Human Resource Planning:
Role of Ministry of Establishment

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By

Shahnoor Islam

Registration No. 177 (93-94), M. Phil.
Department of Public Administration
University of Dhaka, Dhaka.

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DECLARATION

It is hereby declared that this thesis or any part of it has not been submitted elsewhere for the award of any degree or diploma.

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Dr. Syed Giasuddin Ahmed
Supervisor
Professor
Department of Public
Administration
University of Dhaka
Dhaka- 1000
Bangladesh

Shahnoor Islam
(Candidate)
M. Phil. Student
Reg. No. 177
Session 1993- 94
Department of Public
Administration
University of Dhaka
Bangladesh

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Preface

Planning, if put in very simple terms, means a process by which the steps of an action is predetermined after judging all the pros and cons. Planning is important because it reduces wastage of resources. If proper planning can be applied to human resources it will obviously yield greater and better output, which is the exact need of the hour for a country like Bangladesh.

The purpose of this study is not to evaluate various techniques of good recruitment, promotion, training and posting, rather to find out whether Bangladesh's civil service has sufficient amount of efficient civil servants in hand to provide services to people. This study also is designed to find out whether the Ministry of Establishment (MOE) as central personnel agency (CPA) is engaged in anything like human resource planning (HRP). Proper utilization of manpower especially in a country like Bangladesh with limited material resources is very important. Moreover, where private sector's contribution for society's grassroots level is limited, where civil service has that advantage to reach to the door of common people for their development. For this reason proper planning has to be made as to where to put which person at which time, as Human Resource Planning means to match the right type of person at the right job at the right time.

The present thesis has been thoroughly revised in compliance with the comments made by the two examiners on the thesis that was submitted to the Dhaka University authority in 2002. The researcher feels extremely sorry for the long delay in resubmitting the revised thesis. But it couldn't be helped because the researcher has since early 2003 been living in Dubai with her husband and the children.

This revised thesis consists of six chapters in all. Along with theoretical discussions in second chapter, descriptions on historical background of the Civil Service in third chapter, and focusing the role of the Ministry of Establishment in human resource planning processes in fourth chapter, this study also has pointed out the problems of human resource planning in Bangladesh Civil Service in fifth chapter. The sixth chapter concludes the study with an evaluation of the study findings along with concluding comments of the researcher.

Chapter I

Introduction

The task of development in every sphere was considered the top-most priority of the government that assumed state power in liberated Bangladesh in December 1971. But achieving such targeted development seems to have not been an easy task, especially in a war-ravaged country. Utilization of both material and human resources were needed for the development of a country. Though this newly independent country lacked in material resources, it inherited a large population, which if converted into efficient human resources could be utilized for effective development.

Another point to note is that, because of poor contribution of the private sector, government's functions have naturally increased manifold since liberation. Moreover, post–liberation administrative apparatus was ill equipped to tackle the added responsibilities of reconstruction. The services were disorganized and civil servants were in a labyrinth situation. The civil servants at liberation belonging to three different categories, i.e., (i) the All-Pakistan Services, (ii) the Central Services and (iii) Provincial Services, were made to work in war ravaged milieu without any direction, without any national level personnel planning[1]. The number of individuals in the inherited civil service was inadequate; all of them were also not efficient.

In the absence of substantive contribution of private sector, the government has to take care of almost all the services for its citizens. For this reason Bangladesh's public administration has become very much service oriented with its primary functions being revenue collection, provision of essential services and development functions. Keeping these issues in mind, the government since the pre-independence days designed a public administration structure, which would be able to provide services at the grass-root level.

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[1] See M.M. Khan and H.M. Zafarullah, "Recruitment and Selection in the Higher Civil Service of Bangladesh: An Overview", in *SOCA Occasional Paper Series*, Second Series, No. 6, Washington, D.C. 1984.

The structure of administration along with its civil service system in today's Bangladesh has its roots in British India and United Pakistan, whose origins can be traced farther back, particularly the period of Mughal rule in India. From 1947 to 1971, Bangladesh was part of federal Pakistan. Faced from the beginning with problems stemming from such circumstances as the geographic and linguistic division of East and West Pakistan, including many other features, resulted in the disintegration of Pakistan and the emergence of former East Pakistan as a sovereign state of Bangladesh in December 1971[2].

This study will examine the status of human resource planning in Bangladesh. More specifically, it will analyze the role of the Ministry of Establishment as a central personnel agency in human resource planning. Arrangements for management of civil servants are so important that the United Nations conducted a study of the subject in the late 1960s[3]. Especially in a country like Bangladesh where the functions of civil servants are not only to collect revenue and maintain law and order, as was the case during the early days of British rule in India, but also to provide a wide range of services to people with limited resources. Hence the importance of the topic of this thesis can easily be understood.

The development process at fundamental levels presupposes the existence of skilled manpower and organization of these skilled personnel to attain objectives set by higher levels of management. But Bangladesh seems to be unfortunate on both counts. Its share of skilled manpower at liberation was minimal[4]. Moreover, features of post-liberation conflicts, factionalism and sectarian discontents within the bureaucracy at times threaten the continuity of the government machinery. From then till now unstable political and social situation have had impacts upon the civil servants, thereby resulting in poor governance.

The purpose of this study is not to evaluate various techniques of good recruitment, training, promotion and posting, rather to find out whether Bangladesh's civil service

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[2] Syed Giasuddin Ahmed, *Public Personnel Administration in Bangladesh*, University of Dhaka, Dhaka, 1986, p. 2.

[3] United Nations, Department of Economic and Social Affairs, *The Central Organs of the Civil Service in the Developing Countries*, New York, 1969, pp. 132-133.

has sufficient amount of efficient civil servants in hand to provide services to people. The study also is designed to find out whether the Ministry of Establishment as a central personnel agency (CPA) is engaged in anything like human resource planning (HRP). Proper utilization of manpower especially in a country like Bangladesh with limited material resources is very important. Moreover, where private sector's contribution at grassroots level is limited and where civil service has that advantage to reach to the door of common people for their development. For this reason proper planning has to be made to put which person at which time, as Human Resource Planning means to match the right type of person at the right job at the right time. According to Bechet and Walker, organizational effectiveness depends on having the right people in the right jobs at the right times to meet rapidly changing organizational requirements[5].

This study will also point out the existing problems in human resource planning in Bangladesh and suggest as well some ways as to what the Ministry of Establishment can do to improve the present scenario.

Objective(s) of the Study

As stated above, this study examines the role of the Ministry of Establishment in Human Resources Planning of Bangladesh. Additional objectives of this study are:

1. To identify a conceptual framework of human resources planning in the light of contemporary literature.

2. To identify the process of Human Resource of Planning as followed by the Ministry of Establishment for the Bangladesh Civil Service.

3. To identify the shortcomings of the Ministry of Establishment in Human Resources Planning.

4. To determine whether the procedure can be termed as an integrated.

5. To suggest ways for overcoming these problems.

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[4]   Syed Giasuddin Ahmed, *Public Personnel Administration in Bangladesh*, University of Dhaka, Dhaka, 1986, p. 5.

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Methodology

Selection of the Topic

Although pressures continue to build for effective allocation and utilization of manpower, there is little evidence that manpower planning is achieving sophistication in practice or making its most significant contribution to the development of Bangladesh. This understanding has led this researcher to select this topic as part of the second year M.Phil program in the Department of Public Administration at the University of Dhaka. The rationale behind the selection of research topic seems even more logical during information collection stage when it became very much evident that the number of research works in this area was very few.

Information Sources

In order to collect information about current status of Human Resources Planning of Bangladesh, literature review was done both 'on-campus' and 'off-campus'. Other necessary information was collected from following sources:

Official and Secondary Sources: For better understanding of the existing policies of government regarding Human Resources Planning in Bangladesh, many official publications like the rules of business, allocation business among the different ministries/divisions, establishment manuals, and the government gazettes of the government of Bangladesh were consulted by this researcher. In addition, numerous standard publications relevant to the research topic also were reviewed with the objective of getting enlightened on the concept of HRP as well as on the formal and informal operations of HRP processes in Bangladesh.

Primary Sources: Another major source of information was from the interviews with civil servants. These interviews were carried out either with the help of 'interview schedule' or free format 'face to face' contact. The rationale for using 'interview schedule' instead of questionnaires is to get correct information from government officers of different functional tiers in the Ministry of Establishment (MOE). Normally the ordinary people have little access to such officers in the MOE. See appendix 1 for the text of Interview Schedule used for this research.

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[5] T. P. Bechet and J.P. Walker, "Aligning Staffing with Business Strategy", *Human Resource Planning*, vol. 16, 1993, pp. 1-16.

Number of Respondents

In order to get opinions from relevant groups, a total of fifteen (15) respondents of different tiers of the Ministry of Establishment were carefully selected on the basis of their involvement and interest in the field of Human Resources Planning. Due to the various problems, it was not possible to get objective and randomized samples. The samples for administering interviews with the help of interview schedule have been selected by using purposive non-probability sampling method based on subjective judgment and personal contacts. Selection of respondents was aimed mainly at qualitative information rather than quantity.

After data-translation was completed, data-analysis took much of the allocated time. First draft of the report was prepared with relative ease but subsequent scrutiny and amendment took much time before the final draft was ready for submission. Research design of the study can be analysed in terms of Figure 1.1.
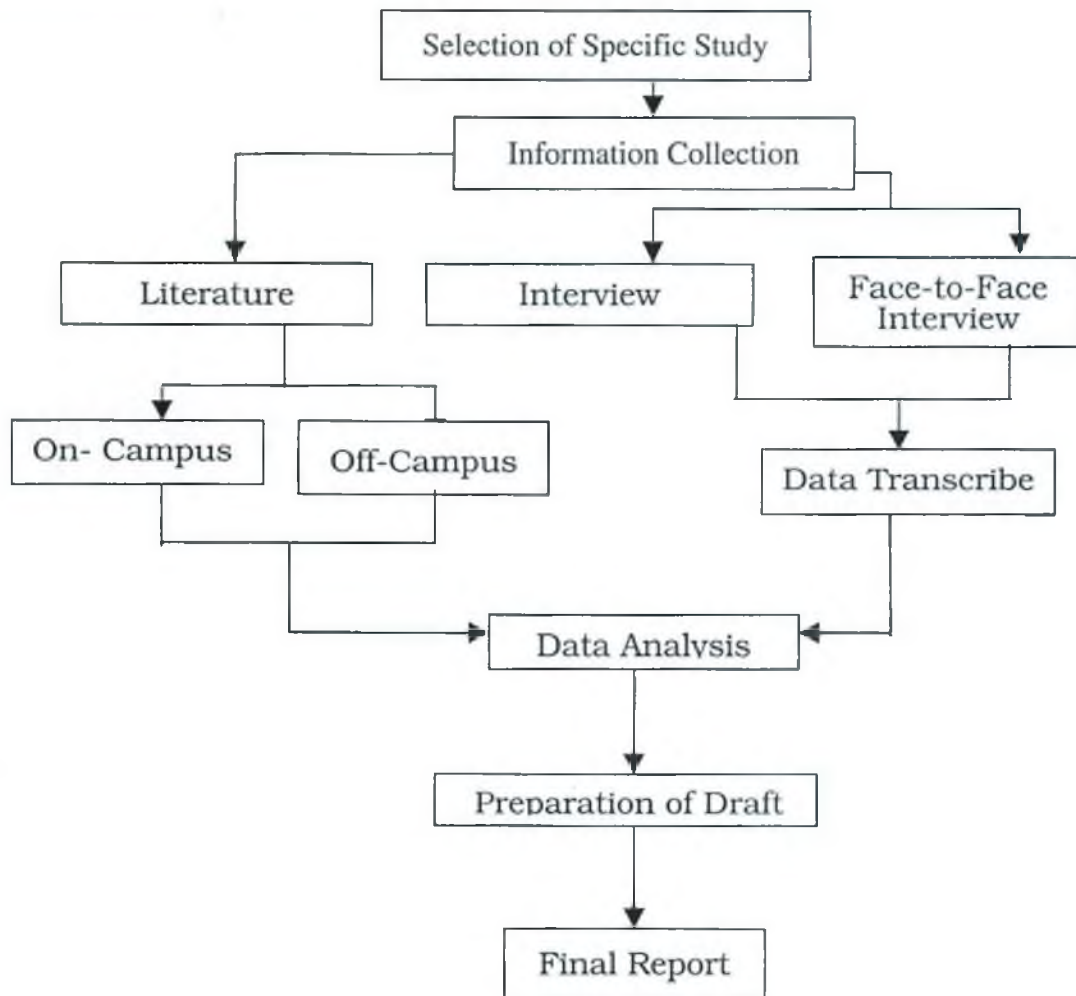
Figure-1.1: Research Design

For the purpose of this study as per Figure 1.1 the following methods have been employed:

1. Interview Schedule for face to face interviews (see appendix 1).

2. Research and analyses of records, data, circulars of the Ministry of Establishment.

3. Consultation of current literature of the relevant field.

4. Observation.

This thesis consists of six chapters including this 'introduction'. Chapter two includes literature review aimed at providing the theoretical framework of this study. Chapter three probes the system of civil service in Bangladesh both in its historical and modern context. Chapter four is designed exclusively to focus on the role of the Ministry of Establishment in human resource planning. Chapter five attempts at identifying the existing problems in relation to the operation of HR planning processes. And, finally, the sixth chapter concludes this study with an evaluation of the study findings and the concluding comments.

Chapter II

HUMAN RESOURCE PLANNING: A THEORETICAL FRAMEWORK

Introduction

This chapter elaborates on some points raised in Chapter I and thus amplifies the theoretical setting of the rest of study. More specifically, the chapter is organized into five main sections including this introductory note. The section that follows this note indicates the importance and benefits of human resource planning. The next elaborates on the processes of human resource planning. The fourth section underscores the need for an integrated approach to deal with the functions of human resource planning. Finally, the fifth section identifies the types of organizations that oversee the processes of public sector-based human resource management and planning. However, the remainder of this introductory note focuses on the concept of human resource system and the meaning of human resource planning.

In the past, people working in organizations, both public and private, were given attention to the extent that this attention fulfilled a necessary condition of work. As is generally accepted, traditional concept of personnel or human resource management was based on a very narrow view of human motivation. The basic assumption underlying that view of that human beings were primarily motivated by financial emoluments and physical comforts and therefore necessary attention needed to be paid to their availability so that people do not get dissatisfied on these accounts. Now, however, it is being increasingly recognized that people working in organizations are basically human beings and that they have their own needs, motivations and expectations. The emerging concept of 'Human Resources System' (HRS) assumes that human beings are a great asset in the organization, since they contribute a great deal to the achievement of the organizational goals. This positive view of people working in

organizations as an asset and possessing unlimited potentiality is the basis of the concept of human resources system.[1]

Another underlying concept of the human resources system is that investment in human beings is a prerequisite to balanced organizational growth. The more an organization is investing in human resources, the greater the return from that investment is likely to be. Moreover, it is being realized that organizations have an obligation to perform towards the society of which they are a part. Hence, they should also contribute to the development of people; besides operating with the new values of treating people as human beings. Organizations should contribute to this value by evolving traditions and culture of respecting people as human beings.[2] So is the need for attaching due importance to the management task of human resources planning.

But one must also be aware of the fact that all human beings are not or may not be included as human resources. In modern terms, human resource as part of manpower is that managerial, scientific, engineering, technical traits and other skills and employed in creating, designing and developing organization, managing and operating productive and service enterprises and institutions So planned use of this human resource may contribute to development. That's why human resource planning is an important part of modern personnel administration both in national and individual organizational context.[3]

It seems appropriate at this stage to clarify the term 'Human Resource Planning' (HRP). In fact, HRP is a sub-system in the total organizational planning. Organizational planning includes managerial activities that set the organization's objectives for the future and determine the appropriate means for achieving those objectives. HRP thus facilitates the realization of the organization's objectives by providing the right type and right number of personnel at the right time.[4]

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[1] Udai Pareek, "Designing Human Resources Development", in Ramesh K. Arora, and R.M. Khandelwal,, eds., *Administration of Human Resources: Comparative Foci*, Arihant Publishers, Jaipur, 1992, pp. 22-23.

[2] Ibid.

[3] K. Bazlul Hoque, "Human Resource Management in Bangladesh", Paper presented in the Bangladesh Economic Association Biannual Conference, held at Dhaka July 1988.

[4] K Aswathappa, *Human Resource and Personnel Management*, Second edition, Tata MC Graw-Hill Publishing Company Limited, New Delhi India, 1999, p. 59.

Through HRP management strives to have the right number (quantitative) and the right kind (qualitative) of people, at the right place, at the right time, doing things, which result in both the organization and the individual receiving maximum long term benefit. In other words, a major purpose of human resources planning is to help the organization to use human talent effectively and it also works for individual employee's interest.

