

**Enhancing Performance through Motivation:
A Study of Bangladesh Civil Service**

**A Dissertation
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***Dedicated
To
The Departed Souls
Of
My Beloved Parents***

Declaration

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Table of Contents

Acknowledgement	i
Acronyms	iv
List of Tables	vi
List of Figures	viii
Abstract	.....	ix
Chapter 1		
Introduction		1-5
1.1 Background	.....	1
1.2 Statement of the Problem	.....	2
1.3 Objectives of the Study	.....	3
1.4 Rationale of the Study	.....	3
1.5 Methodology	.....	3
1.6 Scope and Limitations of the Study	.....	4
1.7 Organizations of the Study	.....	5
Chapter 2		
Concepts and Issues		6-29
2.1 Introduction	.....	6
2.2 Motivation	.....	6
2.3 Job Satisfaction	.....	8
2.4 Performance	.....	8
2.5 Motivation-Performance Relationship	.....	10
2.6 Civil Service	.....	11
2.7 Bangladesh Civil Service	.....	11
2.8 Concepts and Theories of Motivation	.....	13
2.9 Motivation in the Public Sector	.....	22
2.10 A Framework for Analysis	.....	26
Chapter 3		
Operational Reality of Different Motivational Approaches in Bangladesh Civil Service		30-53
3.1 Introduction	.....	30
3.2 Job Security	.....	30
3.3 Pay and Benefits	.....	31
3.4 Career Prospects and Promotion	.....	40

3.5	Job Rotation	.....	43
3.6	Training	.....	46
3.7	Performance Appraisal	.....	51
3.8	Rewards and Punishment	.....	52
3.9	Chapter Summary	.....	52
Chapter 4			54-74
Data Analysis and Findings			
4.1	Introduction	.....	54
4.2	Background of the Respondents	.....	54
4.3	Level of Job Satisfaction	.....	56
4.4	Motivating Factors for Joining Civil Service	.....	58
4.5	What de-motivate Civil Servants	.....	59
4.6	Motivational factors for Work Devotion	.....	61
4.7	Factors Responsible for Poor Performance	.....	70
4.8	How Performance can be Addressed	.....	71
4.9	Consequence of De-motivation	.....	72
4.10	Improving Motivational Values and Work Motivation	.....	73
4.11	Summary of Analysis of Findings	.....	74
Chapter 5			75-86
Conclusion and Recommendations			
5.1	Introduction	.....	75
5.2	Motivation in BCS as seen through the lens of Theories	.....	75
5.3	Recommendations for Better Management	.....	78
5.4	Framework for Enhancing Performance through Motivation	.....	83
5.5	Conclusion and Direction for Further Study	.....	84
Bibliography			87-90
Annexes			91-105
A	Tables of Data Analysis	.....	91
B	Questionnaire	.....	101

Acronyms

ACAD	: Advance Course on Administration and Development
ACR	: Annual Confidential Report
ADP	: Annual Development Program
AS	: Assistant Secretary
ASRC	: Administrative and Services Reorganization Committee
BCS	: Bangladesh Civil Service
BDHS	: Bangladesh Household Survey
BIAM	: Bangladesh Institute of Administration and Management
BPATC	: Bangladesh Public Administration Centre
CCP	: Council Committee on Promotion
CPC	: Central Pay Commission of India
CPI	: Consumer Price Index
DA	: Dearness Allowance
DC	: Deputy Commissioner
DS	: Deputy Secretary
ERG	: Existence, Relatedness and Growth
FTC	: Foundation Training Course
GOB	: Government of Bangladesh.
GOI	: Government of India
HR	: Human Resource
HRD	: Human Resource Development
HRM	: Human Resource Management
IGS	: Institute of Governance Studies
JS	: Joint Secretary

MA	: Master of Arts
MAGD	: Master of Arts in Governance and Development
MBO	: Management by Objectives
MDGs	: Millennium Development Goals
MOE	: Ministry of Establishment
NAEM	: National Academy for Education Management
NGO	: Non Government Organization
NPC	: National Pay Commission
OC	: Officer in Charge
OECD	: Organization of Economic Cooperation and Development
OSD	: Officer on Special Duty
PB	: Performance Bonus
PM	: Prime Minister
PRP	: Performance Related Pay
PSC	: Public Service Commission
P & SC	: Pay and Services Commission
SAS	: Senior Assistant Secretary
SP	: Superintendent of Police
SPC	: Special Promotion Committee
SSB	: Superior Selection Board
SSC	: Senior Staff Course
TI	: Transparency International
TQM	: Total Quality Management
UN	: United Nations
UNDP	: United Nations Development Program
UNO	: Upazila Nirbahi Officer
VIE	: Valence-Instrumentality-Expectancy
WB	: World Bank

List of Tables

Table-3.1	Comparison of Balanced Diet and their Prices as per NPC 1973 and P & SC 1977	35
Table-3.2	Nominal and real Salaries for top Secretariat officials	37
Table-3.3	Civil Service and Private Sector salaries	38
Table-3.4	Criteria for promotion to the post of Deputy Secretary and above	41
Table-3.5	Transfer of Government officers under different governments immediately after election and prior to Elections	46
Table-3.6	Major Training institutions of the country	48
Table-4.1	Rank and Sex of the respondents	91
Table-4.2	Cadre representation of the respondents	91
Table-4.3	Academic achievement of the respondents	91
Table-4.4	Experience of the respondents in the Civil Service	92
Table-4.5	Monthly income of the respondents	92
Table-4.6	Tenure of minimum stay in a post	92
Table-4.7	Level of satisfaction of the respondents regarding Job	92
Table-4.8	Level of job satisfaction of respondents of different rank and status and of sex	93
Table-4.9	Factors that motivated respondents to join Civil Service	93
Table-4.10	Respondents' feeling about motivation in the Civil Service	93
Table-4.11	Level of De-motivation of the respondents in Civil Service	93
Table-4.12	Relative weight given by respondents regarding de-motivating factors	94
Table-4.13	Importance of de-motivating factors to the respondents of different rank and status	94
Table-4.14	Important factors of motivation that drive to work devotedly?	94
Table-4.15	Importance of factors of motivation to the officers of different rank and status	95
Table-4.16	Reasons to consider transfer as an important motivating factor	95
Table-4.17	Importance of factors of motivation to the officers of different rank and status	95

Table-4.18	Importance of Posting based on academic background as important motivating factor	96
Table-4.19	Importance of academic background based posting to the officers of different rank and status	96
Table-4.20	Market based salary as an important motivating factor.	96
Table-4.21	Importance of market based salary to officers of different rank and status	96
Table-4.22	Training and HRD as an important motivating factor	97
Table-4.23	Importance of Training and HRD to the officers of different rank and status	97
Table-4.24	Respondents consideration for Promotion as important motivating factor	97
Table-4.25	Importance of Promotion to the Respondents of different rank and status	97
Table-4.26	Respondents' reply to the question- 'Does recognition motivates a civil servant?'	98
Table-4.27	Respondents' reply to the question- 'If the level of motivation is increased do you think that performance and service delivery will increase?'	98
Table-4.28	Respondents' reply to the question- 'If you are given market based salary, timely promotion and other benefits, what improvements will you bring?'	98
Table-4.29	level of improvement in different area committed by the Respondents of different rank and status	99
Table-4.30	Factors identified by the Respondents that are responsible for poor performance of a Civil Service?	99
Table-4.31	Work done before but do not do or avoid doing now	100
Table-4.32	Suggestions to improve the motivational values and work performance	100

List of Figures

Figure-1	Model indicating the interrelations between Compensation, Satisfaction and Motivation	10
Figure-2	Maslow's Need Hierarchy Model	15
Figure-3	Framework for analyzing Motivational aspects in Bangladesh Civil Service	29
Figure-4	Representation of Respondents of different Ranks	55
Figure-5	Male Female Ratio of the Respondents	55
Figure-6	Cadre Representation of the Respondents	55
Figure-7	Educational Background of the Respondents	56
Figure-8	Level of Job Satisfaction regarding different job characteristics	57
Figure-9	Level Job Satisfaction as considered by the Respondents of different rank and status	57
Figure-10	Factors motivated to join Civil Service with level of motivation	58
Figure-11	Percentage of de-motivated respondents in the civil service	59
Figure-12	Relative weight of different de-motivating factors as ranked by the respondents	60
Figure-13	Importance of different de-motivating factors as seen by respondents of different Ranks	61
Figure-14	Relative importance of different motivating factor for BCS as ranked by the respondents	62
Figure-15	Importance of Motivating factors as seen by respondents of different rank and status	63
Figure-16	Responses regarding why market based salary is needed.	64
Figure-17	Reasons for considering timely Promotion as a factor of motivation	65
Figure-18	Minimum Tenure experienced by respondents in a post	66
Figure-19	Reasons for considering Transfer as a factor of motivation	67
Figure-20	Reasons for considering Posting as a factor of motivation	68
Figure-21	comparative importance of Recognition and Salary in improving motivation	70
Figure-22	Responses of the Respondents regarding performance improvement	71
Figure-23	Level of Performance improvement in different areas as committed by the respondents if motivated duly	72
Figure-24	A Framework for Enhancing Performance through Motivation	84

Abstract

Improving performance of the government organizations is a focused area for both academicians and practitioners of public administration. A dynamic and result oriented organizational system and motivated employees both are key players in the process. Both the organizational system and approaches to motivation is still very traditional in civil service management in Bangladesh; however since independence as many as 18 reform initiatives have been taken by the different Government to improve the performance of the government organizations. But still the desired improvement of the performance as well as the implementation of those reform recommendations remains illusory. Again, none of such reform efforts looked in to the motivational issues of civil service management. Most of them were confined in some structural changes which were not substantial. As a consequence Bangladesh is experiencing a low performing, some what dysfunctional and de-motivated civil service. But some of the countries of South and Southeast Asia have achieved mentionable success in civil service management and hence been able to be the Asian Miracle in economic development. On the contrary civil servants of Bangladesh are facing serious problems with salary, career and some other related issues. Those problems have an adverse affect on efficiency, morale and motivation of civil servants. But for result based performance organizations there is no alternative to efficient, responsive civil service with motivated civil servants. In this regard the study applied an analytical framework based on different theories of motivation to assess the level of motivation and job satisfaction of the civil servants. The study also intended to know what de-motivate and what motivate the civil servants. And accordingly the focus of the study was to examine how the motivational interventions influence work motivation and thus organizational performance. Data from the secondary sources and survey data collected from 84 respondents belong to Bangladesh Civil Service were analyzed. The study result revealed that most of civil servants joined the civil service inspired more by public service motivation than salary and other career benefits. But at present they are not satisfied with the job conditions except the job security. They were found de-motivated and opined that motivational intervention with market based salary, timely promotion based on merit and performance, rational transfer and posting policy, recognition for good work, reward and punishment would help to regain the motivation for improving and achieving result oriented organizational performance.

Key Words: Motivation, Job Satisfaction, Performance.

Introduction

1.1 Background

Improving performance of the government organizations has been an area of interest of both academicians and the practitioners of public administration. Manifold efforts are needed to improve the performance of any organization. The organizational system and motivated employees both are key players in the process. One of the main tasks of any government is delivery of public services. Success and failure of any government in ensuring quality public service delivery and improvement of performance depends on the sincere efforts of its human capital which is known as Civil Service. An efficient, responsive, transparent and accountable civil service is not only of paramount importance for the proper functioning of nation; it is also the basic means through which government strategies to achieve the Millennium Development Goals (MDGs) can be implemented (UN 2000). MDGs are consisting of 8 goals adopted on UN Millennium Declaration (UN resolution 57/277) and to be achieved by 2015. The MDGs include eradication of extreme poverty and hunger; achieve universal primary education; promote gender equality and empower women; reduce child mortality; improve maternal health, combat HIV/AIDS; malaria and other diseases; ensure environmental sustainability; development of a Global Partnership for development. In that context the UN resolution stresses for strengthening the capacity of civil service, particularly in developing countries. The general quality, efficiency, integrity and morale of the civil service depend to a considerable extent on how it is motivated, recognized and rewarded. Theorists and practitioners of public administration and public service motivation reached a consensus that there is hardly any other alternative to improve public service delivery without a sense of accomplishment of the civil servants. A complete sense of accomplishment or job satisfaction is the result of motivation which includes both intrinsic and extrinsic rewards. Intrinsic rewards include responsibility, recognition, promotion, achievement skill development programs etc. and the extrinsic rewards include salary, security, working conditions, supervision, and personal life of employees. Motivating civil

servants to work effectively for organizational goals is the vital part of any lasting reform of a civil service and it is very important for Bangladesh.

1.2. Statement of the Problem

It is a widespread view that Bangladesh Civil Service (BCS) is overly centralized, unaccountable, underpaid, unethical, rent seeking and non-transparent (Kim and Monem 2008). Many of these problems can be linked with poor or lack of motivation. Government simply ignores both intrinsic and extrinsic rewards to the civil servants but they want improvement of organizational performance. For example the salary paid to the civil servant is very poor and not even enough for buying food, let alone other basic needs. In any organization private or public, the most desired thing of the employees is career progression and promotion up the hierarchical ladder. In BCS the common picture is that most of the civil servants do not get timely promotion. Again the existing promotion process is not transparent. Sometimes Political loyalty and *tadbir*¹ is considered rather than merit and seniority. Another important aspect of any good administration is deploying the right people in the right place. Transfer and posting is the process through which it is ensured. But here things are quite murky and there is a cry for long for a fair and just transfer and posting policy for the civil servants. The civil servants hardly get any scope to produce any innovative ideas and sometimes they lose the spirit to work with passion as ideas and hard work are not recognized. No good works is rewarded or no bad works is punished under the current system of civil service management. There is a national training policy but it is hardly followed. All this creates dissatisfaction and de-motivation among the civil servants and that affect their efficiency and efficacy. The ultimate result of inadequate or lack of motivation is poor performance and ineffective and lacklustre service delivery.

¹ *Tadbir* is a widely used term in Bangladesh which means to pursue using personal, political or cash nexus. It is done for self interest only and in most of the cases violating or by passing the existing rules and regulations.

1.3. Objectives of the Study

The main intention of this study is to find out a way forward to enhance the performance of the Bangladesh Civil Service (BCS). In this regard the following objectives will be fulfilled:

- a) Assess the level of motivation and job satisfaction in BCS.
- b) Determine the important factors of motivation and their affect on performance of BCS Officials.
- c) Suggest some policy measures for enhancing performance of the BCS.

1.4. Rationale of the Study

Many reform initiatives have been taken since independence of Bangladesh to make the Civil Service of the country effective and citizen centric. The result of those initiatives virtually has failed to bring any significant changes in the effectiveness and improvement in the government performance. It is a fact that very insignificant emphasis was given in all most all reform initiatives taken earlier to motivate civil servants, although motivation is very positively related with performance. Needless to say that there is no short cut way but to make the civil servants efficient, productive, responsive, and innovative with proper and continuous motivational approaches for improving their performance. Motivating civil servants to work effectively for achieving organizational goals is the vital part of any lasting reform of a civil service. In view of the above this study is undertaken to assess the level of motivation and job satisfaction and to look into the operational reality of motivational approaches in the civil service of Bangladesh. On that basis it is hoped that the study will be able to add value to the discourse and come out with some policy suggestions to improve the performance of BCS through motivation.

1.5. Methodology

This study is designed to explore the level of motivation and the reality of motivational approaches in the BCS. It also aims at assessing the affect of motivation on the work performance. To reach the said purpose/objectives, the study was mainly based on primary data. Secondary sources were also used. In this regard for primary data the study

mainly used survey method and then secondary sources were also used to support the survey data.

For collection of survey data a questionnaire was designed. The questionnaire was formulated and finalized on the basis of responses and recommendation of a pilot survey made among the students of MAGD Program who all are serving civil servants. The elements of different aspects of work motivation were determined on the basis of synthesis of relevant literature, responses of the pilot survey and personal experience and expectations of the civil servants. A 6 point Likert type scale was used in the questionnaire to know the opinion and preference of the respondents about specific elements of BCS. Opinions of 84 respondents who are members of BCS representing 18 cadres (out of 28 cadres) of BCS were collected through the questionnaire. The respondents were belonging to the rank and status of Assistant Secretary to Secretary. It is to be noted that the cadres of respondents and the respondent themselves were selected randomly.

Different research and evidences have been consulted for secondary sources of data. In this regard various reform reports, working paper and documents regarding civil service reform in Bangladesh has been consulted. Moreover, personal experience and informal interview method were also used to have some more insights into the issue.

1.6. Scope and Limitations of the Study

Improving organizational performance needs a holistic approach. An individual is an integrated, organized whole (Maslow, 1970:3). So s/he demands a complete sense of motivation as well as organizational set up to perform expectedly. In this study focus has been made on the motivational approach and how it affects on the performance of civil servants. But since organizational and policy support are also very essential for improvement of the organizational performance, so there is a scope to link organizational performance with the motivation and procedural and organizational policy support too. It is believed that if employees are given due motivation and authority they can innovate new ideas to change the system for better performance. It is intended that this study will

come out with some policy suggestions to improve performance of Civil Service in Bangladesh.

Since this study is a requirement of partial fulfillment of an MA degree in Governance and Development, the study was required to be completed within a stipulated timeframe, which was very limited. The study was based on both primary and secondary data. But due to time and resource constraints it was not possible to collect data from all 28 cadre officials. In that case officials of only 18 cadres were selected randomly for survey purpose. Again scarcity of related academic materials and studies on the subject area in the Bangladesh context was also a major constraint.

1.7. Organization of the Study

This study will be organized in five chapters. After this introductory chapter the second chapter will discuss concepts, issues and theories of motivation and where review such literature will also be made. The operational reality of different motivational approaches in the context of Bangladesh Civil Service will be discussed in the third chapter, while the fourth chapter will incorporate the data analysis and findings. In the final and fifth chapter the findings will be seen through the lens of different theories of motivation, and then a conclusion will be drawn with some policy suggestions to enhance the performance of the Bangladesh Civil Service.

2.1. Introduction

In any organization, achieving the organizational goal is the prime concern. When people join an organization, they bring with them certain needs that affect on-the-job performance. Those needs are termed as motivators. Motivation is the internal condition that activates behavior and gives it direction; energizes and directs goal-oriented behavior (Petry, 1986). Some of these motivation needs are physiological; others are related to psychological and social values. Maslow (1943) has developed a hierarchy of needs, which are as follows: physiological, security, social, esteem, and self-actualization needs. They interact with the environment to shape on-the-job wants that are the basis of motivation. Motivation is a desire in a man to achieve the target goal through performance or activity. Motivation has three key elements intensity, direction, and persistence. Intensity leads to job performance, direction and persistence maintain the employees' effort to achieve the organizational goal. So motivation influences the human behavior to positively perform and achieve organizational goals.

2.2. Motivation

The term 'motivation' was originally derived from the Latin word *movere*, which means 'to move'. However, this one word is not sufficient to define motivation for our purpose here. Motivation is generally defined as an internal state of arousal that often precedes one's behavior. The concept of motivation we use when we describe the forces acting on or within an individual to initiate and direct behavior. We also use the concept of motivation to explain differences in the intensity of behavior. More intense behaviors are considered to be the result of higher levels of motivation. Here is the some representative definitions of motivation (Quoted in Steers & Porter, 1987)

- The contemporary (immediate) influences on the direction, vigor and persistence of action (Atkinson, 1964).

- How behavior gets started, is energized, is sustained, is directed, is stopped, and what kind of subjective reaction is present in the organism while all this is going on. (Jones, 1955)
- A process governing choices made by persons or lower organisms among alternative forms of voluntary activity. (Vroom, 1964)
- An internal drive to satisfy an unsatisfied need (Higgins, 1994)
- Motivation has to do with a set of independent/ dependent variable relationships that explain the direction, amplitude, and persistence of an individual's behavior, holding constant the effects of aptitude, skill, and understanding of the task, and the constraints of operating in the environment. (Campbell & Pritchard, 1976)

The definitions appear generally to have three common denominators which may be said to characterize the phenomenon of motivation. That is when we discuss motivation, we are primarily concerned with three components of motivation: (a) what energizes human behavior; (b) what directs or channels such behavior; and (c) how this behavior is maintained or sustained (Steers & Porter, 1987).

When we discuss about organizational performance then we must talk about the motivation which is called work motivation. Work motivation can be defined as a process to energize employee to the work goal through a specific path. Work motivation, however, is not much different from the more general theories of motivation. One key difference is that they are more specific, focusing on work related behavior in organizational settings (Petri, 1986:337). Three components of motivation influence the human behavior at work. The nature and extent of the components play key role in human decision to reinforce their energy and efforts towards achieving organizational goals or dissuade them from their course of action and redirect their efforts, or take the task as usual routine work.

2.3. Job Satisfaction

Job satisfaction is the sense of containment an employee experience in and at the work. It implies doing a job one enjoys, doing it well and being rewarded for one's effort. Job satisfaction further implies enthusiasm and happiness with ones work. It is the key ingredient that leads to recognition, income, promotion, and achievement of other goals that lead to a feeling of fulfillment. Brief (1999) noted that if a person's work is interesting with fair pay, the promotional opportunities, and the supervisor is supportive, and the coworkers are friendly, then employees will be satisfied. When considering job satisfaction, probably the most important point to bear in mind is that many factors affect it. What makes workers happy with their jobs varies from worker to worker and from day to day. Apart from the factors previously mentioned, job satisfaction is influenced by the employee's personal characteristics, the manager's personal characteristics and management styles and the nature of the work itself. Managers who want to maintain high levels of satisfaction in the workforce must understand the needs of each member of the workforce. Satisfaction allows employees to work in a more pleasant manner which stimulates a better performance. An employee's level of satisfaction may vary per organizational dimension. For instance, an employee can be satisfied about his job or employment but less satisfied about his opportunities for development or remuneration.

2.4. Performance

Performance refers to any measurable outputs, outcomes or other results from effort and activities. Performance can be defined as the ability of an organization or authority to acquire resources economically and use those resources efficiently and effectively in achieving the results and improvement of performance on a continuous basis (Rahman, 2001). In other words performance is the creation of value for money. Efficiency stands for competence where as effectiveness stands for usefulness or utility. This efficiency and effectiveness both are counted for work performance. Work performance also includes accountability and responsiveness in the service delivery. The performance depends on the amount of time and individual is physically present at a job and also the degree to which he or she is mentally present or efficiently functioning while present at a job.

Wholey (1999, quoted in Hasan 2008) described some measures for performance like compliance to formal rules; results such as use of inputs, outputs produced or policy goals achieved; or more complex ratios such as efficiency, productivity, effectiveness, or cost-effectiveness.

Performance is very much related with the people who work for the organization. Kim (2002) described that strides to increase competitiveness will not result from more computers or reliance on cost cutting, but from our most critical resource that is people. Workforce performance will have increased significance on our socio-economic future and an effective human resource system requires focus on performance. To improve productivity a performance improvement system must be utilized and be at the core of an organization's human resource efforts to remain competitive in the long run. Along this line, studies (McCloy, Campbell, and Cudeck, 1994 quoted in Kim 2002) show that employee performance depends on the following three general factors:

$$\text{Employee performance} = f(S, K, M)$$

where:

- _ S = skill and ability to perform tasks
- _ K = Knowledge of facts, rules, principles, and procedures
- _ M = Motivation to perform

For an organization to succeed, it needs employees who perform well. This involves not only good compensation strategy and practice, but also other well-developed HR policies. People with skill and ability (S) need to be hired, concentration on building skill based knowledge (K) and ways to motivate (M) employees to perform in ways that contribute to individual and organizational performance. To discuss performance it is necessary to review all factors related to performance. In addition to the three major elements in employee performance mentioned above, this study focuses on motivation to perform in terms of incentive strategy that includes salary and other benefits like career promotion, professional developments etc.

2.5. Motivation-Performance Relationship

With empirical research Igalens and Roussel (1999) draw inference that total compensation positively influence work motivation where the total compensation outcomes are fixed pay, flexible pay, and benefits. They found that pay rise satisfaction is positively and significantly related to job satisfaction. But in establishing interaction between compensation, work motivation and job satisfaction they found that solutions to make fixed pay more satisfying can have a positive effect on job satisfaction without having any effect on work motivation. In the same way, introducing a more motivating administration of flexible pay can have a positive effect on work motivation, but not necessarily on job satisfaction.

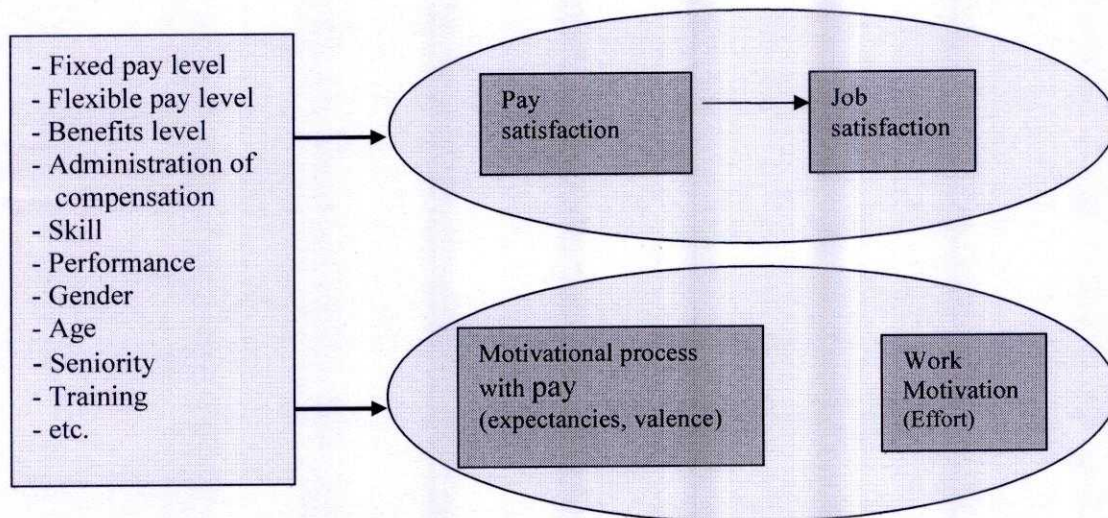


Figure-1: Model indicating the interrelations between compensation, satisfaction and motivation
Source: Igalens and Roussel (1999)

Figure-1 illustrate that a total compensation package and its management along with training and skill development and seniority through promotion procedure etc. effect both job satisfaction and motivation. Though the figure does not show any effect of job satisfaction on motivation and vise versa, it is evident from other study that both job satisfaction and motivation positively influence on improving work effort and work performance (Islam, 2002).

