

Public Administration Training Policy and Enhancing Capacity of Bangladesh Civil Service: A Review

A dissertation

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November 2009

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List of Abbreviations

ACAD	Advanced Course on Administration and development
BASC	Bangladesh Administrative Staff College
BCS	Bangladesh Civil Service
BCSAA	Bangladesh Civil Service Administration Academy
BPATC	Bangladesh Public Administration Training Center
CSP	Civil Service of Pakistan
GOB	Government of Bangladesh
COTA	Civil Officers' Training Academy
GOTA	Gazetted Officers' Training Academy
FTC	Foundation Training Course
HRD	Human Resource Development
ICS	Indian Civil service
LAC	Law and Administration Course
NGO	Non-Governmental Organization
NIPA	National Institute of Public Administration
PATP	Public Administration Training Policy
STI	Staff Training Institute
SSC	Senior Staff Course
WTO	World Trade Organization

Acknowledgement

At the very outset, I would like to convey my thanks to the Ministry of Establishment for permitting me to attend the MAGD program. I would also like to convey my thanks to the Royal Dutch Government, the World Bank and BRAC for financing the course.

Then, I would like to express my gratitude to Dr. Rizwan Khair, my supervisor who provided me continuous guidance and support, valuable advice to write the dissertation. This study would not have been possible without the cooperation of the faculty members of BPATC and BCSAA. I am deeply indebted to all of my batch mates of MAGD program for their cooperation and inspiration.

I am also grateful to Barrister Manzoor Hasan, Director of IGS for his all out cooperation. Finally I would like to thank all officers and staffs of IGS, BPATC, BRAC TARC, Savar and BCDM, Rajendrapur for their support.

Md. Mahmudul Hasan

Summary

With the emergence of a global economy, every country is facing more challenges than ever before. To adapt to the new environment, civil service operations has changed all over the world. To face the challenges of globalization and to meet the demands of the people, Bangladesh Civil Service must change like the civil service of other countries. But there is no 'quick-fix' to bring such changes. It needs long-term planning where training is the most important component. With this view, the study aimed at examining the effectiveness of the PATP 2003 in enhancing competencies of the officers of BCS (Administration) cadre.

For the purpose of reviewing the effectiveness of the PATP, primary data was collected through interview and discussions with past trainees, faculty members and senior officers. A wide range of literature review was made which include some research work on training institutions, training methodology and effectiveness of training curricula. Some unpublished seminar papers were also consulted. The findings of the study reveals that the Foundation training Course (FTC) carried out by BPATC and the Law and Administration Course carried out by BCSAA are not effective enough to enhance the required competencies. The reasons for not achieving the targets are institutional weaknesses, lack of incentives, traditional training methodology, etc. The study also found that the training institutions are not empowered and strengthened in a manner as mentioned in the PATP. The control of the Ministry of Establishment seems to be over pervasive and hence these training institutions lack adequate independence. Moreover, the performance of the training institutions and the outcome of the training courses give a dismal picture despite the PATP having clear objectives in achieving positive results.

Statement of the Candidate

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Chapter I

Introduction

1.1 Background

The new global economic system has become a big challenge for developing countries. Developing economies are passing through a period of dilemma, contradictions, constraints and social changes. There are many reasons behind this situation. The developed economies are creating pressure through trade liberalization orchestrated by WTO and integration of the global economy. Structural adjustments, competitive markets, regionalization of economies and domestic realities are the other attributes of the present situation. The new global economic system has emerged as a problem rather than a solution to the developing economies. The challenge facing all governments in the 21st century is to create a system of governance that promotes and supports efficient economic interaction and that, at the same time, advances the health, safety, welfare and security of the citizens (UN 2007: 17). If a country fails to face the challenges of globalization, it will become a victim of the time and its culture, heritage, social identity, industries, exports and economic activities will be threatened in the future.

Globalization has other dimensions which also affect the governments of both developed and developing countries. International financial institutions and the supra-national organizations are pursuing changes in the role of government. Within countries themselves, civil society organizations, NGO sector and the private sector are also creating pressure on governments and demanding greater role in governmental affairs. In response to the pressures and demands for change, the public sector is changing all over the world. The most common forms of change in the public sector are democratization, decentralization, economic liberalization and civil service reforms.

In Bangladesh, civil service reforms have also been a much talked about subject for a couple of decades. The behavioral dysfunctions of the bureaucracy of Bangladesh have been identified by six general themes. These are: centralization of authority, multiple layers of decision making, regulatory rather than facilitative *modus operandi*, lack of adequate public accountability, lack of commitment, and lack of incentive structure to encourage initiative and award excellence (Bretts *et al* 1988: 97-98 at Khan 1998: 34). Due to the prevailing bureaucratic culture, the civil service has become synonymous with corruption, inefficiency and waste (Khan 1998: 44). The situation can not be improved without a large scale reform in the civil service. The government also made a number of attempts to reform the civil service. Most of the time, the initiatives were donor-driven; but sometimes they were outcomes of internal demand. Unfortunately, no major reforms were implemented. Two major causes of failure of the reform initiatives are lack of political commitment and internal resistance from the civil service itself. However, in order to survive in the post-industrial, super-competitive global economy, Bangladesh has no option but to reform its civil service. A major purpose of civil service reform is to strengthen and enhance capabilities of the civil service, so that it can perform as per expectations of the citizens and international community. One of the instrumental steps in this regard is to have an effective training policy which would help to enhance the capacity of civil servants. Unfortunately capacity of civil service in Bangladesh is declining. Even though we have a training policy, it is not effective. This study strives to find out why.

1.2 The Public Administration Training Policy:

Public administration in Bangladesh dates back to the days of the East India Company, which built Fort William College at Kolkata to train young company officials. When the British Government took over the administration of India in the middle of nineteenth century, Indian Civil Service (ICS) was created. In the Pakistan era, the Civil Service of Pakistan (CSP) was shaped along the lines of

the ICS. In the early days of Bangladesh, the civil service system, recruitment, training virtually collapsed. In 1982, the Civil Service was redesigned and 30 cadres were created. Four training institutes were amalgamated into the BPATC. The purpose was to give a holistic approach to the training and to create harmony among the cadres. Apart from the BPATC, specialized training is provided to the officers of different cadres in the respective training institutes under the controlling ministry of the cadre. There was hardly any coordination among the institutes in respect of curricula, duration, faculty exchange, research etc. In this backdrop, a comprehensive training policy for the civil service of Bangladesh was needed.

The Government of Bangladesh approved the Public Administration Training Policy (PATP) by a government circular on 12 May 2003. The PATP gives a clear direction to the training institutions on the strategies to be followed imparting any public sector training. It is stated in the policy that public sector training institutions would devise need-based, result-oriented and market responsive training programs aimed at building professionalism of public servants at different levels. One of the major objectives of this policy emphasize on grooming committed public service, which is effective and innovative and is capable of delivering quality and cost effective services to the people. In order to achieve this objective, the policy describes some important strategies (GoB: 2003). It is stated that the training institutions will focus on training needs of clientele and will administer training on the core functions of the government. But to operationalize these programs, there is need for resource allocation, delegation of authority, empowerment, institutional capacity etc. This paper will look into these issues of PATP.

1.3 Objectives of the study:

The objective of the study is to examine how the training carried out in training institutions catering to the training of B.C.S. (Admin) cadre reflect the goals of the Public Administration Training Policy (PATP) of 2003 in enhancing competencies of the officials of the cadre.

To fulfill the desired objectives, the study will try to focus on the following research questions:

- Is the Public Administration Training Policy for Bangladesh Civil Service officers effective to enable them to face challenges of 21st century?
- Are the training courses offered under the Public Administration Training Policy to the BCS (Administration) officers effective to impart necessary knowledge and skills to the officers?
- Do the two training institutions BPATC and BCS (Admin) Academy have capacity to provide effective training to the BCS (Administration) Cadre officers?

1.4 Justification of the study:

With the emergence of a global economy, every country is facing more competition than ever before. To adapt to the new environment, civil service operations has changed all over the world. The Bangladesh Civil Service is also facing criticisms for not being effective and efficient. To face the challenges of globalization and to meet the demands of the people, the Bangladesh Civil Service must change like the civil service of other countries. But there is no 'quick-fix' to bring such changes. It needs long-term planning where training will be the most important component.

When we talk about civil service reforms, we actually talk about bringing changes in ineffectiveness, incapacity and unresponsiveness of the existing

system. The permanent civil service should also be apolitical in nature (Alam 1997: 19). Thus the reforms in the civil service mean enhancing capacity and changing attitudes of the Civil Service officers. The reforms also include internal environment of the institutions they work in. Enhancing capability and changing attitudes require adequate and effective training. In this context, the existing Public Administration Training Policy (PATP) of the Bangladesh needs to be reviewed in order to provide insights into its shortcomings and offer policy directions for the future. Since BCS (Administration) is an important cadre of the Civil Service of Bangladesh with officials working at field and ministry levels, this study focuses on the efficacy of PATP in the training activities of this particular cadre and hence training undertaken by two training institutions namely Bangladesh Public Administration Training Centre (BPATC) and BCS (Admn) Academy becomes the focus of the study.

1.5 Methodology:

The study used both primary and secondary data for analysis. There is huge literature on public sector reform and training. The annual reports of the training institutions also provide information and data on training and related issues. Secondary data was collected from these sources. To collect primary data, focus group discussions were carried out with different groups. A structured Focus Group Discussion (FSD) was held with 20 civil servants who were past trainees of *Foundation Training Course* at BPATC and *Law and Administration Course* at BCS Administration Academy. Assessment on effectiveness of the training courses in enhancing capabilities and competencies of the civil servants was taken through this FSD. Two FSDs were held with two groups of faculties, one each from Bangladesh Public Administration Training Centre (BPATC) and BCS Administration Academy (BCSAA). Each group comprised of 10 members. Both structured and unstructured discussions were made with the participants. The faculty members also assessed effectiveness of the training courses and gave opinions

and suggestions as to how the training courses can be made more effective and what institutional reforms can be done. They also shared their personal experiences in describing their views. The study also inquired into the training approach, methodology, evaluation system, duration of the courses etc.

