

Gender Equality in Public Administration: Study on the Administration Cadre of Bangladesh Civil Service

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Abstract

BCS (Administration) cadre in Bangladesh is the direct successor of the generalist cadre of Pakistan, which was dubbed as the steel-frame of the British Civil Service. In Bangladesh, the door of administration was opened for women in 1982. It was a milestone step that allowed women to give choice for entering administration cadre service. There was a steady progress in the number of women in administration cadre. This study reveals that despite many positive steps by the government, government service is profoundly dominated by male. It is perceived that female officers are not eligible for the apex administrative positions in the government. Moreover, they are less comfortable in the environment of the administrative cadre service than male. Since 1982 female officers are joining the administration cadre regularly. But only a few women have had the opportunity to work in the topmost and lucrative posts. This study was aimed at analysis of present situations and problems of women in administration, by comparing opinions of male and female administration cadre officers in respect of socioeconomic background. The study highlight that despite a very late start, the number of women entering the administrative cadre was steadily rising, from 13 (1.7 percent) in 1982 up to 90 (31 percent) and only 5-6 percent in the highest posts in 2014. Women were better in some aspects of their performance in service and training and also low corruption charges had filed against them. The male officers said that they were supportive to their working wives whereas the female officers viewed that their husbands were not supportive of their job. Female officers viewed there was discrimination in the nomination process for foreign training. Male officers did not face any non-cooperation whereas most of the female officers faced rough behavior from their male boss. Female officers stated less important desks were assigned to them and female officers opined that the government could introduce policy for paternity leave and male officers did not agree. Most officers also opined that six months maternity leave was short. Lack of separate room and toilet, non-cooperation from family members and boss, limited housing and transport facility, lack of child care and pre-schooling facilities and discrimination in posting and training identified as major problems for women officials. Against this backdrop, they recommended to create a congenial atmosphere for women officials in the workplace there should be a comprehensive policy in the civil service to remove the obstacles that hinder the performance of women employees named 'Gender policy guidelines'. There should be housing allotment facilities, separate toilet and day care facilities in every field office and during distribution of responsibility women officials should be consulted.

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1.0 Premise of the Study

Public administration is the bedrock of the government and the central instrument through which national policies and programs are implemented. In an ideal world, public administration is guided by principles of fairness, accountability, justice, equality and non-discrimination, and serves as a model of governance for society which includes the promotion of gender equality and women's empowerment in the civil service workforce. However, globally, this is not yet the reality. Instead of being a driving force behind the implementation of internationally-agreed goals on gender equality and human rights standards and principles, in many developed and developing countries, public administration often remains a patriarchal institution, perpetuating gender-biased traditions, attitudes and practices. Women do not yet participate equally in public administration, especially in leadership and decision-making roles.

The term "gender" should be used to refer to the social and cultural constructions of masculinities and femininities, not to the state of being male or female in its entirety. However, this view is not held by all gender theorists. The gender study closely examines the role that the biological states of being male or have on social constructs of gender. Specifically, in what way gender roles are defined by biology and how they are defined by cultural trends. Gender is an important area of study in many disciplines, such as literary theory, drama studies, film theory, performance theory, contemporary art history, anthropology, sociology, sociolinguistics and psychology. Gender refers to cultural construction of sexual difference. It is about the social and cultural meaning assigned to men and women and their relationships in a given society. Gender denotes relationships between men and women; it may be contextual and specific. Gender is a learned and acquired process and outcome. Gender is a product of socio cultural learning and it is man-made issue that creates a barrier for women's access to resources. It is a cultural dimension not natural. There are similarities between male and female but they are overlooked and usually differences are highlighted. Gender is related to fertility, mortality, morbidity behaviour, migration phenomenon, population growth, reproductive health behaviour and development.

Gender is socially described roles, responsibilities and opportunities associated with women and men, as well as the hidden power structures that govern relationships between them. This refers to women's and men's roles and responsibilities that are socially determined. Equality implies sameness. Ideally, it would manifest in equal access for all to resources; or in equal outcomes. Equity is the notion of fairness and justice and empowerment of everyone getting a fair deal in the real sense. Though equality and equity sound similar, they are actually quite different. People who are treated equitably may not be equal. Equity is equality laced with wisdom and judgment.

2.0 The Rationale of the Study

Firstly, half of the population of Bangladesh (49.6%) is women. Women have become successive Prime Minister and leaders of opposition of Bangladesh for the last 25 years and the Speaker of the Parliament of Bangladesh is a woman now. One Deputy Leader of Parliament, five Ministers, one Whip, two Parliamentary standing committee chairmen, 19 Elected MPs, 50 reserved seat of MPs, one elected City Mayor, 14,000 women representatives in Union Parishads and Poursobhas of Bangladesh are women. Mentionable, at present 60% primary school teachers of Bangladesh are women.

Secondly, 26% of total workforce of Bangladesh is women; it has doubled since 1995. Labour force participation of the age of 20-24 year old women has increased almost by 2.5 times over time from 1995-2000; but that of men in the same age group has declined in the garments sector in Bangladesh. 75% export earning of Bangladesh is from garments and 80% of workers of the garments sector (1.4 million) are women, 60% of women work in agriculture, fisheries and livestock sectors and 25% of all manufacturing workers in construction, electronics and handicrafts industries are women. health, community, social, banking and financial institutions including domestic services have 20% women employees, micro credit diverse impacts on rural women's lives, helping in poverty reduction and decision making process.

Thirdly, women's contribution to the household work is not economically monetized and women are also overburdened due to their household works. Similarly women are seen as physically incapable. A notion around women has proved that there are no biophysical differences in terms of intelligence or capacity (Arefin, 2012; Hoque, 2016).

Finally, present status of women in the world and in Bangladesh constitutes almost 40% of labour force, ILO data reveals that 66% work is done by women but 10% of income is distributed among women, only 1% of the resources are controlled by women, they are 2/3 of world's illiterates and as many as around 70% of extreme poor are women (Arefin, 2012) women's work in bearing and caring are ignored; women's work is unacknowledged and contribution of women in household economy is ignored. Monetary value of household work of women in Bangladesh: more than Tk1.00 lac crore per year. (Daily Prothom Alo, March 8, 2014). Approximately 70% of those who live on less than a dollar day are women. Women work two-third of the working hours yet receive only 10% of total income. Women won only 1% of the total property, 75% of the total illiterate adults are women. 70% of total unpaid/low-paid workers are women in the world. Women received 50% of the wages received by men for the same work (Hoque, 2016); and 47% of adult women are physically abused by their male partner. About 80% of killings were dowry related every year in Bangladesh. (BDHS, 2004; UNPPA, 2011; WB, 2008).

3.0 Objectives of the Study

The objectives of the study are to explore the prevailing representation and status and problems of BCS female officers in the current male dominated uncongenial environment, to compare between male and female officers of administration cadre in respect of socio-economic background, training, colleague's attitude and problems with solutions to find out the ways to reduce gap between male and female officers and to examine the relevant policies and laws of the government for women and to update those policies to establish a good official environment for females and increasing their participation in administration.

4.0 Research Hypothesis

The hypothesis of the study has been taken that the prevailing male dominated environment in the administration cadre of BCS is seldom congenial for the smooth functioning as well as participation of women officers. They are facing numerous problems. A favourable personnel policy along with the provision of a discrimination free environment could reduce their problems and facilitate their greater participation.

5.0 Methodology of Study

A combination of questionnaire survey through interview, case study and observation, focus group discussion and secondary data source analysis were used in this study. It helped to take advantage of their respective strengths and overcome limitations of others. It also helped to reduce bias of any single method. Combination of these three main methods was expected to be a reliable tool for the study. "Secondary data analysis method critically and objectively reviews the published or printed facts, figures, opinions, observations, generalizations in the light of its content value" (Aminuzzaman, 1991).

Table-1: on Sample Design: Selection of Respondents

Type of officers	Total number of officers	Total no of respondents	%
Administrative cadre female officers	768	100	14
Administrative cadre male officers	3099	100	4
Total number of officers	3867	200	18

The study covered 100 out of 768 i.e. 14% of female BCS administration cadre officers and 100 out of 3099 that was 4% of male BCS administration cadre officers (Table-1). The study included mostly BCS administration cadre officers working in different ministries/divisions in Bangladesh Secretariat. It was very easy to reach

many officers in the same place. On the other hand it helped to avoid laborious data collection from different field offices. Those who are working in headquarters are more conscious about new rules and regulations and easier to locate if needed. Number of male and female officers was kept equal for easier comparison of both male and female data collected. The sample size was limited by the availability of data. Despite this limitation, sample size was large and representative.

The purposive random sampling method was applied to select different categories of respondents. To serve the purpose of the study, 100 male and 100 female officers of BCS (administration) cadre were selected and these 200 officers were chosen randomly. There were two options in choosing the sample of the officers. Firstly, one category of 200 officers could have been taken. Secondly different categories of officers could have been taken. The second option was chosen for the following reasons:

Firstly, by focus on the different categories, it was more representative than one category; and secondly it helped to compare the data. The break-up of the sample groups is given in table-2.

Table-2: on Sample Design: Selection of Groups of Respondents

Type of the officers	BCS admin cadre male officers covered by the study (%)	BCS admin cadre female officers covered by the study (%)
Joint Secretary	10 (.5%)	10 (1.5%)
Deputy Secretary	50 (2%)	50 (7%)
Senior Assistant Secy	40 (1.5%)	40 (5.5%)
Total	100 (4%)	100 (14%)

Note: Total numbers of male and female officers of BCS (Administration) Cadre were 3099 and 768 respectively in 2013. There are 5,759 officers in the administration cadre, of them, 1,100 are women (Ahmed M, 2017).