2.6. Civil Service

The term *civil service* in Indian Subcontinent emerged in the statecraft during the late 18th century when British East India Company was consolidating its colonial gains grabbed after it had defeated the Indian rulers. They used the term *civil service* first in 1785 (Rashid, 2008:12). The Company used the term to distinguish those employed in the civil administration from those who employed in the military. After the British administration of India, the term civil service elsewhere first used in England in 1854 (The Colombia Encyclopedia, 2007:52958).

But roots of the civil service lie in the Han dynasty of China during 206 B.C. to 220 A.D. The Han dynasty is the pioneer to introduce a merit based recruitment system in the civil service through competitive examinations. After the Han dynasty other Chinese dynasties too continued the same system in the bureaucracy. The Sung dynasty (960-1279) expanded the merit based recruitment system including all important positions (ibid).

The Chinese civil service became known to Europe in the mid-18th century, and influenced the development of European and American systems. Ironically, the first European civil service was not set up in Europe, but rather in India by the East India Company. The system then spread to the United Kingdom in 1853 and to the United States in 1883, with the Pendleton Civil Service Reform Act (Hasan, 2008).

2.7. Bangladesh Civil Service

Historically Bangladesh inherited British-Indian civil service which was specially modeled for revenue collection, maintaining law and order and general administration. But now-a-days the necessity and role of civil service has been felt differently. Civil service being the executive organ of the state has many other things to do in pursuit of poverty reduction, ensuring food, healthcare, education, clothes and shelter; upholding democracy and good governance. In the changed context, Civil Service in Bangladesh has experienced many reform measures. But those measures have virtually failed to bring any substantial change. Now it is passing transitory stage. There is widespread opinion that Bangladesh Civil service is low paid, less motivated, low productive, rigid in bureaucratic procedure and not professional (Kim and Monem 2008; WB 1996). It is

suffering from lack of merit based recruitment and promotion, lack of transparency and accountability. To overcome the situation, in the course of time, it has undergone a series of changes. Bangladesh Civil Service is now unified civil service consisting of 28 cadre services², which created some unexpected result like inter cadre rivalry, generalists versus technical controversies. The rivalry and controversies affect the performance of the bureaucracy. The country's bureaucratic efficiency is rated at 4.7 on a 10 scale (10 best) (Mukherjee et. al. 2001)³. The causes of the inefficiency of the public sector bureaucracy are manifold. Civil service recruitment, Compensation, promotion, training, transfer, posting, and performance appraisal is needed to be reinvented for further development of civil service management and improvement of the public service delivery.

Motivational approaches are also linked with the level of performance. Based on empirical research Jahan (2006) reported that in Bangladesh, 80 percent of both entry and mid level civil servant think poor salary as a de-motivating factor for civil service. She also pointed out that 45 percent of entry level civil servant thinks job security and 55 percent of them think status and power motivates them to work in civil service, but 27 percent of mid level civil servants think job security and 14 percent of them think status and power motivate them to work in the civil service. From study results it is evident that de-motivating factor is strong enough to overshadow motivating factors. Due to this there is always a huge gap between expectations and reality. However, government employees do not quit the jobs as there is very limited job opportunity in the country. They adjust the gap at the cost of quantity and quality and public sector service delivery and efficiency suffers. Islam (1999) expressed a maxim that the Government pretends to pay, and we pretend to work!- which illustrate the real situation of the performance of the public sector.

² There was 28 cadres in the Bangladesh civil service as per Bangladesh Civil Service (Reorganization) Order, 1980. In 1986 number of cadre increased to 30 as BCS (Health and Family Planning) cadre divided into two separate cadres as BCS (Health) and BCS (Family Planning). Again in the same year Cooperative sub-cadre service converted to BCS cadre. Again in 1992 BCS (secretariat) cadre merged with BCS (Administration) cadre which reduced the cadre number to 29. At the latest due to separation of judiciary BCS (judiciary) cadre made abolished. Now the total number of BCS cadre is 28.

³ World Bank Technical Paper 507. Washington DC; World Bank.

2.8. Concepts and Theories of Motivation

What are the factors that mobilize people to work in the public organization has been the area of interest of the academicians and practitioners of the public administration since 1960. In this regard elements such as work environment, work group, job as well as mental state, attitudes and the personal life of the administrators are considered. This most appropriate approach to this administrative behavior is the framework of motivators and rewards (Haque, 1990: 59).

The traditional view of the human behavior in organization is based on the assumption that people feel inclined to work if they are rewarded with money. However, monetary incentive is still considered to be a potent motivator in almost every case. Gradually, motivation was believed to be tied with the conditions of work and recognition (ibid:60). Understanding what motivates employees and how they were motivated was the focus of many researchers. Since the development of concept of motivation in 1950s a significant number of theories on motivation were formulated. Here we will discuss the theories of work motivation.

2.8.1. Theories of Work Motivation

Theories discussed here can broadly be classified into three categories of motivation: Need; Cognitive and Reinforcement. Theories under the need category- Maslow's Need Hierarchy Theory, Alderfer's ERG theory and Herzberg's Two Factor Theory will be discussed. Vroom's Expectancy theory, Adam's Equity theory and Goal setting theories will be discussed under motivation theory of cognitive category. Skinner's Reinforcement theory will be discussed under the category motivation theory of reinforcement.

2.8.2. Need Theories

2.8.2.a. Maslow's Need-Hierarchy Theory

Human needs are the most pervasive notions in the area of work motivation. And one of the most popular theories of work motivation is Abraham Maslow's need hierarchy theory. Maslow introduced this theory in 1943, however the need hierarchy theory

emerged as an appealing model of human behavior in the organizations in 1960s (Porter, 1987: 43). Maslow argued that any comprehensive theory of human motivation must take into account the individual as whole. His model of human motivation consists of two fundamental premises: firstly individuals are primarily 'wanting' creatures, motivated by a desire to satisfy certain specific types of needs and the second premise is those need of human are universal across various populations and that they are arranged sequentially in hierarchical form. That is once the lower order needs are satisfied, the individual moves to satisfy next higher-order needs. Maslow (1943 quoted in Haque 1990) categorized human needs into five types in hierarchical order (higher and lower order). Lower order needs, satisfied externally, include physiological and safety needs while higher order needs are satisfied internally and include social, esteem and self-actualization needs. Maslow's (1943) Need Hierarchies are described here.

1. **Physiological needs:** Needs that are essential for survival, and include food, drink, shelter, clothing and similar other requirements. These needs are placed at the lowest level.
2. **The safety or security needs:** These needs are placed at the next level. Workers seek an assurance of satisfaction of physiological needs and the need for protection against danger. Thus, Safety needs refer to security of job, pension and physical security.
3. **Social or Belonging needs:** The middle level of the hierarchy is occupied by Social or Belongingness needs that include the human desire for association with others. Maslow calls these 'the love and affection and belongingness needs' which emphasize friendship, affection and acceptance.
4. **Esteem or Status or Ego needs:** At the next higher level, refer to the desirability, self-esteem, prestige, recognition and the satisfaction of ego.
5. **Self-actualization or Self-realization needs:** At the top of the hierarchy are the self-actualization or Self-realization needs that relate to self-development, self-expression, self-fulfillment and creativity, and bring people closest to the realization of their potentials.

Maslow (1943) shows that people are motivated by inner needs and needs form a hierarchy from most basic (biological and safety needs) to higher-order (self esteem and

self-actualization). When one need is satisfied then next need become dominant. In any organization if the employees are to be motivated the first of all the top management must understand what level of hierarchy that person is currently on and focus on satisfying those needs at or above that level. When needs are not met, people become frustrated. Maslow's theory implies that base pay must be set high enough to provide individuals with the economic means to meet their basic needs. Incentive pay is motivating to the extent that it is attached to achievement and recognition. The need hierarchy explained by Maslow is shown in Fig-2.

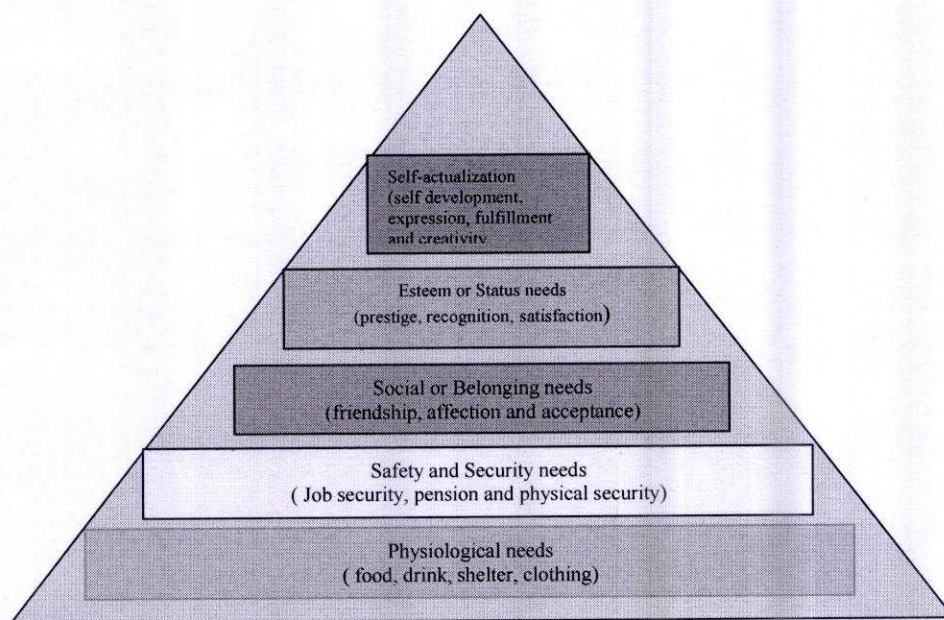


Figure-2: Maslow's Need Hierarchy Model

2.8.2.b. Alderfer's ERG theory

In 1972, Clayton Alderfer came out with an interesting modification of Maslow's theory of motivation (Petri, 1986: 344). Instead of Maslow's five hierarchical level of motivation Alderfer argued that there are three core need, viz. Existence, Relatedness and Growth (ERG), and thus this model has become known as the 'ERG theory'. Alderfer's three basic need levels are as follows:

1. **Existence needs:** These needs include those required to sustain human existence.

This category relate to Maslow's lower order needs (physiological and safety

needs). Existing needs can be satisfied by pay, fringe benefits, and safe working condition.

2. **Relatedness needs:** These needs include those required to maintain meaningful social and interpersonal relationship. This category relates to Maslow's belongingness need and can be satisfied by social attachments and group membership involving coworkers, supervisors, family and friends.
3. **Growth needs:** these category of needs relate to Maslow's higher order needs (self-esteem and self-actualization) and can be satisfied through the search for personal and career development through creative works and non work activities.

Like Maslow, Alderfer suggests that individuals move up the need hierarchy as the lower-level needs become satisfied (satisfaction-progression). However, Alderfer proposed that in addition to this satisfaction-progression process individual can also move down the hierarchy under certain conditions (frustration-regression). For example, if a manager get continually rejected with her new project will become frustrated with her job. ERG theory predicts that this manager will eventually adapt to frustration by moving down the hierarchy and consequently directing her energies to lower order need fulfillment. So this manager might focus on pay and job security instead of creative work assignments and as a result productivity and efficiency will decline (Petri, 1986: 344).

2.8.2.c. Herzberg's Two-Factor Theory

Frederick Herzberg and his associates (F. Herzberg, B. Mausner and B. Synderman, 1959) developed the Two-Factor theory of motivation (also known as Herzberg's Motivation-Hygiene theory) based on job satisfaction studies of 200 accountants and engineers in Pittsburgh, USA. According to the two factor theory people are influenced by two factors in the work place. One set of factors cause job satisfaction, while a separate set of factors cause dissatisfaction. Job satisfaction and job dissatisfaction acted independently of each other. Herzberg found that the factors causing job satisfaction (and presumably motivation) were different from those causing job dissatisfaction. He called the satisfiers motivators and the dissatisfiers hygiene factors, using the term "hygiene" in the sense that they are considered maintenance factors that are necessary to avoid

dissatisfaction but that by themselves do not provide satisfaction. Two-factor theory distinguishes between motivators and hygiene factors.

- **Motivators** which give positive satisfaction did not cause dissatisfaction with their absence, but led to satisfaction when present. These are called Motivating factors or satisfier. These factors result from intrinsic conditions of the job itself, such as recognition, achievement, responsibility, advancement, personal growth etc. These intrinsic factors relate to employees' perceptions and attempt to define their need and value system. These factors are needed in order to motivate an employee into higher performance (Petri, 1986).
- **Hygiene factors** which do not give positive satisfaction and do not lead to motivation, but their absence cause dissatisfaction. These hygiene factors result from extrinsic conditions which include company policy, supervisory practices, relationships with boss, work conditions, salary, security, relationship with peers and personal life of the employees etc. Hygiene factors are needed to ensure an employee does not become dissatisfied (ibid).

Herzberg reasoned that because the factors causing satisfaction are different from those causing dissatisfaction, the two feelings cannot simply be treated as opposites of one another. The opposite of satisfaction is not dissatisfaction, but rather, no satisfaction. Similarly, the opposite of dissatisfaction is no dissatisfaction. The two types of factors identified by Herzberg and his associates corresponds roughly to the higher and lower level needs categorized by Maslow.

This Two-Factor theory of motivation states that provision and maintenance of hygiene factors is essential for obtaining a minimum level of employee performance by satisfying the lower level needs. The motivating factors must be provided in order to secure outstanding level of performance from the employees. If the motivation-hygiene theory holds, management not only must provide hygiene factors to avoid employee dissatisfaction, but also must provide factors intrinsic to the work itself in order for employees to be satisfied with their jobs.

2.8.3. Cognitive Theories

2.8.3.a. Vroom's Expectancy Theory

The expectancy theory says that individuals have different sets of goals and can be motivated if they have certain expectations. This theory is about choice, it explains the processes that an individual undergoes to make choices (Petri, 1986). In organizational behavior study, expectancy theory is a motivation theory first proposed by Victor Vroom of the Yale School of Management in 1964. The expectancy theory of motivation suggested by Vroom, unlike Maslow and Herzberg, does not concentrate on needs, but rather focuses on outcomes. Whereas Maslow and Herzberg look at the relationship between internal needs and the resulting effort expended to fulfill them, Vroom separates effort, which arises from motivation, performance, and outcomes. Vroom's expectancy theory is based on the belief that employee effort will lead to performance and performance will lead to rewards, often referred to as outcomes. The theory suggests that individual people have different goals and can be motivated if

- there is a positive correlation between effort and performance, where effort will lead to performance, and
- a good performance will lead to a desirable reward, and
- this desirable reward will satisfy an important need, and
- the desire to satisfy the need is strong enough to make the effort worthwhile.

Vroom's theory assumes that behavior results from conscious choices among alternatives whose purpose it is to maximize pleasure and to minimize pain. Together with Edward Lawler and Lyman Porter, Vroom suggested that the relationship between people's behavior at work and their goals was not as simple as was first imagined by other scientists. Vroom realized that an employee's performance is based on individual factors such as personality, skills, knowledge, experience and abilities. Vroom's expectancy theory is based upon the following three beliefs: valence, instrumentality and expectancy, and thus it is known as Vroom's **VIE** (valence-instrumentality-expectancy) theory of motivation (Petri, 1986 and Steers & Porter, 1987).

Valence: is the strength of an individual's preference for a particular outcome, which refers to the emotional orientations people hold with respect to outcomes which could be

good pay, good bonus, job security, promotion and growth, working conditions, appreciation of work done, fairness, good welfare, etc. The important thing is that organizations must discover what employees value and provide them with what they value (ibid).

Instrumentality: Instrumentality focuses on the probability of securing the desired outcome, following successful completion of the task. Employees will put in more effort if they believe that performing well, will lead to a desired outcome. Instrumentality is based on the belief that *"if I complete certain actions then I will achieve the outcome"* or *"if I do a good job, there is something in it for me"*. Performance related pay (PRP) initiatives is based on instrumentality. In this situation, organizations must ensure that promises of rewards are fulfilled and that employees are aware of that (ibid).

Expectancy: Expectancy refers to the fact that employees have different expectations and levels of confidence about what they are capable of doing. It is based on the strengths of a person's belief about whether or not a particular job performance is attainable. Hence, organizations must try to discover what resources, training, or supervision employees need and provide them with what they need (ibid).

Vroom says that motivation is the result of interaction of employee's beliefs about Expectancy, instrumentality, and Valence which can be expressed as

$$\text{Motivation} = \text{Valence} \times \text{Expectancy (Instrumentality)}.$$

Vroom's motivation theory suggests that people always behave in the present based on the expected valued outcomes they may receive in the future if a particular level of job performance is achieved. If valued outcome is unlikely to attain, effort and performance will decline. If a valued outcome is attainable, then employees are more likely to increase their efforts which may result in jobs well done so that they may have the opportunity to obtain the valued outcomes they prefer.

2.8.3.b. Adams' Equity Theory

John Stacey Adams' (1963) Equity theory is also helpful to understand motivation to perform in organizations. Equity theory is considered as one of the justice theories. The belief is that people value fair treatment which causes them to be motivated to keep the fairness maintained within the relationships of their co-workers and the organization (Greenbars, 1983, cited in Petri, 1986). The structure of equity in the workplace is based on the ratio of inputs to outcomes. Inputs typically include: Effort, Loyalty, Hard Work, Commitment, Skill, Ability, Adaptability, Flexibility, Tolerance, Determination, Enthusiasm, Trust in superiors, Support of colleagues, Personal sacrifice, etc. while outcomes typically include Financial rewards (salary, benefits, perks, etc.) and intangibles like Recognition, Reputation, Responsibility, Sense of Achievement, Praise, Stimulus, Sense of Advancement/Growth, Job Security etc. The theory is built-on the belief that employees become de-motivated, both in relation to their job and their employer, if they feel as though their inputs are greater than the outputs. Employees can be expected to respond to this in different ways, including de-motivation (generally to the extent the employee perceives the disparity between the inputs and the outputs exist), reduced effort, becoming disgruntled, or, in more extreme cases, perhaps even disruptive (Petri, 1986).

The individuals have an innate tendency to compare their job inputs and corresponding outcomes with those others and then respond so as to eliminate any inequalities. Employees are motivated when perceived outcomes are equal to perceived inputs such as effort and energies. If employees perceive that others are paid more for the same effort, people will react negatively to correct the dis-equilibrium in the output-to-input balance. Accordingly, performance inputs and expected outputs must be clearly defined because employees evaluate the adequacy of pay via comparisons with other employees.

Much like the five levels of needs determined by Maslow and the two factors of motivation as classified by Herzberg (intrinsic and extrinsic), the Adams' Equity Theory of motivation states that positive outcomes and high levels of motivation can be expected only when employees perceive their treatment to be fair. The idea behind Adams' Equity

Theory is to strike a healthy balance here, with outputs on one side of the scale; inputs on the other - both weighing in a way that seems reasonably equal.

2.8.3.c. Goal Setting Theories

Goal setting is a powerful way of motivating people. In fact, goal setting theory is generally accepted as among the most valid and useful motivation theories in industrial and organizational psychology, human resource management, and organizational behavior. Dr Edwin Locke's pioneering research on goal setting and motivation in 1968 had come out with the theory in his influential article "Toward a Theory of Task Motivation and Incentives". He stated that employees were motivated by clear goals and appropriate feedback. Locke went on to say that working toward a goal provided a major source of motivation to actually reach the goal - which, in turn, improved performance (Locke, 1968, cited in Petri 1986).

Locke's research showed that there was a relationship between how difficult and specific a goal was and people's performance of a task. He found that specific and difficult goals led to better task performance than vague or easy goals. Locke pointed out that as a process, goal setting not only affects the work itself but can also stimulate employees to try to discover better methods of doing the work (Locke 1968, p.186 cited in Petri 1986, 356). Hard goals are more motivating than easy goals, because it's much more of an accomplishment to achieve something that you have to work for.

Locke suggested that the very process of involving workers in goal setting can result in increased motivation and performance. From a motivational point of view, goal setting is closely related to expectancy theory- specifically, the VIE framework. For goal setting to be effective, the individual would presumably find the attainment of a challenging goal to desirable outcome (ibid). Thus goal setting is a motivational strategy essentially provides the same framework for explaining why workers initiate, direct and sustain work-related effort as does expectancy theory.

A few years after Locke published his article, another researcher, Dr Gary Latham, studied the effect of goal setting in the workplace. His results supported exactly what

Locke had found, and the inseparable link between goal setting and workplace performance was formed (online www.mindtools.com). To motivate, goals must take into consideration the degree to which Clarity, challenge, commitment, feedback and task complexity exists. An important application of goal setting that has received widespread attention is management by objectives (MBO).

2.8.4. Reinforcement Approaches

2.8.4.a. Skinner's Reinforcement Theory

Reinforcers are any stimulus that, when contingent on a response, serves to increase the rate of responding. The main idea of the reinforcement theory is that reinforcers can control behavior. The definition has two main components: Contingency, where the occurrence of the reinforcer depends on the occurrence of the learner's response, and rate of responding, where the reinforcer serves to increase the learner's rate of responding.

Harvard psychologist B. F. Skinner (1953) constructed the reinforcement theory. The basic concept of skinner's reinforcement (behavior modification) assumes that human behavior can be engineered, shaped, or altered by manipulating the reward structure of various forms of behavior. This process is called positive reinforcement. Performance standards are clearly set and improvement results at least in theory from the application of frequent positive feedback and from recognition for satisfactory behavior. Negative feedback is not generally used. It is assumed that employees' desire for the positive feedback and recognition will in large measure motivate him or her to perform satisfactorily in anticipation of such rewards. According to this theory, employees are motivated as they seek to achieve reinforcements which are presented in the form of rewards or removal of an unpleasant condition.

2.9. Motivation in the Public Sector

The empirical study of public service motivation (PSM) has advanced noticeably during the decade covering the Journal of Public Administration Research and Theory's (J-PART) existence (Perry, 2000). But in Bangladesh research work on motivation is very few. Again research effort on increasing motivational values of civil servants is hardly

found. On the contrary study on motivation has attracted immense attention and interest of both academicians and practitioners of public administration as well as the business leaders of the developed nations. Ten years ago, Lois Wise and James L. Perry (ibid) published the "Motivational Bases of Public Service" in the journal- *Public Administration Review*. This was the first attempt to formalize the public service motivation construct. PSM is defined as "an individual's predisposition to respond to motives grounded primarily or uniquely in public institutions and organizations" (ibid).

Crewson (1997) using secondary data source studied public service motivation. Using descriptive and multivariate statistics, the analysis conclude that there are generalizable and stable differences in the reward motivations of public and private service motivation in the federal sector which is positively related to organizational commitment. It was found in the study that monetary incentive system remains dominant fixture in public organizations even though their utility continues to be debated by the academic community. These incentives, generally in the form of merit-based promotions and cash awards, have an underlying rationale that instilling market based incentives and values in the public sector will inspire market like efficiencies and improved effectiveness.

McCue and Gian (1997) studied relationship between job satisfaction and performance on the basis of data collected on local government finance officials in Ohio. They found that public finance officials in Ohio local government appear to be satisfied with their job but dissatisfied with organizational system for recognizing and rewarding outstanding performance. They concluded that satisfaction is a function of correspondence between expectations, aspirations, needs, and the degree to which the organization fulfills these needs and matches the expectations and aspirations.

Igalens and Roussel (1999) studied the relationship between compensation, work motivation and job satisfaction among French employees working in different universities and schools located in different part of the French. They studied two samples of exempt and nonexempt employees. The relationships between the elements of total compensation, work motivation and job satisfaction were analyzed by a structural equations model with LISREL VII. They concluded their findings with three principal

conclusions, which are (1) under certain conditions, individualized compensation of exempt employees can be a factor of work motivation, On the contrary when the relationship between effort, performance and pay rise are not perceived employees are less motivated, (2) flexible pay of nonexempt employees neither motivates nor increase job satisfaction and (3) benefits of exempt and nonexempt employees neither motivate nor increase job satisfaction.

Huston (2000) studied public service motivation and comparative study among public sector employees and private sector employees. He found that public sector employees are motivated by work motivation than pay prestige, status and power in comparison to private sector employees.

Selden and Brewa (2000) studied on work motivation in the senior executive service of the US Federal government. They came to a conclusion that work motivation is a difficult concept to define and operationalize. Scholars have portrayed work motivation as unifying concepts that links together a network of subordinate concepts (e.g. goals, individual performance, rewards, job satisfactions and organizational containment). With empirical research they found that job satisfaction is associated significantly with positive organizational consequences. Individuals with higher level of job satisfaction are more committed to organization reinforcing the linkage between job satisfaction and organizational commitment.

Katzel and Thompson (1990b, 151 quoted in Selden and Brewer 2000) recently concluded that “..... the various theories of motivation are individually incomplete and it would be desirable to integrate them into a comprehensive framework...” for empirical testing. However research work on motivation has improved our understanding of the concept, and it has helped produce tools to motivate employee performance (Selden and Brewer 2000).

