefore, accord our thanks to Mr. Abdur Rahim, Assistant Director, BPATC, and Mr. A.K.M. Enamul Haque, Assistant Director, BPATC who worked with us as research associates. Thanks are also due to Mr. Mahbubur Rahman, Assistant Director, and Mr. Mohammad Ali who helped us in data-compilation. Mr. A.K.M. Mahbubuzzaman deserves thanks for providing informal guidance to the data-compilers. Messers Muhammad Abdul Jalil and Sibendra Sukla Das should also be thanked for taking the painful task of typing the manuscript.

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Arabinda Kar
Syed Naquib Muslim

CHAPTER 1
INTRODUCTION

The civil service today is a recognized profession and is used by the government as a powerful instrument for accomplishing its multiple goals and redeeming diverse responsibilities. According to Thornly and Chubb, "The civil service is generally regarded as a profession and rightly so. It is one of the distinguishing features of a profession that to a large extent it controls entry to its ranks, guards its own standards and fosters its own science or art"¹. Fulton Report specifies two main attributes of professionalism of civil service -- "one is being skilled in one's job-skill" and "having fundamental knowledge of and deep familiarity with a subject that enables a man to move with case"². Professionalism implies acquisition of a body of knowledge and skills to be used in the service of others rather than merely for one's own purpose. Therefore for effective delivery of service to the people a high degree of professionalism is a prerequisite. For any service to develop and maintain professionalism, there is no better alternative other than training. Broadly speaking, training is of two categories-- (a) Formal classroom training or Institutional Training (IT) and (b) on the job training (OJT).

Training in the institute and training on the job should take place as a closely coordinated activity. The two are not mutually exclusive categories³. OJT is suggested to be one of the varieties that can supplement the deficiencies that inhere in IT. The new recruits of civil service have therefore to take

both institutional training and on the job training in order to build their professionalism and expertise. According to Kempe R. Hope, "It should be recognized that some form of tutelage and on the job training is indispensable in the civil services"⁴.

For a civil servant, the best training consists in his being "immersed in the day to day work of his administration to deal with current business as it comes to office to learn step by step under the watchful guidance of his superior"⁵.

A review of OJT literature suggests that institutional training cannot ensure complete transfer of knowledge and skills, and right kind of attitude can be developed by the officers while working on the job and interacting with their supervisors. The capacity of the existing training institutions is not adequate to meet the increasing training needs of the government functionaries. Therefore a discrepancy exists between training needs and supply of training. If OJT programmes are developed and conducted in a systematic and planned way, it will be possible to meet the deficiencies of IT.

Training activity is becoming difficult and challenging now-a-days because of the continuing expansion of governmental functions and their complexities. A conscious government seeks to improve public service and handle the task of staff development by organizing effective OJT programmes in addition to institutional training. On the job training, being comparatively inexpensive, practical and less time-consuming, Government is

encouraging and stressing this kind of training in order to improve the professionalism and performance of its personnel.

In public administration, the most constant phenomenon is change in a socially desired direction. The civil service requires training and retraining in acquiring the skills to manage such changes. This is more a matter of technology than a bureaucratic practice. OJT is basically a continuous process and it can help develop the required skills and aptitude to handle the challenges of development administration. On the job training programmes can better respond to the changing needs than institutional training. The Government of Bangladesh is aware of the importance of OJT in developing professionalism of the Civil Service. The government's concern is reflected in the Third Five Year PLAN DOCUMENT -- "In respect of training more emphasis will be given on on-the-job training as against academic types of training as are being imparted in the existing training institutions"⁶.

Off the job training is not functionally exhaustive and all embracing. Off the job or institutional training has got its limitations which may be overcome by OJT. The World Bank which provided assistance to the government in the public administration training field assigned strong emphasis on OJT. The Staff Appraisal Report (SAR) of Training, Personnel and Management Project (IDA Credit, 1349 BD) envisaged that technical assistance would be provided to organize OJT for the management

services wing staff of the Ministry of Establishment to supplement their experience and education.

Professionalism in the civil service involves continuous learning. Its culture, practices and applied aspects can be better taken care of and enhanced through OJT for the achievement of organizational goals. Thus the importance of OJT in the professional development of the newly recruited BCS officers can hardly be denied. The present case study aims at assessing the effectiveness of existing OJT operations at governmental agencies.

2. Objectives of the case study

The study has four specific objectives:

- to explore the conceptual meaning and implications of on the job training from the ideal perspective,
- to assess the effectiveness of OJT programmes as carried out for the BCS (Sectt) and BCS (Admn) cadre officers in the Secretariat and field offices,
- to identify the areas of deficiencies/weaknesses of OJT programmes and problems faced by the OJT trainees and OJT giving agencies, and
- to find out ways and means for improvement of the standard and quality of existing OJT programmes.

3. Research Methodology

Selection of research methodology is a matter of strategy and not of morals. As Humans says, "there are neither good or bad methods but only methods that are more or less effective under particular circumstances". We have selected very simple methods according to the nature of the subject and issues of our research. For collecting relevant information and data, we have chosen the following methods:

- * Interviews - structured and unstructured
- * Organizational survey through questionnaire
- * Observation in the work situation
- * Examination of documents/reports/materials

The approach of the present case study may be characterized as exploratory and evaluative. Attempts have been made to identify the gaps between what OJT ideally and universally implies and how OJT is perceived and practised by the supervisors and the agencies of the government where BCS cadre officers work. Literature on OJT is relatively scanty. Still, intensive and continuous search was carried out to collect the academic writings in order to develop a conceptual framework of OJT, explore its meaning, bring out its normative dimensions and examine significance of OJT in the professional development of the newly recruited officers of the BCS(Admn) and BCS(Sectt) cadres.

The researchers conceptualised the ideal and theoretical aspects of OJT through extensive survey of literature on the subject. On the basis of a theoretical discussion, a set of effectiveness criteria has been drawn and this helped the researchers look at or examine the on-going OJT operations at the field offices and at the Secretariat. This also helped the researchers find out ways and means in order for the government to reduce the existing discrepancies and to make OJT programmes more effective, realistic and rewarding for the professional development of the BCS officers.

The study has been designed to probe the quality and effectiveness of OJT carried out by the Ministry and the district administration for the BCS (Admn) and BCS (Sectt) officers. To facilitate accomplishment of the work in time relatively small sample of 90 BCS (Admn) officers and 35 BCS (Sectt) officers were interviewed at length. For calling relevant information, 30 supervisor -level officers of both the cadres were interviewed using structured questionnaire. Of the OJT trainees, 90 Asstt. Commissioners of the BCS (Admn) cadre and 35 Asstt. Secretaries of the (Secet) cadre were interviewed. Of the supervisors, 4 were Deputy Commissioners, 16 were Additional Deputy Commissioners, 5 were Deputy Secretaries, and 5 were Senior Assistant Secretaries. The sample may be considered representative in the sense that respondents were selected randomly from all four divisions of Bangladesh. The analysis of the interviews indicated uniformity and unity of views. In determining the sample size of the officers of the BCS (Sectt) and BCS (Admn) cadres, the differential in respect of number of size of BCS (Admn) officers and BCS (Sectt) officers' intake by the government has been considered.

Interviews with the newly recruited officers/probationers focused on the behaviour and requisites of supervisors as trainers and interviews with the supervisors concentrated on the organizational requirements for carrying out OJT. Interviews with the ministry reflected the practical problems faced in the implementation of OJT programmes.

For the sake of convenience, the term "superiors" and "supervisors" have been used synonymously and "subordinates", "new entrants", "learners", "new occupant", "juniors", "probationers", have been used interchangeably. Deputy Secretaries/Senior Asstt. Secretaries and Additional Deputy Commissioners have been described as supervisors and Asstt. Secretaries or Asstt. Commissioners as new entrants or juniors or subordinates in this paper.

4. Limitations of the study

It was not possible for the researchers to concentrate on OJT programmes organized for the BCS officers of all cadres because of practical difficulties. Bringing all cadres within the purview of the case study is obviously a stupendous task in terms of time, cost and personnel support. Therefore for the sake of research expediency, the OJT programmes for the BCS (Sectt) and BCS (Admn) cadre officers only have been brought within the scope of the research.

Conceptually speaking, OJT is an on-going process and it continues till an officer retires from his job. It is not practically possible to give treatment of whatever has happened in the entire service career of the officers. Therefore only the probationary period of BCS (Sectt) and BCS (Admn) cadre officers has been singled out for the purpose of the study.

Though a traditional variety, OJT is a new field in the training area and literature on OJT is quite scanty. Reference materials on this subject were hardly available.

5. Plan of presentation

The case study has been structured around four pillars: conceptualization of OJT, determination of OJT effectiveness criteria, survey of field situation and findings, and review of emerging issues and conclusion. Table 1.2 presents a tabular view of the plan on the basis of which the case study has been structured.

Table 1.2 The analysis of the case study by chapter

1.	Introduction	Chapter 1	Introduction
2.	Conceptualization of OJT	Chapter 2	OJT-theoretical perspectives
3.	Determination of effectiveness criteria	Chapter 3	Theoretical implications and effectiveness criteria
4.	Survey of OJT in field situation	Chapter 4	Post entry training scenario
5.	Findings of the study	Chapter 5	Results of the survey and identification of barriers of OJT.
6.	Conclusion	Chapter 6	Emerging issues & conclusion

Chapter 2 illuminates the conceptual issues of on the job training. It covers the definition of OJT, its distinctive features and various methods employed for imparting training to the newly recruited civil servants. Thus it provides an overview of the conceptual and technical dimensions of OJT. The discussion offers guidelines to the researchers for determining the effectiveness criteria of OJT operations.

Chapter 3 describes the criteria on the basis of which the effectiveness of the OJT conducted for newly inducted BCS (Admn) and BCS (Sectt) cadre officers at the collectorates and at the

Secretariat units have been assessed. The criteria have been determined basing on the survey of available literature on OJT.

Chapter 4 provides an overview of the post-entry training process now in practice for the newly inducted BCS cadre officers.

Chapter 5 seeks to inquire into the nature and quality of OJT as pursued by the collectorates and the various Ministries at the Secretariat. It also brings forth the problems and barriers confronted by these agencies, supervisors, the OJT trainees and the Ministry of Establishment(M/E). Chapter 5 provides ways and means for improving the level of OJT operations and for solving the problems or overcoming the barriers identified/detected during the interviews with the respondents comprising the new entrants of the civil service, their supervisors, and the representatives of the Ministry of Establishment.

Chapter 6 is devoted to an analysis of the issues that emerged from the study. It may help the functionaries as well as the trainers have a clear picture of the challenges lying ahead of them.

CHAPTER 2

ON THE JOB TRAINING - THEORETICAL PERSPECTIVES

The purpose of this chapter is to present a review of available literature on OJT. An attempt has been made to explore the meaning and mechanics of OJT on the basis of literature survey. This would help us construct a theoretical framework of the case study and determine a set of criteria in order to measure the quality and effectiveness of OJT as is pursued and practised by the agencies where fresh recruits of BCS (Admn) and BCS (Sectt) cadres are working. In fact, this chapter acts as a linking pin that will hold the other chapters of this case study together.

In-service training of public administrators takes various forms: orientation, induction, on the job training and long professional training programmes. Of these forms, OJT is the most original and traditional method of training. It relates to the learning while working through trial and error method. OJT bridges the gap between formal class room training and learning by practical administrative experience. It is purely job-centred and performance-based and is a method of acquiring job competence through actually working in the field.

OJT is a practical and an informal approach to training. It is more practical because it takes place on the job and is job-specific. It is informal because this training is held outside the classroom. This approach is based on the premise that the most of learning occurs on the job as a result of guided

experience under the direction of immediate supervisors. The supervisor's formal role is to get his subordinates prepared for his job but the process by which he does it is informal.

Institutional training produces potential rather than expertise. The experience necessary to develop the expertise can only be obtained on the job. No amount of institutional training will produce a competent civil servant if he is not given adequate opportunity to develop his skills and exercise responsibility on the job. The value of training received in the institute by a new employee is often lost due to lack of effectiveness of the supervisor who imparts training on the job.

Thus IT and OJT do not represent any dichotomy. Both IT and OJT intend to develop competence of the new entrants. The difference between them consists in their methods and approaches. Both have their individual inadequacies and both make good each other's deficiencies. IT and OJT are therefore complementary to each other and not mutually exclusive; they are not substitutes for each other. IT establishes the framework within which OJT programmes may be carried out. A carefully coordinated IT and OJT programmes can build competency of the new employees.

Objectives of OJT

OJT is not a substitute for IT but it is an addition to IT. To be specific, the objectives of OJT are:

- i) to supplement new employees' development of skills that cannot be built by IT;

- ii) to develop job-related and problem-specific skills of the newly recruited employees while working on the job;
- iii) to enable new entrants to acquire skills for handling greater responsibilities; to integrate new entrants with old job, old employees with new job and new jobs with new employees;
- iv) to create a climate for self-development of the newly recruited officers.

Advantages of OJT

i) Trainees are better instructed in OJT because its environment approximate the real world. OJT has greater credibility because the place of work and the place of instruction are the same⁷.

ii) In an OJT situation, one can expect a high amount of feedback from the learners. Feedback is that ingredient which allows the supervisor to know just where the new employee is at any given time during instruction. The more accurate the feedback, the better the control.

iii) The skills learned during training are immediately transferable to the actual job.

iv) It is generally much quicker to train one person right at the job site than to bring the person into a formal classroom situation. There is less travel time to and from the training⁸.

v) Finally there is a matter of economics. Costs are reduced because the learner is doing real work and no extra cost is incurred in providing training in a special area⁹.

Disadvantages of OJT

i) Training inputs may not be available at the site and the instructor may not have a high degree of skill in order for OJT to be effective.

ii) It is difficult to keep control of the learning content of a training programme and present it systematically on the job.

iii) The environment may not be conducive to learning. Since this kind of training takes place in a real job situation, the quality of service to the people may be affected.

iv) Bad customs, norms and practices may be passed on to the probationers. Moreover, use of OJT may create interpersonal friction and lower morale.

Methods of OJT

Talking about OJT without reference to its techniques is almost like talking about dinner without referring to the menu. There is a wide variety of methods being employed for carrying out OJT programmes. We propose to discuss here in brief some of the methods that have relevance with OJT.

1. Coaching: The supervisor's responsibility for developing future supervisors mostly concerns coaching of his subordinates. Coaching is not a one-time effort but rather an ongoing process involving one-to-one interactive discussions between the supervisor and the subordinate. The supervisor observes, identifies problems, mistakes, gives feedback and plans specific actions to

correct performance deficiencies of his subordinates. As this process is continuous, the subordinate feels less anxiety in coaching them towards the typical performance appraisal.