Time of main data Collection: Primary data were collected during January -June 2013. Secondary data updated till date.

6.0 Theoretical Framework

Theoretical framework of the study provided a theoretical base of the research topic and gave operational definitions of the different concepts used in this study.

Gender is socially described roles, responsibilities and opportunities associated with women and men, as well as the hidden power structures that govern relationships between them. This refers to women's and men's roles and responsibilities that are socially determined.

Gender relations are socially constituted and not derived from biological sex although biology plays a profound role.

Gender division of labour: Haque (2016) refers to the allocation of different roles, responsibilities and tasks to women and men based on societal ideals of what men and women should do and are capable of doing.

Equality: Though equality and equity sound similar, they are actually quite different. Equality implies sameness. Ideally, it would manifest in equal access for all to resources; or in equal outcomes.

Equity: Equity is the notion of fairness and justice and empowerment of everyone getting a fair deal in the real sense. People who are treated equitably may not be equal. Equity is equality with wisdom and judgment

Gender equality: refers to equal rights, responsibilities and opportunities of women and men

Patriarchy: Patriarchy is a system of male superiority which oppresses women through its social, political and economic institutions.

Culture: Culture is often referred to as a thing, or collection of things, and a dimension of society next to social, economic and political processes.

Gender mainstreaming: The process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels.

Gender parity: Equal numbers of men and women at all grade levels.

Glass ceiling: A glass ceiling is a political term used to describe "the unseen, yet unbreakable barrier that keeps minorities and women from rising to the upper ranks of the corporate ladder, regardless of their qualifications or achievements.

Glass wall: Glass wall prevents someone from doing a different job or doing their job more effectively. The invisible artificial barriers reflect women's occupational segregation in different jobs.

Public Administration: Public Administration also means the executive branch of the government. Public administration or Public Service or Civil Service or Bureaucracy are often used synonymously.

Gender equality in Public Administration: The meaning of gender equality in Public Administration is equal opportunities for male and female officers of the Civil Service.

7.0 Literature Review

Lata (1999) described not only the situation of women in civil service in India but also how women were suppressed in different ways in the world in her book titled “Women in Civil Service”. Islam (1975) observed that after independence from the British in the subcontinent, a few families, who had progressive mind-set, the father allowed their female child for education. This study identified that most of the working women come from upper class of society, having congenial educational environment. Hussain (1983) wrote that female officers were first introduced in BCS (Administration) Cadre in 1982. He commented that those female officers, who entered administration cadre service, will stay mostly and initially they are facing some problems. Begum (1987) also opined that unwillingness of women and their guardians to take administration as a job is due to the lack of facilities.

Huq & Bala (1987) studied general information of the situation and status of new female officers in Bangladesh Civil Service. Khan (1988) highlighted in her book “The fifty percent” about the situation and prospect of women in education, cultural development, agriculture, labour industry and the Civil Service and Military Service of Bangladesh. In this book she analysed the situation women on the basis of demography. Ali (1993) wrote about the situation of female officers, after ten years of service in Bangladesh civil service. Begum and Ahmed (2002) identified that though women were few in number in the civil service their performance were magnificent. The total number of respondents in this study was 102 both female and male civil servants. Among them 30 women had field experience, 86% of them opined that they worked in the field very efficiently but lack of congenial environment was the main obstacle for women.

Mahtab (2007) argued that the situation has been changing gradually. Women’s participation in the labour-market has increased during the mid-1980s. Jahan (2007) titled her book “Gender Mainstreaming in Bangladesh Civil Service: Prospects and Constraints” described the position of women in civil service. Here the main focus was on women rather other quotas. Another important content of this literature was the female quota utilization in BCS cadre in Bangladesh. “Harassment of Women Garment Workers in Bangladesh” by Begum (2010) analysed different factors responsible for the harassment of women garment workers. She categorized the harassments in the factory, in the street and in the home.

Khan & Fardaus (2006) studied plans and policies to attain gender equality taken by some other countries and Bangladesh. To advance women’s empowerment and or to attain gender equality has been formulated and serve as the framework against which to mobilize other social factors. The presence of women officers in government at higher levels positions is low in Bangladesh. General attitude of the society towards women is suitable for stereotype jobs not administrative job though performance of women civil servants is good. Most important challenge of working

women is deeply rooted in the traditional societal image of women (Chowdhury, 1969). Absence of friendly environment is a common problem (Begum, 1987). Women civil servants have to play dual role-both job and household chores (Jahan, 2007). Gender discrimination and sexual harassment in the working place are two major common problems of working women (Akhter, 2010).

Lack of cooperation from family and male counterparts are two big problems for them. Quota and lateral entry reservations for women are not properly utilized and redistribution of freedom fighter quota for merit and reserving for women (Yasmin, 2014). The working conditions for women should be improved, including provision of day-care centres, accommodations and transport facilities, allocation of separate toilets, transport for field visit etc. (World Bank, 1996) Establishing a government policy to firmly discourage the harassment of women and a process to permit redress for grievances in this area (Jahan, 2010).

8.0 Gender Policy

No law addressing the problems of female officers in administrative service has been laid down.

8.1 Women Recruitment in Bangladesh

The merit-based recruitment is the main foundation of a professional bureaucracy. Unless the recruitment policy is soundly conceived, it is unlikely to build up a first rate staff (Chowdhury, 1969). So an appropriate recruitment policy is essential to attract and recruit the best talent as well as female to the government service. To recruit a good number of females in Bangladesh the government had already made some legislation. Some of the gender provisions are stated below.

Existing policy related to gender equality in administration in brief:

1 Constitutional provisions Article 29 lays down, “(i) There shall be equality of opportunity for all citizens for employment in the service of the Republic. (ii) No citizen shall, on grounds only of religion, race, caste, sex or place of birth, be ineligible for, or discriminated against in respect of, any employment.”

2 National policies - Women Development Policy, 2011, Five year plan, Sectoral policies (health, education etc.), government order about posting of husband and wife in same station, housing policy - female employees will get three years seniority, government order to increase maternity from 3 months to 6 months.

Establishment of day care in each office, Gender Guidelines, laws e.g. Dowry Prohibition Act, 1980, Suppression of Women repression Act, 2000.

3 International commitments - CEDAW recommendation that 30% of the posts at decision making level should be reserved for women.

4 Special temporary measures - Government declared 10% officer and 15% staff quota for women in government service even before enacting Constitution in 1972; 60% for female teacher recruitment at primary level (Source: Establishment Manual Volume 1 & 2).

The establishment of a government policy to discourage harassment of women (Sexual and other forms) and a process to permit redress for grievances in this area and gender guidelines needed to be formulated very urgently. Women quota needs to be strictly applied in recruitment in a transparent manner. Government order about posting of husband and wife, housing policy of women getting three years seniority, government order with respect to six month- maternity leave needs to be strictly maintained in both public and private sectors. Establishment of day care in each office should be very quick.

9.0 Women in Bangladesh Civil Service

Participation of women not only in civil service also in political arena is not satisfactory in Bangladesh. In the general election of 2014, only a handful of women were granted election candidacy among more than 1,800 candidates. A stark gender disparity remains in the country’s parliamentary polls. Although all political entities in Bangladesh have endorsed women empowerment in politics over the years, nomination in the parliamentary elections continue to elude the country’s female politicians. (Hasan, 2018). In 2008, 39 female candidates got nominations out of it 18 female MPS were elected. In 2014, 59 contested and 17 elected and in 2018, 62 female candidates contested and 22 female MPS were elected presented in table-3.

Table-3: on Women contested and elected in several general elections

General Election Year	Women Contested	Women Elected
2018	62	22
2014	59	17
2008	39	18

Source: Hasan, 2018

Bangladesh Civil Service is the direct inheritor of the British colonial administration. It was started in 1601 as merchant service in British East-India Company, later turned into the state administration but there is no clear date of this transition (Emazuddin, 1994). The company staff who were not involved in military affairs were classified as civil servants (Malley, 1931). By 1765 the designation “Civil Servant” was well established. From around 1878 the Civil Service of India was established and employees started to use the Indian Civil Service designation (Phinstone, 1989). The Indian Civil Service was not the exact service that worked for the state and king in Europe; rather it was an elite colonial cadre that served as an extension of colonial

rule in India. So, they did not only work in administration but also in judiciary and government policy making at the highest level. Bangladesh Civil Service is derived from the Indian Civil Service through Pakistan Civil Service. Till 1935 there was no woman serving in the Indian Civil Service (Begum & Ahmed, 2002).

At the last stage of twentieth century world women empowerment had been highlighted through the world. Situation did not change much in Pakistan Civil Service, only a few cadres like audit and accounts, income tax and postal service were open for women; yet they had to give undertaking during appointment that they would resign from the post if they were to marry or remarry. Civil service was only for single women. They were not eligible for all Pakistan service or central superior service. Most of the important services in Pakistan did not have any woman employees (Haque & Bala, 1988). There were negative attitudes against the preferential treatment of the women in civil service in Pakistan period. The 1970 Reform Commission criticized the idea of quota system on the ground that it will “restrict the range of selection to mediocre in preference to the brighter ones” (Zafarullah, 2000).

