

Civil Service Management in Bangladesh

**EVIDENCE FROM A SURVEY OF MORE THAN 1,000 CIVIL
SERVANTS**

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In Bangladesh, the survey was implemented by a team led by Prof Taiabur Rahman and Prof Kazi Maruful Islam from the Department of Development Studies at the University of Dhaka. We are very grateful to the members of the research team Ibney Ayaz Rana, Nazia Kabir, Nazneen Sultana, Umme Honey, Shahtab Mahmud, Nabila Mahmood, Kazi Rabiul Islam, M.H. Kawsar Rudro, Bayezid Khan, Zubayer Hossain, Sheum Ahmed Chowdhury, Dipon Bhowmick Ankur, Ibrahim Khan Lenin, Hossain Mohammad Omar Khayum, Novera Binte Noor, Muhammad Sajjad Hussein, Golam Mostofa, Pardita Haroon and, in particular, Papia Chowdhury who supervised the team.

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Executive summary

(1) This report seeks to inform the efforts of the Government of Bangladesh to modernise the civil service. It is part of a larger project led by Jan-Hinrik Meyer-Sahling (University of Nottingham), Christian Schuster (University College London) and Kim Sass Mikkelsen (Roskilde University) on 'Civil Service Management in Developing Countries: What Works?'. The project includes ten countries Latin America, Africa, Eastern Europe and Asia including Bangladesh. With more than 23,000 participants, it has led to the largest-ever cross-country survey of civil servants. The project was funded by the British Academy – Department for International Development (DFID) Anti-Corruption Evidence Programme.

(2) In Bangladesh, the survey was conducted between September 2017 and March 2018 in collaboration with Taiabur Rahman and Kazi Mariful Islam from the University of Dhaka. The survey generated 1,077 responses from central public administration offices. To our knowledge, it is one of the largest civil service surveys that has ever been conducted in Bangladesh.

(3) The survey assesses (1) civil servants' attitudes such as their level of job satisfaction, public service motivation and intention to behave ethically, all of which are known to contribute to the performance and integrity of public administration organisations. It further examines (2) civil servants' experience with human resources management practices including experience with recruitment, career advancement, performance evaluation, salary management, job stability and integrity management and (3) their evaluation of the quality of leadership in their organisation. Subsequently, it assesses the effects of management practices on the attitudes and behaviours of civil servants to enable evidence-based reforms of the civil service in Bangladesh.

(4) In relation to the attitudes of civil servants, the survey shows that a majority of civil servants is satisfied with their job, committed to working in the public sector, motivated to serve the public interest and trusting their colleagues. However, only just over half of civil servants indicate that they are motivated to work hard and that they would behave ethically in conflict of interest situations on the job such as the gift acceptance and the use of office resources for private purposes. Our survey thus suggests that a significant minority of public servants is not motivated to work hard and not behaving ethically in conflicts of interest situations.

(5) The data suggests that civil servants' attitudes differ across institutions. Levels of job satisfaction, for instance, range from just over 50 per cent in some institutions to around 90 per cent in others. Institutional differences are equally high for other attitudes of civil servants. Differences are also notable when comparing categories of staff. Class I civil servants demonstrate higher levels of work motivation but are less committed to staying in the public sector than lower Classes.

(6) The survey provides mixed evidence when it comes to good practice human resource management. In the area of recruitment and selection, a large majority of civil servants learned about their first job in the civil service through a public advertisement (newspaper or official portal), passed written examinations and personal interviews. However, non-merit criteria remain prominent. In particular, 30 – 40 per cent of civil servants indicate that political and personal connections

respectively have helped them at least to some extent to get their first job in the civil service.

(7) Career advancement practices confirm the closed, career-based character of the civil service system in Bangladesh. Nearly three quarters of civil servants advanced to their current position by means of a lateral and internal transfer or promotions that preceded postings to new jobs. Public competitions that involve candidates from outside the civil service are unusual. Both personal and political connections are as important as past work performance for advancing to a better position in the civil service.

(8) The performance of nearly 70 per cent of civil servants is formally evaluated at least once per year. However, there are considerable differences across institution and categories of staff. A majority of civil servants indicates that performance objectives are agreed before the assessment period, hard work leads to better ratings and evaluation outcomes influence promotions prospects. By contrast, merely a fifth of civil servants receive feedback after the completion of the performance evaluation and a very small proportion indicates a link between evaluation outcomes and pay decisions.

(9) Civil servants are critical in their evaluation of the salary system. Approximately half of civil servants are dissatisfied with their salaries, they indicate that they cannot sustain their household with their current salary level, they regard their salary level as uncompetitive relative to private sector salaries and indicate that, on average, good performance does only rarely lead to a salary increase. At the same time, civil servants confirm that salary equality is high, that is, civil servants are paid similar salaries for similar job responsibilities. The evaluation of salary management practices varies across both institutions and categories of staff.

(10) Civil servants are ambivalent with regard to their perceived job security. On the one hand, they perceive a high level of employment security. On the other, they consider positional security within the civil service to be low, that is, they enjoy little protection against involuntary transfers. Civil servants indicate that they are unlikely to be dismissed for poor work performance. Instead, fear of political dismissal is considerable, in particular, among lower class civil servants. Politicisation is also notable in relation to involuntary transfers, echoing the importance of political connections for advancement to better positions mentioned above.

(11) The responses of civil servants indicate that integrity management is an area in need of development in Bangladesh. More than half of civil servants have participated in ethics training during their career, primarily in the context of their induction training. Three quarters of civil servants are aware of the existence of the code of conduct for the Bangladesh Civil Service but the data indicates that not everybody has read or fully understood it. Ethics training and code of conduct awareness vary across institutions and is higher among Class I civil servants than lower classes.

(12) The statistical analysis shows that human resources management practices have important effects on civil servants' attitudes and behaviour. Political and personal connections in recruitment, career advancement and job protection are associated with less public service motivation, less work motivation, less integrity on the job and, with qualifications, less job satisfaction. At the same time, the analysis

shows that merit recruitment procedures such as written exams and interviews are associated with less politicised and less nepotistic recruitment.

(13) Performance-based promotions have consistently positive consequences for civil servants attitudes. The statistical analysis further reveals that the quality of the performance evaluation process plays a critical role. The ex ante agreement of performance objectives, the reward of hard work and the link between performance evaluations and promotion decisions reduce the perceived importance of political and personal connections for career progression. By contrast, performance evaluations that are linked to dismissals have a negative effect on civil servants' attitudes and behaviour.

(14) Salary dissatisfaction and perceived salary insufficiency have negative consequences for job satisfaction and inter-personal trust among civil servants. Salary equality has positive effects on the integrity and work motivation of civil servants. Job protection practices are primarily relevant with regard to the negative effects of the risk of political dismissal for job satisfaction and inter-personal trust. Interestingly, protection from unwanted transfers is associated with more public service motivation and more work motivation, indicating that the current system of job instability comes at cost for the Bangladesh Civil Service.

(15) Ethics training is correlated with greater intention of civil servants to behave ethically on the job. Similarly, an understanding of the contents of the code of conduct is associated with more integrity among civil servants. Expanding ethics trainings to more civil servants and to later career stages rather than primarily at the point of induction and entry into the civil service would thus be beneficial for ethical behaviour in the public sector.

(16) Civil servants provide a generally positive evaluation of the quality of leadership in their institutions. Majorities of civil servants rate their superiors as experts in their field and as possessing management skills. They are also largely regarded as transformational leaders who generate enthusiasm for the mission of their institution and as ethical leaders who lead by example and hold their staff to account for ethical behaviour. However, a considerable proportion of civil servants indicates that their superiors were appointed on the basis of political and nepotistic criteria.

(17) Leadership practices have important consequences for human resources management practices. Politicised and nepotistic management have negative consequences for job satisfaction and inter-personal trust. Politicised management is further associated with less ethical behaviour of civil servants on the job. By contrast, transformational and ethical leadership have consistently positive effects on civil servants' attitudes and behaviour. Investment in the quality of leadership is arguably one of the most important measures that the Government of Bangladesh can take to improve the overall quality of the civil service.

(18) Finally, the report compares the results of the survey of civil servants in Bangladesh with the results of other countries, primarily Nepal, as a geographically close case with a similar experience of political and economic development. On several dimensions related to the attitudes and behaviour of civil servants, Nepal's civil servants are more positive, for instance, they are more satisfied, more trusting and slightly more motivated to serve the public. At the same time, civil servants in Bangladesh appear to be more inclined to act ethically on the job.

(19) Human resources management practices in Bangladesh and Nepal indicate broadly similar patterns, especially when comparing these two countries to other parts of the world. However, political connections are more important in Bangladesh, while personal connections (that is, connections through friends and family) are perceived to be more important in Nepal. The greater importance of political connections is evidence across recruitment, career advancement and job protection practices.

(20) In Bangladesh, the career system remains more closed than in Nepal. In Bangladesh, civil servants are slightly more satisfied with the salary system and salary levels appear to be more competitive vis-à-vis the private sector than in Nepal. Ethics management is more developed in Bangladesh, in that more civil servants have attended ethics training. Moreover, both training participation and awareness of the code of conduct are shown to be more effective in Bangladesh than in Nepal.

Recommendations

#1 The Government of Bangladesh should make efforts to curb politicisation and nepotism in recruitment, career advancement and job protection including both protection from dismissal and unwanted transfer. Both politicisation and nepotism have consistently negative consequences for the attitudes and behaviour of civil servants. In particular, they reduce the willingness of civil servants to behave ethically on the job.

#2 The Government of Bangladesh should make efforts to ensure that merit recruitment procedures such as written and oral examinations are applied for all ranks of civil servants, including all lower class civil servants, in order to reduce politicisation and nepotism in recruitment.

#3 The Government of Bangladesh should make efforts to strengthen the performance orientation of career advancement practices, as performance orientation has positive effects on civil servants' attitudes. By contrast, the use of performance evaluations for the sake of dismissal decisions appears to have primarily negative consequences. It is hence recommended to strengthen the implementation of the performance evaluation procedure insofar as career advancement is concerned, while reviewing the use of performance evaluations for dismissal decisions.

#4 The Government of Bangladesh should make efforts to review and strengthen integrity management in the civil service. While findings are encouraging, there is considerable scope for expand ethics trainings and to develop state-of-the-art ethics trainings beyond the point of induction and entry to the civil service.

#5 The Government of Bangladesh should invest in the quality of leadership in the civil service. Despite positive evaluations, there is specifically scope for curbing politicisation and nepotism at the management level, both of which would have positive consequences for all aspects of human resources management.

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Introduction

This reports presents findings from a survey of civil servants that was conducted between September 2017 and March 2018 in central public administration offices. The report is part of a project led by Jan-Hinrik Meyer-Sahling (University of Nottingham), Christian Schuster (University College London) and Kim Sass Mikkelsen (University of Southern Denmark). The project was funded by the British Academy and UK Department for International Development Anti-Corruption Evidence Programme.¹

The international project involved civil service surveys in ten countries in four developing regions. The countries besides Bangladesh are Nepal from Asia, Estonia, Albania and Kosovo from Eastern Europe, Brazil and Chile from Latin America, and Ghana, Uganda and Malawi from Africa. With more than 23.000 participants, the project led to the largest cross-country survey of civil servants that has ever been conducted.²

In Bangladesh, the survey was undertaken between September 2017 and April 2018 in central public administration offices. It generated 1,077 responses. The survey was conducted in English and Bangla language. The survey was implemented as an in-person survey that relies on face-to-face interviews. A team of 20 enumerators from the Department of Development Studies at the University of Dhaka coordinated by Prof Taiabur Rahman and Kazi Maruful Islam conducted the survey interviews following extensive training and pre-testing in September 2017.

Respondents were drawn from a wide range of government institutions. Sampling aimed to ensure the representation of a variety of institutions and ranks in accordance with population data for the civil service in Bangladesh. Accordingly, the survey sample is not necessarily representative. The descriptive evidence presented in this report is therefore suggestive and should be treated accordingly.

Against this background, the survey sample includes 520 respondents from central government ministries and the Office of the Prime Minister, 348 from subordinated organisations of central government ministries in the Dhaka region and 161 from local offices of central government ministries outside Dhaka. Table A.1 in the Appendix lists 9 ministries with at least 40 completed survey responses. Overall, responses were collected from 69 different institutions, hence indicating a considerable breadth of views and experiences that has been collected through the civil service survey.

Throughout this report, the survey will, where appropriate, compare differences between ministries with a large number of completed survey responses. These comparisons will not distinguish whether or not respondents work 'in a ministerial department' or 'in an organisation subordinated of a ministry'. For instance, the survey secured 138 responses from civil servants who work 'in or under' the Ministry of Agriculture. The category includes 97 respondents from the core structure of the Ministry of Agriculture. In addition, it includes 26 civil servants from the Department of Agricultural Extension, 4 civil servants from the Department of Agricultural

¹ For details of the programme, please see <https://www.britac.ac.uk/anti-corruption>

² The cross-country report is accessible under <https://www.britac.ac.uk/sites/default/files/Meyer%20Sahling%20Schuster%20Mikkelsen%20-%20What%20Works%20in%20Civil%20Service%20Management.pdf>

Marketing, 4 civil servants from the Agriculture Information Service and 7 civil servants from other subordinated organisations of the Ministry. Results for individual ministries shown in this report therefore have to take into account that they refer to the sector rather than an individual organisation.³

Comparing across groups of civil servants, 227 respondents self-identified as managers, 113 as civil servants with technical-professional responsibilities and 679 as civil servants with administrative support responsibilities. The distinction between managing, technical-professional and administrative support level civil servants broadly maps onto the former grading structure of Class I to IV civil servants. 77 per cent of Class I civil servants self-identify as managers. By contrast 61, 94 and 100 per cent of Class II, Class III and Class IV officers respectively self-identify as civil servants with administrative support responsibilities.⁴ The proportion of Class I to IV officers broadly correspond to the distribution of Classes in the Bangladesh Civil Service.

Table 1. Demographic features of Bangladesh survey sample

		Proportion of civil servants in survey sample
Gender	Female	22%
	Male	78%
Education	No University Degree	17%
	University Degree	83%
Education subject	Law	2%
	Economics	5%
	Management or Business	18%
	Arts and Humanities	30%
Age	Average age in years	37.5 years
Responsibilities	Manager	22%
	Technical-professional	11%
	Administrative support	67%
Career grade	Class I	23%
	Class II	21%
	Class III	38%
	Class IV	18%
Years of experience	Average number of years	11.5 years
Contract Type	Permanent	97%
	Temporary	3%
In contact with citizens on the job	Proportion	34%

Looking more closely at demographic characteristics, 78 per cent of the respondents are male and 22 per cent are female. The average age of the respondents is 37.6 years with 40 per cent falling into the group between 31 and 40 years. 82 per cent of

³ Where appropriate, the report will refer to individual organisations even if the number of completed responses is lower. This will be clearly marked in the text. Institutions with at least 5 respondents are shown in Table A.2 in Appendix A.

⁴ Note, the categories 'other' are not reported in this section.

the respondents hold a university degree (Bachelor, Master and PhD level). The average public sector working experience of respondents is 11.5 years of service with 54 per cent having less than 10 years of experience in public administration. 97 per cent of respondents are employed on permanent, that is, indefinite contracts. 34 per cent of our respondents have at least sometimes citizen contact in the context of their job (see table 1 for further details).

Part 1. Attitudes and behaviour of civil servants in Bangladesh

This part focuses on the attitudes and behaviour of civil servants in Bangladesh that are commonly associated with better performance and integrity in public administration. Accordingly, the section assesses civil servants' levels of job satisfaction, commitment to the public sector, work motivation, organisational trust, public service motivation and their intention to behave ethically on the job.

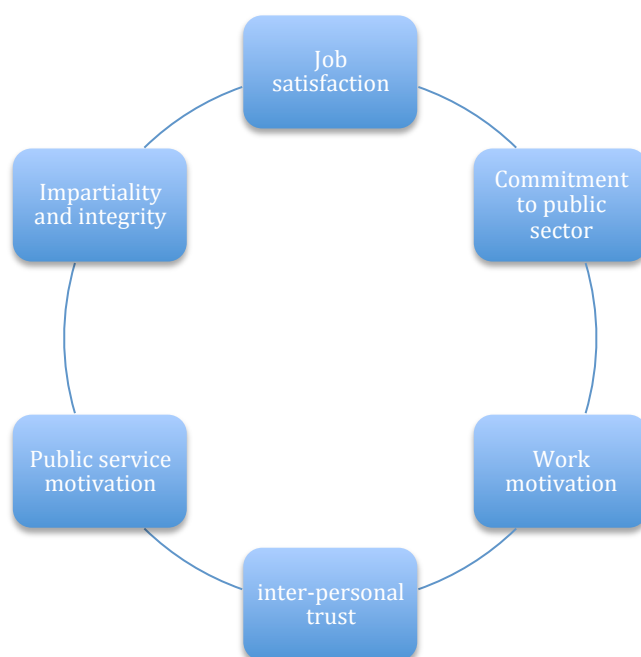
The part shows that the majority civil servants are satisfied with their job, committed to the public sector, trusting towards their colleagues and motivated to serve the public interest. Only slightly more than half of civil servants indicate that they are motivated to work hard and that they would behave ethically when presented with conflict of interest situations, however.

When compared to other countries, specifically Nepal, Bangladesh scores higher in relation to integrity, yet slightly lower or similarly in relation to the other attitudes of civil servants. Within Bangladesh, the attitudes and behaviour of civil servants differ considerably across institutions and groups of staff.

The findings suggest the need for an institution and group-specific perspective on civil service management. The Government of Bangladesh may want to pay particular attention to improving the work motivation, ethical awareness and behaviour of civil servants.

What are the desirable attitudes and behaviours of civil servants? What values do governments and citizens want civil servants to have and how do they want them to behave in their job? According to research and practical experience in public administration and management, job satisfaction and work motivation are associated with greater organisational performance and citizen satisfaction. In public administration, major attention is further devoted to the importance of behaving impartially and with integrity as well as the motivation to serve the public interest. Figure 1 summarises our survey's approach to the analysis of civil servants' attitudes and behaviour in Bangladesh.

Figure.1. Desirable attitudes and behaviour of civil servants



1.1. Overview of civil servants' attitudes and behaviour in Bangladesh

Looking across the whole of Bangladesh, the survey findings indicate that a majority of civil servants is satisfied with their job, trusting towards their colleagues, committed to staying in the public sector and motivated to serve the public interest. However, only just over half of the civil servants are motivated to work hard. Moreover, only just over half of the civil servants indicate that they would behave ethically in a conflict of interest situation. As shown in Figure 2,

- 75 per cent of civil servants are either satisfied or very satisfied with their job.⁵
- 57 per cent are either always or often motivated to work hard on their job – a, relative to other countries, low level of work motivation. Work motivation consists of civil servants' willingness to do extra work that is not necessarily expected from them, to put forth their best effort regardless of any difficulties, and to start early and stay late if it is required to finish a job.⁶
- 74 per cent of civil servants are committed to the public sector, in that they would seek a job in the public sector if they had to look again for a job within the next few months. This finding is likely to indicate both commitment to the public sector and limited opportunity to find alternative employment in the private sector.
- 64 per cent of civil servants believe that they can trust their colleagues at work as opposed to 36 per cent who believe that it is better to be careful when

⁵ The survey asked on a scale from 0 – 6, how satisfied or dissatisfied are you with your job.

⁶ The three items were measured on a scale from 0 – 4, whereby 0 means 'never' and 4 means 'always'.

dealing with others at their workplace.⁷ Civil servants trust citizens and, in particular, politicians to a lesser extent. 34 per cent of civil servants indicate that they trust citizens with whom they and their colleagues interact in the context of their job. Merely 9 per cent of civil servants indicate that they trust politicians with whom they or their colleagues deal at work.

- 95 per cent of civil servants agree or strongly agree with statements that indicate their motivation to serve the public interest. Public service motivation consists of an index of 16 questions that capture the extent to which civil servants are attracted to working in the public service, are committed to creating public value, are compassionate about citizens who face difficulties, and are willing to sacrifice themselves for the good of society (Appendix F for details).
- 57 per cent of civil servants would behave ethically under all circumstances when presented with conflict of interest situations at work. The indicator consists of responses to three scenarios that were presented to civil servants and asked how they would act if they found themselves in a conflict of interest situation. The first⁸ scenario presents a hard working civil servant who regularly uses office equipment for private purposes to capture attitudes of respondents towards theft on the job. By contrast, the second⁹ and the third¹⁰ scenario focus on the acceptance of gifts from clients and communities. They aim to capture attitudes towards bribery and favouritism. This suggests that a significant minority of public servants is willing to engage in at least some forms of unethical behaviour.

