

Socio-economic Background of the Civil Servants of Bangladesh: An Explorative Study

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Executive Summary

While policy makers formulate laws and regulations, it is the civil servants who implement them to facilitate the economic development in order to ensure maximum welfare of the citizens. Thus, the civil servants have a vital role in facilitating the overall development of the country. Questions arise as to who the civil servants are in Bangladesh? What about their socio-economic background? Do they represent the mass people of Bangladesh? An attempt has been made in this study to depict the socio-economic background of the civil servants of Bangladesh. The specific objectives of this study include i) to depict the background of the civil servants by explaining the information on parents, and grandparents' profession and economic status, ii) to explain the demographic background of the civil servants, iii) to assess the trend of rural-urban participation in the civil service of Bangladesh; and iv) to portray the expected background of their future spouses and parents-in-law.

For the convenience of the study, we interviewed 571 entry-level civil servants of different BCS batches who were the participants of the different Foundation Training Courses (FTCs) organized by BPATC. Among the sample respondents, 92 are the female civil servants that comprise 16.1 percent of the total respondents. Our sample consists of seven BCS batches that include 22 different cadre officials. The oldest batch in the sample is the 18th BCS recruitment batch and the newest batch in the sample is the 27th BCS recruitment batch. We supplied a well-designed and pre-tested structured questionnaire to the trainees while they were participating in the Foundation Training Courses. We prepared our questionnaire in Bangla to make it easier to understand by the sample civil servants. We applied MS Excel and STATA software for analysing the collected data. All possible logical verifications were applied to make the data consistent and error free. Frequency tables, percentage distribution and cross tables by cadres and by different socio-economic aspects were illustrated to examine the socio-economic background of the civil servants.

Major Findings

- 1 It is found that the participation rate in civil service from Dhaka has been increasing over the sample period, while participation rate in civil service by the people of Sylhet division is extremely low.
- 2 The study confirms that more than 50 percent of the civil servants are coming from the rural areas. The rate of participation from the rural areas, however, is decreasing over the

years

3. This study confirms that the level of education of the parents and grand parents of the sample civil servants are relatively high.
4. The study shows that the civil servants have come mostly from the low-income and lower-middle income families, where both agriculture and service are the major income sources of the families of the sample civil servants. Findings 2 to 4 thus confirm that the civil servants are mostly coming from the rural areas, but relatively from the affluent and highly educated families.
5. The study confirms that the rich and urban based families have been increasingly attracting to the civil service.
6. The study confirms that the civil servants in Bangladesh are generally highly educated mostly with post-graduate level of education.
7. It is found that the majority of the civil servants have studied humanities as their major.
8. Importantly, this study confirms that the civil servants are mostly educated in Bangla medium and also in English medium but only at the post-graduate level.
9. Most of the civil servants possess prior working experience before joining the civil service.
10. The majority of the civil servants are satisfied with their present job
11. Spouses of the civil servants are also highly educated of whom more than 50 percent have post-graduate level of education.
12. One-third of the spouses of the male civil servants and cent percent of the spouses of the female civil servants are working spouses in the service sectors.
13. It is found that the male civil servants expect that their spouses must have the graduate level of education at the minimum. Female civil servants, on the other hand, expect that their spouses must have post-graduate level of education at the minimum.
14. Present study confirms that most of the civil servants expect that their spouses will be working spouses with a job. It is, however, the case that nearly 20 percent of the male civil servants expect to have spouses who will be housewives
15. Most of the sample male and female civil servants expect that their fathers-in-law will be a service holder in the government sector.
16. This study found that a significant number of civil servants participated in the FTCs comparatively at their old age.
17. The study confirms that the participation by female in the civil service is low, which is not proportional to the male-female ratio of the country.

18. It is found that the cadre combination for FTC is not proportional to cadre, in which sometime a specific cadre dominates a specific FTC batch.
19. This study supports the view that the participation of women in overall economic activities in Bangladesh is alarmingly low. It is found that more than 40 percent of the male civil servants' spouses are housewives who have post-graduate level of education.

Conclusion

The study reveals that at least half of the BCS officials come from the rural areas, but the rate shows a decreasing trend. The civil servants mostly belong to lower and lower-middle income families, where agriculture and service are the dominant family income sources. Academic achievements of the BCS officials are high. Most of them have postgraduate qualifications. Majority of them have studied humanities as their major. Bangla has been the predominant medium of their education. Almost 70 percent are satisfied with their present job. The spouses of the civil servants are also highly educated and almost one-third spouses of the male civil servants and cent percent spouses of the female civil servants are employed in the service sector. Based on the major findings, the study made some policy recommendations.

Policy Recommendations

This study clearly demonstrates that the rural representation in the civil service is showing a decreasing trend. If this finding is a result of rapid urbanization of the rural areas then the concern may be ignored, but if it is a result of alienation of the rural people because of the commercialization of education system of the country then this might create tension in the society in the long run. Therefore, the participation of the rural meritorious people into civil service should be encouraged either by facilitating quality higher education in the rural areas or by implementing some special provisions. However, any change in the existing recruiting system must be examined in detail before taking any action on this issue. Particularly, the total social cost and benefit must be measured before addressing any changes in the recruiting system. It requires further careful and separate study on this issue.

Necessary action should be taken to ensure that the civil servants can participate in the FTC just after joining the civil service. The physical and human capital capacity of BPATC should be strengthened to ensure imparting timely training to newly BCS recruits. The Ministry of Public Administration should try not to send civil servants to field administration before their

Foundation Training An action plan should be developed immediately to solve the existing backlog relating to foundation training to ensure timely training in the future.

The Ministry of Public Administration should nominate trainee officials to FTC in such a way that it ensures the proportionate participation by each cadre to ensure the development of maximum horizontal networks among the civil servants

As the study confirms, the majority of the sample civil servants studied humanities as their major, the introduction of quantitative technique into FTC might be required to ensure the acquaintance of the civil servants with very basic statistical tools and methods. The issue again however, should to be examined thoroughly on the issues of what should be taught and the mode of training.

The existing training programme on English language must be strengthened as most of the civil servants have studied in Bangla medium BPATC has recently established a modern English language laboratory. Besides, the regular English training under FTC, BPATC can introduce an intensive English Language training programme for the civil servants. Similarly, the training programme on English language should be introduced in other training institutes as well for the civil servants.

This study clearly demonstrates that the female participation in the civil service is alarmingly low The study, thus, supports the female quota system in the BCS recruitment policy in Bangladesh.

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Chapter I

Introduction

1.0 Introduction

Bangladesh has emerged as a sovereign nation on December 16th, 1971 after a bloody war against Pakistan. The major force behind the creation of Bangladesh was to develop an exploitation free, economically developed society where every citizen will enjoy complete freedom in every aspect of life. To ensure economic development, however, the formulation and the proper implementation of the development-facilitating laws, rules and regulations are enormously required. While policy makers formulate such laws and regulations, it is the civil servants who implement them to facilitate the economic development in order to ensure maximum welfare of the citizens. Thus, the civil servants have a vital role in facilitating the overall development of the country. Questions arise as to who the civil servants are in Bangladesh? What about their socio-economic background? Do they represent the mass people of Bangladesh?

Although the importance of understanding the socioeconomic background of the civil servants is highly recognized (e.g., Khan and Ahmad, 2008: 53), to our knowledge, existing studies seldom focus on this important issue. Alam and Rahman (2009) tried to examine the socio-economic background of the civil servants of Bangladesh; however, their approach is apparently not successful due to the small number of samples that creates biased findings. Using information from less than 50 civil servants, they tried to depict the socio-economic background of all of the civil servants in Bangladesh, and they come up with the findings that the civil servants in Bangladesh do not represent the rural people instead they come mostly from the urban affluent families. Thus, the finding should be rechecked using a large nationally representative sample. To fill in the gap, in this study an attempt has been made to depict the socio-economic background of the civil servants in Bangladesh using information from more than 550 civil servants comprised of 22 different cadres.

We believe that the present study is important for two reasons. In their seminal work, Khan and Ahmad (2008) acknowledged that a research on the socio-economic background of the civil servants of Bangladesh is important at least for understanding the usefulness of the quota system in the BCS recruitment process. The present study is a modest attempt to unfold the socio-economic background of the civil servants in Bangladesh, although we did not directly

address the issue of the quota system in our study. The second reason is a corollary of the first one. Around 75 percent of total population in Bangladesh lives in the rural areas. Thus, basic understanding and familiarity of the civil servants with the rural Bangladesh is utmost important for facilitating the rural development of the country. Surprisingly, existing literature on the public administration and civil service in Bangladesh seldom focuses even on simple questions, such as what proportion of civil servants in Bangladesh come from the rural areas, and whether the rural urban participation trend in the civil service is diverging or converging over the time.

In this study, using primary information collected from 571 entry-level civil servants of different BCS batches, a general attempt has been made to explain the socio-economic background of the civil servants of Bangladesh. The specific objectives of this study include:

- i. to depict the background of the civil servants by explaining the information on parents, and grandparents' profession and economic status;
- ii. to explain the demographic background of the civil servants;
- iii. to assess the trend of rural-urban participation in the civil service of Bangladesh; and
- iv. to portray the expected background of their future spouses and parents- in-law.

1.1 Materials and Methods

1.1.1 Sampling and Data

Bangladesh Public Administration Training Centre (BPATC) organizes Foundation Training course (FTC) for the new entrants in the Bangladesh Civil Service. For our convenience, we interviewed the sample civil servants who were the participants of the different Foundation Training Courses (FTCs) organized by BPATC. Our sample consists of seven BCS batches that include 22 different cadre officials. The oldest batch in the sample is the 18th BCS recruitment batch and the newest batch in the sample is the 27th BCS recruitment batch. We supplied a well-designed and pre-tested structured questionnaire to the trainees while they were participating in the Foundation Training Courses. We prepared our questionnaire in Bangla to make it easier to understand by the sample civil servants.

Our target was to interview all of the trainee civil servants from 18th BCS recruitment batch to 27th BCS recruitment batch. However, we failed to get information from each of the trainee civil servants. Moreover, due to the very low rate of return of filled in questionnaires from BCS batches 23 and 26, we omit them from our sample. This report is thus based on the

information collected from the sample civil servants of 18th, 19th, 20th, 21st, 24th, 25th and 27th BCS batches. A total of 571 trainee civil servants were interviewed from these batches. Table-1 presents the distribution of the sample civil servants by their joining in the service and sex.

Table1: Distribution of the Sample Civil Servant by BCS Batch and Sex

Batch	Male	%	Female	%	Sub-Total	%
18	78	16.3	17	18.5	95	16.6
19	60	12.5	6	6.5	66	11.6
20	35	7.3	8	8.7	43	7.5
21	41	8.6	10	10.9	51	8.9
24	126	26.3	18	19.6	144	25.2
25	102	21.3	12	13.0	114	20.0
27	37	7.7	21	22.8	58	10.2
Total	479 (83.9)	100.0	92 (16.1)	100.0	571	100.0

Source. Sample survey

Table1 shows that the highest number of the respondents belong to 24th and 25th BCS batches. These two batches comprise 45 percent of the sample respondents. The recruitment batch 20 comprises the lowest number of respondents, which are only 43 that comprises only 7.5 percent of the total respondents. The second lowest number of respondents came from the 27 batch, which is only 58 and comprises a little more than 10 percent of the total respondents. Table-1 also presents the sex distribution of the sample respondents by the BCS batch. Out of 571 sample respondents, 92 are the female civil servants that comprise only 16.1 percent of the total respondents.

1.1.2 Research Methods

To depict the socio-economic background of the civil servants of Bangladesh, we collected information on the level of education, age, medium of education, permanent address, and importantly the information on income and profession of the parents and grandparents of the civil servants. We chose these aspects assuming that these variables can reflect the socio-economic background of a person. We also collected information on the job satisfaction level, and the prior working experience of the civil servants to understand their perception about the present job.

The Data entry was done using MS Excel and STATA software. An appropriate data entry and cleaning programme was developed to ensure the storing of the error free data. All possible logical verifications were applied to make the data consistent and error free. Frequency tables,

percentage distribution and cross tables by cadres and by different socio-economic aspects were illustrated to examine the socio-economic background of the civil servants.

1.2 Limitations of the study

The major limitation of this study is that it is simply a descriptive type of research based on primary data, from which we can mere infer some general facts. This study, therefore, lacks any suggestion that might have immediate use for policy implication and action.

Secondly, we could not cover the entire trainee civil servants who belong to our sample BCS recruitment batches. So, the study might suffer from the biasness that comes from the sample selection problem. Moreover, biasness might also arise due to the lack of the proportional participation by every cadre in the sample. Furthermore, this study did not consider the mid-level and senior level civil servants. Thus, the findings and suggestions based on the present research might suffer from the general applicability, which requires further careful study based on census survey.

1.3 Organization of the Study

The organization of this study is as follows. While Chapter 2 includes literature review, Chapter 3 includes data analyses and presentation. While the major findings are presented in Chapter 4, the conclusion and the policy implications are presented in Chapter 5.

Chapter II

Literature Review

2.0 Introduction

In the Indian subcontinent, the civil service is a product of an evolutionary process that started to develop with the mercantile service of the East India Company in the 16th century. This chapter mainly explains the history of the evolution of the civil service in the Indian subcontinent and Bangladesh, starting from the development of the mercantile service of the East India Company and concluding with the emergence of civil service in independent Bangladesh. This chapter also put some light on the recruitment system, the socio-economic background of the civil servants and the provision of training of the civil servants during the British and Pakistan periods.