Islam (2002) studied on 102 respondents serving at various levels (assistant secretary to joint secretary and equivalent) of public service of Bangladesh. His research hypothesis was motivation and productivity is positively correlated. Increased motivation contributes

to improved individual performance and productivity. The study result revealed the hypothesis and unfolded potentials of motivation in reinforcing positive behavior, weakening negative behavior.

Norris (2004) studied work values, experience, job satisfactions among government workers. He studied whether public and private sector employees in many countries differ in their motivational values, employment experiences and job satisfactions. He found that private and public sector employees motivated with different sense of accomplishment. Public sector employees have a stronger sense of fulfilling a useful role that contributes to society.

Kadzamira (2006) studied on teacher motivation and incentives in Malawi. He found that teacher motivation and job satisfaction are strongly determined by both pecuniary factors such as levels of pay and other material benefits in particular living and working conditions of service. He also pointed that due to low motivation teacher absenteeism, high teacher turnover, professional misconduct is happen which affect performance and threaten to achievement of quality education in Malawi.

Jahan (2006) identified some motivating and de-motivating factors of the BCS. She came out with some interesting findings. Most of the prospective candidate from both urban and rural identified inadequate salary as a major obstacle in joining the civil service. They also found the job environment too rigid to allow doing something creative. Job security is considered as the most important motivating factor to join BCS and She also pointed out that 45 percent of entry level civil servant thinks job security and 55 percent of them think status and power motivates them to work in civil service, but 27 percent of mid level civil servant think job security and 14 percent of them think status and power motivate them to work in the civil service. She found politicization and corruption de-motivating factor. Salary is no longer a attraction to join BCS because the salary is too low. The most interesting finding of the study is that despite existence of various de-motivating factor meritorious and bright students are still attracted to civil service and the only attraction is job security in BCS. Motivational approaches are also linked with the level of performance. She also pointed out that 45 percent of entry level

civil servant thinks job security and 55 percent of them think status and power motivates them to work in civil service, but 27 percent of mid level civil servants think job security and 14 percent of them think status and power motivate them to work in the civil service. From study results it is evident that de-motivating factor is strong enough to overshadow motivating factors.

Newaz, Ali and Akhter (2007) studied the employee perception regarding turnover decision making in context of banking sector of Bangladesh. They interviewed 100 bank employees of whom 62 are male and 38 are female. The respondents were from 8 different commercial banks. They concluded that most of the respondents leave the job because their effort is not appreciated and recognized. Other things play roles in making decision for leave are poor career growth, learning and development opportunities. Fair pay and creativity compensation is expected by the employees.

2.10. A Framework for Analysis

There are a number of theories of motivation of which some highly developed or widely accepted theories are discussed in this chapter. Motivation is always very complex topic dealing with human behavior. For analytical purpose this study should be placed within some meaningful conceptual framework. Such a framework would serve as a vehicle to organize and explain our findings. A core purpose of any theory is to organize in a meaningful way the major sets of variables associated with the topic under study. But till this day there is no such unifying theory exists for analyzing organizational or work motivation. There are a set of different theories that address themselves to one or more of these sets of variables, none of which, however is completely and thoroughly comprehensive (both in terms of hypothesized interaction effects among the variables and in terms of accounting for a diverse array of evidence (Steers & Porter 1987, p. 579)).

To analyze the responses collected from the practicing civil servants of BCS, in the light of the above, no master theory can be used. Because each theory of motivation suggests different dimensions in the work related motivation. Again many of the theoretical

approaches are complementary rather than contradictory (ibid). So it is very difficult to choose the best theory rather it is good to see which theory relatively better speaks about the study under consideration.

Under the theory of motivation we discussed three broad categories of motivation theory, viz. *need theory*, *cognitive theory* and *reinforcement theory*. Maslow's Need Hierarchy theory, Alderfer's ERG theory and Herzberg's Two Factor theory discussed under need approach basically suggests the same thing and a strong emphasis is placed on the characteristics of individual though job related and work environment variables are not ignored. Alderfer's ERG theory is the modification of Maslow's theory while Herzberg's theory builds up on the lower level and higher level needs suggested by Maslow. These theories prioritize the needs fulfillment for improving organizational performance improvement. Say, if an employee is provided the opportunity to fulfill his need (self actualization) will respond positively to remain in the organization and to improve its performance. So it can be seen how this approach of motivation can be applied to analyze the responses from the civil servants.

Vroom's Expectancy Theory, Adam's Equity theory and Goal Setting theories are discussed under motivation theory of *cognitive approach*. Expectancy theory says that individuals have different sets of goals, beliefs and expectations. This theory is based on the belief that employee effort will lead to performance and performance will lead to rewards, often referred to as outcomes. That is employees always look into what outcomes they get in it in respect of input they have given. The expectancy theory focuses fairly explicitly on work environment influences on performance, particularly those relating to rewards. In fact employees can be motivated with rational reward system for their performance. On the other hand Adams' Equity Theory of motivation states that positive outcomes and high levels of motivation can be expected only when employees perceive their treatment to be fair. The idea behind Adams' Equity Theory is to strike a healthy balance here, with outputs on one side of the scale; inputs on the other - both weighing in a way that seems reasonably equal.

From a motivational point of view, goal setting is closely related to Expectancy Theory- specifically, the VIE framework. It suggests that hard goals are more motivating than easy goals, because it's much more of an accomplishment to achieve something that you have to work for. The basic concept of Skinner's Reinforcement (behavior modification) assumes that human behavior can be engineered, shaped, or altered by manipulating the reward structure of various forms of behavior.

Each of the theories of motivation has some ability to explain motivation in the work situation and hence the motivation in the BCS. As it has been mentioned earlier that various parts of the theories are complementary in many ways, theories can be used simultaneously to explain the work related behavior of the individuals. Say, an individual who has a strong need for achievement may also make equity comparisons with their peers regarding how their peers are being rewarded for the similar inputs. At the same time, managers also observe that different individuals are motivated by different stimuli. So their choices must be taken into consideration. In this view point for a comprehensive analytical purpose, as each of the major approaches to motivation provides an important perspective of individual and organizational behavior, therefore a blend of the theories discussed in this chapter will be used in this study to analyse the findings.

For analyzing motivation in Bangladesh Civil Service here we propose an analytical framework blending the theories of motivation which will be used in this study for analysis of findings (Fig-3). It is very clear from the framework that many theories explain the same stimuli for motivation in different aspects. Hence we cannot ignore any relevant theories rather we blend them to analyze the motivational approaches from different angles.

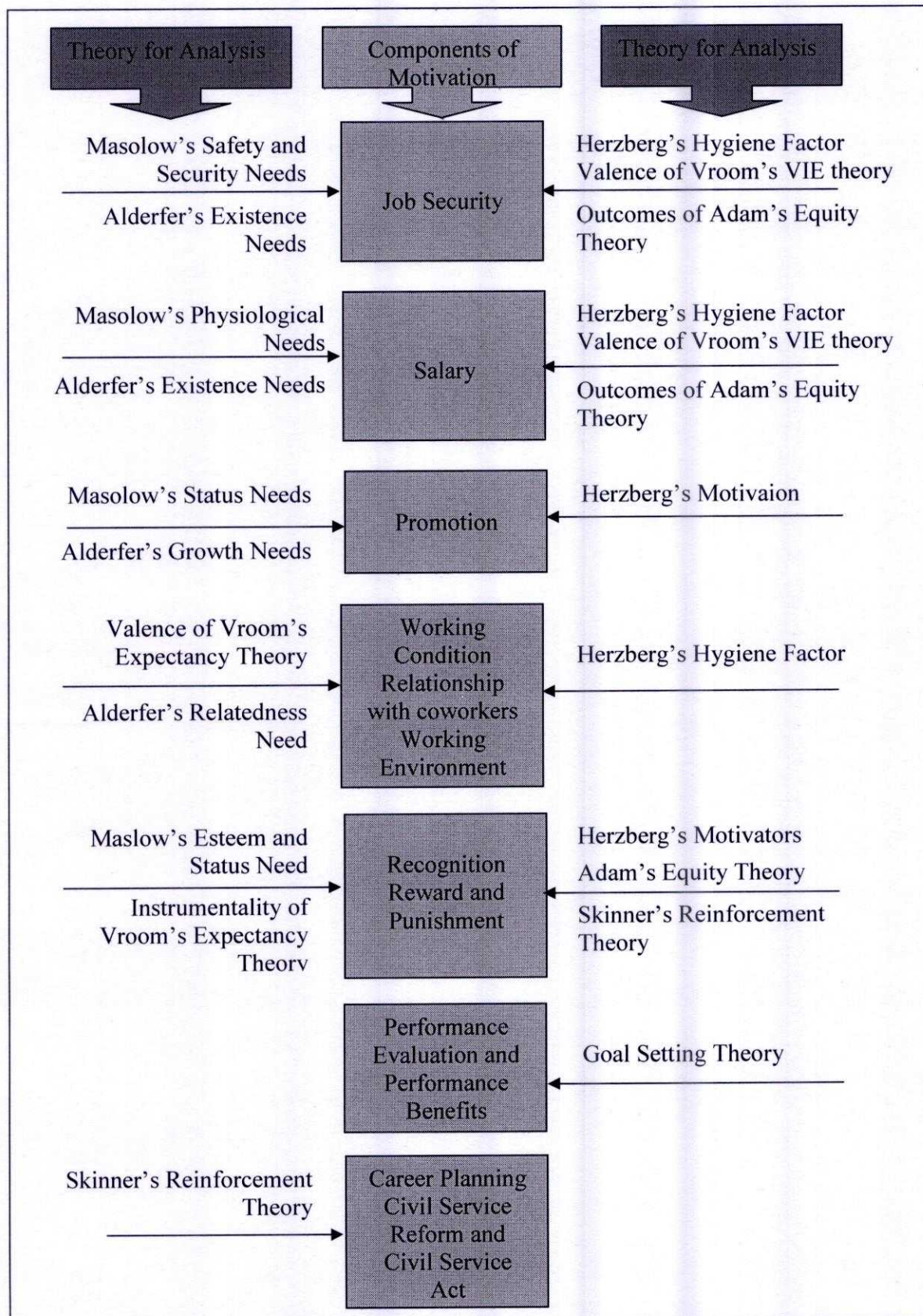


Figure-3: Framework for analyzing Motivational aspects in Bangladesh Civil Service

3.1. Introduction

Over the period of time different reform actions were taken to improve the individual as well as organizational performance of the civil service. In those initiatives incremental measures were taken to improve the motivation and morale of the civil servants. But it has been observed that there remains a huge gap between the concepts and the reality. This chapter endeavors to focus on that concepts and reality gap to assess the overall scenario of motivational approaches taken by the government. As discussed in the previous chapter, different theories and research depict that individual performance depends on the extent of how an employee is motivated and hence the organizational performance. Whatever the philosophy of the government for civil service is, it must emphasize on the motivational and morale value of the civil servants. Motivation as defined earlier encompasses a broad and diversified dimensions. But in this chapter the issues which are given focus are: job security, salary and benefits, career prospects and promotion, job rotation, training, performance appraisal, rewards and punishment etc.

3.2. Job Security

One of the prime concerns of an employee in any organization is how secured one's job is. Job security means what are the legal protection an employee has regarding retention in the job. If an employee has to be concern about the job security then it seriously affects his on his/her work performance. In general the Constitution of Bangladesh is the main source of job security of public servants. Articles 133-136 of the Constitution state about the appointment, tenure, dismissal and reorganization of the services of the Republic. Article 134 states that except as otherwise provided by this constitution every person in the service of the Republic shall hold office during the pleasure of the President. Again Article 135(1) state that no person who holds any civil post in the service of the Republic shall be dismissed or removed or reduced in rank by an authority subordinate to that by which he was appointed. And Article 135(2) states that no such person shall be dismissed

or removed or reduced in rank until he has been given a reasonable opportunity of showing cause why that action should not be taken.

The Government Servants (Discipline and Appeal) Rules, 1985 deals with discipline, conduct etc. of a public servant. The major punishments under rule 4(3) of these Rules are a) reduction to lower post or time scale, b) compulsory retirement, c) removal from service and d) dismissal from service. There is no provision in the Rules to punish a public servant without giving him opportunity to show cause and defend himself. If a person is aggrieved of the decision of authority regarding the punishment he can lodge appeal to a competent authority as per the provision of the rules 16-22. In the process of this rules the president is the last resort. The aggrieved person can apply to the President to review or revise the order so passed against him. As per the provision 9(2) of The Public Servants (Retirement) Act 1974 government can impose compulsory retirement to a public servant without showing any cause on his completion of 25 years in the service of the Republic.

The discussion above very nicely clarifies how secured the job of the servants of the Republic remains. The civil servants enjoy a very good job security. The only tension touches them when they reach at 25 years of service length when the Government may remove him at any time without showing any cause. Due to this reason basically the senior civil servants of the rank and status of the Joint Secretary and above feel very unsecured, because with political or unknown reasons many officers lose their job and they are not provided with any opportunity to know the reasons behind such decision.

3.3. Pay and Benefits

The basic framework of public service pay in Bangladesh is i) basic pay, ii) allowances and iii) perks. Basic pay is defined as the amount drawn monthly by the government servants (Ali, 2007:59). Basic pay is usually linked with employee's post and position. In addition to the basic pay government employees receive different types of allowances like house rent allowances and medical allowances in common with some other allowances. Perks are the in-kind benefits that government employees receive linked to their position, posting, duty and responsibility. This include transport, telephone, travel,

insurance etc.. The government employees also receive retirement benefits like gratuity and pension at the fixed rate linked with their last basic pay and length of service.

3.3.1. Market scenario of pay in Bangladesh

A significant aspect of Bangladesh's current reality is that three different pay structure has emerged in the country (Islam,1999). 1) international pay scale, which is limited and confined mainly to top positions in foreign companies, donor agencies, international organizations, foreign NGOs, expatriate consulting work, etc. In this scale employees are compensated at rates that are closer to those prevailing in the developed countries. International pay scale in Bangladesh is lucrative even for foreigners, because living costs in Bangladesh are lower than those in the developed countries. 2) private sector pay scale, which applies, in varying degrees, to private sector commercial enterprises in Bangladesh, other private organizations, many NGOs, etc. The private sector pay scale is much lower than the international pay scale, but it is also generally higher than the "government pay scale," and 3) the Government pay scale, which is paid to the public servants in 20 different grades. The ratio of the 1st and the 20th grade pay scale is 9.58: 1 as per the national pay scale of 2005, in which minimum salary was Tk.2400 and maximum Tk. 23000. This scale much lower than the private sector pay scale and very insufficient to meet the basic food and health care costs. On an average the ratio of public and private sector salary is 1:5-7 (World Bank, 1996).

Islam (1999) described that co-existence of these three pay scales is destabilizing and is a potential force for disequilibrium in the employment scenario in the country. However this disequilibrium has adjusted by the service factor market and a sort of equilibrium has evolved which is a bad equilibrium and very much related with the ethics, integrity and honesty. The equilibrium is bad because the way it has attained is not very fair. For the equilibrium either price of the product or the quantity and quality of the product have to be adjusted. Since the government pay scale is rigid the adjustment generally achieved at the cost of quantity and quality. It is often said that the government salary is just to induce people to "attend" office. Any "work" to be done in office requires "extra remuneration." Some government employees probably think that the pay is not enough even to attend office full time and so decide to cut down on the time they actually spend

in their office. This is a well-known aspect of the equilibrium and hence does not need much elaboration here.

3.3.2. Pay Reform Initiatives

Changes in Pay structure of Bangladesh public service have been made by the government in 1973, 1977, 1985, 1991, 1997 and 2005 through the constitution of National Pay Commission (NPC). Based on the recommendation of the NPCs, government increase the salary and allowances of the civil servants, but never adjusted the market price or inflation or consumer price index (CPI). On the basis of the recommendation given by the ASRC, the 1st NPC recommended 10 grades of pay with minimum pay Tk. 130 and the maximum pay Tk. 2000 which was implemented (Obaidullah, 1999:79). But this decision affected a good number of civil servants who were drawing pay above Tk. 2000 (Ali, 2007:70). It is mentionable that before first NPC maximum salary was Tk.3000. The 2nd NPC named as Pay and Services commission (P&SC) reported that due to spiraling inflation the cost of living for middle class in July 1975 rose to 414.83 compared to 100 for the base year 1969-70. At the end of July 1976 Tk.2000 became worth Tk.537.61 in terms of real purchasing power (ibid). Based on the study P&SC recommended significant rise of maximum pay worth Tk. 4000 and minimum pay Tk. 230 with 52 grades of pay instead of 10 grades recommended by 1st NPC. But the recommendation of P&SC was implemented with 20 grades of pay, where minimum pay was Tk. 225 and maximum pay Tk. 3000 (ibid: 85)

In the span of nine years (1977-1985) the standard of living of all government employees eroded by 282.4 per cent (ibid:86). Considering the fact the 3rd NPC in 1984 recommended 20 grades of pay and for minimum pay Tk. 660-1076 and maximum pay Tk.7500 (fixed). Government implemented the recommendation fixing the minimum pay Tk.500 and maximum pay Tk.6000 with effect from (w.e.f.) from 1.6.1985. The 4th NPC in 1989 recommended for minimum pay scale of Tk.1200-18X36-1848 and maximum pay Tk.13500. The recommendation was implemented w.e.f. 1.7.1991 fixing minimum pay Tk.900-18X35-1530 and maximum pay Tk.10000. The 5th NPC in 1996 recommended for minimum pay Tk.1850-70 X18-3110 and maximum pay Tk.18000 (fixed), which was implemented w.e.f. 1.7.1997 with minim pay 1500-50X18-2400 and

maximum pay Tk. 15000 (fixed). The 6th NPC in 2004 recommended for minimum pay Tk. 2800 and maximum pay Tk. 27500, which was implemented w.e.f. 1.7.2005 with minimum pay Tk.2400 and maximum pay Tk. 23000 (fixed)⁴. It is evident from the above discussion that there was a significant gap between the recommendation of the NPCs and the government implementation of pay scales.

3.3.3. Minimum Salary and Living Wage

By living wage Bangladesh government has meant minimum amount of taka necessary to meet the expenditure of a family of four adults (NPC 1973 cited in Obaidullah 1999:88). But the calculation of minimum pay has remained illusive issue over the years. Though the minimum salary was determined on the basis of calorie necessary per day per person considering a family of 4 person including husband, wife and children, *(old father and mother were never considered as family members)*, still then government never provided the NPCs recommended pay. Department of Nutrition Survey in 1962-64 calculated minimum Taka necessary for a family of four adults for food was Tk.185, but in very unrealistic way the after nine years (1964-1973) 1st NPC in 1973 determined the minimum pay Tk.130 which did nothing to offset the extent of erosion of standard of living (Obaidullah, 1999: 88). In the context of 1976 when the Report of the Pay and Service Commission was under preparation the cost of balanced diet for adult person was considered to be Tk. 67.37 per month (to this may be added Tk. 13.47 to cover the cost of fuel, clothing and other essential items). The monthly amount required for a family of three adults therefore was Tk. 242.52 (ibid:73). But government fixed the minimum salary Tk.225. A comparison between calculation of cost of balanced diet by the NPC 1973 and P & SC 1977 is shown in table-3.1.

⁴ For detail see Pay Scale Manual 2005, Ministry of Finance, Government of Bangladesh, p.130-147.

Table-3.1: Comparison of balanced diet and their prices as per NPC 1973 and P & SC 1977

Food Items	Estimated minimum monthly cost of Food intake of an average adult based on nutrition survey 1962-64 as per NPC 1973			Estimated minimum monthly cost of balanced diet for an adult male (sedentary worker) as per P & SC 1977		
	Quantity Consumed	Average price	Cost	Quantity Consumed	Average price	Cost
Unit/head->	Seer/month	Tk./seer	In Tk.	Seer/month	Tk./seer	In Tk.
Cereal: Rice	11.70	0.75*	4.88	7.20	2.25	16.20
Wheat		0.61*	3.97	0.64	1.75	11.20
Sugar**	0.38	2.12*	2.27	--	--	--
Edible oil	0.44	4.00*	3.20	1.00	12.00	12.00
Potatos	1.02	1.00	1.02	3.00	1.84	5.52
Pulses	0.85	2.50	2.13	0.24	2.80	6.30
Vegetables	4.33	1.00	4.33	4.00	1.00	4.00
				2.40	1.40	3.15
Fruits	0.56	2.00	1.12	1.50	12.00	3.00
Meat and eggs**	0.71	6.50	4.60	--	--	--
Fish	1.35	5.00	6.75	1.00	6.00	6.00
Milk**	1.71	2.00	3.42	--	--	--
Spices**	0.32	2.50	0.80	--	--	--
Add Fuel, clothing and other essentials			7.70			13.47
Total cost			46.19			80.84
Total monthly cost	A family of 4 person		184.76	A family of 3 person		242.52

Sources: National Pay Commission (1973:78) and Pay and Services Commission (1977:24 gouted in Obaidullah 1999: 79 & 74).

Note: * ration price. Rice 6.50 seer, wheat 6.53 seer, sugar 1.07 seer and edible oil 0.8 seer per person was available in ration shop.

** items not taken into account in formulating balanced diet by NPC 1977

1 seer =933 gms= 0.93 kg

It is evident from the table that the P & SC1977 reduced the family size from 4 person to 3 persons and without showing any reason they cut some very essential item for a balanced diet like sugar, milk, meat, egg etc. which were taken into account in calculating minimum cost by NPC 1973. Eating a minimum amount of egg, milk, meat, sugar etc. is not very luxurious rather very essential items for a nutritious diet. The last Bangladesh Household Survey (BDHS) 2007 reported that height of 43 percent children under 5 and weight of 41 per cent children under 5 is below the minimum standard level. BDHS also reported that 30 percent women of ages 15-49 are suffering from malnutrition⁵. Due to increasing price hike and inflation most of the government employees are facing food

⁵ see the daily *Prothom Alo*, 28 March 2009 p.13

insecurity and hardly any of the government employees can take necessary nutrition which will ultimately lead Bangladesh toward country of malnutrition and diseases

In 1985 when modified scale of pay came into effect the lowest salary should have been Tk.638.38 for food only, if it were to be adjusted with the existing inflation rate (Obaidullah, 1999: 88). But 3rd NPC in 1984 recommended for minimum pay Tk. 660-1076. But government provided minimum pay of Tk.500.⁶ In 1991 government fixed the minimum salary at Tk.900 which was worth Tk.530.92 in real value i.e. only Tk.30.92 more than of previous minimum scale of 1985 (Obaidullah, 1999:89). In 1997 when new pay scale was declared by government claiming that government had given 27 percent rise in new pay scales which are consistent with existing inflation (ibid:91). But World Bank reported that inflation rate increased to 48 percent considering the 1991 as base year(ibid). It is interesting to note that whenever government increases the salary the lowest salary always remained below the amount recommended by the Pay Commission. So there remains hardly any scope to maintain their family rather than maintaining arbitrarily. Based on a survey the World Bank Group 1999 reported that the supplement their government salary with other sources of income as-

13 percent respondents reported bribe as a source

7 percent of the respondents reported second job as source

10 percent of the respondents reported savings from training/travel etc as source

4 percent of the respondents reported income from property as a source

45 percent of the respondents reported inherited property as source

21 percent of the respondents reported wife's income as source

So it is evident from the discussion that the revision for increasing the salary never worked as a safeguard for living wage of the lowest paid employee in terms of inflation, continuous price hike and price of the essential commodities. Thus the government of Bangladesh glaringly violates the universally acknowledged principle to which Bangladesh also concur in principle that whatever may be the resource condition, government must pay that salary which ensures minimum subsistence to its employees(Obaidullah,1999:89).

⁶ For detail see Pay Scale Manual 2005, Ministry of Finance, Government of Bangladesh

3.3.4. Nominal Salary versus Real Salary

Due to continuous price hike and glaring huge increase of inflation a large gap between nominal salary and real salary has been created, which has resulted in grave sufferings of government employees. The World Bank (1996) in a study reported that this erosion of money caused more sufferings to those at the top level of the scales than those at the lower level. It is found that in 1994 in terms of 1962, the basic pay of a Secretary has declined by 87 percent while that of a peon declined by only 43 percent. The study has shown that in terms of real salary between 1962 and 1994, salaries of Secretaries, Joint Secretaries and Deputy Secretaries suffered a sharp decline (Table-3.2).

Table-3.2: Nominal and Real Salaries for Top Secretariat Officials (Tk./month)

Year	CPI 1969/70=100	Secretary		Joint Secretary		Deputy Secretary	
		Nominal	Real	Nominal	Real	Nominal	Real
1962	71	3000 (\$667)	3000	2300 (\$511)	2300	1525 (\$339)	1525
1972	182	3000	3000	2750	2750	2300	2300
1977	441	3000 (\$199)	483	2350 (\$156)	378	1850 (\$123)	298
1985	1014	6000 (\$201)	420	4750 (\$159)	333	3700 (\$124)	259
1991	1671	10000 (\$262)	425	7800 (\$204)	331	6300 (\$165)	268
1993	1740	10000	1046	8600	900	7800	816
1994	1853	10000 (260,000) * (\$250)	383	7800 (\$195)	299	6300 (\$158)	241

Source: 1. The World Bank (1996), p118; 2. UNDP (1993), p.77; and 3. Ali, (2007), p.75

Note: * What nominal salary in 1994 would be if purchasing power of 1962 salary was maintained by increasing salary on the basis of CPI.

CPI=Consumer Price Index

Over the years the purchasing power of the civil service pay decreased dramatically. It has been also pointed out by the World Bank report that in 1947 a high court judge could buy 100 tolas of gold (1 Tola= 11.6 gms.) with one month's salary, but in 1994 it can buy only 2 tolas. In 2009 a top Secretary even cannot even buy one tola of gold with one month's salary⁷.