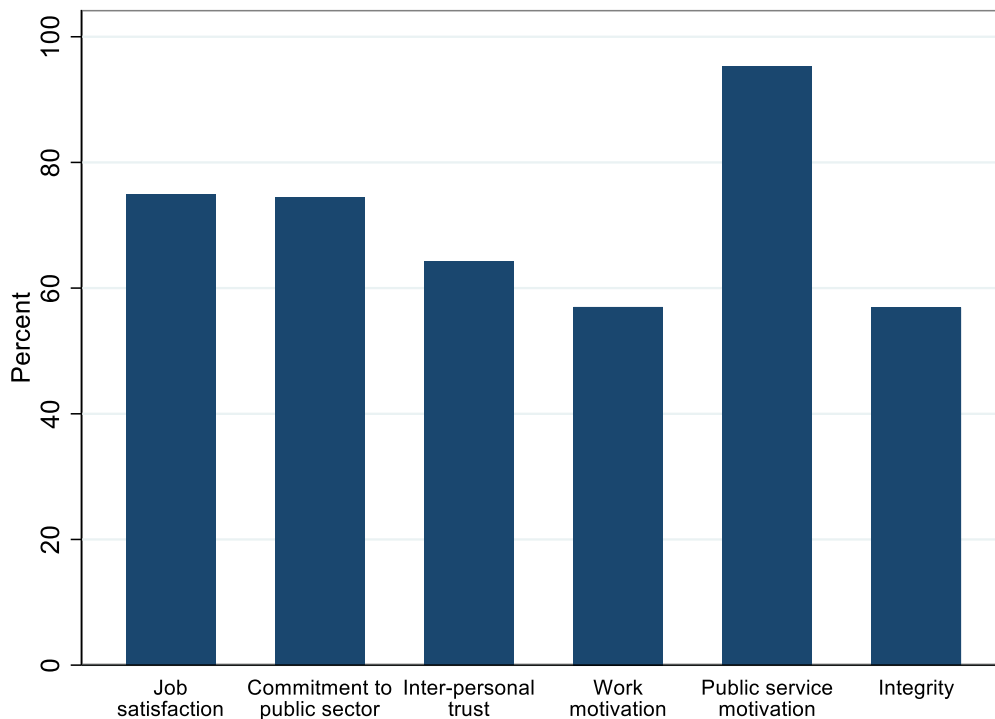
⁷ Inter-personal trust was measured on a scale from 0 – 9.

⁸ Zaman sees himself as a hard-working civil servant who is dedicated to his job in the civil service. In fact, he often works late to finish job tasks. That's why he considers it acceptable to regularly use the photocopier and other office equipment (e.g. pencils, papers, phone etc) for his own private purposes. If you were in Zaman's position, would you likely do the same? Scale from 0 = very unlikely to 6 = very likely.

⁹ Abdullah is an inspector who monitors the sanitary standards of restaurants in the Kathmandu valley area. After the conclusion of a monitoring operation, Abdullah is sometimes invited by the restaurant owner to lunch. Abdullah usually accepts these invitations. If you were in Abdullah's position, would you likely do the same? Scale from 0 = very unlikely to 6 = very likely.

¹⁰ Sabiha manages an education program in rural areas. As part of his responsibilities, John assesses which local communities should receive support from the programme. Sabiha has been effective at creating strong working relationships with local communities and that has enabled the program to flourish. Several communities which benefit from the programme recently offered Sabiha major gifts for his great efforts on the programme. Sabiha has accepted these gifts. If you were in Sabiha's position, would you likely do the same? Scale from 0 = very unlikely to 6 = very likely.

Figure 2. Attitudes and behaviour of civil servants in Bangladesh



Desirable attitudes and behaviours do not always coincide. Indeed, the correlation between the six dimensions is low. Job satisfaction and inter-personal trust are significantly related to each other. Work motivation is positively related to public service motivation and the intention to behave ethically. Moreover, the commitment to working in the public sector is associated with the intention to behave ethically. However, the relation between most attitudes is weak and not significant.

Further analysis also indicates that only around 33 per cent of civil servants possess all six desirable attitudes, while two thirds fall short on at least one of them. For policy-makers, this implies that it is challenging to address all desirable attributes at the same time. Implementing measures to improve job satisfaction, for instance, might have no simultaneous effect on ethical behaviour of civil servants.

1.2. Bangladesh in comparison to Nepal

The international project demonstrated that the attitudes and behaviour of civil servants differ across countries.¹¹ This report compares Nepal to Bangladesh as geographically close cases that share the experience of authoritarianism, democratisation and economic development. The survey results indicate that Bangladesh scores higher than Nepal on some indicators and lower on others. Comparing more specifically,

- Job satisfaction is lower in Bangladesh than in Nepal (83 per cent).
- Work motivation in Bangladesh and Nepal is at the same level (57 per cent).

¹¹ For details, please consult the cross-country report, see above.

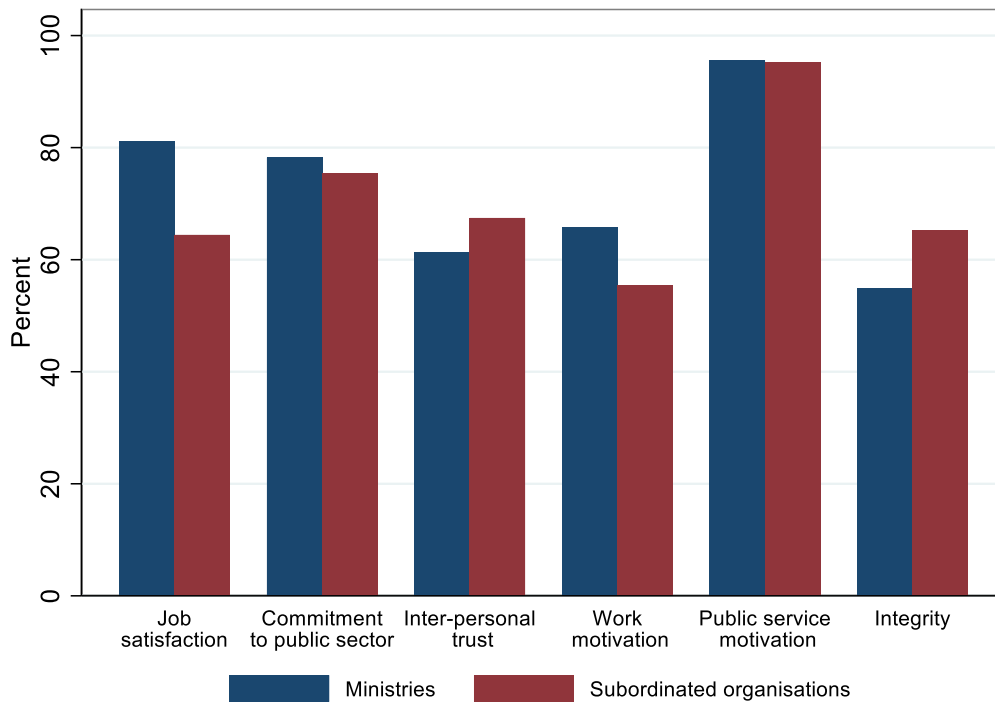
- Commitment to work in the public sector is lower in Bangladesh than in Nepal (80 per cent).
- Inter-personal trust is at the same level in Bangladesh and Nepal (64 per cent).
- Public service motivation is slightly lower in Bangladesh than in Nepal (98 per cent).
- The intention to behave ethically is higher in Bangladesh than in Nepal (23 per cent).

1.3. Differences between institutions

To what extent do attitudes and behaviour of civil servants vary within Bangladesh? The survey indicates that there are some differences between types of institutions such as ministries and their subordinated organisations (Figure 3). However, when looking more closely across individual institutions, the data suggests that the differences are more prominent. Comparing first ministries and subordinated organisations,

- Job satisfaction is higher in ministries (81 per cent) than in subordinated organisations (64 per cent).
- Commitment to work in the public sector is slightly higher in ministries (78 per cent) than in subordinated organisations (75 per cent).
- Inter-personal trust is slightly lower in ministries (61 per cent) than in subordinated organisations (67 per cent).
- Work motivation is considerably higher in subordinated organisations (66 per cent) than in ministries (55 per cent).
- Public service motivation is very similar across types of institutions at around 96 to 95 per cent.
- The intention to behave with integrity is lower in ministries (55 per cent) than in subordinated organisations (65 per cent).

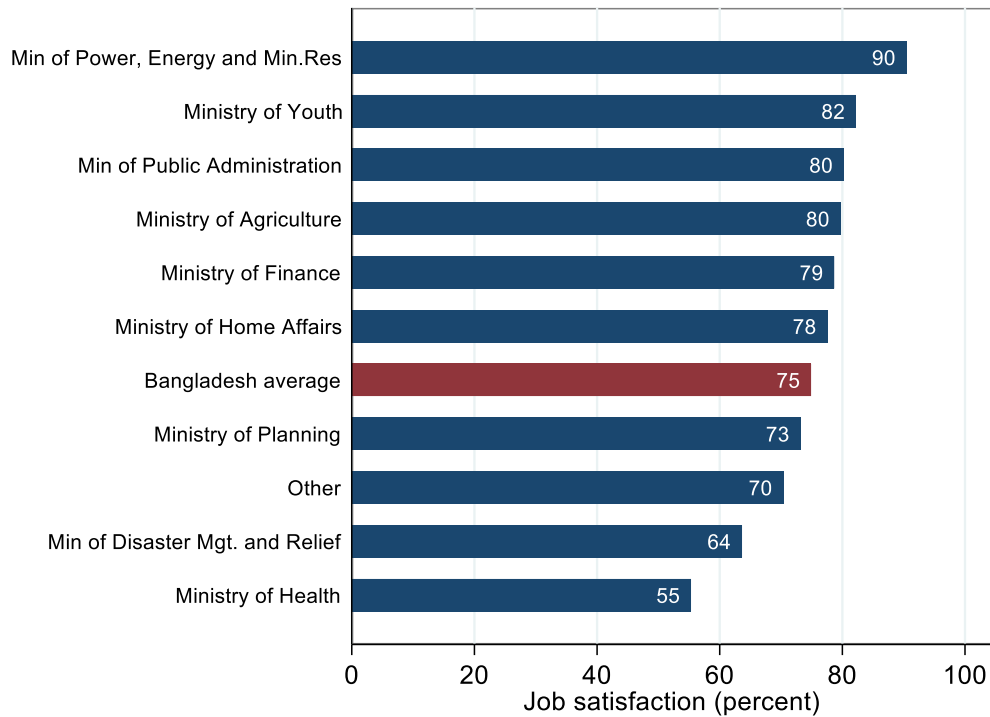
Figure 3. Attitudes and behaviour of civil servants in different types of institutions



Bearing mind that sample sizes for individual ministries vary between 42 (Ministry of Power, Energy and Mineral Resources) and 212 (Ministry of Finance), the data suggests notable differences across ministries.¹² To take an example, the proportion of civil servants who are satisfied or very satisfied with their job varies from around 90 per cent of civil servants in the Ministry of Power to 55 per cent of civil servants working in or under the Ministry of Health (Figure 4). Similar differences can be identified for the other desirable attributes of civil servants. Work motivation, for instance, ranges from 51 per cent in the Ministry of Finance to 85 in the Ministry of Health.

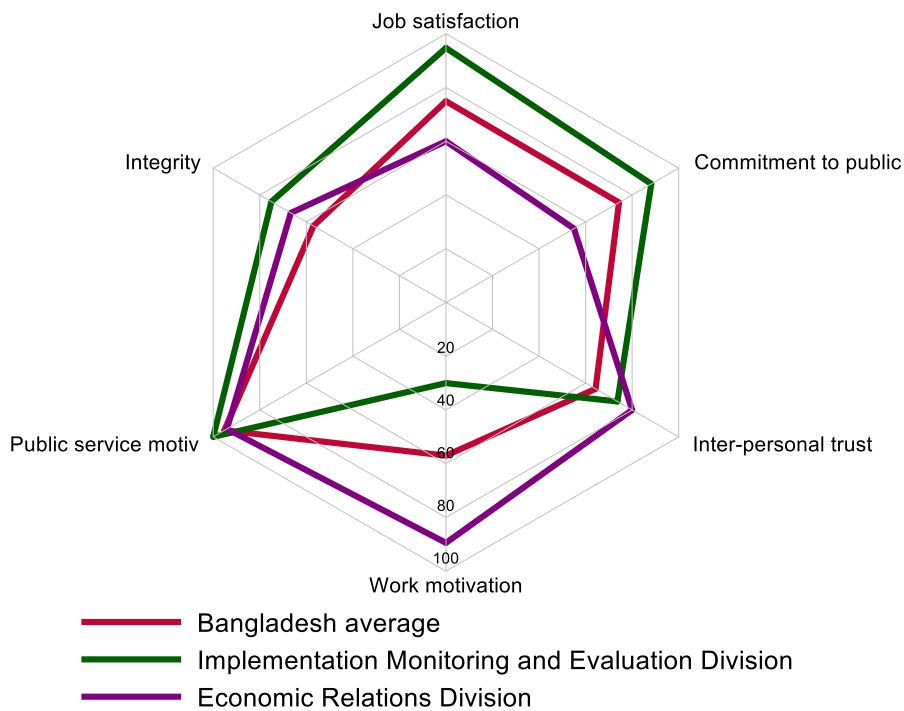
¹² The cross-ministerial analysis only includes ministries, which contributed at least 40 completed survey responses from respondents working in or under a given ministry. We lack data to assess whether our respondents are representative of the employees in each institution that we surveyed.

Figure 4. Job satisfaction across institutions



Comparing institutions more closely, the survey allows for the benchmarking of institutions against the average institution in Bangladesh as well as top or weak performers. Figure 5 provides one such example. It shows the Implementation and Monitoring Evaluation Division (IMED) under the Ministry of Planning and the Economic Relations Division (ERD) under the Ministry of Finance in comparison to the Bangladesh average. Both institutions have 20 completed survey responses and hence provide suggestive evidence for cross-institutional differences. It shows that job satisfaction, inter-personal trust, the commitment to working in the public sector and the intention to behave with integrity are higher in the ERD. By contrast, work motivation is higher in IMED. Figure 5 hence suggests that institutions have different strengths and weaknesses, which require careful analysis.

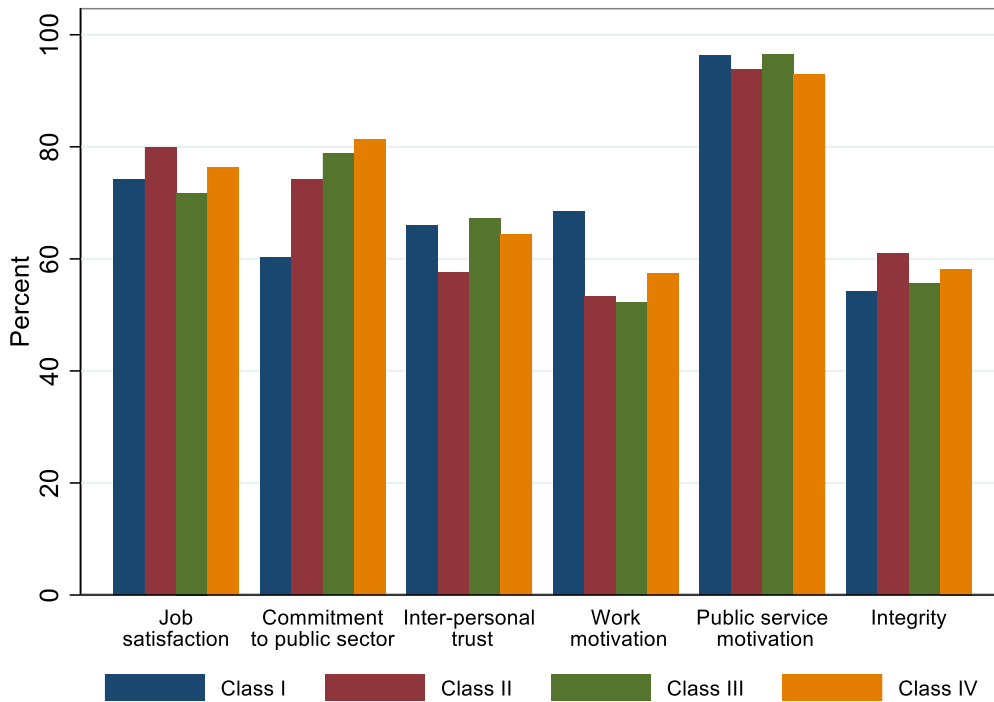
Figure 5. Benchmarking institutions: Example



1.4. Differences between groups of civil servants

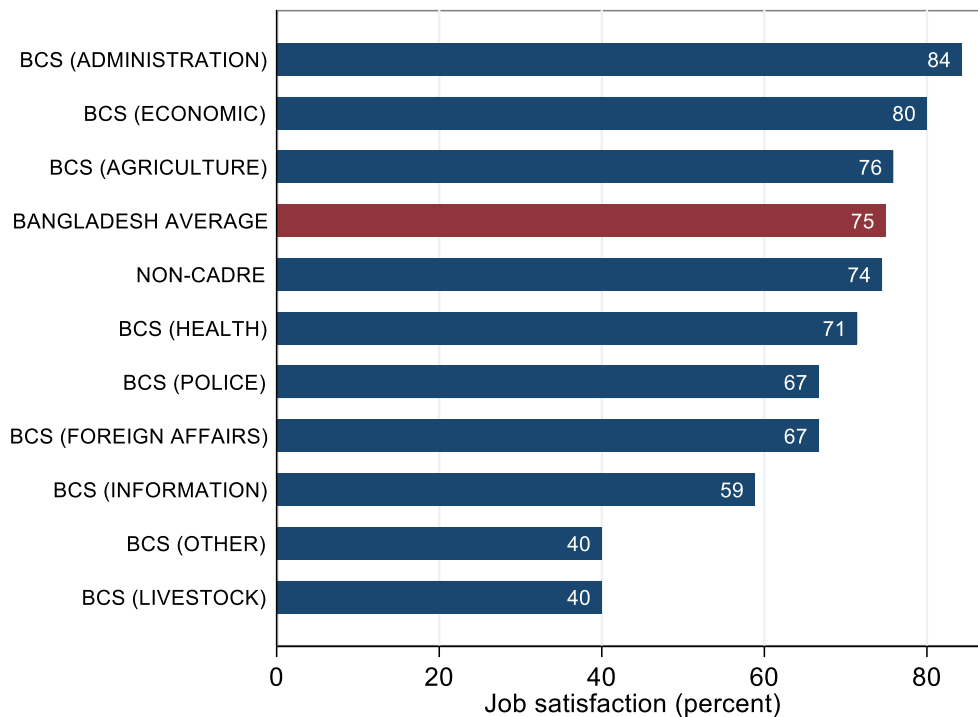
Differences in attitudes and behaviour are evident across groups of civil servants (Figures 6 and 7). Class I officers are more motivated to work hard but less committed to working in the public sector, that is, if they were to choose again between a job in the private and the public sector, only 60 per cent would opt for a job in the public sector as opposed to 74 per cent in the Bangladesh civil service on average. By contrast, Class IV civil servants are most committed to the public sector, in that 81 per cent would again opt for a public sector if they had to choose in the next few months. The high proportion might reflect fewer better-paid job opportunities for Class IV civil servants in the private sector, as shown below in the section on salary management.

Figure 6. Attitudes and behaviour of civil servants by staff category



In addition to differences between Classes of civil servants, the survey compared civil servants belonging to different cadres. A comparison between cadres effectively compares within the group of Class I officers, as Class II to IV officers are typically non-cadre officers. Figure 7 below shows satisfaction levels for cadres for which the survey recorded at least 5 completed responses. This is a small number of responses and the finding below should therefore be interpreted with a degree of caution. However, the figure suggests that satisfaction levels are higher among civil servants from the BCS Administration cadre (84 per cent, 52 respondents) than for civil servants from other cadres, in particular, BCS Livestock (40 per cent, 5 respondents) and BCS Information (59 per cent, 17 respondents).

