Preference of Applied Science/Engineering Graduates for General Cadres in BCS: A Qualitative Enquiry

By

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Dedicated to

My mother from whom I got the reading habit

Acknowledgement

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Abstract

The research attempts to explore the reasons that inspire applied science/engineering graduates joining in the general cadres in BCS. It uses Theory of Holism, Individualism and Rational Choice Theory to develop analytical framework and explain the research problem. The dependent variable is selecting the general cadres in Bangladesh Civil Service and its indicator is success in joining general cadres. The indicators of independent variables are power, prestige, approval and esteem. The research strategy adopted is qualitative, interview and case study methods have been adopted for collecting primary data. Besides official documents, rules and other secondary sources including books, annual reports and souvenirs have been used.

The research was about to explore the causes that drive applied science/engineering graduates join in the general cadres in BCS. It is found that applied science/engineering graduates join in BCS for the fascination of government jobs which has executive and policy making roles. Besides avoiding private sector jobs which are less secured and less prestigious is also a rationale.

Perception of executive power, social prestige and career development is higher in general cadres. Applicants also join in general cadres due to family choice. Close relative of the respondents who held higher position in civil service influence them to join in general cadres.

The research uses Theory of Individualism, Holism and Rational Choice. Individuals have preferences that can be influenced by social forces. Rational Choice Theory implies human beings have an eternal drive for respect, obedient to tradition, egoism, maximization, optimization, esteem, approval, honour, self-interest etc. To sum up power, prestige, self-esteem, approval, quest for rewards are manifested in cadre preferences and not only monetary gain. The data found through interviews and case studies resemble the usefulness of the theory.

Finally the paper recommends the policy implication of the research that may contribute to modify BCS recruitment process and civil service reform of Bangladesh that include: establishing separate commissions for general and technical/professional cadres; the quota restriction in Secretariat should be abolished and separate BCS (Superior Service) cadre should be created for Secretariat encompassing the competent candidates from all the cadres; in line with the vision of Digital Bangladesh, BCS (ICT) cadre should be created; the educational qualification should be upgraded to attract meritorious applicants and to eliminate low profile graduates. The BCS examination system should be standardized to international level and the cadre structure should be upgraded in regular interval. In the end, the paper suggested the scope for further research that has been exposed during the research work.

Contents

Chapter 1

Chapter 2

Literature Review

Chapter 3

Theoretical Framework

Chapter 4

Research Methodology

Chapter 5

Data Presentation and analysis

Chapter 6

Conclusion and recommendations

List of tables

List of Figures

List of Case Studies

List of Abbreviations

ADB	Asian Development Bank
ASRC	Administrative Service Reorganization Committee
BARI	Bangladesh Agricultural Research Institute
BAU	Bangladesh Agricultural University
BBA	Bachelor of Business Administration
BCS	Bangladesh Civil Service
BDS	Bachelor of Dental Surgery
BDT	Currency of Bangladesh
BIT	Bangladesh Institute of Technology
BRRI	Bangladesh Rice Research Institute
BTV	Bangladesh Television
BUET	Bangladesh University of Engineering and Technology
CSE	Computer Science and Engineering
CSP	Civil Service of Pakistan
DC	Deputy Commissioner
DU	University of Dhaka
DVM	Doctor of Veterinary Medicine

EEE	Electrical and Electronic Engineering
EPZ	Export Processing Zone
FTC	Foundation Training Course
GOB	Government of Bangladesh
GPA	Grade Point Average
GRE	Graduate Record Examination
HCT	Human Capital Theory
H.S.C	Higher Secondary School Certificate
IBA	Institute of Business Administration
ICS	Indian Civil Service
ICT	Information and Communication Technology
IELTS	International English Language Testing System
IGS	Institute of Governance Studies
ISSB	Inter Service Selection Board
IUT	Islamic University of Technology
LGED	Local Government Engineering Department
MBA	Master of Business Administration
MBBS	Bachelor of Medicine Bachelor of Surgery
MCQ	Multiple Choice Questions

MD	Managing Director
MOPA	Ministry of Public Administration
MP	Member of Parliament
MPPG	Master in Public Policy and Governance
NSU	North South University
PARC	Public Administration Reform Commission
PATC	Bangladesh Public Administration Training Centre
PSC	Bangladesh Public Service Commission
R&H	Roads and Highways
RCT	Rational Choice Theory
REB	Rural Electrification Board
SP	Superintendent of Police
S.S.C	Secondary School Certificate
SSP	Senior Service Pool
SSSP	Specialized Senior Staffing Pool
TIB	Transparency International Bangladesh
UGC	University Grant Commission
UN	United Nations
UNDP	United Nations Development Program

UNIC	United Nations Information Centre
UNO	Upazilla Nirbahi Officer
VVIP	Very Very Important Person
WB	World Bank
WDB	Water Development Board
WEF	World Economic Forum

Chapter 1

Introduction

Civil service system across the globe attracts the best candidates through competitive system of recruitment process. Despite the prominence of meritocracy in the recruitment some form of quota system persists to accommodate equity and other social and political issues. This study relates to the recruitment of officials in the Bangladesh Civil Service who opt for general cadres despite their applied science/engineering background. This is a new phenomenon and the reasons for this new trend demand investigation. This chapter discusses the background of the research, states the research problem, and identifies the significance of the research, the questions to be answered and objective of the research. The scope and limitations of the research are illustrated and necessary operational definitions are provided.

1.1 Background of the Study

The official statistics indicate that the number of applied science/engineering graduates in general cadres is increasing day by day. According to the PSC annual report 2005, 4 out of top 10 selected cadres are from applied science/engineering background (Annex I). In 25th BCS 5 out of top 10 selected cadres have background of applied science or engineering (Annex II). And in 33rd BCS, 5 out of top 10 selected candidates are from applied science/engineering background (Annex 8). Analysing the PSC annual reports from 2004 to 2014, it is found that 27 out of 70 top meritorious applicants have applied science/engineering background (Annex I-VII). By screening the profile of participants of foundation Training Course (FTC) organized by Bangladesh Public Administration Training Centre (PATC) it is consolidated that the percentage of applied science/engineering graduates in general cadres are raising in every BCS. It is observed the percentage of applied science/engineering graduates in general cadres has enlarged significantly comparing to 24th BCS to 33rd BCS. Technical/professional cadres like roads and highways or health cadre are chosen in 24th, 25th or 30th BCS by top 10 meritorious candidates (Annex I, II and VI). But usually general cadres are preferred by top meritorious candidates.

1.2 Statement of the Problem

Bangladesh civil Service is the most prestigious and powerful job in the public administration in Bangladesh. The BCS entrants can reach up to the Cabinet Secretary rank which is the top most rank in bureaucracy. According to Warrant of Precedence, 1986, the rank of Cabinet Secretary is even higher than Member of Parliament (MP). The context of the problem is skill mismatch regarding the educational qualification of the general cadres (Annex VIII) in BCS. According to the BCS (Age, Qualification and Examination for Direct Recruitment) Rules – 2014, 'the minimum educational requirement is a postgraduate degree from a recognized university or 04 (four) years study terminal degree or equivalent degree after passing H.S.C exam. But not more than one third division/class or equivalent GPA is acceptable.' for general cadres. The minimum educational qualifications for these cadres have been set at very low levels. As a result, a large number of candidates may compete for these jobs. For example, in 33rd BCS 1, 93,059 candidates applied against the vacancy of 9,008 positions and in 34th BCS 2, 21,575 candidates applied against 2,052 vacant positions (PSC Annual Report, 2013: 9). In 35th BCS, 2, 44,107 candidates applied against the vacancy of 1, 803 positions (PSC Annual Report, 2014: 10). The trend indicates low educational requirements allow more and more candidates to appear at the BCS increasingly.

The recruitment rules allow all type of eligible graduates to apply for the general cadres. It is natural that arts, liberal arts, social science or commerce graduates may apply in the general cadres because they have no subject related job in technical/professional cadres (except general education). The recruitment rules assume no specialised education is necessary for general cadres. But applied science/engineering education is highly focused, professional and develops problem solving skills if these graduates join in the general cadres, the skills developed through their academic life would be wasted. In Bangladesh, applied science/engineering education is highly subsidised. Students study in engineering universities, medical colleges or agricultural universities paying nominal tuition fees. For example according to the UGC Annual Report 2013, in 2012-13 fiscal year BDT 8,180 Crore was allocated for revenue budget for BUET In the same fiscal year BDT 12,460 Crore was allocated for Bangladesh Agricultural University, BAU (Annex IX). In 2013, BUET obtained BDT 689954 Lacs and Bangladesh Agricultural University got BDT 531473 Lacs for

development grant (UGC, 2014). The policy of government is to produce technical or professional graduates with subsidized or nominal tuition fees to produce high profile graduates. But the trend is wasting the skills developed through the academic life.

Applied science/engineering graduates like engineers, doctors or agriculturists have designated positions in the civil service. Still they are joining in general cadres (Annex I-VII). Even it is found during data collection, they are joining general cadres quitting technical/professional cadres. The research problem is what drives the applied science/engineering graduates to join in general cadres wasting the public funds and academic skills.

1.3 Research Question

This study aims to answer only one single question:

Why applied science/engineering graduates are joining in the general cadres in the BCS?

1.4 Objective

The objective of the study is to discover and investigate psychological, social, economic or other (e.g. family choice) reasons that motivate the applied science/engineering graduates to join in the general cadres in BCS. The research is also intended to find the inadequate policy implication for the trend.

1.5 Scope and Limitations of the Research

The study is about exploring the factors that drive applied science/engineering graduates to join in general cadres in BCS. The trend is new phenomenon and very little literature has been found on the issue. The research has been carried out with context of last 11 BCS examinations. Time constraint under the MPPG program duration is one of the most limitations. The study is qualitative in nature and structured interview method was used. Sample size is small and if the sample size is larger, better result could be found. Targeted groups are busy with job and could not be reached to all targeted sample. Respondents of interview and case studies cover only nine of the fifteen general cadres. Representation of

foreign affairs cadre and medicine graduates is relatively small in number. Absence of opinion of key informants is another limitation of the research.

1.6 Operational Definitions

Applied science: The disciplines those apply science for human welfare.

Arthasastra: A book about politics and economics of ancient India written by *Kautilya, around 2,500 years ago.*

Banglapedia: National Encyclopaedia of Bangladesh.

Bdjobs: Online job portal of Bangladesh

Bureaucrat: a person who is one of the people who run a government and who does everything according to the rules of that government. For the context of Bangladesh, it is related to the civil servants working in the top level in the Secretariat.

Civil Service: The 28 cadre services of Bangladesh those are recruited by PSC.

Crore: 10 million.

Engineering: The disciplines those apply science and other branches of knowledge like mathematics.

General cadres: the fifteen cadres of BCS whose educational requirement is similar: 'The minimum educational requirement is a postgraduate degree from a recognized university or 04 (four) years study terminal degree or equivalent degree after passing H.S.C exam. But not more than one third division/class or equivalent GPA is acceptable'.

Grameenphone: Leading mobile operator of Bangladesh

Homo economicus: A term that describes the rational human being characterized by the ability to make rational decisions.

Lac: One tenth of million

Leaders Links: Brief profiles of participants in the MPPG program 2008-2015.

Micro level: Individual level.

Macro level: Level taken as a whole.

Opportunity Cost: The cost of an alternative that must be forgone in order to pursue a certain action.

Prokrichi: a platform of Prokousholi (Engineer), Krishibid (Agriculturist) and Chikitsok (Doctor) in Bangladesh.

Revenue budget: Budget that is recurrent and that excludes developmental expenditure.

SEA-ME-WE-4: A submarine cable line from Singapore to France that connects South East Asia, Middle East and West Asia.

Technical/Professional cadres: Those cadres require highly specialised professional degree like engineering, medicine, agriculture etc.

Technocrat: Government officers who perform technical or professional tasks.

Teletalk: The only government owned mobile operator in Bangladesh.

1.7 Significance of the Research

A number of books have been published related to the civil service, bureaucracy and public administration of Bangladesh. But very few literatures have been found concerning the skill mismatch. This trend needs investigation which is least understood and least explained by existing literature. The research will explore the real causes and information about the trend and compare general and technical/professional cadres. The study will add ideas or issues necessary for modification of the existing literature related to the recruitment process substantially.

The survey population is specialist according to their academic background but now they are generalists according to recruitment rules. Internal truth about general and technical/professional cadres in civil service will be explored by interviewing this type of sample. The research findings may contribute to the highly deserved 'Civil Service Act ' and

other rules and regulations related to civil service. In brief, the entire study will contribute to the administrative reform of Bangladesh.

1.8 Structure of the Research

The thesis is presented in six chapters. The first chapter deals with the introductory features of the study. It describes the background of the study, statement of the problem and significance of the research. The chapter also states the research question, specifies research objectives, scope and limitations of the study and provides necessary operational definitions. The chapter concludes with illustrating the structure of the research.

The second chapter starts with the brief evolution of civil service in the context of Bangladesh. It describes the structure of Bangladesh Civil Service and thoroughly analyses BCS recruitment system. It also highlights the skill mismatch issue that uncovered in different literature.

The third chapter describes the theoretical framework of the research. The independent and dependent variables developed in the analytical framework based on the theory. The fourth chapter deals with the methodology including the research design, sampling method, data collection instrument and data analysis plan that has been taken to carry out the research.

The fifth chapter presents and analyses data. It used verbatim and narrative method for presentation and analysis of data. The presentation is based on interview questionnaire and data found through the interviews. It also includes five representative case studies.

The sixth and final chapter recapitulates the findings of the research. It provides a brief analysis of the findings and results of the research and finally evaluate whether research question have been answered and objective of the study has been accomplished. It also state policy implication of the research and space for further research.

Chapter 2

Literature Review

2.1 Introduction

Jobs are a critical concern across the globe – for policy makers, the business community, and the billions of men and women striving to provide for their families. Jobs are the cornerstone of economic and social development. Individuals value jobs for the earnings and benefits they provide, as well as for their contributions to self-esteem and happiness. The quality of civil service is critically important for development (World Bank, 2013: 21).

For the context of Bangladesh 'although the prestige and authority of civil service have substantially declined over the years, for many middle class families, civil service or a job in the government is still looked upon as a matter of honour and prestige because in their perception, such a job provides access to authority and power' (Ali, 2011:123).