When the purpose of the study is to measure the effectiveness of the training policy of Bangladesh Civil Service, there are other stakeholders who should be consulted with. Among the important stakeholders are trainers of the civil service training institutions, employers and the service receivers. So a wide range of consultation was needed to gather views and opinions from these groups. To fulfill the needs, formal and informal consultations and interviews was carried out. The suggestions and evaluations made by the mid and senior level officials are used while analyzing the data, and preparing recommendations. The service receivers' perception gathered through informal discussion and interactions is also reflected in analyses, interpretation and recommendations.

1.6 Limitations of the Study:

In reviewing the Public Administration Training Policy of Bangladesh, the study focused only on the BCS (Admin) cadre out of 29 cadres. This was done for matter of convenience as the researcher is a member of this cadre and his experience will help to provide embedded knowledge for this study. Time was also a limitation of the study. It was not possible to analyze the effectiveness of the training courses designed for the senior level executives and it then looks at Foundation Training Course (FTC) and Law and Administration Course offered at BPATC and BCSAA respectively.

1.7 Outline of the Study:

This study comprises of five chapters. Chapter I provides the introduction, objectives, justification, methodology and limitations of the study. Chapter II reviews existing literature on the subject and gives a theoretical framework. Then Chapter III deals with the findings and Chapter IV gives interpretation and analysis of data collected from different sources. Lastly, the final chapter summarizes the findings and gives some recommendations for enforcing effectiveness of PATP.

Chapter II

Review of Literature and Theoretical Framework

2.0 Introduction:

One of the objectives of the study is to measure the effectiveness of civil service training in enhancing capacity and thereby reviewing the Public Administration Training Policy 2003. For the purpose, the Public Administration Training Policy 2003 was analyzed and a wide range of literature on related topic was reviewed. Books, journals, thesis papers, unpublished academic writings are in the list of reviewed literatures. Finally a theoretical framework was developed to conduct the study.

2.1 Historical Perspective of Public Administration Training in Bangladesh

Public administration in Bangladesh dates back to the days of the East India Company, which built Fort William College in 1800 at Kolkata to train young company officials (Khan 1998: 21). When the British Government took over the administration of India in the middle of nineteenth century, Indian Civil Service (ICS) was created. This elite service, manned by new breed of Ox-bridge graduates, replaced the trading servants of the East India Company (ADB 1998: 162). The British designed a highly centralized and elite administrative service, i, e, the ICS.

In the Pakistan era, the Civil Service of Pakistan (CSP) was shaped along the lines of the ICS. The fresh recruits were trained in the Civil Service Academy in Lahore, Pakistan. This component of training covered the academic pursuits, and social graces and etiquette. After completing one year training in the academy, the probationers were then posted to districts for practical training under the charge of the Deputy Commissioner. This period of training was basically 'on the job' training, where 'learning by doing' and a program of

attachments to various offices at different levels were used to train up the young officers (Ahmed 1984: 106-114).

Bangladesh started with the provincial civil service training institute Gazetted Officers' Training Academy (GOTA) and National Institute of Public Administration (NIPA), a mid-level training academy in 1971. In the early days of Bangladesh, the civil service system, recruitment, training virtually collapsed (ADB 1998: 163-164). In 1982, the Civil Service was redesigned and 30 cadres were created. One of the outcomes of that development was that four training institutions- Civil Officers' Training Academy (COTA), National Institute of Public Administration (NIPA), Bangladesh Administrative Staff College (BASC) and Staff Training Institute (STI) were amalgamated into the BPATC (Ahmed 1984: 226). The purpose was to give a holistic approach to the training and to create harmony among the cadres. The mandate of BPATC was to provide generalized training to all cadre and non-cadre class-I officers. Apart from the BPATC, specialized training is provided to the officers of different cadres in the respective training institutes under the controlling ministry of the cadre. There was hardly any coordination among the institutes in respect of curricula, duration, faculty exchange, research etc. Thus, there was a need for a comprehensive training policy for the civil service of Bangladesh.

2.2 The Public Administration Training Policy 2003:

The Government of Bangladesh approved the Public Administration Training Policy (PATP) by a government circular on 12 May 2003. The PATP recognizes training as one of the major instruments for human resource development. Having realized the importance of training as an effective means of human resource development, the government has declared its firm commitment to gearing up and orienting training activities in order to enhance administrative and management capacity, augment productivity in all sectors, alleviate poverty, reduce unemployment and achieve sustainable and balanced development having regard to the goals and objectives of development plans of

the government. The PATP gives a clear direction to the training institutions on the strategies to be followed imparting any public sector training. It is stated by the policy that public sector training institutions would devise need-based, result-oriented and market responsive training programs aimed at building professionalism of public servants at different levels. Objectives of this policy are stated as follows:

- (i) enhance the capacity of the public administration system to analyze, develop and implement national policies, plans and programs;
- (ii) build an effective and innovative, accountable and transparent, honest and committed public service capable of delivering quality and cost effective services to the people;
- (iii) equip the public servants at all levels with requisite knowledge, skills and techniques to enable them to make productive use of their potentials, and to ensure balanced and sustainable economic growth and development;
- (iv) help create progressive attitude in the public servants to assume greater enabling and facilitating role in the performance of their duties as leaders and agents of change;
- (v) establish a dynamic and enlightened Public Administration capable of integrating and transforming progressive ideas into reality for establishing good governance and for meeting the challenges of the 21st century;
- (vi) promote understanding of the relationship between social, economic and political environment and the implications of governmental decisions on the socio-economic system of the country;
- (vii) create congenial environment for attracting trainees as well as trainers for making training at various levels attractive, enjoyable and rewarding; and

- (viii) create an appropriate environment in the public offices to build institutional capacity through promotion of efficiency and performance through training.

(GoB 2003:7367-7369)

In order to achieve these objectives, the policy describes some important strategies that cover (i) strengthening of the existing training institutions by developing infrastructural facilities, capacities of the faculties and research activities (ii) periodic review of training course curricula (iii) training at home and abroad for refresh and updating knowledge and skills (iv) support to BPATC to establish itself as the apex training institution and as a think tank capable of providing advisory services to the government on policy, administration and management matters (v) collaboration with private sector training institutions (vi) decentralization of training activities and (vii) the National Training Council to continue monitoring and providing guidelines including resource allocation. (*ibid*: 7369-7370)

Apart from its objectives and strategies the policy (*ibid*: 7370-7386) also highlights the areas that training institutions need to focus on while designing any training programs. Defining clientele it is stated that the training institutions will focus on training needs of clientele. It is also stated that the core training institutions in public administration will administer training on the core functions of the government, such as policy formulation and policy management, management functions, techniques and tools of human resource management, delivery of improved services to the people, supervision and monitoring, evaluation and research, organizational values and culture, creativity and innovation, collaboration and development issues. The policy gives directions on foreign training of the officers, recruitment and training of the faculty, incentive packages for the trainers and trainees, and implementation mechanisms. The policy also suggests for public-private partnerships in the area of human resource development.

2.3 Civil Service Training and Development:

The term 'training' refers to the acquisition of knowledge, skills and competencies as a result of the teaching of vocational or practical skills and knowledge that relate to specific useful competencies (Wikipedia). Armstrong (1991: 414) defined training as 'the systematic modification of behavior through learning which occurs as a result of education, instruction, development and planned exercise'. In business management, training refers to a planned effort by a company to facilitate employees' learning of job related competencies (Noe 2005). These competencies include knowledge, skills or behaviors that are critical for successful job performance. The goal of training is for employees to master the knowledge, skills, and behaviors emphasized in training programs and to apply them to their day to day activities (Khan 1998: 73).

Analogous to the growing competitiveness experienced by multinational companies due to the globalization of markets, many OECD countries experience competitive pressures to modernize their public administrations and to make government functions more efficient and effective. Governments have come to the conclusion that effective and efficient policy making and policy implementation are keys to attracting foreign investment and inevitably are required to keep investments within the boundaries of their countries (Saner and Yiu 2000).

Hockey *et al* (2005) opined in a study report conducted on management development in the UK's new civil service:

The purpose of development and training for civil servants is to ensure that the civil service is equipped to meet the challenge of continuity and change by developing the managerial, technical and numeracy skills of civil servants, thereby deepening their understanding of scientific and technological issues. Given the decentralized organizational structure, the development and training strategy that was initiated by the Cabinet Office as the corporate centre of the civil service was communicated to departments and agencies as them being responsible for devising their own action plans in line with their own organizational needs. The

strategic program of action for development and training across the civil service consisted of three key elements involving a commitment to investors in people standards, a new drive to raise the skills and awareness of staff and for civil servants to be more responsible for their own development and careers. These elements were the linking and the integrating mechanisms selected by the Government in order to ensure that staffs working in decentralized departments and agencies were equipped and trained to meet the challenge of change inherent in continuity and change. These aspirations were captured in the modernizing the government.'

By the late 1990s, many observers found that Indian public sector was in need of serious overhaul. India inherited a colonial administration from the British that was lean and relatively corruption free, but focused narrowly on the tasks of maintaining law and order and gathering revenues. It then expanded rapidly as the state took on a large number of social, economic and development functions. This expansion raised concerns along several dimensions. There were many commissions and committees, workshops and conferences to create consensus regarding civil service reforms. According to Howles *et al* (2003: 233-253), such documents envision change along six general themes which include:

- (a) limit the size and scope of government
- (b) streamline organizational structures and decision making process
- (c) reform human resource management practices
- (d) improve transparency
- (e) enhance responsiveness, accountability and service delivery
- (f) promote integrity

They produced an articulate agenda for reform that is sensible and well tailored to local circumstances and political and administrative realities.

Civil service training has a long history. The prime purpose of training is to improve the performance and the efficiency of the organization by developing knowledge, skills, abilities and attitudes of individual employees. Training is

not an event, but a process which should continue throughout the individual's career (ADB 1998). Training can only be effective if it is integrated with other aspects of human resource management, particularly performance assessment. Civil service reform initiatives also depend for their success on the competence and attitude of civil servants themselves, and developing such competence and attitudes depend, in turn, on human resource management policies and practices that recruit, develop and motivate civil servants to perform well. Training is integral to such human resource management approaches (*ibid*: 19).