After the Independence War 1971, Bangladesh Civil Service was born. In the 1980 reform, 14 cadres and 22 sub-cadres were created. It was increased to 30 cadres in 1987 and very recently has been rearranged to 28 cadres. It first opened the door of the civil service for the women for administration by giving circular of Bangladesh Civil Service examination during the then military government in 1982. But till 1980 there were no women in administration, judicial, postal and communication cadres; only one woman was in revenue department of finance division, four women were in the foreign service and six women were in information department but by 1986 it reached 1417 (Haque and Bala, 1988). Data from 1994 to 2002 showed that there were only two female Joint Secretaries and eight Deputy Secretaries in the Bangladesh Civil Service (Mahtab, 2007). There was steady progress in the number of women in BCS administration cadre, it was 1.7% in 1982 which has increased to 31% in 2014.

10.0 Gender Inequality in Bangladesh Civil Service

10.1 Gender inequality in respect of recruitment: Table 4 shows that there was very steady progress in the number of women in Civil Service from 2005 to 2012.

Table-4: on class-wise number of female officers and employees in Bangladesh, 2005-2012

Class	Secretariat	Department	Autonomous bodies	Total	% of women
Class I	299-449	5284-11590	3488-6863	9071-18942	9.8-16.1
Class II	202-321	1240-16328	2452-3769	3895-20418	7.6-27.4
Class III	279-355	70272-160554	6712-6005	77263-166914	13.1-23.7
Class IV	258-337	10400-42859	3311-3375	13069-46571	6.4-19.8
Total	1038-1502	87196-231331	15963-20012	104197-252845	11.1-22.3

Source: Statistics of civil officers and staff, MOPA, 2012 and Ahmed .M, 2017

Table-4 shows that a total of 104197 (11.1%) women were in the civil service in 2005 and it doubled to 2, 52,845 (22.3%) in 2012. There were some 274,114 women in government service in 2009 and the number increased to 378,354 in 2015. But it was not good in respect of number or percentage against the population of Bangladesh. It proved that only education cannot guarantee women employment in Bangladesh. Moreover three-fourth of women is employed in non-gainful work and those who do get salary are in the lower ranks in respect to male employees (Ahmed, 2007).

10.2 Inequality in respect of representation of women in BCS (Administration)

Cadre: There was virtually no representation of women in the erstwhile Civil Service of Pakistan and East Pakistan Civil Service and it started in BCS administration cadre from 1982. It was believed that job of administration cadre is very hard and strenuous; a woman might not have that energy.

Table-5: on Representation of female officers in different batches of BCS (Admin) cadre

Year of joining/Batch in administration cadre	Total number recruited	Female number with %	Male number recruited with %
1982/4 th	755	13-1.7%	742-98.3%
1983/5 th	650	42-6.4%	608-93.6%
1984/ 6 th	439	49-11.1%	590-88.1%
1985/7 th	543	70-12.8%	473-87.3%
1986/8 th	222	31-13.9%	191-96.1%
Jan-1991/9 th	92	8-8.7%	84-91.3%
Dec-1991/10 th	163	24-14.7%	139-83.3%
19903/11 th	209	29-13.8	188-81.1%
1994/13 th	224	33-14.7%	191-84.3%
199515 th	116	23-19.8%	93-80.2%
Jan-1998/17 th	67	15-22.3%	52-77.7%
Dec-1998/18 th	95	19-20%	76-80%
2001/20 th	285	68-23.8%	217-86.2%
May-2003/21 st	175	38-21.71%	137-79.3%
Dec-2003/22 nd	280	62-22.7%	218-87.3%
2005/24 th	335	86-25.6%	249-74.4%
2006/25 th	199	53-26.6%	146-73.3%
2008/27 th	277	73-26.3%	204-73.7%
Oct-2010/28 th	184	52-28.2%	132-72.8%
July 2011/29 th	177	49-27.6%	128-72.4%
2012/30 th	277	82-29.6%	195-71.4%
2013/31 st	216	62-28.7%	154-71.3%
2014/33 rd	290	90-31%	200-69%
2018/ 36 th	277	93-34%	184-66%

Source: Ali, 2004 and MOPA, PACC, 2014, 2017

The table shows that the percentage of female officers varied from in 1st BCS administration cadre in 1982 with only 13(1.7%) to 33rd BCS in 2013, where it was increased up to 90(31%) (Table- 5). This was in excess of the of 10% quota fixed for

women. It also indicated that women joined administrative service using quotas like merit and others.

10.3 Inequality in female representation of administrative decision making positions There has been very steady progress in the number of women at different levels of administration. From Table-6 it can be seen that there has been a slow increasing trend in percentage of women in different posts of administration cadre but the percentage in highest posts was very insignificant which is 5-6%.

Table-6: on Representation of female officers in administrative decision making positions

Period	Secretary		Additional secretary		Joint Secretary		Deputy Secretary		Senior Asst. Sec		Asst. Secretary	
	male	female	male	female	Male	female	male	female	male	female	male	female
1995	49 100%	0	49 99.5%	1 .5%	244 99.5%	3 1%	652 97%	7 3%	1474 93%	129 9%	2579 91.5%	237 8.5%
1999	48 (98%)	2 (2%)	54 (98%)	1 (2%)	271 (99%)	4 (1%)	652 (97%)	7 (3%)	1856 (91%)	193 (9%)	1757 (86%)	196 (14%)
2001	49 99%	1 2%	58 100%	0	257 99%	5 1%	697 97%	25 3%	1874 91%	192 9%	1881 49%	256 11%
2004	49 100%	0	81 98%	2 2%	280 97%	10 3%	722 94%	47 6%	1692 88%	238 12%	1454 87%	232 13%
2008	59 (99%)	1 (1%)	75 (98%)	1 (1%)	358 (93%)	26 7%	1422 88%	166 12%	1284 86%	211 14%	1101 76%	258 24%
2013	71 95%	4 5%	242 94%	15 6%	622 89%	68 11%	694 88%	200 12%	1433 81%	275 19%	871 76%	207 24%
2017	66 87%	11 13%	481 85%	74 15%	715 88%	95 12%	1291 83%	261 13%	1086 74%	387 26%	971 68%	458 32%

UNDP, 2011 and PACC, MOPA, 2013, 2017

Generally it can be said that officers of highest positions in the government are very influential in respect of power. In the last 20 years, it has not changed remarkably. In 1995 there were no female Secretary against 49 male Secretaries and only 1(.5%) female Additional Secretary against 54 male Additional Secretaries. Whereas in 2013, the number of women at Secretary level was 4(5%) against 71 male Secretaries and female Additional Secretaries were 15(6%) against male 242. But in the posts of Joint Secretary and Deputy Secretary, Senior Assistant Secretary and Assistant Secretary, the number of women have been increasing to a greater extent. In 1995, there were 3(1%) female Joint Secretaries against male 244 and 7(3%) female Deputy Secretaries against male 652, 129 (9%) female Senior Assistant Secretaries against male 1474 and 237(8.5%) female Assistant Secretaries against male 2579. In 2013, representation of women as Joint Secretaries was 68(11%) against 622, Deputy Secretary 200(12%) against 694, Senior Assistant Secretary 275(19%) against 1433, Assistant Secretary 207(24%) against 871. After three years in 2017, it seems that

there is a slight improvement as 11 out of 77 Secretaries (including Secretaries in Charge); 74 out of 481 Additional Secretaries; 95 of 810 Joint Secretaries; 261 out of 1552 Deputy Secretaries; 387 of 1473 Senior Assistant Secretaries; 458 out of 1429 Assistant Secretaries are females which means it represents a rise to 22% of the posts from the level of Secretaries down to the rank of Assistant Secretaries being occupied by women; and in case of policy making positions of the government, i.e. Joint Secretaries and above, the representation of women is only around 13%.

In field administration the representation of women was the worst. In 2010 there were 4(6%) Deputy Commissioners (DC) against 64 and no women Divisional Commissioner and 1(3%) Additional Divisional Commissioner (ADC), 6(2.5%) women were working as ADC and 46(7%) against 243 posts Upazila Nirbahi Officer (UNO) against 585 Upazila.

Table-7: on Inequality in female officer’s representation in BCS cadre services: Percentage of female representation in BCS cadre services

Year	Male	Female
1995	Male-91.5%	Female-8.5%
2006	Male -85%	Female-15%
2011	Male-79%	Female-21%
2013	Male-62%	Female-38%

Source: Jahan, 2010 and MOPA, 2013

The steady progress in percentage of women of BCS cadre services has been shown in table-7. The table -7 shows that women percentages in BCS cadre services were 8.5% in 1995. It has progressed and reached 15% in 2006. It had more upward trend and touched 21% in 2011 and in 2013 it levelled up to 38%.

10.4 Inequality in representation of female officers in general and professional cadres: If we consider the cadre-wise distribution of men and women, then the situation will appear even bleaker, because most of the women were working in two cadres: general education and health (Kabir, 2008). Women started to join other cadres only in the nineteen- nineties. “Since 18th BCS in 1998 participation of women in the examination and recruitment in the service both increased significantly. In 18th BCS women were recruited to all the cadre services of Bangladesh Civil Service” (Begum & Ahmed, 2002). In addition, a gradual upward trend in inclusion of women in Bangladesh Civil Service is visible in table-5. The figures show latest scenario of representation of women in general and professional cadres in Bangladesh Civil Service examination from 5th to 33th batch in the year 1982 to 2013 respectively.

