

**CONTINUITY AND CHANGE IN THE
GENERALIST CADRE IN BANGLADESH: AN
ANALYSIS OF RECRUITMENT AND POST-ENTRY
TRAINING IN BCS (ADMIN)**

A DISSERTATION

BY

SALMA MOMTAZ

BU ID NO-05272024

SUBMITTED TO THE

**CENTER FOR GOVERNANCE STUDIES
BRAC UNIVERSITY, DHAKA, BANGLADESH**

In partial fulfillment of the
requirement for the degree of

MA in Governance and Development

**CENTER FOR GOVERNANCE STUDIES
BRAC UNIVERSITY, DHAKA, BANGLADESH**

SEPTEMBER 2006

**CONTINUITY AND CHANGE IN THE
GENERALIST CADRE IN BANGLADESH: AN
ANALYSIS OF RECRUITMENT AND POST-ENTRY
TRAINING IN BCS (ADMIN)**

A DISSERTATION

BY

SALMA MOMTAZ

BU ID NO-05272024

Approved as to style and content by

Dr. Akbar Ali Khan

Director

CENTER FOR GOVERNANCE STUDIES
(Former Cabinet Secretary)

**CENTER FOR GOVERNANCE STUDIES
BRAC UNIVERSITY, DHAKA, BANGLADESH**

SEPTEMBER 2006

ACKNOWLEDGEMENT

I would like to express my deepest regards and acknowledge a profound debt of gratitude to my teacher and Supervisor, Dr. Akbar Ali Khan, Course Director, Master's in Governance And Development, Center for Governance Studies, BRAC University for his able guidance, wholehearted co-operation and constructive suggestions in preparing the manuscripts in all the possible ways.

I owe a profound debt and gratitude to Dr. Mahbubur Rahman, The former Secretary of the Ministry of Establishment for giving permission for data collection from Public Administration Computer Center (PACC) of Ministry Of Establishment (MOE). I am thankful to Farida Nasreen, Deputy Secretary and all other officers and staffs of PACC for cooperation in Data collection.

I am indebted to Dr. Md. Matiur Rahman, Course Coordinator, MA in Governance And Development, Center for Governance Studies, BRAC University for his cooperation.

I would like to thank librarians of MOE, BPATC, BCS Administration Academy and PSC for their cooperation for supplying books and literatures and to Mr. Feroz Computer Lab Assistant of BIAM for his help in typing and printing.

Finally my greatest heartfelt thanks to my Husband Mr. Maudud and my sons Asif and Saif, for their cooperation and inspiration which helped me to complete my dissertation in time.

ABSTRACT

The generalist Civil Service which was introduced by the British rulers survives today in Bangladesh in the form of BCS (Admin). However the socio- economic environment in which the generalist Civil Service was established has changed significantly. This study seeks to examine the changes in Bangladesh Civil Service, which take place in recent years. These changes in Bangladesh period are compared to generalist Civil Service in Pakistan period.

This study suggests that despite many continuities with the past, there have been changes in Bangladesh Civil Service. This study suggests that there are broad similarities between the BCS (Admin) Cadre in Bangladesh, and the generalist Cadres in neighbouring countries. However, the similarities mask major changes which are taking place in Bangladesh Civil Service. The available statistics support the hypothesis that recruits to Bangladesh Civil Service (Admin) is elitist in character. The majority of them are from urban areas; most of them were educated in best Public universities. Many of them are from affluent families. Despite the persistence of typical characteristics of elitist Civil Service, BCS (Admin) has changed significantly in respect of average age of recruitment and decline in esprit de corps and training.

The study highlights the following weaknesses of recruitment and training in BCS (Admin) (i) Recruitment without approved Cadre strength (ii) Unplanned and adhoc recruitment (iii) Ignoring relevant academic discipline in entry examination (iv) Inadequacy of training in respect of law, economics, rural development (v) The deficiencies of quota system (vi) Impracticality of the minimum qualification for recruitment and minimum pass marks in BCS exam (vii) Neglecting performance in training.

Outwardly, the BCS (Admin) resembles the colonial Civil Service introduced by the British. They have elitist bias in a democratic society and they are generalists in an age of increasing specification. However, it lacks many of the essential attributes of a generalist Civil Service. They lack esprit de corps and are in a house divided into themselves. They are recruited at a mature age and then their personality cannot be moulded in the light of the ethos and values of the service. There are questions about the quality of new recruits. Many of them lack of training in law, economics and rural development, which are essential for the generalist administrators. It is, therefore, essential that the personnel policy of the government should be reviewed taking into account the report of the Public Administration Reforms Commission.

CONTENTS:

	Acknowledgements	I
	Abstract	II-III
	Contents	IV
	List of Tables	V
	Abbreviations	VI
Section 1.	Introduction	1-3
	Objectives of the study	3
	Plan of study	3
	Methodology: Study design.	4-5
Section 2	Review of literature on Civil Service of Bangladesh.	06-09
Section 3.	Recruitment policies of BCS (Admin):	10
	1. Constitutional and legal basis of recruitment	10-11
	2. Role of the Public Service Commission.	11-15
	3. Minimum Qualifications of candidates:	15
	Changes in age-limits.	15-16
	Changes in educational qualifications.	16
	4. Determination of the Number of vacancies for recruitment per year	16-19
	5. Changes in structure of examinations for recruitment in Civil Service	19-22
	6. Exceptions to Merit-based recruitment/ Quota system	22-23
	7. Highlights of the changes in recruitment policies in Bangladesh	24
Section 4.	Comparison Between the recruits to generalist cadres in Pakistan and Bangladesh in terms of age, education and social characteristics:	25
	1. Changes in terms of Age-limits and previous experiences	26-29
	2. Changes in terms of Academic backgrounds.	29-32
	3. Changes in the level and quality of degrees of new entrants	32-34
	4. Comparison in terms of social characteristics.	34-38
	5. Trends in the new recruits to BCS	39
Section 5.	Changes in Post-entry training.	40-49
Section 6.	Conclusion	50-52
7.	Bibliography	53-55
8.	Annexure-I	56-57

List of Tables:

Table I	Selection of data of Pre- Bangladesh officers.
Table 2	Selection of data of the Bangladesh officers.
Table 3	List of Commissions/ Committees on Civil Service Reforms in Bangladesh.
Table 4	Comparison between vacancy, applicants and selected candidates.
Table 5	Time taken for recruitment in BCS Cadre by PSC.
Table 6	Number obtained by candidates of general cadres in BCS exams.
Table 7	Changes in the Age-Limits.
Table 8	Existing Cadre strength of BCS Admin Cadre
Table 9	Relation between the number & service length of the recruits.
Table 10	Actual numbers of recruits in Admin Cadre.
Table 11	Changes in mark distribution of BCS examination
Table 12	Variations in examination procedure in Admin Cadre.
Table 13	Present quota reservation policy, 1997.
Table 14	Age-limit of CSP Officers at entry.
Table 15	Age-limit of EPCS Officers at entry.
Table 16	Age-limit of BCS Officers at entry.
Table 17	Average- age of entry in various Cadres.
Table 18	Background of previous experiences in admin cadre.
Table 19	Background of specialization of admin cadre officers.
Table 20	Background of admin cadre officers as faculty wise.
Table 21	Background of admin cadre officers in Subjects of arts.
Table 22	Background of admin cadre officers in subjects of science.
Table 23	Background of admin cadre officers as degree wise.
Table 24	Background of admin cadre officers as results wise.
Table 25	Background of admin cadre officers as university wise.
Table 26	Urban-Rural comparison in admin cadre officers
Table 27	BCS Admin officer's father's Income Education and Profession.
Table 28	Female percentages in BCS administration cadre.
Table 29	Background of Admin Cadre officers as home division wise.
Table 30	Percentages of quota misused in BCS administration cadre.
Table 31	Percentages of admin cadre officers as religion wise.
Table 32	A comparison of training objectives and course contents of induction courses of Class-I officers in India, Pakistan, Malaysia, SriLanka, and Bangladesh.

ABBREVIATIONS

ARC: Administration Reform Commission
ASRC: Administration Services and Reorganization Committee
ACAD: Advanced Course for Administration & Development
BCS: Bangladesh Civil Service
BPATC: Bangladesh Public Administration Training Center
BASC: Bangladesh Administration Staff College
BIAM: Bangladesh Institution for Administrative Management
CSP: Civil Service of Pakistan
CSS: Central Superior Service
CSS: Central Secretariat Service
CPT: Career Planning & Training
CEO: Chief Executive Officer
COTA: Civil Officers Training Academy
DM: District Magistrate
EIC: East India Company
EPCS: East Pakistan Civil Service
FT: Foreign Training
FPO: Final Passing Out.
GOB: Government of Bangladesh
GOTA: Gazetted Officers Training Academy
ICS: Indian Civil Service
IMS: Industrial Management Service
IT: Internal training
JA: Junior Appointment.
MOE: Ministry of Establishment
NIPA: National Institution of Public Administration
NPSC: National Pay and Service commission
NTC: National Training Council.
PMLCS: Pakistan Military Land Cantonment Service
PACC: Public Administration Computer Center
PSC: Public Service Commission
PARC: Public Administration Reform Commission
PTU: Post Training Utilization
SSC: Senior Staff Course
STI: Staff Training Institute
SSP: Senior Service Pool
SRO: Statutory Regulatory Order
SA: Senior Appointment.
TOR: Terms and References of
TOT: Training for trainers
TQM: Total Quality Management
UNDP: United Nations Development Program
WIT: Work Improvement Team

Section One

Introduction

The BCS (Admin) in Bangladesh is the direct successor of generalist cadres in Pakistan. The generalist cadres in Pakistan were the clones of the Indian Civil Service (ICS), which was the steel-frame of the British Raj in India. The philosophical underpinnings of the generalist Civil Service that was introduced by the British in the mid-nineteenth century in both Britain and India were well summarized in the North-Cote Trevelyan report.

There are four main characteristics of such generalist services summarized in the North-Cote Trevelyan report:

Firstly, the entrants to a generalist Cadre are recruited at a young age. The North-Cote Trevelyan report argued that “The superior docility of young men” meant that it was best to recruit and train civil servants when young. The underlying assumption is that ethos and values of traditional Civil Service could be instilled in young recruits whose mind was not exposed to harmful experiences of real life.

Secondly, it is believed that the best recruits to generalist cadres could be selected through fair and open competition.

Thirdly, it was assumed that the qualities required for successful generalist administrators were different from those of other posts. The North-Cote Trevelyan report emphasized the necessity to establish the proper distinction between intellectual and manual labor. The generalist administrators were supposed to be leaders. So for them the qualities of leadership were assumed to be more important than skills. On the other hand, other employees in the government needed skills in specialized areas in which they were employed.

Fourthly, the selection process placed an undue emphasis on generalist traits rather than skills. The candidates were selected primarily on the basis of written examination in general subjects.

The main characteristics of Civil Service were defined by the British rulers in the mid-nineteenth century continued unchanged in South Asia.

This continuity was promoted by both external and internal factors:

Externally, the political rulers found the administrative Cadre a convenient tool for furnishing their designs.

Internally, change was resisted by two factors. Firstly, the security of service, which was guaranteed in the constitution for ensuring the neutrality of the civil servants, foiled any sudden change in the bureaucracy. Secondly, the bureaucrats themselves implement administrative reforms. They effectively blocked implementation of any major change. As Cornelis Commission puts it, "Pockets of entrenched privilege still remained embedded to disturb the equilibrium texture on which the safety and progress of the state is to be founded"(p-1).

Overtime, the generalist bureaucracy was viewed both anachronistic and inefficient. As Khan puts it, " Administrative reformers felt that the bureaucratic machineries in Pakistan had lost its usefulness and utility and only encouraged their participation of inequality and injustice in recruitments, training, promotion and pay among the members of different civil provinces". Since the report of the Pay and Services Commission (1959-62) there have been strenuous demands for reorganizing the Civil Service. The reform initiatives failed in Pakistan. However, some adjustments became essential since the birth of Bangladesh in 1971. The Civil Service of Bangladesh was organized by The Services (Reorganization and Conditions) Act, 1975. Bangladesh government constituted a unified Civil Service of 31 cadres by the Bangladesh Civil Service Reorganization Order, 1980. Subsequently the number of cadres has been reduced to 29.