Figure 7. Attitudes and behaviour of civil servants by cadre

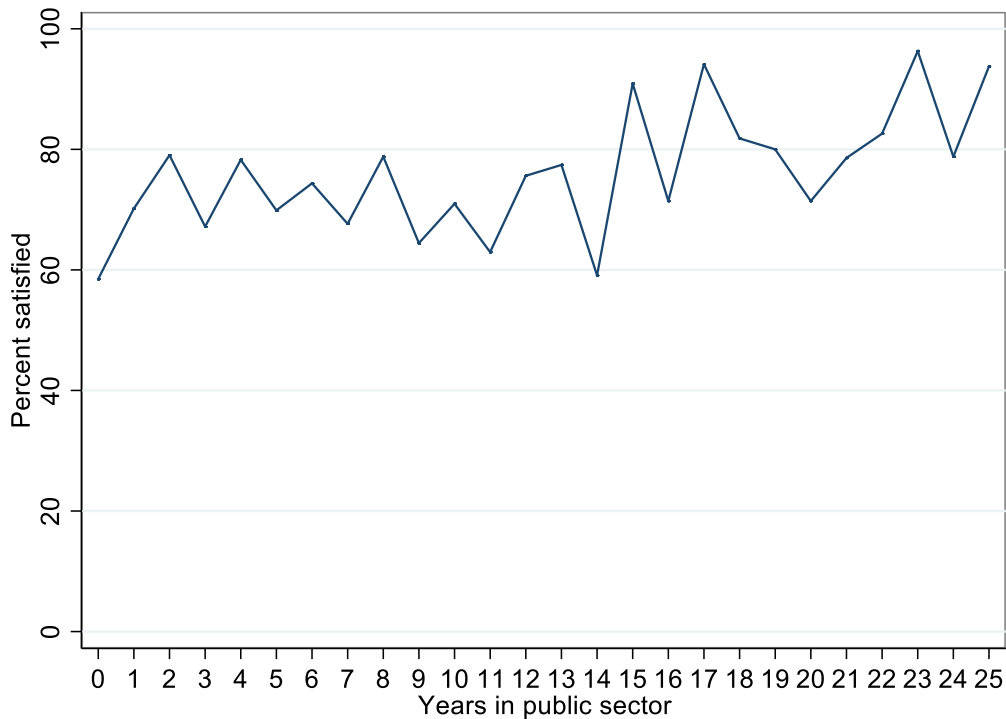


Similar patterns can be identified for other attitudes of civil servants. BCS Administration cadre officers are more trusting and more motivated to work hard than civil servants from other cadres. Civil servants from the BCS Foreign Affairs cadre stand out with a relatively low level of job satisfaction, low commitment to working in the public sector, low trust among colleagues and less willingness to behave ethically on the job. However, they also stand out with a higher level of work motivation. As discussed for differences between institutions above, cadres may be characterised by different strengths and weaknesses rather than a single pattern that consistently indicates high performance and integrity across dimensions of analysis.

Differences are also evident – yet moderate in scale – when comparing civil servants across gender and age. Men, for instance, are slightly more satisfied but slightly less committed to working in the public sector. They are also slightly more inclined to behave ethically on the job than female civil servants. Differences between age groups are notable. Older civil servants are more satisfied and more trusting but less motivated to working hard. Younger civil servants are slightly less motivated to serve the public interest. No major differences are evident in relation to the integrity of civil servants.

The differences across age groups are also captured when comparing civil servants' attitudes across years of working experience in the public sector. Taking the example of job satisfaction, civil servants' satisfaction levels are relatively stable during the first fifteen years of service. Subsequently, job satisfaction increases in accordance with the above finding that older civil servants are more satisfied than their younger peers.

Figure 8. Job satisfaction by years of experience in the public sector



Conclusions and recommendations

The civil service survey has provided an effective tool to identify and compare the attitudes and behaviour of civil servants. On average,

- Civil servants are satisfied with their job
- Civil servants trust their colleagues
- Committed to working in the public sector
- Motivated to serve the public interest

A majority of civil servants also indicates that they are motivated to work hard and willing to act with integrity when presented with conflict of interest situations. However, there is considerable scope for improvement in relation to these attitudes of civil servants.

Moreover, the civil service survey suggests important differences across institutions and categories of civil servants. Efforts to improve the quality of the civil service will therefore require considerable efforts by individual institutions, in particular, institutions that score low on one or several of the six dimensions. The Government of Bangladesh should support these institutions in particular.

Part 2. Human resources management practices in Bangladesh

This part focuses on human resources management practices as key drivers of civil servants' attitudes and behaviour. It examines recruitment and selection, career advancement, performance evaluation, salary management, job protection and integrity management practices.

The analysis shows that merit recruitment procedures (public competitions and examinations for positions) are widely used. However, political and personal connections are, in the respondents' own experience, important for getting a job in the civil service despite these procedures.

Career advancement practices reflect the career-based civil service system in Bangladesh. Civil servants advance primarily on the basis of transfers and seniority-based promotions within the civil service. Past performance plays at best an intermediate role for career advancement. Both personal and political connections are shown to play an important role for advancement to better positions.

Performance evaluations are widely practiced and seen to influence promotion prospects. Yet they are only rarely seen to be related to salary and dismissal decisions.

Approximately one half of civil servants is dissatisfied with their salaries, consider salary levels to be insufficient to sustain their families and uncompetitive compared to the private sector.

Civil servants are ambivalent about job security. They feel secure in their employment but do not do so in relation to their position within the civil service. The fear of political dismissal and transfer for political reasons is widespread among civil servants.

Nearly two thirds of civil servants have some experience with ethics training, primarily in the context of their induction training to the civil service. Most civil servants are aware of the official code of conduct.

Analysis of the consequences of human resources management practices indicates that personal and political connections are consistently associated with negative effects on civil servants' attitudes. This is evident for the areas of recruitment, career advancement and job protection. Moreover, an improvement of salary satisfaction and perceived sufficiency, mainly for lower ranks, is associated with greater job satisfaction. Similarly, performance evaluations affect job satisfaction but lack wider effectiveness. Ethics training and awareness of the code of conduct are associated with more ethical behaviour of civil servants (though this association may not be causal).

It will be essential for the Government of Bangladesh to reduce politicisation and nepotism, to review the salary and the performance evaluation system and to strengthen the integrity management system for the civil service to raise ethical awareness among civil servants.

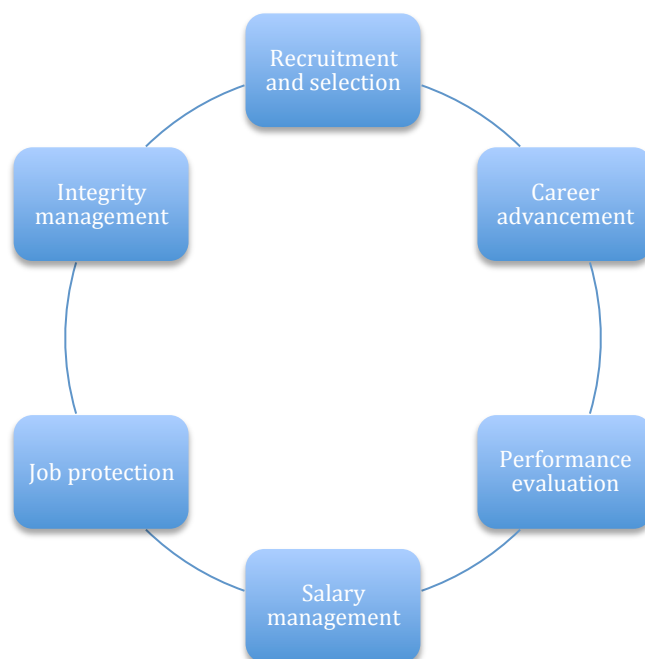
Job satisfaction, work motivation, inter-personal trust, public service orientation and a positive attitude towards ethical behaviour on the job are essential for the performance of public administration, citizen satisfaction and trust in public

institutions. Which factors influence and shape these desirable attitudes and behaviours of civil servants? Based on the insights of research and practice in public administration and management, the civil service survey focused on the quality of leadership and the experience of civil servants with human resources management practices.

This part focuses on the quality of human resources practices across the civil service in Bangladesh. Human resources practices are a critical driver of civil servants' attitudes and behaviour and, as a consequence, the performance and integrity of public administration. This part distinguishes six areas of human resources management summarised in Figure 9.

- Recruitment and selection practices including the public advertisement of job vacancies, written and oral examination and the role of merit and non-merit selection criteria, in particular, the importance of personal and political connections to get a job in the civil service.
- Career advancement practices including public competitions for promotion, internal competitions and transfers within and between institutions, the role of performance, political and personal connections to advance to a better position.
- Performance evaluation practices both in terms of process and consequences for promotion, pay and dismissal decisions.
- Salary management, in particular, civil servants' level of salary satisfaction, the perceived salary equality among civil servants, the competitiveness of salaries in relation to the private sector and the importance of different salary criteria such as performance and connections.
- Job protection, in particular, civil servants' contractual situation, their sense of job security, and the impact of poor performance and political change on prospects of dismissals and involuntary transfers within the civil service.
- Integrity management practices, in particular, participation in ethics training for civil servants and the awareness of the official code of conduct for civil servants.

Figure 9. Key areas of human resources management



2.1. Recruitment and selection

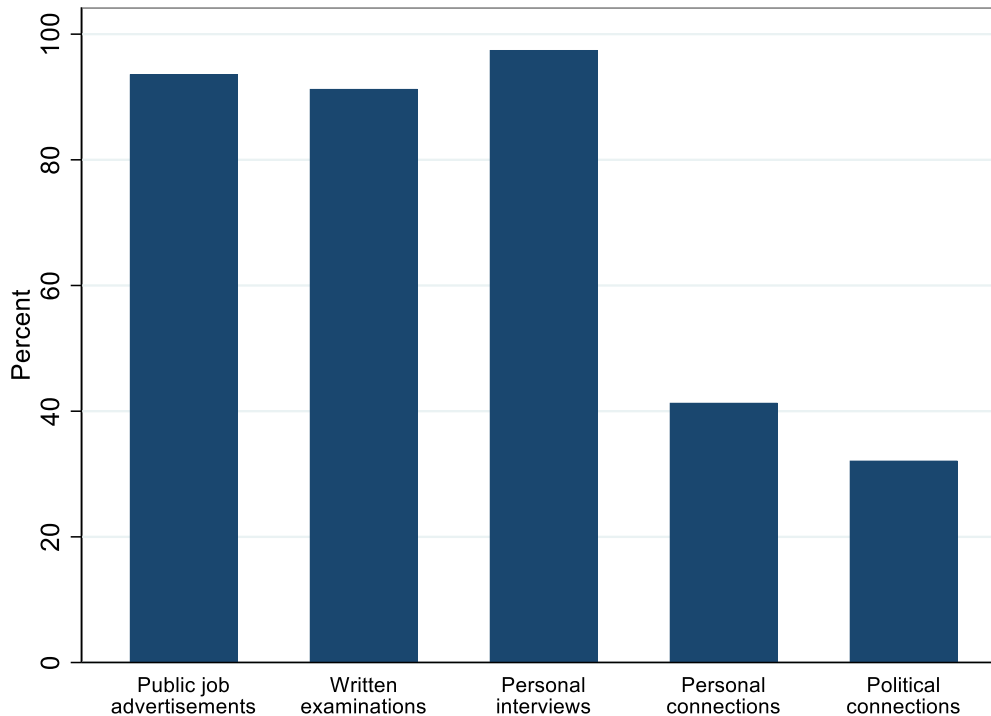
In the area of recruitment and selection, the civil service survey assessed civil servants' experience with public job advertisement as opposed to informal channels of recruitment such as word of mouth, their experience with written examinations and personal interviews and the importance they attach to personal and political connections in getting their first job in the civil service.

The data shows that merit recruitment procedures are widely applied in Bangladesh for all classes of civil servants. However, both personal and political connections are seen as important for getting a job in the civil service in Bangladesh. The reliance on non-merit criteria is noteworthy, as they are consistently associated with negative consequences for the attitudes of civil servants analysed above. To summarise the findings (Figure 10),

- 94 per cent of civil servants learned about their first job in the civil service thanks to a public job advertisement. The figures include either a job advertisement in a newspaper, on the web site of the Bangladesh Civil Service Commission or on the web site of the institution that recruited the civil servant.
- 91 per cent of civil servants have passed a written examination before they were selected for their first job
- 97 per cent of civil servant sat a personal interview as a form of assessment for their first job in the civil service.
- For 41 per cent of civil servants personal connections such as help from family members, friends or other personal acquaintances inside public administration were at least somewhat important for getting their first job in the civil service.

- For 32 per cent of civil servants political connections such as support from a party, politician or person with political links were at least somewhat important for getting their first job in the civil service.

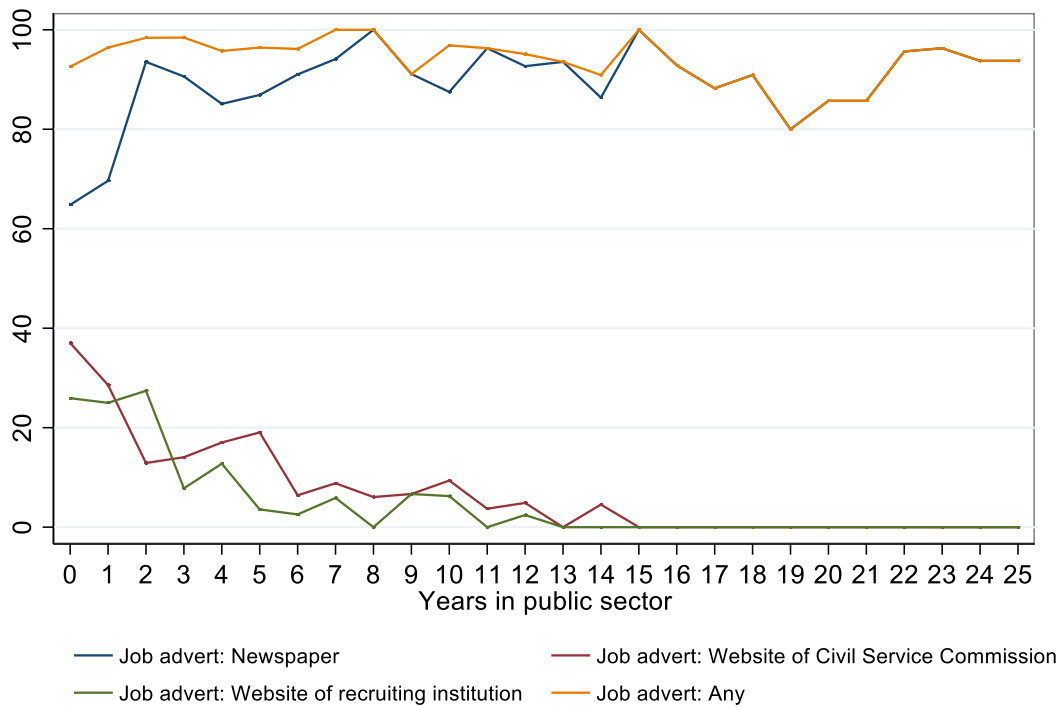
Figure 10. Recruitment and selection practices in Bangladesh



In comparison to Nepal, merit recruitment practices are more frequently applied in Bangladesh. In Nepal, merely 66 per cent of civil servants learned about their first job in the civil service through a public advertisement, 82 per cent passed a written examination and 93 per cent sat a personal interview. Moreover, 74 per cent of civil servants in Nepal indicate that personal connections helped them to get their first job in the civil service. At the same time, political connections are considerably more important in Bangladesh, with only 16 per cent giving at least some relevance to political support in Nepal.

Closer analysis of the Bangladesh data reveals important trends over time. Figure 11 shows that civil servants learned through public advertisements about job opportunities in the civil service for most of the time during the last 25 years. However, Figure 11 also indicates how newspaper adverts have recently started to decline in importance, while online advertisements have increased over the last five years.

Figure 11. Job advertisement over time

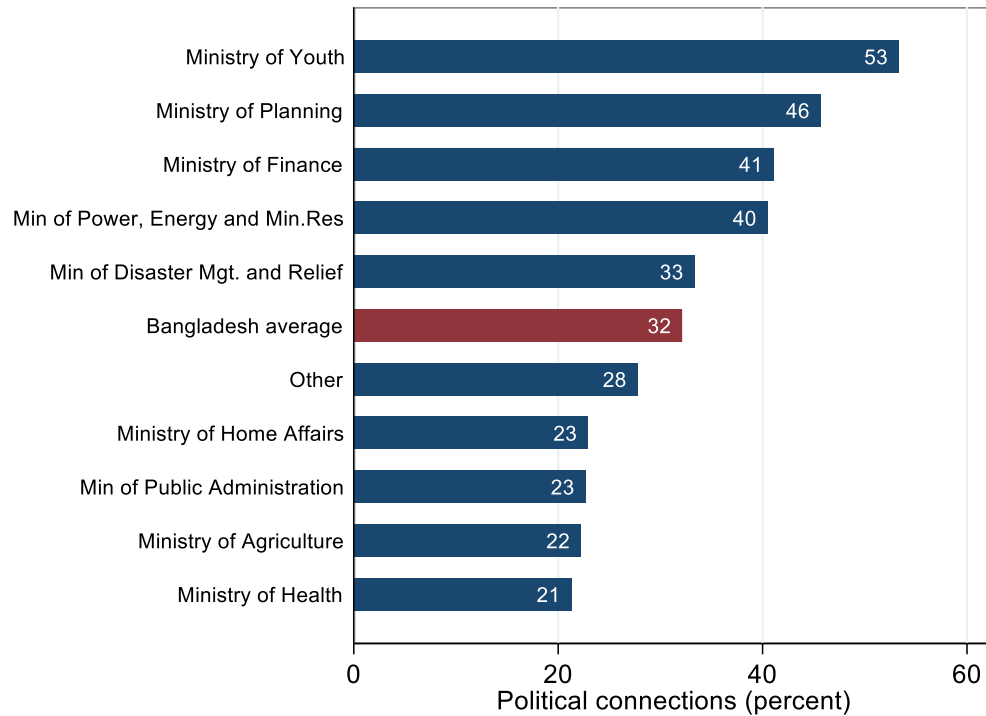


Looking more closely within Bangladesh, the survey reveals that the experience with merit recruitment procedures differs across institutions and categories of staff. Given the general application of merit recruitment procedures, differences are small when looking at job advertisements, written and oral examinations. However, the data suggests that the importance of political and personal connections differs more notably across ministries (Figure 12). For instance, 53 per cent of civil servants from the Ministry of Youth attach at least some importance to political connections. Most of these respondents were based in the Youth Development Department. By contrast, in the Ministries of Health, Agriculture, Public Administration and Home Affairs, only 21 to 23 per cent indicate that political support played some role when getting their first job in the civil service. These figures do not take into account that civil servants may have moved several times between institutions during their career.

Individual institutions with lower numbers of completed responses suggest even greater variation (not shown here). In the Directorate General for Family Planning (24 respondents), for instance, only 13 per cent of civil servants attach at least some importance to political support. By contrast, 85 per cent of civil servants based in the Office of the Comptroller Auditor General (43 respondents) indicate that political connections played at least some role when getting their first job in the civil service.

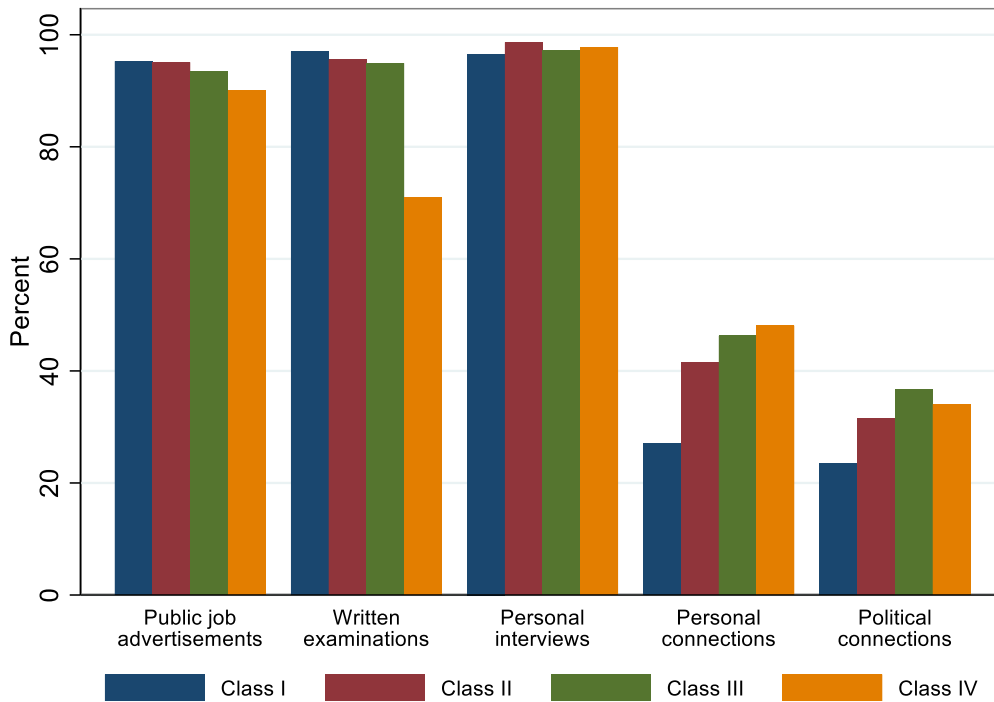
Figure 12. Importance of political connections during recruitment by institution

Civil Service Management in Bangladesh



Differences in recruitment practices are also notable in relation to categories of staff (Figure 13). While merit recruitment procedures are usually applied across all Classes of civil servants, Class IV officers have somewhat less experience with written examinations. At the same time, political and personal connections are relatively less important for the recruitment of Class I officers. This is plausible and reflects the legal basis of recruiting Class I officers. As we will see below, politicisation of Class I officers is more relevant when it comes to career advancement, in particular, transfers to favourable positions. By contrast, for Class II to IV officers, politicisation is slightly more relevant at the point of entry than for career advancement.