Table-8: on Female official's representation in general and professional cadres

Year of joining	Batches	Percentage of women in general cadre	Percentage of women in professional cadre
1985	5 th	11%	8%
1988	7 th	12%	14%
1989	8 th	13%	-
1991	9 th	13%	19%
1991	10 th	16%	12%
1993	11 th	14%	14%
1994	13 th	14%	15%
1994	14 th	-	28%
1995	15 th	15%	20%
1996	16 th	-	30%
1998	17 th	11%	16%
1999	18 th	19%	16%
2000	19 th	-	10%
2001	20 th	18%	24%
2003	21 st	18%	19%
2003	22 nd	19%	18%
2005	24 th	20%	28%
2006	25 th	27%	27%
2012	30 th	29.6%	27%
2013	33 th	31%	40%

Source: Karim 2007, MOPA, 2013 and PSC, 2013.

Table-8 shows that there has been a slow and gradual rise of women participation in BCS during last 40 years. In general cadres it rose from 11% to 31% from 1985 to 2013. In technical cadre it rose from 8% to 40% from 1985 to 2014. Women were recruited in technical cadres earlier than administration cadre. It was 7% in 1976. In 1994 in 16th special BCS for education cadre 6972 men and 1992 women were recruited which constituted 30% of total recruits. In 2012 in 30th BCS there was a sharp rise of recruited women officers 624 (27%) out of 2262, due to huge recruitment in the health cadre, on the other hand women recruited 199 (31%) out of 560 in administration cadre. Recruitment of women in police cadre was barred from 6th to 18th BCS.

From table-9 it can be seen that women participation in different cadre services has been increasing day by day, but recruitment is concentrated in a few cadres like Administration 31%, Education 30% and in Health 26%. Next female candidate choose Taxation cadre 11%, Family Planning cadre 9%. Very limited number of female (1% - 5%) choose other cadres like police, engineering and so on. Now a day's scenario is changing. Women are entering police and engineering in a greater extent than before.

Table-9: on Percentage of women participation in different BCS cadres

Cadre	Female participation
Education cadre	30%
Administration cadre	31%
Health cadre	26%
Taxation cadre	11%
Family planning cadre	9%
Engineering and other cadres	1-5%

Source: Jahan, 2007

Government committed to increase participation of women in decision making positions at all levels. After independence, Bangladesh also made significant progress in the employment of women and several policy decisions had been taken to strengthen the status of women. However, it needed still to give more attention. (UNDP, 2011)

10.5 Inequality in respect of posting of BCS administration cadre female officers: Though government is committed to increase participation of women in decision making positions, very few women have taken that opportunity to work in many top important field posts like DC, UNOs, Assistant Commissioner, Land (AC Land) and others in administration cadre due to some inconveniences lying in their personal life and circumstantial perspectives. Women posted in important field postings had following trends:

From the table-10 it can be seen that in 1990 only 5(1%) women were appointed as UNO and no women was acting as DC or ADC and Divisional or Additional Divisional Commissioner in any district or Division. In 2000, the number of female UNO rose to 30(5%). In 2000, women started to work as DC and ADC and number and percentage were 4(6%) and 4(2.5%) respectively. In 2010, the number of UNO increased to 46(7%) and ADC 6(2.5%) and DC 4(6%) and 1(3%) Additional Divisional Commissioner. Still there was no female Divisional Commissioner in any division.

Now women officers have been discharging their duties at the district and upazila levels. The number of upazilas is 491. There are UNOs in 428 upazilas of them, 106 are women UNOs. In some districts; the majority of upazilas have women UNOs. Eight upazilas out of 13 in Kishoreganj have women UNOs and there are eight women UNOs out of 12 in Tangail.

Table-10: on Inequality in respect of posting

Year	Upazila Nirbahi Officer		Additional Deputy Commissioner		Deputy Commissioner		Additional Divisional Commissioner		Divisional Commissioner	
	M	F	M	F	M	F	M	F	M	F
1990	480 99%	5 1%	179	0	64	0	14	0	6	0
2000	455 95%	30 5%	196 98%	4 2%	64	4 6%	21	0	6	0
2010	439 93%	46 7%	237 97.5%	6 2.5%	64	4 6%	32	1 3%	7	0
2017	428 75%	106 25%	206 92%	16 8%	64 91%	6 9%	32 97%	1 3%	8 88%	1 12%

Note: M for male and F for female

Women's participation in the administration as positive. Women's development and achievement in Bangladesh is now visible to the world. But the participation of women in decision-making is still not significant, the posts of DC and UNO in decision-making at the grassroots levels are vital. Some women UNOs said they are working hard and sincerely, and are not facing any trouble. Out of 64 districts, there are women DCs in Sirajganj, Faridpur, Laxmipur, Munshiganj, Pabna and Natore. Out of eight divisions, a woman is in charge as divisional commissioner in Sylhet division. There were 206 additional deputy commissioners. Of them, 16 were women.

10.6 Inequality in respect of Foreign Training: Training refers to acquisition of knowledge, skills and attitudes as a result of the teaching or practical skills (Wikipedia, 2014). Training is the process of learning the skills that one needs to do a specific job. Post entry training is the formative phase or milestone in the career of a civil servant. It provides to him or her values and attitudes that last through whole official life. Post-entry training is an important component to the generalist administrative service. The main purpose of post-entry training is to instil the values and ethos in the new recruits. It plays a significant role in ensuring continuity to the tradition of civil service (Khan & Hossain, 1985). It had been shown in the table-11 below that the total number of male officers that have taken foreign training was 593(67%). On the other hand total number of female officers that have taken foreign training was 296 (33%) from 2009 to 2013. It indicates that male officers were taking foreign training at double rate than female officers.

Table-11: on Inequality in respect of foreign training

Year	Female		Male	
	Number of female officer taken Short FT	Number of female officer taken long FT	Number of male officer taken short FT	Number of male officer taken long FT
2009	22	13	42	35
2010	13	08	30	39
2011	38	17	78	38
2012	44	19	76	57
2013	103	11	164	34
Total = 889	228	68 Total 296 (33%)	390	203 Total 593 (67%)

Source: MOPA, 2014

So it is also very important for government to frame some favourable rules for foreign training specially for female officers, so more women will be able to take training abroad and in country.

10.7 Performance of BCS female Officers in spite of several Inequality: Though women officers in BCS (Administration) Cadre are facing many problems in their working place and family life, they are doing a very good job in their service and taking many challenges.

Table-12: on Number and Percentage of selected candidates in BCS examinations

SL	BCS exam	Number of selected male candidates	Number of selected female candidates	Total
1	2007/26 th	703(66.13%)	360 (33.87%)	1063(100%)
2	2008/27 th	2417(74.62%)	822(25.38%)	3239(100%)
3	2009/28 th	1520 (69.41%)	670 (30.59%)	2190(100%)
4	2010/29 th	1232 (71.54%)	490 (28.46%)	1722(100%)
5	2011/30 th	1623 (68.57%)	744 (31.43%)	2367 (100%)
6	2012/31 st	1457 (70.42%)	612 (29.58%)	2069 (100%)
7	2013/33 rd	5176 (61.78%)	3202 (38.22%)	8378 (100%)

Source: PSC Annual Reports, 1997-2013, MOPA, 2014

Women were also underrepresented in the BCS selection process. Despite the quota system, numbers of women selected in BCS were not very high. Data up to 2012 showed that it touched 33% in 2007 and there was no definite good upward trend. From the above table-12, it can be seen that the number of selected male candidates in 26th to 33th BCS were 703, 2417, 1250, 1232, 1623, 1457, 5176 and on the other hand selected female candidates were 360, 822, 670, 490, 744, 612 and 3202. Lowest number of men recruited was 61.78% in 33rd BCS and females 25.38% in 27th BCS whereas highest number of men was recruited in 27th BCS and 74.62% female was 38.22% in 33rd BCS.

Table-13: on Female candidate's performance in BCS (1-10 positions)

BCS	Merit	Male position	Female position	Qualifications
29 th	1-10	1-police, 2-foreign 5-6 foreign, 7-Administration 8-10 foreign	3rd- foreign 4 th -Administration	5-Honours/ MA 3- BSc/MSc 2-M.Com
30 th	1-10	1-Customs, 3-Foreign 4-5 -Police, 6-Foreign 7-Customs, 8-10-Foreign	2 nd -Health	5-Honours/ MA 4-BSc/MSc 1-M.Com
33 rd	1-13	7- Foreign, 2-Police 1-Administration	3rd-Foreign	7-MSc/ Engineer 3-MA

Source: PSC Annual Reports, 2011 and 2013

Table 13 shows that out of top ten positions, female candidates could achieve 1-2 positions only. Administration cadre could achieve only one position, other cadres could get more positions than administration cadre. Candidates with Arts background dominated the BCS cadre services, but in 33rd BCS it shifted to science group.

11.0 Disciplinary proceedings (DP) cases of BCS (Administration) Cadre officers

Discipline and conduct are very important conditions to be a good officer. There are Conduct Rules, 1979 and Discipline and Appeal Rules, 1985 for government employees to lead a disciplined life. If any employee breaks any section of these rules he or she will be punished under these rules.

Table-14: on Disciplinary proceedings (DP) cases of BCS administration cadre officers

Year	Senior Assistant Secretary		Upazila Nirbahi Officer	
	Male	Female	Male	Female
2013	1	0	1	0
2012	4	4	2	0
2011	2	2	2	0
2010	1		4	0
2009	2	1	2	0
Total	10 (misconduct)	7 (desertion)	11 (all misconduct/corruption)	0

Source: MOFA, 2013

Table 14 shows that, in 2013 disciplinary proceedings were started against 10 male senior assistant secretaries for misconduct or corruption whereas 6 female senior assistant secretaries faced disciplinary actions for desertion that is unauthorized absence from job. At the field level, there were disciplinary proceedings against 11

male officers with charges of misconduct or corruption and no female officers had disciplinary actions. It indicates that corruption is usually done by male officers and female officers do not have corruption charges (Table-14).