2.4 Recent Review of Training Institutions and Centers in Bangladesh:

The UNDP (2007a) conducted a study on 'Institutional Development Plan for Bangladesh Public Administration Training Centre' under its project assistance document entitled 'Developing Civil Service Capacity for 21st Century Administration'. The study identifies both internal and external constraints to institutional development of BPATC. It suggests that the BPATC functions in an unusually holistic environment resulting from a serious mismatch from the government's personnel policies and training programs. The major issues identified in the study are lack of synchronization between training and recruitment, irrelevance of training for placement and career advancement, lack of motivation of trainees, low morale of trainers, declining academic standards of public servants and backlog of training resulting from unrealistic rules. None of these problems are new. However, successive governments lacked political will to address these seemingly intractable problems. The poor performance of investment projects in BPATC suggests that mere internal changes in the BPATC are not likely to work unless the outmoded personnel policies are overhauled simultaneously. The major recommendations requiring immediate attention are (i) ensuring completion of post-entry institutional training within first year of recruitment (ii) amending seniority rules to prescribe performance in training as one of the determinants of inter se

seniority, (iii) reform the examination system at entry level, (iv) solve once for all the problem of backlog, and (v) link training to career planning.

The unification of all types of institutional training of public servants in BPATC has diluted specificity of training and shifted innovation and specialization. It will be extremely difficult to undo this unification after more than two decades. However, the BPATC could be divided into discrete units with autonomy to conduct specialized training. This report suggests that the BPATC should be divided into four independent schools: (1) School of Post-entry training (2) School of In-service training (3) School of Staff training (4) School of Advanced studies. The head of the institution will be responsible for coordination and provision of common services (UNDP 2007a: 28-35).

The original design of the BPATC envisaged both short-term training and long-term diploma courses. However, the BPATC never offered any diploma course and concentrated solely on short training programs. Being a mere training centre, it fails to attract first-rate professionals and is primarily dependent on guest lecturers for running the courses designed for senior and mid-level officers. The performance of BPATC in the area of research during the last two decades had been inadequate to meet its goals. One major reason for this dismal performance is the inability to pay competitive salary to top performers in research. The institutional development plan for the BPATC as presented in the study contains proposals for both restructuring of BPATC and revamping Government's antiquated personnel policies. It, therefore, presents two management action plans- one for the Government and the other for BPATC. It also outlines an organizational structure for the proposed National College of Public Policy and Governance, a staffing plan, personnel development plan and the proposed financial arrangements. Finally, it emphasizes the need for continuous evaluation of the proposed institution by both internal and external experts (UNDP 2007a: 48-49).

Another UNDP (2007b) study on 'Cost-effectiveness of Training and Course Curricula at BPATC' was done with the objective of reviewing the curriculum of the Foundation Training Course (FTC) offered by the BPATC. The study focused on developing curricula that will be able to provide need-based, result-oriented and market responsive training programs aimed at building professionalism at different levels of public service. The study found that the courses are designed theoretically with very little interaction, either with the employers or with the trainees themselves. Inappropriate selection of faculty on deputation is a big problem. Training is not attractive to none of its immediate stakeholders. Trainees do not see any material benefit in terms of their career advancement. The faculty also feels deprived of any sort of incentives for good works.

The study (UNDP 2007b: 28-35) made recommendations on cost-effectiveness of training and review of curricula of FTC. The study found that different training institutions are offering training on same area or discipline. There is scope for avoiding duplication and overlapping by considering expertise in delivering the courses. The study also identified problems with the relevance of some modules and excessive course load, and suggested for reviewing the curricula by reducing irrelevant courses/modules. A change in training methodology by introducing more case-study, role play, demonstration of practical work situation, problem solving, exposure to national and international best practices was recommended.

2.5 Competency Framework of Bangladesh Civil Service:

Competency framework is a recent concept in HRD arena. Increased citizen awareness and expectations globalized competitive markets and sophisticated technology, motivated managers and researchers to find out ways of effective and outstanding performance. Intense research study by McBer Corporation and Harvard Business School prove positive correlation between managerial

behavior and outstanding job performance. This input-based competence framework was subsequently expanded and transformed into outcome based competency standards in UK focusing on both occupational and personal competence.

Competency framework has variety of uses in organizations. The framework sets occupational qualifications, norms and standards of services, determines work roles expectations, working context and conditions, underpinning knowledge, skills and other abilities required in human resource planning, recruitment, selection, socialization, training and development, career planning, job evaluation, performance review and appraisal and host of other related issues. The framework also assists in raising performance commitment, motivation, accountability and openness and other personal qualities in delivering the desired services with competence and excellence (Islam 2000: 4-6).

Islam (2000) conducted a study on 'Designing a Generic Competency Framework for Bangladesh Civil Service' to analyze strategic thinking process, determine generic managerial roles, identify competency needs and design a generic competency for Bangladesh Civil Service. The study establishes in coherence and wide variations in strategic thinking, determines future challenges of Bangladesh Civil Service under changing political, economic, social and technological realities, identifies critical issues of successful performance; analyze gaps between service providers' perception and understanding of service delivery and service receivers' expectations of services. The output of the study suggests a **3X3 matrix of generic competency model** termed as '**ACTS**' for Bangladesh Civil Service where 'A' stands for 'Acting', covering managing part, 'C' stands for 'Characterizing' and covers behavioral part. 'T' and 'S' mean 'Thinking' and 'Synthesizing', covering strategic thinking, system designing and service delivery. Other supporting recommendations emanates include: prioritization and quantification, recruitment, selection,

placement, promotion and performance appraisal systems, remodeling human resource development methods and processes established of a development centre at BPATC to develop personal qualities of Bangladesh Civil Service managers and redesigning a comprehensive administrative code of conduct to regulate relations between supervisor-subordinate, administration-politician and other stakeholders.

The ACTS competency model is given below:

S T	<i>Strategic Thinking</i>	<i>Systems Designing</i>	<i>Service Delivery</i>
C	Personal Characteristics	Administrative Ethics	Leadership Behavior
A	Managing Human Resources	Managing Non-Human Resources	Managing Stakeholder

Source: (Islam 2000: 28)

Generic Competency Framework for Bangladesh Civil Service developed through the study (Islam 2000: 29) is given below:

	Strategic Thinking	Systems Designing	Service Delivery
THINKING AND SYNTHESIZING	Scans present and future organizational strengths, weaknesses, constraints, opportunities and other environmental forces objectively. Analyzes national/organizational problems and formulates, prioritizes and disseminates strategic vision, mission, goals and objectives clearly and consistently. Solicits, appreciates, tests and introduces creative and innovative ideas/options quickly. Incorporates customer feedback in future plans policies and legislation. Supports good plans and policies of previous government.	Develop expertise and updates own knowledge and skills continuously. Reviews, redesigns and simplifies structure, rules, systems, policies and procedures continuously. Assesses needs and introduces IT appropriately. Designs, initiates and manages organizational change in planned and objective fashion. Designs and introduces program specific monitoring and reporting system. Supports and establishes strong & independent judiciary and rule of law.	Fixes and meets deadlines for each activity/job. Timely implementation, disposal or delivery of projects, files, cases or goods and services. Supports and introduces customer focused one stop services. Counsels and advises customers when needed. Provides quick feedback on service delivery status and clarifies reasons for not delivering the services or meeting the deadlines. Strives for continuous performance & quality of goods and services improvement.

	Personal Characteristics	Administrative Ethics	Leadership Behaviour
CHARACTERIZING	Committed, dedicated, patriot and proactive. Political neutral & cooperative attitude. Amiable, courteous and polite. Alert, tactful, dynamic and responsive. Free, frank, flexible and open mind. Patient and tolerant, shows resilience, stamina and reliability under stressed conditions.	Demonstrates high standard of integrity, honesty, neutrality & fairness expected in civil service. Upheld national interest, democratic values. Feels accountable to people as a friend not as a master/ruler. Offers objective & reasonable advice without fear or favor. Recognizes individual human dignity. Demonstrates firmness, promptness, empathy & confidence in decision making.	Continuously analyzes personal strengths & weaknesses, encourages constructive criticism by others. Seeks/encourages opinion, participation of others in policy/decision making & goal setting process. Determines, prioritizes and assigns tasks rationally, delegates effectively. Disseminates & reports accurate & complete information to others communicates & coordinates effectively. Supports entrepreneurial initiatives of subordinates. Upheld, clarifies & disseminates organization's vision, mission, goals, objectives, corporate values and culture.

	Managing HR	Managing Non-HR	Managing Stakeholders
ACTING	Determines HR demands realistically. Formulates & supports need-based HR development, welfare & career advancement policies for sustainable HR motivation and commitment. Sets clear individual performance standards. Reviews, inspects and monitors individual performance regularly. Actively listens, promptly & empathetically resolves employee grievances. Manages conflicts, discusses differences with individual or groups emphatically, deals with involuntarily situation effectively.	Mobilizes, plans, controls financial resources effectively. Makes national choices among competing demands. Allocates resources to meet key priorities, invests resources in productive sectors. Reduces wastage and spoilage of material resources. Maintains & updates information regularly. Manages own time well to meet competing priorities.	Maintains healthy relations, personal contact with customers, trade union, NGOs, private sectors regularly. Understands and operates effectively within the political and government framework. Appreciates role of other development partners, supports public-private-NGO partnerships when appropriate. Negotiates with development partners effectively. Conducts periodic customers' satisfaction survey and promptly addresses customer needs. Deals with customer complaints emphatically.

Adopted from Islam (2000)

2.6 Analytical Framework:

The public sector today faces many challenges and complexities of a globalized world, global policy regimes etc. Thus new skills and knowledge are required if civil servants to manage these emerging complexities. Translating today's public sector issues suggests the vision for the public sector for tomorrow. The table below illustrates the direction that the public sector needs to go to meet future needs (Abramson 2001).