Another key definition is required before human resource planning process can be examined: "Manpower planning is the process of determining manpower requirements in order to carry out the integrated plans of the organization".[5]

Importance and Benefits of HRP

A primary agenda of HRP is the design and delivery of people management programs, for example, selection, development, appraisal, rewards. These encompass a large variety of human resource actions, i.e., organization planning, selection, staffing, performance, development, and rewards. More specifically, these actions are generally planned centering on the objective of deriving the following benefits of HRP:

- It helps the organization to cope with changes in future.

- Planning is vital for determining human needs for the future.

- It helps to get high talent personnel with lower cost.

- It prevents shortages.

- It enables organization to plan for the orderly progression of employee through different occupations and level of responsibility.

- It provides essential information for designing personnel functions such recruitment selection, training etc.

- It helps organization to replace old personnel

- It meets the need of expansion.

- Human resource planning can also reduce expense associated with excessive turnover, absenteeism, and low productive training program.

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[5] Bruce P. Coleman, "An Integrated System for Manpower Planning: Sophistication Needed as Pressure Builds", *Business Horizon*, vol. 13, October 1970, p. 90.

- Reduce personnel costs by helping organization to anticipate shortages or surpluses of human resources and to correct these imbalances before they became unmanageable and expensive.

- Provides more opportunities for women and minority groups on future growth plans and to identify the specific development or training program that will make specific skills available.

- Provides a tool for evaluating the effect of alternative human resource actions and policies.

- Human resources planning are proactive rather than passive or reactive in its approach, helps to develop human resource policies and resolving human resource problems.

- It establishes an explicit link between human resource planning and other organizational functions such as strategic planning, economic and market forecasting, investment and facilities planning.[6]

Human Resource Planning Process

For achieving the desired goal in a planned way is more desirable than an unplanned way. Planning is a process, which is the combination of a number of successive sequence or steps by which a total plan may be achieved. For proper implementation of human resource plan a process must be followed. There are various scholars who discussed human resource planning process, among them Bruce Coleman's process is an ideal one. Coleman is faculty member at the College of Business Michigan State University. He viewed the process of HRP as a five-stage system[7] (See figure - 2).

1) Organizational Goals and Manpower: The first step in human resource planning is to evaluate organizational objectives and plans for the planning period. But this planning are interdependent at all organizational levels. This interdependence is particularly apparent for long range planning.

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[6]   Gary Dessler, Human resource Management, Prentice-Hall India, 2003, pp. 6-9.

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│  Organizational Goal Manpower   │
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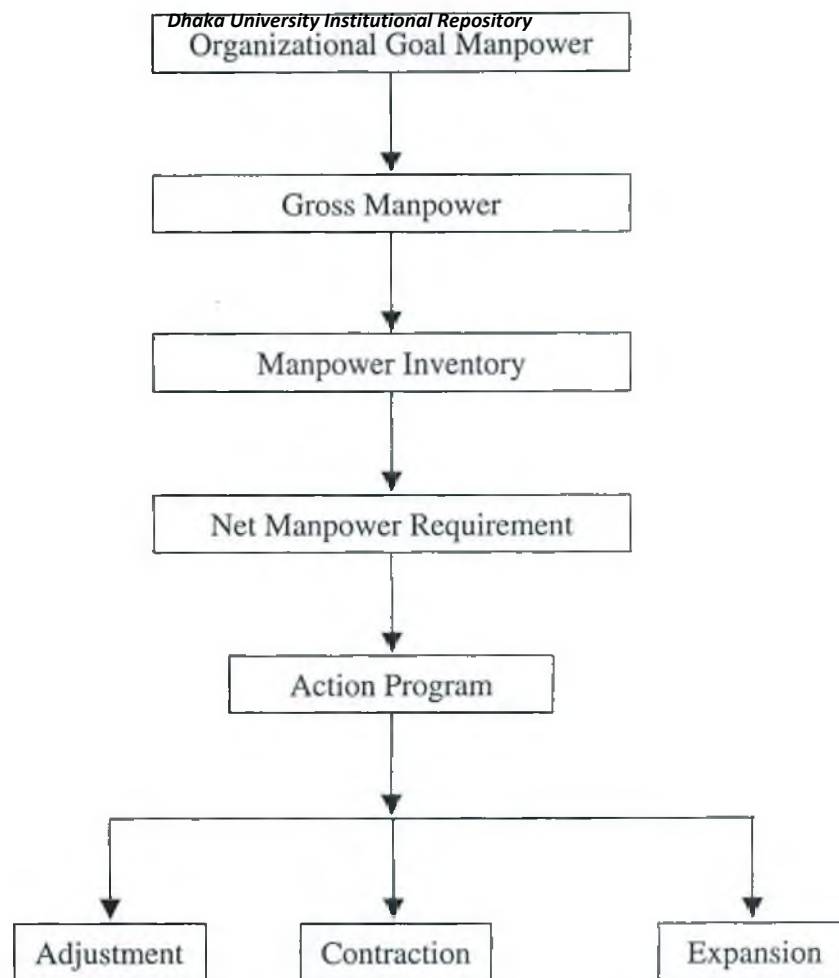
Figure - 2.1: Five-Stage System of HRP (Bruce Coleman)

The primary use of personnel planning is to provide the organization with people needed to perform the activities that will achieve organizational goals. Therefore, the organizational objective and plans at all levels of the organization provide the basis for determining gross manpower requirement.

The process operates as an integrated system and requires feedback and control to ensure that the programs are providing the necessary personnel. Manpower data can be crucial input into the planning process. This data help to determine whether a project can be undertaken or not.

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[7] Bruce P. Coleman, "An Integrated System for Manpower Planning: Sophistication Needed as Pressure Builds", *Business Horizon*, vol. 13, October 1970, pp. 90-92.

If manpower planning and other programs of organization can be matched then it will lead to respective return of invested capital or it will ensure good services. Otherwise most of the programs of the organization will suffer.

2) Gross Manpower Requirement: An integral step of any human resources planning system is prediction the need for and the availability of people with the 'right' characteristics to perform present and future jobs. Therefore, the organization's overall personnel requirement in terms of occupational specialties, job skills and demographic characteristics should be predicted.

There are various methods for determining or forecasting gross manpower requirements that have been borrowed from defense industry are as follows:

a) Expert estimate: Estimation is made by a combination of system familiarity, experience and intuition on the part of the expert.

b) Historical comparison: Breaking the new system into subsystem similar to those already in instance makes Estimation. Data on known system are retrieved from information libraries and provide the basis for the manning estimate of the new system.

c) Task analysis: Estimation is made by a detailed analysis of the system requirements, establishment of mission profiles and ground equipment functions, definition of specific tasks and a clustering of tasks.

d) Sovereign factors: Estimation is based upon identification of one or several factors that correlate highly with the item being estimated. It avoids the task of complex manipulation of multiple variables.

e) Modeling: Estimation is made by the use of decision models such as PERT, linear and dynamic programming and multiple expressions it is typified by its typified by its objectives and explicit nature.

However, none of these methods is particularly satisfactory for determining gross manpower requirements. The Key to an effective forecasting procedure is to bring the cause and effect relationships. In other words, there is a need to know what factors determine supply and demand for people. Second, many factors are beyond control of the organization; management cannot plan the changes in those variables. However,

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anticipating possible change in these uncontrollable factors and forecasting their possible impact on the organization's need can still make a forecast.

3) Manpower Inventory: Knowing with precision the existing manpower capability of the organization is the objective of the manpower inventory. The basic information needed is data relative to the knowledge and skills possessed by each individual in the organization. This includes not only his present duties, but also all skills he possesses as indicated by past work experience and educational specialties. Other data, such as age, sex and promotability are desirable for planning purpose.

This information enables the organization to match the skills in the organization against gross manpower requirements. It is unlikely that it is economical to recruit, hire and train additional people when the required skills are already at hand somewhere within the organization. Often internal adjustments can be made satisfactorily at minimum cost. Having a manpower inventory is also essential to intelligent participation in total organizational planning. It provides the input for advice concerning the capability of the organization to undertake programs and for estimating cost of acquiring additional manpower capabilities. For efficient functioning of organization data bank can be developed. Computerized system can be used for large organization.

4) Net Manpower Requirement: The definition of net manpower requirement becomes the objective for the planning period and is the basis for action programs designed to effect changes necessary in the capability of this area in the organization. Basically net requirements are the difference between the gross manpower requirement and the manpower inventory; but arriving at the net manpower requirement is not simply a matter of addition or subtraction. Other factors enter into the structure of net manpower requirements and affect the design of specific programs for obtaining personnel.

The planning lead-time greatly influences net manpower requirement. In the short run, if immediate adjustments are necessary (and in fact no previous planning has occurred) qualitative criteria may be immaterial. But if previous effective planning lengthens the lead-time, then definition of net manpower requirement serves as basis for action

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programs, which also includes other qualitative manpower criteria such as minimum cost, effective manpower utilization and effective operation.

5) Action Program: Human resource Planning permits on totally integrated basis, the design and implementation of action programs to ensure that the manpower needs of the firm are met over time. These programs entail all of the traditional personnel administration functions, but the emphasis here is on the acquisition and development of manpower skills. Thus the functions of employment (recruitment, selection and placement) and education and timing receive prime consideration. Changes in personnel programs many take the form of expansion, adjustment, contraction or a combination of these. An obvious starting place in programming is an analysis of present personnel capacities to see if some of the need can be met through internal adjustment such as promotion transfer or upgrading.

Action programs during period of contraction are very difficult, especially for the many-partied executives. The managers who were hired during periods of expansion or replacement may have reached middle or even upper ranks and expect to progress further with firm's expansion. Yet, when there is a period of recession, there is no place for these individuals to go – accept out.

Another vulnerable group is who are hired for special programs. At the end of that program, size of manpower should be very gradually reduced. Efficiency and fairness should be the primary criteria. Possibility or surplus manpower can be reduced through long-term sensible planning, which helps the anticipation of contraction.

Education, training and development constitute major action programs for meeting the skill require advance thought and development.

Through long-range approach on a total organization basis helps to satisfy all the pertinent quantitative and qualitative criteria. Gestation period varies according to skill requirement. Managerial skill requires longer lead-time and less time will be needed for office skills. Programs must be designed specifically for varied skills, which are likely to be dissimilar.

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Several key points are essential to design and operate the HR System. These relate to integration, feedback and control. This process has been described as part of a set of stages or steps. In reality, it does not operate that way. It operates as an integrated system. For example, organizational objectives and plans are determined by manpower data. Action programs are inseparable from net manpower requirements that affect the manpower inventory, objectives and requirements. The control process just described may affect any stage of the process.

For this process to operate effectively there must be feedback and control. There must be continuous evaluation to assure that programs are being achieved, in turn, are proper for providing personnel to meet organizational objectives and plans. Procedure must be designed to assure the flow of feedback information and its appraisal.

Types of Organization for HRP

The HRP process described above is primarily designed for non-government and private organizations. But due to its integrated and all encompassing approach it also covers all the areas of public personnel or human resource management in the public sector. Personnel administration in government is carried out by different agencies in different countries. Although the modern trend is toward bringing almost all personnel functions under the roof of one single central personnel organization, the mode of establishment of such a 'unitary system' is not uniform.[8] For example, in most countries in South and Southeast Asia, there is more than one personnel organization, but one major central organization is actually charged with a considerable degree of centralized authority. In other countries, a commission or board with independent status plays dominant role.[9]

One must keep in mind that public personnel management operates in a milieu of checks and balances, especially in the government of a popular and democratic type.

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[8]   See S. K Sharma, "Centralization of Personnel Functions: An Asian Perspective", in *International Review of Administrative Sciences*, vol. XLVII, No.1, 1081, pp. 6-64.

[9]   See A. Raksastaya and H. Siedentopf, eds., *Asian Civil Services: Development and Trends.*, APDAC, Kuala Lumpur, 1980, pp. xi-xii.

Because the personnel system in such a government - particularly the system under which civil servants are recruited, the legal status as regards their tenure of employment, their compensation, opportunities for advancement, working conditions- is one in which three distinct parties have a direct interest. These three parties are (i) the general public; (ii) the government viewed as employer; and (iii) the employees.[10]

In broad terms, two types of central personnel agencies are found to have been operating in global context. One is the pluralist system, and the other is the unitary system[11]. The main feature of a pluralist system is organization of the public service management on the basis of at least two organizations. One is collegiate commission, e.g., the PSC, and the other is a hierarchical central administrative agency, i.e., the Ministry of Establishment in Bangladesh. On the other hand, all unitary systems have in common a single civil service organ combining most centralized functions in the sphere of public service management. However, the structure is not uniform in all the systems. Roughly there are three distinct variants: a) a board or commission, e.g., the Civil Service Commission in the Philippines; b) a directorate general, as in France; or c) a civil service ministry or department - a recent innovation adopted in some of the new African states.[11]

In countries with a British heritage, there is usually an independent public service commission (PSC), its functions generally limited to appointments by direct recruitment and promotion, control of recruitment and departmental examinations, and disciplinary matters, while other personnel functions are performed by other agencies located within the executive hierarchy.[12] In effect, in most countries formerly under British rule, this centralized system of civil service management originated before independence, and many of them have retained it with slight or no modification. However, the nomenclature of such central executive organizations of civil service management varies from country to country. For example, the central organ of civil

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[10] Syed Giasuddin Ahmed, "Framework of Personnel Administration in Bangladesh", in *Indian Journal of Public Administration*, vol. xxxi, no. 1, 1985, pp. 42-44.

[11] S. G Ahmed, *Public Personnel Administration In Bangladesh*, The University of Dhaka, Dhaka, 1986, pp. 17-23.

[12] Ibid., p. xxxi; United Nations, *Handbook of Civil Service Laws and Practices*, New York, 1966, pp. 17-36; United Nations, *The Central Organs of the Civil Service in the Developing Countries*, New York, 1969.

service management within the executive hierarchy in India is known as the Ministry of Personnel, Public Grievances and Pension; in Sri Lanka as the Ministry of Public Administration; in Malaysia, the Public Services Department, a part of the Prime Minister's office; in Singapore, the Public Service Division; and in Pakistan as the Establishment Division.[13]

In Bangladesh, the Ministry of Establishment and the Public Service Commission (PSC) are the two central personnel agencies. The PSC is a constitutional body; appointments of its chairman/members and the functions of PSC are regulated under provisions made in the constitution. It occupies an important position in the sphere of public personnel administration of the country. Although, constitutionally, the PSC is the authorized body to deal with government-wide personnel functions, operationally the Ministry of Establishment is the key central personnel agency, which seems to be handling the major personnel functions like recruitment, career planning, training need assessment, posting promotion, and so on.[14]

Because the Ministry of Establishment is the key personnel agency in Bangladesh, this study thus is designed in the main to probe this Ministry's role in integrated human resources planning in the public sector.

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[13] S. G. Ahmed, *Public Personnel Administration In Bangladesh*, The University of Dhaka, Dhaka, 1986, p. 23.

[14] For move details on the structural organization and functions of the PSC and the Establishment Ministry in Bangladesh, see Syed Giasuddin Ahmed, *Public Personnel Administration in Bangladesh*, University of Dhaka, 1986; Syed Giasuddin Ahmed, *Bangladesh Public Service Commission*, University of Dhaka, 1990; AMM Shawkat Ali, *The Lore of Mandarins: Towards a Non-Partisan Public Service Commission*, UPL, 2002.

Chapter III

CIVIL SERVICE AND ADMINISTRATIVE APPARATUS

Introduction

This thesis is concerned mainly with conducting an investigation into the role that is being played by the Ministry of Establishment in processes of human resource planning in the public sector. In Bangladesh, in effect, it is the civil servants that constitute a reservoir of skilled individuals belonging to a mass of skilled, semi-skilled and unskilled human resources in the public sector. Hence this researcher considers it important to include an overview of the structure of civil service in today's Bangladesh, including its genesis, in this chapter before an investigation of the Establishment Ministry's role in civil service management and planning is undertaken. This chapter also includes detailed descriptions on Bangladesh's overall administrative structure within which the civil servants are in place providing a wide of range of services. However, the remainder of this introductory section probes the genesis of Bangladesh' civil service system.