12.0 Performance of administration cadre officers in law and administration course

Female officers of BCS (Administration) Cadre officers are doing better than male officers in different training programs.

Table -15: on Performance of administration cadre officers in law and administration

Officers	Number of officers	No. of officers who obtained 80% marks	No. of officers who obtained first 10 positions	No. of batches who obtained 70% marks (all are lady officers)
Male	1708	119 (6.9%)	13.2%	0
Female	229	29 (12.6%)	32.3%	17
Total	1937	148 (9.8%)		

Source: Arafunnesa, 2011

Table-15 shows that number of female administrative cadre officers who obtained 80% marks was 12.6% whereas for male administrative cadre officers it was 6.9%. 32.3% female officers obtained first 10 positions against 13.2% male officers. Total number of batches which obtained 70% marks by all lady officers were 17.

13.0 Women’s Participation in public administration in developing countries

UNDP conducted case studies in all five regions in the world to identify constraints and enabling factors of promoting gender equality and women’s empowerment in public administration.

The working definition of women in decision-making positions of public administration adopted by UNDP includes those women identified as being in non-elected decision-making or leadership positions.

As the table-16 reflects, some developing countries made great strides in women’s participation in decision-making positions in public administration. Progress was being made in many countries; hence gender equality and gender parity can be a realistic goal for countries currently lagging behind. In many national contexts where numbers of women equal those of men in public administration as a whole, women clustered in junior, less prestigious and lower paying positions and in those sectors traditionally considered to be ‘soft’ or feminized sectors, such as culture, education,

health and tourism. In most countries, women are underrepresented, if present at all, in sectors such as security and finance and planning, which remain dominated by men.

Such sectoral segregations, known as ‘glass walls,’ were also identified at the decision-making level across all countries case studies compared to women’s participation in public service.

Table-16: on Women’s Participation in Public Administration in developing countries

Overall (%)		Decision-making levels (%)
AFRICA		
Mali	28 (2009)	15 (2009)
Nigeria	24 (2006)	22 (2006)
South Africa	56 (2011)	35 (2011)
Uganda	33 (2011)	22 (2011)
ARAB STATES		
Jordan	46 (2010)	10 (2010)
Morocco	34 (2009)	15 (2009)
Oman	34 (2007)	8 (2007)
Tunisia	41 (2011)	27 (2011)
ASIA PACIFIC		
Afghanistan	20 (2009-10)	10 (2004-10)
Bangladesh	21 (2008-9)	14 (2010)
Cambodia	34 (2011)	18 (2011)
India	12 (2006)	10 (2009)
Indonesia	47 (2011)	8 (2011)
Nepal	15 (undated)	5 (2007)
LATIN AMERICA AND THE CARIBBEAN		
Chile	41 (2007-2009)	29 (2009)
Colombia	49 (2011)	40 (2011)
Mexico	50 (2010)	29 (2011)
EUROPE AND THE COMMONWEALTH OF INDEPENDENT STATES		
Albania	46 (2011)	24 (2011)
Azerbaijan	28 (2011)	23 (2011)
Croatia	45 (2011)	30 (2009)
Kazakhstan	58 (2009)	9 (2009)
Kosovo	36 (2011)	17 (2011)
Kyrgyzstan	42 (2010)	27 (2010)
Romania	64 (2011)	12 (2011)
Ukraine	75 (2008)	13 (2010)

Source: UNDP, 2014

Whereas in developed countries female participation in civil service was nearly 50% in UK, USA Mexico etc. (ILO, 2009).

14.0 Best Practices in the Developed World

Sweden is one of the richest and 3rd largest countries in respect of its area but population is only 9 million. The government supported the education and health sector to the full extent. 99.7% of the people are educated and females are more educated and so more women enter in government service. 60% of the people are engaged in the service sector and 1% in agriculture. Retirement age is 65 to 67 years. All recruitment for both public and private sectors are taken by one agency and completely online. Probation period is six months and if anybody seems unsuitable, their employment may be terminated in this time. In the public sector female and male ratio is the same and 50%. Maternity leave is 340 working days and paternity 15 working days. Candidates salary, posting and promotion etc. decision are taken on the basis of a discussion between the authority and candidates (PSC Annual Report, 2011).

Civil service statistics of the United Kingdom in 2010 stated that approximately 80% worked full-time and the remaining 20% worked part-time in Civil Service employment. Just over half 53% of all employees, were women while making 85% of the part-time workforce. Just under 48% of civil servants worked in administrative grades, the senior civil service accounted for less than 1% of the workforce (0.9 %). In responsibility levels, women were in the minority in middle and senior management posts. However the proportion of women in more senior positions has continued to increase. In 2009 women comprised 33 % of the senior civil service compared to 32% in 2008.

Turkey is a very famous Euro-Asian ancient Muslim country. In Turkey application and examination for recruitment in public service are both taken online. After recruitment placement is given according to merit list and consideration of the officer's options. Officers are never posted to where he or she does not want to be posted. Finishing one year's probation period and two years in service training they confirm their service. For public service highest entry age is 35 years and retirement age is 60 years for men and 58 for women. Maternity leave is 14 weeks but there is an opportunity of taking 2 years leave without pay (BPSC Annual Report, 2011).

15.0 Women's participation in public service sector in Asian countries

Above table- 17 showed that in South Asia, female participation in public sector was highest in Sri Lanka it was 30 percent in 2009 and the lowest in Nepal was 5 percent. Women constituted 14 percent of total employees in public sector in India in 1989. In Pakistan women constituted only 5 percent of total federal government employees in 1989 and in Nepal 5% in 1993. Female participation in public sector in Bangladesh was 14 percent in 2000 which was above Pakistan and Nepal. But their

participation at the higher level of administration was very microscopic, only 2% vis their male counterpart (PLAGE, 2000).

Table-17: on Women's participation in public service sector in Asian countries

Name of the country	Male participation in public service sector	Female participation in public service sector
China	50%	50%
India	66%	12%
Sri Lanka	70%	30%
Philippines	50%	50%
Japan	50%	50%
Singapore	55%	45%
Korea Republic	50%	50%
Bangladesh	86%	14%
Pakistan	89%	11%
Nepal	95%	5%

Source: ILO, 2009

Table-18: on Women selected in All India Services

Services	Year	Total	No of male	No of female with %
Indian administrative service	1995	4284	3973	311(7.3%)
	1996	5047	4546	501(9.9%)
	1997	4991	4479	512(10.3%)
Indian police service	1999	3115	3007	104(3.5%)
Indian foreign service	1998	587	520	67(11.4%)

Source: India report of women in urban local government India: Description of the country

Above table-18 showed the report on state of women in urban local government in India, 2000 which stated that in the civil services, the overall percentage of women in 2000 was 7.5 percent; the highest was 12.3 percent in the Indian Foreign Service, second in Indian Administrative Service 10.4 percent and Indian Police Service 3.5 percent. Women are increasing their presence in other sectors such as the Revenue Services, the Railway Management Cadres, and Telecommunication etc. On the whole, women in 2000 represented 13.8 percent of the employee strength in the public sector, as against only 8.6 in 1971.

After 1993, women's participation in local governments increased quite radically, with the enactment of the legislation providing 33 percent reservation of seats for women in local bodies of India. The legislation and its implementation have added another level in political participation. In governments too, there has been limited

representatives of women in India. A few eminent women have no doubt, occupied important administrative positions, such as Secretaries of Departments in the National Government as well as in State Governments. It is only 5.71 percent of the total number of persons in administrative services are women. It is noteworthy that within the premier Civil Services of India, the representation of women is not that encouraging. Since relatively few women enter the civil services, several efforts have been made to improve the situation. The Department of Personnel and Administrative Reforms of the Government of India had also provided, wherever possible, women officers on the selection boards for posts and services.

16.0 Women participation trend of the civil service of Pakistan

Table-19 below showed that with the exception of the year 2001 when the number of candidates appearing in the competitive examination fell dramatically by almost one-half as compared with the year 2000, there has been an increasing trend of participation in the competitive examination. Interestingly, the proportion of male candidates has declined over the years whereas that of female candidates has increased; and the same trend is observed in terms of selection of males and females.

Table-19: on Participation of candidates in CSP Exams

Participation of candidates in CSP Exams in Numbers (%)						
Years	Total		Men candidate		Women candidate	
	Appeared	Selected	Appeared (%)	Selected (%)	Appeared (%)	Selected (%)
2000	4669	206	4119 (88)	177 (86)	550(12)	29 (14)
2001	2675	159	2271 (85)	131 (82)	404 (15)	28 (18)
2002	2893	159	2405 (83)	129 (81)	488 (17)	30 (19)
2003	3079	208	2433 (79)	181 (87)	646 (21)	27 (13)
2004	3455	167	2675 (77)	126 (75)	780 (23)	41 (25)
2005	3678	160	2860 (78)	130 (81)	818 (22)	30 (19)
2006	4125	180	3181(77)	147(82)	944(23)	33(18)

Source: Federal Public Service Commission Annual Reports (2001-2007)

Students’ Attitudes Towards Civil Service of Pakistan: A Perception Survey by Khan, 2000, shows 49 percent male university students preferred public service and 51 percent chose private job whereas 58 percent of female preferred public service and 42 percent private jobs. That is women chose public service more than men. Those who prefer the civil service as a career are more concerned with job security than those who prefer private jobs. The foreign service of Pakistan appears to be the most favorite group whereas the accounts service is the least. Women’s Participation in South Asia’s (Bangladesh, India and Pakistan) Civil Services (Kabir 2009) reveals that nevertheless the percentage of women in the IAS remained very low, not more than 11 percent of the total. Presently the percentage of women working in the central government is 7.56 percent, of which 24 percent are in All Indian Civil Services.

