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United Nations Development Programme

GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN PUBLIC ADMINISTRATION

BANGLADESH CASE STUDY



KEY FACTS	3
ACKNOWLEDGEMENTS	4
EXECUTIVE SUMMARY.....	5
METHODOLOGY	7
CONTEXT	9
Socio-economic and political context.....	9
Public administration context and organization.....	9
Gender equality context.....	11
WOMEN'S PARTICIPATION IN PUBLIC ADMINISTRATION	13
Current situation and trends.....	13
POLICY AND IMPLEMENTATION REVIEW	17
National Constitution	17
National development plans.....	17
Public administration statutes and policies.....	18
Gender policy and frameworks	31
Support polices and services for an enabling environment	33
SPECIFIC INTERNATIONALLY SUPPORTED PROGRAMMES AND INITIATIVES	38
KEY ISSUES, CHALLENGES AND GOOD PRACTICES.....	42
RECOMMENDATIONS.....	43
CONCLUSIONS	47
ANNEX 1: HEALTH SECTOR ANALYSIS.....	48
ANNEX 2: EDUCATION SECTOR ANALYSIS	52
ANNEX 3: POLICE SECTOR ANALYSIS.....	54
ANNEX 4: ABBREVIATIONS AND ACRONYMS	60
ANNEX 5: BIBLIOGRAPHY	62
ANNEX 6: LIST OF KEY INFORMANTS INTERVIEWED AND FOCUS GROUP DISCUSSIONS.....	65
ANNEX 7: REPORT OF NATIONAL WORKSHOP GENDER EQUALITY IN PUBLIC ADMINISTRATION	68
ANNEX 7B: PARTICIPANTS LIST.....	72



TABLE OF CONTENTS

LIST OF TEXT BOXES

Box: Lack of day care jeopardizing women's appointments	27
Box: Women at senior levels in education.....	29
Box: Duties of employers and authorities as defined under the Directives.....	36
Box: Taking turns to go abroad.....	37
Box: Increasing number of doctors giving rise to new infrastructure needs	49
Box: Feedback from FGDs with young women in the Education Cadre.....	53

LIST OF TABLES

Table: Proportion of seats held by women in national parliaments, 1990-2009.....	12
Table: Sex-disaggregated human resources in the civil service, 2008-2009 and 2006.....	13
Table: Breakdown by sex of male and female officers at middle and senior levels, 1999-2011	14
Table: Number of female officers and employees per class in 2009	15
Table: Distribution by batch and sex of candidates recommended for recruitment	15
Table: Candidates recommended for 28th batch by cadre and sex.....	16
Table: Changes in recruitment quotas for BCS.....	23
Table: Staff distribution by category and sex.....	48
Table: Present number of women in Bangladesh Police Force.....	55



KEY FACTS

HUMAN DEVELOPMENT INDEX RANKING	146 out of 187 countries in 2011. Bangladesh is also an LDC (Least Developed Country)
GENDER INEQUALITY INDEX	0.550, placing Bangladesh 112 out of 146 countries in 2011 ¹
TRANSPARENCY INTERNATIONAL RANKING	134 out of 178 in 2010 (Corruption Perceptions Index)
% OF WOMEN IN DECISION MAKING POSITIONS IN PUBLIC SECTOR	1999 – 8.54% 2008 – 18% (Facts and Figures of Gender Compendium of Bangladesh, 2009, BBS)
% OF WOMEN IN FIRST CLASS GOVERNMENT SERVICE	2005 – 9.6% 2007 – 11.6% 2009 – 14.2% (Facts and Figures of Gender Compendium of Bangladesh, 2009, BBS and BBS 2010)
AFFIRMATIVE ACTION	<ul style="list-style-type: none"> ✓ Constitution provides special measures in public administration for disadvantaged groups ✓ National Women's Policy first approved in 1997 and again in 2011 ✓ Affirmative recruitment, promotion and training policies in health and education sector with certain posts earmarked for women
NEED TO KNOW	<ul style="list-style-type: none"> ✓ Draft Civil Service Act being finalized (2011) ✓ Public administration reform largely gender-neutral

¹ http://hdr.undp.org/en/media/HDR_2011_EN_Table4.pdf



ACKNOWLEDGEMENTS

ACKNOWLEDGEMENTS

UNDP would like to thank all colleagues, respondents, interviewees, focus group participants and national and international partners, who contributed their knowledge and time towards the realization of this document.

The lead author is Maheen Sultan. Methodological guidance and substantive and technical inputs were provided by Suki Beavers (UNDP), Patrick Keuleers (UNDP), Noëlla Richard (UNDP) and Soma Chakrabarti Fezzardi (UNDP GEPA Initiative).

Helpful research support and comments were also provided by Sarah Lisenbee and Emily Siu.

Sincere thanks go to colleagues from the UNDP Regional Centre, in particular Pauline Tamesis and Kim Henderson, and UNDP Country Office in Bangladesh, in particular Won Young Hong, Sookhee Kwak, Nandita Dutta and Majeda Haq, who have provided invaluable support to this case study, both practical and technical.

We also would like to thank the peer reviewers of this report, for their useful feedback: Aftab Ahmad (UNDP), Ferdous Jahan (Associate Professor of Public Administration, University of Dhaka) and Mohammad Kaumrul Hasan (Ministry of Public Administration).

This case study was written as part of the first phase of a cross practice and cross-thematic global UNDP initiative on Gender Equality in Public Administration (UNDP GEPA initiative), launched in 2011, under the leadership of Winnie Byanyima and Geraldine Fraser-Moleketi.



EXECUTIVE SUMMARY

The Bangladesh case study focused on women government officials within the cadre services and particular emphasis was on the Administrative, Health, Education and Police Cadres because of the centrality of the first, the numbers of women in the second and third and the innovations happening in the fourth. Relevant legislation, policies and projects were reviewed and interviews and focus group discussions were carried out to seek the views of the policy makers, senior government officials, project advisors and women in government service. There were attempts to use existing data and research, where available.

Bangladesh is a particularly interesting case study because of the sheer size of the public sector, the early introduction of some government measures to promote gender equity and the experience of concerted efforts in a number of key sectors by the government and development partners to undertake reform, develop these to better address the needs of the citizens and address gender equality in the programmes and the institutions. These sectors have included health and education and, more recently, police reform. There are also a number of internationally supported initiatives to support the government's public administration reform agenda.²

At present, the Bangladesh civil service has more than one million civil servants in 37 ministries, 11 divisions, 254 departments and 173 statutory bodies (BBS, 2010). Appointment to a service is on the basis of merit and quota reservations for districts, freedom fighters, women and ethnic minorities. Ten percent of posts are reserved for women (MOWCA, 2011). There is steady progress in the numbers of women in service at middle and senior levels from 8.5 percent in 1999 to 15 percent in 2006 and 21 percent in 2011 (BBS 2011). However, sex-disaggregated data on training and promotions as well as on dismissals and dropouts is not kept separately. The Committee on the Elimination of Discrimination against Women has repeatedly raised the issue of low representation of women in decision-making and the lack of a conducive working environment as a barrier.

The overarching provisions of the Constitution, Government of Bangladesh (GOB) endorsement of CEDAW, the national Labour Code (2006) and the National Women's Development Policy (2011), in particular, provide important policy provisions for gender equality and even special measures for women in the public administration. These are also echoed in some sectoral policies such as the health and education policies, both of which were recently formulated and approved. These have not, however, been reflected in the provisions of the draft Civil Service Act or the existing civil service regulations, which are gender-neutral and therefore have important omissions.

In public sector employment, men and women enjoy the same benefits and amenities in all respects, including in pay, allowances, pensions and other financial benefits. However, as various reviews on administrative reform have found, massive improvements in working conditions are needed to attract more women to the civil service. Constraints and priorities identified for the lesser participation of women in the public service and especially at decision-making levels include lower recruitment of women; fewer promotions of women, especially at senior levels; field postings and transfers; lack of gender sensitivity and discriminatory attitudes among management and colleagues and lack of family support. Various institutional weaknesses and constraints in overall public administration make human resource development, planning and use difficult. The lack of a centralized human resource

2 The latest formulation of which is in the Sixth Five-Year Plan of the Government of Bangladesh.



EXECUTIVE SUMMARY

management function and the lack of adequate sex-disaggregated data for human resource management and planning are some of the major constraints.

In 2008, Bangladesh ranked 116th in the Gender Development Index (GDI) of the UNDP's Human Development Index, below Pakistan but above India. However, the pace of change merits attention, as gains for Bangladeshi women were made from a lower starting point than in other countries. One interesting recent development has been the sharp increase in women's formal labour force participation. There has also been significant recent growth in new areas such as public sector employment, as teachers or health workers, and in self-employment and household enterprises (Sultan, 2010).

Recommendations are summarized below.

Recommendation 1: Legislative and policy reform in public administration. A number of policies and acts need to be brought up to date and made consistent with the national women's policy and national development plans. The draft Civil Service Act, currently being finalized, and its bylaws are a key body of legislation and a priority. Oversight of policy is also critical by bodies such as the Parliamentary Standing Committee on Women's and senior levels in Ministry of Public Administration (MOPA) and Ministry of Women and Children's Affairs (MOWCA).

Recommendation 2: Institutional coordination for monitoring of policy measures between the MOPA and MOWCA should be strengthened so that MOWCA can fulfil a catalytic and monitoring role on MOPA initiatives to support gender equality and ensure gender mainstreaming in public administration.

Recommendation 3: Institutional support to improve gender balance should focus on improving sex-disaggregated data to enable the tracking of gender balance at various levels, supporting senior management to act on this information, and institutionalizing the implementation of national policies on minimum standards for childcare, parental leave and appropriate physical facilities for women and men.

Recommendation 4: Monitoring of High Court Ruling on sexual harassment. The provisions in the Government Servants Discipline and Conduct Rules (1979) on inappropriate conduct should be disseminated as part of a campaign to communicate the concept of sexual harassment, complaints and disciplinary measures. In the medium term, the Women Civil Servants network and civil society should review the provisions on sexual harassment as well as the provisions in the Government Servants Discipline and Conduct Rules.

Recommendation 5: Advocacy to sensitize civil servants, including senior managers, policy makers and the public to the positive contribution women can make as well as to their rights to equal opportunities and equal outcomes in terms of gender balance.

Recommendation 6: Strengthen role of international agencies and projects that play a very important role in setting an example and mainstreaming gender into civil service reform projects, including the issue of gender parity.



METHODOLOGY

The Bangladesh case study entailed the following:

- a) situation analysis, based on primary qualitative and quantitative data by desk research, review of previous administration reform commission reports and contacting relevant agencies and officials
- b) qualitative interviews and focus groups using semi-structured questionnaires and agreed methodology
- c) based on the above, an in-depth analysis and assessment of gender equality in public administration

The study was focussed on women government officials within the cadre services, in particular the following: Administrative Cadre, Health Cadre, Education Cadre and the Police Cadre.

Cadre services are the most prestigious government services, entry to which require rigorous competition. The Administrative Cadre is responsible for administration and management of the government structures and departments. The Education and Health Cadres were included as these are seen as particularly important social sectors with substantial attention from the government and donors for their development. Traditionally, these are also sectors considered to be appropriate for women's employment. It was also supposed that these sectors would be likely to have better Management Information Systems (MIS) with information on their human resources. The Police Cadre was included as it is a non-traditional one for women's employment and there has been sustained government and donor support (UNDP and DFID) for police reform in various areas – including in increasing the number of women police officers.

A number of special projects have been undertaken in institutional reform of public administration. The present study will review specific initiatives in public administration reform by reviewing project and related documents for:

- Managing at the Top 2 (MATT 2) supported by DFID
- Civil Service Change Management Programme (CSCMP) supported by UNDP
- Police Reform Programme (PRP) supported by UNDP and DFID
- the national Health Nutrition and Population Sector Programme (HNPSPP).

Focus group discussions (FGDs) were carried out:

- with women on the Foundation Course (entry level) at Bangladesh Public Administration Training Centre (BPATC)
- with women on the Advanced Course on Administration and Development (ACAD) course (middle level) at BPATC
- with newly recruited officers of the Health Cadre at Bangladesh Institute for Administration and Management (BIAM)
- with women newly recruited to the Education Cadre at National Academy for Education Management (NAEM)
- with women in the Bangladesh Police Women's Network.



METHODOLOGY

Thirty-five people were interviewed for the study and 62 participated in six Focus Group Discussions (FGDs). Please see Annex 5 for a list of documents consulted and Annex 6 for a list of key informants interviewed for the study as well as a list of the FGDs carried out. A national workshop took place on 8 December 2011 where the report was presented and discussed and further suggestions given on the recommendations. These have been integrated into the final report and the workshop report is given in Annex 7.

An interesting methodological finding is that human resources data is not available in one place and is not sex-disaggregated. Most ministries and departments have MIS and qualified systems analysts professionals, but obtaining up-to-date data was not easy. The Health Sector Programme has had technical assistance to streamline databases and MISs, but this process is not yet complete. There are no incentives or disincentives for keeping records updated. There are innovations, such as personal records for certain cadres, which individuals can access and update. The Bangladesh Public Service Commission (BPSC) data is gradually being analysed more systematically and presented in printed annual reports. However, the same quality of analysis is not available in earlier reports, so the same comparisons cannot be made for earlier periods. However, various ministries and departments do publish some data on their websites, although this can be slightly dated and is not often disaggregated by sex. The practice of preparing annual reports for departments is another helpful source of data for internal and external users.

Data on training and promotions is not sex-disaggregated and is not provided in this case study, nor is data on staff turnover. Women in the FGDs were very open and forthcoming and the UNDP is grateful to them and all key informants for their time and support.



CONTEXT

SOCIO-ECONOMIC AND POLITICAL CONTEXT

Bangladesh gained independence from Pakistan in 1971 through an armed struggle. The country is relatively culturally and linguistically homogeneous. Strict social hierarchies, such as caste, are absent, but state and society are divided by gender and class hierarchies. Bangladesh has gone through alternating periods of democratic rule (1971-1975; 1979-1982; 1991-2006) and military rule (1975-1979; 1982-1990; 2006-2008).

Over the past 40 years since independence, Bangladesh has increased its real *per capita* income by more than 130 percent, cut poverty by more than half, and is well set to achieve most of the Millennium Development Goals (MDGs).³ Some of the underlying specific achievements include reducing the total fertility rate from 7.0 to 2.7, increasing life expectancy from 46.2 years to 66.6 years, increasing the rate of economic growth from an average rate of 4 percent in the 1970s to 6 percent in the 2000s, increasing savings and investment rates from below 10 percent each in the 1970s to 24 percent (investment rate) and 28 percent (savings rate) in 2010, achieving gender parity in primary and secondary education, and more than tripling rice production thereby achieving near self-sufficiency in normal production years (Nazneen et al., 2010). The economy today is far more flexible and resilient, as indicated by the ability to withstand the global financial crisis with minimum adverse effects. Bangladesh also is now more capable of handling natural disasters with reduced loss of life.

Throughout the first two decades of independence, Bangladesh was heavily dependent on donor financing. Foreign official development assistance (ODA) inflows averaged about \$1.5 billion per year through the 1980s and increased to about \$2.5 billion in 1990. This was equivalent to around 10 percent of the Gross Domestic Product (GDP). ODA flows have since declined and remained in the range of \$1.0 billion to \$1.5 billion. With sustained GDP growth, Bangladesh's aid dependence has dropped sharply and ODA is now only about 2 percent of the GDP (Thornton et al., 2010).

Notwithstanding this progress, the government recognizes that Bangladesh is still a low-income country with substantial poverty, inequality and deprivation. An estimated 60 million people are living below the poverty line, with a significant proportion living in female-headed households in remote areas and consisting of socially excluded and other vulnerable people. Most of the labour force is engaged in informal low-productivity and low-income jobs. Access to secondary and tertiary education is limited and the quality of education at all levels is deficient. The poor, and especially women and children, are severely disadvantaged in terms of ownership of assets and access to finance as well as to basic services including education, health care, water and sanitation.⁴

PUBLIC ADMINISTRATION CONTEXT AND ORGANIZATION

The government is one of the largest employers and, for this reason, advances in gender equality will have a significant impact.

³ Sixth Five-Year Plan, GOB, 2011.

⁴ Ibid.



At present, the Bangladesh civil service has more than one million civil servants in 37 ministries, 11 divisions, 254 departments and 173 statutory bodies (BBS, 2010).⁵ The government in the Sixth Five-Year Plan (2011-2016) acknowledges that there is inadequate capacity within the civil service as well as a regulatory burden imposed by many inappropriate policies, rules and procedures, which hamper good governance and service delivery to the poor. Reports from international NGOs, such as Transparency International Bangladesh (TIB), suggest that corruption in Bangladesh is especially endemic in social sectors such as education and health (TIB, 2010). Absenteeism of service providers is a serious problem in rural Bangladesh.

As described in the last national five-year plan part of the reason for weak administrative capacity is the weakness of the civil service system, but another reason is the heavily centralized service delivery mechanism. Local governments have little authority and at both central and local levels, day-to-day general administration is carried out by civil servants. Currently, the civil service is facing serious challenges including low quality of staff, poor remuneration, weak accountability and corruption (Sixth Five-Year Plan Draft: 225).

Several areas of intervention have been initiated to bring efficiency, transparency and accountability to public service management. The Sixth Five-Year Plan's strategy for capacity development consists of four pillars:

1. strengthening the civil service
2. promoting devolution to local governments
3. building partnerships with the private sector and NGOs
4. improving the planning and budgeting process.