⁷ average gold price is Tk.25,000⁷ and salary of a Secretary is Tk. 23,000. for detail see the Daily Samokal, dated 30 March 2009

3.3.5. Public Sector versus Private Sector Salary

Government employees get some salary supplements like housing or house rent allowance, transportation and some other allowances. The most important is that government employees enjoy more job security than their private sector counterparts and also retirement benefits like pension etc. So, very logically public sector salary will not be equal to the salary of their private sector counterparts. But there should be a uniform relationship to them, and should not get too far out of line (World Bank, 1996:119). The World Bank report pointed out that 1968 salaries of top management in public sector was on average higher than the private sector top management, which is shown below in Table-3.3.

Table-3.3: Civil Service and Private Sector Salaries (Tk/month)

Post	Normal Take Home Pay without Govt. Perks	Pay with Monetized Value of Perk (approx)	Comparable Private Sector Pay with Benefits	Ratio of Private Sector to Civil Service Pay
1	2	3	4	4/3
Secretary	13,080	<u>1995</u> 27,000	176,000	6.5
Jt. Secretary	11,000	22,000	107,000	4.9
Dy. Secretary	8,952	12,000	72,000	5.9
Central Government*	2,633	<u>1968</u> (exc. benefits) n.a.	2235	

Source: The World Bank (1996), p.120.

* Salary survey for top management, 1968.

But just after one year in 1969, the salary of a Secretary was Rs.3000 while average salary of chief executives in the private sector was Rs.4000. The World Bank Report also pointed out that in 1995 the private sector salaries are 5-7 times higher than those of public sector. As per the pay scales of 2005, salary of an entry level class I officer is Tk. 6800 a month, while private sector starting salaries for a similarly qualified individual (university graduate) fall in the range of Tk. 18000-24000 a month. (Jahan, 2006). Great disparity between the salaries of public and private sector will result into a failure to attract merit in the public sector. Public official must be adequately paid by the government so that government can attract and retain talent.

3.3.6. Salary–Corruption Relationship

A most crucial prerequisite of Good Governance anywhere in the world is the minimization of corruption, otherwise the very moral basis of government would quickly disappear (Siddiqui, 2006:22). But corruption is a major constraint in the way to Good Governance. Bangladesh topped the list as the most corrupt country in the global survey done by Transparency International (TI) (Muhit, 2007:229). The causes of corruption are manifold. It includes poor pay, lack of accountability and transparency, weak enforcement of mechanisms, lack of career advancement, excessive, overlapping and opaque regulations etc.

Many of the problems of Bangladesh civil bureaucracy can be linked with poor pay. Abed and Gupta (2002) stated that corruption often come in the form of econometric calculations of gains and losses of individuals and the society from changing system inputs such as salaries, risks, and sanctions (Kristiansen and Ramili 2006). Payment of high salary is not by itself a guarantee for honesty and integrity of public service, it can be confidently stated that the payment of salary which does not satisfy the minimum reasonable needs of the government servant is a direct invitation to corruption (3rd CPC, government of India, 1973 quoted in Obaidullah 1999:71). Klitgaard (1988) laid a solid foundation that provides a useful tool to identify causes of corruption as well as combat corruption (Kristiansen and Ramili 2006):

$$C = M + D - A$$

The World Bank study in 1996, expanded this equation as-

$$C = M + D - A - S$$

Where, C stands for Corruption, M for Monopoly, D for Discretion, A for Accountability and S stands for public sector salaries. Corruption flourishes when there is monopoly over clients and discretionary power on the contrary weak accountability with poor paid public servants.

3.3.7. Public Sector Pay in South and Southeast Asian Countries

In India public sector salary is reviewed in every 6-7 years but inflation a is adjusted annually/half yearly calculating CPI and paid in DA. If DA reaches to 50 percent it is added with basic pay. In January 2007 they added 35 percent to the basic salary and in

July 2007 added 41 percent to their basic salary. The government employees are also provided with Education Allowance Rs.1000 per child per month subject to a maximum of 2 children. Hostel subsidy is reimbursed up to the maximum limit of Rs.3000 per month per child. The limits would be automatically raised by 25 percent every time the Dearness Allowance on the revised pay bands goes up by 50 percent. The minimum salary is Rs.5,740 and maximum salary is Rs.80,000. a very distinct pay for Cabinet Secretary and equivalent post Rs.90,000. Salary of entry level Central service officer is Rs.21,000.

In Singapore public sector salary is 110 percent of private sector salary (World Bank, 1996). Salary is reviewed in every 5-6 years and inflation is adjusted annually. Salary of Senior Permanent Secretary in 2006 was S\$1,202,600 which was increased to S\$1,593,500 in 2007 with 32 percent increase due to inflation adjustment (Neo and Chen, 2007:372). Salary of Entry grade Admin officer in 2006 was S\$ 371,900, which increased to S\$384,000 in 2007 (3.3 percent increase) (ibid.). On the other hand in South Korea Public sector salaries is 70 percent of private sector, in Thailand Public sector salaries is 47 percent of private sector and in Malaysia Public sector salaries is 40 percent of private sector (World Bank, 1996). Japan and Singapore has a rule not to permit civil service salaries to fall below 2/3 of private sector (ibid.).

3.4. Career prospects and promotion

Promotion is the onward progression along the hierarchical ladder primarily based on seniority and merit. It is an important incentive for morale and motivation. The importance of promotion in any career service is obvious and it hardly needs any elaboration. Also it is an attraction and means for retaining talents in the service. As many other countries, promotion in the civil service of Bangladesh is based both on merit and seniority. Though it is not so modern rather outdated, even this basis is not followed in practice. It is mostly seniority-cum-subjective preferences of the bosses, because merit is judged simply on the basis of very much subjective Annual Confidential Report (ACR), which tells practically nothing about an official's performance (Siddiqui, 2006:93).

3.4.1. The Regulatory Framework of Promotion

BCS Recruitment Rules, 1981 is the basis of regulatory framework of promotion in the civil service⁸. The framework provides four authorities for deciding promotion cases depending on the level of officers. These are Public Service Commission (PSC) for promotion from grade X to IX; Special Promotion Committee (SPC) for promotion from grade IX to VI; Superior Selection Board (SSB) for promotion from grade VI to V and Council Committee on Promotion (CCP) for promotion from grade IV and above.

CCP is consisting of Cabinet Ministers while SSB is headed by the Cabinet Secretary. But in 1987 the ruling government politicized the issue by introducing the Cabinet Subcommittee on Promotions (World Bank, 1996:127). However, a Presidential decision of 1991 stipulates that all promotion cases are to be initially examined by the SSB and then routed through the CCP for final approval by the Chief Executive (Siddiqui, 2006:94).

Table-3.4: Criteria for Promotion to the post of Deputy Secretary and above

Positions	Length of Service as a condition of eligibility	Quota in percentage		Rate in ACR (%)
		Admin. Cadre	Other cadres	
Deputy Secretary	10 years service with 5 years service in the Senior Scale	75	25	80
Joint Secretary	15 years service with 5 years service as Deputy Secretary	70	30	85
Additional Secretary	20 years service in the cadre with minimum 3 years service as Joint Secretary	70	30	85
Secretary	22 years service in the cadre with 5 years in the Secretariat post and 2 years as Additional Secretary	-	-	-

Source: Establishment Ministry Notification no EM/SA-4/2-1/94 (partII)/29, February 10, 1998⁹

The entry level post in the BCS is Assistant Secretary and equivalent in the grade of IX. Promotion to next ladder is Senior Assistant Secretary and equivalent in the grade of VI. The criteria for this promotion are five years of service with satisfactory ACR and passing the examination conducted by PSC as per Senior Scale Promotion Examination Rules 1986. Criteria for Promotion to the post of Deputy Secretary and above are shown in the Table-3.4.

⁸ MOE, No SRO 9L/81/ED(R-II) R-70/80 of January 1, 1981 (cited in Ali, 2007)

⁹ for detail see Ali (2007:169 & 74)

3.4.2. Operational Reality in Promotion Cases

The operational aspects of above promotion framework are not satisfactory and it works negatively in case of motivating officials. There is no set standard for measuring merit and performance and also seniority remain controversial over the years for amalgamation of different services into one service. What is basis of selection for promotion to the next higher post was never disclosed clearly. If one do not get promotion with his batch, or superseded, s/he never know what is/are the reason(s). In short promotion procedure is not so transparent. In this scenario political preferences work as the most important factor for deciding promotion. It definitely makes officers frustrated and de-motivated which ultimately results into slow, rigid, and non responsive bureaucracy. one very frustrating and non professional practice regarding promotion is that when any political government come to power, they look for people loyal to their party and give them promotion and good posting, depriving others. Again when another party come to power they also follow the same practice. How pervasive the situation is will be clear from the following newspaper account.

“On June 13, 2002, 170 were promoted to the post of Joint Secretary depriving 200. On February 10 & 16, 2003, 493 were promoted to the post of Deputy Secretary depriving 322. On August 27, 2003, 97 were promoted to the post of Additional Secretary depriving 104. On August 27, 2003, 49 were promoted to the post of Joint Secretary depriving 277. On June 15, 2004, 84 were promoted to the post of Joint Secretary depriving 78. On February 15, 2005, 18 were promoted to the post of Secretary depriving 5. On March 5, 2005, 61 were promoted to the post of depriving 31. On April 21, 2005, 327 were promoted to the post of Deputy Secretary depriving 50. On January 26, 2006, 378 Senior Assistant Secretaries were promoted to the post of Deputy Secretary depriving around 200 others. Interestingly enough, 39 Additional Secretaries were reported to have been promoted to the highest rank of Secretary. Seniority was alleged to have been violated in the cases of 14 civil servants and 30 civil servants were alleged to have been promoted to the highest rank of Secretary in only 3 years. As far as promotion is concerned, the current government has promoted 153 Deputy Secretaries to the post of Joint Secretary as lately as 13 July 2006 depriving around 100 eligible officers along with 5 Additional Secretaries promoted to the post of Secretary.”

Source: Bangladesh Observer 2006, ‘Government’s Institution-Destruction Spree’, 22 July 2006. (Cited in Jahan (2006:13))

The scenario discussed above does not represent the promotion management of any particular government rather this is the crude reality practiced by every government in Bangladesh. The scenario is very disappointing for any civil servant and it does not show any order or governance in the personnel management.

3.5. Job Rotation

Performance of any organization depends on its peoples' skill, aptitude, knowledge and morale. So deployment of 'right people in the right place' is very important. A sound principle of personnel management is to find the right people for right place, allow him/her operational autonomy and then let him/her remain in that post for a sufficient period of time in order to extract the best out of him/her (Siddiqui, 2006:89). So management of transfer and posting carry a great weight. In Bangladesh, there are no set rules for the management of transfer and posting of civil servants. However, there are certain principles governed by executive decisions. It is needless to say that the tenure of an officer in a particular posting is very important for knowing the organization and taking any decision for public welfare. Frequent transfers or movement is a constraint to workflow and effective work performance. It also demoralizes the employees and keep them in a tense situation. Regarding optimum posting period, World Bank (1996:129) noted that most successful bureaucracies try to ensure that key staff remains in a position for three to five years. This permits sufficient time to learning, taking concrete decisions, and correcting for any emerging implementation problems.

3.5.1. The Principles of Transfer and Posting

The basic principle in transfer and posting is that pay must be protected which means that the civil servant cannot be transferred to a post of lower grade (except by the way of punishment) which affects his existing pay. The principles have been however from time to time changed by the executive decisions and circulars there on. There are different principles for four categories of government officers. In this paper only class I officers' posting and transfer policy will be discussed. The existing principles can be briefly described as below-

- ✓ Officers will not be transferred from a post before completion of three years. But it does not necessarily mean that an officer cannot be transferred before three years period.
- ✓ Where husband and wife both are government employee, exceeding the three year rule, can be transferred to another places, if post are available for both.

- ✓ Officers performing regulatory functions will not be deployed in their home districts.
- ✓ There is also provision of mutual¹⁰ transfer before three years (Ali 2007: 79-92).

3.5.2. Management of Transfer and Posting

Existing Establishment Manual (1996) does not provide any list of delegated authority for transfer (Ali,2007:85). However the Rules of Business (1976) provide clear delegation of authority in respect of personnel management at the top level (ibid:87). The top level is defined as officers not below the rank of Member / Director in cases of public statutory corporations and officers not below the level of grade V. For certain category of officers, controlled by the Ministry of Establishment (MOE) to which Prime Minister (PM) is the Minister concerned, in case of appointment and transfer approval of PM is required. But this practice is also done in some other strategically important Ministries and Department such as Police Department of Ministry of Home affairs for which a separate minister is there.

3.5.3. Operational Reality of Transfer Posting Management

Transfer and posting orders are made claiming that it is so made for 'public interest'. But in the absence of any objective criteria and lack of transfer and posting policy such claim become nothing but a formal statement. The three year rule/convention is not practiced. Sometimes it is so happen that an officer is transferred before s/he has understood the nature of work to be performed. Often transfer is considered as punishment or reward. Two things works here i) Political consideration and ii) *Tadbir* of officers for a desired posting by himself or through a high official or political leader like MP or Minister. There are some officers who want a posting any where in the Dhaka city. They try all out to stop transfer order out side Dhaka (if any) even with spending money for it or use their strong connection with high official or political leaders. Strong *tadbir* is always made for some key posts like DCs, SPs, UNOs, OCs and certain specified places of Income Tax, Customs, Police, Forest, Water Board, Power Board, Roads and Highways, Health etc (Siddiqui, 2006:90). There are, of course, also district ties, ties kinship or friendship, and

¹⁰ Mutual consent between employees' interest in such transfer.

ultimately the *cash nexus* behind some of political interference (ibid). The adverse effects of such transfers and postings on work and morale hardly need any elaboration (ibid). During 1991-95 Government changed the secretaries 86 times (Siddiquee, 2003). This also involved changes in the Secretaries within weeks of their appointment due mainly to the lack of understanding between the minister and the Secretary (ibid). Here is an account of transfer and posting shown in Table-3.5. It is evident that all the political government and Care Taker government too followed the same practice regarding transfer and posting. Just immediate after coming into the power within two months upto 10 March 2009, the government transferred about 200 key official including 7 Secretaries, 5 Additional Secretaries, 34 Joint Secretaries (The Daily Prothom Alo, 10 March 2009). In case of some officials (Secretary and Additional Secretary), three time transfers have been made in a month. Another non professional and non-managerial attempt is making OSD. But the post of OSD was created to provide officers for doing some special assignments and for doing higher study. According to a circular of MOE, officers under such programs will be OSDs during the study period, if the period is longer than three months¹¹. Other than this provision, officers are also made OSDs immediately after promotion to higher post or returning from deputation to a regular duty post for next posting. This purposeful system sharply contrasts with the bad practice having mal-intention to humiliate or harass an officer 'not in the good book of the authority' for various reasons (Chakravorty, 2008). For the mentioned various but unknown reasons every government make a huge number officer OSDs keeping some key posts vacant for a long time and give them salary for no contribution.

One other major problem lies with the personnel administration controlled by the Ministry of Establishment. Crude rules of thumb, arbitrariness and hasty decisions based on inadequate information and little thought are endemic (Siddiqui, 2006:91). Again due to lack of proper manpower plan many important posts remain vacant for long time. It is evident from the above discussions that civil administration always suffers from uncertainty and transfer phobia which is not healthy sign for any civil administration. This sign is repetitive and no government is different from other.

¹¹ MOE memo no FT-12/90-382 dated May 05, 1994 (cited in Chakravorty, 2008)

Table-3.5: Transfer of Government Officers under different governments Immediately after election and prior to Elections.

Designation of officers	Number Transferred and period of Transfer under different government			
	Awami League immediate after election (July 1-December 31,1996	Awami League immediate before election (July 1-June 30,2001	Non Party Care-Taker government July14-October 9, 2001	BNP immediate after election (October 10 – March 31,2002
Secretary	26	36	18	43
Additional Secretary	9	54	6	10
Joint Secretary	37	274	30	45
Deputy Secretary	82	413	32	115
Sr. Assistant Commissioner	166	443	131	221
Assistant Secretary	41	578	18	36
Sub Total	361	1798	235	470
Div. Commissioner	5	5	7	3
Add. Div. Comm.	10	9	4	3
Deputy Commissioner	28	40	42	23
Add. Dy. Commissioner	57	77	52	59
Upazilla Nirbahi Officer	12	169	268	146
Sr. Assistant Commissioner	28	-	45	96
AC (Land)	133	60	89	132
Assistant Commissioner	120	61	28	292
Sub Total	393	421	535	754
Total	754	2219	770	1224

Source: Ministry of Establishment (cited in Ali 2004:268)

3.6. Training

Institutional arrangement for training is very much essential for the success of any public or private organization. Training is expected to enhance professional knowledge, skills and problem solving attitudes of the civil servants. Training is an inspiring motivating tool towards achievement of specific organizational objectives. It is a set of purposeful efforts aimed at human resource development, which is very important in public administration these days. Training is not a disconnected event; rather it is a continuous process. Formal training as well as on-the-job training is essential to get the desired output from an employee. At the same time training immediately after recruitment is necessary to prepare the new recruit to face the challenges of the job. In recent times the importance of training has increased and a few actions are now being implemented.

3.6.1. Training for the Civil Servants

The civil servants are provided with different types of training programs at different level of there service life. The major training programs are-

- Foundation Training Course (FTC) for the entry level civil servants
- Advance Course on Administration and Development (ACAD) for mid level civil servants
- Senior Staff Course (SSC) for the senior civil servants

Other than these formal training courses there are some sort of on-the-job training programs are offered to them. In recent times some special donor funded training courses has been designed for the mid and senior level civil servants.

FTC is a four month long training program, mandatory for all entry level civil servants. It is a pre-requisite for their service confirmation. For most of the BCS officers FTC is provided by the BPATC, the apex training institute of the country. For education cadre officials the FTC is provided by NAEM and for the health cadre officials it is provided by BIAM.

ACAD is designed for the civil servants of the rank and status of deputy secretaries (DS). It is a 75days long intensive training program. Class room sessions, syndicate, study tour, film show, seminar paper writing and presentation are the important training strategies of ACAD. The objective of the ACAD is to inculcate strength of leadership in participants to robust them with the rapidly changing national and global environment.

Senior Staff Course (SSC) is designed for the civil servants of the rank and status of joint secretaries. The duration of the course is 75 days. Formulation of different policies and programs are given more importance in the SSC. The objective of the of SSC is to acquaint the participants with the current concepts and issues of national development in order to sharpen their problem solving and decision making skills in the context of rapidly changing national and global environment. Both in the SSC and ACAD sessions on public administration, development economics, skill development activities and seminar paper presentation is included.

institution for different cadres offer some specific service related training for the respective cadre civil servants.

3.6.2. Major Training Institutions

There are about 150 training institutions belonging to different Ministries, Divisions and public statutory bodies (Ali, 2004: 135). Some major training institutions are shown in Table-3.6.

Table-3.6. Major Training Institutions of the Country

Sl No	Name of the Training institutes	Cadres
1	Bangladesh Public Administration Training Centre (BPATC)	All Cadres
2	BCS (Administration) Academy (BCSAA)	BCS (Administration)
3	Academy for Planning and Development (APD)	BCS (Economic)
4	Land Administration Training Centre (LATC)	BCS (Administration and Others)
5	National Academy for Education Management (NAEM)	BCS (Education)
6	Bangladesh Foreign Service Academy (BFSA)	BCS (Foreign Affairs)
7	Financial Management Academy (FIMA)	BCS (Audit & Accounts)
8	Bangladesh Customs, Excise and Vat Training Academy	BCS (Customs & excise)
9	Tax Directorate Training Academy (TDTA)	BCS (Taxation)
10	Police Training Academy (PTA)	BCS (Police)
11	Postal Training Academy (PTA)	BCS (Postal)
12	Bangladesh Cooperative College (BCC)	BCS (Cooperative)
13	National Institute of Population Research and Training	BCS(Health and Family Welfare)
14	Livestock Officers Training Academy (LOTA)	BCS (Livestock)
15	National Institute of Preventive Social Medicine (NIPSOM)	BCS(Health and Family Welfare)
16	Telecommunication Staff College (TSC)	BCS (Telecom)
17	Central Extension Resource Development Institute (CERDI)	BCS (Agriculture)
18	Railway Training Academy (RTA)	BCS (Railway)
19	Food Department Training Institutions	BCS (Food)
20	Bangladesh Institute of Administration and Management (BIAM)	BCS (Administration)

Source: BCS (Administration) Academy, Cited in Ali, 2004: 136 and ibid, 2007:129

all cadres. It offers FTC, ACAD, and SSC to all cadre officials. Other than the mentioned core courses BPATC also offer some short courses of one to tow week duration. The short courses are listed below-

1. Training of Trainers Course
2. Project Management Course
3. Trade and Aid Negotiation Course
4. Human Resource Planning Course
5. Financial Management Course
6. Environmental Management and Sustainable Development Course
7. Modern Office Management Course
8. Gender and Development Course
9. Foundation Refresher Course
10. Total Quality Management (TQM)Course

For FTC average targeted participants are 200 while for other core and short courses it is 30. In a calendar year tow FTC, two ACAD, two SSC is held. Each short course is held once in a calendar year.

3.6.3. Reality in Training

The first training a cadre civil servant gets is the FTC. S/he gets it within two years of his joining in the service. In some cases it varies due to some unknown reasons that are the result of unplanned human resource management system. And also the special service related training offered by the respective training institutions are also completed within maximum three to four years. The next core course is designed for the officers of the rank and status of DS. In theory a cadre officers is supposed to get promotion to the rank of DS at his 10 years of service life. But the reality is not so sweet. On average it takes 17-20 years to be promoted to DS. That is in between a civil servant passes his about 15 years without any formal training. The only thing s/he gets is real life experience. But due lack of new knowledge and update in changes around the world, day by day s/he get demotivated and lose confidence which reflect in the service delivery and national life as well. Again due lack of proper career planning some short courses arranged by different training institutions remain out of reach of the most of the civil servants. The nomination

some officers repeatedly get training while the maximum do not get any. This demotivates the civil servants which create serious discrimination among the civil servants.

In case of foreign training the situation is worse and more alarming. There is no set rule for it. Personal persuasion or liaison with the concern desk officer in the ministry decides who will get the 'opportunity' for foreign training. Various studies found that in most of the cases a cadre officer ends his/her job without any foreign training. It is also found that some privileged persons always repeatedly get the chance for foreign training. There is a unholy alliance for making the fate. Again the circular for the foreign training never reach to the unprivileged groups specially who works out side Dhaka and field level offices. Though recently the website of the MOE publishes the circulars but most civil servants do not have the access to the internet facilities. So the overall scenario is not in favor of building efficient and skilled professionals.

3.6.4. Gaps in Training

Whatever training a civil servant gets from the training institutions, s/he hardly get any scope to apply the achieved skills and knowledge in their work place. It is due to lack of need assessment for designing the course content and for lack of proper policy for placing right people in the right place. In most cases the offices run in very traditional and old fashioned way. The old bosses of the offices fear the change. This is also the result of traditional training content and methods. Very less emphasis is given to change the mindset and behavioral change of the officers. There is content in the curricula to give the participants some psychological wash for getting involved in the current of change around the globe. The evaluation for the training achievement is not effective at all. Again there is no scope for evaluating post training activities of the trainees. The participants do not have to submit any plan of action for implementing in his workplace after completion of the training program. Again there is no monitoring system for post training activities.

Lack of qualified trainer is another big problem in the training system. Posting in the training centers are considered as dumping posting. Again officers who come in

in the institute. As a result they are not willing to join the institutions. This state of training is due to lack of a sound policy and its implementation. There is very little effective research for the improvement of training courses, and most of the class room sessions are traditional and not participatory. Again the physical capacity of the training institutions is not satisfactory.

3.7. Performance Appraisal

Performance evaluation is the reflection of an employee's actions and inactions, achievements and shortcomings in a specific period of time. Generally in the performance appraisal system the duties and responsibilities are clearly mentioned and a set target to be achieved in the stipulated time is fixed at the beginning of the period. Then at the end of the period the supervising officer sit together with the supervisee to evaluate how far s/he achieved the target. The system of performance evaluation is open and transparent. But in the Bangladesh civil service what has in the name of performance evaluation is confidential report writing which is called Annual Confidential Report (ACR). The current ACR system has no link with the performance and career growth as well. But some time it used as an instrument to punish an officer if he failed satisfy his reporting officer's desire.

The present ACR system is evaluated in 100 score rating. The ratings are 95-100 outstanding, 85-94 excellent, 61-84 good, 41-60 average and 40 and below are below average. Unfortunately as the system is very much confidential, the ACR score depends on personal relation of the supervisee officer with his/her supervising officer. In very few cases any bad performance and dishonesty is reflected and reported in the ACR unless the supervisee officer disobeys or has a rivalry relation with his/her supervising officer. An officer is never allowed any scope to know his score. Again if the score of an officer is below 85 in some cases 83, s/he is not considered for the promotion to next hierarchy level. So in most cases an honest, dynamic and sincere officer can never open mouth against his/her supervising officer's dishonesty, corruption, bad behavior etc. rather s/he has to support his boss surrendering his ethics and integrity just to survive. In this way an unholy alliance develop among the officers which ultimately hamper the overall civil

Ministry of Establishment is working on it. But only God knows when it will come into force, but we are hopeful of positive changes in performance management.

3.8. Rewards and Punishment

The practice of rewards and punishment is virtually absent in BCS. Generally rewards for good performance and punishment for bad performance is motivating and encouraging for better performance. Due to lack of reward and award system good performing and dynamic officers lose the motivation and enthusiasm to work hard. Rather the good officers get de-motivated when they see that doing bad thing or performing bad or doing nothing some officers are enjoying better life. On the other hand bad performance is not punished duly. If in some cases any initiative is taken to punish the wrong doer, due to lengthy procedure and lack of specialized trained personnel in handling and prosecuting the case, the authority fails to prove the fact. If there is any success in proving the fact and primarily the accused is punished, again for the loopholes in the procedure they get free by the appellate authority. The absence of reward and punishment badly hamper the quality and output of the public service delivery. It also affects the morality and integrity of the officers.