Figure 13. Recruitment and selection practices across categories of staff



Finally, we conducted a statistical analysis to identify the consequences of recruitment practices on civil servants’ attitudes. The analysis suggests that recruitment on the basis of political and personal connections has negative effects public service motivation, work motivation and the integrity of civil servants. At the same time, the data indicates a positive relation between connections-based recruitment and job satisfaction. On aggregate, the reliance on personal and political connections must however be regarded as very problematic for the civil service.

The individual components of the recruitment procedure have virtually no direct effects on the attitudes and behaviour of civil servants. This suggests a limited effectiveness of job advertisements, written examination and interviews. However, written examinations and personal interviews have important indirect effects. They reduce the importance of personal and political connections in recruitment and selection, which in turn – as described above – has positive effects for the attitudes of civil servants.

Interestingly, job advertisements do not appear to have any effect on the relative importance of merit and non-merit criteria in recruitment and selection. This may indicate a need to review the effectiveness of the current approach to publishing job vacancies and competitions. At the same time, the data shows that hiring on the basis of word of mouth, hence informal channels of communication, is clearly associated with more politicisation and nepotistic recruitment. There is hence still a need for the Government to curb informal, word of mouth based recruitment into the civil service.

Conclusions and recommendations

In Bangladesh, merit recruitment procedures are widely applied in practice. However, the data suggests that there are important differences across institutions and groups of staff. Class I officers have more experience with merit recruitment procedures and less incidence of personal and political connections when entering the civil service compared to Class II, III and IV civil servants.

However, personal and political connections do generally play a considerable role in recruitment and selection in Bangladesh and their effect on civil servants' attitudes and behaviour has been shown to be negative.

Experience with merit recruitment procedures is associated with less politicised and less nepotistic recruitment. The Government of Bangladesh should hence consider the application of merit recruitment procedures across all classes of civil servants and ensure that informal channels of information and influence are contained during the recruitment process.

2.2. Career advancement

In the area of career advancement, Bangladesh has traditionally maintained a career-based system that focuses on seniority-based promotions and regular transfers between positions within the civil service. Accordingly, the survey assessed the career mobility of civil servants, the procedure through which they advanced to their current position and the role of key advancement criteria such as past performance, political and personal connections.

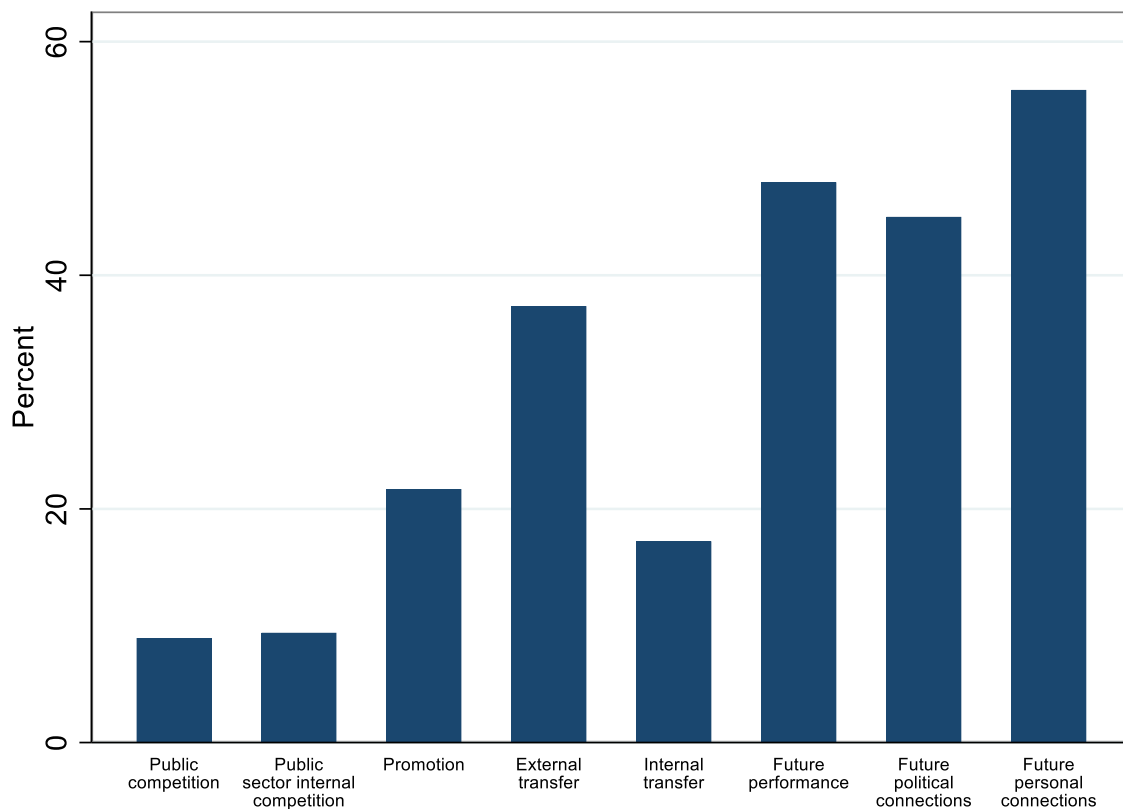
The findings confirm the career-based character of the civil service system in Bangladesh (Figure 14). The large majority of the civil servants advanced to their current position on the basis of transfers and promotions that preceded postings to new positions. By contrast, public competitions and competitions within the civil service are fairly rare as a mode of career advancement in Bangladesh.

Performance is seen as important or very important for less than half of all civil servants, which reflects the overwhelming importance of years of experience for career advancement. However, both political and in particular personal connections are similarly important for advancement as actual work performance, suggesting that non-merit criteria play an important role for career progression within the civil service. Indeed, the evidence suggests that politicisation and nepotism are important for the Bangladesh civil service but they are somewhat bounded within the civil service. Looking more closely at the findings,

- Civil servants have, on average, worked in 1.96 different institutions since joining the civil service. This figure is much higher for Class I officers, however. They have on average worked in 3.45 institutions during their career. Mobility is hence primarily a feature of Class I officers.
- 9 per cent of civil servants have undergone a public competition that involves candidates from inside and outside the civil service to advance to their current position. A similar proportion of 9 per cent has undergone restricted competitions against other candidates from the civil service.
- 22 per cent of civil servants were formally promoted to a higher rank before they were posted to their current job in the civil service.

- Transfers are the most frequent form of career advancement. 37 per cent of civil servants have advanced thanks to an external transfer from one institution to another. 17 per cent have advanced thanks to an internal transfer within their own institution.
- 48 per cent of civil servants indicate that good performance in their current job is important or very important for advancement to a better job in the future.
- 56 per cent of civil servants indicate that personal connections to family, friends or other acquaintances are at least somewhat important for when advancing to a better position in the future.
- 45 per cent of civil servants indicate that political support from parties, politicians or persons with political links is at least somewhat important when moving to a better position in the future.

Figure 14. Career advancement practices in Bangladesh



Comparing career advancement practices to Nepal, the survey evidence suggests fairly similar patterns for Bangladesh. 61 per cent of civil servants have advanced to their current position through external or internal transfers, 26 per cent have advanced thanks to a competitive process and 13 per cent as a result of a seniority-based process similar to formal promotions in Bangladesh.

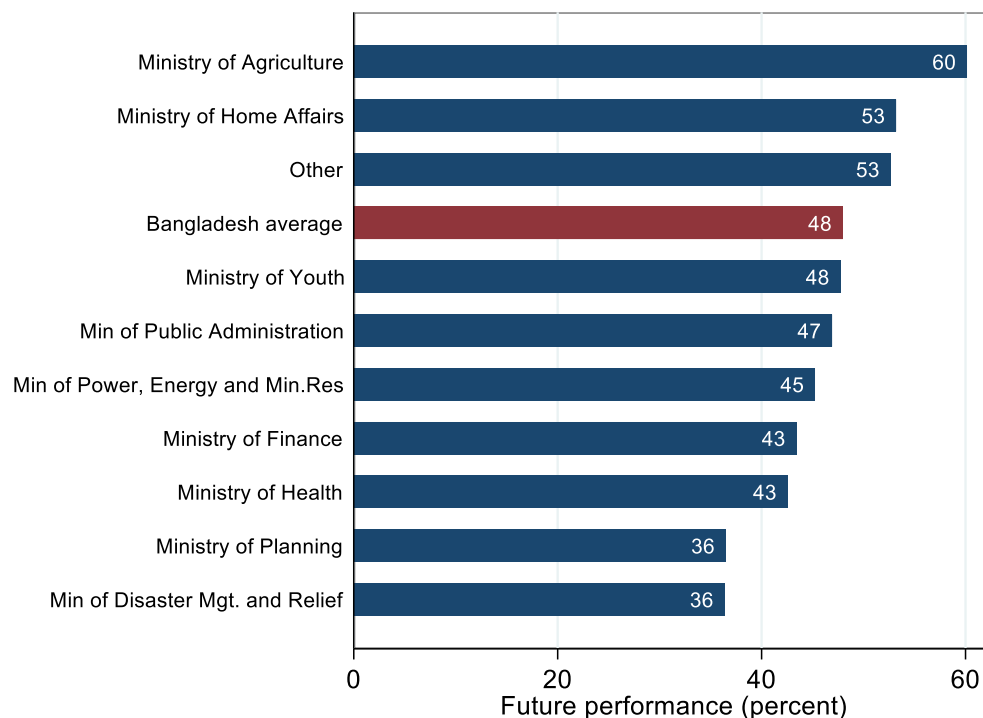
In relation to advancement criteria, the survey indicates that 79 per cent of civil servants consider good performance to be important for their career progression, yet 51 per cent of civil servants admit that personal connections are somewhat relevant

for advancement to a better position in the future. 30 per cent identify political connections as at least somewhat important.

Comparing career advancement practices within Bangladesh, the survey suggests relevant differences across institutions and between categories of civil servants. Focusing on the importance of work performance for career advancement, Figure 15 indicates that 60 per cent of civil servants in the Ministry of Agriculture and its subordinated organisations agree that performance is important or very important for their advancement to a better position in the future. By contrast, in the Ministry of Disaster Management and Relief, merely 36 per cent consider performance to be important or very important.

Looking more closely at individual institutions, it is notable that staff in the core units of the Ministry of Agriculture and in the Department of Agricultural Extension are very similar in their evaluation of the importance of performance for career progression. Within the jurisdiction of other ministries, differences may be larger. In the core units of the Ministry of Finance, for instance, 53 of civil servants regard work performance as important for career advancement, while this view is shared by only 18 per cent in the Economic Relations Division.

Figure 15. Career advancement practices across ministries: The importance of work performance



Further differences can be identified when comparing across Classes of civil servants. As one would expect formal promotions that precede postings to new jobs are more frequent for Class I officers. By contrast, internal transfers are rare for Class I officers but frequent for Class II to IV officers. At the same time, it is noteworthy that the relative importance of merit and non-merit criteria does *not* differ much across Classes (see above). In other words, contrary to recruitment and

selection practices, personal and political connections are equally important for Class I and for lower Classes of civil servants.

The complementary statistical analysis indicates that the perceived importance of personal and political connections for career progression is associated with less job satisfaction, less public service motivation, less trust among civil servants and less integrity in the civil service. Politicisation and nepotistic practices in the context of career advancement do hence appear to have overwhelmingly negative consequences for the civil service.

By contrast, individual recruitment modalities such as competitions and transfers appear to have less consistent effects. Public competitions for career advancement – which are rarely used in Bangladesh – are associated with more job satisfaction and trust among civil servants. However, the evidence is suggestive at best and a decision to rely on more on public and internal competitions as opposed to the prevalent transfer system in the civil service would require further investigation.

Conclusions and recommendations

In summary, career advancement practices reflect primarily the career-based character of the civil service system in Bangladesh. Transfers and seniority-based promotions are widely practised while public competitions are relatively less important. Merit and non-merit criteria are equally important for career advancement. In particular, both political and personal connections play a major role for career progression within the civil service. Both politicised and nepotistic career advancement practices are associated with inferior attitudes among civil servants. For the Government of Bangladesh it is therefore essential to identify measures to reduce politicisation and nepotism in the area of career advancement. This is especially the case for institutions in which non-merit criteria are more prominently applied in practice.

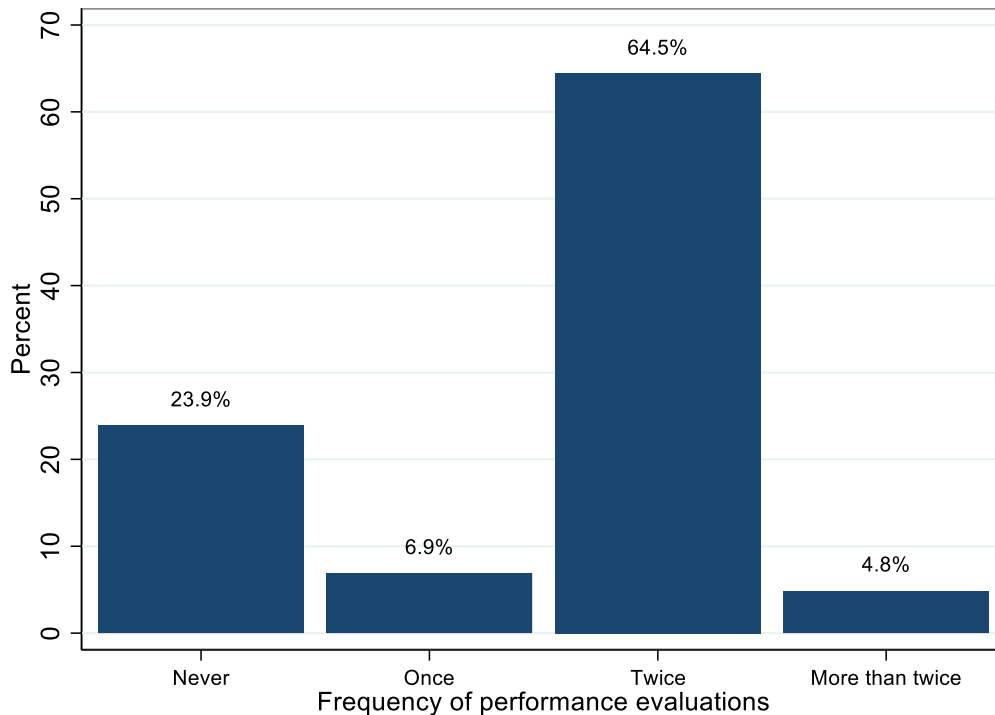
2.3. Performance evaluation

Performance evaluations are an essential component of performance management in public sector organisations. The survey in Bangladesh assessed the performance evaluation practices in relation to the frequency of evaluations, the quality of the process (proxied by whether performance objectives are agreed before the beginning of the evaluation period and whether outcomes are subsequently discussed by appraiser and appraisee), and the consequences of performance ratings on prospects of promotion, pay increase and dismissal from the civil service.

The findings are mixed (Figure 16 and 17). On the one hand, it is evident that performance evaluations are regularly conducted for most but by far not all civil servants. It is also evident that performance objectives are usually agreed in advance and that performance rating affect the career progression of civil servants. However, there is considerable scope for improvement. Moreover, the survey results raise other concerns about the wider process and the consequences of performance evaluations, in particular, in relation to the provision of performance feedback to civil servants and the impact of performance ratings for remuneration and dismissal decisions. To be more specific,

- 68 per cent of civil servants were evaluated at least twice during the last two years. Yet 31 per cent of civil servants were evaluated once or never during the last two years. 24 per cent were never evaluated.

Figure 16. Frequency of performance evaluations in Bangladesh (Last Two Years)

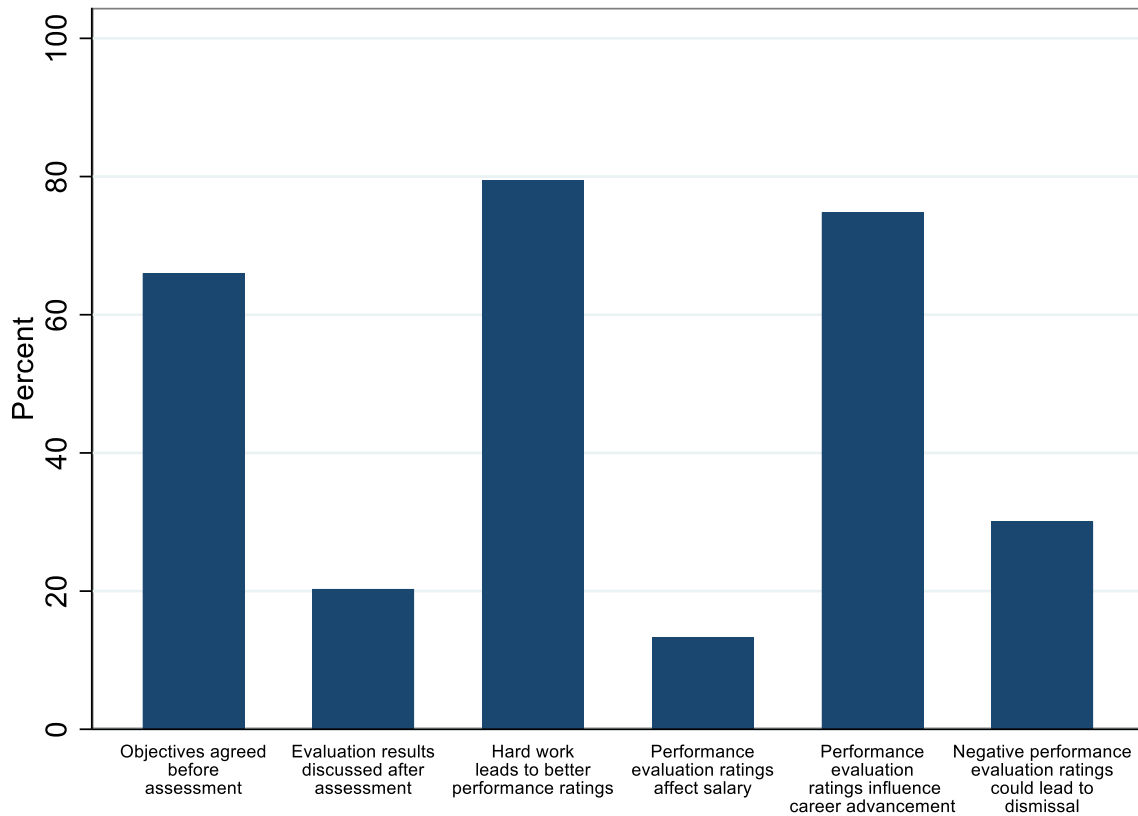


Focusing on civil servants who underwent at least one evaluation during the last two years

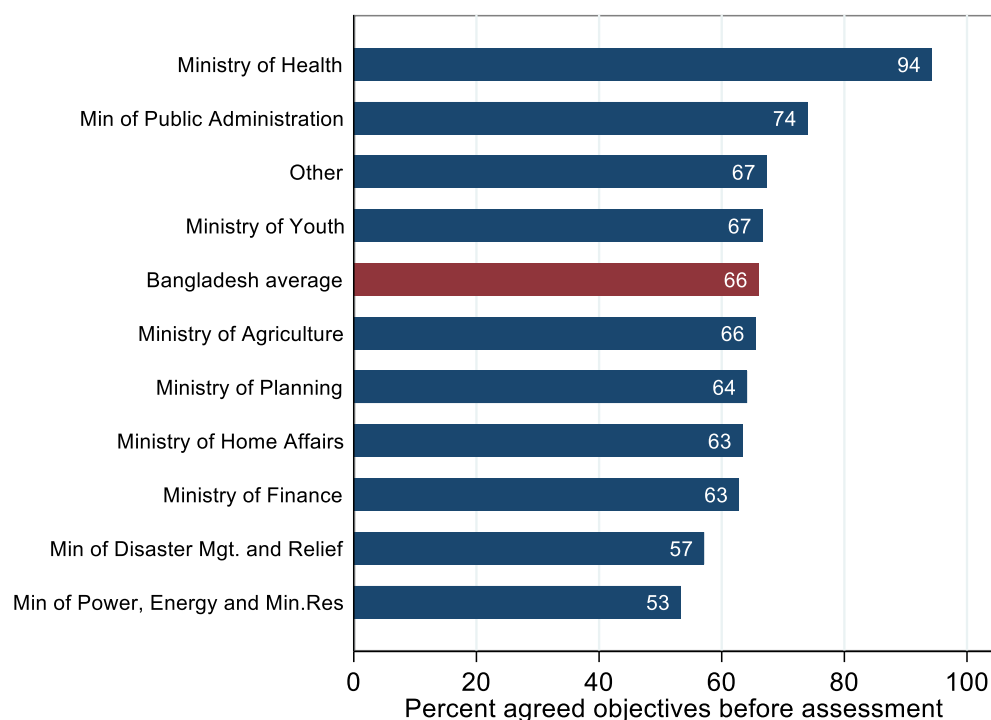
- Looking at the process of evaluation, 66 per cent of civil servants agree or strongly agree that performance objectives were agreed before the beginning of the evaluation period.
- 20 per cent agreed or strongly agreed that they discuss the results of the performance evaluation with their superior. This indicates that civil servants are effectively not given feedback on their performance after the assessment period.
- 79 per cent of civil servants agree or strongly agree that hard work will lead to better performance ratings.
- 75 per cent of civil servants indicate that a good performance rating improves their prospect of promotion.
- 30 per cent of civil servants believe that a bad performance rating may lead to their dismissal from the civil service.
- Merely 13 per cent of civil servants agree or strongly agree that a good performance rating will lead to a salary increase. This indicates that the link

between performance evaluations and salary management is very weak indeed.

