

**Human Resource Planning:  
Role of Ministry of Establishment**

**This thesis submitted in partial fulfillment of  
the requirements for the degree of Masters of  
Philosophy (M.Phil) in Public Administration.**

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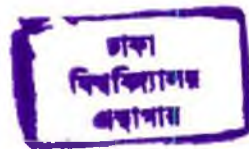
**Registration No. 177 (93-94), M. Phil.**

**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.**

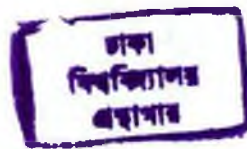
*Dr. Syed Giasuddin Ahmed*

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

*Shahnoor Islam*

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

401857



**DEDICATED TO MY PARENTS**

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Though I had to face some difficulties during collection of data through an interview schedule, the cooperation of different officers of Ministry of Establishment at different time helped me a lot to finish this study. But I remain solely responsible for all interpretations and errors in the study.

## **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 our civil service has sufficient amount of efficient civil servants in hand to provide service to people and also to find out whether the Ministry of Establishment (MOE) as a central personnel agency (C.P.A.) is engaged in anything like human resource planning (H.R.P.) or not. 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 study consists of six chapters in all. Along with a description on historical background of the Civil Service in second chapter, and theoretical discussion on human resource planning in third and

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The study consists of six chapters in all. Along with a description on historical background of the Civil Service in second chapter, and theoretical discussion on human resource planning in third and



fourth chapters, this study has also pointed out the problems in human resource planning in Bangladesh Civil Service and has suggested some ways un it's fifth chapter and in particular what the Ministry of Establishment can do to improve the present HRP scenario in Bangladesh.

# Chapter I

## Introduction

Development in every sphere became the main agenda for newly independent Bangladesh in 1971. But achieving development seems to have not been an easy task, especially in a war-ravaged country. Utilization of both material and human resources are needed for the development of a country. Though our country lacks in material resources, it has a large population, which if converted into efficient human resources can 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. Moreover, our post-liberation administrative system was ill equipped to tackle the added responsibilities of reconstruction. The services were disorganized and civil servants were in a labyrinth. Three different groups, 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<sup>1</sup>. The number of people in the 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 is 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.

Present administrative structure along with its civil service system 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 reasons, resulted in the disintegration of Pakistan and the emergence of former East Pakistan as a sovereign state of Bangladesh in December 1971<sup>2</sup>.

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 a study of the subject was conducted by the United Nations in the late 1960s<sup>3</sup>. Especially in a country like Bangladesh where the functions of civil servants are not only to collect revenue and to 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<sup>4</sup>. 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 suspects upon the civil servants, resulted in their poor performance.

The purpose of this study is not to evaluate various techniques of good recruitment, training, promotion and posting, rather to find out whether our civil service has sufficient amount of efficient civil servants in hand to provide service to people; also to find out whether the Ministry of Establishment as a central personnel agency (C.P.A.), is engaged in anything like human resource planning (H.R.P) or not. Proper utilization of manpower especially in a country like ours with limited material resources is very important. Moreover, where private sector's contribution at grass-root 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 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.

This study will also point out the existing problems in human resource planning in Bangladesh and will also suggest 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.

## **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. The rationale behind the selection of research topic seems even more logical during information collection stage where it became very much evident that the number of research in this area is 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:

### **Secondary Sources:**

For better understanding of the existing policies of government regarding Human Resources Planning in Bangladesh, data were collected from rules of business, allocation business, establishment manuals and official gazettes.

### **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'. The rationale for using 'interview schedule' instead of questionnaires is to get correct information from government officers of different tier, which is open to few.

**Number of Respondents:**

In order to get opinion from relevant groups, a total of fifteen (15) respondents of different tier of 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 questionnaire 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-analyses' 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 is represented by figure 1.

For the purpose of this study as per above figure the following methods have been employed:

- a) Interview Schedule [Appendix-1] for face to face interview.
- b) Research and analysis of record and analysis of record, data, circulars of the Ministry of Establishment.