Despite some structural changes, the generalist Cadre in Bangladesh has been retained. In fact, it was enlarged merging a number of erstwhile Cadres such as the Civil Service of Pakistan (CSP), East Pakistan Civil Service (EPCS), Central Secretariat Services (CSS), East Pakistan Secretariat Services (EPSS), Pakistan Military Land & Cantonment Services (PMLCS), Industrial Management Services (IMS), Election Officers, and other ad-hoc promotes. The historical functions of the Cadres have remained largely unchanged. It is, therefore, important to understand as to what extent BCS (Admin) Cadre

has changed from the past and to what extent it has retained the characteristics of the old generalist services.

Objectives of the study:

This study aims at analyzing the changes in the recruitment and training in the BCS (Admin) Cadre, which has been, takes place since the birth of Bangladesh. Specifically, this study proposes to address the following issues:

- Comparison of recruitment policies in the last days of Pakistan and in Bangladesh today.
- Comparison of examination structure for recruitment in Pakistan and in Bangladesh.
- Comparison of the recruits to Civil Service on the basis of age at recruitment.
- Comparison of type and level of education in generalist services of Pakistan and in Bangladesh.
- Comparison of social background of generalist officers in Pakistan and Bangladesh.
- Comparison of post-entry training in Pakistan and Bangladesh.
- Positive and negative effects of changes in generalist Cadre.

Plan of Study:

The study is divided into six sections. The introductory section outlines the main issues of the study and its methodology. The second section reviews the literatures on change and continuity in the Civil Service and summarizes the main findings of various reforms commissions on generalist Civil Service. The third section examines the recruitment policies in Bangladesh, which include the number of intake and curricula for examinations, quota, and other policies. The fourth section compares the recruits to generalist cadres in Pakistan and Bangladesh in terms of age, education and social characteristics. The fifth section describes the changes in post entry training. The final section summarizes the findings and recommendations of the study.

Methodology:

Study Design:

The study compares pre- Bangladesh recruits to generalist cadres with those of recruits in Bangladesh. Pre- Bangladesh recruits included officers who were encadred in CSP, EPCS, CSS, and PMLCS before 1971. Bangladesh inherited 896 such officers from Pakistan in 1971.

Table I: Selection of data of the Pre- Bangladesh officers

Cadre	Total no of officers inherited from Pakistan	Total no of officers covered by this study	Percentages of the officers covered in this study
CSP	170	71	41%
CSS	95	22	23%
EPCS	619	115	18%
PMLCS	12	06	50%
Total	896	214	24%

Source: Ministry of Establishment, PACC and The Bangladesh Civil List, 1977-78.

This study covers 214 or about 24 percent of those officers in this study (See table-1). Relevant data of the officers who retired before 1986 are not available in the Establishment Ministry. 214 officers who were inherited from Pakistan were on active in duty in Bangladesh in 1986. Thus the size of the sample was limited by availability of data. Despite this limitation, sample size is large and representative.

There were two options in choosing the sample of recruits in Bangladesh period. Firstly, a random sampling could have been taken from each batch. Secondly, entire batch could be taken for analysis. The second option was chosen for the following reasons. First, by focusing on the recruits of an entire batch in recent years, it is easy to find a picture of latest trends. This is why, the sample of recruits of Bangladesh included three entire batches of 15th (recruited in 1995), 17th (recruited in 1998) and 18th (recruited in 1999)

batches. Secondly, an entire batch is more representative than a small sample from a large number of batches. The main characteristics of this sample may be seen in table-2.

Table 2: Selection of data of the Bangladesh officers:

Batches	Total no of officers covered by this study	% Of the officers in the total BCS (Admin) Cadre
15 th	123	2.5%
17 th	68	1.4%
18 th	99	2.1%
Total	290	6%

Source: Ministry of Establishment, PACC. Note: Total no of officers recruited in BCS administration cadre from 1971 =4858.

The primary data of this study is based on the Personal data sheet (PDS) of the sampled officers of (Admin) Cadre. A copy of the format of the PDS may be seen in Appendix-I.

Section Two

Review of literature on Civil Service of Bangladesh.

The existing literature on Civil Service in South Asia can be divided into two categories:

- (1) Historical and descriptive and
- (2) Analytical.

The earliest studies on Indian Civil Service were undertaken by the ICS officers themselves. E. Blunt published his book "The ICS" in 1937 as propaganda to assist ICS recruitment in Britain in the 1930s. O. Malley, another ICS officer, outlined the historical evolution of Indian Civil Service in his book "The Indian Civil Service 1601-1930". Philip Mason (Pseud. Philip Woodnuff) published two volumes of his book "The men who ruled India" as a tribute to civil servants who maintained law and order in India during the British rule.

Following this tradition, most of the books on Civil Service in Bangladesh are historical and descriptive. One of the earliest publication on Civil Service in Bangladesh was "The Civil Service in Pakistan" by Prof. Muzaffar Ahmed Chaudhury. It was descriptive and criticized the generalist tradition of the service. Ali Ahmed, another political scientist published "Role of Higher Civil Service in Pakistan". Other notable works on Bangladesh Civil Service include Syed Ghyasuddin Ahmed's "Public Personal Administration in Bangladesh" and Dr. A.M.M Shawkat Ali's "Bangladesh Civil Service- A Political- Administrative Perspective". While Ahmed's work is descriptive Ali's work is mainly historical. He outlines the evolution of service in Bengal since 1757. He also analyses the issues of recruitment and post-entry training, conditions of service, and the relationship between Civil Service, judiciary and the politicians.

The first analytical work on Civil Service in South Asia was undertaken by Ralph Braibanti. In the book "Asian Bureaucratic systems emerged from British Imperial Tradition", he attributed the continuance of the ICS tradition to two factors:

Firstly, it was broadly speaking inevitable traumatic circumstances in 1940s in that the structure and traditions of the ICS were retained.

Secondly, since Independence, the ICS tradition was substantially kept alive by adjusting to the new realities. Successful adjustment is the key to continuance of generalist Civil

Service. A sociological explanation for the persistence of bureaucratic tradition was put forward V. Subramaniam in his book "Transplanted Indo-British Administration". In his opinion, the traditional bureaucracy in India was preserved by what he called "a derivative of middle class". This class was formed initially in the special circumstances of colonial rule. This class took over the state at the time of Independence and continued both to dominate the state and produced the recruits who filled higher posts in Civil Service. His main conclusion was that continuing class support accounts for the persistence of administrative tradition.

A third explanation for the continuance of bureaucracy was provided by David C. Potter in his book "Indian's Political Administration". Potter argues that political support for the administrative tradition is the main reason for continuity of Civil Service in India.

Habib Zafarullah and Mohamad Mohabbat khan in their book "The Bureaucratic Ascendancy" examined the issue of continuity of the generalist Civil Service in Bangladesh. In their opinion, the persistence of administrative tradition is due to a number of factors. In their words "The public bureaucracy in Bangladesh is entrapped in parochial individual and group- centered policies. Such policies have both an internal and an external dimension. The internal dimensions include those aspects of bureaucratic policies that are pursued by the bureaucrats at the micro level that is what they interact with one another either individually or as a group. The external dimensions of bureaucratic policies concerns civil servants involvement in state policies, which is sometimes direct and conspicuous.

While there are competing explanations in the literature for the persistence of traditional administration, there is a serious dearth of quantitative studies on the bureaucracy in Bangladesh. It is, therefore, essential to quantify the changes in the Civil Services.

Apart from the scholars, the issues of Civil Service reforms were also examined by the Government from time to time by various Commissions (Table-3).

All the ten reports listed in table-3 contained major recommendations for reforming the Civil Service. However, UNDP report in 1993 and Public Administration Reforms

Commission, 2000 contained a very useful analysis of the weakness of recruitment and training in Bangladesh Civil Service.

Table-3: List of Commissions/ Committees on Civil Service Reforms in Bangladesh

SL no	Year	Name of the report
1	1972	Administrative Services Structure and Reorganization Committee.
2	1977	National Pay and Services Commission, 1977.
3	1985	Secretaries Committee on Administrative Development.
4	1985	Special Committee to review the structure of Senior Services Pool, 1985.
5	1987	Cabinet Subcommittee on Senior Services Pool.
6	1989	Public Administration Efficiency Study (USAID).
7	1993	Report of Public Administration Sector Study in Bangladesh (UNDP).
8	1993	Towards Better Government in Bangladesh, 1993.
9	1996	Government that works: Reforming the Public Sector, 1996.
10	2000	Report of the Public Administration Reforms Commission (PARC).

Source: PARC Report, 2000

The following recommendations were made by the UNDP report, 1993 in respect of recruitment and training (p-109):

- Progressively remove distinctions between Cadres, specifically by combining similar Cadres into a smaller number of Cadres in order to open up more promotions and opportunities based on merit especially at the top level and by harmonizing pay systems and conditions of service.
- Abolish the practice of reservation of posts in Ministries for particular Cadres, based on qualifications and experiences relevant to the post.
- Replace Cadre and class system with personnel management system based on position, classification and grades, for transparent, fair and efficient management of officials in a democratically representative Civil Service.
- Carry out regular and systematic basic training need assessments, in order to develop appropriate training and other measures to enhance technical and managerial skills among the civil servants.

The above recommendations clearly suggest that generalists dominate the administration in Bangladesh and the need for reforming the traditional bureaucracy for better governance is felt acutely. Similar recommendations were made by the public Administration Reforms Commission (PARC) in 2000. Some of the major recommendations of this Commission are as follows:

- In the Secretariat three clusters of closely related Ministries namely General, Economic and Socio-physical infrastructure clusters should be constituted.
- Senior Management Pool should be introduced. Induction into SMP at the level of Deputy Secretary will be on the basis of competitive examination to be conducted by PSC.
- Instructors as head of all training Institutions for training of class I officers may be recruited through open competition on the basis of job specification and job description of the posts from inside or outside the government.

The PARC recommendations show that the preponderances in the generalist in administration has turned and to be a major handicap for administrative efficiency. This clearly suggests that the domination of the generalist continue unabated.

In short, a review of the literature on Civil Service in Bangladesh identifies the following gaps in our knowledge about Bangladesh bureaucracy:

- There is significance continuity in the generalist Civil Service in Bangladesh. There have also been some changes. However, no quantitative analysis has been undertaken to measure the changes, which have been taken place in Bangladesh Civil Service during last four decades.
- According to the reports of various Commissions on administrative reforms, the dominance of the generalist Civil Service is a major weakness of Bangladesh Civil Service. This calls for changes in recruitment and training of civil servants.
- Change in the traditional administration is inevitable. As David C. Potter rightly observed, “But the tradition as a whole cannot last indefinitely” (p-203).

Section Three

Recruitment Policies of BCS (Admin)

The merit-based recruitment is the main foundation of a professional bureaucracy. Unless the recruitment policy is soundly conceived, it is unlikely to build up a first rate staff (Ahmed, 1969). So appropriate recruitment policy is essential to attract best talents to the government service.

There are six essential features of a sound recruitment policy. These are:

1. Constitutional and legal basis of recruitment.
2. Role of the Public Service Commission.
3. Minimum Qualifications for recruitment.
4. Determination of the number of vacancies for recruitment in each year.
5. Structure of examination for recruitment.
6. Exceptions to merit-based recruitment.

Constitutional and legal basis of recruitment

The legal basis of recruitment of services in Bangladesh is laid down in Article 133 of the Constitution of the People's Republic of Bangladesh, which reads as follows:

“ Subject to the provisions of this Constitution, Parliament may by law regulate the appointment and conditions of service of persons in the service of the Republic:

Provided that it shall be competent for the President to make rules regulating the appointment and the conditions of service of such persons until provision in that behalf is made by or under any law, and rules so made shall have effect subject to the provisions of any such law”.

At present there is no law to regulate the appointments and conditions of service of persons in the service of the Republic in Bangladesh according to provision of Constitution. There are only some rules for regulating the appointment and the conditions of service, which can be changed easily by the government order.

The Constitutions also guarantees of equality of opportunity. Article 29 of the Constitution lays down, “(i) There shall be equality of opportunity for all citizens in respect of employment or office in the service of the Republic. (ii) No citizen shall, on grounds only of religion, race, caste, sex or place of birth, be ineligible for, or discriminated against in respect of, any employment or office in the service of the Republic.”

