

**PLACEMENT OF DEPUTY SECRETARIES IN BANGLADESH
SECRETARIAT: A CRITICAL ANALYSIS**

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Abstract

Civil service of Bangladesh is inheriting the structure and model of the British civil service with little modifications. It has been blamed for inefficiency and ineffectiveness since the independence and has to go through many ups and downs during the last 39 year. Various measures have been taken regarding governance related issues but the civil service did not observe significant reform. Civil service around the developed as well as in the developing world has become more technology based and modern. With the passage of time the human resources management mechanism needs to be adjusted as per international standard. But over the years lack of commitment along with fear of change reduces the pace of reform in the civil service.

Human Resources Management in Bangladesh civil service is run by certain laws, rules and policies. In some areas there exist no clearly defined policies. The operational activities are mainly regulated by circulars and notifications. Posting and placement of the officers are important issues under the wide purview of the Human Resources Management. Moreover there is no comprehensive policy on placement and transfer for the officers in the Bangladesh Secretariat. This study tried to look into the issue of placement at the Deputy Secretary level in Bangladesh secretariat. And the main objective of the study was to identify the factors that influence the placement of Deputy Secretaries in the secretariat. For the purpose of the study relevant document has been analyzed, the views of the ex prominent civil servants has been taken and the perception of the Deputy Secretary has been collected through interviews. In total 40 persons have been interviewed among which there were in-service and ex-secretary, Joint secretary (APD), Joint secretary (Admin) of the Ministry of Establishment, secretaries and joint secretaries from other different ministries. Two different set of questionnaire were prepared for the Deputy Secretaries and those who are related with the decision making process of placement. The findings and analysis has been done on the basis of the perception of the DS and the senior officials involve in the placement decision making process. The data has been displayed both in tabular and graphics form and has been analyzed using simple arithmetic techniques. After analyzing the data it is found that the placement of Deputy Secretaries in Bangladesh secretariat is predominantly influenced by factors like available vacancy, requisition from political executives, previous professional relationship, personal connections etc and it is found that the

administrative factors among the three factors (administrative factor, political factor, social factor) set for the purpose of the study has less significant influence except the factor of available vacancy. This study has also recommended some issues for placement of the Deputy Secretaries in the Bangladesh Secretariat like; formulation of a complete *Data base* of officers including educational qualification, relevant training, and previous experience, a long term placement plan for Deputy Secretaries can be introduced and on the basis of the plan long term training schedule can be formulated; ministries can be divided into some categories according to its nature of job. Officers may be placed from one category to another according to a set placement plan and a minimum tenure of posting can be introduced so that officers can have scope for working in a ministry without fear of further posting. This study also tried to look into the matter regarding the positive motivations of the officers at the DS level in the secretariat which discloses that the placement on the basis of the administrative factor may not always positively motivate the officers. However, this study did not consider the relationship between the motivation and the performance of the officers at the DS level that may be an area where further research can be carried on.

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List of Abbreviation

APD – Appointment, posting and Deputation

BCS – Bangladesh Civil Service

CPT – Career Planning and Training

DC – Deputy Commissioner

DO – Demo Official Letter (for Personal attention)

DS – Deputy Secretary

JS – Joint Secretary

PACC- Public Administration Computer center

SSB - Superior Selection Board

UNO – Upazila Nirbahi Officer

Chapter -1: Introduction

1.1 Background:

Human resources constitute the most important component of modern organizations. The accomplishment of organizational missions and objectives depends, to a large extent, on having right persons in right positions as well as the commitment and contributions of those involved.

State has three organs i.e. the legislature, the executive and the judiciary. Among the three, the executive is mainly run by the civil servants or the bureaucrats. For that matter the civil service is entrusted with the responsibilities for the executive part. Our civil service is inheriting the structure and the nature of British legacy with some modifications. Civil service of Bangladesh has been blamed for inefficiency and ineffectiveness since the independence. While the bureaucracy or the civil service of Singapore, Japan, Malaysia, or even India is now recognized as a role model for the bureaucracy of the developing countries. The ex-president of India I.K.Gujral in a seminar in India has said that the key factor behind the consistent development of India is the steel frame bureaucracy. Japan has recognized its bureaucracy as the main dynamics for its rapid growth. Having such instances of success of bureaucracy the pertinent question is why the Bangladesh civil service is lagging behind? Is it because of lack of merit, lack of commitment, or something else? Many think tanks have given different ideas in this regard. But what are the real problem behind? To explore the answer of the question intensive and contextual research and study is necessary.

Many reforms have been taken place in the country since the independence but interestingly enough there are not many remarkable administrative reforms initiatives so far! Now –a- days criticizing the bureaucracy has become a fashion for some of the so called wise man to become highlighted in media and to the potential donors. Sometimes it seems that the bureaucrats are the alien and they must be swept away. Unfortunately very rare think tanks come forward with constructive ideas taking into account the importance of the bureaucracy. After the restoration of democracy in the country this is the right time to think for the greater interest of the country beyond mere group interest.

Bureaucracy acts as heart as well as the hand of governing process. It has taken the shape in the name of ministry, department, directorate etc. Ministries are the major actors in formulating and implementing governmental policies. Under ministries there are directorate, department, subordinate offices. Bangladesh secretariat¹ is comprised of almost all the ministries at the central level. Within the ministries there are divisions, wings, branches and sections. The above mentioned units are headed by the following officials:

Units	Leading Officials
Ministry/ Division	Secretary.
Wings	JS / Additional secretary
Branches	Deputy Secretary
Sections	Sr.Asst. Secretary/ Asst. Secretary

The ministries normally have one division however some large ministries like Ministry of Finance, Ministry of Local Government, Rural Development and Co operatives, Ministry of Energy, Power and Mineral Resources have more than one division. In the ministries Deputy Secretaries are leading the branch. Deputy Secretaries usually play vital role in decision making and policy formulation though formally the Join Secretary is known to be the starting point for policy making in ministries. In the ministries normally Bangladesh Civil Service (Administration) cadre officers are posted as Assistant secretary and Senior Assistant Secretary (Section head) with a few promoted officers from among the administrative officers and personal officers (Second class non cadre officers). Promotion up to Sr.Asst. Secretary is given usually on the basis of certain criteria like minimum five year length of satisfactory service and passing the departmental examinations conducted by Bangladesh Public Service Commission. But for dealing with all the promotions afterwards (Deputy Secretary up to Secretary) there is a committee headed by Cabinet Secretary. This committee is known as Superior selection Board (SSB). And at the Deputy Secretary (DS) level 75% post are reserved for Bangladesh Civil Service (Administration) Cadre officers and rest of the 25% posts are open for all the other 27

¹ Secretariat comprised of all the ministries and divisions of the People's Republic of Bangladesh. At present there are 31 ministries and 52 divisions.

cadre officers. This is the position from which all cadre officers have the opportunity to join the senior policy making positions in the government.

It is frequently said that the bureaucracy in Bangladesh is inefficient and the prominence of meritocracy is disappearing from bureaucracy. The capacity of the officers serving in the ministries has been questioned in various forum at the national and international level. But the civil servants have to go through rigorous competitive examination process to qualify in the civil service. There has been a sharp criticism regarding the selection process in civil service since 1990s. But the recruitment process was not much criticized prior to the years mentioned above. Those who are now posted or promoted as Deputy Secretary have joined the service at least before 1991. During 1980s and early 1990s civil service was one of the priority choice of the meritorious graduates as private sector was not flourished that much with potential prospects. Therefore, it seemed that the problems of inefficiency and underperformance are caused by factors other than the lack of meritocracy. The quest for knowledge regarding the civil service is in fact encouraged to look into the matter about the other factors related to it. Thus this study tries to identify the factors that play role in placement of deputy secretaries in Bangladesh secretariat. To identify the scope for research on the issue and to identify the problem area the following content analysis has been done.

1.2 Literature review:

Placement and posting of the civil servants are the issues of the human resources management in the parlance of public administration. It is usually called the public personnel management. There are not much literature specially focused on the placement issue and posting of officers in Bangladesh secretariat. Still the prominent public administration thinkers in the country have given some ideas through indifferent articles and writings. And the international organization like World Bank has published several reports on the overall issue of civil service. Regarding the civil service of Bangladesh prominent bureaucrat *AMM Shawkat Ali (2009)* in his article published in the Daily Star (National Daily) argued that the next steps for Bangladesh lie in a number of key areas. These include (a) creation of a senior civil service cadre, (b) reduction of existing cadres, (c) putting in place a civil service act that protects civil servants from under political victimization, (d) introduction of a fair living wage, (e) a sound promotion policy based

on merit to be determined by an objectively verifiable criteria, (f) appropriate deployment policy and (g) measures to put in place a constitutional bureaucracy.

Noore Alam Siddiquee (1999) argues that Human resources constitute the most important component of modern organizations. The accomplishment of organizational missions and objectives depends, to a large extent, on having right persons in right positions as well as the commitment and contributions of those involved.

Zafarullah (1998) emphasized the scenario of inconsistencies in operating procedures and in the human resources management in the parlance of national administration more specifically in Bangladesh secretariat. The study disclosed that since the British colonial days, the Secretariat (Bangladesh's equivalent of the Whitehall) has been the pivot around which the entire system of public administration works. It may be described as the nerve centre of all governmental activities, where policies are conceived, initiated, designed, and apportioned to field agencies for implementation. The Secretariat refers to a conglomerate of all ministries and divisions under them. The principal purpose of the Secretariat is to establish among discrete self-contained hierarchical units a formal network of authority relationships, control, command, and communication to maximize co-ordination and to achieve an integrative approach to governance. Specifically, its role is to: formulate public policy; undertake administrative planning; evaluate policy and plan implementation; frame legislation, rules, and regulations; formulate sectoral plans and programmes; prepare budget and control expenditure; co-ordinate policies; interpret policies; supervise personnel management of cadre personnel in Ministry/ Divisions and higher level personnel in statutory bodies and attached departments and subordinate offices; and advise and assist ministers in their administrative duties/responsibilities *vis-à-vis* parliament. In shaping public policies, the Secretariat collects, collates, analyses, evaluates, and synthesis's data, facts, figures, and evidence. No established principles are followed in specifying the role of an M/D. Functions are allocated largely on the basis of the broad goals of a ministry and, thus at times, two ministries may duplicate one another's functions. Differences among ministries are perceptible insofar as the volume and complexity of their work determine their size, nature of personnel, and the extent of functional decentralization. The most obvious example of duplication or overlap relates to the career management of civil servants belonging to various

cadres and serving in different ministries. The Establishment Ministry, *inter alia*, has been allocated the following functions: formulation of policy on the regulation of services and determination of their terms and conditions; determination of all matters relating to recruitment rules for all services and positions; formulation of departmental examination rules; posting and placement of assistant secretary, sr. assistant secretary , deputy secretary and above ranked officers, formulation of policy on the composition and functions of departmental promotion committees and selection boards; and management of the career development of civil servants. All the above functions give the Establishment Ministry the authority of a central personnel agency.