Coaching should not be confused with criticism and cheerleading. Performance feedback from the supervisors must be frank, open and straight-forward so that new entrants know when their performance is good and when it is unacceptable. Positive reinforcement and motivation are an important part of coaching; a coach should attempt to raise the morale of the subordinates when low morale is an issue. A coach is not a leader in the sense of the term. A coach does not solve the problem himself. He may help the subordinate with performance problem but does not solve the problem himself. It is best for the subordinate to handle problems themselves with some advice from the coach if it is necessary. Coaching is necessary when - the work is complex and highly technical;

- the nature of work and/or technology is changing and subordinates need to learn new skills and procedures;

- subordinates need to assume new responsibilities and higher positions.

There should be provisions for improving coaching skills. Institutes for classroom training can teach coaching techniques. In this sense also, IT and OJT are interdependent and complementary. Supervisors must be well-trained in order to develop coaching capability¹⁰.

2. Job Rotation (JR): The more formal aspect of OJT has as one of its key points the rotation or planned movement of officers from job to job or from desk to desk so that they may gain experience of several, more or less related fields. A job rotation plan involves more than just visits to departments or stations for brief periods to observe others. It involves actual job duties in the department preferably in an existing, permanent position that will have to be filled when the new entrant moves on. JR assignment should represent practical work experiences under the same conditions and constraints as those imposed on regular employees. Trainees learn the expertise peculiar to the jobs and actually perform them in these stations and are expected to perform at the same performance level of a regular employee. JR allows new entrants an opportunity to have insight into and appreciate the work of others, particularly in areas where larger number of employees work. Finally, this approach provides a better understanding of the organisation because the new entrants can see how the different parts of the organization fit together to provide service, and achieve the goals of the organisation. This increased understanding can be helpful in future assignments¹¹. However, movement from job to job without adequate guidance structure or clear-cut goals could conceivably make the trainee a less effective learner than he would be otherwise¹².

3. Counseling: Counseling of employees is gradually emerging as a function of the more progressive personnel agencies. Counseling is a complex skill, many components of which are

important aspects of interpersonal skills in general. It is a highly professional activity requiring substantial training on the part of the supervisor. Counseling is given in case of substandard performance. New entrants receive counseling from their supervisors. The best way to handle performance counseling is to clearly describe the situation in candid, unambiguous terms. Counseling should be provided as soon as performance deficiencies are detected. Counseling should take on a positive, progressive approach. Discussions should focus on confidence-building and the use of positive reinforcement to accomplish the job or correct problem areas. Negative threats and comments will do little to help. A follow-up discussion should be planned.

One of the primary skills required by the supervisor-counselor is to listen to the subordinate-counselee¹³. Listening can help supervisors determine accurately what employees are saying about themselves. Second, the supervisor needs to push the counselee continually to be specific in discussing the administrative problems or issues that the subordinates face. Third, the supervisor needs to share his experience with the subordinate and give alternative ways of looking at the problem. Finally, the counselor will help the counselee in planning an action programme. Provisions should be flexible enough to fit whatever occasions may arise. Employees should be encouraged to consult the supervisor-counselor whenever assistance is needed. One of the objectives of counseling is to develop the power of self-reliance in the employees.

Counseling is a technique-oriented activity. According to Altucher, "learning to be a counselor is both an emotional and an intellectual experience and of the two, the emotional is the most crucial". Skills fall into three categories (i) facilitative interview skills, (ii) conceptual strategy skills, and (iii) skills dealing with feelings.

4. Internship: It involves carrying out the tasks or role under general supervision. It is a more advanced type of OJT. Internees carry out the tasks as if all training were finished. Instruction is given only on an occasional basis, as the need arises¹⁴. Since an intern is not a complete novice but a person of some advanced ability, he is allowed to experiment with his own ideas. There is some extent of qualified supervision over the intern's work together with the possibility of disqualification for those whose performance is substandard. It is often regarded as a supplement to a formal training programme. A 'sandwich' programme is a more advanced form of internship. It provides for recurrent periods of work experience interwoven with recurrent periods of formal institutional training. This programme is particularly confined to technical training.

5. Management by Objective/Performance Review: MBO is basically an appraisal process and is used as one of the key instruments of OJT. Normally under MBO programme, supervisors and subordinates agree on a performance plan for a particular period of time. Through MBO, it is possible to measure the degree or progress of the job performance and ascertain the area of training needs of

the subordinates. If work cannot be measured, there is no scope for both the supervisor and the supervisee for identifying the performance deficiencies of the trainees. Once the performance deficiencies are identified, measures can be taken to correct them through OJT techniques according to suitability. MBO technique fails when there is no follow-up coaching and where a supervisor leaves his subordinates to learn on the job without instruction.

6. Practicum: A practicum involves carrying out a set of tasks role in an on the job type of situation. Normally, it is done under the close supervision of an instructor or mentor. In fact, it is a form of apprenticeship¹⁵. Special practical projects are designed to enable the trainees to put into practice the knowledge and skills they learn in the class-room situation.

7. Project Assignment: Coaching involves the trainee in performing more routine tasks while in project assignments, particular tasks are identified as projects with an intent to test the new job occupant and stretch his capabilities. The trainee may be attached to a particular department and given a project related to the work of that department. The project could involve the trainee investigating some aspects of the department by looking at the work with a lateral approach rather than being bounded by the existing traditional methods or attitude¹⁶. Project assignment can be a powerful development approach but requires skillful setting up on the part of the supervisor responsible for the trainee's development. The trainee must have

easy access to the trainer to discuss problems that may arise and this will introduce the need for counseling and guidance skills on the part of the trainer¹⁷.

8. Observation of Experienced Personnel: Assigning a subordinate to observe a person who can perform a task at a high level of skill is another useful way of helping a subordinate learn the skill. The supervisor can "ask the subordinate to report his analysis of what the skilled person does and why he gets such results"¹⁸.

9. Study Assignments: This activity can be as simple as recommending a book to be read. It can be as complex as a research assignment involving a project for research and analysis with a written report including concrete and viable recommendations¹⁹.

Tools of OJT

If training is to improve job performance or to correct performance discrepancies, the job itself must be fully understood first. Therefore supervisors should begin the process of planning an OJT programme with clear ideas and information about the jobs the new entrant is supposed to do.

The question first arises - what is a job? A job is made of a number of specific tasks that people do. The number of tasks, their complexity and the relationships among them vary from job to job. The knowledge, skills and attitude required for job performance also vary.

For supervisors engaged in OJT, it is necessary to develop a good understanding of the job-based training needs, and acquire the techniques of task analysis. The task analysis help them identify the performance discrepancies. These discrepancies will indicate to the supervisors areas of job performance that call for training intervention like coaching, counseling etc. By correcting only performance discrepancies rather than sending a new employee to an institute, the supervisors can achieve far better results with less cost and time. The following tools are used by the supervisors in developing an ideal OJT programme.

1. Task Analysis(TA): A task is a portion or an element in a job. An element is the smallest step of the process of activity. TA is a systematic process of breaking down a job into its component parts or tasks and of determining what performance discrepancies exist in that job. It is sometimes called job study. The function of TA is to determine what to teach for the supervisors. It helps the supervisors develop measures of the employees' job, identify discrepancies and correct them.

TA should provide information on what is done, skill variety i.e. requisites to the job, task significance, job responsibilities, working conditions etc.

2. Job Aids(JA): Job Aids or Manuals provide a guide or a set of instructions on the steps to be performed in a specific job. JA does not reduce the need for training; it rather helps the process of training with ready-made instructions. JA minimises the amount of time and information of the trainee while

performing a task. It is the supervisors' responsibility to train their subordinates to do the job using job aids. JA should be evolved for the learners to know their job and for the supervisors to know how to teach the learners.

The Supervisor's Role in OJT

Since OJT programmes abundantly prove its practicality and efficacy, today function of supervisor is conceived more as that of a teacher and less as that of a boss²⁰. Teaching function is a vital part of supervisors' administrative responsibility. In most areas, new employees are best trained by them. In fact, what the new employees now-a-days expect from their immediate supervisors is not instructions but instruction²¹.

The first and foremost quality of a supervisor is his command over the subject he will teach. OJT is an interactive process and involves the supervisor and the probationers. Thus the spirit of initiative or drive can be infused through interaction, by supervisors' example and precept. It is the supervisors' responsibility to explore, develop and sharpen the potentiality of the subordinates. A trainer in a classroom situation does not have opportunity to do that. Subject to the organisational policy and provision of requisite facilities, it is mainly the responsibility of the supervisor to teach job-specific skills and develop a right attitude to the job occupants by a trial and error process. This aspect of the supervisory responsibility involves technical competence; he has to acquire basic skills of the concerned job, i.e. "an adequate

level of skill in the job for which the training is to be done"²². "Much deeper knowledge of a task is required to teach that task than simply to do it"²³. Thus the person teaching across the desk should be seen as a believable practising authority on the subject to be taught.

Supervisors train the new recruits by the examples they set. Training must be done by a person who represents a suitable role model. Proxies, no matter how well-versed they might be, in the subject, cannot assume that role²⁴. According to Kirkpatrick, "A teaching personality is also desirable. This quality would include such characteristics as enthusiasm, charisma, magnetism, dynamism, informality and ability to create rapport". Thus every supervisor has five needs to fulfill -

- a. Knowledge of the work/job
- b. Knowledge of responsibilities
- c. Skill in instruction
- d. Skill in improving methods
- e. Skill in leadership/leading

The consequences of an employee being insufficiently trained can be much serious. This is equally true of a machine-operator and of a civil servant. Insufficiently trained employees in spite of their best intentions provide inefficiencies, excess costs, ineffective service and sometimes even dangerous situations. A whole lot of customers had to leave their dinner unsatisfied and without drink because of the receptionist's fault in taking notes. A machine operator of a silicon fabrication

plant for not being able to recognize out-of-tune condition caused loss worth more than \$ 1 million²⁵. A civil servant was dismissed in the probation period for his alleged role in a tender because he was not conversant with purchase procedures²⁶. It is in fact the supervisors' responsibility to teach or prepare the new recruits to handle the intricacies of job and to get them integrated into their job.

Most supervisors in our government offices however feel that imparting training to employees is a kind of job that should be left only to training specialists. This is a misconception. A supervisor or an administrator has two ways to raise the level of individual performance of his subordinates. First, by increasing motivation and secondly by enhancing individual capability which involves training on the job. These two key-tasks cannot be delegated to others. Delegation of training tasks only to the experienced employees is not a good idea since it affects negatively the efficiency level of the new entrants²⁷.

CHAPTER 3

THEORETICAL IMPLICATIONS AND EFFECTIVENESS CRITERIA

It will be evident from the earlier discussion that OJT is basically a post entry training held on the job. The climate in which this kind of training is provided is informal or non-directive while the methods used by the supervisors are formal. OJT in administration is an intensely interactive process involving immediate supervisor and the new recruits in a teaching-learning situation.

There exists no dichotomous relationship between IT and OJT. OJT is no substitute for IT; rather they are complementary training devices. The difference between them lies in the methodology and approach. Success of off the job or institutional training is dependent largely on on the job training which supplements the former's deficiencies. OJT helps in building employees' organization fitness, morale and attitude.

The supervisor who identifies and helps his employees rectify their job deficiencies and patiently leads them out of failure to success makes a real contribution to his organization, to the employee development and to a better public service.

The criteria on the basis of which the effectiveness of OJT for BCS officers can be assessed are brought out of the theoretical explorations made in chapter 1. Effectiveness is not a concept but a construct. It is difficult to specify the criteria of effectiveness of any activity as the boundary of

effectiveness cannot be precisely drawn. Nothing final can be stated about the criteria of effectiveness because these are value-centred and preference-based. However, for the sake of expediency, we have tentatively fixed a set of standards or criteria of effectiveness basing on the theories, concepts and principles explored through the review of available OJT literature.

✓ Effectiveness of OJT is related to the supervisors awareness of their role, their knowledge of the methods and techniques, their skills of application, close rapport between the supervisors and the subordinates on the job, sincerity and commitment of the probationers, and satisfaction of the people receiving services from them. OJT-oriented and TOT-based supervisory training can indeed develop technical competence of the supervisors. A better balanced and successful OJT programme for civil service personnel is the result of the continuous coordination between the Ministry of Establishment, cadre-specific training institutes and OJT providing agencies or concerned offices where new entrants work.

On the basis of the above factors we may categorise the criteria of effectiveness as:

1. Content Criteria: This refers to the consistency of curriculum and its relevance to job, use of job related manual/handbook, design of need-based OJT programme by the concerned offices/organizations where new officers of BCS (Admn) and BCS (Sectt) cadres work.

2. Process or technical criteria: This refers to the methods/techniques and instructional strategies used by the OJT trainers/supervisors, availability of OJT inputs and technology in the workplace, and supervisors competency and capability to coach.

3. Organizational criteria: This refers to the Ministry of Establishment's operational control, inter-agency coordination and availability of adequate OJT-oriented supervisors in the work situation. Provision of adequate library facilities both to the supervisors and the new entrant is also a necessary ingredient. Availability of relevant and up-to-date books, journals, gazette and circulars in the library should be a matter of concern.

4. Clientele satisfaction criteria: This refers to the level of professionalism developed by the new civil servants on the job and their academic fulfillment after going through OJT process.

Effectiveness survey was based upon the comparison between three sets of perceptions:

- a) OJT as it ideally signifies;
- b) OJT as the new recruits of BCS (Admn) and BCS (Sectt) cadres and their supervisors experience it in their real job situations.
- c) OJT as trainees or Probationers and their immediate supervisors would like it to be.

Data for the second and third sets of perceptions were collected primarily through the questionnaires administered to

the new entrants of the BCS (Admn) and BCS (Sectt) cadres and their supervisors. They were also interviewed.

The effectiveness criteria determined and discussed above may be conceptualized from the systems perspective and a systems model may be framed on that as shown in Fig.1.

Figure 1: A Systems Approach to OJT

<u>INPUTS</u>	<u>PROCESS</u>	<u>OUTPUT</u>
1. Job-related manual	1. Instructional strategies	1. Development of Civil Service Professionalism
2. Need-based learning inputs(verbal)	2. OJT methods	2. Improved service delivery to people.
3. Library facilities	3. Supervisory style	
4. Reading/learning materials	4. Communication & interaction pattern	
5. Inter-agency co-ordination		
6. Supervisor-subordinate interaction		
7. OJT based TOT for supervisors		
8. Ministry's control		
9. Training aids		
	<u>FEEDBACK</u>	
	1. Face to face feedback	
	2. Performance Appraisal	
	3. Reactions from the beneficiaries.	