3.9. Chapter Summary

It has been observed that there remains a huge gap between concepts and practices of motivational approaches in Bangladesh Civil Service. But still the civil servants of Bangladesh enjoy a highly secured job. They enjoy a multi level job security. But condition of other motivational factors is not satisfactory. Salary paid to the civil servants is very poor and not considered as a living wage. But the salary in the private sector is much higher which attract talented people in the private sector. This created disequilibrium in the salary market of Bangladesh. Though time to time government had taken initiatives for pay reform but except nominal increment those initiatives made no sense in increase of real value of salary. Salary increment was never made consistent with market value and consumer price index. Though the salary increased in nominal value but

There is a regulatory framework for handling promotion cases. But government does not follow the framework and the policy properly. All the time government play hide & seek game in case of promotion. Political consideration domain as a decisive factor for promotion. Bangladesh Civil Service is lacking a sound transfer and posting policy. In this condition there prevailing a mess in transfer and posting management. Personal liaison, *tadbir*, administrative and political preference rule over in this case. Management of training is not satisfactory too. National training policy is yet to be implemented. The civil servants get very minimum training which is not need based and does not serve the purpose. Again they hardly get any scope to utilize there training skills and knowledge at there work place due to lack of sound deployment policy. The present performance appraisal system is very much subjective rather than objective. It is very much confidential and depends on the relationship between the supervisee and supervising officers. Reward and punishment is absent in the service.

4.1. Introduction

The preceding chapters discussed about the background, concepts, theories and present policy and practices of motivation in Bangladesh Civil Service (BCS). It is obvious from the above discussion that the idea of motivation in BCS for enhancing job satisfaction, work performance and improvement of service delivery is very much traditional and no care has been taken so far for improvement of motivation, morale and service delivery even now when there is a global shift towards modern public administration. This study has tried to find out the level of job satisfaction, work motivation and commitment of the civil servants. In this regard responses from 84 civil servants of different rank, cadre and status were interviewed with a formal questionnaire. In the subsequent sections the survey results will be analyzed. As we have discussed in the method of study, we have used a 6 point Likert type scale in designing the questionnaire to get the responses of the civil servants. And all the values we used in analyzing the data for rank and level are expressed in the mentioned 6 point scale where 1 is used for minimum and 6 for maximum and the median value is 3.5.

4.2. Background of the Respondents

A total of 84 respondents were interviewed for primary data of which 29 percent were of the rank and status of Assistant Secretary, 32 percent were of the rank and status of Senior Assistant Secretary, 20 percent were of the rank and status of Deputy Secretary, 12 percent were of the rank and status of Joint Secretary, 6 percent were of the rank and status of Additional Secretary and 1 percent were of the rank and status of Secretary. Regarding sex 69 percent respondents were male while 31 percent were female. Table¹²-4.1 and Figure-4 and 5 show the Rank and Sex of the respondents. Regarding representation of cadre, out of 28 cadres 18 cadre officials of the Bangladesh Civil Service were represented by the respondents (Figure-6). But majority (57 percent) of

¹² All the Tables of data analysis have been put in Annex-A of the dissertation.

cadre are more in number in respect of number of other cadre officials. However Figure 5 shows that other cadre representation ranges from 1-5 percent.

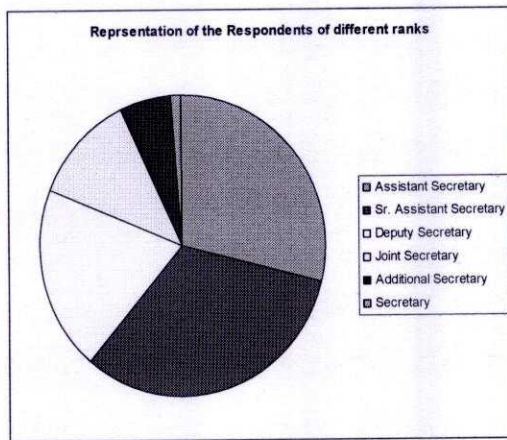


Figure-4: Representation of respondents of different ranks

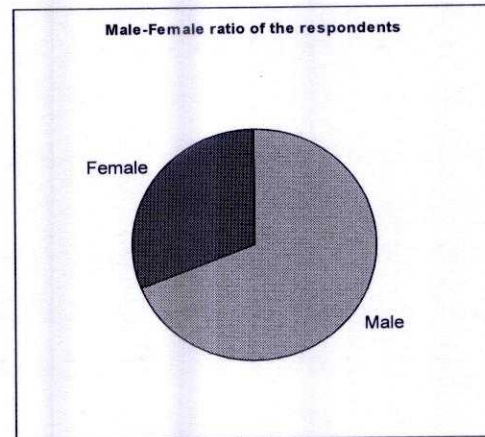


Figure-5: Male Female Ratio of the Respondents

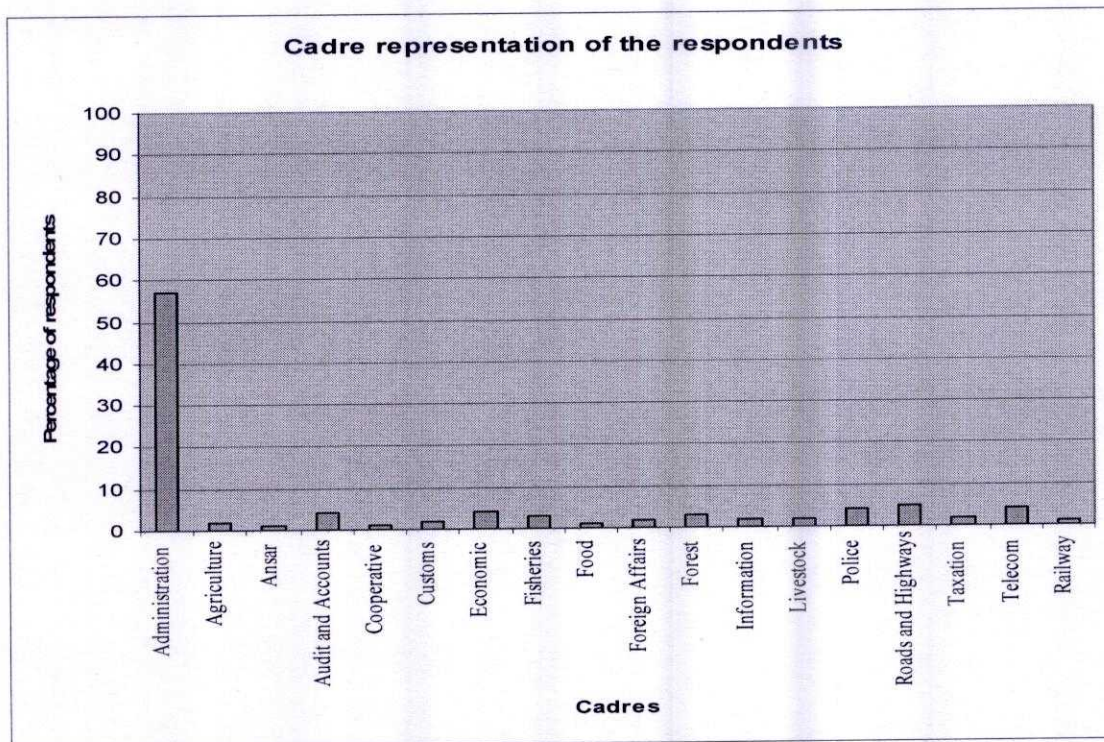


Figure-6: Cadre Representation of the Respondents

percent respondents held a Bachelor degree while 77 percent possessed a Masters degree, 14 percent held a 2nd Masters or M Phil degree and 1 person respondents possessed a PhD. Most of the respondents had a considerable experience in the civil service, ranging from 4 years up to 25years.

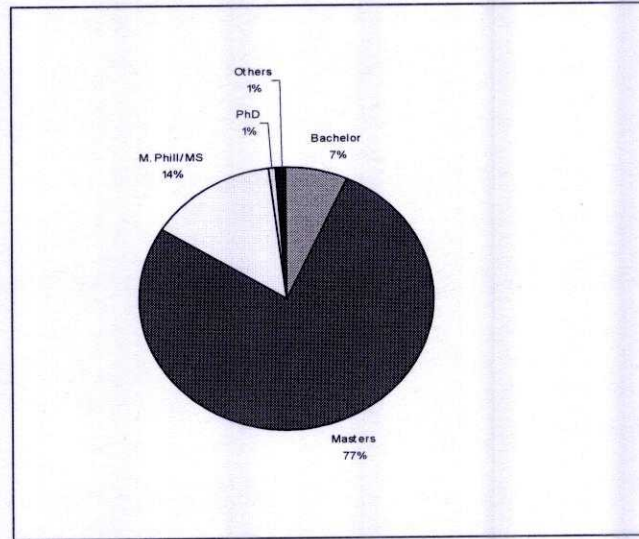


Figure-7: Educational Background of the Respondents

4.3. Level of Job Satisfaction

To know the current level of job satisfaction the respondents were asked 'how they are satisfied with their job in particular job nature, job security, salary and benefits, career prospects and promotion, training, job rotation, convenience of work place location and working environment. The respondents ranked their choice in a 6 point Likert type scale. Most of the respondents were highly satisfied with job nature and job security and it was measured as 4.6 and 4.78 respectively where as they were least satisfied with the salary and benefits which was ranked as 2.99. For other job characteristics their rank averages were slightly above the median value except for training which was ranked as 3.38. The analysis of the data in the Table-4.7, which is shown in Fig-8, indicates that except for job nature and job security the overall levels of satisfaction of the civil servants are not satisfactory which ultimately reflects in their job performance. The only satisfactory characteristic identified by the respondent are the job nature and job security. No doubt these two are very important factors of motivation but due to no career planning and

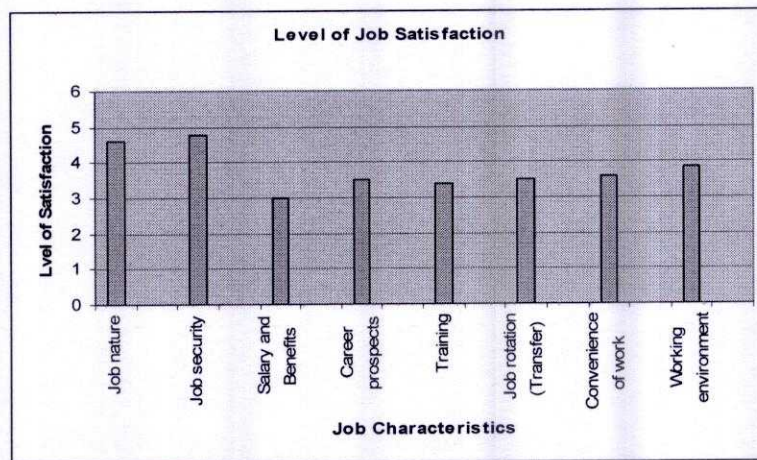


Figure-8: Level of Job Satisfaction of Respondents regarding different job characteristics

Level of satisfaction of the respondents of different ranks regarding different job characteristics is shown in Figure-9. The result shows that there is no significant difference noted in the perception of respondents of different ranks. The only difference observed is that respondents of the rank of Additional Secretary and Secretary possessed a bit more satisfaction regarding promotion. It support that career promotion is a significant motivator.

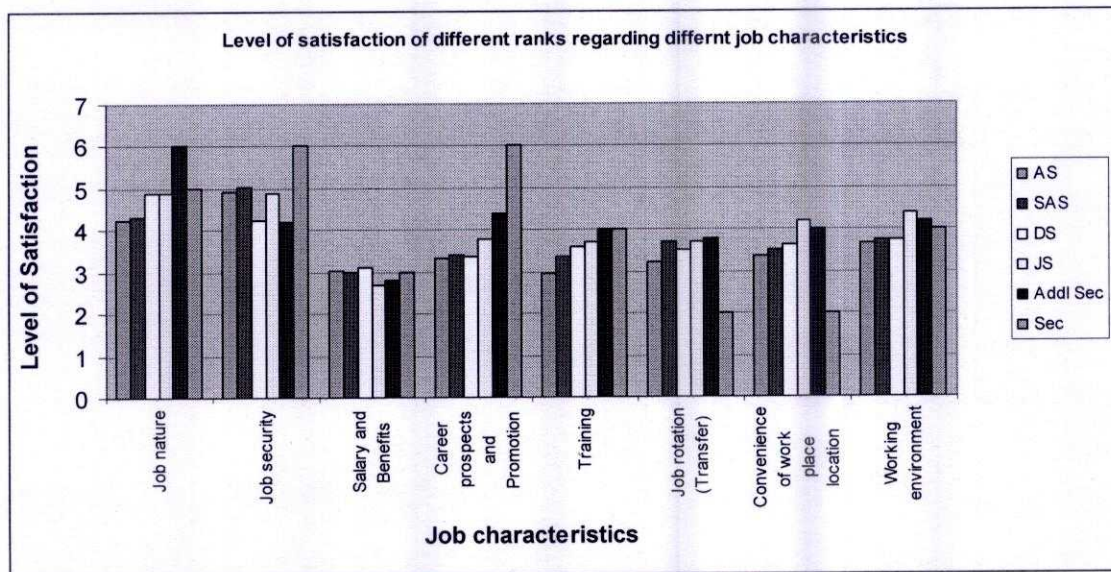


Figure-9: Level Job Satisfaction as considered by the Respondents of different rank and status

Whatever the condition of the service is, getting a job in any organization is still very difficult in Bangladesh. However the prospective candidates still possess a positive outlook about joining civil service. The most important factor that de-motivates or does not attract the prospective candidates is very low salary and benefits. Job security is always considered an important factor of motivation in the civil service of Bangladesh. When the respondents were asked-what are the factors that motivated them to join the civil service? In response we got very interesting and optimistic response which is shown in Figure-10.

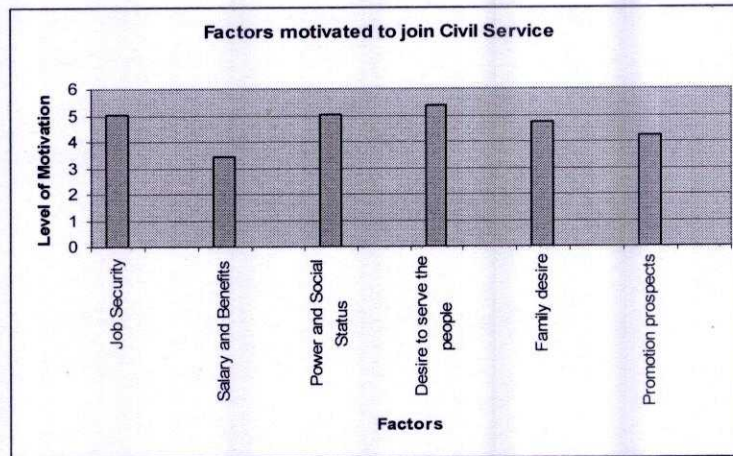


Figure-10: Factors motivated to join Civil Service with level of motivation.

We found that most of the respondents are motivated by the public service motivation that is willingness to serve the people which was ranked 6 in the 6 point Likert scale by 57 percent respondents. The average rank for this factor of motivation was 5.38. We also found that female civil servants have a bit more desire to serve the people than their male counterparts (Table-4.9). The respondents ranked job security and power & social status 5.03. In the socio-economic context of Bangladesh the civil service job is considered as most honorable and powerful job. Except a few sensitive cases, the civil servants in Bangladesh enjoy a significant job security. The only component the respondents ranked below median is salary and benefits. Through informal interview the study found that if salary and other service benefits are increased a great number of qualified and talented people of the country would prefer to join the civil service. However now-a-days they prefer private jobs mostly due to very poor salary in the civil service. The study also

motivated by the family desire and promotion prospects but later most of the civil servants expressed their grievances and disappointments regarding delay in promotion cases which will be discussed later in this chapter.

4.5. What De-motivates Civil Servants?

The study has tried to explore the level of de-motivation of the civil servants and what are the de-motivating factors. The respondents were asked whether they feel de-motivated in the civil service. From the preceding section we have seen that most of the civil servants join the civil service with a great enthusiasm of serving the people. But after joining the service their feeling is different from earlier position. Figure-11 shows 86 percent respondents feel de-motivated in the service. The average of level of de-motivation of the de-motivated civil servants is 3.6, in the 6 point scale, which is above the median point value 3.5. That means they can easily be motivated if due care is taken for the improvement of the service conditions. But still we have a ray of hope that some 12 percent respondents do not at all feel de-motivated.

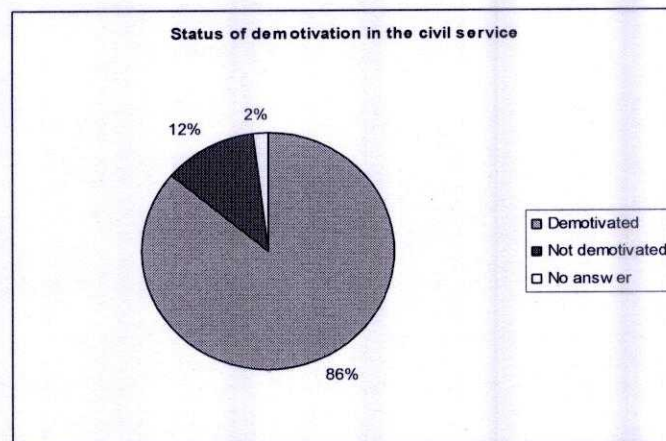


Figure-11: Percentage of de-motivated respondents in the civil service

Considering the over all socio-political condition and overall management of the civil service we have tried to find out some factors of de-motivation and how much those factors de-motivate the civil servants. Study result presented in Figure-12 and Table-4.12 shows that most of the respondents put almost similar importance for inadequate salary,

least importance to the training and unplanned transfer, however they ranked them above 4 in the 6 point Lickert type scale. In recent times due to political interference many component of the sound civil service management cannot work properly and the respondents saw partisan political culture in the civil service as one of the important de-motivating factors and they ranked it 4.74.

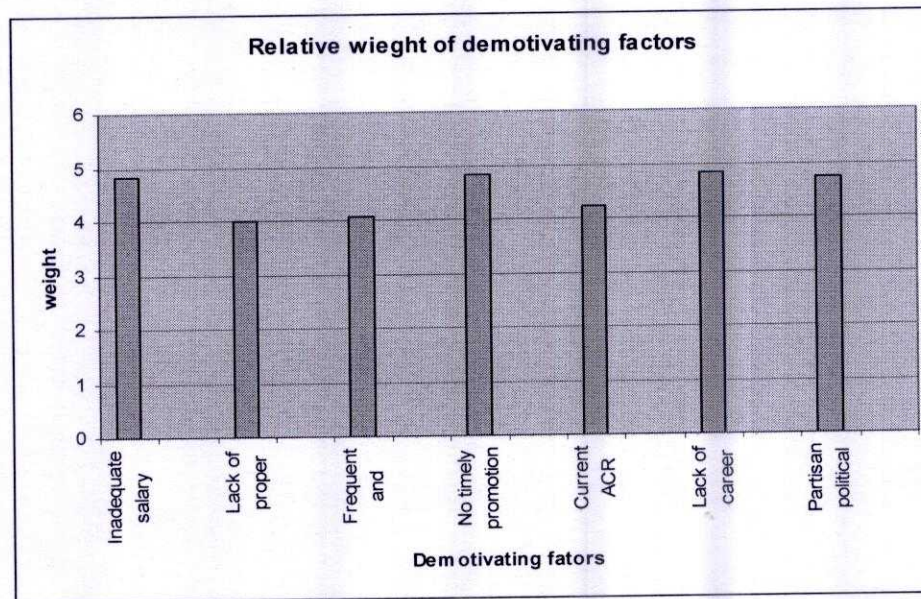


Figure-12: Relative weight of different de-motivating factors as ranked by the respondents

We have then tried to find the difference in the de-motivating factors as per the rank and status of the respondents and the result is shown in Figure-13. Respondents of the rank and status of Assistant Secretary and Senior Assistant Secretary put inadequate salary as top ranking de-motivating factor and lack of timely promotion as the second ranking factor of de-motivation. While respondents of the rank and status of Deputy Secretary ranked partisan political culture as the top, lack of timely promotion as the second and inadequate salary as the third ranking de-motivating factors. On the other hand Joint Secretary level respondents saw lack of career planning as the most important de-motivating factor. They put partisan political culture and lack of timely promotion as the second and inadequate salary as third important de-motivating factors. Respondents of the rank and status of Additional Secretary put no timely promotion as the first, inadequate salary as the second and partisan political culture as the third important de-

motivated. This is really a very interesting finding. As most of respondents of all ranks and status saw timely promotion as the most important as motivating factor, and as the post of Secretary is top most position in the promotion ladder the respondents of Secretary Level probably did not feel de-motivated. From the above findings it is clear that lack of timely promotion, inadequate salary and partisan political culture as the most important de-motivating factors. However they respondents also put importance to career planning, planned transfer for due motivation.

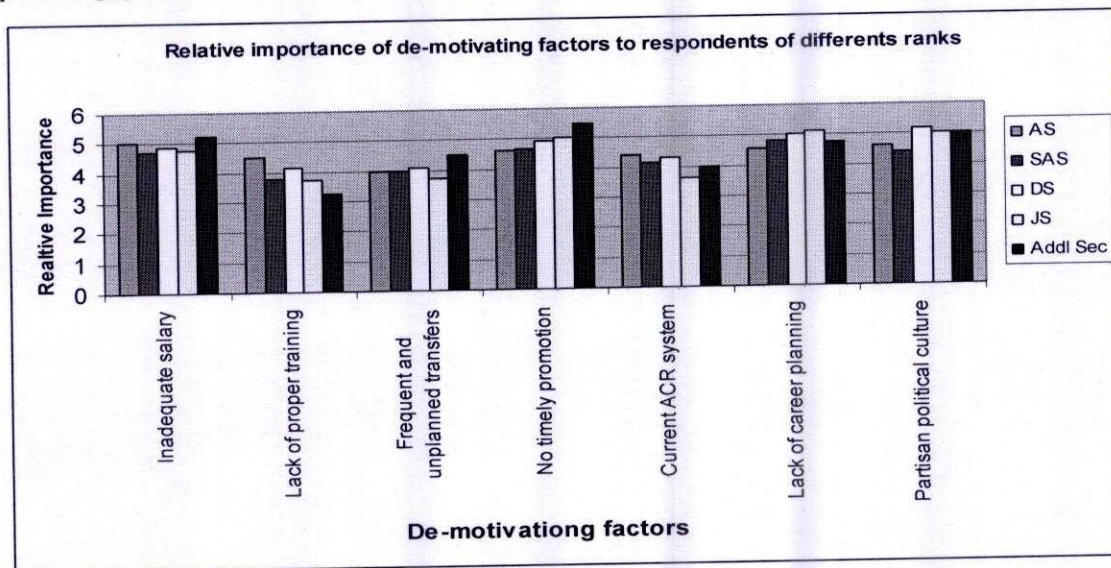


Figure-13: Importance of different de-motivating factors as seen by respondents of different Ranks.

4.6. Motivational Factors for Work Devotion

There are many factors that motivate employees to work devotedly to achieve organizational goals. We found that public service motivation is the most important factors of motivation that motivated the respondents to join the civil service. But after joining the service they lose their enthusiasm due to mismanagement of the service. The present poor conditions of the public service delivery are the result of de-motivated civil service. In this context the study has tried to find out some important factors of motivation, particularly for BCS, to enhance work devotion. Most of the respondents (63 percent, Table-4.14) ranked 6 for market based salary and other benefits if provided then work devotion will increase significantly. On the other hand 61 percent respondents

and criteria. Presently promotion to the post of Deputy Secretary and above is not transparent and rule based. The respondents also identified transfer and posting based on well defined policy. They also think that proper and need based training and human resource development program may motivate civil servant to work devotedly. They ranked all these factors 4.66 and above in the 6 point scale. Relative importance given by the respondents regarding some motivating factors for BCS is shown in Figure-14.

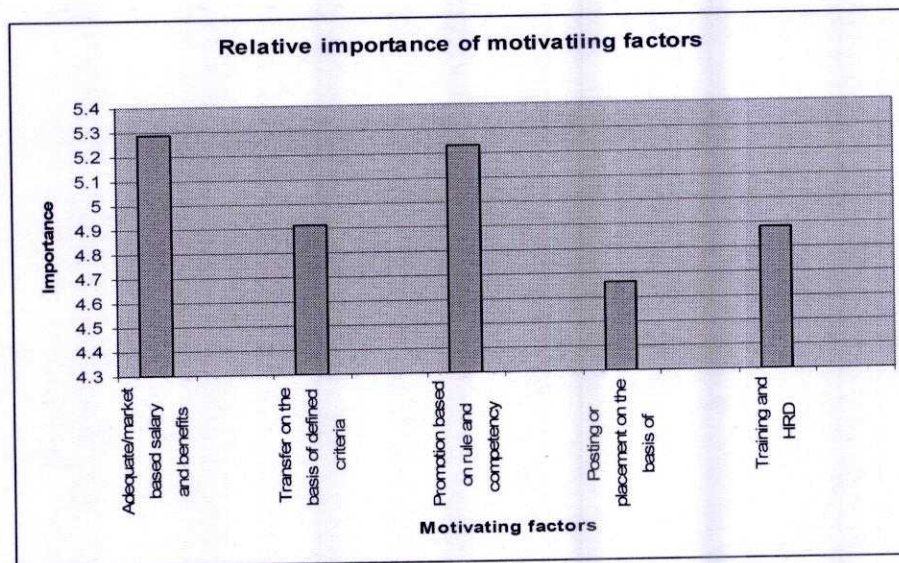


Figure-14: Relative importance of different motivating factor for BCS as ranked by the respondents

The study intended to know whether there is any difference among the opinion of the respondents of different rank and status. Figure-15 shows that almost all the respondents irrespective of ranks emphasized for market based salary and timely promotion for motivation and ranked them above 5 in the 6 point scale. Otherwise no significant difference in the identification of motivating factors has been observed in the opinion of the officers belong to the rank and status of Assistant Secretary to Secretary.