Figure 17. Performance evaluation practices in Bangladesh



As in other areas of human resources management, the data suggests that there are differences across ministries and Classes of civil servants (Figure 18). Focusing on the process of evaluation, 94 and 74 per cent of civil servants in the Ministries of Health and the Public Administration respectively agree or strongly agree that performance objectives are set before the beginning of the evaluation period. By contrast, in the Ministry of Power and the Ministry of Disaster Management, these proportions are below 60 per cent of civil servants.

Figure 18. Performance evaluation practices across institutions

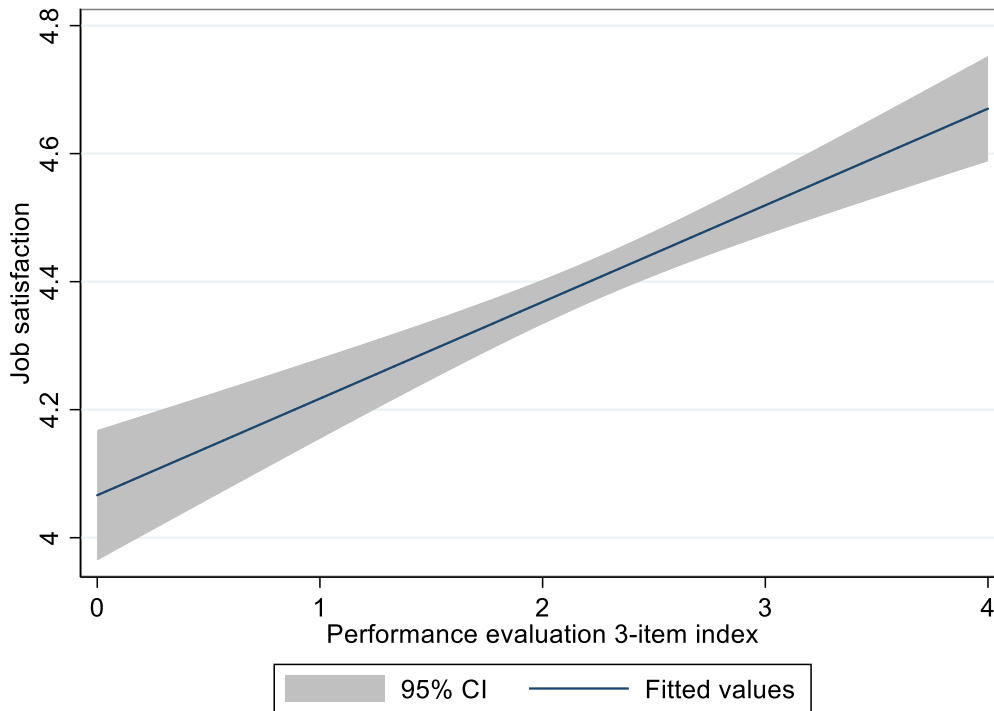
Differences between Classes of civil servants reflect the legal requirements. Nearly 90 per cent of the Class I officers had two or more performance evaluations during the last two years. By contrast, nearly 80 per cent of Class IV officers had no performance evaluation at all during the last two years. Similar differences between Classes I to III and Class IV officers can be identified when considering components of the evaluation process.

The statistical analysis shows that performance evaluation practices have only few direct consequences for civil servants' attitudes and behaviour. Civil servants who experience performance evaluation practices that influence their career advancement tend to be more satisfied with their job and they tend to behave more ethically on the job. When combining features of performance evaluation practices, Figure 19 shows that a well-implemented process can indeed raise the job satisfaction of civil servants and indeed the perceived performance orientation of civil service management.¹³

However, most indicators of performance evaluations suggest a relative ineffectiveness of the current practices. Most attitudes remain unaffected and even negative patterns of career advancement such as politicisation and nepotism are hardly influenced by the performance evaluation process. The evidence hence suggest a need for review by the Government of Bangladesh.

¹³ The index includes three items that capture the extent to which hard work is rewarded with better performance ratings and the outcomes of performance evaluations lead to career advancement and better pay.

Figure 19. Consequences of performance evaluation practices for job satisfaction



Interestingly, while only a small proportion of civil servants receives feedback from the performance evaluation process in Bangladesh, those who do tend to behave less ethically on the job. The finding does almost certainly reflect the pattern that feedback on past performance is provided when a civil servant stands out for poor performance – or more likely – poor disciplinary behaviour. The lack of positive feedback on past performance may however also be one factor that explains the low degree of effectiveness of the current system.

Conclusions and recommendations

The effective implementation of performance evaluations is a key component of the professionalisation of the civil service. The survey shows that civil servants in Classes I to III are regularly evaluated. A majority also believes that performance objectives are agreed in advance, that their work performance is reflected in the performance ratings and that performance ratings affect their prospects of career progression. However, the process can be improved insofar as performance outcomes are rarely discussed with superiors and they seem to have almost no effect on salary increases. The performance evaluation process is shown to affect the job satisfaction of civil servants but overall effects appear to be small, which calls for a review of the current system to increase its effectiveness.

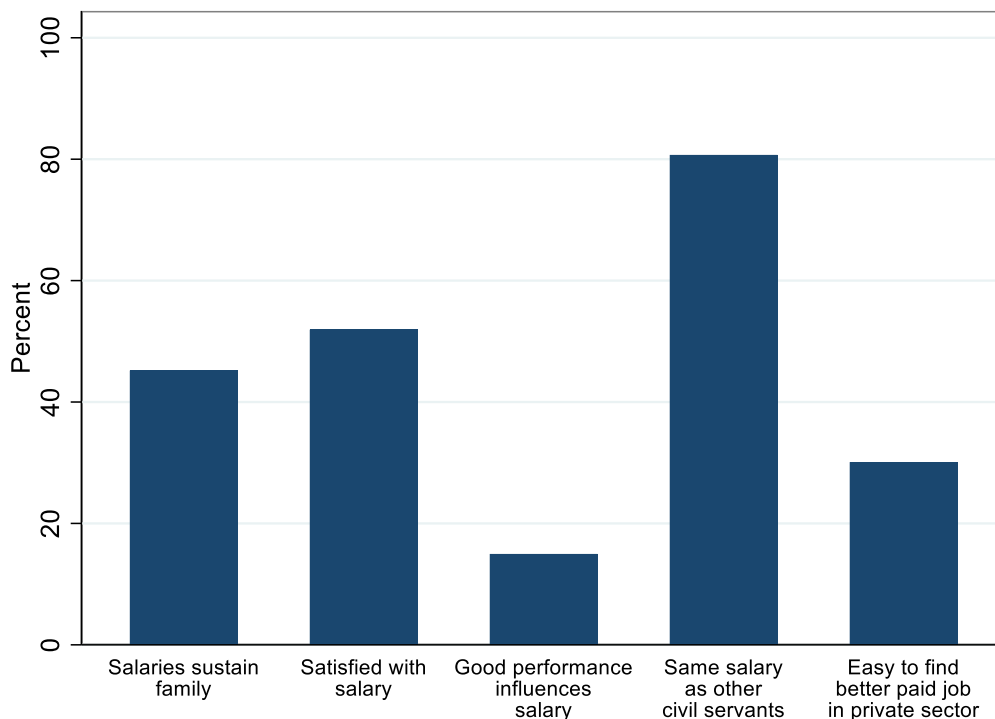
2.4. Salary management

In relation to salary management, the survey assessed the satisfaction of civil servants with their overall salary and the extent to which their salary is sufficient to sustain their families. In addition, the survey assessed the link between performance at work and salary levels, the extent to which civil servants in similar positions receive similar salaries and the extent to which civil service salaries are competitive relative to the private sector.

The findings are mixed. On the one hand, salary equality is perceived to be high, that is, civil servants indicate that fellow civil servants with similar jobs receive similar salaries. However, approximately half of all civil servants are dissatisfied with their salary and regard it as insufficient to sustain their household. Approximately one third of civil servants believe that they could easily find a better-paid job in the civil service. Moreover, civil servants generally believe that good performance does not affect their salary level. As Figure 20 shows,

- 45 per cent of civil servants agree or strongly agree that their salary is sufficient to sustain their family.
- 52 per cent of civil servants are satisfied with their salary.

Figure 20. Perceptions of salary management in Bangladesh



- Only 15 per cent believe that good performance will lead to a higher salary.
- 81 per cent of civil servants agree or strongly agree that they are paid the same salary compared as civil servants who have similar job responsibilities.

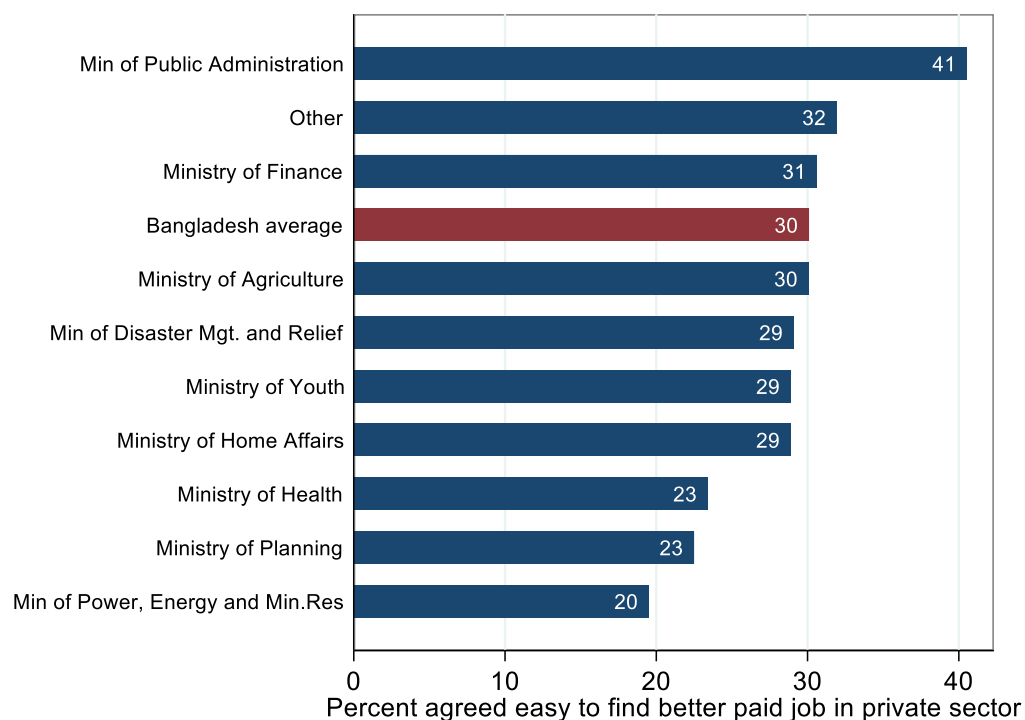
- 30 per cent of civil servants indicate that they could easily find a better-paid job in the private sector. This finding reflects that public sector salaries are, for most civil servants, seen as low relative to private sector salaries.

In the survey, we further explored to what extent civil servants are engaged in paid activities besides their civil service job. According to the evidence, 82 per cent of civil servants are 'not' involved in additional paid jobs. Among the civil servants who do receive supplementary income, most do so through teaching activities. Private sector consultancy, private company ownership or additional private sector employment are unusual. A proportion of less than 10 per cent regularly help out their family business without formal payment.

Compared to Nepal, the salary experience of civil servants in Bangladesh is more positive. In Nepal, around 44 per cent indicate that they regard their salary as sufficient to sustain their family and 16 per cent find that good performance would lead to a salary increase. 39 per cent of civil servants are satisfied with their salary level. 83 per cent agree or strongly agree that salary equality across the civil service is high, which reflects the similarly regulated salary system in Nepal. 62 per cent believe that they could easily find a better-paid job in the private sector. Differences are not large but the general evidence suggests that in Bangladesh salary satisfaction is higher and salaries are more competitive than in Nepal.

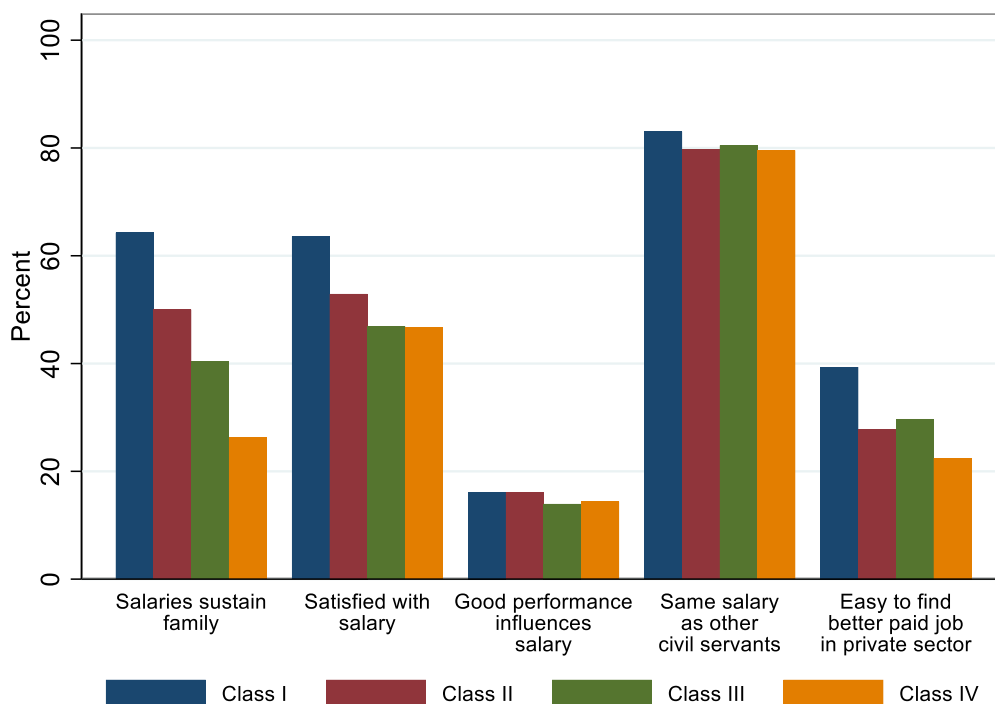
There are moderate differences across types of institutions and categories of staff. For example, 41 per cent of civil servants in the Ministry of Public Administration indicate that they could easily find a better paid job in the private sector. By contrast, in the Ministry of Power, Energy and Mineral Resources merely 20 per cent believe so (Figure 21).

Figure 21. Perceived salary competitiveness vis-à-vis the private sector: Comparison across ministries



Differences are even more prominent when comparing Classes of civil servants (Figure 22). Salary satisfaction and perceived salary sufficiency are much higher among Class I officers, in particular, in comparison to Class IV civil servants. Despite greater salary satisfaction and evidently higher salary levels, salary competitiveness vis-à-vis the private sector is perceived to be lower among Class I officers, that is, a larger proportion would find it easy to get a better paid job in the private sector. Together, this suggests that salary satisfaction may be low for Class IV officers but they lack better-paid alternatives in the private sector. Salaries are thus, for most public servants, competitive.

Figure 22. Perceptions of salary management: Comparison across categories of staff



The statistical analysis demonstrates that the perceptions of salary management have important effects on civil servants' attitudes and behaviour. Salary satisfaction and perceived salary sufficiency, for instance, have a significant positive effect on job satisfaction. Perceived salary sufficiency also increases inter-personal trust. Moreover, perceived salary equality is associated with both more work motivation and more integrity of civil servants. The evidence suggest that efforts to increase salary satisfaction and salary sufficiency among Class IV civil servants would be relatively beneficial for raising the overall attitudes of civil servants in the Bangladesh Civil Service.

Conclusions and recommendations

Civil servants in Bangladesh have diverse views on salary management. Approximately half of the civil servants in our sample are satisfied with their salary and consider it sufficient to maintain their families. Salaries are also seen as relatively competitive, as less than one third would easily find a better-paid job in the private sector. Salary equality is perceived to be high. Yet good performance is rarely recognised with higher salaries. The main challenge maybe to identify measures to raise the salaries of lower classes in order to increase their salary satisfaction and perceived sufficiency and, by implication, to address job satisfaction and inter-personal trust in these groups of civil servants.

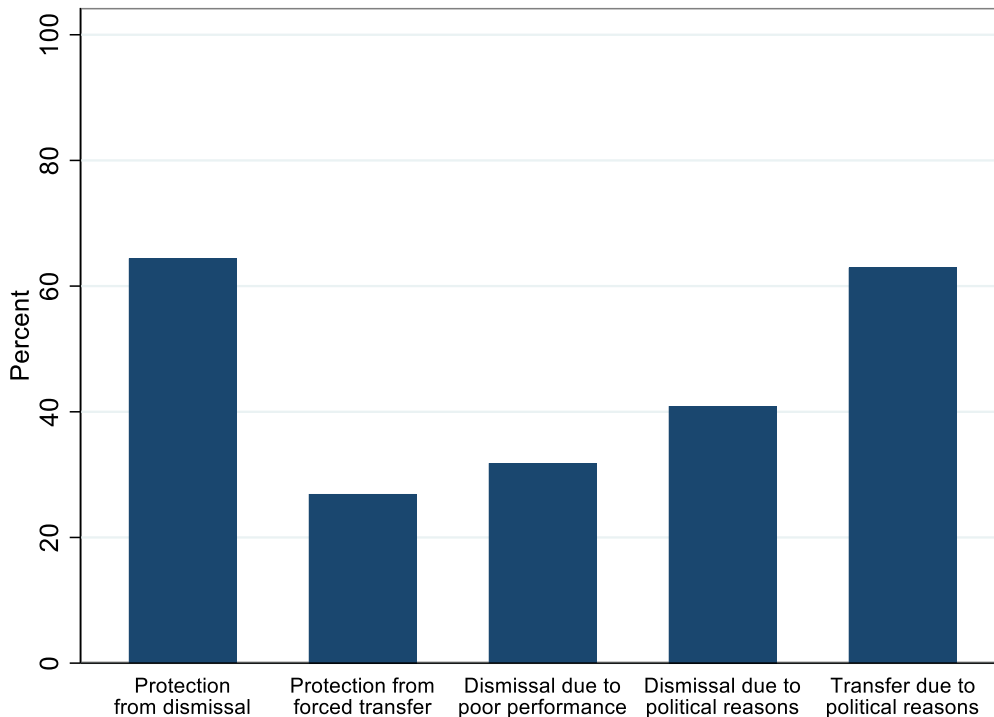
2.5. Job protection

This section of human resources management examines the experience of civil servants with employment security and the risk of involuntary dismissal and transfer.

The survey indicates that civil servants in Bangladesh are ambiguous in their perception of job stability. On the one hand, they perceive a high degree of employment security. On the other hand, they perceive a low degree of job stability within the civil service, that is, there appears to be little protection against involuntary transfers. Moreover, political reasons may play a major role in Bangladesh in determining dismissals and unwanted transfers within the civil service, including the placement on so-called special duty. To be more specific,

- 64 per cent of civil servants agree or strongly agree that it is difficult to dismiss them from the civil service.
- Yet merely 26 per cent of civil servants agree or strongly agree that it is difficult to transfer them against their will.
- 31 per cent indicate that they may be dismissed from the civil service if they performed poorly on the job.
- 40 per cent of civil servants agree or strongly agree that they might be dismissed for political reasons.
- 63 per cent of civil servants agree or strongly agree that they might be transferred away from their positions for political reasons against their will.