CHAPTER 4

POST-ENTRY TRAINING SCENARIO

Bangladesh has a unified civil service structure. The members of the unified civil service are all development administrators. Because of the emerging nature of civil service, it is sometimes called managerial civil service²⁸. The civil service here is becoming more complex and extensive with the burgeoning of governmental responsibilities. Efficiency, effectiveness and dynamism of the civil servants are therefore a common concern of the government and the people. A well-designed process of in-service training is the principal means of improving the quality and efficiency of the civil services. Training is the integral part of the structure of our civil service. The government has established various training institutions for providing in-service training and at present there are 384 training institutes with the training capacity of 1,76,805 per year²⁹. Of these training institutions, only a few are however responsible for the training of BCS cadre officers. There is no tradition of imparting pre-entry training to the BCS officers in the country.

Post-entry training is the most crucial stage in the career of a civil servant. It shapes the value system and attitudes that linger throughout his individual and corporate existence. Basically, there are two components of post-entry training in the civil service of Bangladesh. First, a civil servant after receiving formal appointment has to join BPATC to receive

Foundation Training which is compulsory for all the new entrants. Secondly, the newly recruited officers join their respective specialized training institutions for acquiring professional skills required by their service/cadre. (Fig.2 indicates interrelationship of agencies concerned with post-entry training of the fresh recruits of civil service.)

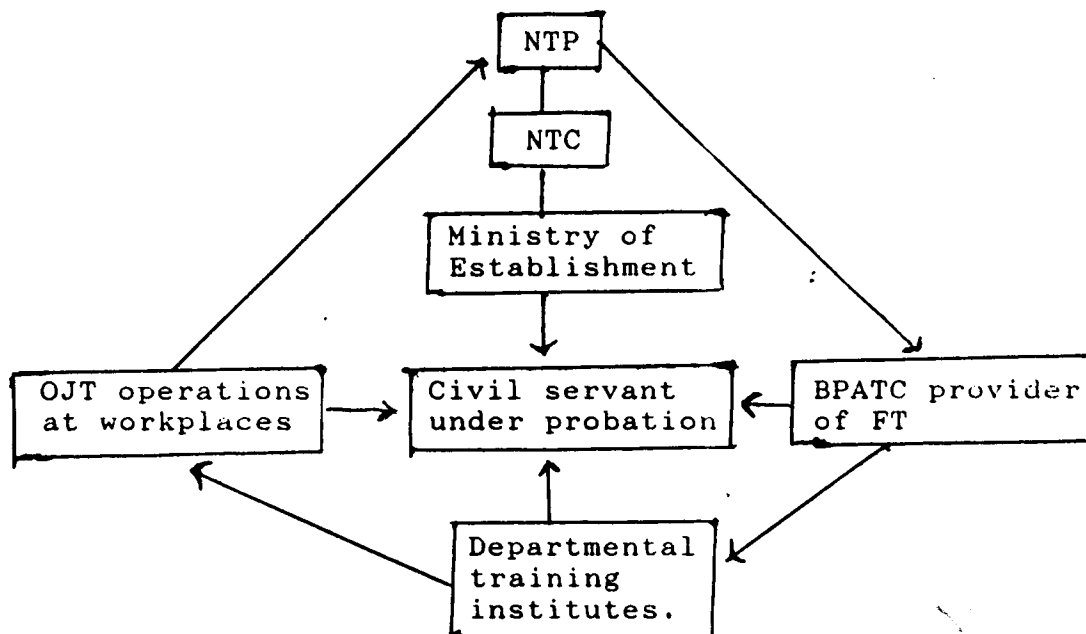
The minimum probation period for a new entrant is two years. Usually probation comprises the following post-entry training:

- Foundation Training at BPATC
- Training at specialized training institutes
- OJT at the respective work-places

Foundation Training Course (FT) is imparted to the new entrants of the civil service soon after their induction into the cadres. Basically, the objectives of FT are "to inculcate a common outlook and to promote esprit de corps"³⁰ among the new officers of all cadres of the BCS and "to remove some of the academic deficiencies of the trainee"³¹.

Foundation training is not meant for developing the individual professional skill required by the individual cadres. The curriculum of Foundation Training may be seen at Annexure-I. Ideally foundation training is to be followed by professional and specialized training in the departmental training institutes³². But all cadres do not have their own training institute. Of 30 cadres, only 23 cadres have their own training institutions. BCS (Sectt) is one of the seven cadres which do not have a training

Figure 2: Interrelationship of agencies concerned with post-entry training for BCS (Admn) cadre and BCS (Sectt) cadre officers



NTP= National Training Policy
 NTC= National Training Council
 FT= Foundation Training

institute of its own as yet. The duration of professional training imparted at the respective cadre institutes varies normally from two to nine months. (The curriculum of specialised training for BCS(Admn) cadre officers may be seen at Annexure-II.)

On completion of departmental training (DT), the newly-inducted officers join their respective place of posting. It is at this point of time that the process of on the job training sets in. OJT is an essential component of the post-entry training. There is a divergence of views on the question as to whether OJT should precede or follow the foundation training. Ideally OJT should be practised as a post-entry in-service

training and should be on a continuing basis rather than a one-time event throughout the job career. In India and Pakistan, the newly-inducted officers join the training academy for foundation training and profession-related departmental training and uniformity of sequence is maintained there. But in Bangladesh no such uniformity in the training of the newly recruited officers can be maintained. This disuniformity in the sequence of foundation training is mainly due to the growing and unmanageable size of new recruits, erratic recruitment policy and exigencies faced by the government.

CHAPTER 5

FINDINGS OF THE STUDY

OJT methodology in practice at the collectorates:

The objective of this part of the report is to provide an overview of OJT methodology practised by the collectorate administration and then analyse its technical aspects in the light of the findings of the survey. Every training activity has two basic dimensions - content and process. Along with other components, methods and techniques are included in the process aspects of training. Process contributes substantially to the effectiveness and acceptability of training. All these are equally applicable to OJT. The methods and tools of OJT as are employed or practised in the real job or field situation i.e. in the various ministries and in the offices of the collectorate administration have been examined and analysed as a part of the case study agenda.

✓ OJT for the probationers of BCS (Admn) cadre starts with a 22-week structured training programme organized by the collectorate administration under the direction of the Ministry of Establishment. A specimen copy of the OJT programme may be seen at Annexure-III. The training programme aims at familiarizing the new entrants with the orientation of the collectorate, its goals and functions, linkages with other departments and facilitating the process of their acclimatization with the administrative culture. The programme also provides the new entrants with the skills in various

specific jobs. It helps the trainees increase their knowledge, skill and develop the right kind of attitude toward the job and environment around which they are to operate. (Table 5.1 indicates respondents' comments on the quality of structure of OJT programmes for both BCS (Admn) and BCS (Sectt) cadre officers.

Table 5.1 Respondents' comments on OJT programmes structure

Statement	BCS (Admn)cadre	BCS (Sectt)cadre	Total	%
Well-structured	29	6	35	28.00
To some extent structured	11	6	17	13.60
Not well-structured	48	17	65	52.00
NA	2	4	6	4.80
N.R	-	-	2	1.60
Total	90	35	125	100.00

Attachment is one of the methods employed in carrying out OJT programme. The first phase of training programme includes attachment of short duration to different sections/branches of the collectorate. The attachment programme helps the probationers get familiarized with the regulatory as well as developmental functions of the collectorate and its co-ordinating roles. This phase of training focuses more on imparting knowledge and developing attitude than on skill building.

The training programme usually begins with a briefing session. It is based on discussion, observation, and discourse. During their attachment with the different sections of the collectorate, the probationers are briefed about its functions,

rules, regulations and practices. It provides the trainees with the scope for close interaction with the departmental supervisors and the support staff. As there is no uniform set of guidelines, the orientation programmes vary in structure, content, methodology, monitoring and evaluation system and even in duration from one collectorate to another. The attachment component of the training helps the probationers have an overview of the collectorate system, and acquire first-hand knowledge and skills about the tasks they have to perform. At times, a senior colleague invites the probationers to accompany him while he is out on a problem-solving tour so that they can learn the techniques of handling problems and the art of interacting with the cross section of the people.

The ADCs or Senior Asstt. Commissioners ask the trainees to prepare draft notes or letters on various issues relating to the functions of the collectorate. The trainees are also asked to perform specific tasks like causing enquiry into allegations, preparing reports or working papers for meetings and conferences: under the guidance of their senior colleagues. Thus the process of 'learning by doing' generally operates in this part of the programme.

The programme is usually co-ordinated and supervised by the Additional Deputy Commissioner(General). The implementation part is taken care of by the Administrative Officer who rises to this position from the ranks and has acquired a good deal of knowledge and experience about the activities of each section of

the collectorate. The officer-in-charge of each section who is senior to the probationers, conducts the briefing session usually in his office chamber, while day-to-day working procedures are demonstrated by the Head Assistants at the concerned desks.

Apart from various sections of the collectorate, trainees are attached to various nation-building departments. The briefing sessions in nation building departments are conducted by the respective district officers. Such briefings help the probationers in acquiring knowledge about the developmental role and activities of each department, and its relationship with the collectorate. It also helps promotion of informal relationship between the new entrants and their colleagues of other departments. During their attachment to the Upazila, the probationers learn about the functioning of the decentralised administration, and know about the management of the subjects which have been transferred to the Upazila. The Upazila attachment programme enables the probationer to have an insight into the practical problems of rural development and appreciate the need for team-work for realizing the goals of decentralisation.

Every probationer is advised to maintain a diary and keep notes of what he or she learnt throughout the training period. On completion of the attachment programme, they are required to submit the diary to the ADC(General) who examines and forwards it with his comments to the Deputy Commissioner. The process is

treated as a kind of evaluation for assessing the probationers' level of learning and their aptitudes. Such evaluation also serves the basis of role/work assignment of the probationers. As the training proceeds, the Deputy Commissioner at times meets and interviews the probationers and in this process a number of learning issues arise and these are discussed with the trainees. The Divisional Commissioner inquires about the progress of the training programme and takes feedback from the probationers.

The second phase of the training programme includes six week treasury training and court attachment. Treasury training helps the probationer acquire the skills to handle financial matters and carry out the business of the treasury. Court attachment programme provides the trainees with the opportunity of sitting with the judge and magistrate when they preside over the court. This helps the trainees develop the right kind of attitude and skill required for dispensation of criminal justice.

During their attachment to court, the probationers observe practically how the judge/magistrate performs his judicial functions, learn the techniques of examining witnesses and see how the rules learnt in the departmental training are applied in practical cases. They also learn how to record evidences and prepare judgments. A probationer magistrate is required to prepare nine case records and submit them to the High Court for examination in partial fulfillment of the conditions for confirmation in the service. Both treasury training and court attachment component of the programme are mandatory for the

probationers of BCS(Admn) cadre. On successful completion of these attachment programmes, the trainees receive certificates from the respective supervisors.

The survey indicates that the methodology of OJT at the collectorate is traditional and it is more or less based on rational choices, customs and usages and experiences of the individual collectorates in absence of a well defined manual and a coherent set of guidelines. There is no training cell in the collectorate. Training is conducted without the help of any audio-visual equipment. The supervisors of the programme usually have little or no grip over the concepts of the OJT techniques, training cycle and evaluation system. Evidence, however, shows that the quality of training is not always compromised. Some supervisors take keen interest in OJT, and some of them even prepare training curricula, manual and follow improved training techniques. However, the collectorate administration is not required to submit any report to the Ministry about progress or success or failure of the training programme.

Analysis of OJT programme (Annexure-III) and informal discussions with Administrative Officers, and Additional Deputy Commissioners of seven collectorates suggest that "attachment" as a method dominates the entire OJT process. On their joining the collectorate, the probationers are given a training schedule indicating the types of programmes they are to attend and assignments they are to accomplish within a time frame. Officers are attached to various sections/desks to watch day-to-day

transactions and to gain practical knowledge of what they have learnt in the classroom sessions of the Academy. According to the interviews, attachment component of the programme has little pay-off because it is not given due importance and is not rigidly followed by the trainee officers and also by those who design it. The reasons are mainly two. First, there is no mechanism to monitor the progress and evaluate the effectiveness of this portion of OJT and the performance of the trainees themselves. Secondly, completion of the whole attachment programme has not been set as a precondition to the confirmation of their service. Table 5.2 indicates the extent of monitoring of evaluation and inspection carried out by the ADCs or other senior officers. For confirmation of their service, the OJT trainee officers are required to submit four papers: (i) Treasury Training Completion Certificate, (ii) Certificate by a 1st class magistrate for case annotation, (iii) Certificate by the District Judge for case annotation, and (iv) Foundation Training Course completion certificate. If they were required to produce certificate about the successful completion of the attachment programmes, the OJT situation could have improved.

Table-5.2: Extent of monitoring, evaluation and inspection by supervisors

Grading	RESPONDENTS		Total	%
	BCS (Admn)cadre	BCS (Sectt) cadre		
a). Frequently	2	4	6	4.80
b). Often	43	13	56	44.80
c). Rarely	35	16	51	40.80
d). Never	10	2	12	9.60
Total	90	35	125	100.00

Success and effectiveness of training juniors on the job depend largely on the timeliness and frequency of feedback provided by the supervisors. One of the mechanisms of feedback is monitoring the performance of the subordinates. It is however evident from Table 5.2 that only 47.77% supervisors of BCS (Admn) cadre monitor the performance of their juniors/subordinates. The situation is not satisfactory in the sense that more than 50% of the probationers do not know their level of performance at OJT and their discrepancies.

Among the methods employed for training subordinates on the job, methods of coaching and counseling are dominant. These methods involve a set of skills such as listening, speaking, clarifying, advising, sharing and the like. Both the supervisor and subordinate have to know each other and each has to have access to information pertinent to the subordinates' concerns. Therefore OJT is interactive and facilitative. The study reveals that majority of the supervisors are non-interactive and non-communicative. A trainer should also be a good listener. Before giving advice and providing direction to the probationers the supervisor must listen to them. The survey shows that out of 20 interviewee-supervisors, only 8 are active listeners.

The probationers often find problems in socializing themselves with the people of the new work place, which differs so much from the environment they come from. They usually join the cadre service with ill defined expectations. But these are hardly met. As a result, they often suffer from confusion and

frustration. These emotional problems have direct impact on their morale, efficiency and performance. In this situation, OJT intervention by a trained superior officer is a genuine need. Counseling by supervisors helps in handling this kind of behavioural problems. The survey indicates that none of the interviewee-supervisors has knowledge of OJT methods like coaching and counseling. Majority of the supervisors do not know the techniques of questioning, listening and advising. This implies that unless field officers/supervisors are provided with orientation about OJT, and its various methods, the behavioural and psychosocial dimensions of civil service cannot be handled adequately.