Thus, shifting from a Traditional Public Sector System to a System for the 21st Century involves:

Traditional Public Sector System	Public Service System for the 21st Century
Single system in theory; in reality multiple systems not developed strategically	Recognize multiple systems, be strategic about system development, define and include core values
Merit definition that had the outcome of protecting people and equated fairness as sameness	Merit definition that has the outcome of encouraging better performance and allows differentiation between different talent
Emphasis on process and rules	Emphasis on performance and results
Hiring/promotion of talent based on technical expertise	Hire, nurture and promote talent to the right places
Treating personnel as a cost	Treating human resources as an asset and as an investment

Job for life/lifelong commitment	Inners and outers who share core values
Protection justifies tenure	Employee performance and employer need justifies retention
Performance appraisal based on individual activities	Performance appraisal based on demonstrated individual contribution to organizational goals
Labor-management relationship based on conflicting goals, antagonistic relationship, and ex-post disputes and arbitration on individual cases	Labor-management partnership based on mutual goals of successful organization and employee satisfaction, ex-ante involvement in work-design
Central agency that fulfill the personnel function for agencies	Central agencies that enables agencies, especially managers, to fulfill the personnel function for themselves

Professional and technical training and development is unique to the operational needs of particular organization or service. Required competencies and skills also change over time with the changing global scenario. The competencies required for the officers of Bangladesh Civil Service (Administration) cadre are diversified as the job specification of the service includes a long list. Thus a simplified version of competencies framework designed by Islam (2000) could be used to examine the present needs as well as the future challenges of BCS (Admin) officers. Certainly the BCS (Admin) officers would look at the field and ministry level and primarily at the field level, the following criteria could be used to judge their competencies:

- Managing resources
- Managing and developing people
- Customer service

- Communication skills
- Leadership
- Administrative ethics
- Team working and networking
- Managing change
- Strategic decision making

The junior level officers of Bangladesh Civil Service (Administration) cadre are given two major and core trainings- the Foundation Training Course (FTC) and Law and Administration Course offered by BPATC and BCS (Administration) Academy respectively. To measure the effectiveness of these training courses in providing required competencies at that level, the impact can be measured in a scale indicating 'No positive impact', 'Little impact', 'Medium impact' and 'Substantial impact' (based on Mostakim 2000). For the purposes of the study the following Analytical Framework would be used to evaluate the effectiveness of the PATP 2003 in creating the competencies identified above:

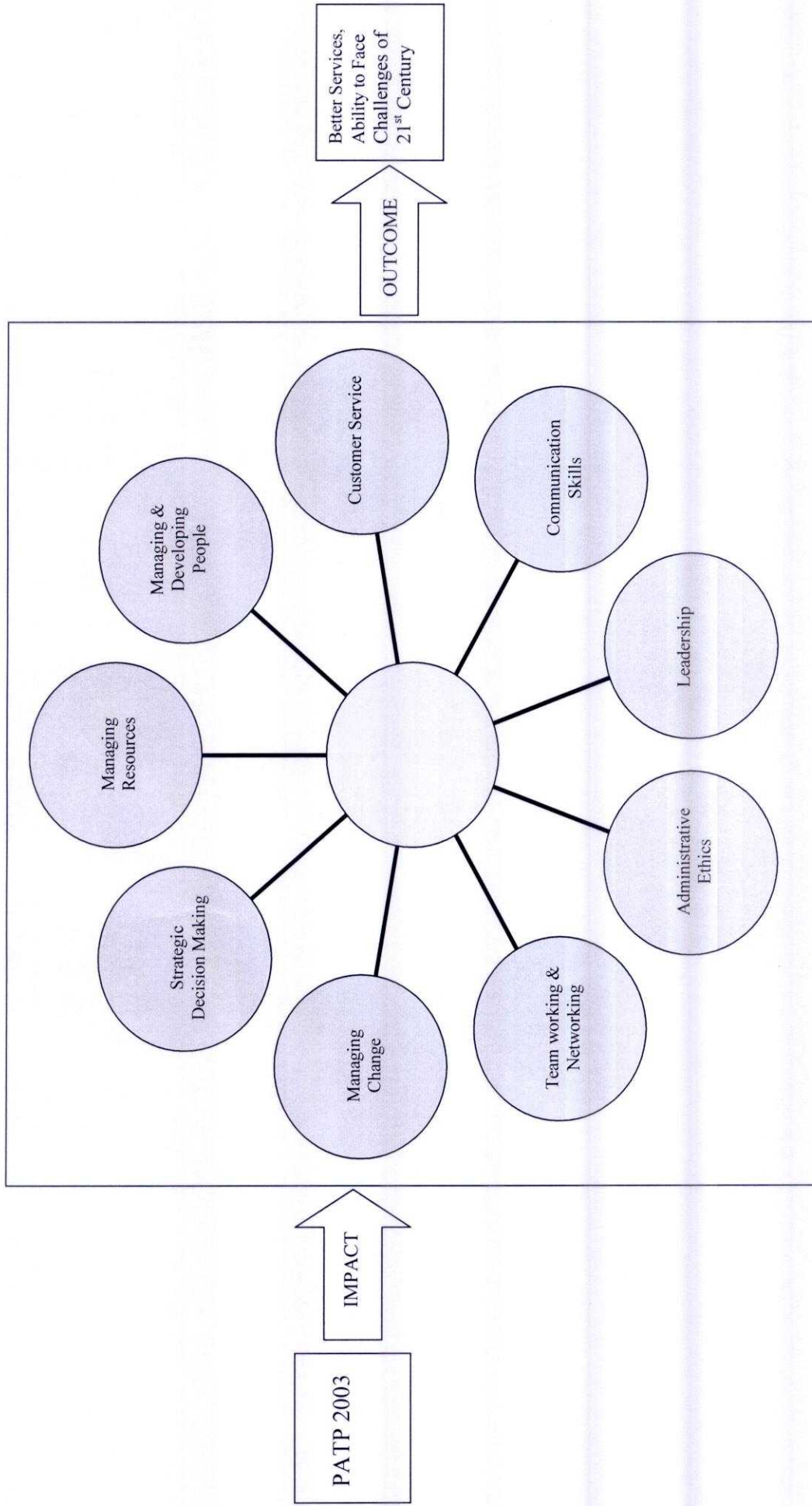


Figure-1: Analytical Framework

Chapter III

Findings of the Study

3.1 Introduction:

The competency framework is an extension of the traditional training and development process. The training and development mainly focuses on course-based, input-based, time-bound, percentage rated norms while competency framework is outcome based, open-ended, individual learners' need based (Islam, 2000: 4). Thus the focus is shifting from training and development to competencies. This study strives to find out the effectiveness of training programs like Foundation Training Course and Law and Administration Course in imparting necessary competencies to meet the present needs and future challenges for the civil servants. And in this chapter the findings of the study are presented.

3.2 Findings on the Effectiveness of the Foundation Training Course:

The BPATC conducts three core courses, namely *Foundation Training Course* (FTC), *Advanced Course on Administration and Development* (ACAD), and *Senior Staff Course* (SSC). The Centre also arranges a few other short courses, seminars, workshops of national importance. The FTC is designed for the new entrants in the civil service whereas the ACAD is for the Deputy Secretaries and the SSC for the Joint Secretaries and equivalent officers. The duration of the FTC is four months. This training course primarily aims at addressing the common needs of the trainees having diverse academic backgrounds who have joined in different services of the civil service. Successful completion of this course, according to the Bangladesh Civil Service Recruitment Rules, 1981 is also a criterion for the Class-I officers to be confirmed in the service. The curricula of the FTC comprises of five core areas: Bangladesh Studies, Public Administration, Management Process, Development Process, and E-Governance which are divided into 25 modules. The training is mainly lecture based, but a few group discussions, role play, presentation, case studies, and field visits have been included in the training methodology. Evaluation

includes written examinations, term paper, viva-voce; peer assessment and trainers' assessment (Please see **Annexure-1** for details).

3.2.1 Assessment of FTC by the Civil Servants (Past Trainees):

For purposes of measuring the effectiveness of the FTC in enhancing the competency of the officers of BCS (Administration) Cadre, twenty officers were consulted who received the training in the last fifteen years. The information gathered through the consultation process is put in Table-1 (below) for analysis and interpretation.

Table 1: Responses on the effectiveness of FTC by the Civil Servants

Attribute	No Positive Impact	Little Impact	Medium Impact	Substantial Impact
Managing Resources	0	8	10	2
Managing & Developing People	0	8	12	0
Customer Service	5	12	3	0
Communication Skills	0	5	10	5
Leadership	0	6	14	0
Administrative Ethics	8	12	0	0
Team Working & Networking	0	15	5	0
Managing Change	6	14	0	0
Strategic Decision Making	18	2	0	0

The study found the Civil Servants who received foundation training in the last fifteen years have assessed the FTC as follows:

- Regarding Managing Resources, 40 percent out of 20 respondents said that FTC has 'Little Impact', while 50 percent recognizes 'Medium Impact' and 10 percent recognize 'Substantial Impact'.
- Regarding Managing and Developing People, 40 percent respondents said that FTC has 'Little Impact', while 60 percent recognizes 'Medium Impact'.
- 25 percent respondents said that FTC has 'No Positive Impact', 60 percent said that it has 'Little Impact' and 15 percent recognized 'Medium Impact' with regard to 'Service Delivery' competency.
- As regard to 'Communication Skills' competency, 25 percent respondents opined that FTC has 'Little Impact', 50 percent said 'Medium Impact' and 25 percent said 'Substantial Impact'.
- According to 30 percent respondents, FTC has 'Little Impact' and according to 70 percent it has 'Medium Impact' as regard to 'Leadership' competency, whereas 'Substantial Impact' was not reported by the respondents.
- With regard to 'Administrative Ethics', 40 percent respondents assessed FTC as having 'No Positive Impact' and 60 percent as having 'Little Impact'.
- 75 percent respondents said that FTC has 'Little Impact' and 25 percent said that it has 'Some Impact' as far as 'Team Working and Networking' competency is concerned.
- 30 percent respondents responded that FTC has 'No Positive Impact' and 70 percent said it has 'Little Impact' on competency of 'Managing Change'.
- 90 percent responded as having 'No Positive Impact' and 10 percent as having 'Little Impact' of FTC on the competency of 'Strategic Decision Making'.