Despite the constitutional requirement for laying the condition of appointments through Acts of Parliament, no legislation has been enacted as yet. In 1981, the President in exercise of the power conferred on him by article 133 of the Constitution promulgated the Bangladesh Civil Service Recruitment rules 1981. These rules covered the procedure of recruitment, the period of probation and conditions of confirmation in government service. The Chief Martial Law Administrator promulgated Bangladesh Civil Service (Age, Qualification and Examination for Direct Recruitment) Rules 1982. It lays down the qualifications of candidates, the curricula and procedure for public examination to be conducted by PSC.

A major deficiency of legal process in recruitment is that no law has been laid down as yet. The policy continues to be adhoc.

Role of the Public Service Commission:

The task for recommendation of recruitment to Civil Service (Constitutional Article-40) has been entrusted to an independent Public Service Commission.

Article 137 of the Constitution makes provision for establishing one or more service commission. The President is empowered by Article 138 of the Constitution to appoint chairman and members of PSC. Article 139 describes term of office such as age-limit of chairman and members and job security of the chairman and member. PSC is a constitutional body. At present it has a chairman and 12 members selected from various senior positions of public service and teaching. PSC submits annual report not later than the first day of March to the President on their performance (Article-141).

Constitutional provisions about PSC are supplemented by the Bangladesh Public Service Commission (Consultation) Regulations, 1979.

Problems faced by the PSC

The PSC in Bangladesh conducts a unified competitive examination for 29 Cadres at the same time. In Pakistan, the recruitment to these Cadres was made on the basis of separate examinations by Federal and Provincial Public Service Commissions. This problem has been compounded by the sudden increase in the number of candidates (Table-4). The total number of candidates in BCS exam was 33,504 in 1986, it has jumped to 1,20,640 in 2002-an increase of 360 percent in 16 years. However, the number of vacant posts increased by 82 percent in this period. As a result, the competition for jobs in the BCS (Cadres) is becoming more intense from year to year. In 1986 there were 13 candidates for each post in all cadres. The competition was more intense in general cadres where there were 71 candidates for one post in 1986. In 1995, there were 32 candidates for each post of all cadres while 272 for each post of generalist cadres (Table-4).

Table 4: Comparison between vacancy, applicants & selected candidates in BCS Exam.

BCS exam No	Year of circular	All cadres			General cadre		
		Vacant Posts	Applicants	Proportion bet posts& applicants	Vacant Posts	Applicants	Proportion bet posts& applicants
8 th	1986	2494	33504	1:13	398	28104	1:71
9 th	1988	1629	37348	1:23	247	32251	1:126
10 th	1989	1247	28419	1:23	303	25620	1:85
11 th	1990	1228	30677	1:25	145	22025	1:161
13 th	1991	1021	37539	1:37	292	30509	1:104
15 th	1993	1127	54384	1:48	250	44238	1:176
17 th	1995	2026	65502	1:32.3	204	55525	1:272
18 th	1996	1879	80213	1:39	370	66050	1:184
20 th	1998	3076	83277	1:27	585	77045	1:132
21 st	1999	1483	84406	1:58	365	77753	1:213
22 nd	2000	1263	85129	1:67	302	75910	1:251
24 th	2002	4540	120640	1:27	517	99650	1:193

Source: PSC annual reports, 1997-2003.

Because of the rapid increase of candidates, the PSC introduced a two-stage examination from 1989. A preliminary examination is held for screening the candidates. A second examination is held for the screened candidates. According to PSC that the quality of candidates still remain low especially in the subject English and declining trends of overall educational standards in many areas of the country. The rapid increase in number of candidates has created a number of problems. There is a serious dearth of examination halls. Management of examinations in the innumerable examination centers becomes difficult, and it hampers proper conduction of examinations. Moreover, a large number of examinees necessitate a large number of examiners. Apart from the question of the quality of examiners, this creates inevitable variations in grading. Lack of skilled manpower and infrastructure of the PSC has made the recruitment process more delayed and faulty. Because of too many candidates different groups of candidates are assessed by different boards for the same Cadre or type or positions: AS Zafarullah and Khan observes, “Basically following all unstructured format, the different boards composed to a variety of interviewers generally come up with quite different ratings for candidates for comparable positions. Thus it tends to cause low inter-rater reliability” (p-135).

Table no 5: Time taken for recruitment in BCS Cadre by PSC

Year of BCS circular/ Batch	Time taken
1972,1973/1 st	1 Year
1977/2 nd	3 Year
1979/3 rd	2 Year
1982/4 th , 1983/5 th , 1984/6 th , 1985/7 th	1 Year
1986/8 th	3 year
1988/9 th , 1989/10 th	2 year
1990/11 th , 1991/13 th	2.5 year
1993/15 th ,	2 year
1995/17 th , 1996/18 th , 1998/20 th , 1999/21 st	2.5 year
2000/22 nd , 2002/24 th	3 year

Source: PACC, Ministry of Establishment.

The table 5 shows that recruitment through PSC takes one to three years time to finalize their recommendations. This delay has also resulted from the increase in the number of candidates. On the other hand, the holding of BCS examinations every year is essential to ensure proper human resource management, to avoid loss of qualified candidates owing to over-age and to reduce the pressure on the PSC.

It is difficult to reach a definite conclusion on the quality of PSC recruits. It is puzzling that the PSC is complaining about the declining trends in standards of overall education system of the country while the actual performance in the PSC examination is improving over the years. It may be due to intense competition, the standard of the successful candidates is increasing though the average standard of all candidates is falling because of a large number of candidates who are under qualified.

Table 6: Number obtained by candidates of general cadres in BCS examinations

Number Obtained	Recruited BCS 18 th in 1999		Recruited BCS 20 th in 2001		Recruited BCS 21 st 2002		Recruited BCS 22 nd 2003	
	Male	Female	Male	Female	Male	Female	Male	Female
50-54	55(14.86%)	22(5.95%)	--	--	--	--	--	--
55-59	91(24.59%)	32(8.65%)	173(29.57%)	72(12.31%)	---	--	--	--
60-64	70(18.92%)	11(2.97%)	156(26.39%)	23(3.93%)	--	--	--	--
64-69	51 13.08%	3 0.81%	107 10.83%	17 2.91%	187 46.40%	41 10.17%	75 38.46%	21 10.77%
70-74	20 5.41%	3 0.81%	33 5.64%	--	103 26.56%	20 4.96%	55 28.21%	10 5.13%
75-79	12 3.24%	-	07 0.08%	-	42 1.42%	7 1.74%	25 12.82%	4 2.05%
80-84	--	--	--	--	3 0.75%	-	5 2.56%	-
Total	299 80.81%	71 19.19%	473 80.85%	112 19.15%	335 83.13%	68 16.87%	160 82.05%	35 17.95%

Source: PSC annual reports, 1997-2003

Table-6 shows that results of the candidates in BCS examinations are comparatively better now. 50- 55 numbers was obtained by 14.86 percent male and 5.95 percent female in BCS 18th but in 20th, 21st and 22nd BCS no candidate with similar grades qualified. 75-79 marks was obtained by 3.24 percent male in 18th BCS, 0.08 percent male in 20th BCS and while no female candidate got such marks. But in 21st BCS 1.42 percent male and 1.74 percent female, in 22nd BCS 12.82 percent male and 2.05 percent female obtained this mark. So it shows both male and female candidates are doing better in BCS examinations though overall result of female candidates is not better than male candidates. So minimum pass marks required for recruitment in BCS examination could be increased and it should be done immediately to reduce pressure of PSC.

Minimum Qualifications of candidates to attend Civil Service examination:

There are two minimum qualifications required for participating in Civil Service examination: (1) Age-limit (2) Educational qualifications.

Changes in Age-Limits

The age-limits fixed for all these services have been changed from time to time in following manner:

Table: 7: Changes in the Age-Limits

Period	Highest age	Relaxation Class	Relaxing age
CSP/EPCS	25	Scheduled caste/Buddhist/Tribal/ Government employee	28
BCS, 72-91	27	Freedom fighter/tribal candidates for Doctors /Judges, general & technical education/ Government employee	30
BCS, 91-	30	Freedom fighters and freedom fighters children and wards	32

Source: Ahmed, 1969 and Ali, 2004

The lowest age-limit was fixed at 21. However the upper age-limit was changed time-to-time and it was fixed at 25 years in British period. This condition was more or less similar to the administrative class of the British Civil Services (20½-24). The underlying policy in regard to age-limits proceed on the principle that young men who would choose public service as a profession must enter the service at an early age, when they have either completed their university education and are not too old to have the flexibility of mind which is necessary for shaping them into competent civil servants (Ahmed, 1969). Upper age-limit was 27 years after liberation. In 1991, the upper age-limit was raised to 30 years by the Establishment ministry SRO no 215- law/91 SaMo/Nni/1-1/91-dated 16/7/91.

Changes in Educational Qualifications:

In Pakistan, the minimum requirement for participation in Civil Service examination was a degree in any faculty of the recognized universities. No candidate who has obtained a third division in his bachelor's degree, was eligible for the CSS examination, except in case where he has obtained a higher division in Master's or law degree. In Britain there is no formal requirement in regard to a university degree, but it is the university honors graduates who compete for the administrative class (Ahmed, 1969). For Bangladesh Civil Service administration Cadre educational qualification is degree with second class or degree with first division in the S.S.C or H.S.C or an equivalent examination or postgraduate degree with second class (Recruitment Rules, 1982 annexure-1). The present qualifications are too low. The number of candidates may be reduced by raising the minimum educational qualifications.

Determination of the number of vacancies for recruitment per year:

The determination of the number of recruits per year is very important for several reasons. First, if the number of recruits is not properly planned, there will be shortage of officers. Apart from the number of intakes, demographic profile and the age of retirement of the recruits are two important parameters here. Secondly, even if there are too many

vacancies, recruitment on a large scale in a particular year may lead to two serious problems. There will be wide variations in the quality of officers in the same batch if number of recruits is too high. Furthermore, too much recruitment would lead to serious problems in promotion in later years when the promotion prospects become limited.

The number of recruits can be determined in two ways. Firstly, it can be based on existing vacancies of the total Cadre strength. Secondly, it can be based on projections on the requirement of officers. There are many dangers in determining existing vacancies because of sudden rise or creation of posts without examining the effects on administration.

The existing cadre strength and limited number of promotion posts in administration cadre may be seen in table-8. In the Secretariat number of posts from deputy secretary to Secretary are 1312, which are not included in BCS (Admin) Cadre strength, counted as governmental posts. The total provisional strength of BCS (Admin) Cadre stands at 4166 (see table-8).

Table 8: Existing cadre strength of administration cadre

Secretariat Posts not included in Cadre strength	No of posts	Posts of both field & Secretariat included in Cadre strength	Approved No of posts (Active+ Reserved)
Secretary Grade-1	73(1.7%)	Chairman Land Appeal Board, Land Reconstruction Board	02(0.04%)
Additional Secretary	65(91%)	-	-
Joint Secretary Grade-2	342 8.2%	Divisional commissioners, Additional Divisional commissioners and same posts	47(44+3) 0.88%
Deputy Secretary Grade-5	832(19.9%)	Deputy commissioners and same	208(189+19)(4.99%)
Grade-6		Additional Deputy commissioner & Senior Assistant Secretary and Same posts	2650(2409+241) 63.61%
Grade-9		Assistant commissioner & Assistant Secretary and same posts.	1729(1572+157) 41.5%
Total	1312 31.49%	+64 Asst. Sec. Deputation Posts - 8 Zonal Settle officers, 64 trying Magistrates and 460 AC Finance (Total 532) which are not posted now.	4636+64-532=4166 100%

Source: Section: S.A-I & J.A-I, Ministry of Establishment, 2005.

The provisional strength of BCS (Admin) Cadre is exaggerated for several reasons. First, it assumes a deputation reserve of 10.08 percent. Because of privatization and liberalization, SOEs are shrinking and the scope for deputation posts is also diminishing. Secondly, according to PARC report, the Secretariat overstuffed and the number of posts should be reduced.

The yearly intakes could be calculated on the basis of Cadre strength, estimated length of service of intakes and the attrition rates. A few projections on the basis of length of service are shown in table no-9.