Job rotation is another ideally practised method for training up the probationers. During their probation period, the officers are often transferred from one post to another, or from one assignment to another. The change of assignment creates scope for the probationers in developing their competence and widening experience in various subunits of collectorate administration. Through this process, the probationers can have a broad work experience and holistic view about the functions of the district administration. Thus job rotation provides the new entrants with an in-depth understanding of the various administrative tasks and roles which cut across the functions of BCS (Admn) Cadre.

Linkages of OJT programme

OJT is not a disjointed training process. OJT cannot be effective unless it is co-ordinated with the curriculum of

departmental/specialized training and that of foundation training. Ideally, supervisors responsible for training the probationers on the job need to have prior conversance with the curriculum provided by foundation training and specialized training. This will help the supervisors identify the gaps that exist between theoretical orientation provided at the institutes and practical training conducted in the real job situation. Fig.2 portrays linkage among foundation training, specialized training and OJT which are the basic components of post-entry training system.

Fig. 2: Linkage among the components of the post-entry training system

<u>Post-entry training scenario</u>		
Core dimensions of foundation training	Core dimensions of specialized departmental training.	Core dimensions of OJT
Esprit de corps, administrative knowledge and skill.	Cadre-based professional skill	Practice of acquired skill, supplementary job oriented knowledge and skill.
Common norms of the civil service behaviour, theories and principles of public administration and development economics.	Laws, Rules regulations & procedures and office management	Decision making skills, administrative culture, initiative and drive, attitude development, problem-specific orientation, leadership development.
	Reorientation about cadre structure, its role & career development.	

Analysis of the existing foundation course curriculum indicates that the learning inputs provided to the trainees are mostly knowledge-oriented and theory-based. Nonetheless, some efforts are made to help the trainees develop right kind of attitude and build administrative skills. The subjects taught in the foundation course include Bangladesh Studies, Development Economics, Quantitative Methods and Public Administration including Office Management. The course contents of foundation training may be seen at Annexure-1.

On completion of the foundation course, the officers of BCS (Admn) cadre should join the BCS(admn) academy for attending the departmental/specialized training . The BCS (Admn) academy organizes three-month specialized training on Law and Administration for the probationers of BCS (Admn) cadre. The contents of the course include penal codes, procedures of conducting judicial/proceedings, various legal acts and ordinances and some subjects of public administration, constitution of Bangladesh, local government, Upazila administration etc. The course is useful in developing professionalism needed for field administration. The contents of the course on Law and Administration may be seen at Annexure-II.

Ideally, the fresh recruits should first join BPATC for foundation training and then receive specialized departmental training. But the sequential order of training is often broken as the new entrants are directly posted to field offices. Again most of them cannot participate in foundation training in time since

most of them join the BCS (Admn) academy training prior to BPATC training. Evidence shows that the probationers are not sometimes released by their controlling officers for foundation training. Five Asstt. Commissioners (Land) and Six other Asstt. Commissioners of the Dhaka Collectorate, for example, were not released by their controlling officers to attend the 7th Special Foundation Training Course though these officers were nominated by the Ministry of Establishment. BPATC records show that a total of 245 officers of different cadres did not turn up for foundation training in the first instance between June 1987 and December 1988 and this caused delay in their foundation training.

However, delay is not the only factor which affects the quality of foundation training and career development of the probationers. Duration is another important factor for effective foundation training. Before 1987, the duration of foundation training was four months. But the period has been halved because of the huge backlog of foundation trainees. In 1988, about 8000 officers of 30 cadres were awaiting foundation training. Reviewing the situation, the National Training Council shortened the foundation training by two months, and termed it as 'special foundation training' in order to solve the existing backlog problem in the shortest possible time. It is obvious that the two-month special foundation course cannot include as many topics as were included in the four-month foundation course. Evaluation of the special foundation course shows that it is not adequate for the probationers.

The specialized training of BCS (Admn) Academy, on the other hand cannot also adequately meet the training needs of the probationers despite its best efforts. BCS (Admn) Academy also faces the problem of training bnacklog. As a result there is reason to believe that neither BPATC foundation training nor BCS (Admn) Academy training is enough to bring about desired attitudinal change and infusion of civil service culture amongst the probationers as the curriculum of both the training courses do not extensively deal with leadership development, decision-making skills, initiative and drive elements.

Analysis of OJT process

The deficiencies of both the foundation course and the specialized course of the BCS (Admn) academy are therefore to be supplemented by OJT at the collectorate where the probationers of BCS (Admn) cadre are posted. Under the OJT programme, the probationers are put under the supervision of senior officers like Additional Deputy Commissioners and Senior Asstt. Commissioners. Here the supervisor takes the role of an educator and the subordinate takes the role of a learner. While orienting the subordinates and supervising their performance, the superior exerts influence on them. The probationers usually emulate the behaviour of their superiors, watch their leadership style, follow their interpersonal communication pattern. They also learn problem-solving and decision-making skills through the process of continual interaction and experiential learning. According to John Adair, "Decision making has to be learnt on the job partly

from wise practitioners in the craft and partly by personal experience. As experience accumulates, you will be able to move with greater sureness and speed"³³.

On the whole, the behavioural dimensions of administration and transfer of skills are expected to be tackled by OJT. Table 5.3 indicates trainees' expectation of (newly recruited BCS (Admn) cadre officers) behavioural change that could occur through OJT process under the guidance and supervision of the senior officers. The survey shows that 16 out of 20 respondent supervisors feel one with the probationers' opinion about their expectations regarding behavioural change through OJT.

Table 5.3: Subordinates' expectation of behavioural change through OJT Process

Degree of behavioural change	Respondents			
	BCS (Admn)	BCS (Sectt)	Total	Per cent
High degree of change	54	14	68	54.40
Low degree of change	22	13	35	28.00
No change	12	5	17	13.00
N.R	1	2	3	2.40
Negative change	1	1	2	1.60
Total	90	35	125	100.00

OJT Methodology in practice at the Secretariat

The secretariat is the nerve centre of the administrative machinery of the country. It consists of the offices of different ministries and divisions. The secretariat is responsible for

policy-making, monitoring and supervision of the implementation of the programmes. The secretary who is the head and principal accounting officer of the Ministry, is assisted by four categories of officers, viz Additional Secretary, Joint Secretary, Deputy Secretary, and Assistant Secretary. Of them Asstt. Secretaries are the base officers. They dispose of routine matters and usually initiate actions on specific issues relating to the functions of the Ministry/Division, as per rules of business and allocation of duties. An Asstt. Secretary is expected to know the functions of the ministry, its relation with its field offices, departments and other agencies. He should be conversant with rules, regulations and procedures of office management and also have the skill to prepare self-contained reports and policy papers for decision-making. An Asstt. Secretary thus plays a very important role in the secretariat and in the government. His efficiency affects the quality and speed of administrative decisions which in turn affect the life and welfare of the people. Thus, an Asstt. Secretary must have adequate information which adds to the quality of decision.

Efficiency of the Asstt. Secretary depends on selection criteria, training, incentive package, commitment, and accountability structure. Of all these, training is the most important factor. But the institutional arrangement for training the BCS (Sectt) cadre officers is not adequate. There is no training academy for the specialized training of this cadre. Nor there is any training cell/unit in the Ministries and Divisions. However, the Ministry of Establishment usually organizes a short

orientation course for the newly recruited officers of BCS (Sectt) cadre. A copy of such training programme organized by the Ministry of Establishment may be seen at Annexure-IV. The Ministry of Establishment may also ask the individual Ministries to organise an orientation course for the fresh recruits. This course is designed to meet the immediate training needs of the probationers of BCS (Sectt) Cadre.

The survey on the OJT methodology employed for carrying out on the job training for BCS (Sectt) cadre officers suggests some paradoxical issues. 80% of the respondent supervisors reported that they were acquainted with OJT and 60% of them claimed that they were conversant with the methods and tools of OJT. But it is found that 93% of the respondent supervisors did not attend any training of trainers(TOT) or OJT based programme (Table 5.5). Thus doubt arises as to the supervisors' claim that

Table 5.5: TOT supervisory course attended by the supervisors

TOT/Super- visory Course	Supervisors			
	BCS (Admn)	BCS (Sectt)	Total	Per cent
Attended	2	-	2	6.67
Did not attend	18	10	28	93.33
Total	20	10	30	100.00

they have adequate knowledge in OJT methodology. In the case of the supervisors belonging to the BCS (Admn) cadre, 18 out of 20 respondent supervisors have not attended any TOT course. It also transpires from the survey that 40% of the BCS (Sectt) cadre

supervisors depend on commonsense, 40% of them on the methods of OJT and 20% follow the instructions of their controlling units for training their juniors. The above data indicate that majority of the supervisors have little or no knowledge about the methodology of OJT.

The probationers of BCS (Sectt) cadre receives training at BPATC along with the officers of other cadres. But this training does not meet the professional needs of BCS (Sectt) cadre. Since there is no separate training academy for this purpose, it is desirable that more emphasis be given on OJT.

Interviews with both the supervisors and the probationers reveal that there exists no institutional arrangement for conducting OJT in the secretariat. The initiation of OJT and its quality largely depend on the 'chance' factors and it varies from workplace to work place with the attitude of the supervisors and degree of their awareness about their role as trainers. So OJT in each ministry/division is managed almost on an adhoc basis. As many as 35 respondents (Asstt. Secretaries) working in Ministry of Finance, Ministry of Land, Ministry of Relief, Ministry of Food, Ministry of Agriculture, Ministry of Health and Family Planning, Ministry of Energy and Mineral Resources, Ministry of Education, Ministry of Information, Ministry of Irrigation, Water Development and Food Control were interviewed. They feel that much of their training needs may be taken care of through OJT. The officers of BCS (Admn) cadre who were trained at BPATC also feel the necessity of OJT.

The probationers who have not been trained by BPATC are almost ignorant of the administrative processes. But they are treated by their supervisors as competent enough to deal with administrative matters and decision-making issues, They are assigned with duties and responsibilities immediately after their joining the service. Thus they assume responsibilities or take charge of sections without receiving adequate training. In these circumstances, the newly appointed Asstt. Secretaries find themselves helpless. While the juniors need training and guidance from the supervisors, the seniors treat them as " finished products" and expect quality service from them. The gap between the probationer's need and supervisor's expectation is not bridged in absence of a well structured OJT. The inadequacy of training has adverse effects on the quality and speed of decision. Their human resources is under-utilised, inefficiency creeps in the organisation and the probationers usually get less job satisfaction.

Interviews with the supervisors holding the posts of Deputy Secretaries indicate that they pursue the methods of 'discussion' and ' demonstration' when they help their juniors in job-specific issues. Though 40% of the interviewee-supervisors claimed to have knowledge of OJT methods(Table-5.6), they could not name or specify any method of OJT. Twenty of the respondent supervisors have however reported that they had no knowledge of OJT process.

Table 5.6: Practice of training techniques in training juniors

Items	Supervisors			
	BCS (Admn)	BCS (Sectt)	Total	Per cent
a). Common sense	1	4	5	16.67
b). Methods supervisors know	12	4	16	53.33
c). Guidance received from above	4	2	6	20.00
d). Not sure	3	-	3	10.00
Total	20	10	30	100.00

Content Analysis of OJT at the Secretariat ✓

Since the independence of the country (1971), the structure and responsibilities of the Secretariat have expanded to a large extent in response to the growing developmental needs of the country. But the internal training system of Secretariat has not developed in proportion to the expansion of the functions of the government and large scale recruitment. The orientation course organized by the Ministry of Establishment, for the newly appointed BCS(cadre) officers is not adequate and it cannot be treated as a substitute for OJT.

The contents of OJT are usually situational and contextual. Ideally, the instructional or learning contents are designed by the supervisors basing upon the assessment of the training needs of the learners. The probationers encounter jobrelated problems

while performing their tasks and responsibilities. They seek guidance of the seniors who teach them the 'tricks' or methods of solving the problems. The process of teaching the probationers calls for a systematic and structured OJT programme.

In February 1988, the internal training section of the Ministry of Establishment organized a two-week orientation course (Annexure-1) for 44 newly appointed BCS (Sectt) officers of 1986 batch. An assessment of the programme indicates that the contents mostly included practice-oriented topics like Secretariat Rules and Procedures, Secretariat Instructions, File Procedures, Office Management Procedures, Noting and Drafting, Summary Writing etc. Though some elements of OJT are present in this programme, it cannot be strictly called OJT on three grounds.

First there was no direct supervisor-subordinate interaction in any problem-solving situation in the orientation programme. Supervisor-subordinate relationship is like physician-patient relationship and this forms the integral part of OJT. It is not an end but a means to an end. The instructional staff of the orientation course included both internal speakers and external experts. The element of one-to-one relationship was virtually missing in the programme.

Secondly, traditional lecture method was dominantly employed. There was no scope for examining feedback from the participant officers. Close interaction with the trainers was

not possible because all the officers (44 in number) assembled in a single group for attending the lecture sessions.

Thirdly, topics were not problem-specific. These were of broad and general nature. Many of the subjects were in common with those of the foundation training course. This can however be justified in a situation when foundation training cannot be provided to the officers soon after their recruitment. According to the evaluation report prepared by two officials of the BCS(admn) Academy, effectiveness of skill development component and knowledge improvement level were graded by the participants at 57% and 55% respectively and effectiveness of academic supervision was graded at 44%.

OJT and Civil Service Orientation

The civil service is a highly specialised service. The members of civil service form a professional group. Over the years, the members of the civil service develop professionalism, cultural values, norms, attitudes and skills and generate a field of learning, and an intellectual tradition. The civil service also demonstrates its ability to cope with the changing needs of the society. The strength of civil service thus lies in its capacity to enrich its profession and field of discipline through developing skills in some usable forms for professional practice and their transmission through the new entrants. The members should also augment the social utility of their service and uphold its pride. However, the new entrants of the civil service may be inducted into its profession and acquainted with the

civil service culture through two kinds of training, namely, institutional training and on the job training.

The absence of adequate facilities for institutional training demands that civil service orientation and the elements of professional order should be taken care of by OJT. The short duration of training and specially a few theoretical sessions on civil service culture at the training academy like BPATC or the specialized training academy may not be sufficient to remove the wrong values and beliefs developed by the new entrants about the government and bureaucracy during their student life. The task of transmitting civil service culture and specific skills among the juniors therefore, devolves upon the senior members.