2.1 The Evolution of the Civil Service in British India: Mercantile Service, 1601-1722

The British Indian Civil Service traced its origin from December 31, 1600 when Queen Elizabeth granted a charter and authorized the East India Company for private trading (Ahmed, 1968: 2-3) The Company was engaged mainly to conduct export-import business with India for about 150 years until they became the ruler of India firstly by defeating the last sovereign Nawab of the Bengal in a war in Palashi in 1757. After the war of Palashi, the Company gradually concentrated and expanded their power in the greater India and emerged as the undisputed ruler of a vast area of India. The servants of the Company, who were previously completely engaged into export-import business, started to perform some other activities such as, the collection of revenue and tax, judicial, political and other administrative tasks. Many of the Company's servants became wealthy by exploiting the natives and returned to England as wealthy 'Nawabs'. The Parliament in London thus questioned the Company's dual role as private exploiter and public administrator and insisted the Company to segregate its trading activities from its military and civil administrative functions.

The term 'civil service' was first used in or around 1785 to distinguish between the military and civil sectors of the East India Company's employees (Goodnow, 1964:31-32). The term Civil Service was first used to designate those servants of the East India Company who were firstly engaged in mercantile works and later performed some administrative tasks, but usually did not involved into military or naval activities. The purpose was to distinguish them from those whose duties were of a naval and military in nature. Thus the term 'civil service' acquired a new meaning 'connoting not the status of non-combatants, but the work of civil administration in

which its members were engaged (Ahmed, 1968: 2-3). Thus, in the beginning, the Company was a body of merchants with no responsibilities other than private business, but when they acquired the political status and power, the trading operations were replaced by governmental functions. In this way, the servants of the Company were transformed from traders into civil servants or administrators (Ahmed, 1968: 3).

2.2 Recruitment and Training of Civil Servants during the Company Era

The recruitment of the civil servants during the early period of British India was based on a system of patronage. Under this system, a company director could nominate any young man as servant of the Company. The qualifications that were insisted upon were the good knowledge on book keeping, accountancy and the good handwriting. The age of a typical recruit varied from time to time. In the early days of the mercantile service under East India Company there was no organized provision of training for the recruits either in England or in India. Lord Wellesley was the first Governor General to establish a college at Fort William in 1800. This college was founded for giving primary instructions in the form of training to the newly recruited Company servants upon their arrival in India. Later a three years long programme was introduced for the servants of the Company. The three years long programme included instructions on liberal arts, modern history and literature, classical history and literature, laws of nations, ethics and jurisprudence. The syllabus also included India-specific subjects: Sanskrit, Arabic and Persian literature, Urdu, Bengali and Marathi languages; the different codes followed in India; the regulations which had been passed from time to time by the Governor General in the Council and the history of India from all standpoints. The training at the college had significant effect on the quality and character of civil servants (Ahmed, 1968: 165-166). It set all at once a new tone in the civil service (Ahmed: 1968.165-166). In the early days, the servants of the Company were divided into five grades. These were: apprentice, writers, factors, junior merchants and senior merchants. The conditions of service were adverse and unfavorable. Salaries were ridiculously low. Therefore, most of the servants of the Company supplemented their poor pay by engaging into private trade (Ahmed, 1969: 3).

2.3 Early Modernization of Civil Service in Company Ruled the India, 1822 – 1855

The foundation of the modern civil service was established in this era. During this period, Robert Clive, Warren Hastings and Cornwallis tried to modernize the Company civil service. Robert Clive compelled the Company's servants to execute bonds, by which they were forbidden to carry any private trades. Hastings abolished the facility under which the goods of the Company servants were exempted from duties. During this period, the training for the civil

servant was introduced and some criteria for the selection of civil servants were started to practice. Some of the selection criteria were as follows:

- i. The candidates' age limit should not be less than 18 and not more than 22;
- ii. The candidate must submit a testimonial of good moral conduct from the Principal or from the previous employer;
- iii. Introduction of formal training for a period of six months at Halebury College, UK before coming to India;
- iv. A board of examiners was formed to monitor the recruitment process.

In 1833, another act of parliament sought to introduce three major changes. Firstly, it strengthened the government control over the East India Company's service through the Board of Control which was a parliamentary body. Secondly, a disciplinary control over the civil servants employed by the company was introduced. Thirdly, a method of selection of the civil servants through a limited competition was initiated, but facing a strong opposition from the Company, the system of limited competition was not put into effect until 1837 (Ali, 1993:2). In fact, the development of the administrative machinery was completed by stages through a series of experimental measures during this era. Finally, competitive examination was included in 1853 by the Charter Act of 1853.

During 1856 to 1920, civil service in British India was semi modernized. The Charter Act of 1853 abolished the system of nomination by the Court of Company Directors. The Board of Control was authorized to select candidates through a recommended system. This was followed by the constitution of a committee led by TB Macaulay to assist the Board of Control to make regulations relating to the procedure of recruitment. The eligibility criteria remained the same as before except that.

- i. The age limit of recruit would be in between 18 – 23 years;
- ii. Each candidate would choose the subjects in which he wished to be examined.

A candidate would take three chances for passing the examination. Seniority was determined on the basis of the marks obtained in the examination. It is noted that after the first war of independence in 1857, the governance of India was taken over by the Crown from the hand of Company, and the Civil Service Commissioner was appointed as the examiner of the recruitment system.

2.4 Indianization of Civil Service in British India, 1921-1947

During 1921-1947, Indianization of the civil service started and completed. The employment policy during the early years of Company was that the civil servants were to recruit entirely from England. The career started at the bottom with gradual rise to the top most positions. These early recruits entered into a covenant with the Company to serve it with loyalty and honesty. They also gave job security for doing so. For this reason, it came to be known as the Covenanted Service. Following the recommendations of the Aitchison Commission (December 23, 1887), the former covenanted civil service came to be known as Indian Civil Service (ICS) recruited by open competition in England. The other category of civil servants those who were in some subordinate positions did not enter into any covenant. These un-covenanted civil servants consisted of both the English and the Indians who were mainly employed in the revenue and judicial departments. After December 23, 1887 the un-covenanted civil service came to be known, as Provincial Civil Service under the names of the provinces to which they belonged, later this was ultimately known as the Bengal Civil Service. Importantly, the Indian Civil Service (ICS) in the later was emerged as the most important instrument to control India by the British (Goodnow, 1964:33-34).

The ICS officers held almost all of the top administrative and judicial positions. In accordance with the British practice, the police and military officers were subordinate to the civil servants. Thus, the ICS officers were literally the men who ruled India, responsible only to the Governor General of India and the British Government. The ICS and the police service have been described collectively as the "steel frame" through which the British controlled the subcontinent for a pretty long time (Ahmed, 1968: 36).

2.5 Evolution of Civil Service in Pakistan, 1947-1971

With the creation of Pakistan in 1947, the inherited structure of the civil service remained more or less intact. After partition, Pakistan adopted a parliamentary system of government within the framework of a federal constitution. The constitution incorporated several provisions relating to the civil service. The constitution of 1956 defined the status of the civil servants by laying down that the members of the Central and all Pakistan Services would hold offices upon the pleasure of the Governor (Ahmed, 1969: 46). The service structure of the central government of Pakistan, till 1971, fell into two main categories. At the apex of the central services was the Civil Service of Pakistan (CSP). At the provincial level, there were as many as

27 services or classes of services (Ali, 1993: 8-9). Within a year of independence of Pakistan, the secretariat took a definite shape.

In 1950, the secretariat of Pakistan consisted of 12 departments excluding the Prime Minister's department. The 12 departments were: Home, Finance, Commerce, Labour and Industries, Agriculture, Co-operative and Relief, Communication, Buildings and Irrigation, Education and Registration, Health and Local Self-government, Judicial and Legislative, Revenue, Civil Supplies, Planning and Public Relations (Ali, 1993: 8-9). By 1962, two new departments were created. These are: Communications and Transport; Services and General Administration. During this period, the rules of business were also introduced. After the completion of the restructuring of the constitution in 1962, a need was felt to frame a new set of rules of business in accordance with the constitutional provisions. On June 08, 1962, all previous rules of business were superseded and a set of new rules were framed. In 1966, the secretariat consisted of 361 officers of different grades and nomenclature (Ali, 1993: 49). By 1971, the number of departments in the secretariat was raised from 15 to 17.

2.6 Provision of Civil Service Training During Pakistan Era, 1947-1971

After independence in 1947, Pakistan established The Civil Service Academy to prepare, as rapidly as possible, new civil servants to take the administrative responsibility. The training course at the Academy lasted for nine months. It was divided into three unequal terms. The first term ran from October to the end of December; the second term began in January and ended in April; and the third term included only the very hot months of May and June (Goodnow, 1964: 165-166). The morning programme started at 6.00 am with an hour of horseback riding before breakfast. From 8.45 am until 1.00 pm the new recruits attended the classroom sessions. Training sessions included Urdu, Bangla, legal codes on revenue, criminal and administration etiquette etc. There was a system of written examinations. The examination carried a total of 500 marks; 270 were allotted to legal subjects and elementary surveying; 120 marks to Islamic studies; current events and the reading list; 60 to language and 50 to horsemanship (Goodnow, 1964: 168).

2.7 Civil Service in Bangladesh, 1971 and onwards

Bangladesh emerged as a sovereign nation on December 16th, 1971 after a bloody war against the Pakistani military government. After independence, Bangladesh simply adopted the Pakistani system of civil service. In August, 1972, there were 24 ministries in the Bangladesh Secretariat. Largely amalgamating and separative 17 provincial departments, which functioned

prior to December 1971, created these ministries. The absolutely new creations were Cabinet affairs, Defense, Foreign, Postal, Telegraphs and Telephones and Shipping and Airways. By 1973, the central secretariat consisted of 25 ministries with 29 divisions under the charge of 20 ministers (Ali, 1993: 5-53). In 1975 *The Rules of Business* were framed and the Secretariat Instructions 1976 were circulated. Now, there are 34 ministries and 10 divisions are in operation in Bangladesh (GOB website, 2010)

The recruitment process in the civil service of Bangladesh is open to every competent citizen of the nation. The process of selection is rigorous and highly competitive and mostly unbiased, and, thus, tends to be free from any political intervention. Importantly, to ensure the equal participation by disadvantaged groups in Bangladesh, government has introduced a quota system. The details of the quota system and its merits and demerits can be seen in the seminal work by Khan and Ahmad (2008). They conducted a detailed study on the effect of quota system in the Bangladesh Civil Service (BCS) recruitment process. Bangladesh government has introduced a strong training system for enhancing the competency of the civil servants. The introduction of the Public Administration Training Policy (PATP) is the reflection of that strong commitment. All civil servants need to participate in their departmental training programmes organized by their own departments. However, the Bangladesh Civil Service Recruitment Rules, 1981 makes the Foundation Training Course (FTC) compulsory for all the recruits to the Bangladesh Civil Service (BPATC, 2002: 1) Bangladesh Public Administration Training Centre (BPATC) is responsible for imparting Foundation Training Courses (FTC) to civil servants of all cadres except the civil servants in education and health professional cadres. The system of promotion is mainly based on the seniority. In 2006, a total of 93839 class-I officers were working in all of the Ministries/Divisions, Department/Directorates and in autonomous organizations, of which majority were belong to 29 different cadres of Bangladesh Civil Service (BBS, 2008).

2.8 Socio-Economic Background of the Civil Servants

We already have mentioned that there is a lack of rigorous study on the socio-economic background of the civil servants of Bangladesh. During the Pakistan era, the candidates selected for CSP, and also for Pakistan Foreign Service, usually ranked in the top half of those who passed the recruitment examination. A typical selectee would be a Muslim, approaching to his twenty-third birth day, who had studied beyond the bachelor's degree level, and was able to read, write and speak English with some fluency and accuracy. The CSP would be very bright

and self-confident. Usually, the CSPs were from the affluent families who had a better educational opportunity that not accessed by more than one Pakistani in one thousand (Goodnow, 1964: 162).

To unfold the socio-economic background of the CSPs in Pakistan, a study was undertaken by M. Salim and A. Jilani (1957) that put some light on the typical family backgrounds of the CSP. The study showed that two thirds of CSP recruited in the five years after 1951 came from the families whose household heads were the government employees in India or in Pakistan. A substantial number came from the families of government clerks. Nearly 20 percent were members of the commercial classes and only 13 percent were come from the families that engaged into agriculture. The study also found that most of those selected for the CSPs came from the middle-income families. In this study it is found that, 64 of the 89 selectees had either MA or LLB degree, 20 had only baccalaureate, while of five of the 89 CSP studied abroad. The findings, therefore, suggest that the civil servants in Pakistan did not represent the rural Pakistan rather they represented the urban high class people whose parents were reasonable educated with fixed or stable income.

As we mentioned earlier, very few studies have focused on the socio-economic background of the civil servants in Bangladesh. An exception is the study conducted by Alam and Rahman (2009). However, the study plagued with the problem of small sample and consequently the biased findings. Using information from only 49 civil servants those who were the participants of 10th Law and Administration Training course in Bangladesh Civil Service (Administration) Academy, Alam and Rahman (2009) found that the civil servants in independent Bangladesh mostly represent the middle class family, which is similar in pattern in the early British and Pakistan period. Thus, the study concludes that as most of the civil servants in Bangladesh came from the urban areas and do not represent the rural Bangladesh, and they mostly tend to “be isolated from the common people” (Alam and Rahman, 2009: 128). The problem with the findings is that the conclusion is based only on 49 civil servants, who might not be representative to the entire population. Thus, the findings might be biased and cannot be generalized. Considering the importance of the issue, Khan and Ahmad (2008) urged to conduct a separate study to unfold the socio-economic background of the recruits to BCS Using a nationally representative data, this study has made an attempt to fill in this research gap.