This chapter highlighted the brief evolution and structure of Bangladesh Civil Service. The chapter analyses and compares the BCS recruitment process in the light of BCS (Age, Qualification and Examination for Direct Recruitment) Rules – 2014 replacing BCS (Age, Qualification and Examination for Direct Recruitment) Rules, 1982. A brief analysis of Preliminary Test, Written Exam and Viva Voce and Final Selection comprising the syllabus and question style is presented here. The issue skill mismatch is derived from different literature. Administrative reforms in Bangladesh have been summarised and critically analysed.

2.2 Evolution of Civil Service in Bangladesh

The roots of South Asian bureaucracy lie deep in history. The detailed description of bureaucracy in ancient India was reported by *Kautilya* (prime minister of *Chandra Gupta Maurya* who founded of the *Maurya Dynasty*) in *Arthasastra* (Khan, 2015: 35). Mughal Emperor *Akbar* refined the civil administration as imperial service executing the royal command and dispensing justice on his behalf (World Bank, 1996). The structure of civil service in Bangladesh, as part of the administrative system, is a legacy of the British colonial

rule (Ali, 1993:1). The term civil service emerged in statecraft during the late 18th century when British East India Company was consolidating its colonial gains grabbed after its defeats of the Indian rulers. The term was first used in 1785 to distinguish between military and civil sectors of the company's personnel (Rashid, 2008:12).

The Indian Civil Service (ICS) acquired most of the characteristics of modern bureaucracy by the middle of the nineteenth century. The civil service experiment in India was so successful that it was replicated by England itself (Khan, 2015:38). The colonial administration was based on a belief in liberal education and extolled the merits of the general – who was either an 'all rounder' or an 'amateur' (World Bank, 1996).

Civil Service of Pakistan (CSP) started its operation with the officers of the former Indian political Service employed in continuation of service and other officers recruited by administrative or provincial service (Ali, 2011: 72). The CSP – the general elite cadre was composed of some 157 officers: 95 former ICS ((Muslim) who opted for Pakistan and the rest British ICS officers who were hired on contract to fill the most senior positions in Pakistan bureaucracy (Rahman, 2002).

The CSP officers were trained and indoctrinated in the same Civil Service Academy at Lahore, where the training was designed to shape life of a civil servant to fit the role of a 'ruler'. After the completion of training in the Academy, they were sent abroad for further training in the universities of Britain and other countries, isolating them further from their own people (Ahmed, 1980: 168).

Bangladesh Civil Service ((BCS) commenced its operation with the existing Bengali-speaking employees in East-Pakistan Government and Bangladeshi nationals in the employment of Federal Government of Pakistan (Khan, 2015: 73). After independence the socio-political environment was not favourable for the dominant position of the bureaucratic elites and they were not held in high esteem in Bangladesh because of their association with the military rule during the last 12 years (Ahmed, 1980:141).

The Bangladesh Civil Service (BCS) of today is largely based on the structure which evolved during the British Colonial time – though its spirit, performance and quality have been

modified in many respects in responses to changes in the in the socio-economic environment (World Bank, 1996).

2.3 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. Departments are 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 (Ahmed, 2002: 327 – 329, cited in Jahan, 2006).

Bangladesh Civil Service is composed of 28 separate cadres. There are two types of cadres: general and technical/professional (Annex VIII). Though there are 15 general cadres, after joining in the service members of the administration cadre do general job (Siddiqui, 2006: 4). BCS (administration) occupies a premier position in the higher administrative set up in Bangladesh. It also indicates a clear domination of the general occupation of the key position (Aminuzzaman, 2013: 20). All other cadres are functional and specialized in nature. For example, members of foreign affairs cadre work on diplomatic relation, members of police cadre are responsible for maintain law and order situation etc. Engineers, doctors, agriculturalist or other applied scientists are placed in the technical/professional cadres. These cadres are responsible for infrastructure development, agricultural development or health service delivery.

Administrative set up of civil service can be divided into two parts: central administration and field administration. Secretariat is the nerve centre of central administration. The ministry/division controls the relevant attached department/subordinate office and the relevant cadres. Another important responsibility of the ministry/division is formulating public policy Secretariat is dominated by administration cadre. In June 2013, 87% of

Secretaries, 82% of Additional and Joint Secretaries and 83% of Deputy Secretaries belonged to BCS (Administration) cadre (Khan, 2015: 103).

Although most cadres populate a particular ministry or directorate, the administrative cadre provides the officers for the Ministry of Public Administration, 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, cited in Kim, 2008).

2.4 BCS Recruitment Process

Public Service Commission (PSC) has been established according to the article 137 of the Constitution of Bangladesh. Article 140 (1) a. describes the functions of commission 'to conduct tests and examinations for the selection of suitable persons for appointment to the service of the Republic.' According to 'The Bangladesh Civil Service Recruitment Rules, 1981' without the recommendation of the commission direct recruitment in service is prohibited.

According to the vacancies in cadre post in different Ministry/Division, Ministry of Public Administration (MOPA) sends demand letter to PSC. PSC circulates for recruitment in BCS on regular basis. BCS examination is seen as the gateway for entry into the most prestigious civil service of the republic. The candidates are eager to join BCS because of high status and social security, job security, public function and financial solvency (TIB, 2007). In line with the vision of *Digital Bangladesh;* candidates have to apply online making payment through *Teletalk* mobile. Valid applicants get chance to appear at the Preliminary Test. Successful candidates appears at the written exam. Those who passed in the written exam, appear the viva voce. After that the final result is published according to the choice, merit and other quota restrictions. All the results are published in PSC website. After police verification and medical test new appointment wing of MOPA publish the gazette.

Bangladesh largely follows a "closed entry" system where class 1 level officers are recruited at entry level. The current system is centralized and very time consuming. The centralized system is also frequently overloaded, somewhat insensitive to the particular requirements of

the individual job, and is often quite arbitrary. This becomes particularly noticeable for any appointment requiring unusual skills (World Bank, 1996). Adoption of a well-conceived recruitment policy lies at the core of an efficient civil service. A weak recruitment policy is unlikely to ensure the existence of the type of first rate civil service system expected in a modern democratic polity. A sound recruitment policy puts premium on merit rather than on any other consideration (PARC, 2000: 29).

Until 34th BCS, appointment was based on BCS (Age, Qualification and Examination for Direct Recruitment) Rules, 1982. Government formulated 'BCS (Age, Qualification and Examination for Direct Recruitment) Rules – 2014' which replaced previous one. The Rule has been applied from 35th BCS. The syllabus of preliminary test and written exam has been modified substantially. The above two rules are analysed and compared below:

Table 2.1: Comparison of BCS recruitment rules, 1982 and 2014

BCS (Age, Qualification and Examination for Direct Recruitment) Rules, 1982				BCS (Age, Qualification and Examination for Direct Recruitment) Rules – 2014			
1.	MCQ Type preliminary test – 100 marks			1.	MCQ Type preliminary test – 200 marks		
2.	Time for Preliminary test – 1 hour			2.	Time for Preliminary test – 2 hour		
3.	Subjects of preliminary test and distribution of marks			3.	Subjects of preliminary test and distribution of marks		
	Serial No:	Subject	Distribution of marks		Serial No:	Name of Subject	Distribution of marks
	1.	Bangla	20		01.	Bangla Language and Literature	35
	2.	English	20		02.	English Language and Literature	35
	3.	Bangladesh Affairs	10		03.	Bangladesh Affairs	30
	4.	International Affairs	10		04.	International Affairs	20
	5.	General Science and Technology	20		05.	Geography (Bangladesh and World), Environment and Disaster Management	10
	6.	Mathematical Reasoning and Mental Ability	20		06.	General Science	15
Total			100		07.	Computer and Information Technology	15
					08.	Mathematical Reasoning	15
					09.	Mental Ability	15
					10.	Ethics, Values and Good Governance	10
						Total	200

Source: PSC Annual Report, 2014: 11-14

Table 2.1: Comparison of BCS recruitment rules, 1982 and 2014 (contd.)

BCS (Age, Qualification and Examination for Direct Recruitment) Rules, 1982		BCS (Age, Qualification and Examination for Direct Recruitment) Rules – 2014	
4.	There were 6 Subjects in Preliminary Test previously – 1. Bangla 2. English 3. Bangladesh Affairs 4. International Affairs 5. General Science and Technology 6.Mathematical Reasoning and Mental Ability	4.	Following 3 subjects have been added to the previous 6 subjects – 1.Geography (Bangladesh and World), Environment and Disaster Management 2.Computer and Information Technology 3. Ethics, Values and Good Governance
5.	There were no syllabus for Preliminary Test before	5.	Syllabus for 10 subjects of MCQ Test has been updated by specialists to related disciplines to select suitable candidates in the civil service. Following topics have been added to Bangladesh Affairs:
			a. National Affairs of Bangladesh: history, apiculture and culture of Bangladesh from the ancient period, history of Liberation War of Bangladesh, Language Movement, Election of 1956, six point movement: 1966: mass rising 1968- 69: general election of 1970: non-cooperation movement 1971: historical speech of 7th March: declaration of independence: formation and function of Mujibnagar government: strategy of liberation war: role of super power during the liberation war: surrender of Pakistani force and emergence of Bangladesh. b. Agricultural resources of Bangladesh c. Economy of Bangladesh
6.	Pass number of viva voce – 40%		Pass number of viva voce – 50%
7.	If a candidate gets less than 25% marks then he is considered that he did not get any mark on that subject.	7.	If a candidate gets less than 30% marks then he is considered that he did not get any mark on that subject.

Source: PSC Annual Report, 2014: 11-14

Table 2.1: Comparison of BCS recruitment rules, 1982 and 2014 (contd.)

	BCS (Age, Qualification and Examination for Direct Recruitment) Rules, 1982		BCS (Age, Qualification and Examination for Direct Recruitment) Rules – 2014
8.	Subjects having 200 marks for written exam were taken as first paper 100 marks and second paper 100 marks. The system was time consuming due to preparation of questionnaire, moderation, printing, taking exam, evaluation of answer scripts. Theere was a possibility of error during selection of suitable candidates.	8.	a. There will be a single set of exam for subjects having 200 marks. Time for 200 marks exam will be 4 hours. b. Time for 100 marks exam will be 100 marks.
9.	Marks for Bangla and English were 20 in preliminary Test before.	9.	Marks for Bangla and English are now 35 in preliminary Test.
10.	There was no system for cutting marks for wrong answer in preliminary exam.	10.	0.5 marks will be deducted for every wrong answer.
11.	Syllabus for 900 marks compulsory written exam was formulated in 2005.	11.	Syllabus for 900 marks creative written exam has been updated by prominent specialists to related disciplines to select suitable candidates in the civil service. Following topics have been added to compulsory Bangladesh Affairs: The Liberation War and its Background: Language Movement 1952, 1954 Election, Six-point Movement, 1966, Mass Upsurge 1968-69, General Elections 1970, Non-cooperation , 1971, Bangabandhu's Historic Speech of 7th March. Formation and Functions of Mujibnagar government, Role of Major Powers and of the UN, Surrender of Pakistani Army, Bangabandhu's return to liberated Bangladesh. Withdrawal of Indian armed forces from Bangladesh.
12.	The exam system was : 40 marks essay for compulsory Bangla and 30 marks essay compulsory English	12.	Now there is 50 marks essay for both compulsory Bangla and English
13.	There was no system for cadre preferences.	13.	According to the government decision serial of civil service has been determined by English alphabets.
14.	There was no system of participation for disabled candidates	14.	Rules have been taken for participation of disabled candidates

Source: PSC Annual Report, 2014: 11-14

According to the **BCS (Age, Qualification and Examination for Direct Recruitment) Rules – 2014,** marks distribution for written exam and viva voce are presented below:

Table 2.2 Marks distribution for written exam and viva voce for general cadres:

	Subjects	Distribution of marks
a.	Bangla	200
b.	English	200
c.	Bangladesh Affairs	200
d.	International Affairs	100
e.	Mathematical Reasoning and Mental Ability (50 mark for Mental skills. 1 mark for each correct answer. 0.5 mark will be deducted for each wrong answer.)	100
f.	Genera Science and Technology	100
g.	Viva Voce	200
	Total	1100

Source: PSC Annual Report, 2014: 15

Table 2.3 Marks distribution for written exam and viva voce for technical/professional cadres:

	Subjects	Distribution of marks
a.	Bangla	100
b.	English	200
c.	Bangladesh Affairs	200
d.	International Affairs	100
'/e.	Mathematical Reasoning and Mental Ability (50 mark for Mental Ability. 1 mark for each correct answer. 0.5 mark will be deducted for each wrong answer.)	100
f.	Subject related to post or service	200
g.	Viva Voce	200
	Total	1100

Source: PSC Annual Report, 2014: 15

In the earlier rules, the syllabus was in favour of liberal arts or social science graduates. More questions came from Bangladesh affairs and International Affairs in the preliminary exam from the stipulated marks. Questions on General Science and Technology used to come from S.S.C level General Science book compulsory for arts students. Both the preliminary and written syllabus and distribution of marks have been changed substantially. New topics

especially on General Science, Computer and Information Technology have been added for evaluate the candidate's knowledge on latest innovation on science and technology. Topics including Geography, Environment and Disaster Management, Values, Ethics and Good Governance are included.

2.5 Educational Qualification

According to the BCS (Age, Qualification and Examination for Direct Recruitment) Rules – 2014, the educational qualification for 15 general cadres is identical. The minimum educational requirement is a postgraduate degree from a recognized university or 04 (four) years study terminal degree or equivalent degree after passing H.S.C exam. But not more than one third division/class or equivalent GPA is acceptable. Previously, pass course graduates of national university can apply for general cadres, but from 28th BCS postgraduate degree for pass course graduate was made compulsory. The qualifications for technical/professional cadres is minimum honours degree related to post or professional degree like B.Sc. Engineering or MBBS/BDS/DVM or other related degree. Third class degree is not acceptable in technical/professional cadres.

The educational requirement is kept in low level. As a result large number of candidates is increasing in every BCS (PSC Annual Report: 2013, 2014). In non-technical cadres any degree is accepted on the assumption that non-technical cadres can be best run by person with qualities of leadership and educational qualification is not at all important for these jobs. This assumption was valid in the nineteenth century when level of academic specialization was low. With proliferation of specialization, most non technical cadres have evolved into technical cadres. Cadres like tax, economic, customs and excise should not be considered as non-technical cadres (Khan, 2015: 169-170).