Table 9: Relation between the number & estimated service length of the recruits

Average length of service	Cadre Strength of BCS (Admin) in 2005	Number of Recruits
25	4166	166.64
26	-	160.23
27	-	154.29
28	-	148.78
30	-	138.86

Source: Ministry of Establishment, 2005.

Table-9 indicates that according to the projections on the basis of Cadre strength of BCS (Admin), the number of recruits should not be more than 166 or not less than 138. According to this analysis, recruitment exceeded projected requirements in all year except 1977, 1988, 1995 and 1996 (Table-10). This will result in scramble for promotion and discontent in the service. It may be mentioned here that recruited to CSP, CSS, EPCS and EPSS in the year of 1970 was respectively 12, 6, 20 and 16 total recruitment of this year was 60 (The Bangladesh Civil List, 1977-78). Actual Recruitment in BCS (Admin) Cadre is showed in table-10.

Table 10 also indicates that the annual intake to BCS (Admin) was not determined on the basis of systemic projection. The numbers of recruits were determined on the adhoc

basis. In one year, recruitment was as high as 1314. Such adhoc recruitment undermined the basic principles of personnel administration.

Table 10: Actual number of recruits in BCS Admin Cadre

Year of BCS circular/ Batch	Number Recruited	Cadre Strength
1972	353	
1973/1 st	1314	
1977/2 nd	129	
1979/3 rd	130	
1982/4 th	765	2334 in 1980
1983/5 th	727	
1984/ 6 th	795	
1985/7 th	571	
1986/8 th	231	
1988/9 th	107	
1989/10 th	180	
1990/11 th	219	
1991/13 th	230	6004 in 1994
1993/15 th	250	
1995/17 th	74	
1996/18 th	97	
1998/20 th	297	
1999/21 st	186	
2000/22 nd	284	
2002/24 th	337	4166 in 2002

Source: Ministry of Establishment, PACC and Ali, 2004.

Changes in the Structure of examinations for recruitment in Civil Service:

Recruitment to the All-Pakistan and Central Superior Services (C.S.S) had been made through a combined examination. Since 1957 a policy of administering three competitive examinations-one for C.S.P and Pakistan Foreign Service, another for the Police Service of Pakistan and the other for the remaining 24 Central Superior Services was followed the

structure of the competitive examination in Pakistan was modeled on British pattern. It consists of two parts, written having 1100 and oral having 300 marks. The written part consists of two sections-compulsory 500 marks and optional 600 marks (Ahmed, 1969). After liberation two special examinations for freedom fighters and Non freedom fighters were held in 1972. In 1976 & 1978 two Superior Post examinations for 1600 were held. In 1982 “BCS Cadre Service Examination” was started after formation of 29 cadres. Examination for 900 marks system had started in 1984. Total marks were raised to 1000 in 1985. To qualify for viva voce test a candidate must secure an average of at least 40 percent marks in written. To qualify a candidate must secure 25 percent marks separately in each written subject, viva voce and psychology test (PSC Annual Report 2003). The psychological test has been excluded by the MOE SRO No 75-Law/2005 dated 30/3/05.

Table: 11: Changes in mark distribution of BCS examination in 2005

Examination	Subjects	Number Distribution In General Cadre		Number Distribution In Technical Cadre	
		Previous	Now	Previous	Now
I Preliminary Test Started from 10 th BCS-Not counted	Objective type	100	100	100	100
II. Written Test-Compulsory	Bengali	100	200	100	100
1					
2	English	100	200	100	200
3	Bangladesh Affairs	100	200	100	200
4	International Affairs	100	200	100	200
5	Mathes reasoning and mental ability	50	100	50	100
6	General Science & technology	50	100	50	-----
Optional	Any three from 36 Subjects	300	-----	Academic attainment	200
Total Number in Written		800	900	500	900
Psychology test=Not counted		100	-----	100	-----
Viva-voce	---	200	100	200	100

Source: Advertisement of the 27th BCS examination.

Table no 11 describes existing BCS examination which has Preliminary test of 100 marks and Written test examination of 900 marks. For general Cadre, compulsory examination of 900 marks in Bengali, English, Bangladesh Affairs each has 200 marks, International Affairs, Mathematics & Logical Reasoning and General Science each has 100 marks. For professional cadre 700 marks for compulsory examination same as general Cadre except 100 marks for Bengali and no examination for General science and 200 marks for one optional subject. Viva-voce carries 100 marks in both cadres.

Examination procedures for Recruitment of Civil Service:

There are wide variations in recruitment examinations from year to year (see table-12).

Table 12: Variations in numbers of recruits and examinations procedure in Admin Cadre

Year of BCS circular/ Batch	Type of Examination	Total Marks	Method
1972	Special Examination for freedom fighters		Oral
1973/1 st	Special Examination for Non freed. Fight.	100	Written on Condense syllabus
1977/2 nd	Regular Examinations for Superior posts	1600	Written/viva/Psychological/Medical
1979/3 rd	Regular Examinations for Superior posts	1600	Written/viva/Psychological/Medical
1982/4 th	Regular Examinations for Superior posts	1600	Written/viva/psychological/Medical
1983/5 th	Two Special Examination	300	Viva/ written
1984/ 6 th	Regular examination	900	Written/viva/psychological/Medical
1985/7 th	Regular Examination	1000	As above
1986/8 th	Regular Examination	1000	As above
1988/9 th	Regular Examination	1000	As above
1989/10 th	Regular Examination	100	Preliminary/Written/viva/Psycho/Medical
1990/11 th	Regular Examination	1000	As above
1991/13 th	Regular Examination	1000	As above
1993/15 th	Regular Examination	1000	As above
1995/17 th	Regular Examination	1000	As above
1996/18 th	Regular Examination	1000	As above
1998/20 th	Regular Examination	1000	As above
1999/21 st	Regular Examination	1000	As above
2000/22 nd	Regular Examination	1000	As above
2002/24 th	Regular Examination	1000	As above

Source: Ministry of Establishment, PACC, Morshed, 2001, p-88, Ali, 2004, p301.

Because of wide variations in examinations for recruitment, the quality of recruits varied from batch to batch and it has become impossible to maintain a standard of Cadre Service. It is the matter of great frustrations in the member of different batches that there is major difference in the recruitment process but getting equal opportunities in fixing seniority, which they said as quite unfair. The practice of deviations about age limit and examination from the rule started from 1972 and continues on the ground of meeting urgent needs.

Exceptions to Merit-based recruitment/Quota system:

The merit-based system of recruitment is undermined by the Quota system. This results in reservation of certain percentage of vacancies for certain groups. It is based on the Article 28(4) of the constitution, which stipulates, "Nothing in this article shall prevent the state from making special provision in favour of women or children or the advancement of any backward sections of the citizens". The major thrust of the quota system was to achieve more equality in the representation of the people in each district on the basis of population and backward sections of the citizens and reward for contribution of freedom fight 1971 (Ali, 2004).

In Pakistan period, 20 percent civil servants were recruited purely on the basis of merit. To secure fair representation of the provinces 80 percent quota was distributed between two provinces equally according to vacancies every year. For the representation of scheduled caste, reservation was made at the rate of 6 percent in the provincial government. Equality of opportunity was limited to the women candidates who were only eligible for audit and accounts, income tax and postal cadres (Ahmed, 1969).

Table 13: Present quota reservation policy, 1997

SL No	Type of quota	Class I& II posts (%)	Class III& IV posts (%)
1	Merit (outside District quota)	45	--
2	Physically handicapped/ mentally retarded (outside District quota)	--	10
	District quota (on the basis of population):		
	• Freedom fighters or if Freedom fighters are not available then shaheed Freedom fighter's children	30	30
	• Women	10	15
	• Tribal	5	5
	• Ansar's/ village defence members	---	10
	• Remaining (for the general candidates of the district)	10	30

Source: Ali (2004)

After liberation new quota were introduced, for class-I post 30 percent quota for the freedom fighters or for the wards of the freedom fighters and "Shahid freedom fighters", 10 percent for the women, 5 percent for tribal, 10 percent for the general people of the districts on the population, 45 percent posts for merit quota (See table-13).

The above analysis highlights the following changes in recruitment policies in Bangladesh during last thirty-five years:

- No law has been laid down regarding the conditions of service.
- The recruitment procedure of the PSC is unreliable, as the similar test cannot be given to all candidates.
- The maximum age for recruitment has been raised from 25 to 30 years.
- The minimum qualifications have been relaxed resulting in participation of too many candidates.
- Quota system in the recruitment of Bangladesh is a serious impediment to merit-based recruitment.
- Unsystematic and ad-hoc recruitment has undermined the esprit de corps and contributed to scramble for promotion.
- Unusually large recruitments in some years are inconsistent with the principles of Cadre-based recruitment. Recruitment should be on yearly requisition basis.

Section Four

Comparison between the recruits to generalist cadres in Pakistan and in Bangladesh in recent years.

The generalist Cadre that was introduced by the British in India was in the words of Habib Zafarullah, “Elitist in composition, narrow in outlook, insulated from the people and non responsive to the political leadership, as well as corrupt, antiquated, highhanded and observed with the preservation of its status and privileges”(p-23). According to World Bank Report on Bangladesh administration entitled “ Government that works”, Bangladesh Civil Service is deeply rooted in the past. “Many of the mysterious and apparent incongruities of almost all traditional bureaucracies”. Another observation of World Bank the Report about Bangladesh Civil Service, “ Stem from stubborn resilience of old forms and bureaucratic practices” (p-117). Much of the character of Bangladesh Civil Service was shaped by the British colonial rules in the nineteenth century. “ The colonial administration was based on a belief in liberal education and extolled the merits of the generalist- who was either an all rounder or an “amateur” according to taste. The Bangladesh Civil Service (BCS) today is largely based on the structure which evolved during the British colonial times- through its spirit, performance and quality have to changes in the socio-economic environment” (World Bank Report, p-117).

The state of governance in Bangladesh 2006, mentions that the BCS in Bangladesh has undergone significant changes. As the Report argues, “ The elite status of Bangladesh Civil Service (BCS) has certainly declined. The BCS no longer attracts those from wealthy and highly educated families, instead drawing from second tier of public university graduates, mostly with regional and rural backgrounds”(p-47). This report is, however, based on perceptions. No quantitative evidence has been offered to analyze the changes in the competition and structure of the BCS (Admin) in Bangladesh. This section aims at comparing the changes in the Civil Service in Bangladesh during last fifty years. Specifically, the following issues will be analyzed:

- Change in the age of entry in BCS.
- Change in the academic background of new entrants.
- Change in the level and quality of degrees of new entrants.
- Change in the social background of new entrants.

Changes in the average-age of new entrants:

The underlying policy in regard to age- limits in Civil Service in South Asia proceeds largely on principle that the young men who would choose Civil Service as a profession must enter at an early age, when they have completed their university education and are not too old to have lost the flexibility of mind which is necessary for shaping them into competent civil servants. However, the actual age of new entrants to Civil Service is increasing and BCS officers have higher age than in CSP and EPCS (Table 14,15,16).

Table-14 shows that in CSP the rate of entry were highest in 21-23 year age- group which stood 57 percent and the rate of entry in 24-25 year age- group was 43 percent. In CSS the rate of entry was 13 percent in 21-23 year age- group and highest entry rate was 55 percent in 24-25 year age group. The entry rate in 26-27 year age group was 32 percent. These entrants were limited to CSS and there was no CSP who had entry at this age.

Table 14: Age-limit of CSP Officers at entry

Age-Limit in year	In CSP	In CSS
21-23	41(57%)	3(13%)
24-25	31(43%)	12(55%)
26-27	-	07(32%)
Total	72(100%)	22(100%)

Source: Ministry of Establishment, PACC.

Table15: Age-limit of EPCS Officers at entry

Age-Limit in year	In EPCS	In PMLCS
21-23	27(23%)	02(33%)
24-27	80(70%)	3(50%)
28-30	08(7%)	01(17%)
Total	115(100%)	06(100%)

Source: Ministry of Establishment, PACC.

Table no 15 shows that in EPCS the rate of entry was highest in 24-27 year age- group (70 percent), while the rate of entry was in 21-23 age- group was 23 percent and in 28-30

year age group, the rate of entry was 7 percent. In PMLCS entry rate was 50 percent in 24-27 year age- group, the rate of entry was in 21-23 age-group was 33 percent and in 28-30 year age group the rate of entry was 17 percent.