The leadership skills interaction pattern, communication style of the senior and their attitude toward the people/beneficiaries influence the new entrants and their career as they interact with their superiors. The study shows that the senior members remain so busy with their own work that they cannot take adequate interest in attending to the problems of probationers. Most of the respondent new entrants have labelled their supervisors as authoritative, non-cooperative and poor listeners. According to them, the concept of OJT does not exist at their workplaces. The problem is further compounded because the existing OJT programmes are tradition-based and it gives more stress on rules and regulations and attach less importance to development management and specific problem solving aspects. The probationers believe that supervisors should themselves be

properly trained in OJT methodology and development techniques so that they may be able to train up their juniors satisfactorily. According to them, if this is not done, the civil service would remain static and lose its effectiveness.

The supervisors and probationers have a kind of symbiotic relationship between them. OJT is beneficial to both of them because they learn from each other. This process enriches the experiences of both of them. In development management, this learning process is crucially important for institution building. OJT enables the seniors to know the real problems faced by the juniors in day to day administration which may otherwise miss their attention. It may be possible to define performance standards and identify the best solution of problems through the OJT process. If rightly pursued, OJT may help achieve unit goals and organisational goals, make the service delivery system more effective and thus augment the social utility of the civil service. The study shows that juniors do not get adequate guidance from their superiors. Lack of a well designed OJT, and of close supervision and monitoring system, are said to be the main reasons behind it.

It is interesting to note that only 2 of a total of 30 (20+10) supervisors opined that juniors are not interested in learning and that they avoid responsibility. Some of the probationers take OJT as their 'pastime', it has been commented. Two officers of the BCS (Admn) cadre, one from Meherpur Collectorate and the other from Dinajpur Collectorate, have expressed their resentment about the supervisors saying that the

supervisors only ask them to be tactful in dealing with administrative problems but they can not show the modality as to how to be so. Only advice and avuncular lectures do not help the probationers much. Hence, the scope of civil service orientation and professional development through OJT is amply justified in view of the developmental needs of the day.

Competence level of OJT supervisors of BCS (Admn) Cadre

Effectiveness of OJT largely depends on the competence of the supervisor. A supervisor is not only an inspector, he is also a trainer. He sets performance standards for each unit, carries out tasks analysis, conducts periodic inspection, helps the juniors solve performance problems and takes care of the behavioural aspects of the administrative units. He is the behavioural housekeeper of the organisation. His mission involves producing growth in people and in organisation. OJT provides the supervisor with opportunities for imparting appropriate training to the probationers, test the skills they acquire in training institutions, correct their performance discrepancies and initiate such changes within the organisation that are useful for its continuous growth.

The supervisor's training competence implies his knowledge of OJT techniques, interpersonal communication skills, listening and questioning techniques, task analysis and goal setting abilities, performance appraisal skills, etc. Unlike the trainers of the training academy, an OJT supervisor not only runs a training programme but also provides the trainees with on the job

feedback and helps them solve performance problems. Competence of the supervisors is not enough. He must have aptitude for and commitment to training. The facilities and the working conditions should also be adequate for the conduct of OJT.

In order to collect information about the competence level of the OJT supervisors of BCS (Admn) cadre, 90 probationers of BCS (Admn) cadre of 33 collectorates were interviewed through questionnaire. The collectorates were selected from all the four Divisions of the country. Twenty supervisors of BCS (Admn) cadre were also interviewed. The survey shows that 66.67% of the respondent-supervisors have affirmed that both institutional training and on the job training are required for professional development of the new entrants. Fifty per cent of the respondent supervisors opined that OJT is a continuous process, and 60% of them suggested that both content and process aspects of OJT should be taken care of adequately so that it may be effective. The study shows that the majority of the supervisors are aware and appreciative of the significance of and need for OJT. 60% of the respondent supervisors have expressed their willingness to impart on the job training. Table 5.7 shows the supervisors' aptitude for OJT.

Table 5.7: Supervisors' aptitude for OJT

Aptitude level	Respondent Supervisors	Per cent
----- BCS (Admn) -----		
a). High	12	60%
b). Moderate	8	40%

TOTAL	20	100.00

The opinion survey, however, gives a little different picture. According to the respondent-probationers, the supervisors are usually unwilling to teach them the methods of work and 'tricks of trade'. Table 5.8 shows that 50% of the supervisors are not willing to perform their training functions. These supervisors neither explain the tasks nor demonstrate how to accomplish them. They love to find fault with the juniors and tend to pass harsh judgement about their performance.

Table 5.8: Supervisors' willingness to teach

Willingness level	Respondent subordinates	Per cent
	BCS (Admn)	
Willing	30	33.33
Moderately willing	15	16.67
Not willing	45	50.00
Total	90	100.00

The supervisor-probationer relationship is the integral part of OJT. It must be based on one-to-one interaction pattern. The probationer must have access to the supervisor. Their relationship must be intimate, informal and supportive. The supervisor is the key person in creating a learning environment for the probationers. But the study shows that in many cases the juniors do not have access to their seniors. Two Assistant Commissioners of a collectorate have grumbled saying that the juniors are to seek prior permission of the Deputy Commissioner for interview with him though they work under him.

According to the probationers, their relationship with the supervisors is based on fear and formality. There is only one-way

communication between them. In many cases, the probationers just receive directions, they are seldom heard and given feedback about their performance. Many supervisors do not know that feedback enables the probationers to know their performance level and that it makes them aware of their contributions to the unit. It is a motivating factor because it gives job satisfaction. In the words of Dugan Laird, "feedback gives workers more reason to care ... more motivation to perform well".

The probationers expect performance feedback from their supervisors, but usually they do not get it. Fifty-four out of 90 respondent-Assistant Commissioners reported that they do not receive any feedback from the Deputy Commissioners and Additional Deputy Commissioners who are their supervisors. Some of the Asstt. Commissioners have reported that they are treated with negligence and indifference. The seniors have little trust in the probationers it has been commented. Two Assistant Commissioners have even said, "the seniors seem to be jealous of us". Such a situation hampers the learning process and hinders the career development of the probationers.

OJT demands that the supervisor must have communication skills. The supervisor can perform his training tasks better when he knows questioning techniques, possesses listening skills, shares information with the trainees and presents an issue in a lucid language. This competence may be achieved through OJT orientation or training of trainers (TOT) course. But the facilities for such training courses are very limited. Only two

out of 20 respondent-supervisors of BCS (Admn) cadre were trained in TOT course. As the supervisors are not conversant with the training techniques, they depend only on traditional discussion method which does not intensify the learning process.

A supervisor is a model in an on the job situation. The probationers are largely influenced by his behavioural patterns and problem solving skills. In a developing country like Bangladesh, the challenge in administration lies in making the delivery system effective so that the benefits are not hijacked by people other than the target groups. It involves a set of multiple tasks some of which are regulatory and some are developmental in nature. The supervisor must demonstrate authenticity, reality and thoroughness in analysis of the tasks involved and be articulate enough to explain them to the probationers. If he is knowledgeable and also a good performer, it is likely that he would help the juniors learn from him. On the contrary, if he shows weakness in performing the assigned tasks, and gives inept instruction to the juniors, he would not be able to motivate them to learn.

The survey shows that a good number of the supervisors are not properly trained to handle OJT. Most of the probationers interviewed opined that the training they were receiving on the job was not adequate for performing the developmental tasks. According to them, the supervisors need training in development management and OJT orientation without which they cannot perform thier task effectively.

Competence level of OJT supervisors of BCS (Sectt) cadre

In order to assess the competence level of the OJT supervisors of the BCS(Sectt) cadre, 10 probationers representing the Ministry of Commerce, the Ministry of Education, the Ministry of Finance, the Ministry of Health and the Ministry of Land were interviewed. The sample may not be truly representative, but one can get an impression of how training responsibility is carried out by the supervisors in the secretariat. A profile of general comments on supervisors competence made by 10 junior officers is put in Table 5.9.

Table 5.9: Trainee's opinions on supervisors' competency in OJT

The supervisors do not have any idea about OJT.

The supervisors are non-cooperative and do not know how to teach.

The supervisors are not aware of their training responsibility.

Most of the supervisors are self-centred and parochial in outlook

They themselves need training.

A few supervisors do not teach lest they would lose control over the juniors.

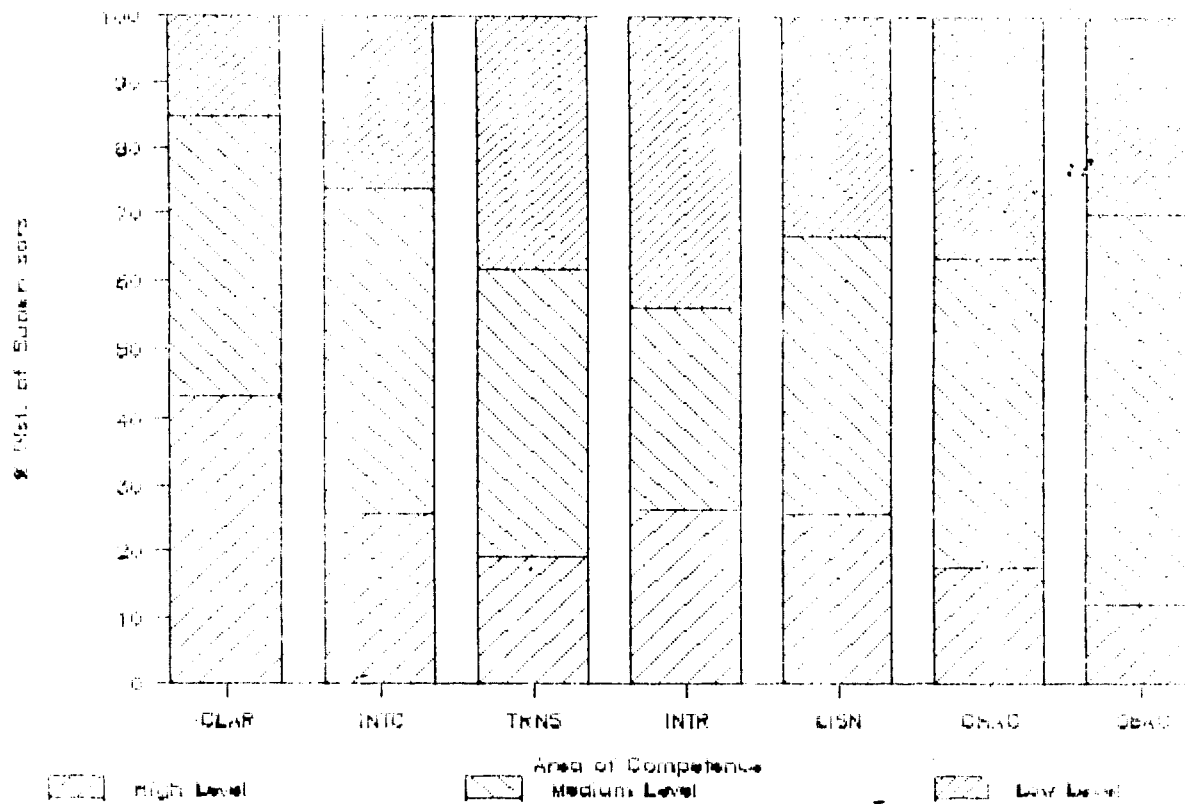
I could learn nothing from my supervisors.

My supervisor passes the buck . He cannot teach.

Supervisors love to find fault with the juniors.

This profile reflects the feelings and views of the OJT trainees of BCS(Sectt) about their supervisors' behavioural pattern, and competence level. The competence-level of supervisors belonging to BCS (Admn) and BCS (Sectt) cadre is represented by a bar-chart in Fig. 3.

Fig. 4 Supervisors' OJT Competence level



CLAR = Role clarity

INTC = Interaction with sub-ordinate

TRNS = Training skills

INTR = Interest in OJT

LISN = Listening skills

CHAC = Success in changing behaviour

OBAC = Objectives achievement

The survey shows that the supervisors are aware of the need for OJT in developing professionalism in civil service. Eighty percent of the supervisors belonging to secretariat cadre are of the opinion that both institutional training and OJT are required for professional development of the newly-recruited officers. Fifty percent of them believe that OJT is a continuous process and 80% of them opine that both content and process are to be taken care of to make OJT effective. BCS (Sectt) cadre supervisors' perception of various conceptual issues of OJT has been shown in Table 5.10.

Table 5.10: Secretariat cadre supervisors' perception of OJT issues *

OJT Issues	Percentage

1. OJT as a continuous process	50
2. Complementarity of IT & OJT	80
3. Mix of content & process for OJT effectiveness	80
4. Prospects of attitude development through OJT	50

* Multiple answers recorded.

To ascertain the probationers' opinion about their supervisors' awareness of their(supervisor's) role, 35 BCS (Sectt) cadre probationers were interviewed. According to them, supervisors are not serious about OJT because training the juniors on the job is not their mandatory function. The job description of the supervisors do not include the training function. Table 5.11 indicates the opinion of the respondent probationers about their supervisors awareness of their role as trainers.

Table 5.11 Supervisors' awareness of their role as trainers

Supervisor's awareness	Respondent- subordinates	
	BCS (Sectt)	Percentage
a). Very much aware	5	15.71
b). Somewhat aware	19	54.28
c). Not aware	11	31.41
N.A.	-	
Total	35	100.00

The survey shows that the supervisors are not conversant with the methods and techniques of OJT. Most of the time, they base their instructions on discussions. Fifty percent of the respondent-supervisors do not know whether OJT is a continuous process or a one-time event. Sixty per cent of the supervisors interviewed have replied that they employ some methods in conducting OJT. However, through posing a discrete question, it is found that they have not been able to specify or name methods like coaching, counseling, reading assignment etc.

None of the supervisors interviewed has any formal orientation about OJT and none has attended any training of trainers course. This implies that the supervisors mostly depend on common sense in handling OJT. At times, they simply pass on instructions received from the top management. According to a respondent, most of the supervisors think that training is not their function; it is the function of an external trainer of a training institute. Conceptually speaking, training is one of the primary tasks of a supervisor. Since training function is not incorporated in the job description of the supervisors, they

tend not to train the juniors. According to 10 Asstt. Secretaries, some supervisors assume that the new entrants are already trained and that they need no guidance. They believe that they are capable of assuming responsibility and performing tasks. The probationers hold that no responsibility should be assigned to them without transferring to them the requisite skills. They suggest that training function may be included in the job description of the supervisors, and that one item may be incorporated in the Annual Confidential Report to reflect the extent of contribution the supervisor (to be reported upon) has made to the professional development of his subordinates. A supervisor is the source of help, guidance, and motivation for the subordinates. Survey was conducted to know the views of the Asstt. Secretaries about the extent of help and guidance they received from their supervisors and others. Table 5.12 and Table 5.13 show the findings on this question.