2.6 Analysis of BCS Examination System

2.6.1 Preliminary Test

Studies show that the examination system/methods mainly focus on general knowledge; these lack modern selection techniques and also do not distinguish enough between specific requirements for different types of job positions (Ahmed et al 2014: 115)

Apart from the technical and professional services, the competitive examination is tilted in favour of liberal education graduates (World Bank, 1996). According to the Recruitment Rules, 1982, 10 marks were allocated for Bangladesh Affairs and 10 marks were allocated for International Affairs in the Preliminary Test. But starting from 13th BCS to 27th BCS, approximately 20 marks were allocated for Bangladesh Affairs and another 20 marks were allocated for International Affairs. PSC deducted 10 marks from General Science and Technology and another 10 marks from Mathematical Reasoning and Mental Skills, violating the Recruitment Rules. In 24th BCS (Preliminary Test, cancelled later on), 18 out of 21 questions in Bangladesh Affairs were related to historical background of Bangladesh. The system was changed from 28th BCS that followed the Recruitment Rules.

The MCQ questions of the Preliminary Test were being saturated and repetition of questions was a regular phenomena. Even the guide books found in the markets for Preliminary Test starting putting only questions of various exams taken by PSC excluding any discussion related to the subjects. The trend has been changed from 35th BCS. New type of questions according to new syllabus has been formulated emphasizing latest innovation and technology, Ethics, Disaster Management and Good governance.

2.6.2 Written Test

When the open competitive examination for BCS recruitment started in 1982, each candidate had to sit for an exam of 1600 marks total. In 1984, the total marks were reduced to 900. However, in 1985, the Public Service Commission (PSC) decided to increase the total marks again (Jahan, 2006). Since then, each candidate had to participate in an exam of 1000 marks:

Table 2.4 Revised marks distribution for written examination

For General Cadre/Post	Numbers	For Technical Cadre/ post	Numbers
(1) Compulsory 5 Subjects (General Bangla, General English, Bangladesh Affairs, International Affairs and Elementary Mathematics and Everyday Science)	500	(1) Compulsory 5 Subjects (General Bangla, General English, Bangladesh Affairs, International Affairs and Elementary Mathematics and Everyday Science)	500
(2) Optional Subjects (3 out of 64)	300	(2) Academic Attainment	300
(3) Viva Voce	200	(3) Viva Voce	200
Total 1000		Total 1000	

Source: (Public Service Commission Report, 2004:17).

In 1998, the PSC initiated a reform of the BCS written examination system to match better contemporary needs. In 2004, the PSC decided to introduce the new BCS examination in 2006 with the 27th BCS exam. The distribution of marks was as follows:

Table 2.5 Revised marks distribution for written exam from 27th BCS

	Subjects	For General Cadres	For Technical/ Professional Cadres
a.	Bangla	200	100
b.	English	200	200
c.	Bangladesh Affairs	200	200
d.	International Affairs	100	100
e.	Mathematical Reasoning and Mental Ability	100	100
f.	Genera Science and Technology	100	×
g.	Post related Subject	×	200
g.	Viva Voce	100	100
Total		1000	1000

Source: PSC Annual Report, 2006

In case of written test the papers are basically based on essay type methods which offer little opportunity for creative thinking and analytical ability. Most candidates memorise study guides, write the answers mechanically and pass (Jahan, 2006). These examination systems do not sufficiently select the best qualified candidates. The examination does not take into

account the need for specialisation of different cadres which frequently results in a mismatch between the skills needed for a job and the candidates selected (IGS, 2008).

According to the BCS (Age, Qualification and Examination for Direct Recruitment) Rules – 2014, from 35th BCS, the syllabus and question style of written exam has been changed. Basically creative question style in line with the National Education Policy, 2010 has been adopted. Question comprising innovative writing in Bangla Language has been added. IELTS 'Reading Module' is followed in English question style. Creative style mathematical problems are found in the mathematics part. Mental ability questions moderated to verify problem solving and decision making ability of the candidates. Latest innovation in science and technology e.g. electrical and electronics, computer and ICT has been emphasized substantially. Conceptual question style has been adapted in Bangladesh Affairs instead of long, descriptive essay. Case study based question has been added in International Affairs.

2.6.3 Viva Voce and Final Selection

The Commission form expert viva boards comprising newspaper editors, bureaucrats, teachers of both public and private universities and heads of corporate organisations. However, reform efforts undertaken so far by the PSC have been viewed as bureaucrat-friendly and cast doubt as to whether they will bring any real change to the existing bureaucratic structure. (IGS, 2008). Member of PSC act as a chairman in viva board. In case of general cadres, same viva board deals with applicants of 15 cadres. Board members basically ask question on 1st choice and questions on current affairs. It is a practice to ask questions from newspaper of the viva day. Traditional questions are asked year after year on a particular cadre. For example, applicants having first choice on foreign affairs were asked on ping pong diplomacy, shuttle diplomacy, flag meeting, dominion etc. Other candidates wait outside the PSC and run after the candidate who has just appeared viva. BCS coaching centres usually send their representative to collect viva questions on daily basis. Candidates ask the name of the member of viva board and note down questions. Usually question pattern is same in a particular BCS.

Merit is not the prime issue in selecting cadres in BCS. In recruitment to cadre services, personality traits are more important than specialized knowledge (Khan, 2015: 95). It is also observed glamorous applicants usually preferred in general cadres. *Towards Better*

Government in Bangladesh (1993) held that *in Bangladesh merit considerations are believed to have been diffused because of the manner and principles of selections* (PARC, 2000: 29).

In the report of TIB (2007) it is accused that 'the recruitment of pro-ruling party supporters, student wing leaders and relatives of ruling party leaders is nothing new in Bangladesh. This sort of Practice has become an open secret from the 20th BCS and onwards. The Chairman and Members of the Commission cannot ignore or overlook the request of the high command of the ruling party, as all of them have been appointed in the commission purely on political patronage.' Because of loopholes in recruitment procedures, a large number of incompetent candidates have entered the civil service and the outcome has been embarrassing for the country. A senior PSC member confessed that the performance of the civil servants lack basic command of English Language and communication skills (The Financial Express, October 29, 2005, cited in Jahan, 2006).

The recruitment system is unified and through a single BCS exam 27 cadres are selected. The skill profiles of all the cadres arte different. But a combined system cannot accurately select the suitable candidates for all the cadres. It is observed some successful cadres in BCS blamed their cadre selection as 'accidental'. In the viva voce generally questions are asked for the first choice, but they may be selected for cadre on the basis of third or fourth choice. It is found that a civil engineering graduate opted for roads and highways cadre above the administration cadre but s/he has been selected for administration cadre. The entire system is not précised to select the right candidate for right cadre service.

2.7 Skill Mismatch and its Consequences

Skill mismatch can be defined as fewer or more qualification of the applicants related to job (WEF, 2014). The predecessor of the Bangladesh Civil Service – the British Indian Civil Service, Central Superior Services of Pakistan, and erstwhile East Pakistan Civil Service – was regarded as efficient and effective in dispensation of business. It is widely believed that the BCS officials do not have the knowledge and necessary managerial skills to accomplish their tasks. Both national and international analysts now designate the Bangladesh Civil Service as inefficient, and ineffective (PARC, 2000: 29).

In Bangladesh public servants are seen as preoccupied with process, too pervasive, too centralized, overly bureaucratic, too discretionary in governance, unaccountable and unresponsive, wasteful and institution to be avoided (World Bank, 1996: 3). Critics of the civil service argue that most civil servants in Bangladesh are impervious to public sensitivities, highly bureaucratic and self-serving, and increasingly incapable of managing a modern government within a pluralist democracy (PARC. 2000: 29).

For the context of the study, it can be said that applied science/engineering graduates are over qualified for general cadres according to the required educational qualification. Another example of skill mismatch is relevance of degree. The relevance of educational background and placement in the civil service is increasingly getting mismatched. For example, the post of Division Chief General Economics Division in the planning commission used to be a highly specialist economist before the introduction of BCS (economic) cadre. So a member of this cadre who might have studied animal husbandry or sociology or engineering could be routinely posted to this job (Khan, 2015: 103).

In the World Bank report *Government That Works: Reforming the Public Sector (1996),* the issue Skills Mismatch is highlighted as **Skills Mismatch – Doctors as District Managers.** It argues that 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.

Khan (2015) argues that administrative reform in Bangladesh emphasizes on seniority and administrative experience rather than on technical expertise. The old administrative structure used to differentiate between administrative and specialist's positions. The system of merit-based recruitment has now been replaced by seniority based promotion. At the entry level, Research Officers may be recruited from a large number of disciplines. At the top level, there are many positions of economists, which cannot be manned by non-economists. For example, the main function of Division Chief, General Economics Division is to define macroeconomic framework and to prescribe the standards and procedures of economic analysis. Very often the senior most officers in the cadre had no formal exposure to economics. Yet they were promoted as Division Chief (General Economics). Similarly, Officers having degrees in Sociology and Engineering were promoted as Economic Advisor

in the Ministry of Finance. Incidentally, Economic Advisor is responsible for preparing the annual economic review which is placed before the parliament by the Ministry as Finance. Thus the new service structure has significantly undercut the role of specialists in many cadres.

The establishment of the cadre system in 1977 abolishing the CSP cadre and allowing mobility at senior levels was meant to correct the discrimination among the various service cadres. The purpose was to allocate people and skills more effectively by equalizing incentives, and to broaden the recruitment base for the highest executive or policy-making positions. The reforms were also meant to remove the 'spurious elitism' from the administrative civil service cadre. In practice, however, none of these objectives seems to have been achieved. This tends to exclude high quality technical and professional personnel from high positions where they could influence policy. And it has resulted in a public controversy over the relative merits of professionally or technically trained civil servants, the *'Prokrichi'* and the 'generalist' civil servants (World Bank, 1996).

In order to stop skill mismatch, World Bank suggested clustering of ministries into functional groups and establishment of Specialized Senior Staffing Pool (SSSP) to manage the functional clusters that at the same time will reduce inter-cadre rivalry. These functional clusters/groups might, for example, include: a macro-economic group, a social sector group, an infrastructure group, agriculture and natural resources groups, and also one for general administration. Deputy-secretary-rank officers from all cadres would be eligible to join any one of the SSSP groups based on their track record 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. 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.

These changes should enhance the professional competence of the Government, allow professionally trained and experienced people to reach higher echelons of the Civil Service, and remove the tradition of enlightened amateurism - while allowing the generalists to specialize in their chosen skills. They should also reduce the stultification that inevitably

results from a rigid bureaucratic personnel system. It is imperative for Bangladesh's future that management jobs, whether in policy-making or agencies, be staffed by people with the requisite professional and technical knowledge. In an interdependent world, it is also important for Bangladesh's image to have senior staffs who have both the breadth and depth of knowledge and experience to deal with complex issues such as the environment, capital markets, and international investment.

2.8 Administrative Reforms in Bangladesh

Administrative reform has acquired widespread usage and recognition in the literature pertaining to government and public administration. Caiden defines it as – 'the artificial inducement of administrative transformation against resistance.' (Khan, 2009: 79-80).

Major characteristics of civil service systems in British India and in Pakistan are in very much present in the civil service system in Bangladesh. The bureaucratic culture is distinctly British and not suited to the needs of today's citizens in an independent country. The bureaucracy is still characterised by centralization of authority at the top of hierarchy, closed career concept, security of term, preponderance of the cadre system, elitist orientation, abundance of rules and regulations, lack of respect from common people and lack of service orientation (Khan, 2013:19).

The experts in Public Administration have authored a large number of reports and publications on administrative malaise in Bangladesh. In reality, very little was done to change that administration. Whenever, demands were raised to reform the administration, the government appointed commissions and committees to suggest remedies. The reports werte duly submitted, but in most cases they remained unimplemented (Khan, 2015: 285).

The administrative reforms initiated after the independence to the PARC report, 2000 are summarized in the table below:

Table: 2.6 Major Administrative Reforms in Bangladesh

Committees/ Commissions/ Study Groups	Focus	Recommendations
Administrative and Service Reorganization Committee, 1972	Civil Service Structure	Unified Civil Service Structure with a continuous grading system from top to bottom
Pay and Services Commission, 1977	Civil Service Structure and pay issue	28 services under 14 cadres created within the civil service; establishment of senior services pool
Martial Committee on Examining Organizational setup of Ministries, Divisions, Directorates and other Organizations, 1982	Reorganization and rationalization of manpower in public organizations	Reduction of the size of the government; reduction of the layers for decision making; delegation of administrative and financial powers down the hierarchy
Committee for Administrative Reform and Reorganization, 1982	Reorganization of field administration	Upgrading of *thanas* into *upazilas* with *upazila Parishad* as the focul point of local administration; empowerment of the local authority in relation to rural service delivery system
Martial Law Committee for Examining Organizational setup of Public Statutory Corporations, 1983	Public Enterprise	Delegation of more financial and administrative powers down the hierarchy; timely release of funds from ministries; rationalization of manpower; preparation of organization charts, manuals, annual activity reports; merit-based promotion
Special Committee to Review the Structure of SSP, 1985	SSP	Continuation of SSP as a cadre; entry into SSP at the level of deputy secretary only through examinations to be conducted by the Public Service Commission; promotion within SSP to be strictly on the basis of merit; fixed tenure for secretaries
Cabinet Subcommittee, 1987	SSP	Endorsement of the recommendations of the Special Committee except the fixed tenure of secretaries
Council Committee on Senior Appointments and Service Structure, 1987	SSP	Abolition of the SSP, filling up positions of deputy secretaries and joint secretaries by promotion on the basis of quota reservation for various cadres.
USAID-sponsored Public Administration Efficiency Study, 1989 Civil service structure	Secretariat system; relationship between ministries and departments and ministries and corporations	Reducing Secretariat's operational activities through delegation; reducing layers in decision making; enhancing organization and management capacity; modernization of office equipment; increasing incentives for higher performance; enforcement of merit principle in promotion; expanding practical, problem-solving training; providing appropriate compensation structure for public officials

Source: Sarker, 2004

Committees/ Commissions/ Study Groups	Focus	Recommendations
UNDP-sponsored Public Administration Sector Study, 1993	Civil Service	Performance management system; rationalization of civil service structure; elimination of redundant government functions; merit-based selection and promotion; strengthening Public Service Commission
Four secretaries' report, 1993, sponsored by Overseas Development Administration, UK	Civil Service	Merit-based recruitment and promotion; improvement of financial management system; incentives for better performance; improvement of accountability and transparency; establishment of ombudsman; strengthening of the audit office; improvement of training programs
Administrative Reorganizing Committee, 1993	Structure and reorganization of manpower across ministries, departments, and directorates	Reduction of ministries, departments and agencies; elimination of unnecessary units; separation of accounts from audit; establishment of a secretariat fort the supreme court; reduction of the size and role of the planning commission
World Bank study: *Bangladesh: Government That Works Reforming the Public Sector*, 1996	Civil Service, public enterprise, NGOs	Redefining frontiers of the public offices; enhancing level and nature of accountability and responsiveness of public organizations to different stakeholders; streamlining regulations, laws and processes; maintaining an efficient, committed and professional public service
Public Administration Reform Commission, 2000	Administrative structure for improving the quality and standard of service, transparency and efficiency	Determination of missions of public offices; improving the delivery of services; reforming the civil service; formation opf the professional policy-making group (senior management pool); reorganizing institutions and rationalizing manpower; restructuring field administration and decentralization; establishment of an independent commission against corruption; establishment of criminal justice commission; establishment of the office of the ombudsman; reducing wastage and promoting value for money; strengthening parliamentary oversight; facilitating private investment

Source: Sarker, 2004

Administrative reforms in Bangladesh organized with a view to abolition of the elitist cadre and establishment of unified civil service. The terms of reference of Administrative Service Reorganization Committee (ASRC) 1973 directed it 'to determine the future requirement policies in governmental services at various levels keeping in view educational and other job requirement.' Pay and Services Commission 1977 (250) concluded, 'perhaps the battle for generalist is now lost.' 'But at the same time the war for the specialists and professionals has not been convincingly won.' In its opinion, 'The unprecedented physical and social changes brought about by World War II have necessitated the creation and maintenance of all purpose civil-service and amalgam of specialists, scientists and the intellectually gifted general administrators ' (Khan, 2015: 79)

Senior Service Pool (SSP) was established in 1979 to put an end of domination of the elitist cadre CSP. 67% posts of Deputy Secretaries and above in the secretariat were reserved exclusively for the CSP (Ali, 2004: 78, cited in Khan, 2015). The requirement of selection of entrants to SSP through a competitive process was scuttled by generalist civil servants. No competitive examination for selection of SSP entrants was ever held. It was partially implemented by designating the incumbents as members of SSP. Ultimately, SSP was formally abolished effective from July 12, 1989 (Ali, 2004: 107, cited in Khan, 2015).

