MOTIVATION AND DE-MOTIVATION OF FEMALE CIVIL SERVANTS:
A STUDY ON BANGLADESH CIVIL SERVICE ADMINISTRATION CADRE

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Dedicated to

My mother Mrs. Shamsunnahar Begum
who was the first teacher in my life.

Acknowledgements

Table of Contents

List of Tables

List of Figures and Charts

List of Abbreviations

AC	Assistant Commissioner
ADC	Additional Deputy Commissioner
Add. S	Additional Secretary
AS	Assistant Secretary
BCS	Bangladesh Civil Service
CS	Civil Service
DC	Deputy Commissioner
DS	Deputy Secretary
GOB	Government of Bangladesh
JS	Joint Secretary
Mo	Ministry of
MoPA	Ministry of Public Administration
PRSP	Poverty Reduction Strategy Paper
PSC	Public Service Commission
SAC	Senior Assistant Commissioner
SAS	Senior Assistant Secretary
SPSS	Statistical Package for the Social Sciences
UN	United Nations
UNO	Upazila Nirbahi Officer
WID	Women in Development

Abstract

Women cover half of the labor force of the country; however, represent only 14.48 percent positions in the Bangladesh public administration (MoPA & PSC, 2011). Women are not only under-represented in the Civil Service; but also tend to be concentrated in the bottom of the hierarchy (Public Administration Country Profile, United Nations, 2004:14). In Bangladesh, traditionally women were occupied with their gender roles such as cooking, cleaning, doing household works and baby caring in their families. Historically Civil Service was male oriented and it was only in 1982 when women entered into public administration for the first time in Bangladesh. Therefore, it may be argued that female civil servants may have more challenges in the job and there may be gender differences in motivational aspects of Civil Service. The study has taken an attempt to learn about female perception and views regarding their motivation and de-motivation for administrative service. A combination of Questionnaire Survey, Interview, Case Study and Observation methods has been used in the study. The study has two research questions: (i) what factors motivated female civil servants to join in BCS Administration cadre? and (ii) what factors motivate and/or de-motivate female civil servants when they work in BCS Administration cadre? Two main issues are considered to explain motivation for joining in administration: the motivating factors for joining public service rather than private service, and the motivating factors for choosing Administration Cadre rather than other Cadres. Based on the empirical evidences, the findings of the study suggest that family influence, job security, and power, status and social security of the job are the dominant motivational issues for choosing public service rather than private service. Besides, power, prestige and social status of the job, family influence, and desire to prove them competent and to serve mass people are the prime motivating factors for joining Administration Cadre rather than other Cadres. Again, more significant motivating factors towards the job, when they work in Administration, are job security, job characteristics, family influence, sense of achievement and career prospects. On the other hand, though the female civil servants' motivational level is high and de-motivational level is low, a range of factors lie behind their de-motivation. More obvious de-motivating factors for them are posting and transfer systems which make women separated from the family, negative attitudes of male colleagues, absence of suitable work environment, promotion uncertainty, non-fulfillment of expectation and family burden.

Chapter One

Introductory Discussion

1. Background and Context

The employment of women in different occupation (other than housekeeping) in Bangladesh is a recent phenomenon (Mahtab 1995:86). Therefore, the organizational rules, culture and environment were historically designed for men, not for women. Traditionally, women were occupied with their gender roles such as cooking, cleaning, doing household works and baby caring in their families. However, policy makers have realized the importance of women's participation in development works outside the home, and Bangladesh Government has taken many steps including making a legal framework to encourage women to participate in different jobs; and as a consequence, women are increasingly participating in different jobs outside the homes. The government has also recognized the value of involving women in administrative and policy making posts and has introduced a quota system in Bangladesh Civil Services (BCS) to ensure the equitable participation of women. In Bangladesh, men were serving in public administration for more than 200 years, although women have involved in the mainstream of administration from 1982 batch of BCS. Women of Bangladesh have now established themselves in the arena of public administration, which had traditionally been a male preserve. Therefore, is there any gender difference in motivational aspects for joining and continuing in Civil Service for men and women? Are the dynamics of motivation and de-motivation of women for joining and working in BCS Administration Cadre same as that of men? Are the office environment women friendly? Are the female civil servants comfortable with the administrative jobs? How are they playing the dual duties in both home and office, and how they reconcile their office works with their familial and social roles? What are the challenges in administrative jobs for a woman? What factors motivate or de-motivate them?

The study makes an attempt to find answer to these questions by investigating the motivating and de-motivating factors of female civil servants for joining and continuing in BCS Administration Cadre.

2. Statement of the Problem

2.1 Women's Under-representation and Concentration in the Bottom of the Hierarchy in BCS Administration Cadre

'In a democratic system power emanates from and rotates round the legislature, the Parliament, the government or the executive or Bureaucracy. Therefore, power centrifugates around Politics and Bureaucracy where only a few women so far could make their entry possible' (Huq et al 1995:ii). Women embody nearly a half of the country's human resources; however, women's visibility in the civil service is not satisfactory. Only 10 percent of Bangladesh Civil Services (BCS) and 14.48 percent of BCS Administration are represented by women (MoPA & PSC 2011[1]).

'In education sector, girls are increasingly encouraged to participate, and their enrolment in primary and secondary schools has significantly increased in the last decade. However, in spite of the fact that the women are increasingly encouraged and motivated to join the civil service, their presence in policy making positions is still low' (Jamil et al 2011:viii). 'Women are not only under-represented in the Civil Service; but also tend to be concentrated in the bottom of the hierarchy' (United Nations 2004:14). Despite Constitutional guarantees, Government's commitment for gender equality, and reservation for women in government services, women of Bangladesh are still lagging behind in representation in the public sector including BCS Administration Cadre.

2.2 The Administrative Efficiency is Questionable and Civil Servants' Motivational Level has to be Improved

Public administration of Bangladesh is widely criticized by intellectuals as ineffective, having low level of commitment and non-responsive. The administrative efficiency of Bangladesh is questionable (European Commission 2002-2006 cited in United Nations 2004:9). 'Bangladesh needs a civil service of high quality and integrity also for mobilizing and utilizing its domestic resources. This requires innovative ideas, serious effort, dedication, and efficiency. It can be argued that public administration in Bangladesh is rather gradually

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[1] Primary data are gathered from Ministry of Public Administration (MoPA) and Bangladesh Public Service Commission (PSC) and compiled the data including recruiting gazettes of different Batches and find out the rate of female participation in Civil Service and in BCS Administration Cadre.

drifting away from these desired qualities. Urgent reforms are therefore necessary so that these qualities can be restored and fostered' (Kim & Monem 2009:57). Moreover, female civil servants are perceived as incapable, having lack of dedication to the job and overburdened by the family affairs. Therefore, civil servants' capacity and motivational level have to be improved for the betterment of the country.

3. Objectives of the Study

The study has intended to know about factors that motivate and de-motivate female civil servants to join and continue in BCS Administrative service. The specific objectives are:

a) To identify major motivating factors of female civil servants for joining BCS Administration Cadre.
b) To find out dominant factor/factors of motivation and/or de-motivation of female civil servants working in BCS Administration Cadre.

4. Significance of the Study

The research on motivation and de-motivation of female members of Bangladesh Civil Service Administration Cadre can be considered significant at least for three reasons:

Firstly, this study is from gender perspective and there are few studies on gender ground in the arena of BCS and Public Administration. Women are still marginal in civil services and in administration. Women's advancement cannot be imagined without women's participation in policy and decision making positions. Having particular socio-cultural and familial structure and values, women may have some encouraging and discouraging factors to join and work in public administration. Therefore, *learning about female perception and view* regarding problems and prospects of women participation in civil service is very important. The study has taken an effort to bring out the viewpoints of those who have very infrequently been the subject of study. The study is significant because the study has explored the current trend of women's participation in public administration, and the factors motivate and de-motivate them in service.

Secondly, the study is of importance from good governance and capacity building perspective. According to Kim & Monem (2009:67), 'Capacity building is so very important in Bangladesh. The public sector capacity needs to be strong, productive and healthy. If it is weak then it would be like building a house on shaky foundations'. For building more productive, effective and responsive public sector and achieving better governance, motivational tool should be used. In organization, motivational studies are important for learning about the influential dynamics which increase positive attitudes of employees toward their works, and for taking necessary measures to motivate them, and even to make them proactive. *If an employee is complained against for inefficiencies, ineffectiveness, non-responsiveness, having low level of commitment and lack of dedication to his/her job, it simply indicates that the employee is not motivated enough to his/her work*. To address this problem and to make the employee motivated, at first, his/her needs and expectations should be identified; and secondly, by addressing those needs and fulfilling his/her expectations the employee can be motivated to be more active and responsive. 'Successful companies (and countries) will compete in the future based principally on the quality of both their technology and their human resources' (Thurow 1992 cited in Steers, Mowday & Shapiro 2004:383). A motivated workforce becomes a critical strategic asset in such competition.[2] Therefore, motivated civil servants are assets for a nation and essential for national development.

The level of motivation influences the employees in multidimensional ways. Many studies showed that motivation increases participation, job satisfaction and performance. The Government of Bangladesh has taken many necessary steps to increase women participation in government services including civil service and trying to mainstream women by involving them in decision making process. Therefore, for increasing their participation in civil service, at first we should learn what motivates them to the service. Scholars put forward the idea that there is a positive relationship between motivation and participation.

<div align="center">

Participation = function (Motivation) / *Ceterus-Paribus*

Participation α Motivation [positive relationship]

</div>

The performance of an employee is also the function of his/her ability and motivation towards his/her work. Many researchers found that, there is a positive relationship between motivation and employee performance. According to Porter and Lawler (1968: 17), ability and motivation relate to performance in a multiplicative manner.

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[2] The special issue of *Harvard Business Review* (January 2003) focused on the importance of employee motivation as a key strategic asset in competition and corporate performance (Steers, Mowday & Shapiro 2004:383).

$$\text{Performance} = f \text{ (ability X motivation)}$$
$$\text{Performance } \alpha \text{ motivation}$$

For the maximum utilization of 10 percent female workforce of the bureaucracy, we should know about their motivating factors. If we do not recognize their inspirational factors and their problematic issues for their works, and do not fully utilize their potentiality by addressing those factors, and do not motivate them towards their works, then ultimately *the state will be looser by underutilizing the one tenth of its civil servants*.

According to the New Public Management model, public sector has to follow the private sector management style and scientific office management system should be introduced to increase efficiency. So, it is needed to explore the stimulating and dispiriting factors of public sector employees by a systematic study.

Thirdly, the study has significance from democracy and participatory governance perspective. Some scholars think that participatory and better governance can be achieved by increasing women's participation in bureaucracy which is the key player for public policy formulation and execution in Bangladesh by means of improving their motivational level to join in public administration. As the European Network of Experts (1997:8) acknowledged that:

> A balanced representation of women and men at all levels of decision-making guarantees better government. Because of their history as a group, women have their own and unique perspective. They have different values and ideas and behave differently. Increased participation of women in decision-making will create a new culture and shed new light on how power should be exercised. Women attach great importance to the quality of contact between people [and] are less individualistic than men. (quoted in Kabir 2011:111-112)

Participatory bureaucracy can be ensured to encourage women in public administration by using motivational tool and *without participatory governance democracy is questionable*. 'In a democratic society, a public bureaucracy must serve the interest of the people it represents. A bureaucracy who truly represents all segments of the population can serve the interests of the people (emphasis added). By creating greater employment opportunities for those formerly and presently excluded from public employment, affirmative action policies increase the representativeness of bureaucracies. If the representativeness of bureaucracies is

increased, bureaucracies are more likely to serve the interests of the people' (Nigro 1976 quoted in Kabir 2011:113). Therefore, we should learn about the problems of women to join and work in civil service and the challenges of women to cope with the existing organizational culture, settings and environment, and should take steps to address the factors.

5. Unit of Analysis: Bangladesh Civil Service Administration Cadre
Why Only BCS Administration Cadre, not other Cadres?

This study has focused on the female officers of the BCS Administration Cadre rather than other Cadres such as BCS Education, BCS Health Cadre of Bangladesh Civil Service, because the number of females in general cadres or administrative posts are relatively smaller than the number in professional cadres[3]. Moreover, BCS Administration cadre has a different kind of job nature from the other general and professional cadres. This occupation has a high work volume with a combination of desk and field jobs, managerial and coordinating jobs. Officers belonging to this service have to do many challenging jobs like eviction, disinter, fixed court, mobile court, challenging enquiries, coordination among different departments, celebration of national days, collection of land taxes, maintaining law and order, carrying out fair public examination, holding national and local elections, and public policy formulation and execution. With this high work volume BCS Administration cadre plays a very vital role to run the machinery of state. The postings and transfer system of this profession is also different from other cadre or service. Officers after joining the service are transferred to different districts and Ministries. Therefore, officers including the women have to work in remote districts and Upazilas which is more challenging for women than men, given the socio cultural scenario of Bangladesh. In this service, there are some vital postings such as Upazila Nirbahi Officer (UNO), Deputy Commissioner (DC), Secretary at Ministries etc. which are very important to run the state. And there is a very strong chain of command in this profession. Moreover, this Cadre is directly related to policy formulation and execution. Therefore, *considering the unique characteristics of the Cadre and the importance of women participation in policy making process*, *the study has been done on Administration Cadre rather than the other cadres.*

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[3] In Bangladesh Civil Service (BCS), some cadres are professional or technical, such as BCS Health, BCS General Education, BCS Technical Education, BCS Economics, BCS Fisheries, and some cadres are general such as BCS Administration, BCS Foreign Affairs, BCS Police, BCS Food, BCS Customs, BCS Accounts and BCS Information etc. In fact, culturally Bangladeshi women and their families prefer professional or technical cadres as BCS Health, BCS General Education rather than administrative jobs.

What is the Policy Implication of the Study?

It is important to know about the factors influence women's motivation to join & work in civil service, because on the basis of the findings of this study, we can address those factors to encourage women and increase their number in civil service, and government and concerned stakeholders can take necessary effective measures to ensure the equal and equitable participation of women in public administration of Bangladesh. The policymaking level of the government is expected to know what bothers its female officers when they are interested to go up the career ladder. This study will help to identify the barriers of women to be motivated to join and work in civil service, and also help to take realistic measures to remove those obstacles, and promote them in service by giving required supports. From that point of view, this research has policy implication for government and concerned stakeholders.

Constitutional and legal mandates which are known as safeguards for women cannot ensure equal and equitable employment opportunity for women if their de-motivating factors are not addressed properly and motivating tools are not used to inspire them on the basis of the findings of a systematic study.

6. Research Questions

The research questions of the study are as follows:

1. What factors motivated female civil servants to join the Bangladesh Civil Service (BCS) Administration cadre?
2. What factors motivate and/or de-motivate female civil servants when they work in the BCS Administration cadre?

7. Operational Definitions and Related Issues

To make a clear understanding of the readers, the operational definitions and the related issues of the area under discussion are presented in the following sections:

Motivation: Motivation refers to "the contemporary (immediate) influences on the direction, vigor and persistence of action" (Atkinson 1964:2 cited in Steers, Mowday & Shapiro 2004:379). *In this study, 'the direction, vigor and persistence of action' refer to the attitudes towards joining and working in BCS Administration Cadre.*

Civil Servants: The people who work in Civil Service are known as civil servants. 'Civil service' includes all functionaries of the government excepting those in the military service (Government of Bangladesh, 1977). The civil service of Bangladesh has several features in the organization, composition and classification (Morshed 1997:77). Based on level of authority, responsibility, educational qualification and pay scale, the civil service vertically falls into four categories: class I, class II, class III and class IV. The class I officers have the highest power and prestige in civil service (Karim 2008:1). *This study has considered only the class I Cadre officers directly recruited through BCS Examination conducted by Bangladesh Public Service Commission[4] (PSC) and the officers who belong to BCS Administration Cadre of Civil Service and are promoted in different ranks of Administration after this kind of recruitment.*

Cadre: Some class I officers of Bangladesh Civil Service belong to the cadre services. Cadre service means the organization of civil servants in well defined groups, services or cadres. Cadre services are constituted under specific laws having a clear structure with a number of hierarchical positions. Cadre services have specific recruitment and promotion rules and the employees recruited by PSC through BCS examination. In contrast, non-cadre services are mostly based on posts and positions having no definite structure of mobility either horizontally or vertically. In Bangladesh, Cadre Service was first officially recognized in 1981 by formulating the Bangladesh Civil Service Recruitment Rules (Wahhab 2009:4). At present there are 28 cadres in Bangladesh Civil Service and these are divided into two broad categories, like general cadres and professional or technical cadres.

BCS Administration Cadre: BCS Administration belongs to the general cadre and this cadre basically runs the administration of the country. The entry level post of this cadre is

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[4] PSC is a constitutional body established in 1972 under Articles 137-141 of the Constitution of the People's Republic of Bangladesh. PSC is assigned to conduct examinations to select the right people for government recruitment. PSC can also give advice to the President regarding recruitment and promotion rules and some other selected issues of civil service. The President with the advice of the Prime Minister appoints the chairman and the members of PSC. At present PSC consists of a chairman and 14 members. For details visit www.**bpsc**.gov.bd

Assistant Secretary (AS). This cadre has a career path to go up of the hierarchy through promotion and the other positions after entry in the service. Along with ascending order of the ranks, the positions vertically go with Assistant Secretary (AS), Senior Assistant Secretary (SAS), Deputy Secretary (DS), Join Secretary (JS), Additional Secretary (Add S) and Secretary (S). In field level[5], the officers can be posted as Assistant Commissioner (AC), Senior Assistant Commissioner (SAC) and Deputy Commissioner (DC) based on the seniority, and executive magistracy power is vested upon them. DC works as a representative of central government and holds three designations in one chair. He works as the District Magistrate to oversee and control the law and order of the district, as the District Collector to collect the land development tax (LD tax) and manage the land related issues including record keeping of land, and finally works as the Deputy Commissioner to execute all government policy decisions in field level and to coordinate among different departments (subordinate offices of different Ministries in field level). The AC and SAC are subordinate officers of the DC. At Ministry level, the officers of the Cadre work for policy formulation and implementation. The cadre follows the *Weberian Characteristics* of bureaucracy including hierarchical structure and a very strong chain of command. The hierarchical structures both in Secretariat and in field are shown in the following section:

Hierarchy at Secretariat	Hierarchy at Field
Secretary	Divisional Commissioner (Joint Secretary/Additional Secretary)
Additional Secretary	Deputy Commissioner
Joint Secretary	Senior Assistant Commissioner
Deputy Secretary	Assistant Commissioner
Senior Assistant Secretary	
Assistant Secretary	
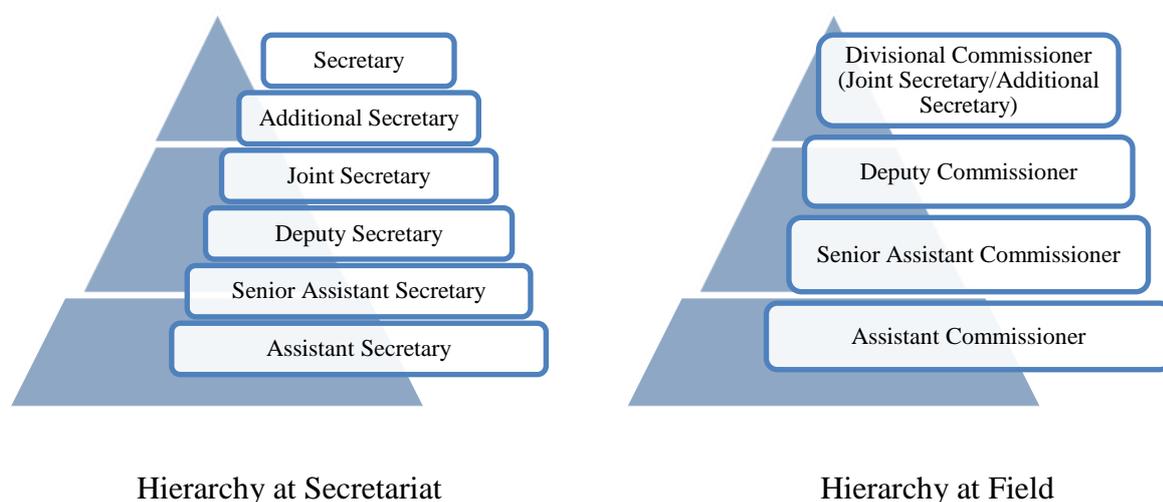
Figure 1.1: Hierarchical order of Administration

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[5] Field level includes Divisional level, District level and Upazila level. From field administration perspective, Bangladesh is divided into seven distinct geographical areas called Divisions to monitor, coordinate and supervise the implementations of policy decisions initiated by the government. The administrative unit that figures prominent in this country is called District. The basic unit of administration of the country is locally named as Upazila, field level functionaries of the development departments operate here at the grass-root level. There are 64 districts and 485 Upazilas in the country (MoPA Website, access on 7 February 2012)

8. Hypotheses of the Study

The study has two hypotheses, these are:

 # 1. Physiological need (salary) is not a significant motivating factor in case of female civil servants in Bangladesh context.

 # 2. Family Influence plays an important role for motivating women to join and to work in BCS Administration.

Logics for Choosing the First Hypotheses: According to the social system of Bangladesh, men are supposed to earn money and maintain the family expenses, and women are supposed to care the family members and children, and do all the household works. Therefore, women are generally free from financial liabilities of the family, and generally their male guardians (husband or father or brother) expend for their living— female civil servants may not exceptional from that. In fact, the spouse of a female officer is generally an employed person and bears the financial responsibility of the family. A female civil servant may share the financial expenses of the family, but she may not solely bear this. Thus, physiological need may not the prime need of female administrators. Another point is that, since females face status and esteem crisis in family and society, they may give importance on the issues which bring status and recognition— they may put lower focus on physiological need (salary).

Logics for Choosing the Second Hypotheses: Family bondage is very strong in Bangladesh and individual decisions are greatly influenced by the choice of family members. Moreover, family is more influential in case of women because patriarchal culture exists in the society and women are culturally guided by their male guardians. So, family Influence can play an important role for motivating women to join and work in BCS Administration.

9. Scope of the Study

The focus of the study is limited on the factors motivate or de-motivate female bureaucrats. The study has been done from gender perspective. It has taken an attempt to find out the dynamics that motivate and de-motivate female civil servants to join and work in BCS Administration Cadre. The scope of the study is limited on the female civil servants who belong to the different posts of BCS Administration cadre both in Secretariat and Field levels.

10. Research Design

This section articulates the methods and processes used in the research. Data collection technique and data processing systems are discussed in detail in the following sections.

10.1 Research Methodology

There are at least three points that should be borne in mind while choosing an appropriate research method, these are: answering to the research question, current state of knowledge and the nature of the variables involved in research (Bennett, 1983:85 cited on Aminuzzaman, 1991:34). *Considering these three matters, a combination of Questionnaire Survey, Interview, Case Study and Observation methods has been selected for this study. Selected four methods are the most suitable for the study considering the variables involved and for answering the research questions. Another objective for using triangulation is to make a cross examination to validate the data and building the credibility of the investigation.*

To reveal the features of motivation and de-motivation of female civil servants in case of joining and continuing in BCS Administration Cadre, a combination of Questionnaire Survey, Interview and Case Study methods can bring a comprehensive finding of the study. Gender differences in motivation in public sector in Bangladesh has not been not studied before, therefore, using Content Analysis of secondary sources is not applicable method for the study. The combination of the stated methods has been brought into play for this research to make use of the advantage of their respective strengths and to overcome their own limitations. Experience has established the fact that use of one single method in social research is not always enough to respond to the research need rather a combination of methods is more useful to bring desired level of methodological sophistication (Aminuzzaman, 1991:34).

The reason behind using survey method is that it is probably the best method available to the social scientists interested in collecting original data for purposes of describing a population too large to observe directly. Surveys are widely used to collect information and observation over time. Such longitudinal analysis enables the researchers to identify not only the variables which are related to each other but also how these relationships change over time

(Aminuzzaman, 1991:39). The interview method has been taken to gather clear idea about the topic through discussions with the relevant personnel. Case study has been used for in-depth learning of the phenomena. Observation method has been used to watch the overall fact, and in-depth observation of events with structured observation techniques is really very helpful to explain the issue.