Table 5.12: Supervisors' help on job-related problems

Respondents					
Degree of help		BCS (Admn)	BCS (Sectt)	Total	Per cent

a).	Considerable	36	12	48	38.40
b).	Somewhat	38	10	48	38.40
c).	Very little	15	13	28	22.40
d).	N.R.	1	-	1	0.80

Total		90	35	125	100.00

An OJT-oriented supervisor monitors the performance of his juniors in order to increase their competence. He makes periodic follow-up and test achievement of learners. 43% percent of OJT

Table 5.13: Learning from persons other than Supervisors'

Sources of help	Respondents		Total	Per cent
	BCS (Admn)	BCS (Sectt)		
a). Colleagues/ peer groups	39	20	59	47.20
b). Supervisors	22	8	30	24.00
c). Office assistants	27	6	33	26.40
N.R.	1	-	1	0.80
N.R.	1	1	2	1.60
Total	90	35	125	100.00

trainees reported that their supervisors did not monitor their performance and 37% reported that their supervisors monitored them on a regular basis. 60% supervisors belonging to BCS(Admn) cadre and 50% supervisors belonging to BCS(Sectt) cadre claimed that they held feedback sessions on the performance of their juniors. This fact is however contradicted by the probationers who reported that feedback from the supervisors were irregular and infrequent. This is evident from Table 5.14.

Table 5.14: Performance feedback by the supervisors (Sectt Cadre)

Statement	Respondents - subordinates	
	BCS (Sectt) Cadre	Percentage
Always done	10	28.58
Occasionally done	11	31.42
Never done	14	40.00
Total	35	100.00

The survey also reveals some discouraging facts. The Deputy Secretaries and Senior Assistant Secretaries spend a major slice of their time in routine works and in attending meetings. They are too busy to find time for giving attention to OJT. They do not take adequate interest in the activities of the probationers³⁴. Fifty per cent of the respondents reported that they could spend less than 25% of their time in interacting with the newly appointed Assistant Secretaries. This is evident in Table 5.15.

Table 5.15: Supervisors' time allocation for training juniors

Time spent by supervisors		Supervisors	Per cent
		BCS (Sectt) Cadre	
a)	50%	1	10%
b)	40%	1	10%
c)	30%	3	30%
d)	25%	-	-
e)	Less than 25%	5	50%
Total		10	100%

The subordinates therefore complain that their supervisors usually remain unaware of the their problems and that they do not always get guidance from them.

Institutional arrangements for OJT: The Third Five Year plan document emphasised OJT for the professional development of the fresh civil servants. But the National Training Policy (Draft) of 1986 which is the source of guidelines both for the private and public training institutes does not contain any reference to on the job training. There is a lack of co-ordination on OJT issues.

The study shows that appropriate programmes have not been taken up to streamline the OJT system.

The Ministry of Establishment is responsible for developing a training policy, devising programmes and executing them through different training institutions. The internal training section of the Ministry of Establishment looks into the training activities in addition to other functions. But it is too busy with its day-to-day administrative matters to take care of OJT programmes and monitor them. The Ministry of Establishment does not maintain any database about the probationers' on the job training. It has not yet devised any mechanism to monitor the OJT programmes conducted by the Ministries and the District Collectorates.

Co-ordination between the training institutions and the workplaces of the probationers is crucially important for the development of training. The training institutions need feedback from the workplaces about the performance level of the trainees for upgrading curriculum and reading materials, while the workplaces need guidance from training institutions about solving performance problems and developing suitable OJT programmes. But there is a gap between them. The opinion survey shows that co-ordination among the training institutions is not satisfactory.

The majority of the respondent-supervisors have opined that there should be linkage and co-ordination among BPATC, specialized training institutions and the workplaces of the trainees. A co-ordination committee/cell may be housed in the

Ministry of Establishment to see that both institutional training and on the job training are more need-based and effective. The survey shows that 77% of the supervisors admit that they do not use any manual for conducting OJT because it is yet to be developed. The Ministry of Establishment may develop a manual meant for the supervisors to conduct OJT programmes. For this purpose, a programme may be taken up to make an inventory of the indigenous OJT materials developed by some supervisors.

Table-5.16: Inter-agency Linkage among training institutes and Ministry of Establishment

Coordination	Respondent- supervisors	Per cent
Coordination exists	10	33.33
Exists partly	2	6.67
Does not exist	14	46.66
N.A.	2	6.67
Does not know	2	6.67
Total	30	100.00

The Deputy Commissioner, Habigonj has developed an orientation manual for the use of the probationers. The manual contains the historical background of the collectorate administration, organisational structure of the collectorate, functions of the Deputy Commissioner, Asstt. Commissioners and other officers working in the collectorate. The manual explains the objectives and functions of each unit of the collectorate. It also incorporates rules and procedures of inspection, specimen inspection reports and some cases relating to conduct and discipline. In Habiganj OJT for the probationers is carried out on the basis of this manual. The probationers submitted

individual reports on completion of the training programme, and their reports were examined. The Deputy Commissioner, Chandpur has also developed a kind of manual for guiding the probationers. A suitable OJT manual may be developed on the basis of such indigenous materials.

Adequate library facilities are necessary for creating training environment at the workplace. Libraries should be rich with relevant books, journals, gazettes, reference books etc. Audiovisual equipment and briefing facilities, should also be there. The room temperature, ventilation and sitting arrangement of most of the libraries do not create a learning environment. Library may also be used to strengthen the institutional memory of the organization. However, the survey shows that the libraries of the workplaces are mostly ill-equipped and they need updating.

The library of Dhaka Collectorate gives a shabby look and there exists no propitious reading and learning environment. The collection dominates old and current gazettes. Books on public administration, land administration, revenue management and reference books are too inadequate. The books are mostly outdated. There is reportedly no provision for regular purchase of books. The condition of the collectorate library excepting one or two is not satisfactory. It is also reported that Upazila courts have not been able to develop any library because there is no fund provision for buying books. However, the library of Jessore collectorate is an exception. It is housed in a separate

building. It is nicely maintained and it attracts the trainee officers and other interested readers.

In order to appraise the reading facilities or library conditions existing at the workplaces as many as 10 ministries were surveyed. The position is reflected in Table 5.17 and Table 5.18 which contain observations of the supervisors and the newly-inducted BCS cadre officers. Majority of the supervisors and the junior officers have expressed almost similar views about the inadequacy of library facilities.

Table 5.17: Resourcefulness of library at the workplace

Respondent-supervisors					
Library-resources	BCS (Admn)	BCS (Sectt)	Total	Per cent	
a). Well-equipped	3	2	5	16.67	
b). Moderately equipped	8	3	11	36.66	
c). Ill-equipped	9	5	14	46.67	
Total	20	10	30	100.00	

Table-5.18 Existing library facilities at the workplaces

Respondent-subordinate					
Library-facilities	BCS (Admn)	BCS (Sectt)	Total	Per cent	
a). Adequate	10	3	13	10.40	
b). Inadequate	64	23	87	69.60	
c). Zero	16	9	25	20.00	
Total	90	35	125	100.00	

The library of Ministry of Finance is not well-equipped. Most of the time it remains closed. The OJT trainees of this Ministry collect required books at their own initiative from

other sources because these are not available in the library. The Ministry of Food has a library which lacks adequate space. A full set of Encyclopaedia of Britanica is the only attraction of the library. In the Railway Division of the Ministry of Communications, there is no existence of any library. The condition of the library of the Home Ministry is also poor. Ministry of Forest and Environment does not have any library at all. The Ministry of Defense has a small library with inadequate reading facilities. Ministry of Irrigation, Water Development and flood Control and Ministry of Relief have libraries with very poor collection. The Library of the Ministry of Industries is not rich with recent collections. Ministry of Planning has a documentation centre with adequate number of books. It has an excellent reading environment but it is not spacious.

Barriers of OJT

Apparently OJT looks like a discrete activity. But from holistic point of view, OJT and IT are inter-related components of a training system and their relationship is complementary. The effectiveness of institutional training is to be tested through on the job training. The study reveals that certain barriers are hindering the practice and development of OJT in the offices of District Administration and various Ministries. The barriers identified are listed below:

1. The chief barrier of the OJT practice is the supervisors' deficiency in conceptual issues of OJT and its technical details. Many of the supervisors interviewed claimed of their

having to have knowledge of OJT but none could specify any method other than the discussion and attachment variety. From Table 5.19 it is evident that 30% of the supervisors admit their deficiency in OJT methodology.

Table-5.19: Supervisors' perception about barriers to OJT practice

Barriers	Respondents-supervisors			
	BCS (Admn)	BCS (Sectt)	Total	Per cent
a). Non-availability of time	15	8	23	76.67
b). Lack of OJT skill	5	4	9	30.00
c). Absence of manual/handbook	8	4	12	40.00
d). Lack of interest of the trainees	3	2	5	16.67
e). Lack of supervisors knowledge in trainees' skill level	1	3	4	13.33
f). Lack of supervisors' awareness of role as trainers	4	4	8	26.67

2. The supervisor's vague idea about their role as OJT trainers is another barrier (Table 5.11). This role ambiguity is due to lack of proper orientation in OJT methodology.

3. Some of the OJT supervisors have behavioural and attitudinal problems. They are not interested in teaching their junior colleagues the requisite skills, and technicalities involved in job performance. They apprehend that once they teach the skills to the juniors, they (supervisors) would lose their importance. This negative or non-supportive attitude of the supervisors alienate the new entrants from their supervisors as well as from their jobs.

4. Discontinuity of supervisors' role occupancy is another impeding factor. A supervisor is often transferred to another position in the midst of an on-going an OJT programme . A new supervisor is not able to maintain continuity in the OJT programme. As a result the learning process is naturally interrupted.

5. Sometimes shortage of officers in the field offices poses as a significant barrier to OJT programmes. The supervisors usually remain pre-occupied with day-to-day tasks, and cannot find time to provide training to the probationer.

6. Lack of 'priority simulation' in the government organisations may be another impediment to OJT. The supervisors give more attention to one or two high priority issues to the neglect of other tasks.

7. Lack of effective supervisor is another barrier. Supervision not only implies control but also guidance by the supervising officers. Inadequate supervision hinders on the job training and reduces the skill level of the new-entrants.

8. Lack of effective communication system is another inhibiting factor. In most cases, communication between the supervisor and the subordinate is affected because their relationship is based on rigid formality. 23.33% of the respondent probationers identified formal and rigid supervisor-subordinate relationship as one of the barriers of OJT (Table 5.20). This kind of relationship does not allow uninterrupted

flow of information, interaction and feedback between the trainee and his supervisor.

Table-5.20: Probationers' perception about barriers to OJT *

Barriers	Respondent-Subordinates(%)	
	BCS (Admn)	BCS(Sectt)
1. Absence of commitment of the supervisors	37.78	14.29
2. Preoccupation of the supervisors	33.33	2.86
3. Lack of co-operation, and guidance of the supervisors	27.77	20.00
4. Lack of competence	31.11	45.71
5. Lack of supervisors role conception	-	5.71
6. Lack of motivation by supervisors	5.55	-
7. Frustration of the trainers and trainees	6.67	2.86
8. Disproportionate ratio of trainees and supervisors	12.22	-
9. Lack of communication between supervisors and the probationers	23.33	11.43
10. Mal-coordination among training institutes and OJT trainers	5.55	5.71
11. Lack of interest of the probationers	6.67	-
12. Work overload of supervisors	16.67	20.00
13. Lack of OJT goal clarity	4.44	-
14. Lack of well-defined OJT policy	8.88	5.72
15. Poor structure of OJT programme	14.44	40.00
16. Absence of practice-oriented programme	-	5.71
17. Lack of need-specific curriculum	-	5.71
18. Short duration of OJT	8.89	42.86
19. Poor library facilities	26.67	17.14
20. Inadequate office accommodation	14.44	2.89
21. Absence of feedback system	17.77	17.14
22. Lack of supervision by higher authorities	5.55	5.71

* Multiple answers recorded

CHAPTER 6

Emerging Issues and Conclusion

In the process of assessing OJT effectiveness at various workplaces i.e. in the ministries and in the collectorates, diverse issues relating to OJT have emerged. These issues merit the attention of those who are concerned with OJT directly and indirectly. For building an efficient and professional civil service personnel system, OJT process needs to be institutionalised and systematized at the respective workplaces. Appropriate and well-defined OJT policies need to be evolved and commitment for their implementation needs to be nurtured by the senior or at least mid-level civil servants holding supervisory positions. Table 6.1 represents some of the suggestions that came forth from the respondent-supervisors for the improvement of OJT process.

Training institutions are not in a position to provide adequate training to the new entrants mainly because of backlog of training. Besides, institutional training is not adequate to take care of the micro training needs of the workplaces. Therefore, on the job training should be strengthened for raising the quality of the civil service. The OJT now in practice is not also adequate for the probationers because it is more or less regulatory functions biased. Decentralised development administration gives rise to a new set of training needs which are obviously development-focused. It demands a decentralised , locally oriented training programme. The on the job training thus deserves more attention.

Table-6.1: Supervisors suggestions for Improvement of OJT process *

Suggestions	Respondent-Supervisors			
	BCS (Admn)	BCS (Sectt)	Total	%
1. Adequate number of officers be posted at the workplaces	1	1	2	6.67
2. Supervisors be trained first	6	3	9	30.00
4. Probationers be freed from job assignment	8	4	12	40.00
5. Foundation Training be given before posting in the field	1	2	3	10.00
6. Probationers be provided with accommodation facilities	6	-	6	20.00
7. Library be equipped with relevant books/journals/manuals/periodicals	8	4	12	40.00
8. Circulars be properly distributed	1	-	1	3.33
9. Relevant training materials be supplied by BPATC/BCS (Admn)Academy	1	-	1	3.33
10. OJT manuals/handbooks to prepared	7	2	9	30.00
11. M/O Establishment should evaluate/monitor the OJT programmes	5	1	6	23.33
12. On-going OJT should not coincide with other training programmes	1	-	1	3.33
13. Better co-ordination among Deptt. Trg.Ins.,M/O Estb.& BPATC	1	1	2	6.67
14. There should be regular feed back & monitoring by supervisors.	1	-	1	3.33
15. Incentive should be provided to the supervisors.	-	1	1	3.33
16. Supervisors' training performance should be reflected in their ACR	-	1	1	3.33
17. OJT system has not evolved everywhere	-	1	1	3.33
18. Cadre-based manual/handbook be prepared	-	1	1	3.33

* Multiple answers recorded

One of the findings of the study is that foundation training and professional training have not yet been integrated

with on the job training because there is no institutional arrangement for it. Moreover, the supervisors are not aware of backward or forward linkages of OJT. Areas of co-operation and coordination among the concerned agencies need to be explored and reinforced in order to evolve effective OJT system through sharing of ideas, experiences and expertise. Each ministry or collectorate may create a training cell for maintaining a coordinative link between the training institutes and the Ministry of Establishment. Linkage among these agencies will reduce the possibilities of duplication, wastage and overlapping and also increase the quality of training as a whole.