One of the avowed goals of service reorganization was to reduce the role of amateur generalists and to enhance the role of the professionals. Outwardly, this was achieved by encadring more specialists like doctors, engineers, agriculturalists etc. by making similar rules for all cadres and formally abolishing the elite cadre. However, the new service structure in Bangladesh undermined the role of specialists in two significant ways: first, emphasis on seniority and administrative experience rather than on technical expertise; second, exclusion of specialists of statutory public authorities from policymaking jobs in the secretariat (Khan, 2015: 99 - 100).

Some scholars attribute the lack of progress in reforms to bureaucratic inertia. For example, Zafrullah and Khan (2005: 230) observe, 'The bureaucracy in Bangladesh has always exhibited a remarkable propensity to resist reforms. This manifestation of the demeanour acquired during pre-independence days by a civil service embodying all the institutional and behavioural trappings of a colonial bureaucracy. All concerted efforts to reform a civil

service were disapproved and parried by a corps of generalist bureaucrats.' (Khan, 2015: 289-290).

One of the major aims of service reforms in Bangladesh was to eliminate the dominance of administration cadre. In reality it has achieved the exactly opposite. The quota reservation prevailing from the Pakistan period was eliminated by Senior Service Pool Order, 1979. The Senior Service Pool was abolished in 1989. The quota of the generalist service in the secretariat posts was reinstated and it was raised to 75% by a guideline for promotion in secretariat posts notified in 1998. The legality of quota for one particular cadre was challenged in the court. In a landmark judgement in *Tauhid Uddin Ahmed versus government and others* delivered in 2010, the Appellate Division of Supreme Court held that no cadre except the BCS (Administration) had any inherent right in senior policymaking posts in the secretariat. This decision has nullified all previous attempts to eliminate the dominance of generalist cadre in the administration of the country (Khan, 2015: 101).

2.9 Conclusion

The educational requirement for appearing BCS is not up to the mark. The loophole of recruitment system allows all type of graduates to enter in the civil service leading to skill mismatch in the general cadres. The system favoured liberal arts graduates to compete in the exam. Especially due to lack of English Language skills, civil servants are incapable to negotiate in the international dealing platforms. The entire system is responsible for skill mismatch concerning different cadres. The entire administrative reform processes did not bring positive impact for the civil service. The BCS Recruitment Rules, 2014 created a scope partially to eliminate incompetent applicants from entering the civil service.

Chapter 3

Theoretical Framework

3.1. Introduction

This chapter presents theories used to present and analyses the research problem. Career choice in the Bangladesh Civil Service (BCS) is argued to be based on individual preference or choices and subsequent placement by Public Service Commission (PSC). Individual decisions are made on the basis of vacancies available and options made on the basis of calculations and assessments of future returns and prospects. Though the research design of this study is qualitative, where an inductive approach is taken, the use of theory as a research priori has been used to have a focus to the research problem. Therefore, the use of theory has been instrumental to this study. Theories begin with axioms about motions (physical science) and actions (social science) of the fundamental units assumed to exist in the scientific subject matter. From this brief description of science, it is apparent that theory is scientifically essential (Riker, 1995). Cadre choice is an individual decision but affected by the social structure. Thus theory of individualism and holism are applicable to the research problem. Applied science/engineering graduates also have tendency to maximize and drive for power and prestige. Rational Choice Theory can explain the behaviour. So theory of Individualism, Holism and Rational Choice are discussed here.

3.2 Theory of Individualism and Holism

Two classical disputes characterize the philosophy of social science. The first is the ontological debate which centres around two polar views of conceptualizing social phenomena: holism versus individualism. The other is the methodological debate between explaining versus understanding (Hollis, 1994, cited in Jamil, 2010).

3.2.1 Individualism

The theory which ascribes the power to act to all and only to those who have the power to decide, and which ascribes this power to all a only to individuals; not to collectives, and not to computers, etc. (Agassi, 1975).

Kincaid (1986, cited in Tuomela, 1990) considers the following theses advocated by individualists:

a) Social theories are reducible to individualistic theories;

b) Any explanation of social phenomena must refer solely to individuals, their relations, dispositions, etc. ;

c) Individualistic theory suffices to fully explain social phenomena.

d) Some reference to individuals is a necessary condition for any explanation of social phenomena.

Individualism thus conceived is a form of reductionism in which the explanatory directions of individual actions are 'bottom-up'. In the words of Jon Elster (1989b, cited in Jamil, 2010)

The elementary unit of social life is the individual action. To explain social institutions and social change is to show how they arise as the result of the action and interaction of individuals. There are no societies, only individuals who interact with one another.

3.2.2 Holism or Collectivism

The doctrine resembles that individual ends and decision are created by social forces; thus they are constructed by social constraints and subject to conformity with the good of society at large (Agassi, 1975). Holism is built on the assumption that all actions must be explained in terms of some over individual structure, i.e. the explanatory direction is 'top down' (Jamil, 2010).

There are three basic assumptions of holism (Gilje and Grimen, 1993: 188-189, cited in Jamil, 2010). First, individuals are formed by social systems in which they are embedded. What individuals think, act, express and prefer are defined by the groups or social contexts to which they belong. If we think individuals independent of social contexts, then individuals are like organisms, not human beings. Without a social context, individuals are speechless and cultureless animals, not social animals. Second, individual action, e.g. to be a soldier or to play chess depends on the existence of such social phenomena as the army or the game chess. These phenomena define and give meanings to individual action i.e. the role of a

soldier or the chess player. Third, rules are social phenomena which individuals either follow or reject. Rule following and rejection depends on the reaction of another individual.

3.2.3 Individualism versus Holism

When the individualist contends that only individuals are responsible actors on the social and historical stage, the holist retorts that society is more than merely a collection of individuals (Agassi, 1975).

This argument may be schematized in the following manner in an attempt to characterize the two traditional views.

Table 3.1 Holism versus Individualism

(a) Holism	(b) Individualism
1. Society is the 'whole' which is more than its parts (holism)	Only individuals have aims and interests (individualism)
2. 'Society' affects the individual's aims (collectivism).	The individual behaves in a way adequate to his aim, given his circumstances (rationality principle).
3. The social set-up influences and constrains the individual's behaviour (institutional analysis)	The social set-up is changeable as a result of individuals' action (institutional reform).

Source: Agassi, 1975.

3.2.4 Structure versus Action, Explanation versus Understanding

In the philosophy of Social Science, Martin Hollis (1994) presents a conceptual framework for describing social phenomena. The framework consists of two dimensions: 'ontology' and 'methodology'. The ontological dimension asks the question: Does structure determine action or action determines structure? The question is concerned with the mode of individualism versus the mode of collectivism or holism in describing social phenomena (Jamil, 2010).

> **Structure versus Action:** The holistic approach emphasizes that individual actions should be explained and understood exclusively in terms of structure. Conversely, the individualistic

approach stresses that, social phenomena must be grounded in facts about individuals (Little, 1991: 183, cited in Jamil, 2010).

Social science or explanation of social phenomena must be based in the laws of individual man because social science has as subject matter only the actions and passions of human beings united together in the social state. In this type of explanation, the whole apparatus of a real foundation of economic forces and relations is absent. Instead, individuals with their passion, perception, expression, attitude, choice, preference, knowledge, and action are what that count (Jamil, 2010).

Holism does take into account the individuals but the explanations of the individual and structure are couched in terms of structural or social, properties in which the individual are meaningfully embedded. The doctrine of holism emphasises that properties of individuals are solely a function of their place in the society or some broad system of meaning (Fay, 1996:50, cited in Jamil, 2010).

Explanation versus Understanding: According to individualistic explanation, human beings are perceived as rational utility-maximizing individuals who act rationally on the basis of a cost and benefit calculation (Zey, 1998:2; Fukuyama, 1996: 18, cited in Jamil, 2010).

A holistic explanation emphasises universal and mechanistic conception of structure which is similar in all cultures and produce similar consequences everywhere. For example, bureaucratic organizations are assumed to be similar across cultures when it concerns rigidity, hierarchy, etc. (Jamil, 2010).

Table 3.2 A matrix of explaining social phenomenon (Hollis: 1994: 19, cited in Jamil, 2010)

ONTOLOGY/ METHODOLOGY	EXPLANATION	UNDERSTANDING
HOLISM	System	'Gamers'
INDIVIDUALISM	Agents	Actors

Systems according to Hollis represent 'top-down' holistic explanation of individual action. *Agent* is an individual *homo economicus* equipped with desires, beliefs and an internal computer, who seeks the most effective means to satisfy his desires. *Games* refer to normative structures where norms, rules, practices, and institution determine individual actions. Individuals are *homo sociologicus,* in contrast to *homo economicus*, who are intersubjective which contrasts with one whose primary elements are subjectively motivated,

individual action. *Actors* are creative role players who have something of the rational agent's ability to negotiate and renegotiate conventions, while remaining subject to the normative demands of the games of social life. Actors are not 'cultural dopes' but retain a positive interpretative role (Hollis, 1996:371, cited in Jamil, 2010).

Cadre preference is a choice based on rationality. So Rational Choice Theory can explain the trend of applied science/engineering graduates joining in the general cadres. RCT is discussed analysed here.

3.3 Rational Choice Theory

In this study the theory that has been used is Rational Choice Theory (RCT). RCT has been applied to economics, sociology, economic and political theory. In RCT, the assumption is that actors know what they want and can order their wants transitively. RCT assumes that individuals are motivated to make rational and efficient choices that maximize expected gains or minimize expected losses from their transactions (Kramer, 2006). As an individual, one tries to maximize utilities by rational calculations. Now what is rational and what is not could be determined by applying the choice made by individuals determined by context of time and place.

An individual may have hierarchy of preferences which is pursued in succession. To order three goals is to decide that one is better than either of the other two and that a second is better than a third, which is exactly a transitive ordering (Riker, 1995).

Individuals work for monetary gain, but they work for a large number of other non-monetary goals as well, such as respect, acceptance in a religious community, or obedience to tradition. They seek moral and religious utility, and not dollars alone. According to RCT, if people do not seem to maximize their financial incomes and run for other non-financial goals, they are not "irrational." The sociological tradition has long taken for granted that people and groups spend much of their time, energy, and money trying to gain these other goals as best they can within the knowledge, beliefs, and values that are part of their daily lives. They are trying to be as sensible as possible in gaining these various nonmonetary goals (Goode, 1997).

RCT can be described by a set of postulates. The first postulate, P1, states that any social phenomenon is the effect of individual actions, attitudes, etc., (individualism). A second postulate P2, states that, in principle at least, an action can be understood (understanding). As some actions can be understood without being rational a, third postulate P3, states that any action is caused by reasons in the mind of individuals (rationality). A fourth postulate P4, assumes that these reasons derive from consideration by the actor of the consequence of his or her actions as he or she sees them (consequentialism, instrumentalism). A fifth postulate P5, states that actors are concerned mainly with the consequences to themselves of their own action (egoism). A sixth postulate P6, maintains that actors are able to distinguish the costs and benefits of alternative lines of action and that they choose the line of action with the most favourable balance (maximization, optimization) (Bouden, 2003).

Postulate P1, P3 and P6 can explain the individual behaviour of a person towards preferences of a job. These also explain i.e. why applied science/engineering graduates are joining in general cadres. Though individual choices are constrained by limited rationality – which means what is candidate's rational and may seem to have limits of information.

William Goode (1978:vii) maintains that 'all people share the universal need to gain the respect or esteem of others ...The foundations of social life rest in part on the universal need for respect, esteem, approval and honour.'

The trend of joining general cadres can be analysed by following model:

Macro level   **X** ⟶ **Y**

(1)   (3)

Micro level   X ⟶ Y

(2)
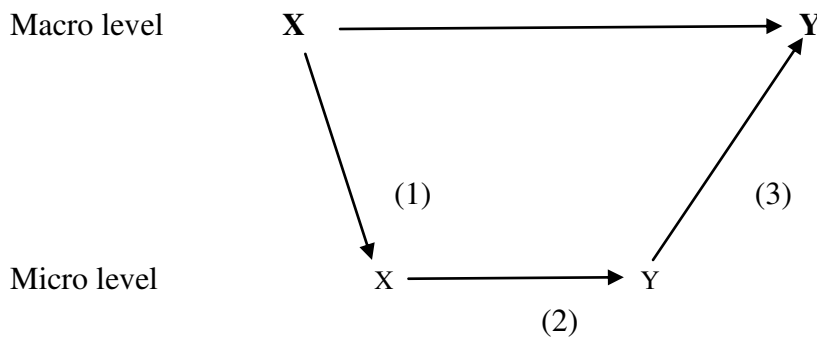
Figure 3.1 The multilevel structure of rational choice explanations (after Coleman1990, p. 8, cited in Hechter and Kanazawa, 1997).