The World Bank has published a report in 2002 regarding the governance process in Bangladesh (World Bank:2002) which confirmed that the system of promotions and placement, central to creating effective incentives for good performance, is widely perceived as being based on time served, good contacts and versatile criteria . The introduction of promotion strictly on merit, and without restrictions as regard to cadre would be an important step forward. A recent decision to select some officers for training, as a prelude to promotion, on the basis of their evaluation in the annual confidential reports (ACR) and years of service before retirement is a welcome innovation. It recognizes the urgent need for training at this level and introduces an element of meritocracy. However, given the flaws in the ACR system, open competitive exams for training overseas seems preferable. Two ways to enhance the capacity of the ministries would be to allow, indeed encourage lateral entry at various levels from the private sector and to greatly reduce job rotation. Greater staff mobility between the public and private sectors would enhance mutual comprehension and increase the ministries' awareness of the needs of business. Excessive job rotation in the ministries obstructs the acquisition of professional expertise of any particular ministry. For example, in recent years the tenure of an Assistant Secretary in the Ministry of Post and Telecommunication has varied from 2 months to 22 months, averaging 14 months. The Deputy Secretary averaged 27.5 months, Joint Secretary 13.5 months and Secretary 12 months in the same Ministry. The situation is similar in other ministries. This clearly has a very damaging impact on the quality of work. Though frequently identified as an issue, no decision has been taken to ensure longer tenure. Another negative development has been the creation of the posts of Additional Secretary and Administrative Officer, two unnecessary layers that have

complicated the process of decision making in ministries. The practice of passing files slowly up and down an inordinately long hierarchy of officers, combined with a reluctance to take decisions and lack of client service orientation makes dealing with the bureaucracy a nightmare for the ordinary public. The way out, for those who can afford it, is to pay bribes, which means that decisions are not taken on their merit and those with poor social networks and few resources (i.e. the poor) are at a great disadvantage. The key incentive currently associated with postings is better 'perks' – a perverse incentive. Thus, the preferred postings include those empowering the office-holder to influence decisions related to contracts and provide patronage, accompanied by good housing, the exclusive use of transport, nice office space (preferably air conditioned), and scope for foreign trips. Postings abroad usually bring with them allowances that can be partly saved, as well as useful contacts. All these perks are legitimate; it is the scope for taking improper advantage of them which gives rise to.

The merit principle should be used as the sole criterion on which all decisions pertaining the civil service needs to be taken. Meritorious civil servants must be encouraged by giving them accelerated promotion, appropriate training, higher emoluments and choice postings.(Khan: 2002)

Person-Job Fit (or P-J Fit) is a tool in the hiring and placement process. Indeed, it's the most common way fit is defined by organizations. Person-Job Fit involves the measurement of what we often refer to as "hard" information about a candidate's suitability for the task. Charles Handler has identified (The Value of Person-Organization Fit) that a candidate's specific skills, their levels of knowledge about specific subject matter, educational qualification and their cognitive abilities are required for successful performance of a specific job.(Charles Handler: 2005)

In the Bangladesh Public Administration Sector Review conducted by JICA (Japan international Cooperation Agency) in March, 2009 it is identified that a new policy must be formulated to make sure that officials are not posted or transferred arbitrarily and in a non-transparent way. The decision on postings should be based on officers past experience, personal interest and training programmes. An officer must serve in one particular position for at least 3 years. (JICA: 2009)

After compensation, the absence of a coherent policy on matching jobs with skills is a major reason for the declining professionalism and the managerial crisis. Developing a coherent policy would require reforms of the cadre system, recruitment, training and promotion policies. Specialized Senior Staffing Pool (SSSP) need to form in which Deputy-secretary-rank officers from all cadres would be eligible to join based on their track record, educational qualification, training and the results of a competitive examination. These should be Masters-level tailor-made modules covering the core theoretical and applied knowledge needed for policy-making in each subject. Officers would study in their own time and could choose to take the exam for more than one group. Anyone appointed to a joint secretary level job would have to have passed these exams as well as completed specialized training at designated institutions including BTAC. Once a person is selected for any of the SSSP groups, they would stay within that group for the rest of the career, becoming Agency Heads/Secretaries in due course if performance is satisfactory.(World Bank:1996)

Most of the problems mentioned earlier can be linked to one deficiency in the administrative system of Bangladesh - the absence of a practical personnel policy. As already discussed, the historical and colonial tradition of Bangladesh did not allow the development of a suitable personnel policy and post-independence rulers have accorded more importance to other areas. During the colonial period, cosmetic changes were made in the interest of the colonial rulers and long-term projections were not even contemplated as the intention was simply to extract and transfer resources. Later, post-independence needs were not considered and PPA remained in a disorganized state. Over the years, incremental changes have been made to resolve problems as they crop up. But an all encompassing, realistic and public-oriented personnel policy has not been developed. Consequently, the country suffers from discrepancies and inconsistencies in a number of areas (Haque and Ahmed: 1990)

A similar situation prevails in the areas of promotion and transfer. Promotions are not always consistent with performance and there are frequent allegations that officials get promoted without possessing the required qualifications or achieving an excellent record of performance on the job. Similarly, transfers are made or viewed more as punishments and rewards rather than

as opportunities to broaden the horizon of knowledge of the official or to place an individual in a position where he or she will be more effective. (Ahmed: 1986)

The bureaucracy of Bangladesh is surrounded by a society with traditional, hierarchic, clientelistic norms. In such a situation any weakness or absence of strong formal institutional norms will guide the organization to be more person oriented and full of nepotism and favoritism in terms of decision making which breeds the *tadbir*² culture in it. (Jamil and Haque :1998)

Perry and Wise (1990) argued that people with high public service motivation (PSM) are more likely than others to choose government jobs, to perform better on the job, and to respond more to non utilitarian incentives once in government. Using multiple regression and logic analyses on responses by 35,000 federal, white-collar employees to the 1991 Survey of Federal Employees and the 1996 Merit Principles Survey, this article tests the link between PSM and job performance in the federal service. There is mixed evidence on whether PSM positively affected grades and performance ratings, clearer evidence that employees who expected to receive a material reward for exceptional performance attained higher grades and performance ratings, and no evidence that the link between material rewards and performance matter any less to those with high PSM. After going through the literature it was identified that not much study has been conducted on the particular issue and on the basis of the literature review the following statement is inferred.

1.3 Statement of the Problem:

Civil service of Bangladesh has been blamed for inefficiency and ineffectiveness since the independence. It has been said that one of the most important short comings of the human resource management in the secretariat is not having a comprehensive and consistent policy for posting and placement. The lack of a well structured policy in this regard establishes the current notion that civil service is suffering from not having “Right man in the right place”.

Secretariat is the center for policy formulation and policy implementation. If the position in the secretariat is not filled with appropriate officers especially at the mid level (Deputy Secretary level), it will hamper the achievement of targets and meeting deadlines for the government. As a result the political executives will lose their confidence in the overall bureaucracy. That will lead

² Informal way of persuasion

to a political – administrative anarchy. Again if the government fails to achieve its target, it will lead to failure in fulfilling the expectation of the people and ultimately government will lose the popularity. Strategic position occupied with inappropriate officers will cause impediment in implementing the Annual Development Program (ADP). This inefficiency will lead to low level of growth. As a result the overall development of the country will be hampered. From human resource management points of view Person- Job mismatch will cause under utilization of human resources which has cost the country in monetary term.

Long run inefficiency in the civil service also creates the image problem for bureaucracy. If the image is negatively affected, the social esteem of the civil service will decrease. Eventually the talented candidates may not want to join the civil service. This may create problem in-term of merit inflow in the bureaucracy. And ultimately the nation will suffer in the long run.

Lack of consistent policy for placement in the administration will discourage the discipline and meritocracy in the service. The scope for unethical practices like *tadbir* will be prominent. The motivation level of the officer will be affected thus the efficient discharge of responsibilities will be decreased. This may encourage further politicization of public bureaucracy. Thus the study deals with the following objectives.

1.4 Objectives and Research Question:

The prime objective of the study is:

To identify the factors that influence the placement of Deputy Secretaries in Bangladesh Secretariat.

In view of the objective the following research questions have been raised:

1. What are the factors influence the placement of Deputy Secretaries in the secretariat?
2. Whether the administrative factors matter in the placement of Deputy Secretaries in Bangladesh Secretariat?

1.5 Scope:

According to the research objectives and questions this study tries to look into the existing practice of placement of only the Deputy Secretaries in Bangladesh secretariat. As Ministry of Establishment is responsible for posting and placement of Deputy Secretaries, this study deals with the factors and process involve in the placement system practiced in the ministry. For the purpose of the study Deputy Secretary from five broad categories of ministries (regulatory ministry, technical ministry, development ministry, relatively less important ministry and service oriented ministry) have been taken as subjects.

1.6 Significance of the Study:

Civil service efficiency and motivation is essential for better governance. We have to apply every possible tool for enhancing the efficiency of the civil service considering the incentive systems and administrative culture in Bangladesh. Placing right man in the right place can be one of the measures to facilitate the process of upgrading the performance. For that a comprehensive, well structured and rational policy for placement of the officers at various levels is essential. This study tried to find out the factors working behind the placement of officers at Deputy Secretary level in Bangladesh secretariat. Thus the study comprehensively looks into the pros and cons of the placement management system in the secretariat which may contribute in formulating policy on posting and placement of the officers in the secretariat. This will contribute in the policy decision regarding the administrative reform within the civil service. At the same time it will help the future researchers to conduct further research in the area. Keeping in mind the context, the study attempts to use the following methodology.

1.7 Methodology:

The objective of the study is to find out the factors that influence the practice of placement of the Deputy Secretaries in Bangladesh Secretariat. To explore the answers of the research questions the following methods are followed:

To gather information regarding the study both primary and secondary data has been collected. The PDS (Personal data sheet) of the Deputy Secretaries has been analyzed. The orders or principles regarding the posting and placement of the Deputy Secretary in secretariat have been reviewed. Annual publication of Ministry of Establishment (Statistics of civil officers and staff) has been reviewed.

40 officers had been taken as sample for the study which included ex - secretaries of Ministry of Establishment; in-service secretary; Joint Secretaries of Ministry of Establishment and other ministries; Deputy Secretaries from 15 different ministries and prominent ex bureaucrat. Questionnaires were open ended (for senior officials and officials involve in the decision making process of placement of the deputy secretaries) and closed ended (for the Deputy Secretaries) for the following samples.

Two ex-secretaries of Ministry of Establishment along with one other secretary (in service) have been interviewed (As the secretaries of respected ministries are responsible for placing the deputy secretaries after being posted in the particular ministry by the Ministry of Establishment.).One ex-prominent bureaucrat (who was the secretary of ministry of Establishment) has been interviewed.

Three Ex- Joint secretary, appointment, posting and deputation (APD) has been interviewed.

Two Joint Secretary (Admin) (As they are discharging the duties of placing the deputy secretaries within a ministry on behalf of the secretary.) from two ministries were interviewed (those who have spent at least Two years as joint secretary)

Sr. Assistant secretary, senior appointment -2 (section deals with the posting and placement of the deputy secretaries) has been interviewed.