There is a common misconception among the supervisors that training means only institutional training and that it should take place in a classroom situation under the tutelage of an instructor. They often fail to appreciate that a major slice of training has to be imparted at the workplace in the form of instructions, briefing and demonstration to help the probationers. Institutional training provides conceptual framework and tools to appreciate and analyse the tasks involved, while on the job training provides the required skills to perform such tasks. Institutional training would not succeed unless supervisors consider OJT as one of their basic responsibilities.

Supervisory development is a must for improving organisational effectiveness. When a probationer finds that his supervisor is professionally incompetent to guide him he gets

frustrated, and the learning process is affected. This in turn impedes organisation development process. Therefore, mid-level officers now holding supervisory positions may be imparted intensive supervisory training for developing their professional competence. A large number of mid-level officers who were recruited soon after the liberation Bangladesh did not receive any training at all³⁵. Most of these officers are now holding supervisory positions. Their training needs may be met by OJT-based TOT courses. BPATC may take initiative for evolving courses of this variety. The Staff Appraisal Report (1983) of the Training, Personnel, and Management Project of the Ministry of Establishment envisaged this kind of TOT training for the supervisors making at various government officers.

There is no specialized training institute for BCS (Secret) cadre officers. It is reported that they would receive specialized training at the BCS (Admin) Academy. Government may therefore create more training facilities in the BCS (Admin) Academy and develop a cadre-specific faculty to meet the training needs of the secretariat cadre.

The National Training Policy (Draft) 1986, does not contain any guideline on OJT on the basis of which the government offices can formulate a systematic plan on OJT. The process of implementation of OJT programme may be periodically reviewed by a committee of experts constituted by the Ministry of Establishment. The IT section of the Ministry of Establishment

also needs to be strengthened so that it may regularly monitor the OJT performance.

The supervisors would take more interest in OJT if a proper incentive package could be provided for them. Their contribution toward OJT should also be appraised. Hence the existing performance appraisal (ACR) form may be redesigned so as to incorporate a separate column indicating the degree of interest shown by the supervisors in tutoring their subordinates. The span of supervision with respect to OJT should be rationally determined.

The manual/handbook is the basic tool used by supervisors in learning and teaching. Cadre-based supervisors' handbook/manual for OJT should be prepared and be periodically updated by a board of experts on respective subjects or fields. Experience and expertise of BPATC may be utilised for this purpose. BPATC may provide consultancy services for the preparation of an OJT manual and for this purpose BPATC may work with the departmental training institutes on a collaborative basis. There is a general complaint that the latest government circulars and amendments do not reach the field offices regularly. As a result, the knowledge base of the officers cannot be updated. Linkage between the BCS (Admn) Academy and the collectorate offices is also essential for dissemination of information.

Library facility is one of the basic requisites of training. In most of the workplaces libraries are either undeveloped or

non-existent. Both the supervisors and junior officers feel that libraries need to be developed and updated. Adequate fund may be sanctioned for library development and acquisition of necessary training aids. There is need for a government 'reference' service in the Division and District Headquarters. The Regional Public Administration Training Centres (RPATC) and District Staff Training Institutes (DSTI) may be developed as documentation centres, materials reproduction centres and as government publication depositories. The RPATCs may also develop mobile training teams to conduct on the job training programmes.

Survey indicates that OJT organized at the collectorates and ministries are not qualitatively uniform and identical. There is also a variation in the content, process and time frame of the OJT programmes. According to the supervisors, this variation or disuniformity is mainly due to the absence of a set of guidelines and a manual on OJT. The Ministry of Establishment, may prepare and circulate a coherent set of guidelines to all the Ministries and Collectorates so that OJT may be conducted systematically. In order to monitor the OJT programmes, the Ministry of Establishment may ask the OJT organisers to submit reports on OJT programmes conducted by them.

Conclusion

The effectiveness, efficiency and dynamism of the civil service are common concerns of the government as well as of the people. Training is one of the important instruments by which the effectiveness and efficiency of the civil servants are

improved. Since institutional training or class-room training alone cannot produce desired change in the performance behaviour of the new entrants, there is a need to integrate it with OJT. The likelihood of making OJT more effective would increase if co-ordination and Co-operation could be ensured between training policy and training programme, between the Ministry and the training institutions and between the workplaces and the training institutions. This study reveals that development in the field of OJT in government offices has been very slow. Adequate attention may be given to develop supervisory skills and create propitious environment for OJT practice. But will it be enough to tackle the problem by initiating actions in the supply-side only? Is it not necessary to create effective demand for OJT?

The government of Bangladesh has laid emphasis on OJT in order to make good the deficiencies of institutional training. The present study is exploratory in nature. It would work as a baseline for further study on OJT and as a prelude to more extensive treatment on the subject that may be taken up in future. The barriers and weaknesses as identified need to be removed on priority to sharpen the learning process of the new entrants and increase their capacities as development managers. A well-designed, and closely monitored OJT may be useful in developing administrative capacity of the civil servants and in increasing their social utility. The removal of OJT barriers does not call for an ambitious and expensive scheme. What it demands is a systematic plan of action.

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Annexure-1

BANGLADESH PUBLIC ADMINISTRATION TRAINING CENTRE
SAVAR, DHAKA.

SYLLABUS FOR FIRST SPECIAL FOUNDATION COURSE
(A) BANGLADESH STUDIES

MODULE 1 RESOURCES OF BANGLADESH

- | | |
|-------|---|
| BS-1 | Land utilisation in Bangladesh |
| BS-2 | Water resources of Bangladesh |
| BS-3 | Prospects of agricultural development in Bangladesh |
| BS-4 | Forest resources of Bangladesh |
| BS-5 | Fisheries resources of Bangladesh |
| BS-6 | Livestock resources of Bangladesh |
| BS-7 | Mineral resources of Bangladesh |
| BS-8 | Demands and prospects of fuel energy in Bangladesh |
| BS-9 | Nutrition problems in Bangladesh and their possible solutions |
| BS-10 | Human resources of Bangladesh. |

MODULE II IMPORTANT POLICIES OF BANGLADESH GOVERNMENT

- | | |
|-------|---|
| BS-11 | Policy of decentralisation of Bangladesh Government |
| BS-12 | Agricultural credit programme |
| BS-13 | Privatization of agricultural inputs |
| BS-14 | Evaluation of Programmes for the landless |
| BS-15 | Role of non-government organisations in rural dev. |
| BS-16 | Manpower policy of Bangladesh |
| BS-17 | Education policy of Bangladesh |
| BS-18 | Health policy of Bangladesh government |
| BS-19 | Industrial policy of Bangladesh government |
| BS-20 | Disaster Preparedness |

MODULE III DECENTRALISATION AND THE UPAZILA SYSTEM

- | | |
|-------|---|
| BS-21 | Decentralisation-theoretical perspective |
| BS-22 | Rural development & administrative decentralisation |
| BS-23 | Decentralisation and cooperatives |
| BS-24 | Decentralisation and non-government organizations |
| BS-25 | Structure of local government of Bangladesh |
| BS-26 | Legal framework of Upazila Administration |
| BS-27 | Upazila Parishad's development plan |
| BS-28 | Upazila development and resource mobilisation |
| BS-29 | People's participation in upazila administration |
| BS-30 | Problems and prospects of upazila parishad |

MODULE IV ETHICS IN ADMINISTRATION

- BS-31 Mass communication problems of government officers
- BS-32 Rights and duties of government officers in civil and criminal cases
- BS-33 Islam and administration
- BS-34 Social values and administration
- BS-35 Influence of religion and ethics on administration.

(B) PUBLIC ADMINISTRATION

MODULE 1 GOVERNMENTAL SYSTEM

- PA-1 Constitutional evolution of Bangladesh
- PA-2 State principles and human rights and role of the judiciary
- PA-3 Distribution of executive powers of the state in the constitution
- PA-4 Rules of business
- PA-5 Rules of business(exercise)
- PA-6 Structure of the government of Bangladesh
- PA-7 Personnel administration and constitutional roles
- PA-8 Merit system and personnel administration
- PA-9 Job distribution and job description
- PA-10 Performance appraisal system

MODULE 11 OFFICE MANAGEMENT-1

- PA-11 Etiquettes in administration-1
- PA-12 Etiquettes in administration-2
- PA-13 File management
- PA-14 File management(E)
- PA-15 Note writing
- PA-16 Note writing(E)
- PA-17 Preparation of drafts
- PA-18 Preparation of drafts(E)
- PA-19 Summary writing
- PA-20 Summary writing(E)

OFFICE MANAGEMENT -2.

- PA-21 Pay fixation
- PA-22 Pay fixation(E)
- PA-23 Travel Allowance rules
- PA-24 Travel Allowance rules(E)
- PA-25 Responsibilities and duties of receipts and disbursements officer
- PA-26 Financial rules
- PA-27 Financial rules(Exercise)
- PA-28 Leave rules
- PA-29 Leave rules(E)
- PA-30 Conduct rules-1

PA-31 Discipline and appeal rules
PA-32 Discipline and appeal rules(E)
PA-33 Service rules

MODULE III ADMINISTRATIVE COMMUNICATION

PA-34 Government letters
PA-35 Government letters(E)
PA-36 Meetings and conferences-1
PA-37 Meetings and conference-2
PA-38 Exercise
PA-39 Report writing
PA-40 Office inspection

(C) DEVELOPMENT ECONOMICS

MODULE 1 QUANTITATIVE ANALYSIS

DE-1 Definition and techniques of measurement
DE-2 Sampling and survey methods-1
DE-3 Sampling and survey methods-2
DE-4 Data presentation techniques-1
DE-5 Data presentation techniques-2
DE-6 Data presentation techniques-3
DE-7 Measures of central tendency-1
DE-8 Measures of central tendency-2
DE-9 Analysis of numerical index-1
DE-10 Analysis of numerical index-2

MODULE 11 THEORIES AND STRUCTURES OF ECONOMIC DEVELOPMENT

DE-11 Nature & characteristics of economic development
DE-12 Theories of economic development-1
DE-13 Theories of economic development-2
DE-14 Theories of economic development-3
DE-15 Theories of economic development-4
DE-16 Selection of technology, transfer of appropriate technology
DE-17 Allocation of investable resources-1
DE-18 Allocation of investable resources-2
DE-19 Strategies for the development of Bangladesh
DE-20 Role of human resources in economic development and employment strategy

MODULE III ECONOMIC PLAN OF BANGLADESH

DE-21 Nature of plan
DE-22 Method of planning
DE-23 Goals and objectives of planning & planning framework-1
DE-24 Goals and objectives of planning & planning framework-2

- DE-25 Overall evaluation of planning in Bangladesh
- DE-26 Poverty in Bangladesh, levels of poverty & its different aspects
- DE-27 Strategies of rural development
- DE-28 Strategies of industrial development
- DE-29 Resource mobilisation for development (national)
- DE-30 Resource mobilisation for development (local)

MODULE IV PROJECT MANAGEMENT

- DE-31 Definition and classification project
- DE-32 Project cycle
- DE-33 Feasibility study
- DE-34 Cost-benefit analysis
- DE-35 Project approval process
- DE-36 Project implementation-1
- DE-37 Project implementation-2
- DE-38 Project implementation-3
- DE-39 Project implementation-4
- DE-40 Evaluation of projects.

Annexure-II

Curricula of specialized Training for
BCS (Admn) cadre officers

Public Administration and Law (Module-1)

1. Government and Administration
2. Evolution of civil service in the Sub-continent and in Bangladesh.
3. Basic principles of the Constitution of the Republic of Bangladesh.
4. Rules and regulations on appointment and promotion of various BCS cadres.
5. Introduction to Jurisprudence.
6. Judicial Administration in Bangladesh
7. Local government system in Bangladesh.
8. Upazila administration.
9. Various acts/laws(familiarization with major acts, practical and minor acts).
10. Justice
11. Standard of civil service and dutifulness
12. Procedures of courts.
13. Discipline in Civil Service and a general discussion on government servants, Discipline and Appeal Rules.
14. Career planning in Civil Service.

Penal Code - 1 (Module-2)

1. Introduction to the penal code
2. General definitions and exceptions in the code
3. Punishments with general exceptions
4. Law relating the right of private defense
5. Abetment and Criminal conspiracy
6. Offenses against the state and relating to the Army, Navy and Air Force
7. Offenses against the Public tranquillity
8. Offenses by or relating to Public Servants, offenses relating to elections, contempts of the lawful authority of Public servants, offenses relating to False Evidence and against Public Justice
9. Offenses relating to coin and government stamps, Weights and Measures
10. Offenses affecting the public Health, safety, Convenience decency and Morals and religion.

Penal Code - 2 (Module-3)

11. Offenses affecting the human body.
12. Of the causing of Miscarriage, of Injuries to unborn children, of the Exposure of Infants and of the concealment of Births.
13. Of hurt.

14. Of wrongful restraint and wrongful confinement of criminal Force and Assault.
15. Of kidnapping, Abdication, slavery and forced labour of Rape and Unnatural offenses
16. Offenses against property of fault, extortion, Robbery and Dacoity
17. Of criminal Misappropriation of property, criminal breach of Trust, the receiving of stolen property, cheating, Mischief and criminal trespass
18. Offenses relating to Documents and to Trade or property marks, of currency-notes and bank notes, of the criminal breach of contracts of service
19. Offenses relating to marriage and of defamation
20. Of criminal Intimidation, Insult and annoyance and of attempts to commit offenses.

The Code of criminal procedure-1 (Module-I)

1. Primary/Basic elements of the G.P.C.
2. The constitution and powers of criminal courts and offices
3. Of Aid and Information to the Magistrates police and persons making arrests
4. Of Arrest, Escape and Retaking
5. Of processes of compel Appearance
6. Of processes to compel the production of Documents and other movable property, and for the very of persons wrongful confined
7. Security for keeping the peace and for good behaviour
8. Unlawful Assemblies, Public Nuisances
9. Temporary orders in urgent cases of Nuisance or Apprehended danger. Disputes as to Immovable property
10. Preventive Action of the police
11. Information to the police and their powers to Investigate
12. The Jurisdiction of the criminal courts in inquiries and Trials.
13. Of the commencement of proceedings before Magistrates
14. Time -limit of inquiry, re-inquiry
15. Of complaints/Allegations.