As a matter of fact, the system of civil service in today's Bangladesh developed as an integral part of Pakistan's bureaucracy during the twenty-four years of its united existence until 1971. But its actual genesis can be traced to what the British in India innovated to maintain law and order, collect land revenue, and establish local institutions. During the rule of the East India Company (1757-1858) its employees had to sign agreements or covenants describing agreed-upon terms and conditions of service with the Company. Another group of employees also served under the East India Company who did not sign any such covenants. Those who signed covenants were known as covenanted servants and those who did not came to be known as uncovenanted servants. The Act of 1793 established the principle of exclusively filling 'covenanted offices' with covenanted officers. From then onward the two groups were formally divided between the covenanted and the uncovenanted servants. These

groupings subsequently became known as cadres. During the first hundred years of Company rule in India (1765-1857), the civil servants used to be nominated by the East India Company's central authorities in London. On the basis of a report called "Report on the Indian Civil Service", prepared by a Committee under the chairmanship of Lord Macaulay in 1854, this patronage system of selection was replaced by open competition. The term 'Civil Service' was formally introduced after the Macaulay Report. Moreover, the covenanted civil service gradually became known as an All-India Civil Service, or the India Civil Service (ICS).[1]

After the assumption of control of India in 1858 from the East India Company by the British Crown, changes of substantive nature were introduced in the existing civil service system. The Aitchison Commission (1886-1887) recommended the formation of two distinct categories of civil service, namely the Imperial Civil Service (ICS)[2] and the Provincial Civil Service. According to the recommendations of this Commission, the ICS was to be placed at the apex of the Civil Service. The members of the covenanted civil service were encadred in the Imperial Civil Service. The uncovenanted civil servants were divided into two groups - the Provincial Civil Service and the 'Subordinate Civil Service'. Members of the 'Subordinate Civil Service' used to be promoted to the Provincial Civil Service on the basis of merit. While the Imperial Civil Servants would serve all over India, either in the provinces or in the central government departments, the members of the Provincial Services were mainly deployed in the provinces. Subsequent to the adoption of the recommendations of the Aitchison Commission (1886-1887) by the government, the basic pattern of the cadre system of organisation was established.

The system of civil service developed by the British in India was the product of a series of pragmatic responses to the political and administrative needs of their colonial administration. Intermittent executive and legislative actions and the recommendations of such enquiry committees as the Islington Commission (1912-1915)[3] and Lee

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1   For further details about the growth and development of the civil service system in British India, see B. B. Misra, *The Bureaucracy in India*, Oxford University Press, New Delhi, 1977.

2   Muzaffar Ahmed Chowdhary, *The Civil Service in Pakistan*, NIPA, Dacca, 1969, p. 12.

3   Ibid., pp. 24-30.

Commission[4] (1924) had brought about changes in the Civil Service in India. The Indian Civil Service was a generalist service par excellence. Its members could be appointed to any administrative jobs, from the administration of districts to policy formulation in the Secretariat. Later this ICS cadre was to develop, with only minor modifications, into the Civil Service of Pakistan or the CSP cadre in Pakistan and the Indian Administrative Service (IAS) in India. Similarly, the establishment of the Provincial Civil Service presaged the development of equivalent services in the provinces of Pakistan and India.[5]

In 1947, Pakistan and India achieved independence and inherited much of the civil service system developed by the British in the years before partition. In the midst of frequent changes of government, political instability and the absence of democratic rule with short breaks of military rule, Pakistan's bureaucracy constituted the only element of continuity in that country. This reinforced the popular belief in the strength of bureaucracy. The civil servants in Pakistan were more educated and experienced in the art of government than most of the Ministers. Naturally, the two founding leaders of Pakistan, Governor General Mohammad Ali Jinnah and Prime Minister Liaquat Ali Khan, relied heavily on the civil servants.[6]

In Pakistan, the Civil Service was divided into spatial divisions- All Pakistan, Central, and Provincial. Members of the All-Pakistan Service (i.e., the CSP) used to be deployed in both the provinces of Pakistan, Central Secretariat, Parastatals; Central Services like the Accounts and Secretariat were mainly deployed in the Central Secretariat and jobs earmarked for the Central Government; and the members of the Provincial Services were mainly deployed in the respective provinces.

The services were further divided into the following three broad categories according to the type of work they performed:

    a. Generalist-administrative service, e.g., the CSP;

    b. Functional services, e.g., Audit and Accounts, Income Tax;

    c. Specialist service, e.g., Central Engineering Services, etc.

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4   Ibid., pp. 34-37.

5   Charles H. Kennedy, *Bureaucracy in Pakistan*, Oxford University Press, Karachi, 1987, p. 22.

6   Syed Giasuddin Ahmed, *Public Personnel Management in Bangladesh*, Dhaka University, Dhaka, 1985, p. 255.

The CSP officers moved from one department to another- land administration, maintenance of law and order, collection of land revenue, judiciary, manning of key posts of attached departments and parastatals, and formulating policies in the national and provincial secretariats. People belonging to the functional services remained deployed in respective functional areas and they could hold few posts in the Central Secretariat. The officers of the specialist services remained confined within their respective specialist sphers.

These divisions into broad functional lines have been described as characteristic of "vertical classification" of services in that vertical lines according to type of work cut across the services performed[7]. Vertical classification of the All-Pakistan and Central Services is illustrated in Chart 3.1:

Chart 3.1

Vertical Classification of Services

Generalist-Administrative	Functionalist	Specialist
CSP PSP (Police Service) CSS (Central Secretariat Service)	Foreign Service Audit & Accounts Military Accounts Taxation Railway Accounts Customs & Excise Postal Information Trade Military Land & Cantonment	Central Engineering Telegraph Engineering Telegraph Traffic Geological Survey

The generalist and functional services used to be recruited through one and same competitive examination, i.e., the yearly Central Superior Services examinations conducted by the Central Public Service Commission, whereas the members of the specialist services used to be recruited on the basis of their special professional qualifications and training.

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7   Muzaffar Ahmed Choudhary, *Civil Service in Pakistan*, NIPA, Dacca, 1969. p. 2.

There were 24 regularly constituted services in the province of East Pakistan. The Central and Provincial Services had almost identical structures. However, the terms and conditions and pay of the Central Services were better compared to that of Provincial Services. While the cadres of Central Services belonged to only Class I category, the Provincial Services were divided into Class I and II, Higher or Junior, Upper or Lower. Except for members belonging to the provincial administrative service, i.e., the East Pakistan Civil Service (EPCS), members of most of the Provincial Services remained throughout their careers in their respective functional areas. However, very few of the EPCS officers could reach the level of Deputy Secretary in the provincial secretariat[8].

Civil Service in Bangladesh

Bangladesh inherited at independence civil servants belonging to both the former Central and Provincial Services of federal Pakistan. They were all grouped horizontally into four class divisions, ie I, II, III, and IV, on the basis of level of responsibility, educational requirements, and admissible pay range. The Central and Provincial Class I Services (including part of Class II Services) in Pakistan were also classified vertically into three main categories: (1) generalist-administrative services; (2) functional services; and (3) specialist service - focusing on the type of work performed. These superior services were once again divided into cadre and noncadre services. Cadre services were constituted under law with a number of positions, a distinct hierarchy, and well-defined functions for each step in the hierarchy. Recruitment to the cadre services was normally made through the public service commissions on the basis of open competitive examinations and interviews. On the other hand, noncadre services were based largely on positions with no definite structure of mobility either horizontally or vertically. Members of the cadre services could move from one department to another, whereas the noncadre personnel had to serve in the particular department to which they were originally recruited. All government employees were also broadly divided into "gazetted" and "nongazetted" categories. All Class I and some Class II employees were treated as gazetted since their appointment, posting

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8   Syed Giasuddin Ahmed, "Public Administration 1947-71", in Sirajul Islam, ed., *History of Bangladesh*, Asiatic Society of Bangladesh, Dhaka, 1997, pp. 380-381.

transfer, promotion, and retirement were to be reported in the official gazettes[9]. The civil service in today's Bangladesh seems to have contained much of the structural features of the Pakistani system.

The administrative reform measures of successive governments in Bangladesh have brought significant changes in the civil service system. During the years from 1972 to 1996, successive governments appointed as many as fourteen major administrative reform commissions and committees. The AL government of Sheikh Mujib (1972-1975) appointed three high-powered bodies, namely the Civil Administration Restoration Committee (CARC), Administrative and Services Reorganization Committee (ASRC) and the National Pay Commission (NPC-I). General Zia (1975-1981) appointed the Pay and Services Commission (P&SC). The Ershad military government (1982-1990) appointed seven major committees and commissions, ie the Martial Law Committee for Examining Organizational Set-up of Ministries/Divisions, Departments, Directorates, and other organizations under them (MLC), Committee for Administrative Reform and Reorganization (CARR), National Pay Commission (NPC II), Secretaries Committee on Administrative Development (SCAD), Special Committee to Review the Structure of Senior Services Pool (SSP), Cabinet Sub-Committee (CSC), and the National Pay Commission (NPC-III). Finally, the BNP governments of Khaleda Zia (1991-1996) and the AL government of Sheikh Hasina (1996-2001) appointed during the period from 1991 to 1996 three major bodies, namely the Administrative Reorganization Committee or ARC (1993), National Pay Commission or NPC-IV (1996), and the Public Administration Reform Commission or PARC (1996). For a full list of these fourteen committees and commissions, see Box 3.1.

All the reform bodies made painstaking and detailed recommendations to recast and revamp the civil service system of the country. Two of them (ASRC and CARR) went beyond the domain of the traditional administrative system and pleaded for democratization of administration and devolution of power to elected local governments. But the key recommendations of some of these bodies (ASRC and NPC-I) were not accepted by the government of the day, and the major recommendations of some others (P&SC and CSC) were implemented in radically modified forms. In spite

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9   Syed Giasuddin Ahmed, "Composition and Structure of Services", in *Indian Journal of Public Administration*, vol. xxx, no. 1, 1984, 180-84.

of limitation in the reform process, the recommendations made by the P&SC in particular led to the creation of twenty-eight Class I services under fourteen main cadres in 1981, constitution of an apex service called Senior Services Pool (SSP) in 1979, and the introduction of a new pay structure consisting of twenty distinct national scales for all the public sector personnel effective from July 1977.[10]

Box 3.1: Major Commission and Committees for the Study of Different Aspects of Public Administrative and Civil Service, 1971-1996

Title/ Date	Main Focus
1. The Civil Administration Restoration Committee (CARC) December 27, 1971	Administrative Restructuring
2. Administrative and Services and Reorganisation Committee (ASRC), March 15, 1972	Personnel Management
3. National Pay Commission (NPC-I), July 21, 1972	Pay
4. Pay and Services Commission (P&SC), February 20, 1976	Personnel Aspects Including Pay
5. Martial Law Committee for Examining Organisational set-up of Ministries/Divisions, Departments, Directorates, and other organisations under them (MLC-I), April 18 1982	Organisation Staff
6. Committee for Administrative Reform and Reorganisation (CARR), April 28, 1982	Structure and Organisation
7. National Pay Commission (NPC-II), May 31, 1984	Pay
8. Secretaries Committee on Administrative Development (SCAD), April 20, 1985	Promotion Aspects
9. Special Committee to Review the Structure of Senior Services Pool (SSP), December 23, 185	Structure of SSP
10. Cabinet Sub-Committee (CSC), June 3, 1987	Review SSP and Promotion Aspects
11. National Pay Commission (NPC-III), August 1989	Pay
12. Administration Reorganisation Committee (ARC), August 1993	Organisational Structure and Personnel Management
13. National Pay Commission (NPC-IV), August 1996	Pay
14. Public Administration Reform Commission (PARC), December 1996	Organisational Structure, Managerial Framework, and Human Resource Development

Source: Mohammad Mohabbat Khan, *Administrative Reforms in Bangladesh*, 1998, p. 83.

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10 Mohammad Mohabbat Khan, *Administrative Reforms in Bangladesh*, UPL, Dhaka, 1998, pp. 78-100.

Cadre Services. On 1 September 1980, the government announced through a press handout its formal decision to introduce a new civil service system, referred to as 'unified career service', consisting of twenty-eight functional cadres and subcadres, ie fourteen subcadres placed under fourteen main cadres. The announcement sounded euphoric in claiming that the new system would eventually usher in a "classless bureaucracy"[11]. All the twenty-eight cadres/subcadres would be treated as equal, and one cadre would not be superior to any other. Equal opportunity for going up the service ladder would to be ensured, with a view to enabling the best talent in all cadres/subcades to reach the highest echelons of the civil service. All cadres would be recruited on the basis of open competitive examinations to be conducted by the public service commission (PSC). There would be only one unified level of entry into the various cadre services in the ninth pay scale of Taka 750-50-900-EB-1230-60-1470 of the New National Scales of Pay introduced effective from July 1977. The maximum age limit for entry was fixed at twenty-seven and the retirement age for all government officials would continue to be fifty-seven. All fresh recruits would be required to undergo a five-month long training course and successfully complete the probationary period covering assignment both at the secretariat and field level[12].

Officially, however, process of the introduction of the new system began with the establishment of a unified civil service called "Bangladesh Civil Service" or BCS effective from 1 January 1981. Initially the number of the BCS cadres and subcadres was fixed at twenty-eight, with fourteen subcadres placed under the main fourteen cadres. But, subsequently, all the fourteen 'subcadres' were designated as 'cadres', and the number of the cadres now has increased to twenty-nine consequent upon the structural changes into the BCS (see Table 3.1). In the main, the purported objective of the new system was to eliminate in the first place spurious class consciousness that seems to have been persisting in the civil service since the pre-liberation days, and then to provide career opportunities to the deserving, thus developing a sense of belonging and harmony, establishing the principle of 'equal pay for equal work', and finally transforming a disorganised institution into an orderly one. There would be only one unified level of entry into the various cadres, ie the ninth pay grade of Taka 4300-85x7-

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11 *The Bangladesh Observer*, 1980: September 2.

12 Syed Giasuddin Ahmed, *Public Personnel Administration in Bangladesh*, University of Dhaka, Dhaka, 1986, pp. 174-77.

4590-EB-195x11-7740 of the National Scales of Pay, which became effective from July 1997[13].

Table 3.1: List of Twenty-nine Cadre Services

1.	Bangladesh Civil Service (Administration)
2.	Bangladesh Civil Service (Food)
3.	Bangladesh Civil Service (Agriculture)
4.	Bangladesh Civil Service (Forest)
5.	Bangladesh Civil Service (Fisheries)
6.	Bangladesh Civil Service (Livestock)
7.	Bangladesh Civil Service (General Education)
8.	Bangladesh Civil Service (Technical Education)
9.	Bangladesh Civil Service (Economic)
10.	Bangladesh Civil Service (Trade)
11.	Bangladesh Civil Service (Statistical)
12.	Bangladesh Civil Service (Public Works)
13.	Bangladesh Civil Service (Public Health Engineering)
14.	Bangladesh Civil Service (Roads and Highways)
15.	Bangladesh Civil Service (Tele-Communication)
16.	Bangladesh Civil Service (Audit and Accounts)
17.	Bangladesh Civil Service (Customs and Excise)
18.	Bangladesh Civil Service (Taxation)
19.	Bangladesh Civil Service (Foreign Affairs)
20.	Bangladesh Civil Service (Health)
21.	Bangladesh Civil Service (Family Planning)
22.	Bangladesh Civil Service (Information)
23.	Bangladesh Civil Service ((Judicial)
24.	Bangladesh Civil Service (Postal)
25.	Bangladesh Civil Service (Enforcement: Police)
26.	Bangladesh Civil Service (Enforcement: Ansar)
27.	Bangladesh Civil Service (Railway: Transportation & Commercial)
28.	Bangladesh Civil Service (Railway: Engineering)
29.	Bangladesh Civil Service (Co-operative)

Source: Establishment Division, Notification No. S. R. O. 99-L/ME/Rectt/1.51 (vol-3)/83, 27th May 1987, published in *Establishment Manual* (vol. 1), Dhaka, Bangladesh Government Press 1995.

Senior Services Pool. The government also did constitute an apex civil service cadre called Senior Services Pool (SSP), based on the recommendations of the P&SC report

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13 Public Administration Reform Commission, Government of Bangladesh, *Report*, Part I, 2000, p. 32.

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of 1977, prior to the creation of the twenty-eight BCS cadres/subcadres. Established formally from 1 March 1979, the SSP was primarily designed to consist of posts to be filled by persons having all-round experience and leadership quality drawn from all branches of the civil service on the basis of merit and ability tested in an objective manner by the PSC. It also offered opportunities for entry of all cadres to a sort of unified cadre at senior levels (ie SSP), including sharing incentives of higher salaries and performing leading roles in the government[14].

However, the SSP designed to be a unified, open-structured senior executive service was abolished hastily following the protest of some civil servants against the stipulated competitive tests that were to be conducted by the PSC for selection of the SSP officers. This was done on the basis of the recommendation of a Cabinet Sub-Committee in 1989. Instead, quota reservations for all cadres of the BCS were introduced. Thereafter, the quotas for the policymaking and higher executive positions went on changing from time to time, and inequity in career advancement continued. The internecine feuding among the BCS cadre officers continued unabated as well. The UNDO study report of 1993 revealed that the cadre system, as it is, contributed much to inter-service jealousies and bickering[15]. Subsequently, another study conducted by the World Bank titled *Government That Works* (1996) also referred to the inequality of career advancement in the BCS[16].