Table16: Age-limit of BCS Officers at entry

Age-Limit in year	In15 th BCS	In 17 th BCS	In18 th BCS	Total
21-23	02	01	03	06(02%)
24-27	69	32	55	156(54%)
28-30	42	23	28	93(33%)
Above 30	05	12	13	30(11%)
Total	118	68	99	287(100%)

Source: Ministry of Establishment, PACC.

Table-16 shows that in BCS 15th –18th batches the rate of entry was highest in 24-27 year age- group that was 54 percent. The rate of entry was the lowest in 21-23 year age-groups that is only 2 percent. So here is a big difference between BCS and CSP, which had entry rate 57 percent in this age- group. In 28-30 year age- group the entry rate was 33 percent. In BCS above 30 years is an additional age group, rate of entry was 11 percent due to increase in upper age- limit up to 30 years in BCS.

Table-17: Average-age at entry in various Cadres

Cadre	Average-age at entry (approximate)
CSP	23
CSS	24.7
EPCS	25.3
PMLCS	25.4
BCS (average-age of three batches)	27

Source: Table14 to 16.

The average age of entry in BCS is now about 27 years compared to 23 years in Civil Service of Pakistan (Table-17). The reasons are as follows, Firstly, in view of session jam

in educational institutions a student can't complete study before the age of 24/25 years and they can get chance to sit for BCS examination not more than 2/3 times. Secondly growing complexity of the public services, and the increasing demand even on the junior administrators to take prompt decisions in important matters, it is absolutely necessary to induct into the service persons that have already attained reasonable academic and intellectual maturity. The age-limits should be kept as not only to ensure the availability of fresh mindset to the services but also to afford the candidates inducted into the services a reasonable opportunity of acquiring postgraduate degrees.

The main implications of the rise in the age of new entrants are as follows:

1. Most of the entrants join the service with a well-developed personality. It will be difficult to instil new ethos and values in such recruits. Post-entry training for such civil servants should focus on skill-development rather than on building the personality.
2. The generalists need longer training than specialists. This is why; the generalists are recruited at an early age. As the age of recruits has been rising significantly, it is essential to review the desirability of recruiting amateur –generalists.

Though average-age of the entry of the erstwhile Civil Service of Pakistan was lower than those of the BCS, the entrants to both CSP and BCS (Admin) come to service with largely similar prior experience.

Background of previous experiences in Admin Cadre officers:

Though the age of the entry of the erstwhile Civil Service of Pakistan was lower than that of the BCS, highest percentage of previous experiences in EPCS and the entrants to both CSP and BCS (Admin) come to service with largely similar prior experience has been shown in the table no18.

Table 18 indicates that the percentage of previous experiences was 39.78 percent in CSP (16.12 percent of which University teaching and 16.12 percent College teaching). The percentage of previous experiences was highest (86.77 percent) in EPCS (28.92 percent of which College Teaching). In BCS 15th –18th batches it varied from 19.13 percent to 33.33 percent.

Table 18: Background previous experiences in Admin cadre officers

Batches	Total No	University teacher	College Teacher	Others	Total
CSP59-70 Batch	93(100%)	15(16.12%)	15(16.12%)	20(21.50%)	37(39.78%)
EPCS 61-70 Batch	121(100%)	-	35(28.92%)	70(57.85%)	105(86.77%)
BCS 15 th 1995	115(100%)	--	4(3.47%)	18(16%)	22(19.13%)
BCS 17 th 1998	63(100%)	--	5(7.93%)	16(25%)	21(33.33%)
BCS 18 th 1999	90(100%)	--	1(5%)	17(18.88%)	18(20%)

Source: Ministry of Establishment, PACC.

2. Changes in Academic Backgrounds of the successful candidates:

One of the allegations against the generalist Civil Service is that the graduates specializing in humanities and social sciences dominate it. Such officers are alleged not to be suitable in an age when life is determined by science and technology plays such a significant role in our life. This hypothesis may be examined by analyzing the academic background of civil servants.

Table 19: Background of specialization of Admin Cadre officers

Batch	Total No	Agriculturist	Engineer	Doctor	Law	Specialization
CSP59-70 batches	63(100%)	-	-	-	08(13%)	08(13%)
EPCS 61-70 Batches	111(100%)	-	-	-	21(19%)	21(19%)
BCS15 th , 1995	114(100%)	10(8.7%)	02(1.7%)	01(1%)	05(4.5%)	18(16%)
BCS17 th , 1998	63(100%)	03(5%)	09(13.8%)	01(1.9%)	03(5%)	16(25%)
BCS18 th , 1999	90(100%)	07(8%)	03(4%)	01(1%)	02(2%)	13(15%)

Source: Ministry of Establishment, PACC.

Table 19 shows that specialists like agriculturists, engineers and doctors were virtually absent in the erstwhile CSP and the EPCS. However, the specialists have now been attracted to BCS (Admin). The percentage of agriculturists, engineers and doctors in the CSP and EPCS Cadres was almost zero. The percentage of such specialists in BCS 15th batch was 11.4 percent, in BCS 17th batch 20.7 percent and in 18th batch 13 percent. However, the CSP and EPCS Cadres had attracted more law graduates than BCS

(Admin). The percentage of law graduates in the CSP was 13 percent, in EPCS 19 percent, in BCS 15th batch 4.5 percent, in BCS 17th batch 5 percent and in BCS 18th batch 2 percent (See table-19). While the increase in the number of specialist graduates in the generalists BCS Cadre is welcome, the decline in the percentage of law graduates is a matter of concern because many of the functions performed by BCS (Admin) Cadre are legal.

Table 20: Background of admin cadre officers as faculty wise

Batches	Total No	Arts Faculty	Science Faculty	Commerce Faculty
CSP 59-70 Batches	64(100%)	54(84%)	8(13%)	2(3%)
EPCS 61-70 Batches	108(100%)	77(71%)	16(15%)	15(14%)
BCS 15 th , 1995	115(100%)	75 (65%)	35(31%)	5(4%)
BCS 17 th , 1998	63(100%)	28(45%)	31(49%)	4 (5%)
BCS 18 th , 1999	90(100%)	52(58%)	33 (37%)	5(5%)

Source: Ministry of Establishment, PACC.

Table no 20 shows that arts graduates are still dominant in the generalist Cadre though their percentage is declining. 84 percent CSP were arts graduates, 71 percent of EPCS officers belonged to this category. In BCS 17th batch, it declined to 45 percent, though it was little more 58 percent in 18th batch. However, the percentage of science graduates was increasing. It has increased from 13 percent in CSP and 15 percent in EPCS to 49 percent in BCS 17th batch and 37 percent in BCS 18th batch.

The percentage of science graduates was increasing may be attributed to mainly two factors:

- (i) Higher percentage of meritorious students is being attracted to science and
 - (ii) More science subjects have been included in the curriculum of the BCS exams.
- However, the percentage of commerce graduates remained virtual static at 3-5 percent.

Table-21 indicates that 42 percent arts graduates in CSP specialized in Economics. The percentage of economics as area of specialization has declined from 42 percent of arts graduates in CSP to 12 percent in BCS 17th batch. 31 percent or arts graduates in CSP

specialized in English. It has declined to 12 percent in BCS 18th batch. The percentage of history graduates also declined. Most of the CSPs specialized in three disciplines: Economics, English and History. There was no graduate from the following disciplines in the CSP: Bengali, Islamic Studies or Islamic history, Public Administration and Journalism. About 28 percent of recruits in BCS 18th batch were from these subjects. There is now increased participation of a wide variety of subjects in BCS (Admin). However, Economics is one of the important areas for generalist administration. The decline of percentage economists in the BCS (Admin) is a cause of concern. The background of arts graduates is analyzed in table-21. The background of science graduates is analyzed in table-22.

Table 21: Background of Admin Cadre officers as Subjects of arts.

Subjects	CSP59-70 batches	EPCS61- 70batches	BCS15 th 1995	BCS17 th , 1998	BCS18 th , 1999
Economics	22 (42%)	15(24 %)	11 (17%)	3(12%)	9(21%)
English	16(31%)	10(16%)	12(18%)	6(24%)	5(12%)
History	6(11%)	11(17%)	2(3%)	-	1(3%)
Pol. Science	1(2%)	10(16%)	11(17%)	3(12%)	4(9%)
Sociology& S.wel	2(4%)	6(10%)	8(12%)	1(4%)	4(9%)
Philosophy	2(4%)	4(6%)	2(3%)	-	-
IR	3(6%)	-	6(9%)	6(24%)	4(9%)
Bengali	-	2(3%)	3(5%)	1(4%)	3(7%)
Islam	-	3(5%)	2(3%)	-	2(5%)
Pub Admin	-	-	5(8%)	4(16%)	4(9%)
Journalism	-	-	3(5%)	1(4%)	3(7%)
Others	-	2(3%)	-	-	4(9%)
Total No	52(100%)	63(100%)	65(100%)	25(100%)	43(100%)

Source: Ministry of Establishment, PACC.

Table no 22 shows that 13-34 percent science students in from CSP and BCS studied geography. Chemistry was the area of specialization in 5-37 percent cases and Botany 13 –21 percent cases. These three subjects of science faculty were the most prominent subjects in the generalists Cadre of Pakistan. The dominance of Geography, Chemistry

and Botany still continues. However Physics is underrepresented in BCS (Admin). There was not a single physics graduates in BCS 18th batch.

Table 22: Background of Admin Cadre officers as subjects of science

Subjects	CSP 59-70 batches	EPCS 61-70 batches	BCS 15 th Batch 1995	BCS 17 th Batch 1998	BCS 18 th Batch 1999
Geography	1(13%)	3(34%)	3(19%)	3(28%)	3(21%)
Chemistry	3(37%)	2(22%)	1(5%)	1(9%)	3(21%)
Physics	2(24%)	-	3(19%)	2(18%)	-
Botany	1(13%)	-	2(13%)	-	3(21%)
Zoology	-	1(11%)	2(13%)	2(18%)	1(8%)
Geology	-	2(22%)	1(5%)	-	-
Mathematic	-	-	2(13%)	1(9%)	1(4%)
Others	1(13%)	1(11%)	2(13%)	2(18 %)	3(21%)
Total No	8(100%)	9(100%)	16(100%)	11(100%)	14(100%)

Source: Ministry of Establishment, PACC.

In short, an analysis of the educational qualifications of recruits to generalist Cadres in Pakistan and Bangladesh reveals two trends:

Firstly, the percentage of specialist and science graduates is increasing.

Secondly, the proportion of economists and lawyers is decreasing.

3.Changes in the level and quality of degrees of new entrants:

At present, the minimum qualification for participation in BCS examination is a bachelor degree from a recognized university. In reality, the percentage of pass graduates in successful candidates in BCS examination is very low. In the erstwhile CSP, 8 percent recruits were pass graduates. The percentage was high for the EPCS where about 30 percent successful candidates had B.A. pass degree. The percentages of pass graduates in BCS 15th, 17th and 18th batch varies 8 to 14 percent (See table-23). As the pass graduates don't perform well in the BCS examinations, the raising of minimum qualification to Master's degree may not be very urgent. This will have the added advantage reducing the number of candidates very significantly.

Table 23: Background of administration cadre officers as degree wise

Batches	Total No	Masters Degree	Bachelor Degree
CSP 59-70 batches	63(100%)	58(92%)	05(8%)
EPCS 61-70 batches	111(100%)	78(70%)	32(30%)
BCS 15 th , appointed 1995	98(100%)	82(86%)	16(14%)
BCS 17 th , appointed 1998	51(100%)	46(90%)	05(10%)
BCS18 th , appointed 1999	86(100%)	79(92%)	07(8%)

Source: Ministry of Establishment, PACC.

There is a common perception that the quality of new entrants to BCS Cadre is declining gradually. One way to examine this hypothesis is to compare the academic results of recruits to generalist Cadres in Pakistan and Bangladesh period.