3.2.2 Assessment of FTC by the Faculty of BPATC:

For purposes of measuring the effectiveness of the FTC in enhancing the competency of the officers of BCS (Administration) Cadre, ten faculty members of the BPATC were interviewed. Five of them are permanent faculty members of the BPATC while the rest five are members of civil service working on deputation at BPATC. The information gathered through the consultation process is put in Table-2 (below) for analysis and interpretation.

Table 2: Responses on the effectiveness of FTC by the Faculty of BPATC

	No Positive Impact	Little Impact	Medium Impact	Substantial Impact
Managing Resources	0	4	5	1
Managing & Developing People	0	4	5	1
Customer Service	2	6	2	0
Communication Skills	0	0	7	3
Leadership	2	4	3	1
Administrative Ethics	3	5	2	0
Team Working & Networking	1	3	5	1
Managing Change	1	6	3	0
Strategic Decision Making	2	6	2	0

The study found the faculty members of the BPATC have assessed the FTC as follows:

- Regarding Managing Resources, 30 percent of the respondents said that FTC has 'Little Impact', while 60 percent opined 'Medium Impact' and 10 percent recognize 'Substantial Impact'.
- According to 40 percent respondents the FTC has 'Little Impact', while 50 percent recognized 'Medium Impact' and 10 percent pointed out

‘Substantial Impact’ in enhancing capacity in the area of ‘Managing and Developing People’. It has no negative impact according to the respondents.

- Regarding ‘Customer Service’ competency, 20 percent said that FTC has ‘No Positive Impact’, 60 percent said that it has ‘Little Impact’ and 20 percent identified ‘Medium Impact’ on the trainee officers.
- Among the respondents 70 percent said that FTC has ‘Medium Impact’, while the rest 30 percent said that it has ‘Substantial Impact’ as regard to ‘Communication Skills’ competency.
- According to 20 percent respondents, FTC has ‘No Positive Impact’, while 40 percent said about ‘Little Impact’, 30 percent about ‘Medium Impact’ and 10 percent about ‘Substantial Impact’ on the trainee officers with regard to ‘Leadership’ competency.
- Regarding ‘Administrative Ethics’, 30 percent said that FTC has ‘No Positive Impact’, while 50 percent recognized ‘Little Impact’ and 20 percent recognized ‘Medium Impact’.
- According to 10 percent respondents, FTC has ‘No Positive Impact’, while 30 percent said it has ‘Little Impact’, 50 percent said it has ‘Medium Impact’, and 10 percent said it has ‘Substantial Impact’ on the trainee officers as far as ‘Team Working and Networking’ competency is concerned.
- 10 percent respondents responded that FTC has ‘No Positive Impact’, 60 percent responded as having ‘Little Impact’, and 30 percent as having ‘Medium Impact’ on the competency of ‘Managing Change’.
- On effectiveness of FTC, 20 percent responded as having ‘No Positive Impact’, 60 percent as having ‘Little Impact’ and 20 percent as having ‘Medium Impact’ on the competency of ‘Strategic Decision Making’.

3.3 Findings on the Effectiveness of the Law and Administration Training Course offered by BCSAA:

Bangladesh Civil Service Administration Academy imparts professional trainings on Law and Administration to the officers of Bangladesh Civil Service (Administration) cadre. The Academy offers Law and Administration Course of five months duration for the entry level officers. This course attempts to provide the trainees with a clear conception on the core issues of criminal law and public administration. This course seeks to equip the trainees with various procedures and up-to-date information and to build a healthy and creative mind essential for meeting the challenges of administrative work in an increasingly complex and turbulent socio-political environment of the 21st century. The core areas of the course are Criminal laws, Land laws, Civil laws, and Constitutional laws, Minor Acts, Development Administration, Administrative Procedures and Management, etc. Apart from these core areas, a few modules on communicative English, Micro computing Applications, Administrative Ethics are also taught. The training methodology includes class lectures, individual and group exercises, participation in analytical discussions, debates, role play, syndicate work, report writing, oral presentation etc (Please see **Annexure-2** for details). This course tries to develop skills of modern management with special emphasis on practical training.

3.3.1 Assessment of Law and Administration Course by the Civil Servants (Past Trainees):

For purposes of measuring the effectiveness of the Law and Administration Course in enhancing competency of the officers of BCS (Administration) Cadre, discussions were made with the same group of officers as FTC. The information gathered through the discussion is put in Table-3 for analysis and interpretation.

Table 3: Responses on the effectiveness of Law & Administration by the Civil Servants (Past Trainees)

Attribute	No Positive Impact	Little Impact	Medium Impact	Substantial Impact
Managing Resources	0	5	15	0
Managing & Developing People	0	8	12	0
Customer Service	0	6	14	0
Communication Skills	0	9	9	2
Leadership	0	13	5	2
Administrative Ethics	6	11	3	0
Team Working & Networking	2	13	5	0
Managing Change	6	11	3	0
Strategic Decision Making	13	5	2	0

The assessments on effectiveness of the Law and Administration Course made by the past trainees during the study are summarized below:

- According to 25 percent respondents, the course has 'Little Impact' while 75 percent said it has 'Medium Impact' on the trainee officers regarding competency on Managing Resources.
- Regarding Managing and Developing People, 40 percent assessed as having 'Little Impact' while the rest 60 percent recognized 'Medium Impact'.
- 30 percent of the respondents said that the course has 'Little Impact' while 70 percent said it has 'Medium Impact' with regard to Customer Service competency.

- Regarding Communication skills, 45 percent assessed as having 'Little Impact', another 45 percent as having 'Medium Impact' and 10 percent as having 'Substantial Impact' on trainee officers.
- Regarding Leadership competency, 65 percent assessed as having 'Little Impact', 25 percent as having 'Medium Impact', and 10 percent as having 'Substantial Impact'.
- Among the respondents, 30 percent said that the course has 'No positive Impact' while 55 percent said it has 'Little Impact' and 15 percent said it has 'Medium Impact' with regard to 'Administrative Ethics'.
- Among the respondents, 10 percent assessed as the course as having 'No Positive Impact', while 65 percent assessed as having 'Little Impact' and 25 percent as having 'Medium Impact' as far as 'Team Working and Networking' competency is concerned.
- 30 percent respondents said the course has 'No Positive Impact', 55 percent said it has 'Little Impact' and 15 percent said it has 'Medium Impact' with regard to competency in 'Managing Change'.
- 65 percent respondents responded that the Academy Course as having 'No Positive Impact', 25 percent as having 'Little Impact' and 10 percent as having 'Medium Impact' on the competency of Strategic Decision Making.

3.3.2 Assessment by the Faculty Members of BCS Administration Academy:

For purposes of measuring the effectiveness of the Law and Administration Course in enhancing competency of the officers of BCS (Administration) Cadre, discussions were made with 10 faculty members of BCS Administration Academy. The information gathered through the discussion is put in Table-4 for analysis and interpretation.

Table 4: Responses on the effectiveness of Law & Administration by the Faculty of BCS (Administration) Academy

Attribute	No Positive Impact	Little Impact	Medium Impact	Substantial Impact
Managing Resources	0	3	6	1
Managing & Developing People	0	2	3	5
Customer Service	0	1	6	3
Communication Skills	0	0	2	8
Leadership	0	0	3	7
Administrative Ethics	0	3	6	1
Team Working & Networking	0	0	5	5
Managing Change	0	4	3	3
Strategic Decision Making	0	3	3	4

The assessments on effectiveness of the Law and Administration Course made by the Faculty members of BCS (Administration) Academy are summarized below:

- According to 30 percent respondents, the course has 'Little Impact' while 60 percent said it has 'Medium Impact' and 10 percent said it has 'Substantial Impact' on the trainee officers regarding competency on Managing Resources.
- Regarding Managing and Developing People, 20 percent assessed the course as having 'Little Impact' while 30 percent recognized 'Medium Impact' and 50 percent recognized 'Substantial Impact'.

- 10 percent of the respondents said that the course has 'Little Impact' while 60 percent said it has 'Medium Impact' and 30 percent said about 'Substantial Impact' with regard to Customer Service competency.
- Regarding Communication Skills, 20 percent assessed the course as having 'Medium Impact' and 80 percent as having 'Substantial Impact' on trainee officers.
- Regarding Leadership competency, 30 percent assessed as having 'Medium Impact', and 70 percent as having 'Substantial Impact'.
- Among the respondents, 30 percent said that the course has 'Little Impact' while 60 percent said it has 'Medium Impact' and 10 percent said it has 'Substantial Impact' with regard to 'Administrative Ethics'.
- Among the respondents, 50 percent assessed the course as having 'Medium Impact', while 50 percent assessed as having 'Substantial Impact' as far as 'Team Working and Networking' competency is concerned.
- 40 percent respondents said the course has 'Little Impact', 30 said it has 'Medium Impact' and 30 percent said it has 'Substantial Impact' with regard to competency in 'Managing Change'.
- 30 percent respondents responded that the Academy Course as having 'Little Impact', 30 percent as having 'Medium Impact' and 40 percent as having 'Substantial Impact' on the competency of Strategic Decision Making.

3.4 Chapter Summary:

This study sought to find out the effectiveness of *the Foundation Training Course* and *Law and Administration Course* in imparting necessary competencies to the officers of BCS (Administration) Cadre. The assessment made by the past trainees and faculty members of BPATC and BCS Administration Academy indicate that in most of the cases the level of impact is either 'Little' or 'Medium' on capacity enhancement of the trainee officers. In this context, the data collected from the respondents will be further analyzed and interpretation for better understanding of the issue would be carried out in the next chapter.