National Scales of Pay. The New National Scales of Pay introduced effective from July 1977 also emanated from the recommendations of the P&SC. The number of scales for civil employees was fixed at twenty. The minimum and maximum pay was Taka 225 and Taka 3000 per month, respectively. The twenty pay scales covered almost all the employees within the civil service system, including those who were working in various corporations, autonomous bodies, banks, and financial institutions[17]. However, to enable the public sector employees to cope with the rising prices of the

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14 Syed Giasuddin Ahmed, "Composition and Structure of Services", *IJPA*, 1984, vol. xxx, mp. 1, 17.

15 UNDP, *Report of Public Administration Sector Study*, Dhaka, 1993, p. 56.

16 World Bank, *The Government That Works*, Dhaka, 1996, 132.

17 Syed Giasuddin Ahmed, *Public Personnel Administration in Bangladesh*, Dhaka University, Dhaka, 1986, pp. 170-3.

basic commodities including foodstuffs since independence, governments have to take measures from time to time to adjust salaries of the public employees -- by setting up National Pay Commissions at four to eight years intervals. In 1985, for instance, a Pay Commission doubled the basic pay, and in 1991 it increased the same by about 1.7 times, and in 1997 the increase as such was about 1.8 times, together with the increase in 'dearness' allowances at times. The present salary structure also has 20 distinct national scales which has come into effect from July 1997 (see Table 3.2).

The fact remains however that an efficient salary structure should offer pay rates that are competitive both internally and externally, and maintain internal equity in grading and compensation. A good indicator of the efficacy of the salary structure is the salary compression ratio, i.e., the ratio of the highest salary to the lowest. The World Bank study (1996) reveals that the salary compression declined from 1:46 in 1962 to 1:10 in 1997. An even more disconcerting aspect of salary and benefits is that, even though the compression ratio between officers (Class I and II) and staff (Class III and IV) in Bangladesh is around 1:5 based on salary grade structure, it drops to 1:2 when actual payments are taken into account. Thus the average annual cost of an officer in 1993 was about Taka 8,300 per month, compared to Taka 4,000 per month of staff. This is because Class III and IV staff are entitled to a number of additional allowances. Moreover, the salary compensation structure does not allow for differences in professional skills, educational level, or the nature of the job. So doctors, engineers, or revenue officers entering Class I positions all receive the same salary. Hence most critics of the present salary structure seem inclined to link many of the problems of Bangladesh's dysfunctional bureaucracy to poor pay of the civil servants[18].

Size. Several official attempts have since independence been made to ascertain the magnitude of total public employment in Bangladesh. In December 1971, the Establishment Division of the government of Bangladesh conducted a survey to determine the total number of civilians working in the government offices (including those Bengali officers who were working in the offices of the central government based in East Pakistan) and autonomous and semi-autonomous bodies. Total civilian public employment was estimated to be about 454,450. The breakdown of the figures

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18 World Bank, *The Government that Works*, Dhaka, 1996, pp.122-23.

according to class divisions (I, II, III, IV) shows that the total number of Class I officials was 11,130, including 5,000 officials who belonged to varies autonomous and semi-autonomous bodies. The total Class 1 officials included 180 members of the erstwhile Civil Service of Pakistan (CSP) and 724 members of the former East Pakistan Civil Service (EPCS)[19].

Table 3.2: New National Scale of Pay 1997

	Existing National Scale of Pay 1991	Newly Introduced National Scale of Pay 1997
1.	10000 (fixed)	15000 (fixed)
2.	8600-8×225-9500	12900-350×4-14300
3.	7800-6×200-9000	11700-300×6-13500
4.	7100-8×200-8700	10700-300×8-13100
5.	6300-10×175-8050	9500-260×10-12100
6.	4800-175×14-7250	7200-260×14-10840
7.	4100-150×16-5440	6150-225×16-8160
8.	3200-140×16-5440	4800-210×16-8160
9.	2850-125×7-3725-EB-130×11-5155	4300-185×7-4590-EB-195×11-7740
10.	2300-115×7-3105-EB-125×11-4480	3400-170×7-4590-EB-185×11-6625
11.	1725-7×105-2460-EB-11×115-3725	2550-155×7-3635-EB-170×11-5505
12.	1550-100×7-2250-EB-105×11-3405	2375-150×7-3425-EB-155×11-5130
13.	1475-90×7-2105-EB-95×11-3150	2250-135×7-3195-EB-140×11-4735
14.	1375-80×7-1935-EB-85×11-2870	2100-120×7-2940-EB-125×11-4315
15.	1300-70×7-1790-EB-75×11-2615	1975-105×7-2710-EB-110×11-3920
16.	1200-60×7-1620-EB-65×11-2170	1875-90×-2505-EB-100×11-3605
17.	1125-55×7-1510-EB-60×11-2170	1750-80×7-2310-EB-90×11-3300
18.	1050-45×7-1365-EB-50×11-1915	1625-65×7-2080-EB-75×11-2905
19.	975-40×7-1255-EB-45×11-1750	1560-60×7-1980-EB-65×11-2695
20.	900-35×18-1530	1500-50×18-2400

Source: Bangladesh Gazette Extraordinary, October 21, 1997

Similar surveys of the public sector employees were also conducted later by the Establishment Division (named 'Ministry of Establishment' beginning early in the 1990s). Table 3.3 which shows the pattern of employment growth in the public

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19 Syed Giasuddin Ahmed, "Composition and Structure of Services", in *IJPA*, vol. xxx, no.1, 1984, pp.184-85.

administration sector in such survey data released by the Ministry of Establishment for six scattered years, i.e., 1971, 1982, 1986, 1992, 1996, and 1997. It indicates that Bangladesh had a little less one million civil officers and employees, i.e., 930, 391, as of December 1997, who were working at that time in ministries and divisions, departments and directorates, autonomous bodies and corporations, and in the field level offices of the national level government. The breakdown of figures according to class divisions (I, II, III, and IV) shows that there were 87, 667 Class I officials, which included about 35, 000 officers who belonged to the twenty-nine BCS cadres. In other words, officers of all the cadres put together were less than half the size of actual number of Class I officials[20].

Table 3.3: Public Sector Employment Growth

Class	1971	1982	1986	1992	1996	1997
I	11,130	56,100	60,106	78,685	83,336	87669
	(2)	(7)	(6)	(8)	(7)	(9)
II	12,320	187,700	32,042	36,858	38,046	43731
	(3)	(24)	(3)	(4)	(4)	(5)
III	245,500	308,700	594,300	579,842	596,770	597195
	(54)	(40)	(55)	(61)	(64)	(64)
VI	185,500	226,500	386,406	251,364	212,008	201796
	(41)	(29)	(36)	(27)	(23)	(22)
Total	454,450	770,000	1,072,854	946,749	930,193	930391
	(100)	(100)	(100)	(100)	(100)	(100)

Note: Figures within parentheses indicate percentage in rounded form.

Table 3.3 also indicates that the expansion in public sector employment in Bangladesh has taken place mainly at the level of support staff. Although the ratio of Class I/II staff, as percentage of total staff, has increased from 5% in 1971 to 14% 1997; in absolute terms about 50% of the increase in staff over the last twenty-five years has primarily been on account of class III/IV employees, who have little substantive contribution to handling of state functions. It is more likely that, in line with present-day increasing attention to social sectors (such as education, health and family welfare,

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20 Mohammad Mohabbat Khan, *Administrative Reforms in Bangladesh*, UPL, Dhaka, 1998, p.120.

local government, rural development, women and children affairs, and social welfare), agencies handling these sectors account for the bulk of the staff, and most of the increase in staff also has been on account of these sectors. And, it is also expected that refocusing of governmental activities would increase the officer level employment in these social sectors as well[21].

Administrative Apparatus

The governmental organization in Bangladesh can be conceptualized as a two-tier administrative system. The ministries and divisions altogether constituting the central secretariat at the national level are supposed to provide policies and perform clearinghouse functions. On the other hand, general administration, delivery of public services, and implementation of development programmes, and so on, are carried out at the subnational levels – divisions, districts, thanas (upazila) – representing the central level ministries and divisions, as well as the 'line' departments/directorates attached to the ministries/divisions. In addition, there is a whole range of local government authorities throughout the country, such as district parishads, upazila parishads, union parishads, including the city corporations/municipalities in the cities and towns. While the union parishads, city corporations, and the municipalities seem truly representative bodies – invested with 'restricted' powers and functions, district parishads and upazila parishads remain still non-representative, and somewhat bureaucratic.

Central Secretariat and Ministries

Bangladesh adopted through a constitutional amendment in 1991 a parliamentary form of government with the Prime Minister as its chief executive and the president as the head of state. The Prime Minister who heads the council of ministers or cabinet thus exercises the country's executive powers. The cabinet in turn is collectively responsible to the parliament. The council of ministers is firmly bound by the principle of collective responsibility and includes cabinet ministers, ministers of state, and deputy ministers, and not more than one-tenth of them may be chosen from among persons other than the members of parliament. A cabinet minister is normally the political head of the ministry assigned to him, but in theory at least, his responsibilities extend to the entire field of his ministry's central administration. There may also be one or more cabinet ministers

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21 World Bank, *The Government That Works*, Dhaka, 1996, 119.

without portfolios. The minister of state may either be made head of a ministry or a division or, as is generally done, be attached to an individual cabinet minister. A deputy minister does not normally hold an independent charge of a ministry/division, restricting himself to such functions as are entrusted to him by the Prime Minister.

Secretariat

The Constitution of Bangladesh does not speak about the machinery of administration but says: "All executive actions of the government shall be expressed to be taken in the name of the president"[22] and the president "shall make rules for the allocation and transaction of the business of the Government"[23]. The last-named provision paves the way for the promulgation of the Rules of Business and the Allocation of Business among the Different Ministries and Divisions. Both of these documents provide for the legal basis for the transaction of government business and the allocation of functions among the ministries/divisions, which are collectively known as the secretariat, the nerve centre of the government. By 2001, there were thirty-six ministries and fifty-two divisions. Some of the ministries consisted of only one division, while some comprised more than one division. For example, the ministry of planning consisted of three divisions, namely the Planning Division, Statistics Division, and the Implementation, Monitoring and Evaluation Division. However, in addition to these thirty-six ministries, there was (is) also an administrative unit at the highest policy level called the Prime Minister's Office, to which was (is) attached the Cabinet Division, Armed Forces Division, Election Commission Secretariat, and the Ministry of Chittagong Hill Tracts Affairs[24].

A ministry and each of its constituent divisions are primarily responsible for formulating government policies within its assigned jurisdiction. It plays an important role in supervising and reviewing the execution of its policies. Structurally, a ministry/division is divided into several wings, branches, and sections in order to ensure efficient disposal of its business. The official head of a ministry/division is

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22 GOB, *The Constitution of the People's Republic of Bangladesh*, Dhaka: Ministry of Law, Justice and Parliamentary Affairs, December 1998, article 55 (4).

23 Ibid., article 655 (6).

24 GOB, *Allocation of Business Among the Different Ministries and Divisions*, Dhaka, Cabinet Division, 2000, pp. 1-12.

normally a senior bureaucrat with the rank and status of a secretary to the government, who acts as the principal adviser to the minister on all matters of policy and administration. In this capacity, the secretary is responsible for the proper conduct of business allocated to his ministry under the Rules of Business and for careful observance of all relevant instructions included in the Secretariat Instructions concerning his ministry/division. He also acts as the principal accounting officer of his ministry/division, including the departments and offices attached to his ministry/division[25].

The principal officers (other than the secretaries) who work in the secretariat are the additional or joint secretaries, deputy secretaries' senior assistant secretaries, and assistant secretaries. The additional or joint secretaries, unless they are in charge of a ministry/division, are entrusted with a well-defined sphere of duty. They assume full responsibility within their sphere and submit all cases directly to the minister for orders. Ministerial orders are normally returned to them through the secretary. The deputy secretary is normally made in charge of a branch and is responsible for disposing of all cases within his jurisdiction in which no major question of policy is involved. A senior scale assistant secretary/assistant secretary, in charge of a section, disposes of all cases in which there are clear precedents, no question is involved that would imply deviation from such precedents, or which under the existing rules or standing orders, they are competent to handle. He must seek instructions from his immediate superior officers in the event of any doubt in disposing of a case[26].

Quota reservations for all the twenty-nine cadres of the Bangladesh Civil Service (BCS) exist for the posts of officers in the secretariat under a new system of senior level promotion and posting introduced after the abolition of the Senior Services Pool (SSP) in 1989. But the fact is that three-fourths of the posts of deputy secretary, joint secretary and additional secretary go to the administration cadre officers in accordance with this new system (as amended in February 1998). After this distribution, it seems only one-fourth of such posts is to be shared by the officers belonging to the remaining twenty-eight technical and professional cadres. This stipulated quota reservation thus

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25 GOB, *Rules of Business*, Dhaka, Cabinet Division, 2000 (revised up to August 2000).

26 GOB, *Secretariat Instructions*, Dhaka, Organization and Management Division, Cabinet Secretariat, 1976.

very well enables the members of the administration cadre to claim the lion's share of
the officer level positions in the secretariat – the nerve centre of the government. And it
is this uneven cadre reservation centering on which the inter-cadre rivalry has been
persisting since the pre-liberation days.

Attached Departments/Directorates

A number of executive agencies (numbering about 254) have been created to carry out
the government policies of the ministries/divisions. These agencies are generally
designated as departments and directorates attached to the ministries or divisions. Their
main function is to provide the executive direction in the implementation of policies
laid down by the ministries or divisions. They also serve as the repository of technical
information and advise their respective ministries or divisions on technical aspects of
business. These departments or directorates vary greatly in size, importance and
powers. There are attached departments headed by officials enjoying the pay grade
benefits that of a full secretary and others headed by officials enjoying the pay grade
benefits that of a deputy secretary, joint secretary, or an additional secretary. In most
cases, however, a typical attached department or directorate is likely to have its head a
director-general, a director, or a chief executive officer having designation in technical
terms. They enjoy considerable freedom of action and adequate financial powers. The
officers in subordinate positions who work in attached departments or directorates are
designated variously according to the nature of the work they perform and the job
specification fixed for each position in those departments/directorates. They are mostly
drawn from technical and professional cadres of the BCS[27].

The officers both in the secretariat and attached departments or directorates are also
responsible to supervise a considerable number of office staff – superintendents, senior
assistants, assistants, and upper and lower division clerks, who spend most of their
times on the office files. In fact, in most cases they initiate files with notes, prepare
drafts, track and summarize precedents and previous references, identify the issues
involved and the pertinent statutes, and make comments helpful for the supervising

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27 Syed Giasuddin Ahmed, *Public Personnel Administration in Bangladesh*, Dhaka,
University of Dhaka, 1986, pp. 150-56.

officers to take decisions. Therefore, it is not unlikely for the officers not to rely much on the assistance of the office staff, but for a hesitant officer such assistance often come not promptly, characterizing rather typical cases of "red tape" in the whole decision making process of the government[28].

Bangladesh also has many other public organization (n. 173), known more commonly as public corporations or public enterprises, created under law to undertake capital as well as labour-intensive commercial operations (as oil and gas), or to step in where private enterprises have been shy (as house building), or to step up an activity which has not shown required promise within the government departments (as water and power). There are also public organizations wholly or partly financed by government, having representatives of government operating through a board of directors, which are fairly independent of the control of government, in all matters relating to personnel administration and financial control, but are guided by the government in relation to their policies.

Local Administration

Bangladesh is divided into six main territorial divisions for administrative purposes, and these divisions in turn are subdivided into sixty-four districts (zilas). Below the district level, there are further urban and rural subdivisions. Urban areas include six municipal corporations (Dhaka, Chittagong, Rajshahi, Khulna, Barisal, and Sylhet, each of which consists of several municipal wards), and two hundred and twenty-three municipalities (pourashavas). The countryside has 460 thanas or upazilas (subdistricts), which are further divided into 4,451 unions (each of which is roughly equivalent to an urban ward); these in turn contain 60,315 mouzas (an average mouza covers an area slightly larger than that of a village) or about 68,000 villages. A further subdivision, equivalent to the rural mouza, is the mahalla that is found in urban areas. Each mouza or mahalla, the size of which is determined by census data-gathering techniques, contains about 250 households. An average village in the late 1990s contains about 1,500 people. An average union contains about 15 villages and a population of about 24,000, and an average thana/upazila has 8 to 10 unions with about 245,000 people.

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28 Syed Giasuddin Ahmed, "Public Administration in the Three Decades", in AM Choudhury and Fakrul Alam, eds., *Bangladesh on the Threshold of the Twenty-first Century*, Dhaka, Asiatic Society of Bangladesh, 2002, p. 220.

Table 3.4 below shows units, average population, and approximate area covered at each level.

Table 3.4: The Territorial Structure of Administration in Bangladesh.

Level	Number of Units	Average size of Population	Average area covered (in sq. km)
Division	6	24 million	29514
District	64	1.9 million	2406
Thana	460	245 thousand	302
Union	4441	24 thousand	33
Village	68000	1.5 thousand	2

Source: The World Bank, *Government that Works*, 1996, p. 145.