At macro (on the whole) level, power, prestige, esteem etc. form the context (**X**) of choosing general cadres by applied science/engineering graduates. The action creates the new social structure (**Y**) directly and affects the micro (individual) level (x). Thus new social structure is also created in micro level (Y) and accumulating the change in micro level, new structure i.e. more applied science/engineering graduates are found in the general cadres. Skill mismatch, wastage of academic skills and public funds etc. create the new structure at the macro level (**Y**).

The most important division separates "thin" and "thick" rational choice models of individual action (Ferejohn, 1991). Thin rational choice models are unconcerned with the particular values or goals which individuals pursue. Thick models of individual action are substantively richer, for they countenance some aspects of intentionality. Since people have reasons for what they do, their behaviour is predictable only if we know what motivates them. Thick models therefore specify the individual's existing values and beliefs. There are several means of doing so, but the most popular strategy has been to assume that individuals seek maximum quantities of exchangeable private goods such as wealth and arguably power or prestige (Hechter and Kanazawa, 1997). Thus thick models can explain the reasons for choosing general cadres by applied science/engineering graduates.

Rational Choice Theory adheres strictly to the thesis of *homo economicus*. In other words, it explains that individuals normally maximize their own utility in every action they undertake (Christiano, 2004).

A rational choice or action is one in which the agent takes the best available action given her preferences and beliefs. The theory is also taken to be an individualistic theory in that it applies directly only to individuals (that is, only individuals have preferences). The most common philosophical interpretation of RCT conceives of it as a psychological theory wedded to a reductionist program in the social sciences, where the behaviour of a social aggregation is explained in terms of the mental states (that is, the desires and beliefs) of its component individuals and their interactions (Satz and Ferejohn, 1994).

Sociological rational choice is an inherently multilevel enterprise. It seeks to account for social outcomes on the basis of both social context and individual action. In this respect it often differs, at least in emphasis, from other (thin) versions of rational choice theory that are employed in much economic analysis and game theory. Sociological rational choice is beginning to make empirical contributions to a broad range of substantive topics in the discipline (Hechter and Kanazawa, 1997).

Sociobiologists have selected a kind of "as if" theory of mating choices among animals, of competition for space and food, or indeed of any behaviour (Goode, 1997). Gene-behaviour i.e. the animal's action is determined by genes. The genes are basically self-seeking and selfish type.

From the above discussion the major features of RCT can be summarized:

- **Individuals are motivated to make rational and effective choices that maximize expected gains.**

- **The foundations of social life rest in part on the universal need for respect, esteem approval and honour and not for dollars only.**

- **Individuals seek maximum quantities of exchangeable private goods such as wealth and power or prestige.**

- **Values and beliefs causally related to preference i.e. cadre choices.**

- **Human's action is determined by 'genes' which is expressed through selfish motive.**

The other prominent theories like The Human Capital Theory (HCT) argues that human behaviour is based on the economic self-interest of individual operating within freely competitive markets. Other forms of behaviour are excluded or treated as deviation of the model (Fitzsimons, 1999). HCT cannot explain the trend of the research question because economic return is more in the technical/professional cadres (e.g. doctors earn more than diplomats) or even in the private/ company (engineers get higher salary in mobile company). Motivational Theory (e.g. Maslow's hierarchy of Needs) do not emphasizes ego needs over physiological, safety or social needs. Thus the theory cannot explain the Research Question sensibly (Pardee, 1990).

A basic skeleton of all rational choice models, inclusive of the bones found in nearly every rational choice argument, and exclusive of the flesh of any specific rational choice model. A diagram of the main points of the argument that follows is to be found in Figure 3.2.

ACTORS

INFORMATION

(1)

(2)

(3)

HIARARCHY OF PREFERENCES

OPPORTUNITY COST

INSTITUTIONAL CONSTRAINTS

(5)

(4)

(6)

AGGREGATE MECHANISM

(7)
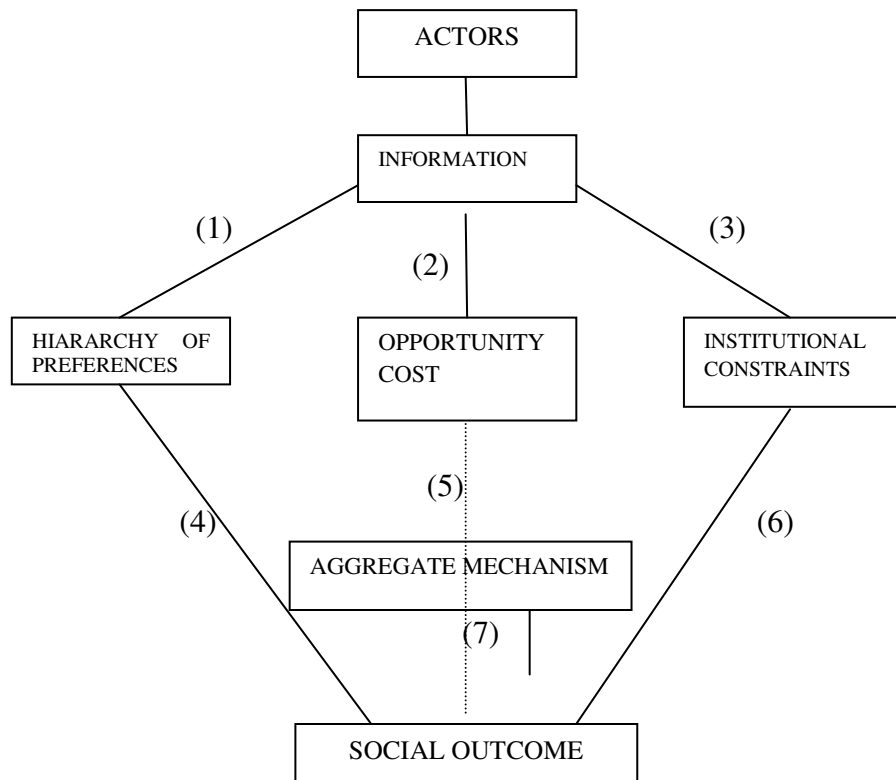
SOCIAL OUTCOME

Figure 3.2: The Various Paths to Social Outcomes in Rational Choice Explanation (Friedman and Hechter, 1988)

The model can be applied to the study. Applied science/engineering graduates are the actors of the model. They have information that general cadres are more attractive in respect of career development, executive power, prestige, esteem etc. So they make a hierarchy of preferences for general cadres. But cadres like foreign affairs or administration have limited posts, which may be considered as institutional constraints. The opportunity cost is that if a doctor becomes a diplomat, s/he loses the identity as 'doctor'. S/he will never work in a hospital, diagnoses diseases and thus waste his academic skills. By aggregating all the components the social outcome is applied science/engineering graduates are found in general cadres increasingly. But Skill mismatch, wastage of academic skills and public funds etc. are reflected in social outcome.

From the above discussion it is apparent that human beings have an eternal drive for respect, obedient to tradition, egoism, maximization, optimization, esteem, approval, honour, self-interest etc. *To sum up power, prestige, self-esteem, approval, quest for rewards are manifested in cadre preferences.* The above variables are used to develop the analytical framework.

Rational Choice Theory is Individualistic in nature. So Individualism is resembled in RCT. The effect of holism also impact on cadre choice and preferences. Figure 3.2 explains the rational choice model which accommodates the effect of holism in individual level i.e. the effect of macro level in the micro level. Thus the analytical framework developed based on the Rational Choice Theory because RCT contains the postulates of Individualism and Holism.

3.4 Analytical Framework

Independent Variables
Calculative Judgment: RCT (Power, Prestige, Rewards, Esteem .)
Self Interest: RCT (Selfish goal to prosper, maximize self interest)

Dependent Variable
Cadre preferences in BCS (Success in achieving targeted cadre)
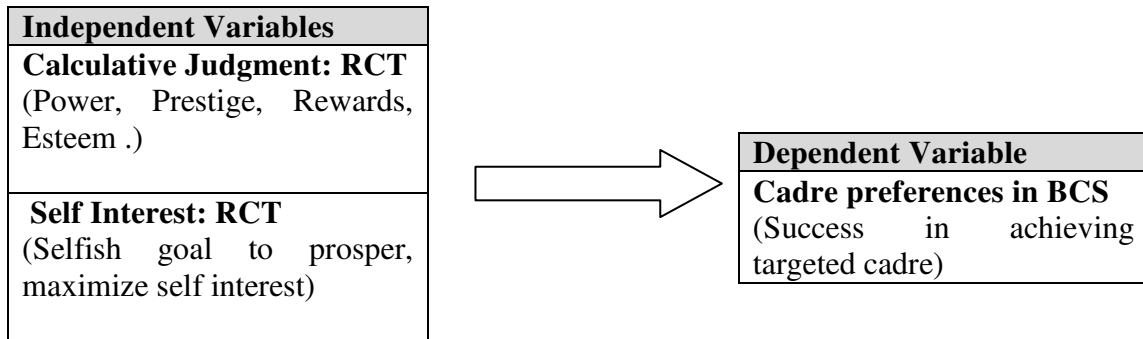
Independent Variables	Operationalize
Calculative Judgment	When decisions are influenced by perceived gains.
	When decisions are made on the basis of career prospects of a particular cadre.
Self-interest	When decisions are made on the basis of selfish , narrow motive such as doctors becoming diplomats

Dependent Variable	Operationalize
Cadre Preference	When decisions are made not on the basis of educational background but on the basis of perceived career prospects.

The analytical framework has been derived from the Rational Choice Theory. Two independent variables are derived from RCT:

i. Calculative Judgment

ii. Self-interest

Calculative Judgment is explained as the choices made by applied science/engineering graduates compared the relative power, prestige, esteem of general and technical/professional cadres. Self-interest may be explained as to the decisions which abundance skills learnt through academic life and enter a new terrain of professional career such as a faculty of a university leaves his job and joins cadre service in BCS.

The dependent variable is the cadre preference of a candidate is the success in achieving targeted cadre.

3.5 Conclusion

Rational Choice Theory explains the individual's behaviour as human beings work not only for money but also drive for honour, power, esteem and other values. Human being maximizes self-interest. In research methodology the above variables and indicators are considered during formulating the questionnaire. The data collected during interviews are expected to be related on the analytical framework.

Chapter 4

Research Methodology

4.1 Introduction

This chapter describes the methodology of the research and gives the research methodology of data collection. Research design including sampling method, data collection instrument, population, sampling size and research area and finally data processing and analysis plan are discussed. The study was carried out through interview method and case study.

4.2 Research Design

Since the study deals with individual cadre preferences, a qualitative design has been found to be appropriate. In the design of a sample, selective respondents have been targeted who are considered relevant for the research. The study population is those applied science/engineering graduates who joined in general cadre in BCS. According to Bangladesh Civil Service Recruitment Rules, 1981, Bangladesh Public Administration Training Centre (PATC) arranges Foundation Training Course (FTC) for all cadres except education and health. It is a custom that all the FTC batches publish souvenir comprising personal information and educational qualification. The study population can be easily identified by screening these souvenirs. Other resources like 25th BCS Forum souvenir and *Leaders Link* (published by MPPG program, NSU) are also used for potential sources of information. The samples will be contacted over cell phone. As all the samples are various cadres of BCS, they will be explained the context of the study. And thus their consent will be sought.

As the study is qualitative in nature and the main objective of the research is to understand, explain, discover and clarify situations, feelings, perceptions, attitudes, values, beliefs and experiences of a group of people (Kumar, 2011: 104). The interviews have held mostly in various ministry/division or different departments located in Dhaka. Sometimes, the interviews were in a food shop or at respondent's home in case of close relationship.

The personal identity of respondents will never be disclosed to anyone. It is ensured that the respondents' personal information will always be confidential.

4.3 Sampling Method

The sample population comprise selected officials who are new entrants to the civil service are selected from the population covering different cadres and various educational qualifications. Snowball sampling method is also used to reach to the potential respondents. This sampling is used when people in a group of interest inform the researcher about other individuals in that population who could also fit the criteria for inclusion in a study (Aminuzzaman, 2011: 109). As the research is qualitative in nature, no predetermined sample size is selected. The research bears a purposive sample. New recruits of civil service with applied science/engineering background who joined general cadre service.

4.4 Data Collection Instrument

4.4.1 Primary Data

Structured interviews mostly with open ended questionnaire have been used for collecting primary data (Annex X). Because 'interview is a very systematic method by which a person enters deeply into the life of even a stranger and can bring out needed information and data for the research purpose (Aminuzzaman, 2011: 114)'. Some scholar treats interview data as accessing various stories or narratives through which people describe their world (Silverman, 2013: 238).

The entire interviews were conducted face to face spending hours with the respondents. There is no alternative of human to human communications. The interview method explored the respondent's emotion and hidden truth for joining in the general cadres. The interview questionnaire is designed in such style that the context, internal and external causes and consequences of Research Question can be found. Interviews with the targeted respondents were conducted face to face and consulted in conversation which gave extra insights and hints for joining general cadres.

In addition to holding interview, five case studies have been taken. The strength of case study is that they can expand our knowledge about the variation of human behaviour and the approach is on individuality and describing the individual as comprehensively as possible

(Aminuzzaman, 2011: 63). The case studies are based on representative samples of applied science/engineering graduates who have joined in general cadres in BCS.

4.4.2 Secondary Data

Secondary data sources include relevant documents including various books on civil service, bureaucracy and public administration of Bangladesh and other report of previous reform commission and committee like PARC. BCS Recruitment Rules 2014, preliminary and written syllabus and question papers are screened to analyze the recruitment process. Annual report by PSC, UGC, World Bank, ADB are explored to find out necessary information. MPPG Policy Paper, TIB Report etc. are also used to find secondary data.

4.5 Data Validation

Validity is a descriptive term used as a measure that accurately reflects the concept that is intended to be measured. Validity is concerned with the soundness of data, and effectiveness of the measuring instrument (Aminuzzaman, 2011: 17). Trustworthiness in a qualitative study is determined by four indicators – credibility, transferability, dependability and conformability (Kumar, 2011: 184).

Data validation depends on credibility, transferability, dependability and confirmability. For the context of the study, the collected data are credible because causes of joining general cadres by applied science/engineering graduates are realistic and there is no fabrication. The findings are transferable to other context i.e. different population. Data found during the research are dependable because during the later stage of the research data are becoming saturated. The confirmability and validity of data are ensured through the opinion of the applied science/engineering graduates of MPPG program, NSU.