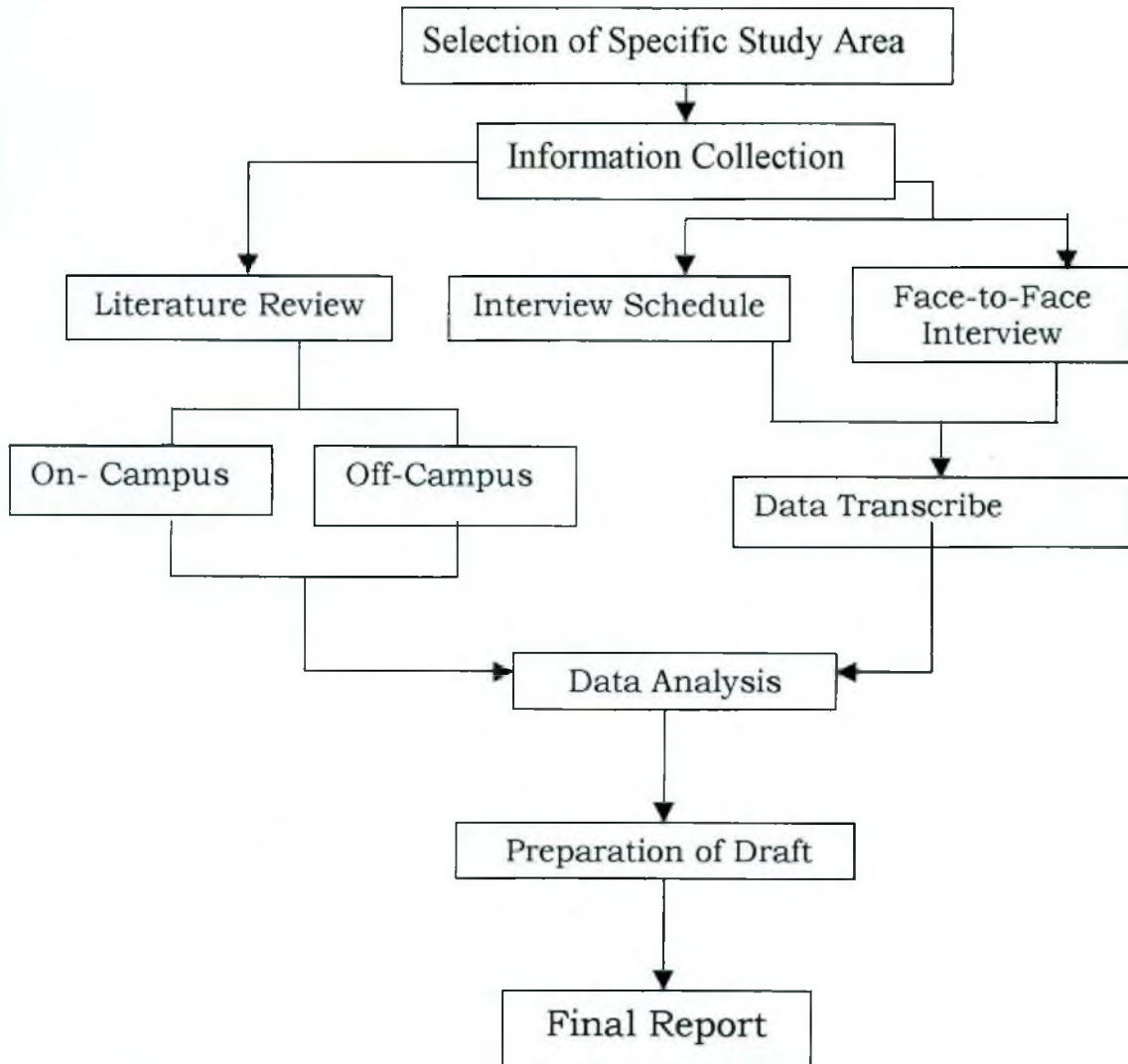


Figure-1: Research Design

- c) Consultation of current literature of the relevant field.
- d) Observation.

This study consists of six chapters. Chapter two includes discussion about the background of the study. Chapter three has discussed the theoretical framework of human Resource Planning. Consequently chapter four is a discussion about the



role of the Ministry of establishment in human resource planning. Chapter five has dealt with the existing problems related to this field and the sixth chapter is an evaluation of the total study with conclusion.

Data were collected from rules of business, allocation business, establishment manuals and official gazettes. An interview schedule was designed to collect data about the functions done by civil servants of the said central personnel on human resource planning. As information of government office's in Bangladesh is open to few, so the researcher had to face some problem in collecting the same.

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## Chapter II

### Historical Background

Point to note is that the present civil services structure in Bangladesh has a legacy of more than two hundred years, dating back to the time of British East India Company. The history of civil Service can easily be divided into three distinct periods namely a) British period, b) Pakistani period and c) Bangladesh period.

1) **British period:** The term 'Civil Service' was first coined by the British to mean a specific class of public service namely 'Indian Civil Service' The Aitchison Commission used the term 'Imperial Civil service which was used in the 'Charter Act of 1793' for the first time. But Lord Cross, an Indian Secretary of that period proposed to introduce it as 'The Civil service of India' Members of ICS usually held all key and superior post, enjoyed more pay, prestige higher than those of other services<sup>1</sup>.

a) **Pakistan period:** The structural organization of Pakistan Civil service was rigid and complex. It was inherited from the British administration with a number of reforms based on the recommendations of such commissions as Aitchison commission, Islington Commission and Lee Commission. The higher bureaucracy was divided into distinct functional entities and cadres between which little permeation of talent occurred. In addition there were class division of rank (I, II, III & IV) and spatial division (All Pakistan, Central and provincial). It was

generally opined that such divisions in the bureaucracy gave rise to elitism in the civil service and inter-service rivalry: it also consolidated centralized rule. A specific portion of class I officials were recruited through 'Central Superior Service Examination' <sup>2</sup>.