Table 24: Background of Admin Cadre officers as results wise

Results	CSP 59-70 batches		EPCS 61-70 batches		BCS 15 th 1995	BCS 17 th 1998	BCS 18 th 1999
	CSP	CSS	EPCS	PMLCS			
All First Class	9(18%)	-	-	-	14(12%)	14(22%)	20(22%)
3 First Class	3(5%)	-	-	-	14(12%)	9(14%)	8(10%)
2 First class	17(34%)	1(6%)	7(7%)	2(33%)	39(33%)	20(32%)	36(40%)
1 First Class	10(20%)	4(22%)	19(18%)	1(17%)	37(32%)	17(27%)	22(24%)
All 2nd Class	9(18%)	4(22%)	28(28%)	2(33%)	10 (8%)	2(3.5%)	2(2%)
3 rd Class in SSC/HSC	2(2%)	2(11%)	10(10%)	1(17%)	1(1%)	-	-
Third Class in Degree	1(1.5%)	4(22%)	30(30%)	-	3(2%)	1(1.5%)	1(1%)
Third Class in Master's	-	2(11%)	3(3%)	-	1(1%)	-	-
Third class in Degree and Master's both	1(1.5%)	1(6%)	4(4%)	-		-	1(1%)
Total No	48(100%)	18(100%)	107(100%)	6(100%)	115(100%)	63(100%)	90(100%)

Source: Ministry of Establishment, PACC.

The figures of table no 24 indicate the percentages of divisions/ classes in SSC, HSC, Degree and Master's obtained by the selected candidates in generalist Cadres from CSP to BCS. In terms of divisions/ classes, there was no perceptible decline in the recruits to

generalist Cadres in all-public examinations. The comparable figures for BCS 15th batch was 12 percent, for BCS 17th batch 22 percent and for 18th batch 22 percent. However, comparison on the basis of divisions/ classes overtime may be misleading if grading system does not remain constant. In 1950s and 1960s when school leaving exam was known as matriculation. Top one percent performer obtained first division. At present, about 45 percent students in SSC get first division marks. Grading system has started from 2001 (Ministry of Education). Similarly, in the 1950s and 1960s, first class was very rare in B.A. (Hons) and M.A. examinations. Moreover, there were only two universities in East Pakistan where the quality of degrees was ensured.

It may, therefore, be difficult to compare the quality of degrees overtime.

4. Changes in the Social background of new entrants to generalist Cadres:

It is also alleged that generalist civil servants tend to be elitist. They are usually educated in the best university in the country. As a result, there is under representation of disadvantaged area/group in the Civil Service. One test of elite domination in Civil Service in Bangladesh is to ascertain the percentage of recruits coming from best public universities. Dhaka University is the oldest and leading university in Bangladesh.

Table 25: Background of admin cadre officers as university wise

Institutions	CSP 59-70 batches	EPCS 61-70 Batches	BCS 15 th 1995-18 th 1999
Dhaka University	63(*92%)	72(63%)	154(58%)
Chittagong Uni	-	1(1%)	19 (7%)
Rajshahi Uni	3(4%)	14(13%)	13(5%)
Jahangirnagar	-	-	21(8%)
Colleges	2(4%)	26(*23%)	23(10%)
Others (Agri, BUET, Medical)	-	-	37(*13%)
Total No	68(100%)	113(100%)	267(100%)

Source: Ministry of Establishment, PACC.

Table 25 indicates that 92 percent CSP were educated in Dhaka University. The comparable figure for BCS (Admin) is 58 percent. This suggests that dominance of Dhaka University in the generalist Cadre has significantly declined. The percentage of successful candidates from outside Dhaka University has increased. However, the participation of North Bengal to be low and the percentage of successful candidates from Rajshahi University is only 5 percent.

Another criticism of elitist cadres is that they are mostly recruited from urban areas. This is also true. As table no 26 indicates, the share of urban areas in Civil Service remained unchanged over last fifty years.

Table 26: Urban-Rural comparison in administration cadre officers

Batches	Total No	Urban	Rural
CSP 59-70 Batch	62(100%)	38(61%)	24(39%)
EPCS 61-70 batches	92(100%)	45(49%)	47(51%)
BCS 15 th	107(100%)	64(60%)	43(40%)
BCS 17 th	61(100%)	34(56%)	28(44%)
BCS 18 th	92(100%)	56(60%)	36(40%)

Source: Ministry of Establishment, PACC.

Rural candidates are defined as those took part SSC examination from a school which is not located in metropolitan areas or district headquarter and urban candidates appeared in SSC examination from a school located in metropolitan areas or a district headquarter. Table no 26 indicate that the percentage of successful candidate number had from rural area was 39 percent in CSP, slight higher (51 percent) in EPCS and in BCS15th –18th batches 40-44 percent. The urban areas had higher percentages 61 percent in CSP, 49 percent in EPCS and 56-60 percent in BCS 15th –18th batches. Table -26 also suggests that the majority of the successful candidates in the Civil Service examinations are from urban areas.

The elitist bias can also be measured from the income, education level and profession of the father's of the successful candidates. The detailed data on the economic background of the CSP and EPCS are not available. Table 27 provides information a father's income, education and profession of successful candidates in seven BCS batches (10th to 20th).

Table-27 suggests that the percentage of successful candidates from non-poor families is very high. At least three quarters of successful candidates are from families with income above TK 25,000 per annum. The percentage of successful candidates from families headed by unlettered families is very low (about 2 percent). 47.4 percent fathers of successful candidates in 20th BCS were graduates. The percentage of successful candidates from the families of farmer varies from 19.1 to 29.2 percent. Most of the new entrants to the Civil Service are from professional families. These data suggested that the Civil Service in Bangladesh is dominated by the elite.

Table 27: BCS Cadre Officer's father's Income education and Profession

BCS batches	Father's Income (Annual)		Father's Education		Father's Profession		
	Above25000	Below25000	None Educated	Graduate & above	Professiona l	Farmer	Teacher
10 th					44.4%	27.9%	7.9%
11 th	74.4%	25.6%			43.3%	25%	10.2%
13 th	81.2%	18.8%	2.04%	37.01%	38.4%	29.2%	13%
15 th	89.1%	10.84%	1.59%	43.83%	46.85%	19.11%	12.12%
17 th	81.22%	18.78%	2.46%	44.94%	35.36%	24.5%	14.64%
18 th	88.0%	12.0%	1.9%	43.3%	28.8%	20.32%	17%
20 th			2%	47.4%	63.5%		

Source: PSC Annual Reports 1997-2003.

The quota system was introduced to ensure higher participation from less developed areas and to reduce male dominance in the Civil Service.

Table 28: Female percentages in BCS administration cadre

Batches	Total No	Male officers	Female officers
BCS 15 th	123(100%)	100(81%)	23(19%)
BCS 17 th	63(100%)	48(76%)	15(14%)
BCS 18 th	90(100%)	68(75.5%)	22(14.5%)

Source: Ministry of Establishment, PACC.

There was virtually no representation of women in the erstwhile Civil Service of Pakistan and East Pakistan Civil Service and it had started in BCS admin from 1983. It seemed that job of administration Cadre is very tuff hard and strenuous, a woman may not have that energy. The percentage of female officers varies from 14 percent to 19 percent in BCS 15th to 18th batches (See table-28). This is in excess of the of ten percent quota fixed for the women. It also indicates that women are joining administrative service using quota like merit and others.

Table-29 indicates that the introduction of district quota brought about a radical change in the regional distribution of new recruits to BCS. For example, 30 percent officers in the CSP and EPCS were from Chittagong division. The proportion of recruits from this division has declined to 17 percent in 18th BCS. Sylhet division had 11 percent recruits to CSP and EPCS. In the 18th BCS this proportion has declined to 3 percent (see table-29). On the other hand, the percentage of officers from Rajshahi division has nearly doubled since Independence. The same is true for Khulna division. Though the quota system brought to Civil Service more officers from less developed areas it could not reduce the urban bias for two reasons. First, most of the recruits from less developed districts came from the towns of these districts and not from the rural areas. Secondly, the regional quota is very often misused. Many candidates who were born and brought up in big cities like Dhaka and Chittagong use their ancestral quota for least developed areas.

Table 29: Background of Admin officers as home division wise

Division	CSP& EPCS 59-70 batches	BCS 15 th , 1995	BCS 17 th , 1998	BCS 18 th , 1999
Dhaka	62(30%)	33(29%)	27(37%)	33(35%)
Chittgong	62(30%)	27(29%)	14(19%)	16(17%)
Rajshahi	27(13%)	18(16%)	17(23%)	26(26%)
Khulna	15(7%)	17(15%)	5(7%)	12(13%)
Barisal	11(5%)	12(11%)	5(7%)	5(6%)
Sylhet	24(11%)	8(5%)	5(5%)	3(3%)
Total No	212(100%)	115(100%)	73(100%)	95(100%)

Source: Ministry of Establishment, PACC.

Table 30 shows that that about 17 to 19 percent of candidates who were selected on the basis of regional quota raised in big cities like Chittagong and Dhaka.

Table 30: Percentages of quota misused in Admin Cadre officers

Batches	Total No	Quota Misused
BCS 15 th	118(100%)	22(19%)
BCS 17 th	63(100%)	11(17%)
BCS 18 th	90(100%)	15(16.6)

Source: Ministry of Establishment, PACC.

Table 31 shows CSP batches had no Hindu, Buddhist and madrasa student and EPCS had 8% Hindu and 3.25% Buddhist which was highest percentage throughout the Civil Service. After abolition of Hindu quota Hindu percentage decreases in BCS 15th –18th batches up to 3%. Percentage of Madrasa student increased from 1.6 percent in EPCS to 3.25 percent in BCS 15th batch.

Table 31: Background of Admin Cadre officers as religion wise

Batches	Total No	Hindu	Buddhist	Madrasa student
CSP 59-70 batches	93(100%)	-	-	-
EPCS 61-70 batches	121(100%)	10(8%)	3(8%)	2(1.6%)
BCS 15 th	123(100%)	5(4%)	-	4(3.25%)
BCS 17 th	63(100%)	2(3%)	1(1.5%)	1(1.5%)
BCS 18 th	92(100%)	4(4%)	2(3.5%)	1(1%)

Source: Ministry of Establishment, PACC

To sum up, the following trends in the new recruits to BCS can be discerned.

Firstly, most of the successful candidates are from urban areas.

Secondly, the percentage of successful candidates from poor families is very low.

Thirdly, most of the successful candidates are from educated and professional families.

Fourthly, the quota system introduced by the government did not succeed in ensuring higher recruitment from rural areas.

Finally, many of urban candidates abused the quota system.

Section Five

Changes in Post-entry training in Bangladesh Civil Service

Post-entry Training

Training refers to acquisition of knowledge, skills, attitudes as a result of the teaching or practical skills (Wikipedia, 2006). Training is the process of learning the skills that one needs to do a specific job. There are four components of training: the employer, the trainee, the trainer and the material resources like training aids or logistics etc (Hussain, 2002). Post entry training is the formative phase or milestone in the career of a civil servant. It provides to him or her values and attitudes that last through whole official life (Khan & Hossain, 1985).

Post-entry training is an important component to the generalist administrative service. The main purpose of post-entry training is to instill the value and ethos in the new recruits. It plays a significant role in ensuring the continuity to the tradition of Civil Service.

According to the Rule 7 of the Bangladesh Civil Service Recruitment Rules, 1981 a new entrant civil servants requires, two type of institutional trainings, the Foundation training in BPATC and the specialized training from departmental training institute and On-the-Job training. A mid level civil officer and senior civil officer undergo the ACAD and the SSC.

There are two types of the Post-entry training, Post-entry pre-service training and Post-entry in-service training. In most of the cases, Post-entry pre-service training is preferred. In India and Pakistan the trainees report to training academy first. Bangladesh Police Academy also provides Post-entry Pre-service training. Foundation training provides foundation for 11 cadres and 3 cadres exempted from it. It is not possible to provide it to all entrants. Its duration is now 5 months it is less than other international standard training.

Indian Civil Servants went to Cambridge and Oxford before Second World War. Pakistan government resumed sending Civil Servants to Commonwealth countries under Colombo Plan. Initially they used to go Britain, Canada and Australia and later only Britain for six months. During their training they visited many offices of British government. It divided into some parts in following ways the newly recruits had to undergo training for period of two years, divided into three stages- 9 months academic training in Civil Service academy at Lahore, 5 months field experiences in East Pakistan, and a year partly academic and study tour in Britain.