4.6 Population, Sample Size and Research Area

The population of the research is those applied science/engineering graduates who joined in the general cadres. The population is narrowed to new entrants of BCS considering communicating with the potential respondents. General cadres like administration, police, foreign affairs, tax, audit and accounts etc. are selected. The total numbers of respondents are limited to 15. Because in the later stage of the interviews, it was found that data were

becoming saturated. Research area is different ministry/division and different departments based in Dhaka. The respondents' profile is presented below:

Table 4.1 Profile of Respondents

Serial No:	BCS Batch	Cadre	Academic Major	University/ Institute	Gender	No. of Appearance in BCS to get general cadre
01	24th	Administration	B.Sc. in Electrical & Electronic Engineering	Bangladesh University of Engineering & Technology (BUET)	Male	01
02	24th	Administration	B.Sc. in Applied Chemistry & Chemical Technology	University of Dhaka	Male	01
03	24th	Information-general	B.Sc. (honours) in Biochemistry	University of Dhaka	Male	01
04	25th	Audit & Accounts	B.Sc. in Computer Science	North South University (NSU)	Female	01
05	25th	Administration	B.Sc. in Applied Physics, Electronics & Communication Engineering	University of Dhaka	Male	01
06	25th	Police	B.Sc. in Electrical & Electronic Engineering	Bangladesh University of Engineering & Technology (BUET)	Female	01
07	25th	Taxation	B.Sc. in Mechanical Engineering	Bangladesh University of Engineering & Technology (BUET)	Male	01
08	27th	Administration	B.Sc. in Mechanical Engineering	Bangladesh University of Engineering & Technology (BUET)	Male	01
09	28th	Police	MBBS	Chittagong Medical College	Male	01
10	28th	Police	B.Sc. (honours) in Fisheries	Bangladesh Agricultural University	Male	01
11	28th	Police	B.Sc. in Computer Science & Engineering	Bangladesh University of Engineering & Technology (BUET)	Male	01
12	28th	Foreign Affairs	B.Sc. in Electrical & Electronic Engineering	Islamic University of Technology (IUT)	Male	01
13	29th	Co-operative	B.Sc. in Applied Physics, Electronics & Communication Engineering	University of Dhaka	Male	02
14	30th	Information-general	B.Sc. in Computer Science & Engineering	Bangladesh University of Engineering & Technology (BUET)	Female	01
15	31st	Administration	B.Sc. (Honours) in Agriculture	Bangladesh Agricultural University	Male	03

Source: Interview Data

There are total 15 respondents. The respondents are selected from 24th BCS to 31st BCS. Cadres of the respondents include administration, police, foreign affairs, audit & accounts, taxation, information-general and co-operative. The academic major of the respondents include engineering like electrical & electronic engineering, computer science & engineering and mechanical engineering; agriculture like fisheries and pure agriculture.

Respondents also include medicine and computer science graduates. Respondents having background of applied physics, electronics & communication engineering, applied chemistry and chemical technology are also taken. Respondents also include other applied science like biochemistry

Graduation university/institute includes BUET, University of Dhaka, Bangladesh Agricultural University (BAU), North South University (NSU), Islamic University of Technology (IUT) and Chittagong Medical College (CMC). Respondents cover public, private and international university. Eighty percent of the respondents are male and twenty percent are female.

Most of the respondents succeeded i.e. got general cadre in the 1st BCS they have appeared. One respondent got specialist cadre in the 1st BCS s/he appeared, in next BCS s/he got general cadre and quit specialist cadre. One respondent appeared three times in the BCS to get general cadre.

4.7 Data Analysis Plan

Information gathered through interviews has been processed by using citations, words or remarks made by respondents and analysed by developing a narrative to describe the respondents' opinion to Research Question. Opinions have been clustered by identifying the main theme that emerge from interview or quoting extensively in verbatim format. The detail steps are:

Step 1: Identifying the main theme gathered from the interviews.

Step 2: Assigning code to main theme to various opinions by interviews.

Step 3: Clustering responses under the main themes i.e. dignity of general cadres in BCS, family choice, career development etc.

Step 4: Integrate theme and responses into the text in verbatim or narrative format.

4.8 Conclusion

The purpose of the research methodology chapter was to develop an appropriate structure for data collection. Data were collected through structured interviews and case study method. The data collection instruments were found accurate and validity of data were ensured. The collected data are presented and analysed in the next chapter.

Chapter 5

Data Presentation and Analysis

5.1 Introduction

This part is the extract of the study based on collected primary data. Data are collected through structured interview. The questionnaire is designed in such way that answer of the research question can be explored from the respondents. This chapter is the researcher's own idea to collect, present and analyse the primary data. The study is qualitative in nature i.e. it tries to find out the "why" of the research topic. Data are presented in narrative and *verbatim* format taking the most significant type of representatives. Narrative method is used to collect, present and analyse the data. Observations during data collection are taken into account. Besides this, four representative case studies have been taken.

5.2 Data Presentation

5.2.1 Data based on Interview

The data founded through interview questionnaire are presented below:

Question: 1. "Being a graduate of applied science/engineering why did you choose BCS as a career?"

The responses are presented below:

> *When I was a university student, my observation was there is very limited job opportunity for engineering graduates in the public sector. Especially top most positions in the secretariat are dominated by general cadres. So I joined in the private sector. During the private sector tenure, I was responsible for implementation of public policy. Thus I came to know about policy formulation process which fascinated me. So I decided to take BCS as a career.*

> *Private sectors are not so flourished for applied science/ engineering jobs in Bangladesh. Agricultural graduates do not have suitable job in private sector. They have good job in agricultural research institute and in BCS. Job description in the private sector is humiliating type of nature. Private company uses its employees for profit gain and employees have to sell themselves to their customers. Private companies are not so renowned and identity crisis is there. There is no dignity and job security. So I decided to join in civil service because BCS is the most prestigious and powerful job in government sector.*

> *I lost my interest during my varsity life in my subject. I did not enjoy reading the subject. It was quite monotonous for me. So I decided I will not do job related to my subject. That is why I appeared BCS so that I can change my track.*

> *Female respondents answered that they joined in the BCS job to spend more time with child and family. Especially they were looking for Dhaka based job.*

Sum up: The responsibility of drafting policy attracts applied science/engineering graduates in BCS. Job nature of private sector is humiliating type. Respondents who lost their interest in their subject in student life joined BCS to change career track. Female candidates join BCS to spend more time with their child and family.

Question: 2. "Why did you join BCS general cadre despite the fact you come from applied science/engineering background?" They were asked to choose from the following options:

a. wide mobility, b. social prestige and profile, c. career prospect, d. father's preference, e. perceived power and prestige f. my personal ambition, g. accidental, h. none of these.

The responses are presented below:

> *Social prestige and profile is higher in the general cadres. Deputy Commissioner and Superintendent of Police are the top most civil servants in the district level. DC office controls as many as 257 type of tasks which include revenue collection, land administration and issuing several types of licences. SP is the head of law and order maintaining force in the district. Public function is more visible in the general cadres. Rural people do not have business with Executive Engineer in any engineering department. Doctors deal only with the patients. Fisheries Officer deals only with fishermen. Livestock Officers are called doctor of cows and goats.*

> *Career prospect in the general cadres is higher than technical/professional cadres. The job description of general cadres is better than technical/professional cadres. Particular general cadre has quota in the secretariat. Some general cadres have opportunity to work in the UN missions. Another important feature of general cadre is its wide mobility. General cadres are posted in deputation both in home and abroad.*

> *Respondent's father who was in civil service, clearly advised to put general cadres in the top choice. A number of applied science/engineering graduates joined general cadres by father's preference.*

Sum up: Executive power, public function, social prestige and career prospects is better in general cadres. A number of applied science/engineering graduates join in general cadres due to family choice.

Question: 3. "Do you have any close relative in the civil service and who perhaps motivated you to join in a general cadre?"

The responses are presented below:

> *My two maternal uncles were CSP officer. One of them retired as principal secretary to the prime minister and later on became education minister. My cousin was an additional secretary who contributed to the infrastructure development in my locality. Union Parishad building, roads and three storied primary school were built by him. Their social recognition and position influenced me tremendously to join in a general cadre.*

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> *My father was a secretary. His social status and availability of personal time after office hours motivated me to join in a general cadre. Especially when I decided to appear in the BCS, my father told me to put 'administration' cadre in the first choice.*

> *I do not have such relative who could advise me for cadre selection or motivate me to join in general cadre.*

Sum up: Respondent's close relative who was top civil servants plays an important role for joining general cadres by applied science/engineering graduates.

Question: 4. "Do you have any such belief that general cadre officials are better off than officers of technical cadre?"

The responses are presented below:

> *General cadres have more power and prestige. Career development in general cadres is better than technical/professional cadres. Secretariat is dominated by general cadres; policy making and a bunch of diversified works are done by them. Job description of general cadres is better than technical/professional cadres. Colonial administration created general cadres specially administration and police more powerful for their own interest.*

> *General and technical/professional cadres are different in job nature. These two types of cadres are not comparable. Team game should be played and every cadre should be judged on own performance. Some technical/professional cadres like Roads and Highways are better than general cadres*

Sum up: General cadres are better than technical/professional cadres in type of job description. Secretariat is dominated by general cadres. But the two cadres are different and should not be compared.

Question: 5. "As an applied science/engineering graduates how you do feel working in a general cadre position?"

The responses are presented below:

> *I feel comfortable working in the general cadre position. The job is interesting because of diversified and multi-dimensional environment. Technical/professional cadres are too focused. Applied science/engineering graduates perform better than others in the general cadres. Higher authority assigns challenging tasks to applied science/engineering graduates.*

> *I do not enjoy working in the general cadre position because different educational background/university creates non-coherent environment. Some low profile graduates are found in the general cadres. They suffer from inferiority complex and some time they try to harass applied science/engineering graduates remembering their poor academic life.*

Sum up: Generally environment in general cadres are comfortable for applied science/engineering graduates. But the environment is not coherent and some low profile graduates try to harass them.

Question: 6. "Have you ever felt that you find no interest in a job of general cadre and increasingly you are becoming disappointed and less motivated to your work?"

The responses are presented below:

> *No, rather I am enjoying the job.*

> Some time I feel no interest in the job because of diverse morality and different thinking level.

> *Most of the time I find no interest and I am increasingly de-motivated because I learned problem solving skills in my academic life but general cadre is basically rules/method based.*

Sum up: Most of the respondents do not want to quit general cadres. Few of them become demotivated due to lack of innovation and problem solving tasks.

Question: 7. "Do you feel that by joining a job of general cadre you have made a mistake and increasingly you feel that perhaps you could do much better if chosen the right career path?"

The responses are presented below:

> *I do not think I have made any mistake by joining in the general cadre. I am in the right career track.*

> *If I go abroad and do a subject related job that would be better for me.*

> *I think I would do better if I became a teacher in the public university.*

Sum up: Most of the applied science/engineering graduates think they did not make any mistake by joining general cadres. Some of them think it would be better if they can go abroad or join in public university.

Question: 8. "Do you think that you could perhaps switch your job in near future if you do not ultimately find the general service rewarding and interesting?"

The responses are presented below:

> *No and I will never change the job type. General cadre job is preferable to me.*

> *I am in police cadre and police is the best job in Bangladesh. So there is no question of quitting job.*

> *Yes I will change the job if I get academic and research type job.*

Sum up: Most of the respondents replied they will not change the job type. According to members of police cadre police is the best job in Bangladesh so there is no question of quitting job.

Question: 9. "What consequences in the public service and national development you can speculate if this trend of joining general cadre by the applied science /engineering graduates in the BCS continues in future?"

The responses are presented below:

> *Civil service will be benefitted if applied science/engineering graduates continue to join in general cadres. Field level administration will get advantage because they will get proper information about agriculture or infrastructure development sector. Policy making process will be enriched because applied science/engineering graduates have knowledge in latest development on science and technology. The trend will reduce inter-cadre conflict. So applied science/engineering graduates should have quota in general cadres.*

> *The trend may cause wastage of merit and skills. This may also cause wastage of public fund because applied science/engineering education is highly subsidised in Bangladesh.*

Sum up: Civil service will be benefitted by the trend of joining applied science/engineering graduates in general cadres. Policy making position should have quota for them.

Question: 10. "Do you think that there should be a provision in future in the BCS Examination system that may bar applied science/engineering graduates to join BCS general cadres?"

The responses are presented below:

> *No bar should be applied. If such policy is taken that would be a total disaster. Rather ICT graduates should be encouraged to join in every general cadre. Policy should be taken to eliminate low profile applicants during BCS recruitment process.*

Sum up: All the respondents said there should be no bar. If such policy is taken that would be a total disaster. The trend will continue as long as there is quota restriction in the secretariat.

Question: 11. "Do you have any other argument to make which may unveil the actual reasons for candidates to choose a particular general cadre?"

The responses are presented below:

> *Policy making position should be lead by applied science/engineering graduates. During 1991-1996 periods Bangladesh was offered free connection with the submarine cable. But the bureaucracy failed to understand the importance of internet. They managed the politician in power informing that if Bangladesh is connected with the cable, secret information will be leaked outside. Even Bangladesh got internet service when Professor Jamilur Reza Choudhury, a faculty member of BUET, was adviser to the caretaker government. Bangladesh was deprived from high speed internet service because satellite based connection is much slower than optical fibre based internet. Bangladesh has to pay $50 million to connect with SEA-ME-WE-4 submarine cable which connects Singapore to France.*

> *General cadres have more international exposure. There is opportunity to provide protocol services to the VVIP.*

> *In public engineering services, engineering graduates have to work under polytechnic diplomas. General cadres do not have such problem.*

Sum up: Only bureaucrats are not capable of making ideal policy. Applied science/engineering graduates are essential for policy making position.

5.2.2 Data based on Case Study

Data are collected through case studies other than interviews. The case studies reflect the real life story. The deep causes of preference of applied science/engineering graduates joining in general cadres in BCS are exposed from the case studies. The identity of the respondents has been kept confidential and pseudo name has been used instead.

Case Study 1: Why an engineering graduate joins in general cadre?