Government employees in Bangladesh belong to four categories: Class I Officers, Class II Officers, Class III Employees and Class IV Employees. Officers are also classified as 'gazetted' officers or 'non-gazetted' officers. Officers whose appointment, posting, transfer and promotion are notified in the government gazette are known as 'gazetted officers'. All Class I officers and some Class II officers are treated as gazetted officers. Of the Class I officers, some belong to the cadre services.

'Cadre service' means the organization of civil servants in well-defined groups, services or cadres. Cadre services generally exist in countries with a British colonial heritage and have specific regulations governing the number of positions, structure and recruitment/promotion. A cadre system entails organization of civil servants into semi-functional occupational groups or cadres. The cadre service in Bangladesh was first officially recognized in 1981, when the Bangladesh Civil Service (BCS) Recruitment Rules of that year were introduced.⁶ In comparison, non-cadre services generally do not have any definite structure of mobility either horizontally or vertically.

Some cadres are general, such as BCS (Administration), BCS (Foreign Affairs), BCS (Police), BCS (Food), BCS (Customs & Accounts), BCS (Information). Others are professional/technical, such as BCS (Health), BCS (General Education), BCS (Technical Education), BCS (Economics) and BCS (Fisheries).

5 Total posts as of 31 December 2009 were 1,264,764 and total filled posts were 1,048,006. These figures include Ministries and Divisions, Departments and Directorates, Government Autonomous bodies and Corporations and are based on Ministry of Establishment data reproduced in the BBS Statistical Pocketbook 2010.

6 Bangladesh Civil Service Recruitment Rules, 1981.



Originally there were 30 cadres in the BCS. In 1990, BCS (Secretariat) was merged with BCS (Administration). In November 2007, the lower judiciary in Bangladesh was separated from the executive. As a result, BCS (Judiciary) has become a separate service known as Judicial Service and it is no longer a cadre of BCS.

GENDER EQUALITY CONTEXT

In 2008, Bangladesh ranked 116th in the Gender Development Index (GDI) of the UNDP's Human Development Index – below Pakistan, but above India. However, the pace of change merits attention, as gains for Bangladeshi women were made from a lower starting point than in other countries. Bangladesh has been catching up surprisingly quickly, given the modest pace of poverty reduction overall. The rapid achievement of lower fertility rates in Bangladesh is due to a combination of access to and latent demand for fertility control. With respect to maternal mortality, deaths per 100,000 live births more than halved in the 15-year period up to 2001, although they remain high (Nazneen et al., 2010).

A World Bank report credits government action in expanding service delivery with these rapid gains, noting that the proportion of women vaccinated against tetanus increased from around two thirds in the early 1990s to 85 percent a decade on, while ante-natal care access also increased.⁷ However, in general, skilled maternity and emergency care remains extremely limited.

Further striking changes have been seen with respect to girls' education. Bangladesh had closed the gender gap in enrolment at the primary level by the end of the 1990s, ahead of the MDG targets and many comparator countries (Chowdhury et al., 2002). More girls than boys now enrol in secondary school, presumably largely because of the cash stipends given to all unmarried girls who meet minimum standards (Al-Samarrai, 2009).

Women's increased education and formal labour market participation

One interesting recent development has been the sharp increase in women's formal labour force participation. Analysis of the 2005 Household Income and Expenditure Survey (HIES), the main source of nationally representative poverty data, concluded that, while the labour force as a whole had grown modestly and gradually at the start of the 2000s, women's wage employment increased considerably over the five-year period, growing at 4.3 percent each year between 2000 and 2005 (World Bank, 2008).

Some 60 percent of the increase in women's paid work during the 2000s was concentrated in urban areas and half in manufacturing sectors (Sultan, 2010). Over two million women are estimated to be employed in the garment industry, which dominates the Bangladesh manufacturing export sector. Given that garment factory careers may be short, many more than the current two million women documented are likely to have experienced this employment. There has also been significant recent growth in new areas such as public sector employment, as teachers or health workers, and in self-employment and household enterprises (Sultan, 2010).

It is not only *where* and *how* many women are in paid work that matters: declining reliance on agricultural self-employment means women have been shifting into higher-productivity activities with longer working hours. Consequently, women's wages have increased much faster than men's since 2000 and

⁷ In the 2000 Demographic and Health Survey (DHS), around one third of women who had given birth in the preceding five years reported receiving at least one check-up; this figure rose to 56 percent in 2004 (World Bank, 2008).

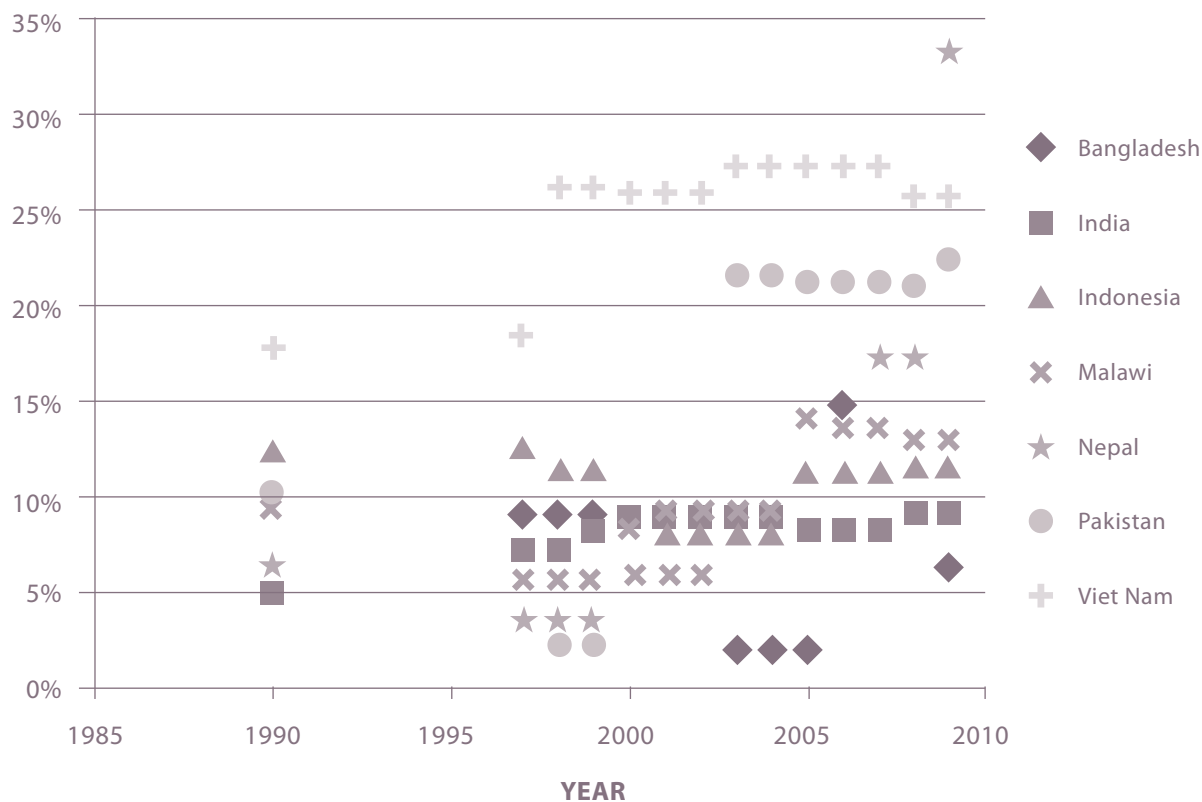


CONTEXT

the gender gap in income and wages has narrowed considerably (Nazneen et al., 2010). A critical factor appears to have been education, the impact of higher levels of which has been significant, particularly among those with secondary education.

In contrast to their striking gains in human development and new economic opportunities and despite the two top political leaders being women, Bangladeshi women in general have fared far less well with respect to participation in national politics than women in comparator countries (see table).

Table: Proportion of seats held by women in national parliaments, 1990-2009



Source: UN Statistics Division n.d.

Women's representation in elected positions

In Bangladesh, female representation in local and national government has been ensured with the reservation of one third of all seats for women, but few women have won party endorsement to contest general seats. Only 17 women contested and won general seats in the last parliamentary election – and this is the highest figure to-date (BBS, 2010). Many women candidates are, however, understood to be proxies, contesting seats on behalf of disqualified or jailed male family members. All political parties have delayed introducing direct elections to the reserved seats in parliament, since these seats are used as patronage resources and in negotiations for forming coalitions (Nazneen et al., 2010).



WOMEN'S PARTICIPATION IN PUBLIC ADMINISTRATION

This section starts with an overview of the current gender balance and trends, followed by an analysis of constraints and internationally supported interventions addressing the public administration (PA) as a whole. These sections are based primarily on available statistics, focus group discussions (FGDs) and interviews with women civil servants as well as a desk review. The gender balance and key issues in the health, education and police sectors are reviewed in detail in the related annexes.

CURRENT SITUATION AND TRENDS

Whole public administration

The table below shows the figures for the percent of women in the total public administration between 2008/2009 and 2006, as well as a slow increase of 6 percent.

Table: Sex-disaggregated human resources in the civil service, 2008-2009 and 2006

	WOMEN (NO./PERCENTAGE OF TOTAL)	
	2008/2009	2006
MINISTRY/DIVISION	1,310 (15%)	1,176 (14%)
DEPARTMENT/DIRECTORIES	206,789 (25%)	129,408 (23%)
AUTONOMOUS BODIES/CORP.	15,545 (7%)	12,918 (5%)
TOTAL	223,644 (21%)	143,502 (15%)

Source: Ministry of Establishment, 31 December 2009 in BBS 2010, and Appendix 2 Table 4, CEDAW Alternative Report 2010.

There are more women in the departments and directorates, as these figures include women who are at lower levels and engaged in direct service delivery, such as teachers, health and family planning assistants, nurses, etc. But the autonomous organizations and corporations (outside the scope of the 10 percent to 15 percent quotas) have much lower ratios and have had such low ratios in the past as well. There appears, therefore, to be a positive relationship between quotas – despite not always being met – and the number of women in the PA.

If we look back, we see that there has been an improvement. As reported in the Third and Fourth



WOMEN'S PARTICIPATION IN PUBLIC ADMINISTRATION

Combined Periodic Reports of the GOB to CEDAW, submitted in 1997, there has been an increase from 9 percent in 1993 to 21 percent in 2009 of women in the civil service as a whole. This is very encouraging and, although it is not clear exactly what the causes are, the sheer increase in numbers of women graduating from university and entering the job market, in the private and government sectors, has probably contributed to the increase in numbers.

Decision-making levels

The following table presents data provided by the Ministry of Public Administration on the proportion of male and female officers at middle and senior levels. In 2011, women made up 21 percent of middle and senior management.

Table: Breakdown by sex of male and female officers at middle and senior levels, 1999-2011

	2011		2006		1999	
	Men (%)	Women (%)	Men (%)	Women (%)	Men (%)	Women (%)
SECRETARY	96.1	3.9	98.4	1.6	98.0	2.0
ADDITIONAL SECRETARY	94.8	5.2	100.0	0.0	98.2	1.8
JOINT SECRETARY	90.2	9.8	93.2	6.8	98.5	1.5
DEPUTY SECRETARY	88.1	11.9	88.3	11.7	98.6	1.1
SENIOR ASSISTANT SECRETARY	79.8	20.2	84.3	15.7	91.0	9.0
ASSISTANT SECRETARY	79.8	25.9	77.3	22.7	85.7	14.3
TOTAL	79	21	85.0	15.0	91.5	8.5

Source: Ministry of Public Administration, Public Administration Computer Cell, 5 September 2011, and Human Development report in Facts and Figures of Gender Compendium of Bangladesh 2009, BBS.

We can see the progress over time by comparing numbers from right to left in the table. There is steady progress from 1999 through to 2011, with increases up to the level of Joint Secretary. However, at Secretary level, there is no marked increase in 12 years and, at the Additional Secretary level, there is an increase only in 2011 to 5.2 percent – still very low in absolute numbers. In 2006, about 15 percent of officers in the Bangladesh Civil Service Administration Cadre were women, but only about 2 percent were at the level of Secretary and 7 percent at the level of Joint Secretary. In 2006, the participation of



women in public service was about 15 percent and by 2009, this had risen to 21 percent and their proportion at class I level was 14 percent.

The following table shows the breakdown by class of women in the BCS.

Table: Number of female officers and employees per class in 2009

SERVICE CATEGORY	WOMEN	WOMEN AS % OF TOTAL
CLASS I	13,595	14.2
CLASS II	6,062	12.5
CLASS III	182,375	26.1
CLASS IV	21,604	10.6
ALL CATEGORIES	223,636	21.3

Source: Ministry of Establishment December 2009 in BBS 2010.

If we take Class I as the top level of decision-making, then women make up just 14 percent, well under the recommended minimum 30 percent. There is also a worryingly small pipeline.

Gender balance by sector

In 2010, the CEDAW shadow report prepared by the Citizens' Forum on CEDAW found that the highest percentage of women (62 percent) was in MOWCA, followed by 22 percent in the Ministry of Law, Justice and Parliamentary Affairs and 14 percent in Education – in other words, the sectors traditionally highly feminized in many countries. Interestingly, the report also found that recent recruitment drives in the police have raised the number of women to around 2,000 in law Enforcement agencies. In terms of recruitment, more widely, more women are entering the BCS, as can be seen from the following table.

Table: Batch and distribution by sex of candidates recommended for recruitment

BATCH	MALE	FEMALE
24 th	3,809 (72.90%)	1,416 (27.10%)
25 th	2,029 (74.54%)	693 (25.46%)
26 th	703 (66.13%)	360 (33.87%)
27 th	2,417 (74.62%)	822 (25.38%)
28 th	1,520 (69.41%)	670 (30.59%)

Source: Adapted from Table 13.1, page 125, BPSC Annual Report 2010.



WOMEN'S PARTICIPATION IN PUBLIC ADMINISTRATION

In terms of the whole public administration, for the 28th batch recruited, the distribution of women by cadre is given in the table below, with cadres having over 30 percent women recruits highlighted in boldface.

Table: Candidates recommended for 28th batch by cadre and sex

CADRE	FEMALE	FEMALE/TOTAL RESPECTIVE CADRE
Administration	55	29%
Ansar (village defence force)	1	9%
Audit and accounts	3	16%
Cooperatives	0	0%
Customs	6	21%
Economic	13	28%
Family Planning	3	60%
Food	1	20%
Foreign Affairs	3	20%
Information	25	29%
Police	26	13%
Postal Service	3	43%
Railway, communication and commerce	1	34%
Taxes	13	28%
Commerce	1	25%
Education	140	31.82%
Technical cadres	376	34.6%
Total	670	30.59%

Source: Table 13.7, p. 118-119; Table 13.8, pp. 120-22; Table 13.9, pp. 123-124, BPSC Annual Report 2010.



POLICY AND IMPLEMENTATION REVIEW

This section will review the main legal and policy instruments affecting gender balance and gender equality within the public administration. Specifically, the national constitution and development plans are reviewed, together with gender equality and public administration rules and policies. Other national policies affecting work-life balance and enabling measures are also discussed.

The sector policies of health, education and police are discussed in relevant annexes, but the key point is that each sector also has its own policies in addition to and distinct from those relating to the whole public administration. These also affect women and are not consistent with each other.

International conventions, particularly the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) are also binding on the Bangladesh Government and this report will use it as a framework to assess what has been done. As part of the reporting to the UN CEDAW committee, the government has consistently reported on what has been done to encourage the participation of women in the public service in general and decision-making in particular.

NATIONAL CONSTITUTION

The Constitution of the People's Republic of Bangladesh has vested all powers of the State in the people and service to the people is a constitutional obligation of every public servant of Bangladesh.⁸

The Constitution also guarantees equality of women and men (Articles 10, 11, 19, 27, 28 and 29). Article 29(l) of the Constitution requires that there shall be equality of opportunity for all citizens in respect of employment or office in the service of the republic. The same Article under Clause (2) further requires that no citizen shall, on grounds only of religion, race, caste, sex or place of birth, be ineligible for, or discriminated against in respect of any employment or office in the service of the republic.

However, Clause (3) of the same Article makes certain exceptions in terms of the State's authority: (a) to make special provisions in favour of any backward section of citizens for the purpose of securing their adequate representation in the service of the republic; (b) to make provisions for reserving appointments relating to any religious or denominational institution to persons of that religion or denomination; (c) to reserve for members of one sex any class of employment or office on the ground that, by its nature, it would be unsuited to members of the opposite sex.

The provision (c) is potentially open to misinterpretation and could be reformulated for clarity.

NATIONAL DEVELOPMENT PLANS

The Sixth Five-Year Plan (SFYP) 2011-2015 is the main national development strategy and, in Chapter Six on participation, social inclusion and empowerment, there is a section on 'Women's Advancement and Rights'. It refers to various objectives of the National Policy for Women's Advancement (see below), including 'promoting an enabling environment at the workplace: setting up daycare centres for the children of working mothers, career women hostels, safe accommodation for working women'.

8 "[E]very person in the service of the Republic has a duty to strive at all times to serve the people" (Article 21 (2)).



A number of SFYP Strategies address gender issues and the following refers to increasing the participation of women in politics – but not the civil service:

‘Political empowerment and participation: In this context, the main targets are to ensure participation of women in the National Parliament and the local political institutions, influence political decisions in favour of women, ensure direct election in the reserve seats in the National Parliament and ensure women’s representation in the local bodies with authority and responsibility. Initiatives would be taken to make women politically more conscious, encourage women to participate in politics and to build leadership among women at all levels.’⁹

Chapter 9 does mention a strategy for strengthening the capacity of public administration, but it does not mention any gender-specific issues.

The SFYP is discussed further below.

PUBLIC ADMINISTRATION STATUTES AND POLICIES

There have been numerous reviews and reports on public administration reform commissioned by the government or by donors. Some constraints have been repeatedly identified and similar recommendations have been made, which are briefly presented below. However, progress to address these issues has been slow. As the following section will show, gender has not always been addressed and, where it has been addressed, it has not been done systematically but appears more like an ‘add-on’.

Committee for Administrative Reform/Reorganization (CARR), formed 1982

CARR was formed in 1982. It was responsible for recommending an appropriate, sound and effective administrative system based on devolved authority and participation of local people. The terms of reference were:

- a) to review the structure and organization of the existing civil administration with a view to identifying the inadequacies of the system; and
- b) to recommend an appropriate, sound and effective administrative system based on the spirit of devolution and the objective of taking the administration nearer to the people (GOB, 1982).

The committee submitted a final report in June 1982 and the recommendations included various provisions for local government and administration, local-level coordination and setting up administrative divisions above districts. Not all recommendations were accepted or acted upon by the martial law government. The major areas of reform implemented do not seem to have included any gender-related issues in the civil service.

⁹ Sixth Five-Year Plan 2011-2015, GOB, 2011 draft, pp154-5.



World Bank study: Government that Works, Reforming the Public Sector (1996)

The World Bank commissioned a study, which came out in 1996 as a report entitled ‘Government that Works, Reforming the Public Sector’. The report sought to ‘enhance the quality and depth and breadth of the on-going debate within the country on the role of the state and the public sector performance; raise awareness in the body politic on the linkage between public sector performance and growth; provide the cross country experience and analytical underpinnings for reform in the public sector and help accelerate the momentum for change and strengthen those forces in Bangladesh which are pressing for change’ (World Bank, 1996, p8).

Within the chapter on civil service personnel management, there is a heading entitled ‘gender imbalance’. This section clearly highlights the under-representation of women and the concentration of women (over 90 percent at that time) in Class III and Class IV jobs.

‘This means that the vast majority of women in the Civil Service are low-paid, clerical staff, having no say in either making or implementing policy’ (World Bank, 1996, p129).

This was explained by the late entry of women into the Civil Service from the 1980s onwards. The report also clearly said that ‘increasing the number of women in government will require a clear lead from the top’ (World Bank, 1996, p130) and suggested that a policy paper be prepared with specific targets for women’s recruitment, plans for suitable training programmes, and procedures for identifying women for fast-track promotions. Unfortunately, these recommendations were included in neither the current SFYP nor the Public Administration Reform Commission (PARC) initiative discussed below and, given these missed opportunities, the main potential entry point is now the draft Civil Service Act (see below).

Public Administration Reform Commission (PARC), established 1997

Another major initiative in public administration reform was the PARC set up in January 1997 to recommend measures for improving transparency, accountability, efficiency and dynamism, procedural changes to attract investment, prevention of wastage and improvement of service delivery to ensure value for money, reorganization of local government bodies, combating corruption, rationalization of existing institutions and strengthening parliamentary oversight on executive organs of the state.

The Commission set about building a broad consensus and carried out various consultations. It adopted the concepts of New Public Management (performance-based management and result-oriented administration with outsourcing and contracting out wherever possible and upholding citizens’ rights for better and cheaper services).

Recommendations included clustering ministries according to function to promote professionalism, developing a senior management pool to facilitate fast-tracking of promotions as well as strictly merit-based recruitment and promotions in public service.

The final report has a section on gender but the report as a whole does not explicitly address gender dimensions or ‘mainstream’ it.¹⁰

¹⁰ Public Administration for 21st Century: Report of the PARC, Vol.1. Public Administration Reform Commission, 2000.



The PARC report states that ‘despite attempts made so far by the Government of Bangladesh, participation by women at the higher level of administration is not satisfactory. As of 5 January 1999 there was [sic] only one women Secretary, one Additional Secretary, four Joint Secretaries and six Deputy Secretaries to the Government of Bangladesh’ (page 33). It was recognized that women held fewer posts than the quotas reserved for them in all categories of jobs. The report also mentioned that because of the very low number of women in senior posts, the government had allowed lateral entry of women to executive posts under President’s 10 percent quota.

Draft Sixth Five-Year Plan

The draft Sixth Five-Year Plan has identified the following priorities for civil service reform with a strategy to develop a long-term programme for rebuilding a civil service grounded in the socio-political realities in Bangladesh.

‘International experience suggests that a one size fit all strategy for reforming the civil service does not work. [...] The goal is to raise the quality of public services delivered to citizens and enhance the capacity to carry out core government functions, which are essential for sustaining rapid development. The civil service must be able to attract high calibre staff with high standard of integrity. The public service reform will be a defining priority, as governance cannot improve without a high-performing civil service.’¹¹

Several priority areas of intervention have been identified, including:

- improving the recruitment procedure to make it free from politicization and to ensure talented, high calibre persons are selected
- focussing more on human resource development through both training at entry level as well as continuous on-the-job training
- developing a code of conduct to address issues of corruption, accountability and performance
- improving the civil service work environment, taking into account pay reform proposals and non-financial benefits and introducing performance-based promotion
- strengthening institutions, such as the public service commission.

All of these affect men and women. However, except for marginal references to women in public administration in the PARC report and in the World Bank report (1996), gender has not been addressed at all in civil service review reports. Although the reform proposals outlined above have positive consequences for women as well as men, no consideration has been given to gender dimensions.

¹¹ Draft Sixth Five-Year Plan 2011: 226.



Draft Civil Service Act

The draft Civil Service Act under consideration by the Ministry of Public Administration has no mention of differentiated needs or priorities for women or men or of any gender imbalance.¹² It does provide for lateral entry through the presidential quota, whereby a maximum of 10 percent of posts at the superior level (top two grades) can be appointed according to criteria and for durations that the government defines each time. The draft Act also lists a number of working principles in recruitment such as neutrality, capacity, transparency, etc. Non-discrimination or a 'representative civil service' could have been included as principles to support gender equality and equity for other marginalized groups.

Various consultations were held on the draft Civil Service Act. It was reported in interviews carried out during the review that there was no strong push from outside to mainstream gender (e.g. civil society or women's rights groups) to ensure that gender issues were addressed. Perhaps as public administration reform is seen as a technical area, many women's rights groups have not engaged with it. It is open to question to what extent any supporting rules can be effective in bringing about gender equality unless the Act specifies that the government wishes to bring about equality in the public service. If the principle of non-discrimination or equal access were incorporated into the Act, then the rules could address the various supportive measures that would remove constraints in access, retention and promotion in the civil service for women.

Recruitment

Bangladesh Civil Service Recruitment Rules, 1981

The Bangladesh Civil Service Recruitment Rules of 1981 laid down the procedures for recruitment to various services. These were made public on 1 January 1981, but have gone through various amendments since then.

The rules specify the procedures and eligibility requirements for direct recruitment:

- a) no person is eligible for direct recruitment if he is not a citizen of Bangladesh and is married to, or has entered into a promise of marriage with, a person who is not a citizen of Bangladesh
- b) no appointment to a service can be made unless the person selected is certified by a duly constituted medical board to be medically fit
- c) the antecedents of the candidate selected are required to be verified through appropriate agencies and should be acceptable
- d) no person can be recommended for appointment unless he has applied in a prescribed form with fees and before the date notified by the Public Service Commission (PSC).

¹² A draft was put up for consultation in the GOB website, but the latest draft revised after the public consultations is not public. The comments made are in relation to the earlier draft.



POLICY AND IMPLEMENTATION REVIEW

It is interesting that the wording has not been updated in line with standard 's/he' formulations in other countries. All persons initially appointed to a service are on probation for two years if directly recruited and for one year if appointment is made by promotion. There are requirements for confirmation in service, dependent upon passing foundation training courses and departmental examinations. For appointment by promotion, there is a length of service criterion, which can be relaxed by the president. There is also provision for mobility from one service to the other.

Appointment to a service is on the basis of merit and quota reservations for districts, freedom fighters, women and ethnic minorities. Forty five percent are appointed on merit, 30 percent from freedom fighters and, if appropriate candidates from this category are not available, their wards, 10 percent for women, 5 percent for ethnic minorities and the remaining 10 percent for districts (source: Public Service Commission rules as stated on website). This applies to cadre services only. There are mixed feeling about the quotas, even among women, with some seeing these as a right for women, considering that it is an obligation of the state to promote discriminated sections of society while others feel that quotas are for people who would not otherwise qualify and signify a lower status for those recruited under those provisions.

Recruitment to the Bangladesh civil service may be through various routes: direct appointment through competitive examination, appointments by promotion, appointments by transfer and appointments on an *ad hoc* basis, which are then regularized. The *ad hoc* appointments are often carried out by projects, e.g. in the health sector when starting up an institute. These posts are then regularized and brought into the revenue budget, but the process causes tensions between those who come in through regular appointment and those regularized, who are sometimes considered to have lower qualifications.

The table below shows the application of various recruitment quotas and their change over time. We can see that the proportion of recruitment on merit has gone up and the district quotas have decreased. The women's quota is unchanged and still below the minimum of 30 percent recommended by the Beijing Platform for Action and CEDAW and the parity laws of some Latin American and southern African countries. Even so, as mentioned above, the 10 percent quota is not always met.



Table: Changes in recruitment quotas for BCS

RECRUITMENT POLICY	1972	1976	1985 TO DATE
MERIT	20	40	45
FREEDOM FIGHTERS	30	30	
WAR AFFECTED WOMEN	10	10	
DISTRICT QUOTA	40	20	
A. WARDS OF FREEDOM FIGHTERS			30
B. WOMEN			10
C. TRIBAL			5
D. DISTRICT MERIT			10
TOTAL	100	100	100

Source: Compilation from different sources, Wahhab 2009: 5.

The subject of quotas is complex and discussed further below.

Quotas

There are criticisms that, in the past, quotas for employment to government service have been implemented without transparency. For example, appointments under quotas have never made public and do not feature in PSC annual reports. It was mentioned that quotas are discussed in the PSC meetings, but the results are not published, so that the individuals are not singled out or labelled.

There are varying perceptions on whether quotas for women should be maintained. Although the PSC does not divulge who is selected purely on merit and who is selected under quotas, it seems that candidates themselves are able to guess who is selected on the merit according to serial numbers, based on marks received in the exams. Although the number of women recruited in many cadres is more than would have been appointed just under the quota, male colleagues sometimes belittle them. Opinion in the FGDs was mixed, with some women feeling that enough women would be able to enter the various services through their own merit and others feeling that quotas are still necessary for some time to counterbalance the lack of equity and therefore access to entering government service on a 'level playing field'.

Interestingly, according to an analysis done by Wahhab (2009) quotas in Bangladesh in fact limit recruitment on merit to 45 percent. Where a limited number of posts are available, the first allocation is made



on merit, followed by geographical representation. If a cadre only has a limited number of posts vacant there may not even be anybody selected under the women's or other quota.¹³ The PARC report (2000) questions the need for geographical allocations as this cannot even be justified by the Constitutional provisions for the "backward sections of citizens". The PARC recommended that merit quotas should be increased to 55 percent from 45 percent, reducing the district quotas and keeping the women's quota at 10 percent (PARC, 2000: vol. 2, p46). It should be noted that the new Women's Civil Service Network members have discussed the need to maintain or even increase the women's quota and ensure monitoring of recruitment against quotas.

The issue of quotas is controversial and it seems no less so in Bangladesh, where recruitment is apparently made either on merit or to meet a quota. It could be helpful to begin a public discussion about this and perhaps explore the various models and outcomes for quotas. For example, is there a need to distinguish between merit and quotas? It would be interesting to explore the experience of other countries, such as South Africa, which do have quotas in place but which also stipulate that all appointments must meet minimum qualifications. This would require a complementary 'affirmative action' programme to temporarily counterbalance the historical and entrenched disadvantages faced by women in joining the BCS. Such a programme would probably need to cover all cadres to avoid a piecemeal approach and to draw talent from across the system, and could include recruitment drives and support for exam preparation, as in France. Nevertheless, there is certainly scope in Bangladesh to move the paradigm forward and see quotas as not incompatible with quality.

Given the range of options for types of quotas (recruitment, promotions, redundancies, recruitment panels, etc.) it may also be worth opening up the discussion around what possibilities could work in the Bangladesh context.

Conduct and discipline

Government Servants (Conduct) Rules (1979)

The Government Servants (Conduct) Rules were formulated with male public servants in mind and only in the definition section is it stated that "reference of wife in clause (b) of sub-rule (1) shall be construed as reference to a husband where the government servant is a woman" (GOB, 1979).

Government Servants (Discipline and Appeal) Rules (1985)

These are also gender-neutral and also do not use the word 'she'. There are no special provisions for disciplinary measures for women or for complaints by women. There is, however, a provision to deal with sexual harassment, which is discussed below.

The recruitment process is lengthy: it is almost impossible for the Public Service Commission (PSC) to complete the lengthy process of competitive examinations on schedule and delays are common.¹⁴

¹³ PARC 2000, working paper 24, Vol. 2.

¹⁴ The Bangladesh Public Service Commission (BPSC) is a quasi-judicial body established in 1972 under the Constitution of the People's Republic of Bangladesh. It works under the provisions of the Articles 137 - 141 of the Constitution of Bangladesh and certain other rules and regulations made by the government from time to time. The Chairman and such other members as shall be prescribed constitute the commission. There is also a full-fledged Secretariat to assist the Commission. Source: <http://www.bpsc.gov.bd/2011>



The recruitment process is also perceived as biased in that the selection is not on the basis of merit (Jahan, 2007). The PARC report analysed weaknesses in the recruitment processes and recommended the formation of three public service commissions to recruit different categories of officers. However, underlying issues also need to be addressed. For example, since the inception of the PSC in 1972, the chairmen and members have, with few exceptions, been appointed on political considerations and there are allegations of candidates being recruited based on their affinity with the ruling party.¹⁵

Although there are a number of women members of the PSC, there are no guidelines about having women on the interview boards and about what kind of questions can be asked or not (e.g. personal questions about the candidate's family life, marital status, plans for having children, etc. are not indicated as being unacceptable). Women also do less well in the oral examination, possibly because, due to their reproductive roles as defined by Moser (in ILO, 1998), they cannot manage the time to read newspapers and discuss with peers to gain a broader knowledge of political developments and general knowledge.¹⁶

Training

Training and professional development can be an important factor in advancing in one's career, providing knowledge and skills as well as visibility and networking possibilities. Therefore, efforts need to be made in order to ensure equal access to it.

The Public Administration Training Policy of 2003 states that training is one of the most important instruments for human resource development in the civil service. Although there are no gender-related objectives, one clause (iv) can be interpreted to include modernizing gender attitudes and another clause (vii) also implies that physical facilities, security and child care arrangements should be appropriate for women and men.

The Policy identifies the following "training fields" or areas and the last one does explicitly mention women's participation, although it is not clear whether this refers to women's participation in training opportunities in the cadres or to end-users of public services:

- policy formulation and policy management
- management functions; techniques and tools of human resource management
- delivery of improved services to the people
- supervision and monitoring
- evaluation and research; promotion of organisational values and culture
- creative faculty; collaboration and other important development issues including poverty alleviation, women's participation.

¹⁵ Neeti Gobeshona Kendro, 2010.

¹⁶ Interview with Chairman of BPSC, 2011.



POLICY AND IMPLEMENTATION REVIEW

In response to the above, many of the national training institutes such as BPATC, APD (Academy for Planning and Development), NAEM, BIAM, etc. now have courses and modules on gender analysis and mainstreaming through projects supported by development agencies such as DANIDA (APD), CIDA through PLAGE, the Policy Leadership for Gender Equality Project, (NAEM) and UNDP (BPATC).

The 2003 Training Policy was to have been updated with the involvement of a UNDP-assisted project on change management, but this has not yet been done. The UNDP CSCMP Project raised questions around whether the training institutes are at all using the present document and how far it provides useful guidance to them. It would be useful to have gender issues integrated during any updating of the policy.

The following are the core courses for the cadre services:

- Foundation training course: mandatory after entering into the service, generally given by BPATC and includes an attachment to a rural community.
- Professional training course: job-specific and given by the individual ministry/division/department at their professional training institutes (e.g. the police training institutes for the Police Cadre).
- Mid-level training Course: for officers of mid-level seniority (e.g. deputy secretary), who need to pass the Advanced Course on Administration and Development (ACAD), which lasts about two months. The performance in the training is a factor for future placement and promotion.
- Training for senior-level officers: senior executive officers (e.g. joint secretary) must attend a Senior Staff Course by BPATC and, again, their performance during the training is a factor in future postings. The training comes immediately after promotion to the rank of joint secretary (Ministry of Establishment/MOPA, 2003).

Sex-disaggregated training information at all levels has not been easily available, although course coordinators do know informally how many men and women were nominated for each course and how many actually attended. There did not seem to be any sex-disaggregated figures of civil servants trained at each level.

Section 4 of the Policy is on foreign training and only here is it explicitly mentioned that, 'Ministry of Establishment will maintain information relating to all foreign trainings and publish a report every year.' There is a perception that women are disadvantaged when it comes to foreign training opportunities.¹⁷ Women in the FGDs mentioned that they do not get many opportunities as men, while men felt that women could not always avail themselves of the opportunities that are given to them, especially for longer training that entails leaving the family behind. However, as mentioned later in the report, the families are generally willing to 'make sacrifices' to let the women go abroad, as foreign training is perceived as prestigious.

Section Five of the Policy concerns how to organize training and includes provisions for needs assessment, design of contents and preparation of training manuals, and plans. There is no provision to address the needs of women and men differentially and, as far as could be ascertained, the needs assessments so far have not taken into account whether women officers have any specific needs,

¹⁷ Workshop report CSCMP April 2010 and FGDs carried out for this study.



resulting in a curriculum and delivery methods that do not address this either. In terms of delivery, it would be helpful to understand the gender balance at each kind of training and analyse whether any of the current provisions could be updated to help improve this, for example, through more accessible training timings, venues, and delivery means, including online.

The first priority could then be to address any provisions that harm women and subsequently this could be reinforced by specific measures to improve the gender balance on training courses, such as quotas and/or sensitization of officials. Course coordinators do try to have a gender balance among participants, but this is informal rather than systematic, as observed both in BPATC and in the MATT 2 groups. In terms of content, any differences between women's and men's specific needs could be analysed and then inform updated course materials and approaches.

Given the central importance of training courses to promotion and career advancement prospects, and the patchy but easily checked evidence that women are often disadvantaged (albeit unintentionally), a gender analysis of the various provisions and outcomes appears to be an essential step in any attempt to improve the gender balance. The box below shows how a gender-neutral policy coupled with a lack of adequate state facilities can disadvantage women's employment/promotion in the civil service.

Box: Lack of day care jeopardizing women's appointments

Women in BPATC and NAEM highlighted their concern that pregnant women were being discouraged from attending the Foundation or Professional Course and that NAEM does not have a functioning daycare centre. Some women in the Education Cadre said that they had had to delay their training because their children were too small to leave behind, but that provision for women to bring the child to work with a helper and a dedicated space in the training centre could have enabled them to attend. This is a key issue, as the appointment is not finalized until this Foundation course is completed.

Focus group discussions with women cadres in BPATC and NAEM, September 2011.

BPATC authorities apparently felt that pregnant women might be "unwell," unable to attend classes regularly or unable to perform the necessary physical training, although physical exercise during the first seven to eight months of pregnancy is generally good for the health of the mother and child.¹⁸

Police women (constables) recruits are trained in separate facilities from the men for various logistical reasons. The increased recruitment drive for men and women is straining training facilities and the Rangpur Police Training College has now been exclusively reserved for the training of women police officers.¹⁹ This dedicated centre undoubtedly presents important potential to equip it appropriately and to adapt timing and delivery modes of training to meet women's needs, and it would be interesting to follow up with a study on whether this had made any difference on the number of women police officers.

¹⁸ Focus Group Discussions for GEPA case study, 2011.

¹⁹ Interview with senior management at Police Headquarters.



Promotions

Although the process of direct recruitment is conducted by the PSC, all appointments to the senior civil service (deputy secretary and above) are made by the Prime Minister upon the advice of the Superior Selection Board, comprised of the Principal Secretary, the Cabinet Secretary, the Secretary of the Law Ministry, the Secretary of the Home Ministry and the Secretary of the Establishment Ministry. Promotions up to middle level are based on seniority and therefore routine – the women consulted in the FGDs and interviews felt that there is no gender bias up to middle level, although the health sector has specific issues (see below).

However, at more senior levels, there is a feeling that women might not be as skilled as men in ‘maintaining the liaisons’ and networking, which are necessary to secure promotions.²⁰ Another woman interviewed mentioned that the feedback she had been given for delays in being promoted to Additional Secretary was that she did not have enough exposure or ‘visibility’. Those interviewed felt that there might be more women at senior levels if top positions were appointed from across all cadres to avoid any possible cadre bias and lack of sufficient women in any individual cadre.

The PARC report (2000) discusses the problems of promotion due to the cadre system. Although a senior service pool was indeed established in 1979 to broaden the base for the highest executives and policy-making positions by bringing in eligible persons from various cadres, quota reservations for all cadres were introduced. However, this was not altogether effective, as the PARC report (citing the Government That Works report) states, “Most of the top decision-making positions like Additional Secretary and Secretary go to the administrative cadre officers, followed by other generalist officers.” This limits promotion opportunities for women and men, and it seems that sensitization initiatives are needed alongside any formal provisions.

There are presently two ways in which women and men can enter the general cadre and be eligible for the most senior posts:

1. By applying to become deputy secretaries (where each cadre has a quota for the number of candidates it can supply)
2. Through the Presidential Quota, which also allows for lateral entry.

Neither of these provisions is exclusively reserved for women, but there are anecdotes of various ministers and even the prime minister being sensitive to the dearth of women in senior positions and making special efforts to identify and place appropriate women candidates.²¹

²⁰ FGD, Foundation Course BPATC.

²¹ Interviews with various senior government officials, such as Secretary of MOWCA, 2011.



The box below illustrates the situation in the education cadre.

Box: Women at senior levels in education

In interviews with senior women of the Education Cadre, it was mentioned that there are a number of women in senior posts, such as heading various government colleges in the capital, including boys' colleges. There have been women in the post of DG Secondary and Higher Education since the 1990s and women have twice been Chair of the Dhaka Secondary Education Board. It was felt that there was no discrimination in promotions, which were proceeding according to the rules.

The Draft Civil Service Act provides for promotions based on merit and performance (MOPA, 2011). While the idea of competing did not seem to be a problem in the FGDs, there was a perception that there could be biases in the system, mentioned above, that would disadvantage women. Those in support of merit-based promotions felt that these would open up opportunities for women as well as men. However, FGD participants perceived some reluctance to appoint women to responsible posts, although they were eventually accepted once they had been in the post and able to prove their worth. This highlights that, due to prevailing stereotypes and insufficient sensitization of appointing bodies, there is more onus on women to prove their worth than on their male counterparts.

Overall, it was felt that improved and transparent career planning would make promotions and career development more satisfactory for women and men and help to counterbalance some of the gender biases favouring men.

There are no quotas for promotion and, interestingly, women felt that these would undermine the merit basis of promotions and their effectiveness in the post, once promoted.²² Transparent and gender-sensitive criteria, gender-balanced and gender-trained recruitment panels and occasional special measures such as fast-track schemes for high-potential women were felt to be preferable.

Field postings and transfers

FGDs indicated that government rules allow for husbands and wives in government service to be posted near each other, but postings to remote locations were mentioned as the greatest barrier to women's joining and continuing in the civil service and paradoxically as one of the areas that are most closed to women. It was difficult to obtain sex-disaggregated figures on dropouts or dismissals, but the PSC is responsible for handling cases of persons who have been posted to a certain location and who do not eventually take up the post and could therefore collect and share this data.

Focus Group Discussion participants said that many qualified women doctors do not take up their first posting, especially as the timing of field service and the start of married life and family responsibilities are often simultaneous. It is acceptable for men to be posted in various locations and it is expected that their families will join them, but this is not the case for women civil servants. As mentioned in the FGDs, some women spend considerable time and effort lobbying to seek more feasible postings and change posting orders (e.g. in the health and education cadres). For doctors, the growth of private-sector

²² This point was made in the FGDs and also discussions of the Women's Civil Service Network.



medical colleges, hospitals and clinics and of teaching posts in medical colleges and private medical practice gives them other options besides the government service with its obligatory field postings.

The draft Civil Service Act (2011) presently under consideration even includes a provision for service in remote areas to count for supplementary length of service while being considered for promotion. This is likely to inadvertently strengthen the male bias still further in higher levels of the civil service and should urgently be reviewed.

A different kind of constraint was mentioned in discussions with the Policewomen's Network, where some women wanting a field posting or active duty are not considered or accepted as it is assumed that they will not be capable. This was also the case of a women forestry official recounted in an FGD. Women in the FGDs and interviews also discussed how enjoyable and challenging field postings could be for them, as they could have real responsibility and take decisions that would affect the lives of others, which is not possible at even middle level in central government. For most cadres, it was felt that the field posting gives an important foundation for the rest of their careers and women felt that, in order to serve the public, civil servants need exposure to rural areas and peri-urban areas, where they are the most needed, as well as centrally.

It seems, therefore, that assumptions cannot be made that women will automatically be unwilling or unable to take up field postings, and this needs to be balanced by the disadvantages faced by women in particular when posted to remote locations. One way forward could be to introduce sensitivity to family considerations for women and men for the location and kind of posting.

Sex-disaggregated data for Human Resource Management and Planning

Any effective strategy for the implementation of gender equality commitments of the Government of Bangladesh would need effective monitoring and oversight mechanisms, which, in turn, rely on good quality sex-disaggregated data. The PARC report (2000) also identified a lack of effective monitoring as one reason why the numbers of women were lagging behind, especially in classes III and IV, for which there were enough qualified women in place.²³

The Ministry of Women and Children's Affairs has a mandate to advocate for women's interests, which includes monitoring 'women in development' (WID) activities of ministries through designated WID Focal Points/Associate and Sub-WID Focal Points who are joint secretaries or joint chiefs in charge of planning and development (and can be either women or men). The Violence Against Women (VAW) Cell of the ministry, in addition to its VAW related activities, receives quarterly reports from all ministries, departments and corporations on fulfilment of recruitment quotas and the number of women and men employed as a percentage of total posts. However, the consultant observed that, while some ministries and corporations were regularly supplying this data, most were not. The format could also be updated to enable analysis by class of staff and by levels of seniority. Once received, this data received is not compiled and analysed by MOWCA or fed back to the agencies sending this. This is primarily due to a lack of human and technical resources. It is possible that, once such a system is successfully piloted, the value of sending in information will be more apparent to line ministries and agencies. However, without

²³ P. 35, Vol. I.



effective and accountability mechanisms at individual as well as institutional level, including incentives/disincentives, even this may not be sufficient.

In terms of quotas, there is no accountability for meeting, exceeding or failing to achieve quotas, as already identified by the PARC report.²⁴ As mentioned in the earlier section on methodology, most ministries and departments do not have current sex-disaggregated data on their staff in various categories and at various levels; it has not been prioritized in the design of MIS systems and is not part of regular reports. This may be in part due to an apparent lack of strong demand for (or use of) sex-disaggregated data. This is an area in which international organizations and civil society could provide technical expertise, as it also would enable better quality country reports for CEDAW and labour conventions.

Summary

Although a gender imbalance was identified at least as early as 1996 and a quota for women has been established, the proportion of women remains well below the recommended minimum 30 percent at the decision-making level. Many underlying policies to do with human resources are gender-neutral and therefore tend to impact more negatively on women than on men, due to the gender roles and responsibilities of women and men in Bangladesh. This means that government quotas – let alone the minimum internationally established threshold of 30 percent – are not met. This suggests that, although quotas are important, they need to be backed up by active measures to ensure that the quotas can realistically be met.

GENDER POLICY AND FRAMEWORKS

International frameworks

Convention for the Elimination of all forms of Discrimination against Women (CEDAW)

Bangladesh ratified CEDAW in 1984.²⁵

The CEDAW Committee has raised the issue of low representation of women in decision making in the review of the Third and Fourth Combined Reports (in 1997) and also during the review of the Fifth Periodic Report in 2004. In 1997, the concern was that, 'The number of women in decision making positions was still small' (448). The corresponding recommendation was that, 'The continuance of affirmative action measures such as quotas for women in Parliament, in local bodies and in the civil service. This should be accompanied by capacity-building and skills training' (463).

In 2004, the concern was again raised that, 'The number of women in decision making positions remained low and there was a lack of a women friendly environment in the service sectors' (255). The recommendation was to 'adopt proactive policies for women's increased participation at all levels [...] and establish effective policies and a timetable to increase the number of women in decision-making positions in all spheres [and] that the State Party introduce legislation providing for the direct election of women to the National Parliament [to] promote a women-friendly environment that would encourage the participation of women in the public life of the country' (256).

²⁴ P. 35, Vol. I.

²⁵ http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-8&chapter=4&lang=en



POLICY AND IMPLEMENTATION REVIEW

Beijing Platform for Action

This was established at the Beijing Conference in 1995 and has a number of important strategic objectives and actions recommended for national governments and other actors.²⁶ Since the Beijing Conference the Bangladesh Government has committed to increasing the number of women at decision-making levels. During the subsequent drafting of the National Action Plan for Implementation of the Beijing Platform for Action (BPFA), during the formulation of the National Women's Policy and in negotiations with UNDP regarding a sector-wide programme on gender mainstreaming, the government has agreed to support the enforcement of the 30 percent target for women in decision-making.²⁷ This is very positive.

National Women's Policy (2011)

The National Women's Policy (2011) traces the national priority given to women's representation in national administration and politics back to a 10 percent quota for women's employment from 1972, as well as two women ministers being appointed at that time and the first woman director general of the Bangla Academy being appointed in 1974. The Policy provides that 10 percent of gazetted posts or those of similar status will be reserved for women and 15 percent of posts of class 3 and 4 employees will be reserved for women. Sixty percent of primary teacher posts have been reserved for women and 30 percent of secondary school teacher positions (MOWCA, 2011b, pp.12–13).

Section 33 of the Policy deals with administrative empowerment of women and addresses the issue of increasing the number of women at senior levels of public service through lateral entry and contractual appointments. It mentions that more women will be appointed to administrative, policy-making and constitutional posts (33.2) and that women will be nominated to various international and UN posts and assignments (33.3).

Clause 33.4 also states that, in order to increase the number of women at all levels including at entry level, quotas for women should be increased, for gazette and non-gazetted posts. In recognition of the fact that quotas are now not always fulfilled, it recommends that quotas be fulfilled and the quota system be fully implemented (MOWCA, 2011b, clause 33.4). The Policy foresees that quotas should be introduced in all autonomous and statutory state authorities and that non-government and voluntary organizations should be encouraged to have similar quotas.

The National Policy also refers to the UN recommendation that, in order to ensure women's full and equal participation in policy and decision-making, special effort will be made so that not less than 30 percent of posts at such levels are filled by women (MOWCA, 2011b).

These policy provisions are important and the challenge will be to deliver on them, especially given that quotas have not always been met in the past. This means that it will be important to understand why these quotas have not been met, followed by:

- including incentives and/or penalties for meeting and not meeting quotas
- strengthening oversight mechanisms, based on sex-disaggregated data.

26 Strategic objective G.1.: Take measures to ensure women's equal access to and full participation in power structures and decision-making; and Strategic objective G.2.: Increase women's capacity to participate in decision-making and leadership.

27 Interview with UNDP Dhaka official.



It might also be necessary to engage in advocacy and sensitization initiatives with civil service bodies to ensure that they are aware of provisions related to women's employment and representation in decision making in the new National Women's Policy and can begin to consider implications for harmonizing this policy with recruitment, training and related policies within the BCS.

SUPPORT POLICES AND SERVICES FOR AN ENABLING ENVIRONMENT

In the public sector employment, men and women enjoy the same benefits and amenities in all respects, including in pay, allowances, pensions and other financial benefits. However, as the PARC report (2000) reiterated the findings of previous reports (specifically the Public Administration Study Report of 1993 and Government that Works, 1996), massive improvements in working conditions are needed to attract women to the civil service. It suggested that an enabling environment should be created in jobs outside the capital by providing the following:

- Appropriate and secure accommodation and transport for field visits
- Daycare centres, health and education facilities for children
- Allocation of separate toilets for women employees, security arrangements, etc.

The following section will review areas where FGDs have identified a need for special provisions or where they exist already.

Maternity and paternity leave

The right to maternity leave has been assured by government and, indeed, was increased from four months to six months in 2011. This was in response to a proposal by the Ministry of Women's Affairs.²⁸ There is also a circular providing 15 days of paternity leave for men. The responsiveness of government and recognition of men's right to assume joint responsibility with women for their families are important.

Women in the FGD discussions welcomed the recent increase and stressed the need for paternity leave so that men can help take care of new-borns and start to challenge gender stereotypes in the home.

Childcare

Most government offices and facilities do not have childcare arrangements, although this is provided for in the Labour Act. Section 94 of the Bangladesh Labour Act (2006) stipulates that workplaces with more than 40 women should provide for separate childcare facilities for children up to six years of age, near the workplace with adequate light, space and fresh air. It also says that older children should be provided with a safe space to play outdoors. Because most public administration bodies have over 40 women, they should in principle have these facilities, but, as mentioned above, they do not (Sultan, 2010).

Private daycare providers are very limited and there are only token government run daycare centres run by the Department of Women's Affairs in a few cities. It is important to understand why the employers and state are not able to provide the required childcare facilities and then to propose measure to address this basic requirement.

²⁸ Interview with Secretary of MOWCA.



The Department of Women's Affairs started a project with Danida support in the 1990s to set up daycare centres in various districts. Presently the project is fully government-funded and it has even established a daycare centre in the central government Secretariat. There also plans for MOWCA and Ministry of Home Affairs (Police) to set up such a centre and MOWCA has also prepared policy guidelines for delivering standardized daycare services.²⁹ However, most government offices and facilities do not have childcare arrangements, even though this is provided for in the Labour Act. The importance of childcare was raised in a number of the FGDs with younger women officers, who felt that this was an entitlement and not a special privilege.

The section on the training policy and its implementation has already discussed the constraints for women by training centres such as NAEM (for the Education Cadre) and Sarda (Police Training Academy) not having functioning daycare centres.

Accommodation and Physical facilities

The Bangladesh Labour Act (2006) specifies that a separate washroom is required when there are 40 women employees or employers need to ensure adequate privacy and hygiene for women to use common toilets. This condition is not met in many workplaces, even in the Central Secretariat building. There is a need for a mechanism to embed this into any standard infrastructure plans and their official approval. The Labour Act also stipulates that a separate rest/sick/prayer room should be provided if there are over 25 employees (clause 93), but this too is generally absent.

To respond to women's housing needs, the Ministry of Women and Children Affairs (MOWCA) has implemented projects to construct hostels for women in urban centres. The Ministry of Health and Family Welfare (MOHFW), the largest employer of women, also has a programme to improve working conditions of women, including accommodation.³⁰ Police reform initiatives have similarly identified a need to improve the physical facilities of police stations to meet the needs of women clients (including prisoners) as well as of police officers. The model police stations have been designed to take into consideration the seating, accommodation and toilet facility needs of women constables and sub-inspectors. They include accommodation for three to five women. This has led to the drafting of guidelines for gender-sensitive police stations.

There has been a massive investment in health infrastructure with health centres and hospitals being upgraded to meet increased demand. However, equipment, accommodation and rooms for doctors have not been increased/provided in a commensurate manner. (See discussion of this in the Annex on women in the Health Cadre.)

Women in the FGDs and interviews with the Education and Health Cadres mentioned how important it is to have safe accommodation when they are posted away from their homes. The BCS General Education Association has taken up the issue so that college buildings must incorporate residential facilities for women.

²⁹ Interview with Secretary of MOWCA.

³⁰ GOB CEDAW Sixth and Seventh Combined Reports, 2011.



The requirement for a separate rest/sick/prayer room under the Bangladesh Labour Act (2006) is generally not met.

Sexual harassment – Violence in the workplace

The Government Servants (Conduct Rules), 1979, Section 27 on the conduct or behaviour towards female colleagues states that ‘no government servant shall use any language or behave with his female colleagues in any manner which is improper and goes against the official decorum and dignity of female colleagues.’ (GOB, 1979, Rule 27a)

The later High Court rulings around sexual harassment (discussed more fully below) specified that they should be read in conjunction with the Government Servants (Conduct) Rules. However, there is no way to know whether this provision is being used. Although there is now a discussion about the need for a Code of Conduct for civil servants, this is not mentioned in the Government Servants (Conduct) Rules, 1979, which are currently in force. The ILO is responsible for working with employers in the private and public sectors to address violence against women in the workplace under the joint UN programme on VAW. This project is addressing issues of violence, including sexual harassment in the workplace.³¹

Women civil servants at a workshop arranged by CSCMP in June 2010 felt that there is a need for wider dissemination of the provisions against sexual harassment and stronger enforcement of the provisions.

The issue of sexual harassment especially in educational institutions and in the workplace has received increasing media coverage and reports of the suicide of young girls due to the humiliation endured. The sexual harassment of women in workplaces has not had the same kind of media coverage or public sympathy, although some research has been done on this in the garment factory setting.

The Bangladesh National Women Lawyers Association (BNWLA) filed a writ petition in 2010 under Article 102 of the Constitution to formulate policies to protect women from sexual harassment in workplaces/educational institutions and other public places and to take immediate steps to enact legislation to address sexual harassment.³² In response to this, the High Court ruled in May 2010 that any kind of physical, mental or sexual harassment of women, girls and children at their workplaces, educational institutions and at other public places, including roads, was a criminal offence, punishable by fines and/or imprisonment.³³

The directives in the form of Guidelines, and with legal status, set out the duties of employers and authorities, define sexual harassment and set out measures to be taken in dealing with the issue. These include creating public awareness and taking preventive steps and disciplinary action and describe how a complaints committee should operate. MOWCA has circulated these guidelines to each division of each ministry, specifying that committees should be formed and the composition of the committees.

31 Project Name: Promoting Gender Equality and preventing VAW at workplace. Implemented by ILO and Ministry of Labour and Employment in association with BEF, NCCWE and other civil society organizations. Funded by: MDGF-Spain, Under UN Joint Programme on VAW. Project Period: 2010-2012 (to be extended until June 2013).

32 No. 5916.

33 The ruling detailed sexual misdemeanour as ‘any kind of provocation through phone calls or e-mail, lewd gestures, showing of pornography, lurid stares, physical contact or molestation, stalking, vulgar sounds or any display of a derogatory nature.’ <http://www.dpiap.org/resources/article.php?id=0000194&year=&genreid=05>.



Box: Duties of employers and authorities as defined under the High Court directives on sexual harassment

Duties of employers and authorities are defined as follows: 'Since it is the duty of all citizens and public servants to observe the Constitution and the laws, and since the Constitution of the Republic in several articles ensures gender equality and the State's firm and consistent stand against all sorts of discrimination on the ground of sex, and since the Constitution ensures equal rights of women with men in all spheres of the State and public life and contemplates equality before law and right to equal protection of law, it shall be the duty of the employers and other responsible persons in work places.'

Source: Website of Disabled People's International Asia-Pacific Region.

In the case of the police, there is an expectation from the management that the Police Women's Network would also help deal with cases of sexual harassment.

It was felt that there is a lack of understanding on the part of men and women on what constitutes sexual harassment. This leads to offensive language being used, inappropriate jokes, conduct, etc., without women always being able to protest and men not realizing the inappropriateness of the behaviour. Therefore, there is a need for wider dissemination of the provisions against sexual harassment and stronger enforcement of the provisions (views of women civil servants at workshop arranged by CSCMP in June 2010).

Gender blindness and discriminatory attitudes

A senior official in the Department for Higher and Secondary Education said that they felt that an education cadre officer was first and foremost an education cadre official and that his or her sex was immaterial.³⁴ Whilst this displays a certain neutrality and emphasis on merit, which are both positive, it also indicates 'gender blindness' in that the specific needs and contributions of women and men risk being overlooked. If not addressed, and given the underlying socio-economic bias in favour of men, there is a risk of gender-neutral policies inadvertently impacting negatively on women.

The interviews highlighted that women sometimes faced discriminatory attitudes, remarks and behaviour from male colleagues, and that traditional stereotypes resulted in their having to work harder than men to prove themselves. They mentioned remarks and jokes about their leaving early and watching the clock. The culture of long hours and staying after office hours is seen as positive, which disadvantages women with domestic duties. Taking maternity leave is seen as a privilege rather than an entitlement and women felt that they are seen as women first and officers second. This statement is not incompatible with the previous discussion in which women were considered officials first, with their sex immaterial; the issue is that equality does not mean sameness, so differences need to be understood and addressed. Other examples of discrimination include being overlooked for training due to supervisors assuming that they will not be able to go.

34 Interview with senior official in Directorate of Higher and Secondary Education.



Despite all this, however, one positive outcome of the interviews was that some respondents felt that the attitudes of senior men towards women in the civil service were gradually changing. This was partly as they, too, had wives and daughters engaged in professional work.³⁵ One implication of this is that increasing numbers of women – especially in middle and senior positions of the BCS – could further generate momentum by engaging the support of their husbands and fathers.

Family support

The value given by families to women's work was seen as determining to a certain extent how well they can perform. Families' willingness to be mobile is one example, and sharing responsibility for rearing children is another. Recognition that the rest of the family and society (in the form of daycare and quality schooling) has a shared responsibility in this regard was felt to be important, as was It was emphasized by a number of the women in the FGDs that families must feel that the responsibility for children and the household is joint and can and should be shared. Along with the importance of motherhood, "fatherhood" should be valued and stressed (FGD with women in Foundation Course BPATC). The box below gives the example of a family negotiating foreign postings.

Box: Taking turns to go abroad

One of the younger women police officer mentioned that her husband (who is also a police officer of the same rank) is not supportive of her being on active service because they have small children. She therefore has a desk job. However, she is now eligible for going on a foreign mission and has negotiated with her husband that, if selected, she will go, especially since he and her other batch mates have already been on such a UN mission.

Source: Interview with woman police officer.

Summary

In conclusion, we see that the overarching provisions of the Constitution, GOB endorsement of CEDAW and the National Labour Code (2006) and the National Women's Development Policy, in particular, provide important policy provisions for gender equality and even special measures for women in the public administration. These are also echoed in some sectoral policies such as the health and education policies, both of which were recently formulated and approved. However, older sectoral policies and acts such as those related to the police date from a time when it was not envisaged that women could even be part of the police service. These have not, however, been reflected in the provisions of the draft Civil Service Act or the existing civil service regulations, which are gender-neutral and therefore have important omissions.

The main policy gaps, therefore, relate to the need for more systematic updating of key policy measures to incorporate important measures and increase consistency between them, as well as to clear measures for tracking implementation at the institutional and national levels. It is also important to consider more specific wording and an emphasis on how policies could work in practice.

However, there are also encouraging initiatives with regard to policy and implementation.

³⁵ Interview 21 August 2011.



SPECIFIC INTERNATIONALLY SUPPORTED PROGRAMMES AND INITIATIVES

SPECIFIC INTERNATIONALLY SUPPORTED PROGRAMMES AND INITIATIVES

This section will mainly discuss two project initiatives contributing directly to civil service reform. In addition to the national initiatives on public administration reform there are a number of donor-assisted initiatives for the strengthening of the civil service that are playing an important role in formulating and implementing reform measures. This section will explore how well these address gender equality. The project activities related to the police sector, health and education are discussed in the relevant sections.

The UNDP has been carrying out a second phase project entitled the Civil Service Change Management Programme (CSCMP) from 2009, which is due to end in 2012. This is a follow-up project to one, which supported a civil service for the 21st century. The project provides technical assistance to the government to support the improvement and gradual transformation of the civil service. The programme has three components:

1. Managing change in the civil service
2. Capacity development of training institutes
3. Ethics and integrity in the civil service.³⁶

Although the project mentions gender mainstreaming as a cross-cutting issue and refers to career planning and guidelines for officers, the project document did not contain or provide any analysis of gender issues in the civil service. There were no specific indicators, outcomes or activities relevant to gender and gender did not appear to be mainstreamed through the others. The project addresses the 28 civil service cadres and the capacity of institutions such as the PSC and BPATC, which benefit all cadres. One of the major activities undertaken by the project has been to support the drafting of the Civil Service Act and a series of consultations and revisions have taken place. However, the draft Act does not have any specific provisions for women in the civil service. A series of rules are to be drafted for implementation of the Act and it has been suggested that these might include gender issues. This is clearly an extremely important entry point for the UNDP and/or other actors.

Gender issues have thus not figured prominently in the civil service reform agenda in this project. Instead, as stated by the project manager, an HRM or human resources management angle was taken to bring in gender issues. The project management argued that, in the case of education, half of the students are girls and, in the case of service provision, half of the clients are women and therefore it would make sense for half of the service providers to be women.

Activities related to gender were added half-way through the UNDP project when it was decided to facilitate the creation of a Women's Civil Service Network. In April 2010, a workshop was held by the project with women in the civil service to assess the opportunities for forming such a network and to develop gender guidelines and other methods of professional development for women in the Bangladesh Civil Service. The purpose was to increase the representation of women in the service and improve the quality of service delivery to women *and* men. It gave the opportunity to hear from the women civil service officers themselves about the challenges in the service and how these can be overcome; some

³⁶ Project Document of CSCMP, UNDP/GOB, 2008.



of these have been taken up by the present report. A common recommendation was the formation of a Women's Civil Service Network to bring together women across the various cadres, give them a space for interaction and networking and enable them to have a voice.

Another meeting of the association was held in May 2011, where a draft constitution was presented and cadre focal points were selected.³⁷ The draft constitution is now being finalized and the association will be formally registered shortly as a Network. It will have an advisory body with senior male and female civil servants (ratio of 7:3).³⁸ It is to be a completely non-political body. Its objectives refer to:

- building relations and communication amongst members
- capacity-building of members
- contribution to policy formulation on women's rights and also
- welfare measures for its members.

It is envisaged that it will have a role in capacity-building will allow women posted in various locations to maintain contacts with their peers. It is not envisaged that the network will deal with individual cases.

Managing at the Top Project 2 is a joint initiative of the government and DFID for incremental administrative reform. The current seven-year project started in June 2006 and will end in June 2013. "It aims to create a critical mass of reform-minded civil servants who will generate reform, through mutual support and pressure and through their won improved performance at strategic and influential locations within the civil service and will demand administrative reform" (MATT Alumni Brochure). The project works mainly with senior civil service officers in ministries and their subordinate institutions to develop their abilities to identify, target and improve the government's capacity to meet the needs of its clients, the citizens of Bangladesh. The project covers the levels from senior assistant secretary up to additional secretary. A characteristic of the approach is the use of experiential learning, which is a work-based, structured development tool that requires these senior officers to use their skills and knowledge to design, test and implement actual work-based reforms.

Each of the objectives of the programme mentioned below could have gender dimensions that could have been made explicit if planned and designed in gender-responsively. Some dimensions/aspects that could have been addressed include:

- Strengthening strategic HR capacity in Ministry of Establishment (MoE) through training, internships, mentoring & consultancy support. This could address the capacity of MoE to address gender disparities, and identify differential gender needs of the staff.
- Developing systems for improved needs-based deployment through: work force and career planning and merit-based promotion and performance appraisal. Planning and managing family and career is different for women than for men; performance appraisals should ensure that they do not favour only male characteristics and male management styles.

37 The president of the proposed network is Ms. Suraiya Begum, Secretary Ministry of Cultural Affairs and the general secretary is Ms. Nasreen Akhter, Deputy Secretary, Ministry of Public Administration.

38 Interviews with President and Secretary of Association.



SPECIFIC INTERNATIONALLY SUPPORTED PROGRAMMES AND INITIATIVES

- Designing and delivering a practical, performance-based and graduated training programme informed by national and international best practice. As discussed above, training needs for women and men need to be distinguished (where relevant) and addressed differently (also where necessary).
- Developing capacity of BPATC through curriculum and materials development, research/knowledge management, ToT, mentoring, specialized training and fellowships. This could specify that it would address differential gender needs of participants, develop faculty and management to be more gender-responsive, etc.

(Source: MATT2 website)

Also as stated in undertaking the above activities, MATT 2 will develop a critical mass of reform-minded managers in the Bangladesh Civil Service who will promote, among other things, pro-poor, gender-sensitive reforms within GOB. In particular, two priority areas are:

- a) Improved service delivery to the poor, including services that promote the advancement of poor women and children, especially girl children, to eradicate poverty
- b) Promoting senior women managers; maximizing the engagement of women in MATT 2 development programmes; developing a women-friendly working environment in the civil service; and supporting the development of a MATT Women's Alumni Group.

Point (b) is important and could be further integrated fully into the project document and the implied link between the two points is also interesting in terms of a 'business case' for addressing gender balance in the public administration. However, the target outputs of the project logical framework analysis (LFA) and the objectively verifiable indicators (OVIs) do not explicitly mention the number of men and women to be supported or any special activities for women. No quotas or targets were set for how many senior women would be supported. However, the interview with the project team suggested that women participants tended to do better and generally went on to stage 2 of the training (17 percent of those who went to UK for training were women).³⁹ Women are encouraged to work with male colleagues in project teams. Participants are also encouraged to work on projects related to pro-poor and gender-sensitive reform and given a short orientation on how to address gender issues in project implementation plans.

The MATT Women's Alumni Group was formed between 2006 and 2009 with 30 to 40 women, but the group was unsure of how to move forward and has been absorbed into an alumni association for women and men. However, the experience of the MATT project team was that women did not articulate their specific gender issues in mixed groups. This need may be considered by the Women's Civil Service Network.

³⁹ MATT website.

SPECIFIC INTERNATIONALLY SUPPORTED PROGRAMMES AND INITIATIVES



As of July 2011, the MATT-2 Stage 1 Development workshop programme had reached a total of 1,365 BCS officers, including 206 women (15 percent) in 32 regular batches and two special batches of additional secretaries. MATT 2 consultants have carried out Development Needs Assessments that have priority development and it is possible that gender issues also emerged, but they were not highlighted by the project team.

In conclusion, both projects have begun to address gender issues, but these have yet to be seen as core to project objectives. It is interesting that project staffing also reflects a gender imbalance. DFID and UNDP staff also confirmed that, for them, the projects were about other issues in civil service reform and not about addressing gender equality and equity.

It should be noted that the ILO is working with employers in the private and public sectors to address violence against women in the workplace under the joint UN programme on VAW.⁴⁰

⁴⁰ Project's Name: Promoting Gender Equality and Preventing VAW at Workplace. Implemented by: ILO and Ministry of Labour and Employment in association with BEF, NCCWE and other civil society organizations. Funded by: MDGF-Spain Under UN Joint programme on VAW. Project Period: 2010-2012 (would be extended until June 2013).



KEY ISSUES, CHALLENGES AND GOOD PRACTICES

This section briefly summarizes some key issues and draws on the above, as well as the analyses on the education, health and police sectors in the relevant annexes.

Challenges

Some of the challenges that have been presented include:

- lack of targets in line with international norms within the public administration, despite repeated calls for improvement of gender balance and gender equality
- many policies and regulations are gender-blind and disadvantage women more than men, given gender roles in Bangladesh
- discriminatory attitudes of public administration staff
- mixed impact and perceptions of quotas
- lack of childcare, separate toilets, appropriate accommodation and gender-sensitive physical facilities
- lack of well-coordinated and publicly available sex-disaggregated data to allow tracking of underlying trends, e.g. uptake of training opportunities.

Good practices and advances

There are a number of good practices, advances and entry points, including:

- government commitment to continually reform and address gender equality in the public administration, as evidenced by various policy advances and the strong support and engagement with this case study (see annex on national consultation workshop)
- the draft Civil Service Act presents an excellent opportunity for the government to incorporate gender-sensitive provisions, such as reflect international participation minimum targets for women, provide for targeted special measures where there are imbalances, and review and amend all public administration statutes with a 'gender lens'
- increase in maternity leave and likely introduction of paternal leave
- women's networks for the civil service including sector ones (police)
- recruitment drives in the police sector, which have resulted in more women recruits
- signs of changing attitudes, such as family support to enable women to take advantage of prestigious training opportunities.



RECOMMENDATIONS

The recommendations below are aimed at strengthening the public administration and the gender policy framework, building on progress to date. However, there is a window of opportunity at the policy level as well as in terms of programming. International technical and financial support remains important, as Bangladesh, despite having made great progress, is an LDC, and interventions should also begin to explore ways of tackling entrenched gender roles in both women and men.

Recommendation 1: Legislative and policy reform related to public administration.

A number of policies and acts need to be brought updated and made consistent with the national women's policy and national development plans. The draft Civil Service Act, currently being finalized, and its bylaws, are a key piece of legislation and a priority, but the Police Act also needs updating. As well as explicitly including non-discrimination and gender equality principles, they should also include elements described below.

Quotas: There is a mismatch between the 10 percent to 15 percent quotas currently in place and the minimum of 30 percent as recommended by international instruments, and a priority would be to streamline national quotas to reflect international commitments. In the National Workshop on Gender Equality in Public Administration organized by the Ministry of Public Administration, Civil Service Change Management Programme, UNDP, 8 December 2011 (see Annex 7 for report) to discuss the present case study, it was recommended that quotas for gazetted officer posts be increased from 10 percent to 15 percent and quotas for non-gazetted posts be increased from 15 percent to 20 percent. Current quotas appear to apply to recruitment only, whereas the 30 percent minimum recommended by the Beijing Platform for Action and other international commitments refers to the resulting numbers of women in PA. Targets could be applied to training and complementary measures employed, such as gender balance on recruitment and promotions panels. As well as these specific measures, officials need to be sensitized to quotas and targets representing a minimum, not a maximum, and, once the gender balance begins to improve, these could be revised upwards, as in South Africa. The use of quotas or targets should be extended to semi-autonomous government organizations and corporations.

Recruitment drives: The police force experience shows that information and recruitment campaigns can be effective in encouraging more applications from women to even a male-dominated PA body, and this initiative should be adapted and employed by other bodies. This could be done in a targeted way to address gender imbalances in specific areas or at specific levels, as well as at entry levels.

Opportunities and procedures (including eligibility criteria) for persons within the civil service to access the general cadre (at deputy secretary level) and eligibility for the Presidential Quota should be made transparent and disseminated widely so that women and men know about the opportunities available and apply. This also applies to the process of lateral entry from outside the civil service to senior levels. As there is still a dearth of qualified women at senior levels eligible for lateral entry and contractual service, the present age bar could be relaxed or increased to allow more women to apply or continue in service. Even at the entry level, the maximum age for women could be increased from 30 to 32 to take into account women's family and childbearing responsibilities.⁴¹

⁴¹ National Workshop held on 8 December 2011.



RECOMMENDATIONS

Women as well as men will also benefit from current reform proposals for a shorter and simpler recruitment process, which are a result of a transparent and merit-based selection.

Promotions of women and men by cadre, grade and sex should be monitored by the respective ministries and centrally by MOPA and the results made public in line with public transparency and accountability principles.

Field postings/transfers for women and men who want them should be encouraged and supported, as well as for those who feel they cannot. Non-financial incentives could be further explored, including adequate facilities and family opportunities, e.g. for the spouse to work and children to have quality childcare/education.

The nomination of women to boards and committees should be increased, especially on various selection and decision-making bodies, in order to strengthen women's representation and participation in decision-making. This should apply to semi-autonomous bodies and corporations.

Training and capacity-building: Ongoing initiatives by MATT-2 and the UNDP-supported Civil Service Change projects to develop a strategic plan for BPATC should ensure that gender issues are addressed and MOPA will also need to work closely with the cadre training institutes. Gender-sensitive training needs assessments to highlight differential needs and priorities, followed by gender-sensitive training materials, delivery mechanisms and even targeted/separate leadership and management courses for women are priority recommendations to improve gender balance. Others follow below.

Minimum gender balance quotas for international and national training should be established and these should be monitored/disseminated; this could help to address resentments on both sides that women or men are getting more or fewer opportunities. The National Workshop on 8 December 2011 suggested that 15 percent of participants of domestic, and 30 percent of participants of foreign, training should be women.⁴² Adequate facilities should be provided for childcare and non-discriminatory arrangements for physical education should be made for pregnant women.

Mentoring of high-potential women by women and male senior leaders, who are trained on how to mentor is important.

Oversight of policy is also critical and the Parliamentary Standing Committee on Women's Development could make it part of their regular agenda to follow up progress in this area, based on inputs by MOPA and MOWCA (this would also create a high-level and strategic demand for quality data). The Bangladesh Women's Civil Service Association could also have a strategic role to play in this regard.

Recommendation 2: Institutional coordination for monitoring of policy measures

Institutional coordination between the Ministry of Public Administration and Ministry of Women and Children's Affairs should be strengthened so that MOWCA can fulfil a catalytic and monitoring role on MOPA initiatives to support gender equality and ensure gender mainstreaming in public administration.

⁴² Report of National Workshop Gender Equality in Public Administration organized by the Ministry of Public Administration, Civil Service Change Management Programme, UNDP, 8 December 2011 in Annex 7.



For instance, MOWCA could systematically follow up progress in employment and recruitment quotas with MOPA so that it can take necessary action and encourage other line ministries to do so.

MOWCA monitors CEDAW commitments and monitors the gender equality commitments made by the government in the National Women's Policy, Education Policy and also plans such as the Sixth Five-Year Plan and is mandated to follow up with ministries on policy implementation. This role could be further strengthened and operationalized through strengthening technical expertise and mobilizing senior support via institutional mechanisms, such as the National Council for Women's Development, chaired by the prime minister, to more operational-level inter-ministerial committees.

Information-sharing between ministries and departments on successes and challenges should be strengthened through mechanisms such as the WID Focal Point meetings, convened by MOWCA, inter-ministerial meetings convened by MOPA (which potentially have greater weight) and also by the Women's Civil Servants Network. As seen with the conference for women police officers, a national or even regional conference would help make the issue visible and mobilize national/international expertise, as well as promote networking and experience-sharing.

Recommendation 3: Institutional support to improve gender balance should focus on:

- Improving availability and quality of sex-disaggregated data to enable the tracking of gender balance at various levels and work streams, as well as connected factors, such as training and dropout rates; this should all be publicly available to facilitate support from civil society and the international community. MOPA would have a key role to play in this regard. MOWCA would have a facilitating and follow-up role. The various line ministries would have to fully commit to collecting and using such data.
- Supporting senior management to demand, analyse and act on this information to achieve gender quotas and improve the gender balance, as well as with compulsory gender-sensitization training, based on a participatory needs assessment including men.
- Institutionalizing the implementation of national policies of minimum standards for childcare, parental leave and appropriate physical facilities for women and men. Special measures should be taken to increase the number and quality of daycare facilities.

These mechanisms could target those ministries and departments, with a greater interest in or immediate potential to move forward with this agenda, and the political support of top management should also be a criterion. Initiatives should be given weight and public support, as well as funding, by the prime minister and the international community.

Recommendation 4: Monitor High Court ruling on sexual harassment

All employers have been directed to set up committee on sexual harassment and formulate guidelines for complaints and redress, and there is a need to monitor whether these have been set up and are functioning. The National Workshop on Gender Equality in Public Administration organized by the Ministry of Public Administration, held on 8 December 2011, recommended that representation of civil society and/or women and human rights organizations be included in these committees to further strengthen



RECOMMENDATIONS

them.⁴³ In the meantime, the provisions in the Government Servants Discipline and Conduct Rules (1979) on inappropriate conduct should be disseminated as part of a campaign to communicate the concept of sexual harassment, complaints and disciplinary measures. In the medium term, the Women Civil Servants Network and civil society should review the provisions on sexual harassment as well as the provisions in the Government Servants Discipline and Conduct Rules.

There is need for greater awareness-raising on what constitutes sexual harassment. This would allow such behaviour to be identified as sexual harassment and therefore to be considered unacceptable. Persons subjected to such behaviour would also then feel justified in complaining about it.

Recommendation 5: Advocacy

There is a widespread need to sensitize civil servants, including senior managers, policy makers and the public, on the positive contribution women can make in terms of quality of services and outreach, as well as to their rights to equal opportunities and equal outcomes in terms of gender balance.

Associations such as the Women's Civil Service Network and the Policewomen's Network should play a key role through newsletters, conferences and similar initiatives, and indeed these association's advocacy capabilities should be strengthened. Successful cases of women professionals and role models should be highlighted to motivate women as well as men. Strategic media campaigns with key messages along these lines could put the issue of gender balance in the PA on the public agenda and encourage more women to join the civil service. They could also liaise with movements working on gender through other issues or in other contexts to contribute to advancing gender equality overall and to contribute to a broad strategic new vision of gender equal society. The Ministry of Information could play a key role in such campaigns.⁴⁴

More widely, MPs and political parties in general, should also be sensitized to the importance of increasing the proportion of women in decision-making in the PA.

Recommendation 6: Strengthen role of international agencies and projects

International agencies can – and should – play a very important role in terms of setting an example and mainstreaming gender into civil service reform projects, including the issue of gender parity. Their technical expertise and advocacy role is critical and should be underpinned by the inclusion of specific indicators and budget in project documents. The agencies could also set an example through their own gender equality plans and gender balance, especially in senior positions.

43 Report of National Workshop on Gender Equality in Public Administration organized by the Ministry of Public Administration, Civil Service Change Management Programme, UNDP, 8 December 2011 in Annex 7.

44 Report of National Workshop on Gender Equality in Public Administration organized by the Ministry of Public Administration, Civil Service Change Management Programme, UNDP, 8 December 2011 in Annex 7.



CONCLUSIONS

The issue of gender equality in the public administration, or civil service, and specifically that of the gender balance, is not a new one in Bangladesh. Despite early recognition of the importance through policy measures, such as quotas, numbers remain low at senior levels. Civil service reform, which could be a catalyst for improvements in gender equality, is itself proving to be a very long-term process. The generally conservative organizational culture in the BCS, weak policy oversight and still limited awareness of the whole issue by staff would appear to mitigate against gender equality initiatives.

Nevertheless, it is encouraging that the political will demonstrated by the prime minister and some other ministers has helped to encourage greater willingness on the part of men and women to accept women in the civil service on equal terms, despite real or perceived differences in their competence depending on whether they join through quotas 'or' on merit. Certainly, the FGDs brought out amongst male colleagues that it is 'not done' to be openly critical of women, and whilst this may simply make discriminatory attitudes less obvious (and harder to tackle), it is a step in the right direction.

There are also pockets of good practice and supportive legislation, although weak implementation and lack of institutionalization undermine any systematic improvement. Specifically, quotas, intended as a positive measure, almost seem to act as obstacles. This whole issue needs urgent review and updating in line with international standards and experiences.

Many basic human resource good practices such as career planning and performance-based promotions would benefit women and men and any special measures would need to be carefully analysed and executed to avoid perceptions of less competent women than men entering through quotas and recruitment drives. The study has brought out the importance of role models, special incentives and political will to break gender stereotypes, expand the boundaries of what is possible and bring in women to senior levels.



ANNEX 1: HEALTH SECTOR ANALYSIS

INTRODUCTION

Health is a sector in which women have traditionally been seen as important in service delivery, so we might expect to see gender-responsive policies and procedures as well as a higher representation of women in the workforce. In fact, though, there is concern within the sector and a move to improve the situation.

GENDER BALANCE AND RECRUITMENT

One third (33.75 percent) of total staff in the health sector is female and the table below gives figures by class of staff. The high ratios of women in classes II and III are due to certain posts being reserved for women such as the family welfare assistants (FWA), special birth attendants (SBA), etc., which are seen as 'women-only' posts.

Table: Staff distribution by category and sex

CATEGORY OF STAFF	SANCTIONED POSTS	FILLED POSTS FEMALE
CLASS I DOCTORS	20,234	2,379 (21.05%)
CLASS I NON-DOCTORS	466	50 (22.94%)
CLASS II	1611	719 (63.91%)
CLASS III	65,079	20,549 (38.42%)
CLASS IV	24,912	5,354 (26.83%)
TOTAL	112,302	29,051 (33.75%)

Source: Table 16.1, page 130, Health Bulletin, DGHS, 2011.

Data collected by the health sector MIS on the sex distribution of new graduate medical doctors show that the proportion of female doctors is gradually increasing from 40.1 percent in 2004 to 49.2 percent in 2009.⁴⁵

However, the percentage of female doctors actually active in government service is lower compared to these graduate rates. This is explained by the fact that not all women leaving medical university look for jobs and, of those who do, many prefer teaching or working in the private sector. However a positive development due to the increased number of women doctors is that they have broken out of the stereotypical specializations of gynecology and pediatrics and are now specializing in surgery, neurology and other fields.⁴⁶

⁴⁵ According to data on Ministry of Health website and also Annual Report of Ministry of Health, 2010.

⁴⁶ Interview with Doctor and representative of medical association (23.8.11).



Health Sector Policy

The latest health policy addressed some issues affecting working conditions, training and career planning for women. These include many provisions for building capacity of professional staff and again represent many opportunities to integrate gender-sensitive provisions. For example, training could be delivered through means accessible to men and women with domestic responsibilities. Another example is to ensure that the new National Training Institute will be established with appropriate courses, delivery mechanisms and facilities to attract and retain women and men.

Human Resources issues have been identified by the Mid-Term Review of the Health, Nutrition and Population Sector Program (HNPSPP) as one of the biggest problems facing the health sector in Bangladesh.⁴⁷ The key problem issues are related to vacancies, retention, deployment and absenteeism among the health workforce, particularly at local levels (Chowdhury and Hammer 2003 and FMRP 2005). The FGD highlights some emerging issues that planners could usefully factor in while designing infrastructure.

Box: Increasing number of doctors giving rise to new infrastructure needs

The FGD with women in a health foundation course revealed some issues specific to the health cadre. The DG health was felt to try to post women to areas that are not too remote and with proper communications and facilities. However, as more women are joining the health service, there are more women to place, which will place a strain on this system. Also, there are more women working in the health facilities and hospitals. When they were fewer, they were often not given night duty. Now the hospital management has to assign them night duty. This is causing problems, as there is not always adequate security during the night. Also, doctors on duty at night need rest rooms and toilets. Culturally and socially, women doctors cannot share these rooms with their male colleagues. However, the facilities do not seem to provide for this.

Source: FGD with women in a health foundation course carried out for study.

HEALTH SECTOR PROGRAMME

The draft programme document for the next national sector programme (2011) recognizes gender as a cross-cutting issue and states:

'The Government of Bangladesh has made it a priority to eliminate discrimination against women and girls and promote gender equity. [...] On the service delivery side there are various gender related issues of concern that will need to be addressed. There is gender imbalance regarding Human Resource planning, development and management at facility level. More than 50 percent of new doctors are women, but their drop-out rate is very high and only few female doctors carry on their work in the facilities.'⁴⁸

47 MTR Review of HNPSPP, Independent Review Team to the Government and the Donor Consortium, 2008.

48 Draft Health Sector Programme – this was being finalized in 2011 and the final document was not public.



The programme document identifies issues of postings, housing and promotion for women as key to improve retention. Various attempts are being made to improve monitoring and evaluation systems so that sex-disaggregated and gender-appropriate data is available and used. The document proposes that:

'Problems of deployment and retention of female doctors need to be acknowledged and addressed. [...] Confidentiality and security for female staff and physical facilities conducive for their needs will be ensured.' (Draft Health Sector Programme document, 2011)

The fact that the sector draft programme has identified this imbalance and possible retention strategies is an important and positive step.

GENDER EQUALITY IN HEALTH SECTOR WORKFORCE STRATEGY

The government has recognized the need for a comprehensive review of the potential of human resources in health and family planning within the limits of affordability. To this end, the MOHFW adopted in August 2009 its Bangladesh Health Workforce Strategy (2008) and started implementation in 2010. The document implies an ongoing reorganization of the Bangladesh Civil Service Health Cadre and Family Planning Cadre. However the strategy does not analyse the different needs of women and men and therefore does not suggest any differentiated measures for them.

The new draft sector government human resources strategy (2008) has rich potential in most of its strategic priorities to address gender balance; some of these are given below together with suggested areas of intervention to support an improved gender balance:

1. **Health workforce planning:** Revised quotas reflecting the new women's policy targets of just over 30 percent of women in the PA at various levels of the Health Cadre.
2. **Meeting the shortage in the health workforce:** Assessing factors influencing remote field postings and introducing targeted incentive packages differentiated by gender
3. **Stewardship function for human resources:** Ensuring the remodelling of the health workforce so that common staff issues like salary, allowances, pensions, promotions, transfers, etc. are governed by clear guidelines that are gender-sensitive and protect basic rights as well as enable women and men to continue working through appropriate support for childcare and related work-life issues. Incentive measures and disciplinary measures should also be reviewed to ensure that they do not disproportionately affect either women or men.
4. **Recruitment, career development and retention:** Ensure that the planned national health workforce career plan is based on a gender-sensitive analysis of the enabling and impeding factors discussed above as well as national/international commitments to reach a critical mass of at least 30 percent of women in the civil service and especially in the senior decision-making posts.

This part of the document could be made consistent with Section 33 of the National Women's Policy, which deals with empowerment of women in the PA and offers strategies on 1) increasing the number of women at senior levels of public service through lateral entry and contractual appointments and 2) increasing the current quotas from 10/15 percent for women to better reflect the desired outcome. Retention and career development strategies could significantly influence gender balance and address some of the issues underlying dropout rates, discussed above.



5. **Performance management processes** should also work toward eliminating bias against women through sensitization of officials to basic gender principles and providing clear guidance on what is not acceptable, e.g. women's ratings being harmed by taking maternity leave or asking for more feasible postings, men's ratings being harmed by asking for flexible working hours to address domestic responsibilities.
6. **Human Resource Management Information System (HR-MIS)**: Ensuring that the new human resource database coordination cell planned within the MOHFW is able to gather and analyse quality sex-disaggregated data, including that on recruitment and gender balance throughout the system, and that this informs more strategic HR planning.

Gender issues are highlighted as being cross-cutting and two aspects are specifically mentioned:

1. staffing (including equal opportunities for recruitment, access to training facilities such as toilets for women)
2. a service delivery perspective (ensuring client-centred services through appropriately trained staff).

Although it says that cross-cutting issues will be integrated, the risk of not integrating gender concerns in the relevant sections is that they will be overlooked and/or it will be assumed that the gender focal points will deal with them. It is not clear to what extent this sector programme will be harmonized with the new draft Civil Service Act, but, given that that policy is so far not gender-sensitive, this may not be important for gender balance.

SEX-DISAGGREGATED DATA

A Gender Equity Voice Stocktaking carried out in 2009 of the Health, Nutrition and Population Sector Programme (HNPS) noted that policy level staff in human resource development did not consistently consider gender equity as an issue to be addressed and that SD data were not consistently collected and used in planning (p23). Human resource-related data is maintained by different agencies of the MOHFW, each of which has its own HR function – only deputy secretaries or equivalent are managed by the MOHFW directly.

One development that may help improve this situation is a new centralized database software, which will become the mechanism for all offices to process human resource issues from transfer to termination. This is an important opportunity to ensure that appropriate sex-disaggregated tracking mechanisms relating gender balance and equality more widely are incorporated. In fact, if this opportunity is missed it represents a significant missed opportunity.

CONCLUSIONS

Only about a third of women graduating from medical college are joining government service.⁴⁹ Those who join are often trying for postings to urban areas. There is an urgent need to make service conditions and infrastructure acceptable for women to be able to take on posts in urban, but especially local, areas.

The scale and scope of the health sector makes reform a real challenge and a complication is that the sector is managed within a sector-wide approach and supported by a donor consortium. It is difficult to find a champion for gender equality issues and existing efforts to champion this have been swamped by other priorities such as service delivery and fund disbursements. This is a key entry point for the UNDP and other donors.

⁴⁹ Interview with medical doctors association representative and based on Ministry of Health Data on website.



ANNEX 2: EDUCATION SECTOR ANALYSIS

INTRODUCTION

The government has always emphasized education for girls through increasing overall literacy and eliminating the gender gap in enrolment, retention and completion. One strategy has been to ensure adequate numbers of women teachers in primary and secondary schools as well as in higher education. This has been ensured through the use of quotas: 60 percent at the primary school level, 30 percent at the secondary school level and 10 percent at the Education Cadre level, which supplies tertiary level college teachers.⁵⁰

Culturally and socially, teaching is considered to be a respectable and appropriate profession for women. There is a specific development project to promote employment, training and accommodation of women teachers in rural non-government secondary schools. However, there is no such project for women Education Cadre officers in colleges.

GENDER BALANCE

There are about 14,000 posts in the Education Cadre and about 30 percent are women.⁵¹ The MIS in the Department of Secondary and Higher Education was not able to share current data since that data is incomplete.

NATIONAL EDUCATION POLICY OF 2010

Section 25 of the National Education Policy of 2010 states that the policy will try to ensure that the status and rights and privileges of teachers are respected, and that their responsibilities are thoroughly considered. The section on strategies mentions women's recruitment:

'Female teachers will not be discriminated for any reason whatsoever particularly in matters of recruitment. Equally qualified female teachers will enjoy priority particularly in primary and secondary education.' (National Education Policy, 2010, p60)

This is very positive and could be backed up similar provisions for women in the case of promotions.

Women in the Education Cadre receive the same foundation training at BPATC and professional training at NAEM (National Academy for Education Management). NAEM provides training at different levels, including entry level and senior levels.

The box below provides some insights into how young recruits into the Education Cadre experience their postings and working conditions and highlights the need for accommodation facilities and also the positive effects of flexible working hours and sensitivity by authorities while carrying out postings.

⁵⁰ Interview with senior officials in Department of Secondary Education, Ministry of Secondary and Technical Education and Secondary Teachers Association.

⁵¹ Interview with senior officials in Department of Secondary Education, Ministry of Secondary and Technical Education.



Box: Feedback from FGD with young women in the Education Cadre

The FGD with headmistresses of secondary schools brought out that those in government service had more secure jobs, a career path and also less political interference than those in private secondary schools.

An FGD with recent recruits into the Education Cadre felt that the government was sensitive in posting women to home districts or to women's colleges. However, as new recruits, they were obliged to join wherever they are posted. If the husband lives elsewhere, the women then might have to have long commutes. They also raised the need to have accommodation for women teachers in the college premises for those willing to live there.

Some of the women in the FGD mentioned that their first choice for BCS had been Administration or other cadres. They had not particularly wanted to join the Education Cadre. However, once they joined they appreciated the flexibility in terms of working hours and the freedom of being able to prepare one's classes according to one's discretion.

Source: FGDs held for present study.

Conclusions

In conclusion, the Education Cadre experience again highlights the importance of working conditions as well as how flexibility in working hours can help women balance their family and work responsibilities. New women recruits and more senior women have mentioned how they have gone beyond the stereotypes of women teaching women: some are administering boys' colleges, most are teaching in mixed colleges. The importance of foundation and in-service training is emphasized as is having the necessary infrastructure and support services so that women, even with small children, can complete it on time.



ANNEX 3: POLICE SECTOR ANALYSIS

GENDER BALANCE AND RECRUITMENT

From 1976, the government has begun to recruit women into the police force, although this was stopped for some time and resumed only after a proposal revising the recruitment procedures to permit and facilitate the recruitment of women. The present report will deal only with the recruitment of officers in the Police Cadre.

Recruitment to the police cadre started again from the 18th batch, in 1998. Projects on police reform have identified the importance of addressing gender at two levels: first, increasing the number of women in the police and, second, ensuring that the police deal sensitively and appropriately with women clients.⁵² The two issues are related, especially at the level of the constables and SI, where they are staffing the police stations and dealing with clients.

The Needs Assessment Report of 2003 prepared as part of the Police Reform Project stated the following:

'At just 1.2 percent of the workforce, women are under-represented in the Bangladesh Police, particularly in the senior ranks above Inspector. Few women are to be found in meaningful command and operational roles. Most male police officers are not sensitised to the issues impacting women and there are no internally generated gender action strategies to address those shortcomings. There is no gender awareness training in the Bangladesh Police. Many women victims are reluctant to engage with police to discuss their problems because of their inability to gain direct access to women officers. However even if they are able to get such access, most women officers have received no training in domestic violence, sexual assault, interviewing techniques and victim support.' (Needs Assessment Report, Police Reform Project, section 3.4.6 Women in Policing)

Recruitment in 2009 was of 23 women Assistant Superintendents of Police, 14 SIs and 2,955 women constables. The following table presents the situation of women at officer level. The number of women has increased from 2 percent in 2007 to 4 percent in 2010/11.

⁵² PRP project documents for phase one and two, 2008 and 2009.



Table: Present number of women in Bangladesh Police Force

(shaded areas are officer level)

RANK/ DESIGNATION	NO. OF APPROVED POSTS	NO. OF SERVING WOMEN OFFICERS	NO. OF WOMEN IN TRAINING	TOTAL NO. OF WOMEN	NO. OF WOMEN AS PERCENTAGE OF TOTAL
Inspector General	1	0	0	0	0
Additional Inspector General	9	0	0	0	0
Deputy Inspector General (DIG)	33	2	0	2	6%
Additional Deputy Inspector General	41	3	0	3	7%
Superintendent of Police (SP)	204	4	0	4	2%
Additional Superintendent of Police	260	23	0	23	0.4%
Senior Assistant Superintendent of police	230	24	0	24	10%
Assistant Superintendent of Police (ASP)	913	48	23	71	8%
Total cadre	1,691	104	23	127	7.5%
Inspector	3,079	25	0	25	0.8%
Sub-Inspector (SI)	12,535	236	13	249	2%
Sub-Inspector (TR)	254	0	0	0	0
TSI	113	0	0	0	0



ANNEX 3

RANK/ DESIGNATION	NO. OF APPROVED POSTS	NO. OF SERVING WOMEN OFFICERS	NO. OF WOMEN IN TRAINING	TOTAL NO. OF WOMEN	NO. OF WOMEN AS PERCENTAGE OF TOTAL
Sergeant	1,569	0	0	0	0
Assistant Sub-Inspector	7,838	281	0	281	3.6%
Head constable	6,887	0	0	0	0
Nayek	6,104	0	0	0	0
Constable	101,053	2,809	997	3,502	3.5%
Total	141,123	3,455	1,029	4,484	3.18%

Source: Police Headquarters Establishment Cell data as of 27 June 2011) provided for the purposes of this study.

The government has decided to recruit an additional 30,000 people into the Police Force over three years to 2011.⁵³ The Bangladesh Police has prioritized the recruitment of an additional 3,000 female police in the Strategic Plan 2008-2010 (i.e. 10 percent of the new 30,000 to be recruited). The police authorities are also trying to increase the proportion of cadre officers in the total police force.⁵⁴

It is recognized that increased representation of women in the Bangladesh Police is critical to sustain reform. For example, the retention and effective deployment of women police is linked to crime prevention and community policing outcomes, as more female investigating officers encourage more women to assist police with investigations and prosecutions. The PRP project has worked with the authorities in streamlining recruitment procedures.

At officer level, the 10 percent quota is now being met by the PSC, and the Recruitment and Manpower Section of Police Headquarters, with the encouragement of the Home Minister, is trying to ensure that at least 15 percent of the new recruitment of constables and SIs are women.⁵⁵ This recruitment is carried out locally. In order to be able to recruit more women constables, the requirements in terms of height were reviewed and revised downwards so that more women could qualify.⁵⁶ However, police authorities felt that maintaining this quota of even 15 percent will depend on the women constables proving that they can carry out their duties as well as men.⁵⁷ They also recognized that the authorities have the

⁵³ Interviews with senior officials at Police Headquarters.

⁵⁴ Interviews with senior officials at Police Headquarters.

⁵⁵ Interviews with senior officials at Police Headquarters.

⁵⁶ As reported by the Secretary of MOPA at the National Workshop to validate this case study on 8 December 2011, arranged by CSCMP.

⁵⁷ Interviews with senior officials at Police Headquarters.



responsibility to ensure that women have the appropriate working environment to be able to discharge their duties. This recognition is important. The police also had a provision for about 1,400 non-officer posts to be reserved for women.⁵⁸

Another positive development has been the involvement of policewomen in UN missions: this has shown that they, too, can carry out such missions in difficult posts and under difficult circumstances. At present, an all-women police battalion is set to leave for the Congo.

There are a number of senior women in active service who have been role models for younger women coming in.

POLICIES RELATED TO THE POLICE

Legislative reform remains a major hurdle to police reform: during 2005-2009, some progress was made, but many key laws remain outdated and do not match the needs of contemporary Bangladesh. The Police Act, in particular, needs revision to promote greater accountability and oversight, merit-based recruitment and limit outside interference on police operations. Until this happens, there is a limit as to how far gender equality in the police can progress. The Police Act does not address gender or the needs of poor people, as, at the time of drafting it, it was never envisaged that women would join the police force and there is no guidance on code of conduct, appropriate facilities or even modern operational procedures.⁵⁹

Under the last phase of the PRP project, a draft Police Act was formulated, but it was not approved. In any case, the draft does not have any special provisions regarding gender equality or women in the police force.⁶⁰ Further changes to the Police Act, Police Regulations of Bengal, and Criminal Procedure Code could create significant performance gains for the Police, as well as improve the gender balance.

The police force also falls under the government directives on quotas for the recruitment of women. Once women were permitted to join, the quotas of 10 percent for cadre officers and 15 percent for non-cadre posts were applied.⁶¹ Applications for the cadre level are adequate, but efforts are required to recruit at the constable and sub-inspector levels through the campaign mentioned above. It was felt by the PRP that the police were good at implementing quotas but one of the PRP advisors warned that, in fact, the quota could become a ceiling.

POLICE REFORM PROGRAMME

There have been two major externally supported police reform initiatives supported by UNDP and DFID, the Police Reform Programme Phase 1 and Phase 2. Both phases explicitly addressed gender as an important dimension. In the second phase, gender was made a separate component of the project in order to give greater emphasis to this.

⁵⁸ Interviews with senior officials at Police Headquarters.

⁵⁹ PRP project document for Phase II, 2009 as well as interviews with PRP consultants and senior officers at Police Headquarters.

⁶⁰ PRP project document for Phase II, 2009 as well as interviews with PRP consultants and senior officers at Police Headquarters.

⁶¹ Interviews with senior staff at Police Headquarters.



Component 2 of the project was Human Resource Management and Training to support an ethical, capable and well-trained police force and a key activity was to be the development of a Women in Policing Strategy. Key outcomes included:

- Support to setting targets for women recruitment into the police. More efficient use of women police and their representation in more responsible roles enhanced
- More efficient and effective use made of human resources throughout Bangladesh Police
- Leadership and management training at all levels is improved. (From PRP website)

Activities also included recruitment campaigns, developing an action plan for the deployment of women police officers to every police station (not completed) and developing the Bangladesh Women Police Officers' Network (see above). Phase II of the project also emphasized gender mainstreaming and even formulated it as a separate outcome (outcome five). The project document for Phase II envisages making Model Thana (police stations) more women-friendly by introducing women's toilets and barracks. Specialized training in operational and management skills will be given as per the Bangladesh police training guidelines to ensure that women police are represented adequately at the higher ranks. The Women in Policing Strategy will be developed to give policy guidance to these initiatives and the Bangladesh Policewomen's Network will play a lead role. A PRP follow-up survey in December 2008 demonstrated overwhelming public support (90 percent) for women to work in the police service; over 40 percent of the respondents felt women should comprise half of the police force. The Strategy will also include women-friendly infrastructure development at selected training institutions and Thana as well as training for specialist roles and leadership positions, including overseas, in order to make policing a feasible and attractive career option for women.

Campaigns in education institutions and media advertising are resulting in greater interest in joining the police at various levels, especially at the constable and officer levels. Interestingly, the focus group discussions and interviews revealed that the power associated with the uniform associated with the job was a powerful incentive, together with the possibility of accessing benefits such as transport and accommodation.

Whether it is due to PRP initiatives of political will, the BPSC, Ministry of Home and the Police Headquarters now feel that they, too, have to attain the recruitment quotas of 10 percent at the officer level and 15 percent at the constable level.⁶² Encouragement has been given from the ministerial level to ensure that new recruitments include larger numbers of women. International experts on the PRP team remarked that, once decided, the police were quite efficient in meeting quotas.

THE BANGLADESH POLICEWOMEN'S NETWORK

The Police Reform Project identified the need for a policewomen's network, as women have little informal contact with female colleagues outside their immediate work environment.

'The lack of such meetings to support the cross fertilisation of ideas and sharing of experiences constrains the more effective involvement of women police officers in all aspects of police

⁶² Interviews with senior staff at Police Headquarters.



work. Even amongst the ranks of women police, the division between commissioned officers and other ranks is noticeable and acts as a constraint to the expression of opinion by junior women police officers, particularly constables.’ (Source: Project Document for Phase I, 2008).

The Bangladesh Policewomen’s Network was set up in 2008 under the auspices of the PRP and brought together officers and staff. It aims to establish linkages at the international, regional, national and local levels. Its vision includes capacity-building and professional skill development of women in the police and its goals include:

- Increasing the representation of women in the Bangladesh police and their empowerment and participation in the policy formulation process
- Creating an appropriate working environment for the policewomen through the implementation of welfare programmes covering the areas of education, health, social status and economic empowerment
- Organizing appropriate training programmes, meetings and seminars and publish books, booklets and periodicals for promoting the professional efficiency of policewomen
- Promoting gender equality relating to appointments, postings, promoting and career development in the Bangladesh police. (Draft brochure, Bangladesh Network of Policewomen, 2011)

The Network therefore directly addresses the issue of gender balance as well as those issues, which impact on gender balance. It has international linkages with the International Association of Women Police (IAWP) and a senior woman police officer represents the Bangladesh Network. This Network has also invited the IAWP Board to have the 2012 Board meeting in Bangladesh, which is an interesting entry point for the UNDP and others in terms of scaling up the lessons learned.

When the Network was formed, the women officers were adamant about establishing that they were police officers first and women later. Interaction between various levels of women enabled the senior women to learn about the problems at lower levels and they gradually felt capable of taking up individual cases and issues on behalf of the Network, rather than as personal initiatives. Gradually, the Network is taking on an increasing advocacy role, encouraging women to join the police force, encouraging seniors to give women more responsibilities and encouraging women to take on more responsibilities. The Network is a means of dealing with complaints and takes up cases, where women feel that they have been discriminated against in postings and promotions.

CONCLUSIONS

One practical issue arising is that reform including gender equality is seemingly easier to achieve when the administrative structures are streamlined and when numbers are smaller, compared to health, for example. As in the health and education sectors, the authorities have realized the importance of having women in service delivery, but, in contrast, the police is a non-traditional profession for women. Nevertheless, campaigns and positive images have resulted in women choosing it as a career option. Positive role models, as well as national and international recognition of their role and incentives such as participation in UN Missions or practical facilities, are also important. Underpinning and driving this all has been strong political will to open up the police force to women backed by international support.



ANNEX 4: ABBREVIATIONS AND ACRONYMS

ACAD	Advanced Course on Administration and Development
APD	Academy of Planning and Development
BBS	Bangladesh Bureau of Statistics
BEF	Bangladesh Employers' Federation
BCS	Bangladesh Civil Service
BHW	Bangladesh Health Workforce Strategy
BIAM	Bangladesh Institute for Administration and Management
BNWLA	Bangladesh National Women Lawyer Association
BPATC	Bangladesh Public Administration Training Centre
BPSC	Bangladesh Public Service Commission
CARR	Committee for Administrative Reform/Reorganisation
CEDAW	Convention for the Elimination of all forms of Discrimination against Women (CEDAW)
CID	Criminal Investigation Department
CIDA	Canadian International Development Agency
CSCMP	Civil Service Change Management Programme
DANIDA	Danish International Development Agency
DC	Deputy Commissioner
DFID	Department for International Development
DGHS	Directorate general of Health Services
FGD	Focus Groups Discussions
FWA	family welfare assistants
GEPA	Gender Equality in the Public Administration
GDI	Gender-related Development Index
GDP	Gross Domestic Product
GOB	Government of Bangladesh
HIES	Household Income and Expenditure Survey
HNPSP	Health, Nutrition and Population Sector Program
HR-MIS	Human Resource Management Information System
HRD	Human Resource Development
IAWP	International Association of Women Police
ILO	International Labour Organization



LDC	Least Developed Country
LFA	Logical Framework Analysis
MATT	Managing at the Top
MDGs	Millennium Development Goals
MIS	Management Information Systems
MOE	Ministry of Establishment
MOHFW	Ministry of Health and Family Welfare
MOPA	Ministry of Public Administration
MOWCA	Ministry of Women and Children's Affairs
MTR	Mid-term Review
NAEM	National Academy for Education Management
NCCWE	National Coordination Committee For Workers' Education
NCWD	National Council for Women's Development
NGO	Non-governmental organization
OC	Officer in Charge
ODA	official development assistance
OVI	Objectively verifiable indicators
PA	Public administration
PARC	Public Administration Reform Commission
PIP	project implementation plan
PLAGE	Policy Leadership for Gender Equality Project
PRP	Police Reform Programme
PSC	Public Service Commission
SBA	special birth attendants
SFYP	Sixth Five-Year Plan
SI	Sub-Inspector
SWAP	Sector Wide Assistance Programme
TIB	Transparency International Bangladesh
ToT	Training of Trainers
UNDAF	UN Development Assistance Framework
UNDP	United Nations Development Programme
VAW	Violence Against Women
WID	Women in Development



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ANNEX 6: LIST OF KEY INFORMANTS INTERVIEWED AND FOCUS GROUP DISCUSSIONS

LIST OF INTERVIEWS		
1.	Dr Shahadat Hussain, Chair	BPSC
2.	Tariqul Islam, Secretary in Charge	MOWCA
3.	Suraiya Begum Secretary	Ministry of Cultural Affairs
4.	Abubakr Siddique, Additional Secretary	Ministry of Public Administration (MOPA)
5.	A.Z.M. Shafiqul Alam, Rector	BPATC
6.	Yasmin Gofur, Additional Deputy Inspector General and Commandant	Special Branch Training School
7.	Mili Biswas	Dhaka Metropolitan Police
8.	Atiq Islam, AIG	Recruitment and Manpower, Police Headquarters
9.	Taslina, Additional Superintendent of Police	Rapid Action Battalion
10.	ATM Moinul Hossain Deputy Director, Government College Section	Department of Secondary and Higher Education
11.	Professor Nilufar Begum Nilu Director Administration and Finance	NAEM and focal point Women Civil Ser- vants Network
12.	Dr Fahima Khatun Chair	Dhaka Secondary and Higher Education Board and President BCS General Educa- tion Association
13.	Mr Moklesur Rahman Additional IGP	CID and National Project Director, PRP



ANNEX 6

14.	Shahriar Nabi (Shakil) Assistant Professor	Dhaka Medical College, Radiology Department and ex -GS Dhaka Medical College Teachers' Association
15.	Nasreen Akhter Deputy Secretary	Ministry of Public Administration
16.	G.M. Mostafa, System Analyst	BPCS
17.	Fauzia Khondaker Eva, Gender Advisor	Police Reform Programme (PRP)
18.	Micael Von Tangen Page Security Sector reform Specialist	Police Reform Programme (PRP)
19.	Andre Redman Capacity-building Specialist and HR Management	Police Reform Programme (PRP)
20.	Rumana Akhtar Additional SP	Establishment, Police Headquarters
21.	Peter Van der Pol, Project Manager	Civil Service Change Management Pro- gramme (CSCMP), UNDP Bangladesh
22.	Asma Abbasi, National Consultant, Gender Specialist	Civil Service Change Management Pro- gramme (CSCMP), UNDP Bangladesh
23.	Mainuddin Ahmed Training Associate	Civil Service Change Management Pro- gramme (CSCMP), UNDP Bangladesh
24.	Abul Monsur Muhammad Moniruzzaman, Programme Manager, Governance,	DFID Bangladesh
25.	John Wallace, Team Leader	Managing at the TOP 2 (MATT -2), Min- istry of Establishment, Government of Bangladesh
26.	Roger Fernando, HRD/HRM Specialist	Managing at the TOP 2 (MATT -2), Min- istry of Establishment, Government of Bangladesh
27.	Najma	Managing at the TOP 2 (MATT -2), Min- istry of Establishment, Government of Bangladesh



28.	Mosharraf	Managing at the TOP 2 (MATT -2), Ministry of Establishment, Government of Bangladesh
29.	Ferdous Ara Begum	Former Member, UN CEDAW Committee and former Additional Secretary, GOB (taxation cadre)
30.	Dr. Dil Afroz	Former Additional Secretary, GOB (health cadre)
31.	Naheed Ahmed	UN Women
32.	Sookhee Kwak	Gender Specialist, UNDP
33.	Majeda Huq	Programme Analyst and Cluster Head, Local Poverty Reduction Cluster, UNDP
34.	Won Young Wong	Assistant Country Director, Governance, UNDP
35.	Nandita Dutta	Programme Analyst, UNDP
List of Focus Group Discussions		
1.	Women on the Foundation Course (entry level) at Bangladesh Public Administration Training Centre (BPATC)	Date held: 24 August 2011 No. of women present: 26
2.	Women on the Advanced Course on Administration and Development (ACAD) course (mid level) at BPATC	Date held: 23 August 2011 No. of women present: 7
3.	Newly recruited officers of the Health Cadre at Bangladesh Institute for Administration and Management (BIAM)	Date held: 3 September 2011 No. of women present: 14
4.	Women newly recruited to the education cadre at the National Academy for Education Management (NAEM)	Date held: 17 August 2011 No. of women present: 7
5.	Women in the Women Police Officers Network.	Date held: 11 August 2011 No. of women present: 4
6.	Women Headmistresses cadre at the National Academy for Education Management (NAEM)	Date held: 8 August 2011 No. of women present: 4



ANNEX 7: REPORT OF NATIONAL WORKSHOP GENDER EQUALITY IN PUBLIC ADMINISTRATION

Organized By Ministry Of Public Administration, Civil Service Change Management Programme, UNDP, 8 December 2011

INTRODUCTION

The Ministry of Public Administration (MOPA), through the Civil Service Change Management Programme (CSCMP) of UNDP Bangladesh, organized a National Workshop on Gender Equality in Public Administration on 8 December 2011. The purpose was to discuss findings of a UNDP study on gender equality in public administration by national consultant, Ms. Maheen Sultan. The Workshop shared the key findings of the study and obtained feedback from ministry representatives before finalizing the report. More than 50 ministry representatives and academics attended the workshop and participated in the discussions. Dr. Shirin Sharmin Chaudhury, Honorable State Minister, Ministry of Women and Children Affairs closed the Workshop by highlighting the importance of gender equality in the public service, explaining some of the initiatives undertaken by the government on gender equality, and assuring the participants that the government would help them to achieve their aspirations. Chairing the Workshop was Mr. Md. Eunusur Rahman, Additional Secretary, MOPA, and National Project Director, CSCMP.

THE PROCEEDINGS

Part 1: Inaugural Session

The Workshop opened with a speech by Ms. Won Young Hong, Assistant Country Director, UNDP Bangladesh. She explained that the study's purpose was to examine the improvements that had been made in Bangladesh on the status of women in the field of public administration. She noted that, while improvements had been made, more could have been done. She urged the government to appoint more women to positions at different levels of the civil service.

Special Guest Ms. Suraiya Begum, Secretary, Ministry of Cultural Affairs and Chairperson, BCS Women Network, noted the importance of changing laws as well as mind-sets. The BCS Women's Network was a platform for women officers across ministries and a space for women officers to talk about issues of concern to them and to learn from each other. She urged women officers to register as members of the Network.

Special Guest Mr. Abdus Sobhan Sikder, Secretary, MOPA, emphasized the achievements already made by the country in terms of women's. He assured participants that the government would continue to enable more women to work in the civil service at different levels. The recently drafted Civil Service Act, which placed merit as an important factor for promotion, should allow more women officers to move up the hierarchy. Rules and regulations, however, might not always be the best way to deal with the situation. He urged the participants to go beyond the legal framework when they thought of ways to increase women participation in the civil service.

The Chair, Mr. Md. Eunusur Rahman, Additional Secretary, MOPA and National Project Director, CSCMP, acknowledged that more needed to be done, especially for participation at higher levels of the Civil Service.



PART 2: WORKING SESSION

Presentation by National Consultant

Ms. Maheen Sultan presented the study to the participants.

Responses

Mr. Ashraf Hossain, Director General, Department of Women's Affairs, Ministry of Women and Children Affairs, stressed the importance of gender equality for inclusive development to ensure justice, uniformity and equality in society in a sustainable manner. The government had already adopted many policies on gender equality according to the constitution. Examples of such policies included the Women's Advancement Policy and the education and health policies.

Bangladesh was moving towards gender equality, but the tradition of a patriarchal society ran deep. Policy support and pragmatic initiatives would be needed to change that tradition. Existing initiatives needed to be strengthened and new ones introduced. Equally important would be advocacy. Without effective advocacy, the existing mind-set would not change, perpetuating the tradition of a patriarchal society, and whatever gains in gender equality so far would not be sustainable.

Dr. Ferdous Jahan, Associate Professor, Department of Public Administration, University of Dhaka, pointed out the problem of not having sufficient data to see how much women had been contributing to the civil service and the economy and the need for sex-disaggregated data. She felt that the civil service was gender blind - although there were no written rules discriminating against women, the civil service also did not understand the needs of women and men. As long as women's particular needs such as daycare centres, transport, accommodation in the field and toilet facilities were not addressed, the problem of gender inequality would continue to exist. Women needed to speak up. She highlighted the problem of stereotypical thinking, where such issues would be handled by the Ministry of Women Affairs alone. Women today no longer stayed in their traditional roles. She wanted to see the government and society to accept and support both professional and private roles. The administration needed to be flexible in meeting the needs of women, giving them freedom, flexibility, and results oriented promotion. Women no longer wanted the old way of doing things.

Working Group Discussions

Working Group 1: Legislative and Policy Reforms related to Public Administration

The Group discussed the problem of the lack of effective policy to ensure gender equity in the public administration system and made the following recommendations:

1. Increase the recruitment quota for 1st class and 2nd class positions from 10 percent to 15 percent and for 3rd and 4th class positions from 15 percent to 20 percent
2. Reserve 50 percent of training opportunities for women officers
3. Change the leave scheme:
 - (a) One-and-a-half-year leave without pay in addition to six months of maternity leave without affecting seniority and existing entitlements
 - (b) 21 days paternity leave for male officers for each baby



4. Increase women participation in decision making positions by giving women priority in promotion if both the male and female candidates were equally eligible;
5. Designate a dedicated officer to take care of gender issues in every office
6. Seriously consider building the capacity of women for the greater development of the country

Working Group 2: Legislative and Policy Reforms related to Public Administration

The Group discussed the issue of institutional coordination and monitoring of policy measures and policy support to improve gender balance and made the following recommendations:

1. Improved coordination between MOPA and the BCS Women's Network
2. All ministries to communicate with MOPA through MOWCA and the BCS Women's Network
3. MOPA to form a separate unit to monitor the activities related to gender in MOWCA and BCS Women's Network
4. Increase women participation in all sectors of community boards, in particular in the selection boards of BPSC, SSB and DCIS
5. MOPA to prepare a sex-disaggregated database for women and men officials
6. Increase the quota of women for decision making and training to 30 percent
7. Increase maternity leave up to one year
8. Give parental leave for at least one month
9. Accelerate the provision of child care and daycare facilities and school enrolment facilities
10. Adhere to the government policy regarding posting of both husband and wife
11. Ensure sufficient facilities for a conducive working environment for women as well as men

Working Group 3: Monitoring Sexual Harassment and Advocacy

The Group discussed the issues of monitoring sexual harassment situations and advocacy, and made the following recommendations:

1. Define sexual harassment and its nature - verbal, psychological, mental, emotional and physical
2. Provide a mechanism for women to complain about sexual harassment
3. Remove the fear of women being blamed for complaining about sexual harassment
4. Provide proper counsellors to tackle the complaints
5. Activate the focal points in ministries to deal with sexual harassment;
6. Set up an inter-ministerial forum to discuss issues of sexual harassment, with the Ministry of Information leading a campaign on the issues
7. Widen the membership of the Women's Network to include people working on gender issues in the larger society, not just women in the public sector



8. Form a sexual harassment committee with people from the public sector and the private sector working on the issue, making it easier for women to complain against their superiors to an external person
9. Activate the WID focal points and communicate about WID

Closing Session

Dr. Shirin Sharmin Chaudhury, Honourable State Minister, Ministry of Women and Children Affairs, said that any discussion on reforming the civil service must take into account gender equality. The government had to recognize and respond to the different needs of women, such as maternity leave, extension of maternity leave, leave without pay, and support for working women such as daycare centres, and good transport to ensure a safe commute to work, especially when returning late at night. Such issues must be brought to the national level. The National Women's Policy (2011) aimed to attract more women into public administration and to retain them once they were hired. If the public administration system is not gender friendly, women may not want to stay in the service.

She noted that, while the current maternity leave in the public sector was six months, it was an important new initiative. Even the private sector did not offer such generous terms. She acknowledged that MOWCA and MOPA could play a large role in institutional coordination for monitoring policy measures and in providing Institutional support to improve gender balance. MOWCA could also help initiate the changes, with the BCS Women's Network helping and playing a coordination role with all institutions.

Vote of Thanks

The Chair noted that the Workshop had been a good learning experience not only for the participants, but also for the Workshop organizers. It had broadened everyone's knowledge about the subject and the different approach the government could take to improve gender equality. He thanked all for making the Workshop a success.



ANNEX 7B: PARTICIPANTS LIST

Note: Not according to seniority

1. Chairman, Bangladesh Public Service Commission
2. Director General of National Academy for Education and Management
3. Director General, BSC Administration Academy
4. Director General of Bangladesh Institute of Administration and Management
5. Director General of National Institute of Mass Communication
6. Rector, Bangladesh Public Administration Training Centre
7. Secretary, Ministry of Chittagong Hill Tracts
8. Secretary, Ministry of Foreign Affairs
9. Secretary, Ministry of Health and Family Planning
10. Secretary, Ministry of Education
11. Secretary, Cabinet Division
12. Secretary, Ministry of Women and Children Affairs
13. Secretary, Ministry of Public Administration
14. Secretary, Ministry of Labour and Manpower
15. Secretary, Ministry of Local Government and Rural Development
16. Secretary, Ministry of Water Resources
17. Secretary, Ministry of Jute and Textile
18. Secretary, Ministry of Post and Telecommunication
19. Secretary, Ministry of Homes
20. Secretary, Ministry of Communication
21. Secretary, Ministry of Planning
22. Secretary, Ministry of Social Welfare
23. Secretary, Ministry of Forest
24. Secretary, Ministry of Primary and Mass Education
25. Secretary, Ministry of Law, Justice and Parliament Affairs
26. Secretary, Ministry of Finance
27. Secretary, Ministry of Agriculture
28. Secretary, Ministry of Power, Energy and Mineral Resources
29. Secretary, Ministry of Religious Affairs



30. Secretary, Ministry of Housing and Public Works
31. Secretary, Ministry of Expatriates' Welfare and Overseas Employment
32. Secretary, Ministry of Land
33. Secretary, Ministry of Information
34. Secretary, Ministry of Industries
35. Secretary, Ministry of Commerce
36. Secretary, Ministry of Civil Aviation and Tourism
37. Secretary, Ministry of Food and Disaster Management
38. Secretary, Ministry of Shipping and Inland Water
39. Secretary, Ministry of Fisheries and Livestock
40. Secretary, Ministry of Liberation War
41. Secretary, Ministry of Youth and Sports
42. Secretary, Ministry of Science and Information & Communication Technology
43. Joint Secretary (CPT), Ministry of Public Administration
44. Joint Secretary (R&R), Ministry of Public Administration
45. Joint Secretary (Development), Ministry of Public Administration
46. Joint Secretary (Implementation), Ministry of Public Administration
47. Deputy Secretary (Field Administration), Ministry of Public Administration
48. Chairman, Department of Public Administration, Dhaka University
49. Chairman, Department of Public Administration, Jahangirnagar University
50. Focal Point, CSCMP
51. Gender Focal Group, UNDP
52. BCS Women Network committee members and cadre based focal persons
53. CSCMP Project Board Members
54. CSCMP Project Team



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