30 deputy secretaries have been interviewed (Who have already spent at least four years as Deputy Secretary). Out of the 30 DS 25 are from BCS (Administration) cadre and the rest of the 5 are from BCS (Taxation), BCS (Information), BCS (Custom and Excise) and BCS (Agriculture) cadre. The following table shows the distributions of respondents:

Table 1: Distribution of Respondents for Interview and survey

Rank of the respondents	No of respondents	Method use for data collection
Ex Secretary of MOE ³	02	Interview
Ex prominent bureaucrat	01	Interview
In service secretary	01	Interview
Ex Joint Secretary (APD)	03	Interview
In Service Joint Secretary	02	Interview
In service Deputy Secretary	30	Closed ended questionnaire survey
Senior Assistant secretary	01	Interview
Total respondents = 40		

DS are the key position holder in the decision making process though the official policy making position starts from the Joint secretary level. And this is the position from where Superior selection board (SSB)⁴ starts. Moreover Deputy Secretary position is the window for all cadre officers to enter into the senior policy making positions of the government. For the purpose of the study the samples have been collected from the following different categories of ministries:

Regulatory Ministry: like Ministry of Establishment, Ministry of Finance, and Ministry of Home Affairs etc.

Technical Ministry: Like Ministry of ICT, Power Division etc.

Development Ministry: like Ministry of Social Welfare, Ministry of LGRD, Ministry of Environment and Forest etc.

Relatively less important Ministry: like Ministry of Jute, Ministry of Religious Affairs, Ministry of Liberation War Affairs etc.

Service oriented Ministry: like Ministry of Civil Aviation and Tourism, Ministry of Communication.

The male female ratio among the respondents is 77% and 23%. The age of 70% respondents were above 50 and the age range of the rest of the respondents was between 45 and 50 years. Among the 30 respondents highest 39% is from Chittagong division and lowest 7% each from 4 divisions except Dhaka and Barisal divisions. Respondents are from 15 different academic disciplines among which highest 10% is from each three discipline; English, Political Science

³ MOE - Ministry of Establishment.

⁴ SSB is the committee (headed by Cabinet Secretary) responsible for determining Promotion of Deputy Secretary and upward.

and Business Studies. Officers of 15 different ministries have been interviewed among which highest 13% is from Ministry of Establishment. 13 respondents have been promoted as DS in the year 2003, 6 were promoted in 2006 and the rest of the DS were promoted between 2004 and 2005. Therefore, almost everybody has completed at least 4 years as DS. 13 respondents have already crossed 7 years as DS. And the age range of most of the officer studied is above 50. 84% were from BCS (Administration) cadre 7% was from BCS (Taxation) and rests of the respondents were from BCS (information), BCS (Agriculture), and BCS (Customs and Excise). In DS level 75% quota is reserved for BCS (Administration). Therefore, administration cadre officers are available in ministries.

Table 2: Distribution of the Age of the respondents (DS) (n=30)

Age	No of officer		Total
	Male	female	
Above 50	19	2	21
45 to 50	4	5	9

Source: Field survey

For the purpose of the study the following indicators has been taken:

Factor	Indicator	Source of data
Administrative	<ul style="list-style-type: none"> • PDS information: <ol style="list-style-type: none"> 1. Educational qualification 2. Relevant Training. • Available Vacancy • Disciplinary ground • Personal application 	Content Analysis (PDS, vacancy information from PACC) and Case study
Political	<ul style="list-style-type: none"> • Requisition from Political Executive. 	Content analysis (Personal file) Information from Senior Appointment -2 Section, MOE
Social	<ul style="list-style-type: none"> • Requisition from Secretary. • Working together in the same station. • Same home district. • Blood relation. • Other kith and kin. 	Content analysis (PDS, personal file), Case study, and interview
Motivation	<ul style="list-style-type: none"> • Willingness to work in the position. • Tenure of service in the position. • Number of representation applies for posting. 	Content analysis (PDS, personal file) and interview.

Chapter -2: Civil Service of Bangladesh

2.1 HISTORICAL BACKGROUND:

In the years of East India Company's rule, the system of civil services was first established in the Indian Sub Continent. With its slight modification, this system with colonial legacy continued through both in Pakistan and India after partition of the Indian Sub-Continent in 1947, and is designated Bangladesh Civil Service after the emergence of Bangladesh. At the early stage of British rule in India, two exclusive groups of civil servants were working with the central government, such as (a) Covenanted Servants signing an agreement with the East India Company, (b) Uncovenanted Servants not signing the agreement. The former group generally held more powerful position. In 1886-87 the grouping was abolished, and the civil service was designated as Imperial Civil Service of India, and finally modified to Indian Civil Service (ICS) which was actually referred to the covenanted civil servants. In addition, there were Provincial Civil Service and Subordinate Civil Service with the provincial government. By 1934, the civil service in India consisted of seven All India Services and five Central Departments, which were under the control of the Secretary of State. The authority of controlling ICS and Indian Police Service were transferred from the Secretary of State to the provincial governments, but All India and class I central services were designated as Central Superior Services. With the partition of India in 1947, Pakistan continued using the term of Central Superior Services. Later the Central Superior Service was designated Civil Service of Pakistan and the Police Service of Pakistan. The Central Services also included Pakistan Foreign Service and Pakistan Audit and Accounts Service, Pakistan Military Accounts Service, Pakistan Taxation Service, and the Pakistan Customs and Excise Service etc. Each of these services had its own cadre and composition rules. After the emergence of Bangladesh, the Administrative and Services Reorganization Committee proposed a structure of the country's civil service. But the proposal didn't come into light because of a change of government in August 1975. Later the Pay and Services Commission recommended a four tier structure of services with 28 cadres, and the formation of the Senior Services Pool (SSP). Then two high level committees reviewed the cadre system, and abolished the SSP in 1989. In 2000 the total number of cadres in the civil service in Bangladesh stood at 28 (Ali: 2004).

2.2 The Structure of Bangladesh Civil Service:

The government of Bangladesh has a two-tier administrative system. The upper tier is the central secretariat at the national level consisting of the ministries and divisions to provide policies and to perform clearinghouse functions. The other tier consists of ‘line’ departments/directorates attached to the ministries and divisions that are mainly responsible for general administration, service delivery to citizens and implementation of various government development programs at the sub-national level. (Ahmed: 2002). At present, the Bangladesh civil service has more than one million civil servants in 31 ministries, 52 divisions, 254 departments and 173 statutory bodies (MOE:2010). The internal organization structure of a ministry reflects a hierarchical order. A minister is in charge of a ministry and is normally the “political head” of that ministry. A ministry consists of at least one division. A secretary or, in his absence an additional secretary, is considered the “administrative head” of the ministry. He/she conducts and looks after the duties of a division, which includes routine operation, supervision of its staffing and organizational processes. He/she is also the adviser to the minister regarding policy and administrative issues. A division can further be divided into wings. A joint secretary is the head of a wing and has the power to submit cases directly to the minister for decisions. In practice, such cases are first submitted to the secretary/additional secretary for his consideration before being placed before the minister. A wing is composed of branches. The head of a wing—a joint secretary—supervises the activities of the branches within his wing. Each branch is under the charge of a deputy secretary. Below the branch is the section. Headed by an assistant secretary, it is the basic working unit of a division. An assistant secretary disposes all a civil servants batch—the year one enters the civil service—is central to his or her professional identity. Bangladeshi civil servants who entered the civil service prior to 1971 were recruited and trained in the Civil Service of Pakistan (CSP). The CSP was unapologetically elitist and the new Bangladesh Civil Service (BCS) was less selective and less elitist. Although serving in the Bangladesh Civil Service, these CSP-trained officers emphasize this distinction by exhibiting their CSP pedigree. Cases based on clear precedents. Below the level of assistant secretary, there are a considerable number of office personnel (Zafarullah: 1998). Departments are also attached to each ministry/division. The departments determine the blueprint for implementing various decisions taken by the ministry/division by providing technical information and advice. Who heads these

departments or directorates depends on their importance. In some cases, an officer enjoying the pay grades and benefits of a secretary heads a department while on the other cases it is headed by an official enjoying the pay grade and benefits of a deputy secretary, joint secretary or an additional secretary (Ahmed:2002). There are four classes in Bangladesh civil service. Class I and part of class II officers are treated as “gazetted” officers; the rest are considered as “non-gazetted” officers (Ahmed, 2002: 334). The number of Class 1 officers is about 40,000. Of them 70% are recruited into 28 cadres; the rest do not belong to a particular cadre but work in functional areas. Recruitment is conducted by the Public Service Commission (PSC) as per requirement conveyed by the Ministry of Establishment, which is responsible for the personnel policy within the civil service and human resources function, particularly in the administrative cadre (DFID:2004). The Public Sector in Bangladesh currently numbers around one million people. Around 30,000 are employed in public enterprises whilst 700,000 are employed in various ministries, Departments and other Government Offices. The structure of the administration system in Bangladesh is as follows:

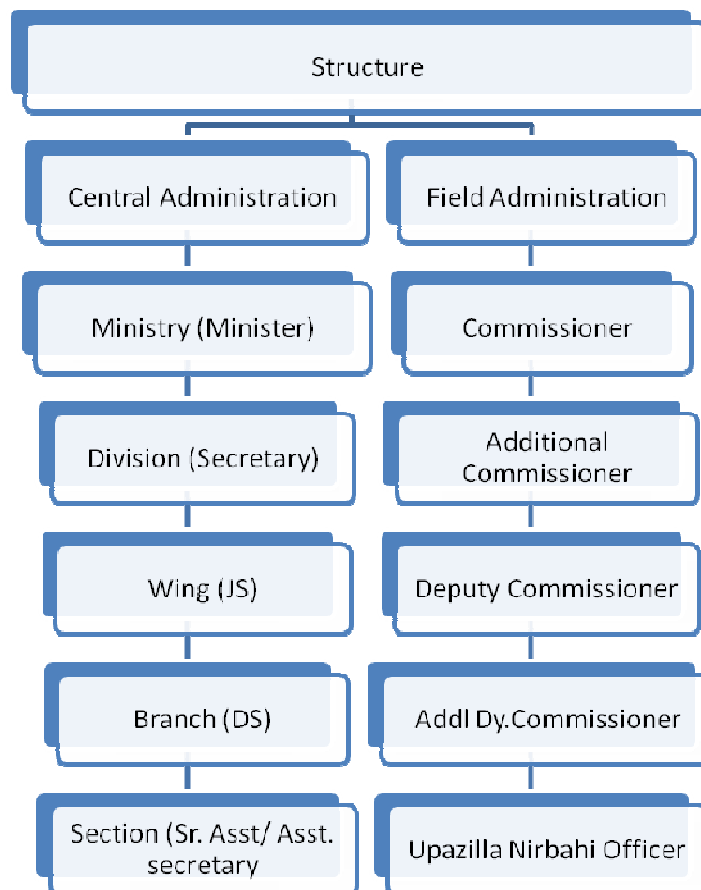


Table 3: Basic information about structure of civil service

Type	Number
Number of Cadres	28
Number of Class-1 Officers	40000
Number of Ministries	31
Number of Divisions	52
Number of Departments	254
Number of Statutory Bodies	173

Source: Ministry of Establishment, Government of Bangladesh 2009.

On average, between 1,200 and 1,800 Class 1 officers are recruited each year. There are 28 cadres each comprising officers with particular skills or qualifications. Most cadres are confined to a single Ministry, for example most, if not all, members of the Nursing, Family Planning and Health cadres work in the Ministry of Health and Family Planning. Cadre arrangements are also complicated by the development of non-cadre posts. These are often funded from development monies and do not attract the benefits (promotion opportunities, pension, security of employment etc) associated with sanctioned posts in cadres. Although most cadres populate a particular ministry or directorate, the Administrative cadre provides the officers for the Ministry of Establishment, the Civil Field Service, the Secretariats to all Ministries and the Secretariats for the Cabinet Office and the Prime Ministers. Administrative cadre officers are also deputed to key positions to run autonomous and other constitutional organizations such as the Public Service Commission (DFID:2004).