However, only 5.4 percent women in government jobs spoke of great disparity and class one officer level percentage of women only 11.9 in Pakistan. In central decision making arena, number of women in the Secretariat was very insignificant. In various ministries and divisions only 14.34 percent were women till 2007 in Bangladesh (www.theindian.com/ news portal). Gender equality is accepted as a universal principle. However, the long history of the subjugation of women makes it difficult for modes and patterns of discrimination to be totally wiped out. In developing countries like Nepal, women are found to be still enjoying less political and economic privileges compared to men. One area where inequality lingered in participation was in civil service. The level of participation and inclusion of women in Nepalese civil service was assessed using extensive literature review, survey and interview of women in the civil service as well as those involved in non-profit work and social activism. The findings of the research suggest that there was a lot more to be done to promote the participation of women in civil service. This problem was aggravated by an urban-rural economic gap that results in less women going to schools and having access to capacity-building facilities (Inclusion and Participation of Women in Nepalese Civil Service, Acharya, 2009).

Women were late starters in the civil service started to be recruited in the 1982 regular batch and their number and percentage were 13 and 1.7%, but it was not their choice rather it was determined by the government policy. The number and percentage of 90 and 31% in 2014 and overall female participation in all cadre 38% in respect of male 62% in BCS in 2013.

It had been seen that in government's highest executive posts women representation was very insignificant. In Secretary to Additional Secretary level 5-6% and Joint Secretary to Assistant Secretary 11- 24%; Deputy Commissioner 6% and Divisional Commissioner level 0%.

They were better in position in respect of getting promotion and their performance in training was also better and also they were less corrupted.

To keeping this trend upward and remain strong and leading to a gender parity in the service in Bangladesh like other countries, entry age for civil service can be relaxed. Examination like application system for recruitment in public service could be online. After recruitment, placement could be given according to the merit list and officer's option should be considered. Maternity leave can be one year and paternity leave can be one month and opportunity of taking 2 years leave without pay should be introduced. This policy will be helpful in encouraging more women to enter in the Civil Service in Bangladesh. Women were late starters in the civil service started to be recruited in the 1982 regular batch and their number and percentage were 13 and 1.7%, but it was not their choice rather it was determined by the government policy. Despite a very late start, they are coming forward steadily and in recent years their participation in the service has been increasing gradually up to the number and

percentage of 90 and 31% in 2014 and overall female participation in all cadre 38% in respect of male 62% in BCS in 2013.

It had been seen that in government's highest executive posts women representation was very insignificant. In Secretary to Additional Secretary level 5-6% and Joint Secretary to Assistant Secretary 11-24%; Deputy Commissioner 6 % and Divisional Commissioner level 0%.

They were better in position in respect of getting promotion and their performance in training was also better and also they were less corrupted. They were doing their job sincerely and by the heart. In spite of inequality female administration cadre officers were showing better performance.

To keeping this trend upward and remain strong and leading to a gender parity in the service in Bangladesh like other countries, entry age for civil service can be relaxed. Examination like application system for recruitment in public service could be online. After recruitment, placement could be given according to the merit list and officer's option should be considered. Maternity leave can be one year and paternity 15 working days and opportunity of taking 2 years leave without pay should be introduced. This policy will be helpful in encouraging more women to enter in the Civil Service in Bangladesh.

In Public Administration as a whole, women tend to be clustered in junior, less prestigious and lower paying positions and in those traditionally considered to be 'soft' or feminized sectors, such as culture, education, health and tourism. Women are underrepresented, if present at all, in important sectors such as security, finance and planning, which remain dominated by men. Such sectoral segregations, known as 'glass walls,' were also identified at the decision-making levels. This should be broken immediately by introducing 30% quota for women in decision making positions.

17.0 Comparison of Male and Female Participation in the BCS (Admin) Cadre

This study was prepared on the basis of personal information of male and female BCS administration cadre officers and their perceptions regarding equality in the job depending upon their experiences. This study only identified what were the barriers to the female administrative cadre officers but no quantitative evidence had been offered to analyses how far the barriers to the female officers were affecting their status.

17.1 Socio-economic Conditions

17.1.1 Divisional background: It has been always said that administration has urban bias. Table 20 shows that most of the officers of BCS administration, both male and

female have come from developed areas or cities like Dhaka and Chittagong. It indicated that those who qualified in BCS examination were urban based instead of having a village background. Paternal residence in Dhaka, Chittagong and Khulna divisions reached about 39%, 11% and 20% in case of female and 37%, 17% and 15% in male officers. On the other hand Rajshahi, Rangpur, Barishal and Sylhet division had male 8%, 9%, 5%, 4% and female officers 9%, 4%, 6%, 1% respectively.

It indicates that though the quota system was introduced civil service to bring more officers from less developed areas, it could not reduce the urban bias for two reasons. First, most of the recruits from less developed districts came from the towns of these districts and not from the rural areas. Secondly, the regional quota is very commonly misused. Many candidates who were born and brought up in big cities like Dhaka and Chittagong used their ancestral homes in for least developed areas as their address.

Table-20: on Divisional background of the officers

Division	Male	Female
Dhaka	37 (37%)	39 (39%)
Khulna	15 (15%)	20 (20%)
Chittagong	17 (17%)	11 (11%)
Rajshahi	8 (8%)	9 (9%)
Rangpur	9 (9%)	4 (4%)
Barishal	5 (5%)	6 (6%)
Sylhet	4 (4%)	1 (1%)
Not respond	5 (5%)	10 (10%)
Total	100 (100%)	100 (100%)

17.1.2 Educational qualifications: Though government officers are now enthusiastic about higher studies it is still not up to the mark. Higher education improves one's personal life as well as one's career. This study shows more than half of them were single masters. Table 21 showed educational qualifications of BCS administration cadre male and female officers. It indicates one third of BCS officers have double masters. It has been showed that most of the officers of BCS administration cadre, both male and female have single masters that were 52% and 63% respectively.

Moreover percentages of both male and female officers with double masters were 30 and 26% respectively. Moreover percentage of both male and female having PhD degrees were 6% and 4% respectively. On the other hand only 2% and 1% male and female officers were only graduates respectively.

Table-21: on Educational qualifications of the administration cadre officers

Degrees	Number of male officers	Number of female officers
PHD	6 (6%)	4 (4%)
Double Masters	30 (30%)	26 (26%)
Single Masters	52 (52%)	63 (63%)
Graduate	2 (2%)	1 (1%)
No Answer	10 (10%)	6 (6%)
Total	100 (100%)	100 (100%)

17.1.3 Educational group: One of the allegations against the generalist civil servants is that the graduates specializing in humanities and social sciences dominate it. Such officers are alleged to be not suitable in an age when life is determined by science and technology plays a significant role. This hypothesis may be examined by analysing the academic background of officers of BCS administration cadre. Table 22 showed that arts graduates were still dominant in the generalist cadre. Though science was preferable in male officers but female officers were still taking arts as their academic background. It had been shown that most of the male officers belonged to science group with 47% and female of arts group with 62%. In addition to this 24% of male officers which belonged to science group had additional MBA degrees. On the other hand the percentage of male officers had arts group was 24% and female who had science group was 25%. For male and female groups, overall percentage of science background was 36 whereas arts background was 43%.

Moreover percentages of male and female commerce group were 11 and 3 respectively and overall was 7%. Both male and female officers who did not mention their subject were 18% and 10% respectively.

Table-22: on Educational group of BCS administration cadre officers

Subject	Number of male officers	Number of female officers	Total
Science	47 and MBA-24 (24%)	25	72 (36%)
Arts	24	62	86 (43%)
Commerce	11	3	14 (7%)
Not Mentioned	18	10	28 (14%)
Total	100 (100%)	100 (100%)	200 (100%)

17.1.4 Male and female officer’s spouses’ attitudes to their job: Table -23 shows that 78% administration cadre male officers said that they supported to their wife’s job and 55% female officers opined their husband were supportive their wife’s job. It has also been shown that 20 % male officers were not careful of their wife’s job and according to female officers 24 % husbands were not careful of their job. 2% male officers and 17% female officer’s husbands were against their wife’s job.

Table-23: on Spouses' attitudes to female officers job

Attitude of Spouse	Male officer's views on wife's job	Female officer's husband's attitudes to wife's job
Supportive	78 (78%)	55 (55%)
Not careful	20 (20%)	24 (24%)
Against	2 (2%)	17 (17%)
Not mentioned	0	4 (4%)
Total	100 (100%)	100 (100%)

17.2 Working environment

17.2.1 Job Preferences: Table-24 shows that central administration was preferable than field administration for both male and female administrative cadre officers. Table 6.11 showed that central administration was preferable to both male and female administrative officers at the percentage of 55 and 66 respectively. It also identified that male officers choose field administration more than female officers at the percentage of 27 and 21 respectively. Others job like deputation, land administration; research work etc. also chosen by both male and female officers at 2-8 percentages.