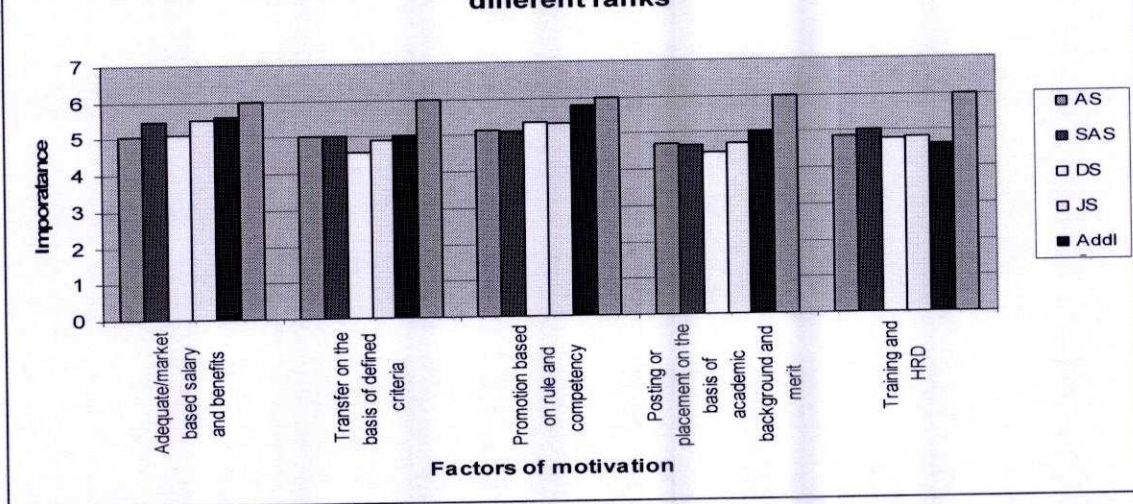


Figure-15: Importance of Motivating factors as seen by respondents of different rank and status.

4.6.1. Salary

From the very beginning of the post independent Bangladesh salary paid to the civil servants has been very poor and it is still continuing. In most of the cases the salary is not even sufficient enough to eke out subsistence. Most of the civil servants fail to provide quality education to their children because of high expenditure in the private institution of high quality and at the same time low quality of the government educational institutions. Another disappointing thing is that employees with same or below qualifications in the private organizations draw 3-6 times higher salary than the public sector employees or the civil servants. This creates serious de-motivation for devotion to public service and at the same time it creates disequilibrium in the market. Civil servants have to helplessly see the socially dignified life style and purchasing capability of his friends working in the private sector. In most of the cases civil servants with strong ethical values surrender to market disequilibrium just to maintain family with social dignity and forced to the way of corruption or try to do some other business using their office hours which hamper the office work and public service. On the other way as salary is not competitive with the emerging private sector, the talented and brilliant candidates do not feel any attraction for civil service. The study found that 64 percent respondents think that they need market based salary for living a dignified life and ranked it 6 in the scale of 6 while 51 percent

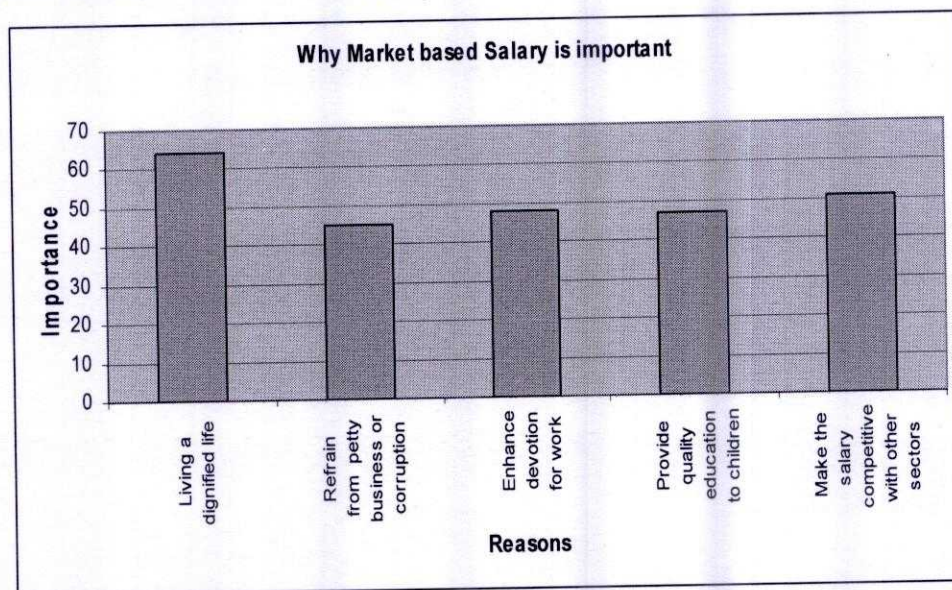


Figure-16: Responses regarding why market based salary is needed.

They also think that market based salary is also needed for refraining from petty business or corruption, enhance work devotion and to provide quality education to their children and on average ranked them 5.05, 5.32 and 5.37 respectively (Table-4.20). There is no significant difference in the opinion of the respondents belong to different rank and status (Table-4.21) except that Secretary level respondents put more importance than other for market based salary which reveals that market based salary is a utmost requirement of the civil servants with career promotion so that they can lead a honorable and socially dignified life and they can ensure a good quality education for their children and can remain free from pressure of ensuring food for their family and enhance work devotion.

4.6.2. Promotion

Bangladesh Civil Service employment system is basically a career system civil service. Career system civil service is closed in the sense that entry in the service is usually to lower ranks through competitive examination and more senior positions are filled from within rank through a system of promotion procedure. Promotion is recognized as one of the most important service motivators. It is recognized as incentive for efficiency and

Promotion also enables an employee to take greater responsibilities. Bangladesh Service provides promotion on the basis of seniority and merit or performance. But in practice neither seniority nor merit or performance is accurately measured and evaluated. There are no objective criteria or yardstick for promotion. Generally ACR marks are considered for performance which is totally not transparent and not based on performance, rather good ACR mark is depended on the personal relationships of the supervising and supervisee officers. On the other hand seniority of the gradation list is also not followed. Recent trend in handling promotion cases is very much disappointing and de-motivating. Superseding the seniors in the gradation list is a big problem as political identity of the officers is considered as the main criteria of promotion. News papers publish documentary news and articles on those kinds of cases but any remedial action is yet to be taken. The study finds that the respondents identified promotion as one of the major motivating factors. Hence they were asked why they consider promotion as a factor of motivation. They were asked to rank some predefined reasons for timely and rule based promotion. The responses are shown in Figure-17.

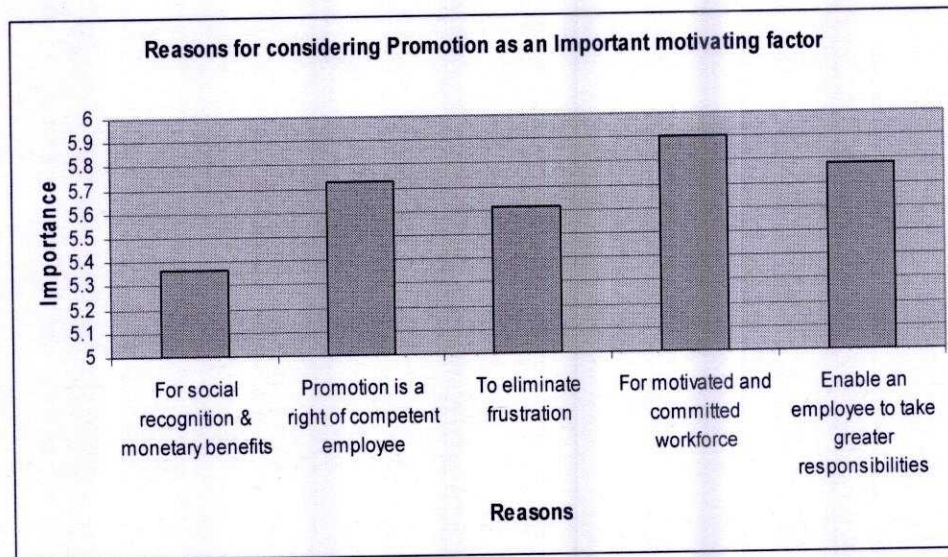


Figure-17: Reasons for considering timely Promotion as a factor of motivation

The figure shows that most of the respondents think that timely promotion is needed to have motivated and committed workforce. They also consider that promotion is a right of competent employee and it enables them for greater responsibilities. The study did not

among the respondents of different rank and status. The above findings reveal that respondents consider promotion is an important motivating factor enhancing work devotion and work performance.

4.6.3. Transfer and posting

The study found that the respondents see transfer and posting as an important motivating factor. But since Bangladesh Civil Service is lacking a sound transfer and posting policy, there is no management in the transfer and posting and it is linked with career planning. A civil servant can never know where he will land up even tomorrow. So he can never concentrate to his official work devotedly. The study result is shown in Figure-18.

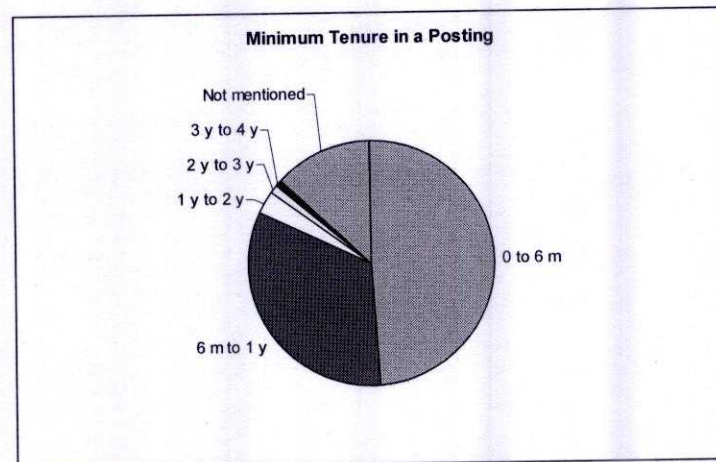


Figure-18: Minimum Tenure experienced by respondents in a post.

The figure illustrate that about 49 percent has experienced 1-6 months stay in a post and 33 percent respondents has experienced less 6 months to than one year tenure in a posting. Only 3 percent respondents got the 'opportunity' to serve 1-2 years in a post. For some key posts one year is not sufficient enough to understand the job in total. Again due to uncertainty of the tenure in a post most of the officers do not take their family members to their working stations. Most of the respondents keep their family either in Dhaka who has an accommodation or in the villages with their relatives. They hardly get a chance in a month to meet their family. The result is not at good for motivation of the civil service, because as the civil servants miss their parents, wife and children, let alone

the ultimate sufferers are the public. The study tried to find out why the respondents think transfer as a motivating factor. The respondents identified some reasons. As through transfer their place of posting and other facilities are changed, transfer affects some job facilities as well as some logistics. The study result is shown in Figure-19.

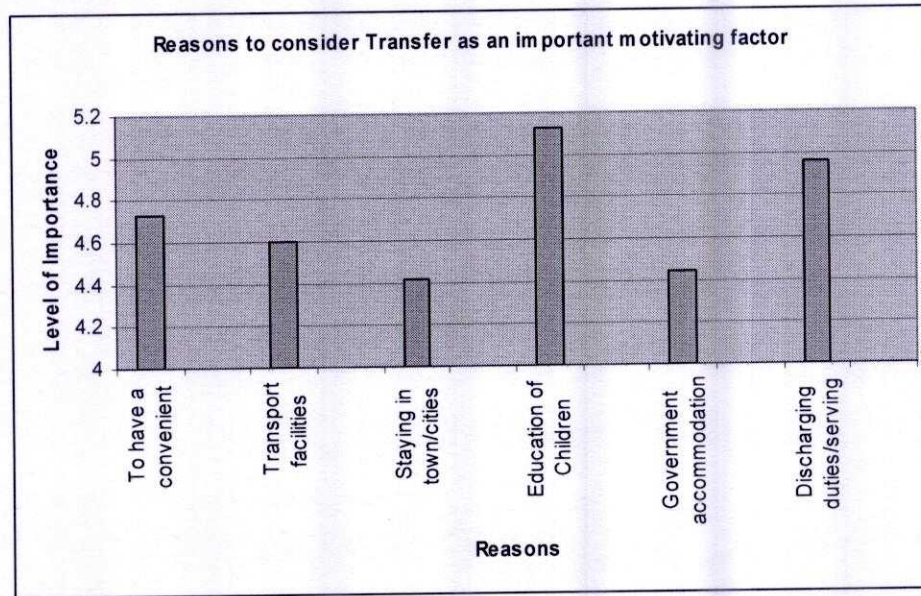


Figure-19: Reasons for considering Transfer as a factor of motivation

Respondents think transfer as an important motivator most importantly for ensuring quality education of their children which they ranked 5.13 while they ranked convenient work place 4.73. Convenience of work place depends on working conditions, political insulation, relationships with other colleagues and the transport and communication facilities too. Again availability of government accommodation is also a factor for a desired transfer. But in most of the cases in Bangladesh civil service transfer is made on the basis of *tadbir* and on the basis of the wish of the political masters. The practice has failed to motivate the civil servants and to achieve the objectives through it.

The study found that there is long demand for a modern and dynamic posting policy for better output. In this regard putting right people in the right place is the prime concern. But the present posting policy, in most of the cases, do not match with the academic background or skill and expertise of the civil servants. So professionalism and specialization among the civil servants never developed. Ultimately the civil service lags

international arena. The study found that the respondents never consider getting good marks in ACR is a concern for them, but they consider a posting based on academic background and merit for appropriate use of skills and expertise and building specialization in a particular field. The study result is shown in Figure-20.

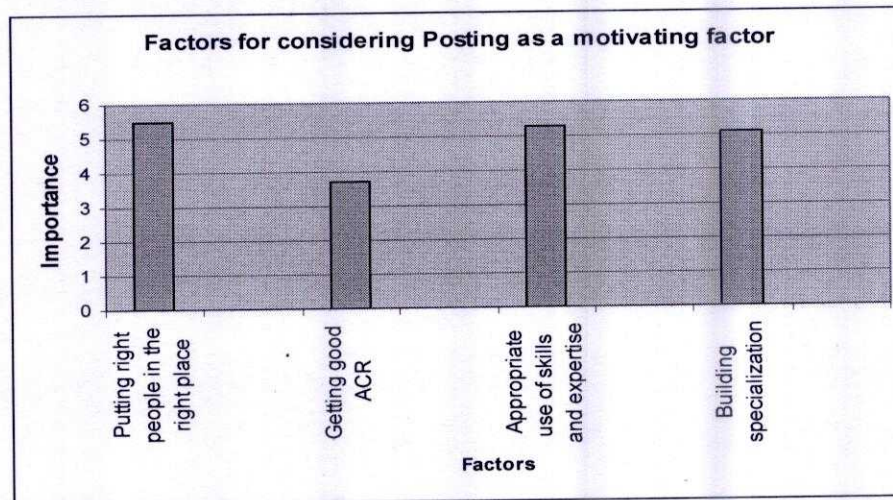


Figure-20: Reasons for considering Posting as a factor of motivation

4.6.4. Training

Realizing the importance of training Bangladesh government has approved a National Training Policy and a National Training Council headed by the Prime Minister. But due to lack of proper implementation of the training policy Bangladesh civil service is still not getting the result of such a policy. Again the study finds that there is no homogeneity in imparting training to the officials of all cadres which again ignites the rivalry among cadres. Gap between the two trainings is also very big. In fact after the FTC, which they get immediately after joining the service, another formal training course they get after long 16-20 years when they promoted to rank of Deputy Secretary. Recently BPATC has taken initiative to offer a training course for the officers of the rank of Sr. Assistant Secretary which is a good initiative after a long time¹³. There is also discrimination in selecting officials for different training courses. Officers working in the field level can hardly get any chance for training courses. The situation is worsening in case of foreign training. On one hand the facilities of foreign training is very few, on the other hand those

¹³ See BPATC annual Training Calendar 2009-10.

study found the total training situation very disappointing and de-motivating. In this context we tried to know why the respondents consider training as a motivational factor. More than 50 percent respondents consider training as a motivational factor for skill formation and enhancing their confidence and competence level and they ranked those factors 6 (Table-4.22). The study also found that both male and female respondents as well as respondents of all rank and status put almost equal emphasis for HRD and training for skilled, confident and motivated work force (Table-4.23).

4.6.5. Recognition

Bangladesh Civil Service is a rule bound service and the scope of flexibility is not promoted. Innovation is not encouraged. The culture of recognizing good or bad work is absent. Even managers in civil service do not practice of giving verbal thanks for any good or extraordinary work. Good work or bad work they see all as a routine work and duty of the civil servants. Such de-motivating practice discourages the civil servants in doing any good work or innovation from their own. But very interestingly our study found that recognition for good or extraordinary work can help them to work more devotedly. We asked the respondents whether recognition can motivate civil servants for hard work and devotion. 100 percent respondents replied affirmatively and they think that recognition can enhance level of motivation very significantly. The study found that recognition can better motivate than monetary incentives. The respondents opined that salary and benefit can enhance level of motivation up to 5.29 (Table-4.14) while recognition can enhance up to a level of motivation up to 5.32 (Table-4.26). The comparative importance of Recognition and Salary in improving motivation is shown Figure-21.

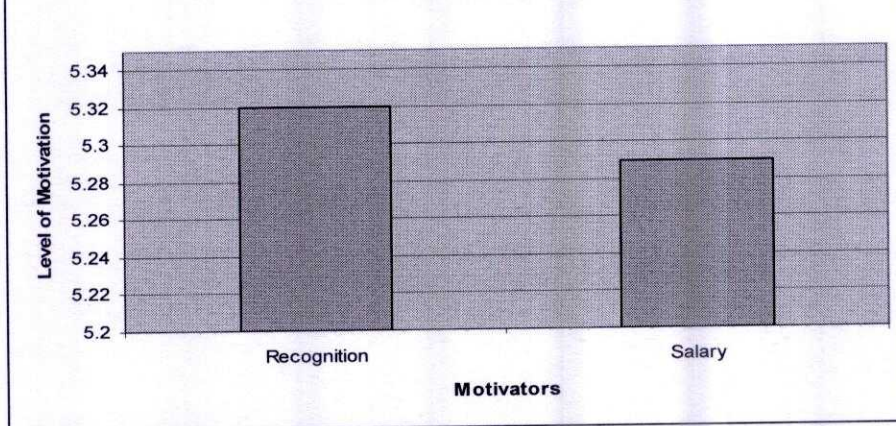


Figure-21: comparative importance of Recognition and Salary in improving motivation

4.7. Factors Responsible for Poor Performance

One of the main objectives of the study was to find out a way to improve the extent of performance of the civil service through motivational intervention. As it is recognized that at present the performance of BCS is not satisfactory, we have tried to identify what are the main factors that are responsible for poor performance. In this view we asked our respondents to identify some factors. Factors identified by the respondents are presented in Table-4.30. As we found earlier that low salary is one of the main de-motivating factors, here also 69 percent respondents think that low salary and compensation is responsible for poor performance. Promotion in the hierarchy level is always considered as a tonic motivator. 45 percent respondents blamed little promotion scope and delayed promotion for poor performance. Career planning is an important component of modern HRM and 49 percent respondents blamed absence of career planning for poor performance. Faulty recruitment system and lack of proper need based training are identified by significant number of respondents. Lack of initiative for due motivation and lack of fellow feelings, transfer phobia, partisan political culture and political interference are also responsible. Lack of accountability, corruption in the public offices and ineffective performance appraisal system can also mentionable in the list. Another important factor for the poor performance is the master like attitude of the service provider, 45 percent respondents think.

improving performance and service delivery need coordinated and sustained effort. But Figure-22 demonstrate that 95 percent of the respondents think that if factors responsible for poor performances identified earlier can be addressed than it is possible to improve the performance.

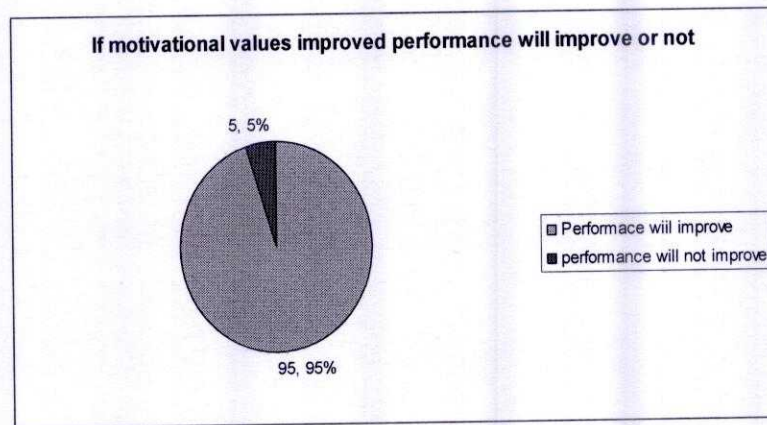


Figure-22: Responses of the Respondents regarding performance improvement

The study identified many factors for poor performance and it is very difficult to address those in a very short period of time. Considering this very fact we wanted to know what improvement they would be able to bring if they are provided with market based salary, timely promotion and some other benefits in transparent manner. We asked them to rank some pre identified area for improving the performance. We got very optimistic and confident responses which are shown in Figure-23. Cent percent improvement in change of attitude is possible-54 percent respondents think, while on average they are confident of improving attitude up to 5.34 in the scale of 6. In case of improving commitment & dedication for public service and improving ethical values & morality 62 percent and 64 percent respondents respectively are highly optimistic and ranked them 6 while average rank value for this factor is 5.5. Improving quality and quantity of work is easily measurable indicator for performance measurement. 54 percent respondent think quantity of work will increase significantly and they ranked it 6 while 65 percent respondents are confident of improving quality and they ranked it 6 where average ranking is 5.27 and 5.47 respectively. Corruption is another major impediment in performance improvement in public offices. 57 percent respondents think that corruption will reduce and they

percent and 52 percent respondents think that expected improvement in performance is possible. The study reveals that in every area mentioned here the respondents are very optimistic of bringing expected improvement and on average they ranked all areas above 5 which disclose that extrinsic motivation can improve work performance significantly.

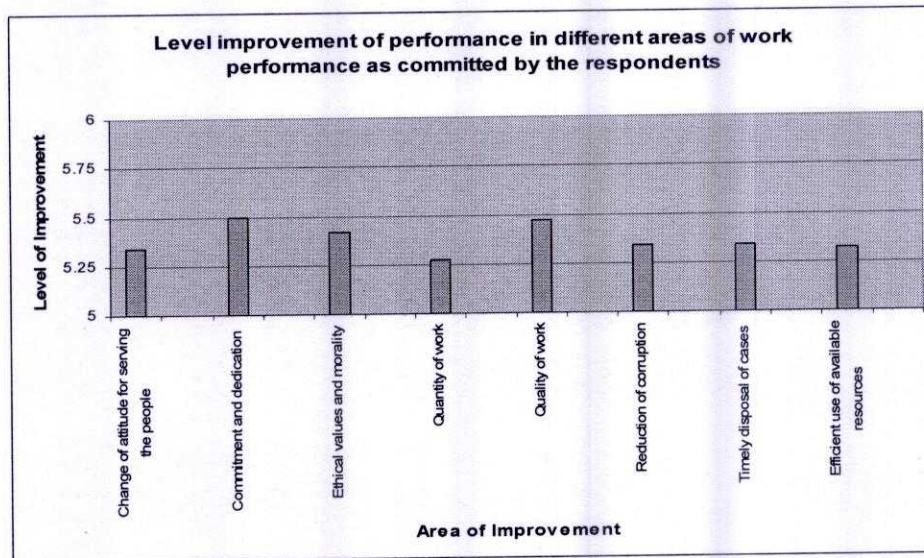


Figure-23: Level of Performance improvement in different areas as committed by the respondents if motivated duly

4.9. Consequence of De-motivation

Expected or high performance is delivered by the motivated employees. In general we found that the respondents joined the civil service greatly inspired by public service motivation along with other motivation. But when they found that there is least motivation for work and anarchy in civil service management they have become de-motivated and consequently lose their enthusiasm in the service delivery. The study tried to explore whether the respondents do not do or avoid doing any work which they used to do before only due to de-motivation. It is revealed that maximum respondents did not leave any work undone for de-motivation. But at the same time a significant number of respondents (30 percent) avoid some important work which they used to do earlier. Among which some important tasks are innovative tasks and initiative from own, rather than directives, for accomplishment of office works. Some other mentionable works are meeting service seekers to know their needs and quick disposal of cases. They also avoid

respondents also includes- reluctance to use ICT, inquiring about the
endless effort to doing things perfect, engagement in the cultural development of working
area, staying office after office time, giving attention to follow seniors instructions,
meeting service seekers to know their need, not to study as before, not to keep day to day
information as before, proper inspection of own office, Quick disposal of cases, disposal
of long pending task by own initiative, not entertaining political or other undue request,
job related study etc.. The consequence of de-motivation is reflected in the work attitude
and performance which also affects others performance as well.