**b) Bangladesh period:** After independence in 1971 the socio-political environment was not favorable for the continued dominate position of the civil service. The inherited structure of the civil service was also not adequate administratively to meet the challenges of quick development. The exiting service was divided into too many distinct entities with artificial walls built around them with varying career prospects, lacking professionalism and being too much rank and class oriented. Another notable aspect in the post liberation service structure was jealousy and rivalry between the members of the East-Pakistan Civil Service (EPCS) and Civil Service of Pakistan (CSP). Moreover the generalist- Specialist controversy made the situation even worse. To reorganize the services, some reforms were imperative. As a result, a number of committees were set up to investigate into the service structure and suggest adequate civil service structure as far as possible. Unfortunately our bureaucracy is still characterized by elitist orientation, lack of respect for common people and lack of service orientation.

Following discussion will indicate some of the recommendations of a few important commissions, which was formed by different governments during their tenure to bring out changes into our administration.

### **Administrative and Services Reorganization Committee**

**(ASRC):** The Administrative Services Reorganization Committee was the first one to set up immediately after independence. Its primary responsibility was to examine the civil service system and suggest ways & means to rectify its defects and bring in to harmony with socio-political and economic expectation of the people.

This committee headed by Prof. Muzaffar Ahmed Choudhury submitted its report in 1973, which recommended a single class-less structure covering all ten grades with an appropriate number of pay levels for different levels of skills and responsibility. In recommending a new service structure, the ASRC emphatically stressed:

- (1) There should be no reservation of posts in the secretariat.
- (2) All persons with proven talent should have equal opportunity to rise to the top position. But the deprived bureaucrats, who were interested to continue to see themselves as very powerfully in the newly independent Bangladesh, were not ready to accept the political domination and class-less civil service structure. On the other hand the political leaders at the center of government, lacking necessary Skills to run the skills to run the war ravaged country did not want oft impose anything to the bureaucrats or curtail their interests, in whom they were dependent. The political decision of setting up of ASRC did not consider the above and consequently the report was not published. However the report still had a profound influence on our present civil service<sup>3</sup>.

**National Pay Commission (NPC-1):**

A National Pay Commission (NPC-1) was formed on 21<sup>st</sup> July 1972, a retired secretary to the then government as chairman. The committee reviewed the pay structure of all employees in the public sector keeping in view the government's policy of socialism; and recommending rationalization and standardization of pay scales of those who served under erstwhile central and provincial governments. The commission was also to work in close co-operation with the Administrative and Services Reorganization Committee (ASRC)<sup>4</sup>. Eventually, the NPC-1 recommended ten scales of pay to suit the ten service grades proposed by the ASRC.

**Rashid Commission:**

After the change over in 1975 the new regime felt obliged in February, to set up a new commission named 'Pay and services Commission' (P& SC) also known as 'Rashid Committee' to conduct a fresh inquiry into the services and pay structure and suggest necessary reforms. The Rashid committee submitted its report in May 1977. There were many recommendations that the Rashid Committee made but six of them about the service structure and pay structure were really important. They were: a) functional needs and requirements of the government; b) job requirements for various services and posts; c) cost of living; d) resources of the government and public sector enterprises; e) reduction of disparity between the highest and the lowest salary level; and f) attracting and retaining highly talented, trained, professionally and technically qualified persons in the public sector<sup>5</sup>.

Finally, the recommendation of Rashid committee led to the creation of 30 cadres of services and constitution of an open service called 'Senior Service Pool. The most important aspect of the newly constituted service structure of Bangladesh was the establishment of Senior Service Pool or SSP, which consisted of posts requiring all around experience, administrative leadership and high level of coordinating skills. Senior officers, of proven quality, drawn from all branches of the civil service, on the basis of merit and ability, to be tested in an objective manner. The SSP formally came into being on 1<sup>st</sup> March 1979. It comprised posts of Deputy Secretary<sup>6</sup>, but on 17<sup>th</sup> July 1989 due to some disadvantages the committee headed by Dr. Matin abolished it.

On 1<sup>st</sup> September 1980 the government formally announced the introduction of a new civil service system termed as 'unified career service' with 28 cadres and sub-cadres<sup>7</sup>. Subsequently in August and November 1980 two additional sub-cadre services were also created. Recently BCS Administration and BCS Secretariat were unified into a single cadre and thus bringing to 29 the total number of cadres. The new structure was primarily designed to create a 'class-less bureaucracy. All the cadres were to be treated as equals and there would be no supremacy of one over the others. Equal opportunity for all to go up the service ladder to be ensured for all; with a view to enabling the best talents in all the cadres to reach the highest echelons of the civil service. These 29 cadres are the basis of the present civil service structure of Bangladesh.

### **Martial Law Committee I and II:**

A number of committees and two pay commissions were appointed during Ershad regime. Among them Martial Law Committee (MLC-I) was formed on 18<sup>th</sup> April 1982, for examining organizational setup of Ministries/Divisions, Departments, Directorates and other organizations under them<sup>8</sup>.