Chapter III

Data Analysis and Major Findings

3.0 Basic Information about the Sample Civil Servants

The present study is based on the information collected from 571 entry-level civil servants of Bangladesh. Table-2 presents the age and sex distribution of the sample respondents. The age is calculated on the day when he or she joined in Foundation Training Programme at BPATC. The table shows that while more than 90 percent of the respondents were less than 35 years old, when he or she joined in Foundation Training Programme, more than nine percent of the respondents were older than 35 years. Foundation training is designed to provide training to the entry-level civil servants, however, both due to supply and demand constraints, the newly recruits to BCS cannot participate in the FTC programme just after joining in BCS. Supply side constraint arises due to the physical and human capital capacity constraints of BPATC. At most, BPATC can organize only three FTCs in a year. Thus, a number of newly recruited BCS officials need to wait for participating in the said training programme.

Table2: Age and Sex Distribution of the Respondents by BCS Recruitment Batch

Age group	Sex				Total	Percentage
	Male	%	Female	%		
25-29	126	26.3	23	31.9	169	29.6
30-34	309	64.5	41	56.9	350	61.3
35-39	42	8.8	08	11.1	50	8.8
40-44	02	0.4	00	0.0	02	0.4
Total	479	100.0	72	100.0	571	100.0

The demand side constraint arises due to the policy of the Ministry of Public Administration (MOPA). Ideally, the MOPA should send the newly recruited civil servants for training to BPATC directly after their recruitment. The Ministry however, in many cases send the newly BCS recruits to work in the field administration for several years. The high average age of the entry-level civil servants in table2 is the reflection of both demand and supply side constraints in providing training to the newly BCS recruits. For clearer presentation, Table2 has been presented in graphical form.

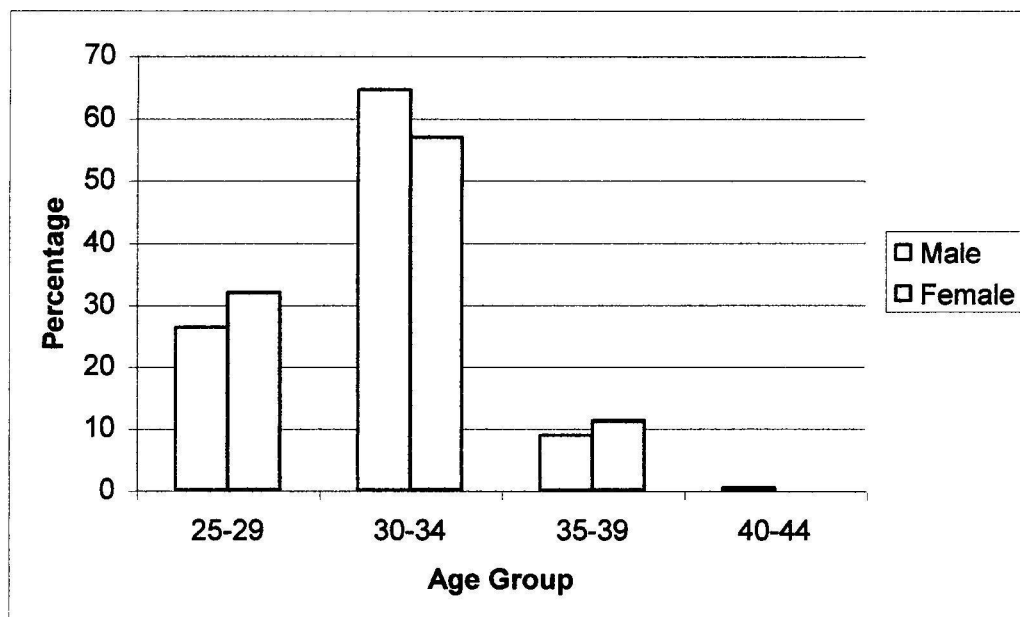
Figure1: Age Distribution of the Respondents

Figure1 shows that the mean age of the civil servants (including both male and female) at the time of participating in the FTC lies in the age group of 30-34 years. The figure clearly shows that more than 10 percent of the female and nearly 10 percent of the male cadre officials participated in the FTC programme when they were 35-39 years old.

As Foundation Training Programme is a rigorous training programme that basically has designed for the young officials to make them fit intellectually, mentally and physically, this program might not benefit the officials who are relatively old and who have already served in the field for several years.

Table2 also shows that out of 571 sample respondents, a total of 72 respondents are female. Figure-2 shows that female participants comprise only 16 percent of the sample. The low participation rate of the female officials in Bangladesh Civil Service is simply the reflection of the entire Bangladesh, where females are lagging behind compared to their male counterparts almost in every social and economic aspect. This simple observation may justify the female quota system into BCS recruitment process. However, it needs further careful studies to make a clear conclusion.

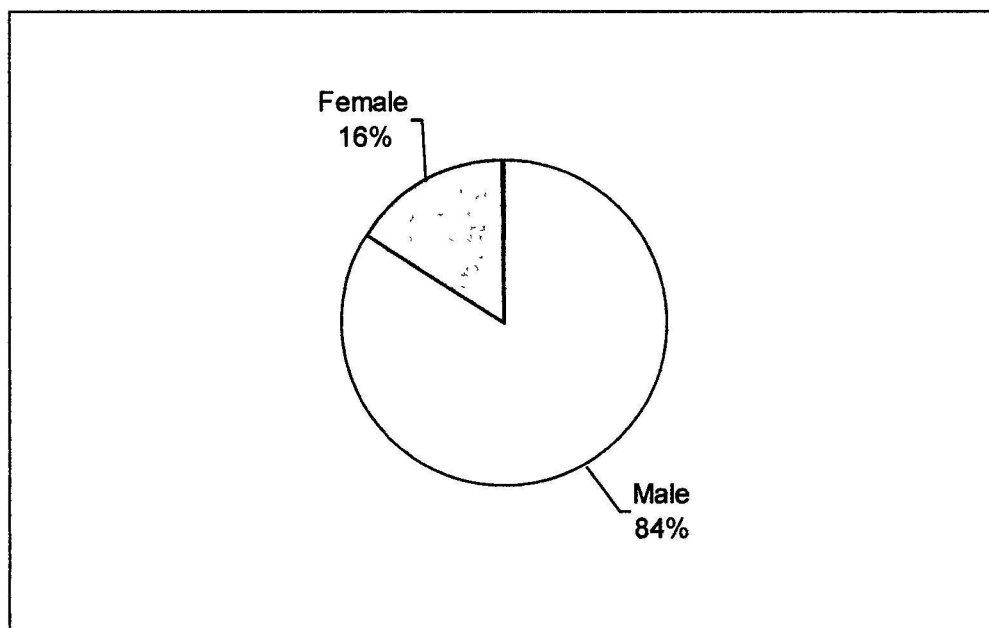
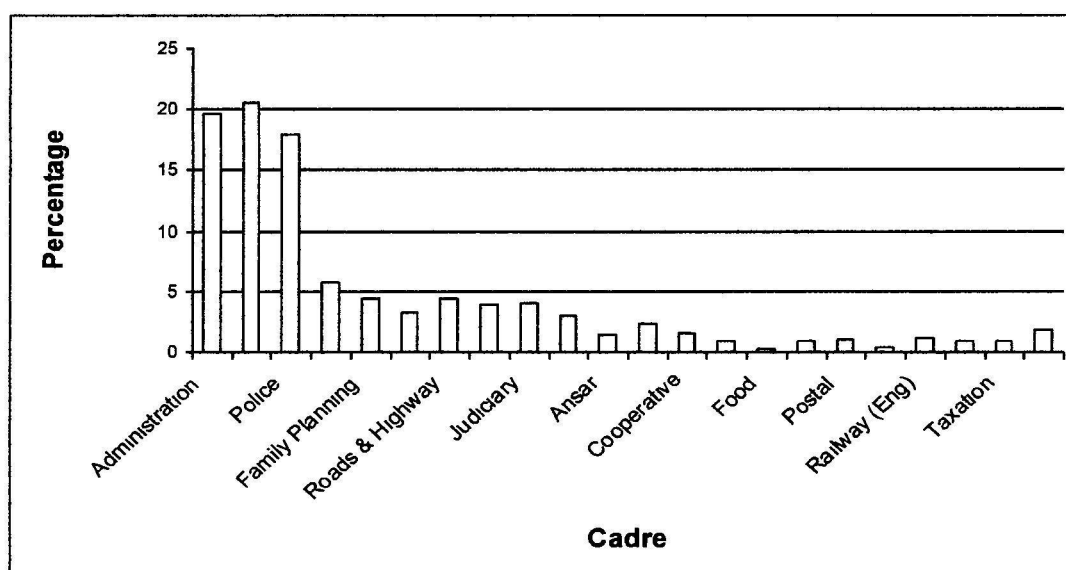
Figure2: Sex Distribution of the Respondents

Figure3 presents the cadre distribution of the sample respondents. The sample of 571 civil servants belongs to 22 cadres. Out of 22 cadres, BCS administration, police and livestock cadres comprise nearly 60 percent of the sample respondents. The other dominant cadres in the sample are the information (5.8%), roads and highways (4.4%), family planning (4.4%), judiciary (4.0%), and agriculture (3.9%). Details of the cadre distribution of the respondents are presented in Table-1 in the annexure.

It is important to mention here that participation of the cadre officials in the FTCs is not proportional in the sense that some batches are completely dominated by officials from some specific cadres. For example, the 25th FTC was mainly dominated by BCS Judiciary and BCS Family Planning officials, and there was no officer from BCS Administration cadre. As the enhancement of horizontal networks among the cadre officials is one of the important objectives of FTC, trainee officials in every FTC should be proportionately distributed based on their cadres, in which participation of every cadre will be ensured. It will ensure the development of the highest level of horizontal network among the civil servants.

Figure3: Cadre Distribution of the Sample Respondents



3.1 Family Background of the Sample Civil Servants

In the next few tables and graphs the rural-urban affiliation of the sample respondents have been presented. Table3 and figure4 present the spatial distribution of the respondents based on their birth place. In the questionnaire, respondents were asked in which district they were born in. Based on the information we sum-up their birth places by divisions.

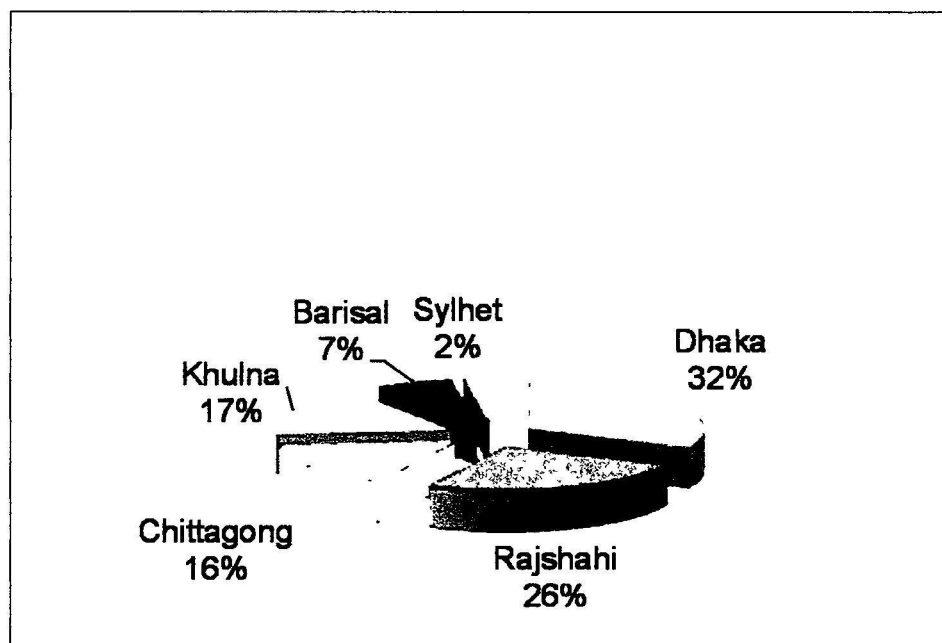
Table3: Spatial Distribution of the Respondents

Batch	Division						Total
	Dhaka	Rajshahi	Chittagong	Khulna	Barisal	Sylhet	
18	25	25	16	17	09	03	95
19	25	27	05	07	02	00	66
20	15	10	07	06	05	00	43
21	15	13	09	11	03	00	51
24	58	32	18	22	10	04	144
25	24	26	25	31	05	03	114
27	23	10	13	04	06	02	58
Total	185 (32.4)	143 (25.0)	93 (16.3)	98 (17.2)	40 (7.0)	12 (2.1)	571 (100)

Table3 shows that out of 571 sample civil servants, a total of 185 are from Dhaka division. It is nearly 33 percent of the entire sample. The second largest group has come from Rajshahi division and the third and fourth largest groups are from Khulna and Chittagong divisions respectively. The rate of participation in the civil service by the first four divisions in table-3 is quiet proportional to the population-based ranks of these divisions. It is, however, the case that

although population size of Sylhet division is larger than the Barisal division, the number of civil servants from the former is smaller than the later. This finding is the reflection of the broad national picture in which people in Sylhet are more likely to go to abroad without or with less education than to compete for any in-country services after completing higher levels of education.

Figure4: Spatial Distribution of the Respondents



To provide more visibility of the findings in table3, Figure-4 has been developed that shows clearly that the highest number of civil servants in the sample has come from Dhaka division while the lowest number of civil servants in the sample has come from Sylhet division.

To find out the rural-urban affiliation of the sample civil servants, the respondents were asked to inform about their permanent mailing address. Based on that information we develop table4 to find out whether civil servants in Bangladesh represent rural Bangladesh or not.

To simplify, we define a civil servant was affiliated to urban area if he or she has a permanent address at least in the cities. We define the divisional headquarters or district headquarters or Sub-district headquarters as cities, and otherwise we define he or she is affiliated to the rural area. Table-4 shows that out of 571 sample civil servants, more than six percent have their permanent address in the capital city, while more than 22 percent have their permanent address either in divisional or district headquarters. The table shows that nearly 60 percent of

the civil servants are from the rural areas in the sense that they have their permanent address that does not fit with the definition of city. Combining the capital city, divisions, districts and Sub-district headquarters and terming them as urban areas, the last two rows of Table-4 reveal that nearly 41 percent of the sample civil servants are from the urban areas and the rest are from the rural areas.