Chapter-IV

Analysis and Interpretation of Data

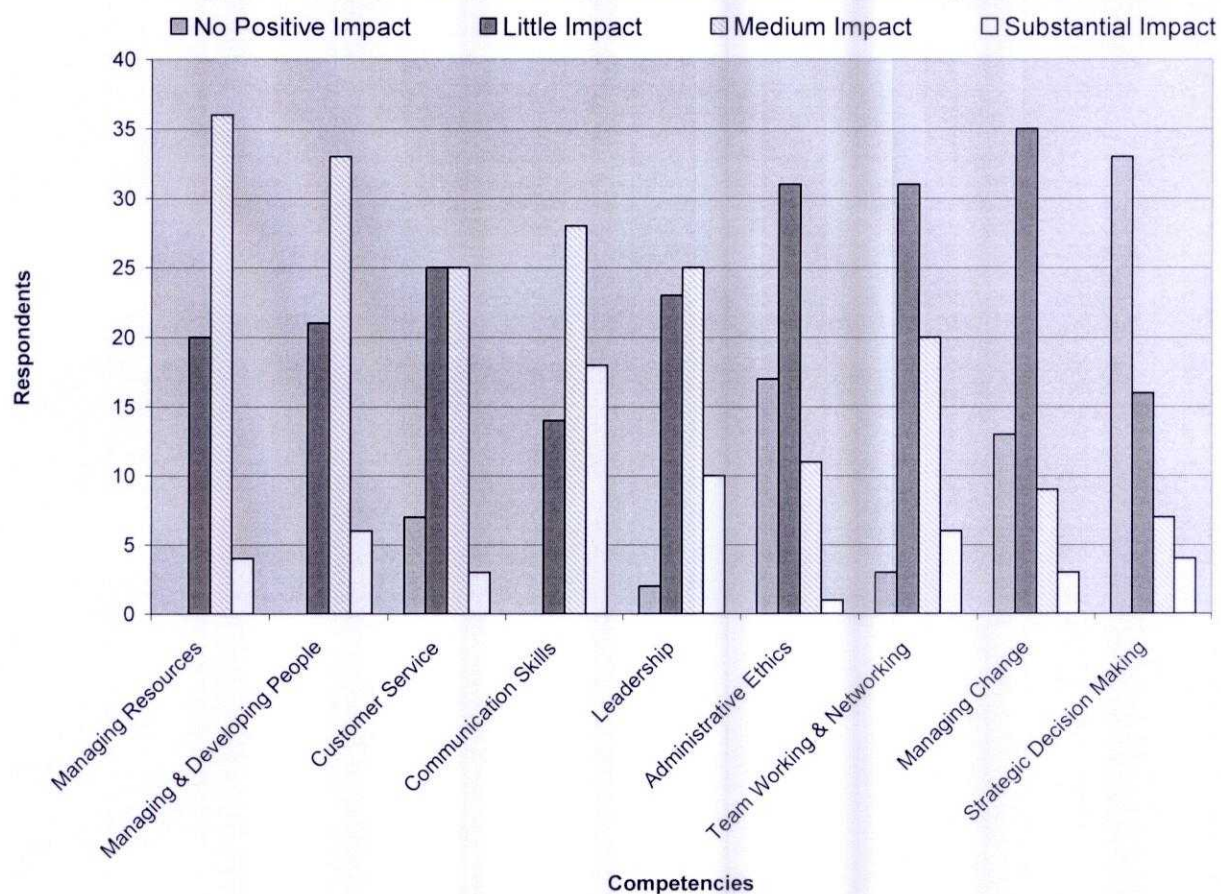
4.1 Introduction:

The PATP covers a wide range of issues including human resource development in the public sector, enhancing capacity of the training institutes, research and development, advisory role by the institutions on public policy, networking between the training institutions and public-private partnership in the area of human resource development. It states that individual training institutions will meet the specialized training needs of the clientele and the core training institutions in public administration will administer the more generalized trainings. To provide quality training to the public sector officials, the PATP gives emphasis on research and development in the training institutions. The apex training institution- the BPATC has been mandated to introduce long-term programs like masters degree in Public Administration, Public Policy Analysis and other related subjects which will develop capacity of public sectors. It also gives directions on linking training with placement and career advancement. Institutional training is considered to be essential for making bureaucracy more effective and responsive. However, the findings of this study indicate that in most areas of desired competencies pointed out earlier in Chapter-II, there is little or medium impact of the training courses carried out at BPATC and BCSAA. The findings are analyzed further in this chapter.

4.2 Impact Analysis of the Training Programs:

We will now examine effectiveness of the training courses in providing the competencies by analyzing data shown in Chapter-III. The overall scenario emerging from the responses are depicted in the Figure-4.1. We will then discuss separately the issues.

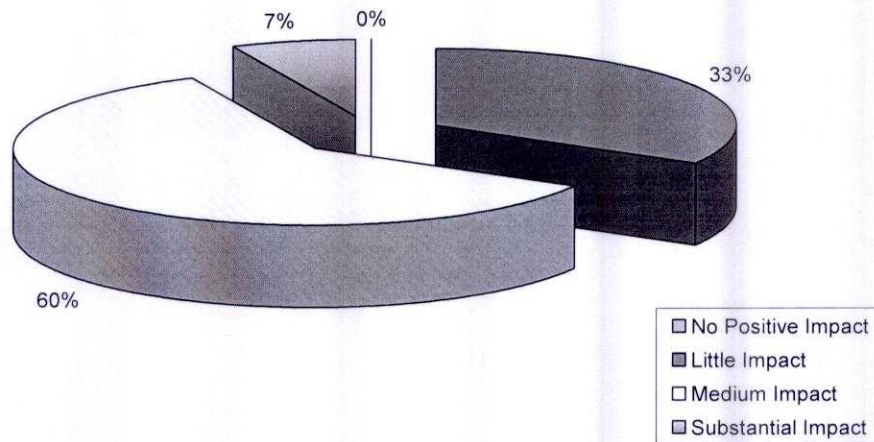
Figure-4.1: Impact of Training Courses on Competency Enhancement



4.2.1 Managing Resources:

Key responsibilities of the officers of BCS (Administration) Cadre include mobilizing, planning, controlling financial resources, making national choices among competing demands, allocating resources to meet key priorities, investing resources in productive sectors, reducing wastages and spoilages of material resources, etc. To perform these works efficiently requires adequate knowledge of rules, regulations and procedures. The study found that FTC and Law and Administration Course have little impact on 33 percent and medium impact on 60 percent trainee officers in providing this competency (Shown in Figure-4.2). This indicates that there is ample scope for improvement in this area.

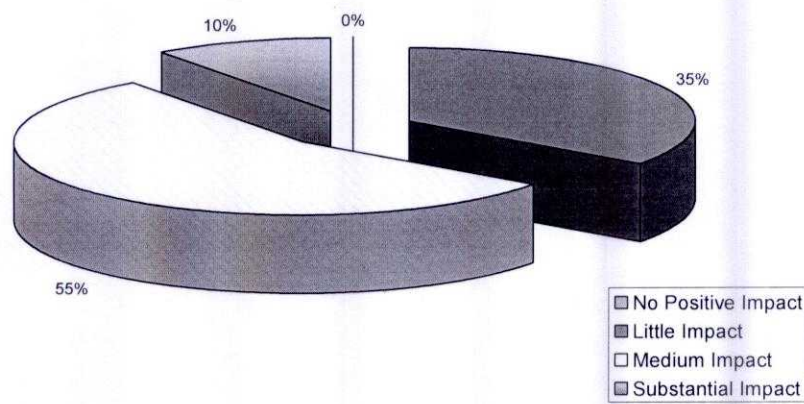
Figure-4.2: Impact of Training Courses on Managing Resources



4.2.2 Managing and Developing People:

Sustainable human resource planning and need-based human resource development is a very vital issue for Bangladesh aiming at the global market. Bangladesh can plan and develop human resources which could be a valuable resource for the days to come. Civil servants are supposed to undertake these tasks under the broader guidelines of the political leadership. This study shows that training courses have little impact on 35 percent, medium impact on 55 percent and substantial impact on only 10 percent in providing this competency as assessed by the officers interviewed. This is because the training courses put less emphasis in human resource planning and human capital formation. The pie chart in Figure-4.3 shows the responses.

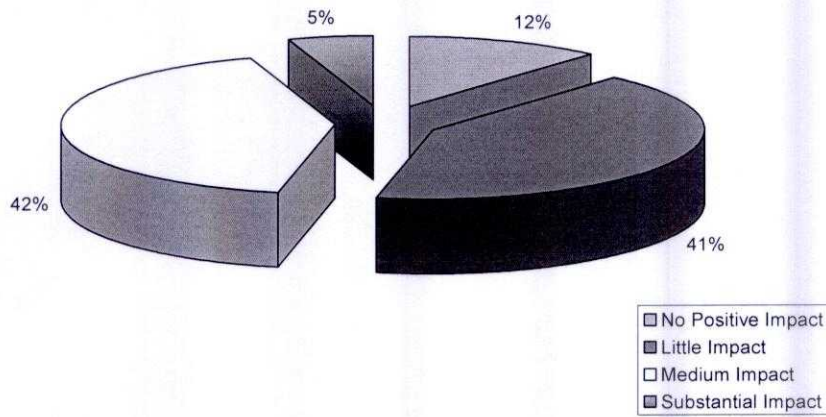
Figure-4.3: Impact of Training Courses on Managing and Developing People



4.2.3 Customer Service:

This competency includes fixing and meeting deadlines for each activity or job, timely implementation, disposal or delivery of projects, files, goods and services, etc. Taking feedback on service delivery status and clarifying reasons for not meeting the deadlines are its key components. It also includes getting inputs from service receivers regarding what kind of services they want. It has been found that FTC and Law and Administration Training Course have no positive impact on 11.6 percent, little impact on 41 percent, medium impact on 41 percent and substantial impact on only 5 percent (Shown in Figure-4.4). This is a reflection of how the customers and citizens are being treated in the public offices. Therefore, a change in culture and mind-set through the training programs is necessary to make the officials citizen friendly and service oriented.