Martial Law Committee II (MLC-II) was set up on May 1983 to examine organizational set up of public statutory corporations. The focus of above two committees did micro restructuring within our Civil Service<sup>9</sup>.

From 1991 to 1995 a few committees were set up. Only **Administrative Reorganization Committee (ARC)** was appointed in August 1993, with a view i) to review the government's administrative structure and staffing patterns in ministries; ii) to ascertain actual personnel need and iii) to make proposals for reorganizing the machinery of government to meet the new demands placed on the civil service<sup>10</sup>. After June 1996, in August the fourth **National Pay Commission (NPC-IV)** was appointed with a view to restructure the pay structure in civil service and other facilities.

Governments of different periods paid lip service to the call for overhauling the civil bureaucracy. Governments have been unwilling to pay the price for civil service reform and for these hidden causes our civil service is still characterized by centralization of authority at the top of the hierarchy, closed career concept and elitist orientation.



Until October 2001, there were 36 ministries in Bangladesh. Significant number of which control the 29 cadres of Bangladesh civil Service. Civil Servants of all these ministries are providing services to the people of the country.

There is lack of adequate material resources in our country. So, the right match of efficient civil servants to the right position at the right time is very important, for which proper human resource planning is needed in Bangladesh civil Service.

The function 'Personnel Administration' is done by Central Personnel Agency of any country, which have government wide implications. There can be several central personnel agencies in a country, for example apart from certain specialized personnel organizations (i.e. Public Service Commission and Establishment Office), agencies such as the president's office, Prime-Minister's office, Cabinet office, finance department or planning department may deal with some aspects of central personnel administration as an incidental part of other important government-wide functions.

### **Types of Central Personnel Agency:**

Broadly, there are two types of central personnel agencies, 1) Pluralist system and 2) Unitary system<sup>11</sup>.

1. **Pluralist system:** The main feature of a pluralist system is organization of the public service management on the basis of at least two organizations.

a) Collegiate commission: It is not fully independent, at least technically autonomous and whose functioning embraces such important aspects of career management as recruitment, transfer, promotion etc.

There may be three distinct types of collegiate commissions on the basis of their power and functions namely, I) advisory commission, II) executive commissions with restricted power and III) executive commission with broad powers.

b) Hierarchical Central Administrative Agencies: This type of organization is for regulating the civil service, controlling or supervising internal management and handling the problems of general management of the civil service. Hierarchical central administrative agencies may be classified into two basic types: those with restricted powers and those with broad powers.

**2. Unitary System:** All unitary system has in common a single civil service organ combining most centralized functions in the sphere of public service management.

Nevertheless, the structure is not uniform in all the system. Roughly there are three distinct variants: a) a board or commission b) a directorate general or c) a civil service ministry or department.

In Bangladesh the Ministry of Establishment and the Public Service Commission are the two Central Personnel Agencies. The Public Service Agency is Constitutional body. Appointments and

functions of the members of the public Service Commission are controlled by the constitution. That is it occupies an important position in the public administration of the country. However, in our country, its role is limited only to conducting examinations and it is under the control of the president.

Although, constitutionally the Public Service Commission is the authorized body to deal with personnel functions but in reality the contrary is found to be controlling the major functions like recruitment, career planning, training need assessment, posting promotion etc. In other words the Ministry of Establishment does all personnel related functions (see Appendix 2).

Owing to the important role of the Ministry of Establishment in personnel functions, this study attempts to examine its role in integrated human resources; this study attempts to examine its integrated human resources planning in Bangladesh civil Service.

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## **Chapter III**

# **Human Resources Planning: A Theoretical Framework**

Development is not only the function of material resources. Human resources also play a crucial role in it. Human resource generally refers to human population. But all human beings are not or may not be included as human resource. Human resource is manpower, which in the words of Werts, 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 personnel administration of any country<sup>1</sup>.

In the word of Eric W. Vetter, Human Resource Planning is a process by which management determines how the organization should move from its current manpower position to its desired manpower position<sup>2</sup>.

Human Resource Planning (HRP) is a sub-system in the total organizational planning. Organizational planning includes managerial activities that set the company’s objective for the future and determine the appropriate means for achieving those objectives. Human Resource Planning facilitates the realization

of the company's objectives by providing the right type and right number of personnel at the right time<sup>3</sup>.

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"<sup>4</sup>.

### **Importance and benefits of Human Resource planning**

- 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.
- 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.

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### **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 Human resources planning as a five-stage system<sup>5</sup>: (See Fig- 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.