The Code of Criminal Proceedure-2 (Module-5)

16. Cases triable by Magistrates
17. Time-Limit of trials; Suspension of trial and resumption of trial
18. Trial in absentia
19. Summary trial. Trial in sessions court. General provisions as to enquiry and trial
20. Joinder of charges. Withdrawal of complaints. Compounding of cases.
21. Vinage courts ordinance and related matters.
22. Procedures of recording evidence in enquiry and trial.
23. Of judgement

24. Of appeal, Reference and Revision
25. Maintenance of wife and children
26. Habeas corpus
27. Of Bail
28. Rules on deposition
29. Transfer of criminal cases
30. The contempt of courts Act - 1926 and related laws.

The Evidence Act (Module-6)

1. Basic principles of Evidence.
2. May presume, shall presume, conclusive proof, Facts in issue, Relevant facts and other necessary definitions and explanations
3. Of the relevancy of facts, Admissions
4. Statements by persons who cannot be called as witnesses
5. Statement made under special circumstances
6. Judgments of courts of justice when relevant
7. Opinion of Third persons when relevant character when relevant
8. Facts which need not be proved.

The Evidence Act-2 (Module-7)

9. Of Oral evidence and of Documentary evidence
10. Public Documents and presumption as to public Documents
11. Of the exclusion of oral by Documentary Evidence
12. The Burden of Proof
13. Estoppel
14. Of Witnesses
15. Of the Examination of Witnesses
16. Of Improper Admission and Rejection of Evidence

Civil, Limitation Act and Personal Laws (Module-8)

1. Structure of civil courts, Jurisdiction, Res subjudice, Res judicata
2. General Jurisdiction of civil and criminal courts service of summons. Hearing
3. Judgement and Decree, Temporary Injunction and Interim order
4. Of appeal, reference, review, revision, Inherent powers of court
5. A general discussion on the contract act
6. The Limitation Act
7. The Muslim laws
8. The Hindu laws
9. The Transfer of property Act.

Revenue laws (Module-9)

1. Permanent Settlement - 1793
2. The Bengal Tenancy Act - 1885

3. The State Acquisition and Tenancy Act-1950(With special emphasis on alluvion and diluvion)
Non agricultural tenancy act-1949
4. The East Bengal (Emergency) Requisition of property Act-1948 The East Bengal Acquisition of Wasteland Act-1950
5. The East Bengal Government Lands and Buildings(Recovery of possession) Act 1952. Eviction
6. The Public demands recovery Act, 1913
7. The Bengal survey Act 1875
8. Land Holdings limitation order(P.O.98,1972) and land Reforms ordinance 1984 and various circulars related to it.

P.R.B. & Minor Acts (Module-10)

1. The Police Regulations of Bangladesh
2. The Police Act
3. Metropolitan Police Ordinance
4. Police Station Inspection
5. Police Magistrate Relationship

Relating to Marriage

6. Muslim Family law Ordinance 1961
7. Dowry Prohibition Act 1980
8. Prevention of Child Marriage Act 1929
9. Marriage and Divorce Registration Act.

Relating to special powers

10. The Special Powers act 1974
11. The Explosive substance Act 1908
12. The Explosives Act
13. The Cruelty to Women(Exemplary punishment) Act 1983
14. The Arms Act.

Relating to Vehicles

15. The Railways Act
16. The Motor Vehicles ordinance and related laws/Acts
17. The Land water-Transport Act

Relating to Border Cross

18. The Passport Act
19. The passport order
20. The Control of Entry Act

Relating to Food

21. The Pure Food ordinance
22. The Control of Essential Commodities Act
23. The Essential Articles(Price Control and Anti-hoarding Act
24. The Food (special Courts) Act

Village & Municipality

25. The Village Courts Ordinance
26. The conciliation of Disputes (The Municipal Area ordinance 1977)
27. The Municipal Administration Ordinance

Relating to Cattle

28. The Cattle Trespass Act
29. The Wild life preservation ordinance
30. The Prevention of cruelty to animals Act
31. The Meat control ordinance

Excise

32. The Customs Act
33. The Excise Act
34. The Export and Import Control
35. The Anti-corruption Act
36. The Prevention of Corruption Act
37. The B.C.L. Act.

Others

38. The Oaths Act
39. The small industries corporation Act 1957
40. The Dangerous Drug's Act
41. The Bagrance Act
42. The Touts Act
43. The Control of Disorderly and Dangerous persons Act 1954
44. The Public Gambling Act 1867
45. The suppression of Immoral Traffic Act, 1933
46. The Majority Act
47. The Children Act 1974
48. The Prisons Act
49. The Ansars Act
50. The Stamps Act
51. The Court Fees Act, 1870

Personnel Management, Office Management and Financial Administration (Module-12)

1. General Conditions of Service
2. Leave Rules and pension Rules
3. The Government Servants' (conduct) Rules 1979
4. The Government servants (Discipline and Appeal) Rules
5. Important aspects of B.S.R.
6. Secretarial Instructions, Rules of Business, Preparation of Draft/Summary of Office Inspection etc.
7. Office Security (The official secrets act 1923)
8. Important aspect of B.F.R.
9. Treasury Rules

10. The Traveling Allowance Rules and Principles of pay Fixation
11. Preparation of various types of bills, examination and keeping accounts thereof.

Annexure-III

Formal OJT Programme at Dhaka Collectorate for
new officersGovernment of the Peoples' Republic of Bangladesh
office of the Deputy Commissioner, Dhaka.

Date	Training Agenda	Attached to
2.4.81	1. An introduction to criminal procedure code 2. Structure and powers of the criminal courts 3. General provisions	A.D.M.
4.4.88	<u>Penal code</u> 1st, 2nd and 3rd chapters	ADC (General)
5.4.88	<u>Introduction to treasury rules and its functioning</u>	ADC (General) & Treasury officer
6.4.88	Matters relating to process service <u>summon, Warrant of Arrest, proclamation and attachment, summon to witness search warrant, Distress Warrnat etc.</u>	ADM
7.4.88	Discussion on Penal code Chapter IV,V,VI, and VII.	ADC (General)
9.4.88	Discussion on role and functions of the comptroller and Auditor General and Accountant General of Bangladesh, Ministry of Finance, Bangladesh Bank, District Collectorate and other attached office	District Accounts Officer
10.4.88	Discussion in Unlawful assembly and preventive measures, Execution of 144 and 145 G.P.C. and other related matters.	ADM
11.4.88	Discussion on penal code chapter IX,X, and XI	ADC (General)
12.4.88	Discussion on General Treasury functioning of district and Upazila Accounts Offices.	District Accounts Officer.

13.4.88	Information to the police about the Commission of offenses and the procedure followed by the police for investigation	ADM
16.4.88	Penel code chapter XII,XIII and XIV	ADC (General)
17.4.88	Head of accounts of Deposits and payment deposit system in Bangla- desh Bank and Sonali Bank,Prepara- tion of Chalan forms.Importance of Chalan and Vouchers(Theory and practice).	District Accounts Officer
18.4.88	Maintenance of different Registers viz. General Registers, Process Registers,File register, Witness Register etc. in the Criminal courts.	ADM
19.4.88	Penal Code Chapter XV,XVI, and XVII	ADC (General).
20.4.88	<u>Accounting procedure,Monthly Accounts</u> Treasury A. Scruting procedure of receipts and payment by dates and installments. Of chalan and vouchers(Theory & Practice) including cash serolls B. Preparation of Figure Book and Writing of cash book by dates and installments(in Theory: Receipts and payments).	Officer & District Accounts Officer
21.4.88	Filling of complaints and Police cases; Framing of charges, deposition of witness and examination of witnesses;Examination of the defense witnesses(D/W), Hearing of arguments and pronouncement of Judgement.	ADM
23.4.88	Penel Code Chapter XVIII,XIX, XX	ADM
24.4.88	Distribution procedure of chalan and vouchers relating to the preparation of schedule of accounts by installments.	District Accounts Officer.
25.4.88	Attachment to different sections operating under ADC(Rev.)	ADC(Rev.)
26.4.88	Attachment to different sections operating under (ADC(LA)	ADC(LA)
27.4.88	Attachment to ADC(Rev.) for acquaintance with General section	ADC(Rev.)

28.4.88	Attachment to ADC(LA) for finalisation the L.A. Section	ADC(LA).
2.5.88 (Fore noon)	Attachment to the ADC(Rev.)	ADC(Rev.)
2.5.88	Attachment to ADC(LA)	ADC(LA)
3.5.88 (On the probable date of the conference)	Attachment to the police, Magistracy conference, Law and order committee, Meetings, and the Judicial Conference Attend the special agricultural credit programme(SACP) meeting, District Development Coordination Committee meeting and Relief Coordination Committee meeting.	1.D.C. 2.ADM.
4.5.88 to 22.5.88 (19 days)	Attached to the court of the chief Metropolitan Magistrate, Dhaka to observe procedures of filing and disposal of general and police cases;	Expected that the probationers will have fair idea about the role of the court and its relation with the police and other Main agencies as Ministry of Home etc.
23.5.88 to 24.5.88 (2 days)	Briefing in the Establishment section to Collectorate.	A.O.(Administrative officer).
25.5.88 to 27.5.88 (2 days)	Briefing in the Fire Arms section to Dhaka Collectorate	O.C.Fire cases
28.5.88 to 29.5.88 (2 days)	Appointment of Treasury Officer and his powers; Powers and functions of the District Accounts Officer, and his relationship with the Accountant General and the Bangladesh	Treasury officer and the District Account officer.
30.5.88 to 31.5.88 (2 days)	Briefing in the Trade and Commerce (T&C) section Dhaka Collectorate.	O.C. T&C

1.6.88	Briefing in the Amusement section	O.C. Amusement section.
2.6.88	Re-imbursement procedure of the deposit in the different heads of Accounts(Theory and practice)	District Accounts Officer
4.6.88	Briefing in the Record room section.	O.C. Record Room section.
6.6.88	Briefing in the loan and General Certificate section	O.C. General certificate section.
7.6.88	Introducing the development and relief section	O.C. Dev./ Relief section.
8.6.88	Introducing the Nejarat Section	NDC
9.6.88	Introducing the Judicial Munshikhana & (J.M. Section)	O.C. J.M. Section
11.6.88	Acquaintance with the general section	O.C. General section
12.6.88	Maintenance of personal accounts its importance, opening method and its function	District Accounts Officer(DAO)
13.6.88	A. Rules relating to the adjustment of the Income Tax under income tax head	D.A.O.
	B. Re-adjustment of the receipt and Payments of the Public works deptt. (PWD) post. Telegraph and telephone and forest deptt (Theory and practice)	D.A.O.
14.6.88	Rules and procedures on the payment of pension and gratuity to the pensioners; Powers and the functions of the treasury officer in this organisation.	D.A.O.
15.6.88	Scrutiny of the pension Register pension and gratuity payment order by the disbursing officer.	D.A.O.

- 18.6.88 Indentification of pensioners District drawing of the pension and Accounts its arrears, death of the Officer pensioners and grant of (DAO). family pension, and submission of reports to the Accountant General.
- 19.6.88 A. General rules and regulations D.A.O. of personal deposit accounts in the Treasury.
B. Revenue deposit. Recovery D.O. and repayment (Theory and practice)
- 20.6.88 Written examination (with books) D.O. on the treasury training.
- 21.6.88 To leave Head Quarters for Savar by Jeep During the visit probationers are expected to gain fair ideas about the function of the various department of the Upazila Parishad.
a) To visit the Upazila Parishad Office
b) attend the Upazila Parishad meeting
c) inspect one Tahsil office or one Union Parishad office
d) Visit Sinhar Garments at Savar and prepare a report on it
e) Return to the Collectorate.

Signature

ADC (General).Dhaka

Annexure-IV

ORIENTATION PROGRAMME FOR NEWLY-RECRUITED BCS(SECTT)
CADRE OFFICERS

People's Republic of Bangladesh
Ministry of Establishment
Section: Internal Training-III

No. ME(SK-I-MIS-6/88-68(122))-
16.2.88

3.11.94

A short training on secretariat Organisation, Programme, Performance and Service for newly recruited officers of BCS (Secretariat) Cadre to be held at the library of the Ministry of Establishment from 17.2.88.

Date ----	Time -----	Subject -----
17.2.88 -	10:30	Inauguration
18.2.88	08:00-08:40	(Secretariat) Cadre Service rules and its future. Organization of different cadres and the procedures.
18.2.88	08:59-09:30	Structure of different cadres and the procedures involved.
20.2.88	08:00-08:40	Rules and procedures of opening, indexing and pressrvng secretariat files.
20.2.88	08:50-09:30	Rules and procedures of noting,drafting and summary and letter writing.
22.2.88	08;00-08;40	Secretariat Instructions.
22.2.88	08:50-09:30	Management of Government employee welfare.
23.2.88	08:00-08:40	Rules and procedures of bill preparation and verification.
23.2.88	08:50-09:30	Rules of using government vehicles and office materials.
24.2.88	08:00-08:40	Coordination between the secretariat and the field offices.
24.2.88	08:50-09:30	Leave rules and their application.
25.2.88	08:00-08:40	Office management, office security rules.

25.2.88	08:50-09:30	Financial control, budget preparation other financial rules.
27.2.88	08:50-09:30	Rules of Business and their application
27.2.88	08:50-09:30	Information and Methods of training
28.2.88	08:50-09:30	Organization and Audit rules
28.2.88	08:50-09:30	Discipline and Appeal rules
29.2.88	08:00-08:40	Annual confidential report, PDS- application in service writing collection and preservation.
1.3.88	08:00-08:40	Conduct rules for government employee
1.3.88	08:50-09:30	Promotion procedures and processing of promotion cases.
2.3.88	08:00-08:40	Relationship of the Ministry with its subordinate offices and with other ministries.
2.3.88	08:50-09:30	Procedure of making rules and recommen- dations.
5.3.88	08:00-08:40	Review discussion on opening, indexing and maintenance of files, noting, drafting and summary writing.
5.3.88	08:50-09:30	Development project preparation
6.3.88	08:00-08:40	Implementation of development projects
6.3.88	08:50-09:30	Course Evaluation
6.3.88	10:00-10:30	Concluding session

Signed
(Hafizul Islam Mia)
Sr.Asstt. Secretary
&
Training-in-Charge.

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