Table-24: on Job preferences of male and female administration cadre officers

Job	Male officers	Female officers
Office Administration	50 (50%)	66 (66%)
Field Administration	27 (27%)	21 (21%)
Deputation	3 (3%)	3 (3%)
Land Administration	2 (2%)	2 (2%)
Others(Research)	8 (4%)	5 (5%)
Not Mentioned	10 (10%)	3 (3%)
Total	100 (100%)	100 (100%)

17.2.2 Training needs of female officers: Female administrative cadre officers opined information technology and English language related training are needed for women officers and most of them agreed that there was no need of military training for women officers. Table 25 describes 35% female officers opined information technology and English Language should be the main topic for training of the female officers. Still only 20% female officers thought military training was needed for female officers. 10% female officers ranked public procurement, financial management and project management trainings were also needed for the female administrative cadre officers.

Table-25: on Training need of female officers

Training	Number of female officers
English language	35(35%)
IT	35(35%)
Military	20(20%)
others, PPR, FEEM, Project .Management	10(10%)
Total	100(100%)

17.2.3 Foreign training: Foreign training is an important component for efficiency of the officers. It was observed that women administration cadre officers still get fewer nominations for foreign training and visits than male officers. Table -26 showed that 70% male officers have foreign training whereas 55% female officers have foreign training. Still 45% female officers and 30% male officers have no foreign training.

Table-26: on Number of officers had foreign training (FT)

Male officers	Female officers
Have FT- 70(70%)	Have FT-55(55%)
Not Have FT-30(30%)	Not Have FT-45(45%)
Total-100(100%)	Total-100(100%)

17.2.4 Discrimination in getting nomination for foreign training: Table 27 shows the opinion of female administration cadre officer about discrimination in getting nomination for foreign training. 50% female officers viewed there was discrimination whereas 38% didn't agree with any discrimination and 12% did not mention (NM) any opinion.

Table-27: on Female official's opinion about discrimination in foreign training

Discrimination	Female officers
Yes	50(50%)
No	38(38%)
Not mentioned (NM)	12(12%)
Total	100(100%)

Reasons behind discrimination in foreign training: Table-28 states that 30% BCS administration cadre female officers thought underestimation of female candidate, 20% identified family problems and social barriers and 10% lack of proper policy, male dominance in selection committees and lack of follow up were the reasons behind discrimination.

Table-28: on Female official's opinion about reasons for discrimination in foreign training

Reasons behind discrimination in foreign training	Female officers
Underestimation of female candidate	30(30%)
Lack of follow up	10(10%)
Male dominancy in the committee	10(10%)
Social barrier	20(20%)
Family problems	20(20%)
Lack of proper policy	10(10%)
Total	100(100%)

17.3 Colleagues' attitude

17.3.1 Levels of non-cooperation: Most of the officers both male and female didn't want to say anything about non-cooperation. It has been said that women are facing more non-cooperation than men from their colleagues. It generally came from male bosses. Rough behaviour, jealousy and assigning less important desks to the female officers were most common non-cooperation and most of the officers preferred silence about it.

Table-29 describes that 59% male and 40% female administrative cadre officers didn't face any non-cooperation in their service. 38% female and 30% male officers faced non-cooperation by their male colleagues. Moreover 11% male and 22% female officers faced non-cooperation by different levels of their colleagues.

Table-29: on Levels of non-cooperation

Levels of non-cooperation	Female officers	Male officers
From male boss	38(38%)	30(30%)
From different male /female colleagues	22(22%)	11(30%)
No non-cooperation	40(40%)	59(30%)
Total	100(100%)	100(100%)

17.3.2 Types of non-cooperation: Table-30 shows that 59% male and 40% BCS administration cadre female officers did not disclose types of non-cooperation of their colleagues. 50 % male and 40% female officers saw rough behaviour and jealousy by their colleagues.

Table-30: on Type of non-cooperation

Type of Non cooperation	Male officer	Female officer
Adverse remark & below number in ACR	1(1%)	10(10%)
Remote posting	6(6%)	3(3%)
Rough behavior and jealous	30(30%)	40(40%)
Not given nomination in FT	3(3%)	7(7%)
Not Mentioned	59(59%)	40(40%)
Total	100(100%)	100(100%)

Adverse remarks and below number in annual confidential report got 10% female and 1% male officers, remote posting got by 6% male and 3% female officers and not nominating to foreign training experienced by 3% male and 7% female officers.

17.4 Discrimination in assigning Job

Table-31 shows the opinion about assigning less important desk for female officers. 68% male and 25% administrative cadre female officers were not agree that less important desks were assigned to female officers. 24% male and 26% female officers were opined that it happens in average. They agreed that it happened very often by 10% male and 40% female officers.

Table-31: Opinion about assigning less important desk for female officers

Opinion	Male officers	Female officers
Agree that it happens	10(10%)	34(34%)
Average	24(24%)	26(26%)
Not agree	62(62%)	25(25%)
Not mentioned	6(6%)	6(6%)
Total	100(100%)	100(100%)

18.0 Problems faced by female officers

Female participation in education as well as in service is increasing day by day but the facilities have not improved according to the demand. Most of the BCS Administration cadre female officers thought no separate room and toilet, less family cooperation, limited housing and transport facility, no child care and pre-schooling facility and discriminatory attitude for service benefit were the major problems.

Table-32: on Problems faced by female officers

Problems	Female officers
No separate room and toilet	50(50%)
No domestic helper or family cooperation	20(20%)
Limited housing and transport facility	10(10%)
No child care and pre-schooling facility	8(8%)
Discrimination in posting /training/promotion/economic benefit	10(10%)
Total	100(100%)

Table 32 describes about different problems faced by BCS Administration cadre female officers. 50% female officers thought no separate room and toilet, 20% no domestic helper or family cooperation, 10% limited housing and transport facility, 8% no child care and pre-schooling facility and 10% discrimination in posting training, promotion and economic benefit were major problems.

19.0 Opinions on various Measures

19.1 Government steps to solve problems of female officers: Most of the BCS administration cadre female officers thought government should take steps for housing and transport facility and good paternity and maternity leave to remove discrimination.

Table-33 describes that 35% female officers thought quota system with seniority, 35% female opined about loan without interest with seniority, and 10% female officers thought dormitory and small flat building, local based transport system, no entitlement to those who have own house or car were the major solutions for problems for housing and transport female officers.

Table-33: on Steps about housing and transport facility for female officers

Opinion	Male officers	Female officers
Gradually up to one year	30(30%)	70(70%)
Six months is ok with flexible time up to two years	70(70%)	30(30%)
Total	100(100%)	100(100%)

19.2 Opinion about paternity leave: Most of the BCS administration cadre officers both male and female opined that government can formulate policy for paternity leave up to one month. Table 33 shows that 34% male and 55% female officers opined that government can formulate policy for paternity leave up to one month.

On the other hand only 20% male and 25 female BCS administration cadre officers thought policy formulation for paternity leave more than one month. Moreover most of the male that was 56% and 25% female BCS administration cadre officers still agreed about no need of paternity leave. Total 54% male and 75% female officers agreed to policy formulation for paternity leave so government initially could formulate fifteen days or one month policy for paternity leave.

Table-34: on Opinion about paternity leave

Percentage	Male officers	Female officers
10-40%	10(10%)	47(47%)
Up to 50%	0	33(33%)
No need	5(5%)	3(3%)
Not mentioned	85(85%)	17(17%)
Total	100(100%)	100(100%)

19.3 Opinion about maternity leave: A very welcomed move by the Government of Bangladesh was to extend paid maternity leave to six month from four months. The step was taken to combat malnutrition and to ensure the healthy growth of the newer generation. Maternity leave is still an issue of mercy and sometimes viewed as special benefit or privilege for the women employees.

Table-35: on Opinion about maternity leave

Opinion	Male officers	Female officers
Gradually up to one year	30(30%)	70(70%)
Six months is ok with flexible time up to two years	70(70%)	30(30%)
Total	100(100%)	100(100%)

Most of the female officers opined that government can formulate policy for maternity leave gradually up to one year on the other hand most of the male officers opined policy can formulated for flexible time up to two years for new mothers. So government can formulate flexible office hours for mothers having small children (table-35).

19.4 Opinion of female officers on decision making position: Table-36 shows that the percentage of female officers in decision making position. It should be 10-40% was opined by 10% male and 47% female officers of BCS administration cadre. Up to 50% was supported by only 33% female officers. No need of female participation was still thought by 5% male and 3% female officers were not mentioned by the majority 85% of male officers and 17% of female officers. It indicates that male officers still did not agree to support a good percentage of their female counterparts.

Table-36: on Opinion of female officers on decision making positions

Percentage	Male officers	Female officers
10-40%	10(10%)	47(47%)
Up to 50%	0	33(33%)
No need	5(5%)	3(3%)
Not mentioned	85(85%)	17(17%)
Total	100(100%)	100(100%)

19.5 Opinion about ways to increase female participation:

Table-37 showed about opinion to increase female participation in decision making position. Extension of quota and age in recruitment for female officer was suggested by 10% male 15% female officers of BCS administration cadre. Promotion quota was suggested by 5% male 10% female officers. It should be only merit base was opined by 50% male officers. Not mentioned by 25% male officers. Same workplace for husband & wife suggested by 20% female officers. Toilet, housing, transport facility, maternity leave and flexible working hour, child care and schooling in every office, gender training for male officers, gender desk in every office, domestic helper allowance, women representation in high level committees, special training programs for women suggested by 5% female officers to increase female officers participation in decision making position.

BCS administration cadre officers mostly came from urban areas. Spouses of male officers were mostly homemakers whereas most of the husbands of female officers were service holders. Husbands of female officers were not caring about their wife's job and their children. Moreover male administrative officers chose field postings than female officers.

Male administrative officers had more foreign training than those female officers. Behind this, female officers argued about their family problems and discriminatory attitude of their office.