Figure 23. Perceptions of job protection in Bangladesh

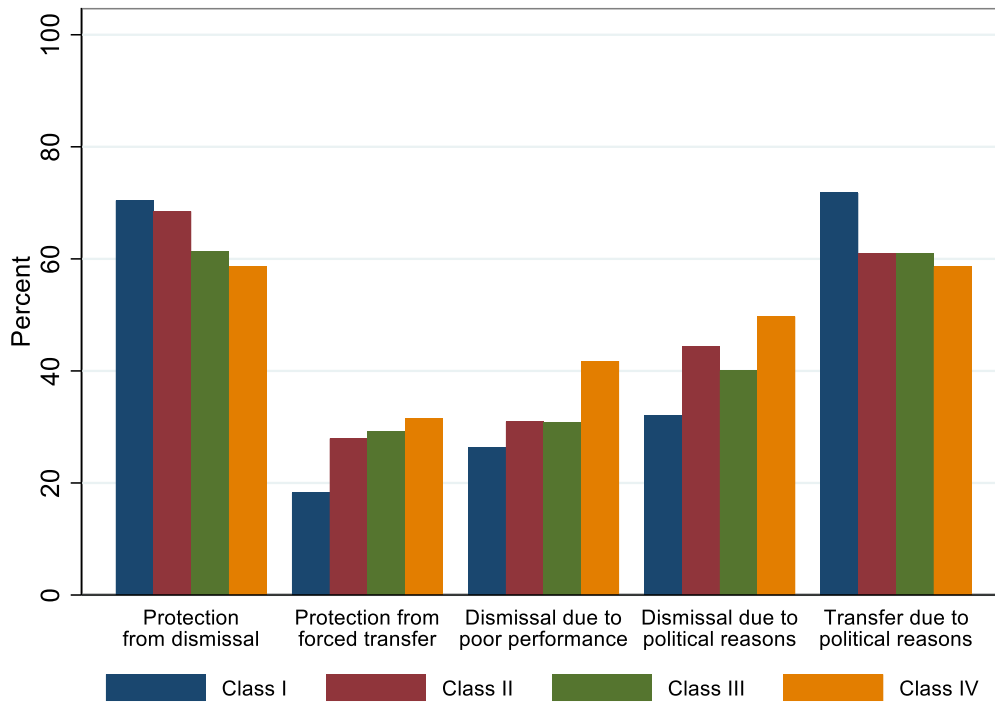


In comparison, civil servants in Nepal have a similarly high level of employment protection but low level of protection from unwanted transfers. In Nepal, 76 per cent of civil servants believe that it is difficult to dismiss them but only 37 per cent agree or strongly agree that it is difficult to transfer them against their will. 44 per cent believe that they can be dismissed for poor performance. 25 per cent indicate that they can be dismissed for political reasons but 59 per cent believe that they could face an involuntary transfer for political reasons.

The differences across ministries and categories of staff are remarkable when bearing in mind that transfers and dismissals are governed by the same legal framework across the entire civil service. Looking first at different classes of civil servants (Figure 24), Class I officers clearly feel much more secure in the civil service than lower classes, in particular, Class IV civil servants. Conversely, Class I officers recognise that their posting can be revoked at any time and that they can be transferred to other positions, by and large, at will.

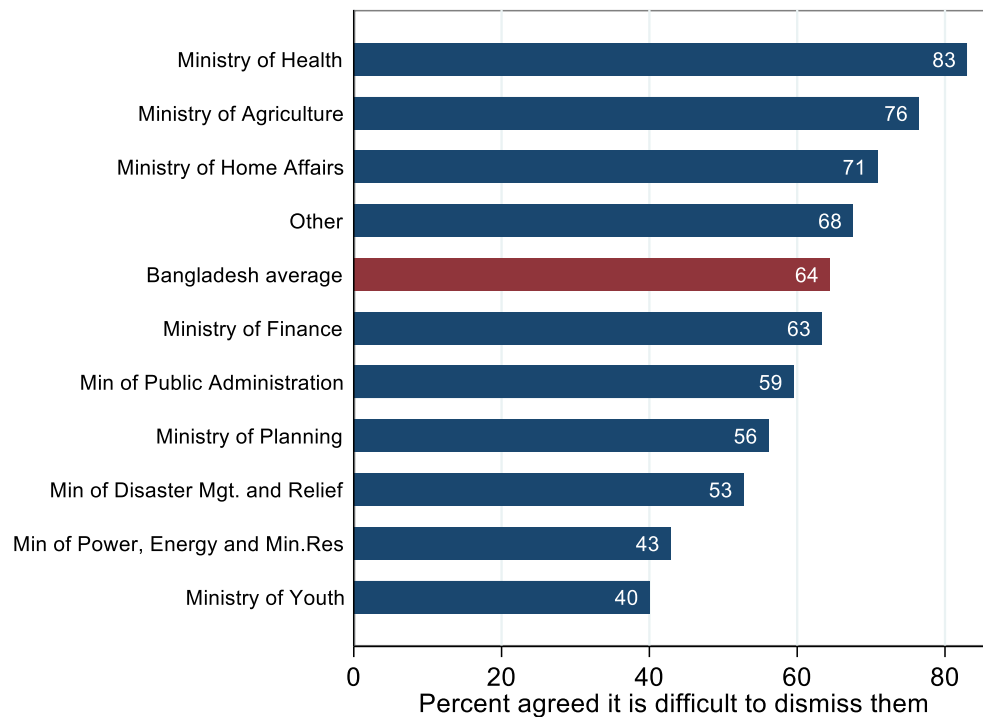
The same pattern applies to the prospect of political dismissal and transfer. Class I officers feel less exposed to the threat of political dismissal but are very much aware of the prospects of getting transferred to unfavourable positions for political reasons. By contrast, 50 per cent of Class IV officers agree or strongly agree that they may be dismissed from the civil service for political reasons.

Figure 24. Perceptions of job protection across categories of staff



The data also suggests notable differences across ministries (Figure 25). Civil servants working in or in organisations subordinated to the Ministry of Health feel very secure in the civil service – 83 per cent agree or strongly agree that it is difficult to dismiss them. By contrast, in the Ministry of Youth and in the Ministry of Power merely 40 to 43 per cent perceive the same kind of employment security. Similar differences can be identified for the components of studying perceptions of job protection in Bangladesh.

Figure 25. Perceptions of employment security across ministries



The complementary statistical analysis suggests that the threat of political dismissals has the most consistently negative effects on civil servants' attitudes and behaviour. It reduces job satisfaction and inter-personal trust. The fear of involuntary transfers for political reasons has negative effects on job satisfaction.

A general sense of protection from unwanted transfers is further associated with more public service motivation and more work motivation. The current transfer practices in Bangladesh are hence not without costs for the motivational basis of the civil service.

Conclusions and recommendations

Civil servants in Bangladesh perceive, in general, a high degree of employment security but a low degree of protection from unwanted transfers between positions within the civil service. Politicisation plays a prominent role, in that it undermines employment security and, in particular, job stability within the civil service. Performance, by contrast, does not appear to play a major role in dismissals.

For the Government of Bangladesh, the politicisation of dismissals and transfers provide the main areas that require attention. They are associated with a range of negative consequences. Reducing political influence would generate major benefits.

2.6. Integrity management

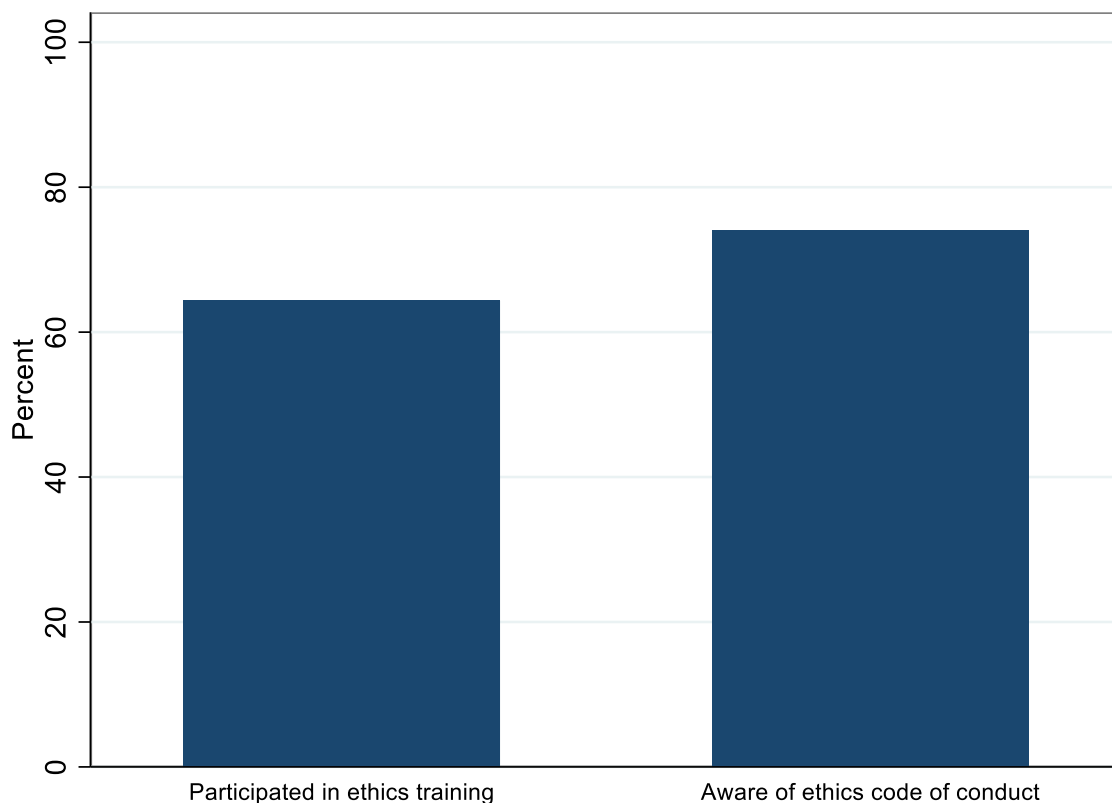
Integrity management in the civil service has become increasingly prominent in developed and developing countries during the last two decades. In particular,

growing concerns over corruption in the public sector have led national governments and international organisations to develop and promote varieties of integrity management initiatives for the civil service. The most common instruments are ethics training and codes of ethics, which aim to increase awareness and provide guidance for civil servants to resolve ethical dilemmas in the work context.

The civil service survey in Bangladesh focuses on these two principal integrity management tools. It finds that the majority of civil servants are aware of the so-called code of conduct of the civil service in Bangladesh and that nearly two thirds of all civil servants has received ethics training at least once during their career, most commonly in the context of their induction training. As shown in Figure 26,

- 64 per cent of civil servants have participated in ethics training at least once during their career. 61 per cent have participated in ethics training more than once during their career.
- 74 per cent of civil servants are aware of the existence of the code of conduct of the civil service in Bangladesh (see below for more details).

Figure 26. Ethics training and ethics code awareness

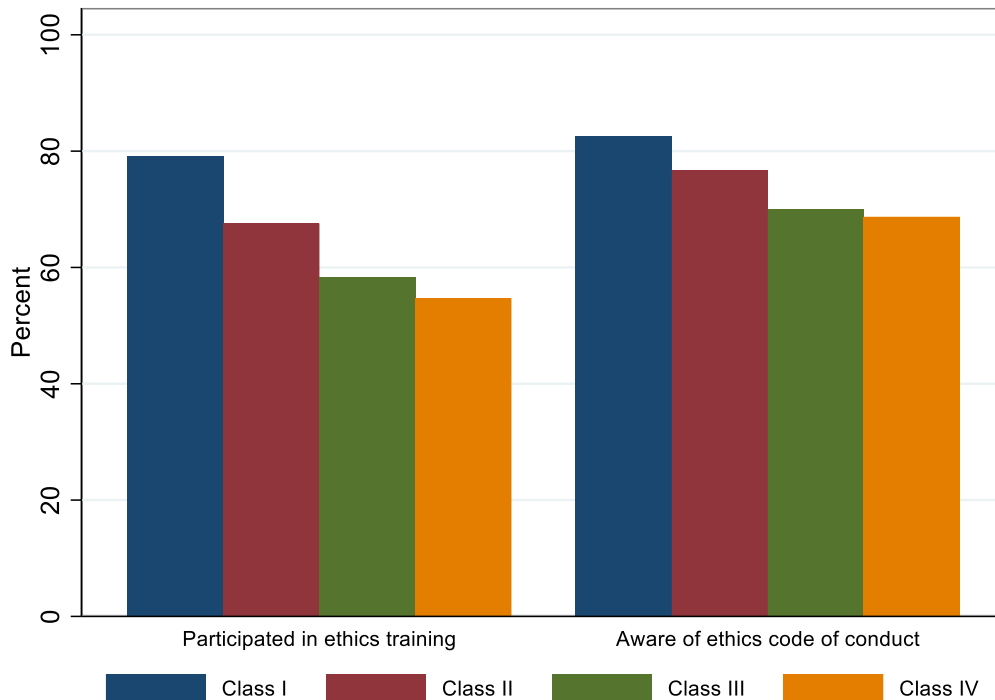


Comparing to Bangladesh to other countries, ethics training is much less common in Nepal (26 per cent), while the awareness of the code of conduct of the Nepal Civil Service is slightly higher (85 per cent).

However, the data suggests major differences within Bangladesh. First, it is evident that nearly 80 per cent of the Class I officers received ethics training, while just over half of the Class III and IV offices did so (Figure 27). Class I officers also received training much more often. On average, they received 2.1 trainings during their

career, while others received only 1 to 1.6 times training during their time in the civil service. Differences are less stark when considering the knowledge of the code of conduct in Bangladesh. 83 per cent of Class I civil servants are aware of its existence, while between 69 and 77 per cent of Class II to IV officers are.

Figure 27. Ethics training and ethics code awareness across categories of staff



Second, the data suggests equally notable differences when looking across ministries (Figures 28 and 29). In some ministries and their subordinated organisations such as the Ministry of Disaster Management nearly 90 per cent of the civil servants have received ethics training at least once during their career. In others such as the Ministry of Health, less than 20 per cent of civil servants have gained experience with ethics training. When looking at individual institutions, 93 per cent of the civil servants in the Office of the Comptroller Auditor General received ethics training, while low participation rates in the subordinated offices of the Ministry of Health is most notable. Differences in the awareness of the code of conduct mirror the participation in ethics training. Knowledge of its existence is high in the Ministry of Disaster Management but low in the Ministry of Health and its subordinated organisations.

Figure 28. Ethics training across ministries

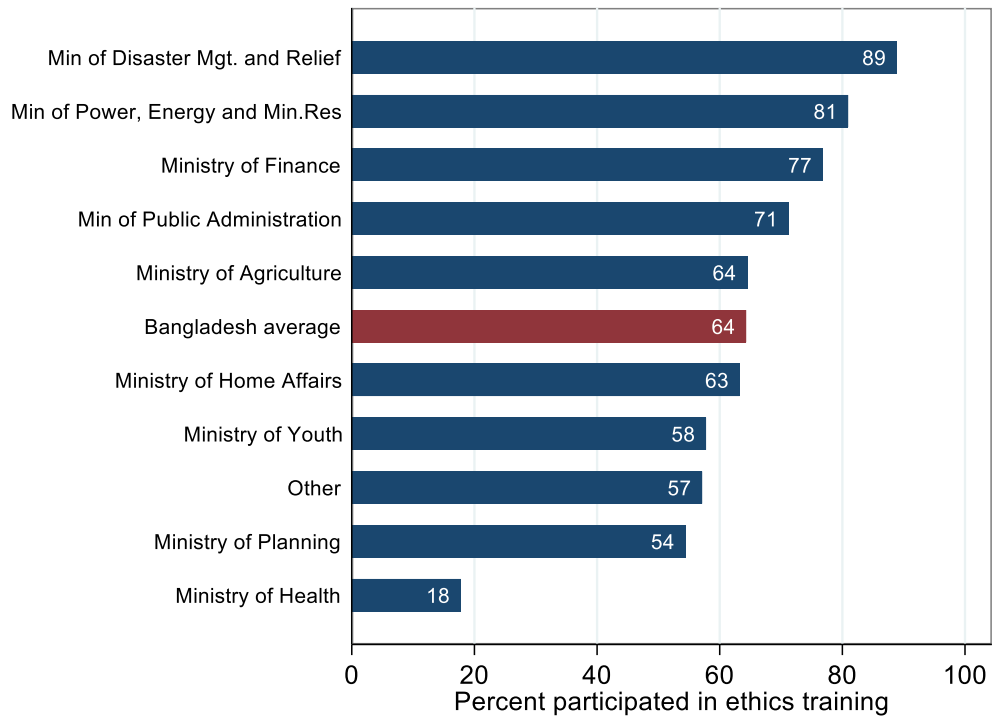
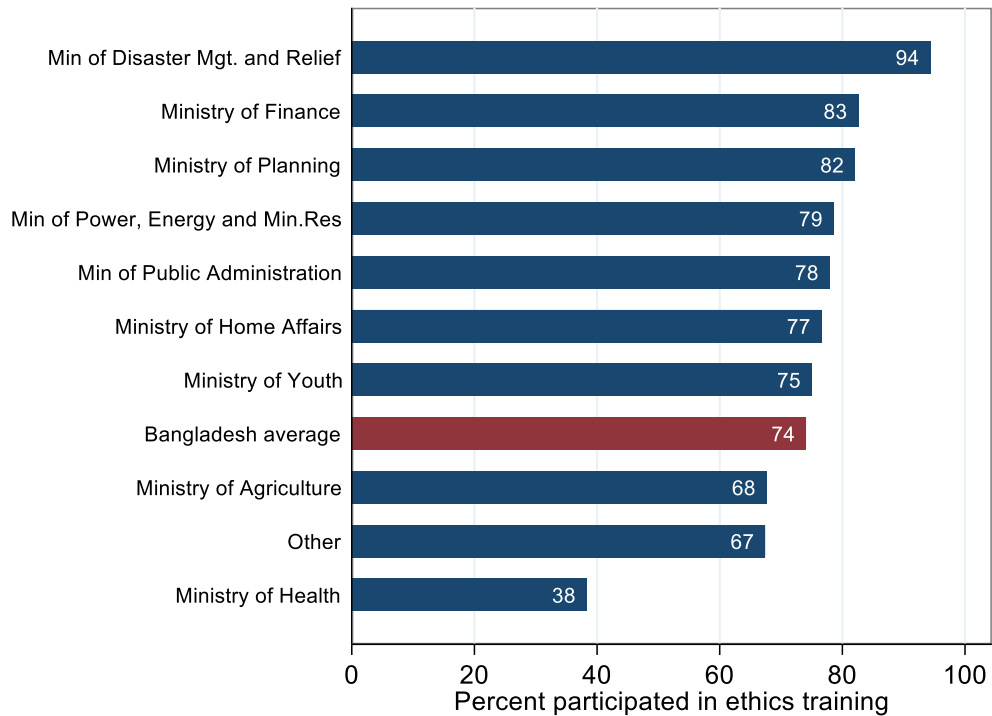


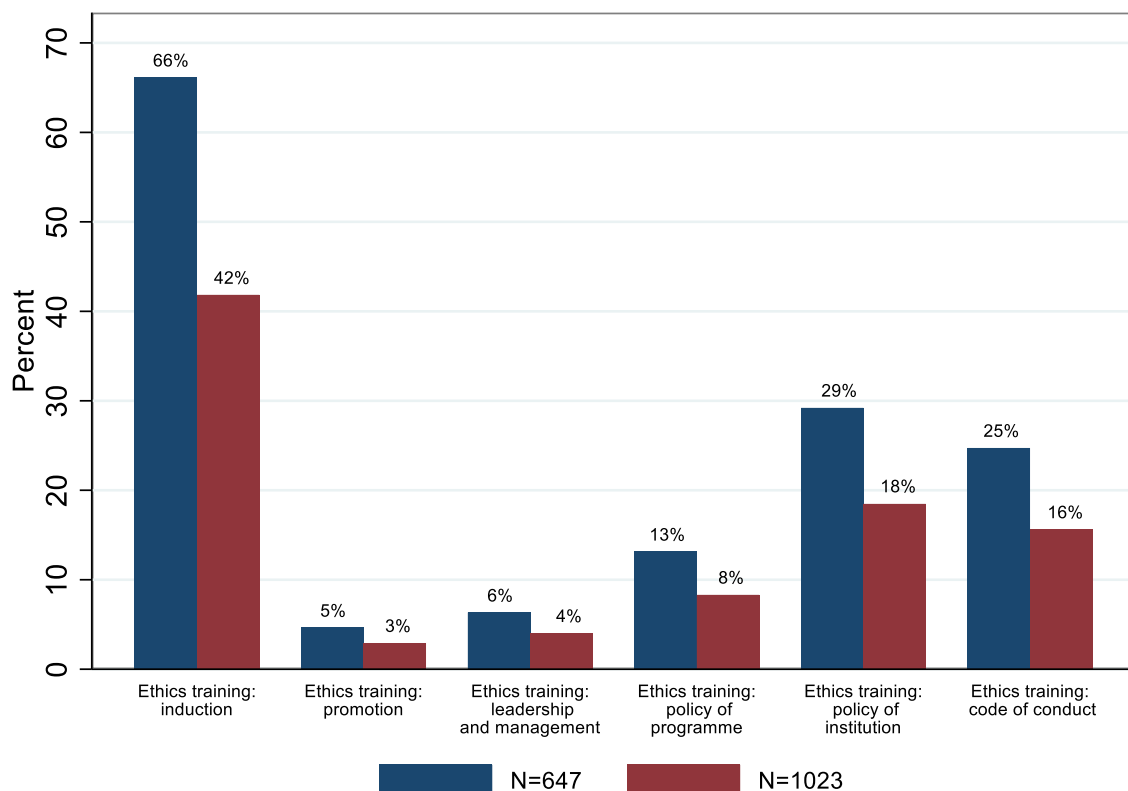
Figure 29. Ethics code awareness across institutions



In order to develop a more comprehensive understanding of the state of ethics training in Bangladesh, the survey further examined the types of training that civil servants have experienced (Figure 30). The data reveals that

- 66 per cent of the civil servants who undertook training learned about civil service ethics in the context of their induction training when they joined the civil service. When taking into account that around one third of civil servants did not participate in ethics training, the proportion of all civil servants who indicate that they received ethical instructions during their induction training stands at 42 per cent.
- 5 per cent of civil servants with ethics training learned about civil service ethics in the context of training to prepare their promotion and another 5 per cent received ethics training in the context of leadership and management training.
- 29 per cent of civil servants have participated in designated ethics training on the ethics policy of their institution and 25 per cent have received designated training on the code of conduct for the civil service in Bangladesh.

Figure 30. Format of ethics training

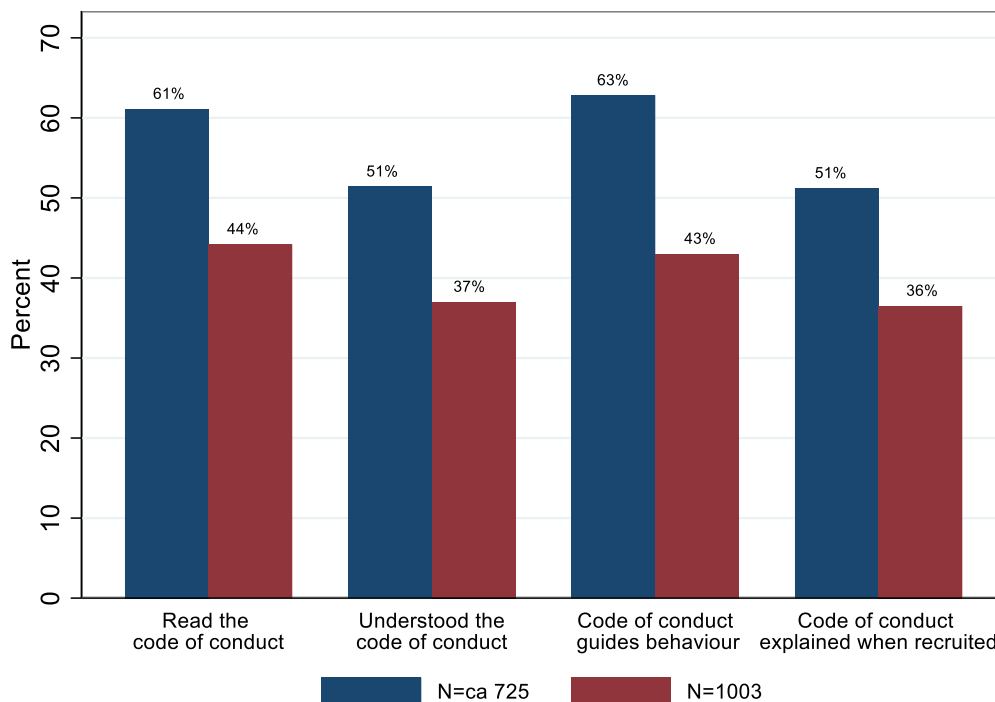


When looking more closely at the nature of code of conduct awareness in Bangladesh, 61 per cent claim to have read the code of conduct, 51 per cent claim to have understood it and 63 per cent indicate that it guides their behaviour at work (Figure 31). When taking into account that some civil servants are not fully aware of the presence of the code of conduct for civil servants in Bangladesh, the proportions

shrink. Indeed, only 37 to 45 per cent of all civil servants can be considered to be fully aware of the contents of the code of conduct in Bangladesh.

The final bar in Figure 31 indicates whether the code of conduct has been explained to civil servants by their superiors when they were recruited into the civil service. This form of initial instruction resonates closely with the notion of induction training mentioned above. Among the respondents, 51 per cent of the civil servants who knew about the existence of the code of conduct claim to have received such an ethics instruction when they joined the civil service. When considering all civil servants, this proportion shrinks below 40 per cent.

Figure 31. forms of ethics code awareness



Finally, we conducted a statistical analysis of the association between ethics training and awareness of the code of conduct on civil servants' attitudes and behaviour. We focused on public service motivation and civil servants' intention to behave ethically on the job, as these are the main objectives of ethics codes and ethics training. The results are encouraging insofar as

- Ethics training participation is associated with a lower intention to behave unethically in the civil service. Looking across the types of ethics training, the data suggests that induction trainings for new civil servants are mainly associated with more ethical behaviour on the job, while participation in training activities after entry into the civil service do not have any effects. The effectiveness of ethics training does hence appear to be highly selective.
- Awareness of the code of conduct is also associated with more ethical behaviour on the job. The data suggests that it is not sufficient for civil servants to know about the existence of the code of conduct. Rather, they

need to have read and understood the code of conduct for it to have an effect on integrity. This is plausible and, in many respects, an encouraging finding.

Conclusions and recommendations

Integrity management is an essential component of human resources management in developed and developing countries. The survey shows for Bangladesh that civil servants are aware of the code of conduct and that a considerable proportion has received ethics training at least once during their career.

Moreover, it is encouraging to see that the ethics training, in particular, in the context of induction training and a comprehensive awareness of the code of conduct are associated with a greater willingness to behave ethically at work.

Bearing in mind the need to improve ethical awareness in the civil service as discussed in Part 1 of this report, the findings are promising and suggest that it would be beneficial for the Government of Bangladesh to expand ethics training and efforts to raise the understanding of the code of conduct for civil servants.

Part 3. Leadership in the civil service in Bangladesh

This part examines leadership in the civil service in Bangladesh. It focuses on how civil servants evaluate their superiors in relation to levels of expertise, management skills, politicisation, nepotism and good leadership practices.

The analysis shows that a majority civil servants rate their superiors positively in relation to their subject expertise, management skills and leadership practices. However, a considerable proportion of civil servants indicate that their superiors are politicised and surrounded by personal friends and family members.

In our data, leadership practices are further shown to be an important driver of civil servants' attitudes. In particular, 'good practice' (ethical and transformational) leadership has positive consequences, while politicised management tends to have negative consequences.

Investment in the quality of leadership will be important for the Ministry of General Administration and individual institutions, in particular, those with poor evaluations of the quality of their leadership.

In addition to human resources management practices, the civil service survey focused on leadership in Bangladesh as a key driver of civil servants attitudes and behaviour. The survey distinguishes six elements of good leadership in public sector organisations (Figure 32). They are the perception of civil servants that:

- Superiors have sufficient expertise in order to perform their duties
- Superiors have sufficient management skills to lead their units.

Both features reflect the need for essential competencies of public sector managers.

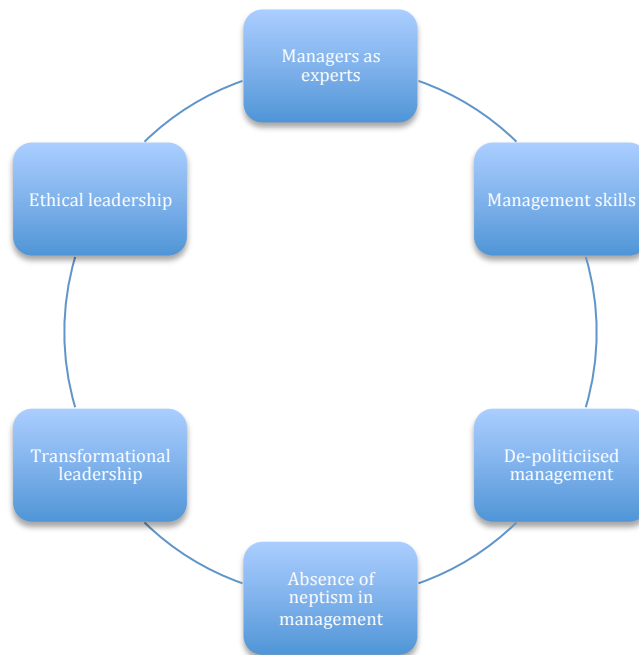
In addition, the survey asked civil servants to what extent, according to their experience,

- Superiors were selected for their position thanks to political connections. Politicisation reflects the incentive of the political leadership to enhance the political responsiveness of the bureaucracy. At the same time, it conflicts with the merit principle and may negatively affect the satisfaction of civil servants and the overall performance and integrity of the organisational unit they lead.
- Superiors have personal friends and family members in management positions of their institutions. It proxies the appointment of superiors on nepotistic grounds rather than merit.

The survey further assessed the experience of civil servants with leadership practices in their institution. It focused on

- Transformational leadership practices which refers to the enthusiasm of managers for the mission and vision of their organisation, their ability to motivate staff and to make them proud of their organisation.
- Ethical leadership practices which refer to the practice of communicating ethical principles and holding civil servants to account for their ethical behaviour.

Figure 32. Desirable attributes of civil service managers



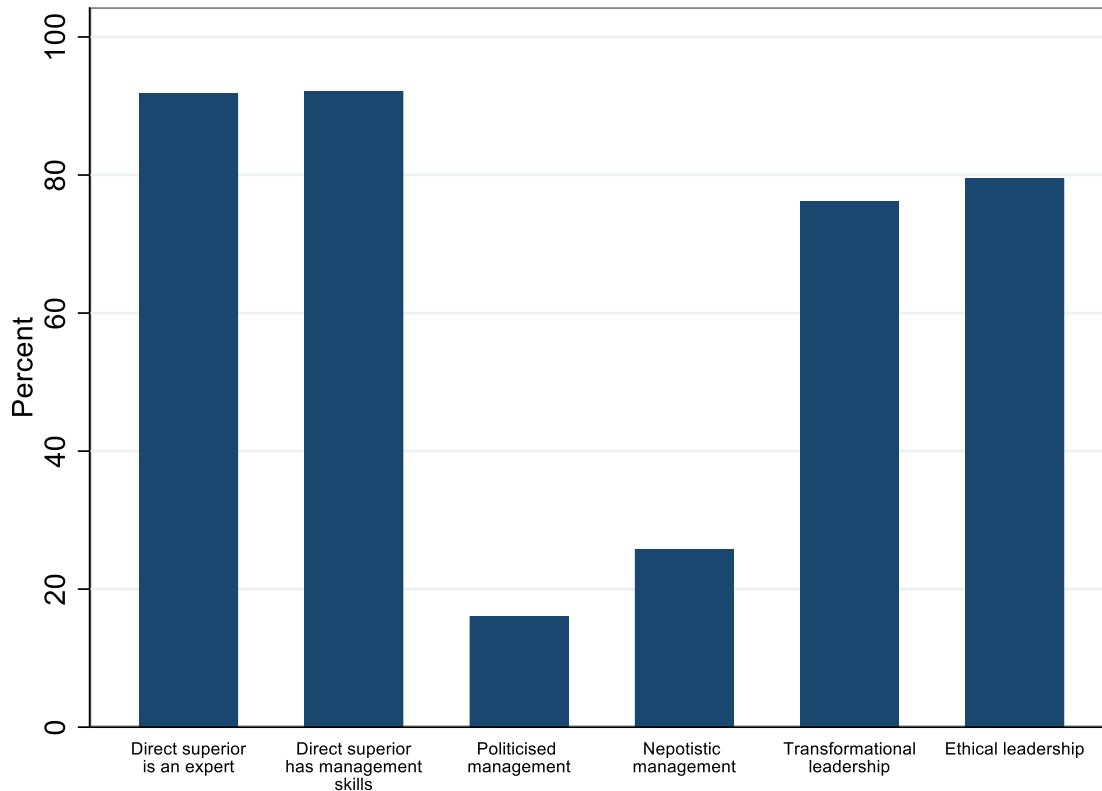
3.1. Overview of leadership in the civil service in Bangladesh

Looking first at the overall quality of leadership in the civil service in Bangladesh, the survey indicates that a majority of civil servants considers their managers to be experts in their field, they are seen to have adequate management skills and share features of both ethical and transformational leaders. Moreover, most civil servants indicate that their direct superiors have not been appointed thanks to political connections or nepotism inside their institution. As shown in Figure 33,

- 92 per cent of civil servants agree or strongly agree that their direct superiors are experts in their field of work.
- 92 per cent of civil servants agree or strongly agree that their direct superiors have relevant management skills.
- 76 per cent of civil servants agree or strongly agree with statements that indicate transformational leadership practices by their direct superiors. The indicator consists of three items including questions on the extent to which superiors are seen to articulate enthusiasm for the organisation's vision and mission, are perceived to lead by example and are seen to make employees proud of their of their organisation.
- 80 per cent of the civil servants agree or strongly agree with statements that reflect ethical leadership practices. Ethical leadership practices also consist of three components here. It specifically refers to superiors who hold their subordinates accountable for using ethical practices in their work, who communicate clear ethical standards to their subordinates and who can be trusted to keep promises and commitments.
- 16 per cent of the civil servants agree or strongly agree that their superior was appointed, at least in part, thanks to their political connections.

- 26 per cent of the civil servants agree or strongly agree that their superior has personal friends or family members in senior management positions in the institution.

Figure 33. Leadership in the civil service in Bangladesh



Further analysis of the survey results shows that in Bangladesh certain leadership characteristics and practices correlate highly. Managers who are identified as experts in their field and managers who are considered to possess management skills practice are also considered to act more frequently in accordance with the principles of transformational and ethical leadership. At the same time, politicisation is associated with more nepotistic management but significantly less expertise, less management skills and less frequent application of leadership practices.

In comparison to Nepal, civil servants in Bangladesh view their direct superiors, on average, more positively but also more politicised and more nepotistic. To be more specific,

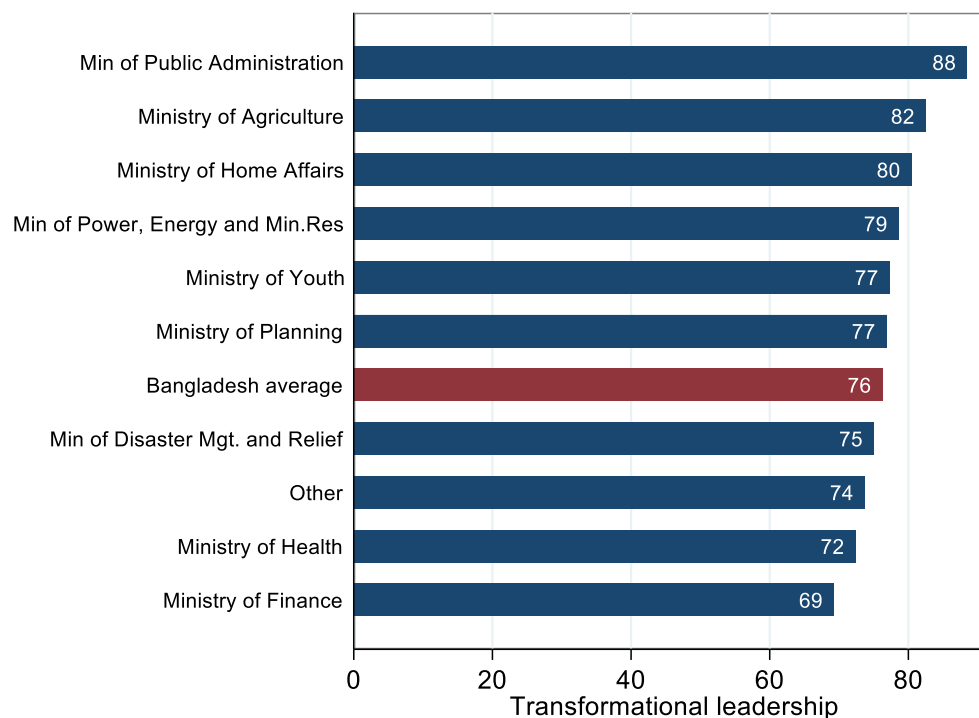
- In Bangladesh, the expertise of managers is perceived to be higher than in Nepal (86 per cent).
- In Bangladesh, management skills are perceived to be slightly more developed than in Nepal (90 per cent).
- In Bangladesh, transformational leadership practices are considerably more common than in Nepal (67 per cent)

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- In Bangladesh, ethical leadership practices are also considerably more common than in Nepal (69 per cent).
- In Bangladesh, the perceived politicisation of managers is higher than in Nepal (7 per cent).
- In Bangladesh, nepotistic management is perceived to be more prevalent than in Nepal (7 per cent).

Within Bangladesh, the data suggests that leadership attributes vary moderately across ministries (Figure 34). Focusing on the application of transformational leadership practices, civil servants who work in or under the Ministry of Public Administration have the most positive view of their superiors (89 per cent). In fact, when limiting the analysis to civil servants who work inside the core structure of the Ministry of Public Administration, this value is as high as 91 per cent. By contrast, in the Ministry of Finance and in organisations subordinated to the Finance Ministry less than 70 per cent of civil servants associate transformational leadership practices with their superiors. Evaluations are comparably low in institutions such as the Comptroller Auditor General (60 per cent) and the Directorate General of Health Services (58 per cent).

Figure 34. Transformational leadership across ministries

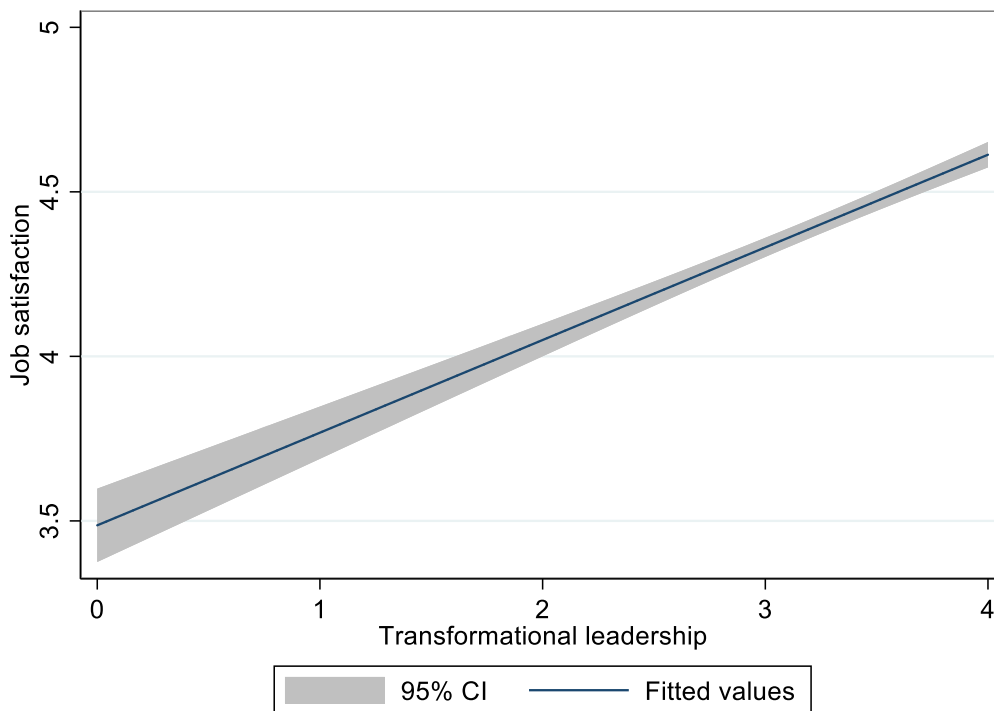


In order to assess the importance of leadership for the attitudes of civil servants, we conducted a statistical analysis of the consequences of our leadership attributes as perceived by civil servants. The analysis shows that transformational leadership have significant positive effects on job satisfaction, inter-personal trust, public service

motivation and work motivation. Ethical leadership, similarly, has significant positive effects on public service motivation, work motivation, job satisfaction, trust among civil servants and the integrity of civil servants. By contrast, politicised management has consistently negative consequences for inter-personal trust, job satisfaction and the integrity of civil servants. Nepotistic management negatively further reduces job satisfaction among civil servants.

Figure 35 illustrates the importance of the quality of leadership for civil servants' attitudes. An change in the evaluation of transformational leadership practices from strongly disagree to strongly agree can increase the job satisfaction of civil servants by one point on a scale from 0 to 6. For the Government of Bangladesh, this provides evidence that the quality of leadership can make a noticeable difference for the management of the civil service.

Figure 35. Consequences of transformational leadership on job satisfaction



Conclusions and recommendations

The civil service survey provides a comprehensive overview of leadership across institutions in Bangladesh. Findings indicate

- Positive evaluations of managers' expertise, their management skills and the application of transformational and ethical leadership practices. In particular, transformational and ethical leadership practices have consistently positive effects on civil servants' attitudes. Investment in the quality of leadership is hence one of the most promising areas of development for the Government of Bangladesh.

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- Politicised and nepotistic management are, according to the evaluation of civil servants, remarkably widespread in the civil service in Bangladesh. Moreover, especially politicised management has consistently negative effects on civil servants' attitudes. Efforts should therefore be made to reduce politicised and nepotistic management in public administration.
- Considerable differences in the perceived quality of leadership across ministries and their subordinated organisations. These differences require tailored attention from the Government of Bangladesh and major efforts from low-performing institutions.

Part 4. Conclusions and implications for the future of civil service management in Bangladesh

1. The implementation of the first civil service survey in Bangladesh has provided new evidence with regard to attitudes and behaviour of civil servants, their evaluation of the leadership in the civil service and their experience with human resources management. The evidence can provide the basis for government wide reform initiatives in areas such as ethics and integrity management in the civil service as well as targeted interventions by individual institutions to improve the quality of civil service management.
2. Personal and political connections play an important role in civil service management in Bangladesh. Both types of non-meritocratic connections influence recruitment and selection decisions, career advancement practices and job stability. They negatively affect the attitudes and behaviour of the civil service. In particular, they reduce the integrity of civil servants' on the job. The evidence suggests that the Government of Bangladesh should take efforts to reduce the role of both political and personal connections in civil service management.
3. Merit recruitment procedures are, by and large, associated with a smaller role for personal and political connections in civil service management. The Government of Bangladesh should support the application of merit recruitment procedures such as written exams and personal interviews for all ranks of civil servants.
4. For career advancement, the survey indicates that work performance, personal and political connections of similar importance for career progression. Performance evaluation processes that reward performance with promotions are associated with more performance and integrity of civil servants. By contrast, where performance evaluations are used to justify dismissals they have negative effects on civil servants' attitudes. The Government of Bangladesh should hence ensure the consistent implementation of performance evaluations across institutions and ranks of civil servants and further review the purposes for which evaluations are used.
5. Integrity management is in need of further development. Nearly one half of civil servants did not recognise conflict of interest situations as presented in the survey. However, attendance of ethics training in the context of civil service induction training and understanding of the code of conduct correlates with greater willingness to behave ethically on the job. The Government of Bangladesh should consider expanding ethics training and ensuring the development of state-of-the-art training in-service rather than primarily at the point of induction and hence entry into the civil service.
6. Leadership in the civil service is positively evaluated by a majority of civil servants. However, many civil servants indicate that their superiors have been appointed thanks to political and personal connections. Both politicised and nepotistic management have negative consequences for civil servants' attitudes and behaviour and should therefore be reduced. Efforts by the Government of Bangladesh to invest in the quality of leadership will therefore be highly beneficial for civil service management in Bangladesh.

Part 5. Appendix

Appendix A. List of institutions

Table A1. List of institutions with at least 20 completed responses

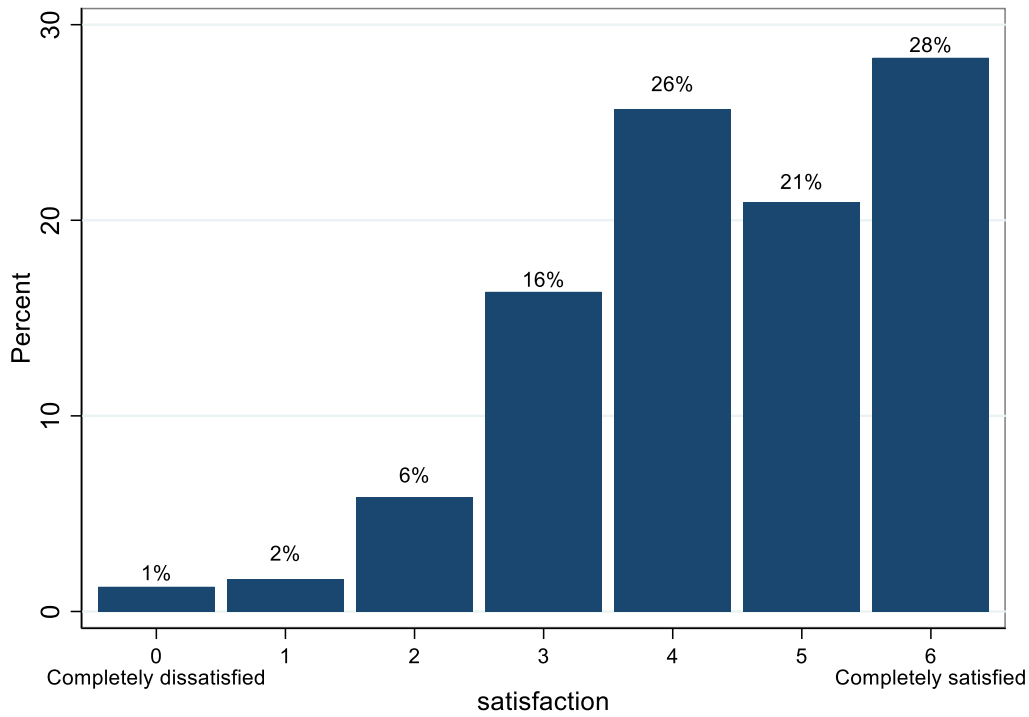
	Frequency	Percent
Ministry of Agriculture	138	13.29
Ministry of Disaster Management and Relief	56	5.39
Ministry of Finance	212	20.42
Ministry of Health	47	4.53
Ministry of Home Affairs	52	5.01
Ministry of Planning	82	7.90
Ministry of Power, Energy and Mining Resources	42	4.05
Ministry of Public Administration	82	7.90
Ministry of Youth	45	4.34
Other	282	27.17
Total	1038	100.00

Table A2. List of institutions with at least 5 completed responses

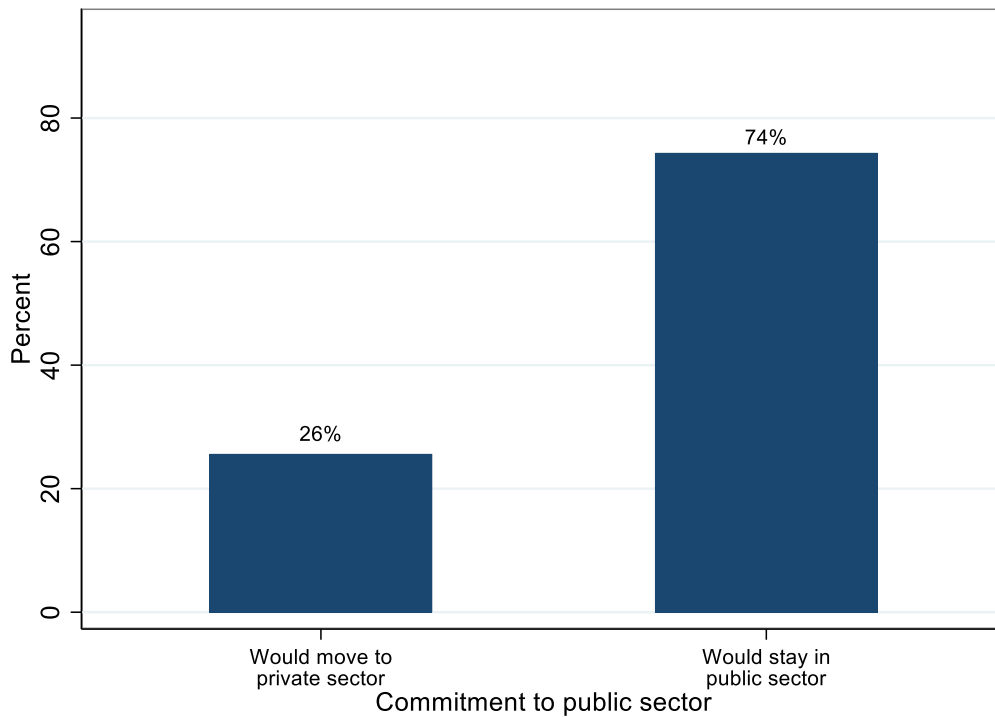
	Frequency	Percent
Bangladesh Police Headquarters	23	2.22
Cabinet Division	6	0.58
Comptroller Auditor General	43	4.14
Customs Administration	5	0.48
Department of Agricultural Extension	26	2.50
Directorate General of Family Planning	24	2.31
Directorate General of Health Services	17	1.64
Economic Relations Division	20	1.93
Implementation Monitoring and Evaluation Division	20	1.93
Ministry of Agriculture	97	9.34
Ministry of Commerce	7	0.67
Ministry of Disaster Management and Relief	55	5.30
Ministry of Education	12	1.16
Ministry of Environment and Forests	10	0.96
Ministry of Finance	141	13.58
Ministry of Foreign Affairs	9	0.87
Ministry of Health (subordinated organisation)	5	0.48
Ministry of Home Affairs	27	2.60
Ministry of Information (subordinated organisation)	15	1.45
Ministry of Local Government (subordinated organisation)	9	0.87
Ministry of Planning	49	4.72
Ministry of Power, Energy and Mineral Resources	38	3.66
Ministry of Public Administration	58	5.59
Ministry of Public Administration (subordinated organisation)	18	1.73
Ministry of Social Welfare	8	0.77
Other	251	24.18
Youth Development Department	45	4.34
Total	1038	100.00

Appendix B. Attitudes and behaviour of civil servants: Distributions

Job satisfaction

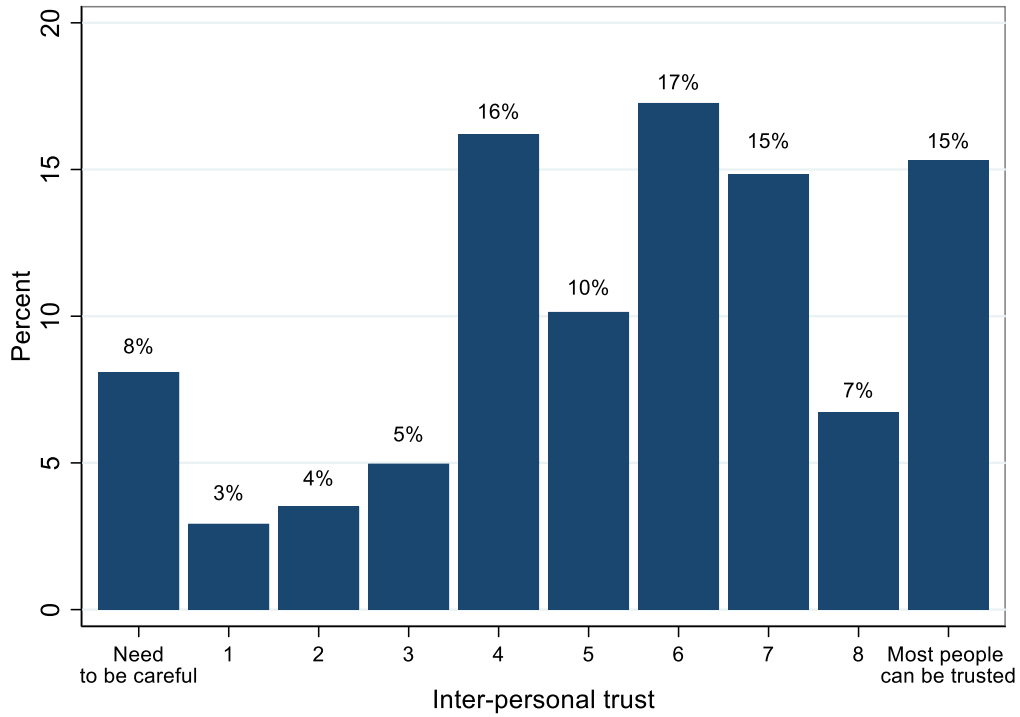


Commitment to public sector

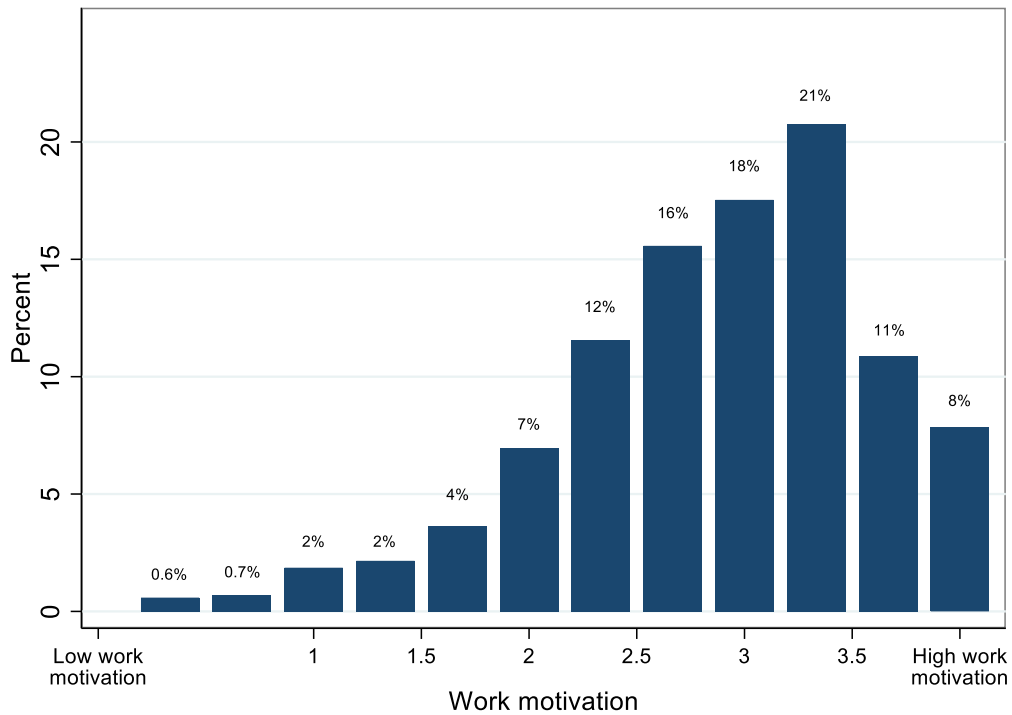


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Inter-personal trust

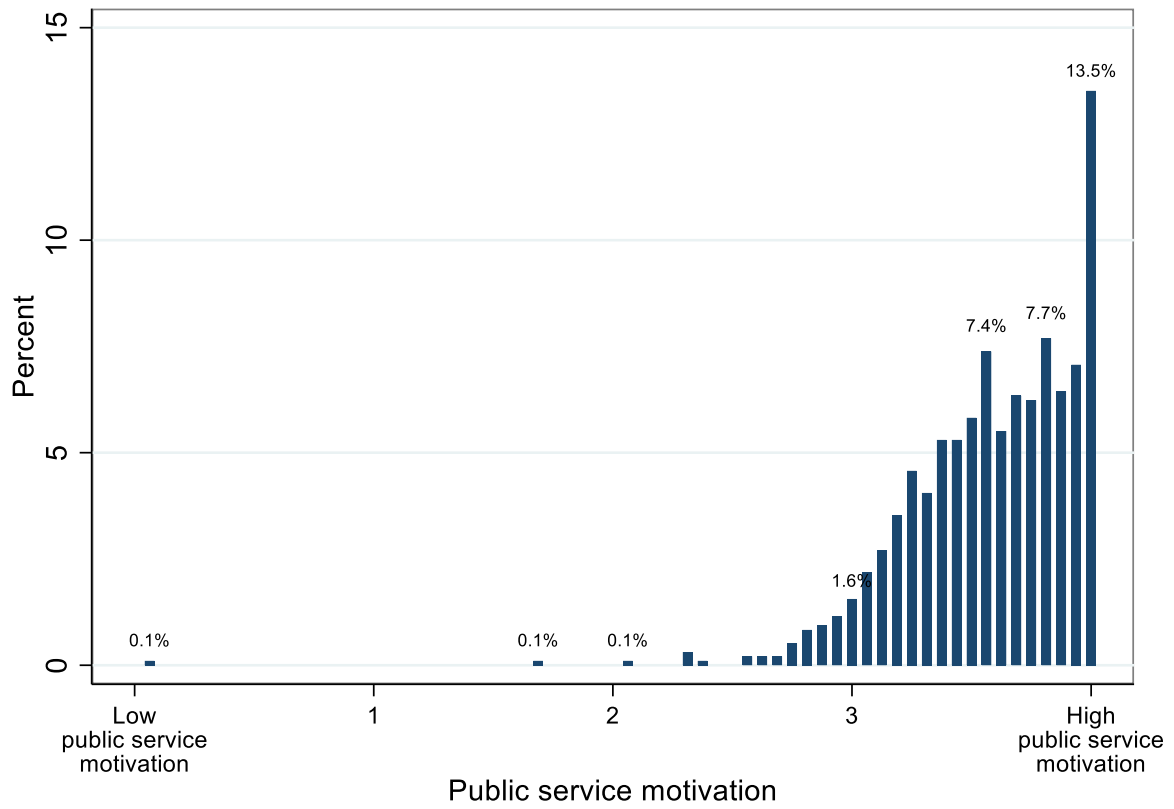


Work motivation

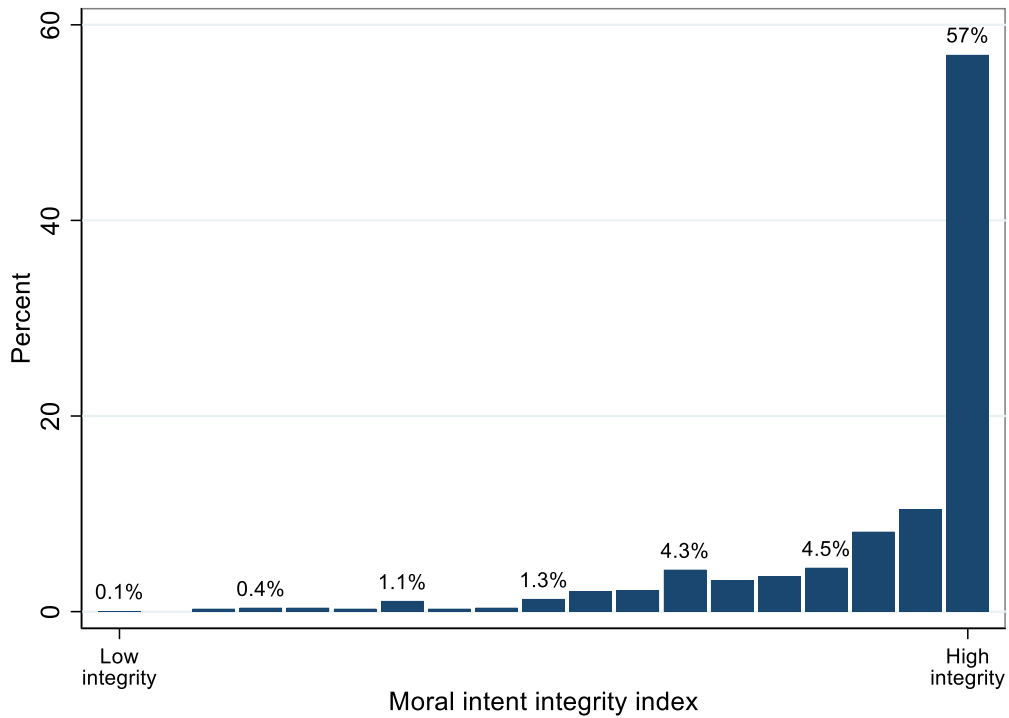


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Public service motivation



Integrity



Appendix C. Survey questions (selected)

Public service motivation

To what extent do you agree with the following statements?

Attraction to public service

	Strongly disagree	Somewhat disagree	Neither disagree nor agree	Somewhat agree	Strongly agree	DK/ Prefer not to respond
I admire people who initiate or are involved in activities to aid my community.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
It is important to contribute to activities that tackle social problems.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Meaningful public service is very important to me.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
It is important for me to contribute to the common good.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Commitment to public value

	Strongly disagree	Somewhat disagree	Neither disagree nor agree	Somewhat agree	Strongly agree	DK/ Prefer not to respond
I think equal opportunities for citizens are very important.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
It is important that citizens can rely on the continuous provision of public services.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
It is fundamental that the interests of future generations are taken into account when developing public policies.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
To act ethically is essential for public servants.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Compassion

	Strongly disagree	Somewhat disagree	Neither disagree nor agree	Somewhat agree	Strongly agree	DK/ Prefer not to respond
I feel sympathetic to the plight of the underprivileged.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I empathize with other people who face difficulties.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I get very upset when I see other people being treated unfairly.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Considering the welfare of others is very important.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Civil Service Management in Bangladesh

Self-sacrifice

	Strongly disagree	Somewhat disagree	Neither disagree nor agree	Somewhat agree	Strongly agree	DK/ Prefer not to respond
I am prepared to make sacrifices for the good of society.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I believe in putting civic duty before self.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I am willing to risk personal loss to help society.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I would agree to a good plan to make a better life for the poor, even if it costs me money.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>