I am Mamun Hasan. I live in Dhaka from my childhood.. I got star marks both in S.S.C and H.S.C. After H.S.C exam, I admitted to engineering coaching. I got chance in metallurgical engineering in BUET. I was not satisfied because I wanted to study EEE/CSE. I got chance in EEE in BIT. After taking advice from senior brothers, I decided to study in BIT. I received my degree in February, 2002. My initial intention was I should go abroad for higher study. The period was just the after math of 9/11 and 'War on Terror'. The opportunity for Muslim students was contracting in Western countries. And my mother did not allow me to go abroad. So I decided to build career staying in Bangladesh. I opened account in bdjobs and started searching jobs sitting in the cyber cafe. I speculated that mobile operator/vendor could be suitable sector for me. I appeared in the written test and viva in Grameenphone but did not succeed. Then I started searching jobs randomly. I got a job in a medical electronics company as service engineer with reasonably good salary. I joined the company without having proper information about its function. In the joining day, I found around 20 high profile graduates as new recruits from BUET/DU. The Company provided us computer with internet facility. There was meeting with foreign delegates, international seminar followed by lunch in star rated hotel. In the initial level I was enjoying the job. After few months, the company put me on sales department. I had to go to different hospitals for sales promotion. That was embarrassing for me because it was a job like knocking at door to door. One day the MD told you can go home and sleep at noon but you have to work in the evening in different diagnostic centres. I found the job as medical representative, selling myself to low profile medical technologists. My father was a government officer and we lived in government quarter. One morning I was going to office, my neighbouring aunt told me 'Mamun you work in a private company!' I felt embarrassed and I was increasingly demotivated about the job. One morning the MD called me with my departmental head. They told me I have to go to Germany for training. But I have to submit my certificates for 3 years. They tempted me that they send me abroad at least twice a year for training. I took one day time for taking decision. Fortunately the following day was Friday. I went to my relative who was a civil servant. He told me not to make such a deal with private company. He said they will value you as long as you have energy. After that they will through you out. He advised me to appear in the BCS. I never thought of doing government job in my entire student life.

58

Case Study 1: Why an engineer joins in general cadre? (Contd.)

The following working day, I declined the proposal. The environment became increasingly uncomfortable and unhealthy. One of my colleagues told me that he saw advertisement of BCS in the newspaper. He told me he would not do any public engineering job, but if he gets job in general cadres he may join. I did not understand the reason at that time. After returning home I saw the circular. I applied for BCS submitted the form standing at long queue. In the mean time, my colleagues, especially the engineers quit the company after getting better job. I was also trying to quit the job. I did not find any interest to carry on the job. The situation became increasingly painful and I resign from the job. Coincidentally, after returning home my mother told me that I have letter from PSC. I found that was my admit card of BCS. I told my family that I quit my job explaining the reasons. My father accepted the decision. After few days, the date of preliminary test was announced. I bought a guide book from Nilkhet. I found most of questions can be found in school textbooks accept the current affairs. I was satisfied with my preparation and attended the preliminary test. My performances were more than I expected. But after coming from exam hall, I found everybody was talking about question leakage. After few days the preliminary test was cancelled. I was frustrated and could not decide what to do. I decided to search job again. I went on a walk in interview in a factory located in Dhaka EPZ they told me to join from the next day. After joining I found the Chinese company treated its entire employees as workers. Security guards use to search my body every time I come out the factory. There was no honour as an engineer. I quit the job immediately. After few days, the date of preliminary test was announced. I took preparation and was succeeded. Again PSC was accused for question leakage. Surprisingly around 46,000 candidates were selected for written exam. I was taking preparation for written exam. I found difficulty with the narrative and descriptive essay type questions especially on the international affairs. In my student life I used to solve mathematical problems and derive equations. I was jobless and increasingly my home environment became uncomfortable. I was starting thinking why I am not doing job and unemployed being an engineering graduate. So I decide to search job again and found a job two months before the written exam. The job was in a still mill located outside Dhaka. I thought my technical skills would be developed working there.

Case Study 1: Why an engineer joins in general cadre? (Cotd.)

I found experience is more important that academic attainment in this type of job. Senor colleague said no one teaches technical work, you have to learn by yourself. The job was on shift basis, I had to work from 10 PM to 6 AM in night shift. I lived in a shared room with my colleague. When I was in duty, he stayed in the room, when he was in duty I was in the room. I felt alone and even I found no one to talk. All the key technical positions were held by low profile Indians. Bangladeshi engineers were removing from the service day by day. Oil, lubricants and dirty environment was prevailing all over the factory. I decided not to do any factory job. There was no internet, no access to relevant reading materials and my preparation for BCS written exam was exceedingly impaired. Somehow I was managed to appear in the written exam. But performance was not good, especially in international affairs I found question like Huntington's Clash of Civilizations or geopolitical importance of central Asia. After few days I found a book in Aligarh library, Dhaka New Market written by former chairman department of international relations university of Dhaka. I found those two questions came from that book. After few days, I got job under REB and quit the still mill. My posting was in Upazilla level and fortunately I got a seat in Upazilla Dormitory. The job was basically to control the lineman and provide electricity service to rural people. My salary was better than entry level cadre officers. My superior used to send me the monthly Upazilla coordinating meeting. The meeting was presided over by UNO. All other first class and second class government officer got better respect and position than me. All of them were low profile graduates than me. I felt dishonoured and embarrassed. Then I decided I will quit engineering job and join in a general cadre. The next BCS I opted for the general cadres in top choice. I qualified in the preliminary test and came to Dhaka to appear the written exam. The day before General Science and Technology exam one of my friend asked me about some questions related to soil science. I came back home and found those in Banglapedia. All those questions came in that paper. After written exam, I joined in a private telecom company. In viva I was asked about my first choice and current affairs. My viva was good and in final result I found my name in BCS (Tax) cadre. I was happy and take this job as my career. Because I found respect, honour and I get rid of humiliating nature of job in the private sector.

Sum up: The humiliating job description of engineering services in private sector or power and social prestige motivates engineers to join in general cadres.

Case Study 2

Why a medical graduate join in general cadre?

I am Sami Al Shafi. From my childhood I wanted to be a pilot. The plane flying over the sky fascinated me and I have always a passion to be a pilot. I passed S.S.C and H.S.C with good academic record. The socio-economic condition of my family was not in favour to bear the cost of admitting flying academy. My father insisted me to study medicine. I was admitted to medical admission coaching and I got chance in Mymensingh Medical College. After starting the class, I found lot of pressure with studying of human anatomy and physiology. The text books were weighty and the study required lots of effort based on memory. The subject was based on terminology. There was item, card final type of examination. I did not find any interest reading the subject. It seems to be monotonous and I increasingly lost my interest reading in medical college. But I could not leave the course because I did not have any scope to appear admission test in another university. But I carried out the course and MBBS degree. After passing I joined in a clinic operated by NGO. My posting was in remote area and I was responsible for providing primary health services. After talking with senior brothers, I found there is no alternative for medical graduates for career development without appearing BCS. After BCS circular, I found I can appear for BCS (Health Cadre) and all other general cadres also through a single examination. Then I decided I want to change my career track. I put Foreign Affairs and other general cadres like administration and police in the top choice. I took preparation accordingly and finally I was selected for foreign affairs cadre. My father accepted my decision and I am happy that I relieved from a job that does not attract me.

Sum up: Medicine graduate who lost their interest in their subject in student life joins general cadre to change career track.

Case Study 3

Why agriculture graduate joins in general cadre?

I am Ridwanul Islam. I passed both my S.S.C and H.S.C exam with good result. I admitted to Agriculture department in Bangladesh Agricultural University. After graduation, my intention was to be a scientific/research officer in agricultural research organization like BARI/BRRI. I appeared two times in viva exam in BRRI but could not succeed. Then I joined in a private agricultural company. The company produces hybrid seeds. I had to go several production fields in various districts to monitor the quality of seeds. There was always pressure from the company. They told me 'if the quality of seeds is not standard, you will lose the job'. The company always assigned target for seed production. I did not find any job prospects and quit the company when I got a job as officer in Agrani Bank. The banking system was manual and no automation system had been adopted. My posting was in Chandpur, and I had to travel by launch. I lived in a mess. By this time, I appeared in BCS. When I got job as 'Senior Officer' in Janata Bank, I quit Agrani Bank. I was happy because my posting was in Dhaka. I was happy with the job because salary and other prospects were good. I got chance as 'Agricultural Extension Officer' in BCS (Agriculture) cadre. But considering the field level posting and limited promotion prospects i did not join. In the next BCS, I got chance in BCS (Administration) cadre. I was thinking whether I should join or not. But my father told me 'you will be an Executive Magistrate in the starting position. You will be Deputy Commissioner or even Secretary'. Considering all the aspect of honour, executive power and career development I joined in BCS (Administration) cadre.

Sum up: Family choice and embarrassing job description of agricultural service in private sector inspire agricultural graduates to join in general cadres. General cadre job type is preferable than agricultural cadres.

Case study 4

Why an Applied Physics graduate joins in general cadre?

I am Jisan Mahmud. I passed from Cadet College. Before the H.S.C result, I appeared the admission test in marine academy. I was succeeded and selected as a cadet in Chittagong Marine Academy. During the course, I was facing problem in swimming. One of my class mates of Cadet College died drowning in the river. I was terrified and quit marine academy. Then I faced ISSB interview. But there was a bad reputation about our Cadet College batch and I could not succeed. After that I admitted to BUET in mechanical engineering. But my intention was to read CSE. After getting chance in applied physics I quit BUET. My intention was I will be a university teacher. Unfortunately I got fourth place in the merit list. But university takes faculty only from first or second place in the merit list. Then I appeared in the BCS. By this time I joined in a private university as a faculty member. I got offer from Chittagong and Rajshahi University but I did not join. In the mean time, the result of BCS published, and I got chance in BCS (Information-technical) cadre. My top choice was foreign affairs and other general cadres. I already became Assistant Professor and decided not to join in BCS. But I applied in the next BCS. I did not find any job prospects in private university. Surprisingly in the next BCS, I again selected for BCS (Information-technical) cadre. This time I decided to join in the BCS. I was posted as Assistant Radio Engineer in Bangladesh Betar. The job was not attractive at all. The technological setup was based in 1960s. There was no scope for skill development. I was working as a console operator with some maintenance work. There was no housing or transport facility. There was no power or honour. In the next BCS, I got chance in BCS (Railway Transport and Commercial), a general cadre. Talking with senior, I quit Bangladesh Betar. This cadre is far better comparing the power, respect and other physical facility to the previous technical cadre.

Sum up: Job description of general cadre is better than technical/professional cadre that encourage applied physics graduates to join in general cadres.

Case Study 5

Why a female engineering graduate joins in general cadre?

I am Farmana Mafi. I passed both S.S.C and H.S.C from Viqarunnisa Noon School and College. From My Childhood I was a good student and my intention was I would study engineering. I got chance in CSE department, BUET. In my student life I learned computer programming and other skills to develop software and designing the computer hardware. I had to learn a number of programming languages and other discipline of ICT. My CGPA was good and I got job immediately after passing from BUET. The company used to develop software for North American Clients. I was responsible partially to develop software. The salary was attractive. But every day I had to stay in the office up to 8:00 PM. In the mean time I got married and I became mother. The company did not provide the conventional maternal leave that usually followed. I had to join office and my baby was lactating. After leaving office and crossing the jam of Dhaka city, I used to reach home around 9:30 PM. I found the situation very complex especially for my child. But i wanted to a job and I did not want to waste my academic skills. After consulting with my husband I decided to appear in the BCS. But I found there is no subject related job for me. So I opted for the general cadres. I prepare myself gradually for the examination. Finally I was selected for BCS (Economic) cadre. I found the cadre selection is accidental. But I found the job that follows stipulated time with two days weekend. Now I can expend time with my child and family. My available time after office hours allow me to spend more time with my child. Even I can take my child to office as there is a day care centre. Overall am happy but if I could use my academic skills in the job that could be more effective.

Sum up: Female engineering graduate joins in BCS to spend more time with their child and family. CSE graduate joins general cadre because they do not have any subject related job.

Chapter 6

Conclusion and Recommendations

6.1 Introduction

The objective of this chapter is to draw some conclusions based on data findings and analysis. The analytical framework based on Rational Choice Theory stated that calculative judgment and self-interest as the independent variables which determine dependable variable i.e. joining in general cadres by applied/science/engineering graduates. The findings of the research questions validate the analytical framework. The causes of the trend have been summarized here. In addition, some policy implication for recruitment process and structural change of civil service has been discussed. Finally, space for further research and development has been proposed.

6.2 Summary of the Findings

Private sector is not developed and capable enough to attract applied science/engineering graduates. Job description in private sector is not good. Public policies are drafted by civil servants that attract applied science/engineering graduates to join in civil service.

Executive power, honour, prestige and other facilities are more in the general cadres. Almost all the general cadres are better than most of the technical/professional cadres in civil service. Family choice plays an important role for joining in general cadres. Candidates having close relatives as top level civil servants made a tremendous impact in choosing general cadres. It is found that civil servants have availability of personal time after office hours that influence their children to join in general cadres.

Applied science/engineering graduates are generally assessed in general cadres. Police cadres prefer EEE/CSE graduates because they use the latest technology for crime detection. Higher authority assigns challzenging task to them. Few applied science/engineering graduates become demotivated in general cadres due to lack of innovation and routine work.

Member of police cadres are most satisfied in civil service. General cadre jobs are mostly preferred but according to some respondents research/academic type job are more attractive than administrative job.

Civil service including the field administration and policy making position is getting advantage by adopting the applied science/engineering graduates. But the trend may cause wastage of skills and pubic fund. The trend will continue as long as quota system in secretariat exists. The recruitment policy should not bar the applied science/engineering graduates joining in general cadres.

6.3 Reliability of Theory and Research Question

Rational Choice Theory has been found accurate to explain the trend of applied/science engineering graduates joining in the general cadres in BCS. The main argument of RCT is human beings have an eternal impel for power, prestige, respect, approval and not for dollars only. The research found that the respondents joined general cadres quitting higher salaried private job or even quitting technical/professional cadres. The causes explained by the applied science/engineering graduates are exact with the variables derived from RCT. The research found real causes of research question i.e. 'why the applied science/engineering graduates are joining in the general cadres in BCS?'

6.4 Policy Implication

6.4.1 At present PSC recruits 27 BCS cadres through a single examination. The system is inefficient, time consuming and cannot produce best output. In the constitution of Bangladesh, provision is there to establish more than one PSC. It is recommended to establish:

> ➢ Bangladesh Public Service Commission (General).
> ➢ Bangladesh Public Service Commission (Technical/Professional).