4.10. Improving Motivational Values and Work Performance

Improving motivational values and thus improving work performance require a holistic
approach of intervention. For which effective civil service reform is a must. In this
context the respondents provided a long list of suggestions for improving motivational
values and work performance. The list is shown in Table-4.32. Providing market based
salary and linking performance with salary was suggested by 62 percent and 10 percent
respondents respectively. Ensuring timely promotion based on merit and competency was
also suggested by 42 percent respondents. Training at home and abroad was emphasized
by 34 percent respondents. Ensuring a career planning, insulation from political
interference, transfer and posting based on sound policy, reward and punishment,
recognition for good performances etc. are some mentionable suggestions. The
respondents also suggested for encouraging innovation for better performance, reducing
corruption, separate pay scale for BCS cadres, stopping OSD culture of posting etc.
Another important point they mentioned is introducing or creating scope for religious
teaching for improving ethics and morality. Improvement of existing work disposal
system is a demand of time for enhancing performance. The current system is very old
and not dynamic. Most importantly what we need is change of mind set and that could be
possible by motivational intervention.

Since improving civil service performance depends on the sincere efforts of civil servants, and sincere efforts are the outcome of motivation, due care must be taken for motivational approaches. Theory and actual practice of civil service management in Bangladesh paints a huge gap. And the gap is the breeding ground of de-motivation within the Service. Though Bangladesh has a constitutional obligation for introducing Civil Service Act, it is yet to be introduced. In the absence of such an Act civil service is running on the basis of overlapping rules, circulars etc. However, it has been observed many a time wishes of the political masters prevail over such rules and regulations. As findings from this study indicate, poor salary, delayed promotion and non-transparent promotion system, lack of proper and need based training, lack of a rational transfer and posting policy, absence of career planning, absence of recognition and reward and punishment system have been identified as factors of de-motivation in the civil service. Thus a modern HRM system for recruiting and retaining the talents in the civil service is a crucial requirement for the performance focused civil service. Both intrinsic and extrinsic motivation is necessary for retaining talents in the civil service. In this regard market based and competitive salary and benefits, timely promotion based on some predefined rules and criteria, objective performance evaluation system, rational and transparent transfer and posting policy, training and development, recognition, reward and punishment, insulation from political and other interference, career planning can bring back the civil servants on track and foster a motivated work force for government performance in delivering services to the people..

5.1. Introduction

In pursuit of a functional and high performing civil service we have discussed the operational reality and the motivational approaches of the BCS. The study revealed that most of the serving civil servants in Bangladesh are de-motivated. The harsh reality is that motivational side of modern HRM is totally ignored in BCS. The main problem lies with the low salary, delayed and politically biased promotion procedure, unplanned transfer and posting practices, uncomfortable service conditions and most importantly reluctance of the civil servants to change. All these problems mentioned here are the result of lack of motivational inputs built in the existing civil service structure, processes and culture of the BCS. In the absence of a well planned skill development program the civil servants are losing their capabilities to perform effectively. For an efficient and effective civil service for ensuring better quality services to people it is necessary to protect civil service from further erosion. The study has explored the reasons for poor performance, tried to shed light on the important motivating factors for BCS and how performance can be enhanced. On the basis of the findings and suggestions made by the respondents some recommendations will be made in this chapter for enhancing performance through motivational approaches. Before that let us see the motivational approaches practiced in BCS through the lens of theories discussed previously in Chapter- 2.

5.2. Motivation in BCS as seen through the Lens of Theories

We have reflected through the reality and responses regarding motivational approaches in the civil service management in Bangladesh and we have discussed some of the theories of motivation in the preceding chapters. We would now try to analyze the gaps between theory and practice through the analytical framework we have discussed in Chapter-2. We found in the study that most of civil servants joined the civil service with a motive to

significantly motivated them to join the service. This study found that job security is a significant motivation factor under Safety and Security needs and Alderfer said it as existence needs. Herzberg's hygiene factor, Vroom's VIE theory and Adam's equity theory termed this job security as motivating factor. In BCS still job security is crucial and good enough to motivate people towards civil service.

We found that most of the respondents of this study identified poor salary as an important de-motivating factor. We know that a good remuneration package is required for maintaining some basic needs for existence. Maslow (1943) identified these needs as physiological needs and Alderfer (1972) identified these as existence needs and Vroom (1964) identified these needs as valence for motivation. If the basic needs of an employee are not fulfilled by the salary he gets from the service he will definitely be not in a condition to work in the service with full devotion. Since the pay need is related with his existence along with his food, clothing, health, and medicine etc. But in BCS this important motivator is not given proper importance which is reflected in the responses of the civil servants in this study. Again the salary paid to the civil servant is not competitive and hence there is a strong demand for market based salary. Adam (1963) in his Equity Theory of Motivation stated that individuals have an innate tendency to compare their job inputs with outcomes they receive and also the job inputs and outcomes employees with same qualities and efforts receive in other organizations. In our country the private sector is providing 5-7 times higher salary compared to the public sector. Although, still many talented people join the civil service but they receive very poor salary. As Adam's Equity Theory says the civil servants at times respond to this disparity with de-motivation which includes reduced effort and ends up in frustration. The study results correspond to this Adam's Equity Theory.

Another important motivating factor is promotion or career growth. The situation of promotion in BCS was found to be a de-motivating factor in this study. This factor of motivation is neither timely nor merit based and biased nowadays with partisan political influences. Although there is a career path in BCS but due to biased, partisan and poor management culture the civil servants can not climb up the deserved hierarchical ladder

rejected or do not get promotion they will become frustrated. This frustration in performance will be hampered which they termed as 'frustration-regression relationship'.

Working conditions, relationships with coworkers, working environment etc also motivate individuals working in any organization. These are termed as hygiene factors by Herzberg (1959), where as Vroom (1964) see these factors as valence. Hygiene factors remove dissatisfaction while valence increases effort and motivation. These factors in BCS are associated with deployment or placement which is supposed carried out under transfer and posting policy. The study found that a sound and rational transfer and posting policy, more particularly a sound and doable career planning, has been a demand of the civil servants for a long time to eliminate the mismanagement within the service structure. But the remedy is yet to be put into action and hence the present transfer and posting management practices of BCS is not motivating and does not create resonance as pointed out by Herzberg and Vroom.

Recognition, reward and punishment are good motivators identified by the different theorists. Maslow treated this as esteem and status need while Herzberg saw these as motivators. Instrumentality of Vroom's Expectancy Theory said that reward for performance motivate employees. So recognition, reward and punishment are good motivators. The basic concepts of Skinner's (1953) Reinforcement Theory of motivation assumes that human behavior can be engineered shaped or altered by manipulating the reward structure. The study found very interestingly that recognition for good works motivate civil servants more than salary. These findings support the theory but in BCS the practice of recognition, reward and punishment are not all satisfactory and those have been identified as de-motivating factors in BCS. But in BCS as innovation and new ideas are not recognized and encouraged, civil servants concentrate on salary and job security instead of creative work which is reflected in decline of individual performance as most people carry on business as usual.

The study has found that BCS lacks result oriented performance evaluation system as there is no set description of targets to be achieved by individuals. Moreover, the existing

performance measurement does not bring any performance. Locke's Goal Setting Theory pointed out that difficult goals led to better performance than vague or easy goals. The theory also pointed out that goal setting not only affects the work itself but can also stimulate employees to try to discover methods of doing work. Goals are motivating. But there absence of clearly defined goal in the BCS and hence it can be said that there is acute lack of motivation for work. Bangladesh Civil Service is lacking career planning and legal protection from political and other interference which need Civil Service Reform and Civil Service Act. Skinner's Reinforcement Theory said that reform can bring positive result in motivating employees for better performance.

We have discussed in the analytical framework that there is no single best theory to explain the motivational aspects of civil service. We have tried so far to explain the findings in the light of different theories of Motivation. The suggestions given by respondents of the study, i.e. market based salary, timely promotion, transfer and posting based on a rational policy, career planning, and need-based training for professional and skill development, recognition and reward for good work will increase the motivation and ultimately overall performance of the civil service. These suggestions made by the respondents support the concepts of theories discussed in this study. But the findings regarding the management of these factors of motivation point out to a huge gap with theories.

5.3. Recommendations for Better Management

For improving performance of the civil service and quality of service delivery some fundamental changes of the civil service structure and practices are necessary. Implementation of the recommendations made by different civil service reform commissions must be ensured and a Civil Service Act must be enacted so that all management steps and processes in the civil service become transparent. Civil service must be kept insulated from any undue and irrational influence of political, administrative and partisan interests. Devotion and feeling for public service must be created in the mindset of the civil servants. Mental grooming and positive cultural development is necessary for attitudinal change of the civil servants. As we have discussed earlier that as

must emphasize on motivation. In this regard, the government should look at for a new paradigm in the public sector.

5.3.1. Increasing Salary and Benefits

Salary must be market based otherwise in future talented people will not be attracted to BCS and retaining existing civil servants will be difficult. A market based salary is important for two reasons (1) for participation which include joining, retention and attendance; and (2) for performance which include normal role performance and extra role performance like innovation, high commitment etc. (Steers and Porter, 1986: 205). For providing market based salary the present system of payment must be reformed as soon as possible to provide market based salary package. There should be a system of adjustment of inflation in every six months or at least annually. This can easily be done by establishing a permanent pay commission instead of the present system of ad-hoc pay commissions, which are often driven by political considerations and used to garner support, for a political party, usually the one in power at that time.

5.3.2. Performance Bonus (PB)

The current system of performance measurement in the Bangladesh Civil Service is based on Annual Confidential Report (ACR). The system is very much unscientific to measure the performance of individuals. Again current pay system has no linkages with performance. Hence the civil servants do not feel motivated to work hard for better performance or achieve excellence in the service delivery. Here Performance Related Pay (PRP) can be used for motivating employees to work hard to achieve goals and to get the pecuniary benefits from their performance. In fact, Vroom's VIE theory also supports PRP. In this regard modern system of performance measurement techniques can be used. But considering that the experience regarding introduction of PRP in some OECD countries is not so pleasant, in this context Performance Bonus (PB) instead of PRP can be introduced in some selected organizations as a pilot to recognize and reward good performer. Then on basis of results, it could be replicated in other organizations. For

5.3.3. Fixed Salary Increase versus Performance Based Salary Increase:

At present Bangladesh civil service follows a very rigid system of unified pay scale with fixed-step annual increments based on seniority. This increment has no link with performance and hence it reduces the scope for creativity and initiative (World Bank, 1996:120). Other than the performance pay, annual increment can also be linked with performance. It is to be noted that Indian Government has also introduced this system of performance based salary increase which exclude (1) Any automatic pay increases by, for example, grade promotion or service-based increments (not linked to performance); and (2) Various types of allowances which are attached to certain posts or certain working conditions (for example, over time allowances, allowances for working in particular geographical areas (6th Central Pay Commission, GOI). Following the recommendation of Central Pay Commission of India performance based salary increase can be introduced and that increment will be added up with the performers' basic pay.

5.3.4. Family-Friendly Welfare System

The present civil service compensation package does not allow any family friendly welfare system for the civil servants. The only allowance other than house rent allowance they get is medical allowance. Both the allowances are very low, irrational and unrealistic. So both salary and allowances should be based on real expenditure or market based. To ensure quality education to their children civil servants should be provided with education allowance for maximum two children. For children studying below class X the allowance may be Tk. 1000.00 per month per children and the allowance in case of XI-XII classes, Tk. 1500.00 per month per children and for higher studies it may be Tk. 2000.00 per month per children. They allowance amount should be revised regularly based on CPI and tuition fees. Another aspect of family friendly welfare system is getting leave when it is necessary. Sometimes civil servants can not even attend the funeral of their relatives due to not getting leave in time and in times of need. This should be taken

allowance equal to one month's salary
revive themselves annually.

5.3.5. Recognition and Rewards

The study found that recognition can motivate civil servants better than monetary incentives. So based on the performance some top performers can be recognized with some rewards. Those rewards will motivate those officials for performing better and also it will encourage others. Introduction of awards for innovating new ideas and system for solving real life problems will encourage the civil servants. In this context introduction of Civil Service Award at national level will create positive competition among the civil servants which will help to bring excellence in the service delivery and improving performance. World Bank (1996) had also recommended for introduction of such public service awards for 1-2 percent top performers in each ministry or department. They had emphasized on quantifiable performance related factors like ADP implementation, achievement in revenue collection, high quality policy analysis and such other performance in a transparent manner.

5.3.6. Promotion

Promotion should be timely on the basis of merit cum seniority and it should be linked with performance. An examination for promotion can be arranged. For keeping promotion procedures above controversy performance measurement should be pre-defined, quantifiable and unbiased. The procedure of promotion should transparent. Most importantly the total procedure must keep out of political and other administrative influences. The most de-motivating thing in the promotion procedure is the superseding the seniors. It must be stopped. If it is unavoidable due to some logical grounds than the reasons must be made known to the relevant civil servant.

Proper transfer and posting is crucial be for deploying right people in the right place. It should not be used for reward or punishment. The posting assignment must be target oriented and skill oriented and there should be framework for achieving the target. A minimum tenure in a post must be ensured in practice to allow an incumbent utilize own skills and pick up valuable experience. Transfer and posting should not be interfered with by the politicians and for that a legal insulation such as Civil Service Act should enacted. There should be a career plan for transfer and placement. Academic attainment and training should be considered and given necessary importance during placement. In case of placement in the remote working stations, such Chittagong Hill Tracts a rational and equitable policy should be adopted.

5.3.8. Grooming

Without development of skills and attitude, performance cannot be improved. For development of skills, attitude and professionalism, training is the key requirement. Although there is National Training Policy it is yet to be fully implemented. The national training framework should be such that other than core training program offered by BPATC each civil servant should get at least a two-week training program related with his assignment. There should also be a sound foreign training policy so that it can be allocated rationally on the basis of merit and performance. Discrimination should be stopped. Scope for higher study should be broadened and for that government should provide financial support. Government can also take initiative with some reputed foreign universities to educate civil servants in some particular subjects. Government can also promote higher studies by making the existing procedures more flexible and easy. To promote HRD within the civil service, incentives for trainers and trainees can be introduced and to use the skills achieved in the training a system or framework for post training utilization may be framed.

For a sound and non controversial management system of BCS there is no alternative of a sound and functional career planning. Chakraborty (2008) has suggested for a four level career planning in BCS. Though BCS has a career path but there is no sound planning for going along the path which is ultimate source of dissatisfaction and de-motivation of the civil servants within BCS To make the civil service functional and performance oriented logical needs and desires of the civil servants must be taken care of. Different initiatives in this regard proposed by many reform reports in the past did not see the light due to lack of political commitment and sometimes due to undue political interference. So to make the whole civil service insulated from the unethical interference of political lobbies and interest groups a Civil Service Act must be enacted as soon as possible.

5.4. Framework for Enhancing Performance through Motivation

We have found that there is a considerable gap between theories and practice of motivation. Managers of the civil service must know what are the gaps and why. The study has identified many reasons behind de-motivation and hence poor performance of the civil service. If performance improvement of the civil service is truly wanted then overall management of the civil service, particularly MOE must take active role in managing motivational process. Managing motivational processes do not just happen. Active participation and involvement is necessary for it. The findings of the study reveal that there is a positive relationship between motivation and work performance which also supported by the various theories and research work discussed in this study. We have in fact come up with a suggested motivational framework, shown in Fig-24, for BCS given here, and if it is practiced with care and sincerity we do believe that it will be able to eliminate job dissatisfaction and motivate the civil servants to increase effort, commitment and devotion within the Service. Finally it will create value for money and ensure better services for the people.

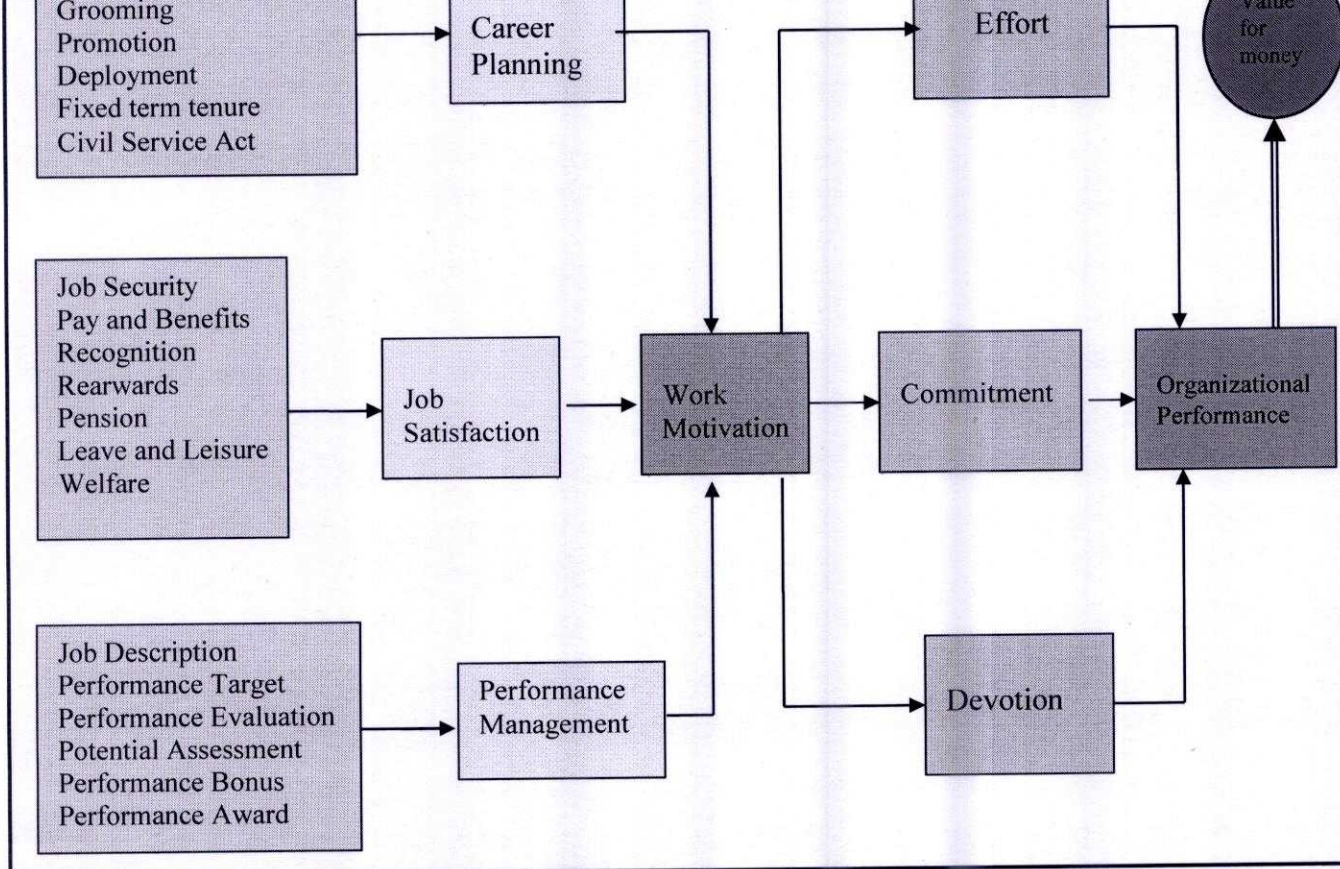


Figure –24: A Framework for Enhancing Performance through Motivation

5.5. Conclusion and Scope for further Study

Now a days, in light of global competition performance improvement is not an option, but a crucial necessity for government's competitiveness. Government performance depends on the efforts of the civil servants. But civil servants of Bangladesh are not ready to keep up pace with the rapidly changing public administration and technology advances in a globalised world. Most of them are underpaid, de-motivated and reluctant to change. This study has found a considerable gap between theory and practice. If this situation continues civil servants will lose their willingness to work. In this context motivational

capabilities and willingness to perform. The politicians and managers of the civil service should keep in mind that any development work will have to be implemented by the civil servants. That is why the UN Millennium Declaration has emphasized for an efficient, responsive, transparent and accountable civil service to achieve the MDGs. Achievement of MDGs means that the country has achieved both democratic and economic progress. So if national prosperity is desired, then there is no alternative of a group of motivated civil servants. In this case the traditional belief of showing carrot-and-stick for achieving goals will not work. Performance of the individuals must be evaluated and rewarded. Motivation is not a discrete phenomenon. It is a holistic approach. It needs policy and legal support. Thus a total framework as suggested above should be followed. In this era of competition career progress and reward system in private sector is to be considered. Government must maintain parity with private sector in fixing salary for its employees. A system for regular inflation adjustment of pay should be introduced immediately. Promotion in the hierarchical ladder should be taken care of; otherwise public sector will fail to retain the talented officers. Transfer and posting should be the tool for placing right people in the right place. These will bring discipline in the service and motivate the employees to create a sense of ownership and responsibility for commitment, effort and devotion towards better service delivery and national progress. Most importantly it is to be kept in mind that if we cannot motivate people in the civil service, we should avoid de-motivating them. If we cannot appreciate them then we should not discourage them. As our study finds that most of respondents join the civil service with great enthusiasm and motivation of public service, but due to lack of motivation we can not erode those values. Government must nourish their inspirations and ideals through the practice of sound management of motivational approaches

There are many other issues of civil service management and motivation that have not been addressed in this study due to time and resource constraints. Some of those issues are recruitment, supervision, performance measurement, input-output relationships. Motivation alone cannot improve the performance to a high level. For it systemic improvement and policy support is a must. This study did not link system with

and behavior. This study provides
light on motivation-system improvement-performance relationship for more holistic
approaches for civil service performance improvement.

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[Tables listed in this Annexure were not shown in the text but the contents herein have been used in data analysis. Entries in the bracket show the percentage value which in some cases may be a bit more than 100 percent in total due to calculation of fraction values]

Table-4.1: Rank and Sex of the Respondents

Rank	Male	Female	Total
Assistant Secretary	17 (20)	7 (9)	24 (29)
Sr. Assistant Secretary	16 (19)	11 (13)	27 (32)
Deputy Secretary	11 (13)	6 (7)	17 (20)
Joint Secretary	8 (10)	2 (2)	10 (12)
Additional Secretary	5 (6)	-	5 (6)
Secretary	1 (1)	-	1 (1)
Total	58 (69)	26 (31)	84 (100)

Table-4.2: Cadre representation of the Respondents

SL No.	BCS Cadre	Male	Female	Total
1	Administration	34 (40)	14 (17)	48 (57)
2	Agriculture	2 (2)	-	2 (2)
3	Ansar	1 (1)	-	1 (1)
4	Audit and Accounts	1 (1)	2 (3)	3 (4)
5	Cooperative	1 (1)	-	1 (1)
6	Customs	-	2 (2)	2 (2)
7	Economic	3 (4)	-	3 (4)
8	Fisheries	2 (3)	-	2 (3)
9	Food	1 (1)	-	1 (1)
10	Foreign Affairs	-	2 (2)	2 (2)
11	Forest	2 (3)	-	2 (3)
12	Information	1 (1)	1 (1)	2 (2)
13	Livestock	1 (1)	1 (1)	2 (2)
14	Police	1 (1)	2 (3)	3 (4)
15	Roads and Highways	3 (4)	1 (1)	4 (5)
16	Taxation	2 (2)	-	2 (2)
17	Telecom	2 (2)	1 (1)	3 (4)
18	Railway	1 (1)	-	1 (1)
Total		58 (69)	26 (31)	84 (100)

Table-4.3: Academic Achievement of the Respondents

Degree	Male	Female	Total
Bachelor	5 (6)	1 (1)	6 (7)
Masters	44 (52)	21 (25)	65 (77)
M. Phill/MS	7 (9)	4 (5)	11 (14)
PhD	1 (1)	-	1 (1)
Others	1 (1)	-	1 (1)
Total	58 (69)	26 (31)	84 (100)

Table-4.4: Experience of the Respondents in the Civil Service

6-10	9 (11)	5 (6)	14 (17)
11-15	1 (1)	1 (1)	2 (2)
15-20	7 (9)	7 (9)	14 (18)
21-25	13 (15)	5 (6)	18 (21)
25+	11 (13)	2 (2)	13 (15)
Total	58 (69)	26 (31)	84 (100)

Table-4.5: Monthly Income of the Respondents

Income	No of respondents
10000	1 (1)
10000-15000	22 (26)
15000-20000	12 (14)
20000-25000	12 (14)
25000-30000	13 (16)
30000-35000	15 (18)
35000-40000	6 (7)
40000-45000	2 (3)
45000+	1 (1)
Total	84 (100)

Table-4.6: Tenure of minimum stay in a Post

Months	Male	Female	Total
0-6	29 (35)	12 (14)	41 (49)
6-11	19 (23)	8 (10)	27 (33)
12-23	2 (2)	1 (1)	3 (3)
24-36	-	1 (1)	1 (1)
36-48	-	1 (1)	1 (1)
Blank			11 (13)

Table-4.7: Level of Satisfaction of the Respondents regarding Job

Job Characteristics	Scale (1=Minimum, 6= Maximum)						Average
	1	2	3	4	5	6	
Job nature	3 (4)	3 (4)	9 (11)	19 (23)	26 (31)	24 (29)	4.595
Job security	2 (2)	1 (1)	7 (8)	19 (23)	29 (34)	26 (31)	4.785
Salary and Benefits	11 (13)	17 (20)	31 (37)	13 (15)	11 (13)	1 (1)	2.998
Career prospects and Promotion	5 (6)	11 (13)	25 (30)	24 (29)	14 (17)	4 (5)	3.518
Training	5 (6)	7 (8)	33 (39)	30 (36)	8 (10)	1 (1)	3.380
Job rotation (Transfer)	1 (1)	14 (17)	28 (33)	24 (29)	16 (19)	1 (1)	3.51
Convenience of work place location (Posting)	2 (2)	13 (15)	27 (32)	23 (27)	13 (15)	6 (7)	3.59
Working environment	5 (6)	5 (6)	20 (24)	28 (33)	19 (23)	6 (7)	3.83

Table-4.8: Level of job satisfaction of the respondents of different rank and status and of sex (Level was identified in a 6 point Likert type scale)