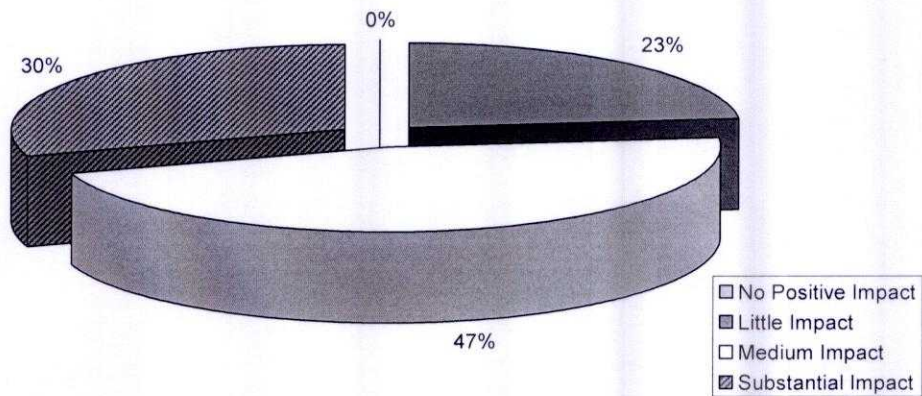
Figure-4.4: Impact on Customer Service Competency



4.2.4 Communication Skills:

Communication skills are very vital for office correspondence both vertically and horizontally. It helps officials to inform as well as to get feedback from public, private and the civil society organizations about government policies and decisions. It is also important for building alliances and partnerships with private and non-profit sectors. In the era of globalization, communications with international community and supra-national organizations is also very important. The study shows that the training courses can better provide this competency (Figure-4.5).

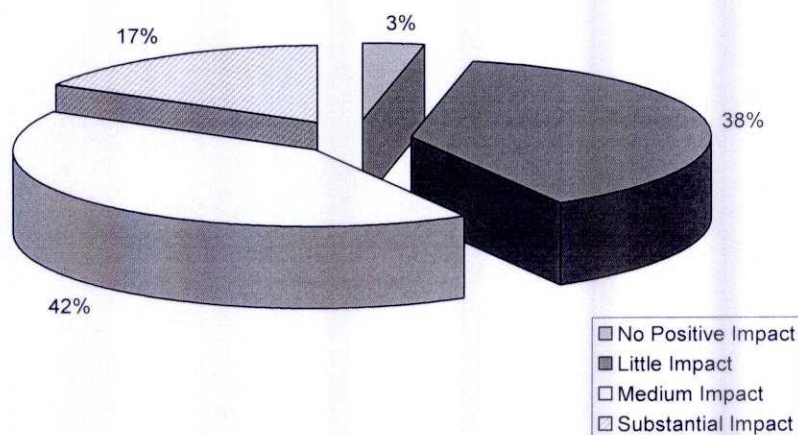
Figure-4.5: Impact of Training Courses on Communication Skills



4.2.5 Leadership:

Personal characteristics such as commitment, dedication, patriotism, proactiveness, politeness, neutrality and impartiality are important traits of leadership. It also includes elements of personal strengths and weaknesses, encourages constructive criticism by others, seeks opinions and participation of others, supports entrepreneurial initiatives of subordinates, etc. Interestingly, the training courses of the cadre officials seem to have good impact in enhancing this competency (Shown in Figure-4.6).

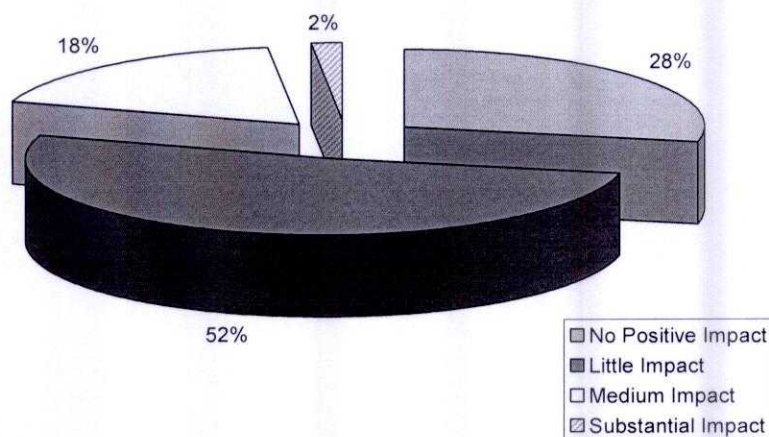
Figure-4.6: Impact on Leadership Competency



4.2.6 Administrative Ethics:

High standard of integrity, honesty, integrity and fairness is expected in the civil service. Upholding national interests and democratic values, feeling accountable to the people, recognizing human dignity are essential elements of administrative ethics. The study found that the courses have either no positive impact or little impact on the trainees in most of the cases (Figure-4.7). The respondents opined that ethics can not be taught in class room sessions through lecture methods. Thus, institutional cultures and practices are very important to induce this quality in the new recruits in civil service.

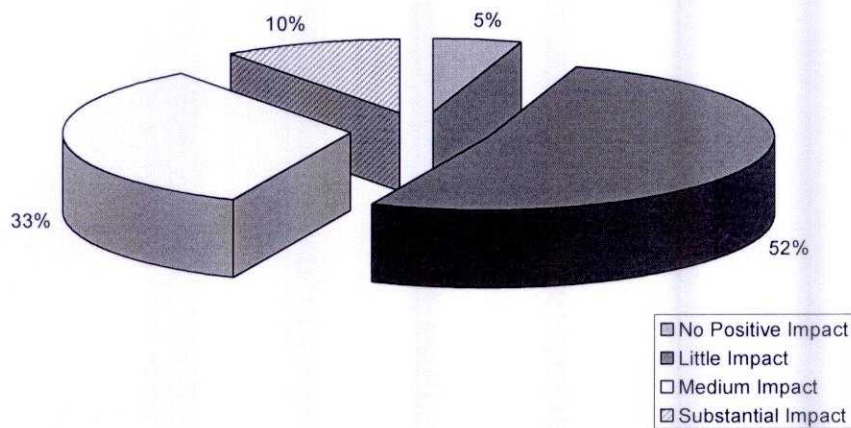
Figure-4.7: Impact of Training Courses on Administrative Ethics



4.2.7 Team Working and Networking:

Recognizing multiple systems, sectors and organizations is at heart of this competency for the civil service system for the 21st century. This requires inter and intra sectoral cooperation, understanding and ability to work with others and getting work done in collaboration. The concepts like Public-Private Partnerships (PPP) are very new in our country and these are not introduced in the training curricula so far. This study has found that training courses are not adequately fruitful in providing this competency. Change in the mind-set of the officers is necessary to work with other organizations where the role of the government will largely be limited to policy formulation, regulation and setting standards. The responses from participants are shown below in Figure-4.8.

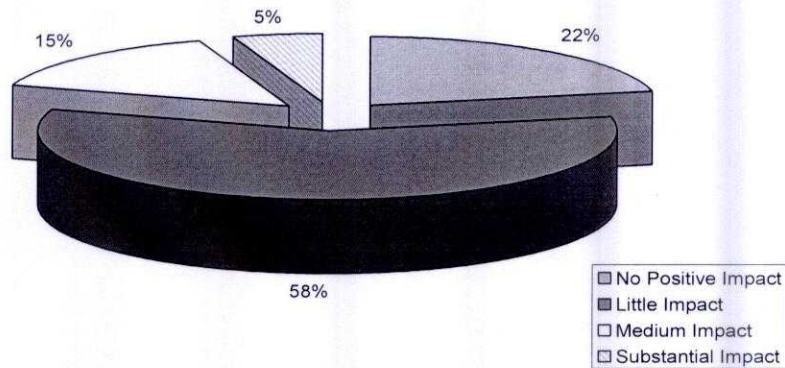
Figure-4.8: Impact on Team Working & Networking Competency



4.2.8 Managing Change:

Change management is a very vital competency for the civil servants at any level. The government requires new strategies to face the challenges of globalization. Moreover local needs are changing continuously which requires effective change management at different levels of field administration. Collaboration with other sectors is increasing day by day which requires changed mind-set of the bureaucrats. The civil service must be visionary to perform its job efficiently. Thus, the training courses fail to enhance competency in this area as the study reveals (Figure-4.9). Many of the respondents opined that new recruits are not fit to learn these things. But the training courses should be upgraded and include modules on change management because the young civil servants should be groomed to face new environment from the beginning.

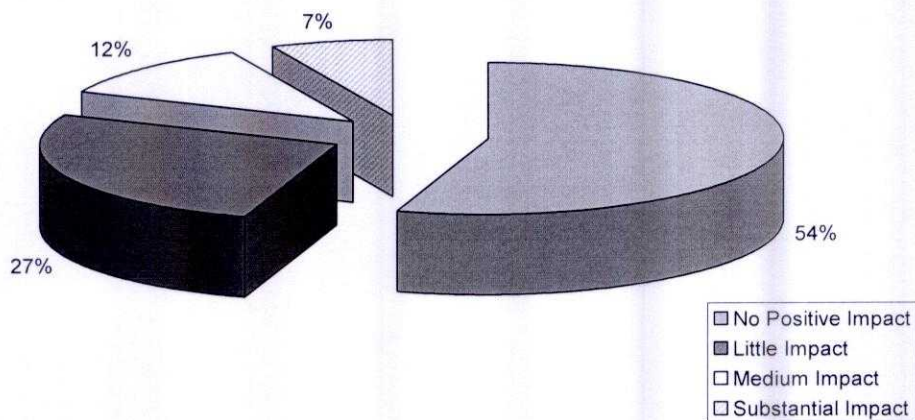
Figure-4.9: Impact of Training Courses on Managing Change Competency



4.2.9 Strategic Decision Making:

Learning, thinking and acting strategically is the key competency for the 21st century civil service. It should scan present and future organizational strengths, weaknesses, opportunities and challenges objectively for setting organizational vision, mission and goals. Because the public sector needs to perform better in a super competitive environment where the other sectors are claiming shares in public affairs. The study shows a bleak picture in imparting competency in strategic decision making (Shown in Figure-4.10). It indicates that the curricula are not changed to meet the present needs of the civil service. Moreover, the traditional and out dated methodology of training also fails to provide this competency.