Division

The division is the first major layer of government below the central government. Headed by a senior level generalist civil servant, designated as the divisional commissioner, the division has traditionally been playing a coordinating role with regard to government activities in the districts, particularly in guiding and supervising the district administration, coordinating certain development activities at the district level, and hearing appeals on the decisions of district revenue officials regarding revenue matters. However, this coordinating role of the divisional commissioners in former East Pakistan (now Bangladesh) was never as strong as the role played by their counterparts in West Pakistan in the old United Pakistan days[29]. Further, this role has diminished substantially as a result of practices in successive regimes since 1971. Consequently, the division has been described by some observers as playing no more than a "post office box" role in district administration[30].

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29 Syed Giasuddin Ahmed, "Public Administration 1947-71", in Sirajul Islam, ed., *History of Bangladesh*, vol..I, 1997, pp. 365-65.

30 UNDP, *Public Administration Sector Study Report*, Dhaka, 1993, p. 45.

District

A typical district in Bangladesh contains about 2,406 square kilometers and a population about two million. The district administration has traditionally been the focal point in the local administrative system. The head of the district administration is known as the deputy commissioner (more popularly the DC) who belongs to the administrative cadre of the BCS. His primary functions include collecting land revenue, maintaining law and order, stimulating economic development, coordinating all government activities relating to "nation building", and encouraging and collaborating with local self-government initiatives. Under his magisterial powers he could impose a sentence of up to two years in criminal cases. The DC also is required to tour periodically the outlying areas of his district, and is the principal channel of communication between the district and higher levels of government[31].

Several "functional" departments of the central government have their field-level representatives at district headquarters other than the deputy commissioner. There are usually a superintendent of police, a district education officer, a district inspector of schools, a district health officer, a civil surgeon, an executive engineer (roads), and many others. These officers are appointed as well as controlled directly by the higher authorities of their respective departments based at the national headquarters in Dhaka. For a few of them the supervisory control also lies with the respective division level 'line' authorities based in the divisional headquarters (ie Dhaka, Chittagong, Rajshahi, Khulna, Barisal, and Sylhet). But they are normally required to perform their duties somewhat under a dual supervisory control. For the sake of better coordination among the programmes of various departments, these representatives are supposed to work under the general supervision of the deputy commissioner. The latter is in fact a "miniature governor" and acts as the principal representative of the central government[32]

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31 AMM Shawkat Ali, *Aspects of Public Administration in Bangladesh*, Dhaka, Nikhil Prakashan, 1993, pp. 84-92.

32 AMA Muhith, *The Deputy Commissioner in East Pakistan*, Dhaka, NIPA, 1968, pp. 11-34.

The 'real world' situation of the functioning of district administration seems quite different. The role of the district and the deputy commissioner as its head has gone through a change from the pre-independence days. As the critical unit of the vice regal system during the British period, the district in Bangladesh and the role of the deputy commissioner has been reduced. Line agency officials at the district level no longer report to the deputy commissioner. However, the deputy commissioner indirectly controls activities at the upazila/thana level through his/her thana nirbahi (executive) officers or TNOs[33].

Thana/Upazila

The administrative unit of 'thana' – meaning literally a 'police station', was originally created in 1792 for organizing police administration in the rural areas during the early days of British rule in India[34]. However, significant changes into the system took place later, in 1911, 1959, and in 1982. A departure from the colonial and post-colonial set-up of administration was marked in 1982 when all 460 thanas were upgraded into upazilas (sub-districts) and a directly elected chairman was to head the upazila parishad (UZP) with the responsibility of planning and supervising development programmes implemented by as many as 15 departments based at the thana level. The posts of Circle Officer (Development) and Circle Officer (Revenue), which were created during Pakistan period, were merged into one - upazila nirbahi (executive) officer (UNO) - to coordinate the functions of all thana-based departments. Thana was thus made the focal point of rural development administration with extended institutional capacity – a large number of qualified administrative and technical personnel were placed under the UZP. After the abolition of upazila system in 1991, thana develoment coordination committee (TDCC) was introduced which is still existing. In the TDCC, union parishad chairmen chair the committee's meetings in rotating manner. However, in the absence of an elected body the thana nirbahi officer (TNO) becomes the key administrator of thana management. He performs the role of financial controller for all funds channeled

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33 UNDP, *Public Administration Sector Study Report*, Dhaka, 1993, p. 45.

34 Najmil Abedin, *Local Administration and Politics in Modernising Societies: Bangladesh and Pakistan*, Dhaka, NIPA, 1973, pp. 34-36.

down to the thana level and below. This means that line agency officials operating at the thana and below levels must secure permission from the TNO before funds can be released for government projects. The TNOs report vertically to the deputy commissioner in each district.[35].

Concluding Comments

Notwithstanding that Bangladesh has adopted a system of government modeled much on the system of parliamentary democracy of England, its operation remains limited only at the central government level. The system of administration below this level - i.e., centering on a division, district, or a thana or upazila- continues to be characterized as centralized, non-representative, and bureaucratic. The heads of these three units of local administration (i.e., divisional commissioner, deputy commission and upazila nirbhahi officer) and other officers in post are all representatives of the central government. They are to perform their assigned functions under the directives of the central level administrative authorities. Local self-government in urban and rural areas is entrusted to bodies elected by the people at certain levels. Such bodies are called municipalities or pourashavas (numbering 223) in urban areas and union parishads or union councils (numbering 4451) in rural areas[36]. With the passage of the union parishad and gram sarkar bills in Parliament in recent years, local self-government structures are in the process of being implemented at the grassroots level. Six of the largest municipalities (Dhaka, Chittagong, Rajshahi, Khulna, Barisal and Sylhet) have been given metropolitan status and are known as city corporations. For many years the city corporations in Dhaka, Chittagong, Rajshahi and Khulna were run and headed by nominated rather than elected mayors, although the members (ward commissioners) of councils in these corporations have always been elected from the respective wards. However, these four metropolitan areas have their mayors elected directly by the

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35 GOB, *Manual on Upazila Administration*, vol. I, Dhaka, Bangladesh Government Press, 1983.

36 GOB, *Statistical Pocket Book 2001*, Dhaka, Statistics Division, Ministry of Planning, 2002.

people since March 1994[37]. The municipalities of Sylhet and Barisal have been given metropolitan status since 2003.

In the final analysis, the system of administration in Bangladesh bears a striking resemblance to what evolved and was devised in British India and United Pakistan. It retains all of its characteristic features such as centralization, bureaucratic dominance, passion for rank, caste differentiation of officials, and lack of subsystem autonomy.

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37 Nazrul Islam, *Urban Governance in Asia*, Dhaka, Centre for Urban Studies, 2000, pp. 11-15.

Chapter IV

HUMAN RESOURCES PLANNING: ROLE OF THE MINISTRY OF ESTABLISHMENT

Introduction

Until October 2001, there were 36 ministries under the Government of People's Republic of Bangladesh, significant number of which control 29 cadres of Bangladesh Civil Service (BCS). Among them Ministry of Establishment is the one, which acts as a Central Personnel Agency. See appendix 2 for an organization chart of the Ministry of Establishment prepared in 1984 by an inquiry committee constituted by the martial law government of General H.M. Ershad. To be more specific, the Ministry of Establishment (MOE) of the Government of Bangladesh (GOB) plays a key role in public personnel administration and development. It is the focal point for all decisions pertaining to the recruitment to and administration of the generalist-administrative cadre service (i.e., the BCS Administrative Service) and for many decisions concerning the other cadre services and superior non-cadre personnel, including the administrative machinery of the government. In other words, it is the nerve centre of administration of the Government of Bangladesh, especially in respect of the latter's dealings with its employees. Very few establishment and personnel management matters are settled without reference to the rules and regulations laid down by the MOE, or seeking the advice of it in matters where doubts or disputes without arise. The Rules of Business (1996) provide in clear terms that no ministry/division, without previous consultation with the MOE, shall issue or authorize any orders (other than orders in pursuance of any general or special delegation made by the MOE) which involve:

(i)   reorganization of a ministry/division or an attached department involving creation of or abolition of any post or a change in the status of an attached department;

(ii) organization of a working unit in a ministry/division, otherwise than as a section;

(iii) creation and reorganization of an attached department;

(iv) initial appointments to all posts of NPS IX and above in the Ministry/ Division which are outside the purview of the PSC;

(v) a change in the terms and conditions of service of officers of all services other than defence and of ministerial servants in the Ministries/Divisions and Attachment Departments subject to modification as may be made by the Government in the structure of services from time to time;

(vi) posting of Non -Secretariat officers in the Ministries/Divisions or Attached Departments;

(vii) expenditure proposals relating to the Ministry of Finance;

(viii) interpretation of rules and orders made by the Establishment Division;

(ix) transfer of personnel of Development Project to Revenue set-up after the project is completed;

(x) rules for recruitment to any post or service, including the question of removing a post or service, from the purview of the PSC for the purpose of recruitment.[1]

The main object of this chapter is to probe as to what extent the MOE plays its role in respect of human resource management and planning in the public sector of Bangladesh. To begin with, however, it seems appropriate to focus more in its structural features in the remainder of this introductory section.

Structured hierarchically, the Ministry of Establishment is attached to the highest level of executive authority (Prime Minister). Its official head (the Establishment Secretary) is responsible to the Prime Minister. One additional secretary and six joint secretaries at the decision-making level, and nineteen deputy secretaries who work as mid-level supporting officers assist the Secretary. The Ministry has a host of junior officers in the rank of senior assistant secretary/assistant secretary who are the actual desk-level officers responsible for the maintenance of files and records and for presentation of cases for decisions. They also are responsible for communicating the decisions of the Establishment Minitry to officials of other ministries/divisions at their corresponding

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[1] See GOB, Cabinet Division, *Rules of Business*, 1996 (revised up to August 2000), Dacca, BGP, 2000

levels, as well as for following up these decisions. In addition, the MOE has many other officers both in the research and technical lines engaged in O & M work personnel research, and in personnel computerization programmes in the Public Administration Computer Centre pkaced under the MOE. It has more than two hundred non-gazetted or subordinate supporting staff. Normally each senior-scale assistant secretary/assistant secretary is assisted by a number of supporting staffs who mainly perform clerical, typing and messengerial duties. The manner of the performance of duties by all officers in the Secretariat, including in the MOE, is laid down in the Secretariat Instructions and the Rules of Business.[2]

Although the overall responsibility for managing the government's personnel functions officially lies with the MOE, the actual operation of such functions seems complex since the MOE shares this responsibility with other ministries. The Cabinet Division attached to the Office of the Prime Minister, for example, heads several key committees; indeed the Cabinet Secretary, much like in the UK, is the *de facto* head of civil service. The Public Service Commission (PSC) also plays a major part since it has the constitutional authority for selecting the fresh recruits into most of the BCS cadres. The Ministry of Finance (MOF) too is involved; in conjunction with the MOE and the line ministries it ensures complementary control, and through its financial-cum-budget monitoring operations the MOF also has an important role in determining the compensation package and size of the civil service. In addition, the administrative aspects relating to non-civil service jobs are dealt with directly by the individual ministries in which the non-civil service personnel are deployed[3].

Functions and Responsibilities

The MOE is charged with the general responsibility to oversee centrally all important aspects of personnel administration, e.g., recruitment, training, deployment, promotion, career planning and development, disciplinary measures, welfare, retirement benefits, performance evaluation, compensation, employee motivation. Although the routine

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[2] See GOB, Organization and Management Division, *Secretariat Instructions*, Dacca, BGP, 1978, pp. 3-4. The description on the staffing of MOE is based on data collected by this researcher during her fieldwork in the Secretariat.

[3] World Bank, *The Government that Works*, University Press Limited, 1996, p. 142.

control of personnel belonging to various ministries/divisions is primarily the responsibility of the concerned ministries/divisions, in most important and general personnel matters, such as the formulation of rules for laying down qualification standards, age limits, methods of recruitment, promotion criteria, and the determination of service conditions e.g., pay scales, leave salary, retirement benefits), the ministries/divisions have to consult with and seek advice from the MOE. In fact, it is the Establishment Ministry that initiates and processes all general legislation relating to the terms and conditions of service. It retains centralized control over the general but main conditions of service such as pay, pension, leave, and medical facilities. But civil service matters with financial implications are the joint concern of the MOE and the Ministry of Finance.[4]

Table 4.1 contains a comprehensive list of major subjects of business assigned to the Establishment Ministry under the Allocation of Business provided in pursuance of Schedule 'I of' the Rules of Business (1996).

Table 4.1
Subjects of Business Assigned to the MOE

1. Formulation of policy on regulation of services and determination of their terms and conditions (policy on method of recruitment, age limit, qualification, reservation of posts for certain areas and sex. Medical fitness, examinations, appointment, posting, transfer, deputation, leave, travel, seniority, promotion, selection, supersession, retirement, superannuation, re-employment, appointment on contract, conditions of pensions, determination od status etc).

2. Securing to all government servants the rights and privileges conferred on them by or under the constitution, law, rule, regulation, and statutory orders in force.

3. Interpretation of rules and rules and orders on service conditions relating to matters allocated to this ministry.

4. Policy regarding employment of non-nationals in the service of the Republic and regulation of regulation of employment of foreigners in jobs in Bangladeshi enterprises.

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[4] For details about the responsibilities of the Ministry of Finance, see Syed Giasuddin Ahmed, *Public Personnel Administration in Bangladesh*, University of Dhaka, Dhaka, 1986, pp. 126-129.

5. Honorary appointment of persons to civil posts.

6. Policy regarding classification of services and posts and determining their status.

7. Determination of status of officers including status when posted in Bangladesh Embassy, Mission other than officers of the Ministry of Foreign Affairs, grant of ex-officio Secretariat status to non-Secretariat posts.

8. All matters regarding absorption/employment of surplus public servants.

9. All matters relating to formulation of policies, composition of Cadre services and advising other ministries and divisions on proper management of cadre services under their control.

10. Policy regarding recruitment of staff (head assistants, assistants, stenographers, steno-typists and MLSS) in the Secretariat and all matters relating thereto including their duties and responsibilities.

11. First appointment to any post belonging to any regularly constituted cadre service.

12. a) Administration of B.C.S. (Administration).

    b) First appointment and Administration of:

    i.   Lawyer Magistrates.

    ii. Temporary Magistrates. And granting

    iii. Magisterial powers to other officers.

    iv. All other officers and staff of this Ministry.

    c. Grant of Magisterial Power to other officer.

13. Appointment and transfer of officers in Upazilas, Zillas and Divisions.

14. All matters relating to Recruitment Rules for all Services and Posts under the Republic.

15. Nomination of Government servants to work as experts/consultants in projects and jobs at home and abroad.

16. Nomination of Government servants in jobs in UN system and into its various agencies and national representative.

17. Administrative Research, Management and Reforms for better and economic execution of Government business.

18. Review and revision of Organogram and Equipment of the public offices.

19. Review of organizations, functions, method and procedures of Ministries, Divisions, Departments, attached and subordinate Offices.

20. Simplifications of systems, procedures and forms.

21. Secretariat Instructions.

22. Periodical inspection and review of staff position in Ministries, Divisions, attached and subordinate offices for optimum utilization of manpower.

23. Appointment of Chairman and Managing Director who work as members of the Board of Directors or Governors of Managing Boards by whatever name they are called, of the Corporations, Boards Authorities. Statutory Bodies etc. excepting Universities, Higher and Secondary Education Boards, Banks and Financing Institutions.

24. Fixation of terms and conditions of all deputationists.

25. Deputation of all officers under administrative control of this Ministry.

26. Appointment of all Officers in the Secretariat at MNS 1 to 9 and their inter-ministerial transfer.

27. Appointment and transfer of private secretary and Assistant Private Secretary to Members of the Cabinet, other Ministers and Advisors.

28. All matters relating to Attached & Subordinate Offices and Advisory Bodies of this Ministry, Viz: (1) PATC, (2) BCS (Admn.) Academy, (3) Department of Printing & Stationery, (4) Government Employees Welfare Directorate, (5) Directorate of Government Transport, (6) Office of the General Editor, District Gazetteer, (7) Divisional Commissioner's Office and (8) Deputy Commissioner's Office.

29. Policy regarding Discipline, Procedure & Enquiry, Appeal & Review and all references thereto.

30. Policy regarding ACR, its countersignature, preservation, representation on adverse comments, its use and all reference thereto.

31. Policy regarding conduct of the public servants and all references thereto.

32. Policy regarding use & sale of stationery items and supply to Ministries, Divisions and Attached & Subordinate Offices.

33. Policy on determination of office-hours and declaration of public holidays.

34. All matters relating to the Welfare of Government Employees; Administration & Management of Welfare services such as Community Centers, Staff-bus facility.

35. All matters relating to Administration and Management of Government and Autonomous Bodies, Benevolent & Group Insurance Funds and Welfare Grant.

36. Policy regarding the official and residential telephones entitlement and matters relate thereto regarding Government, Autonomous and Semi-Autonomous Bodies & Corporations.

37. Policy regarding liveries and matters related thereto.

38. Policy regarding use, repair and disposal of Government Transport.

39. Sanction of pension and other retirement benefits to the officers and staff under the administrative control of this Ministry.

40. Formulation of Departmental Examination Rules.

41. Preparation and maintenance of History of Services, Civil List and List of up-to-date posting of officers (AD List).

42. Policy on composition and functions of Departmental Promotion Committees and Selection Boards.

43. Career development of Government servants and matters related thereto.

44. All matters relating to representation of the Government servants.

45. All matters relating to Service Associations.

46. Reimbursement of legal expenses incurred by Government servants.

47. Compilation of data/statistics relating to civil employees for use by the Government for manpower planning.

48. Maintenance of Secretariat Record Room and Library.

49. Use of Bengali language in official work.

50. Budget of Ministry of Finance and its control.

51. Policy on Training of Government servants in Bangladesh and abroad.

52. Liaison with International Organization and matters relating to Treaties and Agreements with other countries and World Bodies relating to subjects to this Ministry.

53. Collection of all information and data regarding subjects allocated to this Ministry.

54. All laws on subjects allotted to this Ministry.

55. Fees in respect of any of the subjects allotted to this Ministry except fees taken in courts[5].

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[5] GOB, Cabinet Division, *Allocations of Business Among the Different Ministries and Divisions* (Schedule I of the Rules of Business, 1996), BGP, Dhaka, 2000, pp. 31-35.

Table 4.1 above indicates clearly that the functional responsibilities of the Establishment Ministry are quite extensive and wide-ranging. It also signifies the extent of functional jurisdiction and administrative control that this Ministry has in the entire machinery of government. Structurally, these wide-ranging functions have been grouped into six functional units and each of these six units is considered an administrative wing placed under the charge of a joint secretary. By 2001, there were six such wings under the MOE, namely (i) administration; (ii) regulation; (iii) appointment, posting and deputation; (iv) discipline and inquiry; (v) career planning and training; and O& M. And, among the 55 subjects listed in the table above, only one subject, i.e. number 47, mentions about the function of manpower planning. But manpower or human resources planning are considered generally to be the central function of a central personnel agency. Since the main objective of this study is to probe the Establishment Ministry's role in human resources planning, the following discussion focuses the MOE's role in human resources panning in the public sector of Bangladesh.

Requirement Planning

It appears to this researcher that long-term strategic planning for personnel requirement in the public sector of Bangladesh is yet take place due to various socio-political reasons. As what seems to be a most common dysfunction in many other developing countries, personnel management processes in Bangladesh also seem to have remained mirred by such evils as nepotism, favoritism and political "pull"[6]. However, it is expected that in the near future with stable socio-political situation strategic planning for personnel requirement might take place. The actual situation is that Ministry of Establishment carries out yearly requirement plan. At the first stage Ministry of Establishment tries to find out the national goals and objectives, accordingly tries to determine number of civil servants needed for the future. Every year Recruitment Branch of the Ministry of Establishment sends a format (see appendix 3) to every cadre-controlling ministry.

In the format shown in appendix 3 the cadre controlling ministry has to identify itself the name of the cadre, the name of the position to be advertised for recruitment. In this

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[6] See Syed Giasuddin Ahmed, *Bangladesh Public Service Commission*, University of Dhaka, Dhaka, 1990; AMM Shawkat Ali, *Lore of Mandarins*, University Press Limited, Dhaka, 2002.

format, the cadre- controlling ministry also has to specify the number of sanctioned entry positions, the number of posts to be occupied, the number of empty posts, the number of posts to be occupied (under processing in the pipeline), the number of empty position to be filled (promotion and new recruitment) and the net number of posts to be directly recruited through competitive examinations[7].

After filling the format each cadre controlling ministry sends this format to Recruitment section of Ministry of Establishment. Depending on these data, Ministry of Establishment calculates the gross manpower requirement for the civil service and prepares an inventory, which helps to find out the net manpower requirement. In this way the Ministry of Establishment calculates the gross manpower requirement and the net manpower requirement, which help in action programs such as recruitment and selection. Later it helps in training and promotion.

Job analysis is carried out after recruitment planning. If the Ministry of Establishment finds that for efficient accomplishment of any government service, more civil servants are needed, it creates more posts. For job analysis Ministry of Establishment does not follow any specific rules or set of rules. First of all it determines the goal of new assignment of the Government; they remodel the 'organogram' with the help of Organization and Management (O&M) Wing of the same ministry. The ministry has to consult Ministry of Finance for financial support. Then Ministry of Establishment sends the proposal to the Prime Minister for final approval[8].

The above-mentioned process can be easily understood from figure 4.1, which shows how four different ministries have determined the number of entry-level positions that are to be filled up through fresh recruitment through the 24th BCS examination (appendix 3). Based upon these numbers the Ministry of Establishment calculates the total number of vacant positions across the civil service. This template also tells the Ministry of Establishment how many positions can be filled up through promotion and how many fresh recruitment needs to made by Public Service Commission. This template gives a clear picture of the entry-level position of each ministry.

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[7] This information is based on data collected by this researcher during her fieldwork conducted in the MOE.

[8] This information is based on data collected by this researcher during her fieldwork conducted in the MOE.

Figure 4.1: Template used for determining manpower requirement through direct recruitment.

Name of Ministry	Sanctioned entry level position of the cadre	Total number of officers working at the entry level	Number of vacant positions at the entry level	Number of vacant entry level positions already advertised by the PSC 20th BCS exam + 21st BCS exam + 22nd BCS exam	Number of positions to be filled up at present		Manpower requirement to be filled up through 24th BCS exam	Remarks
					Through promotion	Through recruitment		
Commerce	36	16	20	5	2	18	5	2 non tech & 3 tech
Information	112	84	24	23	4	1	1	
Food	89	49	40	16	14	10	10	
Public Works	173	-	173	79	58	47	47	24 more posts to fall vacant by December, 2001 due to retirement

Training

To reduce poverty, unemployment, efficient functioning of civil servants is important. But for their efficient functioning, time-to-time training should be given to them. Government has also emphasized again and again the need for training. Ministry of Establishment provides two types of training, i.e., (i) internal training, (ii) foreign training, through a number of training institutes under its control.

Internal Training. In this regard many government colleges, universities departments, few specialized institutions (e.g. Institute of Business Administration), Public Administration Training Center, Bangladesh Management Development Center, Bangladesh Civil Service (Administration) Academy, Planning and Development Academy, and so on, in operation[9]. Among these institutes Public Administration Training Center in Savar provides the 'Foundation Training' to the new entrants of the Bangladesh Civil Service, 'Senior Staff Course' for Joint Secretaries, 'Advanced Course on Administration and Development' for Deputy Secretaries. Though Public Administration Training Center (PATC) is under the control of Ministry of Establishment, the faculty members of PATC themselves prepare the contents of all training courses. It also fixes the duration of any course.

Planning and Development Academy provides 'project Management and Development' related training to senior-scale officers belonging most to the BCS economic cadres. Bangladesh Civil Service (Administration) Academy provides training to mid-level officers of Administration cadre after their foundation.

Despite the fact, some cadre controlling ministries have their own specialized training institutes, all the new entrants has to go to Bangladesh Public Administration Training Center for undergoing foundation training. However, what seems to this researcher most surprising is that the internal training section of the Ministry of Establishment does not have any pre-determined plan for sending the civil servants to attend other training. Prior to commencement of any training program different training institutes inform the Ministry of Establishment about the course content, duration etc. Depending on that information, Ministry of Establishment asks other cadre-controlling ministries to send a list of civil servants requiring training. After receiving the list, the Ministry of Establishment selects prospective trainees and sends them to attend the training courses.

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[9] Ministry of Establishment, *Report on Strengthening Public Administration Training in Bangladesh*, Asian Development Bank and Commonwealth Secretariat, Dhaka, 1998.

Foreign Training. The foreign training section of the Ministry of Establishment does not have any plan and scope for foreign training. However, the Economic Relations Division (ERD) tries to secure scholarships/grant for training abroad. As there is no fund for this purpose the ERD has to obtain/secure full financial assistance from various donor countries/agencies; only then it informs about the training programs to the Ministry of Establishment[10]. The foreign training in Bangladesh Civil Service is carried out by different donor agencies like the USAID, BODA, CIDA, who inquire about training requirements in draft training offers. After necessary alterations the training offers are sent to different cadre controlling ministries after processing by External Resource Division through the Ministry of Establishment. Foreign training is usually provided in the field of personnel management, policy formulation, formulation, development administration etc.

Promotion

The structure of Bangladesh Civil Service comprises hierarchically arranged several tiers from the rank of assistant secretaries at the entry level to the rank of secretary at the top (see figure 4.2). For the purpose of promoting to these tiers or positions there are several Boards and Committees such as council committee, Departmental Promotion Board, Divisional Selection Committee, Departmental Promotion Committee etc.
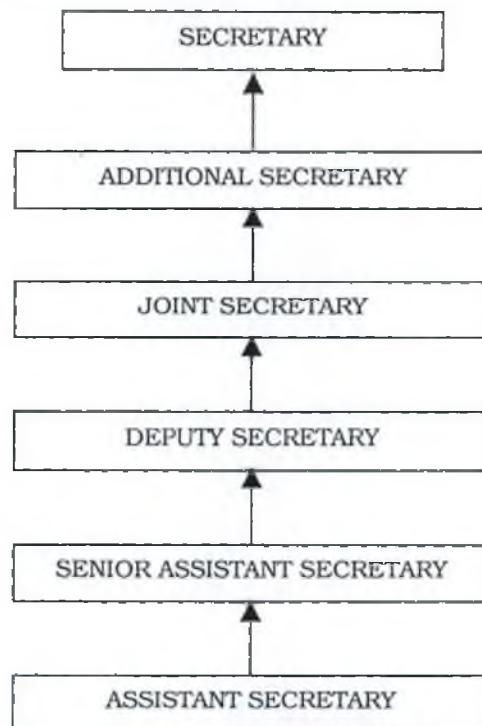

Figure 4.2: Different Tiers of Promotion

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[10] See GOB, Ministry of Establishment, *Bangladesh Gazette*, August 29, 1992, BGP, Dhaka.

New entrants of the BCS gets confirmation after successfully completing two years probation period, On completion of four years of service (inclusive of two years of Probation period) can sit for an examination conducted by Public Service Commission, provided that there is vacant post. Successful candidates can get promoted to 'Senior Scale Officers' after consideration of their annual confidential reports. Unsuccessful candidates get three consecutive chances to sit for the examination. This system is still in place.

Officers whose service life has been more than ten years and at least five years of which has been in the senior scale can compete for the post of deputy secretary. The incumbent's ACR of the preceding five years are taken into consideration, where he/she has to obtain a minimum of 80% marks. Moreover, any officer against whom a disciplinary action has been taken will be disqualified for promotion[11]. The text of ACR form that is being used for assessing the performance of the BCS officers for the purpose of promotion is furnished in Appendix 4.

After the abolishment of Senior Services Pool in 1989, deputy secretaries of all BCS cadres can compete for the positions of Joint Secretary provided that they have completed five years in the position as Deputy Secretary. They also have to obtain a minimum of 85% in their Annual Confidential Reports (ACRs) for the preceding five years. Like all other promotions any disciplinary action against the incumbent will disqualify the candidate.

Relating to the promotion of Joint Secretaries to the position of Additional Secretaries the incumbents have to complete three years in the positions of Joint Secretary. Moreover, he/she has to obtain at least 85% in their Annual Confidential Report (ACRs) in the preceding five years. Like all other promotions any disciplinary action against the incumbent will automatically disqualify the candidate.

For promotion to the post of Secretary, the Additional Secretaries have to complete at least two years in that position. In the ACR of the preceding five years he/she has to

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[11] See GOB, Ministry of Establishment, *Extraordinary Gazette Notification, No. ME/SA-4/2-1/94 (sect.2/29)*, dated. 10 February 1998.

secure 85% marks. Any disciplinary action against the incumbent will disqualify the candidate. Most important factor for promotion to the position of Secretary is that the candidate has to have overall suitability/acceptability[12].

As mentioned in the first paragraph of this section, different committees deal with the promotions of officials at different levels. Of them Superior Selection Board consists of 7 members and headed by the Cabinet Secretary. The other members of this committee include Principal Secretary to the Prime Minister, Home Secretary and the Comptroller and Auditor General. This committee prepares a 'Proposal for Promotion' and sends it to the Prime Minister along with the minutes of the meeting. On the approval of the Prime Minster the whole process ends.

The procedures followed by the committee are as follows; Candidates securing 75% marks out of 100 (40% ACR and 10% pen picture) are promoted after the consideration of seniority to certain extent.

However, on the 8 February 1992, 191 were promoted to Joint Secretary posts and 427 to Deputy Secretary posts by following the guidelines as 40% viva-voce, 50% Annual Confidential Report and 10% pen picture. There was a legal suit filed in the High Court contesting these mass promotions. It has been decided that in order to avoid such situations the government is contemplating to introduce written examinations for promotion[13].

One point to note, in every case annual confidential report and seniority play an important role. For this reason the Ministry of Establishment sends a printed Annual Confidential Report format (appendix 3) to every cadre-controlling ministry, which is sent back to the Ministry of Establishment after completion. This is done because the M/O Establishment works as the guardian of all ministries.

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[12] GOB, Ministry of Establishment, *Extraordinary Gazette Notification, No. ME/SA-4/2-1/94 (sect.2/29)*, dated. 10 February 1998.

[13] M. Shamsur Rahman, *Adonik Lok Proshasan*, Bangla Academy, Dhaka, 1993, p. 524.

Posting

Appointment, Posting and Deputation (APD) wing of the Ministry of Establishment deals with all matters relating to posting. Posts are of two types a) duty post and b) deputation post. If any cadre controlling ministry/division has any vacant duty post, the concerned ministry/division informs the APD wing of the Ministry of Establishment about the vacancy. Ministry of Establishment sends a same level officer i.e. a Deputy Secretary for the post of a Deputy Secretary.

On the other hand, any deputation vacant post of any cadre-controlling ministry/ division might be filled up either by promotion or by deputation. If the concerned cadre-controlling ministry lacks suitable candidate for promotion, then Ministry of Establishment sends civil servants above the rank of Deputy Secretary on deputation.

For any kind of posting Ministry of Establishment must be acquainted with the content of the job/post, as it helps to put the right man at the right position. Though Ministry of Establishment follows the principle 'Fit the man to the job, (FMJ) or 'Fit the job to the man' (FJM) method, but sometimes it has to listen to the advice of the agency requiring personnel[14].

Concluding Comments

The preceding section has depicted the main features of the processes of human resource management and planning in the public sector in Bangladesh. The processes as such have been probed very much in formal context, i.e., formally how the HRP processes are being handled. But gaps between formal structures reflecting legal instruments and regulations, on the one hand, and "real world" operations of such structures, on the other, are commonplace in most developing countries. In Bangladesh, the gap is especially wide. The primary reason for the discrepancy between actual

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[14] Most of the information on the role of MOE in processes of personnel requirement, training, promotion and posting in place in this section is based on data collected by this researcher during her fieldwork conducted in the Bangladesh Secretariat, particularly in the MOE, by use of a specially designed Interview Schedule (see Appendix 1).

operation and the formal structure and functioning is the volatile political environment in which the public personnel system has had to function since the liberation of Bangladesh.[15] The problems of HRM in Bangladesh are probed in the next chapter.

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[15] For more details on the political environment in which the personnel system in Bangladesh has been functioning, see Syed Giasuddin Ahmed, *Public Personnel Administration in Bangladesh*, University of Dhaka, Dhaka, 1986; Syed Giasuddin Ahmed, *Bangladesh Public Service Commission*, University of Dhaka, 1990; AMM Shawkat Ali, *Lore of Mandarins*, University Press Limited, Dhaka, 2002; AMM Shawkat Ali, *Bangladesh Civil Service: Political and Administrative Perspective*, University of Press Limited, Dhaka, 2004.

Chapter V

PROBLEMS OF HUMAN RESOURCES MANAGEMENT AND PLANNING

Introduction

While Bangladesh is considered a country with much potential that is trapped in a low growth cycle, worldwide indications clearly point to significant and positive correlation between efficiency of public institutions and economic growth. It is also becoming increasingly clear that Bangladesh's inability to get out of the low growth trap is largely due to the weak implementation capacity and inefficiencies of public institutions, the government's inability to plan and manage key reforms, and its inclination for managing the economic activities at the micro-level for the most part. But Bangladesh is destined to be a different country as it enters the twenty-first century. The internal pressures from a rapidly growing, and more demanding, population will fuse with the external pressures, from a much more competitive global economic environment, to create new opportunities and new demands. The existing public sector and its activities, as they are, will not be able to cope. The content in Box 1 will substantiate this contention.