There were four essential features of post-entry training in generalist Cadres in Pakistan:

Firstly, this training was meant for young recruits. It was presented that personality of a young person can be reshaped through post-entry training. This is why post-entry training laid emphasis on building the personality appropriate for a civil servant –this is why, post-entry training included physical training, riding, learning manners and etiquette, debating skills etc. As personality cannot be changed through short training, the usual length of such training was one year.

Secondly, post-entry training started in an institutional environment before the new recruit started working in his real job. This is a bridge between the academic world and world of action. It mentally prepared the fresh recruits for the challenges ahead. It is not a skill-based training.

Thirdly, training in skills required for the jobs of the new entrants was provided through institutional training.

Fourthly, post-entry training was considered as an integral component of career development. This is why, the seniority of officers in the erstwhile Civil Service of Pakistan was based on the results of both entry level as well as the result of post-entry training. As a result, post-entry training was taken very seriously by the new entrants to Civil Service of Pakistan.

The main differences between post-entry training in pre-Bangladesh and post-Bangladesh Civil Service are as follows:

1. The average age of recruitment of the erstwhile CSP was 23 years and in EPCS 25.3 years. It now stands at 27 years for recruits to BCS (Admin). In the erstwhile CSP, post-entry training emphasized the development of personality. Some of these features have been incorporated in the post-entry training of BCS (Admin). However, physical education and other personality related training are less likely to be less effective for aged entrants. The training curriculum for the BCS (Admin) should be reviewed in the light of age structure of BCS (Admin).
2. In the erstwhile generalist Cadres in Pakistan, 20 to 50 recruits were trained for a year in an institution. This helped the promotion of esprit de corps among new recruits. The post- entry training in Bangladesh is not conducive to promoting post-entry training for two reasons. First, the number of recruits of some Cadres is so large that it is impossible to accommodate all new recruits of a batch in the same training program. Furthermore, in foundation training, officers of various Cadres are trained together. Thus bonds among the officers of the same Cadre are not as developed as they were in Civil Service of Pakistan. Secondly, the duration of training programs has been shortened. The foundation training has been bifurcated in two institution: BPATC and specialized training academy for the Cadre. The duration of training in each institution does not last more than five months. The shortening of duration is not helpful for promotion of esprit de corps.
3. In Bangladesh, new entrants to Civil Service start working in their actual job without any training. In Pakistan, all the new entrants used to join the training academy first and would be given actual assignment on completion of institutional training. The basic assumption of institutional training is the new entrants to Civil Service come to the training academies with a clean mind and their attitudes are shaped by institutional training. In Bangladesh, the training

comes with induction in their job. They come with preconceived notions and ideas. It is very difficult to instill new ideas and ethos in such trainees.

4. A large number of Pakistani officers got a chance to see the developed world during their training and broaden their outlook. This also created in them awareness of what changes are necessary for the developing country, it certainly sharpened their thinking and helped to analyze things in broader perspective
5. Finally, in Bangladesh, training has been reduced to a formality. The performance in training does not count in determining the seniority of officers in Bangladesh.

In Pakistan, the performance in the training was taken in account in determining the inter se seniority of the officers. For example, the seniority of the inter service seniority of the officers of CSP was finally determined according to following formula:

- (i) Marks achieved on the basis of CSS competitive Examination-----1400 marks
- (ii) Performance during the nine-month course----- 500 "
- (iii) The FPO (Final Passing Out) examination conducted by the central PSC-1000 "
- Total-----2900 marks.

A similar principal was introduced in case of recruits to various BCS cadres in 1977.

The inter service seniority was determined according to following formula:

- (i) Marks achieved on the basis competitive Examination---1600 marks
- (ii) Performance in COTA -----500 marks
- (iii) The FPO examination conducted by the central PSC ----300 marks
- Total-----2400 marks.

The last FPO examination was held in 1982. This system has been abolished by the rule 9 of the BCS composition and Cadre Rules. This implies that performance in training would not at all affect the inter se seniority. There will be no scope for the trainees to improve their seniority by hard work in training (Khan and Hossain, 1985).

Apart from the erosion of institutional training, there are serious weaknesses of on-the-job training and specialized training of the recruits in Bangladesh:

- (a) The duration of the Survey and Settlement Training has been needed from four to two months. Actually, problems of land records are complex in Bangladesh. A short training in Survey and Settlement is insufficient to meet the requirement of the trainees.
- (b) In the erstwhile Indian Civil Service on-the-job training was considered step-by-step learning as the most important component of training of young civilians. His training was imparted under the direct supervision and watchful guidance of experienced district officers. Junior officers are enabled to pick up the art of administration seeing how it is practiced and almost unconsciously they imbibe suitable habits and standards. Because of multifarious activities of Deputy Commissioners, there was deterioration in the quality of on-the-job training in Pakistan period. However, it has alarmingly deteriorated in recent times. Greater attention should be paid to on-the-job training in BCS.
- (c) The process of training is unsystematic, haphazard, duplication of course contents, slow to adopt changes in recent years, lack of modern institutions and equipments and trained trainers.
- (d) Most of the recruits do not have sufficient academic training in law, economics and rural development. Law, economics and rural development are essential for administrators. The training in the three subjects needs to be intensified.

The curriculum of the foundation training in Bangladesh is similar to those of generalist training in other developing countries. Picture of training is provided in table-32.

Table-32: A comparison of training Objectives and Course Contents of Induction Courses of Class-I Officers in India, Pakistan, Malaysia, Sri Lanka and Bangladesh:

1.Name of the Course	2.Objectives	3.Course Contents
1.Foundation course in Lal Bahadur Shastri National Academy of Administration In India	<ol style="list-style-type: none"> 1. To give probationers a basic understanding of the constitutional, legal and social framework within which the higher civil servants have to function and to impart basic knowledge on subjects considered relevant to such an understanding. 2. To promote a common outlook and understanding amongst entrants to the various higher Civil Services in the country. 3. To develop a common purpose of public service. 4. To help build up appropriate attitudes, values, qualities of leadership and organizational skills. 	<ol style="list-style-type: none"> 1.Public administration 2. Law 3. Political theory and Constitution of India. 4. Planning and Economic policy. 5.Indian history and culture. 6. Physical training 7. Living in a village to study rural life and administration. 8. Extension lectures.
2.Common training programme, Civil Services Academy, Pakistan.	<ol style="list-style-type: none"> 1. Prepare the probationers for induction into public service. 2. Enhance awareness of service concepts with emphasis on Islamic values in Public administration. 3. Familiarize them with the background and history of struggle for Pakistan and its ideology. 4. Motivate them for public service and 	<ol style="list-style-type: none"> 1.Pakistan studies 2.Public administration 3.Public administration in Pakistan 4.Economics 5.Islamic studies 6.International relations 7.Establishment Code. 8. Daftari Urdu 9. Computers

	<p>inculcate responsiveness to the needs of the people.</p> <p>5. Develop a sense of involvement in the national and local problems.</p> <p>6. Impart basic knowledge of</p> <ol style="list-style-type: none"> Administration and modern management Structure and functioning of government of Pakistan. Basic computer technology and usage. Economic and social planning and development of Pakistan. <p>7. Provide necessary knowledge of Daftari Urdu with a view to enable them to conduct official business in Urdu.</p>	<p>10. P.T. and sports and manual work.</p> <p>11. District and village Tours.</p>
3.Diploma in Public management Course, INTAN, Malaysia	<p>1.To equip participants with the basic Knowledge and skills on various aspect of administration and management.</p> <p>2.To inculcate and develop the right attitudes for desired public service and aspiration of the people and the nation.</p> <p>3. To inculcate and develop the right attitude and work ethics.</p>	<p>1.Basic management personnel and finance.</p> <p>2. Office management.</p> <p>3. Constitution and General Law.</p> <p>4.Administration of development.</p> <p>5.International relations</p> <p>6.Research methodology</p> <p>7.Administration of Land, District and Local Govt.</p> <p>8.Computer</p> <p>9.Religion</p> <p>10. Defence and Security</p>

		12. Outward bound School 13. Village attachment.
4. Induction Training Sri Lanka Institute of Development Administration, Colombo, Sri Lanka.	<p>1. To provide the trainees an understanding of the economic, socio-cultural, political environment, the legal infrastructure and the constitutional framework within which they have to work.</p> <p>2. To help them attain a basic knowledge on the principles and processes of management and other relevant disciplines.</p> <p>3. To foster an innovative and dynamic administrative culture.</p> <p>4. To promote a broad outlook and mature understanding to appreciate the role of interpersonal, inter and intra organizational cooperation and coordination.</p> <p>5. To create an awareness of his/her role as a change agent.</p> <p>6. To develop right attitude for commitment to national duty and empathy towards the disadvantaged.</p>	<p>1. Management and organization (Principles of Management, Organization, etc.)</p> <p>2. Agricultural training course</p> <p>3. Research and planning (statistics, project, analysis, research, methodology etc.)</p> <p>4. Economics and social policy (planning concepts, policy analysis, instruments of socio-economic development etc.)</p> <p>5. English language course.</p> <p>6. District level training assignment.</p> <p>7. Development Administration (Public Admin. Administrative and Constitutional laws etc.)</p> <p>8. Public training Course.</p> <p>9. Research study</p> <p>10. Village report</p> <p>11. Extension lecture/visits.</p>

<p>5. Foundtion course, Bangladesh Public Administration Training Center, Bangladesh.</p>	<p>1. To promote esprit de corps among the various Cadres of Civil Service.</p> <p>2. To enhance theoretical and practical knowledge of administration.</p> <p>3. To familiarize the trainees with the conduct, etiquette and the norms of administration.</p> <p>4. To enhance the analytical and decision making capabilities of the trainees.</p> <p>5. Habituate the trainees to hard physical and mental exercises.</p> <p>6. Well-rounded development of the personality.</p> <p>7. To impart suitable training in</p> <ol style="list-style-type: none"> Bangladesh studies Economics Public Administration. 	<ol style="list-style-type: none"> 1. Historical Perspective 2. Introduction to resources of Bangladesh 3. Social change in Bangladesh. 4. Important policies of the development. 5. Bangladesh and the world. 6. Fundamentals of Public Administration. 7. Organization theory. 8. Legal and constitutional framework of administration 9. Financial Administration and project management 10. Administrative problems of Bangladesh. 11. Quantitative Analysis. 12. Micro-Economics and Cost Benefit Analysis 13. Macro-Economics 14. Objectives and strategies of Economic planning
---	--	--

		15. Planning in Bangladesh 16. Office procedures, Rules and Regulations. 17. Techniques of Conducting Meetings 18. Village Study and Study in Rural Development Institutes. 19. P.T. and Games. 20.Extra Curricular activities.
--	--	--

Source: Khan and Hossain, 1985, p7-11.

The above analysis suggests that institutional post-entry training in Bangladesh is largely similar to post-entry training in neighboring countries. However, this training is less effective in Bangladesh in transmitting the ethos and spirit of Civil Service primarily because the nature of recruitment in Bangladesh is unplanned. Sometime recruitment policy in Bangladesh is inconsistent with the principles of a Cadre service, which is based on training of a selected group who could be given accelerated promotion. Some of the batches are so large that there is bound to be unhealthy competition for promotion. It is not possible to promote esprit de corps in such groups. The recruits join in the service at a mature age and their personality cannot be molded through training at such an advanced age. The emphasis in such training should be on skill development rather than personality development. Such groups are likely to benefit more from the on-the-job training rather from institutional training.

Section Six

Conclusion

This study suggests that there are broad similarities between the BCS (Admin) Cadre in Bangladesh, and the generalist Cadres in neighboring countries. However, the similarities make trends in major changes which are taking place in Bangladesh Civil Service. The available statistics support the hypothesis that recruits to Bangladesh Civil Service (Admin) are elitist in character. The Majority of them are them who educated in best Public universities. Many of them are from affluent families.

Despite the persistence of typical characteristics of elitist Civil Service, BCS (Admin) has changed significantly in many ways. First, the average age of recruitment has gone up. The recruits joined the service with well-formed personality. They come to service with typical characteristics of them social background and are unlikely to be changed by training. Because of unplanned recruitment the esprit de corps in the service has been undermined. They can no longer function effectively as a group to defend the ethos and the spirit of the service. Furthermore their training is perfunctory. As performance is training does not count for promotion and placement, training is not taken seriously by the trainees. As a result, the generalist Cadre in Bangladesh services lacks the essential attributes of confidence in their merit, esprit de corps and the qualities of leadership, which are developed in young recruits through effective on-the-job training.