Table4: Rural Urban Distribution of the Respondents by Batch

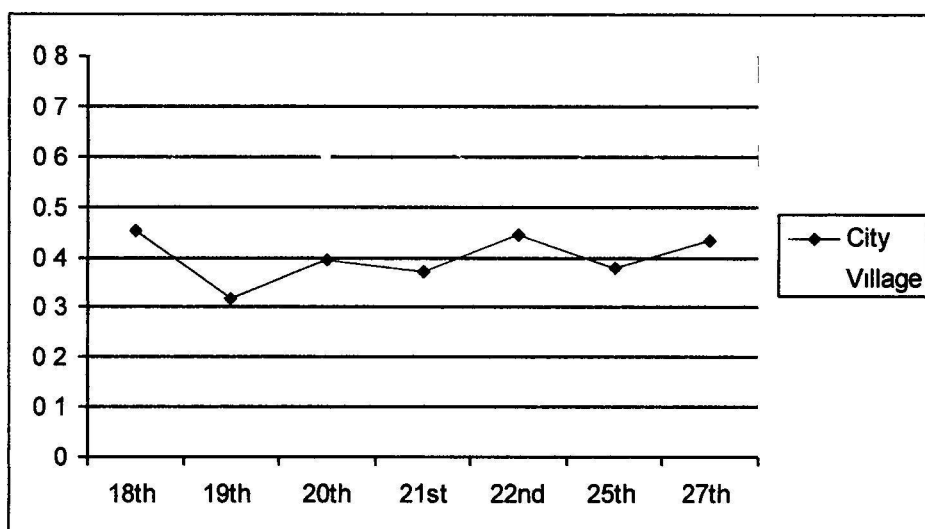
BCS Batch	Capital City	Divisional HQ	District HQ	Sub-district HQ	Village	Total
18	06	04	24	09	52	95
19	03	02	07	09	45	65
20	04	02	06	05	26	43
21	04	00	08	07	32	51
24	10	07	27	20	80	144
25	03	04	23	13	71	114
27	06	01	11	07	33	58
Total	36 (6.3)	20 (3.5)	106 (18.6)	70 (12.3)	339 (59.4)	571 (100)
Rural-Urban Distribution of the Respondents						
Urban			Rural		Total	
232 (40.6)			339 (59.4)		571 (100)	

*Urban = Capital city HQ+ Divisional HQ+ District HQ+ Sub-district HQ

Rural-urban affiliation of the sample civil servants by their BCS recruitment batches has been presented in Figure-5. To see the change in the trend, we normalize the total percentage into 1. For example, around 45 percent of the civil servants in 18th BCS batch have come from the urban area, while 55 percent of the civil servants of the same batch have come from the rural area. In the figure we have presented it as 0.45 and 0.55 respectively, which in sum is equal to one. By doing this we can get a clearer picture on the changes in the trend. Figure-5 shows that during the entire sample BCS batches, civil servants from the rural areas dominated the civil servants from urban areas both in terms of percentage and total number.

One important feature revealed in figure5 is that over the time the rural-urban gap in terms of the number of civil servants in sample BCS batches has been converging. While the percentage of civil servants from urban area has been increasing, the percentage has been declining in the case of rural area. Rapid urbanization as well as rural urban migration by the capable persons may be two important reasons behind such convergence.

Figure5: Rural Urban Distribution of the Respondents by Batch



*Urban/City = Capital city+ Divisional headquarter+ District Headquarter+ Sub-district HQ

In the next few tables and graphs the present research paper depicts the family background of the sample civil servants. We mainly use parents' and grandparents' educational and occupational information in depicting the socio-economic background of the sample civil servants in Bangladesh.

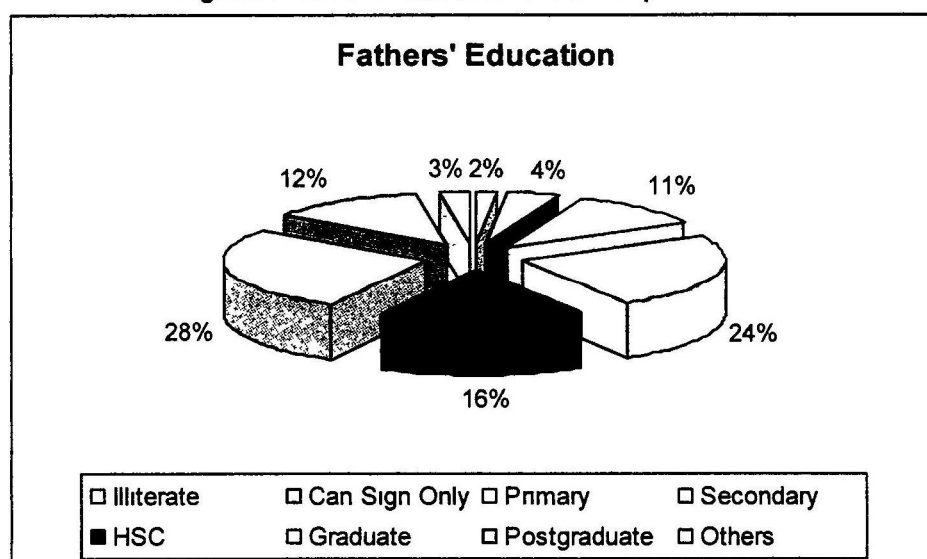
Table-5 presents the educational background of the sample civil servants by their BCS batches. The table shows that less than 20 percent sample civil servants' father had education level equivalent to primary or below primary level, while the fathers of the rest had education level above the primary level. Importantly, 24 percent of the civil servants' fathers had education level equivalent to secondary level and 28 percent had graduate level education. Interestingly, overall six percent civil servants' fathers are illiterate or can put signature only.

Table5: Father's Education of the Respondents

Batch	Education								Total
	Illiterate	Can Sign Only	Primary	Secondary	HSC	Graduate	Postgraduate	Others	
18	03	03	09	24	11	27	16	02	95
19	04	05	15	10	15	10	05	02	66
20	00	02	01	11	06	15	06	02	43
21	00	04	05	13	04	14	09	02	51
24	00	06	12	42	26	40	14	04	144
25	02	04	14	27	23	31	12	01	114
27	01	00	07	12	09	18	09	02	58
Total	10	24	63	139	94	155	71	15	571
%	2.0	4.0	11.0	24.0	16.0	28.0	12.0	3.0	100.0

Figure6 presents the level of education of the fathers of the sample civil servants more clearly.

Figure6: Father's Education of the Respondents



The figure shows that only two percent of the fathers of the respondents are illiterate while 12 percent of the fathers of the respondents have post-graduate level of education.

Table6 presents the occupational distribution of the fathers' of the sample civil servants. In the upper portion of the table, we have presented the information on occupation of the civil servants' fathers in 16 categories, and then in the lower portion of the table we have summed up occupations into four major categories.

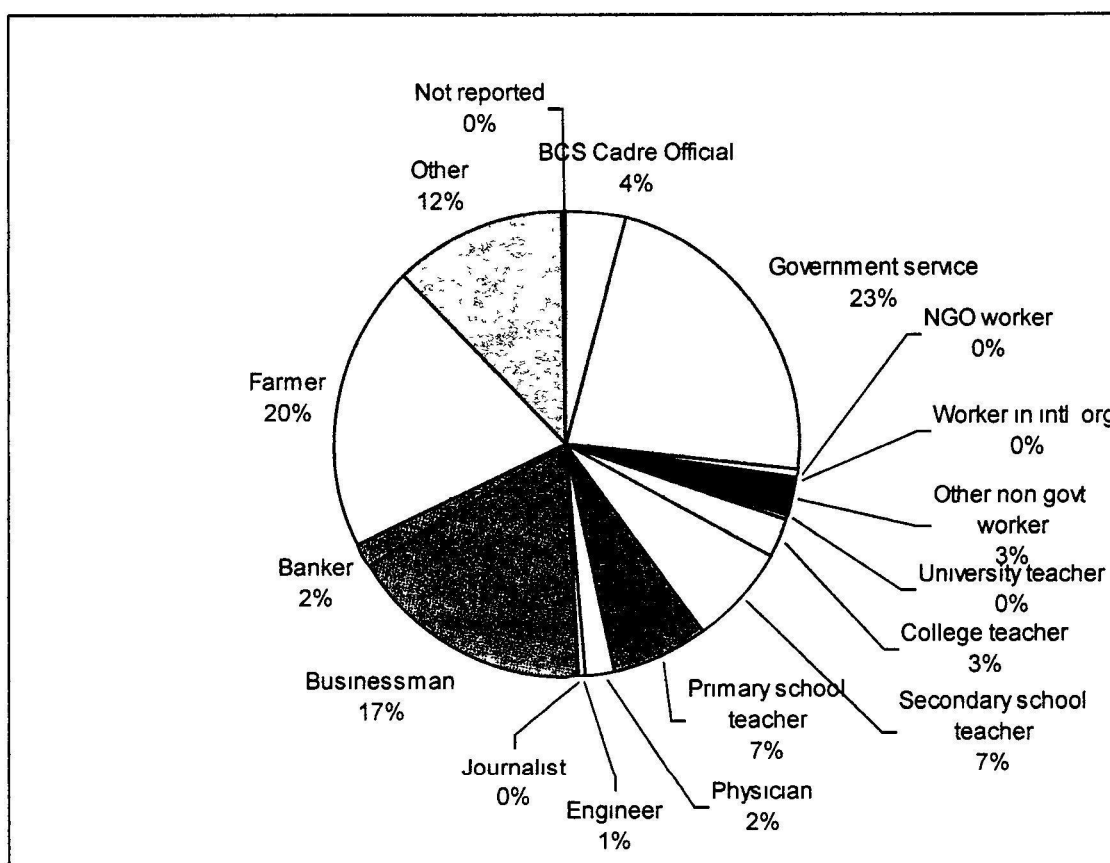
The table shows that more than 50 percent of the civil servants' fathers are job holders. The major categories of jobs of the fathers of the civil servants were government service including primary and secondary school teachers and other non-government jobs. A total of 20 percent of the civil servants' fathers are farmer and the finding is consistent with our previous findings in table4, which demonstrates that nearly 60 percent of the civil servants have come from the rural area. As agriculture is the dominant employment providers for the rural people, it is natural that the civil servants who came from the rural areas their father are more likely to engage into agriculture.

Table6: Father's Occupation of the Respondents

Occupation	Batch							Total
	18	19	20	21	24	25	27	
BCS Cadre Official	04	01	01	03	02	07	05	23
Government service	24	06	12	07	42	26	13	130
NGO worker	00	00	00	01	00	01	00	02
Worker in intl. org.	01	00	00	00	00	00	00	01
Other non govt. worker	01	01	01	01	07	01	04	16
University teacher	00	01	00	00	00	00	00	01
College teacher	03	02	03	02	03	03	00	16
Secondary school teacher	08	06	03	03	07	07	05	39
Primary school teacher	07	05	04	03	11	08	01	39
Physician	04	02	01	01	01	00	01	10
Engineer	01	00	00	00	01	01	01	03
Journalist	00	00	00	00	00	00	00	00
Banker	04	00	00	01	00	03	02	10
Businessman	13	15	06	15	22	17	09	97
Farmer	14	20	06	09	31	23	11	114
Other	10	07	06	05	16	17	07	68
Not reported	01	0	0	0	01	0	0	02
Total	95	66	43	51	144	114	58	571
Summary of Fathers' Occupation of the Respondents								
	Total	%	* Includes both government and private job					
Job holder*	290	50.8						
Businessman	97	17.0						
Farmer	114	20.0						
Other	68	11.9						
No response	2	0.4						
Total	571	100.0						

Table6 also presents that a total of 20 percent of the civil servants' fathers are engaged into business. Figure7 presents the major occupational distribution of the fathers of the sample civil servants.

Figure7: Fathers' Occupation of the Respondents



To put more light on the socio-economic background of the sample civil servants, we also present the information on the economic status of the parents and grandparents of the sample civil servants. For example, in table7A we present economic status of the families of the sample civil servants based on the nominal monthly income of their fathers. Based on the nominal monthly income of the fathers of the respondents, we divided the sample respondents into six arbitrary groups. The first group we define as poor that consists of civil servants whose fathers' monthly nominal income ranges between Bangladesh Taka (BDT) 3,001 to BDT 7,000. The second group we define as lower-income group that consists of civil servants whose fathers' monthly nominal income ranges between BDT 7,001 to BDT 10,000. The third group we define as lower-middle income group that consists of civil servants whose fathers' monthly

nominal income ranges between BDT 10,001 to BDT 15,000. The fourth group we define as middle-income group that consists of civil servants whose fathers' monthly nominal income ranges between BDT 15,001 to BDT 25,000. The fifth group we define as higher-middle income group that consists of civil servants whose fathers' monthly nominal income ranges between BDT 25,001 to BDT 50,000. The sixth group we define as the high income group that consists of civil servants whose fathers' monthly nominal income was more than BDT 50,000. The information on fathers' monthly income is self-reported and all are in nominal terms. As it was self-reported, Table 7A shows that nearly five percent of the sample respondents did not report about their fathers' monthly income.

The table shows that only eight percent of the sample civil servants have come from the higher-middle or high income family, whereas nearly 90 percent of them have come from the low income or lower middle income family. More specifically, nearly 40 percent of the civil servants have come absolutely from the low income or poor family. One interesting finding in Table-7A is that until the 24 BCS batch, there was no civil servant from the high income family, and the number of civil servants from the higher-middle income family was only 13 (up to 21 BCS). The civil servants from high income family have appeared only from the 24th BCS batch and also the number of civil servants in the high-middle income family has increased sharply since the 24th BCS.

To see the changes in the income composition of the fathers of the sample civil servants in Bangladesh, information from Table 7A have been summarized and presented in Table 7B. Table 7B shows that nearly 18 percent of the sample civil servants in the 18th BCS batch were from the low-income family, whereas even less than six percent of the civil servants of the 27th BCS batch are from the low income family.

Table 7A: Fathers' Economic Status of the Respondents

Batch	Education							Total
	Poor (Monthly income Tk. 3001-7000)	Lower income group (Monthly income Tk. 7001-10000)	Lower Middle income group (Monthly income Tk. 10001-15000)	Middle income group (Monthly income Tk. 15001-25000)	Higher Middle income group (Monthly income Tk. 25001-50000)	High income group (Monthly income Tk. 50001 & Above)	No Response	
	a	b	c	d	e	f	g	
18	21	18	19	26	3	0	8	95
19	17	21	14	10	1	0	3	66
20	10	12	10	7	3	0	1	43
21	9	18	8	9	6	0	1	51
24	19	17	40	45	9	6	8	144
25	15	29	26	33	7	2	2	114
27	4	9	14	20	7	1	3	58
Total	95	124	131	150	36	9	26	571
%	16.6	21.7	22.9	26.3	6.3	1.6	4.6	100.0

The opposite trend can be seen in the case of middle income and high income group in which the number of civil servants in these groups has been increasing since the 24th BCS batch. The finding may be the reflection of the overall development of Bangladesh, where GDP has been growing at six percent rate steadily since the early 90s. It might also be the case that due to prestige and social status, even people from the high income family are getting more interested to join in civil service although the take-home salary is low.

Table7B: Summary of Fathers' Economic Status of the Respondents

Batch	Low income group (LIG)	%	Middle income group (MIG)	%	High income group (HIG)	%
18	39	17.8	48	15.1	0	0
19	38	17.4	25	7.9	0	0
20	22	10.0	20	6.3	0	0
21	27	12.3	23	7.3	0	0
24	36	16.4	94	29.7	6	66.7
25	44	20.1	66	20.8	2	22.2
27	13	5.9	41	12.9	1	11.1

* No response has been excluded from this table

LIG = columns (a+ b) of table 7A
MIG = columns (c+ d + e) of table 7A
HIG = column f of table 7A

Figure8 presents the findings of Table7A graphically. The figure shows that the majority of the sample civil servants are from the middle, lower middle and poor income families. The next few tables also confirm these findings.

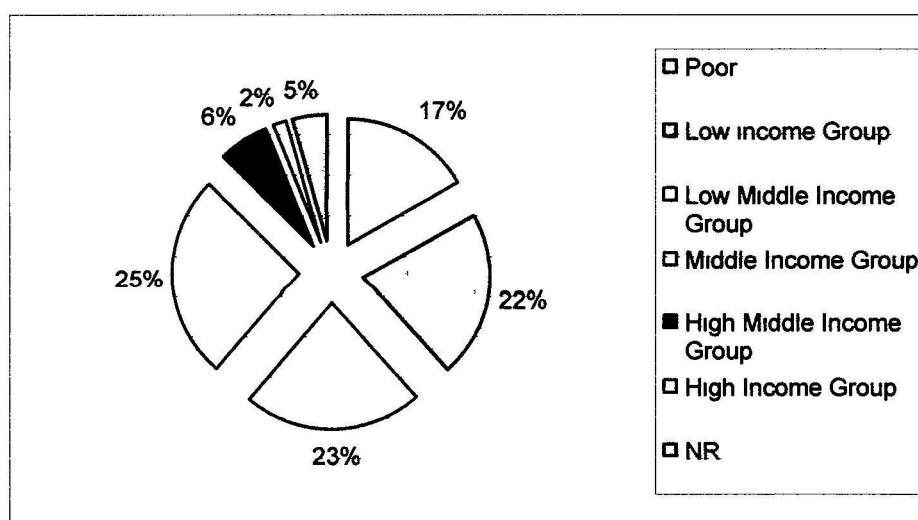
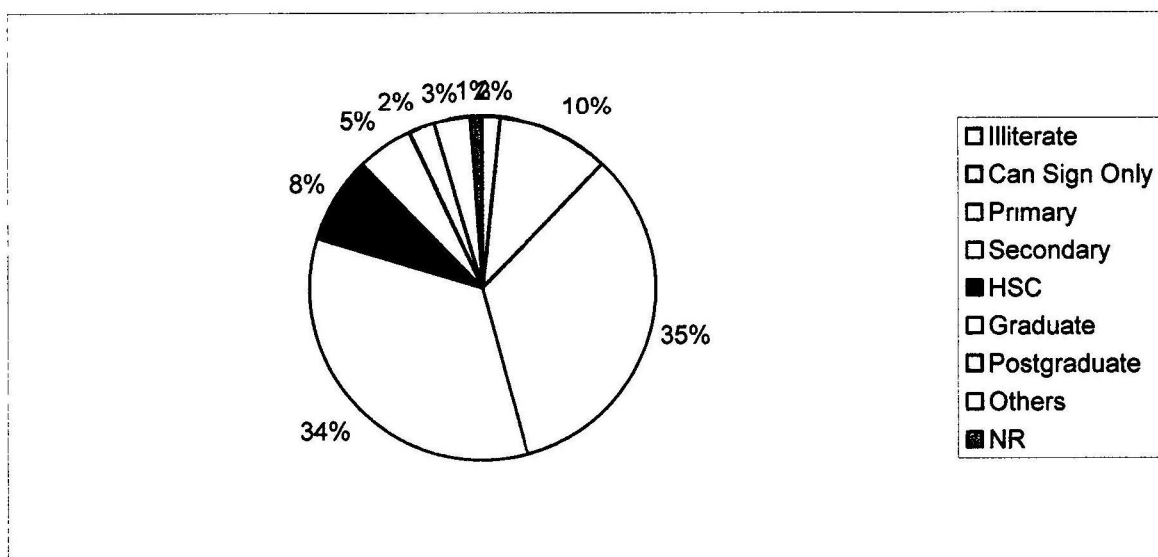
Figure8: Fathers' Economic Status of the Respondents

Table8 presents the education level of the mothers of the sample civil servants. It shows that more than 12 percent of the sample civil servants' mothers are either illiterate or can put signature only. On the other hand, more than two-third civil servants' mothers have education attainment within five to 10 years.

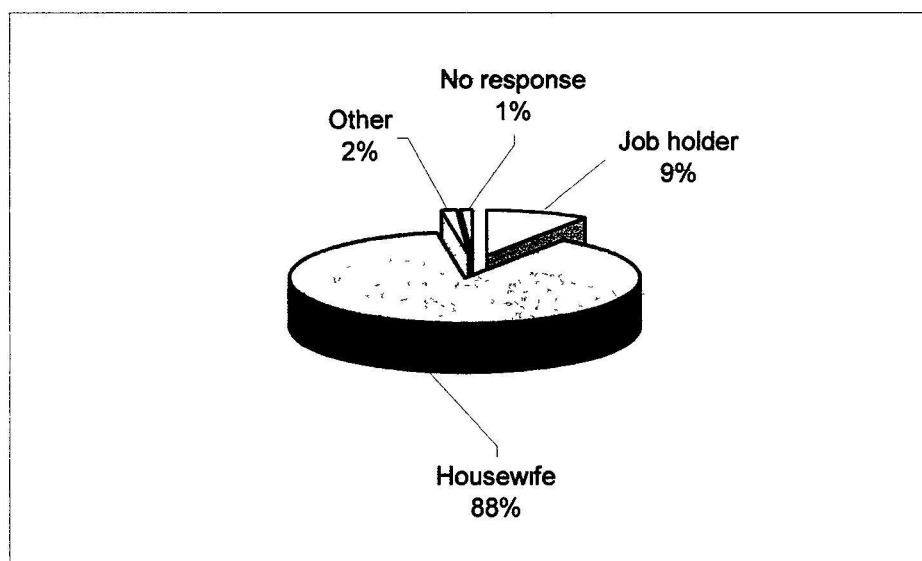
Table8: Mother's Education of the Respondents

Batch	Education									Total
	Illiterate	Can Sign Only	Primary	Secondary	HSC	Graduate	Postgraduate	Others	No Response	
18	1	6	27	38	9	5	1	7	1	95
19	0	8	34	11	5	1	0	7	0	66
20	0	5	16	14	3	3	1	1	0	43
21	0	7	18	14	4	3	1	2	2	51
24	2	15	46	59	7	9	4	0	2	144
25	6	14	30	40	13	5	5	0	1	114
27	1	4	22	17	6	3	2	2	1	58
Total	10	59	193	193	47	29	14	19	7	571
%	1.8	10.3	33.8	33.8	8.2	5.1	2.5	3.3	1.2	100.0

To provide a clear visual effect, Figure9 has created based on the information of Table 8 on the education level of the mother of the sample civil servants. The figure clearly shows that more than two-third of the civil servants' mothers have five years to 10 years level of education.

Figure9: Mother's Education of the Respondents

In Figure10 below, the occupational distribution of the mothers' of the sample civil servants is presented. The figure shows that more than 85 percent of the sample civil servants' mothers are housewives and less than 10 percent are job holders

Figure10: Mother's Occupation of the Respondents

To provide a clearer view on the occupational distribution of the sample civil servants' mothers, Table 9 has developed in which occupation has been presented by BCS batch.

Table9: Mother's Occupation of the Respondents

Batch	Education									Total
	BCS Official	Govt. Service	University Teacher	College Teacher	High School Teacher	Primary School Teacher	Housewives	Others	No Response	
18	0	0	0	0	6	2	86	0	1	95
19	0	0	0	0	0	3	62	1	0	85
20	0	1	0	0	2	2	38	0	0	63
21	0	2	0	0	1	1	44	2	1	72
24	0	3	1	0	3	7	125	2	3	168
25	1	8	1	1	0	3	98	1	1	139
27	0	2	0	0	2	2	49	3	0	85
Total	1	16	2	1	14	20	502	9	6	571
%	0.2	2.8	0.4	0.2	2.5	3.5	87.9	1.6	1.1	100.0
Summary of Mothers' Occupation of the Respondents										
			Total		%		* Includes both government and private job			
Job holder*			54		9.5					
Housewife			502		87.9					
Other			9		1.6					
No response			6		1.1					
Total			571		100.0					

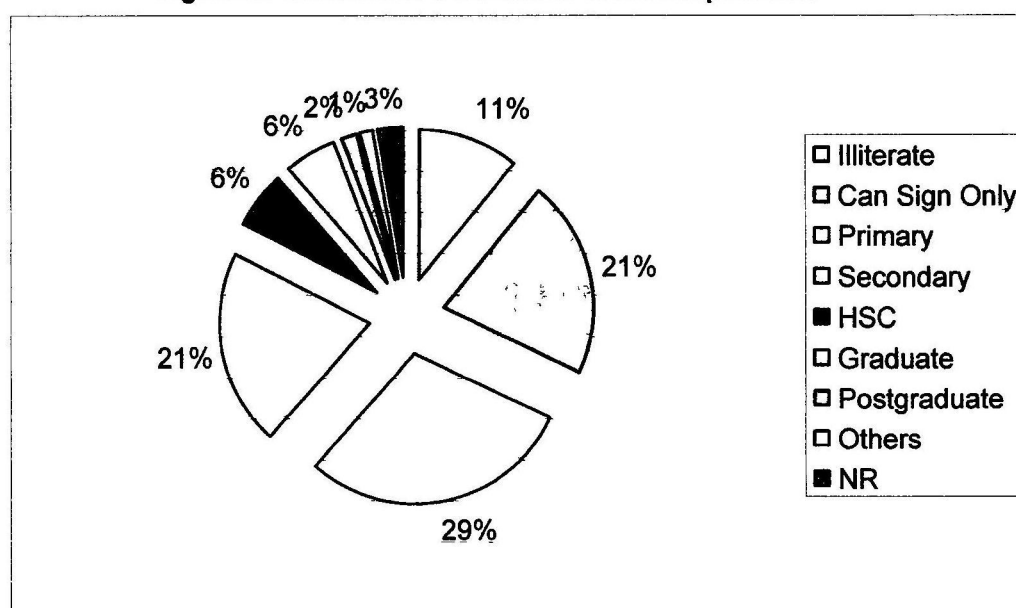
One interesting finding in Table 9 is that the number of working mothers of the sample civil servants has been increasing since the 21st BCS batch. For example, in 18th, 19th and 20th BCS batches only one civil servants has reported that his/her mother is a government job holder, two mothers are high school teachers and seven mothers are primary school teachers. By contrast, in 21, 24 25, 27 BCS batches, the number of civil servants with working mothers has increased significantly

We also presents the information on civil servants' grandfathers' education and occupations to show a clear view on the socioeconomic background of the civil servants in Bangladesh. Table10 presents the educational information of the grandfather of the sample civil servants. The table shows that more than 32 percent of the civil servants' grandfathers was either illiterate or could put signatures only, while 50 percent of the civil servants' grandfathers had education level between primary to secondary level.

Table10: Grandfather's Education of the Respondents

Batch	Education								No Response	Total
	Illiterate	Can Sign Only	Primary	Secondary	HSC	Graduate	Postgraduate	Others		
18	11	13	29	17	7	9	3	4	2	95
19	6	16	22	16	1	3	0	0	2	66
20	3	9	16	8	2	1	0	3	1	43
21	5	11	17	8	4	1	0	1	4	51
24	12	30	46	31	7	10	3	0	5	144
25	18	28	23	27	12	4	0	0	2	114
27	7	14	16	12	2	4	3	0	0	58
Total	62	121	169	119	35	32	9	8	16	571
%	10.9	21.2	29.6	20.8	6.1	5.6	1.6	1.4	2.8	100.0

Figure11 presents the educational information of the grandfathers of the sample civil servants more clearly. The figure shows that 11 percent civil servants' grandfathers were illiterate, 21 percent could put signature only, and 29 percent had primary level education.