	AS	SAS	DS	SS	AS	Sec	Sec	
Job nature	4.25	4.33	4.88	4.9	6	5	4.58	4.61
Job security	4.91	5.03	4.23	4.9	4.2	6	4.82	4.69
Salary and Benefits	3.04	3.00	3.11	2.7	2.8	3	3.12	2.69
Career prospects and Promotion	3.33	3.42	3.35	3.8	4.4	6	3.64	3.2
Training	2.95	3.37	3.58	3.7	4.0	4	3.5	3.11
Job rotation (Transfer)	3.20	3.70	3.52	3.7	3.8	2	3.5	3.53
Convenience of work place location (Posting)	3.37	3.51	3.64	4.2	4.0	2	3.63	3.5
Working environment	3.66	3.73	3.76	4.4	4.2	4	3.75	4.0

Table-4.9: Factors that motivated Respondents to join Civil Service

Element	Scale (1=Minimum, 6= Maximum)						Average		
	1	2	3	4	5	6	male	Femal e	Total
Job Security	3 (4)	1 (1)	2 (2)	13 (15)	30 (36)	35 (42)	5.01	5.07	5.03
Salary and Benefits	5 (6)	11 (13)	24 (29)	32 (38)	11 (13)	1 (1)	3.55	3.15	3.42
Power and Social Status	1 (1)	2 (2)	7 (8)	11 (13)	25 (30)	38 (45)	5.05	5.0	5.03
Desire to serve the people	1 (1)	-	2 (2)	8 (10)	25 (30)	48 (57)	5.31	5.53	5.38
Family desire	2 (2)	3 (4)	4 (5)	18 (21)	33 (39)	24 (29)	4.8	4.69	4.77
Promotion prospects	6 (7)	1 (1)	14 (17)	22 (26)	29 (34)	12 (14)	4.22	4.23	4.22

Table-4.10: Respondents' feeling about motivation in the Civil Service

De-motivated		Not De-motivated
Yes	No	
72 (86)	10 (12)	2 (2)

Table-4.11: Level of De-motivation

Level of de-motivation	1	2	3	4	5	6	Not de-motivat ed	Average of de-motivation
No of respondents	-	11 (13)	13 (15)	19 (23)	20 (24)	11 (13)	10 (12)	3.60

Element	Scale (1 = Minimum, 6 = Maximum)						motivated	
Inadequate salary	2 (2)	7 (8)	5 (6)	9 (11)	16 (19)	35 (42)	10 (12)	4.82
Lack of proper training	5 (6)	4 (5)	14 (17)	23 (27)	20 (24)	9 (11)	10 (12)	4.01
Frequent and unplanned transfers	4 (5)	6 (7)	14 (17)	21 (25)	18 (21)	10 (12)	10 (12)	4.05
No timely promotion	7 (8)	1 (1)	5 (6)	11 (13)	13 (15)	36 (43)	10 (12)	4.81
Current ACR system	6 (7)	3 (3)	11 (13)	18 (21)	21 (25)	14 (17)	10 (12)	4.22
Lack of career planning	3 (4)	4 (5)	6 (7)	8 (10)	23 (27)	29 (34)	10 (12)	4.81
Partisan political culture	5 (6)	2 (2)	7 (8)	8 (10)	24 (29)	27 (32)	10 (12)	4.74

Table-4.13: Importance of de-motivating factors to the Respondents of different rank and status (importance given in a 6 point Likert type scale)

Element	Rank of officers						Male	Female
	AS	SAS	DS	JS	Addl Sec	Sec		
Inadequate salary	5.0	4.72	4.84	4.75	5.25	-	4.95	4.68
Lack of proper training	4.5	3.8	4.15	3.75	3.25	-	3.97	4.2
Frequent and unplanned transfers	4.0	3.96	4.07	3.75	4.5	-	4.02	3.96
No timely promotion	4.6	4.64	4.92	5.0	5.5	-	4.62	5.08
Current ACR system	4.39	4.16	4.30	3.6	4.0	-	4.0	4.56
Lack of career planning	4.56	4.8	5.0	5.12	4.75	-	4.81	4.76
Partisan political culture	4.6	4.4	5.15	5.0	5.0	-	4.64	4.84

Table-4.14: Important factors of motivation that drive to work devotedly?

Element	Scale (1=Minimum, 6= Maximum)						Average
	1	2	3	4	5	6	
Adequate/market based salary and benefits	1 (1)	4 (4)	2 (2)	8 (10)	16 (19)	53 (63)	5.29
Transfer on the basis of defined criteria	2 (2)	7 (8)	6 (7)	5 (6)	25 (30)	39 (47)	4.91
Promotion based on rule and competency	2 (2)	2 (2)	7 (8)	3 (4)	19 (23)	51 (61)	5.23
Posting or placement on the basis of academic background and merit	4 (5)	3 (4)	10 (12)	14 (17)	22 (26)	31 (37)	4.66
Training and HRD	2 (2)	3 (4)	3 (4)	21 (25)	21 (25)	34 (41)	4.88

Element	Rank of officers						Male	Female
	AS	SAS	DS	JS	Addl Sec	Sec		
Adequate/market based salary and benefits	5.04	5.48	5.11	5.5	5.6	6.0	5.24	5.42
Transfer on the basis of defined criteria	5.0	5.0	4.58	4.9	5.0	6.0	4.81	5.15
Promotion based on rule and competency	5.12	5.11	5.35	5.3	5.8	6.0	5.24	5.23
Posting or placement on the basis of academic background and merit	4.70	4.66	4.47	4.7	5.0	6.0	4.60	4.80
Training and HRD	4.87	5.0	4.76	4.8	4.6	6.0	4.81	5.03

Table-4.16: Reasons to consider transfer as an important motivating factor

Element	Scale (1=Minimum, 6= Maximum)						Average
	1	2	3	4	5	6	
To have a convenient work place	2 (2)	4 (5)	5 (6)	19 (23)	22 (26)	28 (33)	4.73
Transport facilities	2 (2)	2 (2)	13 (15)	15 (28)	23 (27)	24 (29)	4.60
Staying in town/cities	1 (1)	5 (6)	12 (14)	17 (20)	28 (33)	15 (18)	4.42
Education of Children	2 (2)	-	4 (5)	9 (11)	29 (34)	17 (20)	5.13
Government accommodation	4 (5)	4 (5)	8 (10)	17 (20)	29 (34)	17 (20)	4.44
Discharging duties/serving people	2 (2)	-	6 (7)	12 (14)	31 (37)	29 (34)	4.96

Table-4.17: Importance of Transfer as a factors of motivation to officers of different rank and status (Importance was made in a 6 point Likert type scale)

Element	Rank of officers						Male	Female
	AS	SAS	DS	JS	Addl Sec	Sec		
To have a convenient work place	4.36	4.96	4.56	5.22	4.6	6.0	4.68	4.84
Transport facilities	4.68	4.66	4.6	4.66	3.6	6.0	4.52	4.76
Staying in town/cities	4.57	4.40	4.46	4.22	3.8	6.0	4.37	4.52
Education of Children	5.22	5.25	5.06	4.66	5.0	6.0	5.09	5.23
Government accommodation	4.95	4.48	4.06	4.0	3.6	6.0	4.39	4.53
Discharging duties/serving people	5.04	4.92	4.56	5.22	5.4	6.0	4.94	5.0

	1	2	3	4	5	6	
Putting right people in the right place	-	-	5 (6)	6 (7)	13 (15)	56 (67)	5.50
Getting good ACR	11 (13)	11 (13)	9 (11)	19 (23)	22 (26)	10 (12)	3.72
Appropriate use of skills and expertise	-	1 (1)	1 (1)	11 (13)	28 (33)	39 (47)	5.28
Building specialization	-	2 (2)	4 (5)	16 (19)	19 (23)	38 (45)	5.10

Table-4.19: Importance of Posting based on academic background to the officers of different rank and status (Importance was made in a 6 point Likert type scale)

Element	Rank of officers						Male	Female
	AS	SAS	DS	JS	Addl Sec	Sec		
Putting right people in the right place	5.45	5.51	5.62	5.0	6.0	6.0	5.53	5.42
Getting good ACR	4.31	3.48	3.06	4.33	3.2	5.0	3.72	3.73
Appropriate use of skills and expertise	5.31	5.29	5.18	5.33	5.2	6.0	5.37	5.11
Building specialization	5.22	5.03	5.0	5.11	5.0	6.0	5.15	5.0

Table-4.20: Market based salary as an important motivating factor

Element	Scale (1=Minimum, 6= Maximum)						Average
	1	2	3	4	5	6	
Living a dignified life	-	-	2 (2)	9 (11)	15 (18)	54 (64)	5.51
Refrain from petty business or corruption	1 (1)	4 (5)	4 (5)	10 (12)	22 (26)	38 (45)	5.05
Enhance devotion for work	-	-	2 (2)	10 (12)	27 (32)	40 (48)	5.32
Provide quality education to children	-	-	1 (1)	7 (8)	33 (39)	39 (47)	5.37
Make the salary competitive with other sectors	1 (1)	1 (1)	4 (5)	9 (11)	22 (26)	43 (51)	5.23

Table-4.21: Importance of market based salary to officers of different rank and status (Importance was made in a 6 point Likert type scale)

Element	Rank of officers						Male	Female
	AS	SAS	DS	JS	Addl Sec	Sec		
Living a dignified life	5.36	5.62	5.68	5.33	5.2	6.0	5.46	5.61
Refrain from petty business or corruption	5.31	4.81	4.66	5.66	5.0	6.0	5.07	5.0
Enhance devotion for work	5.45	5.22	5.26	5.44	5.2	6.0	5.30	5.38
Provide quality education to children	5.27	5.55	5.37	5.33	4.80	6.0	5.31	5.5
Make the salary competitive with other sectors	5.45	5.22	5.18	4.88	5.0	6.0	5.16	5.38

Skill formation	-	-	1 (1)	9 (11)	28 (33)	43 (51)	5.39
Getting new knowledge	-	-	1 (1)	11 (13)	33 (39)	35 (42)	5.27
Updating changes in the rules and regulations	1 (1)	1 (1)	-	9 (11)	36 (43)	33 (39)	5.21
Enhancing confidence & competence	-	-	3 (4)	9 (11)	26 (31)	42 (50)	5.33

Table-4.23: Importance of Training and HRD to the officers of different rank and status
(Importance was made in a 6 point Likert type scale)

Element	Rank of officers						Male	Female
	AS	SAS	DS	JS	Addl Sec	Sec		
Skill formation	5.90	5.78	5.80	5.80	6.00	6.00	5.32	5.53
Getting new knowledge	5.90	5.42	5.8	5.6	6.0	6.0	5.21	5.40
Updating changes in the rules and regulations	6.0	5.57	5.9	5.6	5.0	6.0	5.12	5.40
Enhancing confidence & competence	6.0	6.0	6.0	6.0	6.0	6.0	5.27	5.48

Table-4.24: Respondents consideration for Promotion as important motivating factor

Element	Scale (1=Minimum, 6= Maximum)						Average
	1	2	3	4	5	6	
For social recognition & monetary benefits	1 (1)	2 (2)	3 (4)	11 (13)	27 (32)	37 (44)	5.36
Promotion is a right of competent employee	-	1 (1)	1 (1)	7 (8)	15 (18)	57 (68)	5.73
To eliminate frustration	-	-	3 (4)	8 (10)	28 (33)	42 (50)	5.61
For motivated and committed workforce	-	-	1 (1)	8 (10)	21 (25)	51 (61)	5.90
Enable an employee to take greater responsibilities	-	-	1 (1)	7 (8)	29 (34)	43 (51)	5.78

Table-4.25: Importance of Promotion to the Respondents of different rank and status
(Importance was made in a 6 point Likert type scale)

Element	Rank of officers						Male	Female
	AS	SAS	DS	JS	Addl Sec	Sec		
For social recognition & monetary benefits	4.90	5.48	5.05	5.22	4.0	6.0	5.33	5.26
Promotion is a right of competent employee	5.40	5.70	5.70	5.55	4.8	6.0	5.70	5.80
To eliminate frustration	5.31	5.44	5.35	5.33	4.8	6.0	5.59	5.66
For motivated and committed workforce	5.40	5.55	5.52	5.55	5.40	6.0	5.88	5.96
Enable an employee to take greater responsibilities	5.36	5.40	5.56	5.44	5.2	6.0	5.70	5.93

Table-4.26: Respondents' reply to the question-'Does recognition motivates a civil servant?'

Assistant Secretary	24 (29)	-	5.00
Sr. Assistant Secretary	27(32)	-	5.55
Deputy Secretary	17(20)	-	5.23
Joint Secretary	10(12)	-	5.23
Addl. Secretary	5(6)	-	5.6
Secretary	1(1)	-	6.0
Average			5.32

Table-4.27: Respondents' reply to the question-'If the level of motivation is increased do you think that performance and service delivery will increase?'

Rank	Answer	
	Yes	No
Assistant Secretary	23 (27)	1 (1)
Sr. Assistant Secretary	26 (31)	1 (1)
Deputy Secretary	16 (19)	1 (1)
Joint Secretary	9 (11)	1 (1)
Addl. Secretary	5 (6)	-
Secretary	1 (1)	-
Total	80 (95)	4 (5)

Table-4.28: Respondents' reply to the question-'If you are given market based salary, timely promotion and other benefits, what improvement will you bring?'

Element	Scale (1=Minimum, 6= Maximum)						Average
	1	2	3	4	5	6	
Change of attitude for serving the people	-	1 (1)	2 (2)	9 (11)	27 (32)	45 (54)	5.34
Commitment and dedication	-	1 (1)	3 (4)	1 (1)	27 (32)	52 (62)	5.5
Ethical values and morality	1 (1)	1 (1)	3 (4)	5 (6)	20 (24)	54 (64)	5.42
Quantity of work	1 (1)	1 (1)	5 (6)	5 (6)	27 (32)	45 (54)	5.27
Quality of work	-	2 (2)	4 (5)	1 (1)	22 (26)	55 (65)	5.47
Reduction of corruption	1 (1)	1 (1)	2 (2)	8 (10)	24 (29)	48 (57)	5.34
Timely disposal of cases	-	1 (1)	4 (5)	7 (8)	25 (30)	47 (56)	5.34
Efficient use of available resources	-	-	5 (6)	7 (8)	27 (32)	44 (52)	5.32

Element	Rank of officers						Male	Female
	AS	SAS	DS	JS	Addl Sec	Sec		
Change of attitude for serving the people	5.41	5.25	5.35	5.3	5.4	6.0	5.37	5.26
Commitment and dedication	5.41	5.44	5.52	5.4	5.6	6.0	5.50	5.50
Ethical values and morality	5.45	5.25	5.70	5.10	5.8	6.0	5.39	5.50
Quantity of work	5.20	5.33	5.25	5.30	5.2	6.0	5.25	5.30
Quality of work	5.33	5.55	5.64	5.4	5.2	6.0	5.46	5.50
Reduction of corruption	5.33	5.33	5.35	5.3	5.4	6.0	5.32	5.38
Timely disposal of cases	5.25	5.48	5.47	5.0	5.2	6.0	5.34	5.34
Efficient use of available resources	5.26	5.33	5.52	5.0	5.4	6.0	5.29	5.40

Table-4.30: Factors identified by the Respondents that are responsible for poor performance of BCS?

SI No	Factors identified	Responses	
1.	Low salary and compensation	58	(69)
2.	Little promotion scope/ delayed promotion	38	(45)
3.	Working environment	18	(21)
4.	Lack of proper training	26	(31)
5.	Lack of Career planning	26	(31)
6.	Lack of proper posting policy	24	(29)
7.	Job Security	12	(14)
8.	Lack of reward and Punishment /recognition	17	(20)
9.	Political Interference / Partisan political culture	23	(27)
10.	Recruitment not based on merit/Quota system of recruitment	2	(2)
11.	Lack of due motivation	17	(20)
12.	Frequent transfer	11	(13)
13.	Master versus servant attitude /Undermine stakeholders	18	(21)
14.	Lack of proper skill and knowledge	10	(12)
15.	Lack accountability and strong monitoring system	12	(14)
16.	Corruption in the public office	18	(21)
17.	Ineffective performance appraisal system (ACR)	23	(27)
18.	Partisan Administration	15	(18)
19.	No clarity of defined job responsibilities	2	(2)
20.	Lack ICT application	2	(2)
21.	Lack of fellow feelings	23	(27)
22.	Lack of initiative and commitment	13	(15)
23.	Discriminated cadre status	8	(10)

2	Innovative tasks	3
3	reluctance to use ICT	1
4	inquiring about applicant's need	1
5	Endless effort to doing things perfect	1
6	Initiative from own	3
7	Engagement in the cultural development of working area.	1
8	Staying office after office time	2
9	Giving attention to follow seniors instructions	1
10	Meeting service seekers to know their need	1
11	Not to study as before	1
12	Not to keep day to day information as before	1
13	proper inspection of own office	2
14	Quick disposal of cases	1
15	disposal of long pending task by own initiative	1
16	Not entertain political or other undue request	1
17	Job related study	2
		25 (30)

Table-4.32: Suggestions to improve the motivational values and work performance

Sl. No.	Factors identified	Responses	
		Frequency	Percentage
1.	Adequate salary/market based salary	52	62
2.	Timely promotion based on merit and competency	35	42
3.	Performance based salary	8	10
4.	Proper training at home and abroad	29	34
5.	Good working environment	8	10
6.	Political interference should restricted strictly	15	18
7.	Ensure career planning	10	12
8.	Transfer on the basis of policy	16	19
9.	Putting right people in the right place (posting policy)	15	18
10.	More opportunity for foreign education	5	6
11.	Merit based recruitment and stop quota system	2	2
12.	Career Planning	8	10
13.	Effective Civil Service Reform and Civil Service Act	11	12
14.	Reward and Punishment	12	14
15.	Recognition for good performance	9	11
16.	Stringent disciplinary action for bad performance	3	4
17.	Transparent performance appraisal system	3	4
18.	Linking performance with career development	3	4
19.	Encourage and promote innovation	2	2
20.	Stopping nepotism	2	2
21.	Ensuring job security	2	2
22.	Reduction of corruption	1	1
23.	Building learning organization	1	1
24.	Increasing logistics facilities	8	10
25.	Religious teaching for improving ethics and morality	5	6
26.	Equal status of all cadre	1	1
27.	Introducing separate BCS cadre salary scale	1	1
28.	Change of mindset	1	1
29.	Stop OSD culture	1	1
30.	System improvement	1	1

Questionnaire

[Note: Motivating civil servants to work effectively for achieving organizational goals is the vital part of any lasting reform of a civil service. The present study attempts to assess different motivational approaches for performance in Bangladesh Civil Service. The study is being undertaken for partial fulfillment of the requirement of a Masters Degree in Governance and Development. Data collected through this questionnaire will be used for research purpose **only** and personal identity of the respondents will not be disclosed. I humbly solicit your kind cooperation for helping the research work by sharing your valuable opinion and work experience.]

A. Respondent's Information

1. Designation :
2. Cadre and Batch :
3. Year of Joining in the Service :
4. Gender : ☐ Male ☐ Female
5. Last Academic Degree :
☐ Bachelor ☐ Masters ☐ M. Phil /MS ☐ Ph.D. ☐ Others
6. Current place of posting :
7. Years of experience in the Civil Service:
☐ 1-5 years ☐ 6-10 year ☐ 11-15 year ☐ 15-20 years ☐ 21-25 years ☐ above 25 years
8. Your average monthly income (including salary and income from other property in Taka):
☐ 10,000 ☐ 10,000-15,000 ☐ 15,000-20,000 ☐ 20,000-25,000 ☐ 25,000-30,000
☐ 30,000-35,000 ☐ 35,000-40,000 ☐ 40,000-45,000 ☐ 45,000 and above
9. In your service life how many times have you been transferred?
10. What was the time period of your maximum and minimum tenure in a post?
☐ Maximum- years ☐ Minimum- months/years

11. How satisfied are you with your job?

Element	Scale (1=Minimum, 6= Maximum)					
Job nature	1	2	3	4	5	6
Job security	1	2	3	4	5	6
Salary and Benefits	1	2	3	4	5	6
Career prospects and Promotion	1	2	3	4	5	6
Training	1	2	3	4	5	6
Job rotation (Transfer)	1	2	3	4	5	6
Convenience of work place location (Posting)	1	2	3	4	5	6
Working environment	1	2	3	4	5	6
Or others, please mention						
	1	2	3	4	5	6
	1	2	3	4	5	6

12. What are the factors that motivated you to join Civil Service?

Element	Scale (1=Minimum, 6= Maximum)					
Job Security	1	2	3	4	5	6
Salary and Benefits	1	2	3	4	5	6
Power and Social Status	1	2	3	4	5	6
Desire to serve the people	1	2	3	4	5	6
Family desire	1	2	3	4	5	6
Promotion prospects	1	2	3	4	5	6
Or others, please mention						
	1	2	3	4	5	6
	1	2	3	4	5	6

13. Do you feel de-motivated in the civil service?

☐

Yes

☐

No

If yes, please indicate the level of your de-motivation (1=minimum and 6= maximum)

1	2	3	4	5	6
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14. If yes, please rate the de-motivating factors mentioned below

Element	Scale (1=Minimum, 6= Maximum)					
Inadequate salary	1	2	3	4	5	6
Lack of proper training	1	2	3	4	5	6
Frequent and unplanned transfers	1	2	3	4	5	6
No timely promotion	1	2	3	4	5	6
Current ACR system	1	2	3	4	5	6
Lack of career planning	1	2	3	4	5	6
Partisan political culture	1	2	3	4	5	6
Or others, please mention						
	1	2	3	4	5	6
	1	2	3	4	5	6

15. Identify and rate the important factors of motivation in the civil service that you think will drive you to work devotedly?

Adequate/market based salary and benefits	1	2	3	4	5	6
Transfer on the basis of defined criteria	1	2	3	4	5	6
Promotion based on rule and competency	1	2	3	4	5	6
Posting or placement on the basis of academic background and merit	1	2	3	4	5	6
Training and HRD	1	2	3	4	5	6
Or others, please mention						
	1	2	3	4	5	6
	1	2	3	4	5	6

[If your rating for elements of question-15 is more than 4, then answer the question 16- 20]

16. What are the reasons to consider transfer as an important motivating factor?

Element	Scale (1=Minimum, 6= Maximum)					
To have a convenient work place	1	2	3	4	5	6
Transport facilities	1	2	3	4	5	6
Staying in town/cities	1	2	3	4	5	6
Education of children	1	2	3	4	5	6
Government accommodation	1	2	3	4	5	6
Discharging duties/serving people	1	2	3	4	5	6
Or others, please mention						
	1	2	3	4	5	6
	1	2	3	4	5	6

17. Why do you think that posting based on academic background and merit is important for motivation?

Element	Scale (1=Minimum, 6= Maximum)					
Putting right people in the right place	1	2	3	4	5	6
Getting good ACR	1	2	3	4	5	6
Appropriate use of skills and expertise	1	2	3	4	5	6
Building specialization	1	2	3	4	5	6
Or others, please mention						
	1	2	3	4	5	6
	1	2	3	4	5	6

18. What are the reasons to consider adequate salary as an important motivating factor?

Element	Scale (1=Minimum, 6= Maximum)					
Living a dignified life	1	2	3	4	5	6
Refrain from petty business or corruption	1	2	3	4	5	6
Enhance devotion for work	1	2	3	4	5	6
Provide quality education to children	1	2	3	4	5	6
Make the salary competitive with other sectors	1	2	3	4	5	6
Or others, please mention						
	1	2	3	4	5	6
	1	2	3	4	5	6

19. Why do you think that training & HRD is important for motivation?

Updating changes in the rules and regulations	1	2	3	4	5	6
Enhancing confidence & competence	1	2	3	4	5	6
Or others, please mention						
	1	2	3	4	5	6
	1	2	3	4	5	6

20. Why do you think that promotion should be timely on the basis of some well defined rules and criteria?

Element	Scale (1=Minimum, 6= Maximum)					
For social recognition & monetary benefits	1	2	3	4	5	6
Promotion is a right of competent employee	1	2	3	4	5	6
To eliminate frustration	1	2	3	4	5	6
For motivated and committed workforce	1	2	3	4	5	6
Enable an employee to take greater responsibilities	1	2	3	4	5	6
Or others, please mention						
	1	2	3	4	5	6
	1	2	3	4	5	6

21. Do you feel that recognition for good works motivates a civil servant to work hard and devotedly?

☐ Yes ☐ NO

If yes, please mention the level of motivation (1=minimum and 6= maximum)

1	2	3	4	5	6
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22. What are factors do you think responsible for poor performance of a civil servant?

- a.
- b.
- c.
- d.
- e.

23. If the factors responsible for poor performance are addressed to increase your level of motivation, do you think that your performance and service delivery will increase?

☐ Yes ☐ No

24. If you are given market based salary, timely promotion and other benefits in transparent and rational manner what improvement would you bring in the area mentioned below? Please indicate the level of improvement in the given scale (1=minimum, 6= maximum).

Indicators	Level of Performance improvement					
	1	2	3	4	5	6
Change of attitude for serving the people	1	2	3	4	5	6
Commitment and dedication	1	2	3	4	5	6
Ethical values and morality	1	2	3	4	5	6
Quantity of work	1	2	3	4	5	6
Quality of work	1	2	3	4	5	6
Reduction of corruption	1	2	3	4	5	6
Timely disposal of cases	1	2	3	4	5	6
Efficient use of available resources	1	2	3	4	5	6
Or others, please mention						
	1	2	3	4	5	6
	1	2	3	4	5	6

25. Please specify one/two task(s) you used to carry out before but you do not do now or simply avoid doing due to lack of /inadequate motivation

a.

b.

26. Please provide some specific suggestions to improve the motivational values and work performance of the civil service. (Please provide five priority points)

a.

b.

c.

d.

e.

Thank you very much for your valuable time and cooperation.

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