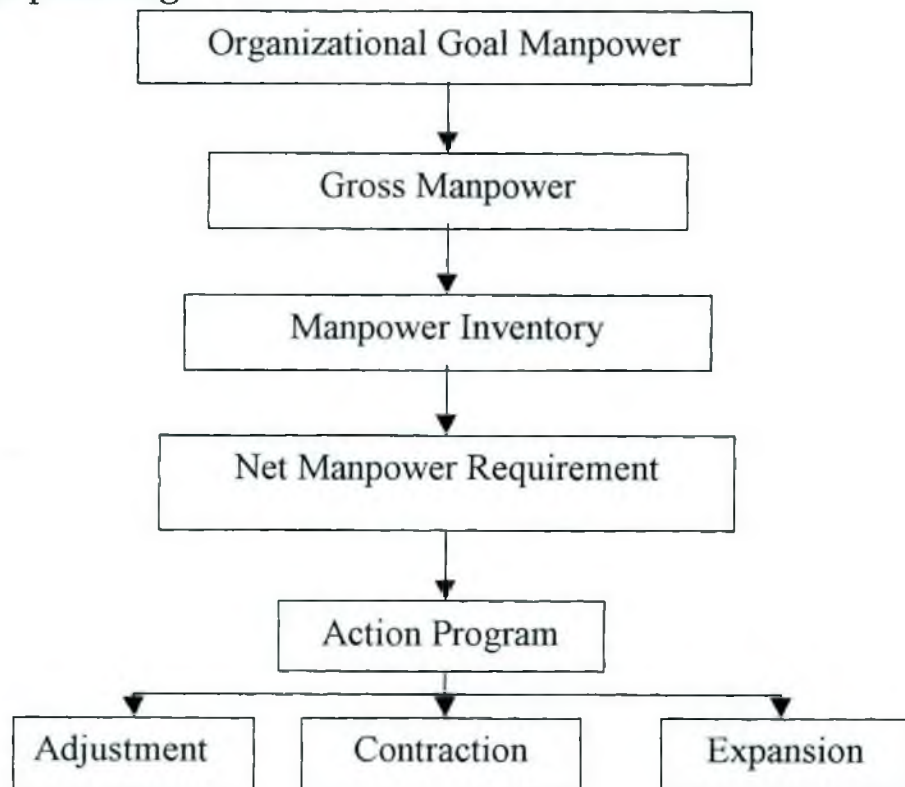


Fig-2: Five-Stage System of HRP (Bruce Coleman)

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.

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, 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 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.

**Integration and control:**

Several key points are essential to design and operation of the system. Of the system, but not identified, as stages to it, must be pointed out. These relate to integration, feedback and control. This process has been described as 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 and affect the manpower inventory, objectives and requirements. The control process just described any 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.

The 'Human Resources planning Process' described above, is primarily designed for non-government and private organizations. But due to its integrated and all encompassing approach it covers all the areas of public personnel Administration.

Personnel Administration of the Government is carried out by different agencies in different countries. In the ex-British Colonies there was a tradition of vesting all the personnel related functions to one single agency; however with independence and modernization the nomenclature has changed considerably. In India the central personnel agency is the Department of personnel and Administrative Reforms; it is an unit of ministry of Home Affairs, in Sri Lanka it's the Ministry of Public Administration, and in Malaysia, it is the Public Services Department, a part of the Prime Minister's office<sup>6</sup>.



## NOTES

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5. Coleman, Bruce P., *An Integrated System for Manpower Planning: Sophistication needed as pressure builds Business horizon*, Vol. 13, October 1970, pp. 90-92.
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## **Chapter IV**

### **Human Resources Planning: Role of the Ministry of Establishment**

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 of Bangladesh [See Appendix 2].

As a central personnel agency it is responsible for the functions related to personnel administration, training and posting. The processes of these functions are discussed below.

1. **Requirement planning:** Due to the various socio-political reasons long term strategic planning for personnel requirement is yet to take place in Bangladesh. But in future with stable socio-political situation it 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 [Appendix 3] to every cadre-controlling ministry.

In this format the cadre-controlling ministry has to identify itself (the name of the cadre), the name of the position to be advertised

for recruitment. In the 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<sup>1</sup>.

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.

After recruitment planning, job analysis is carried out. If it is found by the Ministry of Establishment 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<sup>2</sup>.

**2. 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 a) Internal training & b) Foreign training.

a) 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 etc are in operation<sup>3</sup>. Among these institutes Public Administration Training Center 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 is under the control of Ministry of Establishment, the contents of all training courses are prepared by it. It also fixes the duration of any course.

Planning and Development Academy provides 'project Management and Development' related training to senior-scale officers.

Bangladesh Civil Service (Administration) Academy provides training to mid-level officers of Administration cadre after their foundation.

Bangladesh civil Service (Administration) Academy provides training to mid-level officers of administration cadre after their foundation training.

Despite the fact, some cadre controlling ministries have their own specialized training institutes, all the new entrants has to got to Bangladesh public Administration Training Center for the foundation training. 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.

b) 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<sup>4</sup>. The foreign training in Bangladesh civil Service is carried out by different donor agencies like USAID, BODA, CIDA, who inquire about training requirements in draft training offers. After necessary alterations the training offers are send 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.

**3. Promotion:** Bangladesh civil Service is made of several tiers from the assistant Secretaries at the entry level to Secretary at the top [see figure III] 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.

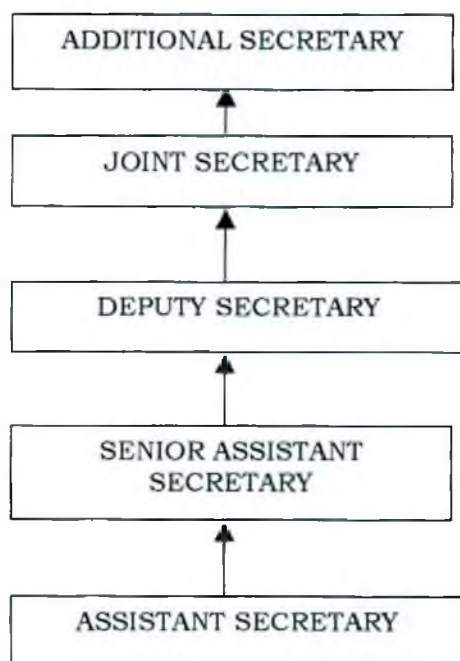


FIGURE 3: Different tiers of promotion

New entrants in the civil service, 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 for the preceding five years are taken into consideration, where he/she has to obtain a minimum of 80% marks. Moreover any disciplinary action will disqualify the candidate for the promotion<sup>5</sup>.

After the abolishment of Senior Service Pool in 1989, Deputy Secretaries of any cadre can compete for the position of Joint Secretaries 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 has to complete three

years in the position 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 has to complete at least two years in that position. In the ACR of the preceding five years he/she has to 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*<sup>6</sup>.

As mentioned in the first paragraph of this section different committees deal with the promotions of officials at different levels. Of them Senior Selection Board consists of 7 members and headed by the Cabinet Secretary. The other members of this committee are 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 Minister 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 8th February 1992, 191 were promoted to Joint Secretary posts and 427 to Deputy Secretary posts by following the guideline given below, 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.

One point to note, in every case annual confidential report and seniority plays 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.

**4) Posting:** Appointment, Promotion 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 body requiring personnel<sup>7</sup>.

## NOTES

1. Data were collected through interview with officer of recruitment cell of Ministry of Establishment.
2. Data were collected through interview with officials of Ministry of Establishment.
3. Ahmed S. G. *Public Personnel Administration in Bangladesh*, Published by the Published by The University of Dhaka, Dhaka, 1986, pp. 252-253.
4. *Bangladesh Gazette*, August 29, 1992, published by The Ministry of Establishment, Government of Bangladesh.
5. *Bangladesh Gazette*, February 10<sup>th</sup> 1998, published by the Ministry of Bangladesh, Government of Bangladesh.
6. *Bangladesh Gazette*, February 10<sup>th</sup> 1998, published by the Ministry of Bangladesh, Government of Bangladesh.
7. Data were collected through interview with officials of Ministry of Establishment.

## **Chapter V**

### **Problems of Human Resource Planning in Bangladesh Civil Service:**

Discussion in the preceding chapters represents an ideal situation but in reality there exist a lot of problems. 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 the requirements of the job<sup>1</sup>. As it is obvious from the preceding discussion Ministry of Establishment carry out routine work relating to personnel functions of the Civil Service; even those routine functions are influenced, interfered with and even hampered by various external factors i.e. Political interference, Cultural influence, Economic reality etc (see figure 4)<sup>2</sup>.