Figure11: Grandfather's Education of the Respondents

Besides information on education of the grandfather of the sample respondents, occupational distribution of the grandfathers of the sample civil servants is also presented in Table 11.

Table11: Grandfathers' Occupation of the Respondents

Occupation	Batch							Total
	18	19	20	21	24	25	27	
BCS Officials	1	0	0	0	0	1	0	2
Govt. Official	6	2	1	3	7	4	4	27
Private Sector Job	2	2	0	3	4	0	1	12
College Teacher	2	0	0	0	0	0	0	2
High School Teacher	3	0	0	1	1	2	0	7
Primary School Teacher	4	1	0	1	9	9	2	26
Physician	1	1	2	0	4	2	1	11
Business	15	8	4	13	29	21	9	99
Farmer	32	40	27	20	62	57	28	266
Rural Worker	14	3	3	4	17	8	8	57
Others	13	6	4	3	6	8	5	45
No Response	2	3	2	3	5	2	0	17
Total	95	66	43	51	144	114	58	571
Summary of Grandfathers' Occupation of the Respondents								
	Total	%	* Includes both government and private job					
Job holder*	87	15.2						
Businessman	99	17.3						
Farmer	266	46.6						
Rural occupation and others	102	17.9						
No response	17	3.0						
Total	571	100.0						

The table shows that only 15 percent of the grandfathers of the sample civil servants were job holders while more than 45 percent of them were farmers (either farmer or agriculture wage worker). The same information has been presented in figure12 to provide a visual presentation. The figure clearly shows that agriculture, business and the rural worker were the major occupations of the grandfathers of the sample civil servants.

Figure12: Grandfather's Occupation of the Respondents

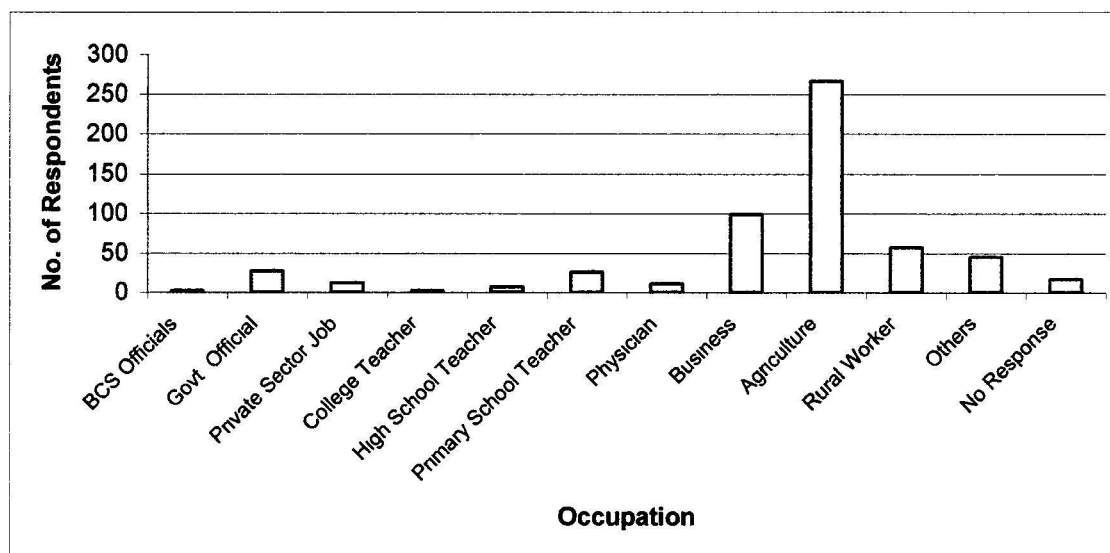


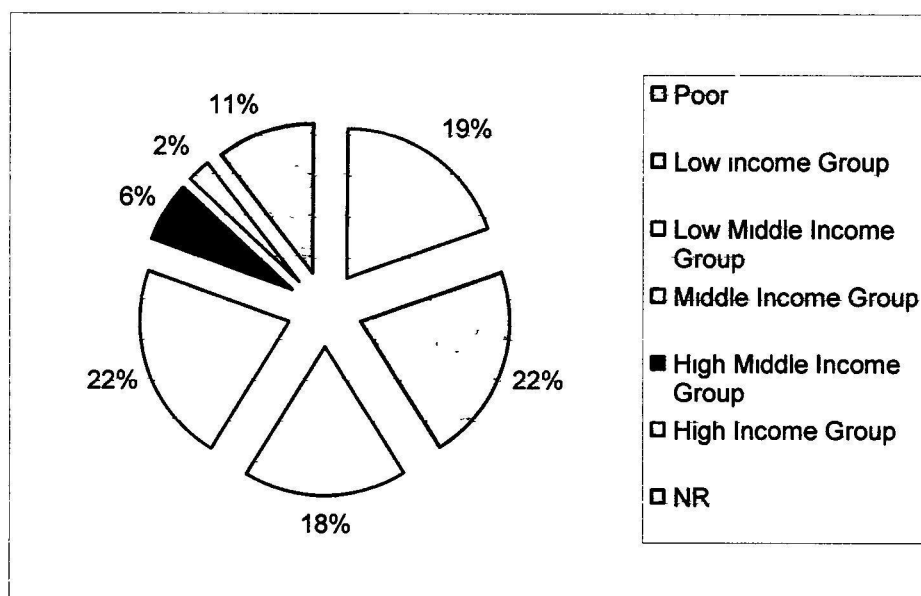
Table12: Grandfathers' Economic Status of the Respondents

Batch	Education							Total
	Poor (Monthly income Tk. 3001-7000)	Low income group (Monthly income Tk. 7001-10000)	Low Middle income group (Monthly income Tk. 10001- 15000)	Middle income group (Monthly income Tk. 15001-25000)	High Middle income group (Monthly income Tk. 25001- 50000)	High income group (Monthly income Tk. 50001 & Above)	No Response	
	a	b	c	d	e	f	g	
18	10	17	15	23	9	3	18	95
19	15	22	11	11	3	0	4	66
20	9	11	7	7	4	1	4	43
21	13	12	8	7	4	0	7	51
24	30	29	26	34	7	3	15	144
25	28	19	22	26	7	4	8	114
27	6	13	14	15	3	2	5	58
Total	111 (19.4)	123 (21.5)	103 (18.0)	123 (21.5)	37 (6.5)	13 (2.3)	61 (10.7)	571 (100.0)

Table12 presents information on the economic status of the grandfathers of the sample civil servants. Economic status of the grandfathers has been categorized based on the nominal monthly income of the grandfathers. The categories are similar to Table-7A. Table-12 shows that nearly 60 percent of the grandfathers of the sample civil servants were belong to low income or poor income group, and only more than 30 percent were belong to higher-middle income or high income group.

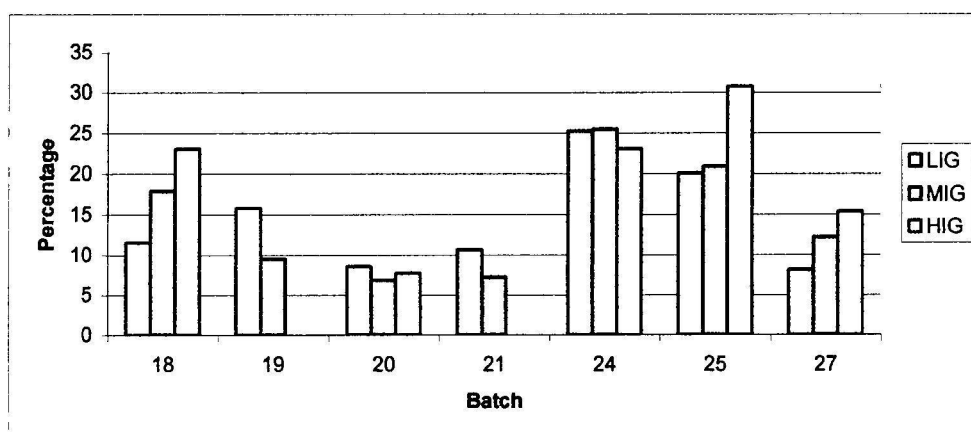
The findings in Table12 has also been presented in Figure13, which clearly shows that low income, poor and lower-middle classes are the dominant income categories of the grandfathers of the sample civil servants.

Figure13: Economic Status of the Respondents' Grandfather



Economic status of the grandfathers of the civil servants is also presented in Figure14 by BCS batch. The figure shows that the number of grandfathers in the high income and higher-middle income group are lower in the case of earlier batches compared to 25, 26 and 27 BCS batches.

Figure14: Economic Status of the Respondents' Grandfather by BCS Batch



The findings of previous tables and figures demonstrate that the sample civil servants are mostly from the rural areas of Bangladesh who mainly belong to lower middle income families most with working fathers either as service holders or farmers, with housewife mothers and with less educated farmer grandfathers. In the next few tables and figures we depict the background information of the civil servants itself to find out their socio economic background.

3.2 Information on Basic Personal and Human Capital of the Sample Civil Servants

Table13 presents the marital status of the sample civil servants that shows that nearly 70 percent of the sample civil servants are married when they were interviewed, and less than 30 percent were unmarried. The percentage of married female civil servants, however, is higher compared to the percentage of married male civil servants and it is opposite in the case of unmarried ones.

Table13: Marital Status of the Respondent by Sex

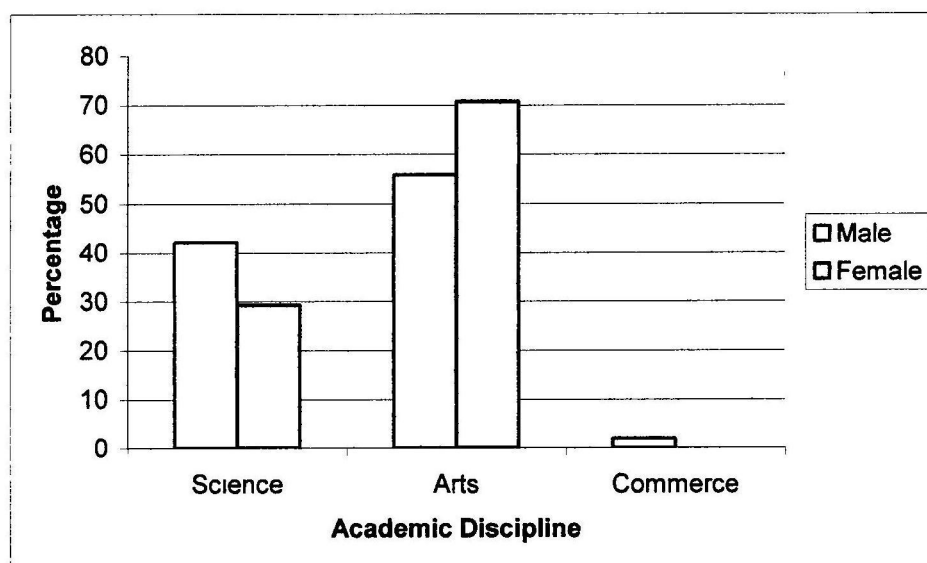
Marital Status	Sex				Total	%
	Male	%	Female	%		
Unmarried	152	31.7	16	17.4	168	29.4
Married	325	67.8	73	79.3	398	69.7
Widow/Widower	01	0.2	01	1.1	02	0.4
Divorced/Divorcee	00	0.0	02	2.2	02	0.4
No Response	01	0.2	00	0.0	01	0.2
Total	479	100.0	92	100.0	571	100.0

Table14 presents the educational achievement of the sample civil servants. Although the minimum required qualification to enter into Bangladesh civil service is a simple graduation degree, Table14 shows that out of 571 civil servants only 13 civil servants have entered the civil service with that minimum qualification, whereas the rest has higher educational degrees. The table shows that a total of 405 civil servants have their Master degree level education. The last portion of the table presents the major division of the educational background of the civil servants based on whether they have studied in science, commerce or humanities as their major. Table-14 shows that nearly 60 percent of the sample civil servants have studied humanities as their major, and 40 percent studied science.

Table14: Nature of Academic Degree of the Respondent by Sex

Degree	Sex		Total			
	Male	Female				
BA (Pass)	11	02	13			
BA (Honours)	22	03	25			
B. Sc.	65	07	72			
B.Sc. (Engineering)	40	04	44			
M. Sc.	87	15	102			
M Sc (Engineering)	07	01	08			
M. Pharmacy	01	00	01			
MBBS	02	00	02			
MBA	06	00	06			
M. Com	03	00	03			
MA	228	55	283			
LLM	02	02	04			
M. Phil	03	02	05			
PhD	02	01	03			
Total	479	92	571			
Overall Background						
	Male	%	Female	%	Total	%
Science	202	42.2	27	29.3	229	40.1
Humanities	268	55.9	65	70.7	333	58.3
Commerce	09	1.9	00	0.0	09	1.6
Total	479	100.0	92	100.0	571	100.0

Figure15: Academic Discipline of the Respondents by Sex



The major academic disciplines of the sample civil servants are presented in Figure15, which clearly shows that both male and female civil servants have mainly studied in humanities discipline, and only few of them have studied in commerce discipline. The figure also shows that, in percentage term, female civil servants have mostly studied humanities as their major compared to the male civil servants.

Table15: Medium of Education of the Respondents by Sex

Medium	Sex				Total	%
	Male	%	Female	%		
Bangla	100	20.9	26	28.3	126	22.1
Bangla up to Undergraduate Level & English in Graduate level	378	78.9	65	70.7	443	77.6
English	01	0.2	01	1.1	02	0.4
Total	479	100.0	92	100.0	571	100.0

Besides the major academic disciplines of the sample civil servants, Table 15 presents the medium of education of the sample civil servants. Medium of education is categorized mainly into three groups: completely in Bangla medium, Bangla up to undergraduate level but English in the graduate level and completely in English medium.