Both qualitative and quantitative methods have been used in this study. The combined method has been employed to make a deliberate intervention to the study. Quantitative method has been used where data are available in the form of number. Alternatively, qualitative method has been used where data are not available in the form of number. Quantitative method often fails to capture information which can be generated from interviews, case studies and observations. Moreover, the study has aimed to know female civil servants' point of views; from this sense qualitative method is helpful. Qualitative approach offers scope for conversation between the researcher and respondents which creates opportunity to capture inner thought of the respondents. It also helps for direct understanding of participant's perspective. In other words, qualitative study allows in-depth analysis. On the other hand, quantitative method makes the data analysis easier and it helps to reduce the human errors. Therefore, the mixed method overcomes the respective disadvantages of qualitative and quantitative methods, and allows taking the benefits of each.

10.2 Sources of Data and Data Collection Technique

Data for the study have been collected from primary source through survey, interview, case study and observation methods. Data Collection Techniques have been expressed in the following table:

Table 1.1: Data Source and Data Collection Techniques

Data Source	Data Collection
Survey	- Collecting information according to designed questionnaire. Questions are both open ended & close ended.
Interview	- Taking interviews of selected 10 persons according to structured questions.
Case Study	- Presenting four cases to illustrate and analyze the fact.
Observation	- Observing the work condition, interpersonal relationships, nature of work and other motivating and de-motivating conditions.

10.3 Sample Size

A total of 60 respondents have been targeted for the survey. Respondents were distributed equally between the field level and the Ministry level officials. Besides, 10 key officers of different levels of the administrative ladder have been interviewed purposively to suit the study purpose. Four case studies have been included here for in-depth analysis of the situations. Two Senior Assistant Secretaries and two Additional Secretaries have been interviewed and presented as cases. The sample population of the study has the following combination:

Table 1.2: Sample size

Serial no.	Research Method	Sample Size
1	Questionnaire Survey	60
2	Interview	10
3	Case Studies	4
		Total = 74

10.4 Sampling Method

For interviews and case studies, respondents have been chosen purposively to suit the study objectives and to collect relevant data. For survey, Stratified Sampling Technique has been followed to suit purposes of the study. The strata have been created according to the different ranks of Administration, like group of Assistant Secretaries/Commissioners, group of Senior Assistant Secretaries/Commissioners, group of. Deputy Secretaries/Commissioners, group of Joint Secretaries, group of Additional Secretaries and group of Secretaries. Respondents have been chosen randomly from the strata (see the following Table 1.3). Since women are mostly concentrated at the lower levels of the administrative hierarchy and less in the upper ranks of the administration, the number of respondents taken from the upper levels is also less; and the higher the rank, the lower is the respondent number in survey. Therefore, the main portion of the universe has been taken from the bottom and mid ranks of the hierarchy. Strata wise Respondent Distribution for Survey has been shown in the following table:

Table 1.3: Strata wise Respondent Distribution for Survey

Strata according to Rank	Total Number of Women in the Rank (during the study[6])	Respondent Number
Secretary	3	1
Add Secretary	15	4
Joint Secretary	51	5
Deputy Secretary/ DC	169	10
Sr Ass Secretary/ ADC/ UNO/ SAC	347	19
Ass Secretary/ AC/AC Land	189	21
Total	774	60

10.5 Selection of Study Areas

The study includes both at the Ministry level and at the field level. The study is limited to female civil servants (who belong to BCS Administration Cadre) only working at different Ministries in Bangladesh Secretariat and at Different Districts and Upazilas in various positions. Ministries have been randomly selected on the basis of the importance in terms of key policy issues, the accessibility of the researcher and the density of the female officers. For time limitation, few questionnaires from Upazila and District levels have been collected through mail communication and the data in case of the Assistant Commissioner level have been collected from the trainee officers (who are posted in different Districts, and taking part in 'Law and Administration training') of BCS Administration Academy[7] and from Gazipur Districts. The Attached Department level of the Ministries has also been represented in interviews, survey and case studies. Two Districts, including Upazilas under the jurisdiction of these Districts have been physically visited for the purpose of data collection.

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[6] Data retrieved from the official website of Ministry of Public Administration (http://www.moestab.gov.bd) on 12.7.2011. See Chapter Two (page 28-32) for details.

[7] BCS Administration Academy is a leading training centre of BCS Administration Cadre and it provides the basic and essential trainings for the officers belong to this Cadre. The Academy is an attached department under the control of the Ministry of Public Administration. For more details visit http://www.bcsadminacademy.gov.bd
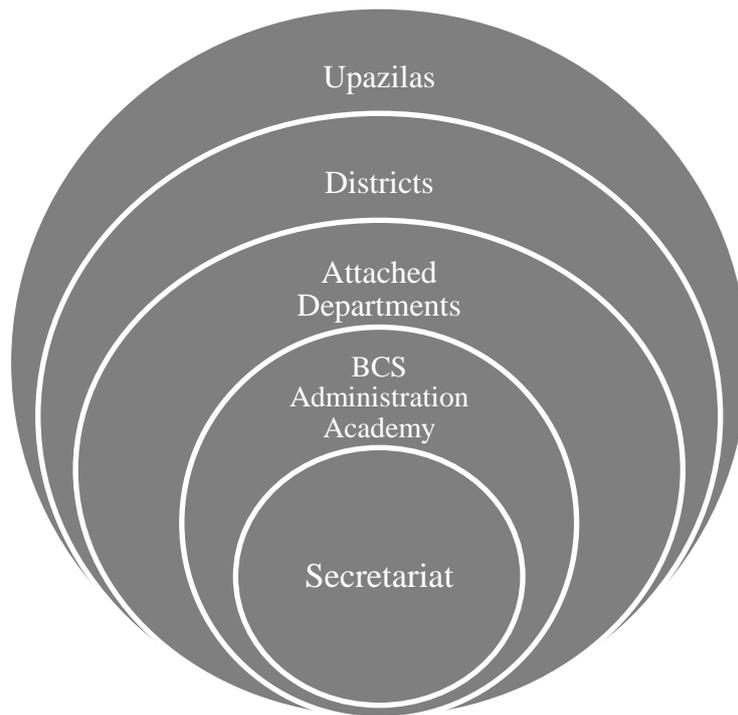
Figure 1.2: Areas of Data Collection

10.6 Reliability

'Reliability is a central concept in measurement which means consistency. Consistency may be meant over time (or stability) or internal consistency' (Punch 1998 quoted in Huque 2003:10). To achieve reliability, the study has included different ranks of administration, both the central level and the field level, and different age, batch and work experience of the respondents.

10.7 Questionnaire Design and Measuring Instrument

Questionnaire designed for the study contains both close ended and open ended questions. The questionnaire has two parts; one for respondents' basic information and another one for motivation related information. It was a four paged questionnaire having a total of 29 questions (annexure 1). To collect motivation related information, selected variables from the variable matrix and the analytical framework have been set as close ended option and some spaces have been put as open ended to give the scope to the respondents who have more variables but absent in the questionnaire; the intention behind the process is to gather as possible a complete picture of motivation and de-motivation. To measure the influence and

intensity of issues and factors of motivation and de-motivation, a 5 point Likert scale has been used where 1 is for lowest, 2 is for low, 3 is for moderate, 4 is for high and 5 is for highest; so, the more close to 5 means the greater the influence.

10.8 Data Validation

For validation of the data, a cross verification has been done among the findings on survey, interviews and case studies. Sometimes discussions have been made on the research topic with the respondents of the questionnaire survey by the researcher to know their views on the research issue, and it has been checked whether their views are reflected on the questionnaires filled by them or not. If not, the researcher has discussed with the respondent about the difference that the respondent made between her oral statements and filling up the questionnaire, and if necessary the researcher has made correction in the filled up questionnaire with the permission of the concern respondent. Most of the time the researcher has asked the questions of the questionnaire to respondents and explained if they have felt any difficulty to understand, and noted down her opinions and views. Sometimes the researcher has cross checked the answers of motivation related issues and the answers of de-motivation related issues to see whether there were linkages and logics between these two parts, because if any factor motivates someone, it cannot de-motivate the same person. And finally, the researcher was watchful about data validation and used cautious observation and checked the data whether these were reflecting the true facts and respondents' views or not.

After getting findings of the study by analyzing the data, another attempt has been taken to validate the data collected from the field. As all the respondents of the study are female officers, five male civil servants who worked or are working with female counterparts have been interviewed and asked for their opinions regarding the findings of the study.

10.9 Data Analysis Tools and Techniques

Statistical Package for the Social Sciences (SPSS) has been used for the analyzing collected quantitative data by means of Questionnaire Survey. Qualitative data have been processed and analyzed manually. Findings from the survey, interviews and case studies are analyzed by *triangulating* the detections. Observations are used to analyze the data findings.

11. Limitations of the Study

Every social research has some limitations, and nothing is perfect in Social Science as because everybody has a distinct view and argument. Time constraint is the prime limitation of this study. Another limitation is the busyness of the respondents to give more attentive time for filling up the questionnaire and answering the interview questions. Moreover, the social aspects which have been reflected in family, organizational culture and environment, only those have been studied here, all social aspects have not been considered in the study. And as the scope is limited on female civil servants who are working in public administration, the study is limited on only the motivating factor for joining and it has excluded the de-motivating factors for joining. Most importantly, motivation varies with individual characteristics, familial condition and a range of social and individual dynamics; however, this is a snapshot of current situation, and the study has taken attempt to identify only the most common and dominant motivating and de-motivating factors that are applicable for only female officers belonging to public administration of Bangladesh.

12. Organization of the Thesis

Two things have been considered in time of designing the structure of the thesis: offering a clear view to readers and making a strong linkage between the chapters with a sequential order. This thesis is composed of six chapters which have been presented in the following paragraphs:

Chapter One: Introductory Discussion

This chapter briefly discusses about the research context, research problem, significance of the study, research questions with operational definition of motivation, research objectives, scope of the study, methodologies used in this study with the logics of using selected methods, limitation of the study and structure of the thesis.

Chapter Two: Female Participation in Public Administration of Bangladesh: a brief Account

The purpose of this chapter is to introduce the readers with the issues of female participation in Public Administration in the socio-cultural context of Bangladesh. This chapter also makes

a historical overview of female participation in Civil Service, especially in Public Administration and analyzes the legal arrangements to encourage women participation, and finally it gives a current picture of women participation in Public Administration of Bangladesh according to the data collected from Ministry of Public Administration.

Chapter Three: Literature Review, Theoretical Concept and Analytical Framework

This chapter reviews relevant and available literatures on female participation in public administration in Bangladesh context, and also studies the literatures related to motivation. It also makes a conceptual discussion on motivation, discusses motivation theories, finds out the limitations of motivation theories for this study and finally draws an analytical framework for the study on the basis of grounded reality of the issue.

Chapter Four: Data Presentation

Data collected from the field through observation, case studies, in-depth interviews and questionnaire survey are briefly presented in this chapter. This chapter only presents collected data. Statistical technique SPSS has been applied to presented data.

Chapter Five: Findings on Motivation and De-motivation of Female Civil Servants

The goal of this chapter is to analyze data. It as well elaborately explains the findings of the analysis by triangulation of the results from case studies, in-depth interviews and questionnaire survey. The findings have also been explained by using observation tool. Respondents' motivating factors for joining in civil service, especially in Public Administration have been discussed here and identified the dominant factors. According to gathered data, motivation and de-motivation levels of the women working in different ranks of public administration in Bangladesh have been identified; and major motivating factors to join and continue, and the dominant de-motivating factors to work in BCS Administration Cadre have also been explored in this chapter.

Chapter Six: Main Findings and Conclusion

This chapter draws major findings of the research and makes concluding remarks of the study.

Chapter Two

Women Participation in Public Administration of Bangladesh: a brief Account

Introduction

Before stirring to draw an analytical framework on motivation and de-motivation of female administrators, it is needed to discuss about the issues related to the topic for a clear understanding of the fact. Therefore, the purpose of this chapter is to introduce the readers with the issues of women participation in Public Administration in the socio-cultural context of Bangladesh. This chapter makes a historical overview of women participation in the Bangladesh Civil Service, especially in Public Administration, and analyzes the legal arrangements to encourage women participation, and finally it gives a current picture of women representation in Public Administration of Bangladesh according to the data collected from Ministry of Public Administration.

Women cover nearly half of total labor force of the country but represent only 14.48 percent of administrative and 12.16 percent of technical (professional) posts of the Bangladesh Civil Service (MoPA & PSC 2011). Article 29 of the Constitution of Bangladesh ensures equal opportunity for all citizens without making any discrimination on the basis of only sex in case of employment in the service of the Republic, and puts provision for making special provision in favor of any backward section of citizens for the purpose of securing their adequate representation in the service of the Republic. Despite constitutional assurance of gender egalitarianism, women of Bangladesh are still backward section of citizens and they continue to the subject of discrimination in society. As a result, women's participation in administrative posts is greatly influenced by social values and norms regarding gender and national culture. The society values women mainly for their reproductive role and discourages productive roles. As women have lower status than men in society, women's access to powerful positions is seem to be limited in number. And their occupational choices are also narrower than that of men. However, Government of Bangladesh has realized the

importance of women participation in productive works and taken some policy decisions and special measures to ensure equitable female participation in the Bangladesh Civil Service.

1. Historical Overview of Women Participation in Civil Service

Pakistan separated from India as an independent state in 1947 and Bangladesh got independence from Pakistan in 1971. Therefore, the history of civil service and public administration of India and Pakistan is relevant to the history of Bangladesh bureaucracy. Indian Civil Service has inherited its bureaucratic structure and culture from colonial legacy. During British colonial period, women were disqualified for higher administrative posts. From 1947 the Constitution of India has allowed women to enter into the public sector including administrative service; however, government was empowered to demand the resignation of a female officer after marriage on the grounds of efficiency. This provision was present in Indian administrative service till 1971 (Swarup & Sinha 1991:16 cited in Kabir 2011:115). After independence in 1947, Pakistan promulgates equal employment opportunity for all citizens through 1956 and 1962 Constitutions; nevertheless, it was theoretical, and the real scenario was different. It was mentioned in the civil service recruitment rules that women will be considered only for audit and account services and income tax and postal services. Women were not allowed in Civil Service of Pakistan (CSP), Police Service of Pakistan (PSP) and Foreign Service of Pakistan (FSP) (Mahtab 1995:90). As Choudhury (1969:105) wrote:

> A CSP officer does not work only in the secretariat. He has to carry out the responsibilities of the chief executive of a District Magistrate and Deputy Commissioner. As such his major responsibilities included maintenance of peace and order of the District, recovery of taxes, social and economic development and adoption and implementation of various programs for the welfare of the people. These were very tough and risky jobs which a woman could not cope with. Besides, a CSP officer had to work on a contractual basis, from administration to executive jobs, from one department office to another department office, from center to province and from province to center. Since these jobs require an officer to be highly mobile to perform a variety of jobs, it was deemed that women would not be suitable to perform at field levels or in administrative cadres. (Quoted in Kabir 2011:119-120)

Even if any women could enter in any of civil services, she had to quit job after marriage or remarriage. So, 'there were only a handful of civil servants in education and health services before 1971. Women got entry into different branches of civil administration only after 1972 though the progress was very slow' (Khan quoted in Huq et al 1995:74).

In independent Bangladesh, since 1982 females are allowed to participate in BCS examination for the recruitment in all cadres including administration. Women recruitment in police cadre was banned for many years and it started from 18th BCS (Kashem et al 2002:35 cited in Kabir 2011:124-125).

Historically, women did not enter the mainstream civil service in Bangladesh before early eighties in Bangladesh**.** However, participation of women in Bangladesh Civil Services including administrative service has been increasing day by day, but it has not reached at expected level yet.

2. Existing Legal Arrangements for Women Participation in Bangladesh Civil Service

Since independence Bangladesh government has given importance on women participation and taken many necessary measures to encourage women to participate in public sector. To achieve this goal, equal opportunity for women regarding employment of the Republic has been recognized legally and various steps have been taken both in national and international levels to achieve equal participation of women in the mainstream of national development.

2.1 Constitutional Provision

Article 10, 11, 19, 27, 28 and 29 in the Constitution of Bangladesh (Government of Bangladesh 2008:5-15) declare the equal rights for both men and women, and there is a provision to take special measures for backward sections of citizens.

Article 19 of the Constitution states about the equality of opportunity. According to the article 19, the State shall endeavor to ensure equality of opportunity to all citizens [19(1)] and the State shall adopt effective measures to remove social and economic inequality between

man and woman and to ensure the equitable distribution of wealth among citizens, and of opportunities in order to attain a uniform level of economic development throughout the Republic [19(2)].

Article 27 declares that all citizens are equal before law and are entitled to equal protection of law. Again article 28 prohibits the discrimination on grounds of religion, sex, race, cast or place of birth [28(1)]. It gives direction that women shall have equal rights with men in all spheres of the State and of public life [28(2)]. No citizen shall, on grounds only of religion, race, caste, sex or place of birth be subjected to any disability, liability, restriction or condition with regard to access to any place of public entertainment or resort, or admission to any educational institution [28(3)]. Nothing in this article shall prevent the State from making special provision in favor of women or children or for the advancement of any backward section of citizens [28(4)].

Article 29 provides instruction for maintaining equality of opportunity in public employment. According to the article 29(1), there shall be equality of opportunity for all citizens in respect of employment in the service of the Republic. No citizen shall, on grounds only of religion, race, caste, sex or place of birth, be ineligible for, or discriminated against in respect of, any employment or office in the service of the Republic [29(2)]. Nothing in this article shall prevent the State from - (a) making special provision in favor of any backward section of citizens for the purpose of securing their adequate representation in the service of the Republic; (b) giving effect to any law which makes provision for reserving appointments relating to any religious or denominational institution to persons of that religion or denomination; reserving for members of one sex any class of employment or office on the ground that it is considered by its nature to be unsuited to members of the opposite sex [29(3)]. (Government of Bangladesh 2008:5-15)

Therefore, the constitution of Bangladesh assures equal employment opportunities for all citizens regardless of gender. It also instructs for taking special measures for backward sections of citizens.

2.2 The Women Development Policy, 2011

Bangladesh government has recently adopted the Women Development Policy. In first part of the policy document, women are recognized as the potential human resource in section 9, and for this reason, Government is giving emphasis on education for women to make them skilled human resource. Section 10 of the same part has discussed about the administrative empowerment of women and participation of women in decision making levels. In part two, section 16.3, 16.5, 16.6 and 16.12 have included the goals of ensuring economic, political, social, administrative and legal empowerment of women and equal participation in the mainstream of the socio-economic development, making all women educated and skilled human resource and establishing their equal rights in politics, all kind of jobs including administration, and all spheres of life. Again, section 26 has given emphasis on the employment of women, and to ensure it the Government has a policy direction to increase quota in all phase in the service including the entry level (26.2). The Government also has policy decisions to create necessary environment for entrance, continuation and upliftment in service (26.5) and to modify all relevant laws, rules and policies for achieving greater employment of women (26.6). Moreover, section 28 has a policy to improve, extend and introduce additional facilities like child care facility and day care center in workplace and so on to encourage women participation in economic activities and development works. (Government of Bangladesh 2011:11-19)

2.3 Gender Issues in MDG and PRSP

The Government has included the women development agendum in national poverty reduction plan which is known as 'Poverty Reduction Strategy Paper' (PRSP), and also in the Millennium Development Goals (MDG). 'Promoting gender equality and empowering women' is the third goal of Millennium Development Goals of Bangladesh.

2.4 Quota in Civil Service at Recruitment Level

In line with the constitutional provision, the reserved quota for women was introduced in Bangladesh in 1972, and it was revised in 1976 and fully operationalized after 1980. According to this provision, 10% of Civil Services are reserved for women. The quota distribution in Civil Service at present is shown in the following table:

Table 2.1: Quota system in Recruitment of Civil Service

Sl.	Distribution of Quota	Percentage	
1	Merit	---	45%
2	Freedom Fighters/ Offspring of Freedom Fighters	30%	55%
	Women	10%	
	Tribal People	5%	
	Others (Common People of the Districts)	10%	
	Total	55%	100%

(Source: Ministry of Public Administration, GOB, 2011)

Therefore, at present, 45 percent posts in Civil Service are recruited on the basis of merit at national level whereas the rest 55 percent are distributed to all of the 64 Districts according to their population size. Then the portion of a District is distributed to all the quotas of freedom fighters, tribal people, women and the general candidates (other than quotas) of that districts (Mia, 2010:257-261). Since the quota for women is not considered at national level, there is a debate among the scholars about the extent of benefits of the quota system. As Khan (1988:40) said, 'It must be noted that the quota system for women is not applied at the national level. Jobs are allocated on the basis of region and distribution of population of quota on that basis often deprives women benefiting from the system. It has been observed that in many cases though women have fared well in the recruitment test, as there was no female quota for the particular geographical area, the job eventually went to a less qualified male candidate'. 'Many positions reserved for women remained unfilled because of procedural faults. It has been suggested that in order to break the pattern of systematic discrimination, quotas should be replaced by numerical targets achievable within a specified time frame (Zafarullah 2000:203 quoted in Kabir 2008:49). Though there is a debate on the quota system, it is essential for few years to have that kind of positive discrimination to recover the past discriminations against women.

2.5 President Quota

Recently President Quota has been included to increase women participation in upper levels of administration such as Deputy Secretary, Joint Secretary and above positions, in addition

to the reserved quota in recruitment level. The President of the State can employ women in those positions. However, recruiting women by President Quota is also very limited in application.

2.6 Parliamentary Standing Committee

There is a Parliamentary Standing Committee to advice the government to take necessary measures for the advancement of women. The committee is also responsible for evaluating the women development programs of the nation from time to time and for making recommendations.

2.7 Institutional Arrangements

The Government has taken encouraging steps towards building institutional arrangements for women such as establishing of Ministry of Women and Children Affairs, National Council for Women's Development (NCWD) (which consists with 44 members from different Ministries and public representatives from the National Parliament, and the Prime Minister is the chair of the Council), Inter Ministerial Implementation and Evaluation Committee, WID (Women in Development) Focal points in different Ministries, WID Coordination Committee at District and Upazila Levels, Department of Women Affairs (DWA) and Jatiya Mahila Sangstha (JMS) are noticeable.

2.8 WID Focal Points in Ministries

There are WID (Women in Development) Focal Points in different Ministries responsible to work for the gender issues. There are 47 Focal Points in different Ministries and Agencies. Their job is to mainstream women's development in respective sectors (Jahan & Kabir 2006:163-164).

2.9 The Government Servant's Conduct Rules

Without women friendly environment in the office and gender sensitive behavior by the colleagues and bosses, it is difficult for women to adapt fully in the office and to be dedicated to their service. The rule 27a of *The Government Servant Conduct Rules, 1979* contains provision for initiating disciplinary action for improper and unbecoming behavior with women by their male colleagues. This provision is a safeguard for women in office environment.

2.10 Rules for Allowing both Husband and Wife to Work in the Same Place

Civil service is a transferable job and officers are frequently transferred from one place/posting to another place/posting. Specially in BCS Administration Cadre, just after joining in the service, all officers are attached in District level for taking 'On the Job Training' for at least two years according to the service rules, and even after two years it is very difficult to get posting in Secretariat level or in Dhaka or in the place where the family members of an officer live. There is rule to provide posting of an officer in a place where his/her spouse works, if the spouse of the officer is also a government officer; however it is not maintained in all cases.

2.11 Six Month Maternity Leave

The government has recently increased the maternity leave for female employees up to six months from the previous four months. It is really an appreciable deed. It is a further step towards promoting women in public service.

2.12 Commitment at International Level

The Government of Bangladesh has also declared its dedication to women's advancement and gender equality at the international level through its commitment to United Nation's (UN) Declarations. As part of the commitment, government has ratified the UN 'Convention on Elimination of All Forms of Discrimination against Women' (CEDAW) in 1984 and then has ratified 'Optional Protocol' on CEDAW in 2000. Bangladesh is also a signatory to the Beijing Declaration and endorsed its Platform for Action in 1995.

In fact, increasing global awareness and the pressure of the international organizations on gender issues have greatly influenced on women advancement in Bangladesh.

3. Gaps in Government Initiatives

3.1 Absence of Gender Sensitized Administrative Reforms

Till today, the government of Bangladesh constituted 18 Reform Commissions or Committees to improve the Civil Service and to move towards better governance. Many

reports had been prepared by those Commissions and Committees in different times. However, those reports were hardly gender sensitive and not assertive about female representation in bureaucracy. According to Centre for Policy Dialogue (2001:1):

> Mainstreaming women through gender specific policies is an acknowledged precondition for achieving meaningful development in any developing country like Bangladesh. Yet it is only recently that this issue has been recognized as such in the context of policy reforms in both administrative and local government arenas. *With respect to administrative reform, it can be said that gender issues have been totally neglected*. The recommendations of various commissions/ committees do not reflect any serious concern for mainstreaming women in the administrative process.