2.3 The Secretariat System:

Since the British colonial days, the Secretariat (Bangladesh's equivalent of the Whitehall) has been the pivot around which the entire system of public administration works. It may be described as the nerve centre of all governmental activities, where policies are conceived, initiated, designed, and apportioned to field agencies for implementation. The Secretariat refers to a conglomerate of all ministries and divisions under them. The principal purpose of the Secretariat is to establish among discrete self-contained hierarchical units a formal network of authority relationships, control, command, and communication to maximize co-ordination and to achieve an integrative approach to governance. Specifically, its role is to: formulate public

policy; undertake administrative planning; evaluate policy and plan implementation; frame legislation, rules, and regulations; formulate sectoral plans and programs; prepare budget and control expenditure; co-ordinate policies; interpret policies; supervise personnel management of cadre personnel in Ministry/ Divisions and higher level personnel in statutory bodies and attached departments and subordinate offices; and advise and assist ministers in their administrative duties/responsibilities *vis-à-vis* parliament. In shaping public policies, the Secretariat collects, collates analyses, evaluates, and synthesizes data, facts, figures, and evidence. (Zafarullah: 1998)

2.4 Civil service in Bangladesh: A statistical sketch:

According to the statistics of the Ministry of Establishment, there were 937,024 employed in 2001 that increased to 1042,978 in 2008 in the civil service in various ministries, departments and other government offices, although the recruited manpower is lower than the approved position. The professional class I numbers 95,122, which includes cadre and non cadre officers, and other supporting staff include almost 91% of the total manpower in the civil service in 2008. As per Rules of Business, 1996 the Minister, usually a public representative is in charge of the ministry and the Secretary or, in his absence the Additional Secretary, is considered to be the Chief Accounting Officer (CAO) of the ministry. The Secretary is concerned with the policy making functions along with his/her duties and responsibilities that include routine operation, supervision of staffing and organizational processes. There are 31 ministries and 52 divisions within the ministries and offices of the President and the Prime Minister.

The total manpower within the civil service comprises nearly a million officers and supporting staff, out of which BCS (Administration) cadre is relatively small number of 6,103 deployed both in the central and field administration. According to the statistics of the Ministry of Establishment, 26% officers of the administration cadre are working in the field administration. Table: 2 shows the numbers of cadre officers working in different ministries including offices of the President and the Prime Minister by rank.

Table 4: Distribution of BCS cadre officers working in different ministries

Rank	BCS Officers		Total	Female (%)	Contract
	Male	Female			
Secretary	52	2	54	3.85	8
Additional secretary	162	13	175	7.43	3
Joint Secretary	395	35	435	8.14	4
Deputy Secretary	1245	169	1414	11.95	2
Sr.Asst. Secretary	1210	268	1478	18.13	0
Assistant Secretary	716	249	965	25.80	1
Total	3434	696	4516	15.41	18

Source: Public Administration Computer Center, Ministry of Establishment, 2010

The government of Bangladesh has the total allocation of 78,663 crore taka (11,377 million USD) for the non development expenditure (total budget is 113,819 crore taka: 16,448 million USD) for the year 2009-10, out of which 15, 989 crore taka (2,311 million USD) is for pay and allowances and 6,324 crore taka (914 million USD) for supplies and services for the employees in the civil service.

2.5 Human Resources Management (HRM) of Bangladesh Civil Service:

Human Resources Management in Bangladesh civil service can be viewed from few dimensions:

- HRM for the cadre officers
- HRM for the non cadre officers.
- HRM in the Secretariat (Assistant secretary – Secretary)

For cadre officers:

Usually all the HR activity for individual cadre has been done by the fundamental ministry. For example, a Tax cadre or economy cadre officer joined their fundamental ministry i.e. Ministry of Finance or Ministry of Planning. After joining the service all HR operational matters are controlled by the respective ministry or directorate under the guidance of the ministry. All the HR functions of the BCS (Administration) cadre officers along with the secretariat management are run by the Ministry of Establishment

For non cadre officers:

Non cadre officers are usually recruited through public service commissions or by the ministry itself for a specific ministry or department. Human resources management of the non cadre officers are maintained by the respective ministry or department or the directorate.

For the Secretariat:

Usually the Human Resources Management for the officers' ranked Assistant secretary to Secretary in the ministry is controlled by the Ministry of Establishment. One dedicated wing named APD (Appointment, posting and Deputation) wing is responsible for the placement and posting of officers (Starting from Assistant secretary to Secretary) in the secretariat. The posting of Deputy Secretaries (DS) is dealt by the "Senior Appointment -2" (SA-2) section under the APD wing. The decisions of the placement of Deputy Secretaries have been formally taken in following ways:

Sr.Asst.Secretary (SA-2) → DS (Senior Appointment) →JS (APD) →Secretary (MOE)

2.6 Typology of Ministries/Divisions:

Each Ministry /Division (M/D) is created by executive order and allocated a set of specific functions. Presently, there are thirty one ministries in the Bangladesh administrative set-up. Some of these ministries have more than one division. In all there are fifty two divisions. Fourteen of them are directly under the jurisdiction of ministries; three are attached while six of them are not under the control of any ministries. Each minister is responsible for the administration of the Ministry/Division under his/her control and jurisdiction. Although the constitution is silent about the formal functions and duties of a minister, by convention he/she is the political head of a Ministry /Division and is, in effect, the linking pin between the political and administrative structures. The most senior civil servant normally holding the rank of a secretary/ additional secretary is a minister's chief adviser on policy and administrative matters. A secretary/additional secretary may be the administrative head of either a single ministry or division depending upon the importance and/or size of the latter. No established principles are followed in specifying the role of a Ministry/Division. Functions are allocated largely on the basis of the broad goals of a ministry and, thus at times, two ministries may duplicate one

another's functions. Differences among ministries are perceptible in so far as the volume and complexity of their work determine their size, nature of personnel, and the extent of functional decentralization. The most obvious example of duplication or overlap relates to the career management of civil servants belonging to various cadres and serving in different ministries. The Establishment Ministry, *inter alia*, has been allocated the following functions: formulation of policy on the regulation of services and determination of their terms and conditions; determination of all matters relating to recruitment rules for all services and positions; formulation of departmental examination rules; formulation of policy on the composition and functions of departmental promotion committees and selection boards; and management of the career development of civil servants. All the above functions give the Establishment Ministry the authority of a central personnel agency. This either duplicates or goes against some of the functions allocated to other M/Ds. For instance, the several cadre-controlling ministries have all been entrusted with the responsibility of dealing with first appointment and administration of the members of the Bangladesh Civil Service (BCS) cadres relevant to them. Despite this, the extent of the jurisdiction of the Establishment Ministry in personnel administration in these M/Ds is not clearly specified. It would not be naive to assume that in several matters relating to civil service management the Establishment Ministry can either serve as an impediment to the M/Ds in the discharge of their personnel administration functions or the latter may take a defiant stance *vis-à-vis* the central controlling authority of the former. Luther Gulick's¹³ classification criteria - on the basis of task, process, clientele, and area encompassed - do not always help us in grouping governmental agencies into distinct clusters. Tasks, as we have seen, may overlap, though some are more self-contained than others. A grouping based on the criterion of process may not be appropriate because some organizations that perform specialist work like engineering or accounting may also be grouped on the basis of tasks or objectives. Similarly, the clientele method is at variance with the other criteria. For instance, the Ministry of Education has a specific task to perform utilizing some specific processes and may serve different target groups in society. Indeed, no public organization is functionally specific. Most M/Ds embody some mixture of various ways of functional specialization. Thus, generally speaking, government agencies are difficult to classify. Nonetheless, it would be useful to classify ministries in Bangladesh into proximate clusters according to the type of work they do and the way they serve society. The M/Ds may be broadly classified into either line or staff agencies. However, this

distinction is not always appropriate especially in the context of Bangladesh. Some M/Ds have purely line structures, while others combine both line and staff structures. There are indeed many M/Ds which simultaneously perform both functions in varying degrees. For instance price control is a primary or line function of the Ministry of Commerce; whereas reviewing export policies and programs may be classified as staff work. Some may perform staff functions only, like the Planning Commission providing advisory and research services to the government in its planning endeavors. The Works and Food Ministries are basically line organizations. These have jurisdictions over a large compass and authority flows in an unbroken line from the apex down to the lowest levels. For instance, the Food Ministry has its agencies even at the grassroots and they are controlled by the head office in the capital either directly or through its attached departments. Thus, M/Ds do not follow a uniform structure especially below the intermediate management level (comprising deputy, senior assistant and assistant secretaries). However, at the top management echelons (secretary and joint secretary) a uniform pattern is discernible.

On the other hand, it is much more useful to categories ministries in the following way:

1. *Executive* - These organizations are entrusted with the responsibility of directing, controlling, and monitoring whole or parts of the governmental machinery. The President's Office; the Prime Minister's Office; and the Cabinet Division are placed in this category.
2. *Regulatory* - They are empowered to make rules and regulations and oversee their enforcement. In this category we place the following: Ministry of Establishment; Finance Division; Internal Resources Division; Local Government Division; Ministry of Commerce; Ministry of Home Affairs; Ministry of Jute; Ministry of Civil Aviation and Tourism; Ministry of Shipping; Ministry of Lands; Bangladesh Public Service Commission Secretariat; and Bangladesh Election Commission Secretariat.
3. *Service-Oriented/Welfare* - These offer direct services of various kinds to either the general population or special target groups. This category would include: Ministry of Relief; Special Affairs Division; Ministry of Health and Family Welfare; Railways Division; Ministry of Posts and Telecommunications; Ministry of Social Welfare; Ministry of Women's Affairs; Ministry of Food; and Ministry of Labour and Manpower.

4. *Developmental* - They are involved in nation-building tasks, social and economic uplift, and infrastructure development. This group incorporates the following: Ministry of Agriculture; Rural Development and Cooperatives Division; Ministry of Irrigation, Water Development and Flood Control; Roads and Road Transport; Ministry of Industries; Ministry of Power, Energy and Mineral Resources; Ministry of Works; Ministry of Fisheries and Livestock; Ministry of Jute; and Ministry of Textiles.

5. *Promotional* - They serve to promote a particular field of activity in which the country made little progress in the past or which needs further governmental entrepreneurship. Placed in this category are: Primary Mass Education Division; Education Division; Science and Technology; Ministry of Environment and Forest; Ministry of Information; Ministry of Cultural Affairs; Ministry of Youth and Sports; and Ministry of Religious Affairs.

6. *Advisory* - They are involved in activities which are auxiliary to the main purposes of government. They also investigate and/or review policy and proposals for the purpose of advising the government on implications. These include: Armed Forces Division; Planning Division; Ministry of Law, Justice and Parliamentary Affairs; and Parliament Secretariat.

7. *Research* - They undertake detailed study and research to provide input to the policy-making process and governance. We place the Statistical Division; and the Implementation, Monitoring and Evaluation Division in this group.