Table-37: on Ways to increase number of female officers in decision making positions

Ways to increase number of women	Male	Female
Extension of quota and age in recruitment	10(10%)	15(15%)
Promotion quota	5(5%)	10(10%)
Only merit-based	50(50%)	-
Not mentioned	25(25%)	-
Same workplace for husband & wife	-	20(20%)
toilet/housing/transport facility	-	10(10%)
Increase maternity leave	-	5(5%)
Child care and schooling in every office	-	5(5%)
Gender training for male officer	-	5(5%)
Gender desk in every office	-	5(5%)
Special allowance for women	-	5(5%)
Women representation in high committee	-	5(5%)
Special training for women		5(5%)
Total	100(100%)	100(100%)

Most of the administrative male officers did not face any non-cooperation whereas most of the female officers faced rough behaviour and jealousy from their male bosses.

Most of the female officers agreed that office environment was not conducive for them and official accommodation and transport would facilitate more women entering in government service. Female administrative cadre officers opined that percentage of female officers in decision making position should be 40% whereas 85% male officers remained silent to make any comment about this issue.

20.0 Case Study

F was working as AC land. She found a piece of government land belonging to district council being occupied by local people. She wanted to get the land back to district council. She noticed the party for hearing but they did not hear anything. Then she filed a case and served notice. Local lawyers did not like it. There is a provision if the decision of AC Land does not satisfy any party they can launch a case in court. Their lawyer did not follow official rule and started to shout in her office using bad language. The lawyer even said that women should not be given the responsibility like AC Land as well as threatened her referring to a local influential. She believed they could do so because she was a woman. She passed the situation with prudence and professionalism. The so called influential local could not bother her. But she was surprised when she discovered that same mentality was possessed by her superior. In an open meeting her boss used bad language about BCS administration cadre female officers. She protested in a very polite manner but the result was terrible. DC sent her on a remote inspection during her advance stage though there were alternative arrangements. She still carried out all her duties with sincerity. Those pressure could not do harm to her baby. During that period she was in serious mental pressure thinking of risk. But mental pressure could create another risk. She opined verbal abuse against women must be treated as misconduct.

Major findings of this section are grievance redress mechanism must be introduced in every office. Two way ACR systems are a must for government offices. Day care centres or a room for ladies should be established in every office, district and upazila level offices. Breast feeding child should be allowed in the residential training. Maternity leave should be one year or probation of shifting duty can be introduced for lactating mother for up to two years. Verbal abuses should be treated as misconduct. Some hard physical jobs should be prohibited during pregnancy in the service. There is a serious need of training curriculum and evaluation system according to the age and seniority of the officers. Awareness programs are needed to understand importance of women empowerment. There should be some secret mechanism to address domestic violence of female officers. Female officers having school going children should be posted at district level or nearby. Female officers should be more cautious about emotional exploitation. Any discrimination to female officers should be treated as misconduct. There should be more available day care centre with facility for disabled children.

There should be some comprehensive policy for example “Gender Guideline” stating policy for posting of female officers. For example, husband and wife should be posted at the same station or nearby. Female officers should not be transferred frequently. Field posting should have some time line and should not be for more than two years. Not only posting gender guidelines also includes childcare and accommodation issue of female officers. If government could not properly address the need of women

officers then half of the population will remain back. In developed countries more than 50% and even South East Asian region 60% women are working whereas in South Asia only 28% women are working (Daily Prothom Alo 17 June 2017). So it is very much important issue for the development of our country.

21.0 Conclusion and recommendations

It was found in the study that the female administrators are facing certain problems. The major problems they usually face are: lack of cooperation from male colleagues, uncongenial working environment, and dual responsibility of job and household chores, inadequate housing facilities and family interference in the profession. Almost two thirds of the female respondents said they faced non-cooperation from their male colleagues whereas most of the male respondents said they never face any non-cooperation from their colleagues. Most of the female respondents also find the housing and transport facilities are inadequate. Dual responsibility of job and household chores is one of the biggest problems for them as noted by almost all of the respondents. Nearly half of them find the working environment uncongenial. Non-cooperation from family members or not having any house helper was also an important problem for them.

21.1 Major findings of the study

The main findings of this study can be summarized as follows: most of the officers of BCS administration cadre both male and female had their permanent paternal residence in urban areas. Nearly 40 percent both male and female officers had their ancestral home in Dhaka division, Chittagong had 15%, and Khulna had 15%, 10% from Rajshahi, 10% from Rangpur, 5% from Barishal and 5 percent from Sylhet division. BCS administration cadre both male and female officers had single masters that were 52% and 63% respectively and percentage of double masters' was 30 and 26 respectively. Moreover PhD degree percentage was 6 and 4 respectively whereas graduation percentage was only 2 and 1 respectively. 47% male officers had science background and 62% female officers had arts group. 41% of the female officers opined that their husbands were not supportive of their job though 78% of the male officers said they were supportive of their wives. Central administration was more preferable work place for both 50% male and 66% female and 27% male chose field administration whereas only 21% female officials did. High house rent and other expenses identified as major obstacle of the central office by both half of male and female officials. Both male and female officials opined outdated curriculum, incorrect evaluation process were the loopholes of training. 70% female officials opined information technology and English language should be the topic for trainings for them and 80% of the female officers still thought military training was not needed for them. 70% male officials had foreign training whereas only 55% female official had foreign training. Half of the female officials opined there was discrimination getting nomination for foreign training.

Underestimation of female candidates as a major reason behind discrimination in foreign training as well as family problems and social barriers and lack of proper policy, male dominance in selection committees were the reasons behind discrimination opined by female officials. Career planning, equal opportunity and need based training was essential for efficient service opined by both male and female officers. 60% of male officers didn't face any non-cooperation whereas 60% of female faced non-cooperation by their male bosses and saw rough behavior and jealousy of their male bosses. 70% female officers agreed that less important desks were assigned to them but 62% male officials did not agree with this statement. 50% female officers opined that government can formulate policy for paternity leave up to one month and 56% male still agreed about no need of paternity leave. 70% female officers opined that government can formulate policy for maternity leave increased gradually up to one year and 70% male officers thought six months maternity leave is enough with flexible hours up to two years. 50% female officials thought no separate room and toilet non-cooperation from family and 20% thought no domestic helper, 10% were thought limited housing and transport facility, 10% were identified no child care and pre-schooling facility and discrimination in posting, training, economic benefit and 10% were identified as major problems to work. 35% female officers thought increase in quota for housing and transportation, 35% female officers, loan with seniority for housing and transportation the major solutions.

21.2 Recommendations

It was evident from the study that the women administrators suffer from a lot of problems ranging from discrimination in work place and noncooperation from both office and family to lower logistic support. These hamper their performance and reduce their efficiency. It is, in the long run wasting national resources and potentials. To make the women civil servants true human capital, certain measures should be taken into consideration. Therefore, the above analysis suggests that reforms in following areas are urgently needed to reduce their problems and to create a congenial atmosphere for the women at the workplace.

Firstly there should be a comprehensive policy in the civil service to remove the obstacles that hinder the performance of women 'Gender policy guidelines' and to address their special needs for better functioning. **Secondly** there is already a rule that allow spouses to work in the same or closer places. It should be strictly implemented and further change should be made to ensure that husband and wife will be able to work in the same or closer places throughout their career in the civil service. **Thirdly** there is a housing policy where female officials will get three years seniority which must be strictly followed and special arrangements should be preferential from the government for the women officers posted in the field. Also there should be daycare facilities in every field station to facilitate better childcare and reduce tension of the mothers working in the civil service. They should be given

adequate logistic support, such as transport, staff and so on. During posting and distribution of responsibility women civil servants could be consulted about their preference. Besides, transport, night stay, accommodation, food, and child care issues should be considered during assigning a woman for work. **Fourthly** there should be decent and separate toilet and prayer rooms for the women civil servants. **Fifthly** nomination for training should be based on performance and women should be given preference for training. **Sixthly** women should be transferred less frequently. Also female officers face more problems; therefore, there should be proper training for the female officers before posting them in their job. There should be proper training for the officers before posting them in their job. Training should include issues they may have to deal with. **Finally** there should be a social awareness initiative to reduce “double burden” of the working women. Men should be encouraged from childhood to share household work with women. Media could be mobilized on this regard. There should be clear and effective “gender rule” and system to deal with the issues of harassment of the female in the work place. There should be a campaign within and outside the civil service arena to eradicate discriminatory attitudes and stereotypical ideas about women civil servants.

Bangladesh is advancing but still she has to go a long way to achieve gender equality. Therefore, it is expected that if the suggested recommendations are implemented, it will create a congenial atmosphere for women civil servants to work in their office, and they are likely to perform better. If they can perform freely and more comfortably, it is expected that they will excel in their career, and more women could be seen in the upper echelons of the civil service. Gender inequality is not a product of scarcity. So while investing more resources as well as accountability in service delivery and creating more opportunities can have positive impact on women’s lives. Take girls education, lower maternal mortality figure by 40%, more action from human rights and women activists, increasing number are entering the labor force, e.g. microcredit and garments sectors leading to economic growth are the position approaches to bring gender equality in Bangladesh. Last but not least when a woman earns wages, she gains a higher standing in her family more self-esteem and a greater say in how she leads her life. It is equally true that most women are on the bottom rung of the economy, in poorly paid, unskilled work where they have no social protection, no health and safety regulation and as well as have no job security. Many of them are subject to exploitation and sexual violence. If government does not address this matter and give proper attention then gender equality as a whole is out of reach forever.

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