No doubt, the civil servants of this country can do a lot towards shifting the present paradigms of governance. But, unfortunately, most critics of Bangladesh's civil service system argue that most civil servants in this country are impervious to public sensitivities; highly bureaucratic and self-serving; and increasingly incapable of managing a modern government within a pluralist democracy[1]. Nevertheless, even these critics recognize that there are many individuals in the civil service who are highly competent but cannot render their best because of the government's compensation policies, working environment, restrictive cadre practices, and its practice of deploying the available personnel randomly without trying to match their skills to the requirements of the job. The pay is too flat, with severe below market

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[1]   UNDP, *Report of Public Administration Sector Study*, 1993, pp. 6-7.

salaries at the top, scarcity of skills at the top and redundant staff at the bottom[2]. Obviously the problems as they seem indicate serious defects remaining in the system of human resources planning and management in the public sector. This researcher's study based on fieldwork also has confirmed the existence of such defects remaining in the system. The preceding chapter focuses the role of the Ministry of Establishment in carrying out its work relating to personnel functions of the Civil Service. The fieldwork indicates that even the MOE's routine personnel functions are influenced, interfered with and even hampered by various external factors, e.g., political interference, cultural influence, economic reality, and so on, characterizing the pattern that persists in the personnelk systems of most developing countries[3] (see figure 5.1). The discussion in the next section shows how the routine functions of the Ministry of Establishment are plagued by some internal problems.

Box 1. How efficiently is government performing?

Government : A View from Below

- Government is seen as: preoccupied with process; too pervasive; highly centralized; overly bureaucratic; too discretionary in governance; unaccountable and unresponsive; and wasteful.

- Based on a nationally representative sample of 1500 rural/urban households, not only is access to government provided education, health, and extension services deficient, but the quality of service is also poor. In almost all areas, services provided by government ranks lower than services provided by NGOs and the private sector.

- According to a survey of 200 businessmen and 70 exporters, government officials are unresponsive and oblivious to cost of delay, and there is little improvement in the day-to-day hassles of interaction with public agencies; two thirds of exporters have lost export orders due to delays in dealing with public agencies and, on average, exporters spend 7% of sales to expedite government agency decision making.

Continuing Inefficiencies : A Look from Above

- Bangladesh is trapped in a low growth and low investment cycle, and 50% of people live in poverty.

- The level of Public Investment Programs continues to remain low, at 8-9% of GDP, despite availability of concessional funds.

- Private investment levels are also low at 6 - 7% of GDP.

- The impact of many programs is negligible. Only 4% of students entering Grade One complete Grade 12. It takes seven years to complete the primary education cycle of five years. The occupancy rate of rural health clinics is only 55% despite widespread morbidity.

- Annual losses of public enterprises are staggering, about 2% of GDP, while their outstanding debt, a large part of which is non-performing and would have to be absorbed by the budget (i.e. future generations), accounts for 90% of GDP.

Source: The World Bank, *Government That Works: Reforming the Public Sector*, Dhaka, 1996, p. i; UNDP, *Report on Public Administration Sector Study in Bangladesh*, Dhaka, 1993, pp. 7-8.

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[2] World Bank, *The Government that Works*, Dhaka, 1996, p. xvi.

[3] K. Aswathappa, *Human Resource and Personnel Management*, Tata McGraw Hill Publishing House Limited, New Delhi, 1999, p. 25.

Problems of HR Management and Planning

1. There is a system of sending a format (regarding number of existing posts and vacant posts etc.) by every cadre controlling ministry and division to the Recruitment Branch of Ministry of Establishment. But these cadre ministries and divisions do not send this format timely and regularly. Because of this reason it becomes hard for the Ministry of Establishment to correctly calculate the gross manpower requirement, to prepare an inventory or to estimate net manpower requirement. Consequently action programs especially recruitment and selection systems suffer. Most importantly, the Public Service Commission also cannot make the necessary arrangements to conduct the Bangladesh Civil Service Examinations regularly and timely. For instance, the Public Service Commission was supposed to call for application of the 15th B.C.S. on 15th March 1993. But due to the above-mentioned reason it had to postpone that plan.
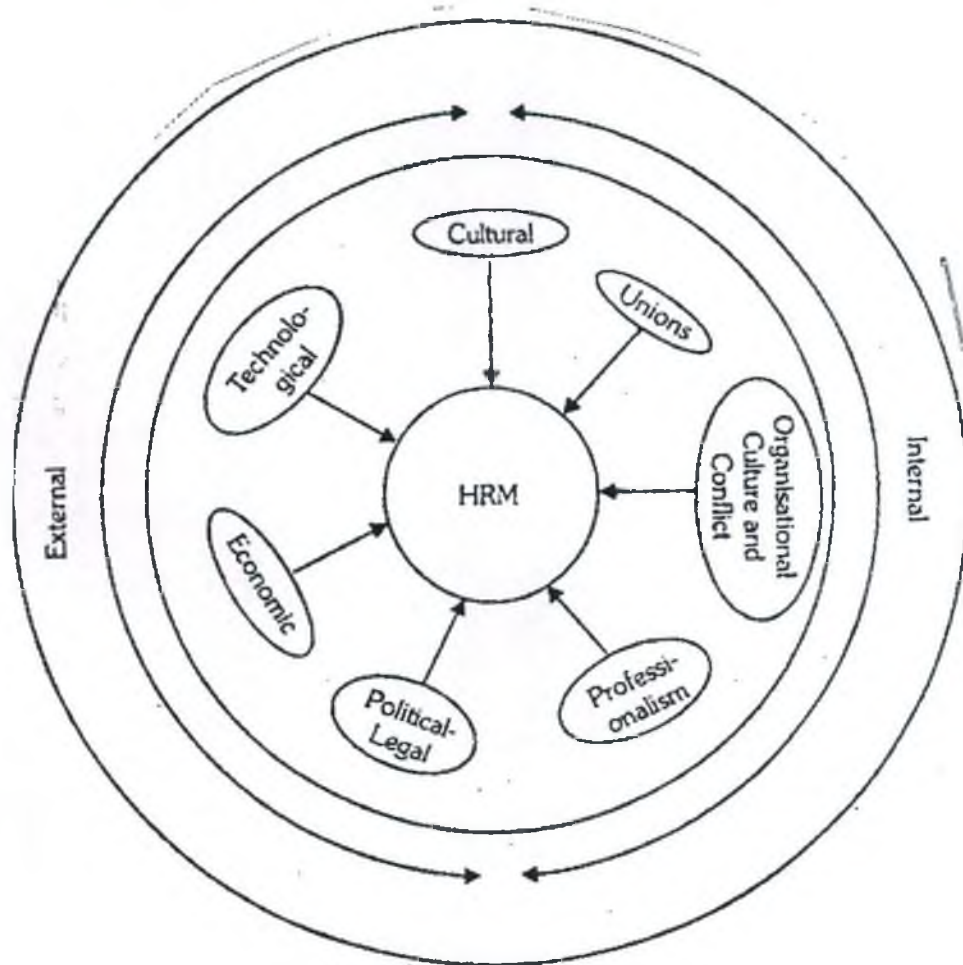

Figure 5.1

2. Sometimes ministries, divisions do not send authentic data; that means a few cadre-controlling ministries do not show the exact number of vacant positions. Though it is good from the point of view of career planning, but it is not good for those who are unemployed. As a result, the government can never ascertain the actual manpower requirement.

3. Moreover, lack of proper inventory hinders plans for training and sometimes, required training is not provided and the cost of training skyrockets. It is interesting to note that there is no system of planning for any training for the 3rd and 4th class employees. That is why in most cases they cannot work properly and get de-motivated.

4. In the case of foreign training, government does not have any provision on its own to send civil servants abroad for training, though a few foreign agencies provide some funds for foreign training for civil servants from different cadres. But in most of the cases civil servants who get these trainings cannot utilize their knowledge in related fields, as they find themselves transferred or promoted to other place or post on their return. So, total expenditure behind these trainings becomes wastage.

5. There are several committees, which make different rules in different time for promotion. As a result it becomes frustrating and confusing to the civil servants and leading to arbitrary promotions at times. This clearly leads to de-motivation among the civil servants.

6. Until recent years, promotions to the posts of joint secretary and above was controlled by the Council Committee, which was manned by the Ministers only. Reports have it that official with good political linkage used to get then easily promoted. However, the Council Committee remained defunct following a judgment on the issue delivered by the Supreme Court of Bangladesh in 1997[4].

7. In handling the promotion cases few things are taken into account, i.e., batch, seniority (serial in batch), departmental case and last but most important is one's annual confidential report. But this A.C.R. form, which is currently being using for

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[4] See AMM Shawkat Ali, *Bangladesh Civil Service: Political and Administrative Perspective*, University Press Limited, Dhaka, 2004, pp. 228-232.

evaluating a civil servant, is not a scientific one. As improvement of this form is not an easy task, some measures can be taken in the interim, which can be used in conjunction with the ACR. Many civil servants interviewed by this researcher have suggested for a competitive examination along with A.C.R. to judge one's merit for next promotion.

8. It is commonly known that present A.C.R. form is a subjective one. But there is still a little scope in this A.C.R. form for an officer reported upon (ORU), in the 'pen-picture' section, where the ORU can express himself/herself. It is sad but true that this pen-picture section is not properly used in case of one's promotion.

9. In the absence of a stable and permanent public service structure long term strategic planning and implementation is not possible. As a result, concepts like 'Fit the Job to the Man' or 'Fit the Man to the Job' for posting cannot be implemented. All these hamper the commitment of the civil servants, which in turn hampers total development process.

10. Research cell of the Ministry of Establishment does not carry out any constructive research in the field of personnel planning. This is very much evident from the fact that on 8th February, 1992, 657 officials were promoted to the rank of deputy secretary, of them at least sixty (60) did not have any job to perform for a considerable period of time, in other words Bangladesh Civil Service was burdened with sixty 'sinecures'.[5]

11. According to Ministry of Establishment, this measure was taken to boost up the morale and motivation of these people, as there was no promotion in the last five years. But the effectiveness of this step is highly questionable. In fact, this has only thrown the whole planning process in a quagmire.

12. The whole personnel planning further disrupted by the infiltration of army officials in the civil service of Bangladesh. According to MLO (Martial Law Order) # 09,132 and 135 military officials have been absorbed into the civil

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[5] Ibid., pp. 112-113.

service. Army officials are occupying senior civil service positions, which require highly trained personnel[6].

13. The absence of any fixed plan hinders the proper utilization of scarce human and material resource. Moreover, unstable political situation, weak economy and weak political culture further curtails and disrupts the effectiveness of the limited and temporary personnel related plans.

14. Moreover, there is one computer center, which is known as 'Public Administration Computer Center', in the Ministry of Establishment. It usually keeps record of various things like name of every civil servant in serial, who are working where, who has received which training and who has finished which posting etc. Unfortunately, except for training nobody takes help from this cell. No ministry/division and the departments outside the Secretariat take the advantage of this centre in developing their own HRM database[7].

Suggestions for Improvement

1) For the proper and regular implementation of Human Resource Planning, political pressure has to be reduced as much as possible. But that will take some doing because Bangladesh is a small country and its society is ascriptive.

2) Political authority and civil servants seriously lack the sense of importance that should be assigned to Human Resource Planning. Steps should be taken especially at early stages of career or as a part of training courses to indoctrinate the civil servants to give it the importance it deserves.

3) Proper planning is needed for every step of recruitment, promotion, training and posting in the Civil service of Bangladesh. For recruiting really bright graduates for serving people of this ascriptive society, a well-designed recruitment system is needed. It is also needed for formulating right policies for promotion and training too.

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[6] Ibid., pp. 122-123.

[7] This observation is based on fieldwork experience gathered while conducting the field research in the Secretariat.

4) Many civil servants interviewed have suggested that to avoid the problems relating to subjectivity of the present A.C.R. form, a competitive examination can be arranged to judge one's merit for promotion.

5) After accomplishment of foreign training each and every civil servant will submit a report about his training to foreign training section of the Ministry of Establishment. Depending upon that report or judging the relevancy of that training program that civil servant will be deployed or promoted.

6) Without smooth and prompt coordination among the different ministries/divisions any reform plan has to falter. This is especially true for launching an integrated Human Resources Planning. Coordination at inter-organization level should be taught during training courses to facilitate Human Resources Planning and all other function of public administration.

7) Taking cues from the above observation coordination between different cadre controlling ministries and the Ministry of Establishment should be increased to help prepare and implement long term strategic HR planning.

8) For long Bangladesh seems to lack a stable and democratic political system and institution, and the autocratic or semi-autocratic regimes in power have always altered different aspects of personal administration at their sweet will. As a result, the processes of HRP never could gain ground. Owing to this the importance of HRP seem to have eroded substantially. Now that the situation has changed, steps should be taken to give Human Resource Planning a solid footing.

9) According to observations made by many of the interviewees, the research and development cell of all the major ministries/division and other organizations outside the Secretariat is very much neglected and under-staffed. So what is carried out in the name of research can be at most be termed as data compilation. The same is the case in the Ministry of Establishment, whose O & M wing only compiles the dossiers of the civil servants rather than do constructive research relating to personnel matters. The R&D (research and development) wing of all government offices should be empowered and equipped to carry out research so that an integrated Human Resources Planning can be institutionalized.

10. In the final analysis, one of the priorities for reforming Bangladesh's HRM system should be to strengthen the Ministry of Establishment. The MOE operates under a number of handicaps. It works through a plethora of rules and regulations which are often archaic and arcane, and its computerized personnel database is still rudimentary. But the chief area of concern is its Organization and Management (O&M) Wing, which is seriously lacking in both capacity and clout. This is headed by a joint secretary and often staffed by officials who lack professional training and experience in personnel management, human resource development, or in practices of office management. Attempts were made in the past to improve the situation. The World Bank-assisted Public Administration (Training and Personnel Management) Project (1983), for example, tried rather unsuccessfully to strengthen the O&M wing and set up a computerized personnel management system. However, much more needs to be done, not just to increase MOE's efficiency, but also to focus its activities on human resource management. As its name denotes, the MOE deals primarily with managing 'establishments' rather than people. For a start consideration should be given to change its name to Ministry of Civil Service, or Personnel or Human Resource Management, thereby symbolizing a new orientation towards managing and developing the Government's most important assets - its civil servants. Once this happens, the MOE should then help other agencies by giving training in personnel management so that efficiency can be ensured in the front line[8].

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[8] World Bank, *The Government that Works*, University Press Limited, Dhaka, 1996, pp. 141-42.

Chapter VI

EVALUATION AND CONCLUSION

Planning for HRM is one of the most important aspects of personnel administration. Actually human resources planning is the basis on which every personnel function is undertaken. Without any previous human resource planning the action programs such as recruitment, selection, promotion, training, and so on, would suffer from haphazardness. More time and money is needed to implement the programs. That's why through HR planning the right match of the people at the right place at the right time may lead to the achievement of the desired goals and objectives with less cost. For this will result in consequent development of the total country. For this purpose a convenient process has to be chosen. Different exponents of personnel management have put forward various processes for HR planning; among them the process suggested by Bruce Coleman[1] is applicable for the public sector as well as for the private sector. The process given by Coleman consists of several steps, which are briefly discussed bellow:

At the first stage total manpower requirement of an organizational is ascertained depending on organizational goals and objectives, which help to determine gross manpower requirement. Depending on the gross manpower requirement an organization wide manpower inventory is prepared. By deducting the manpower inventory from the gross manpower requirement the net manpower requirement is obtained. Depending on the net manpower requirement, promotion, transfer, posting, training, and so on, are undertaken, which may lead to organizational adjustment or contraction or expansion. Most importantly, any HRP process must be followed by continuous evaluation.

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[1] See P. Bruce Coleman, "An Integrated System for Manpower Planning: Sophistication Needed as Pressure Builds"., *Business Horizon*, vol. 13, October 1970.

Unfortunately, as the central personnel authority the Ministry of Establishment does not follow any integrated planning process. In fact, there is nothing like 'Human Resource Planning'; what actually happens is that different wings and branches of the Ministry of Establishment perform all the personnel administration related functions such as recruitment and selection, promotion training, and so on. These programs are known as action programs in Coleman's suggested HRP process. Apart from these the Recruitment Branch of the Ministry of Establishment does requirement planning. It finds out the gross manpower requirement, prepares inventory and from this inventory it calculates the net annual manpower requirement. The discussions in the preceding chapters reveal that the Ministry of Establishment does not carry out any strategic planning or any other integrated plan like human resource planning. The "real world" situation is that the factors like political pressure, political culture, poor economic condition, lack of personnel research, lack of motivation among personnel hamper the proper functioning of the Ministry of Establishment. All these factors in turn hamper the total development of the country.