8. *International* - The main functions here are to liaise and maintain contacts with foreign countries and international organizations on various aspects of social, political, and economic affairs. The Ministry of Foreign Affairs and the Economic Relations Division are involved in such activities.

Chapter -3: Human Resources Management of Bangladesh Civil service: Role of Ministry of Establishment.

Ministry of Establishment is the main stream ministry along with other functional ministries in terms of managing the human resources of Civil service in Bangladesh. The composition of the ministry is as follows:

3.1 Composition of Ministry of Establishment:

There are basically four layers in a ministry which is led by different level of bureaucrats. Secretary is the administrative head & the principal Accounts officer. Wing is composed of branches. Additional Secretary & Joint Secretary are the head of the wing. Branch is composed of sections. Deputy Secretary is the Branch head & works under the wing. Section is the basic working unit. Senior Assistant Secretary & Assistant Secretary is the Section head & works under the branch. There are some deputy secretaries who are not holding charge of any branch but working officer like law officer, statistics & research officers. There are some deputy secretaries who are working in the sections as super-new-mary DS temporarily due to vacancies of branches.

The ministry is composed of the following wings:

The ministry has 6 separate wings along with a special wing under the Additional Secretary. They are as follows:

- A. Special wing headed by Additional Secretary &
- B. 6 wings:
 1. Administration wing (Admin-W)
 2. The Appointment, Promotion and Deputation Wing (APD-W)
 3. The Career Planning Wing (CPT-W)
 4. The Regulations Wing
 5. The Discipline and Law Wing
 6. The Organization and Management Wing (O & M-wing)

The branches under Additional Secretary:

1. DS-Development & Implementation branch (D & I)
2. DS-Confidential Report Branch (CR)

This Wing is responsible for:

- Development projects of the Ministry of Establishment;
- Implementing National Training Policy
- Annual Confidential Reports

In addition, Additional secretary is responsible for providing necessary supervisory support to:

- Bangladesh Public Administration Training Centre (BPATC) including Regional Public Administration Training Centre (RPATCs),
- Bangladesh Civil Service Administration Academy (BCS Administration Academy)

For transfer and placement of officers mainly the APD wing, Administration wing and the CPT wing are responsible. Let's see the composition and job descriptions of the concern wings:

1. The Administration Wing:

The wing is comprised of the following branches:

- a. DS-Administration-1,
- b. DS-Administration-2,
- c. DS-Secretariat & welfare,
- d. DS-Publication & Transport

This Wing is responsible for:

Overall internal administration of the Ministry of Establishment; Transfer/posting of Senior Assistant Secretaries and Assistant Secretaries in different ministries and divisions; Posting of Private Secretaries and Assistant Private Secretaries to Hon'ble Ministers, State Ministers, and Deputy Ministers and of functionaries of equal status; Posting of officers and staff within the

Ministry of Establishment; Transfer/posting of administrative officers at the offices of Commissioner, Deputy Commissioner and Upazilla Nirbahi Officer; Providing advance payment(s) to the members of BCS (Administration) Cadre, as applicable; Settlement of payments of the retired and deceased members of the officers and staff under the administrative control of the MOE; Audit compliance, Preparation of budget of the Ministry and of attached departments, Budget of Ministry of Finance and its control.

In addition, this Wing provides necessary support to:

- Department of Printing, Stationary, Forms and Publication,
- Government Employees' Welfare Department and Board of Trustees,
- Directorate of Government Transport.

2. The Appointment, Promotion and Deputation (APD) Wing:

This is the wing which deals with the placement of Deputy Secretaries. The wing is comprised of the following branches:

- a. DS-Senior Appointment
- b. DS-Field administration
- c. DS-New & Foreign Appointment

This Wing is responsible for:

Transfer/posting of cadre officers and officers of equal status at different Ministries, divisions, departments, directorates, Placement of officers of different levels for field administration; Promotion of officers at higher levels; Foreign and local appointments; Personnel matters of all officers of Administration cadre, and officers of other cadres and non-cadre officers appointed Deputy Secretary and above to the government etc.

3. The Career Planning Wing:

This wing looks after the career planning of the civil servants and co ordinates the training under the ministry. Branches under this Wing are:

- a. DS-Public administration computer center (PACC):
- b. DS-Career Planning

c. DS-Foreign & Local Training

This Wing is responsible for:

For ICT service, web site development, appointment of foreign and local consultant and basic training on computer, The Maintenance of the Personnel Management Information System (PMIS) of the officers at the levels of Secretary, Additional Secretary, Joint Secretary, Deputy Secretary and officers belonging to Bangladesh Civil Service (Administration) cadre; and also the officers of other cadres from Deputy Secretaries and above; Career Planning of the officers of the Administration cadre and officers at the level of Deputy Secretary and above; Liaison with other cadre controlling Ministries for harmonization of recruitment at the entry level in different cadres and Foreign & local training,

According to the Rules of Business, 1996 the responsibilities of the Ministry of Establishment are as follows:

1. Formulation of policy on regulation of services and determination of their terms and conditions (policy on method of recruitment, age limit, qualification, reservation of posts for certain areas and sex, medical fitness, examinations, appointment, posting, transfer, deputation, leave, travel, seniority, promotion, selection, super session, retirement, superannuation, re-employment, appointment on contract, conditions of pensions, determination of status, etc.)
2. Securing to all government servants the rights and privileges conferred on them by or under the Constitution or any other law in force.
3. Interpretation of rules and orders on service conditions relating to matters allocated to this Ministry.
4. Policy regarding employment of non-nationals in the service of the Republic and regulation of employment of foreigners in jobs in Bangladeshi enterprises.
5. Honorary appointment of persons to civil posts.
6. Policy regarding classification of services and posts and determining their status.
7. Determination of status of officers including status when posted to Bangladesh embassies or missions other than officers of the Ministry of Foreign Affairs, grant of ex-officio Secretariat status to non-Secretariat posts.

8. All matters regarding absorption/employment of surplus public servants.
9. All matters relating to formulation of policies, composition of Cadre Services and advising other Ministries and Divisions on proper management of Cadre Services under their control.
10. Policy regarding recruitment of staff (Head Assistants, Assistants, Stenographers, Stenotypists and M.L.S.S.) in the Secretariat and all matters relating thereto including their duties and responsibilities.
11. First appointment to any post belonging to any regularly constituted cadre service.
 - (a) Administration of B.C.S. (Administration).
 - (b) First appointment and administration of:
 1. Lawyer Magistrates.
 2. Temporary magistrates and granting Magisterial powers to other officers.
 3. All other officers and staff of this Ministry.
 - (c) Grant of magisterial powers to other officers.
12. Appointment and transfer of officers in Upazilas, Districts and Divisions.
13. All matters relating to Recruitment Rules for all services and posts under the Republic.
14. Nomination of government servants to work as experts/consultants in projects and jobs at home and abroad.
15. Nomination of government servants in jobs in UN system and into its various agencies as national representative.
16. Administrative research, management and reforms for better and economic execution of government business.
17. Review and revision of the tables of Organogram and equipment of public offices.
18. Review of organizations, functions, methods and procedures of Ministries, Divisions, Departments, attached offices and subordinate offices.
19. Simplifications of systems, procedures and forms.
20. Secretariat Instructions.
21. Periodic inspection and review of staff position in Ministries, Divisions, and attached and subordinate offices for optimum utilizations of manpower.
22. Appointment of Chairman and Managing Director who work as members of the Board of Directors or Governors of Managing Boards by whatever name they are called, of the

Corporations, Boards Authorities. Statutory Bodies etc. excepting Universities, Higher and Secondary Education Boards, Banks and Financing Institutions.

23. Fixation of terms and conditions of all deputationists.

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

25. Appointment of all officers in the Secretariat at MNS 1 to 9 and their interministerial transfer.

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

27. All matters relating to Attached and Subordinate Offices and Advisory Bodies of this Ministry, are: (1) BPATC. (2) BCS (Administration) Academy, (3) Department of Printing and Stationery, (4) Government Employees Welfare Department, (5) Directorate of Government Transport, (6) Divisional Commissioners' Offices and (7) Deputy Commissioners' Offices.

28. Policy regarding discipline, procedure and enquiry, appeal and review and all references thereto.

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

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

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

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

33. All matters relating to the welfare of government employees, administration and management of welfare services such as community centers, staff-bus facilities, etc.

34. All matters relating to administration and management of Government and Autonomous Bodies; Benevolent and Group Insurance Funds and Welfare Grant.

35. Policy regarding the official and residential telephones entitlement and matters related thereto regarding government, autonomous and semi-autonomous bodies and corporations.

36. Policy regarding liveries and matters related thereto.

37. Policy regarding use, repair and disposal of government transport.

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

39. Formulation of Departmental Examination Rules.

40. Preparation and maintenance of History of Services, Civil List and list of up-to-date posting of officers (AD List).
41. Policy on composition and functions of Departmental Promotion Committees and Superior Selection Boards.
42. Career development of government servants and matters related thereto.
43. All matters relating to representation of the government servants.
44. All matters relating to service associations.
45. Reimbursement of legal expenses incurred by government servants.
46. Compilation of data/statistics relating to civil employees for use by the government for manpower planning.
47. Maintenance of Secretariat Record Room Library.
48. Use of Bangla language in official work.
49. Policy on training of government servants in Bangladesh and abroad.
50. Liaison with International organizations and matters relating to treaties and agreements with other countries and world bodies relating to subjects allotted to this Ministry.
51. Collection of all information and data regarding subjects allocated to this Ministry.
52. All laws on subjects allotted to this Ministry.
53. Fees in respect of any of the subjects allotted to this Ministry except fees taken in courts.

Matters relating to Bangladesh Public Service Commission Secretariat:

- Rendering assistance to the Bangladesh Public Service Commission in discharging its functions under the Constitution and other laws.
- Regulation and control of officers and staff of the Bangladesh Public Service Commission Secretariat and its zonal or regional establishments.
- All laws on subjects allotted to this Secretariat.
- Inquiries and statistics on any of the subjects allotted to this Secretariat.