The PSCs shall circulate in regular basis. The exam for general services, health services, engineering services or agricultural services or other technical/professional services should be taken separately emphasizing on academic skills. All PSCs should provide all the preliminary and written question papers in their online databases. Policy should be made that engineering graduates or agricultural graduates do not have to work under polytechnic or agricultural diploma holders.

6.4.2 **Separate BCS (Superior Service) cadre should be created for secretariat comprising all the competent cadre members.** The inequality between general and technical/professional cadres in the civil service should be eliminated. Personal traits may be important for field administrator but policy making should be merit based. Quota restriction in the secretariat should be abolished and be opened for all cadres through competitive exam. **BCS (ICT) cadre should be created in line with the vision of Digital Bangladesh.** Policy should ensure that every cadre can reach to grade 1 level. Housing, transport and other physical facility should be ensured for all carders.

6.4.3 It is recommended to prepare skill profile for ministries and clustering the ministries based on required skills like economics, engineering, agriculture, law, health or general administration. Members those are chosen among these clusters should be remained in the same group for their entire career.

6.4.4 The educational qualification for appearing BCS should be standardized. Minimum GPA should be 3:00 in S.S.C/H.S.C or equivalent level. Third division/class or equivalent GPA should not be allowed at any level. PSCs should follow GRE for quantitative skills and IELTS reading and writing module for English skills.

6.4.5 There is no rule to include a department in cadre service. For example, R&H department and LGED do similar type of work but R&H is in cadre service but LGED or WDB is not. Directorate of Cooperative is under cadre service but Directorate of Environment is not. Bangladesh Betar is in the cadre service but BTV is not. BCS cadre structure should be revised in regular interval and rational policy should be taken for structure of the civil service.

6.5 Space for further Research

During the study it is found that the percentage of applied science/engineering graduates is increasing day by day in general cadres. In contrast, percentage of arts, liberal arts, social science or commerce graduates is decreasing day by day. But the issue is out of the scope of the research and further research can be done on the issue.

Another important finding is that national university graduates are gradually diminishing from the general cadres. General Education cadre is out of the scope of the study and it is not possible to identify whether national university graduates are increasing or decreasing in general education cadre. The issue can be an interesting topic for further research.

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Annexure

Annex I

Table: Statistics about top ten meritorious candidates of 24th BCS

Serial No:	Name of the Successful applicant	Home District	Academic Qualification	Cadre selected
1.	Kazi Ehsanul Huq	Dhaka	B.Sc. Engg. (CSE)	Foreign Affairs
2.	Sayd Muntasir Mamun	Dhaka	B.A honours (Business Administration)	Foreign Affairs
3.	Md. Rafiqul Islam	Kushtia	B.Sc. honours (Zoology)	Administration
4.	Hasan Md. Tariq Rikabdar	Narsingdi	B.A honours (Political Science)	Customs and Excise
5.	Prity Rahman	Comilla	B.A. honours (English)	Foreign Affairs
6.	Md. Rasheduzzaman	Tangail	B.Sc. Engg. (Civil)	Foreign Affairs
7.	Md. Faruk Hossen	Satkhira	B.A. honours (English)	Foreign Affairs
8.	Md. Alimuzzaman	Khulna	B.Sc. honours (Farmacy)	Foreign Affairs
9.	Md. Moshiur Rahman Akand	Jamalpur	B.Sc. Engg. (Civil)	Roads and Highways
10.	Sabbir Ahmed	Pabna	B.A. honours (Sociology)	Administration

Source: PSC Annual Report, 2005

Annex II

Table: Statistics about top ten meritorious candidates of 25th BCS

Serial No:	Name of the Successful applicant	Home District	Academic Qualification	Cadre selected
1.	Deen Md. Emdadul Huq	Brahmanbaria	B.Sc. Engg. (EEE)	Foreign Affairs
2.	Md. Anisuzzaman	Thakurgaon	B.A (Pass Course)	Police
3.	Md. Shafiul Azam	Noakhali	B.Sc. Engg. (Civil)	Roads and Highways
4.	Kazi Ziaul Hasan	Barishal	B.A (Pass Course)	Foreign Affairs
5.	Md. Mojammel Huq	Kumilla	B.Sc. Engg. (Metallurgy)	Foreign Affairs
6.	Md. Sanuar Hossen	Manikganj	B.Sc. honours (Statistics)	Administration
7.	Md. Kamrul Hasan Talukdar	Bagerhat	B.Sc. honours (Agriculture)	Administration
8.	Md. Rafiqul Alam	Dhaka	B.S.S. honours (International Relations)	Foreign Affairs
9.	Md. Emdadul Islam Choudhury	Habiganj	B.A. honours (Law)	Foreign Affairs
10.	Md. Mafizul Islam	Brahmanbaria	B.Sc. Engg. (Civil)	Administration

Source: PSC Annual Report, 2006

Annex III

Table: Statistics about top ten meritorious candidates of 28th BCS

Serial No:	Registration No:	Home District	Academic Qualification	Cadre selected
1.	013684	Chandpur	MSS (Social Welfare)	Foreign Affairs
2.	065737	Munshiganj	B.Sc. Honours in Computer Science	Police
3.	018173	Comilla	B.Sc. Engg. (Civil)	Foreign Affairs
4.	056077	Laxmipur	MA (English)	Administration
5.	028863	Shariatpur	B.Sc. Engg. (CSE)	Foreign Affairs
6.	060886	Jhalkathi	B.Sc. Engg. (EEE)	Foreign Affairs
7.	010455	Dhaka	BSS Honours (Public Administration)	Foreign Affairs
8.	056379	Laxmipur	B.Sc. Engg. (Civil)	Foreign Affairs
9.	018489	Comilla	MBBS	Foreign Affairs
10.	064519	Rajshahi	B.Com (Finance)	Administration

Source: PSC Annual Report, 2010

Annex IV

Table: Statistics about top ten meritorious candidates of 29th BCS

Serial No:	Name of the Successful applicant	Home District	Academic Qualification	Cadre selected
1.	Md. Mahbubur Rahman	Bogra	M.A English	Foreign Affairs
2.	Nowrid Sharmin	Gazipur	MBA (Accounting)	Foreign Affairs
3.	Sanjida Yasmin	Dinajpur	MSS (Library and Information Science)	Administration
4.	Md. Abdul Wadud Akanda	Mymensingh	B.Sc. (Computer)	Foreign Affairs
5.	Fahmid Farhan	Dhaka	MSS (Economics)	Foreign Affairs
6.	A S M Jamshed Khondokar	Comilla	M.Sc. (Chemistry)	Administration
7.	Md. Khairul Bashar	Mymensingh	B.Sc. (Computer Science)	Foreign Affairs
8.	Md. Moniruzzaman	Barishal	BBA (Business Administration)	Foreign Affairs
9.	Md. Jobaer Hossen	Tangail	MBA (Marketing)	Foreign Affairs
10.	Faruk Ahmmed	Madaripur	MSS (Economics)	Administration

Source: PSC Annual Report, 2013

Annex V

Table: Statistics about top ten meritorious candidates of 30th BCS

Serial No:	Name of the Successful applicant	Home District	Academic Qualification	Cadre selected
1.	Sushanta Pal	Chittagong	B.Sc. (Computer)	Customs and Excise
2.	Farhana Hamid Tina	Pabna	MBBS	Health
3.	Sayed Shah Shad Andalib	Habiganj	BSS (Economics)	Foreign Affairs
4.	ASM Sayem	Barishal	B.Sc. in Genetic Engg.	Police
5.	Md. Golam Saklain	Rajshai	BSS (Sociology)	Police
6.	Md. Monoar Mokarrem	Brahmanbaria	BSS (Economics)	Foreign Affairs
7.	Md. Bashir	Chittagong	M.Sc. (Microbiology)	Customs and Excise
8.	Md. Reazul Islam	Barishal	MBA (Marketing)	Foreign Affairs
9.	Md. Bilal Hossain	Comilla	BA Honours (English)	Foreign Affairs
10.	Fazle Lohane Babu	Comilla	BA Honours (English)	Foreign Affairs

Source: PSC Annual Report, 2011

Annex VI

Table: Statistics about top ten meritorious candidates of 31st BCS

Serial No:	Name of the Successful applicant	Home District	Academic Qualification	Cadre selected
1.	Farhana Jahan Upoma	Dhaka	BBA (IBA)	Administration
2.	Md. Helaluddin Moni	Faridpur	MBA (IBA)	Police
3.	Md. Tarajul Islam	Rangpur	BSS (Social Welfare)	Foreign Affairs
4.	ANM Abujar Gifari	Nator	BA (English)	Administration
5.	Md. Mahbubur Rahman	Chandpur	BSS (Economics)	Foreign Affairs
6.	Shamima Yasmin	Jhinaidah	BSS (Public Administration)	Foreign Affairs
7.	Md. Baki Billah	Noakhali	BA (English)	Foreign Affairs
8.	Md. Yasin Kabir	Satkhira	BA (English)	Administration
9.	Md. Abdur Rahim Sujon	Gazipur	BSS (International Relations)	Administration
10.	Moumita Jinat	Comilla	B.Sc. (Veterinary Science)	Foreign Affairs

Source: PSC Annual Report, 2012

Annex VII

Table: Statistics about top ten meritorious candidates of 33rd BCS

Serial No:	Name of the Successful applicant	Home District	Academic Qualification	Cadre selected
1.	Ridwanul Islam	Dhaka	MSc. (Pharmacy)	Foreign Affairs
2.	Md. Morshedul Rahman Talukdar	Rangpur	MSS (Political Science)	Foreign Affairs
3.	Israt Jahan	Patuakhali	MSc. (Botany)	Foreign Affairs
4.	Md. Tanvir Hossen	Dhaka	BSc. Engg. (Civil)	Police
5.	Avijit Bisak	Sirajganj	BSc. Engg. (EEE)	Administration
6.	Md. Rejaul Islam	Pirojpur	BSS (Mass Communication & Journalism)	Foreign Affairs
7.	Md. Shoaib Abdullah	Chittagong	MSc. (Applied Statistics)	Police
8.	Abdul Karim	Shairiutpur	MSc. (Physics)	Foreign Affairs
9.	Md. Arafat Rahman	Barishal	MSS (International Relations)	Foreign Affairs
10.	Niaz Morshed	Barishal	B.Sc. Engg. (Mechanical)	Foreign Affairs

Source: PSC Annual Report, 2013

Annex VIII: General and Technical/Professional cadres in BCS.

Type	Name of the Cadre
General Cadres	01. BCS (Administration)
	02. BCS (Ansar)
	03. BCS (Audit & Accounts)
	04. BCS (Cooperative)
	05. BCS (Customs and Excise)
	06. BCS (Economic)
	07. BCS (Family Planning)
	08. BCS (Food)
	09. BCS (Foreign Affairs)
	10. BCS (Information)
	11. BCS (Police)
	12. BCS (Postal)
	13. BCS (Railway Transportation and Commercial)
	14. BCS (Tax)
	15. BCS (Trade)
Technical/Professional Cadres	01. BCS (Agriculture)
	02. BCS (Cooperative)
	03. BCS (Fisheries)
	04. BCS (Food)
	05. BCS (Forestry)
	06. BCS (General Education)
	07. BCS (Health)
	08. BCS (Information)
	09. BCS (Livestock)
	10. BCS (Public Health Engineering)
	11. BCS (Public Works)
	12. BCS (Railway Engineering)
	13. BCS (Roads & Highways)
	14. BCS (Statistics)
	15. BCS (Technical Education)
	16. BCS (Trade)

Source: BCS Recruitment Rules, 2014

Annex IX

Table: Revenue Budget of public Engineering and Agricultural Universities of Bangladesh (In BDT Crore)

Name of University	2008-09	2009-10	2010-11	2011-12	2012-13
Bangladesh University of Engineering and Technology	5025	5837	7530	8000	8180
Chittagong University of Engineering and Technology	1120	1348	1833	2057	2130
Rajshahi University of Engineering and Technology	1070	1260	1815	2052	2120
Khulna University of Engineering and Technology	1267	1570	2039	2278	2400
Dhaka University of Engineering and Technology	1015	1205	1675	1887	1935
Bangladesh Agricultural University	8059	9209	11579	12185	12460
Sher-e-Bangla Agricultural University	1455	1701	2400	2588	2828

Source: UGC Annual Report, 2013

Annex X

Interview Questionnaire

Interview No:_____

Key question: Preference for general cadres in Bangladesh Civil Service by applied science/engineering graduates.

(The information derived from the interview will be solely used for research purpose in the Masters program and strict confidentiality and anonymity will be maintained about the informant).

Name:

Academic Major: (write your base degree)

University:

Current position: BCS Batch:

Name of the Cadre in the BCS:

(Please read the following questions carefully and give as much information as possible and give reasons rather than stating simple 'yes' or 'no').

Question: 1. Being a graduate of applied science/engineering why did you choose BCS as a career? Please elaborate your answer.

Question: 2. Why did you join BCS general cadre despite the fact you come from applied science/engineering background? Please choose from the following options by ticking:
a. wide mobility, b. social prestige and profile, c. career prospect, d. father's preference, e. perceived power and prestige f. my personal ambition, g. accidental, h. none of these).

Question: 3. How many times did you apply in the BCS in the past just to join BCS general cadre?

Question: 4. Do you have any close relative in the civil service and who perhaps motivated you to join a general cadre? If it is 'yes' then please elaborate the position of your relative and in what way he motivated you? Please elaborate below:

Question: 5. Do you have any such belief that general cadre officials are better off than officers of technical/professional cadre? Please explain in favor of your argument.

Question: 6. As an applied science/engineering graduate how do you feel working in a general cadre position? Please elaborate in light of your major/ current job responsibility.

Question7. Have you ever felt that you find no interest in a job of general cadre and increasingly you are becoming disappointed and less motivated to your work? If the answer is 'yes' please explain what are the main causes of your demotivation.

Question:8. Do you feel that by joining a job of general cadre you have made a mistake and increasingly you feel that perhaps you could do much better if chosen the right career path?

If the answer is 'yes' please elaborate your answer.

Question: 9. Do you think that you could perhaps switch your job in near future if you do not ultimately find the general service rewarding and interesting?
If the answer is 'yes' then please elaborate.

Question: 10. What consequences in the public service and national development you can speculate if this trend of joining general cadre by the applied science/engineering graduates in the BCS continues in future? Please elaborate your argument.

Question: 11. Do you think that there should be a provision in future in the BCS Examination system that may bar applied science/engineering graduates to join BCS general cadres?
If your answer is 'yes' then please give reasons why?

Question: 12. Do you have any other argument to make which may unveil the actual reasons for candidates to choose a particular general cadre?