HR is one of the most important aspects of development especially for a country like Bangladesh; its proper utilization is absolutely imperative. For this long range strategic planning is needed. After proper requirement planning the implementation of action programs such as recruitment, transfer, training, promotion etc. in an integrated fashion will make it easier for the country to achieve its development goals.

But even after thirty-three years of independence the country remains still at the anticipatory stage about the utilization of human resource. This is because the Bangladeshis as a nation are not sure what they want from the country's bureaucracy. The latter seems to have remained engaged in activities that can be performed better by the private sector. Bureaucracy is doing too little of what it should be doing like poverty alleviation, infrastructure development, i.e., service to the people. It seems the bureaucracy has yet to realize that they are no longer the servants of 'British Raj' ruling the country. The bureaucracy has virtually become a 'time-serving' 'clerkdom'. They are so powerful that few people in the country can

raise a voice against them. Even after the restoration of democracy bureaucrats are still the masters; red tapism is still the order of the day. Due to their non-cooperation political decisions are jeopardized. Governments come and go but the clerkdom is always there to run the show. People can't even raise their voices; their elected representatives are kept silent only get a booty of the administration. A section of the bureaucracy is very adept to change their colors overnight in order to be in the good book of the ruling party. Because of an unholy politic-bureaucratic-business alliance the developmental activities in the real sense are stalled. The basic problem lies in the fact that the political institutions of Bangladesh are still very much immature. Political leaders lack the necessary knowledge and skill to manifest the hopes and dreams of the people in their activities and decisions. Moreover, in the recent times brawn has replaced brain in the political leadership. Some unscrupulous people have taken up politics as a mean to earn a quick buck. These inept political leaders are incapable to make the bureaucrats accountable to them.

However, if ministers and MPs can infuse efficiency in the bureaucracy by first making themselves efficient enough to guide them lead them and dictate them in true spirit of democratic governance then the bureaucracy can also rise to the occasion to make miracles happen.

Democratic governance or good governance as one might choose to call it is a board area. The major element of this is political plurality nourished by regular free and fair elections, peaceful transfer of power and freedom to oppose.

The second major element of good governance is the rule of law and protection of Human-Rights ensured by a fair judicial system, a framework of laws and regulations, clear property and civic rights, upright enforcement machinery and freedom of expression, movement and association. The third element is an efficient government, to promote creative and entrepreneurial initiatives of the private individuals, without creating any hindrance. The fourth element is accountability, transparency and efficiency of the administration. The fifth element is participatory decision-making process. The last, but not the least, a strong local government.

Everybody who is directly indirectly connected with the bureaucracy has emphasized the need for reform. Not surprisingly, since independence in 1971 there have been 20 reports of different high-powered commissions or agencies identifying the need to reform the bureaucracy. Nurun Nabi Committee report on Administrative Reorganization-1976 is now being considered by different agencies. But not much progress has been achieved so far. One point to note, for the first time a permanent commission (Public Administration Reform Commission) with Mr. A. T M. Shamsul Hoque as its first chairman has been set up[2].

Critics of the civil service today argue that most civil servants are impervious to public sensitivities; highly bureaucratic and self-serving; and increasingly incapable of managing a modern government within a pluralist democracy. Nevertheless, even these critics recognize that there are many individuals in the civil service who are highly competent but cannot render their best because of the Government's compensation policies, working environment, restrictive cadre practices and its practice of deploying the available personnel randomly without trying to match their skills to requirements of the job[3]. As a central personnel agency (C.P.A.) Ministry of Establishment (MOE) should reconcile these problems. However, the situation is even complex since the MOE shares this function with other ministries, particularly the Cabinet Division, Public Service Commission (PSC), and the Ministry of Finance (MOF)[4].

Declining professionalism and the managerial crisis has become a serious problem of Bangladesh's civil service due to the absence of a coherent policy on matching jobs with skills. So, it is easily understandable coherent policy would require reforms of the cadre system, recruitment, training and promotion policies, which on the other hand would help MOE in proper human resources planning. However, the Public Administration Reform Commission in its report published in 2000

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[2] For more information on this point, see GOB, *Report of Public Administration Reform Commission*, 2000, pp. 29-60.

[3] World Bank, *The Government that Works*, University Press Limited, Dhaka, 1996, p. 117.

[4] World Bank, Ibid., p. 131.

suggested the following personnel measures for implementation towards the goal of creating a healthy civil service in Bangladesh[5]:

Recruitment: Recruitment system of Bangladesh Civil Service is highly 'closed'. Public Service Commission recruits some bright young graduates through an open competitive examination on the basis of net manpower requirement determined by MOE. But some mid and upper-management positions as well as some specialized positions can be filled through contractual appointments or on deputation from other public sector organizations; however this infusion of "fresh" human capital is used sparingly, thereby reducing competitive pressures within the system. Moreover, to reduce central- pressure, present recruitment system can be decentralized by establishing recruitment guidelines and ensuring appropriate checks and balance to ensure that are consistent with fiscal objectives and budget neutral. Like United Kingdom and New Zealand, the agency heads can be delegated power for recruitment in accordance with rules laid down and monitored by the Ministry of Establishment and Public Service Commission.

Promotion: In Bangladesh Civil Service, basis of promotion is both merit and seniority. However, it tends to attach a greater weight to seniority. The sole authority dealing with promotions of civil servants, used to be the Superior Selection Board (SSB) headed by the Cabinet Secretary. But the ruling party leaders in this country develop most often a tendency to politicize the process of promotion. For this reason The Public Administration Reform Committee has suggested for a) de-politicizing the promotion clearance process by introducing external members into the selection process, and b) linking promotion to performance.

Job Rotation: Another reason for the poor performance of civil servants is their unplanned and frequent job rotation. All postings and transfer orders are accompanied, for instance, by a claim that it is in "public interest". But in the absence of any objective criteria such certification becomes a formal statement lacking any real meaning. The short tenure of officials is very disruptive. Civil

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[5] GOB, *Report of Public Administration Reform Commission*, pp. 130-135.

servants often use transfer as an alibi for not meeting their agreed work objectives. That's why key staff should remain in position for three to five years, which permits sufficient time for learning, taking concrete decisions, and correcting for any emerging implementation problems.

Training: Government must give a very high priority to training. It should allocate a good portion in its budget for training. The civil servant's job is likely to change markedly in the years ahead, particularly with the emphasis on de-regulation, greater reliance on private sector institutions, and the gradual shift towards participatory development. So, civil servants at all levels will have to undertake training. Bangladesh has a fairly elaborate civil servants' training centers, but what these centers should do develop new course content, which develops quantitative and analytical skills. Moreover, posting to training center should be treated as a ticket to quick promotion. This kind of policy shift should, however, be part of a comprehensive Human Resource Policy for Government, backed with a specific Action Plan and budget to upgrade training. At the same time government should also evolve a policy for better utilization of people who receive training abroad in reputed institutions and programs.

In the final analysis, as the civil servants are involved at very stage of national life from policy formulation to implementation, the Ministry of Establishment must strive to become prompt in the utilization of this well organized, well-trained and experienced group of individuals. The adoption of a more organized and integrated planning process will lead to the quick achievement of Bangladesh's national development goals. MOE can add a new dimension to its work, if it incorporates the suggestions to its policy, given by the PARC. But before that the Ministry of Establishment (MOE) should be strengthened. Because MOE operates under a various pressure and it works through a very old fashioned rules and regulations. Moreover, its Organization and Management (O&M) wing is seriously lacking in capacity. This wing is often staffed by officials who may lack professional training and experience in personnel management, in human resource development, or in practice of office management. It is not only needed to increase efficiency of MOE, but also to increase its function on HR planning. As civil servants are the most

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important assets for achieving development goals of this country's government, so it is high time for the Ministry of Establishment to concentrate on the work of Human Resource Planning. Let us hope that with the establishment of a democratic political system persons in authoritative political position will make a concerted effort to improve the situation and things will start to look up pretty soon.

Appendices

Appendix 1

Interview Schedule

Human Resource Planning in Bangladesh civil Service: Role of Ministry

Note: This interview schedule will be used for collecting data. The interviewer will collect relevant data through discussions with interviewees as per this schedule. The main objective is to find out whether Ministry of Establishment follows an integrated human resource planning process or not for Bangladesh civil Service and also to suggest measures for improving the situation.

1. General Information:

2. Organization's Structure:

a) Is there any chart that shows overall structure and functions of the organization?

b) Obtain a copy?

c) If 'no' prepared an organizational chart showing the principal wings, branches and sections of the organization with description of their functions.

3. Personnel Management:

3.1 Find out whether it is the only central personnel agency in Bangladesh?

3.2 If it is one of the central personnel agencies in Bangladesh, then what are the functions it performs?

3.3 Locate whether there is any until that is responsible for systematic human resource planning or not.

Recruitment & Selection

a) Describe the recruitment and selection process in Bangladesh civil service.

b) Describe the role of Ministry of Establishment in recruitment and selection of talented graduates for the Bangladesh civil service.

c) Identify the problems existing in R&S processes i.e. political interference, long delay in R&S and lack of recruitment rules.

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Promotion:

a) List various promotion committees, including their composition, in the organization for appointment on promotion.

b) Seniority is given more weight rather than merit'

c) How is 'merit' or fitness assessed? Or on the basis of written test or interview? Or based on the cumulative scores of the ACR, test or interview?

d) Identify the problems existing in the process of promotion in Bangladesh civil Service.

Training:

a) How many training programs are there in Bangladesh civil Service?

b) Is there any separate unit for training?

c) Does training, both internal and external have any impact on a civil servant's carrier?

d) Is there any regulation related to training?

General Questions:

a) Does Ministry of Establishment follow any planning process for its human resources?

b) If yes, does it follow an integrated human resource planning process like Coleman's one?

c) If answer of 'a' is 'no' what is the real picture or what Ministry of Establishment actually do?

d) Should if follow a systematic planning process?

e) What are the problems existing at present in its personnel management related functions?

Appendix 2

সাংগঠনিক কাঠামো

Appendix 3

১১তম বিসিএস পরীক্ষা-১১৯৫৮-এর জন্য বিজ্ঞাপিতব্য সরাসরি নিয়োগের মাধ্যমে পূরণযোগ্য শূন্য পদের "ছক"

ক্যাডার নিয়ন্ত্রণকারী মন্ত্রণালয়/বিভাগের নাম : পরিসংখ্যান বিভাগ, পরিকল্পনা মন্ত্রণালয়, বাংলাদেশ সচিবালয়, ঢাকা।

ক্যাডারের নাম : ..

ক্যাডারের বিজ্ঞাপিতব্য প্রবেশ পদের নাম : ..

ক্যাডারের অনুমোদিত প্রবেশ পদের সংখ্যা (সম্পোজিসন কর্তৃক বিসিএস পরীক্ষা ০১৫২ অনুযায়ী সান্থ্রতিক প্রবেশ পদ সংখ্যাবলী অনুযায়ী)	প্রবেশ পদে মোট কর্মরত কর্মকর্তার সংখ্যা (১৫ ইং তারিখ বিসিএস পরীক্ষা নিয়োগোত্তর সংখ্যা রহিয়া)	প্রবেশ পদে মোট শূন্যপদ সংখ্যা কলাম ১-২	ইতিপূর্বে কমিশন কর্তৃক বিজ্ঞাপিত পদের শূন্য পদ (সম্প্রতি বিসিএস পরীক্ষা) ৩ পঞ্চম বিসিএস পরীক্ষা)	বর্তমানে পূরণযোগ্য/পূরণ পদের সংখ্যা (৩-৪)		১১তম বিসিএস পরীক্ষা ১১৫৮-৫৯৫২ নিয়োগের মাধ্যমে সরাসরি নিয়োগের জন্য প্রশাসনিক মন্ত্রণালয়/বিভাগের চাহিদা	মন্তব্য
				পদোন্নতির মাধ্যমে	সরাসরি নিয়োগের মাধ্যমে		
১	২	৩	৪	৫	৬	৭	৮
৪৮	৪	৬	-	-	৬	৫	১ম বিসিএস এর দরখাস্ত এর মাধ্যমে ৩ এবং ১০ম বিসিএস এর মাধ্যমে ৫ জন প্রার্থী নিয়োগ করা হইয়াছে। ১১তম বিসিএস পরীক্ষার জন্য ৬ পদ সংক্রান্ত পূরণ কলাম অর বিভাগের কোন আপত্তি থাকিবে না।

Appendix 4

Confidential

Bangladesh form No. 290 Gha (Review)   Annual Confidential Report Form-1

Government of the People's Republic of Bangladesh

Annual / Special Confidential Report

Year/Duration ....

Name ....

Designation...

Service/Cadre/Post..

Identification (ID) No. ....

Confidential

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Confidential

Name ....Designation ....

....

Part I- Medical Examination Report

(To be filled in by an authorised Medical Officer)

1.   Height................................. Weight .... Over/Under

      Eyesight ....Blood group ....

      Blood Pressure ....X-ray Report ....

      ECG Report ....

2.   Medical Category / Classification ....

3.   Physical inability/ Nature of disability (in brief) ....

Date: ....
                                                          Signature of the Medical Officer
                                                          (with name & designation)

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<u>**Confidential**</u>

Govt. of the People's Republic of Bangladesh

Name of the Ministry/Division/Department/Office ....

Annual/ Special Report for the Period from ....to................................

<u>**Part II- Bio-Data**</u>
(To be filled in by Officer Reported Upon (ORU))

1. Name (in block letters):

2. Designation :

3. Date of Birth :

4. Father's name:

5. a) Marital Status: b)   Number of Children

6. Service/Cadre (if applicable)

7. Sl. No. in the Gradation list of 19 :

8. Date of appointment :   a)   Government
                                          b)   Gazetted
                                          c)   Cadre

9. Date of Join the present post:

10. a)   Pay scale   b)   Present pay

11. Educational Qualification

12. Training

                                          a)   Local
                                          b)   Foreign

13. Proficiency in Foreign Language

                                                  Speaking-
                                                  Reading-
                                                  Writing

14. Full duration of service under the Report Initiating Officer (RIO) Form............. to ....
15. A brief job description of the period under consideration :

    a)
    b)
    c)
    d)
    e)

Date:

                                          Signature of the officer
                                          Reported upon (ORU)
                                          with seal

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(Part III & IV to be filled in by ORU Putting initial in the respective column)

Part III-Personal Traits

Subject of Evaluation	Marks obtained			
	1	2	3	4
2.1 Sense of discipline				
2.2 Judgement & Sense of proportion				
2.3 Intelligence				
2.4 Initiative & drive				
2.5 Personality				
2.6 Cooperation				
2.7 Punctuality				
2.8 Reliability				
2.9 Sense of responsibility				
2.10 Interest in work				
2.11 Promptness in taking action and carrying out orders				
2.12 Security consciousness				
2.13 Public relations				

Part IV- Work Performed

3.1 Professional knowledge				
3.2 Quality of work				
3.3 Quantity of work				
3.4 Ability to supervise & guide				
3.5 Relations with colleagues				
3.6 Ability to take decision				
3.7 Ability to implement decision				
3.8 Interest & ability to train subordinates				
3.9 Power to express (Written)				
3.10 Power to express (Oral)				
3.11 Promptness in writing & countersigning ACR				
3.12 Devotion to duty				

Total marks obtained:

Outstanding	Very good	Good	Average	Below average
95.100	85.94	61.84	41.60	40 and below

Signature of ORU

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Part V-- Pen-picture

(To be filed by the RIO)

....

Part VI- Recommendation

(To be filled in by the RIO)

1. Comments in brief :

    a) Special Aptitude/ Suitability (e.g., Administrative/ Official/ Field/ Others)

    b) Integrity & Reputation   (1)   Moral:

                                           (2)   Intellectual:

                                           (3)   Material:

    c) Further Recommendation for In-service Training:

2. Fitness for Promotion (Pen through all except the relevant one):

    a)   Fit for promotion

    b)   Not yet fit for promotion

    c)   Reached the highest ceiling of fittest:

    d)   Recently promoted, time for assessment for next promotion is yet to come:

3. Other Recommendation (if any):

<div align="right">

Signature & Seal of RIO

Name (in block letter)

Designation:

Date:

</div>

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Part VII- Comments by the Countersigning Officer (CSO)

I think that the Evaluation of the RIO is very good/ reasonably good/ strict/liberal/ biased. Moreover, I would like to add the following comments.

a)   General Comments

b)   Total Number due on the basis of overall evaluation-

Signature & Seal of CSO

Name (in block letter)

Designation.......................

Date.....................................

....

Part VIII

(To be filled in by the Ministry/ Division)

1.   Date of receipt of the filled in form:

2.   Reason for inordinate delay:

3.   Action to be taken on the application (if any):

Signature & Seal of Officer-in-Charge

Name (in block letter): ....

Designation:..

Date: ....

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