Chapter-4: Analytical frame work of the study

The study tries to find out the influential factors of placement in case of Deputy Secretaries in Bangladesh secretariat. Usually the placement or posting of DS is controlled by the Ministry of Establishment and it has been done through a process after taking various formal and informal inputs from environment. The process can be explained through using the system theory. The concept of input-transformation-output links the management system to the environment. Organizations obtain inputs from their environment, transform them into outputs, and then send the outputs back into the environment. In order to design a good management control system, it is imperative that we have a proper understanding of where in the environment to find the right inputs, what kind of transformation perform, and what output to produce. Differences in management control systems will reflect different input-transformation-output differences. For example, manufacturing organizations that use a mass manufacturing process will have different types of control systems than organizations that use lean manufacturing methods. Understanding the input-transformation-output process helps to determine the special design parameters of a management control system for that organization (Ludwig von Bertalanffy: 1966)

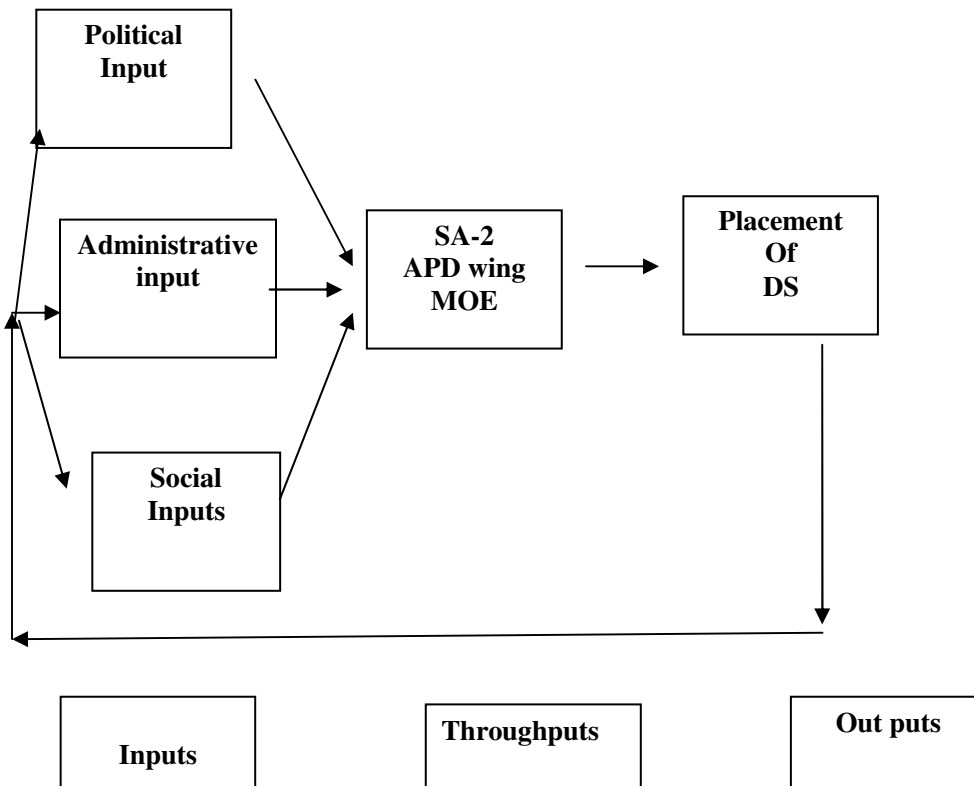
All nations have both formal and informal governance systems that is, systems within which citizens and government officials interact. Governance involves both public decision-making and public administration. The formal systems are embodied in constitutions, commercial codes, administrative regulations and laws, civil service procedures, judicial structures, and so on. Their features are readily observable through written documents, physical structures (e.g., ministry buildings, legislatures, courthouses), and public events (e.g., elections, parliamentary hearings, state-of-the-union addresses, city council meetings, legal proceedings). The informal systems, by contrast, are based on implicit and unwritten understandings. They reflect socio-cultural norms and routines, and underlying patterns of interactions among socioeconomic classes and ethnic groups. Their manifestations are less easily noticed and identified. Thus, governance systems have a dual character; formal and informal elements exist side-by-side, and are intimately connected in diverse and not immediately obvious ways. For instance, most of what we understand as corrupt practices in government today result from the clash of uncertified activity with the lawful realm of democratic politics and bureaucratic administration. It is customary and

expected in most societies for people to help friends and family members. Yet, the same behavior is improper and, indeed, unlawful when it takes place within a rational-legal civil service organization where appointments are supposed to be made on merit (McCourt: 2000). This institutional dualism has its roots in the historical evolution of social relations between rulers and the ruled, from tribal chieftaincies, to kingdoms and empires, to feudalism and the emergence of the nation-state. Yet, the changing blend of formal and informal governance elements does not connote a continuum from “traditional” to “modern.” No human society is so “advanced” that it relies exclusively on formal *de jure* institutions to run its common affairs. Informal *de facto* traditions and practices are constantly evolving and being adapted to new circumstances. Those that live on usually do so because they provide some value to people. They are functional in the jargon of social science or else they would disappear through disuse. One of the challenges of development is figuring out how to separate the *de facto* governance institutions that serve, or at least do not contradict, the majority’s needs and well-being, from similar-looking institutions that block or even reverse improvements in social welfare.

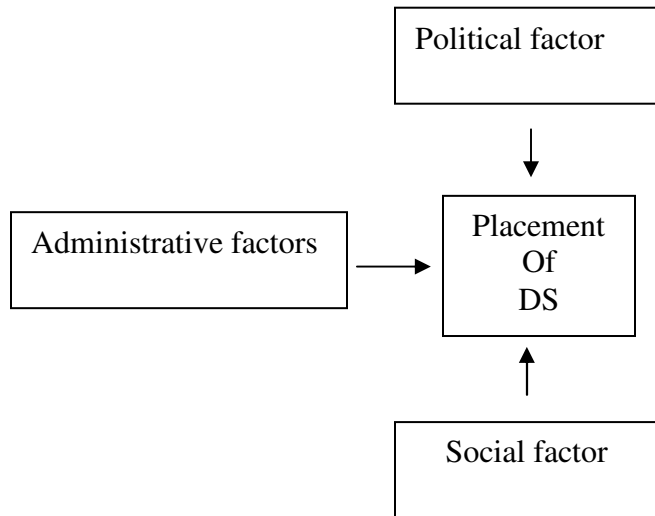
Many developing and transitional countries have set up a superstructure of rational-legal administration, which nonetheless continues to rest on a deep foundation of patrimonial rule. Appearances and juristic procedures to the contrary, they implement policy mainly through networks of personal retainers and dependents. In Bangladesh, for example, every government policy becomes riddled with exceptions and exemptions. This flow from the tradition of *tadbir* or personal contacts and lobbying for individual favors (Kochanek: 1993). The term applied to administrative systems “in which the customs and patterns of patrimonialism co-exist with, and suffuse, rational-legal institutions” is neopatrimonialism (Bratton and van de Walle 1997: 62). Weber argued that patrimonial systems (and he would have included neopatrimonial ones) are inferior for capitalist development because they are subjective and changeable. By contrast, the adjudication and administration of laws under bureaucratic rule are “calculable,” in Weber’s terms, leading to governance that creates a better investment climate and encourages economic development. Rational-legal bureaucracy also has the advantage of being less discriminatory than systems founded on personalized exchange relationships. Where public administration is based on the offering of gifts, what happens when one of the parties has nothing to trade? As societies grow larger and more complex, people’s unequal standing before government officialdom typically becomes an important moral and political question (Noonan:1984).

Historically, the response has been to try to establish fairer, rule-based systems of implementation that treat everyone the same way.

This study tries to explore the factors that work behind the placements of the Deputy Secretaries in Bangladesh secretariat. The practice and process in placement for the Deputy Secretaries is being done under a system. This system is run through a process based on various inputs. The activities of placement can be explained under the system theory, as it deals with inputs-throughputs- outputs mechanism. System theory deals with maintenance inputs (energetic imports that sustain system), Production Inputs (energetic imports which are processed to yield a productive outcome), through put :(System parts transform the material or energy) and Output: (System returns product to the environment). And there are feedback which may be positive feedback (move from status quo) or negative feedback (return to status quo). The placement is an output of a system which process in the particular wing of Ministry of Establishment based on various inputs from the Environment in the form of administrative inputs, political Inputs and social inputs. The process can be described as follows:



4.1 Analytical frame work:



Here the placement of Deputy Secretaries is a function of three factors i.e. administrative, political, and social. If placement is represented by P, administrative factor is represented by A, social factor is represented by S and political factor is represented by I than $P = f(A, S, I)$

Operational Definition:

Placement

Placement here in the study will cover the placement of Deputy Secretary (DS) from the Ministry of Establishment to other ministry within the secretariat and the placement of the DS within a particular ministry after being posted by the Ministry of Establishment.

Administrative factors means:

In the placement decision, the Personal Data sheet (PDS) of a Deputy Secretary is the primary concern. The professional experience along with the educational qualification and personal information is given in the PDS. Here administrative factors are:

- Personal data sheet (PDS) information :
 1. Educational Qualification
 2. Relevant Training.
- Available Vacancy
- Disciplinary Ground
- Personal Application

Political factor means:

- Requisition from political executive.

Social factor means:

- Personal connection: requisition from senior officer, working together in the same station, same home district, blood relations, other kith and kin.

Motivation of officer means:

- Willingness to work in the position.
- Tenure of service in the position.
- Number of representation applies for posting.

Under the present system of Bangladesh Civil Service the political executives like minister; speaker of parliament; chief whip; state minister; deputy minister; chairman of the parliamentary standing committee and the member of parliament (MP) along with the senior civil servants (usually Secretaries/ Director General of any Directorate) can write DO (Demo Official Letter) to the Secretary of Ministry of Establishment for any specific matter requesting his (secretary's) personal attention. In practice the secretary of Ministry of Establishment usually get remarkable number of DO both from political executives and senior officials regarding posting of officers. Sometimes previous professional relationship play role in influencing the placement decisions.

Chapter-5: Findings and analysis:

This study deals with the placement system for the Deputy Secretaries in Bangladesh secretariat. The objective of the study is to explore the factors that influence the placement practice for the mid level officials (DS) in the secretariat. With a view to find the answers of the research question total 40 samples were interviewed among which 30 respondents were Deputy Secretaries working in different ministries and 10 samples were in-service and ex -secretaries ,joint secretaries (APD) of Ministry of Establishment ; secretary and joint secretary from other ministries. To make the sample more representative officers from 15 different ministries have been interviewed. Two separate questionnaires were prepared for exploring the relevant answers according to the research question. The questionnaire for the Deputy Secretary was divided into three parts. The part-1 was about the personal information part-2 was about the service information and the part -3 deals with the independent variables (administrative factors, political factors and social factors). The second questionnaire was prepared for the decision makers (in service and ex-secretary, joint secretary (APD) of Ministry of Establishment, secretary and joint secretary of other ministry, ex prominent bureaucrats) and it has two parts part-1 was about personal information and the part -2 was about the independent variables. It was an open ended questionnaire.

On the basis of the interview and relevant content analysis regarding the recent placement of Deputy Secretaries the following data has been collected and analyzed. The personal data of the Deputy Secretaries are being described at the very outset.

According to the data the male female ratio among the respondents is 77% and 23%. The age of 70% respondents were above 50 and the age range of the rest of the respondents was between 45 and 50 years. Among the 30 respondents highest 39% is from Chittagong division and lowest 7% each from 4 divisions except Dhaka and Barisal divisions.

Respondents are from 15 different academic disciplines among which highest 10% is from each three discipline; English, Political Science and Business Studies.

Regarding the service related information 7 questions were asked. On the basis of the data collected from interview it is found that officers of 15 different ministries have been interviewed among which highest 13% is from Ministry of Establishment.

Among the officers Interviewed 40% has been transferred 3 times after being promoted as DS, 17 % has been transferred 4 times. It is found that more than 50% officers have been transferred 3 to 4 times as DS while the highest tenure of DS interviewed is 7 years (13 officers have been promoted as DS in the 2003). Therefore, it is observed that there exist frequent posting as DS. May be it is because of not having a consistent policy for placement and posting.

Table 5: No of posting of the respondents as DS (n =30)

No of Posting	Percentage (%)
3	40
4	17
2	30
1	13

Source: Field survey

All the 30 officers have completed the Advance Course on Administration and Development (ACAD), 26 officers have completed the Managing at the Top (MATT) training course. Nobody has completed diploma while 33% has gone for attending various seminars, 43% went for specific training on particular issue and 20% officer went for certificate course. 1 officer has never gone for any foreign training.