No reform report or Civil Service improvement effort has viewed the Civil Service from gender perspective and recognized the special needs of women in work environment. Therefore, motivating and de-motivating factors of women in Civil Service did not identified and addressed.

The administrative reforms should be gender sensitive, because traditionally there were only men in administrative jobs and women were visible in the job after 1982. Therefore, administrative rules, regulations, culture, people's perception and work environment may not ready for female employees which can de-motivate them towards the job. The women, who are in the service, must struggle to reconcile office works with their traditional gender roles in the family and society. Especially reconciliation between baby caring and office responsibilities is a great challenge for working civil servants without the facility of day care service. In this situation, it is difficult to be keen as well as effective in their jobs without the support of their family members. Female employees who have breast feeding children face a great problem during office hours leaving their children at home often compromising their safety, feeding and needed care in absence of Day Care Centers in their offices. It may be argued that dual responsibilities both in family and office have made their lives tougher and more challenging than their male counterparts. Besides, most of the cases, infrastructure and office environment are not suitable for women. There are residential problems in field level and transportation problem in Central level. Therefore, administrative reform should address the gender issues. Women expect cooperative behaviors from family, society and colleagues of their offices to prove themselves competent for working out of home. To prepare a *level playing field* for women, the Government and concern stake holders should take more steps to help women.

3.2 Lack of Gender Database in Ministry of Public Administration

There is no gender related database in Ministry of Public Administration-- it reflects that though government has taken different measures to involve women in Civil Service, however, Public Administration Ministry itself has so far no gender database available to evaluate the implementation level of the special measures taken to encourage women for participation in public sector, and the Government most probably reluctant to map the actual progress of women in terms of representation in Civil Service. As Aminuzzaman (2011:147) said, 'Ministries along with the Bangladesh Bureau of Statistics (BBS) should collect gender-disaggregated statistical information and data. It involves looking at data for individuals and breaking it down by the sex of the individuals. For gender analysis, all data should be separated by sex in order to allow differential impacts on women and men to be measured. Without disaggregated information, it is difficult or impossible to assess the different impacts of development activities on men and women.'

4. Present Status of Women in Public Administration of Bangladesh

Despite different measures taken by the Bangladesh Government, women's position is far behind from that of men in Administration till today-- social ignorance, superstition and unenthusiastic view are the major grounds for this situation. Society still determines women's roles in the household works and reproductive responsibilities. Therefore, women's competencies, potentialities and aptitudes are not valued properly; and national development is being hindered by keeping the half of its population back.

In Bangladesh, people are culturally very collective and family bondage is very strong there. Society is a matter for an individual, and social view on an issue influences individual's decision on that issue; generally expectation from society is reflected in individual life. Therefore, women's low participation in Administration is the consequence of the societal view regarding women.

Though the scenario is gradually changing, the tempo of women participation in outside employment is not satisfactory. Socio-cultural values and familial restriction create obstacles

for women to take higher studies for the requirement of civil service and to join in an exigent job like BCS Administration:

> Common reasons advanced officially for widespread absence of women from government services especially in civil administration are (i) women's disadvantaged situation in education and (ii) lack of interest on the part of women and their guardians to pursue a career in administrative service. ….family objection and women's own lack of interest may be interpreted as a consequence of social attitude and lack of appropriate facilities. Socially and familially, we still consider men's work much more important than women's work. As a result, work-space, work patterns are completely male oriented in our country. Special arrangements for women workers (for example, separate toilet, rest room, career women's hostels, day care centers etc.) are absent both in public and private sectors. Similarly, men are not mentally oriented to accept women as colleagues. All of these contribute to create a lack of interest among women and their guardians in participation in outside employment. (Khan 1995:82-83)

Therefore, social, familial and cultural factors hinder women to take higher education and to be ambitious enough to participate in civil service.

To know about the rate and state of women representation in public administration, primary data have been collected from the Ministry of Public Administration and these have been presented in the following sections. Among the different hierarchical ranks of BCS Administration cadre, only Secretary, Additional Secretary and Joint Secretary can participate in Public Policy formulation. The representation of women at Secretary level is shown below:

Table 2.2: Female Secretary at the time of the Study

Total number of Secretary	Female Secretary	%	Posting of the Female Secretaries
67	3	4.48	Secretary in charge, M/O Cultural Affairs
			Member, Privatization Commission
			Secretary, Statistics Division.

(Source: Official website of Ministry of Public Administration, GOB, retrieved on 24/02/2012)

In Bangladesh, Secretary is the highest post in public Administration. Table 2.2 reveals that there are only 3 Secretaries out of 67 posts (4.48%), and they are posted in comparatively soft Ministries which are not that much influential, challenging and powerful, and not related to core policy making and national decision making.

The participation of women at Additional Secretary level is also very low and it is only 5.7% (see Table 2.3). Out of 263, there are only 15 female Additional Secretaries and most of them are either attached or posted in soft-core ministries (which are not much related to core policy making).

Table 2.3: Female Additional Secretary at present time

Total number of Additional Secretary	Number of Female Additional Secretary	%	Posting of the Female Additional Secretaries
263	15	5.7	OSD, MoPA
			Attached to Mo Textile and Jute
			Member, Land Reform Board
			DG, Department of Social Service
			Attached to Mo Defense
			Project Director, Higher Education Quality Enhancement Project
			Registrar, Department of Cooperatives.
			ADG, Bureau of Manpower, Employment and Training
			Attached to Mo Housing and Public Works
			Attached to Mo Health and Family Welfare
			DG, NIPORT
			MDS, BPATC
			Department of Government Transport
			Attached to Local Government Division
			M/O Water Resources

(Source: Official website of Ministry of Public Administration, GOB, retrieved on 24/02/2012)

Women are also marginal in Joint Secretary, Deputy Secretary, Senior Assistant Secretary and Assistant Secretary levels. Out of 553, there are only 51 female Joint Secretaries (9.2%), and half of them (25) are OSD. Women representation in Deputy Secretary level, Senior Assistant Secretary level and Assistant Secretary level are 11%, 19% and 23% respectively. Among all the ranks of administration, the rate of female officers is highest in Assistant Secretary level which is the lowest rank in the hierarchical public administration in Bangladesh. The following chart (see Table 2.4) exhibits the rates of women's representation in different ranks of Administration:

Table 2.4: Women's Participation at Secretariat level

Designation (in descending order of the ranks)	Total number	Women	%
Secretary	65	3	4.6
Additional Secretary	123	7	5.7
Joint Secretary	553	51 (OSD 25)	9.2
Deputy Secretary	1540	169	11
Senior Assistant Secretary	1540	301	19
Assistant Secretary	810	189	23
Total	4,631	720	15.5

(Source: Official website of Ministry of Public Administration, GOB, retrieved on 12.7.2011)

The above table reveals that women are lower in upper positions and concentrated in lower positions. This means that the vast majority of women in the Civil Service have no say in either making or implementing policy. It may be for three reasons: women's late entrance in Civil Service, their perceived lower access in higher posts and the disadvantageous position of women to qualify the BCS examination. On the other hand, it can be said that, women participation is increasing day by day.

The following table (Table 2.5) provides information that there is also a minimal representation of female civil servants in field administration.

Table 2.5: Women's Participation at Field Level

Designation	Total number	Women	%
Deputy Commissioner (DC)	64	4	6.25
Additional Deputy Commissioner (ADC)	207	4	1.93
Upazila Nirbahi Officer (UNO)	443	46	10.4
Total	714	54	7.56

(Source: Official website of Ministry of Public Administration, GOB, retrieved on 12.7.2011)

The previous tables give information that though Bangladesh has sufficient legal and institutional arrangements after its independence, the rate of women in different hierarchies of public administration is not satisfactory. In an average, both in Secretariat and Field level, 14.48% posts of Bangladesh Public Administration are held by female officers (table 2.6).

Table 2.6: Women's Participation in Public Administration of Bangladesh

Women in Administration	Total number of the Civil Servants belonging to Administration Cadre	Women	%
Both in Secretariat and Field level	5345	774	14.48

(Source: Official website of Ministry of Public Administration, GOB, retrieved on 12.7.2011)

One major reason for the marginal presence of women may be the atypical nature of BCS Administration Cadre which may discourage women to participate in the service. The job nature of BCS Administration Cadre is relatively different from other jobs. Just after joining in this cadre as an Assistant Secretary, officers are posted in District level as probationers and they have to undertake a number of basic trainings- both on the job and of the job trainings. *According to existing rules, the officers are never posted in their home Districts*. Therefore, the entry level officers have to be separated from their family just after entrance in the service. Posting in remote places makes female officers detached from their children and family members and they naturally become frustrated. There is a government circular to provide postings for husband and wife together; however it is not maintained in all cases.

Women working in field level, especially who are posted in remote area, face different problems to stay there and work being separated from their family members, and even sometimes from their kids (Jahan 2010). After successfully completion of the rigorous trainings, officers are confirmed in the service after two years of the joining, and they get senior scale as first promotion in the job after completion of five years of service and become Senior Assistant Secretary. Generally, before getting Senior Assistant Secretary the officers cannot work at Secretariat level and it is difficult to make their posting where their family members live. In District level, Executive Magisterial power is vested to Assistant Secretaries and Senior Assistant Secretaries and they are named as Assistant (or Senior Assistant) Commissioner and Executive Magistrate. An Assistant (or Senior Assistant) Commissioner and Executive Magistrate has to do many challenging works like conducting Mobile Court, holding fixed court on preventive sections of Penal Code, litigating Certificate Cases, Eviction, Disinter, Law and order duties, conducting Public Examination, Election Duties, different types of inquiries, protocol duties, coordination among other district level offices, land litigation, land acquisition etc.[8] The profession of BCS Administration is a combination of desk and field jobs and has a high volume of works. Officers are frequently transferred in District and Upazila level all over the country. The posts of Assistant Commissioner Land (AC Land) and Upazila Nirbahi Officer (UNO), Additional Deputy Commissioner (ADC) and Deputy Commissioner (DC) in field level[9] are very challenging in terms of coordination among other departments, managing political people, handling public and high dimensions of works both inside and outside the office. Therefore, having the particular socio-cultural and familial pattern, women may face some challenges to do these particular works in BCS Administration.

In the face of many obstacles, women who have established themselves as the proud members of Bangladesh Civil Service, it is generally claimed by them that they are not always valued properly in the service. Women friendly environment is absent in many

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[8] For more details please read Appendix T of '*Jonoproshasone Nari: BCS Proshason Cadre er Mohila Odhikarikgoner Somossa o Somvabona* (Women in Public Administration: Problems and Prospects of female holders of BCS Administration Cadre)' by Zishan Ara Arafunnesa

[9] Field level includes Divisional level, District level and Upazila level. From field administration perspective, Bangladesh is divided into seven distinct geographical areas called Divisions to monitor, coordinate and supervise the implementations of policy decisions initiated by the government. The administrative unit that figures prominent in this country is called District. The basic unit of administration of the country is locally named as Upazila, field level functionaries of the development departments operate here at the grass-root level. There are 64 districts and 485 Upazilas in the country (MoPA Website, access on 7 February 2012)

offices. There is a Power Distance between male and female in national culture of Bangladesh. Naturally, societal view can reflect on Administration and can make the cultural apathy to give promotion women in civil service and to make entrance in key decision making positions. Due to the majority of male personnel in administration, promotion and decision making may be dominated by males— and that may be another cause resulting in under-representation of women in upper ranks of administration.

Summary of the Chapter

Historically, the jobs of Bangladesh Public Administration were occupied by only men for more than 200 years, however, women were not allowed there before 1982. There are many legal arrangements and mechanisms including Constitutional mandate to enhance women participation in civil services of the Republic, however, data collected from Ministry of Public Administration show that the rates of female civil servants in different ranks of administration are not satisfactory yet.

Chapter Three

Literature Review, Theoretical Concept and Analytical Framework

Introduction

Before embarking to the study, reviewing the existing literatures related to the research topic and draw an analytical framework of the study is essential. This chapter reviews relevant and available literatures, discusses applicable theories, finds out the limitations of motivation theories for using a single theory or selecting relevant two/three theories for the study, identifies related variables from real life experience and through theory triangulation to explain the phenomena and provides logical arguments for identifying those variables, and finally draws an analytical framework for the study on the basis of the grounded reality of the issue.

1. Literature Review

Mainly two types of literature have been reviewed in line with the key issues of the research topic. To understand the gender issues in public administration relevant and available literatures have been reviewed, and to have a handle on the dynamics of motivation and de-motivation, motivation related literatures have been reviewed, and especially motivational studies on public sectors and on Bangladesh context have been given importance in time of selection the literatures.

1.1 Literatures Related to Women in Public Administration

Salma Khan (1995:71-85) collected primary data on the number of women in different Ministries and different positions of administration and she showed that women are under-represented in those areas. She argued that despite constitutional assurance and different measures taken by the government including quota system introduction, women participation

in bureaucracy is still very low. Khan statistically revealed that development planning and policy formulation in Bangladesh is essentially administered and controlled by men.

Nazmunnessa Mahtab (1995:86-99) discussed the status of women in Bangladesh and the position of women in education, in labor force and in civil services. She also demonstrated that women were duly accepted in certain cadres like BCS Health, BCS Education considering their dual and balancing duties in office and home.

Nilufar Begum (1995:100-108) argued for special training and facilities for women in civil service. She pointed out the temperament of the society in Bangladesh and mentioned women's subordinate status in family and society in that patriarchal society. She suggested special training on the art of public speaking to remove the shyness and hesitation which are inherited from the culture of the society and training course on personality development, leadership quality and physical fitness to make them competent and professional for civil service.

Momen et al. (2001:i) studied 'the employment status of women in the service of the Republic in terms of women's participation in decision making and influencing policy making in the public sector of Bangladesh'. This study is carried out on Class-1 female officers who belong to Grade 1 to Grade 9 of the National Pay Scale. It covered both cadre and non-cadre services and included different cadres with wide range of positions from entry level to top level. Both primary and secondary source of information is used for the study, and the questionnaire survey as well as the informal interview methods was applied for the study. The study found that discrimination against women as decision makers is on the decline.

Jahan and Kabir (2006:155-170) analyzed the global influence on advancement of women in Bangladesh. In the effort to eliminate discrimination against women, during the last three decades of the twentieth century, the United Nations (UN) has taken a number of steps to enhance women's status, roles and rights. They reviewed the various attempts made by the UN and highlighted the policy and programme initiatives of the Bangladesh Government in promoting women's advancement and development.

Jahan (2007:41-72) worked on 'Gender Mainstreaming in Bangladesh Civil Service: Prospects and Constraints' and found that gender streaming in BCS has already found a place in policy agenda of Bangladesh, however, female participation in Civil Service has not reached at the desired stage so far. The role of female officers in policy formulation or in influencing the policy is very small. She identified some reasons behind the inadequate participation of women in BCS such as transferable nature of the job and posting in remote areas, family responsibilities, lack of child care facilities in office, non-cooperation of male colleagues and family members, absence of appropriate and supportive environment in work place such as absence of day care center, unavailability of individual room in which to work, lack of separate toilet and rest room facilities, inadequate residential and transport facilities, superiority complexes and negative attitudes of male colleagues, lack of security and consequences of social backwardness.

Kabir and Jahan (2007:2-17) discussed the position of women in BCS and reasons for their under-representation in their paper 'Women representation in bureaucracy: A study on Bangladesh'. Prevailing socio-cultural norms, contradictory policies and laws with regard to employment of women, tokenism, and historical imbalances in educational opportunities with regard to genders are identified as some of the contributing factors to the under-representation of women in Bangladesh public sector.

Kabir (2007:59-74) studied on Indian women's political and administrative quota using the secondary sources that mainly include review of books, journals and research reports. She came up with the findings that 'without affirmative action women's representation in legislatures and local governance remains negligible. It is very much true in the case of India because there is no quota for women in entering in the civil service. Therefore, the participation of the women in the civil service is very low if we compare it to other develop/developing countries of the world. Women's position in Lok Savha and Rajya Savha are also same like the condition of women in the civil service as they don't have any special reservation for women in this regard. But in the case of local government the situation of women in India is totally different. Reservation of seats for women in local bodies has shown that it has tremendous implications, not merely in terms of the number of women entering the public arena and holding public office, but also interms of the social, economic and political impact that these reservations have had for the total system.'

Kabir (2008:41-54) also studied about women participation in Bangladesh Civil Service. She collected primary data from Ministry of Establishment (now the Ministry is named as Ministry of Public Administration) and showed the marginal presence of women in different levels of administration as well as in different Ministries. According to the article, women are severely under-represented at higher levels of public administration comparing to men. Meanwhile, women are likely to be well represented in redistributive agencies, such as the Health and Family Welfare Ministry, Cultural Affairs Ministry, Women and Children Ministry, Primary and Mass Education Ministry and Fisheries and Livestock Ministry, whereas they are extremely under-represented in regulatory and distributive agencies like the Liberation War Affairs Ministry, Youth and Sports Ministry etc. The author also discussed about the reasons of under-representation of women in civil service of Bangladesh. The writer categorized the barriers of women participation in civil service into two main types: personal and attitudinal barriers, and organizational and functional barriers.

Karim (2008) in his paper presented the state of women in Bangladesh Civil Service recruited through BCS Examination conducted by Bangladesh Public Service Commission (BPSC). In particular, he discussed about the structural, institutional and operational factors responsible for under-representation of women in civil service. Finally, he provided a set of policy recommendations for reducing the vulnerability and challenges confronted by women during selection of civil servants. The paper was based on key informant interview, review of official documents and reports.

Afroz (2010:i-ii) performed a research on effect of organizational governance on women's participation in decision making. 'Research findings shows that since women have considerable experience in balancing their work and family lives and in catering to the demands of their husbands' careers, organizational policy is an important element which helps to develop a culture within the organization to encourage women at work. People come into the organization with their own values, attitudes and preferences. Organizational forms, structures, norms and values also help to shape the behavior and attitudes of people. Female employees emphasize the supportiveness dimension of their organizational cultures and will value support from their colleagues, especially for child care'.

Jahan (2010) did a research on problems of working women civil servants of Bangladesh at the field level. The study revealed that the women working in the field are in disadvantageous

position compared to their male colleagues as well as compared to the officials of head offices. Though women civil servants are part of very powerful, respected and sometimes feared organizations; because of their gender identity they have to bear most of the problems those other women in the society experience. According to this study, dual responsibility of job and household chore (95%), housing (84%), safety at duty station (67%) and uncongenial working environment (47%) were the major problems being faced by women at the field. In addition to difficulties, there are some common barriers that seriously inhibit women to carry out duties spontaneously. The results revealed that one of the major problems is the negative attitude towards them from the community, colleagues and the authority. Society perceived women as soft and not fit for taking challenges. Respondents noted that they have to face sexist comments, even threats of stigma. Their ability as civil servants is constantly put in question, and they have to put extra effort to prove their competence. The reasons behind most of the problems they face are: male domination, patriarchal mentality and perceived lower social status of women. Other problems are related to conservative view, lack of education among people and underdevelopment of the country. Consequences of these problems are: reduced performance, mental and physical stress, problem in the family, negative effect on children, disturbance in family life, impaired career development and weakened initiative and innovativeness.

A workshop was held on "Women in the Bangladesh Civil Service: Addressing Career Development and Improved Service Delivery", in Dhaka at the Bangladesh Institute of Administration and Management (BIAM), on 20 April, 2010 organized by the Ministry of Establishment and its Civil Service Change Management Program (CSCMP). The workshop was designed to assess the opportunities for forming Women's Civil Service Network and gender guidelines and other methods of professional development for women in the Bangladesh Civil Service, to increase the representation of women in the service and to provide better service delivery to all, male and female, citizens of Bangladesh (UNDP, MoE & CSCMP:2010). The participants of the workshop were requested to discuss what formal and informal measures discourage women in joining or remaining in the BCS and why. Their opinion was summarized in the report made by CSCMP. Female civil servants said that the things that persuade them against remaining in the BCS are lack of logistical supports to contribute to challenges in performing one's job to the best of her abilities, transfers to different districts away from the home district which causes separation with family, promotion uncertainty, limitations in infrastructure and office facilities like day care service

and bathroom facility, poor salary structure and absence of proper evaluation and recognition. They suggested for introducing quota system for promotion and training, bringing in performance based evaluation, establishing a Career Planning Cell, providing suitable posting for women, properly enforcing of the laws and regulations related to gender issues, increasing salary and taking more gender sensitive initiatives.

Arafunnesa (2011) studied on the prospects and the problems of female officers in public administration and found that women are doing the administrative jobs successfully, however, there are some problems for female officers. She categorized the problems into four broad groups: work environment related problems, non-cooperation from male colleagues, familial problems and problems related to mindset. She found in questionnaire survey that transfer without considering the familial condition and inappropriate residential facility are the two major problems in work environment, and caring for children without having day care service is the greatest problem for female administrator.

1.2 Literatures Related to Motivation

There are plenty of studies on Motivation, however, few studies have been done on public sector and there is no study on female civil servants.

Huston (2000) studied about public service motivation and made a comparative study between two groups of employees: public sector and private sector. He statistically found that public sector employees are motivated by work motivation than pay, prestige, status and power in comparison to private sector employees.

Islam (2002) carried out a study on the motivation of the public sector officials of Bangladesh. He included 102 respondents serving at various levels (assistant secretary to joint secretary and equivalent) in his study. His research hypothesis was motivation and productivity is positively correlated and increased motivation contributes to improved individual performance and productivity. The study result revealed that the hypothesis is true and the motivation has the potentiality to reinforce positive behavior and to weaken negative behavior.

Yavuz (2004) conducted a research titled as 'The Use of Non-monetary Incentives as a Motivational Tool; A Survey Study in a Public Organization in Turkey'. She collected primary data through survey. The findings suggested that the public sector employees value the non-monitory incentives as much as the monitory incentives. The survey study revealed that the non-monitory incentives have the potentials to increase the motivation of the personnel of the public organization.

Meyer et al (2011) 'approached the rapidly expanding research on Public Service Motivation (PSM) employing an institutional prism, and questions, based on an executive survey in Austria, the assumption that high PSM is associated with the traditional ethos and social identity. They presented empirical evidence that a legalistic-bureaucratic logic neither supports high attraction to policy-making nor a high level of compassion. A managerial orientation, on the other hand, entails significantly higher scores on these two dimensions as well as on overall PSM' (Meyer et al 2011:2).

Miner (2005) in the book 'Organizational Behavior 1: Essential Theories of Motivation and Leadership' discussed about different kinds of theories, especially elaborated notable theories of motivation such as the Social Psychology and Personality theory, the Achievement Motivation theory, the Motivation-Hygiene theory, the Job Characteristics theory, the Expectancy theory, the Equity theory, the Goal Setting theory and so on.

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

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

UNDP working paper (2006) suggested three main strategies and tools to stimulate better performance in public sector, these are: reducing distortionary incentives by aligning aid around the National Pay Reform, reducing de-motivation and valuing non-material incentives for public service performance, and conditional cash transfer to strengthen demand.

Moynihan and Panday (2007) did a study on the role of organizations in fostering public service motivation. This study tested *Perry's theory on formative role of socio-historical context* based on responses of a national survey of the USA. The findings supported the role of socio-historical context, showing that public service motivation is strongly and positively related to educational level and membership in professional organizations. The result also underscored the significant influence of organizational institutions, indicating that red tape and length of organizational membership are negatively related to public service motivation (PSM), whereas hierarchical authority and reform efforts have a positive relationship. Therefore, public organizations have both an opportunity and a responsibility to create an environment that allows employees to feel they are contributing to the public goods.

Karim (2009) studied on 'Enhancing Performance through Motivation: A Study of Bangladesh Civil Service' and made a questionnaire survey on 84 respondents of different rank status of 28 cadres of BCS. This study identified some motivational factors and factors responsible for poor performance and found that career promotion is a significant motivator and 86 percent respondents feel de-motivated in the service for different reasons.

Debnath, Barmon and Biswas (2011) studied on motivation of Civil Servants in Bangladesh and they made a comparative study of Technical Cadres and Administrative Cadres. They collected primary data from the Cadre officers. 'The findings of the study indicated that the officers of administrative cadres were significantly more motivated than their colleagues from technical Cadres. The result also suggested that there was a significant positive influence of motivation on performance. Personal factors such as experience, education, and

income had no significance influence on motivation rather working condition, promotion facility, participation in decision making and recognition had been perceived as the prime sources of motivation for the technical cadre officers. On the other hand, salary, open communication with boss and training facility had been considered as the great motivating factors for the administrative cadre officers. Poor salary, lack of fair promotional opportunity, status and bad working conditions were the major causes for lower motivation of technical cadre officers' (Debnath, Barmon & Biswas 2011:1).

Hossain (2011) undertook a research on motivational status of subordinate police officers of Dhaka metropolitan police. Based on the empirical evidences, the findings of the study indicate that there are several factors influence the motivation such as salary and incentive structure, quality of offered health care service, ration and uniform, and flexible attitude to allow leave.

Joshi (2011) made a study on 'Career Advancement of Nepalese Female Civil Employees: A Motivational Perspective'. She took in-depth interview of ten female Nepalese civil servants in her study and found that women have the self-confidence, educational background, and years of experience to pursue upper-level administrative positions. Women were found self-fulfilled in their current positions and felt they achieved or exceeded their career goals.

2. Main Interference Drawn from the Literature Review:

Main interference drawn from the reviewed literatures has been given below:

2.1 Interference from the Literatures Related to Women in Public Administration:

➢ Gender mainstreaming in BCS has already been found a place in policy agenda of Bangladesh; however, women participation in bureaucracy is still very low. Discrimination against women as decision makers is on the decline in Bangladesh.

➢ There are mainly four types of problems in women participation in Bangladesh, these are: work environment related problems, non-cooperation from male colleagues, familial problems and problems related to mindset. The specific reasons behind the inadequate participation of women in BCS are transferable nature of the job and posting in remote areas, family responsibilities, lack of child care facilities in office, non-cooperation of male

colleagues and family members, absence of appropriate and supportive environment in work place such as absence of day care center, unavailability of individual room in which to work, lack of separate toilet and rest room facilities, inadequate residential and transport facilities, superiority complexes and negative attitudes of male colleagues, lack of security and consequences of social backwardness.

➢ Female officers need special training on the art of public speaking to remove the shyness and hesitation which are inherited from the culture of the society and training course on personality development, leadership quality and physical fitness to be competent and professional for civil service.

➢ The increasing global awareness on gender issues has influenced Bangladesh a lot and the Bangladesh Government has taken many necessary initiatives for advancement and development of women.

2.2 Interference from the Literatures Related to Motivation

➢ Motivation and productivity is positively correlated and increased motivation contributes to improved individual performance and productivity.

➢ Motivating factors varies from private sector to public sector.

➢ The non-monitory incentives have the potentials to increase the motivation of the personnel of the public organization.

➢ There are many de-motivating factors for civil servants of Bangladesh and majority of civil servants feel de-motivated to the service for different reasons, and de-motivating factors are strong enough to subdue motivating factors.

➢ The officers of Administrative cadre were significantly more motivated than their colleagues from technical Cadres.

➢ Career promotion and job security are considered as the most important motivating factors to join BCS. The status and power is another significant motivating factor whereas politicization and corruption are de-motivating factors. Salary is no longer an attraction to join BCS because the salary is too low. The most interestingly, despite existence of various de-motivating factors, meritorious and bright students are still attracted to civil service.

3. Justification of the Study

Though there are plenty of researches on motivation issue, very little works have been done on motivation in Bangladesh perspective. Motivation in Western & Eastern societies may not be the same, because the culture is not the same. Therefore, it is considered necessary to make studies in Bangladesh perspective. Moreover, the studies on motivation basically have focused on the private sector, not much on the public sector. Since the job natures, salary and power structures, and office environment of public sector and private sector are different, motivating and de-motivating factors for these two sectors may be different. Therefore, we should know about the factors encourage or discourage the public sector employees to address them.

Three studies (Islam:2002, Jahan:2006 & Karim:2009) have focused on motivational perspective of civil servants of Bangladesh, but these studies did not focus on gender issues. Since the gender roles for men and women are different in family and society, and women participated in civil service later than men, there may be gender differences in the motivation of male and female public employees. Moreover, since women are still a minority in civil services compared to men, a congenial work environment must be created in order to make space for women, and for this reason we should know their viewpoint about their encouraging factors and problematic issues in the service. Therefore, *the absence of motivational studies from gender in Bangladesh perspective has created space for this study.*

4. Concept of Motivation

Motivation is a force created by a situation which makes a concerned person satisfied or dissatisfied, and influences to show a certain (positive or negative) response or attitude in that situation. Motivation is generally known as influence on behavior and attitudes towards actions (job). Motivation is the main driving force by which humans achieve their targets. Motivation depends on many intrinsic and extrinsic factors. According to various theories, motivation may be rooted in basic needs of human. 'Motivation has to do with a set of independent/ dependent variable relationships that explain the direction, amplitude, and persistence of an individual's behavior, holding constant the effects of aptitude, skill, and understanding of the task, and the constraints operating in the environment' (Campbell & Pritchard, 1976: 63–130 cited in Steers, Mowday & Shapiro, 2004: 379).

5. Major Theories of Motivation

Abraham Maslow developed 'The Hierarchy of Needs theory' in 1943 in which basic, lower-level needs such as physiological requirements and safety must be satisfied before higher-level needs such as self-fulfillment are pursued. In this hierarchical model, when a need is mostly satisfied it no longer motivates and the next higher need takes its place (Abraham Maslow: online). Maslow's hierarchy of needs is shown in the following diagram:

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              Self-Actualization
               Esteem Needs
               Social Needs
              Safety Needs
           Physiological Needs
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Figure 3.1: Maslow's Hierarchy of Needs

Frederick Herzberg's (1959) 'Two-factor theory' of intrinsic and extrinsic motivation concludes that the two type of factors (Hygiene factors & Growth/Motivating factors) in the workplace result in employee motivation. Herzberg suggested that the sets of circumstances that make people unsatisfied at work (hygiene factors) are a different set from the sets of circumstances that make people satisfied (motivating factors). This was the result of interviews he conducted with 200 engineers and accountants in Pittsburgh, Pennsylvania, who were asked what made them feel bad about their jobs (dissatisfier) and what made them feel good about their jobs (satisfier). The name 'hygiene factors' is used because, like hygiene, their presence will not make you healthier, but absence can cause health deterioration. In the work environment, the hygiene factors are: salary, job security, working conditions, level and quality of supervision, company policy and administration and interpersonal relation. The motivators or growth factors are: sense of achievement, recognition, responsibility, nature of work and personal growth and advancement, all of which create satisfaction and motivation.

A modified need hierarchy model has been presented by Alderfer by condensing Maslow's five stages of needs into three levels based on the core needs like existence, relatedness and growth. The two-factor theory is also associated with Maslow's needs theory. All the three theories acknowledge addressing different types need to motivate people, and they make clear partisans among the needs.

McClelland's research led him to believe that the need for achievement is a distinct human motive that can be distinguished from other needs. More important, the achievement motive can be isolated and assessed in any group. His theory is developed in 1950s in the name of Achievement Motivation theory.

Table 3.1: Linking Maslow's, Alderfer's, Herzberg's and McClelland's theory

Maslow's Hierarchy of Need Theory	Alderfer's ERG Theory	Herzberg's Two Factors Theory	McClelland's Achievement Motivation Theory
Physiological	Existence	Hygiene Factors (salary, job security, working conditions, level & quality of supervision, company policy & administration, and interpersonal relation)	Need for Achievement
Safety and Security			Need for Power
Belongingness, Social, and Love	Relatedness		
Esteem		Motivators/ Growth Factors (sense of achievement, recognition, responsibility, nature of work and personal growth and advancement, all of which create satisfaction and motivation)	Need for Affiliation
Self-actualization	Growth		

(Source: according to the idea of Ivancevich, Konopaske & Matteson 2008:121)

In Job Characteristics Theory (Decade of origin 1970s), Richard Hackman (1968), Edward Lawler (1969), and Greg Oldham (1980) gave emphasis on the nature of the job and how employees feel with their jobs. Hackman had done research and written on the ways in which different types of tasks and task characteristics influence behavioral outcomes (Hackman

1968) Individuals who are capable of higher-order need satisfaction will in fact experience such satisfaction when they learn that they have, as a result of their own efforts, accomplished something that they personally believe is worthwhile or meaningful.

Some Expectancy Theories were developed in 1960s in motivation field and these theories states about the effects of motivation on performance and variables behind the motivation. Georgopoulos, Mahoney, and Jones (1957), Victor Vroom (1964), and Lyman Porter and Edward Lawler (1968) are the proponents of these theories. Before Vroom, Georgopoulos, Mahoney, and Jones (1957) made a study aimed at identifying factors associated with high and low levels of productivity and dealt only with the motivation–productivity relationship. The major variables considered are: individual needs as reflected in the goals sought like making more money or getting along well in the group work, individual perceptions about the way of attaining desired goals, and the amount of freedom from restraining factors (supervisory and work group pressures or limitations of ability and knowledge) the individual has in following the desired path (Georgopoulos, Mahoney, and Jones 1957: 346). Porter and Lawler (1968) presented a model that include the variables of value of reward, effort–reward probability, effort, abilities and traits, perceptions, performance, rewards, perceived equitable rewards and satisfaction (Miner 2005: 99).

In 1960s J. Stacy Adams gave the Equity theory which said the 'inequity' should be met up before going to 'equity'. Inequity is said to exist when the ratio of an individual's outcomes to inputs departs to a significant degree from the ratio perceived for the reference source. Thus, people may feel that they are under-rewarded in terms of what they put into a job in comparison with what other workers are getting for their contributions. This might happen when people consider themselves much harder workers than other employees, but are paid the same as everyone else.

The Goal Setting theory also evolved in 1960s. It hypothesized that "working toward a determinate goal would lead to a higher level of task interest than would be the case with an abstract goal such as do your best" (Locke and Bryan 1967:121). Thus, the presence of specific hard goals should reduce boredom at work.

In 1970s Terence Mitchell and Stephen Green developed the Attribution theory that states about the managerial perceptions of the poor performing subordinates. However, Mitchell himself views the theory still has been developing. (Miner 2005:194)

Since the study examines the factors of motivation of female civil servants, the process theories are excluded from the discussion.

6. Limitations of the Motivation Theories for Using Single Theory for the Study

In case of motivation, there are a number of competing theories which attempt to explain the nature and process of motivation, however, no comprehensive theory has been found in this area, and each theory views the motivation in a distinct way and motivation itself is a very complex socio-psychological human behavior which varies according to situation and time. Motivation depends on a range of independent variables. There is no ready-made solution or single answer why people become motivated or de-motivated. Moreover, Social Science theories are culture, situations and time bound. Therefore, it is difficult to explain all the factors of motivation through using one motivation theory.

Furthermore, this study has focused particularly on gender issues which are not covered by any motivation theory. Besides, many of motivation theories are overlapping and there is no all-inclusive theory. In this situation, no existing theory fully matches with this study because every theory has some limitations, for example, the strong sequential order and clear partisan among the factors are the limitations of Maslow's Needs theory, Alderfer's ERG Theory and Herzberg's Two Factors Theory. The Achievement Motivation theory is applicable to male children only because 'the scoring system that operationalizes the theory was developed using male subjects' (Miner 2005: 57). Job Characteristics theory gives less importance on most lower-level needs (e.g., physical well-being, security), however, the absence of that needs motivation cannot be imagined. The expectation theories of motivation mainly give emphasis on the effects of motivation on performance. According to these theories, individual needs reflect in the goals sought of the employees, however, the motivation of female civil servants is not only influenced by the individual needs, but also the complex socio-cultural structures. The Equity theory and the Goal Setting theory are not all-inclusive to study the proposed subject. These theories focus on the competitiveness and hardworking mode of the employees and excluded work environment or other internal & external influences as motivating factors.

Most of the motivation theories have assumed private sector environment, gave a great emphasis on physiological need and individual expectations and didn't consider about humane value driven attitude. The job nature of public sector and private sector is not the same. The public sector works are mostly service oriented and intangible, concern about people's general welfare, state policy formulation and execution, and public sector has a non-profit motive. On the other hand, private sector has profit motive. So, the motivation of the employees of public sector is may not the same as private sector. Societal view about private sector jobs and public sector jobs is also different, even the environment of these two sectors is different.

This study intends to learn about both the motivating and the de-motivating factors of women. Many of these theories have the limitation to find out the hindrances that make female officers de-motivated in the context of the Civil Service in Bangladesh as every theory has seen the motivation from a distinct view and focuses on one or few special features.

Having the limitations and difficulties with the motivation theories for studying the topic, this study intends to take relevant and useful concepts from different motivation theories by blending these theories and balance these concepts with the most important, relevant and observable variables that are abstracted from real life experience on the study area.

7. Other Essential Theories Related to Study Area

7.1 Hofstede's Dimension of the Study

The four dimensional model of national culture by Hofstede (Hofstede:2005) cannot be avoided from the study topic. According to the empirical study done by Aminuzzaman (1993), the national culture of Bangladesh constitutes with high collectivism and high power distance. So, society is a matter in human's life and family has a great influence over an individual in Bangladesh as a result of high collectivism. There is a high power distance between men and women in the society and the men have superior status than women. As Zafarullah (2000:199) said, 'The inferior status conferred on women by the law in many

societies restricts their rights both before and after marriage, and often the majority is forced to remain confined in their homes rather than embarking on more productive careers in society' (cited in Kabir 2008:48-49).

7.2 Gender Dimension of the Study: Patriarchy and Social Role theories

Bangladesh has a patriarchal society and male members of the family dominate the family systems and all the decisions in the family. As a consequence of well defined social role (gender role), women's roles are accepted as household workers, and they have secondary status in family and society, and they hardly have access in decision making in both inside and outside of the family. 'As gender inequalities are so fundamental and deep-rooted in the culture and the economy that such centurion values have persistently pushed women backward, made women chronically handicapped' (Huq et al 1995:i). On the other hand, men are supposed to participate in all outdoor and productive works, and to make decisions as well as to control women in the family. So, participation and motivation to civil service can be seen in light of Patriarchy and Social Role theories. As Zafarullah (2000:200) rightly pointed out, 'While historical, social and cultural barriers in many developing countries may have been responsible for denying women the right to education; systemic impediments inhibit them from seeking employment in the government sector and advancing their careers. The personnel management regime in government is largely dominated by men and it is their perceptions and attitudes that influence them to develop personnel policies with a clear male bias' (cited in Kabir 2008:49). Thus, since women in Bangladesh have to face social, familial and cultural obstacles to pursue their career in civil service, the Hofstede's model and the Patriarchy and Social Role theories are considered along with the Motivation theories in time of selecting and analyzing the variables of this study.

8. Appropriate Independent Variables Selection for the Study through Theory Triangulation

In Social Science, theory triangulation means using more than one theoretical concept in interpretation of the phenomenon to make an all-inclusive study. In this study, theory triangulation has been done by discussing major theories relevant to the study topic and taking appropriate variables which match with the study.

As employee motivation cannot be imagined without salary and various motivation theories argue for this, so *Physiological Need* has been selected as the first variable. The main attractive characteristic of the government jobs in Bangladesh is the job security, as is said generally that it is rather easy to get a government job but difficult to lose it. Maslow's safety need also associated with this variable. So, *Job Security* has been identified as the second variable. As BCS Administration Cadre has unique job nature and the Job Characteristics Theory says that different types of tasks and task characteristics influence behavioral outcomes, and the nature of work is the Motivating/Growth factor of the Two Factor theory, and it is also Social & Esteem needs of the Need Theory of Maslow, so *Job Characteristics* has been picked as the third variable. According to the Achievement Motivation theory, *Desire to Achieve* has been chosen as the fourth variable. With regard to the Two Factor theory, personal growth and advancement is a Motivating/Growth factor, and it is also Self actualization need of Maslow and supported by Expectancy Theories, and in line with the Equity theory employees expect reward according to the effort given by them— so, *Career Prospects* has been accepted as the next variable. Sense of achievement is a Motivating/Growth factor of the Two Factor theory, and it is also safety and esteems needs of Maslow and supported by the concept of the Equity theory and the Expectancy Theories— so, *Sense of Achievement* has been taken as another important variable for the study. Sound work environment is the basic requirement for employee motivation towards works and it is a Hygiene factor of the Two Factor theory, so *Work Environment* has been picked as a further variable.

Most importantly, this motivation study has focused on the female civil servants, therefore the gender aspects and cultural context should not be avoided in the study. Thus, from the Collectivism dimension of the Hofstede's Model, the Patriarchy theory and the Social Role theory, the *Family Influence* has been abstracted as the last variable.

A total of 8 independent variables are selected to explain the dependent variables by taking relevant, useful, most important and observable variables from different theories through blending the theories and balancing the concepts with the grounded reality of the study subject. The linkage between the chosen independent variables and the discussed theories has been shown in the following table.

Table 3.2: Theory and Variable Linkage

Sl.	Independent Variables	Related Theories
1	Physiological Need	- Need Theory of Maslow (lower order need) - Alderfer's ERG Theory (Existence need) - Herzberg's Two Factors Theory (Hygiene Factor)
2	Job Security	- Need Theory of Maslow (safety need) - Two Factor theory (Hygiene factor)
3	Job Characteristics	-Job Characteristics Theory (task characteristics influence behavioral outcomes) - Two Factor theory (Motivating/Growth factor) - Need Theory of Maslow (Social & Esteem needs)
4	Desire to Achieve	- Achievement Motivation theory
5	Career Prospects	- Two Factor theory (Motivating/Growth factor) - Need Theory of Maslow (Self actualization need) - Equity theory (Reward according to the effort given, and equal reward like other employees) - Expectancy Theories
6	Sense of Achievement	- Two Factor theory (Motivating/Growth factor) - Need Theory of Maslow (Safety and Esteem needs) - Equity theory (Reward according to the effort given, and equal reward like other employees) - Expectancy Theories (Facilities from the job and fulfillment of expectations)
7	Work Environment	- Two Factor theory (Hygiene factor)
8	Family Influence	- Hofstede's Model (collectivism and power distance dimensions) - Social Role Theory (Gender roles in the family such as cooking, cleaning and other household works) - Patriarchy Theory

9. Measurable Indicators for Independent Variables

Some indicators and issues are identified to interpret the independent variables and to collect data accordingly. The selected indicators and issues of the independent variables have been exhibited in the following table:

Table 3.3: Variable Matrix

Dependent Variable	Independent Variables	Indicators/Issues
Motivating and De-motivating Factors of Female Civil Servants	Physiological Need	- Assured salary - Structure of salary
	Job Security	- Degree of fear of losing job
	Job Characteristics	- Nature of task (field work, challenging work, high volume of work etc) - Social recognition, Power and Prestige - Posting & Transfer System - Attitudes of Colleagues and Bosses
	Desire to Achieve	- To Prove as competent for challenging jobs - Desire to Serve people
	Career Prospects	- No assured promotion, lack of defined career path
	Sense of Achievement	- Satisfaction on achievement (facilities from the job) - Fulfillment of expectations (Power, prestige & status)
	Work Environment	- Day Care Centre - Separate bathroom facility - Separate room and computer facility - Interpersonal relations
	Family Influence	- Influence of family members on joining and working in CS - Gender roles in the family (cooking, cleaning and other household works) - Baby Caring

10. Analytical Framework

After selecting independent variables, the next important step is to draw an Analytical framework for the study which is used to explain collected data in analysis part and finally to draw inferences.

The study has two dependent variables: Motivation and De-motivation. In case Motivation, the study intends to learn about motivating factors for both the joining and the continuing in BCS Administration. To explain the motivation for joining in the service, two issues are considered: motivating factors for choosing public service rather than private service and motivating factors for joining Administration Cadre rather than other Cadres. And finally, the study takes attempt to analyze the De-motivating Factors while the women work in Administration.

A total of 8 independent variables are selected to explain two dependent variables of 'Motivation' and 'De-motivation'. There are some variables overlapping in both joining side and working side, because this study intends to identify the motivating factors for both joining and working in CS separately, and the same factor(s) may motivate women for joining and continuing in the job, however, there are some dissimilar variables also. Then again, variables are negatively presented in case of De-motivation because sound situation cannot de-motivate someone.

The analytical framework of the study is as follows:

Diagram of Analytical Framework

Motivating Factors for Choosing Public Service rather than Private Service

Motivating Factors for Joining BCS Administration

Motivating Factors for joining Administration Cadre rather than other Cadres

Motivation and De-motivation of Female Civil Servants

Motivating Factors for Continuation in Administration

De-motivating Factors while Working in Administration
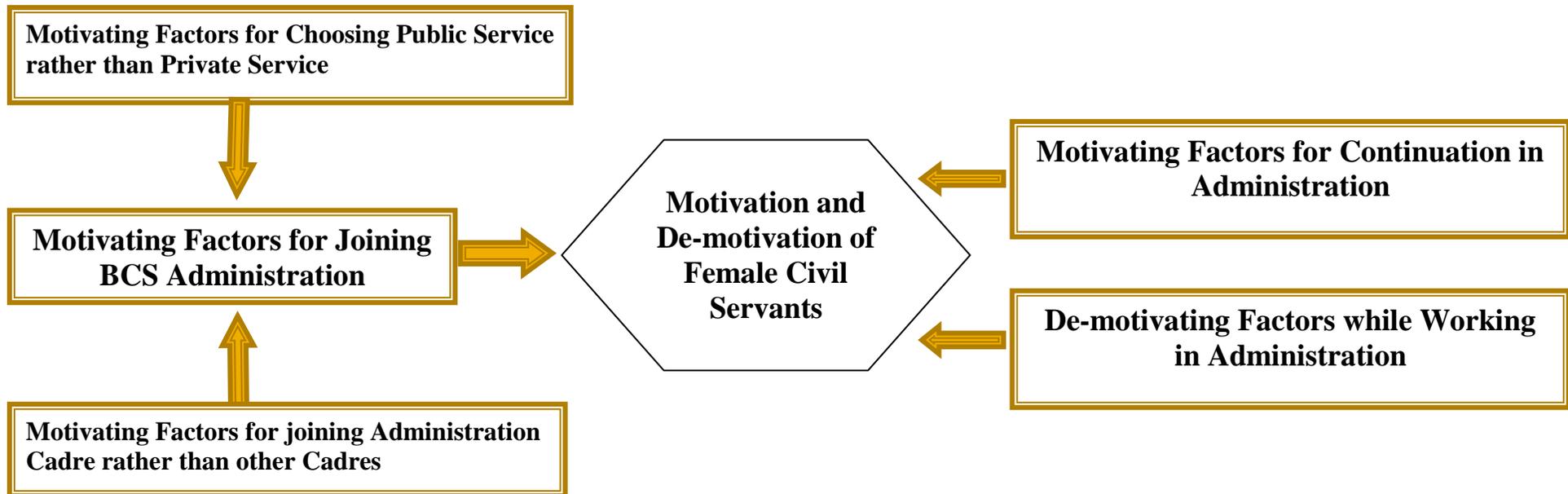
Factors of Motivation for Joining Administration	Dependent Variable	Factors of Motivation and De-motivation to the Job

Figure 3.2: Diagram of Analytical Framework

Summary of the Chapter

This chapter has reviewed relevant and existing literatures. The main interferences from the review are: women participation in civil service and decision making positions is low and social, cultural and structural factors are responsible for the under-representation of women, job security is a significant motivating factor in case of civil jobs, and civil servants have some de-motivation also. Then the chapter has discussed the concept of motivation, major theories of motivation, and related theories of culture and gender. After that, it has selected 8 independent variables by theory triangulation of the associated theories. The picked variables are physiological need, job security, job characteristics, desire to achieve, career prospects, sense of achievement, work environment and family influence abstracted from the Need theories, the Expectancy Theories, the Equity theory, the Job Characteristics theory, the Hofstede's model, the Patriarchy theory and the Social Role theory. The chapter has been ended with a diagram of analytical framework of the study. The next chapter will present data collected from the field.

Chapter Four

Data Presentation

Introduction

Data collected on the research topic from the field through observation, case studies, in-depth interview and questionnaire survey have been briefly presented in this chapter. The chapter doesn't analyze data, just gives a brief account of the raw data. In case of questionnaire survey, only the respondents' composition and distribution have been showed here, the findings from the SPSS tool and qualitative study are demonstrated in only the data analysis part in the next chapter to avoid repetition.

1. About Respondents

As said in the introductory discussion part of chapter one, 10 persons have been taken interview according to the checklist of the questions, 5 case studies are done on the issues and a total of 60 respondents were taken for questionnaire survey with close ended and open ended questions.

Most of the respondents were very enthusiastic to express their opinion regarding the issues and made thoughtful comments in time of interview and writing answers for open ended questions in the questionnaire. As one of the respondents said, '*We are yet to go a long way for ensuring a motivational environment for women in civil service. We should not hide or ignore the de-motivating factors, rather work together to remove those barriers.*'

2. Summaries of Interviews and Observation

Total 10 respondents have been distributed to all hierarchical ranks of administration and interviewed (see Table 16 in Annexure 2). Moreover, partial interviews have been done with few respondents in time of survey. Among the ten respondents, seven persons said that family influence is a major motivating factor for them to join in BCS Administration. Two Additional Secretaries expressed that they were the students of public administration and their university teachers inspired them to join in public administration for the first time as

female. Besides these, desire to prove them as competent and serve the people, and the power, prestige and social recognition of the job motivated them to join this profession.

It has been found that females are highly motivated to the job of administration. Job security, job characteristics and family influence are the core motivating factors to continue working in the service. However, they have few de-motivating factors, like transfer in field level especially in remote areas which made them separated from family members, absence of separate and clean toilet facility and day care service in office, negative attitudes of male colleagues, gender discriminate behavior by boss, no assured promotion, lack of market based salary and dual duties in office and home are their dominant de-motivating factors. Through observation tool, it is seen that in few ministries there is no separate toilet facility for females. Most of the cases, there is a separate toilet in a corner of a floor for all ladies of that floor and this toilet is not that much clean and sometimes not usable. The floor is enough long and the females walk along the long corridor to use the toilet and sometimes stand in the queue. There is no needful arrangement in toilets for the women. There is no day care center in any government office except Secretariat. However, female bureaucrats opined that the day care center is not children friendly, safe and hygienic, and they cannot trust the employee of the center about caring for their children. So, both the establishing and the quality maintaining of day care center are equally very important. Interesting finding is that physiological need (salary) is not the foremost motivating factors for women in the socio-cultural context of Bangladesh.

Female bureaucrats also conveyed about their challenges in the job. According to them, balancing dual duties in both family and office is a great challenge for them. Other major challenges are working in remote areas, compete with males and prove as competent while males have negative perception about their ability and have dominant attitudes, working in adverse work environment etc.

3. Case Studies

Four case studies have been done to explore the dynamics of motivation and de-motivation and to make an in-depth intervention on the topic. The respondents of the case studies have covered both the upper level and bottom level of the administrative ladder. An effort has been made in time of selecting the case studies to take distinct fact in each case study. Case Studies are described briefly as follows:

Case Study 1: Dynamics of Motivation

In 1982 BCS examination circular, it is declared for the first time in the history that both men and *women* can apply for BCS Administration Cadre, before that entrance in BCS Administration was prohibited for women. The father of Ms A was a bureaucrat and he wanted that at least one of his sons will join in BCS Administration; however, all of his sons had chosen technical professions. When for the first time BCS Administration was opened for females, the father of Ms A encouraged her to apply in BCS Administration. Ms A was a student of Public Administration and her teachers inspired her to join in public administration as a female for the first time. Her teachers of Public Administration department of Dhaka University let her know about the importance of involving women in public administration in Bangladesh and convinced her to join in BCS Administration. Finally, by the influence of father and teachers, Ms A applied in BCS Administration Cadre and selected for the job after a long and competitive examination process and joined in Bangladesh public administration as a female bureaucrat for the first time.

After joining with full commitment in the service, Ms A found no work in public administration is difficult for a woman. Moreover, she was fully motivated towards her job and enjoyed her profession very much. She did every work in competition with male colleagues and achieved success everywhere.

Ms A never given any excuse to enjoy any leave rather she was very dedicated to her service. Once she had become expectant for her first issue and it was the advance stage. She never compromised with her responsibilities in that stage also. At that time she was working as an Assistant Commissioner and Magistrate in Dhaka DC office and she had to do many field works like eviction, election, enquiry, disinter and public examination duties etc. with presiding fixed and mobile courts. One day she had gone to Savar Upazila (30 kilometer far from DC office) for her duties and suddenly felt sick there. But she didn't compromise with her duties; after completing the duties she returned Dhaka city and got admitted in a hospital. Unfortunately, her first issue was miscarriage and she had gone into coma. She was in coma for three days. Doctor prescribed her three months rest; however, she joined after one month because she loved her job.

Ms A was posted as UNO and after that ADC for the first time in the history of the country to see whether females can successfully work in these posts or not. Ms A successfully worked in those posts, and as a consequence, she was selected for the DC post. She was one of the four First DCs in the country. She served more than 2 years as the DC of a remote District, and she never felt any difficulties. Now she is serving as an Additional Secretary for three years, however, she is superseded from the promotion of Secretary. Promotion of Secretary is a political decision where quality and competency are not always considered and may be gender factors are also working here. She is still very highly motivated towards her profession and carrying out her life with high level satisfaction on being a good officer, good mother and a responsible member of her family.

Case Study 2: Dynamics of Motivation and De-motivation

Ms B was the Join Secretary for 4.5 years and during the time she can be posted as a Divisional Commissioner, but it had not been done. After being Additional Secretary she was upgraded from grade 3 to grade 2 of National Pay Scale (NPS); however, the post of Divisional Commissioner belongs to grade 3 of NPS. But, after Promotion of Additional Secretary, she was posted as Divisional Commissioner outside Dhaka in 2009 to make a gender sensitive decision by the government. It was the first posting for a female as a Divisional Commissioner. According to the rules, having working experience as DC is one of the prime requirements for the posting of Divisional Commissioner. Though Ms B didn't not work as DC, she was posted for the first time as female Divisional Commissioner in the name of women empowerment. The four women, who were DC for the first time in the country, were her batch mates in the service; those four women didn't get posting as the Divisional Commissioner though they deserve it and they were interested for that posting.

The daughter of Ms B was SSC examinee at that time and her husband was sick. If Ms B goes outside Dhaka with her daughter, her daughter has to transfer the education board from Dhaka to that Division. Conversely, it was not possible to separate an SSC examinee daughter from her mother and spare her alone because in our socio-cultural set up, without the guide of the mother an SSC examinee can cut a bad score in exam which can spoil her life; so, being a mother she cannot do this. The family members of Ms B didn't allow her to go out of Dhaka Division and they simply said that she cannot leave her family members in a problematic situation. Ms B then informed the authority about her familial situation and requested to give posting as Divisional Commissioner of Dhaka Division. In fact, a male officer who is junior to her was working as the Divisional Commissioner in Dhaka Division. Ms B was not posted in Dhaka Division because the perception of the authority was that females are not suitable to work for Dhaka Division.

Ms B was de-motivated to work as the Divisional Commissioner outside Dhaka and she didn't join. As a consequence, Ms B had been OSD for 1.5 years. According to Ms B, in the name of empowerment she was depowered finally. The authority didn't consider her situation whole heartedly. Their decision on making a female Divisional Commissioner for the first time was very much appreciating; however, she wanted posting in Dhaka for familial reasons and she didn't get justice.

While she was de-motivated, another motivated female could be posted in the post, but it was not done. *After that, no female was posted as Divisional Commissioner till now, though it has been found in time of data collection that few Join and Additional Secretaries are still interested to serve as Divisional Commissioner. MoPA as well as Government till today give example of Ms B and made a general view that women are de-motivated to serve as a Divisional Commissioner. The interested female Join Secretaries and Additional Secretaries said that posting of Divisional Commissioner is a matter of political choice and women are far behind in competition of politicization for making glamorous, challenging and key decision making postings, and even the Divisional Commissioner posting. Therefore, no woman has served as Divisional Commissioner thus far.*

Case Study 3: Dynamics of Motivation and De-motivation

Ms C studied science and completed her master degree from Dhaka University with a good result; however, her discipline is totally different from her present job nature. The subject she studied had a good future and opportunity in private job; and she didn't think about joining a government job at that time. But her father and her husband were interested in Civil Service. Her father was a teacher (BCS Education Cadre) in a government college (now retired) and her husband belongs to BCS Administration cadre. They (father and husband) inspired her to sit for BCS exam and make Administration as the first choice. Then she qualified and joined the Civil Service Administration in 2003. Besides her family influence, job security, job nature, status, prestige, honor and the rules about providing posting of husband and wife in the same place were also other motivating factors for joining in the Administration.

Ms C has two daughters and both are school going. Ms C and her husband both are service holders, so they cannot give much time to their daughters. Their close relatives all are busy with the family and the job. So, they cannot bring them to live with them. Therefore, they have to depend and rely on maid servant to look after their children. Before office time, she has to prepare breakfast, make her children ready for school and drop them to school. Afterward she has to prepare the lunch for all. After completing those entire household works, she then starts for office. After returning home from office she remains busy with household works along with taking care of children and their study. In office, she tries to do her office work most sincerely. But sometimes certain situation arises when it becomes very difficult to adjust between family responsibilities and official duties. These types of confronting situations become very difficult to manage. She wants to conduct official duties very sincerely, but as a mother she cannot avoid family responsibilities. Reconciliation between these two duties sometimes becomes very difficult. Yet, her husband is very helpful and cooperative and it is a plus point for her, otherwise it would have been very difficult for her to perform dual duties sincerely and most effectively.

BCS Administration has diversified nature of work. Ms C worked as Assistant Commissioner (AC) at DC office, Assistant Commissioner Land (AC Land) and Senior Assistant Secretary (SAS) at Ministry level. She performed duties as an Executive Magistrate, conducted typical law and order duties, taken tougher decisions during conducting Mobile Courts, Eviction and many other different types of duties. As an AC Land it is also tricky to solve different land related disputes— she did all those tasks successfully. However, sometimes it becomes intricate to conduct those challenging duties due to familial problems, and sometimes for less coordination from different authorities. *According to her, female officers face more difficulties because the society still is not ready to see females in the challenging jobs. She is highly motivated to her profession, however, less promotion facility, strict timetable of office, less coordination from different authorities, giving less importance on the decisions made by females by her male colleagues and lack of proper infrastructural arrangement for females like absence of separate room and toilet facilities de-motivates her to some extent.*

Case Study 4: Challenge of Baby Caring and De-motivation

Ms. D was unmarried when she joined in service. Before joining this job, Ms. D was working at as a teacher in a private college. Her mother belongs to BCS Education cadre and she motivated her daughter to join in civil service, especially in Administration cadre because of the prestige of the service.

After two years of service she married her colleague and batch mate Mr. X. After marriage, they were blessed by one daughter. She got four months maternity leave (at that time maternity leave was four months, now it is six months) and she was happy for that. Problem arises on taking care of the baby in the day time when she rejoined in the job after leave. Both the husband and the wife are belonging to the same service, the same status, the same designation in different ministries; however, the baby is a constant worry only to her mother. To solve the problem, she decided after discussing the matter with her husband to stay with her mother. Again, it is a misfortune for her that her mother is also a service holder, so it is not possible to give full time for the new born baby for her mother. She could not manage a domestic aid by any means. So, she became very frustrated. Finally, her husband managed his parents for few months to stay with the baby. This female officer gets up early in the morning, prepares breakfast for all, cooks food for noon, wash the used cloths of the baby and then she comes to office. After reaching office she has to be attentive on rigorous works. The father in law and mother in law are aged; moreover, they are guests and the traditional and cultural systems do not support to help in household works by them. So, this lady officer is helpless and she is tired reconciling her office works with the household works.

This lady and her husband are equal in education and they hold the same type of job. The only difference is gender; that is why, the burden of household works and baby caring is only for her because of the traditional gender roles.

Secretariat has a Day Care Centre, however, this lady officer don't want to put her baby in that Centre, because, according to her, the quality of the Day Care Centre is not good enough in terms of safety, hygiene and proper caring of the baby. Being a mother, she cannot provide her baby this kind of environment which is not suitable for the sound growth of physic and mind of the baby.

The mother in law of Ms D doesn't feel easy to stay in the house of his son's mother in law because it doesn't matches with the culture and she has informed it to her son and daughter in law. Ms. D has become worried sick about caring her baby in day time. She is managing her situation for the time being with the help of her mother in law, but what will happen after few days?

4. Questionnaire Survey

A total number of 60 respondents have been surveyed with formerly designed and pretested questionnaire which contains both close ended and open ended questions. An endeavor has been ended to make a balance distribution of the respondents between the Secretariat level and field level, and the Attached Department level of the Ministries has also been integrated. In line with the effort, 29 respondents (48%) have been taken from Secretariat level (from different Ministries) and 28 (47%) have been from field level (from different Districts and Upazilas) and 3 (5%) have been taken from Attached Departments in survey.
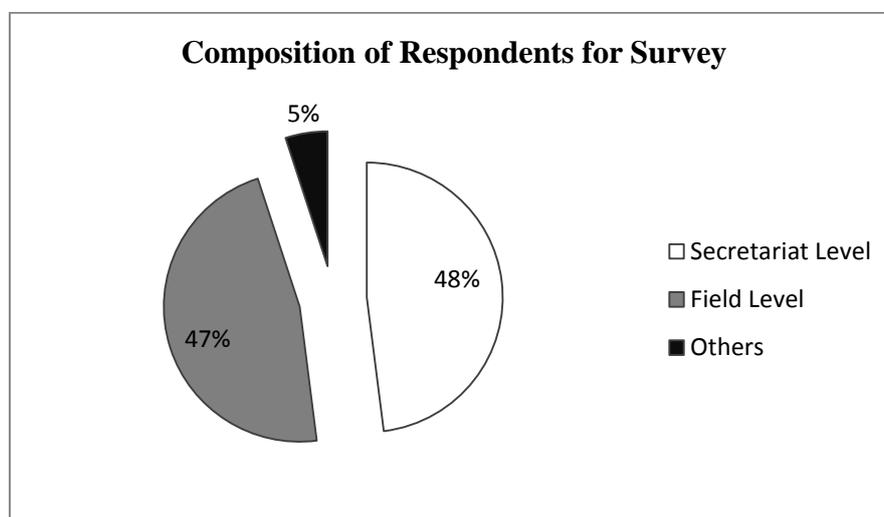
Figure 4.1: Composition of Respondents for Survey

As said in the research design part, a Stratified sampling technique has been followed to suit purposes of the research. The strata have been created according to the different ranks of Administration. Since women are less in the upper levels of the administration, the number of respondents taken from the upper levels is also less; and the higher the ranks the lower is the respondent number taken for survey. So, the majority portion of the universe has been taken from the bottom and mid level ranks of the ladder[10]. Respondents are chosen randomly from the strata. And the research is not only limited on the strata made in line with the hierarchical ranks, but also it has taken an attempt to collect data from each posts of both the field level and the Secretariat level. As the result of this attempt, data are collected from the following

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[10] See table 1.2 of Chapter One to know about strata wise distribution of the respondents.

posts shown in Chart 1 and the numbers of the respondents of different posts are shown in data labels of the bars:

Chart 4.1: Designation wise Composition of the Respondents
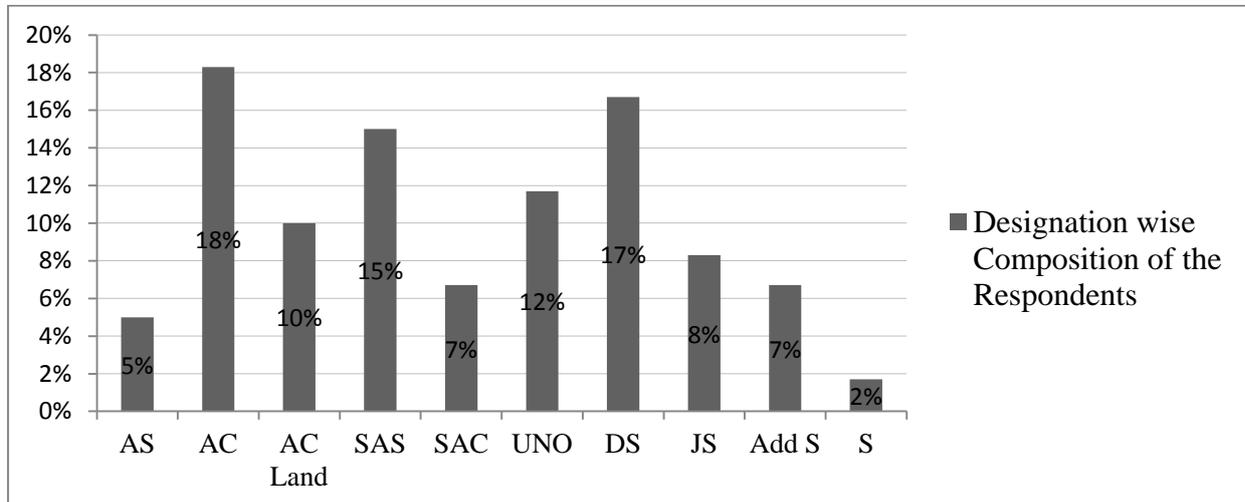
(n=60; Table-3: Annexure-2)[11]

As is seen in the above chart, 5% AS, 18% AC, 10% AC Land, 15% SAS, 7% SAC, 12% UNO, 17% DS, 8% JS, 7% Add S and 2% S constitute the total respondent number in survey. The number of AC is more because AC is more in field level as the entry level officers are generally posted in the field until they promoted in SAS level according to the service rule. For the same reason, the number of AS is low as they are stumpy in Secretariat level. The numbers of UNO and AC Land in the sample is also low because there are fewer females in those levels and due to time constraint the more numbers could not be communicated. Though Assistant Secretary (AS), Assistant Commissioner (AC) and Assistant Commissioner Land (AC Land) belong to the same rank, however, the posting place is different. Assistant Secretary (AS) works at the Secretariat (central level) whereas AC and AC Land work at the field. Likewise, Senior Assistant Secretary (SAS), Senior Assistant Commissioner (SAC) and Upazila Nirbahi Officer (UNO) are owned by the same rank; however the place of posting is different. As very few females are in the position of DC and ADC, no present DC or ADC is included in the study for the time limitation; however one previous DC and two past ADCs are incorporated. The varieties of postings are included in the universe to see whether there is any variation in motivation level according to the posting places and to know about the

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[11] Corresponding data in the mentioned table have been demonstrated in Annexure-2.

motivating and de-motivating factors of all the postings. That is why, different ranks, batches, ages and service lengths[12] are integrated in the composition of the respondents.

At Secretariat level, the Ministries which are covered in survey, case study and interview, are shown in the subsequent table:

Table 4.2: Ministries Covered for Data Collection

Name of Ministry	Respondent Number
Ministry of Public Administration	5
Ministry of Finance	5
Ministry of Power and Energy	3
Ministry of Jute and Textile	3
Ministry of Public Works	3
Ministry of Commerce	2
Ministry of Cultural Affairs	2
Cabinet Division	1
Ministry of Primary and Mass Education	1
Ministry of Shipping	1
Ministry of Education	1
Ministry of Water Resource	1
Ministry of Environment and Forest	1
Total	29

With regard to table 4.2, data have been collected from 29 Ministries, however, more respondents have been taken from Ministry of Public Administration and Ministry of Finance.

At the field level, Gazipur, Netrokona, Feni, Rajshahi, Narayangonj, Barisal, Naogaon, Gopalgonj, Bagerhat, Manikgonj, Narsingdi, Chandpur, Comilla, Kishoregonj and Hobigonj, Districts are covered for data collection. Data from the officers working in different Districts are collected from the trainee officers in BCS Administration Academy, two Districts are physically visited and some data are collected through the mail communication. Personal connection is used to collect data through mail.

All the batches of BCS Administration have representation[13] in the questionnaire survey which includes the officers from 5th batch (1982 batch, from when the women have entered in Administration) to 29th batch.

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[12] To know about the frequency of age and the service length of the respondents see the table 2 & 4 in Annexure-2.

[13] Related data have been revealed in the table 18 of Annexure-2.

Summary of the Chapter

Collected primary data from interview and observation methods has briefly been presented in the chapter. Case studies are also included here. Ministry, field and designation wise composition of the respondents of the survey has also been demonstrated in the chapter. The main findings from the interviews, case studies and observation are: family influence is a major motivating factor for women to join in BCS Administration. Besides these, desire to prove them as competent and serve the people, and the power, prestige and social recognition of the job motivated them to join in Administration. Job security, job characteristics and family influence are the core motivating factors to continue working in the service. However, they have few de-motivating factors, like transfer in field level especially in remote areas which made them separated from family members, absence of separate and clean toilet facility and day care service in office, negative attitudes of male colleagues, gender discriminate behavior by boss, no assured promotion, lack of market based salary and dual duties in office and home. Interesting finding is that physiological need (salary) is not the foremost motivating factors for women in the socio-cultural context of Bangladesh.

The quantitative findings of the questionnaire survey by means of SPSS tool, and manually organized qualitative findings of the survey are illustrated in the next chapter, and finally, main findings are drawn through triangulation of the findings of the employed four methods.

Chapter Five

Findings on Motivation and De-motivation of Female Civil Servants

Introduction

The goal of the chapter is to analyze the collected primary data regarding motivation and de-motivation of female civil servants who belong to BCS Administration cadre. It as well elaborately discusses and explains the findings of the analysis. Data analysis and findings are explored by *triangulation* of the findings of case studies, in-depth interview, observation and questionnaire survey. Quantitative tool has been used where data are available in form of number while qualitative tool has been used for the data which are not in form of number. The findings have been explained by using observation tool.

To answer the research questions, respondents' motivating factors for joining in Civil Service, especially in Public Administration have been discussed here and identified the dominant factors. Motivation level and de-motivation level of the females who are working in different ranks of public administration in Bangladesh has been examined at this point. The major factors that motivate female officers to continue working in BCS Administration cadre and the more obvious factors that lead female officers to de-motivation have also been explored in this chapter. Some related issues of motivation and de-motivation are also discussed here according to gathered data.

The chapter would like to give answer to following questions: Was BCS Administration cadre the first choice of women working in this profession? or they had no other scope or capacity to qualify themselves for other jobs which situation pursued them to join Public Administration? If they had scope to join private jobs with higher salary than the public job, why they had chosen public service rather than private service? What factors motivated them to join BCS Administration cadre rather than other Cadres? Considering all merits and demerits in the service, to what level are they motivated in their present job? What are factors that motivate them to continue working in BCS Administration Cadre? Have they achieved

any kind of reputation due to their job from their family members? Is there any correlation between family recognition and motivation to job of administration? Do female officers feel de-motivated to the present job? If they are de-motivated, what are factors lead female officers to de-motivation? Is there any challenge in the job for women?

In line with the research questions and analytical framework of the study, motivation for the joining and the continuation of working in BCS Administration cadre have been discussed separately in the following sections of the chapter. Three issues have been considered in case of motivation for joining: whether the job in public administration was their first choice or not, the motivating factors for joining public service rather than private service, and the motivating factors for choosing Administration Cadre rather than other Cadres.

1. Issues Related to Motivation for Joining BCS Administration

Motivation for joining in BCS Administration cadre can be seen from two different points; **firstly**, motivation for joining in public service rather than private service (the term is sometimes called as *Public Service Motivation* in a number of literatures), and **secondly**, motivation for joining in BCS Administration Cadre rather than other Cadres. Therefore, the respondents have been examined whether BCS Administration was their first choice or not, the reasons for choosing public service rather than private service and the motives for preferring Administration to other Cadres.

1.1   Was BCS Administration Cadre the First Choice?

Respondents were asked whether BCS Administration was their first choice or not. In survey, 81.7 percent respondents had answered that BCS Administration was their first choice. Therefore, the result shows that most of the female bureaucrats had a fascination towards the job of BCS Administration cadre. They were also inquired whether they had any job before BCS Administration or not. Among the respondents, 43.3 percent had no job before the job in Administration (see Table 1 in annexure 2) and they joined in administration just after completion of their academic study. The rest 56.7 percent were banker, teacher, lawyer and other government and private service holders who quitted from the previous jobs and joined administration because of power, prestige and social recognition of civil service

administrative job. Therefore, it indicates that job in public administration was their first choice for their career.

1.2 What Factors Motivated Women to Choose Public Service rather than Private Service?

In Bangladesh, private services generally have higher salary, better infrastructural facility, vehicle facility and logistic supports than those of public services. In spite of that, why the female bureaucrats had been motivated to join in public service? The respondents are inquired about their motivating factors for joining in public service rather than private service.

In 1982, when women joined in public administration for the first time, at that time the government monopoly was prevailing in many sectors and the private sector did not come up yet as a competitor of public sector. Therefore, employment opportunities in private sector then were lower in number and didn't have much facilities and social recognition then. Therefore, civil servants of that time had naturally chosen the public service than private service. However, the scenario has changed nowadays and the next generation females can think private service as an alternative of public service.

In this study, case studies 3 and 4 have been done on the new generation female officers, and the studies make known that the choice and decision of the family members influenced the female civil servants for picking public service as career rather than joining a private service. Interviews with representative samples of women also have revealed that the choice and decision of the family members have persuaded the women to choose public service as a career rather than private service. Moreover, the social recognition and status, and job security attracted them and their family members to decide for choosing it.

In questionnaire survey, family influence, power, social status and social security of the job, job security, desire to prove as competent for challenging job and to serve people, comparative convenience for women in public service and assured salary have been found as the motivational issues. Among the dynamics, family influence, social status, power, social security and job security have got comparative high scores (see Table 5.1).

Table 5.1 Factors of Motivation for Public Service rather than Private Service

Factor	N	Percent	Rank
Family Influence	40	66.7	1
Social status of the job	38	63.3	2
Powerful job and it brings social security	34	56.7	3
Job security	32	53.3	4
To prove competent for challenging job	25	41.7	5
Provide service to mass people	23	38.3	6
More convenient and suitable for women	12	20	7
Assured Salary	5	8.3	8

(N = Number of response, Response was multiple)

From interviews and observations it has been found that, as women generally suffer from social insecurity and status crisis in Bangladesh, they want to minimize the uncertainty by holding the secured, powerful and socially perceived prestigious job in public sector and their family members (guardians?) are also think from that point of view— which influenced women to choose public service instead of private service for their career.

1.3 What Factors motivated Women to join in BCS Administration Cadre rather than other Cadres?

To know the major factors which motivated female civil servants to join BCS Administration Cadre rather than other Cadres, some variables from real life experiences had been put on the question in the questionnaire for their response and the question was open-ended in later part to know other relevant factors (if any) from the respondents' view, and there was an option to make multiple response if more than one factors have been worked for motivation of one person. Out of 60 respondents of survey, 75 percent responded for *power and prestige of the job* as their motivating factor, 72 percent voted for *family influence* for their motivation, 70 percent had been motivated *to prove them as competent*, 68 percent had a *desire to serve people* and 60 percent of them identified *social status of the job* as a motivating factor for them (see Table 5.2).

Table 5.2 Motivating Factors for Joining in Administration Cadre according to survey

Factor	N	Percent	Rank
Powerful and prestigious job	45	75	1
Family Influence	43	71.7	2
To prove as competent	42	70	3
Desire to serve people	41	68.3	4
Social status of the job	36	60	5

(N = Number of response, Response was multiple)

Case Studies 1, 3 and 4 revealed that *family influence* is a common motivating factor for them to choose Administration Cadre. The Case study-1 and the interview of 2nd and 3rd respondents disclosed that *University teachers of Public Administration Department in Dhaka University had played a very important role in motivating the female students* to join in public administration of Bangladesh for the first time as women. In case study-3, *job security, job nature, status, prestige, honor and the rules about providing posting of husband and wife in the same place* had also other motivating factors for joining in the Administration besides the influence of father and husband. In case study-4, respondent's mother influenced her to choose Administration as a career; however her mother was motivated due to *the prestige of the cadre*. In interviews, the respondents have unveiled that *family influence* and *power, prestige and social status of the job* motivated them to join in Administration Cadre rather than other Cadres.

Therefore, data from survey, case studies and interviews suggest that *power, prestige and social status of the job is the highest motivating factor for women to join BCS Administration.* In addition, *family influence is the second leading motivating factor for them* in the socio-cultural structure of Bangladesh which is guided by high collectivism and patriarchal system in the society.

2. Motivation Level of the Respondents

An intervention has been made to map the motivation level of female bureaucrats. For the purpose, a five point-Likert scale has been used to measure the level of motivation, range at

'1' is for 'very low', '2' is for 'low', '3' is for 'moderate', '4' is for 'high' and '5' is for 'very high' levels; and in the test, the closer to 5 is the better the motivation. The SPSS tool has been used to analyze the collected data in form of number. Descriptive statistics of this study showed that the mean value of motivation level is 3.8 and standard deviation is .950 (see the following Table 5.3). Therefore, motivation level of female administrators is more than the moderate level (3.8 is very close to 4 which means high level) in average. The standard deviation (in Table 5.3) is not quit low because motivation level varies with individual characteristics, number and age of children, familial conditions and posting places.

By analyzing the level wise frequency of the respondents, it has been observed that 50 percent females are highly and 18.3 percent are very highly motivated towards the job. Only 25 percent women are moderately motivated while only one female has low level of motivation and 3 females (5%) have very low motivation.

Table 5.3 Motivation Level

Motivation Levels	Frequency	Percent	Rank	Mean of Motivation	Std. Deviation
Very Low	3	5.0			
Low	1	1.7			
Moderate	15	25.0		**3.8**	**.950**
High	30	50.0	**1**		
Very High	11	18.3			
Total	60	100.0			

Case studies 1 and 3, and the interview findings also suggest the high motivation of female civil servants. With regard to the findings, *a variety of reasons convince them to be motivated highly. Firstly, female civil servants have the sense of achievement of self-dependency, honor, power, prestige and recognition through their profession. The job is also a safeguard to them from the social and familial violence. Secondly, they are regarded by all for their job while they are in socially disadvantageous position and in some cases, in vulnerable situation in the patriarchal culture. Family members also express a special respect to them and value their opinions in time of making familial decisions.* Another point is that they feel proud as they are contributing in national development and utilizing their abilities for productive works.

Hence, high mean value of motivation level, and the greatest frequency number in the 'high level' of the Likert scale demonstrate that female civil servants have high level of motivation in their job.

3. Factors that motivate to continue working in BCS Administration Cadre

Female administrators were asked to disclose their motivating factors for the continuation of working in BCS Administration. The five point-Likert scale is used to measure the variables, where '1' is for 'very low', '2' is for 'low', '3' is for 'moderate', '4' is for 'high' and '5' is for 'very high'; and in the test, the closer to 5 is the higher the strength. The question had the option for multiple responses for the set variables and was open ended in later part. Job Security, Family Influence, Job Characteristics, Sense of Achievement/ Fulfillment of Expectation and Career Prospects have received high scores according to number of responses (see Table 5.4).

Descriptive statistics has been evidence that Job Security as a motivating factor in case of continuation of service has received the highest mean value, and it is very near to 5 (4.3). Besides, it has been the topmost dominating issue in both the mean value wise and the response number wise.

Table 5.4 Descriptive Statistics on Motivating Factors for Continuation of Working

Motivating Factor	N	Rank according to N	Mean	Std. Deviation	Rank according to mean
Job Security	56	1	4.30	.829	1
Family Influence	54	3	3.83	1.095	2
Job Characteristics	55	2	3.71	.786	3
Sense of Achievement	53	4	3.43	1.047	4
Career Prospects	52	5	3.37	1.155	5
Salary	45	7	2.29	1.308	6
Work Environment	48	6	2.17	1.294	7

(N = Number of responses, The Response was multiple)

Mean wise Family Influence variable has become 2nd but befallen 3rd according to N wise. Similarly Job Characteristics variable has taken 2nd and 3rd positions according to the mean value and the number of responses correspondingly. The standard deviation of Job Security and Job Characteristics are lower than the other variables—it indicates that the respondents are consistent on expressing their opinions regarding these two variables, and the impacts and strengths of these two variables are near to stable for all individuals. Therefore, *female civil servants are most significantly motivated by Job Security and Job Characteristics variables, and they are also very significantly guided by Family Persuasions.* It reflects the impression of strong family bondage and collectivism in the country and the impact on women entering the Civil Service.

Sense of Achievement/ Fulfillment of Expectations and Career Prospects have occupied the 4th and 5th places respectively in respect of both response number and mean value. These two factors have not occupied the prime positions because the expectation of female civil servants are not fully fulfilled in respect of getting expected facilities and personal growth; it has been uncovered during interviews carried out for this study.

Salary and Work Environment have been ranked the lowest both in terms of the response number and mean value. It means that *Salary and Work Environment of the job are not important motivating factors for female administrators.*

Finally, it has been found from the study that Job Security, Job Characteristics, Family Influence, Sense of Achievement and Career Prospects are the major influencing variables in case of motivation of female officers belonging to BCS Administration Cadre.

4. Chi-square Test to Measure the Significance Level of the Variables

It has been assumed that the selected variables have significance influence on the motivation of female civil servants. To measure the significance level, the chi-square test has been done for the variables. The *chi-square distribution table* has been used to determine the significance of the value. Chi-square test result (see Table: 5.5) has showed the p-values and

the values of degrees of freedom (df). The determined p-values have been found significant in the *chi-square distribution table*. Therefore, it indicates that the selected variables have substantial influence on the motivation of females.

Table 5.5: Chi-Square Test Result of the Variables

Motivation related Variables	Chi-Square	Df	Asymp. Sig. (p-value)
Family Influence	19.333	4	.001
Job Characteristics	23.036	3	.000
Job Security	32.429	3	.000
Salary	14.222	4	.007
Work Environment	23.667	4	.000
Sense of Achievement	17.849	4	.001
Career Prospects	20.115	4	.000

5. Correlations

To know whether demographic data or motivation related data are more influential in case of motivation of female administrators, three correlation tests have been done by using statistical tool SPSS. Model-1 shows relationships among demographic data and motivation level of the respondents, model-2 shows relationships among motivation related data and motivation level, and model-3 includes both demographic data and motivation related data and shows relationships with motivation level.

Model 1: Correlations among Demographic data and Motivation level

A Bivariate correlation test has been done to see relationships among respondent's basic information and their motivation level. The Pearson correlation test result shows that only respondent's Number of Children has the significant relationship with their motivation level (see the following Table 5.6). The other demographic variables do not have significant relationships with motivation.

Table 5.6: Relationships among Demographic data and Motivation level

Demographic data	Correlation with Motivation Level
Designation	.199
Batch	.204
Age	.124
Home District	.117
Current Place of Posting	.056
Service Length	.205
Academic Qualification	.108
Academic Discipline	.104
Marital Status	.118
Husband's Occupation	.051
Father's Occupation	.194
Number of Children	.308*

* Correlation is significant at the 0.05 level (2-tailed).

Model 2: Correlations among Motivation related Data and Motivation level

To know about relationships among motivation related variables and respondent's motivation level, another correlation test has been done under Model-2. The test result has been shown in the following table:

Table 5.7: Relationships among Motivation related Data and Motivation level

	Motivation level	Family Influence	Job Characteristics	Job Security	Salary	Work Environment	Sense of Achievement	Career Prospects
Motivation level	1							
Family Influence	.320*	1						
Job Characteristics	.319*	.072	1					
Job Security	.304*	.373**	.530**	1				
Salary	-.181	.521**	-.200	.328*	1			
Work Environment	-.061	.326*	-.079	-.043	.594**	1		
Sense of Achievement	.548**	.331*	.527**	.181	.180	.320*	1	
Career Prospects	.526**	.030	.303*	-.008	.119	.229	.487**	1

The above Table 5.7 provides information that Sense of Achievement, Career Prospects, Job Characteristics, Job Security and Family Influence have significant relationships with motivation of female civil servants belonging to Public Administration.

Correlations among Motivation related Variables

The Table 5.7 also gives information about the internal association of the variables of motivation. It has been found from the test that Job Security is very much (99%) related with Job Characteristics and moderately (95%) related with Salary, while Salary is highly related with Work Environment and Family Influence and moderately related with Job Security, and then Family Influence is highly associated with Salary and moderately related with Work Environment. Therefore, correlation results (Table 5.7) indicate that there are significant relationships among the variables of Sense of Achievement, Family Influence, Job Characteristics, Job Security, Salary, Work Environment and Career Prospects.

<u>Model 3</u>: Correlations among Demographic data and Motivation related Data with Motivation level of the Respondents

Another correlation test has been done to know whether demographic or motivation related variables are more influential to women's motivation. For this purpose, all motivation related variables are computed as one variable (named All Motivation related Variables). As Model-1 gives information that, among all the demographic variables, only Number of Children has significant relationship with motivation of female officers, therefore only Number of Children from demographic variables has been included in this Model.

Table 5.8: Relationships among Demographic data and Motivation related Data with Motivation level

	Correlation with Motivation Level
All Motivation related Variables	.447**
Number of Children (Demographic Data)	.308*

*** Correlation is significant at the 0.01 level (2-tailed).*
** Correlation is significant at the 0.05 level (2-tailed).*

The above Table 5.8 shows that there is 99% relationship between Motivation related Variables and Motivation level, whereas there is 95% relationship between Demographic Data and respondents' Motivation level.

Therefore, correlation results suggest that motivation related variables are more influential than demographic data in case of motivation of female civil servants.

6. Regression Analysis

To what extent the variables can explain the whole motivation of female civil servants? To answer this question, a regression analysis has been done where motivation level is dependent variable, and Job Security, Job Characteristics, Family Influence, Career Prospects, Salary, Work Environment, Sense of Achievement/Fulfillment of Expectation are independent variables. The result showed that the value of R Square is .547 and the Adjusted R Square is .433 which means about 43% of the whole motivation of female civil servants can be explained by the identified independent variables.

Table 5.9: Regression Analysis

Model	R	R Square	Adjusted R Square
1	.739	.547	.433

a Predictors: (Constant), Career Prospects, Family Influence, Salary, Job Characteristics, Job Security, Work Environment, Sense of Achievement/Fulfillment of Expectation

7. Testing Hypotheses associated with Motivation

Hypothesis 1: Physiological need (Salary) is a Hygiene Factor of motivation for female civil servants belonging to BCS Administration.

The Descriptive Statistics of Table 5.4 shows the motivating factors for continuation of working by the female civil servants. The Table reveals that Job Security, Family Influence, Job Characteristics, Sense of Achievement and Career Prospects have obtained the high scores, however the score of Salary is low. *Salary has ranked the lowest according to both the response number and the mean value wise.* It discloses that salary is not an important

motivating factor for female bureaucrats. The mean value of Salary is only 2.29 which is closer to 2 that means low level, and the standard deviation is also high. Again, 25 percent respondents didn't respond for salary at all. Therefore, the Table 5.4 reveals that the influence of Salary on motivation of female officers is insignificant.

In addition, the chi-square test result can be used to test the hypothesis. The frequency of chi-square test result (see Table 5.8) depicts that the residual for the 'very low level' is positive 9 and for the 'low level' it is only negative 1, while for both the 'high' and the 'very high' levels the residuals are negative and these are 3 and 6 respectively. Therefore, with regard to the findings, the majority of the respondents think that Salary has a very low level influence for their motivation.

Table 5.10: Frequencies of Salary in Chi-square Test

Salary	Observed N	Expected N	Residual
Very Low	18	9.0	9.0
Low	8	9.0	-1.0
Moderate	10	9.0	1.0
High	6	9.0	-3.0
Very High	3	9.0	-6.0
Total	45		

In previous chi-square Table 5.5 reveals that the calculated chi-square values for all the variables are more than the tabular values however Salary has received the lowest value among the variables. It also indicates that all the variables are significant however Salary is less significant.

Most importantly, as the father and the husband of the majority respondents are government service holders according to the survey, the respondents were habituated in a life style with fixed income and particular salary structure of the government service. Therefore, they do not give importance on salary structure (lack of market based salary structure in public sector) which could de-motivate them greatly, and the majority of them demand basically for safety needs, social needs, esteem needs and self actualization, and their these demands matches

with the job characteristics of BCS Administration. Therefore, Salary has less influence on motivation of female officers.

On the other hand, one cannot think of a profession without salary, and a job without salary cannot motivate anybody towards the job. Therefore, Salary is a Hygiene Factor according to the Two Factor theory of Herzberg. In this study, Salary is not a significant factor for motivation however female civil servants cannot feel attraction to job without salary.

Therefore, from the above discussion *it has been proved that Salary is a Hygiene Factor in case of motivation of female civil servants.*

Hypothesis 2. Family Influence plays an important role for motivating women to join and work in BCS Administration.

The Table 5.1 in this study shows that Family Influence is the topmost motivating factor for picking public service rather than private service. Likewise, Table 5.2 depicts that Family Influence has worked as the second important factor for choosing BCS Administration as a career rather than other Cadres and 71.7 percent respondents responded for this variable. Again, Family Influence has received the second highest score as a motivating factor for continuation in service (see Table 5.4). *Therefore, Family Influence is a dominant motivating factor for women in every level.*

The chi-square test result of the variable in case of joining in administration shows that the observed value is significantly higher than the expected value for the positive answer (see the following Table 5.11) and the residual is positive 11 for that. On the other hand, the observed value is much lower than the expected value for negative answer. *Thus, it also indicates that most of the female civil servants have been guided by Family Influence.*

Table 5.11 Chi-Square Test Frequencies of Family Influence for Joining in Service

Family Influence	Observed N	Expected N	Residual
Yes	41	30.0	11.0
No	19	30.0	-11.0
Total	60		

With 1 degree of freedom in chi-square test, the calculated p-value (see the following Table 5.12) is significant as said by *the chi-square distribution table.*

Table 5.12: Chi-Square Test Statistics

	Family Influence
Chi-Square	8.067
Df	1
Asymp. Sig. (p-value)	.005

In case of continuation the job, 54 out of 60 have responded for Family Influence and the mean value is 3.83 which is near to 4 that means high score (see previous Table 5.4).

In case of continuation of working, a chi-square test has also been done for the variables. The calculated chi-square value (see the following Table 5.13) has been found higher than the tabular value. The calculated p-value has been found significant in chi-square tabular sheet.

Table 5.13: Chi-Square Test Statistics of Family Influence for Continuation in Service

	Family Influence
Chi-Square	19.333
df	4
Asymp. Sig.	.001

Moreover, a further inquiry has been made to know whether the job in administration has brought any kind of regard or respectful position for the female civil servants in their families or not. Respondents were asked whether their family members show a special respect to them due to their job or not. Among 60 respondents, 55 female officers (91.7 percent) said that family members express a special respect to them due to the job and this issue motivates them towards the job (see Table 14 in Annexure 2).

Therefore, the findings from frequency test, descriptive statistics and chi-square test prove that Family Influence plays an important role for motivating women to join and work in BCS Administration.

8. De-motivation related Issues

To answer the second research objective, the following sections discuss whether female civil servants feel de-motivated or not, the level of their de-motivation and more obvious factors which de-motivate them while they work in public administration if they feel de-motivated.

8.1   Do Females feel de-motivated to the service?

Female civil servants were asked whether they feel de-motivated to the job or not. In survey, 68.3 percent respondents said that they are de-motivated to some extent and few factors both inside and outside the service are responsible for the de-motivation, and 15 percent said that they are not de-motivated at all.

Table 5.14: Whether De-motivated or Not

De-motivated	Frequency	Percent	Rank
To Some Extent	41	68.3	1
Yes	10	16.7	
No	9	15.0	
Total	60	100.0	

8.2   De-motivation Level of Female Civil Servants

The respondents were requested to identify their level of motivation. The frequencies reveal that 38.3 percent females have low level and 5 percent have very low level of de-motivation while only 5 percent have high level and 3.3 percent have very high level, and the rest have moderate level of de-motivation. Therefore, the findings show that female civil servants have low level of de-motivation.

Table 5.15: Frequency of De-motivation Level

De-motivation Level	Frequency	Percent	Rank/ Comment
Very Low	15	25.0	
Low	23	38.3	**1**
Moderate	8	13.3	
High	3	5.0	
Very High	2	3.3	
Missing System	9	15.0	Not de-motivated at all
Total	60	100.0	

8.3 Factors that de-motivate Female Civil Servants

The female bureaucrats who have mentioned that they were de-motivated partially or fully were asked to disclose the factors that de-motivate them while they work in administration. Few variables were set in the question (see question 22 of the Questionnaire in Annexure-1) however it is open ended in the later part to know deliberately about the factors. To measure the extent of dominance of the factors, a 1 to 5 level scale is selected for all factors where 1 is for very low and 5 is for very high; and the higher is the number, the greater is the influence on de-motivation. Respondents were requested to make multiple responses (if applicable for her) and mark the intensity level for the identified factors in the scale.

The result shows that Job characteristics (posting and transfer system, negative attitudes of male colleagues, gender discriminate behavior by boss etc.), Adverse Work Environment, No Assured Promotion (lack of career prospects or personal growth), Non Fulfillment of Expectations (less achievement from the job), Family Burden (dual responsibilities both in office and home) and Lack of Market based Salary (salary structure) are the dominant de-motivating factors for female civil servants. Descriptive statistics has been used to analyze the principal components of de-motivation.

Table 5.16: Descriptive Statistics of De-motivating Factors

N = Number of responses (multiple response), Mean within 1 to 5 scale

De-motivating Factors	N	Rank according to N	Mean	Std. Deviation	Rank according to Mean
Job Characteristics	47	1	2.79	5.41	4
Adverse Work Environment	44	2	2.76	6.10	5
No Assured Promotion	36	3	3.61	1.10	1
Lack of Achievement/ Non-fulfillment of Expectation	34	4	3.28	1.50	2
Family Burden	31	5	3.21	2.57	3
Lack of Market Based Salary	30	6	2.09	1.13	6
Fear of Losing Job	14	7	1.77	.832	7

The number of responses for a factor is very important in case of identifying the major variables of de-motivation because higher response number indicates the influence of the factor among the majority of the female bureaucrats; therefore, in case of response number, the higher is the better. The Table 5.14 shows that majority of the respondents do not have the fear of losing job and it is not an important de-motivating factor. Though the response numbers are not the highest for the variables Promotion Uncertainty, Lack of Achievement and Family Burden, the mean values of these variables are higher than the other variables. It indicates that these factors are more influential in case of female civil servants' de-motivation.

However, only the number of responses and the mean values of the independent variables do not reflect the fact as some indicators/issues are selected for all the variables to measure and observe those factors and the influence level varies with those issues/ indicators. May be all the issues of an independent variable are not equally influential, and for this the mean may be more or less. So, it requires discussion on the variables separately with its selected issues. In the following sections, de-motivating factors are discussed with their issues/indicators.

8.3.1 Job Characteristics as a de-motivator

Seven issues have been selected to explain the job characteristics variable, these are: Posting and Transfer System of the job, Negative Attitudes of Male Colleagues, Gender Discriminate Behavior by Boss, Scheduled Work Time, Field Work, High Work Volume and Challenging Works. According to the descriptive statistics of the issues/indicators of the job characteristics (see the following Table 5.17), Posting and Transfer System of the job has received *the highest response* as a de-motivating issue by the respondents and its mean value is also high. On the other hand, the standard deviation of Posting and Transfer System is comparatively low which means respondents are consistent on expressing their view about the issue and the deviation among the opinions is low. Therefore, *the findings of the highest response number, highest mean value and the lowest standard deviation (Table 5.17) prove that Posting and Transfer system is the highest de-motivating issue among the all issues of Job Characteristics variable.*

Table 5.17: Descriptive Statistics on issues/indicators of Job Characteristics Variable

Job Characteristics	N	Rank according to N	Mean	Std. Deviation	Rank according to Mean
Posting and Transfer System	47	1	3.79	.954	1
Negative Attitudes of Male Colleagues	37	2	3.16	1.041	3
Gender Discriminate Behavior by Boss	36	3	2.69	1.167	6
Scheduled Work Time	25	4	3.08	1.256	5
Field Work	21	5	3.10	1.136	4
High Work Volume	18	6	3.17	1.505	2
Challenging Works	13	7	2.46	1.198	7

Case study-2 also shows that the frequent transfer system of the job is a de-motivating factor for female civil servants because it separates them from their family. According to female civil servants, the bondage of the mother with the baby is stronger than the father naturally, and they love their babies being mother and cannot take risk on brought up of their babies as there is hardly any alternative system of baby caring. And another reason is that in the society the familial responsibilities and reproductive roles of women are given more priority than the productive roles and female officers cannot avoid their familial and societal roles anyway to any extent. Therefore, the societal and familial system compels women to give priority on familial demands.

During the interviews, the respondents also agreed that Transfer and Posting System, which separates them from their family even from their children, de-motivates them to continue in the service. In survey, 76.7 percent respondents informed that they cannot live with their family as their husbands work and stay in another places. Among the respondents who cannot live with the family (76.7 %), 61.7 percent have opined that living without family de-motivates them (see Table 5.18) while the motivational level of the rest 15 percent is so high that even being separated from the family does not de-motivate them.

Table 5.18: Living without Family as a De-motivating factor

Living without Family De-motivates	Frequency	Percent
Yes	37	61.7
No	9	15.0
Total	46	76.7

Majority of the respondents (70%) in survey expressed that they do not feel any problem in any post of administration. Even so, few respondents conveyed that they dislike the postings of AC Land, UNO, ADC, DC, PS and NDC[14] mostly for the reason of separation from the family which hampers family life. However, there are some other causes such as the pressure of political people on these posts, staying without family in remote places lacking most of the urban facilities, and 24 hours duty with high work volume and high risk. Female administrators are de-motivated for AC Land posting because of the nature of job and several disadvantages such as broker culture, inefficient staff in AC Land offices, lack of transport facility and logistic supports, and non-availability of all land records. Here it should be noted that AC Land has an official motor cycle for visiting land however female officers cannot use it as the societal culture does not support a woman to drive a motor cycle. Women also feel discomfort to work as a PS or an NDC because of the nature of the duties which requires very close connection and all time communication with the bosses. Since the bosses are generally men, culture and values do not support women to have very close connection and all time communication with the male bosses. As one female respondent voiced, "*females do not want to hold some important positions like Assistant Commissioner Confidential (AC Con), Staff Officer, NDC, PS to Secretary etc. for the fear of scandal on her character*".

Therefore, *the finding of interviews, case studies and survey reveal that job nature of few posts in public administration and transfer system to any Upazila and any District greatly de-motivate female administrators.*

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[14] Assistant Commissioner Land (AC Land) is a post at Upazila level where generally an Assistant Secretary level officer is posted. Upazila Nirbahi Officer (UNO) is also a Upazila level posting and it is for Senior Assistant Secretary level officer. Additional Deputy Commissioner (ADC) and Deputy Commissioner (DC) are posted at District level. Private Secretary (PS) is the personal officer of a Secretary or a Minister or equivalent high-ranked government personnel. NDC stands for Nezarat Deputy Collector who is a junior officer at DC office and involves mainly in the protocol duties.

Secondly, Negative Attitudes of Male Colleagues and Gender Discriminate Behavior by Boss also significantly de-motivate female civil servants. Table 5.15 in this study shows that the unconstructive manner of male colleagues disheartens 62 percent female officers, and Gender Discriminate Behavior by Boss discourages 60 percent respondents to continue the job. As one female civil servant said in her interview that male colleagues pass bad comments because she is unmarried. Another female civil servant expressed her experience that generally male colleagues first consider a female officer with her physical beauty and sexiest outlook, not as an officer or a bureaucrat like a male officer. Two female officers stated that they feel sexual insecurity from the side of senior male colleagues especially from male bosses. Twelve respondents mentioned in the open ended part of the questionnaire that Negative Attitudes of Male Colleagues was a great challenge in the job for them. As the study of Jahan (2010:i) about female civil servants who are working in field level revealed that one of the major problems in field level is the negative attitude towards female officers from the community, colleagues and the authority and they have to face sexist comments, even threats of stigma. Their ability as civil servants is constantly put in question, and they have to put extra effort to prove their competence.

Besides, the scheduled work time, field work, high work volume and challenging works de-motivate few women because it is difficult for women to balance their duties in both the family and the office with scheduled work time, field work and high work volume. Challenging works de-motivate very little to the women, rather it has been found in the interviews that female officers enjoy the challenges in the works—case study-1 also gives this information.

Is OSD a De-motivating factor?

Only 4 women among the respondents had been OSD[15] other than study or lien reasons, and all these 4 persons were de-motivated while they were passing the period. Case study-2 also depicts the relevant facts of why and how the officers become OSD. Staying OSD other than study or lien reason is not expected by anybody and it de-motivates the officers.

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[15] OSD means 'Officer on Special Duty'. Generally an officer may be posted as OSD for overseas duty more than 3 months. S/he may also be posted as OSD on political or administrative grounds. OSD other than study or lien reason is not expected by the officers because officers don't have any duty in any specific office during OSD stage —it is like drawing salary without doing any work.

8.3.2 Unfriendly Work Environment as a de-motivator

Female civil servants are unhappy with their work environment. From interviews and observation tool it has been uncovered that office environment is not suitable for the basic and special needs and arrangements of women in the most of the cases, especially for the officers who are in the bottom layer of the administration. Because only the Joint Secretary and above positions have separate and individual toilet and washroom facilities in offices. As female officers are mostly concentrated below the Joint Secretary level, they face problem of lacking separate and clean washroom and toilet facilities in the office, and they also face the same problem outside the office during out-desk duties. Separate and clean washroom facility for women is not available in all DC offices and Ministries.

Table 5.19: Descriptive Statistics on issues/indicators of Unfriendly Work Environment

Adverse Work Environment	N	Rank	Mean	Std. Deviation	Rank
Absence of Separate Toilet Facility	44	1	4.16	1.275	1
Absence of Quality Day Care Center	30	3	4.30	1.022	2
Absence of Day Care Center	39	2	4.13	1.128	3
Absence of Separate Room in Office	16		2.75	1.238	
Absence of Computer Facility	16		2.88	1.360	
Absence of Performance Appraisal	28		3.43	.997	

The female civil servants who have small kids face problems for caring them in day time without having day care services in their offices. In Bangladesh, the only one day care center has been established at Secretariat premise; however the quality of the center is not satisfactory to keep the children—as case study-4 shows the fact. Therefore, the establishment of day care center and ensuring the quality of the center— both have equal importance in motivation.

All the more, absence of separate room and computer facility in the office de-motivate few female officers who do not have these. Generally officers have individual room but not always, for example, most of the officers of Senior Assistant Secretary level in the Ministry of Finance share their room with colleague and sometimes with staff. As women need privacy and remain in the office for eight hours, they feel uneasy to share their office room with a male colleague, especially in lunch and prayer time, and if they feel sick at anytime.

Nonexistence of computer and internet facilities also de-motivates female civil servants because it reduces job productivity and without having this facility they feel isolated in this globalized world.

8.3.3 No Assured Promotion as a de-motivator

Promotion uncertainty is one of the more obvious de-motivating factors of female bureaucrats. It has occupied 1st position mean value wise and 3rd position response number wise. Less likelihood of personal growth or lack of career prospects make female administrators frustrated and de-motivated.

Majority of the female bureaucrats (76.7%) have a perception that there is a *glass ceiling* (invisible barrier or block) for the promotion of female civil servants to particular levels (see Table 5.20). They think that administrative culture is influenced by the patriarchal culture and values, and traditional mindset of the promotion authority refrain women from holding powerful positions.

Table 5.20: Respondents' View on Glass Ceiling

Glass Ceiling	Frequency	Percent
Yes	46	76.7
No	8	13.3
No Comment	6	10.0
Total	60	100.0

According to the female officers, although there is a reservation for women in recruitment in civil service, there is no gender sensitive policy in case of upward movement of female officers. As a result, male dominated administrative culture makes their career path narrower or restrictive. They perceive that there is a glass ceiling for female officers and they must struggle to get justice in case of promotion. As Kabir (2008:51) said, 'Positive discrimination (quota) for women is limited to initial recruitment; it has not been extended to cover promotion. This leaves women lagging behind their male counterparts in the race for higher positions'.

Female administrators think that promotion insecurity can be seen from three points. Firstly, it is because of the lower number of posts in the upper positions of administration. Secondly, promotion does not follow merely the concept of meritocracy. And finally, for the first two reasons, promotion requires bureaucratic and political lobbying. Therefore, female civil servants think that they cannot make an equal fight for lobbying like their male counterparts and cannot cope with the politicization of bureaucracy and *todbir* (lobbying illegally) culture prevailing in the civil service (see case studies 1 and 2).

8.3.4 Non-fulfillment of Expectation as de-motivator

Female officers have asserted that they joined in the service with a great expectation of honor, status and living standard, however all these are not fulfilled. They found that there are low level facilities from the job like nonexistence of proper work environment, vehicle facility, suitable accommodation facility and health care facility. And few of them think that there is a mismatch between the given status and salary structure and other facilities. On the other hand, most of them think that there is an uncertainty for career advancement. Therefore, 57 percent respondents have a perception that they have not achieved as they desired or deserved and this non-fulfillment of expectation de-motivates them to some extent.

8.3.5 Family Burden

In Bangladesh, there is high collectivism, and family bondage is very strong and the role of women in the family and in the patriarchal society is well defined. Female civil servants have to play dual responsibilities in both family and office-- as they have major duties in the family such as caring baby and all the family members, cooking, cleaning and doing other household works. And between these two duties of women, society gives priority on the gender roles for them. Therefore, they have to make a balance between office duties and home responsibilities. Managing the dual duties successfully is a great challenge for them and sometimes it de-motivates them— as case studies 3 and 4 give the evidence for it. In interviews, females have stated that they faced a great challenge for baby caring in office time without having a day care service. As one Senior Assistant Secretary said, *'Female officers want to work more sincerely in office, however family responsibilities sometimes do not support that. And she cannot avoid the family responsibilities as a mother. The policy makers should make the policy more women friendly.'*

Table 5.21: Descriptive Statistics of the Issues of Family Burden

Family Burden	N	Mean	Std. Deviation
Gender Roles in Family	31	2.94	1.436
Caring for Children	29	3.41	1.323

Statistics in this study (see Table 5.21) shows that almost 50 percent of the respondents have identified family burden as a de-motivating factor for them, however, the standard deviation is high. The high deviation of the intensity of the issues related to family burden may be on several grounds. This may arise out of the instant adverse familial situations, for example, while every female civil servant has more or less family burden, whether it de-motivates her or not, or, may slightly or greatly de-motivates, nevertheless, if a female civil servant has very small kid(s) or old aged member(s) in her family and she has no domestic aids, her de-motivation will be high.

8.3.6 Lack of Market based Salary

Though salary is not a significant motivating factor for most of the respondents, however, few of them have opined that they do not get the market based salary, and the salary structure is very poor in comparing to private sector. Culturally, their husband manage the family expenses mostly; that is why, they are not that much worried about this need however without the support of the spouse it would have been very difficult to do with the poor salary, as their male colleagues really struggle to maintain the family with existing salary structure. They think that efficiency of the officers can be increased by providing them market based salary. Though the salary structure (physiological need) does not dominate the motivation of female civil servants, however, absence of market based salary structure de-motivates them to some extent.

Other de-motivating issues are politicization of bureaucracy with which women cannot cope, parochial attitude of political bosses and their barriers to work within legal framework at all levels especially from the Upazila Prishad Chairman at UNO and AC Land level, and lack of specific job description, discrimination in posting & transfer among the officers, absence of support from senior officers in adverse situations, discrimination against the field- officers in the selection process of foreign training and tour, inter-cadre conflict in field level and giving less importance on the decision made by women.

9. Listening from the Female Administrators about their Challenges

Female bureaucrats have said that they have many challenges in the job. However, no step has been taken so far to learn about and address their challenges from Government side. According to their opinion, more obvious ones are pointed out in the following sections:

Balancing Dual Duties

Women have to do multi-task both in family and office, and the work volume is high in the both places. More than half of the respondents think that making balance between the gender responsibilities in family and the office duties puts difficulties and great challenges. They find difficult to prove themselves as good mother, responsible wife, dynamic house manager and efficient officer. And the gender roles turn into burden without cooperation from family members or spouse. In District level, the officers have 24 hour duties and they have to work after office hour both in office and at DC's Bungalow. Therefore, they have to make restless efforts to reconcile among familial and professional roles.

Working in an Unfriendly Office Environment

Most of the cases infrastructures are not adequate for women. Working for long whole day in the office without having separate room, clean and separate toilet facility and day care services for their kids is also a challenge. And this happens specially in case the women who hold the ranks below the Joint Secretary however it is said in earlier that female officers are mostly concentrated in the mid and bottom ranks of administration. Besides, they feel that managing duties without having suitable toilet facility while on duty in the field level could be problematic. For example, in field work like election duty where night halts are sometimes necessary, absence of toilet and/or clean washroom facility is a great challenge for a woman in her special days. Sometimes, by using dirty toilet females get infected. And baby caring also is very challenging being a Public Administrator with high work volume without having day care facility. Without support from family members it is very difficult to care the baby.

Negative Perception about Women's Ability

Majority of people may have a negative perception about female officers' ability. When a woman starts her job, at the first stage others underestimate her and express a negative feeling

whether she is capable or not, until she proves herself, and she always faces the test, however no one questions about a male's capability until he proves himself incapable. For being female she has to prove always that she is competent. Proving competence of female officers may be more of a necessary element when people have negative perception about the ability of women. This creates more challenging position for women.

Negative Attitudes of Male Colleagues

Female officers often may find difficulty to adjust with organization due to the negative attitude of male colleagues. It was claimed that male colleagues lack sensitivity on gender issues. As one Senior Assistant Secretary asserted that the male colleagues and bosses consider them first as a female with sexiest outlook, not as an officer or bureaucrat like a male. Sometimes, the males judge the female bureaucrats by her physical beauty or outlook. Few females feel sexual insecurity from the side of senior male colleagues especially from male bosses. The female officers generally cannot hold some important positions like AC Confidential, Staff Officer, NDC, PS to Secretary etc for the fear of scandal on her character. One unmarried woman said that she has to receive negative comments from her male colleagues. Female officers expect cooperation from her male colleagues who are the majority in office.

Posting at the Field Level

Working in field level which separates female officers from husband and even from children could become a big challenge for them. Female officers find difficulties working in remote places and staying there without family. Moreover, the challenges become more prominent with the absence of suitable accommodation.

Impression of Patriarchal Culture in Everywhere

Socially a woman has perceived lower status than a man. Overcoming this social, familial and cultural barrier and apathy to allow women in honorable and important positions such as different ranks of administration and holding these positions successfully is a challenge as well. Sometimes staff shows careless attitudes to female officers comparing that to men. Common people also behave indifferently with female officers comparing to that with male

officers. Women face dominating attitudes and gender discriminative behaviors by male persons both in office and home.

Social Insecurity

Female officers feel insecured to stay and work in remote field level postings. They also think that insecurity lies in performing challenging tasks especially at night. Nevertheless, few female officers said that they feel easy in any type of work and at any time. *As one female Executive Magistrate stated that she led a joint operation team to catch an offender at mid-night and she didn't find any difficulties being a female.*

10. Suggestions Made by Female Civil Servants

Female officers have made some recommendations for improving their motivational level to the service and reducing the existing barriers. These suggestions have been given for both the policy makers and the female officers working in administration.

Recommendations for Policy Makers:

Gender Sensitized Public Administration

Gender Sensitized Public Administration is needed for improvement of the existing work environment. Special training may be arranged for male officers to change their negative perception and attitudes. Gender Sensitive course should be included in Foundation Training Course (FTC) and Law and Administration Training Course (LATC). Specific protective rules/regulations/bodies should be made to work on gender issues in Bangladesh Civil Service.

Removing Glass Ceiling

Glass Ceiling for the upward movement of women for certain positions as it was claimed to be present, must be removed. Women participation in higher positions and policy making levels should be increased. Promotion on the basis of merit and performance should be ensured. Irrespective of gender the ethos of impartiality, neutrality, merit and self-esteem should be re-installed.

Establishing Congenial Environment

A more congenial environment through establishing more Day Care Centers, compassionate placement practices and appreciative measures for successful women officials should be ensured. Office environment as well as infrastructural condition should be improved, such as separate and clean toilet facility must be ensured. Vehicle facility should be provided to them.

Sensible Posting and Transfer policy

Posting should be ensured in the place where husband lives. The rules for giving posting to husband and wife together or at least nearer places should be strictly followed. Authority should be flexible in case of giving posting of female officers and therefore, their choices for postings should be given due consideration. Fair and sensible posting and transfer policy should be formulated.

Flexible Attitudes

Social changes must be directed for building more positive attitudes towards women. In the workplace flexible attitudes towards women may motivate them further. Therefore, some additional facilities such as allowing necessary leave and providing good working place should be arranged for female officers.

Systematic Work and Time Limit

Office environment should not be very rigid and restrictive, a friendly environment may result in more motivation and more job productivity. Female officers should not be forced to stay at office after office hours without any specific duty/reason. Office time may be flexible.

Lunch Arrangement in the Office

Lunch can be arranged in the office so that female officers can be free from the anxiety to prepare lunch for her and her husband before coming to office.

Awareness Building

Awareness building in school and college level on the importance of women participation in national policy making and implementation is needed so that female students feel encouragement to join in public administration.

Capacity Building

Special trainings should be arranged for female officers to make them competent with skills and knowledge required for challenging jobs. The capacity of women working in service should be increased by providing need based training and motivational measures to them. Building awareness among women and giving them special training how they can efficiently balance the dual roles, and informing them some specific success stories can be fruitful in this case.

Suggestions for Women:

Female officers should make priority of works and provide quality time both in office and family. They should balance the works in a systematic way by using time efficiently at work place and at home. They should make emotional balance and prove themselves as competent in every sphere of life— the success story will further motivate her to make further initiatives. They should always put adaptive mentality because women have more familial and cultural bindings than that of men, and should manage adverse situations that are manageable. Female officers should improve their quality and win the adverse situation by personal capacity. They should be knowledge based and should achieve leadership quality. Female officers should have self realization and self confidence about their capacity, and self improvement should be done to gain success everywhere. Though they have to play dual roles, they should prove themselves always as sincere and efficient, and by proving themselves competent they can change the negative perception of males. *As one Additional Secretary said, 'Women should prove themselves as good professionals although there are some challenges, however, they have to face those challenges with courageous mind and have to manage the situations with best possible ways by their individual capacity. Yes, the environment is not fully in favor of women, however, they have to struggle to make the situation in favor of them, as they are passing a transaction period of women empowerment and in some cases they are pioneers.'*

Few female officers said that sometimes women show inward-looking and opportunity-seeking behaviors by showing gender causes however women should avoid these types of attitudes. Sometimes it is seen that they does not like field level postings for familial reasons, but want to go to abroad. *One Deputy Secretary said, 'Few women want to take advantages in office by showing their gender causes. However, women should not compromise with quality and efficiency in office; they have to manage efficiently their both roles and motivate*

their family members to share the house-hold works in family and should make their children self-dependent.'

Female officers also should motivate family members to share their works. Few respondents think that lady officers should maintain good relation with their family members, so that she gets their cooperation and supports for managing dual roles.

Women should work for women; one female officer should help other female officers to deal with the de-motivating factors. Women should cooperate each other, should show solidarity and develop a network which will raise more voice for them.

Since historically women's roles were continued to domestic works only, now with the gradual increase of women participation in public administration, there will be a positive development in the mindset of the male dominant bureaucracy which can result in a congenial work environment. *As one female Secretary of a Ministry opined that life is full of challenges and the service is not exceptional from that. So, female officers should make them ready for facing the challenges in service.*

11. Male Opinion regarding the findings of the Study

To validate the findings and maintain the neutrality, five male civil servants who worked or are working with many female colleagues have been interviewed. All of them have agreed with the motivation related findings, but they have different opinions regarding motivation level of female officers, few de-motivating factors and existence of glass ceiling for women. For example, one male interviewee think that as women entered into the administration later than men, naturally female officers are less in number in upper ranks of administration, nevertheless, may be some kind of glass ceiling also exists there, but glass ceiling is gradually decreasing day by day; problems lies with the mindset of the promotion authority who are culturally not that much gender sensitized. With regard to another male respondent, family burden may not always de-motivate women; they may enjoy the familial responsibilities. Two among the five male administrators think that gender issues are world phenomenon, Bangladesh is not exception from this, however the situation is changing with time. Again, another male civil servant said, 'Motivation depends on personal characteristics

and instant situations, and it may not significantly correlated with gender. Therefore, we should not generalize motivation on the basis of gender. And I don't think that motivation of female officers is higher than that of male officers.'

However, as equal treatment for men and women is absent in the society, and the societal roles are different for these two groups of people, it may be argued that, there is gender differences in motivational issues, and the female respondents also think that their motivational and de-motivational aspects are not same as that of men and they have different views resulted from different needs and experiences which should be valued. On the other hand, based on the empirical evidences it has been statistically found that female officers have high level of motivation in their job, however, the study is limited on women and it does not know the motivation level of male officers, and the study does not compare the motivation level of men and that of women.

Summary of the Chapter

Issues related to motivation and de-motivation of female civil servants have been discussed, analyzed and explained in the chapter according to collected data. Independent variables with their indicative issues have elaborately been analyzed here. It has been found that BCS Administration was the first choice of women as their career, and they are highly motivated in their present job. Some factors have been identified for joining and continuing in the profession. However, female civil servants have low level of de-motivation also and some factors are lie behind this. The main findings of the study pointed out in the next chapter to answer the research questions.

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Chapter Six

Major Findings and Conclusion

Introduction

The chapter presents the major findings corresponding to the research questions and explains the variables through the analytical framework. It also answers the objectives of the research and links up the findings with hypotheses and related motivation theories; and finally it makes concluding remarks of the study.

According to the first research question the study intended to know the factors that motivated female civil servants to join BCS Administration cadre. In line with the analytical framework, motivation for joining in administration has been investigated by two ways: firstly, motivating factors for choosing public service rather than private service, and secondly, motivating factors for joining Administration Cadre rather than other Cadres. The second research question of the study intended to identify the factors that motivate and de-motivate female civil servants when they work in the BCS Administration cadre. So, in line with the research questions and objectives, the findings on important motivating factors for joining and continuation in working, and dominating de-motivating factors of female civil servants are discussed in the following sections.

1. Major Findings related to Motivation

1.1 Motivating Factors for Joining in BCS Administration

1.1.1 Motivating Factors for Choosing Public Service rather than Private Service

Women had been motivated to join public service rather than private service for various reasons. Family influences, social status, holding power, social security due to job and job security are identified as major motivating factors for choosing public service rather than private service.

1.1.2 Motivating Factors for joining Administration Cadre rather than other Cadres

BCS Administration was the first choice for 81.7 percent respondents. Data from survey, case study and interview suggest that power, prestige and social status of the job is the highest motivating factor for women to join in BCS Administration rather than other Cadres. In addition, family influence is the second leading motivating factor for this. Other notable motivating factors are-- their desire to prove them competent and to serve people.

1.2 Motivating Factors for Continuation in Administration

The findings have demonstrated that female bureaucrats have high level of motivation in their job. Descriptive statistics in this study has been the evidence that Job security is the strongest motivating factor for continuation in service. The other important motivating factors are Family influence, Job characteristics, Sense of achievement and career prospects. Salary of the job is not an important motivation factors for female civil servants.

Family influence had played a very important role for motivating women to join and work in BCS Administration in all cases.

2. Main De-motivating Factors when They Work in Administration

The result shows that particular characteristics of the job, unfriendly work environment, promotion uncertainty, non-fulfillment of expectations and family burden are the dominant de-motivating factors for female civil servants.

The findings indicate that the posting and transfer system is the topmost de-motivating issue among the job characteristics. Majority of the respondents (70%) feel comfort in any post of administration. Even so, few respondents dislike the postings of AC Land, UNO, ADC, DC, PS and NDC, mostly for the reason of separation from the family which hampers their family life. For disliking these postings, there are some other reasons such as the parochial attitudes and pressure of political people on these posts, staying without family in remote places lacking most of the urban facilities and 24 hours duty with high work volume and high risk, and lack of transport facility and logistic supports. Secondly, negative attitudes of male colleagues and gender discriminate behavior by boss also significantly de-motivate the

female civil servants (see table 5.15). Besides, the scheduled work time, field work, high work volume and challenging works de-motivate few women because it is difficult for women to balance their duties in both the families and the offices with scheduled work time, field work and high work volume. Challenging works de-motivate very little to the women, rather it has been found that female administrators enjoy the challenges in the works.

It has been found in the study that work environment of public administration is not women friendly and it doesn't fulfill the basic and special needs of women such as separate toilet facility and day care service for the children. The study shows that nonexistence of separate toilet facility and day care services in the office are the strongest de-motivating issues of work environment variable.

Promotion uncertainty is one of the more obvious de-motivating factors of female bureaucrats. It has occupied 1st position mean value wise and 3rd position response number wise. Majority of the female administrators (76.7%) have a perception that there is a *glass ceiling* (invisible barrier or block) for the promotion of female civil servants (see table 5.19), and less likelihood of personal growth or lack of career prospects make them frustrated and de-motivated.

Women had joined in the service with a great expectation of honor, status and living standard, but all these expectations are not fulfilled. They found that there are less facilities from the job such as nonexistence of proper work environment, vehicle facility, accommodation facility, health care facility and suitable financial loan systems to meet emergency needs and health care needs or suitable house/car loan systems. Therefore, 57 percent respondents have a perception that they haven't achieved as they desired and deserved, and this non-fulfillment of expectation de-motivates them to some extent.

Fifty percent of the respondents have identified that they are overburdened by the family responsibilities which de-motivate them to the job. Lack of market based salary de-motivates few female civil servants. Other de-motivating issues are politicization of bureaucracy with which women cannot cope, parochial attitude of political bosses and their barriers to work within legal framework at all levels especially from the Upazila Prishad Chairman at UNO and AC Land levels, discrimination in giving posting & transfer, absence of support from senior officers in adverse situations, discrimination against the field- officers in the selection process of foreign training and tour, and inter-cadre conflict at field level.

3. Linking Up Findings

At the end of the study, it is required to see whether research objectives and research questions have been answered properly or not. It has been found that the research questions and the hypotheses have been answered properly by the findings of the study. Both the hypotheses have been proved true by the statistical analysis of the findings (in Chapter Five). The research objectives, research questions, hypotheses of the study and the findings of the research have been linked in the following table.

Table 6.1: Linking Research Objectives, Research Questions, Hypotheses and Findings

Sl.	Research Objectives	Research Questions	Findings of the Study	Hypotheses
1	To identify important factors of motivation of female civil servants for joining in BCS Administration Cadre.	What factors motivated female civil servants to join in BCS Administration cadre?	<u>Important Motivating Factors for Joining</u>: Family influence, Job security, Status, power and social security of the job, Desire to prove them competent and To serve mass people.	1. Family Influence plays an important role for motivating females to join and work in BCS Administration.
2	To find out dominant factor/factors of motivation and/or de-motivation of female civil servants working in BCS Administration Cadre.	What factors motivate and/or de-motivate female civil servants when they work in BCS Administration cadre?	<u>Major Motivating Factors</u>: Job security, Job characteristics, Family influence, Sense of achievement and Career prospects. <u>Dominant De-motivating Factors</u>: Posting and transfer systems, Negative attitudes of male colleagues, Gender discriminate behavior by boss, Unfriendly work environment, Promotion uncertainty, Non-fulfillment of expectations and Family burden.	2. Physiological need is not a significant motivating factor in case of females in Bangladesh context.

4. To What Extent Findings are Related to Theories?

Findings of the study are related to different theories, and almost all the identified factors can be explained by the theories discussed in the Chapter Three. As most of the discussed theories have overlapping ideas, one factor can be explained by more than one theory (see Table 6.2).

Family influence is a leading motivating factor for women to join and work in BCS Administration Cadre in the socio-cultural context of Bangladesh which is guided by high collectivism dimension of the Hofstede's model and the patriarchal system. It reflects the impression of strong family bondage and collectivism in the country and its impact on female civil servants. Job Security is a very significant motivating factor which is the safety need of the Need theory of Maslow and the Hygiene factor of the Two factor theory. Status, power and social recognition of the job is another important motivating factor and it can be linked with social and esteem needs of the Need Theory of Maslow, motivating factor of the Two Factor theory and with the Job Characteristics Theory as special characteristics of BCS Administration bring status, power and social security for women. Desire to Prove as Competent is the need for achievement which belongs to the Achievement Motivation theory. Sense of achievement and Career prospects, which also motivate female civil servants, can be explained by safety, esteem and self actualization needs of the Need Theory of Maslow, motivating factor of the Two Factor theory and the Expectancy Theories.

Posting and transfer system of the BCS Administration Cadre is a dominant de-motivating factor for the female employees and it is related with the Job Characteristics Theory. Negative Attitudes of Male Colleagues and Gender Discriminate Behavior by Boss are also significant de-motivating factors and these variables are linked with Patriarchal culture of the society. Unfriendly work environment, a prime de-motivating factor, is a Hygiene factor according to the Two Factor theory. Promotion uncertainty, another important de-motivating factor, is related with the Need Theory of Maslow (Self Actualization need), the Two Factor theory (Motivating factor) and the Expectancy Theories. Non-fulfillment of Expectations, which is also a de-motivating factor, can be explained by the Equity theory and the Expectancy Theories. Female civil servants have to play dual roles both in office and in home, and this family burden de-motivates them to the job—this phenomenon can be explained by the Social Role theory.

The relationships among the findings of the study and relevant theories have been shown in the following table:

Table 6.2: Linking related Theories to the Findings

Research Questions	Answer of the Research Questions according to the Findings (Factors)	Related Theories
1. What factors motivated female civil servants to join in BCS Administration Cadre?	Family influence	Hofstede's Model & Patriarchy theory
	Job security	Need theory of Maslow, Two Factor theory & Job Characteristics Theory
	Status, power and social recognition of the job	Need Theory of Maslow, Two Factor theory & Job Characteristics Theory
	Desire to prove as competent	Achievement Motivation theory
	To serve mass people.	-----
2. What factors motivate and/or de-motivate female civil servants when they work in BCS Administration cadre?	**Major Motivating Factors**	
	Job security	Need theory of Maslow & Two Factor theory
	Job characteristics	Need Theory of Maslow, Two Factor theory & Job Characteristics Theory
	Family influence	Hofstede's Model & Patriarchy theory
	Sense of achievement	Need Theory of Maslow, Two Factor theory & Expectancy Theories
	Career prospects	Need Theory of Maslow, Two Factor theory, Equity & Expectancy Theories
	Dominant De-motivating Factors	
	Posting and transfer systems	Job Characteristics Theory
	Negative attitudes of male colleagues	Patriarchy theory
	Gender discriminate behavior by boss	Patriarchy theory, Two Factor theory
	Unfriendly work environment	Two Factor theory
	Promotion uncertainty	Need Theory of Maslow, Two Factor theory & Expectancy Theories
	Non-fulfillment of expectations	Equity theory & Expectancy Theories
	Family burden	Social Role theory

More Influential Theory in Findings

As is seen from the Table 6.2, there are many theories related to the study findings. Since the study has focused on female civil servants, some findings are related to gender theories. Though most of the variables are related to Need Theory of Maslow, the findings have not maintained the strong hierarchical order according to the Need Theory of Maslow. However, with regard to the findings, *the Two Factor theory is more influential to motivation and de-motivation of female civil servants.*

According to the concept of the Two Factor theory, the Hygiene factors are: salary, job security, working conditions, level and quality of supervision, company policy and administration, and interpersonal relation. And the Motivators or Growth factors are: sense of achievement, recognition, responsibility, nature of work and personal growth and advancement, all of which create satisfaction and motivation. Motivators or growth factors motivate persons while the presence of the hygiene factors does not motivate one, but absence de-motivates him/her.

Most of the variables in the findings are related to the Two Factor theory. Table 5.7 (Chapter 5) reveals that motivation level of the respondents has 99% relationships with Sense of Achievement and Career Prospects whereas it has 95% relationships with Job Security, Job Characteristics and Family Influence. Salary is not significantly related with motivation, though one cannot imagine a job without salary. Therefore, findings show that motivation of female officers has the most significant relationships with Sense of Achievement and Personal Growth which are the Motivators or Growth factors of the Two Factor theory. Nature of Job is another significant Motivator; however, some issues of Job Characteristics of BCS Administration Cadre also de-motivate female officers. Job Security received highest score both response number wise and mean value wise in case of motivation for continuation in service (see Table 5.4), however, it is less significant in respect of correlation with motivation level comparing to Sense of Achievement and Career Prospects (see Table 5.7). Unfriendly work environment and gender discriminate behavior by boss are great de-motivating factors for female officers which are Hygiene factors according to the Two Factor theory. Thus, it can be said that, like the Two Factor theory, Salary, Job Security, Working Conditions, Gender neutral supervision, women friendly policy and administration, and Interpersonal relations are the Hygiene factors in case of motivation and de-motivation of female civil servants. And Sense of Achievement, Social and Familial recognition, nature of

work (Job Characteristics) and personal growth and advancement (Career Prospects) are the Motivators or Growth factors for female officers belonging to BCS Administration Cadre according to the Two Factor theory. Findings match mostly with the Two Factor theory.

Therefore, it has been clear from the analysis of the findings that the Two Factor theory is the most influential theory to motivation and de-motivation of female civil servants.

6. Conclusion

It has been found that female officers are highly motivated to the job of administration. Job security, job characteristics and family influence are the core motivating factors to join and continue in BCS Administration Cadre. Interestingly it has been seen that physiological need (salary) is not the foremost motivating factors for female civil servants in the socio-cultural context of Bangladesh. However, there are few de-motivating factors such as transfer in field level especially in remote areas which made them separated from family members, absence of separate and clean toilet facility and day care service in office, negative attitudes of male colleagues, gender discriminate behavior by boss, no assured promotion, lack of market based salary and dual duties in office and home. Since historically the roles of women were limited dealing with domestic affairs in the patriarchal society, and women are working in public administration only for last three decades, enough time has not yet passed to overcome all the de-motivating issues. However, day by day the situation is gradually improving for female officers in the BCS Administration.

7. Scope for Further Research:

The empirical findings of the study indicate that majority of female civil servants have the perception that there is a glass ceiling in case of promotion of female officers, however, the majority of the male respondents interviewed think that the discrimination against women is gradually decreasing. Therefore, a further research can be done whether there is any glass ceiling practically or not.

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Motivation and De-motivation of Female Civil Servants: A Study on BCS Administration Cadre

Questionnaire

[Note: Women cover nearly 50 percent of total population but represent only 14.4 percent of administrative posts (MoPA & PSC, 2011). Women are not only under-represented in Civil Service; but also tend to be concentrated in the bottom of the hierarchy (Public Administration Country Profile, United Nations, 2004:14). The present study attempts to identify important factors of motivation of female bureaucrats for joining and working in BCS administration cadre. This study has policy implication, because on the basis of the findings of this study, the Government can address those factors to motivate women and increase their number in civil service. This study will help to identify the challenges for women to work in civil service. The study is being undertaken for partial fulfillment of the requirement of the course 'Master in Public Policy and Governance (MPPG)'. Data collected through this questionnaire will be used for research purpose only and personal identity of the respondents will not be disclosed. So, I am humbly seeking your kind cooperation to undertake the research by disseminating your following information. Thank you.]

Part A. Respondent's Basic Information

1. Designation: (Pls put √ mark on number)

(1) AS/AC (2) SAS/SAC (3) AC Land (4) UNO (5) ADC (6) DC (7) DS   (8) JS (9) Add S (10) S

2. Batch: …………… **3. Age:**………… **4. Home District:** ………………………………………

5. Current place of posting: (1) Ministry   (2) Field, name of Districts………………………......

6. Service Length: (1) 1-5 years (2) 6-10 year (3) 11-15 year (4) 15-20 years (5) 21-25 years (6) above 25 years

7. Last Academic Degree: (1) Bachelor   (2) Masters   (3) M. Phil   (4) Ph.D.   (5) Others

8. Academic Discipline: (1) Arts (2) Science (3) Social Science (4) Commerce (5) Others

9. Marital Status: (1)   Married   (2) Unmarried   (3) Others

10. Husband's Occupation: (1) BCS Cadre Officer   (2) Other Govt Service holder   (3) Teacher
  (4) Private Service (5) Businessman (6) Farmer (7) Others (pls specify)……………………….

11. Father's Occupation: (1) BCS Cadre Officer   (2) Other Govt Service holder   (3) Teacher
  (4) Private Service (5) Businessman (6) Farmer (7) Others (pls specify)………………………

12.

Number of Children	Age of Children	Class they read in

13. Previous job before BCS (if any): (1) Private Job (2) Banking (3) Teaching (4) Others

14. Previous Posting Places (Districts): …………………………………………………………

Part B. Motivation Related Information

15. Was BCS Administration Cadre your first choice in the BCS exam form? 1. Yes 2. No

16. What factor(s) motivated you to join in BCS Administration cadre rather than other Cadres?

(1) To Prove Yourself as Competent (2) Powerful and Prestigious Job (3) Job Security (4) Family Influence (5) Social Status of the Job (6) Desire to serve the people (7) To Fulfill the Expectation of Society (8) Others (pls specify)……

17. Why you have chosen public service rather than private service? (multiple response)

(1) Prove Yourself Competent for Challenging Job (2) Powerful Job & It Brings Social Security for You (3) Assured Salary (4) Job Security (5) Social Status of the Job (6) Family Influence (7) To Provide Service to Mass People (8) More Convenience and Suitable for Woman (9) Others (pls specify)……

[Put √ mark in the scale for the following answers]

18. Considering all merits and demerits in the service, to what level are you motivated in your present job? (1=Minimum, 5= Maximum)

1	2	3	4	5

19. What are the factors that motivate you to continue working in BCS Administration Cadre?

Variables	Scale (1=Minimum, 5= Maximum)				
a) Family Influence (Influence of family members)	1	2	3	4	5
b) Job Characteristics (Nature of task, Posting and transfer, Power and Prestige, Social recognition etc)	1	2	3	4	5
c) Job security (less or no fear of losing job)	1	2	3	4	5
d) Salary (Assured salary & Salary Structure)	1	2	3	4	5
e) Work environment (Day Care Centre, Separate Bathroom Facility & Interpersonal relations and attitudes of other colleagues)	1	2	3	4	5
f) Sense of Achievement/Fulfillment of expectation	1	2	3	4	5
g) Career prospects (assured promotion, defined career path)	1	2	3	4	5
If others pls specify below and identify the level					
h)	1	2	3	4	5
i)	1	2	3	4	5

20. Do you think family members express a special respect to you due to your job? 1. Yes 2. No

21. Do you feel de-motivated in the service? 1. Yes 2. No 3. To some extent 4. No Comments

If yes, please indicate the level of your de-motivation: (1=minimum and 5= maximum)

1	2	3	4	5

22. If you are de-motivated, what are the factors that de-motivate you for you work? [pls put √ mark(s)]

Variables	Indicators/Issues	Scale (1=Minimum, 5= Maximum)				
a) Family Burden	(1) Gender roles in family (cooking, cleaning and other household works)	1	2	3	4	5
	(2) Caring for children	1	2	3	4	5
	(3) Others (pls specify)	1	2	3	4	5
b) Job Characteristics	(1) High work volume	1	2	3	4	5
	(2) Field work	1	2	3	4	5
	(3) Challenging works : [Mobile Court, Eviction, Disinter, Handling public, Conducting Public Examination, Election Duties, Presiding meetings, Attending foreign delegates etc]	1	2	3	4	5
	(4) Posting and transfer system	1	2	3	4	5
	(5) Attitudes of male colleagues	1	2	3	4	5
	(6) Gender discriminate behavior by boss	1	2	3	4	5
	(7) Scheduled work time [Not flexible]	1	2	3	4	5
	(8) Others, pls specify	1	2	3	4	5
c) Job Security	Fear of loosing job	1	2	3	4	5
d) Salary Structure	Low salary/ lack of market-based salary	1	2	3	4	5
e) Adverse Work environment	(1) Absence of separate bathroom Facility	1	2	3	4	5
	(2) Absence of separate room in office	1	2	3	4	5
	(3) Absence of computer facility	1	2	3	4	5
	(4) Absence of Day Care Centre	1	2	3	4	5
	(5) Absence of Quality Day Care Centre	1	2	3	4	5
	(6) Absence of performance appraisal	1	2	3	4	5
	(10) Others (pls specify)	1	2	3	4	5
f) Lack of Achievement/ Non-fulfillment of expectation	(1) Little scope for career advancement	1	2	3	4	5
	(2) Low level of facilities from job	1	2	3	4	5
	(4) Others (pls specify)	1	2	3	4	5
g) Career prospects	No assured promotion, lack of defined career path	1	2	3	4	5
If others, pls specify below and identify the level						
h)		1	2	3	4	5
i)		1	2	3	4	5

23. Can you live with your family members in your work station?   1. Yes   2. No

   If not, does this factor de-motivate you to your service?   1. Yes   2. No

24. In which post/posts of BCS Admin cadre you feel discomfort?

   (1) None (2) Magistrate (3) AC Land (4) UNO (5) ADC (6) DC (7) Others, pls specify……

   Why you feel discomfort? pls specify…………………………………………………………....

25. Have you ever been OSD other than study or Lien reasons?   1. Yes   2. No.

   If yes, is it your de-motivating factor?   1. Yes   2. No

26. Do you think that there is a *Glass Ceiling* (invisible barrier or blocks) for the promotion of female civil servants?   1. Yes   2. No   3. No Comments

27. What are the challenges in the job for a woman? Please note down according to the priority you would give them.

1.

2.

3.

4.

5.

28. Please provide some specific suggestions to improve females' motivational level and remove de-motivation for BCS Administration Cadre. (Please write down priority wise)

1.

2.

3.

4.

5.

29. Overall Comments (if any):

Thank You very much for your kind cooperation.

Mahbuba Bilkis

BCS (Administration) Cadre, 24th Batch, ID-15700
At present Student of MPPG Program of NSU
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Additional Tables according to Collected Data

Table 1: Job before BCS

	Frequency	Percent	Rank
No Job Before BCS	26	43.3	1
Banking	9	15.0	2
Teaching	9	15.0	2
Others	9	15.0	2
Private Job	7	11.7	3
Total	60	100.0	

Table 2: Age of Respondents

Age	Frequency	Percent
Low Age (27 to 30)	11	18.3
Mid-Age (31 to 40)	30	50
High-Age (41 to 54)	19	31.7
Total	60	100.0

Table3: Frequency of Respondents' Home Districts

Name of District	Frequency
Dhaka	4
Noakhali	3
Faridpur	3
Kishoreginj	3
Comilla	3
Chittagong	3
Khulna	3
Mymensingh	2
Narayangonj	2
Bagerhat	2
Jessore	2
Barisal	2
Barguna	2
Magura	2
Satkhira	2
Nilphamari	2
Rajshahi	2
Rangpur	2

Narsingdi	1
Sherpur	1
Tangail	1
Khagrachhari	1
Jhalokathi	1
Gazipur	1
Gopalgonj	1
Meherpur	1
Pirojpur	1
Chapainababgonj	1
Dinajpur	1
Pabna	1
Natore	1
Manikgonj	1
Sirajgonj	1
Habiganj	1
Sunamgonj	1
Total	60

Table 4: Service Length of the Respondents

Service Length	Frequency	Percent
2-5 years	19	31.7
6-10 years	20	33.3
11-15 years	1	1.7
16-20 years	2	3.3
21-25 years	8	13.3
Above 25 years	10	16.7
Total	60	100.0

Table 5: Last Academic Degree

Academic Degree	Frequency	Percent
Bachelor	2	3.3
Master	56	93.3
Ph.D.	2	3.3
Total	60	100.0

Table 6: Academic Background

Academic Background	Frequency	Percent	Rank
Arts	20	33.3	1
Social Science	17	28.3	2
Science	14	23.3	3
Commerce	5	8.3	4
Others	4	6.7	5
Total	60	100.0	

Table 7: Marital Status

Marital Status	Frequency	Percent
Married	48	80
Unmarried	12	20
Total	60	100.0

Table 8: Number of Children

Number of Children	Frequency	Percent
Nil	8	3.5
1	19	31.6
2	21	33.3
3	3	5.3
Total	42	73.7
Unmarried	9	26.3
Grand Total	60	100.0

Table 9: Frequencies of Previous Posting Places of the Respondent

Serial No	Name of District	Posting Frequencies
	Gazipur	14
	Dhaka	12
	Manikgonj	11

	Narayangonj	9
	Narsingdi	9
	Brahmanbaria	6
	Bagra	5
	Mymensingh	5
	Noagaon	4
	Munsiginj	4
	Comilla	4
	Pabna	3
	Tangail	3
	Chittagong	3
	Dinajpur	3
	Hobigonj	3
	Natore	2
	Joipurhat	2
	Maulvibazar	2
	Chandpur	2
	Rajshahi	2
	Chapainawabgonj	2
	Netrokona	2
	Kishoregonj	1
	Shariatpur	1
	Faridpur	1
	Joypurhat	1
	Feni	1
	Khulna	1
	Barisal	1
	Bhola	1
	Bagerhat	1
	Jhalokathi	1
	Kustia	1

Table 10: Current Place of Posting of the Respondents

Composition of the Respondents	Frequency	Percent	Cumulative Percent
Ministry	29	48.3	48.3
Field	28	46.7	95.0
Others	3	5.0	100.0
Total	60	100.0	

Table 11: Designation wise Composition of the Respondents

Designation	Frequency	Percent
AS	3	
AC	11	
SAS	9	
SAC	4	
AC Land	6	
UNO	7	
DS	10	
JS	5	
Additional Secretary	4	
Secretary	1	
Total	60	100.0

Table 12: Batch wise Representation of the Respondents

Note: 12th, 14th, 16th, 19th, 23rd and 26th batches of BCS are held specially for the recruitment of few specific cadres, especially for the technical cadres and these batches are absent in Administration.

Batch No	Frequency
5th	5
6th	1
7th	7
8th	1
9th	1
10th	1
11th	1
13th	2
15th	1
17th	1
18th	1
20th	1
21st	2
22nd	3
24th	13
25th	5
27th	7
28th	4
29th	3
Total	60

Table 13: Districts Covered for Data Collection

Name of Districts	Number
Gazipur	9
Netrokona	2
Feni	2
Rajshahi	2
Narayangonj	2
Barisal	1
Naogaon	1
Gopalgonj	1
Bagerhat	1
Manikgonj	1
Narsingdi	2
Chandpur	1
Comilla	1
Kishoregonj	1
Hobigonj	1
Total	28

Table 14 : Family Members Express a Special Respect due to the Job

Family Members Express a Special Respect due to the Job	N	Percent
Yes	55	91.7
No	5	8.3
Total	60	100

Table 15: Administration as First Choice

Administration as First Choice	Frequency	Percent
Yes	49	81.7
No	11	18.3
Total	60	100.0

Table 16: Respondents of Interview

Sl. no	Designation	Date	Place
1	Secretary	04 March 2012	Bangladesh Secretariat, Dhaka.
2	Additional Secretary	28 March 2012	ATN Building, Kawran Bazar, Dhaka.
3	Additional Secretary	01 April 2012	Cooperative Building, Shere Bangla Nagar, Dhaka.
4	Join Secretary	02 April 2012	Power and Energy Ministry, Bangladesh Secretariat, Dhaka.
5	Join Secretary	28 March 2012	LGRD Ministry, Bangladesh Secretariat, Dhaka.
6	Deputy Secretary	18 March 2012	Ministry of Finance, Bangladesh Secretariat, Dhaka.
7	Deputy Secretary	19 March 2012	Ministry of Public Administration, Bangladesh Secretariat, Dhaka.
8	Senior Assistant Secretary	22 March 2012	Ministry of Shipping, Bangladesh Secretariat, Dhaka.
9	Senior Assistant Commissioner	14 March 2012	Office of the Deputy Commissioner, Gazipur.
10	Assistant Commissioner	14 March 2012	Office of the Deputy Commissioner, Gazipur.

Research Plan

1. Research Schedule

Sl	Activities	2012						
		January	February	March	April	May	June	July
1	Writing Chapter One, Two and Three	██	██					
2	Collecting Data			██				
3	Processing and Analyzing Data				██			
4	Writing Chapter Four, Five and Six					██		
5	Making Coherence among the Chapters						██	
6	Editing Draft Thesis, Preparing Contents and other things, and Printing and Binding the Final Thesis							██

2. Data Collection Schedule

Data collection Methods	Data Collection Techniques	Sample Size	Schedule
Survey	- Collecting information according to designed questionnaire. Questions will be both open ended & close ended.	60	1 to 22 March
Interview	- Taking interviews of key persons according to structured questions.	10	23 to 27 March
Case Study	- Case studies will be taken for in-depth and comprehensive studies.	4	28 to 31 March
Observation	- Observing the working condition, interpersonal relationship and nature of work.	--	The whole time of Data Collection

3. Time Frame for Survey

Field	2012 1 to 22 March																					
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	17	18	19	20	21	22
Secretariat	▓			▓	▓	▓	▓	▓			▓	▓	▓								
Kishoregonj		Friday	Saterday						Friday	Saterday				▓	▓	Friday	Saterday				
BCS Administration Academy																		▓			
Gazipur																			▓	▓	▓

129