Figure-4.10: Impact on Strategic Decision Making Competency



4.3 Findings on BPATC Training:

Overall the study reveals the following findings on the Foundation Training Course (FTC) conducted by BPATC:

- Training needs are rarely assessed and the training curricula include unnecessary and out dated modules and topics.
- Training methodology is primarily lecture based. It often fails to provide practical know-how of the processes and procedures.
- As apex training institution, BPATC fails to introduce any long-term courses or masters program which would build up on skills/knowledge imparted in different training courses.
- Research and development is almost absent in the training institution and is not used to update curricula.
- There is no functional autonomy of the training institutions.
- The permanent faculties are ignored in the training institution like BPATC. The career path of the permanent faculties is not attractive. Furthermore faculties on deputation are getting incentives, whereas the

permanent ones are deprived, and this acts as an disincentive for permanent faculty members.

- Recruitment process of faculties at BPATC is questionable. Competent candidates are not coming here.
- Training is not linked with placement and career advancement. Thus, there is no incentive for better performance in training courses.

4.4 Findings on BCS Administration Academy Training:

Findings of the study on Law and Administration Course conducted by BCS Administration Academy are as follows:

- Following the separation of lower judiciary from the executive branch of the government, the field level officers of the BCS (Administration) Cadre need not to perform judicial function any more. To address the present needs of the cadre, focus of the training has not been changed significantly.
- Posting in the BCS (Administration) Academy at faculty level is not based on competency as a trainer.
- Like BPATC, research and development is almost absent in the academy and does not add value to the design of curriculum and training offered.
- Very often training sessions are conducted by the senior officers of the service posted in some important positions and their competence as a trainer is not taken into consideration. This largely undermines the objective of training.
- Faculty members of the Academy assessed the impact of the training course in enhancing competencies of the officers as very high. But, on the other hand, the trainees themselves opined that the impact of the training course in imparting most of the competencies is medium or low.

4.5 What do the Findings Mean for PATP?

The PATP was approved in 2003. The directions of the PATP are to devise need-based, result oriented and market responsive training programs aimed at building professional public servants. To achieve the objectives, it also describes some important strategies.

The findings of the study on *FTC* conducted by the BPATC gives a bleak picture of the present state of training in that organization. Thus, the objectives of the PATP are not achieved. The training curricula are not updated regularly to meet the present needs. The BPATC is not strengthened to perform its mandates as per the policy. Functional autonomy of this apex institution is not ensured. No major steps have been taken to build its own faculty to meet the demands. Similarly, the findings on the *Law and Administration Course* conducted by the BCS (Administration) Academy gives a bleaker picture. There too the curricula are not updated. Past trainees assessed the impact of the training as medium or low in enhancing the competencies.

Though the objectives of the PATP sounds very good, its outcome so far has not been not satisfactory as far as the *Foundation Training*, and *Law and Administration Training Courses* are concerned. Both BPATC and BCSAA lack competence and capability to provide quality training to the officers. Training methodology is outdated and training needs are not assessed regularly.

4.6 Chapter Summary:

Findings of the effectiveness of FTC at BPATC and Law and Administration Training Course at BCSAA have been analyzed in this chapter. It shows that both the training courses have **little** or **medium** impact in enhancing most of the competencies required for the officers of BCS (Administration) cadre. Thus, it seems that the PATP also fails to make the training courses more effective in enhancing competence of the officers of BCS (Administration) Cadre.

Chapter-V

Conclusion and Recommendations

5.1 Introduction:

This study aimed at reviewing the effectiveness of the PATP in enhancing capacity of the officers of BCS (Administration) Cadre. For this purpose primary data was collected through interview and discussions with past trainees, faculty members and senior officers. A wide range of literature review was made which include some research works on training institutes, training methodology and effectiveness of the training curricula. Apart from these, some unpublished seminar papers and academic papers were also consulted. The findings of the study reveals that the FTC carried out by the BPATC and the Law and Administration Course carried out by the BCSAA are not effective enough to enhance the required competencies. In case of competencies like service delivery, leadership, communication skills, managing and developing people, managing resources, the impact of the training courses are medium or substantial. On the other hand, in case of competencies like team working and networking, strategic decision making, managing change, the impact is very negligible. The reasons behind such low impact are institutional weaknesses, lack of incentives, traditional training methodology, etc. Though there is a PATP, it is not followed properly. The training institutions are not empowered and strengthened in a manner as mentioned in the PATP. The control of the Ministry of Establishment seems to be over pervasive and hence these institutions lack adequate independence. Moreover, the performance of the training institutions as well as the out come of the training courses gives a dismal picture despite the PATP having clear objectives in achieving positive results. Thus, if we compare the impact of the PATP in light of the analytical framework discussed previously in Chapter II of this study, we can surmise that the PATP has not been successful in creating competencies in the civil service, particularly in the officials under study here, i.e. members of the BCS (Administration) cadre. Therefore, on the basis of the findings of the study, a set of recommendations have been outlined and listed below, which can act

policy guidelines for enhancement of competencies within the civil service of Bangladesh.

5.2 Recommendations:

By analyzing the findings of the study, the following recommendations have been made:

- Performance in training should be integrated with career development. In the Public Administration Training Policy (PATP), such linkages have been proposed for promotion to the higher ranks. But this provision has not been acted upon yet by the government. For this reason, training is not taken seriously by many of the participants of the training courses and it does not value to their overall performance in the functioning of the civil service as a whole.
- Need assessment for the training courses should be done regularly. The courses should be designed in consultations with all the stakeholders. It should be reviewed continually in the light of feedback received from different quarters-participants, faculty members, organisations and ministries in which the trainees are supposed to work, and lastly, independent evaluations carried out by individuals and organizations.
- Institutional development of the training academies is necessary. Research and development should be given more importance to create competent trainers and upgrade curriculum on a regular basis.
- The BPATC should develop its own faculty with high degree of competence. To do that, its present recruitment process should be changed, and pay, remuneration and academic and skills development training packages should be made attractive for the permanent faculty.
- It is evident that training methodologies followed in the different training courses are mainly lecture based. The training sessions should be based

on case-study, demonstration of practical work situation, problem solving, group work, simulation, etc.

- Officers with appropriate background and interest should be assigned with the training institutions on deputation. Needless to say, there are a good number of officers in the civil service with appropriate background for assignments with training institutes, but they are not always posted there by the Government.

5.3 Conclusion:

Training can only be effective if it is integrated with other aspects of human resource management, particularly performance assessment. But in case of *Foundation Training Course* and *Law and Administration Course* there is no direct relationship of the training with any other aspects of career planning and progression. That is why training is not taken seriously by the trainees. Again the directions of the PATP to strengthen the training institutions and to make the training effective are not followed properly. Training needs for the new recruits in the service are not met which is a prerequisite for a functional bureaucracy. To do that, institutional strengthening of the training institutions and implementation of the directions of the PATP is necessary.

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Annexure-1

Course Contents and Evaluation Method of Foundation Training

Module No.	Module Name	Evaluation Method
01	Introducing Bangladesh	Report Writing & Term Paper
02	Public Policies	Syndicate
03	Governmental System	Syndicate
04	Leadership Behaviour	Syndicate & Written Exam
05	Changing Public Sector	Written Test
06	Human Resource & Office Management	Written Test & Exercise
07	Important Laws	Written Test
08	Financial Management	Written Test & Home Task
09	Economic Theory: Micro & Macro	Written Test
10	Quantitative Analysis	Written Test
11	Social Research Method	Written Test & Writing Research Proposal
12	Village Study	Staying in the Field, Report Writing & Report Presentation
13	Poverty Reduction and Development Planning	Written Test
14	Globalization	Written Examination
15	Environmental Management and Sustainable Development	Class Test and Exercise
16	Gender Issues	Syndicate and Written

		Examination
17	English Language Skills	Written Test
18	Information and Communication Technology	Practical Test and written Examination
19	Physical Conditioning and Games	Written Test, Attendance, Dress, Participation in Games, Jogging and Marathon
20	Book Review	Report Writing and Presentation
21	Ethics and Values in Civil Service	Observation/seminar
22	Extension Lectures	-
23	Car Driving	-
24	Secretariat Attachment	Report Writing

Course Contents and Evaluation Method of Law and Administration Course

Module No.	Module Name	Evaluation Method
01	Introductory Module	Observation and Practical Assessment
02	Introduction to Jurisprudence and the Constitution of Bangladesh	Written Exam, Assignment/Exercise/Class Test
03	The Code of Criminal Procedure, 1898	Written Exam, Assignment/Exercise/Class Test
04	Practical Aspects of Administration and Magisterial Responsibilities	Written Exam, Assignment/Exercise/Class Test
05	The Penal Code, 1860	Written Exam, Assignment/Exercise/Class Test
06	The Evidence Act, 1872	Written Exam, Assignment/Exercise/Class Test
07	Land Laws and Land Reforms	Written Exam, Assignment/Exercise/Class Test
08	Land Administration	Written Exam, Assignment/Exercise/Class Test
09	Civil Laws and Legislations in Bangladesh	Written Exam, Assignment/Exercise/Class Test
10	Minor Acts	Written Exam, Presentation/Review
11	Administrative Rules and Procedures	Written Exam, Assignment/Exercise/Class Test
12	Office Management	Written Exam, Assignment/Exercise/Class Test
13	Development Administration	Written Exam, Syndicate/Assignment/Exercise/Class Test
14	New Public Management	Written Exam,

		Assignment/Exercise/ Class Test
15	Computer Application	Written Exam, Practical Test
16	English Language Skills and Practical Aspects of English Language	Class Test, Listening, Speaking, Reading, Writing
17	Field Attachment and Visit	Report Writing and Presentation
18	Gender Awareness and Child Rights	Written Exam, Presentation, Review
19	Know Bangladesh	Written Exam, Assignment/Exercise/ Class Test/ Syndicate
20	PT and Games	-
21	Class Attendance	-
22	DG's Evaluation	-