Table 15 shows that more than two-third of the sample civil servants have studied in Bangla medium up to their undergraduate level, but in English in their graduate level and more than 22 percent of the civil servants have studied completely in Bangla medium. Out of 571 sample civil servants, only two of them mentioned that they have studied entirely in English medium. To present the findings in Table 15 clearly, Figure 16 has developed. Figure 16 clearly shows that Bangla medium of education up to undergraduate level and then English medium in the graduate level is the dominant medium of education of the sample civil servants.

Figure 16: Medium of Education of the Respondents by Sex

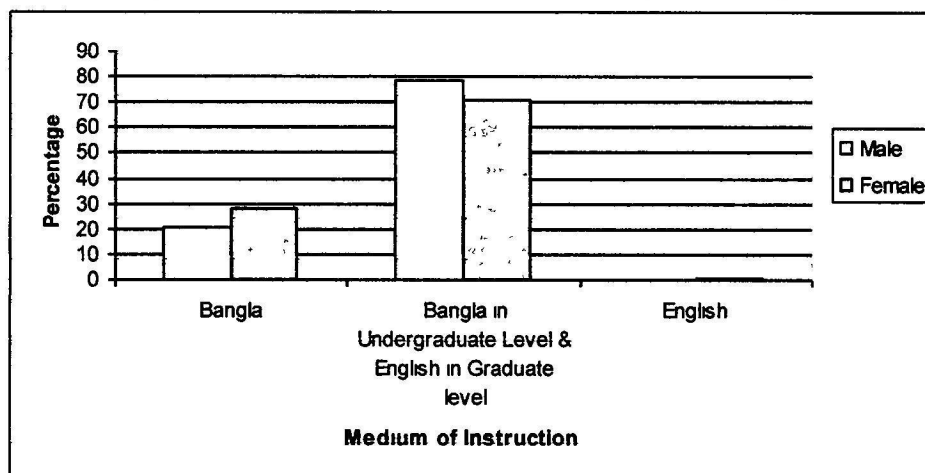


Table 16 presents the prior employment information of the sample civil servants that shows that irrespective of sex of the sample respondents; more than 60 percent of the sample respondents were employed in other jobs before their joining the civil service.

Table 16: Respondents' employment status before their joining the BCS

Employed	Sex				Total	%
	Male	%	Female	%		
Yes	308	64.3	41	44.6	349	61.1
No	78	16.3	26	28.3	104	18.2
No Response	93	19.4	25	27.2	118	20.7
Total	479	100.0	92	100.0	571	100.0

The information in Table-16 has been presented graphically in Figure 17. It shows that comparatively the number of male civil servants who were employed in other jobs before their joining the civil service is larger than their female counterparts.

Figure17: Respondents' employment status before their joining the BCS

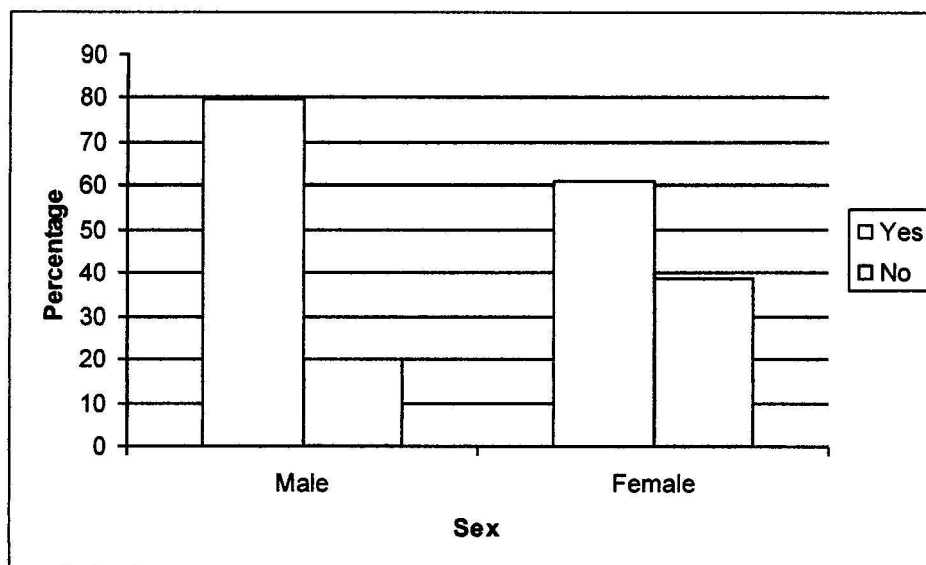


Table17 presents the level of satisfaction with the civil service job of the sample civil servants. It shows that more than two-third of the civil servants are satisfied with their present job. One caveat with the job satisfaction is that we didn't ask any specific type of satisfactions, such as monetary, prestige, status or satisfaction with entrusted power. It is, however, simply the overall level of satisfaction.

Table17: Whether Respondents are satisfied with their Present Job

Job Satisfaction	Sex				Total	%
	Male	%	Female	%		
Yes	345	72.0	67	72.8	412	72.2
No	129	26.9	25	27.2	154	27.0
No Response	05	1.0	00	0.0	05	0.9
Total	479	100.0	92	100.0	571	100.0

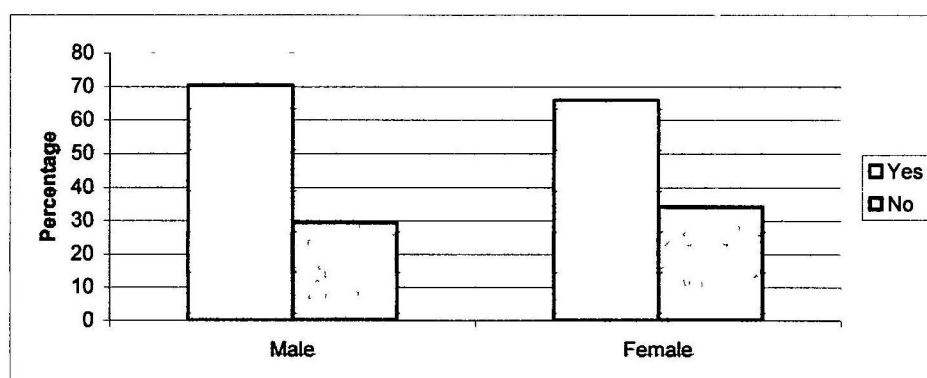
To get a comparative picture, Table 18 presents that the level of satisfaction with the civil service job of those who had served in other jobs before joining the BCS.

Table-18 shows that nearly 70 percent of the sample civil servants who had served in other jobs before joining the civil service are happy with the present job. This finding is a kind of subjective comparison between civil service job and other jobs in which civil service job has appeared as more satisfactory.

Table18: Job Satisfaction of the Respondents who had served in other jobs before joining the BCS

Job Satisfaction	Sex				Total	%
	Male	%	Female	%		
Yes	217	70.5	27	65.9	244	69.9
No	91	29.5	14	34.1	105	30.1
Total	308	100.0	41	100.0	349	100.0

Figure18 simply presents the information of Table18 to give a clearer picture about the job satisfaction of the civil servants those who have worked in other jobs before joining the civil service. It shows that both male and female civil servants have shown almost similar attitude to the civil service job, in which both 70 percent of male and female civil servants are satisfied with the present job.

Figure18: Job Satisfaction of the Respondents who had served in other jobs before joining the BCS**Table19: Level of Education of Spouses of the Respondents by Sex**

Level of Education	Sex				Total
	Male	%	Female	%	
Junior Secondary	02	0.6	00	0	02
Secondary	05	1.5	00	0	05
HSC	29	8.9	00	0	29
Graduate	109	33.5	10	13.7	119
Postgraduate	167	51.4	61	83.6	228
Others	10	3.1	02	2.7	12
No Response	03	0.9	00	0.0	03
Total	325	100.0	73	100.0	398

In Table 19 the level of education of the spouses of the married civil servants has been presented by their sex. Irrespective of sex of the civil servants, postgraduate degree is the dominant education level of the spouses of the civil servants as is depicted in Table19.

Table20: Occupational Distribution of Spouses of the Respondents by Sex

Occupation	Sex				Total
	Male	%	Female	%	
BCS Official	23	7.1	21	28.8	44
Government Service	14	4.3	13	17.8	27
Private Job	13	4.0	11	15.1	24
University Teacher	08	2.5	03	4.1	11
College Teacher	06	1.8	03	4.1	09
High School Teacher	09	2.8	00	0.0	09
Primary School Teacher	12	3.7	00	0.0	12
Physician	09	2.8	00	0.0	09
Engineer	03	0.9	05	6.8	08
Business	02	0.6	05	6.8	07
Student	66	20.3	00	0.0	66
Banker	07	2.2	08	11.0	15
Housewife	140	43.1	00	0.0	140
Others	10	3.1	04	5.5	14
No Response	03	0.9	00	0.0	03
Total	325	100.0	73	100.0	398
Summary of the Professional Distribution					
Profession	Male	%	Female	%	Total
Job holder*	116	35.7	73	100.0	189
House wife	140	43.1	00	0	140
Student	66	20.3	00	0	66
No response	03	0.9	00	0	3
Total	325	100.0	73	100.0	398

- Businessmen and businesswomen are included in this group

Table20 presents the occupational distribution of the spouses of the sample civil servants. It shows that in the case of male civil servants, the status of housewife is major occupation of the spouses which covers nearly 45 percent of the sample male civil servants spouses. Only less than 36 percent of the spouse of the married male civil servants is job holder, and more than 20 percent of them are students. In the case of married female civil servants, 100 percent of their spouses are the job holders.

Figures 19 and 20 present the occupational distribution of the spouses of male and female civil servants.

Figure 19: Occupational Distribution of Spouses of the Male Respondents

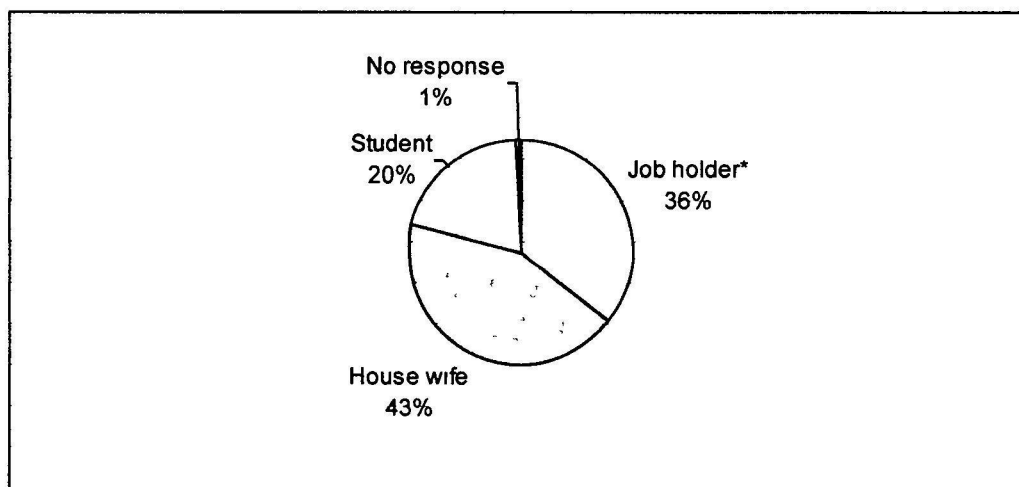
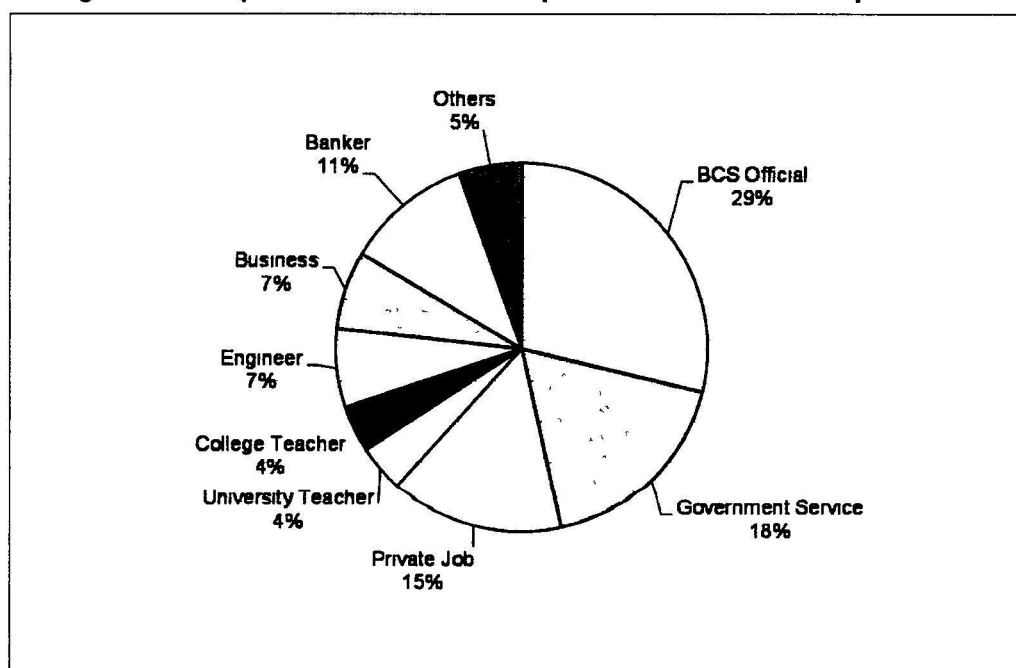


Figure 20: Occupational Distribution of Spouses of the Female Respondents



3.3 Some Information on the Expectation of the Sample Civil Servants on their Future Spouses and Fathers-in-law

The next few tables and graphs presents information on the expectation of the civil servants on their future spouses and fathers-in-law. We assume that this information may unfold the attitude of the civil servants towards their future spouse and in-laws.