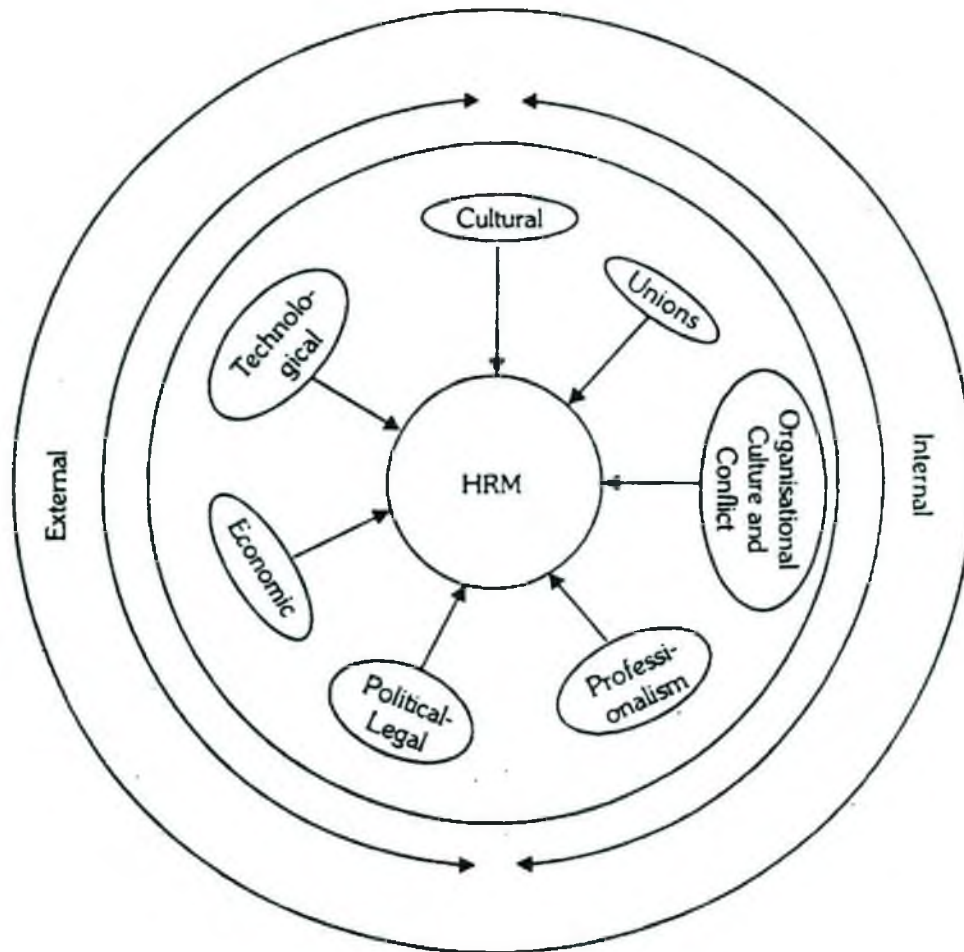


Fig: 4

Even the routine personnel functions of Ministry of Establishment are also plagued by some internal problems described as under:

- 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 the Ministry of Establishment. But these cadre ministries and divisions do

not send this format after completion timely and regularly. Because of this reason it becomes hard for the Ministry of Establishment to calculate the gross manpower requirement, to prepare an inventory or to estimate net manpower requirement. Consequently action programs especially recruitment and selection systems suffer. Consequently the public Service Commission cannot conduct the Bangladesh Civil Service Examination regularly and timely. For instance, the Public Service Commission was supposed to call for application of 15<sup>th</sup> B.C.S. of 15<sup>th</sup> March 1993. But due to the above mentioned reason it had to postpone that plan.

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 3<sup>rd</sup> and 4<sup>th</sup> class employees. That's why in some cases they cannot work properly and get de-motivated.

4) In case of foreign training the 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 rule 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) Promotion of joint Secretaries and above posts is controlled by Superior Selection Board, which is manned by Minister and secretaries. As a result, officials with good political linkage get easily promoted.

7) In case of promotion of a 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 evaluating a civil servant, is not a scientific one. As improvement of this form is not an easy task, some measures can be taken, which can be used in conjunction with the ACR; many civil servants 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) that is 'pen-picture', where he/she 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' of '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 8<sup>th</sup> February, 1992, 657 officials were promoted to the rank of deputy secretary, of them at least sixty (60) did not have any job too perform for a considerable period of time, in other words Bangladesh Civil Service was burdened with sixty (60) 'SINECURES'.

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 can be absorbed into the civil service. Army officials are occupying senior civil service positions, which require highly trained personnel.

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 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<sup>3</sup>.

### **SUGGESTIONS:**

- 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 too 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.
- 4) Many civil servants have suggested that to avoid the problems related subjective A.C.R. form a competitive examination can be arranged too judge one's merit for promotion.
- 5) After accomplishment of 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 transferred or promoted.
- 6) Without smooth and prompt coordination among different ministries, divisions of organization any plan have to falter. This is especially true for 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 queue from above, the coordination between different cadre controlling ministries and the Ministry of Establishment

should be increased to help prepare and implement long term strategic planning.

- 8) For a long time Bangladesh lacked a stable and democratic political system and institution and the autocratic or semi-autocratic regimes in power always altered different aspects of personal administration at their sweet will, as a result Human Resource Planning never could gain ground. Owing to this, its importance had eroded. Now that the situation has changed, steps should be taken to give Human Resource Planning a solid footing.
  
- 9) It has been observed by many, that the research and development cell of all the major ministries and organization 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. Same is the case with Ministry of Establishment, whose O & M (Organization and Management) wing only compiles the dossiers of the civil servants rather than research into personnel matters. The R&D (research and development) wing of all government offices should be empowered and equipped to carry out research so that and integrated Human Resources Planning can be produced.

## NOTES

1. *Government That Works*, February 1996, Publish by World Bank, Bangladesh, p.117.
2. Aswathappa K. 1999, *Human Resource and Personnel Management*, Published by Tata McGraw-Hill Publishing Company Limited, New Delhi, p.25.
3. Information collected through interview with officials of Ministry of Establishment.

## **Chapter VI**

### **Evaluation and Conclusion**

Human Resources Planning is one of the most important aspects of personnel administration. Actually human resources planning are the basis on which every personnel function are undertaken. Without any previous human resource planning the action programs such as recruitment, selection, promotion, training etc would suffer from haphazardness. More time and money is needed to implement the programs. That's why through Human Resource 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 chose. Different exponents of personnel management has put forward various processes for Human resource planning among them the process suggested by Bruce Coleman 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 the organizational total manpower requirement 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 etc. are undertaken, which may lead to organizational adjustment or contraction or expansion. Most important of all any Human Resource Planning process must be followed by continuous evaluation.