Table 6: Foreign training gained by the respondents (Deputy Secretaries) (n =30)

Type	Percentage (%)	No of officer
NO Training	3	1
Certificate course	20	6
Seminar	33	10
Training Sessions on a particular area	43	13

Source: Field survey

The respondents were asked about the factors that influence the placement decisions at Deputy Secretary (DS) level in Bangladesh secretariat. 11 different indicators were set under three broad categories (administrative factors, political factor and social factor). A five scale rating was set to measure the responses. For better clarification the five scales have been merged into three scales. The finding shows that among the administrative factors 57% respondent thinks that available vacancy is an important factor behind the placement of Deputy Secretaries, 3%; 3%; 7% and 7% respectively agrees that educational qualification, relevant training, disciplinary ground and personal application matters. The respondents were asked about the influence of requisition from political executives in placement. The data shows 100% respondent among the DS thinks that requisition from political executives is an important factor behind the posting. Five indicators {requisitions from senior officers/DO, ex colleague (working in the same station), blood relation, same home district, and other kith and kin} were identified as social factor for the purpose of the study. The respondents were given a five scale choice for each indicator and later for more clarity the five scales was merged into three scales. on the basis of the response it is found that 90% respondent think that DO from senior officers influence the placement of DS, 83% agrees that ex professional relationship (working together in the same station) has important influence while 60% believes that same home districts with the decision maker matters.43% disagree about blood relationship and 60% disagree about other kith and kin.

Table 7: Factors that influence the placement of DS (in percentage). (n =30)

Factor	Agree	No influence	Disagree
Requisition/DO from political executive	100	0	0
Requisition from senior officers	90	10	0
Ex colleague(working in same station)	83	10	7
same home district	60	30	10
Available vacancy	57	37	6
Blood relation	53	37	10
Other kith and kin	40	47	13
Disciplinary ground	7	53	40
Personal application	7	63	30
Educational qualification	3	60	37
Relevant training	3	57	40

Source: field survey

The respondents were asked whether they have other perceptions about the factors that influence the placement. In response to the question regarding other perception about placement 16 out of 30 said that they have no other perception. 17% said that phone calls matters, 10% said that it is the whimsical decisions of the Ministry of Establishment. 7% believes that it depends on the attitude of the secretary, 7% said cadre matters and rest of the 7% said that it is a situational decisions.

Table 8: Perception about the factors that influence the placement of DS (n =30)

Perceptions	percentage	Ranking
No other perception	53	1
Phone calls	17	2
Whim of ministry of establishment	10	3
Attitude of secretary	7	4
Cadre consideration	7	4
Situational decisions	7	4

Source: Field survey

The respondents were asked whether the secretary of the present ministry was an ex-colleague of the respondents. The response shows that 20% was ex colleague of the secretary among which 82% worked under the direct supervision of the secretary in the previous stations at least once. The response also shows that 15% are from the same home district as the secretary does. Among the respondents 12% officers are from the same home districts as the current minister does. Only 10% officers were familiar with current minister in previous professional capacity (as UNO, DC, Assistant Commissioner Land etc). 9% officers are ex colleague of the current secretary of the Ministry of Establishment.

Table 9: Distribution of previous relationship information of the DS with secretaries and the ministers (n =30)

Factors	Percentage	Ranking
Ex colleague of the secretary of the current ministry	20	1
Same home district as the Current Secretary	15	2
Same home district as the current minister does	12	3
Familiar with the current minister in previous official capacity	10	4
Ex colleague with secretary of Ministry of Establishment	9	5

Source: Field survey

Questionnaire -2 was design to explore the views of the in- service and ex senior official those who are and were involve in the placement decision making process for the DS. They were asked about the influential factors that play vital role in placing DS within the secretariat. The response indicates that 100% respondents believe that available vacancy is the important factor, 80% said that persuasion from requiring ministry matters, 60% agree about the requisition from political executives, 50% said that previous experience matters and 40% said sometime DO from senior officers are entertained.

Table 10: Influential factors for placement according to the decision maker's response (n =10)

Influential Factors	Percentage (%)	Ranking
Available Vacancy	100	1
Persuasion from requiring ministry	80	2
Phone call /DO from political executives	60	3
Previous experiences	50	4
DO from secretaries	40	5

Source: Field survey

15 recent orders of placement of DS have been observed as part of content analysis. Out of 15 orders 40 % is based on requisition from ministry (which is related with available vacancy), 27% is made because of the requisition from political executives, 20% is made on the basis of 3 year criteria and 13% is made due to the DO from Secretaries.

Table 11: Recent trend of placement of DS in Bangladesh secretariat (n =15)

Factors behind the placement	Percentage (%)
Requisition from ministry	40
Request from advisor	27
3 year criteria	20
DO from secretary	13

Source: Field survey

In response to the question about tenure in the current ministry, the data shows that 47% officer's tenure in the current ministry is 1-2 years, 30% officer's tenure is 2- 3years, 13% has yet to complete one year in the current ministry. And only 10% has completed more than 3 years.

Table 12: Tenure of the respondents (DS) in the current ministry (n =30)

Tenure of posting	Percentage (%)	Ranking
1-2 years	47	1
2-3 years	30	2
less than 1 year	13	3
more than 3 years	10	4

Source: Field survey

The respondents were asked about their willingness to work in the current ministry. In reply it is found that 14 out of 30 want to change the current ministry while 7 respondents are willing to continue working in the same ministry and 9 has no special choice.

Table 13: Distribution of officers who want to change the ministries (n = 30)

Choice	Percentage (%)	Ranking
Want to change the current ministry	47	1
No choice	30	2
Committed to work in the current ministry	23	3

Source: Field survey

Among the 14 who wants to change the current ministry 36% want to join Ministry of Forest and Environment(MOFE), 27% want to join Ministry of Local Government, Rural Development and Co operatives (MOLGRD), 21% wanted to join Ministry of Health and Family Planning (MOHFP), 10% wants to join Ministry of Establishment (MOE)

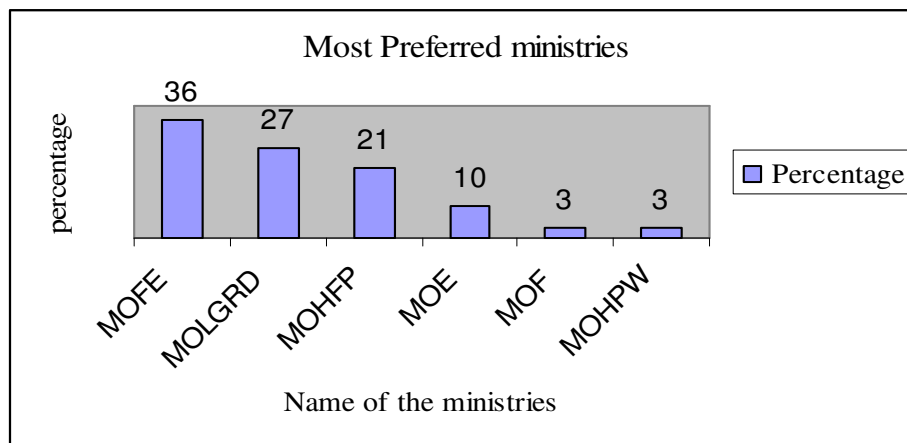


Figure 1: Distribution of ministries chosen by the respondents (DS)

54% choose a particular ministry on the basis of scope of foreign tour, 30% see the scope of having a personal vehicle 10% believe that working in Ministry of Establishment will help them to have a good posting in future.

Table 14: Reasons behind choosing a ministry by the respondent (DS) (n =30)

Reasons behind choosing a particular ministry	Percentage (%)	Ranking
Scope of more foreign tour	54	1
scope for having a personal vehicle	30	2
Perception that working in MOE helps to have good posting	10	3
Professional interest	3	4
Previous experience	3	4

Source: Field survey

The respondents and the decision makers were asked about the factors that positively motivates the officers at DS level.100% respondent among the DS said that a posting with more scope of foreign tour and good working environment are the important factor to positively motivate the officers and nobody disagree with it, 83.33% said that a posting having a personal vehicle motivates the officers, 76.33% thinks that a posting with professional interest matters while 60% said that posting on the basis of educational qualification and relevant training motivates the officers positively.

Table 15: Factors that positively motivates the DS in Bangladesh secretariat (in Percentage). (n =30)

Factors	Agree (%)	No influence (%)	Disagree (%)
A posting having more scope of foreign tour	100	0	0
Working environment	100	0	0
A posting having personal vehicle	83	10	7
A job with professional interest	77	7	16
Posting on the basis of educational qualification and relevant training.	60	10	30
Recognize by other officers	57	27	16

Source: Field survey

According to the response of the decision makers the three most influential factors to positively motivate the DS are respectively more scope for foreign training, posting in capital city and posting having sufficient logistic support.

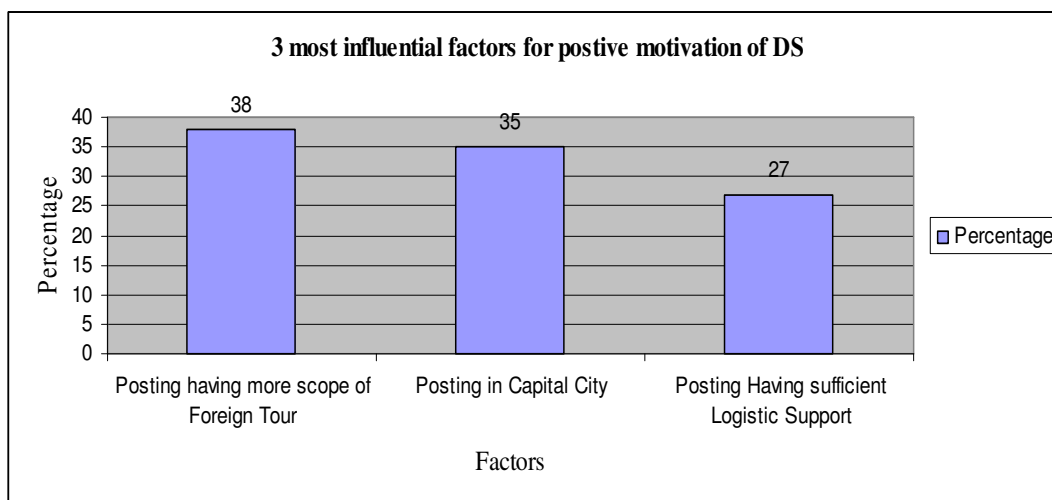


Figure 2: Influential factors that positively motivates the DS (decision makers response)

The respondents were asked to make recommendation about the placement of officers. The respondents have given ideas which have been ranked from 1 to 5 scales. The findings note that 100% has suggested for a particular policy, 80% said that placement should be on the basis of previous experience, 50% said minimum tenure for posting is needed. 60% recommended placement considering educational qualification and training while 30% thinks that for better placement clustering of ministries is needed.