Table21: Expected education of expected spouse of the unmarried respondents

Education Level	Sex				Total	%
	Male	%	Female	%		
Graduate	33	21.7	00	0.0	33	19.6
Postgraduate	61	40.1	03	18.8	64	38.1
M. Phil	40	26.3	04	25.0	44	26.2
PhD	02	1.3	05	31.3	07	4.2
Others	10	6.6	01	6.3	11	6.5
No Response	06	3.9	03	18.8	09	5.4
Total	152	100.0	16	100.0	168	100.0

The table shows that a total of 40 percent of the sample unmarried male civil servants expect to have a spouse with post-graduate level of education while less than two percent expects to have spouse with a PhD qualification. Comparatively, more than 30 percent of the sample female unmarried civil servants expect to have a spouse with a PhD degree. Interestingly, the revealed preference about the level of education of the expected spouses of both male and female civil servants is almost the same.

Table22: Expected occupation of expected spouses of the unmarried respondents

Expected Occupation	Sex				Total
	Male	%	Female	%	
1. BCS Official	19	12.5	04	25.0	23
2. Government Service	25	16.4	01	6.3	26
3. Private Job	07	4.6	04	25.0	11
4. University Teacher	05	3.3	01	6.3	06
5. College Teacher	25	16.4	00	0.0	25
6. Physician	14	9.2	01	6.3	15
7. Engineer	02	1.3	02	12.5	04
8. Banker	01	0.7	00	0.0	01
9. Housewife	29	19.1	00	0.0	29
10. Others	16	10.5	00	0.0	16
11. No Response	09	5.9	03	18.8	12
Total	152	100.0	16	100.0	168

Table22 presents the occupational distribution of the expected spouses of the civil servants. The table shows that male civil servants revealed their preference that their expected wives should be housewives (19.1%), or college teachers (16.4%) or government job holders (16.4%) or civil servant (12.5%). The unmarried female civil servants revealed their preference that their husbands should be employed in the private sector (25.0%), or civil servants (25.0%) or engineers (13.5%).

The last table (Table23) presents the occupational distribution of the expected fathers-in-law of the sample civil servants. The table shows that sample civil servants, irrespective of their sex,

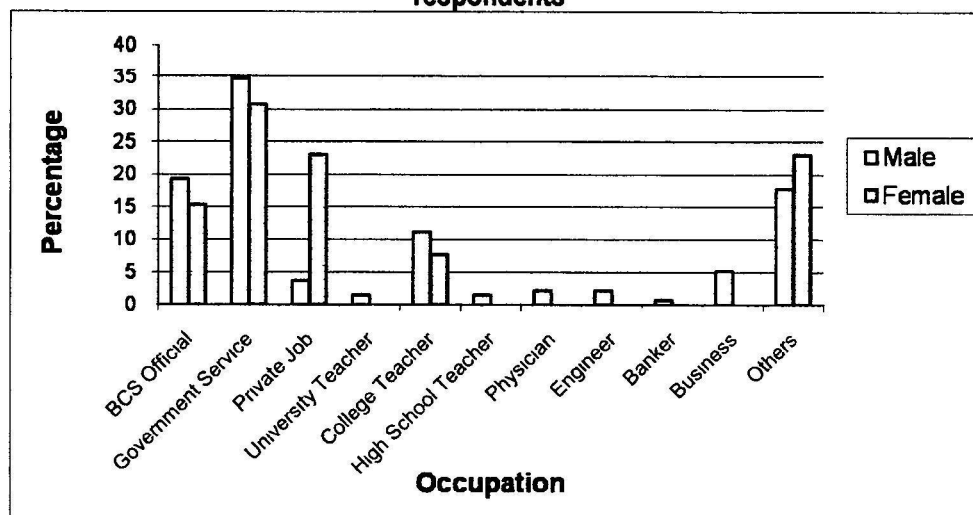
prefer that their expected fathers-in-law should be either government servants or civil servants. A few contrasts in the choice between male and female civil servants can be observed. Compared to the male civil servants, nearly 20 percent of the female civil servants prefer to have their expected fathers-in-law to be businessmen.

Figure21 has been developed to depict the contrast more clearly. The figure shows that businessmen father-in-law is highly preferred by the female civil servants compared to the male civil servants. Otherwise the preference structure in the case of the occupation of the expected fathers-in-law is almost the same for both male and female civil servants.

Table23: Expected occupation of the expected father-in-Laws of the unmarried respondents

Level of Education	Sex				Total	%
	Male	%	Female	%		
1. BCS Official	26	17.1	02	12.5	28	16.7
2. Government Service	47	30.9	04	25.0	51	30.4
3. Private Job	05	3.3	03	18.8	08	4.8
4. University Teacher	02	1.3	00	0.0	02	1.2
5. College Teacher	15	9.9	01	6.3	16	9.5
6. High School Teacher	02	1.3	00	0.0	02	1.2
7. Physician	03	2.0	00	0.0	03	1.8
8. Engineer	03	2.0	00	0.0	03	1.8
9. Banker	01	0.7	00	0.0	01	0.6
10. Business	07	4.6	00	0.0	07	4.2
11. Others	24	15.8	03	18.8	27	16.1
12. No Response	17	11.2	03	18.8	20	11.9
Total	152	100.0	16	100.0	168	100.0

Figure21: Expected occupation of the expected father-in-Laws of the unmarried respondents



Chapter V

Major Findings, Conclusion and Policy Implications

5.0 Major Findings

The present study is an exploratory study, in which a modest attempt was made to depict the socio-economic background of the civil servants of Bangladesh using primary information collected through a questionnaire survey. The study uses primary information collected from 571 entry-level civil servants of different BCS batches. Interestingly, in finding out the socio-economic background of the civil servants, present study also identifies some policy related findings. To identify the policy related interesting findings, major findings of the present study are thus itemized as follows:

5.1 Findings Related to the Socio Economic Background of the Civil Servants

1. It is found that the participation rate in civil service from Dhaka has been increasing over the sample period, while participation rate in civil service by the people of Sylhet division is extremely low (Table-3, Figure-4).
2. The study confirms that more than 50 percent of the civil servants are coming from the rural areas. The rate of participation from the rural areas, however, is decreasing over the years (Table-4, Figure-5).
3. This study confirms that the level of education of the parents and grand parents of the sample civil servants are relatively high. (Table 5 and 6).
4. The study shows that the civil servants have come mostly from the low-income and lower-middle income families, where both agriculture and service are the major income sources of the families of the sample civil servants. Findings 2 to 4 thus confirm that the civil servants are mostly coming from the rural areas, but relatively from the affluent and highly educated families (Table 7A and 7B).
5. The study confirms that the rich and urban based families have been increasingly attracting to the civil service (Table 7A, 7B and Table 3).

5.2 Findings Related to the Basic Human Capital of the Sample Civil Servants

1. The study confirms that the civil servants in Bangladesh are generally highly educated mostly with post-graduate level of education (Table 14).
2. It is found that the majority of the civil servants have studied humanities as their major (Table 14).

3. Importantly, this study confirms that the civil servants are mostly educated in Bangla medium and also in English medium but only at the post-graduate level (Table 15, Figure16).
4. Most of the civil servants possess prior working experience before joining the civil service (Table 16, Figure 17).
5. The majority of the civil servants are satisfied with their present job (Table 17).
6. Spouses of the civil servants are also highly educated of whom more than 50 percent have post-graduate level of education (Table 19).
7. One-third of the spouses of the male civil servants and cent percent of the spouses of the female civil servants are working spouses in the service sectors (Table 20).

5.3 Findings Related to Expectation of the Sample Civil Servants About their Future Spouses and In-laws

1. It is found that the male civil servants expect that their spouses must have the graduate level of education at the minimum. Female civil servants, on the other hand, expect that their spouses must have post-graduate level of education at the minimum (Table 21).
2. Present study confirms that most of the civil servants expect that their spouses will be working spouses with a job. It is, however, the case that nearly 20 percent of the male civil servants expect to have spouses who will be housewives (Table 22).
3. Most of the sample male and female civil servants expect that their fathers-in-law will be a service holder in the government sector (Table 23 and Figure 21).

5.4 Some Corollary Findings

1. This study found that a significant number of civil servants participated in the FTCs comparatively at their old age (Table 2, Figure-1).
2. The study confirms that the participation by female in the civil service is low, which is not proportional to the male-female ratio of the country (Figure 2).
3. It is found that the cadre combination for FTC is not proportional to cadre, in which sometime a specific cadre dominates a specific FTC batch (Table 1 in the Annexure and Figure 3).
4. This study supports the view that the participation of women in overall economic activities in Bangladesh is alarmingly low. It is found that more than 40 percent of the

male civil servants' spouses are housewives who have post-graduate level of education (Table 20).

5.5 Conclusions and Policy Recommendations

5.5.1 Conclusions

The civil service is one of the few key elements that can bring in changes in the administration of any country. These changes might include governance and development of the country. Therefore, understanding the socio-economic background of the civil servants of a country is important. Very few studies, however, focused on this important issue. The present study is an attempt to understand the socio-economic background of the civil servants in Bangladesh. In this study to unfold the socio-economic background of the civil servants we analyze the spatial and rural-urban affiliation of the BCS officers; educational background of the BCS officers, their spouses, their parents and grandparents; occupations of their spouses, their parents and grandparents, economic status of the fathers and grand fathers of the BCS officers; job satisfaction of the BCS officers in their present job. Information from 571 civil servants on those issues has been used in this research. The respondents belong to seven BCS batches (18th, 19th, 20th, 21st, 24th, 25th, and 27th).

The study reveals that at least half of the BCS officials come from the rural areas, but the rate reveals a decreasing trend. The civil servants mostly belong to lower and lower-middle income families, where agriculture and service are the dominant family income sources. Academic achievements of the BCS officials are high. Most of them have postgraduate qualifications. Majority of them have studied humanities as their major. Bangla has been the predominant medium of their education. Almost 70 percent are satisfied with their present job. The spouses of the civil servants are also highly educated and almost one-third spouses of the male civil servants and cent percent spouses of the female civil servants are employed in the service sector. Based on the major findings, the study made some policy recommendations.

5.5.2 Policy Recommendations

This study clearly demonstrates that the rural representation in the civil service is showing a decreasing trend. If this finding is a result of rapid urbanization of the rural areas then the concern may be ignored, but if it is a result of alienation of the rural people because of the commercialization of education system of the country then this might create tension in the society in the long run. Therefore, the participation of the rural meritorious people into civil

service should be encouraged either by facilitating quality higher education in the rural areas or by implementing some special provisions. However, any change in the existing recruiting system must be examined in detail before taking any action on this issue. Particularly, the total social cost and benefit must be measured before addressing any changes in the recruiting system. It requires further careful and separate study on this issue.

Necessary action should be taken to ensure that the civil servants can participate in the FTC just after joining the civil service. The physical and human capital capacity of BPATC should be strengthened to ensure imparting timely training to newly BCS recruits. The Ministry of Public Administration should try not to send civil servants to field administration before their Foundation Training. An action plan should be developed immediately to solve the existing backlog relating to foundation training to ensure timely training in the future.

The Ministry of Public Administration should nominate trainee officials to FTC in such a way that it ensures the proportionate participation by each cadre to ensure the development of maximum horizontal networks among the civil servants.

As the study confirms that the majority of the sample civil servants studied humanities as their major, the introduction of quantitative technique into FTC might be required to ensure the acquaintance of the civil servants with very basic statistical tools and methods. The issue again however, should be examined thoroughly on the issues of what should be taught and the mode of training.

The existing training programme on English language must be strengthened as most of the civil servants have studied in Bangla medium. BPATC has recently established a modern English language laboratory. Besides, the regular English training under FTC, BPATC can introduce an intensive English Language training programme for the civil servants. Similarly, the training programme on English language should be introduced in other training institutes as well for the civil servants.

This study clearly demonstrates that the female participation in the civil service is alarmingly low. The study, thus, supports the female quota system in the BCS recruitment policy in Bangladesh.

Annexure1: Table1: Cadre Distribution of the Respondents

Name of the Cadre	Male	%	Female	%	Sub-Total	%
Administration	77	16.1	35	38.0	112	19.6
Agriculture	19	4.0	03	3.3	22	3.9
Ansar	07	1.5	01	1.1	08	1.4
Audit & Accounts	10	2.1	03	3.3	13	2.3
Cooperative	09	1.9	00	0.0	09	1.6
Customs & Excise	05	1.0	00	0.0	05	0.9
Economic	15	3.1	04	4.3	19	3.3
Family Planning	20	4.2	05	5.4	25	4.4
Fisheries	15	3.1	02	2.2	17	3.0
Food	01	0.2	00	0.0	01	0.2
Foreign Affairs	02	0.4	03	3.3	05	0.9
Information	32	6.7	01	1.1	33	5.8
Judiciary	18	3.8	05	5.4	23	4.0
Livestock	109	22.8	08	8.7	117	20.5
Police	87	18.2	15	16.3	102	17.9
Postal	05	1.0	01	1.1	06	1.1
Public Works	01	0.2	01	1.1	02	0.4
Railway (Eng)	07	1.5	00	0.0	07	1.2
Roads & Highway	22	4.6	03	3.3	25	4.4
Statistics	05	1.0	00	0.0	05	0.9
Taxation	03	0.6	02	2.2	05	0.9
Telecom	10	2.1	00	0.0	10	1.8
Total	479 (83.9)	100.0	92 (16.1)	100.0	571 (100.0)	100.0

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