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 Ministry of Establishment perform all the personnel administration related functions such as recruitment and selection, promotion training etc. These programs are known as action program in Coleman's Human Resource Planning 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 above discussion reveals that in spite of the fact Ministry of Establishment does not carry out carry out any strategic planning or any other integrated plan like human resource planning. The scenario discussed above represent an ideal situation, which are miles apart from the reality. What actually happens is that due to many problems like political pressure, weak, lack of research relating to personnel administration political culture, poor economic condition, lack of motivation among personnel etc. hamper proper functioning of the Ministry of Establishment. On the other hand these hamper the total development of the country.

Human Resource 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 years of independence we are still at the anticipatory stage about the utilization of human resource. This is because we as a nation are not sure what we want from our bureaucracy; they are engaged in too many commercial functions, which 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. Bureaucracy's yet to realize that they are no longer the '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 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 very adept to change their colors overnight in order to be in the good book to the ruling party.

Because of an unholy politic-bureaucratic-business alliance is stalling the developmental activities in the real sense. 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 broad 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 a small but efficient government, only 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.

All most 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 ever a permanent commission (Public Administration Reform Commission)<sup>1</sup> with its own secretion and Mr. A. T M. Shamsul Hoque as its first chairman has been set up.

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<sup>2</sup>. 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, The Cabinet Division, Public Service Commission (PSC) and Ministry of Finance (MOF).

Declining professionalism and the managerial crisis has become a serious problem of our 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.

For a healthy future civil service Public Administration Reform Committee has suggested some changes in following issues of our civil service<sup>3</sup>:

**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 levels and in case of 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 Senior Services Selection Board (SSSB) headed by the Cabinet Secretary. But in many times ruling Government politicizes the issue 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 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, the 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 servant Training Center, but more they should develop new course content, which develops quantitative and analytical skills. Moreover, posting to training center would 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.

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 people. The adoption of a more organized and integrated planning process will lead to the quick achievement of our national development goals. MOE can add a new dimension to its work, if it incorporates the suggestions to its policy, given by the Reform Committee. But before that 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 it's 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 Human Resource Planning. As civil servants are the most important assets for achieving development goals of our government, so it is high time for Ministry of Establishment to concentrate on Human Resource Planning. Let us hope that with the establishment of a democratic political system the people in authoritative political position will make a concerted effort to improve the situation and things will start to look up pretty soon.

## NOTES

- 1) For more information see *Ekush Shataker Janaproshashon*, A Report Published by Public Administration Reform Committee, June 2000, pp. 29-60.
- 2) *Government That Works*, February 29<sup>th</sup>, 1996, Published by World Bank, Bangladesh, p. 117.
- 3) *Government That Works*, February 29<sup>th</sup>, 1996, Published by World Bank, Bangladesh, pp. 130-135.

## 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.

2 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 unit 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.

### **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 3

১৯তম বি.সি.এস. পরীক্ষা-১৯৯৮ এর জন্য বিস্তারিতের জন্য সরাসরি নিয়োগের মাধ্যমে পূরণযোগ্য শূন্য পদের "ছক"

৬০

ক্যাডার নিয়ন্ত্রণাধীন মন্ত্রণালয়/বিভাগের নাম : পরিদপ্তর/বিভাগ, পরিচালনা মন্ত্রণালয়, বাংলাদেশ সচিবালয়, ঢাকা।  
 ক্যাডারের নাম :  
 ক্যাডারের বিজ্ঞাপন সংখ্যা ও তারিখ : ১

ক্যাডারের অনুষঙ্গিক প্রবেশ পদের নাম	প্রবেশ পদের নাম	ইতিপূর্ব কাছাকাছি কর্তৃক	বর্তমান প্রকল্পের শূন্য	১৯তম বি.সি.এস. পরীক্ষা	মন্তব্য
প্রবেশ পদের সংখ্যা	১০	১০	১০	১৯৯৮-এর মাধ্যমে	
ক্যাডারের বর্ণনা	১-২	১-২	১-২	সরাসরি নিয়োগের জন্য	
অনুষঙ্গিক সংখ্যা	১০	১০	১০	প্রশাসনিক মন্ত্রণালয় / বিভাগের ছাফিনা	
অনুষঙ্গিক সংখ্যা	১০	১০	১০	বিভাগের ছাফিনা	

১	২	৩	৪	৫	৬	৭	৮	৯	১০
১০৮	১০৮	১০৮	১০৮	১০৮	১০৮	১০৮	১০৮	১০৮	১০৮

১৯তম বি.সি.এস. এর মাধ্যমে ৬ জন এবং ১০  
 বি.সি.এস. এর মাধ্যমে ৫ জন সরাসরি  
 নিয়োগ করা হইয়াছে। ১৯তম বি.সি.এস.  
 পরীক্ষার জন্য ৭টি পদ সরাসরি পূরণ  
 করলে অব্যবহিতভাবে নিয়োগ  
 থাকিবে।

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