Table 16: Recommendation regarding the placement of Deputy Secretaries (n =10)

Recommendation	Percentage (%)	Ranking
A Particular policy in needed	100	1
Placement should be based on Previous experiences	80	2
Placement should be on the basis of educational Qualification and Training	60	3
A minimum tenure for posting is needed	50	4
Clustering of ministry is required	30	5

Source: Field survey

Analysis of the empirical data:

The main objectives of the study are to find out the factors that influence the placement of Deputy Secretaries in Bangladesh Secretariat with a special attention to observe whether administrative factors matter in placement. Overall findings show that administrative factors are less important than political and social factors. The service related data and motivational factors at the DS level have been analyzed. The findings regarding the training show that the officers are not purposively sent for training. The relevant desk and utility of the training for a particular position has not taken into account. Rather training has been given on the basis of the availability of opportunities and largely depends on the relationship between the decision makers and the officers. On the other hand an exceptional case has been found during the survey which shows that respondent who has spent 21 year in field administration has never been sent for a foreign tour except in ACAD course. It has been observed during the survey that there is trend of availing more foreign training among the officers who have spent relatively more time in the head quarter. It denotes that field level officers get relatively less opportunity for foreign tour compare to the central level officers. The nature and the trend of training as found in the study indicate that the training is not need based and it is distributed randomly. As there is very limited practice of placement on the basis of relevant training, the officers generally does not take the foreign training seriously rather in most cases they consider the training as a means for scope of foreign tour.

Based on the findings it can be said that among the administrative factors educational qualification, relevant training, disciplinary ground and personal application have insignificant role in influencing the placement of Deputy Secretaries. The DS themselves think that only available vacancy is an important factor. Therefore, the perception of the DS about placement shows that the placement mainly regulated by other factors except set administrative factors.

100% respondent among the DS believes that requisition from political executives is important factor behind the posting. Nobody disagree with the factor. Therefore, it seems that the DS themselves believe that political factor is the most important factor.

90% respondent think that DO from senior officers influence the placement of DS, 83% agrees about ex professional relationship (working together in the same station) while 60% believes that same home districts with the decision maker matters.43% disagree about blood relationship and 60% disagree about other kith and kin. It is thus noticed that the personal relationship matters significantly in placement and posting of DS. The findings regarding other perception about placement signifies the role of political factors and personal relations which is under the preview of social factor in this study. The study observes that the previous professional or personal relationship with the senior officials or the political executives have in many cases influence the placement.

The decision makers (ex and in-service Secretaries, JS, Add.S, Sr.Asst.Secretary – SA-2) observe that the administrative factors like available vacancy and persuasion from ministry is the most important factor for placement along with the political factor and social factor. All the senior officials highlighted the importance of administrative factors. However, they recognized that in reality political and social factors are significant in placement and posting.

15 recent posting orders of DS have been analyzed. The recent trend shows that 33% orders are made on the basis of requisition from ministry (which is related with available vacancy), 27% is made based on the requisition from political executives, 20% is made on the basis of 3 year criteria and 13% is made because of the DO from secretary. In other word about 53% cases of the placement has been made on the basis of administrative factors. Though political factor and social factors have role but the official documents do not give any testimony. Considering the overall number of posting orders, the placement cases studied may appear to be insignificant but it may also be the beginning of a positive trend. That means administrative factors matter at least in papers.

The study shows that more than fifty percent officers have not completed 2 years in a ministry. The tenure for DS in a ministry is said to be 3 years. It seems that the tenure has not been maintained. About 60% officers have been transferred 3 to 4 times after being promoted as DS. It may hamper the learning process for gaining expertise, and the officers may not be able to fully

contribute to their respective position because of frequent posting. The officers may always be in tension regarding their next posting which obviously hamper the overall performance.

The choice of the Deputy Secretaries have varied in terms of choosing a particular ministry. 14 out of 30 respondents want to change their current ministry, 7 are willing to continue working in the same ministry and 9 have no special choice. Those who are willing to continue working in the same ministries are happened to be posted in the development ministries which indicate a preference of posting for the developing ministries. The respondents who want to get transferred are generally posted in regulatory and relatively less important ministry while those who do not have any special choice are happened to be the female civil servants. Therefore, female DS appear to be open for any posting as far as the ministries are concern.

Ministry of Forest and Environment, Ministry of Local Government, Rural development and Co-operatives, Ministry of Health and Family Planning and Ministry of Establishment are respectively the most lucrative ministries according to the findings of the study. The main reasons for choosing a particular ministry are scope for foreign tour and availability of vehicle. The prevailing perception indicates that working in Ministry of Establishment will help the DS to have a good posting in future. Usually the development ministries have more scope of foreign tour and the numbers of projects in the developing ministries are more. Thus the scope for availing a vehicle is larger in the developing ministries. Therefore, officers are more likely to join the developing ministries.

100% respondent among the DS said that a posting with more scope of foreign tour and better working environment are the important factors that positively motivate the officers .83.33% said that a posting having a personal vehicle motivates the officers while 76.33% noted that a posting with professional interest matters, 60% said that posting on the basis of educational qualification and relevant training motivate the officers positively. The senior officials (decision makers) observed that three most influential factors to positively motivate the DS are respectively more scope for foreign training, posting in capital city and having sufficient logistic support. Some officers think that scope for extra allowances and numbers of projects in a particular ministry are important factors that positively motivated the DS.

According to the findings of the study it seems that the placement is more likely influenced by available vacancy, requisition from political executives, personal relationship (DO/ ex professional relationship) and the officers become more positively motivated by the factors like more scope for foreign training, posting having personal vehicle, and less likely motivated by posting on the basis of educational qualification and relevant training. Therefore, it can be said that placement on the basis of administrative factors like educational qualification and relevant training has less positive relationship with the positive motivation in the Deputy Secretary level.

The overall findings show that the significance of administrative factors is not prominent in influencing the placement of DS. If the administrative factors like educational qualification, relevant training and previous experience are not considered, the placement of apparently suitable officers based on the aforesaid criteria will not be possible. This may passively encourage more politicization and *tadbir* culture. At the same time the commitment of the officers to prepare themselves through continuous learning and capacity building will be discouraged. This will cost the performance or productivity in the branches of ministries. In the long run the professionalism of bureaucracy could severely taxed. Social factors may have two diverse implications, in some cases it could enhance the productivity, as the preferred person for posting is competent on the other hand it could also encourage favoritism and nepotism as well as developing a “nexus” of likeminded officers at the secretariat level.

Chapter 5: Conclusion and Recommendation:

Efficiency does not grow automatically in vacuum. It has to earn and nourish over the years. It requires organizational streaming and enhancement of the skilled of the personnel work in it. No administration can be better served without having skill personnel who administers it. Skill and efficiency need proper utilization. Specific type of skill and efficiency are needed for a particular job. Skill job match is essential for effective service delivery. On the contrary skill – job mismatch may bring more inefficiency in organization. To bring about positive change and effectiveness in organization relevant efficiency and particular organization and country context need to be taken into account. It is evident that only enhancing the personnel efficiency can't help to achieve organizational goal, an effective utilization of efficiency and skill in right position and right time is a must. In this regard to ensure full utilization of personnel capacity in civil service, a realistic policy of placement is obvious.

There is no clearly defined policy for the transfer and posting of Civil servants in Bangladesh, especially in case of placement of the Deputy Secretary and above. It has been said that the civil service is suffering from lack of standard and unified practice of placement and transfer. It is a popular saying that like other developing countries, human resources management system in Bangladesh Civil service is influenced by factors like political factor, personal connections other than following the waberian legal rational model. And it has been said that the right man of civil service is not placed in the right position. Therefore, this study attempted to explore the factors prominently working behind the placement of officers (DS). In simple sense, the right man for a particular position means an officer having relevant educational qualification, relevant training and previous experience. In particular this study tries to identify whether the aforesaid factors (administrative factors for the purpose of the study) matters in the placement decisions in case of Deputy Secretaries in Bangladesh Secretariat.

The study also attempted to see whether placement on the basis of administrative factors positively motivates the officers at deputy secretary level. The findings show the placement of Deputy Secretaries is mostly influenced by the political factors and social factors. For the purpose of the study requisition from political executives has been taken as indicator for political

factor and the requisition from secretaries has been taken as social factors. In Bangladesh, the political executives (minister, speaker of parliament, Member of Parliament, chairman of parliamentary standing committee etc), and secretaries are authorized to write a demo official letter (DO) to the senior or even junior officials for a particular issue to be addressed with personal attention. Usually in case of placement or posting the political executives or secretaries write DO to the secretary of the Ministry of Establishment or make phone calls for influencing a placement decision. Such persuasions are done for political reason, personal interest or sometimes even drawing competent officers for the respective ministries.

The recent trend of placement shows that the placements of Deputy Secretaries are moderately influenced by administrative factors along with political factors and social factors. But the perception of the Deputy Secretaries about the placement shows that it is mostly influenced by political and social factors. There is a gap between the actual practice and the perception of the officers .The officers seem to be frustrated by the existing placement practice. Formulation of comprehensive placement policy is thus the demand of the time.

Findings indicate that the placement on the basis of administrative factors may not positively motivate the officers because the officers are more likely to be positively motivated by material benefit like more scope for foreign tour, scope for having a personal vehicle etc. on the other hand officers are less likely to be motivated by the posting on the basis of educational qualification or relevant training. Therefore, placement having the desired ingredients on the basis of political or social factor may more positively motivate the officers instead of placement by administrative factors at the DS level. The motivation of officers and the performance of the organization have some correlation. To identify the linkage among the placement, motivation and the performance can be a new area for next research.

The performance of the government depends on the performance of its bureaucracy. And to increase the efficiency of the bureaucracy a performance oriented and competent group of people in bureaucracy is needed. For the overall development of a country impartial and professional characteristic of the bureaucracy is a prerequisite. A policy of Human Resources Management (HRM) for the public sector can provide with the necessary support to ensure the

professionalism. The study shows that the placement and posting in Bangladesh secretariat is not following a formal unified practice. The important administrative factors have not been taken into account. Therefore, *tadbir* culture is spreading over the formal mechanism. It may hamper the overall performance of the government. To meet the challenge and on the basis of the findings of the study the following measures can be taken:

Recommendation:

- A long term placement plan for Deputy Secretaries can be introduced. And on the basis of the Plan long term training schedule can be introduced.
- Officers can be given *options* for choosing a list of ministries (priority based) during their joining as Deputy Secretaries. In time of preparing a long time placement plan. Ministry of Establishment may set some basic criteria like *merit order, previous experience, relevant training* etc to comply with the choice given by officers.
- Ministries can be divided into some categories according to its *nature of job*. Officers may be placed from one category to another according to a set placement plan.
- *Minimum Criteria* can be identified as prerequisite for having a posting in each category of ministry.
- A *minimum tenure of posting* can be introduced so that officers can have scope for working in a ministry without fear of further posting.
- In time of placement the *recommendations of Career planning wing* need to be taken into account with importance.
- An *act of Parliament* needs to be come into being for having a well structured and uniform guide line for managing the human resources in Bangladesh civil service.
- Foreign Training should be *need based, rational and linked with* the placement.
- “*Research and Development*” on the human resource management issues can be included in the TOR of the existing Career Planning wing of the Ministry of Establishment.

The implementation of the above mentioned recommendations may enhance the efficiency of the civil servants at the Deputy Secretary level. However, this study did not consider the relationship of performance with the placement decisions. Thus exploring the aforesaid relationship may be an area for next research.

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