The main findings of this study may be summarized as follows:

- 1) There is no approved cadre strength of BCS admin Cadre. The number of recruits is now estimated on an adhoc basis. The recruitment of 400 to 600 officers in one batch undermines the very concept of Cadre.
- 2) The average age of new entrants is increasing. The share of entry was highest in 22-23 year age group in CSP. In EPCS and BCS the rate of entry is the highest 24-27 year age- group. In BCS the rate of entry is lowest in 21-23 age-groups 2 percent, it was 57 percent in CSP. So there is a big difference

between CSP and BCS. The personality of new entrants cannot be significantly molded after their recruitment.

- 3) The officers of administration cadres were mostly arts graduates in CSP Cadre. Though the dominance of arts graduates continue. BCS (Admin) has attracted more specialists and science graduates.
- 4) In CSP and EPCS, most of the arts graduates studied economics, English and History. The percentage of economics, law and history graduates has declined in BCS (Admin).
- 5) The urban bias is evident in the successful candidates of administration cadre. The selected candidates are mostly from the professional families. In 20th, batch, at least 32 percent recruits were children of government servants. The percentage of recruits from high-income families is also rising
- 6) Apparently, the introduction of regional quota resulted in reduction of recruitment of Chittagong and Shylhet Divisions and increase from Rajshahi and Khulna Divisions. However, this shift did not reduce the urban bias. Most of the recruits are born and raised in urban areas. However, they claim the benefit of regional quota on the plea that their ancestral home is located in underrepresented districts.
- 7) The quality of the on-the-job training of new recruits has declined.
- 8) Institutional training has been bifurcated into two institutions. The curriculum of the institutional training has not been significantly changed as yet to taken into account the changes in the demographic and socio-economic and educational background of the trainees.

The above analysis suggests that reforms in following areas are urgently needed

- Fixation of Cadre strength and recruitment on the basis of long-term requirement rather than adhoc needs.
- Determination of the maximum number of recruits for a year and limiting the number of recruits.
- More importance on skills in entry examination.
- More emphasis on training in law, economics and rural development for BCS (Admin).
- Foreign visit in developed country should be reintroduced like Pakistan period in post-entry training of BCS (admin) Cadre.
- More emphasis on training on rural development related rural disciplines.
- Reexamination the costs and benefits of the quota system.
- Raise the minimum of educational qualification for entry examination with a view to reducing the number of candidates.
- Performance in post-entry training should be one of the criteria for determination of seniority.

Outwardly, the BCS (Admin) resembles the colonial Civil Service introduced by the British. They have elitist bias in a democratic society and they are generalists in an age of increasing specification. However, it lacks many of the essential attributes of a generalist Civil Service. They lack esprit de corps and are in a house divided into them. They are recruited at a mature age and then their personality cannot be moulded in the light of the ethos and values of the service. There are questions about the quality of new recruits. Many of them lack of training in law and economics, which are essential for the generalist administrators. It is, therefore, essential that the personnel policy of the government should be reviewed taking into account the report of the Public Administration Reforms Commission.

Bibliography

1. Ahmed, Ali (1968), Role of Higher civil servants in Pakistan, National Institute of Public Administration, Dacca.
2. Ahmed, Ali (1984), "Bangladesh Public Administration and senior civil servants". Bangladesh administrative service center.
3. Ahmed, C. M, (1969), The Civil service in Pakistan, National Institute of Public Administration Dacca.
4. Ali, S.A.M.M (2004), Bangladesh Civil Service- A political- Administrative Perspective, The University Press Limited, Dhaka.
5. Ahmed, S. G (1986) Public Personal Administration in Bangladesh, Dhaka University.
6. Ahmed, S. G (1986) " Bangladesh Public Service Commission." Dhaka University.
7. Anissuzaman, (1969) " Training for public servant" National Institute of Public Administration, Dhaka.
8. Blunt, E. (1937) "The ICS", London.
9. Braibanti, R (1959) " The Civil Service Of Pakistan: A theoretical Analysis." South Atlantic Review, p 258-304.
10. Civil Service Study Routes (2005) viewed at 10/10/2005, <<http://learning.indiatimes.com/career/car-options/lawcsr/icshowto.com>>
11. Hussain (2002), "Issues in training and development" .New age publications.
12. Hornby, A.S (2000), Oxford Advanced Learners Dictionary, 6th edition, Oxford University Press, Oxford, London.
13. Huque, A.S (1990), "Paradoxes of public administration dimensions of development" The University Press Limited, Dhaka.
14. Khan & Hossain (1985), " Post-entry Training in Bangladesh Civil Service: The challenge and response." Proceedings of the workshop on problems of the BCS probationer training in Bangladesh held in the BPATC on 30th-31st December 1985.
15. Khan, M. M (1998), "Administrative Reforms in Bangladesh", The University Press Limited, Dhaka.

16. Khan, M. M (1991), “ Politics of Administrative Reforms (A case study of Bangladesh)”, Ashish Publishing House, New Delhi, India.
17. Maheshwari, S.R (2005) “Public Administration In India”, Oxford University Press, Dhaka.
18. Morshed, M.M.R, (1997), Bureaucratic response to administrative Decentralization: A study of Bangladesh Civil Service, The University Press Limited, Dhaka.
19. Mason, P. (Woodnuff. P. P) (1953) “The men who ruled India, The Guardians” Jonathan Cape thirty Bedford square, London.
20. O, Malley, L. (1961) “The Indian Civil Service 1601-1930”. London.
21. Potter, D. C. (1996) “India’s Political the administrative from ICS to IAS” in published by Oxford university press, Delhi, Bombay, Calcutta, Madras, India.
22. Rahman, A.T (2001). “Reforming the civil service for government performance, - A partnership perspective,” The University Press Limited, Dhaka.
23. Report of the Martial Law committee for examining Organizational set up of ministries/divisions, departments, directorates and other organization under them (Phase-I, ministries/divisions) (1984) Government of Bangladesh.
24. Reports of the Bangladesh Public Service Commission, Annual reports, 1997-2003, BPSC Published by Government of Bangladesh.
25. Reports of the Administrative and Service Structure Reorganization Committee. 1972 Published by Government of Bangladesh.
26. Reports of the National Pay and Services Commission, 1977. Published by Government of Bangladesh.
27. Reports of the Secretaries Committee on Administrative Development (1985) Published by Government of Bangladesh.
28. Reports of the “Public Administration Sector Study in Bangladesh (1993), UNDP.
29. Reports on the “Towards Better Government in Bangladesh” (1993) Published by Government of Bangladesh.
30. Reports on “Government that works: Reforming the Public Sector” (1996), World Bank.

31. Report of the Public Administration Reforms Commission (PARC), Public Administration for 21st century Vol-1, Government of Bangladesh (2000), Dhaka.
32. Report on the state of governance in Bangladesh (2006) viewed at 31/12/2006, [www. Logbangladesh.org/governance/reports](http://www.Logbangladesh.org/governance/reports).
33. Siddiqui, K. (1996) “ Towards good governance in Bangladesh. Fifty Unpleasant Essays.” The University Press Limited, Dhaka.
34. The government of Bangladesh (1977) The civil list, 1976-77, Dhaka, Bangladesh Government Press.
35. The government of Bangladesh. The Constitution of the People’s Republic of Bangladesh, 1972, GOB.
36. The ministry of Establishment. (1980) Bangladesh Civil Service Recruitment Rules, 1981.
37. The ministry of Establishment. (1980) Bangladesh Civil Service (Age, Qualification and Examination for Direct Recruitment) Rules, 1982.
38. The ministry of Establishment (1995), “ The Establishment Manual, 1995”.
39. The Establishment Ministry SRO No 75-Law/2005 dated 30/3/05.
40. The Establishment Ministry SRO no 215- law/91 SaMo/Nni/1-1/91-dated 16/7/91.
41. Subramaniam, V. (1977) “Background of India’s Administrators, New Delhi, 1971- Transplanted Indo- British Administration,” New Delhi, India.
42. Webster, Noah and Merriam, George Charles (1982), Merriam-webster dictionary online, viewed 30/12/2005, <http://www.m-w.com>.
43. Wikipedia(2005), British Civil Service, viewed dated 19/11/2005, <<http://en.wikipedia.org/wiki/britishcivilservice>.
44. Zafarullah, H & Khan, M. M (2005) “The Bureaucratic Ascendancy, Public Administration in Bangladesh, The first three decades”. A.H. Development publishing House, Dhaka.
45. <http://encyclopedia.thefreedictionary.com/recritment> viewed at 17/4/06.
46. <http://encyclopedia.thefreedictionary.com/training> viewed at 17/4/06.
47. <http://upan1.un.org/intradoc/groups/public/documents/un/upan02162.pdf> viewed at 17/4/06.

PERSONAL DATA SHEET**Annexure-I**

DATE:

MINISTRY OF ESTABLISHMENT

PAGE: 1 OF 2

PUBLIC ADMINISTRATION COMPUTER CENTER

PERSONAL DATA SHEET

GOVT.ID.

GENERAL INFORMATION

NAME

FATHER'S NAME

HOME DISTRICT

MOTHER'S NAME

BIRTH DATE

LPR-DATE

RANK

CADRE/JOIN DATE

POSTING

LOCATION

CADRE

BATCH

CADRE DATE

CONFIRMATION G.O.DT

SEX

RELIGION

MARITAL STATUS

FREEDOM FIGHTER

SPOUSE INFORMATION

DESIGNATION

HOME DISTRICT

LOCATION

PERMANENT ADDRESS

VILLAGE/ HOUSE NO.& ROAD

POST OFFICE

POLICE STATION

DISTRICT

TELEPHONE NO:

CHILDREN INFORMATIONVESTING OF MAGISTRARIAL POWER

NAME

BIRTH DATE

SEX

POWER DATE OF NOTIFICATION REMARKS

OFFICER'S LANGUAGE INFORMATION

LANGUAGE

READ

WRITE

SPEAK

EDUCATIONAL QUALIFICATION

NAME OF THE INSTITUTION

PRINCIPAL SUBJECT

DEGREE

PASSING YEAR

RESULT

GPA/CGPA DINC

LOCAL TRAINING

COURSE TITLE

INSTITUTION

FROM

TO

GRADE

POSTING

FOREIGN TRAINING

COURSE TITLE

INSTITUTION

COUNTRY

FROM

TO

GRADE

POSTING

DATE:

PAGE: 2 OF 2

CONTINUED....

PERSONAL DATA SHEET

FOREIGN TRAVEL

COUNTRY	PURPOSE	FROM	TO
-----	-----	-----	---

POSTING ABROAD

POST	ORGANIZATION	COUNTRY	FROM	TO
----	-----	-----	-----	---

ADDITIONAL PROFESSIONAL QUALIFICATION

QUALIFICATION

PUBLICATION

BOOKS	PERIODICALS	MONOGRAPH	JOURNALS	DESCRIPTION
DATE	-----	-----	-----	---

HONOURS AND AWARD

TITLE OF AWARD	GROUND	DATE
-----	-----	---

OTHER SERVICES (PRIOR CIVILIAN GAZETTED POST/RANK)

NAME OF EMPLOYER	ADDRESS	TYPE OF SERVICE	POSITION	FROM
TO	-----	-----	-----	---

SERVICE HISTORY

DATE OF GOVT SERVICE	DATE OF GAZETTED	ENCADREMENT DATE	SENIORITY DATE
CADRE	-----	-----	-----

EX-CIVIL SERVICE
OF PAKISTAN.PROMOTION PARTICULARS

RANK	PROMOTION DATE	G.O.DATE	NATURE OF PROMOTION	PAY
SCALE	-----	-----	-----	-----

DISCIPLINARY ACTIONS/CRIMINAL PROSECUTION

NATURE OF SERVICE	PUNISHMENT	DATE	REMARKS
-----	-----	-----	-----

POSTING RECORDS

POST	THANA/ ORGANIZATION	DIST./LOCATION	FROM	TO	PAY
SCALE ----	-----	-----	-----	-----	-----

SIGNATURE & SEAL OF OFFICER
WHOSE PARTICULAR HAS BEEN PRINTED
TELEPHONE NO: